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Masterplan Open Government Data 2024-2027

OGD masterplan

Neuchâtel, 2023

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1 Summary

On 16 April 2014, the Federal Council adopted the first Open Government Data Strategy for the years 2014-2018.

This strategy has laid important foundations. For example, the opendata.swiss portal was launched with an initial offering of open government data (OGD) from the Confederation and cantons and is being continuously developed. On 30 November 2018, the Federal Council adopted the second open government data strategy for the years 2019-2023 (OGD strategy). Among other things, this strategy enshrined the OGD principles in a legal basis and generally introduced the free use of OGD and the principle of "open by default". In 2020, an article corresponding to this principle was included in the Federal Act on the Use of Electronic Means for the Fulfilment of Official Duties (EMBAG)[1] was included. The EMBAG is scheduled to enter into force at the beginning of 2024. A transitional period of three years applies for the implementation of Article 10 regarding OGD (Art. 19 EMBAG). The Federal Council proposes that a master plan be drawn up to accompany the new legal framework for OGD.

The Open Government Data Masterplan 2024-2027 (OGD Masterplan) aims in particular to support the Federal Administration in the implementation of Article 10 FDPA and to continue the initiatives of the OGD Strategy 2019-2023. The publication and use of OGD in Switzerland also raises new questions (in terms of law, ethics, governance, etc.) and is accompanied by new responsibilities. The measures in the masterplan provide for the beneficial use of data and tools for automatic information processing. The masterplan was developed in collaboration with representatives of the various stakeholders in the OGD sector (education, research, media, representatives of the Confederation, cantons, public and private companies) in workshops and with the support of the members of the OGD Forum. The OGD office also conducted a survey[2] the OGD community. This made it possible to determine the needs and expectations in connection with OGD in the coming years and to define and prioritise measures.

In order to support the units of the Federal Administration in the implementation of Article 10 of the OGD Act, the OGD Masterplan defines five strategic directions with corresponding measures. These directions are intended to help people familiarise themselves with the important OGD principles such as "open by default" and "open by design" and to promote cooperation, exchange and networking within the OGD community so that the full potential of OGD can be exploited within the framework of the legal, organisational, technical and semantic requirements. Particular attention was paid to creating synergies with the field of research data and data science. Measures and indicators were formulated for the five strategic directions.

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[1] BBI 2023 787 - Federal Act on the Use of Electronic Means for the Fulfilment of Official Duties (EMBAG) (admin.ch)

[2] Needs and expectations of users and providers of open government data in Switzerland - survey results of the OGD survey 2022 | Publication | Federal Statistical Office (admin.ch)

2 Introduction

The aim of the first OGD strategy 2014-2018 was to reference and publicise OGD in Switzerland and to establish the opendata.swiss portal. One of the aims of the second OGD strategy 2019-2023 was to create the legal framework for OGD and make the principle of "open by default" binding in the federal administration, as already envisaged in the previous strategy. This principle was enshrined in the Federal Act on the Use of Electronic Means for the Performance of Official Duties (EMBAG). The EMBAG will enter into force at the beginning of 2024 and stipulates that all data published by the federal administration that is subject to Article 10 EMBAG must comply with this principle. This means that they must be published free of charge, promptly, in machine-readable form and in an open format on the internet. We are well on the way to achieving all the goals of the OGD Strategy 2019-2023. The task now is to introduce new measures to pursue these goals and prepare the Federal Administration for the entry into force of the EMBAG. These measures are necessary because the publication and use of OGD in Switzerland is also associated with new questions and responsibilities regarding the beneficial use of data and the tools for automatic information processing (input, processing and output of information).

The report on the needs and expectations of users and providers of open government data from October 2022[3]the evaluation report on the OGD strategy 2019-2023[4], several workshops with experts from different backgrounds and the contributions of the members of the OGD Forum formed the basis for the development of this document. Thanks to the feedback received by the OGD Office, it was possible to determine the needs and expectations regarding OGD in the coming years and to define and prioritise measures. This masterplan sets out the priorities for further implementation following the OGD Strategy 2019-2023 and new measures for the period 2024-2027. The master plan ensures the transition between the OGD Strategy 2019-2023 and the entry into force of the EMBAG in the Federal Administration. It primarily concerns the Federal Administration (including the decentralised units), but is also an important reference document for the cantons, communes and federal agencies, which are also required to promote the publication of OGD.

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[3] See footnote 2.

[4] The evaluation report on the OGD Strategy 2019-2023 will be published at the same time as this masterplan.

