

ICA Country Report

Switzerland

Brief description of the Government Structure

Switzerland is a multi-ethnic, multi-lingual and multi-confessional nation. It has been a federal State since 1848 – one of 23 in the world and the second oldest after the United States of America. Switzerland has a federal structure with three different political levels. Comprehensive information about the political system can be found at the official website of the federal authorities of the Swiss Confederation, www.admin.ch.

The Confederation

This is the term used in Switzerland to describe the State. The Confederation has authority in all areas in which it is empowered by the Federal Constitution, such as in foreign and security policy, customs and monetary affairs, nationally applicable legislation and certain other areas. Tasks which do not expressly fall within the domain of the Confederation are matters for the cantons.

The Parliament

Switzerland has a bicameral Parliament at federal level: these are the Federal Chambers, which together constitute the United Federal Assembly. The National Council represents the whole population and the Council of States, the member States of the Confederation, i.e. the cantons. This system reflects the two principles on which the structure of the State is founded: the democratic principle according to which every vote carries the same weight and the federalist principle by which all cantons are treated equally.

The large Chamber (the National Council) has 200 seats. The number of deputies from a canton (each of which is a constituency) depends on its population size. Zurich with its large population has 34 seats, while Uri and Glarus, the half-cantons of Obwalden and Nidwalden and Appenzell Innerrhoden are entitled to just one representative each in the National Council. Proportional representation is used for elections in cantons with more than one seat.

The small Chamber (the Council of States) has 46 seats: 20 of the cantons elect two representatives and six half-cantons each elect one representative.

The Federal Council

The Swiss Government consists of the seven members of the Federal Council who are elected by the United Federal Assembly for a four-year term. The President of the Confederation is elected for just one year and is regarded as *primus inter pares*, or first among equals, during that time. He chairs the sessions of the Federal Council and undertakes special ceremonial duties. The Federal Council takes its decisions as a collegial body. Each member of the Federal Council has one vote. The Federal

Chancellor is entitled to propose motions and speak, but has no vote. As a general rule, the Federal Council avoids taking votes as such; a majority position often already emerges from the opinions expressed during the discussions. The main parties of the parliament are represented on a largely proportional basis in the Federal Council. As a result, the collegial principle also serves the function today of enabling compromise solutions to be found on which majority agreement is possible

The Federal Administration

The Federal Administration consists of the Federal Chancellery and of 7 Departments. Each Department is headed by one of the member of the Federal Council and is composed of a certain number of agencies. The Federal Chancellery is the central staff office of the Federal Council. The Chancellor attends the weekly Council sessions in an advisory capacity.

The Cantons

Switzerland consists of 26 cantons. The cantons are the original States which joined together in 1848 to form the Confederation to which they ceded part of their sovereignty. Each canton has its own constitution, parliament, government and courts. Direct democracy in the form of the 'Landsgemeinde', or open-air people's assemblies, is now confined to 2 cantons. In all other cantons the people express their decisions at the ballot box.

The Communes

All the cantons are divided into communes, of which there are currently 2842. Around one-fifth of these communes have their own parliament; in the other four-fifths, decisions are taken by a process of direct democracy in the local assembly. In addition to the tasks entrusted to them by the Confederation and the canton – such as the population register and civil protection – the communes also have their own competencies in the areas of education and social affairs, energy supply, road building, local planning, taxation, etc. To a large extent, these powers are self-regulated. The degree of autonomy granted to the communes is determined by the individual cantons and therefore varies considerably.

Strategic approach towards eGovernment

Strategic guidelines for eGovernment

There are two strategy papers of the Federal Council: the *Strategy for an Information Society in Switzerland (1998)* and the *eGovernment-Strategy of the Swiss Confederation (2002)*.

