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Open Source Software

Strategy of the Swiss federal administration

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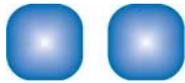


Table of contents

SUMMARY	3
1 OBJECTIVES, PROCEDURE	5
1.1 Central idea.....	5
1.2 Goals.....	5
1.3 Procedure.....	5
1.4 Definitions	6
2 BASIS.....	7
2.1 Basic documentation.....	7
2.2 Standards for software procurement in the federal administration	7
3 INITIAL SITUATION, GENERAL CONDITIONS.....	9
3.1 Current status.....	9
3.2 General conditions for deploying OSS	10
3.3 Legal aspects.....	11
4 STRATEGIC THRUSTS	12
4.1 Equal treatment of OSS and CSS.....	12
4.2 Reusability of self-developed software.....	13
4.3 Creating prerequisites.....	13
4.3.1 Standardisation	13
4.3.2 Organisational sector	15
4.3.3 Training and information sector.....	15
4.3.4 Economic efficiency sector.....	16
4.3.5 Legal sector	16
5 IMPLEMENTATION.....	17
5.1 Action plan	17
5.2 Implementation projects	17
5.2.1 OSS Strategy implementation FSUIT.....	17
5.2.2 OSS Web Platform.....	18
5.2.3 OSS Training.....	18
5.2.4 Studying economic efficiency in software deployment (Project "TOSS")	18
5.2.5 OSS Legal aspects	19
Appendix A – Bibliography.....	20
Appendix B – Abbreviations.....	21
Appendix C – List of enclosures	21



SUMMARY

The strategic basis for Information and Communication Technology (ICT) in the federal administration requires that IT services are provided in an economically efficient way, that they are of irreproachable quality, that there is foresighted planning and that interoperability is ensured.

This is where Open Source Software (OSS) has a contribution to make, so long as specific prerequisites are provided. Adequate deployment can extend the federal administration's room for manoeuvre. OSS deployment will stimulate competition in the software sector which in turn will have a positive effect on the quality and economic efficiency of IT systems.

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. More than 10% 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 these risks.

Based on these assessments, the Federal Administration has developed its Open Source Software (OSS) strategy, which has been approved by the IT Council in February 2004. The strategy is available on the website <http://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 a new software is needed. There will be no incentive programmes to implement OSS or special funding for OSS.
- **Reusability 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 specifies 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

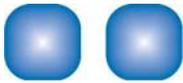


databases and enterprise resource planning (ERP) sectors in particular, where alternatives are currently being sought for the existing standard products. In the office applications sector, other CSS or OSS products should be available as alternatives by the end of 2006. In contrast, no further standard 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 work stations, 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. Coordination and standardisation of OSS deployment should be ensured via the established process used by the specialist groups, which are coordinated 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.

By mid-2005 an action plan is to be drawn up. With this in mind, five implementation projects have been specified:

- OSS strategy implementation
- OSS web platform
- OSS training
- Development of economic efficiency model (TOSS project)
- OSS legal aspects.



1 OBJECTIVES, PROCEDURE

1.1 Central idea

Strategic ICT standards

The present Open Source Software (OSS) strategy is founded on the ICT strategic basis of the federal administration. This requires that IT services in the federal administration are provided in an economically efficient way and that they are of irreproachable quality. It is also required that IT is geared up to be foresighted in accordance with uniform principles and that internal and external interoperability is ensured.

Central idea of the strategy

Provided that specific requirements are met, OSS, as well as Closed Source Software (CSS), can make a contribution to achieving standards set. With appropriate deployment of OSS, it is possible to enlarge the federal administration's room for manoeuvre concerning software. This will increase competition and thereby have a positive influence on the quality and economic efficiency of the IT systems. For the purposes of evaluating OSS, in individual cases however, the same criteria, strategic standards and processes should apply as for CSS.

1.2 Goals

Strategy goals

The goal of the OSS strategy is to define the approach of the federal administration to OSS.
The OSS strategy also has to create prerequisites for deploying OSS as an alternative on a par with CSS.
Parliament and the public should be kept abreast of the federal administration's strategic OSS procedure by virtue of the OSS strategy.

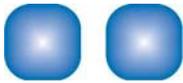
Time frame

The OSS strategy is valid for the next four years (i.e. up to the end of 2007). The action plan to implement the strategy should be drawn up by mid-2005.
The OSS strategy is temporary in nature. It is to be an integral part of future ICT strategies and will thereby be superfluous as an autonomous strategy.

