



IEC 62351-5

Edition 1.0 2023-01

INTERNATIONAL STANDARD

NORME INTERNATIONALE



**Power systems management and associated information exchange – Data and communications security –
Part 5: Security for IEC 60870-5 and derivatives**

**Gestion des systèmes de puissance et échanges d'informations associés –
Sécurité des communications et des données –
Partie 5: Aspects de sécurité pour l'IEC 60870-5 et ses dérivés**





THIS PUBLICATION IS COPYRIGHT PROTECTED

Copyright © 2023 IEC, Geneva, Switzerland

All rights reserved. Unless otherwise specified, no part of this publication may be reproduced or utilized in any form or by any means, electronic or mechanical, including photocopying and microfilm, without permission in writing from either IEC or IEC's member National Committee in the country of the requester. If you have any questions about IEC copyright or have an enquiry about obtaining additional rights to this publication, please contact the address below or your local IEC member National Committee for further information.

Droits de reproduction réservés. Sauf indication contraire, aucune partie de cette publication ne peut être reproduite ni utilisée sous quelque forme que ce soit et par aucun procédé, électronique ou mécanique, y compris la photocopie et les microfilms, sans l'accord écrit de l'IEC ou du Comité national de l'IEC du pays du demandeur. Si vous avez des questions sur le copyright de l'IEC ou si vous désirez obtenir des droits supplémentaires sur cette publication, utilisez les coordonnées ci-après ou contactez le Comité national de l'IEC de votre pays de résidence.

IEC Secretariat
3, rue de Varembé
CH-1211 Geneva 20
Switzerland

Tel.: +41 22 919 02 11
info@iec.ch
www.iec.ch

About the IEC

The International Electrotechnical Commission (IEC) is the leading global organization that prepares and publishes International Standards for all electrical, electronic and related technologies.

About IEC publications

The technical content of IEC publications is kept under constant review by the IEC. Please make sure that you have the latest edition, a corrigendum or an amendment might have been published.

IEC publications search - webstore.iec.ch/advsearchform

The advanced search enables to find IEC publications by a variety of criteria (reference number, text, technical committee, ...). It also gives information on projects, replaced and withdrawn publications.

IEC Just Published - webstore.iec.ch/justpublished

Stay up to date on all new IEC publications. Just Published details all new publications released. Available online and once a month by email.

IEC Customer Service Centre - webstore.iec.ch/csc

If you wish to give us your feedback on this publication or need further assistance, please contact the Customer Service Centre: sales@iec.ch.

IEC Products & Services Portal - products.iec.ch

Discover our powerful search engine and read freely all the publications previews. With a subscription you will always have access to up to date content tailored to your needs.

Electropedia - www.electropedia.org

The world's leading online dictionary on electrotechnology, containing more than 22 300 terminological entries in English and French, with equivalent terms in 19 additional languages. Also known as the International Electrotechnical Vocabulary (IEV) online.

A propos de l'IEC

La Commission Electrotechnique Internationale (IEC) est la première organisation mondiale qui élabore et publie des Normes internationales pour tout ce qui a trait à l'électricité, à l'électronique et aux technologies apparentées.

A propos des publications IEC

Le contenu technique des publications IEC est constamment revu. Veuillez vous assurer que vous possédez l'édition la plus récente, un corrigendum ou amendement peut avoir été publié.

Recherche de publications IEC - webstore.iec.ch/advsearchform

La recherche avancée permet de trouver des publications IEC en utilisant différents critères (numéro de référence, texte, comité d'études, ...). Elle donne aussi des informations sur les projets et les publications remplacées ou retirées.

Découvrez notre puissant moteur de recherche et consultez gratuitement tous les aperçus des publications. Avec un abonnement, vous aurez toujours accès à un contenu à jour adapté à vos besoins.

IEC Just Published - webstore.iec.ch/justpublished

Restez informé sur les nouvelles publications IEC. Just Published détaille les nouvelles publications parues. Disponible en ligne et une fois par mois par email.

Electropedia - www.electropedia.org

Le premier dictionnaire d'électrotechnologie en ligne au monde, avec plus de 22 300 articles terminologiques en anglais et en français, ainsi que les termes équivalents dans 19 langues additionnelles. Également appelé Vocabulaire Electrotechnique International (IEV) en ligne.

Service Clients - webstore.iec.ch/csc

Si vous désirez nous donner des commentaires sur cette publication ou si vous avez des questions contactez-nous: sales@iec.ch.