Strategy for an Information Society in Switzerland

The Federal Council's strategy for an Information Society in Switzerland was adopted in 1998. An updated version of the strategy is in preparation and is to be proposed to the Federal Council by mid-2005. The revision is being prepared under the supervision of the Information Society Coordination Group [ISCG] (see www.infosociety.ch) with an involvement as broad as possible of all interested parties (state, economy, professional bodies, various associations and NGOs). Following

themes are under special consideration for the revision and are addressed by dedicated working groups:

- democracy and media in the information society
- eContent and availability of information
- education
- eHealth
- security, data protection, trust in ICT
- ‘overall’ themes: sustainability, international collaboration, federalism, interactions between actors from confederation, cantons, civil society, economy and research.

Also, the implications for Switzerland from the resolution adopted at the World Summit for Information Society [WSIS], which took place in Geneva in December 2003, will be taken into consideration.

eGovernment-Strategy of the Swiss Confederation

The eGovernment-Strategy was adopted by the Federal Council's?? 2002 and is available on the website www.isb.admin.ch/egov. The strategy, which is mandatory for the Confederation, includes a list of key projects, the funding of which are under the responsibility of the departments. That is, there is no central funding and prioritisation, so that pace and focus of the advancement of eGovernment is decided at the level of the individual departments, or even of the agencies. For the other levels of the federal state (cantons and communes), the strategy is not binding but is meant to be used as a reference or as a model.

Organisation of eGovernment

The approach towards implementation of eGovernment in Switzerland is largely decentralized, reflecting the federal political organisation with broad competencies in the cantons and communes.

The main benefits of the decentralized structure is that ‘fast movers’ can develop local eGovernment at their own pace, and that there are many possibilities for individual, creative solutions. The disadvantages, however, are obvious: ‘re-inventing the wheel’ for similar services and applications in 26 cantons and almost 3000 municipalities slows the overall pace of implementation of e-government, and is very costly.

There is no central funding for eGovernment activities, and there is no ‘Mister eGovernment’.

Co-ordination of eGovernment

There are two agencies primarily involved in the co-ordination of eGovernment within the Confederation:

- The Swiss Federal Strategy Unit for Information Technology (www.isb.admin.ch), the agency within the finance ministry responsible for preparing the ICT strategies, architectures and standards for the federal government.
- The Swiss Federal Chancellery which manages the central website of the Federal Authorities www.admin.ch as well as the central e-government portal www.ch.ch.

eVanti.ch – an initiative promoting exchange and cooperation in eGovernment

The focus of the project eVanti.ch, which was initiated in 2003 by the Federal Strategy Unit for Information Technology, is federalism, an aspect of particular relevance to Switzerland. The goal is to move the implementation of eGovernment forward through increased exchange. Each municipality and each canton is unique in its culture, must solve its own eGovernment problems, and pursues its own goals. Nevertheless, the wheel need not be re-invented for every eGovernment challenge. The objectives of eVanti.ch until the end of 2005 are to:

- reinforce and institutionalise the exchange of experiences and the collaboration between eGovernment actors in Switzerland
- show possible economic savings that can be realised with eGovernment
- promote best solutions and have other administrative units implement them
- increase the awareness of political decision makers
- measure the progress of eGovernment, and improve the ranking of Switzerland in international comparisons.

The first measure in the framework of eVanti.ch was to develop an **eGovernment portfolio** platform for Switzerland. This portfolio enables eGovernment-actors at all levels of the federal system to find projects or solutions in specific topic areas, using interactive search functions. The eVanti.ch portfolio forms the basis for knowledge transfer and exchange and aims to make use of synergies possible in a wide range of administrative areas. Data on individual eGovernment activities in Switzerland are entered in a decentral way by the eGovernment actors themselves on the www.eVanti.ch website. At the beginning of July 2004, three months after it went online, the eVanti.ch portfolio contained 90 entries: an encouraging number, but still far from the goal of compiling a complete picture of eGovernment activities in Switzerland.

The next planned measure in eVanti.ch (until mid-2005) is to develop an **eGovernment-cockpit**, which should measure the advancement of eGovernment in Switzerland, so that priorities for actions can be determined.

The organisation of **national conferences** on various eGovernment topics is another measure taken by eVanti.ch to promote exchange and collaboration. The focus of the next conference which will take place on November 8, 2004 is put on eGovernment solutions for the economic sector.