1.3 Procedure

Assessment of current status

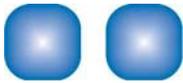
For the present OSS strategy an initial assessment of the current status on the deployment of OSS in the federal administration was carried out (cf. report dated 12 December 2003 in enclosure 1, please note that these documents are only available in German).



<i>Strategy group</i>	An OSS strategy group was formed, made up of representatives from various sectors in the federal administration, and drew up detailed conclusions relating to the present OSS strategy.
<i>Legal opinion</i>	Due to the special significance of legal issues, a legal opinion running parallel on legal issues in procurement and deployment of OSS in the federal administration was commissioned and drawn up (cf. legal opinion of 21 November 2003 in enclosure 2).
<i>Integration</i>	The results of the strategy group and the legal opinion were merged in the present OSS strategy and the formulation was adapted to the target audience.

1.4 Definitions

<i>Open Source Software (OSS)</i>	<p>Open Source Software (OSS) is software the source code of which is freely accessible to everyone and which, within the scope of its licence, may be used for diverse purposes, and as often as desired, it may also be modified and transferred. It may be sold and be offered along with other commercial services (the licence itself is free of charge). An OSS licence may contain a "copyleft" provision but does not have to. A provision of this nature requires that all software which is produced by modifying the original software or by using sections of the original software must also be made available as OSS. OSS may support open as well as proprietary standards. "Free software", which compared to OSS is conceptually in part restricted, will be subsumed under the general term OSS. "Free" is meant here as in the sense of being freely available and not free of charge.</p>
<i>Closed Source Software (CSS)</i>	<p>With "closed" or Closed Source Software (CSS), the source code is not known or is only made known to a restricted group of clients. In the terms of the contract, normally modifications and distribution are prohibited or are regulated very restrictively.</p>
<i>Off the shelf Software (OTS)</i>	<p>OTS is freely available on the market to everyone at specific purchase prices or licence fees. OTS is often referred to as a standard software, i.e. it was not developed for a particular individual user (the term, however, differs from so-called standard products in terms of the federal administration's standardisation directive). The term OTS is applied to OSS and CSS.</p>
<i>Open standards</i>	<p>Open standards are not product standards, they are technical protocols and procedures which are not proprietary but open. Open standards are defined by official or semi-official standardisation bodies (cf. example below).</p> <p>An open standard as such has to fulfil the following conditions:</p> <ul style="list-style-type: none">• the standard is published and may be implemented exempt from charges;• the respective documentation is published;



- certification through a standardisation body may be liable to cost;
- open standards and the standardisation bodies do not prefer any particular implementation except for the criteria in fulfilling technical standards;
- approval by a standardisation body which has broad support (e.g. IETF, W3C, IEEE, ETSI, ITU, ISO);
- the standard is further developed.

2 BASIS

2.1 Basic documentation

In terms of content, the OSS strategy is based on the following:

- IT master plan for the federal administration of 18 October 2000,
- IT strategy of the federal administration of 28 November 2000,
- standardisation directive of the IT Council of 25 March 2002,
- the definitions of the ICT processes in the federal administration (release 2.03), especially P01 (IT management) and P03 (goods and services procurement), as well as
- those principles derived from this basis.

2.2 Standards for software procurement in the federal administration

These standards apply to the procurement of software in all forms, not just OSS.

From the strategic basis of the federal administration's ICT, principles on the procurement of software in the federal administration may be extracted:

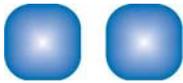
Procurement on an as needed basis Procurement of new software in the federal administration is on an as needed basis and is not stockpiled. Financing of the IT services is provided by the beneficiary concerned.

Uniform evaluation criteria Software evaluation criteria have been harmonised. These are as follows (not in order of importance):

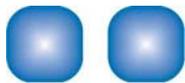
1. user requirements (functionality);
2. economic efficiency;
3. security;
4. quality.

Fulfilling these criteria on an individual basis and with regard to the entire life cycle of software has to be examined. On this point the longer term effects of any dependencies on software suppliers have to be taken into consideration which may result from a leading market position, from long-standing but proprietary data formats or for any other reasons. Dependencies of this nature should be avoided or restricted.

The software must be compatible with the overall IT environment of the federal administration (target architecture).



