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Considerations for Achieving Crypto Agility

Strategies and Practices

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1 **Abstract**

2 *Cryptographic (crypto) agility* refers to the capabilities needed to replace and adapt
3 cryptographic algorithms in protocols, applications, software, hardware, and infrastructures
4 without interrupting the flow of a running system in order to achieve resiliency. This white
5 paper provides an in-depth survey of current approaches to achieving crypto agility. It discusses
6 challenges and tradeoffs and identifies approaches for providing operational mechanisms to
7 achieve crypto agility while maintaining interoperability. It also highlights critical working areas
8 that require additional discussion.

9 **Keywords**

10 cryptographic agility; cryptographic transition; cryptography; interoperability; security protocol.

11 **Audience**

12 This white paper's intended audience includes protocol designers, IT administrators, software
13 and standards developers, hardware designers, and policymakers. Achieving crypto agility
14 includes proactively addressing upcoming transitions and ensuring that the issues highlighted
15 will capture the attention of cryptographic researchers.

16 **Note to Reviewers**

17 The goal of this draft white paper is to establish a common understanding of challenges and
18 identify existing approaches related to crypto agility, based on the discussions that NIST has
19 conducted with various organizations and individuals. This paper serves as read-ahead material
20 for an upcoming NIST-hosted virtual workshop where crypto agility considerations will be
21 discussed with the cryptographic community to further identify future areas of work and inform
22 the development of the final paper.

23 **Acknowledgments**

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29

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73 1. Introduction

74 Advances in computing capabilities, cryptographic research, and cryptanalytic techniques
75 periodically create the need to replace algorithms that no longer provide adequate security for
76 their use cases with algorithms that are considered secure. For example, the threats posed by
77 future cryptographically relevant quantum computers (CRQCs) to public-key cryptography
78 demand an urgent migration to quantum-resistant cryptography. Such a transition is costly and
79 takes time, raises interoperability issues, and disrupts operations.

80 *Cryptographic (crypto) agility* describes the capabilities needed to replace and adapt
81 cryptographic algorithms for protocols, applications, software, hardware, and infrastructures
82 without interrupting the flow of a running system in order to achieve resiliency. Properly
83 designed operational mechanisms that incorporate crypto agility considerations are needed to
84 facilitate transition to newer algorithms in a fast and smooth way without introducing security
85 breaches or operational disruptions. Many definitions and descriptions of crypto agility have
86 been proposed. For example, a 2016 NIST presentation [1] described crypto agility as:

- 87 • The ability for machines to select their security algorithms in real time and based on
88 their combined security functions;
- 89 • The ability to add new cryptographic features or algorithms to existing hardware or
90 software, resulting in new, stronger security features; and
- 91 • The ability to gracefully retire cryptographic systems that have become either
92 vulnerable or obsolete.

93 In the proposed definition, crypto agility is described as an algorithm-agnostic ability to support
94 multiple cryptographic algorithms in systems, protocols, software, and hardware. Crypto agility
95 facilitates migrations between cryptographic algorithms without significant changes to the
96 application that is using the algorithms. Crypto agility must be considered for each specific
97 implementation environment. In this white paper, we provide general considerations for crypto
98 agility within the context of a computing platform, a protocol, and an enterprise IT system.

99 Cryptographic algorithms are implemented in software and hardware to facilitate their use in
100 applications. For example, replacing a cryptographic algorithm in applications will require
101 changes to application programming interfaces (APIs) and software libraries. It may also
102 necessitate the replacement of hardware to incorporate new hardware accelerators. *In a*
103 *system, crypto agility is the ability to adopt new cryptographic algorithms and stop the use of*
104 *weak algorithms in applications without disruptions to the running system.*

105 In a communication protocol, parties must agree on a common *cipher suite*, a set of
106 cryptographic algorithms used for key establishment, signature, hash function, encryption,
107 and/or data authentication. Any update of algorithms must be reflected in the protocol
108 specifications. *In a protocol, crypto agility is the ability to maintain interoperability when*
109 *introducing new cryptographic algorithms and preventing the use of weak algorithms.*

110 Achieving crypto agility is not only a task for product designers or implementors but also for
111 practitioners, security policy makers, and IT administrators. Organizations that practice crypto
112 agility should be able to turn off the use of weak cryptographic algorithms quickly when a
113 vulnerability is discovered and adopt new cryptographic algorithms without making significant
114 changes to infrastructures and without suffering from unnecessary disruptions.

115 Achieving crypto agility requires a systems approach to providing mechanisms that enable
116 transition to a new algorithm in a seamless way while maintaining security and acceptable
117 operation. This white paper surveys crypto agility approaches in different implementation
118 environments and proposes strategies for achieving the agility needs of varied applications. This
119 paper also discusses crypto agility in different contexts and highlights the coordination needed
120 among stakeholders. The purpose of the paper is to identify critical working areas that will be
121 discussed in an upcoming workshop to determine future work needed for achieving crypto
122 agility.

123 The paper is structured as follows. Section 2 discusses historical challenges faced in past
124 transitions. Section 3 provides an overview of an approach to achieving crypto agility for
125 security protocols to start the discussion. Section 4 addresses strategies for supporting crypto
126 agility in a system — from an API to software libraries or hardware. Some of them have been
127 implemented in today's systems, and others are for future consideration. Section 5 discusses
128 tradeoffs with crypto agility and identifies some areas for future work. Section 6 provides
129 concluding thoughts.

130

131 **2. Historic Transitions and Challenges**

132 The security of cryptographic algorithms is constantly challenged by increases in computing
133 power and the sophistication of cryptanalytic techniques. As a result, cryptographic transitions
134 to replacement algorithms have become an important part of security practice.

135 In the past 50 years, applications involving cryptography have undergone multiple transitions.
136 This section summarizes the transition challenges experienced and the lessons learned. In the
137 historic review, necessary background on cryptographic algorithms and transition triggers is
138 provided to help readers with subsequent content in this paper.

139 **2.1. Long Period for a Transition**

140 In 1977, Data Encryption Standard (DES) became the first published encryption standard. The
141 DES algorithm [2] had a 64-bit block size and a 56-bit key. Motivated by the threat of a practical
142 brute-force attack against DES's 56-bit key, Triple DES [3] (due to its capacity to use two or
143 three 56-bit keys) was introduced as a temporary solution before a stronger algorithm could be
144 standardized and made available for use. Though this stronger algorithm, called Advanced
145 Encryption Standard (AES) [3] (with options for 128-, 192-, or 256-bit keys), was standardized in
146 2001, Triple DES only became disallowed in 2024. This 23-year transition from Triple DES to AES
147 supports the existence of significant transition challenges.

148 Historically, decisions on the choice of cryptographic algorithms used for applications were
149 made without considering any future transitions. Sometimes, the algorithms are hard coded —
150 that is, the cryptographic algorithm is directly written into the source code of the application. It
151 is fixed and cannot be easily changed without modifying the code itself, and it is harder to
152 maintain and update with new algorithms.

153 **2.2. Backward Compatibility and Interoperability Challenges**

154 The need for backward compatibility can also be a barrier to transition. For example, hash
155 functions are used as a message digest in digital signatures, for the generation of message
156 authentication codes (MACs), for key-derivation functions, and for random-number generation.
157 Cryptographic hash functions have also been used as a basic component in hash-based
158 signatures. Cryptographic hash function requirements include collision resistance, pre-image
159 resistance, and second pre-image resistance. SHA-1, a hash function with a 160-bit output
160 length [4], was expected to provide 80 bits of collision resistance and 160 bits of pre-image
161 resistance. Many use cases relied on these security properties. However, in 2005, SHA-1 was
162 found to provide fewer than 80 bits of collision resistance [5]. In 2006, NIST responded by
163 urging federal agencies to “stop relying on digital signatures that are generated using SHA-1 by
164 the end of 2010.”