Organisational Issues (including architecture and standards)

Open Source Software (OSS) Strategy

As an assessment of the current situation in the course of the year 2003 has shown, OSS is already deployed in diverse forms in the federal administration. Approximately 7% of the servers use the Linux operating system. OSS, together with Closed Source Software [CSS] is deployed in important business applications, as well as in software development. A legal assessment has shown that the legal general ?? conditions in procuring and deploying OSS are in principle no different to?? those concerning CSS. There are in principle no legal reasons opposing the deployment of OSS in public administrations?? and in particular in the federal administration. In

individual cases, however, the legal risks associated with an OSS product should be examined and the necessary measures taken to minimise this risk.

Based on these assessments, the Federal Administration has developed its Open Source Software [OSS] strategy, which was approved by the IT Council in February 2004. The strategy is available on the website www.isb.admin.ch. The OSS strategy determines the way the federal administration will be dealing with OSS for the period 2004-2007 and aims to ensure that OSS becomes an equivalent alternative to its 'counterpart' Closed Source Software [CSS].

The strategy specifies 3 priorities:

- **Equal treatment of OSS and CSS:** For each software assessment in the course of the procurement process, OSS and CSS are to be examined on the basis of the software procurement principles which already exist today. Such assessments will only be carried out when an existing system must be replaced, or when new software is needed. There will be no incentive programmes to implement OSS or special funding for OSS.
- **Re-usability of self-developed software:** the reusability of self-developed software is to be promoted and transfers to other public administrations in Switzerland should be examined. Whether or not the OSS concept should be utilised for this purpose or a less extensive licence model will have to be examined individually in view of the liability risks and existing laws.
- **Creation of the necessary conditions for the deployment of OSS:** the assessment of the current situation has shown that prerequisites will have to be initially fulfilled in order for OSS to be successfully deployed.

To implement the strategy and to create the prerequisites as stated in the 3rd bullet point, 5 fields of action until mid-2005 have been determined and corresponding projects set up:

- **Standardisation:** the already well established standardisation process for software products in the federal administration will specify that in each case it should be established whether appropriate OSS solutions exist for the area of application in question [OSS test]. This concerns the databases and enterprise resource planning [ERP] sectors in particular, for which alternatives are currently being sought for the existing standard products. In the office applications sector, other CSS or OSS products should be available as alternatives by the end of 2006. In contrast, no further standard products will be sought in the e-mail backbone sector up to the end of 2006 (e-mail, calendaring, etc.). Alternatives will only be examined later in this sector. The formal approval as standard products of those OSS products which today already may be regarded as strategic, is being prepared (e.g. Apache web server, Linux as a server operating system). In terms of operating systems for workstations, Linux is regarded as a potential future standard, for which reason pilot projects may be preferentially approved. Lists will be drawn up and updated of other sectors (e.g. development tools) where OSS is used in the federal administration.
- **Organisation:** OSS support is to be set up by the existing user support organisations. For business critical applications, external support must be guaranteed, as long as it is not available internally. Co-ordination and

standardisation of OSS deployment should be ensured via the established process used by the specialist groups, which are co-ordinated by the Architecture Board of the Confederation [ABB]. It is envisaged to set up a dedicated web platform to address OSS issues. A specialised OSS organisation such as an OSS competence centre will not be introduced.

- **Training:** an OSS training and information programme is being devised and the external certification of employees in the OSS sector is being promoted.
- **Economic efficiency:** methods and tools are being developed with which the economic efficiency of the deployment of OSS (and CSS) can be analysed.
- **Legal aspects:** recommendations concerning procurement and deployment of OSS and concerning the transfer of software developed or enhanced by the federal administration (including possible licensing terms) will be published and unresolved legal issues will be clarified. The relevant contractual terms in the federal administration will be examined and modified as needed.