3 Continuation of the open government data strategy

The EMBAG, which enshrines the principle of "open by default" for the Federal Administration in law, was adopted by Parliament.

and comes into force at the beginning of 2024. A transitional period of three years applies to the implementation of Article 10 regarding OGD (Art. 19 FDPA). It is therefore not necessary to draw up a new strategy. However, the Federal Council proposes that a master plan (or action plan) be drawn up to accompany the new legal framework for OGD.

3.1 Responsibility

The Federal Department of Home Affairs (FDHA) is responsible for implementing the OGD strategy, regularly evaluating its implementation and, if necessary, adapting the action plan. The overall management of the action plan lies with the General Secretariat of the Department (GS FDHA), which is supported by the new bodies in the area of OGD.

"Data" is supported. If a measure is assigned to a responsible organisation, this is to be understood as a planning and implementation mandate.

The role of the OGD Office will be strengthened by several measures for which it is directly responsible. In future, the OGD Office will act as a central source of information in the OGD area, coordinating measures and facilitating the exchange of best practices within the Federal Administration and with external partners. The OGD Masterplan strengthens the support function of the OGD Office for the departments with regard to the entry into force of the EMBAG. The OGD Office has the following tasks in particular:

- guidelines for the publication of Open Government Data (OGD guidelines[5]) and to regularly update them and be a central source of information in this area;
- follow and participate in discussions at national and international level on the development of standards and regulations in this area;
- to support the CE and data providers in referencing open datasets on opendata.swiss;
- to operate the opendata.swiss platform and the corresponding user manual[6] and to further develop it;
- facilitate the exchange between users and providers of OGD;
- promote data literacy by offering practical and theoretical training in the management of (meta)data in public administration and beyond;
- regularly measure and evaluate the implementation of OGD in Switzerland.

3.2 Organisation of the activities of the Open Government Data office

The **OGD office** ensures the operational management of the masterplan. The organisation of OGD activities has been adapted to take account of the new role of the specialist bodies in the area of data, which has been defined since 2023.[7] in the area of data.

The "Portal" and "Legal" working groups work under the direction of the OGD office.
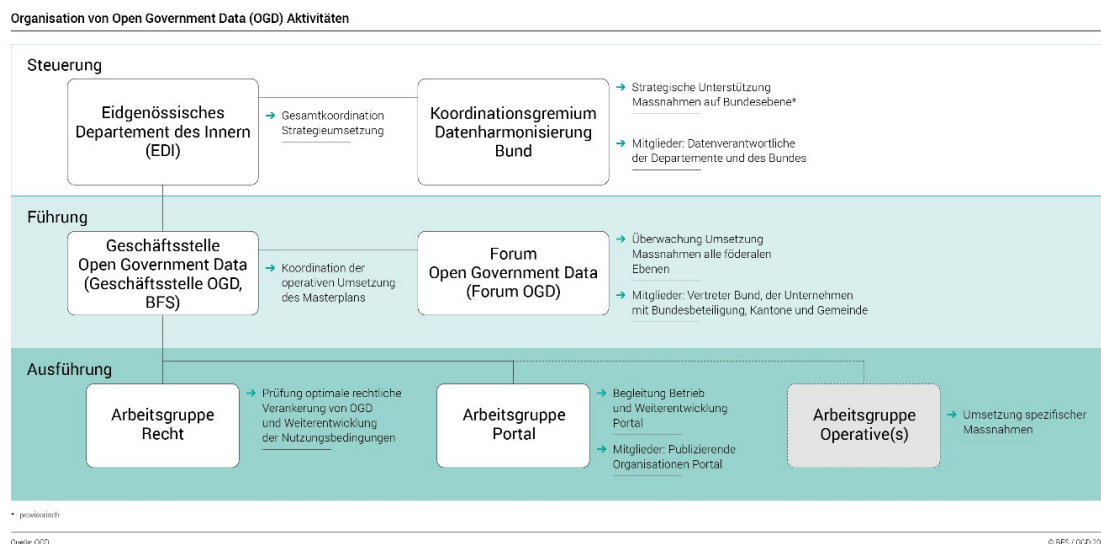
Figure 1: Proposal for the organisation of OGD activities.

The "Federal Data Harmonisation Coordination Committee" is responsible for coordinating work in the area of data harmonisation and exchanging information on relevant projects in this area. It also coordinates the area of freely accessible data and OGD activities.