165 Because SHA-1 has been used in signatures for entity authentication in many existing secure
166 protocols, interoperability and backwards compatibility must be considered in the transition. In
167 particular, using SHA-1 in this way had to be allowed in certain circumstances for some
168 protocols such as Transport Layer Security (TLS) (Section 4.4.2.2 of [6]). Since 2005, additional

169 cryptanalyses have shown the weakness of SHA-1 with respect to not only collision resistance
170 but also pre-image and second pre-image resistance [7]. NIST has recommended a complete
171 transition away from SHA-1 for any usage by the end of 2030 [8]. This example shows that
172 when some applications do not have crypto agility and cannot make timely transitions, for
173 backward compatibility a weak algorithm has to be allowed longer than it should be.

174 **2.3. Constant Needs of Transition**

175 For a public-key cryptographic algorithm, security strength is determined by parameter
176 selection. For example, one of the parameters for the RSA algorithm is the modulus size. When
177 the use of RSA was first approved for digital signatures in 2000 as specified in Federal
178 Information Processing Standard (FIPS) 186-2 [9], a minimum modulus size of 1024 bits was
179 required to provide at least 80 bits of security strength. In 2013, the minimum modulus was
180 increased to 2048 bits to provide a security strength of at least 112 bits, due to the progress in
181 integer factorization and the increase in computing power. The transition to a larger key size
182 (modulus) may need to happen during a device's lifetime. If a device is not designed to
183 transition to a larger key size (modulus) during its lifetime, it will need to be replaced. Given the
184 long lifespan of many devices, it is generally more cost-effective to design for such transitions
185 from the start.

186 Since 2005, NIST Special Publication (SP) 800-57 Part 1 [10] has projected the need to transition
187 to 128-bit security strength by 2031. In 2024, NIST Internal Report (IR) 8547 [11] stated that the
188 112-bit security strength for the current public-key algorithms would be deprecated in 2031 in
189 order to facilitate a direct transition from the 112-bit security strength provided by current
190 public-key schemes to post-quantum cryptography, without an intermediate transition to the
191 128-bit security strength for the current cryptographic schemes.

192 **2.4. Resource and Performance Challenges**

193 Transitions in general and transitions to post-quantum algorithms in particular present many
194 challenges. Some algorithm parameter sets will have larger sizes for public keys, signatures, and
195 ciphertext than those used previously. For example, an RSA modulus of 3072 bits provides 128
196 bits of security strength for its 3072-bit signature. The transition to the post-quantum Module-
197 Lattice-Based Digital Signature Algorithm (ML-DSA) specified in FIPS 204 will result in a
198 signature of 2420 bytes (i.e., 19,360 bits) to provide a roughly equivalent classical security
199 strength of 128 bits [12]. This shows that transition to new algorithms can challenge the
200 capacity of a communication network and increase the time to transmit the message with
201 signatures or ciphertexts.

202 In summary, the many issues that arise during a cryptographic transition cause the transition
203 period to be incredibly long, often longer than planned. This document intends to illustrate how
204 crypto agility can provide a lens through which cryptographic transitions are planned and
205 executed as part of a design and implementation plan.

206 3. Crypto Agility for Security Protocols

207 Many security protocols use cryptographic algorithms to provide confidentiality, integrity,
208 authentication, and/or non-repudiation. Communicating peers must agree on a common set of
209 cryptographic algorithms, referred to as a *cipher suite*, for security protocols to work properly.
210 This aspect of a security protocol is called *cipher suite negotiation*. The cipher suite may include
211 algorithms for integrity protection, authentication, key derivation, key establishment,
212 encryption, and digital signatures to provide the needed security services. Crypto agility is
213 achieved when a security protocol can easily transition from one cipher suite to another, more
214 desirable one. Each security protocol normally specifies a mandatory-to-implement algorithm
215 to ensure that basic interoperability is supported.

216 To achieve crypto agility, security protocol implementations should be modular to easily
217 accommodate the insertion of new algorithms or cipher suites. Implementations should also
218 provide a way to determine when deployed implementations have shifted from the old
219 algorithms to the more desirable ones. Crypto agility means that a security protocol must
220 support one or more algorithm or cipher suite identifiers, with the expectation that the set of
221 mandatory-to-implement algorithms will change over time.

222 This section discusses challenges and existing practices in achieving crypto agility for security
223 protocols.

224 3.1. Algorithm Identification

225 Security protocols include a mechanism to identify the algorithm or cipher suite in use. Some
226 security protocols explicitly carry algorithm identifiers or a cipher suite identifier, while others
227 rely on configuration settings to identify the algorithms or cipher suite. For example, an entry in
228 a database of symmetric keys that includes a key value as well as an algorithm identifier might
229 be sufficient. If a security protocol does not carry an explicit algorithm identifier, a new protocol
230 version number or some other major change is needed to transition to a new algorithm or
231 cipher suite.

232 The version number of a protocol or an algorithm identifier is needed for an implementation to
233 tell communicating peers to use a different algorithm or cipher suite. Thus, crypto agility is
234 easier to achieve when security protocols include algorithm or cipher suite identifiers.

235 In some security protocols, a combination of the protocol version number and explicit
236 algorithm or cipher suite identifiers is defined. For example, in TLS version 1.2 (TLSv1.2) [13]
237 and TLS version 1.3 (TLSv1.3) [6], the version number specifies the default key derivation
238 function, and the cipher suite identifier specifies the other algorithms.

239 Some security protocols carry one identifier for each algorithm that is used, while other security
240 protocols carry one identifier for a cipher suite that specifies the use of multiple algorithms. For
241 example, in the IPsec protocol suite, Internet Key Exchange Protocol version 2 (IKEv2) [14] most
242 commonly negotiates algorithms with a separate identifier for each algorithm. In contrast,
243 TLSv1.3 [6] negotiates algorithms with cipher suite identifiers. Both identification approaches

244 are used successfully in security protocols, and both require the assignment of new identifiers
245 to add support for new algorithms.

246 Designers are encouraged to pick one of these approaches and use it consistently throughout
247 the protocol or family of protocols. Cipher suite identifiers make it easier for the protocol
248 designer to avoid incomplete specifications. However, cipher suite identifiers inherently face a
249 combinatoric explosion as all useful combinations of algorithms are specified. On the other
250 hand, algorithm identifiers impose a burden on implementations to determine, during session
251 establishment, which algorithm combinations are acceptable. This determination is often a
252 negotiation that is built into session establishment, which is sometimes called *security*
253 *association establishment*.

254 Regardless of the mechanism used, security protocols historically negotiate the symmetric
255 cipher and cipher mode together to ensure that they are compatible. As a result, one algorithm
256 identifier names both the symmetric cipher and the cipher mode.

257 In some protocols, the length of the key to be used is not specified by the algorithm or cipher
258 suite identifier. For example, TLSv1.2 cipher suites include Diffie-Hellman key exchange without
259 specifying a particular public-key length. If the algorithm identifier or suite identifier specifies a
260 particular public-key length, migration to longer lengths would require the specification,
261 implementation, and deployment of a new algorithm or cipher suite identifier. On the other
262 hand, a flexible public-key length in a cipher suite would make it easier to migrate away from
263 short key lengths when the computational resources available to an attacker dictate the need
264 to do so. However, the flexibility of asymmetric key lengths has led to interoperability
265 problems. To avoid these interoperability problems in the future, any aspect of the algorithm
266 not specified by the algorithm identifiers needs to be negotiated, including the key size and
267 other parameters.