eGovernment standards

The eCH association (www.eCH.ch), in which the Federal Government, cantons, municipalities and the private sector work together to move eGovernment forward in Switzerland, has compiled an inventory of the processes used by administrative bodies in Switzerland, with a total of approximately 1300 individual processes. eCH has also adopted SAGA.ch. Using the German SAGA.de as a model, SAGA.ch describes the technical rules and standards according to which systems involved in eGovernment solutions should work together. In parallel with its standardisation work, eCH has thereby begun to identify, document make known selected exemplary solutions.

eGovernment architecture

The administrative processes often call for several administrative entities, of different levels of the federal state, to work together and exchange data. The use of ICT can improve public services, simplify collaboration between administrative levels and entities, reduce processing times, and save costs. First, however, appropriate prerequisites must be established across all levels of administration. The Federal Strategy Unit for Information Technology has thus started a project to develop an eGovernment architecture for Switzerland. The goal is to describe the components for an effective and efficient functioning of the Swiss eGovernment system. The architecture will describe how the components (should)?? work together and document where regulations and standards can contribute to a better functioning of the system and where existing regulations and standards may pose obstacles. The architecture will also aim to serve as a basis for planning and prioritising the eGovernment activities of planners and decision-makers at all levels of the federal system. A first version of the eGovernment architecture is expected to be available by the end of 2004.

Operational Issues (including service delivery and measurement)

Reporting and Analysis Centre for Information Assurance (MELANI)

In the information age the functioning of a country's critical infrastructure (i.e. energy supply; emergency and rescue services; telecommunications; traffic; banking and

insurance; as well as government and public administration) is highly dependent on the supporting information and communication systems, notably the Internet. Since 1998, Switzerland has been setting-up quite a comprehensive 'Operational Concept for Information Assurance' (or Critical Information Infra-structure Protection).

The Federal Council gave the green light in October 2003 for the creation of a Reporting and Analysis Centre for Information Assurance MELANI ['Melde- und Analysestelle Informationssicherung'] – the last missing organisation provided in the concept mentioned above. MELANI's duties and responsibilities are as follows:

- **Prevention:** The long-term observation of attack procedures and the technology used, enables MELANI to draw up strategies aimed at reducing the probability of disruptions occurring in information and communication systems, which could escalate into a crisis situation. In order to gain a broad overview, MELANI is depending on the co-operation of partner organisations in Switzerland and abroad (e.g. IT manufacturers, IT operators, Computer Emergency Response Teams).
- **Early recognition:** As an analysis centre, MELANI monitors dangerous situations as presented, for example, by the vulnerability of widely used hardware and software products. However, early recognition cannot be only approached on a technical level. Potential dangers have to be constantly weighed up against risk situations, identified by intelligence services. The key challenge remains the provision of a reasonable early recognition.
- **Reducing the consequences of crisis situations:** The special task force on Information Assurance [SONIA], which takes on the lead in a major crisis situation can only fulfil its tasks, if it draws from current and reliable information during the time of crisis. In such situations MELANI fulfils an important role as SONIA's analysis unit and centre of competence.
- **Alleviating the (technical) causes of a crisis:** Finally, technical problems must be analysed and suitable solutions proposed. As a specialised organisation, MELANI has the necessary technical know-how and draws from a network of contacts within the private and public sectors, as well as the relevant computer emergency response teams (CERTs).

As a single point of contact, MELANI offers a platform where relevant and critical information can be exchanged between the organisations mentioned above. Findings and general prevention measures can also be distributed to the public through MELANI. MELANI is currently being set-up and is to become fully operational as of January 2005.

IT disaster prevention in the Federal Administration

In order to re-establish operations in a reasonable timeframe even in the event of a disaster (loss of an entire IT centre), good planning and preparedness are necessary. No overall view of the problem existed in the Federal Administration until 2003. Redundancy was established for various important systems and infrastructure components, but there was no comprehensive approach for all departments at that time. In a costly and time-consuming undertaking, the 5 to 7 most important processes in each department and their demands on disaster preparedness were ascertained and compiled. This survey was compared with the measures actually taken up to that point. The analysis helped identify weaknesses in many areas.

