

### **1. What is the background to electronic identity management - eIDM?**

The development and deployment of electronic identity management (eIDM) solutions in European electronic applications stands at a crossroads. Over the past decade, European Member States and EEA countries have gradually rolled out identity management solutions that were best suited to their national goals and ambitions. The goals of such initiatives were uniformly the same: improving administrative efficiency, improving accessibility and user-friendliness, and above all, the reduction of costs.



The European eIDM ambitions have been refined through a number of iterations, starting from the high-level Lisbon Strategy, to the first tangible plans in the Signposts paper and the Manchester Declaration (read more about these in the full report), to arrive at the i2010 eGovernment Action Plan.

### **2. Why did ENISA conduct this report?**

At the European level, the goals mentioned in the previous question could be advanced by improving the interoperability of electronic identification/authentication solutions being offered at the national level. Significant efforts have been made in recent years to chart the European interoperability difficulties related to eIDs and to propose solutions to these problems.

More recently, efforts are moving beyond this largely theoretical level, and are geared towards creating functioning applications. This report charts the origins and scope of the ambitions for European eID interoperability, and looks specifically at how these are reflected in three specific initiatives.

### **3. Who is the report for?**

The purpose of the report is to provide persons involved or interested in European eID policies with an overview of some of the main initiatives in this field, including their goals, their approaches, current realisations and future expectations. It is the authors' hope that, in this way, the document can serve as a useful tool for informing policy makers, indicating how existing efforts might evolve, and perhaps helping identify future policy priorities.

#### 4. What are the benefits of improving the interoperability of eID?

By improving the interoperability of eID solutions, European citizens and businesses would be able to use applications in any European country, thus potentially benefiting citizens, businesses and administrations alike.



#### 5. What are the initiatives that the report is focusing on?

The report focuses on three intrinsically connected levels, forming a triangle of drivers:

- An examination of the **eID Roadmap**, and the eID goals to be reached by 2010.
- The recently initiated 20 Mn € **STORK** Project (Secure Identity Across Borders Linked: a large scale pilot in the ICT Policy Support Programme) is analysed, as one of many EU projects focusing on eID. The STORK project pilots a basic infrastructure in the EU for cross-border eID systems.
- The **implementation of the Services Directive**. The Directive requires Member States to put electronic points of single contact in place by 28 Dec. 2009. By then, service providers from any Member State should be able to complete formalities, to offer their services and to identify themselves electronically in a reliable way.

#### 6. What are the differences between these initiatives?

All of these initiatives have the potential to act as a catalyst in furthering the European vision for eID interoperability. However, in order to do so, it is important to assess their role and contributions in the general strategy for eID interoperability, to determine the relationship between these initiatives, and to identify any remaining gaps or inconsistencies. The initiatives are all interconnected, with any progress made in any one initiative providing feedback to each of the others.

Each of the three initiatives will be explained in brief in the following questions. To put it shortly the eID Roadmap can be described as a European policy guideline, the STORK project as an infrastructural pilot effort and Services Directive as legal act imposing implementation of service-oriented interoperability in a short term

## 7. What is the eID Roadmap?

The main role of the eID Roadmap consisted in defining the desired outcome of European eIDM ambitions, namely the creation of an interoperability infrastructure and still remains the basis for European eIDM policy within the i2010 Strategy. The main purpose of this roadmap was to define the steps to be taken in order to achieve the European ambition of realising interoperability between the national eID solutions particularly for the purposes of accessing eGovernment applications.

The roadmap states the general eIDM policy. It determines the goals to be achieved and the principles to be respected by other European eIDM initiatives. Above and beyond that, it also defines the specific milestones for reaching these goals, and sets broad deadlines for progress in order to comply with the i2010 Strategy and the eGovernment Action Plan.

The eID Roadmap has helped to formalise a number of high-level eIDM objectives to be reached at the pan-European level and it has played a significant role in steering European eIDM initiatives towards the STORK project, and towards the eventual goal of achieving the objectives of the eGovernment Action Plan.

