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A Pragmatic Approach for Reducing Delays in Publishing Documents within  
the Real-time Applications and Infrastructure (RAI) Area  
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Reducing Delays

March 2009

## Abstract

During the last year, participants in the Real-time Applications and Infrastructure (RAI) area have been quite active in discussing proposals that could improve their way of working. This document is a contribution to that discussion and focuses on the reduction of delays experienced in producing specifications. We believe that this is one of the main problems in the RAI area (and quite likely in other areas of the IETF as well) and it requires attention. A number of side effects, caused by the long specification work, are illustrated in this document.

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## 1. Introduction

Many participants in the Real-time Applications and Infrastructure (RAI) area have noticed that it takes several years for a specification from the initial working group item to the published RFC. A brief look at <http://www.arkko.com/tools/lifecycle/> (for documents like ICE, SIP Location Conveyance, SIP configuration framework) very quickly confirms this observation. Several years are quickly spent. In various cases these delays have had negative effects on the deployment situation and on interoperability. In some other cases the relationship between a long delay and lack of deployment cannot be directly observed and there are more complex reasons that can only be analysed on a per-specification basis. For example, some of the interoperability problems that got discussed during the SIP Interoperability Workshop at IETF#70 (see [http://www.sipforum.org/component/option,com\\_docman/task,cat\\_view/gid,42/Itemid,75](http://www.sipforum.org/component/option,com_docman/task,cat_view/gid,42/Itemid,75)) may have been caused by specifications with too many options.

The authors are not aware of a detailed and structured analysis of the documents within the RAI area with respect to their delays. With some documents there is the question whether additional delay is actually problematic, particularly when they have a research character. One could argue that optimizations to the process should not be started without a detailed analysis of the main causes for these delays. Unfortunately, the delays are the effects of actions taken by individuals and blaming them for the problems is not helpful, particularly since the accused persons are very likely to disagree.

Protocol specifications that are not deployed are useless regardless how fast they found their way through the IETF. This document, however, does not attempt to discuss problems of publishing specifications that do not meet market demands (especially since different IETF participants target different market segments, some of which might not even closely reflect the properties of the Internet).

Instead, this document only focuss on delays assuming that the only problem to be solved is that specifications are not published in a timely fashion.

## 2. Reasons for Delays

The authors believe that the following list provides a fairly complete list of reasons for delays in the process of publishing a specification:

Interworking between different working groups:

While it may sound fairly unproblematic to work on a single specification in different working groups experience has shown the opposite. Typically, the problems are related to the lack of understanding of the usage scenarios, different schedules and priorities, unclear responsibilities, different workstyles in different groups, etc. A similar problem can also be observed when special expert groups need to get involved, e.g., in the form of XML directorates, reviews of URI schemes, application layer design aspects.

Examples that support the above statement can be found with RADIUS GEOPRIV [[I-D.ietf-geopriv-radius-lo](#)] (interaction between GEOPRIV and RADEXT), HELD [[I-D.ietf-geopriv-http-location-delivery](#)] (interaction between GEOPRIV and the APPS area), and SIP Location Conveyance [[I-D.ietf-sip-location-conveyance](#)] (interaction between GEOPRIV and SIP).

Interworking with other SDOs:

Similarly to the interworking between different IETF working groups one might already expect problems in the interworking with

other SDOs as the differences might quickly increase due to the different set of participants, fairly different standardization procedures and deadlines ('yes, in some SDOs deadlines are taken serious even though they are completely artificial'), different architectural approaches, different business models, different target markets (e.g., enterprise networks, cellular networks, military networks) different security assumptions.

Examples can be found throughout the IETF. In the RAI area the SIP change process (see [[RFC3427](#)] and the currently discussed revision of it [[I-D.peterson-rai-rfc3427bis](#)]) build the basis of the interworking. Unfortunately, it turned out that in practice problems show up with the lack of participation of persons in both organizations. A high priority item from, for example, the TISPAN leads to a lot of confusion and lack of interest in the IETF RAI area due to the lack of context. There are, however, different models in the IETF as well where a lot of the actual protocol work is outsourced to the respective organization. An example would be the RADEXT working group with their work on RADIUS [[RFC2865](#)]; a

protocol that is being used by a number of SDOs. Although the specifications that are sometimes produced outside the IETF do not meet the quality expectations in the IETF they do at least not cause resources from IETF participants to be wasted when there is little to no interest in that specific work. To provide a minimum degree of guidance rules have been outlined that should be followed when defining new extensions for RADIUS, see [[I-D.ietf-radext-design](#)].