<i>Tried and tested solutions</i>	The federal administration favours tried and tested solutions. It is open to new market developments with which ICT goals may be better achieved. However, it does not wish to be an early adopter of software.
<i>Priority given to off the shelf applications</i>	In the search for an application for a business or support process, priority is given to off the shelf (OTS) applications. If no OTS solution can be found which satisfies the evaluation criteria, then the federal administration develops the software itself or has the software developed.
<i>Open standards</i>	<p>The federal administration wishes to utilise software which supports open standards. This should guarantee long-term interoperability with other products as far as possible and freedom of choice in the use of IT resources (avoidance of interdependencies).</p> <p>Open standards are considered to be particularly important in the sector concerning storage formats, transmission and filing of data. Such formats should if possible be written in XML.</p>
<i>Standard products</i>	<p>A series of IT fields of application in the federal administration have been deemed by the IT Council of the Confederation as standard fields of application (e.g. Office applications, web servers, operating systems and ERP applications). It has established which software may be used for these standard fields of application (standard products). Should there be any departures from these standard products, authorisation is required from the IT Council of the Confederation.</p> <p>Standard products are evaluated and standardised within the scope of a predefined process (IT process P01.02). For standard products, amongst other things framework agreements are concluded with suppliers and adequate support is ensured.</p> <p>Standardisation is considered to be an important element in achieving the objectives of the IT master plan, for ensuring economic efficiency and interoperability of the IT systems deployed in the federal administration as well as for lowering procurement costs.</p>
<i>Multi-product strategy</i>	<p>For standard fields of application, in principle the IT Council of the Confederation aims for a multi-product strategy, i.e. it determines two to three standard products for each sector, provided that sufficient appropriate products exist and that the interoperability is thereby not threatened.</p> <p>In a few standard fields of application (e.g. e-mail backbone and routers) the IT Council of the Confederation has defined a single product strategy to ensure interoperability.</p>
<i>Standards for independent developments</i>	In the federal administration, internal software development and software development implemented externally is governed by a series of binding specifications in the following sectors: standards, architecture and strategies. Added to this are standards at the departmental level.



3 INITIAL SITUATION, GENERAL CONDITIONS

3.1 Current status

- Situation in the market* The range of Open Source Software (OSS) on offer has increased markedly in the last few years. Today there are several thousand projects at a global level within the scope of which a multitude of Open Source Software is being developed in the most varied application sectors and for the most diverse range of purposes. Business models have also been developed around OSS. One example is the activities of companies such as SuSE or Red Hat, which, as distributors of diverse OSS products, bundle them and package them together and provide user guides and installation programmes and then sell the aforementioned as a complete package. Such distributors also provide support and servicing packages at a cost. Today OSS is actively deployed in diverse forms in software development. This occurs in, amongst other things, function libraries or via autonomous software modules, which cover specific functionality sections in comprehensive software solutions and interact with other software, including CSS.
- Controversial debate* Benefits of OSS put forward in public discussions mainly include cost saving, the security factor and reduced dependence on individual manufacturers. Lower costs should result not only from the removal of licence fees. The potential of OSS to make savings has been proven in the fields of servicing and software development. The disadvantages of OSS mentioned in general are the absence of responsible, contractually bound suppliers, as well as a lack of know-how, staff, support and servicing. The opinions as to the significance of OSS even in specialist circles diverge greatly. On the critical question of the overall cost of deploying CSS, various studies have been published, which in part have led to diametrical findings.
- Situation in the federal administration* As the assessment of the current situation carried out for this strategy shows (cf. enc. 1) OSS is already a reality in the federal administration today. More than 10% of existing servers use the Linux operating system. In the webserver software sector, the OSS product Apache is the de facto standard in the federal administration. In business applications today as well, OSS components are already being deployed with Closed Source Software. In contrast, in the client sector, i.e. the end user systems, OSS is practically not used in the federal administration (with a few exceptions). In the individual software development environments of the federal administration, OSS software tools are, however, already being deployed. OSS know-how in the federal administration is currently only sporadically available, i.e. where OSS is already being deployed.

*Other deployment sectors*

The preliminary work on the strategy has shown that OSS deployment is more urgent in certain sectors than in others. This shows the existing deployment of OSS in the federal administration (and in other institutions). However, the deployment of OSS is also being analysed in sectors of application which concern public administrations in particular. It is here that OSS could have particular advantages due to its attributes. These could apply to e-government applications which are used by the federal administration together with other public administrations (e.g. the cantons and communes). For this reason and with regard to OSS solutions, this sector in particular should be examined.