The following problems became apparent:

- lack or insufficient definition of business processes
- lack of or insufficient alternate locations, or backup systems at the same location as production systems
- demands on the availability of systems were unknown or were insufficiently covered
- lack of disaster planning and reactivation procedures
- lack of consideration of individual staff workstations.

By introducing a detailed analysis of protection needs already at the beginning of a new project, the demands on disaster preparedness can be taken into account appropriately in the future.

A further step was taken with the development of a multi-location concept and a joint backup strategy for all components involved in the processes (networks, systems, data storage systems, etc.).

The implementation of these extensive tasks requires a great amount of time (e.g. additional premises or buildings are not that easy to find). In particular, the requisite financial expenditures, which may be significant, lead to considerable debates.

A one-stop shop portal for citizens – www.ch.ch

The websites of the Confederation, cantons and municipalities in Switzerland vary greatly and are constantly being expanded. The services provided range from information on everyday life, online communication with the authorities through to the first transactions (e.g. tax declarations). In view of the amount of information on the net, the www.ch.ch portal acts as a navigation aid and as a guide to administrative services at the federal level and in the cantons and communes. It provides basic information on administrative procedures and direct the user via links to the information and services they are looking for. The portal is still under development. By the end of 2004, about 30 themes concerning the most important administrative processes of daily life will be accessible online.

eVoting

The revised federal law on political rights and the decree of the same name entered into force on 1 January 2003. According to this law, the Federal Council can, at the request of a pilot canton, permit electronic voting for trials which are limited chronologically, geographically and materially. Allowing pilot trials is associated with a readiness to recognise a result obtained in this way as binding throughout Switzerland and to take responsibility for the trustworthiness of the entire voting process. The conditions will be examined before every valid implementation of electronic voting at federal level in polls or elections by a monitoring group consisting of representatives of the cantons, the Confederation and independent experts. By order of parliament the pilot trials must be accompanied by scientific monitoring. The parliamentary decision requires as a minimum that the age, sex and educational level of people voting electronically be recorded. In addition, the effects on participation in voting and voting habits are to be researched.

The first communal electronic vote took place on 19 January 2003 in the Geneva municipality of Anières. In terms of both the high proportion of electronic votes (43%) and the perfect functioning organisation, plus great worldwide media interest, this, Switzerland's **first ever legally valid Internet vote** was deemed a great success. On September 26 2004, for the first time, Internet voting was opened to the citizens of four municipalities of the canton of Geneva for a federal ballot, a possibility which has been used by 21.8% of the citizens who voted (72.5 % of those who voted did so by correspondence and 5.7 % went to voting premises).

In the cantons of Neuchatel and Zurich, which are also running pilot projects in co-operation with the Federal Chancellery, the respective developments will be concluded by the end of 2004. The first trials in these cantons are planned for federal referendums in 2005.

Generally, the various pilot trials of electronic voting primarily raise questions of organisation and legislation, in addition to those related to the technical development of appropriate and trustworthy systems, as the solutions allow for Internet voting from the citizens' home, and even SMS voting is being envisioned.

After the pilot phase, which is to end by 2005, the Federal Council and the Swiss parliament will evaluate the results and rule on the introduction of electronic voting on a broader basis.

Other issues of interest

Status Report on NOVE-IT, the re-organisation programme of ICT in the Federal Administration

The IT-reorganisation programme of the Swiss Federal Administration NOVE-IT was formally ended at the end of 2003. The status of the programme implementation is described in the following, and more information is available under www.nove-it.admin.ch.

Organisation

The organisational separation of service providers and clients has been completed to the extent possible. Exceptions were necessary only in a few cases, e.g. especially where office automation systems are closely coupled with expert applications that must be operated on-site (e.g. laboratory systems).

