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DIRECTORATE-GENERAL FOR COMMUNICATIONS NETWORKS, CONTENT AND TECHNOLOGY

Digital Society, Trust and Cybersecurity
eGovernment and Trust

Luxembourg
CNECT.H.4

**NOTE FOR THE ATTENTION OF JUHAN LEPASSAAR,
EXECUTIVE DIRECTOR, ENISA**

Subject: Request for the preparation of the European Digital Identity Wallets certification scheme under Article 48(1) of the Cybersecurity Act and for support under Article 5c of the European Digital Identity Regulation

The European Commission is requesting ENISA's support in the context of the European Digital Identity Wallets (EUDI Wallets) certification mandated by Regulation (EU) 2024/1183 establishing the European Digital Identity Framework (EDIF) ⁽¹⁾. This request is based on two legal bases.

First, in accordance with Article 48(1) of the Cybersecurity Act ⁽²⁾ (CSA), we hereby request ENISA to prepare a candidate European cybersecurity certification scheme for the EUDI Wallets and their electronic identification (eID) scheme. This request is based on the requirements for certification in the Regulation (EU) 2024/1183 establishing the EDIF, and follows discussions over the last year in the eIDAS Expert Group Toolbox ⁽³⁾ and with the Certification Subgroup (CSG). Additionally, the request for support is based on the identification of the certification of EUDI Wallets in the first Union Rolling Work Programme (URWP) ⁽⁴⁾ for European cybersecurity certification, identifying strategic priorities for future European cybersecurity certification schemes.

Given the ambitious implementation schedule set by the legislators which foresees that implementing legislation relevant for certification following Article 5c of the Regulation (EU) 2024/1183 are adopted by the end of this year and the requirement that certified EUDI Wallets must be provided by Member States to all EU citizens by 2026, in addition to the establishment of a candidate European cybersecurity certification scheme for the EUDI Wallets, the support of ENISA is also required for facilitating the establishment of national cybersecurity schemes.

Support to establishing National Certification Schemes under Regulation (EU) 2024/1183:

⁽¹⁾ Regulation (EU) 2024/1183 of the European Parliament and of the Council of 11 April 2024 amending Regulation (EU) No 910/2014 as regards establishing the European Digital Identity Framework.

⁽²⁾ Regulation (EU) 2019/881 on ENISA (the European Union Agency for Cybersecurity) and on information and communications technology cybersecurity certification (Cybersecurity Act). Available online at: [Regulation - 2019/881 - EN - EUR-Lex \(europa.eu\)](#).

⁽³⁾ Commission Recommendation (EU) 2021/946 of 3 June 2021 on a common Union Toolbox for a coordinated approach towards a European Digital Identity Framework.

⁽⁴⁾ Commission Staff Working Document of 7 February 2024, Union Rolling Work Programme for European cybersecurity certification, SWD(2024) 38 final.

First, there is the need to support Member States in facilitating the establishing of **national certification schemes** which will be in place until a dedicated EUDI Wallets certification scheme will be available under the CSA. The Regulation (EU) 2024/1183 requires to complement the European certification with national certification schemes (following Article 5c(3)) only for those parts that cannot be covered by the future European certification and only until European certification schemes are available.

To this end, the Commission is empowered under the EDIF Regulation to adopt implementing acts establishing a list of reference standards and, where necessary, specifications and procedures for the purpose of expressing detailed technical specifications of those requirements (Article 5c(6)). As these national certification schemes will cover both cybersecurity and non-cybersecurity requirements, several schemes will have to be defined. In addition, under these schemes, it can be relevant for Member States to establish sub-schemes covering specific components of the EUDI Wallets.

ENISA is asked to support the preparation of these implementing acts, including by providing the necessary harmonized requirements and supporting material for the national certification schemes. These deliverables should also include a mapping of existing certification schemes and subsequent gap analysis of the requirement coverage, as well as a risk assessment of the EUDI Wallet solution. The mapping may include European, national, and other global schemes, and may cover security, data protection and privacy related certification requirements, as well as functional requirements where relevant.

Next, a minimum set of common requirements (primarily on privacy and security) should be defined, including normative standards and defining the target level of assurance. For the data protection and privacy-related requirements, support from relevant EU bodies may be sought. In addition, the evaluation of the EUDI Wallets' individual components and related risks should be reflected in a common risk registry defined by the risk assessment. The target date for completion of this first set of tasks should be in line with the date set by the legislator for the respective implementing act which is 6 months from the date of entry into force of the Regulation (EU) 2024/1183, i.e. by 21 November 2024.