268 **3.1.1. Mandatory-to-Implement Algorithms**

269 For secure interoperability, communicating peers must agree on a common set of secure
270 cryptographic algorithms. While many algorithms are often specified for a security protocol, an
271 implementation may not support all of the possible algorithms. To ensure that interoperation is
272 possible for all implementations, a standards developing organization (SDO) will often select at
273 least one set of strong algorithms to be mandatory to implement.

274 However, SDOs need to change the set of mandatory-to-implement algorithms over time to
275 keep up with advances in computing and cryptanalysis. For example, NIST has withdrawn
276 approval for the DES encryption algorithm, the Triple DES encryption algorithm, and the SHA-1
277 hash function. Each of these was a mandatory-to-implement algorithm in various security
278 protocols at one time. It is highly desirable for SDOs to be able to revise mandatory-to-
279 implement algorithms without modifying the base security protocol specification. To achieve
280 this goal, some SDOs publish a base security protocol specification and a companion document
281 describing the supported algorithms, allowing the update of one document without necessarily
282 modifying the other.

283 SDOs should specify the new algorithms before the current ones have weakened to the
284 breaking point. For example, support for the AES algorithm was introduced in S/MIME v3.1
285 [15], and the AES algorithm became mandatory-to-implement in S/MIME v3.2 [16]. This
286 approach allows a timely migration to the new algorithms while the old algorithms are still able
287 to meet their security expectations. However, a failure of implementers and administrators to
288 take prompt action will increase the period of time that an old algorithm is used, perhaps
289 dangerously so.

290 **3.1.2. Dependent Specifications**

291 Mandatory-to-implement algorithms are not specified for protocols embedded in other
292 protocols; in these cases, the higher-level protocol specification identifies the mandatory-to-
293 implement algorithms used in the embedded protocols. For example, S/MIME version 3.2 [16]
294 (a higher-level protocol) makes use of (embeds) the cryptographic message syntax (CMS) [17];
295 thus, S/MIME (not CMS) specifies the mandatory-to-implement algorithms. This approach
296 allows various security protocols to use CMS and make independent choices regarding which
297 algorithms are mandatory to implement.

298 To add a new algorithm, the conventions for using that new algorithm are specified for the
299 embedded security protocol (CMS in the example above), and then at some future time, the
300 higher-level protocol (S/MIME in the example above) might make that algorithm mandatory to
301 implement.

302 **3.2. Algorithm Transitions**

303 Transition from a weakening algorithm can be complicated. It is relatively straightforward to
304 specify how to use a new, better algorithm. However, the security protocol specification,
305 implementation development, and deployment often take years, especially if new or additional
306 infrastructure is required prior to deployment. The physical location of devices can add
307 challenges to upgrades, especially for remote sensors and space systems; overcoming these
308 challenges takes time and increases cost. Then, when the new algorithm is widely deployed, the
309 old algorithm should no longer be in use. However, knowledge about the actual use of the new
310 algorithm will always be imperfect, so one cannot be completely sure it is safe to remove the
311 old algorithm from an implementation.

312 Algorithm transition is naturally facilitated as part of an algorithm selection or negotiation
313 mechanism. During the negotiation phase, security protocols traditionally select the most
314 secure algorithm or cipher suite supported by all communicating peers and acceptable by their
315 policies. In addition, a mechanism to determine whether a new algorithm has been deployed is
316 often needed. For example, the SMIMECapabilities attribute [16] allows S/MIME mail user
317 agents to share the list of algorithms they are willing to use in order of preference. A secure
318 email sender can tell that it is possible to use a new algorithm when all recipients include it in
319 their SMIMECapabilities attribute. As another example, the Extension Mechanisms for DNS
320 (EDNS(0)) [18] can be used in Domain Name System Security Extensions (DNSSEC) to signal the
321 acceptance and use of new digital signature algorithms. In the Resource Public Key

322 Infrastructure (RPKI), all implementations must support the same digital signature algorithm. To
323 ensure global acceptance of a digital signature, an approach to transition has been specified
324 where a new signature algorithm is introduced long before the original one is phased out [19].

325 In the worst case, a deeply flawed algorithm may still be available and used in an
326 implementation, which could permit an attacker to download a simple script to compromise
327 the data that the algorithm is intended to protect. Sadly, flawed security can also occur when a
328 secure algorithm is used incorrectly or used with poor key management. In such situations, it is
329 not possible to provide notice to implementers as discussed in Sec. 3.2.2, and the protection
330 offered by the algorithm is severely compromised, perhaps to the point that administrators
331 want to stop using the weak cipher suite that includes the algorithm altogether, rejecting offers
332 to use the weak cipher suite well before the new cipher suite is widely deployed.

333 In any case, there comes a point in time when administrators configure their implementations
334 to refuse the old, weak crypto suite. This can happen by picking a date for a global switch to the
335 new algorithm, or each installation can select a date on their own. In either case,
336 interoperability will be sacrificed with any implementation that does not support the new
337 crypto suite.

338 **3.2.1. Preserving Interoperability**

339 Removing support for deprecated and obsolete cryptographic algorithms is very challenging.
340 Once an algorithm is determined to be weak, it is very difficult to eliminate all uses of that
341 algorithm because many applications and environments rely on it. Since algorithm transitions
342 can introduce interoperability problems, protocol designers and implementers may be inclined
343 to delay the removal of support for algorithms. As a result, flawed algorithms can be supported
344 for far too long. The security impact of using legacy software that includes the flawed algorithm
345 and having extended support periods can be reduced by making algorithm transitions easy.
346 Social pressure is often needed to cause the transition to happen. For example, the RC4 stream
347 cipher was supported in web browsers until Andrei Popov championed an effort to stop its use
348 [20].

349 Implementers are often reluctant to remove deprecated algorithms from server software, and
350 server administrators are often reluctant to disable them over concerns that some party will no
351 longer have the ability to connect to their server. Implementers and administrators want to
352 improve security by using the strongest supported algorithms, but their actions are tempered
353 by the desire to preserve interoperability. Some web browsers provide a visual warning when a
354 deprecated algorithm is selected for use. These visual warnings provide an incentive for website
355 operators to transition away from deprecated algorithms.

356 Transition in the internet infrastructure is particularly difficult. The digital signature on a
357 certification authority (CA) [21] certificate is often expected to last decades, which hinders
358 transition away from a weak signature algorithm. Once a long-lived certificate is issued with a
359 particular signature algorithm, that algorithm is used by many relying parties to verify
360 certificates signed by the CA, and none of the relying parties can stop supporting it without

361 invalidating all of the certificates signed by that CA. Many certificates can be impacted by the
362 decision to drop support for a weak signature algorithm or an associated hash function; all
363 subjects need to get new certificates.

364 Influential organizations such as NIST and the Internet Engineering Task Force (IETF) can assist
365 with overcoming the conflicting desire to preserve interoperability by coordinating the
366 deprecation of an algorithm or cipher suite, simplifying the transition for their own users as well
367 as others.

368 **3.2.2. Providing Notices of Expected Changes**

369 Fortunately, cryptographic algorithm failures without warning are rare. Algorithm transitions
370 are typically driven by advancements in computing capabilities, cryptographic research, and
371 cryptanalytic techniques rather than unexpected failures. For example, the transition from DES
372 to Triple DES to AES took place over decades, resulting in a shift in symmetric block cipher
373 security strength from 56 bits to 112 bits to at least 128 bits. Where possible, SDOs should
374 provide notice to security protocol implementers about expected algorithm transitions.