The reduction to a maximum of 7 service providers has also been completed. Only 6 service providers now offer ICT services. The Federal Department of Environment, Transport, Energy and Communications [DETEC] and the Federal Chancellery have transferred their ICT services to the service provider of the Federal Department of Finance [FDF]. Some existing operational subtasks had already been assigned to external service providers, such as the office automation of the Federal Department of Economic Affairs [DEA]. This shows that the liberalisation of service procurement since 2003 has had an impact. This liberalisation means that departments determine whether to procure their ICT services from their own departmental service provider, from a different service provider within the Federal Administration, or on the free market. Exceptions are the so-called cross-sectoral services: these are services (such as telecommunications services) that are now procured from a single service provider for all clients in the Federal Administration. The Federal IT Council determines which services are cross-sectoral and who provides them.

The other tasks of central strategic control (standardisation decisions, financial ICT management at the federal level, etc.) have also been the responsibility of the Federal IT Council and its staff unit, the Federal Strategy Unit for Information Technology, since 1999.

Technical harmonisation

Technical harmonisation has been expedited in all departments and is now at an advanced stage. The largest share of NOVE-IT investments has been employed for its implementation. Due to the wide disparity of starting points in the individual departments, the focuses have been determined differently, however. Due to the multi-year programme, new technological options had to be continuously reviewed and were sometimes implemented. In summary:

- The architectures necessary for harmonisation were developed and adopted in time.
- A high degree of standardisation was achieved for server and LAN architectures (target architectures: Microsoft, certain U*IX derivatives, Open Source).
- In the workstation area, more synergies could have been used. However, the configurations also partly differ because the acquisitions were made at different points in time. The number of workstation and printer models is still generally regarded as too high. Particularly in the area of mobile workstations, standardisation has not yet been achieved.
- For e-mail and office applications, a standard has been defined and implemented for the entire Federal Administration. In some cases, different versions and releases are still in use, however.
- Software distribution within the individual departments has been automated using uniform solutions.
- The infrastructure for problem management and user support process has essentially been harmonised ('ARS Remedy' tool). There are, however, different implementations of the process in the departments and therefore also different customising environments.
- Through the joint evaluation and design of storage solutions (SAN/NAS), a high synergy potential could also be exploited.
- The planned harmonisation in the mainframe sector made provision for a concentration on IBM OS/390 and TANDEM Guardian. This could largely be achieved. Problems arose in connection with a migration of a comprehensive and critical application from the BS 2000 environment to an OS/390 system, the first attempt at which failed. However, this large application, based on obsolete hardware and operating systems, could then be successfully converted to a latest generation BS 2000 environment. In contrast, an extensive terminology application was successfully migrated from BS 2000 to Unix. There also remain a small number of VMS systems.
- The NOVE-IT objectives also envisaged that large printing and post-printing processes and multimedia services should take place within only two service providers. This goal was even exceeded, because a centralisation was achieved within a single Federal Media Centre.
- In the network sector, the physical network of the Federal Department of Justice and Police is currently being transferred to the general communications

system of the Federal Administration [KOMBV]. Analogous plans currently exist for parts of the network of the Federal Department of Defence, Civil Protection and Sports.

The overall cost for these harmonisations within the framework of NOVE-IT amounted to about 110 million Swiss francs. The achieved annual savings are estimated at approximately 85 million Swiss francs.

Process orientation

The process descriptions have run through several release cycles and are now stable. The degree of implementation achieved varies by department and by process. The implementation was perceived differently by different participants and affected persons both during the program and also after the program had been completed. According to outcome assessment at the conclusion of the program, only in 4 departments had all defined processes largely been implemented. The process introduction continues in accordance with NOVE-IT. A permanent mandate by the Federal IT Council has transferred continuous process management to a Federal Process Committee. Acceptance and impact of these processes strongly depend on the supporting tools. These include:

- Strategic IT planning: This now exists at least in draft form in most departments and the Federal Chancellery. Agency directors are becoming aware of the strategic importance of ICT.
- Portfolio management and IT controlling: Methods and 'rudimentary' tools exist, but must still be optimised and accepted by the different agencies.
- Service level agreements and project/service agreements: These have not yet been concluded across the board. With the planned introduction of pro forma performance accounting as of 2005 (see below), however, they will become an indispensable basis at the interface between service providers and clients.
- Cost-performance accounting: An actual cost system has been introduced with respect to almost all service providers and is supported by SAP modules.
- Performance accounting, including investment accounting, planning and budgeting: Concepts are currently in development. A standard service catalogue and a standard product catalogue have been developed. The introduction of pro forma (i.e. not credit-effective) performance accounting is planned for 2005; credit-effective performance accounting and the introduction of a new federal accounting model are planned for 2007. The delayed introduction of cost-performance/performance accounting has had a negative impact on NOVE-IT, since these instruments constitute important incentives for both service providers and clients to support the cultural shift to NOVE-IT.