#### Disagreement about architectural approaches:

Sometimes document authors have a different architectural approach in mind that is incompatible with a large part of the working group members. Often, these aspects are discovered fairly late in the process particularly when the document lacks a description of the assumptions and the security architecture. Often, the problems are related to the interworking with other SDOs as the solution approach developed with the IETF specification as seen by the authors as a building block that has then to be fit into an architecture developed elsewhere (often without explicitly stating who else would be doing that work).

Examples include the stream of work regarding GETS/MLPP (partially done in the IEPREP working group).

#### Review marathon:

Getting a document through the IETF process does not happen without reviews. There are reviews before the document becomes a WG item, reviews while the document is within the group, some chairs demand reviews before they issue a WGLC to probe 'readiness', someone in between reviews by special expert groups are done (also by other SDOs and external groups, if necessary), then comes the WGLC, review by the responsible AD, review by the IESG, review by directorates (and there are many of those) and (depending on the type of document and history) an IETF Last Call. Everybody has an opinion, often not necessarily a technical opinion, on how documents should be written and why other solution approaches have not been explored. Reviewers need time and then the review comments often cannot be ignored but need to be discussed and resolved. When reviews happen later in the process then text changes are often expected to keep the reviewer happy. IESG members frequently put DISCUSSES on reviews and this increases their priority allowing a single person to, for example, delay the publication of a document for an extended period of time. From a psychological point of view reviewers are in the unfortunate position that they have the feeling that something must be improved as an outcome of the review activity. As soon as

documents leave the working group the transparency is largely lost, despite IESG comments being sent to the authors, WG chairs and responsible ADs and despite information being available in the I-D tracker. Mentally, many working group members consider documents to be 'done' when they leave the working group.

The authors are not arguing that reviews are unnecessary but there has to be balance with respect to the goal that is about to be accomplished.

#### Degeneration of the 3-level Standards Track process:

[RFC 2026](#) [[RFC2026](#)] describes the 'Internet Standards Process' and describes the level of Standards Track documents, namely 'Proposed Standard' to 'Draft Standard' to 'Internet Standard'. It appears

that IETF participants are less likely to spend their time on advancing documents from 'Proposed Standard' to 'Draft Standard', particularly since the industry to a large extent does not understand the standards process anyway. More and more it can be observed how a fairly small group of people get together and produce de-facto standards by finishing specifications in an astonishing time frame together with a large number of implementations that the Internet community is willing to deploy. The standards process utilized in the IETF is, unfortunately, not tailored to these type of developments. Experimental documents on the other hand, although easier to publish through the IETF, have the stigma of being very unbaked. In certain environments the label of 'experimental' is considered as a problem. Putting normative references to informational or experimental RFCs in Standards Track documents later makes the publication process more complex due to the need for Down-Refs [[RFC3967](#)].

#### Feature creep and overall complexity:

Setting up a working group takes some time, getting working group members to agree that a certain document has to become WG item also takes a lot of time, the time it takes to publish it as an RFC takes even longer and producing more extensions involves also a certain overhead (e.g., re-chartering, new working group/BOF, new milestones, support from the working group). It is therefore not surprising that document authors/editors or the working group are sometimes tempted to add a tiny feature here and another small feature there.

A further favorite 'hobby' is to generalize the solution. In theory this is a good idea as the same protocol can be then used in a variety of different usage scenarios. In most case, this has lead to more complexity, much longer time to finish the

specification and sometimes none of the use cases are consequently covered appropriately. For some, the SIP configuration framework might be an example.

#### Lack of time:

The IETF to a large extend consists of volunteers (rather than standardization specialists and consultants), who have a fairly

limited time budget. Those who are involved in the development of standards tend to have time constraints (e.g., authors, WG participants, WG chairs, ADs, Expert Reviewers, etc.). This is quite normal.

