

STN P	Identifikácia osôb Bezpečné a interoperabilné matričné dokumenty Časť 5: Procesy zriaďovania a riadenia dôveryhodnosti	STN P CEN/TS 17489-5 36 9757
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Personal identification - Secure and interoperable European breeder documents - Part 5: Trust establishment and management processes

Táto norma obsahuje anglickú verziu európskej normy.
This standard includes the English version of the European Standard.

Táto norma bola oznámená vo Vestníku ÚNMS SR č. 11/25

Táto predbežná slovenská technická norma je určená na overenie. Prípadné pripomienky pošlite do augusta 2027 Úradu pre normalizáciu, metrológiu a skúšobníctvo Slovenskej republiky.

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TECHNICAL SPECIFICATION
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CEN/TS 17489-5

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English Version

**Personal identification - Secure and interoperable
European breeder documents - Part 5: Trust establishment
and management processes**

Persönliche Identifikation - Sichere und interoperable
Europäische Ausgangsdokumente - Teil 5:
Vertrauensbildung und Verwaltungsprozesse

This Technical Specification (CEN/TS) was approved by CEN on 4 August 2025 for provisional application.

The period of validity of this CEN/TS is limited initially to three years. After two years the members of CEN will be requested to submit their comments, particularly on the question whether the CEN/TS can be converted into a European Standard.

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EUROPEAN COMMITTEE FOR STANDARDIZATION
COMITÉ EUROPÉEN DE NORMALISATION
EUROPÄISCHES KOMITEE FÜR NORMUNG

CEN-CENELEC Management Centre: Rue de la Science 23, B-1040 Brussels

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European foreword

This document (CEN/TS 17489-5:2025) has been prepared by Technical Committee CEN/TC 224 “Personal identification and related personal devices with secure element, systems, operations and privacy in a multi sectorial environment”, the secretariat of which is held by AFNOR.

Attention is drawn to the possibility that some of the elements of this document may be the subject of patent rights. CEN shall not be held responsible for identifying any or all such patent rights.

Any feedback and questions on this document should be directed to the users’ national standards body. A complete listing of these bodies can be found on the CEN website.

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CEN/TS 17489-5:2025 (E)**Introduction**

A legally recognized identity enables citizens to exercise their rights and access state and other services. This includes the right to travel and access to travel documents such as passports, as well as access to education, healthcare, social services, and bank accounts. In order to establish legally recognized identities of citizens, states implement identity management (IdM) systems.

Breeder documents are legal documents which certify a vital event of a person and are essential components of these IdM systems. According to the United Nations terminology [10] vital events include live birth, death, foetal death, marriage (which includes partnership), divorce, adoption, legitimation, recognition of parenthood, annulment of marriage, or legal separation. These vital events of a person are recorded in the civil register (if used) of the state, during a process which is called registration, and a corresponding breeder document is issued to the citizen.

The Organization for Security and Co-operation in Europe (OSCE) points out the importance of a breeder document (denoted as primary documents) framework [8]:

“While there are several layers of identity management that produce different types of identity documents, frameworks for issuing primary identity documents are the critical components of the entire identity management system. They provide a framework for the legal establishment of one’s identity and identity documents on the basis of which other types of identity documents may be issued.”

While there are standardized frameworks for identity documents such as travel documents including passports, a standardized framework for secure and interoperable breeder documents is missing.

For machine readable travel documents (MRTDs) including passports, the International Civil Aviation Organization (ICAO) has published the Doc 9303 standard [4] which has been prepared in collaboration with the standardization group ISO/IEC JTC 1/SC 17/WG 3. The international adoption and implementation of this document establishes a certain security level for travel documents and enables interoperability, e.g. by means of the standardized layout and character set used for travel documents.

The lack of breeder document standardization leads to interoperability as well as security issues. The layout of breeder documents differs between states and often even between the municipalities of a state. Breeder documents typically do not support machine readable technologies, and therefore their data is be manually entered for subsequent processing which is error prone and time consuming. The non-standardized layout can hinder a verifier to identify the required breeder document data and a translation of the breeder document is potentially required. This translation potentially uses a transliteration of names, i.e. a conversion of the names from one alphabet to another, and this can lead to different spellings of the name of the same person, e.g. if diacritical marks are used in the original breeder document, but not used in the translated document.

For instance, the International Commission on Civil Status (ICCS) [6] has addressed these interoperability issues in several conventions and recommendations that specify a data set and a character set to be used as well as identifiers for the different data fields of a breeder document.

Breeder documents are typically used as an identity evidence in identity proofing scenarios for issuing travel documents. Due to the established security level of travel documents and the typically lower security level of breeder documents fraudsters aim at obtaining authentic travel documents on the basis of false identities based e.g. on non-genuine or forged breeder documents instead of forging or counterfeiting travel documents. Therefore, fraudsters use:

- counterfeit breeder documents, i.e. unauthorized reproductions of genuine documents;
- forged breeder documents, i.e. genuine breeder document that have been altered;
- genuine breeder documents of another person; i.e. they impersonate the legitimate holder of the breeder documents. As breeder documents such as birth certificates usually do not include

information that links the breeder document to its legitimate holder, strong organisational methods are required to establish this link, in particular in the case of first-time registration;

- forged data and identity evidence documents to obtain breeder documents with false data representations.