Next steps, findings

Extensive external support both in the planning and implementing phases were necessary, since internal staff could not be relocated freely from their existing work. A total of 16 firms were directly involved in the program.

As of the end of July 2004, 94% of the framework credit had been spent on investments in hardware, software, and services - amounting to 200 million Swiss francs. By the end of 2004, this budget will be completely exhausted for final tasks

and the introduction of cost-performance accounting. More than half of this credit was invested in the harmonisation of infrastructure, 20% in process introduction, 6% in cost-performance/performance accounting, and the remainder in other projects.

Only 10.6 million Swiss francs were spent of the guarantee credit for staff measures (redundancy plans, etc.), out of the planned amount of 30 million Swiss francs. According to the State budget, return on investment was achieved as of 2003, as well as long-term benefit for the first time (23%, or 130 million Swiss francs, measured by ICT expenditures in 1999). Statements on the effective long-term effect of NOVE-IT can only be made in the future, however, once the processes and tools have been thoroughly implemented. An absolute benefit assessment will also be complicated by the fact that detailed due diligence was omitted at the beginning of the program in 1999, for reasons of cost and time.

NOVE-IT was formally concluded at the end of 2003, and a comprehensive outcome assessment was conducted in all departments and with the program management. This assessment was based on self-declaration of the administrative entities; it found that the objectives of NOVE-IT have been achieved, where 'achieved' means that: 80% of the performance targets have been fulfilled, pending tasks have been identified, their completion has been scheduled and necessary resources have been allocated. A comprehensive evaluation by external experts has been conducted. Their findings largely confirm the conclusions drawn and lessons learned by the program management:

- Despite the long duration of NOVE-IT, its goals were maintained and have essentially been achieved.
- For an (excessively) long time, the program was conducted as a technical project; institutionalised change management was considered much too late in the programme.
- The ratio of internally available resources to externally allocated resources was too small, hence unfavourable.
- The sustainability of the program can only be secured if the processes and their instruments, especially internal performance accounting, are introduced and further developed in a homogeneous manner.

HERMES 2003 – the standard ICT project management method for Swiss administrations

HERMES is the mandatory project management method for all IT projects in the Federal Administration, and is used also by various cantons and municipalities, as well as in formerly state-owned enterprises, such as Swiss Post, Swisscom and Swiss Federal Railways. Also, universities and engineering schools are among the proponents of HERMES, using it for classroom instruction of ICT students. The method has undergone several updates since its introduction in 1975. Originally created as a process model for systems development projects in the data centres of former Swiss PTT and some Federal Offices, the method's scope grew broader to ensure transparency, efficiency and quality generally in the implementation of ICT projects. The last major revision was performed as project within NOVE-IT and resulted in the version HERMES 2003, which represents a major renewal of the method's 'inner workings', i.e. all method elements follow a newly defined method meta-model which greatly supports method tailoring and – for the future – extensive

tool-assisted work with the method in its entirety. The method is made of distinct elements, such as:

- a uniform process model, based on phases, for all ICT projects,
- a procedure of decision-making targeted towards completion of project objectives and results,
- the definition of a work break-down structure comprising of phases, activities and tasks,
- the identification of competencies and responsibilities of participating roles,
- a standardised reporting procedure to ensure transparency of projects with reference to the status of work for specified work products,
- the description of interfaces to detailed, problem-specific and tool-supported process models.