Problems arise when the lack of time causes considerable delays in completing work other people rely on. Consider the following hypothetical case. Bob is an expert in writing specifications and he has a lot of energy and enthusiasm. He is assigned as the main editor of a specification. The work on the specification takes some time (typically years) but Bob does his job well and the community respects him. Over time Bob develops new interests, might even change his job and does not show the same availability anymore. Still, Bob remains in charge of the document and Bob does not recognize that he is unable to commit the necessary time to get the job done. A similar situation can happen in any other role previously mentioned.

#### Missing running code:

Although most people would agree that running code is very useful many specifications are not backed up with it. Since specifications change a lot over the lifetime before being published as an RFC (even at a very late stage) it can be pretty frustrating to have running code in an early stage. The standards process considers interoperable code but due to the long time it takes to publish specifications it is rarely utilized.

As an example, the TURN specification [[I-D.ietf-behave-turn](#)] has changed quite considerably over time. Those who implemented earlier versions essentially had to re-write their code.

#### Onerous extensibility rules:

Many document authors feel insecure when writing IANA consideration sections and for some reasons these consideration sections often demand Standards Track documents to introduce new extensions.

A recent example can be found with the Service URN document



allocating a new top-level top-level service labels. With the new extensions that the working group had seen it became cumbersome to progress these documents in a timely fashion through the working group.

#### AD and IESG overload:

Some documents need significant time after leaving the working group until they are published. It is unclear that these delays yield significantly better documents in the end. Part of the problem is that the current IETF area director model seems to assume that ADs spend the equivalent of a full-time job on their "volunteer" job, which appears to be unrealistic, particularly when ADs have been in office for several years. Compared to other organizations, the AD "span of control" is very large, supervising twenty or more working group chairs.

#### Exhaustion:

As the publication process wears on, the amount of change per time unit continuously decreases. Because of the long delays, authors are often working on many documents in parallel, making it difficult for them to switch context and remember all the issues when they update documents. As the initial excitement about a problem fades after a few years, editing such documents becomes a chore, further delaying the publication. This leads to author exhaustion.

Thus, to the extent possible, most documents should be finished in no more than three IETF meetings: gauge interest and agreement on basic approach during the first IETF meeting and assign reviewers, reach consensus on the technical issues during the second IETF meeting and get a final WG approval during the third one, if needed.

### 3. Suggestions

Below, we present a set of suggestions to reduce publication delays. We believe that many of the suggestions can be used together, and some can be used experimentally to see if they produce significant improvements.

Improving the chartering process:

It takes far too long to add an item to a charter. If there's interest in the working group and the document is below a certain size and complexity (based on the judgement by the WG chair) and three reviewer volunteers, the document should just get into the next cycle.

State assumptions clearly:

Sometimes a specific protocol specification is target for usage in a certain environment (or envisioned context). The working group may be fine with such an approach but often the document does not state the usage environment. This often leads to confusion in the review process. For example, some documents are being progressed through the IETF where the main use case can be found in the 3GPP IMS architecture. Maybe the document assumes that other organizations utilize the specification in a specific context. There are often additional operational aspects that need to be considered in order to come to a complete solution.

A recent example can be found in the work on [\[I-D.ietf-ecrit-local-emergency-rph-namespaces\]](#) where the document essentially only specifies the syntax but the semantic is supposed to be provided by organizations outside the IETF.

Delegate down:

In most organizations, middle management is given significant decision authority, usually described by the financial impact of a decision. A CEO of company does not approve every contract, user manual or feature list. The current IETF review model is predicated on the notion that the IESG reviews protocols to ensure that they do not damage the Internet. However, most of the current RAI documents are extensions and bug fixes that are likely to have only local effects.

To reduce AD and IESG load, working group chairs should be able to handle most documents until they reach the RFC editor, unless

there is an objection during IETF last call. IESG members are expected to voice their objection during that last call period,

triggering formal IESG review. Only efforts that introduce new protocols or are likely to have significant Internet-wide impact require more extensive review.

When a document is added to the WG work list, it should be flagged to indicate that it will require a full review. All other documents receive a lighter late-stage review.