IEC Products & Services Portal - products.iec.ch



IEC 62351-5

Edition 1.0 2023-01

INTERNATIONAL STANDARD

NORME INTERNATIONALE



Power systems management and associated information exchange – Data and communications security –

Part 5: Security for IEC 60870-5 and derivatives

**Gestion des systèmes de puissance et échanges d'informations associés –
Sécurité des communications et des données –**

Partie 5: Aspects de sécurité pour l'IEC 60870-5 et ses dérivés

INTERNATIONAL
ELECTROTECHNICAL
COMMISSION

COMMISSION
ELECTROTECHNIQUE
INTERNATIONALE

ICS 33.200

ISBN 978-2-8322-6017-3

Warning! Make sure that you obtained this publication from an authorized distributor.

Attention! Veuillez vous assurer que vous avez obtenu cette publication via un distributeur agréé.

CONTENTS

FOREWORD	6
1 Scope	8
2 Normative references	9
3 Terms and definitions	10
4 Abbreviated terms	11
5 Problem description	12
5.1 Overview of clause	12
5.2 Specific threats addressed	12
5.3 Design issues	12
5.3.1 Overview of subclause	12
5.3.2 Asymmetric communications	12
5.3.3 Message-oriented	12
5.3.4 Poor sequence numbers or no sequence numbers	13
5.3.5 Limited processing power	13
5.3.6 Limited bandwidth	13
5.3.7 No access to authentication server	13
5.3.8 Limited frame length	13
5.3.9 Limited checksum	14
5.3.10 Radio systems	14
5.3.11 Dial-up systems	14
5.3.12 Variety of protocols affected	14
5.3.13 Differing data link layers	14
5.3.14 Long upgrade intervals	15
5.3.15 Remote sites	15
5.3.16 Unreliable media	15
5.4 General principles	15
5.4.1 Overview of subclause	15
5.4.2 Application layer only	15
5.4.3 Generic definition mapped onto different protocols	15
5.4.4 Bi-directional	15
5.4.5 Management of cryptographic keys	15
5.4.6 Backwards tolerance	16
5.4.7 Upgradeable	16
5.4.8 Multiple connections	16
6 Theory of operation	16
6.1 Overview of clause	16
6.2 The secure communication	16
6.2.1 Basic concepts	16
6.2.2 Association ID	17
6.2.3 Authenticating	18
6.2.4 Central Authority	18
6.2.5 Role Based Access Control (RBAC)	18
6.2.6 Cryptographic keys	18
6.2.7 Security statistics	22
6.2.8 Security events	22
7 Functional requirements	22

7.1	Overview of clause	22
7.2	Procedures Overview.....	22
7.3	State machine overview	23
7.4	Timers and counters	25
7.5	Security statistics and events.....	25
7.5.1	General	25
7.5.2	Special security thresholds	29
7.5.3	Security statistics reporting.....	29
7.5.4	Security events monitoring and logging	29
8	Formal procedures	30
8.1	Overview of subclause	30
8.2	Distinction between messages and ASDUs	30
8.2.1	General	30
8.2.2	Messages datatypes and notations	30
8.3	Station Association procedure.....	30
8.3.1	General	30
8.3.2	Public key certificates	31
8.3.3	Configuration of authorized remote stations	33
8.3.4	Pre-requisites to initiate the Station Association procedure.....	33
8.3.5	Messages definition	33
8.3.6	Controlling station state machine	42
8.3.7	Controlled station state machine.....	52
8.3.8	Verification of remote station's certificate	61
8.3.9	Verification of certificates during normal operations	61
8.3.10	Update Keys derivation.....	62
8.3.11	Controlling station directives for Station Association and Update Keys management.....	63
8.3.12	Controlled station directives for Station Association and Update Keys management.....	63
8.3.13	Initializing and updating Stations Association and Update Keys	65
8.4	Session Key Change procedure	66
8.4.1	General	66
8.4.2	Messages definition.....	67
8.4.3	Controlling station state machine	76
8.4.4	Controlled station state machine.....	85
8.4.5	Controlling station directives for Session Keys management.....	93
8.4.6	Controlled station directives for Session Keys management	93
8.4.7	Initializing and changing Session Keys	94
8.5	Secure Data Exchange	95
8.5.1	General	95
8.5.2	Messages definition.....	96
8.5.3	Controlling station state machine	100
8.5.4	Controlled station state machine.....	105
8.5.5	Controlling station directives for Secure Data Exchange	109
8.5.6	Controlled station directives for Secure Data Exchange.....	109
8.5.7	Example of Secure Data exchange during Station Association.....	110
8.5.8	Example of Secure Data Exchange during Session Key Change	111
9	Interoperability requirements	113
9.1	Overview of clause	113