Breeder documents are considered the weakest link in the issuance process of travel documents, see the ICAO guidelines [5] for best practices on how breeder documents are used in this process. For this reason the European Union (EU) has funded projects to investigate solutions for strengthening the security of breeder documents: The FIDELITY project [3] suggests among others a standardized birth certificate design, the support of physical security features and an online verification of the birth certificate. The ORIGINS project [9] analysed the issuance of breeder documents used for passport delivery, identified loopholes in this process, and proposed security measures and processes to enhance the security of breeder documents. These enhancements include the standardization of breeder documents and the harmonization of the related processes. In addition, the European Commission has issued an action plan to strengthen the European response to travel document fraud [2] which recommends a minimum security level for breeder documents to prevent counterfeiting and forging.

The breeder document framework in CEN/TS 17489 (all parts) takes the results of these EU projects [3], [9] into considerations as well as the ICCS conventions and recommendations [6].

CEN/TS 17489-5:2025 (E)**1 Scope****1.1 Objective**

This document is intended for the use of breeder document issuing authorities both policymakers and technical, for having uniform formats that conform to printed as well as digital requirements of CEN member and associated states (including EU member states).

The objectives are:

- a) provision of a common set of formats of breeder documents – printed and digital to be implemented by CEN member and associated states (including EU member states), with the extended objective of their acceptance internationally;
- b) the focus is on having common recognizable formats as well as prevention of identity fraud, particularly related to the use of breeder documents to obtain national and international ID documents, such as passports, and residence permits.

1.2 Human dimension of identity management

Each country's identity management system also provides a framework for observing and protecting many of the human rights embodied in international declarations and conventions. Depending on the provisions in place, the system can ensure that citizens can exercise a wide range of rights, such as rights to property, privacy, freedom of movement and free choice of place of residence, as well as access to social services such as education, healthcare and social security. In states with more advanced technological infrastructure, population registration provides the basis for the establishment of a number of citizen-oriented computerized services, also known as e-services and e-government. Identity management is also central to prevention of discrimination in exercising guaranteed rights.

The identity management infrastructure provides the backbone for a functioning and viable state by securing civil, population and tax registers, as well other systems such as healthcare benefits, voter lists and the issuance of travel and identity documents based on verifiable identities. Such flaws may become visible during elections, where shortcomings in voter lists can affect confidence in the election process. In essence, a secure identity management system can be seen as the foundation, a root level, that is able to then feed into and help numerous other branches of key state services function effectively and accurately (OSCE, 2017, p.13) [27].

1.3 Security dimension of identity management

One of the key elements of a secure environment for cross-border travel is that the travel documents used by visitors meet international standards in terms of security of the document itself and security in that the document reflects the genuine identity of its holder. Similarly, the systems for issuing travel documents need to be linked to identity management systems to streamline decision-making processes, preferably through modernized systems that reflect developments in document security technology. As entries in registers or officially issued identification documents provide access to specific services, criminal networks are constantly looking for possible gaps in identity management systems to obtain genuine documents under fabricated or stolen identities. Documents obtained as result of gaps in identity management have enabled criminals to target business entities and cause significant financial losses through the use of genuine documents issued to non-existent identities (OSCE, 2017, p.14) [27].

Both legal and illegal immigration breeder docs are regularly used to determine an identity if no MRTD or eMRTD is presented. An identity which will be printed on an eRP, Foreigners ppt, Refugees travel doc etc. unless other supportive evidence of identity is provided.

Organized crime has not overlooked this and fraudulently obtained or falsified travel documents are regularly presented to hide the true identity.