Clearly label IETF discussion slots:

Given the three-meeting model mentioned earlier, the IETF meeting presentations should be structured accordingly, with a clear set of questions to be answered. For example, the first presentation needs to answer questions about architectural assumptions, relation to other work, dependencies, importance of the problem and alternative approaches. Working group chairs should work with document authors to structure presentations, possibly providing templates. In this model, the second discussion is crucial and should be given ample time, if necessary enhancing the plenary working group meeting with break-out meetings before and after the WG meeting slot. (It is a waste of time to have 200 people listen to a discussion where only a handful can really make significant contributions.)

Journal-like review model:

When a new document is submitted to the working group, the working group chair determines at latest at the next IETF meeting whether there is sufficient interest to pursue this work. If so, he or she seeks at least three reviewers from the working group. If such reviewers cannot be found, the document lacks sufficient interest. Authors may suggest qualified reviewers. Reviewers are given a two-month review deadline, so that reviews would typically arrive mid-cycle between IETF meetings. The basic process could follow the GenArt review model, which could proceed in parallel. As needed, a specialized reviewer might be assigned to only look at specific issues, such as XML usage, security aspects or congestion control.

The reviews should be tracked in an issue tracker, in addition to being disseminated via the working group mailing list. As a short-term measure until the IETF tools are enhanced, existing conference review tools might be used, as they offer definable review forms (e.g., to separate editorial and technical issues) and automated review reminder mechanisms.

This approach closely models the review process used by scientific journals and technical conferences.

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Increasing implementation feedback:

When documents are able to progress faster through the IETF participants should feel encouraged to provide an update that includes bug fixes and other corrections based on implementation efforts. A possible approach to accomplish this today is to publish documents as informational and experimental RFCs (faster) and to advance them to Standards Track once implementation (or even deployment) experience is available.

Delegate work to other SDOs:

We believe that the updated version of the SIP Change Process [[I-D.peterson-rai-rfc3427bis](#)] goes into the right direction already.

Additional WG chair training:

We suggest to use some of the WG chair training lunches to offer room for discussions on how to avoid delays in progressing documents and to collect the best current practises.

Virtual interim meetings:

Many document authors do their IETF work in the two-week period around the submission deadlines before an IETF meeting. This leads to fairly low document update cycles. A tool to increase the time that is spent on documents per IETF cycle working style is to hold virtual interim meetings (i.e., phone conferences). This is common practice also in other organizations and helps to stay focused on open issues. Sometimes chairs regularly contact the main document authors to discuss the editing progress and the

status of open issues. It is useful to allow working group members to participate and distribute notes about this informal communication.

#### Publish WG status updates:

Sometimes no progress is made because there is uncertainty about who is responsible for taking the next step. Periodic reminders (even with tool support) would help to make the workflow more visible. Examples of these periodic status updates can be found here

<http://www.ietf.org/mail-archive/web/ecrit/current/msg05785.html>,  
<http://www.ietf.org/mail-archive/web/ops-area/current/msg00467.html> and  
<http://www.ietf.org/mail-archive/web/saag/current/msg02242.html>.

#### Assign new editors:

If the original author clearly cannot complete the work in a timely fashion, the working group chair should routinely assign an editor to the document, after, say, a one-year delay since the -00 draft. If no other person is capable to take that role, this indicates that the document is either too long, too complicated or of insufficient interest to merit further consideration as-is and needs to be split up, simplified or abandoned.

#### Enhance I-D tracker:

The I-D tracker should indicate who is supposed to be reviewing the document and by what deadline. It should also clearly indicate who has the "token" on the document, i.e, whether the next action is expected to come from the working group chair, a reviewer or set of reviewers, a directorate, or the authors.

#### [4.](#) Security Considerations

This document discusses process related aspects that are not directly related to security. However, the outcome of an improved process might have a positive impact on security provided by the deployed specifications.

## [5.](#) Acknowledgements

We would like to thank all of those you care about the process related aspects in the IETF as they contribute to the impact of the work produced by the IETF in the future. We would also like to thank everyone participating on the RAI area mailing list for their input during the RAI reorganization discussions.

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