9.2	Minimum requirements	113
9.2.1	Overview of subclause	113
9.2.2	Authentication algorithms	113
9.2.3	Key wrap / transport algorithms	113
9.2.4	Cryptographic keys	114
9.2.5	Cryptographic curves	114
9.2.6	Configurable values	114
9.2.7	Cryptographic information	116
9.3	Options	116
9.3.1	Overview of subclause	116
9.3.2	MAC/AEAD algorithms	117
9.3.3	Key wrap / transport algorithms	117
9.3.4	Cryptographic curves	117
9.4	Use with TCP/IP	117
9.5	Use with redundant channels	117
10	Requirements for referencing this standard	118
10.1	Overview of clause	118
10.2	Selected options	118
10.3	Message format mapping	118
10.4	Reference to procedures	118
10.5	Protocol information	118
10.6	Controlled station response to unauthorized operations requests	119
10.7	Transmission of security statistics	119
10.8	Configurable values	119
10.9	Protocol implementation conformance statement	119
Annex A (informative)	Security Event mapping to IEC 62351-14	120
A.1	General	120
A.2	Mapping of IEC 62351-5 events specified in this document	120
Bibliography	122	
Figure 1	– Overview of interaction between Central Authority and stations	21
Figure 2	– Sequence of procedures	23
Figure 3	– Station Association procedure	34
Figure 4	– Station Association – Controlling station state machine	43
Figure 5	– Station Association – Controlled station state machine	53
Figure 6	– Example of Association ID, Update Keys and Session Keys initialization	66
Figure 7	– Session Key Change procedure	67
Figure 8	– Session Key Change – Controlling station state machine	77
Figure 9	– Session Key Change – Controlled station state machine	86
Figure 10	– Example of Session Key initialization and periodic update	95
Figure 11	– Secure Data Exchange	96
Figure 12	– Secure Data Exchange – Controlling station state machine	101
Figure 13	– Secure Data Exchange – Controlled station state machine	106
Figure 14	– Example of Secure Data Exchange during Station Association	111
Figure 15	– Example of Secure Data messages exchanged during Session Key Change	112

Table 1 – Scope of application to standards.....	8
Table 2 – Summary of symmetric keys used	19
Table 3 – Summary of asymmetric keys used	19
Table 4 – States used in the controlling station state machine	24
Table 5 – States used in the controlled station state machine	24
Table 6 – Summary of timers and counters used.....	25
Table 7 – Security statistics and associated events	26
Table 8 – Elliptic curves	31
Table 9 – Association Request message.....	35
Table 10 – Association Response message	36
Table 11 – Update Key Change Request message.....	38
Table 12 – Data Included in MAC calculation (in order).....	40
Table 13 – Update Key Change Response message	40
Table 14 – Data Included in MAC calculation (in order).....	41
Table 15 – Controlling station state machine: Station Association	44
Table 16 – Controlled station state machine: Station Association.....	54
Table 17 – List of pre-defined role-to-permission assignment.....	64
Table 18 – Session Request message	68
Table 19 – Session Response message.....	70
Table 20 – Data Included in MAC calculation (in order).....	71
Table 20 – Session Key Change Request message	72
Table 21 – Data Included in WKD (in order)	73
Table 22 – Example of Session Key order.....	74
Table 23 – Data Included in the MAC calculation (in order).....	74
Table 25 – Session Key Change Response message.....	75
Table 26 – Data Included in the MAC calculation (in order)	75
Table 27 – Controlling station state machine: Session Key Change	78
Table 28 – Controlled station state machine: Session Key Change	87
Table 29 – Secure Data message	97
Table 29 – Secure Data Payload using MAC algorithm	98
Table 31 – Data included in the MAC calculation in Secure Data Payload (in order).....	99
Table 32 – AEAD algorithm parameters to generate the Secure Data Payload (in order).....	99
Table 33 – Controlling station state machine: Secure Data Exchange	102
Table 34 – Controlled station state machine: Secure Data Exchange	107
Table 35 – Configuration of cryptographic information	116
Table 36 – Legend for configuration of cryptographic information.....	116
Table A.1 – Security event logs defined in IEC 62351-5 Ed.1 mapped to IEC 62351-14	120