375 Monitoring cryptographic research results provides a way to assess impact and foresee needed
376 changes. The cryptographic research community might discover a new attack with practical
377 impact to existing security protocols. In the worst case, a breakthrough cryptanalytic technique
378 can indicate the need for an immediate algorithm transition. Crypto agility is needed to
379 smoothly implement such a transition.

380 Looking forward to the transition to post-quantum cryptography (PQC), security protocol
381 designers need to plan, as part of their crypto agility efforts, for public keys, signatures, and
382 key-encapsulation ciphertext to be much larger than those currently used. Of course, public-key
383 sizes and signature sizes directly impact the size of certificates containing those keys and
384 signatures. To be safe, security protocol designers should plan for a growth of at least ten-fold
385 based on the key sizes for classical algorithms and PQC algorithms.

386 **3.2.3. Integrity for Algorithm Negotiation**

387 Cryptographic algorithm selection or negotiation should have its integrity protected. If the
388 integrity of algorithm selection during negotiation is not protected, the protocol will be subject
389 to a downgrade attack, where an attacker influences the choice of cipher suite and one with
390 weaker algorithms is chosen. Transition mechanisms need to consider the algorithm that is
391 used to provide integrity protection for algorithm negotiation. If a protocol specifies a single
392 integrity algorithm to protect the negotiation without a way to negotiate an alternative
393 integrity algorithm, eventually that single algorithm will be found to be weak.

394 Extra care is needed when a mandatory-to-implement algorithm is used to provide integrity
395 protection for the negotiation of other cryptographic algorithms. In this case, the integrity
396 protection should be at least as strong as that provided by the next set of algorithms, which can
397 result in the need for several mandatory-to-implement algorithms to cover the various security

398 strength requirements. Otherwise, a flaw in the mandatory-to-implement integrity algorithm
399 may allow an attacker to influence the choices of the other algorithms.

400 Security protocols can negotiate a key-establishment mechanism, derive an initial cryptographic
401 key, and then authenticate the negotiation. However, if the authentication fails, the only
402 recourse is to start the negotiation over from the beginning. This is necessary for security but
403 can lead to an awkward experience for the human user when authentication is unsuccessful.

404 3.2.4. Hybrid Cryptographic Algorithms

405 The transition from traditional to quantum-resistant public-key cryptographic algorithms is
406 underway, and some SDOs are considering a combination of the two types of public-key
407 algorithms to create a hybrid algorithm.¹ The idea is to continue using the well-tested
408 traditional algorithms while study of the new PQC continues and the implementations are
409 maturing. In most cases, choosing a hybrid algorithm leads to a second transition when the
410 traditional algorithm is deprecated, as shown in Fig. 1.



411

412

Fig. 1. Possible second transition from hybrid mode

413 Some people believe that the overhead associated with the traditional algorithm is small
414 enough that they will avoid the second transition. That is, these people will continue to use the
415 hybrid algorithm even when the traditional algorithm is no longer secure.

416 A hybrid signature algorithm combines a traditional signature algorithm, like Elliptic Curve
417 Digital Signature Algorithm (ECDSA), and a PQC signature algorithm, like ML-DSA [12]. A hybrid
418 signature algorithm requires that two public keys be certified: a public key for the traditional
419 algorithm and a PQC public key. One option is to include the two public keys in a single
420 certificate, where the public keys would always be used together. However, the cost of
421 deploying a PKI root of trust is significant, so the expense associated with a transition to the use
422 of a hybrid root of trust followed by a second transition to using only a PQC algorithm for a root
423 of trust must be considered.

424 Another option is the deployment of a traditional root of trust and a PQC root of trust using
425 separate certificates. In some cases, two certificates will be less expensive, but there are
426 operational costs associated with validating two certification paths for security-association
427 establishment. A significant advantage of using separate roots of trust is that once the
428 traditional PKI is no longer needed, one can simply stop issuing certificates under the traditional
429 root of trust, while the PQC trust anchor continues to be used. Simply let it wither. Of course,
430 the PQC root of trust continues to be used.

431 A hybrid key-establishment algorithm combines the use of a traditional key-establishment
432 algorithm, like Diffie-Hellman key exchange specified in SP 800-56A [22], and the use of a PQC

¹ Some of the hybrid algorithm specifications refer to “composite algorithms.” At the level of the discussion in this section, the distinctions between “hybrid” and “composite” algorithms are unimportant. Thus, this section uses “hybrid” throughout.

433 key-encapsulation mechanism (KEM), like the Module-Lattice-Based Key Encapsulation
434 Mechanism (ML-KEM) [23], to establish a pairwise shared secret under the assumption that at
435 least one of the algorithms will remain strong over time. Security analysis for a hybrid key-
436 establishment algorithm can be more complicated than the analysis of either of the algorithms
437 that are used in the hybrid algorithm. In addition, the use of hybrid key-establishment
438 algorithms increases bandwidth usage because more data needs to be exchanged, which can be
439 a problem for some implementation environments.

440 In summary, hybrid signatures or key-establishment schemes can be a good strategy for
441 preserving security in the face of uncertainty while transitioning from traditional public-key
442 cryptography to post-quantum cryptography, but the use of hybrid schemes increases protocol
443 complexity and the amount of resources consumed. Hybrid signatures or key-establishment
444 schemes exercise the capability to accommodate many cipher suites and stress the crypto
445 agility of a security protocol design.

446 **3.3. Cryptographic Key Establishment**

447 Some environments will restrict the key-establishment approaches by policy. Such policies tend
448 to improve interoperability within a particular environment, but they cause problems for
449 individuals who need to work in multiple incompatible environments. In addition,
450 administrators need to be aware that multiple environments are being used, track the policies,
451 and enable the algorithms or cipher suites for each one of them.

452 Support for many key-establishment mechanisms in a security protocol offers more opportunity
453 for crypto agility. Key establishment includes key-agreement mechanisms, key-transport
454 mechanisms, and KEMs. Security protocol designers perform security analysis to ensure that all
455 security goals are achieved when each of the possible key-establishment mechanisms is used.

456 Traditionally, security protocol designers have avoided support for more than one mechanism
457 for exchanges that establish cryptographic keys because such support would make the security
458 analysis of the overall protocol more difficult. When frameworks such as the Extensible
459 Authentication Protocol (EAP) [24] are employed, the authentication mechanism often provides
460 a session key in addition to providing authentication. As a result, key establishment is very
461 flexible, but many of the cryptographic details are hidden from the application, which makes
462 security analysis more difficult. Furthermore, this flexibility results in protocols that support
463 multiple key-establishment mechanisms. In fact, the key-establishment mechanism itself is
464 negotiable, which creates a design challenge to protect the negotiation of the key-
465 establishment mechanism before it is used to produce cryptographic keys.

466 When security protocols support a single key-establishment mechanism, the security analysis is
467 much more straightforward; however, crypto agility is reduced.

468 **3.4. Balancing Security Strength and Protocol Complexity**

469 When specifying a cipher suite, the relative strength of each algorithm should be roughly equal.
470 Complexity in security protocols needs to be avoided. Each of these design goals is explored
471 further in this section.

472 **3.4.1. Balancing the Security Strength of Algorithms in a Cipher Suite**

473 When selecting or negotiating a cipher suite, the relative strength of each algorithm needs to
474 be considered. The algorithms in a cipher suite ought to provide roughly equal security
475 strengths. The security protections provided by each algorithm in a particular context need to
476 be considered when making the selection. Algorithm strength needs to be considered at the
477 time a security protocol is designed, implemented, deployed, and configured. Advice from
478 experts about relative algorithm strengths is useful, but in reality, such advice is often
479 unavailable to system administrators who are deploying a protocol implementation. For this
480 reason, SDOs should provide clear guidance to implementers, leading to balanced options being
481 available at the time of deployment.