3.2 General conditions for deploying OSS

Equal basis for OSS and CSS

The most important general conditions for successful deployment of OSS in the federal administration is that in procurement and deployment it can compete against CSS on an equal basis. When evaluating products, so long as the principles of "good" software procurement (cf. no. 2.2) are applied equally to OSS and CSS, there is certainly no reason to favour or penalise OSS or CSS. Whether and where OSS will prevail against CSS and prove to be a success remains to be seen. The OSS strategy does not anticipate this decision.

Assessing economic efficiency

Should OSS be deployed in a project, then it is important, as is the case with CSS, that economic efficiency be examined. However, calculating the economic efficiency of software products is very complex and is subject to a high degree of uncertainty. In addition, useful conclusions can only be made if a software has been assessed over its entire life cycle and within the scope of an overall solution. Whether or not the deployment of OSS makes more economic sense than that of CSS must consequently be assessed in the actual project. The licence fees, which cease to apply in the case of OSS, are only one of several cost factors.

Guaranteeing security

Security and data protection must be guaranteed when deploying software products. In this sector, however, no fundamental differences exist between OSS and CSS, neither OSS specific software development nor the disclosure of the source code require, in the case of OSS, fundamentally different safety considerations to CSS. However, this does not exclude greater differences being found in an actual comparison of individual products. These must be considered in the evaluation.



3.3 Legal aspects

<i>Difficulties</i>	OSS is developed and distributed under different general conditions to CSS. In legal terms as well, the acquisition and use of OSS therefore differs to that of CSS. OSS is not copyright free. In fact OSS may only be used within the scope of special standard licences. These provide the user with far more extensive rights of use than is normally provided with CSS, however, they raise different legal questions which have to be clarified.
<i>Admissibility of OSS deployment</i>	<p>The commissioned legal opinion (enc. 2) dealt with these questions and examined the legal risks linked to the deployment of OSS in the federal administration. It reached the conclusion that legally there are no reasons to oppose deployment of OSS in public administrations and more particularly in the federal administration.</p> <p>Reference is made, however, to the necessity of carrying out an individual assessment of the risks linked to an OSS product and the measures available to minimise them. On these terms, OSS can, in accordance with the legal opinion, be compared to CSS, and a decision taken for one or the other solution on a legally adequate basis.</p>
<i>Acquisition of OSS</i>	The terms of OSS-licences exclude all liability for legal and quality defects in the software. But customers only initially appear to be considerably worse off than is the case with CSS. On the one hand, warranty claims are frequently excluded for CSS, too, on the other hand, complete exclusion is not permitted due to the mandatory provisions of Swiss law. Thus the difference between OSS and CSS concerning warranty is only a slight one, as the legal opinion notes.
<i>Liability through using OSS</i>	Whoever uses deficient software for his or her business and other activities, may, in the case of damages resulting from this, be held liable. This is equally true for OSS and CSS and requires appropriate care in assessing and deploying software. The special feature of OSS is that in the case of deficiencies, as a rule recourse cannot be made to the licensor (i.e. the developer) and no legal claim may be made to rectify the deficiency. The necessary software support services must be obtained from third parties or, as the source code is openly available, carried out oneself.
<i>Further development of OSS</i>	<p>The right to independently further develop software and to distribute copies of these further developments is one of the distinctive features of OSS. Further developments of this nature however, are produced, as is the case with CSS, at one's own risk. One of these risks is that of using software components, which infringe the trademark rights of a third party. A further problem is the copy-left clauses of many OSS licences. They make provisions for further developments of OSS software having to be licensed as OSS, as soon as the further developments were published or were otherwise distributed.</p> <p>Whether or not transfers within the federal administration are regarded as transfers or publications in terms of the respective OSS licence will have to be clarified on the basis of each individual case. However, it may be assumed that, in the case of GPL, distribution within the central federal administration will not lead to software having to be licensed to</p>



any third parties. Nonetheless, in the case of distribution within the federal administration, it will have to be ensured that the applicable licence terms are transferred together with the software so that the recipient is fully aware of the conditions of the respective licence.

OSS distribution

Whoever distributes their own developments or further developments under an OSS licence (or has to make them available to third parties due to a copy-left clause), is exposed to the risk of being held responsible by any user for any defects. Due to the uncontrollability of further distribution by the initial customers, the distribution of OSS is, according to the legal opinion, a bad risk even if controllable at all. Specific OSS may find its way to a country in which the caveat emptor and the warranty disclaimer in the relevant OSS licence are ineffective. This must be taken into account when taking the decision to distribute own developments or further developments of OSS.