INTERNATIONAL ELECTROTECHNICAL COMMISSION**POWER SYSTEMS MANAGEMENT AND ASSOCIATED INFORMATION EXCHANGE – DATA AND COMMUNICATIONS SECURITY –****Part 5: Security for IEC 60870-5 and derivatives****FOREWORD**

- 1) The International Electrotechnical Commission (IEC) is a worldwide organization for standardization comprising all national electrotechnical committees (IEC National Committees). The object of IEC is to promote international co-operation on all questions concerning standardization in the electrical and electronic fields. To this end and in addition to other activities, IEC publishes International Standards, Technical Specifications, Technical Reports, Publicly Available Specifications (PAS) and Guides (hereafter referred to as "IEC Publication(s)"). Their preparation is entrusted to technical committees; any IEC National Committee interested in the subject dealt with may participate in this preparatory work. International, governmental and non-governmental organizations liaising with the IEC also participate in this preparation. IEC collaborates closely with the International Organization for Standardization (ISO) in accordance with conditions determined by agreement between the two organizations.
- 2) The formal decisions or agreements of IEC on technical matters express, as nearly as possible, an international consensus of opinion on the relevant subjects since each technical committee has representation from all interested IEC National Committees.
- 3) IEC Publications have the form of recommendations for international use and are accepted by IEC National Committees in that sense. While all reasonable efforts are made to ensure that the technical content of IEC Publications is accurate, IEC cannot be held responsible for the way in which they are used or for any misinterpretation by any end user.
- 4) In order to promote international uniformity, IEC National Committees undertake to apply IEC Publications transparently to the maximum extent possible in their national and regional publications. Any divergence between any IEC Publication and the corresponding national or regional publication shall be clearly indicated in the latter.
- 5) IEC itself does not provide any attestation of conformity. Independent certification bodies provide conformity assessment services and, in some areas, access to IEC marks of conformity. IEC is not responsible for any services carried out by independent certification bodies.
- 6) All users should ensure that they have the latest edition of this publication.
- 7) No liability shall attach to IEC or its directors, employees, servants or agents including individual experts and members of its technical committees and IEC National Committees for any personal injury, property damage or other damage of any nature whatsoever, whether direct or indirect, or for costs (including legal fees) and expenses arising out of the publication, use of, or reliance upon, this IEC Publication or any other IEC Publications.
- 8) Attention is drawn to the Normative references cited in this publication. Use of the referenced publications is indispensable for the correct application of this publication.
- 9) Attention is drawn to the possibility that some of the elements of this IEC Publication may be the subject of patent rights. IEC shall not be held responsible for identifying any or all such patent rights.

IEC 62351-5 has been prepared by IEC technical committee 57: Power systems management and associated information exchange. It is an International Standard.

This International Standard cancels and replaces IEC TS 62351-5 published in 2013. It constitutes a technical revision. The primary changes in this International Standard are:

- a) The secure communication mechanism is performed on per controlling station/controlled station association.
- b) User management to add, change or delete a User, was removed.
- c) Symmetric method to change the Update Key was removed.
- d) Asymmetric method to the change Update Key was reviewed.
- e) Challenge/Reply procedure and concepts were removed.
- f) Aggressive Mode concept was replaced with the Secure Data message exchange mechanism.
- g) Authenticated encryption of application data was added.

- h) The list of permitted security algorithms has been updated.
- i) The rules for calculating messages sequence numbers have been updated
- j) Events monitoring and logging was added.

NOTE The following print types are used:

CAPITALIZATION has been used in the text of this document to formally identify the most important components of the described security mechanism. These components include: 1) data items e.g. Update Keys, Session Keys; 2) procedure names, e.g. Station Association, Session Key Change; message names, e.g. Association Request, Session Request; 3) state names, e.g. Session Established, Wait for Session Response; 5) statistics e.g. Authentication Errors, Unexpected Messages and 5) event names e.g. Reply Timeout, Rx Invalid Session Key Change.

The text of this International Standard is based on the following documents:

Draft	Report on voting
57/2516/FDIS	57/2555/RVD

Full information on the voting for its approval can be found in the report on voting indicated in the above table.

The language used for the development of this International Standard is English.

This document was drafted in accordance with ISO/IEC Directives, Part 2, and developed in accordance with ISO/IEC Directives, Part 1 and ISO/IEC Directives, IEC Supplement, available at www.iec.ch/members_experts/refdocs. The main document types developed by IEC are described in greater detail at www.iec.ch/standardsdev/publications.