## 8. What is the STORK project?

The STORK project (launched on May 30, 2008) explores the infrastructure to be used to realise the objectives of the roadmap and is expected to advance the European ambitions by creating specific cross-border pilot applications supporting eID applications from multiple countries. Given the available timeframe and scope of the project, these applications and any supporting infrastructure established by the STORK consortium will not be an end point for interoperability developments. Nonetheless, it will play the crucial role of providing a functional infrastructural model for eID interoperability between a sufficiently large number of different technological solutions and countries.

## 9. What does the report say about the STORK project?

Given the recent starting date, STORK has not yet had any real impact on European eIDM developments at this time. However, considering the role that the large-scale pilots have been given in the eGovernment Action Plan, it is clear that STORK can have a defining impact in the future.

The report underlines that STORK is significant, but is not to be seen as the panacea for the implementation of Services Directive". Many European eIDM projects overlap. None has all solutions. This necessitates that the outcomes of all eID building blocks eventually should be integrated, as to create an updated, coherent vision for European eID systems' interoperability.

### **10. What does the Services Directive mean?**

The Services Directive was adopted in 2006, with the broad goal of opening up the European market for specific types of services, specifically by removing legal and administrative barriers to the development of these services between Member States.

The Services Directive requires Member States to create an interoperable communications platform that incorporates an adequate mechanism to identify/authenticate users from other Member States by the end of 2009.

### **11. What is the impact on European eIDM developments?**

The obligations of the Services Directive are very far reaching and the available timeframe for the Member States to implement them is limited (December 2009). The European efforts to support the implementation of the Services Directive have now entered a phase where detailed proposals are being discussed at expert level with the objective of improving the interoperability of certain types of electronic signatures.

In the shorter term, this approach - provided that it is taken up by the Member States - could provide a basis for a solution for the electronic identification of service providers when and if required by the points of single contact. From that point, it would be possible for Member States who desire to do so to expand the scope of the solutions provided to contexts other than the Services Directive. Of course, such extensions are beyond the scope of current efforts.

### **12. Is improving the interoperability of electronic signatures the solution to eIDM?**

No, improving the interoperability of electronic signatures will not be an all encompassing or definitive solution in relation to electronic identity management. A series of issues (listed in the report) still have to be solved in a wider context.



### **13. What else needs to be taken into consideration in terms of the Services Directive?**

It is important to underline that the activities targeted on the facilitation of the implementation of the Services Directive can be considered as first step to provide support for electronic identification when and if required for the completion of electronic procedures.

The ongoing discussions in the framework of the Services Directive are concentrated on providing Member States with the minimum of means that would assist them in meeting the requirements of the Services Directive. The outcome of these efforts will still have to be enriched and refined in combination with the outputs of other efforts in order to obtain a sustainable long-term eID solution.

#### **14. How far have the Member States come in terms of implementation?**

A recent study showed that, at that time, out of the 27 Member States surveyed, only 5 had advanced to the point of planning their implementation efforts for the point of single contact, whereas the remaining 22 were still debating the organisation of responsibilities and the technologies to be chosen. None of the surveyed countries had thus moved to the actual implementation stage.

#### **15. What is the reason for this?**

There are several reasons but generally it was one or more of the following:

- The country was still conducting consultations or screening exercises to determine the exact impact of the Services Directive and to devise an appropriate response strategy;
- The country was considering the roles of the stakeholders that had been traditionally involved in managing access to their markets and determining if and how these should play a role in the point of single contact; or
- The country was still developing the underlying infrastructure that would be required before work on the Services Directive could realistically begin.

#### **16. Are there other initiatives as well?**

Yes, there are several other recent initiatives than the three key initiatives that this report is focusing on and they are equally likely to play a significant role in the future European eID arena.

Globally, these initiatives cover two aspects, with some focusing more on one aspect than on the other: on the one hand, improving the interoperability or standardisation of specific electronic identification/authentication tokens issued to the public and, on the other hand, initiatives aiming to improve the utility and usability of authentic (or at least trusted) identity resources other than personal tokens.

#### **17. What are the goals in terms of eIDM?**

Europe has imposed extremely ambitious short-term eIDM goals on itself and on the Member States. This ambition has resulted in a significant number of relevant initiatives, all of which bring their own piece of the puzzle to the table.

The ultimate European goal in relation to eIDM has gradually been made more concrete: in 2010, European businesses and citizens should be able to securely identify and authenticate themselves towards applications in other Member States.