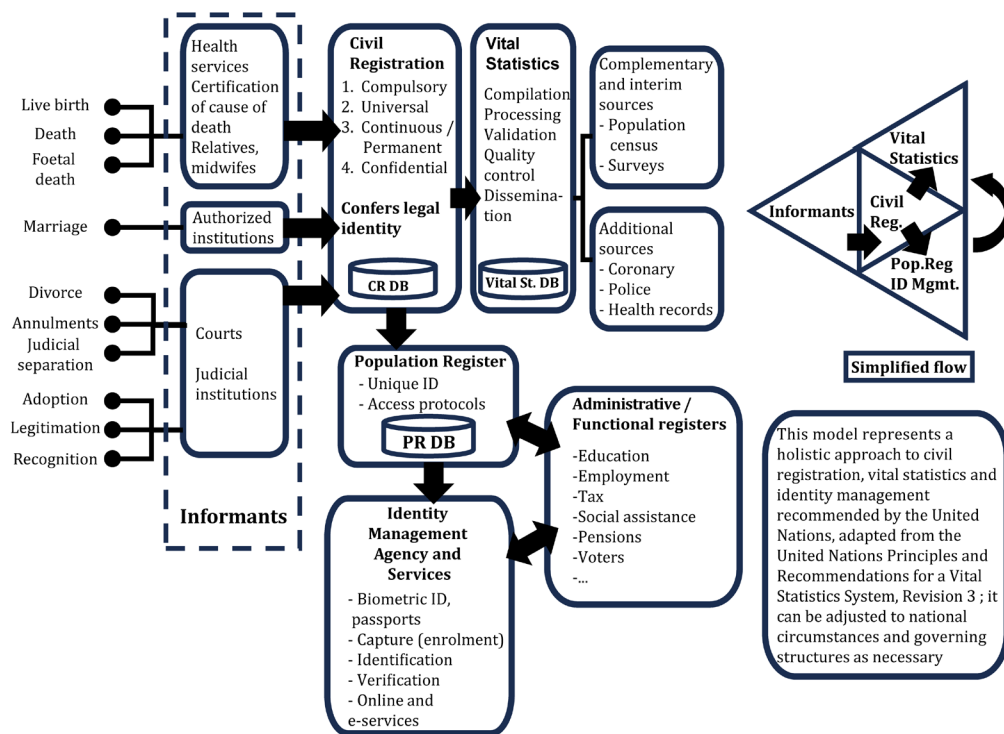
Since a significant portion of the world's population cannot reliably prove their identity, they rely on verbally presented identities and/or supportive breeder documents when registering in another country.

Asylum applicants who have entered the Schengen area illegally or who apply at the external border often do not present internationally approved travel documents. Despite this lack of reliable personal information an identity is created for the asylum application and pending an approved application this identity will be printed on a residence permit. Consequently, ICAO 9303 approved travel documents are issued to identities relying on breeder documents or verbal presentation only.

1.4 Legal identity

Breeder documents are extremely important for the determination of legal identity and are part of a country's civil registration, vital statistics and identity management system. An overview is presented below and details are found in the United Nations Legal Identity Agenda [33] Comprehensive details are to be found in – Principles and recommendations of a Vital Statistics System. This document is widely endorsed by all member states of the United Nations and its review and updates are managed by the United Nations Statistics Division Department of Economic and Social Affairs, United Nations, New York.

General definitions pertaining to civil registration, breeder documents and related systems are also found in this document, as well as the Dictionary for civil registration and identification (Harbitz and Kentala, 2015) [24].



Some of the definitions are reproduced below.

For European states, the guiding principles are set out by the International Commission on Civil Status, or ICCS (French: Commission internationale de l'état civil, or CIEC), an intergovernmental organization and the first organization created after World War II in order to work for European integration. Provisionally established in Amsterdam, Netherlands, on September 29 and 30, 1948, it predates both the Council of Europe (planned since 1946 but officially founded only in 1949) and the European Union. The organization is seated in Strasbourg, France, and has 7 members and 10 former members. The official language of the Commission is French.

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The European Union (EU) currently does not have a common basis for birth and death registration and these are as per the laws of the individual member states. The EU however makes a reference to the Convention of the Rights of the Child (CRC) articles 7 and 8 with respect to birth registration.

The UN General Assembly adopted the Convention and opened it for signature on 20 November 1989 (the 30th anniversary of its Declaration of the Rights of the Child) [29]. It came into force on 2 September 1990, after it was ratified by the required number of nations. Currently, 196 countries are party to it, including every member of the United Nations except the United States. It therefore includes all member states of the European Union.

The relevant articles of the CRC state that:

Article 7

- 1. The child shall be registered immediately after birth and shall have the right from birth to a name, the right to acquire a nationality and, as far as possible, the right to know and be cared for by his or her parents.*
- 2. States Parties shall ensure the implementation of these rights in accordance with their national law and their obligations under the relevant international instruments in this field, in particular where the child would otherwise be stateless.*

Article 8

- 1. States Parties undertake to respect the right of the child to preserve his or her identity, including nationality, name and family relations as recognized by law without unlawful interference.*
- 2. Where a child is illegally deprived of some or all of the elements of his or her identity, States Parties shall provide appropriate assistance and protection, with a view to re-establishing speedily his or her identity.*

Another body of relevance is the EVS (European association of civil registrars - Europäischer Verband der Standesbeamtinnen und Standesbeamten) founded in 2000 and is a network organization which focuses exclusively on the exchange of information and best practices related to the fields of civil registration, family law, identity management and civil justice, between legal, judicial and administrative authorities.

It is acknowledged that birth and death registration (as well as marriage and divorce) is highly decentralized in most of the member-states. There may even be differences in the local rules and processes.

2 Normative references

There is no normative reference in this document.

koniec náhľadu – text ďalej pokračuje v platenej verzii STN