482 Performance is always a factor in selecting cryptographic algorithms. Performance and security
483 need to be balanced. Users will not employ security features if the application runs too slowly
484 when they are used. Some algorithms offer flexibility in their strength by adjusting the key size,
485 number of rounds, authentication tag size, prime group size, and so on. For example, AES-128 is
486 more efficient than AES-256, but it also offers less security.

487 **3.4.2. Balancing Protocol Complexity**

488 Security protocol design complexity leads to implementation complexity, which in turn makes
489 vulnerabilities more likely. Thus, complexity should be avoided. Optional features can add
490 complexity. Streamlining security protocols reduces less-used parts of the implementation. A
491 security protocol with fewer options means there is a lower burden on implementation testing
492 and a decreased attack surface, which makes it harder for attackers to discover vulnerabilities.

493 Security protocol designs need to anticipate changes to the supported set of cryptographic
494 algorithms over time. Security protocol implementations avoid complexity to reduce
495 vulnerability to attacks. For example, complex algorithm or cipher suite negotiation provides
496 opportunities for downgrade attacks. Support for many algorithm alternatives is also harmful
497 because of the challenges in deciding which algorithms are acceptable in a particular
498 environment and maintaining that list of algorithms over time.

499 Protocol complexity can lead to portions of the implementation that are rarely used, increasing
500 the opportunity for undiscovered, exploitable implementation bugs.

501 **4. Crypto Agility for Applications**

502 A cryptographic application programming interface (crypto API) separates the implementation
503 of applications that make use of the cryptographic algorithms (e.g., email and web apps) from
504 the implementation of the cryptographic algorithms themselves. This separation allows the
505 application to focus on the high-level, application-specific details, while the cryptographic
506 algorithms are implemented by a provider or a library to handle symmetric encryption, digital
507 signature generation and verification, hashing, random number generation, key establishment,
508 and so on.

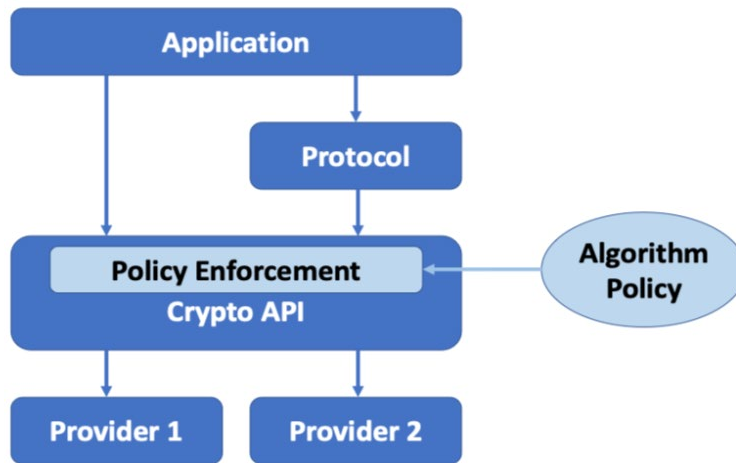
509 For example, crypto APIs separate AES-CCM [25] and AES-GCM [26], which are both
510 authenticated encryption with associated data (AEAD) algorithms, from application
511 implementations by allowing an application to make the same crypto API calls to use either
512 algorithm. Careful selection of default parameter values in the crypto API can make the
513 interface to these two algorithms essentially identical, which facilitates future transition to a
514 new AEAD algorithm.

515 Some crypto APIs offer implementations of security protocols like TLS or IPsec to further
516 unburden the application. These protocol implementations depend on the crypto API for
517 cryptographic operations. The application provides the list of algorithms or cipher suites that
518 are available and acceptable, and then the algorithm negotiation capabilities for the protocol
519 determine the algorithms that are actually used in the protocol.

520 To achieve crypto agility, system designers must introduce mechanisms that streamline the
521 replacement of cryptographic algorithms in software, hardware, and infrastructures. These
522 mechanisms will, at the same time, increase complexity. Therefore, system designers must
523 make sure that the cryptographic interface is easy to use and well documented in order to
524 reduce the risk of errors. Additionally, clear guidance must be provided for practitioners to
525 follow.

526 **4.1. Using an API in a Crypto Library Application**

527 A cryptographic service provider (CSP) is an implementation of one or more cryptographic
528 algorithms that is accessible by applications through a crypto API; see Fig. 2. CSPs are
529 sometimes associated with protected key storage. For example, a CSP associated with a Trusted
530 Platform Module (TPM) will also provide access to the asymmetric private keys that are stored
531 on the TPM.



532

533

Fig. 2. Applications using crypto APIs

534 Cryptographic algorithm policy is set by the system administrator, which might be done to
535 implement policy set by the enterprise Chief Information Security Officer (CISO). The policy will
536 indicate whether a particular algorithm is allowed. For example, if there is a provider for Triple
537 DES, calls to encrypt with it will fail if policy does not allow Triple DES. However, calls for Triple
538 DES decryption might still be allowed so that stored files or email messages can be decrypted.

539 Some protocols are implemented in user space, an area in memory where applications execute
540 that is distinct from kernel space. Kernel space is a part of a computer’s memory where the
541 operating system runs. For example, application-chosen TLS crypto library applications operate
542 in user space; in fact, most libraries like OpenSSL, BoringSSL, Bouncy Castle, Network Security
543 Services (NSS), and OpenSSH run in user space. Application developers need to consider
544 whether the API is provided via the command line interface (CLI) or by “compiling in” support.

545 For software libraries, it is important to facilitate efficient updates. Some standard mechanisms
546 must be in place to avoid security pitfalls in library updates.

547 4.2. Using APIs in the Operating System Kernel

548 Some security protocols run in the operating system kernel, a computer program that generally
549 is loaded first when the system is turned on and has complete control over all system resources
550 accessible to all application programs in the system. For example, in the case of IPsec, the
551 datagram encryption and authentication provided by IPsec need to operate in the kernel.
552 Similarly, disk encryption needs to run in the kernel.

553 To provide crypto agility in this case, the crypto API must also be accessible within the kernel. In
554 some operating systems, only a subset of the crypto API’s overall capabilities is available in the
555 kernel. This subset is determined by the cryptographic operations required in the kernel. In
556 many operating systems, the supported algorithms in the kernel are established when the
557 kernel is built, meaning that plugins to add algorithms are not available in the kernel.

558 Some systems perform self-tests of the cryptographic functions as part of the operating system
559 boot process. These tests ensure that the cryptographic operations are working as expected
560 before the system is available to applications or users.

561 **4.3. Hardware**

562 There are several aspects of the hardware implementation of cryptographic algorithms to
563 consider that are related to crypto agility.

564 A whole chip might be dedicated to the implementation of one cryptographic algorithm, or a
565 small portion of a chip might implement a particular building-block function in support of a
566 single cryptographic algorithm. In either case, a low-level interface is needed that works well in
567 a particular hardware environment. In most cases, firmware is needed to manage memory and
568 invoke the various low-level functions in the proper order. The functions that are implemented
569 in the integrated circuit cannot be changed; this makes them well protected from attackers, but
570 it also means that the chip will need to be replaced if it has design errors or changes are needed
571 for the algorithms to be used.

572 Some chips, like Subscriber Identity Module (SIM) cards and TPMs, are dedicated to
573 cryptographic operations. These chips are part of a larger computer system like a mobile phone
574 or a laptop computer. These chips store the private keys and perform cryptographic operations
575 that depend on the keys. At no time does the private keying material leave the chip. These
576 chips support very few cryptographic algorithms, and changing algorithms is accomplished by
577 replacing the chip. In fact, some devices offer a slot to do so without opening the device.

