

---

Stream:	Internet Engineering Task Force (IETF)	
RFC:	<a href="#">9918</a>	
Updates:	<a href="#">7589</a>	
Category:	Standards Track	
Published:	January 2026	
ISSN:	2070-1721	
Authors:	S. Turner <i>sn3rd</i>	R. Housley <i>Vigil Security</i>

# RFC 9918

## Updates to Using the NETCONF Protocol over Transport Layer Security (TLS) with Mutual X.509 Authentication

---

### Abstract

RFC 7589 defines how to protect Network Configuration Protocol (NETCONF) messages with TLS 1.2. This document updates RFC 7589 to update support requirements for TLS 1.2 and add TLS 1.3 support requirements, including restrictions on the use of TLS 1.3's early data.

### Status of This Memo

This is an Internet Standards Track document.

This document is a product of the Internet Engineering Task Force (IETF). It represents the consensus of the IETF community. It has received public review and has been approved for publication by the Internet Engineering Steering Group (IESG). Further information on Internet Standards is available in Section 2 of RFC 7841.

Information about the current status of this document, any errata, and how to provide feedback on it may be obtained at <https://www.rfc-editor.org/info/rfc9918>.

### Copyright Notice

Copyright (c) 2026 IETF Trust and the persons identified as the document authors. All rights reserved.

This document is subject to BCP 78 and the IETF Trust's Legal Provisions Relating to IETF Documents (<https://trustee.ietf.org/license-info>) in effect on the date of publication of this document. Please review these documents carefully, as they describe your rights and restrictions

with respect to this document. Code Components extracted from this document must include Revised BSD License text as described in Section 4.e of the Trust Legal Provisions and are provided without warranty as described in the Revised BSD License.

## Table of Contents

<a href="#">1. Introduction</a>	<a href="#">2</a>
<a href="#">2. Conventions</a>	<a href="#">2</a>
<a href="#">3. Early Data</a>	<a href="#">3</a>
<a href="#">4. Cipher Suites</a>	<a href="#">3</a>
<a href="#">5. Security Considerations</a>	<a href="#">3</a>
<a href="#">6. IANA Considerations</a>	<a href="#">4</a>
<a href="#">7. Normative References</a>	<a href="#">4</a>
<a href="#">Acknowledgments</a>	<a href="#">5</a>
<a href="#">Authors' Addresses</a>	<a href="#">5</a>

## 1. Introduction

[RFC7589] defines how to protect NETCONF messages [RFC6241] with TLS 1.2 [RFC5246]. This document updates [RFC7589] to update support requirements for TLS 1.2 [RFC5246] and add TLS 1.3 [RFC9846] support requirements, including restrictions on the use of TLS 1.3's early data, which is also known as 0-RTT data. It also updates "netconf-tls", the IANA-registered port number entry, to refer to this document. All other provisions set forth in [RFC7589] are unchanged, including connection initiation, message framing, connection closure, certificate validation, server identity, and client identity.

NOTE: Implementations that support TLS 1.3 [RFC9846] **SHOULD** also follow Sections 4 and 5 of [RFC7589].

## 2. Conventions

The key words "MUST", "MUST NOT", "REQUIRED", "SHALL", "SHALL NOT", "SHOULD", "SHOULD NOT", "RECOMMENDED", "NOT RECOMMENDED", "MAY", and "OPTIONAL" in this document are to be interpreted as described in BCP 14 [RFC2119] [RFC8174] when, and only when, they appear in all capitals, as shown here.

### 3. Early Data

Early data (aka 0-RTT data) is a mechanism defined in TLS 1.3 [RFC9846] that allows a client to send data ("early data") as part of the first flight of messages to a server. Note that TLS 1.3 can be used without early data as per Appendix F.5 of [RFC9846]. In fact, early data is permitted by TLS 1.3 only when the client and server share a Pre-Shared Key (PSK), either obtained externally or via a previous handshake. The client uses the PSK to authenticate the server and to encrypt the early data.

As noted in Section 2.3 of [RFC9846], the security properties for early data are weaker than those for subsequent TLS-protected data. In particular, early data is not forward secret, and there is no protection against the replay of early data between connections. Appendix F.5 of [RFC9846] requires applications not use early data without a profile that defines its use. This document specifies that NETCONF implementations that support TLS 1.3 or later **MUST NOT** use early data.

### 4. Cipher Suites

Implementations **MUST** support mutually authenticated TLS 1.2 [RFC5246], and they are, as specified in [RFC9325], recommended to support the cipher suites found in Section 4.2 of [RFC9325].

Implementations **MAY** implement additional TLS 1.2 cipher suites that provide mutual authentication [RFC5246] and confidentiality, as required by NETCONF [RFC6241].

Implementations **SHOULD** support mutually authenticated TLS 1.3 [RFC9846] and, if implemented, **MUST** prefer to negotiate TLS 1.3 over earlier versions of TLS.

Implementations that support TLS 1.3 [RFC9846] are **REQUIRED** to support the mandatory-to-implement cipher suites listed in Section 9.1 of [RFC9846].