**18. What is the key to reaching these goals?**

The goal is not to be achieved by enforcing a harmonisation of eID tools (such as eID cards) at the national level, nor by establishing an overarching European eIDM resource to replace national resources (such as a register of European citizens); but rather by ensuring that the solutions chosen and preferred by the national administrations would be able to operate across borders.

**19. Will there be a standard identity infrastructure across Europe?**

No, as mentioned in the previous answer, the goal is that the solutions in every Member State would be able to operate across borders. Thus, Member States will retain the freedom to organise their own identity infrastructures in accordance with their own preferences. European efforts will concentrate on establishing the necessary infrastructure to allow the national systems to interconnect and interexchange identity information.

**20. What are the benefits of not having a standard identity infrastructure across Europe?**

Ultimately, not having a standard identity infrastructure across Europe should allow administrations to improve their efficiency and cut costs, open up new markets and opportunities for businesses, and improve accessibility and user experience for the citizen.

**21. How should the integration of all outputs into a more unified eIDM vision be carried out?**

There are several considerations that need to be taken into account when integrating the outputs into a more unified eIDM vision. In brief, some of these are:

- The evolving responsibilities of the end-user in the process of identification/authentication. (A coherent approach to this issue will be needed: what can and should be expected of the end-user, and how can data protection concerns be addressed?)
- The issue of security and trustworthiness. (Member States should be able to provide end-users with the means for identification/authentication that correspond best with their expectations of security and user-friendliness).

- The growing role of authentic databases of identity information as a potential way of strengthening the trust in identity resources and of further leveraging the identification process.
- The questions of responsibilities and liabilities (Specific roles will need to be defined for end-users, identity providers and identity resources at the national level, proxy service providers who connect service providers to identity providers, the service providers making use of the identity resources themselves, and any variety of other entities involved in the process).
- The use-case of electronic means of identification.
- Dependency on end-users.

## 22. What are the key challenges for the future?



One of the key challenges for the future will be to integrate the outcomes of all of these different aspects into an updated global vision for European electronic identity interoperability. It is clear that no single initiative has defined the sole valid solution to European identity management issues. A coordinated approach combining the benefits of these proposals will need to emerge in future years.

## 23. What are the main policy priorities for European eIDM?

The four main priorities identified in the report are:

- In 2009, the policy objectives of the eID Roadmap will need to be reviewed and updated.
- To examine the results of the STORK project and how the pilot infrastructure can be expanded into a full-scale system.

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- Once an interoperability infrastructure is in place, Member States will need to decide on the security requirements of their applications, which do not discriminate unfairly against foreign citizens and enterprises.
- A greater emphasis on the citizen-centric approach to eID. It is crucial to give users sufficient personal control over their identity.

#### 24. What will happen in terms of eIDM after 2010?

The concepts of identity and identity management continue to evolve, as do peoples' use of and approach to personal data, and the underlying technologies. It is important to consider these changes when reflecting on the future of European electronic identity management. When keeping in mind that 2010 is not an endpoint for eIDM evolutions, and that European eIDM policies will thus need to change with the times, it becomes all the more important to ensure the robustness of the building blocks that will be available in 2010.

From that perspective, the European eIDM policies have the particular merit of exploring most of the available options. If sufficient emphasis is then placed on the integration of these building blocks into a coherent and accessible whole after 2010, in particular taking into account the interests of the end-users whose information is being managed and the remaining issues outlined above, electronic identity management can become one of the strengthening pillars of the European information society.

The full report is available at:

[http://enisa.europa.eu/doc/pdf/deliverables/enisa\\_eID\\_management.pdf](http://enisa.europa.eu/doc/pdf/deliverables/enisa_eID_management.pdf)

The press release is available at:

[http://www.enisa.europa.eu/pages/02\\_01\\_press\\_2009\\_01\\_29\\_eID\\_management.html](http://www.enisa.europa.eu/pages/02_01_press_2009_01_29_eID_management.html)

For further details contact:

**Slawomir Gorniak**, ENISA Security Expert, [eid@enisa.europa.eu](mailto:eid@enisa.europa.eu) or

**Ulf Bergstrom**, Press & Communications Officer ENISA,

[press@enisa.europa.eu](mailto:press@enisa.europa.eu), Mobile: +30 6948 460143