Measures

The legal opinion recommends examining OSS before procurement with regard to product quality, violating the trademark rights of third parties, the available specialist resources, the guarantee and liability of any commercial supplier and the possibility of contractually securing software maintenance and a choice of law in favour of Swiss law. The general terms and conditions of the Confederation should be completed and in the case of private development work, the rights should be regulated by the results.

4 STRATEGIC THRUSTS

4.1 Equal treatment of OSS and CSS

Testing on an individual basis

In terms of each individual assessment and procurement of software products in the federal administration, OSS and CSS are examined on the basis of the same principles as those of “good” software procurement in the federal administration (cf. no. 2.2).

Procurement only if the need arises

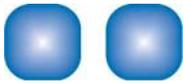
The procurement or development of OSS, together with CSS, will only be examined in the federal administration if there is an actual need for it.

Decentralised responsibility

The responsibility for assessment, the decision relating to procurement (or development) of OSS and its deployment lies with the departments of the federal administration, as far as the standard field of application is not qualified as a cross-sectoral service.

No financial promotion of OSS

There is no financial promotion of OSS in the federal administration. An exception to this is represented by the implementation measures provided in this strategy (cf. no. 4.2 and 0). Procurement, development, operation and support of OSS therefore have to be covered in the standard budgets.



4.2 Reusability of self-developed software

<i>Goal of reusability</i>	In the self-development of software, reusability within the federal administration should be an objective. It is to be examined whether the software in question could or should be turned to good use in other public administrations in Switzerland.
<i>Restrictions</i>	The transfer of self-developed software within the scope of an OSS licence involves considerable liability risks for the Confederation according to the legal opinion (cf. no.0). Alternatives include, amongst others, licences with a restricted circle of users or joint financing of software published under an OSS-license by a third party. Furthermore software may only be transferred if the federal administration owns the necessary rights.
<i>Consequences</i>	It must be examined on an individual basis, which licence model is appropriate for transferring software and whether the necessary authorisation is available.

4.3 Creating prerequisites

In order for OSS to become an equal alternative and be able to extend the scope of action of the federal administration in deploying software, prerequisites must be created. These, subdivided into sectors, are as follows:

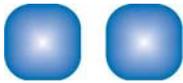
- standardisation (of IT deployment);
- organisation;
- training and information;
- economic efficiency; and
- legal aspects,

subsequently individually explained in nos. 4.3.1 - 4.3.5.

4.3.1 STANDARDISATION

Several of the measures listed below are not exclusively applicable to OSS but have the objective in general terms of creating more choice and more competition.

<i>OSS examination</i>	If standard products are being assessed for a standard deployment sector, then it will be examined if appropriate OSS products do not exist for the sector concerned.
<i>Examination of existing instruments</i>	The pertinent processes, standards, instructions and directives in the IT sector will be examined and if needed be modified so that the present strategy may be implemented.
<i>Web servers</i>	The "Apache" software is regarded as a strategic web server. Standardisation will be initiated immediately.



<i>Server operating systems</i>	<p>The Linux operating system is regarded as a strategic operating system for servers. Standardisation will be initiated immediately. In this process it will be established which of the available Linux distributions will be utilised as a future standard.</p> <p>Linux has the potential to replace other Unix derivatives in the federal administration in the medium and long-term and can be utilised in almost all server hardware in the federal administration (analysts are even forecasting that Linux will have ousted the other Unix derivatives by 2008).</p>
<i>Client operating systems</i>	<p>The Linux operating system is being considered as a potential future standard in the “operating systems for work stations” standard field of application. Correspondingly special authorisation is being granted for pilot projects.</p> <p>Once Linux achieves operational readiness as a client operating system (i.e. availability of several reference solutions in the federal administration or organisations comparable to the federal administration), it will then be regarded as a strategic operating system for clients and it will be authorised as a standard product.</p>
<i>Development tools</i>	<p>A federal administration internal list will be drawn up and regularly updated of OSS (including documentation) deployed in the software development sector in the federal administration. Responsibility for this lies with the Architecture Board of the Confederation.</p>
<i>Enterprise Resource Planning (ERP)</i>	<p>Alternatives to the previous standard products are to be sought and identified in the different ERP standard deployment sectors (CSS or OSS).</p>
<i>Databases</i>	<p>Alternatives to the previous standard products are to be sought and identified in the databases standard deployment sector (CSS or OSS).</p>
<i>Content Management Systems (CMS)</i>	<p>Alternatives to the previous standard products are to be sought and identified in the content management systems standard deployment sector, especially in the sector concerning simple and inexpensive solutions (CSS or OSS).</p>
<i>Document Management Systems (DMS)</i>	<p>Alternatives to the previous standard products are to be sought and identified in the standard deployment sector document management systems, especially in the sector concerning simple and inexpensive solutions (CSS or OSS).</p>
<i>Mail backbone</i>	<p>The present strategy of the federal administration, which envisages a one-product strategy for the standard deployment sector mail backbone (i.e. server-based functions for e-mail, appointment management and directories) will remain unchanged until the end of 2006.</p> <p>The e-mail link to the internet will also remain unchanged (external mail server deployment sector) in which OSS (sendmail.org) is already being deployed today.</p> <p>In the medium-term, however, alternatives will be examined (including the deployment of OSS).</p>