The committee has decided that the contents of this document will remain unchanged until the stability date indicated on the IEC website under webstore.iec.ch in the data related to the specific document. At this date, the document will be

- reconfirmed,
- withdrawn,
- replaced by a revised edition, or
- amended.

IMPORTANT – The "colour inside" logo on the cover page of this document indicates that it contains colours which are considered to be useful for the correct understanding of its contents. Users should therefore print this document using a colour printer.

POWER SYSTEMS MANAGEMENT AND ASSOCIATED INFORMATION EXCHANGE – DATA AND COMMUNICATIONS SECURITY –

Part 5: Security for IEC 60870-5 and derivatives

1 Scope

This part of IEC 62351 defines the application profile (A-profile) secure communication mechanism specifying messages, procedures and algorithms for securing the operation of all protocols based on or derived from IEC 60870-5, *Telecontrol Equipment and Systems – Transmission Protocols*. This document applies to at least those protocols listed in Table 1.

Table 1 – Scope of application to standards

Number	Name
IEC 60870-5-101	Companion standard for basic telecontrol tasks
IEC 60870-5-102	Companion standard for the transmission of integrated totals in electric power systems
IEC 60870-5-103	Companion standard for the informative interface of protection equipment
IEC 60870-5-104	Network access for IEC 60870-5-101 using standard transport profiles
DNP3	Distributed Network Protocol (defined in IEEE Std 1815, based on IEC 60870-1 through IEC 60870-5 and maintained jointly by the DNP Users Group and the IEEE)

The initial audience for this document is intended to be the members of the working groups developing the protocols listed in Table 1.

For the measures described in this document to take effect, they must be accepted and referenced by the specifications for the protocols themselves. This document is written to enable that process. The working groups in charge of taking this document to the specific protocols listed in Table 1 may choose not to do so.

The subsequent audience for this document is intended to be the developers of products that implement these protocols.

Portions of this document may also be of use to managers and executives in order to understand the purpose and requirements of the work.

This document is organized working from the general to the specific, as follows:

- Clauses 2 through 4 provide background terms, definitions, and references.
- Clause 5 describes the problems this specification is intended to address.
- Clause 6 describes the mechanism generically without reference to a specific protocol.
- Clauses 7 and 8 describe the mechanism more precisely and are the primary normative part of this specification.
- Clause 9 define the interoperability requirements for this secure communication mechanism, including the relationship of this standard to IEC 62351-3 for transport layer security..
- Clause 10 describes the requirements for other standards referencing this document.

The actions of an organization in response to events and error conditions described in this document are expected to be defined by the organization's security policy and they are beyond the scope of this document.

2 Normative references

The following documents are referred to in the text in such a way that some or all of their content constitutes requirements of this document. For dated references, only the edition cited applies. For undated references, the latest edition of the referenced document (including any amendments) applies.

IEC 60870-5 (all parts), *Telecontrol equipment and systems – Part 5: Transmission protocols*

IEC TS 62351-1, *Power systems management and associated information exchange – Data and communications security – Part 1: Communication network and system security – Introduction to security issues*

IEC TS 62351-2, *Power systems management and associated information exchange – Data and communications security – Part 2: Glossary of terms*

IEC 62351-3, *Power systems management and associated information exchange – Data and communications security – Part 3: Communication network and system security – Profiles including TCP/IP*

IEC 62351-7, *Power systems management and associated information exchange – Data and communications security – Part 7: Network and System Management (NSM) data object models*

IEC 62351-8, *Power systems management and associated information exchange – Data and communications security – Part 8: Role-based access control for power system management*

IEC 62351-14, *Power systems management and associated information exchange – Data and communications security – Part 14: Cyber security event logging¹*

IETF RFC 2104, *HMAC: Keyed-Hashing for Message Authentication*

IETF RFC 3394, *Advanced Encryption Standard (AES) Key Wrap Algorithm*

IETF RFC 5116, *An Interface and Algorithms for Authenticated Encryption*

IETF RFC 5869, *HMAC-based Extract-and-Expand Key Derivation Function (HKDF)*

IETF RFC 7693, *The BLAKE2 Cryptographic Hash and Message Authentication Code (MAC)*

IETF RFC 7748, *Elliptic Curve for Security*

SEC2-V2, *Standards for Efficient Cryptography SEC2: Recommended Elliptic Curve Domain Parameters – Version 2.0*

¹ Under preparation. Stage at the time of publication: IEC ACDV 62351-14:2021.