578 Hardware security modules (HSMs) are special-purpose hardware devices that store the private
579 keys and perform cryptographic operations using those keys. An HSM might be a rack-mounted
580 device for an organization or high-value application, or it might be a portable device that is
581 easily locked in a safe when not in use. At no time does the private keying material leave the
582 HSM, but there are operations to securely back up the private keying material to another HSM.
583 Note that HSMs provide cryptographic services, but they also consume cryptographic services.
584 HSMs offer tamper-detection capabilities to protect the private keying material stored in them.
585 HSMs often include a microprocessor as well as one or more chips that are designed to
586 accelerate different cryptographic algorithms or parts of the algorithms invoked by software
587 cryptographic implementations.

588 A personal portable cryptographic token, such as a Personal Identity Verification (PIV) card or a
589 USB token, is a device that stores the private keys for an individual. The human user plugs the
590 portable device into whatever computer they are using. At no time does the keying material
591 leave the portable device. These devices are essentially tiny HSMs intended to be used by one
592 person.

593 Some central processing units (CPUs) have instructions that were designed to accelerate
594 specific algorithms. A cryptographic algorithm implementation might detect whether such
595 instructions are available and then take advantage of them if they are. For example, the Intel
596 SHA Extensions paper [27] states that the CPUs offer features to make SHA hash computations
597 faster.

598 From this discussion, it should be clear that there are many reasons an application might use
599 hardware to support cryptographic operations, including performance, the protection of
600 private keys, and portability. An additional reason is that some hardware offers a good source
601 of random numbers, which are vital to the generation of quality keying material.

602 On the other hand, it is easier to provide multiple cryptographic algorithms to facilitate agility in
603 library and application software than in hardware. Once a chip leaves the factory, additional
604 algorithms may not be added easily. Other layers in an architecture fall on a spectrum between
605 these two cases. The crypto API needs to be designed so that all points on this spectrum are
606 accommodated. In some environments, especially HSMs and other cryptographic tokens, the
607 data needs to move to the device where the key is stored for the data to be protected using
608 that key.

609 For the environments where the update of cryptographic functions in hardware is not possible
610 in the field, it is important to consider the use of state-of-the-art cryptography to include
611 implementations of the best and most conservative variants for each cryptographic function. A
612 key element is the communication between cryptographers and developers to decide on a
613 long-term plan based on the best estimate of the security needs during the lifetime of a specific
614 hardware device. For example, secure booting (i.e., starting a computer and loading its
615 operating system) requires using digital signature schemes. The public key and the program for
616 verifying the signatures are included in the boot code and cannot be updated. In this case, to
617 make sure that the platform is trustable during its lifetime, the signature schemes must be able
618 to provide the required security during the lifetime of the device.

619

620 **5. Discussions**

621 Achieving crypto agility demands collaborations and communications among cryptographers,
622 developers, implementers, and practitioners to manage the risk of using cryptography to secure
623 the data. To be actionable, crypto agility requirements must be specific for each
624 implementation and application environment. This section discusses tradeoffs and identifies
625 some areas for future work. Each subsection highlights important areas for consideration and
626 associated stakeholders.

627 **5.1. Resource Considerations**

628 Resource limitation is the most difficult challenge to deal with for achieving crypto agility. This
629 section discusses resource considerations for protocol designers, hardware implementers, and
630 cryptographers.

631 Crypto agility requires support for multiple cryptographic algorithms in a protocol. Some
632 algorithms have much larger public keys, signatures, or ciphertext than the algorithms being
633 replaced. Experience has shown that large sizes challenge the limits of existing protocols. It is
634 important for protocol designers to consider resource demands in order to plan for future
635 transitions and to distinguish intrinsic limitations from shortsighted design decisions.

636 Hardware implementation is limited by capacity. It may not be possible to implement many
637 algorithms in one hardware platform. Some optimization efforts such as accelerator reuse have
638 been considered. Further research is needed in this area to deal with the transition from
639 traditional public-key cryptography to post-quantum cryptography.

640 Future cryptographic algorithm design must consider resource limitations. Usually, each design
641 has focused on the resource requirements of a single algorithm for an application without
642 considering other applications. For example, the design may use a specific primitive or a
643 subroutine (such as a hash function) that is not commonly used by other algorithms. To save
644 hardware resources, it is desirable for different algorithms to share the same subroutines.
645 Cryptographers have considered algorithms based on diversified assumptions so that when one
646 assumption is determined to be incorrect, an alternative based on a different assumption is in
647 place. Achieving crypto agility within resource limitations requires cryptographers to prioritize
648 security-related diversities. This is a new area of research that must take a different approach
649 from that of traditional approaches using a single algorithm design.

650 **5.2. Agility-Aware Design**

651 This section discusses agility design considerations for application, platform, and protocol
652 designers.

653 Current practice has made it possible for applications to access cryptographic services through
654 APIs. This significantly eases a cryptographic transition from one algorithm to another. When an
655 algorithm is found vulnerable and must no longer be used, the use of an API can enable the
656 transition by providing a flexible and efficient way to manage cryptographic operations.

657 However, for some operating systems, cryptographic operations are determined at the time
658 when the kernels are built. In this case, it is not possible to update the cryptographic operations
659 in the kernel when a transition is needed because they are an integral part of the kernel. A
660 working area to be considered is to improve API usage in kernels to support update and
661 transition.

662 Agility-aware design could be reflected in the product or system configuration. It would ensure
663 that the user interface (UI) and API can support new algorithms with different key and
664 parameter sizes in order to use the underlying cryptographic software libraries and hardware
665 accelerators. The design would not make assumptions based on one algorithm or a family of
666 algorithms when coding cryptographic implementations. That is, the design would ensure that
667 buffers, memory locations, storage, etc. could handle large keys and parameters.

668 Some well-deployed security protocols, such as TLS, facilitate authenticated cipher-suite
669 negotiation to allow adding new algorithms to and discontinuing the use of weak algorithms
670 from the available cipher suites. This should be a common practice in any protocol design. For
671 example, in most of the IETF Requests for Comment (RFCs), there is a section called “Security
672 considerations.” It may be beneficial to include a section about “Crypto agility considerations”
673 in the standards to provide rationales for the design choices to allow crypto agility.

674 **5.3. Complexity and Security**

675 Accommodating crypto agility introduces complexity to protocols and systems that protocol
676 designers and system architects and implementers should take into consideration. It can also
677 increase attack surfaces. For example, if cipher suite negotiation integrity is not properly
678 protected, a downgrade attack can lead to a weaker cipher suite than otherwise agreed upon.
679 For software libraries and APIs, a larger number of options may increase the chance to
680 introduce security bugs. For enterprise IT administrators, it is important to make sure that the
681 configuration is updated to reflect new security requirements.

682 Crypto agility requires sound mechanisms to assure a secure and smooth transition. Currently,
683 most security analysis and evaluations focus on a protocol or a system configuration without
684 considering transition mechanisms. Cryptographic transition mechanisms should be included in
685 a security assessment for a protocol or a system configuration.

686 **5.4. Crypto Agility in the Cloud**

687 This section discusses agility consideration for cloud computing service architects, developers,
688 operators, and cryptographers.

689 The cloud refers to many remote servers accessible over the internet where users can store
690 data, run applications, and access services. Cloud service providers need crypto agility to meet
691 the diverse requirements of various customers. Some applications use a cloud to support
692 cryptographic operations. A cloud environment is advantageous for several reasons, including
693 scalability.