By the end of 2006 standard products in the mail backbone sector should be operating with open standards for data exchange formats.

Office applications By the end of 2006, at least one further product should be evaluated as an alternative (CSS or OSS) in the standard deployment sector of Office applications (word processing, spreadsheet and presentation applications).

By the end of 2006, standard products in Office applications should be operating with open standards for data formats.

Special authorisation is being granted for pilot projects.

Web browsers, e-mail clients, appointments In the standard fields of application web browsers, e-mail clients and electronic calendars, other appropriate standard products will actively be sought and identified (CSS or OSS).

Special authorisation is being granted for pilot projects.

4.3.2 ORGANISATIONAL SECTOR

Internal support The existing IT support organisations of the service providers provide support for the OSS deployed by them within the scope of their normal function.

Due to the diversity of OSS, a general competence centre has been dispensed with.

External support Should OSS be deployed in business critical applications, support will have to be provided by external partners (e.g. distributors and implementation partners), to the extent that comprehensive internal support cannot be provided.

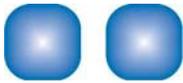
Coordination An assessment of the current situation shows that deployment of OSS in today's federal administration ensues in an isolated manner, coordination should result in synergies. However, this should not result in the creation of unadulterated OSS organisations such as OSS competence centres. In terms of standardisation and the exchange of experience, the established route involving specialist groups will be used (independently of the product for an entire deployment sector or for a specific product). Organising the specialist groups will be attended to by the Architecture Board of the Confederation (ABB).

All OSS relevant results from the specialist groups will be collected and published on an OSS web platform which has yet to be created.

4.3.3 TRAINING AND INFORMATION SECTOR

Available training The internal and external training programme of the federal administration will be extended to OSS training (products deployed or tested, valid alternatives) for end users, developers and providers.

Certification The federal administration encourages external certification of its employees in sectors where OSS products are deployed. Certification programmes will be evaluated and approved as further education.



<i>OSS congress</i>	The Swiss Federal Strategy Unit for Information Technology (FSUIT) continues to hold OSS meetings for public administrations (in 2004 the emphasis is on Total Cost of Ownership and legal aspects).
<i>Information</i>	The employees of the federal administration concerned will be kept informed by the FSUIT of the results in the implementation of this strategy, in particular in the sectors concerning economic efficiency and legal security.
<i>Home sector</i>	The employees of the federal administration will be informed about simple and inexpensive IT solutions for their private work stations. To this end, along with CSS (e.g. the MS Office suite), OSS products in addition form part of this (e.g. openoffice.org). The mutual influence of private and business IT deployment has an effect on standardisation and efficiency in office automation.