Compared to the previous edition, dating back to 1995, the 2003 edition adds basic tool support for handling the work break-down structure and for doing simple method tailoring, as well as many improvements on method contents, such as techniques to ease method usage, and a more user-friendly handbook structure. Also new is the concept of project types, allowing for more flexibility in covering specific project need from a method point of view. Currently, the 'classic' project type, systems development, is available. A second project type, covering evaluation and customisation of solutions, is in development.

The method is available at www.hermes.admin.ch.

The Balanced Scorecard for ICT in the Swiss Federal Administration

The Federal IT Council is responsible for the strategic steering of IT in the Swiss Federal Administration. During the period of NOVE-IT, the focus of work was, for obvious reasons, on managing the programme itself, the IT Council acting as the programme steering board and taking its decisions for a large part on the basis of the various status reports and controlling information prepared by the programme management office.

With the end of the programme NOVE-IT, it became apparent that a switch to other steering instruments for the Federal IT Council was needed. First attempts to set up such instruments based on a bottom-up consolidation of IT-controlling data from the agencies and the departments failed, for various reasons. One reason is the lack of widely accepted common controlling methods and instruments. Another reason is to be found in the independence of the departments, which manage their ICT budget autonomously and are reluctant to make controlling information widely available. At the end of 2003, it was then decided to try another, more top-down approach, based on the standard Balanced Scorecard instrument [BSC, Kaplan and Norton].

One of the main problems that had to be overcome for the development of the BSC was not the lack of strategic objectives, but rather their being too numerous and scattered in several papers, including:

- the Federal Council decision to launch the programme NOVE-IT (November 1998)

- the Parliament decision regarding the financing of NOVE-IT (September 2000)
- the Information Technology Policy of the Swiss Federal Administration (October 2000)
- the Information Technology Strategy of the Swiss Federal Administration (November 2000)
- the eGovernment Strategy of the Swiss Confederation (February 2002)

The first phase of the work then consisted in analysing these different sources, consolidating the strategic statements and validating them with the senior executives members of the IT Council. It then became apparent that the 'strategic message' had to be condensed to a comprehensible and not too numerous sets of strategic targets. In August 2004, the Federal IT Council approved a ICT-BSC with twelve objectives, three in each of the four 'classic' perspectives of a Balanced Scorecard.

The development of the ICT-BSC is to be completed until the end of 2004. The remaining work includes the definition, for each of the 12 objectives, of appropriate:

- measurements (specific characteristics with which it will be measured whether the objectives have been reached)
- targets (precise indications (numbers) pertaining to the measurements, including the definition of what point in time the targets have to be achieved)
- initiatives (what projects must be started and what other actions have to be taken in order to make the measurement possible)

The next challenge will then be to make sure that the ICT-BSC can be instrumented and implemented.

The ICT-BSC objectives as approved by the Federal IT council in August 2004 are:

Financial perspective

F-1: The ability of Federal IT to innovate and invest is secured.

F-2: Clients use the methods of cost control to optimise their ICT costs.

F-3: Service providers continuously increase their cost efficiency and orient themselves according to the market price.

Customer perspective

C-1: The multiple product strategy with respect to GEVER¹ products has been implemented and a GEVER solution has been introduced with a new product.

C-2: Transaction infrastructure (portals/gateways) for the electronic collaboration of citizens, business, and cantons with the Federal Administration has been realised, introduced, and is being used.

C-3: The security of ICT systems to support critical business processes of the Federal Administration and critical infrastructures is guaranteed

Learning and growth perspective

L-1: Service providers are clearly service-oriented.

¹ GEVER functionalities include document management, workflow systems, collaboration tools, etc („Geschäftsverwaltung“ in German)

L-2: Individuals responsible have a good understanding of the processes they are in charge of.

L-3: Staff members of client organisations have a cost consciousness, shaped by economic criteria and procure ICT resources in accordance with needs.

Process perspective

P-1: Cost accounting processes have been introduced and are being used.

P-2: All services are defined in service agreements and are measured.

P-3: Demand management (procurement in accordance with needs) is a defined process and is being used.