694 However, use of a cloud environment tends to lock developers into a particular crypto API. For
695 example, a cloud environment might provide benefits of secure backup and affordable cloud-
696 hosting services using container technology to ensure that a software package and all its
697 dependencies run quickly and reliably. Based on the choices made by the cloud provider, the
698 developers are also locked into the hardware, potentially including HSM support.

699 In contrast, some cloud providers offer the ability to access an application-specific HSM that is
700 external to the cloud environment. This avoids provider lock-in, but it comes with many
701 operational requirements for the application provider to ensure availability. Additional choices,
702 such as selecting the confidential computing architecture to protect data that is processed, can
703 prevent the cloud provider from accessing keying material, but ultimately the cloud provider
704 can remove the entire application. In some cloud environments, the cloud provider may be able
705 to administratively delete keys from an HSM, even if they are not able to otherwise access
706 those keys.

707 **5.5. Maturity Assessment for Crypto Agility**

708 This section introduces the consideration for all stakeholders in the organization to have a
709 crypto agility maturity model to measure and track the maturity of the state of crypto agility
710 against industry standards and best practices in order to be resilient against the evolving
711 changes in crypto requirements.

712 A maturity model is needed for a given software or IT landscape to assess the readiness of a
713 software or system for cryptographic algorithm transition. Hohm, Heinemann, and Wiesmaier
714 [28] proposed a Crypto Agility Maturity Model (Camm), which identifies five maturity levels
715 from level 0 to level 4. These five levels are described as not possible, possible, prepared,
716 practiced, and sophisticated. The requirements associated with each of the five levels make it
717 possible to evaluate a given system according to its ability to implement crypto-agility
718 requirements. The requirements in [28] are categorized as knowledge, process, and system
719 properties. These requirements are valuable references in considering the maturity of crypto
720 agility. For example, at Level 2-Prepared, Requirement 2.0 Cryptographic Modularity “is
721 understood as a system design that enables changes to the cryptographic components without
722 affecting the functionality of the other system components. In the event of a vulnerability, the
723 implementation of cryptographic functions, their parameters and primitives can be replaced
724 without affecting the system logic.” This requirement is noted as system properties. However,
725 most of the requirements are descriptive, not quantitative. Some of the requirements apply to
726 a system, while the others may apply to an organization or a set of protocols.

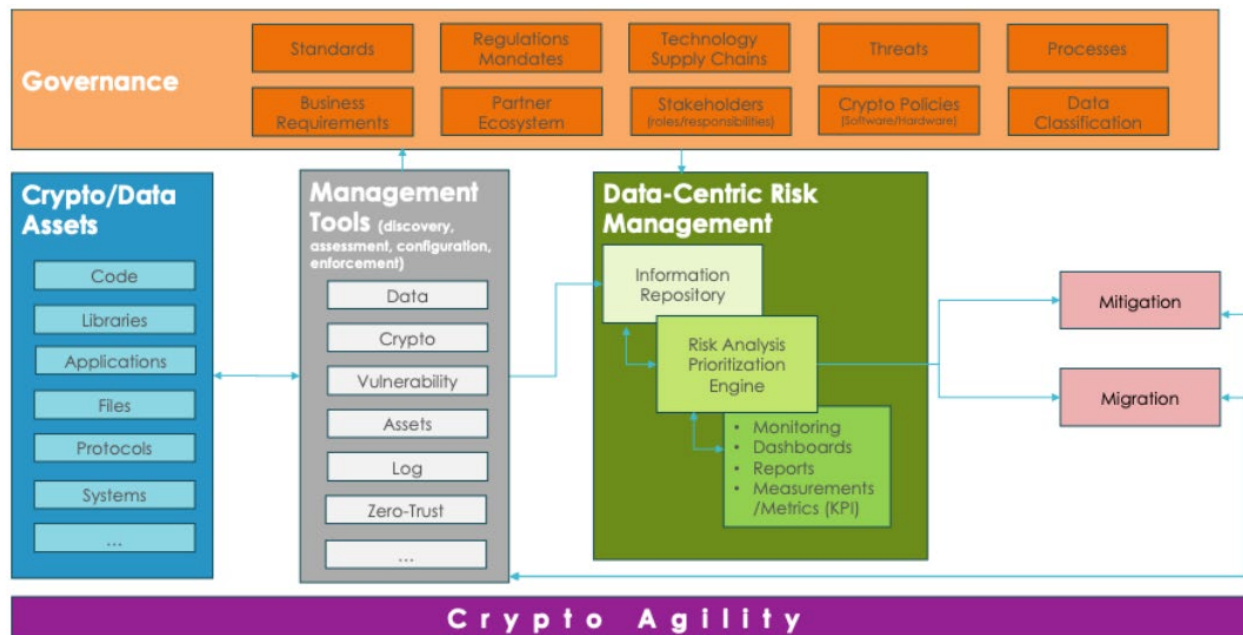
727 This work could be adapted to create a concrete assessment model that is applicable to every
728 system. If this happens, the government can create incentives for the adoption of such a
729 maturity model. Maturity assessment for crypto agility is a new area to explore. FIPS 140
730 validation does not currently assess crypto agility, but the feasibility of adapting FIPS 140
731 testing to encompass crypto agility is being studied.

732 Current FIPS 140 validation tests the implementations of NIST-approved cryptographic
733 algorithms. The resulting certification includes a list of NIST-approved algorithms implemented

734 in a cryptographic module. If a module implements multiple algorithms at multiple security
735 strengths for the same function (for example, the SHA-2 and SHA-3 hash functions), then the
736 module supports crypto agility for hash functions. However, if the only implemented algorithm
737 will be deprecated in the next few years (ECDSA, for example, with only elliptic curve P-224),
738 this raises an issue about a module's support for crypto agility.

739 5.6. Crypto Agility Strategic Plan for Managing Organizations' Crypto Risks

740 A crypto agility strategic plan as presented in Fig. 3 brings together key functions such as
741 governance, crypto and data assets, risk management, and automated tooling to inform the
742 migration/transition of crypto at different technology levels. Organizations need to transition or
743 migrate their cryptographic use multiple times throughout the systems' lifetimes. By
744 incorporating crypto agility into their crypto policies during technology refreshes, updates, or
745 modernization efforts, organizations can proactively address emerging threats, technological
746 advances, system weaknesses, and evolving business requirements, standards, regulations, and
747 mandates.



748

749

Fig. 3. Crypto agility strategic plan for managing organizations' crypto risks

750 The plan may include several key activities, including:

- 751 • Integrate crypto agility into the organization's existing governance function to establish,
752 communicate, and monitor the cybersecurity risk management strategy, expectations,
753 and policies related to cryptography. This includes understanding crypto standards,
754 regulations, and mandates, and communicating these requirements to data owners, IT
755 and development teams, business partners, and technology supply chain vendors
756 prioritized by the criticality of the data.