4.3.4 ECONOMIC EFFICIENCY SECTOR

<i>Total Cost of Ownership (TCO)</i>	As an overall priority a process for assessing the economic efficiency of OSS (and CSS) in the client and office automation server sector will be developed and be made available as support to decision makers in the federal administration.
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4.3.5 LEGAL SECTOR

<i>Modifications, standard form of agreement, general business conditions</i>	The standard form of agreements and general business conditions of the Confederation in the IT sector used today for software procurement will be examined and, if need be, modified, in order to take into account the special features of OSS. If necessary further models for the standard form of agreement will be drawn up.
<i>Recommendations for the procurement of OSS</i>	Recommendations for a practical approach and legal arrangements relating to OSS evaluations and procurement (also as part of conventional solutions) are to be compiled by the federal administration.
<i>Recommendations for developing or modifying OSS</i>	The general conditions will be defined as to whether, how and under which conditions changes may be made to existing OSS or transferred to third parties as OSS or integrated into self-developments. Corresponding recommendations are being devised.
<i>Clarifying unresolved questions</i>	The unresolved questions will be clarified, in particular concerning the laws on public procurement, licensing restrictions concerning the federal administration modifying and transferring OSS, and the general conditions for the possible creation of a separate OSS licence or an OSS-related licence for developments of the federal administration.



5 IMPLEMENTATION

5.1 Action plan

Implementing the OSS strategy ensues primarily through the IT processes within the scope of the day to day running of the departments.

Concerning implementing the OSS strategy, various measures in the sectors of standardisation, organisation, training and information, economic efficiency and legal aspects are required. To this end, five implementation projects have been proposed at the level of the Confederation, these will be coordinated by the FSUIT.

5.2 Implementation projects

5.2.1 OSS STRATEGY IMPLEMENTATION FSUIT

<i>Project goal</i>	Instruments and standards are OSS compliant, i.e. the envisaged standardisation applications will be submitted and processed, the decentralised projects on implementing the OSS strategy have been started and will be put into effect. The federal administration internal communication and awareness raising activities have been implemented.
<i>Project organisation</i>	FSUIT and OSS strategy group
<i>Task results</i>	<p>Within the scope of the project "OSS Implementation Strategy", the following tasks will be performed:</p> <ul style="list-style-type: none">• examination of the processes, instruments, instructions and directives concerning OSS up to the end of 2004;• standardisation of the envisaged OSS products (e.g. Linux and Apache);• training and leadership of a service provider, interdisciplinary working group "Client Alternatives";• support of the Architecture Board of the Confederation (ABB) in defining the departmental general conditions for OSS software development;• planning and implementing the informal interconnection of technical and senior experts in the federal administration in the OSS sector;• identifying applications in the egovernment sector, which would be suitable as a OSS reference solutions;• exchanges of experience and communicating the work of the federal administration (including holding an OSS meeting annually for public administrations);• coordinating and monitoring implementation of the OSS strategy;• informing employees of the federal administration about simple and inexpensive IT solutions for their private work stations.
<i>Finance</i>	These tasks will be carried out by the FSUIT within the scope of its core responsibilities of drawing up IT standards.



5.2.2 OSS WEB PLATFORM

<i>Project goal</i>	A web platform in the federal administration for exchanges of information and experience in OSS.
<i>Project organisation</i>	FSUIT
<i>Tasks – results</i>	Within the scope of the OSS Web Platform project, the following tasks will be performed: <ul style="list-style-type: none">• building a web platform in the federal administration, which supports exchange of information and experience in OSS by the end of 2004;• regular updates of the information held and coordination;• publicity for the platform.
<i>Finance</i>	Budgeting carried out by the FSUIT

5.2.3 OSS TRAINING

<i>Project goal</i>	OSS training available for different levels by the end of 2005.
<i>Project organisation</i>	Swiss Federal Office of Information Technology, Systems and Telecommunication (FOITT)
<i>Tasks - results</i>	Within the scope of the OSS Training project, the following tasks will be performed: <ul style="list-style-type: none">• testing and selection of which OSS courses available will be included in the training programme of the federal administration;• devise and provide corresponding courses for end users, developers and operators;• create basis for external OSS certification of employees; notification of possibilities available.
<i>Finance</i>	Budgeting for 2005.

5.2.4 STUDYING ECONOMIC EFFICIENCY IN SOFTWARE DEPLOYMENT (PROJECT "TOSS")

<i>Project goal</i>	Instrument (TCO model) for clarifying the economic efficiency or the costs associated with OSS in the client and office automation server sector.
<i>Project organisation</i>	FSUIT
<i>Tasks - results</i>	Within the scope of the TOSS project, following tasks are performed: <ul style="list-style-type: none">• a TCO model for analysing the costs of OSS (and CSS) in the client and office automation server sector will be drawn up;• a calculation tool will be developed;• an OSS reference client will be implemented and be made available to the federal administration.



Finance The project was deemed to be worthy of financing by the Swiss Committee for Technology and Innovation, this way the external costs for the federal administration are covered by the research contribution. The FSUIT is the affiliated partner.