Implementations that support TLS 1.3 **MAY** implement additional TLS cipher suites that provide mutual authentication and confidentiality, which are required for NETCONF [RFC6241].

### 5. Security Considerations

The security considerations of [RFC6241], [RFC7589], and [RFC9325] apply here as well.

NETCONF implementations **SHOULD** follow the TLS recommendations given in [RFC9325].

For implementations that support TLS 1.3, the security considerations of TLS 1.3 [RFC9846] apply.

As specified in [RFC7589], NETCONF over TLS requires mutual authentication.

For implementations that support TLS 1.3 [RFC9846]:

TLS 1.3 mutual authentication is used to ensure that only authorized users and systems are able to view the NETCONF server's configuration and state or to modify the NETCONF server's configuration. To this end, neither the client nor the server should establish a NETCONF over TLS 1.3 connection with an unknown, unexpected, or incorrectly identified peer; see [Section 7](#) of [\[RFC7589\]](#). If deployments make use of a trusted list of Certification Authority (CA) certificates [\[RFC5280\]](#), then the listed CAs should only issue certificates to parties that are authorized to access the NETCONF servers. Doing otherwise will allow certificates that were issued for other purposes to be inappropriately accepted by a NETCONF server.

The security considerations of [\[RFC9525\]](#) apply to all implementations when the client checks the identity of the server, as is required in [Section 6](#) of [\[RFC7589\]](#).

## 6. IANA Considerations

IANA has added a reference to this document in the "netconf-tls" entry in the "Service Name and Transport Protocol Port Number Registry". The updated registry entry appears as follows:

Service Name: netconf-tls  
Port Number: 6513  
Transport Protocol: tcp  
Description: NETCONF over TLS  
Assignee: IESG <iesg@ietf.org>  
Contact: IETF Chair <chair@ietf.org>  
Reference: RFC 7589, RFC 9918

## 7. Normative References

- [RFC2119]** Bradner, S., "Key words for use in RFCs to Indicate Requirement Levels", BCP 14, RFC 2119, DOI 10.17487/RFC2119, March 1997, <<https://www.rfc-editor.org/info/rfc2119>>.
- [RFC5246]** Dierks, T. and E. Rescorla, "The Transport Layer Security (TLS) Protocol Version 1.2", RFC 5246, DOI 10.17487/RFC5246, August 2008, <<https://www.rfc-editor.org/info/rfc5246>>.
- [RFC5280]** Cooper, D., Santesson, S., Farrell, S., Boeyen, S., Housley, R., and W. Polk, "Internet X.509 Public Key Infrastructure Certificate and Certificate Revocation List (CRL) Profile", RFC 5280, DOI 10.17487/RFC5280, May 2008, <<https://www.rfc-editor.org/info/rfc5280>>.
- [RFC6241]** Enns, R., Ed., Bjorklund, M., Ed., Schoenwaelder, J., Ed., and A. Bierman, Ed., "Network Configuration Protocol (NETCONF)", RFC 6241, DOI 10.17487/RFC6241, June 2011, <<https://www.rfc-editor.org/info/rfc6241>>.

- [RFC7589] Badra, M., Luchuk, A., and J. Schoenwaelder, "Using the NETCONF Protocol over Transport Layer Security (TLS) with Mutual X.509 Authentication", RFC 7589, DOI 10.17487/RFC7589, June 2015, <<https://www.rfc-editor.org/info/rfc7589>>.
- [RFC8174] Leiba, B., "Ambiguity of Uppercase vs Lowercase in RFC 2119 Key Words", BCP 14, RFC 8174, DOI 10.17487/RFC8174, May 2017, <<https://www.rfc-editor.org/info/rfc8174>>.
- [RFC9325] Sheffer, Y., Saint-Andre, P., and T. Fossati, "Recommendations for Secure Use of Transport Layer Security (TLS) and Datagram Transport Layer Security (DTLS)", BCP 195, RFC 9325, DOI 10.17487/RFC9325, November 2022, <<https://www.rfc-editor.org/info/rfc9325>>.
- [RFC9525] Saint-Andre, P. and R. Salz, "Service Identity in TLS", RFC 9525, DOI 10.17487/RFC9525, November 2023, <<https://www.rfc-editor.org/info/rfc9525>>.
- [RFC9846] Rescorla, E., "The Transport Layer Security (TLS) Protocol Version 1.3", RFC 9846, DOI 10.17487/RFC9846, January 2026, <<https://www.rfc-editor.org/info/rfc9846>>.

## Acknowledgments

We would like to thank Per Andersson, Jürgen Schönwälder, Jeff Hartley, Rob Wilton, and Qin Wu for their reviews.

## Authors' Addresses

### Sean Turner

sn3rd

Email: [sean@sn3rd.com](mailto:sean@sn3rd.com)

### Russ Housley

Vigil Security, LLC

516 Dranesville Road

Herndon, VA 20170

United States of America

Email: [housley@vigilsec.com](mailto:housley@vigilsec.com)