- 757 • Inventory the use of cryptography for data protection across the organization by
758 adopting a data-centric approach informed by the criticality of the data to identify the
759 organization’s most valuable assets, such as application codes, libraries, software,
760 hardware, user-generated content, communication protocols, enterprise services, and
761 systems.
- 762 • Identify gaps in enterprise management tools for managing assets, configurations,
763 vulnerabilities, and logs. These tools should support crypto risk management and data
764 protection functions by automating the identification, assessment, characterization,
765 enforcement, and monitoring of crypto use across the assets in an automated way. If
766 necessary, enhance the tools with automated data and cryptographic discovery
767 capabilities, including algorithms and key lengths. For instance, vulnerability
768 management and software/hardware development tools can help ensure
769 comprehensive visibility and an inventory of assets such as code, libraries, applications,
770 and associated cryptographic algorithms.
- 771 • Develop a prioritization list of assets to be mitigated first due to the use of weak
772 cryptography, based on the disparate data collected from the initial steps. A crypto
773 policy-informed risk assessment engine analyzes this data to form a strategy and
774 recommend actions to reduce risks. The engine continuously measures, monitors, and
775 reports on the state of crypto, particularly focusing on crypto agility key performance
776 indicators (KPIs) for the level of efforts to adapt and migrate effectively and efficiently,
777 based on the organization’s defined crypto policy.
- 778 • Implement the strategy and actions based on the prioritization list. Crypto agility is
779 crucial for deciding whether to migrate assets smoothly or deploy mitigation techniques
780 to reduce risks. Organizations can use enterprise management tools to migrate assets,
781 such as code, applications, software, hardware, and communication protocols, or
782 implement additional security controls as part of a zero-trust approach [29] to mitigate
783 crypto risks for networks, devices, and applications if the assets are not agile enough to
784 support the crypto policy.

785 These steps are continuously repeated to mitigate evolving crypto risks and enhance the crypto
786 agility posture within organizations. Crypto agility is a key principle that organizations should
787 consider throughout the data-centric cryptographic risk management process.

788 Crypto governance is an important part of a crypto agility strategic plan. The following
789 subsections discuss some components of governance that are crucial for organizations to drive
790 cryptographic practices and compliance in support of managing the crypto risks among all
791 stakeholders, from the organization’s board to the implementers.

792 **5.6.1. Crypto Standards, Regulations, and Mandates**

793 Any crypto agility effort must consider the effects of standards, regulations, and mandates on
794 transition requirements for cryptographic algorithms. Movements to achieve crypto agility
795 involve coordination between protocol designers, software and hardware vendors, application

796 and standards developers, policy makers, and IT administrators. Government standards and
797 regulations can mandate the transition when an algorithm is found vulnerable. NIST SP 800-
798 131A guides algorithm and security strength transitions by setting transition schedules for
799 implementers to sunset certain algorithms or security strengths based on a common
800 understanding of the computing power available for attackers and the latest research results.
801 For example, SP 800-131A rev. 2 [30], published in 2019, set the end of 2023 as the date to
802 disallow three-key Triple DES for applying cryptographic protection.

803 Industry standards play an important role in compliance with security requirements for
804 cryptographic algorithm usage in different application environments. The standards for
805 different applications such as internet protocols, communications, and applications update the
806 supported cipher suites to eliminate algorithms and ciphers that are vulnerable. Security
807 protocols often define mandatory-to-implement cipher suites to reflect the state-of-the-art of
808 cryptography and support interoperability.

809 The NIST Cryptographic Algorithm Validation Program (CAVP) provides validation testing for
810 FIPS-approved and NIST-recommended cryptographic algorithms. Cryptographic algorithm
811 validation is a prerequisite of cryptographic module validation. The approved algorithms and
812 relevant parameter sets are updated based on transition requirements.

813 From a practitioner's perspective, certain policies, laws, and mechanisms must be established
814 to enhance crypto agility practice to facilitate the transition and provide proper security during
815 the transition. These laws and policies are coupled with industry-specific requirements. It is
816 very important to handle the data in a secure way during a transition. For example, for the
817 encrypted storage of data-at-rest, a mechanism must be established to handle encrypted user
818 data when the encryption algorithm is to be replaced by a stronger one. Similarly, when a
819 digital signature algorithm must be replaced, a mechanism to handle already-signed documents
820 is required.

821 **5.6.2. Crypto Security Policy Enforcement**

822 Crypto security policy enforcement must be considered as an important factor in the crypto
823 agility assessment for each protocol, system, and application. One of the most challenging
824 aspects of crypto agility is replacing vulnerable algorithms in a timely manner and at the same
825 time keeping the system running without interruption. For security protocols, a crypto security
826 policy can be enforced through specifying mandatory-to-implement algorithms and disallowing
827 the use of weak algorithms in a timely fashion. For a system, a security policy can be enforced
828 through the use of an API. Security practitioners enforce security policy through decisions for
829 using cryptographic algorithms with required security strengths.

830 Enforcing crypto security policy requires communications among cryptographers, developers,
831 practitioners, IT administrators, and policy makers. Each decision on deprecating a
832 cryptographic algorithm must be synchronized among all the stakeholders so the security policy
833 can be updated quickly.

834

835 **6. Conclusion**

836 Crypto agility is a future-proofing strategy to deal with changes. It demands communications
837 among cryptographers, developers, implementers, and practitioners to accommodate evolving
838 security, performance, and interoperability challenges. The pursuit of crypto agility capabilities
839 involves exploration of new technologies and management schemes. New crypto agility
840 requirements must be developed for each environment. The security analysis and evaluation
841 for protocols, systems, and applications must include mechanisms for transitions.

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940

941 **Appendix A. List of Symbols, Abbreviations, and Acronyms**

942 **AEAD**

943 Authenticated Encryption with Associated Data

944 **AES**

945 Advanced Encryption Standard

946 **AES-CCM**

947 Advanced Encryption Standard – Counter with CBC-MAC

948 **AES-GCM**

949 Advanced Encryption Standard – Galois/Counter Mode

950 **API**

951 Application Programming Interface

952 **CA**

953 Certification Authority

954 **CAMM**

955 Crypto Agility Maturity Model

956 **CAVP**

957 Cryptographic Algorithm Validation Program

958 **CISO**

959 Chief Information Security Officer

960 **CLI**

961 Command Line Interface

962 **CMS**

963 Cryptographic Message Syntax

964 **CPU**

965 Central Processing Unit

966 **CRQC**

967 Cryptographically Relevant Quantum Computer

968 **CSP**

969 Cryptographic Service Provider

970 **DES**

971 Data Encryption Standard

972 **DNSSEC**

973 Domain Name System Security Extensions

974 **EAP**

975 Extensible Authentication Protocol

976 **ECDSA**

977 Elliptic Curve Digital Signature Algorithm

978	EDNS
979	Extension Mechanisms for Domain Name System
980	FIPS
981	Federal Information Processing Standard
982	HSM
983	Hardware Security Module
984	IETF
985	Internet Engineering Task Force
986	IKE
987	Internet Key Exchange
988	IPsec
989	Internet Protocol Security
990	IR
991	Internal Report
992	KEM
993	Key Encapsulation Mechanism
994	KPI
995	Key Performance Indicator
996	MAC
997	Message Authentication Code
998	ML-DSA
999	Module-Lattice-Based Digital Signature Algorithm
1000	ML-KEM
1001	Module-Lattice-Based Key Encapsulation Mechanism
1002	PIV
1003	Personal Identity Verification
1004	PKI
1005	Public Key Infrastructure
1006	PQC
1007	Post-Quantum Cryptography
1008	RFC
1009	Request for Comment
1010	RPKI
1011	Resource Public Key Infrastructure
1012	RSA
1013	Rivest-Shamir-Adelman
1014	SDO
1015	Standards Developing Organization

- 1016 **SHA**
- 1017 Secure Hash Algorithm

- 1018 **SIM**
- 1019 Subscriber Identity Module

- 1020 **S/MIME**
- 1021 Secure Multipurpose Internet Mail Extensions

- 1022 **SP**
- 1023 Special Publication

- 1024 **TLS**
- 1025 Transport Layer Security

- 1026 **TPM**
- 1027 Trusted Platform Module

- 1028 **UI**
- 1029 User Interface

- 1030 **USB**
- 1031 Universal Serial Bus
- 1032