Preparing a Candidate European Cybersecurity Certification Scheme under the CSA:

Second, there is the need to prepare a candidate **European cybersecurity certification scheme** for the EUDI Wallets under the process provided in Article 48(1) of the CSA. Once available, this CSA scheme should replace the national certification schemes mentioned above for the part that it covers. The scheme can contain sub-schemes if relevant for the EUDI Wallet certification. The scheme should be based on harmonized requirements and identify any additional requirements relevant for cybersecurity. The scheme should further detail the cybersecurity requirements, identify relevant standards and define the assurance levels appropriate for the level of risks related to the relevant assets. This second goal should take into consideration the final deadline for Member States to provide at least one EUDI Wallet (following Article 5a(1) and 5c(6)) and be completed by 30 months after the date of entry into force of the Regulation.

ENISA is asked to also facilitate the transition from national certification schemes to the dedicated CSA scheme.

The candidate scheme should allow certification of conformity with the requirements provided in Article 5c of the EDIF Regulation, stating that Conformity Assessment Bodies (CABs) designated by Member States shall certify the conformity of EUDI Wallets and the eID scheme under which they are provided with the requirements laid down in Article 5a(4), (5), (8), the requirement for logical separation laid down in Article 5a(14) and, where applicable, with the standards and technical specifications referred to in Article 5a(24).

The candidate scheme should provide for cybersecurity certification of the EUDI Wallets and underlying eID schemes, and should take into account existing and relevant schemes, standards, and technical specifications. In particular, the certification of the conformity of the EUDI Wallets with requirements that are relevant for cybersecurity should be carried out in accordance with European cybersecurity certification schemes adopted pursuant to the CSA, following Article 5c(2) of the EDIF Regulation. At the time of writing, this includes the Common Criteria based European cybersecurity certification scheme (EUCC)⁽⁵⁾. In addition, draft CSA schemes can be relevant depending on the EUDI Wallet architecture (such as eUICC, EUCS).

When developing the scheme, ENISA should take into account the inputs of the Architecture and Reference Framework⁽⁶⁾ as part of the Toolbox process, the CSG, and the European Digital Identity Cooperation Group (EDICG, or ‘Cooperation Group’). These inputs include the High-level Technical Requirements, the Risk and Cybersecurity Assessment and the responses on the Architecture Survey.

The members of the CSG, Toolbox Expert Group, and Cooperation Group should be regularly updated and involved in the activities related to the development of this EUDI Wallets certification scheme without interfering with the CSA processes as set out in its Article 49. The CSG has been established in order to enable Member States to support in the development of EUDI Wallets certification requirements, ensuring their alignment with the Regulation. The Cooperation Group is established pursuant to Article 46e(1) of the EDIF Regulation to issue opinions and recommendations on draft national certification schemes submitted by Member States.

Justification of the request

The request to prepare this specific certification scheme is justified by the empowerment given to the Commission in the EDIF Regulation and by the first URWP. This document points to areas where European cybersecurity certification schemes are envisaged due to legislative developments as well as to areas for future reflection regarding cybersecurity certification. Consequently, the EUDI Wallets must be certified against the relevant cybersecurity requirements relying, as much as possible, on relevant and available European schemes.

The request is justified by the Regulation (EU) 2024/1183 itself, in particular Article 5c(2). In addition, its Recital 24 clarifies certification of the EUDI Wallets aims to avoid divergent approaches and harmonise the implementation of the requirements. The URWP further states

⁽⁵⁾ COMMISSION IMPLEMENTING REGULATION (EU) of 31.1.2024 laying down rules for the application of Regulation (EU) 2019/881 of the European Parliament and of the Council as regards the adoption of the European Common Criteria-based cybersecurity certification scheme (EUCC).

⁽⁶⁾ Architecture and Reference Framework, available online at [ARF V1.4.0 - European Digital Identity Wallet collaborative space - \(europa.eu\)](#) (version 1.4.0, April 2024, and further iterations).

Formal request to ENISA: Support needed

that the EUDI Wallets are eID means and are products proposing a service that includes the provision and operation of EUDI Wallets.

The complexity of EUDI Wallets necessitates a comprehensive approach to certification. While certain components may align with existing certification frameworks, others may introduce new technologies or pose unique security and privacy challenges that are not addressed by current standards. Therefore, the formulation of the EUDI Wallets certification scheme becomes imperative to effectively assess and mitigate risks across the EUDI Wallets' components.

The establishment of national certification schemes following the requirements set out in the implementing acts is an important step to achieve the objectives to provide a more harmonised approach to electronic identification. The 'Cooperation Group', through opinions and recommendations, will help align the draft certification schemes with the requirements from the implementing acts. Still, it can be reasonably expected that certification schemes will differ between the Member States. A European-wide certification scheme will therefore further support the objectives to avoid divergent approaches and ensure harmonisation of the implementation of the requirements.

We are grateful for the commitment that ENISA, the EU Agency for Cybersecurity, has demonstrated in its previous work and goal of reinforcing cybersecurity in the European Union and we are looking forward to working closely with your team towards the development of the EUDI Wallets certification scheme.

Given the political importance of delivering the EUDI Wallets to citizens within the regulatory timeline in 2026, activities under this request should start immediately and the necessary resources to meet these deadlines should be allocated as a matter of priority.

eSigned
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