5.2.5 OSS LEGAL ASPECTS

Project goal The unresolved legal questions associated with OSS have been clarified and the necessary recommendations and models have been drawn up.

Project organisation Swiss Federal Office for Buildings and Logistics (SFBL), Management and FSUIT

Tasks – results Within the scope of the OSS legal aspects project, following tasks are performed:

- examination and amendment of standard form of agreement and general business conditions of the Confederation in the IT sector up to the end of 2004;
- drawing up of recommendations for the procurement of OSS by the federal administration in the legal sector;
- drawing up of recommendations for the transfer, modification and integration of OSS by the federal administration (including possible licensing terms);
- clarifying unresolved legal questions.

Finance Budgeted by the SFBL and the FSUIT



APPENDIX A – BIBLIOGRAPHY

BinfV	Ordinance on IT and Telecommunications in the Federal Administration of 26 September 2003 <i>Internet:</i> http://www.isb.admin.ch/internet/informatik/00617/00640/index.html?lang=de <i>Intranet:</i> http://www.isb.admin.ch/intranet/informatik/00617/00640/index.html?lang=de
IT Strategy	IT Strategy of 28 November 2000 <i>Internet:</i> http://www.isb.admin.ch/internet/strategien/00662/index.html?lang=de <i>Intranet:</i> http://www.isb.admin.ch/intranet/strategien/00662/index.html?lang=de
IT Master Plan	IT Master Plan for the Federal Administration of 18 October 2000 <i>Internet:</i> http://www.isb.admin.ch/internet/informatik/00617/00619/index.html?lang=de <i>Intranet:</i> http://www.isb.admin.ch/intranet/informatik/00617/00619/index.html?lang=de
Directive on standardisation	Directive from the IT Council of the Confederation on Standardisation of IT Products in the Federal Administration of 25 March 2002 <i>Internet:</i> http://www.isb.admin.ch/internet/informatik/00617/01367/index.html?lang=de <i>Intranet:</i> http://www.isb.admin.ch/intranet/informatik/00617/01367/index.html?lang=de
IT processes	Definition of the IT processes in the Federal Administration (Release 2.03) <i>Only Intranet:</i> http://www.root.admin.ch/nove-it/d/prozesse/gmx.php
Assessment of current status	Current situation Open Source Software in the Federal Administration Version 1.0 of 12 December 2003 (enclosure 1)
Legal opinion	Report concerning legal issues in procurement and deployment of open software in the Swiss Federal Administration (OPUS Project) of 21 November 2003, drawn up by Dr. Ursula Widmer, Bern (enclosure 2)



APPENDIX B – ABBREVIATIONS

ABB	Architecture Board of the Confederation
CC	Competence Centre
CMS	Content Management System
CSS	Closed Source Software
CTI	Innovation Promotion Agency
DMS	Document Management System
ERP	Enterprise Resource Planning
ETSI	European Telecommunications Standards Institute
FOITT	Swiss Federal Office of Information Technology, Systems and Telecommunication
ICT	Information and Communications Technologies
IEEE	Institute of Electrical and Electronics Engineers
IETF	Internet Engineering Task Force
IRB	IT Council of the Confederation
ISB	Swiss Federal Strategy Unit for Information Technology
ISO	International Organisation for Standardisation
ITU	International Telecommunication Union
OPET	Federal Office for Professional Education and Technology
OSS	Open Source Software
OTS	Off-the-shelf Software
P01.02	Process at the level of the Confederation "establishing IT standards"
PHW	University of Applied Sciences for Business and Information Management, Zurich
SFBL	Swiss Federal Office for Buildings and Logistics
TCO	Total Cost of Ownership
TOSS	TCO Model for OSS
W3C	World Wide Web Consortium
XML	Extensible Mark-up Language

APPENDIX C – LIST OF ENCLOSURES

Enclosure 1	Assessment of current status of OSS in the federal administration, version 1.0 of 12 December 2003.
Enclosure 2	Report concerning legal issues in procurement and deployment of open software in the Swiss federal administration (OPUS project) of 21 November 2003, drawn up by Dr. Ursula Widmer, Bern.

The Open Source Software Strategy has been approved by the IT Council of the Confederation on February 23, 2004. This version (1.01) has been approved by the IT Council represented by the Federal Strategy Unit for Information Technology on March 15, 2005. The revision addresses certain formal details only.

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