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[5] OGD Guidelines - Library Manual opendata.swiss 1.0

[6] Welcome - Library manual opendata.swiss 1.0

[7] The role of the committees in the area of "data" will be examined at the end of 2023 as part of the evaluation of the expert committee on data management and data i n t e r o p e r a b i l i t y . Various options for assigning responsibility for the strategic direction of OGD will be examined.

BFS, 2023

The main task of the **OGD Forum is** to exchange information on the topic of OGD and to promote OGD in Switzerland. The forum also aims to support the implementation of the activities envisaged in the OGD Masterplan 2024-2027. It formulates recommendations for the development of OGD in Switzerland, supports the coordinated implementation of OGD throughout Switzerland, publicises the OGD principles enshrined in the EMBAG in the federal administration and promotes the participation and exchange of ideas with as many stakeholders as possible at all federal levels in the OGD sector. The members of the OGD Forum can decide to set up independent working groups.

The OGD Office sets up operational working groups to provide the various services envisaged in the OGD Masterplan:
- The **"Portal" working group** has the task of supporting the operation and development of the opendata.swiss portal. All data providers who contribute to the OGD portal are invited to participate.
- The task of the **"Legal" working group is** to review the legal anchoring of the OGD area and the continuous development of the terms of use for the OGD.

3.3 Resources

In view of the implementation steps that must be carried out by the end of 2027 and the FSO's responsibility for a large part of the measures (certain parts of the measures fall within the remit of other CAs)
additional resources are required for the implementation of the OGD Masterplan 2024-2027.

The OGD office is based at the FSO (operational responsibility). It is financed by the FSO via its regular budget and, until 2025, by the Digital Administration Switzerland (DSA). In December 2022, the Swiss Federal Audit Office (SFAO) conducted an audit of the recommendations on strategy implementation formulated in 2017.[8] The SFAO considered all of these to have been implemented, but noted that the resources of the OGD Office for the operation of the opendata.swiss portal and the implementation of the measures must be ensured.[9]

The office currently has 4.5 FTEs, which are financed by the FSO (1.9 FTEs) and via an agreement with the DPS (2.6 FTEs). The agreement with the DPO runs until the end of 2025. A separate application will be made to finance the operation and expansion of the OGD platform and the implementation of measures in connection with the entry into force of Article 10 of the DPOA as part of the evaluation of requirements in connection with the definition of the FDHA's development framework.

3.4 Federal Act on the Use of Electronic Means for the Fulfilment of Official Duties (EMBAG)

The Federal Act on the Use of Electronic Means for the Fulfilment of Official Duties (EMBAG) has been adopted. EMBAG is scheduled to enter into force at the beginning of 2024 with an implementation period of three years. The OGD Masterplan 2024-2027 aims in particular to accompany the implementation of EMBAG in the OGD area in the federal administration. This section presents an overview of the legal framework for OGD provided for in the EMBAG.

Article 10 EMBAG is dedicated to open government data and paragraph 1 defines the principle of free access to open administrative data:

The administrative units subject to this Act shall make publicly accessible the data that they obtain or generate to fulfil their statutory duties and that are stored electronically and structured in collections.

According to this principle (which is defined in the dispatch on the EMBAG, BBI 2022 804[10]), data procured or generated by units of the Federal Administration should be considered OGD and, as far as technically and legally possible, published by the data owners for free reuse. Open data is also referenced on the central portal for OGD in Switzerland opendata.swiss. This makes it easier to find the data and enables it to be used easily by third parties and authorities, who are not only data providers but also data users. The scope of this article extends to the entire Federal Administration (including the decentralised administrative units).[11]unless these are expressly excluded from the scope by the Federal Council).

Data that the administrative units of the Federal Administration obtain or produce in order to fulfil their statutory duties are made available. In accordance with Article 19 FDPA, the administrative units do not have to publish the data they collect or produce before the FDPA comes into force. Specific requests from interested persons may continue to be processed within the limits and under the conditions of the applicable law, in particular the Federal Act on the Publicity Principle in the Administration of 17 December 2004 (SR 152.3). The article does not provide for a clear definition. This means that all data collected and created in fulfilment of their legal duties are affected, provided they are stored electronically and already exist in collections (i.e. are structured and can be easily published). The data can then be used freely, provided the source is cited.

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[8] Cross-sectional audit "Strategy implementation of Open Government Data Switzerland at the Confederation" (PA 17491), available on the SFAO website

[9] Follow-up audit of the implementation of key recommendations (SFAO-22650), available on the SFAO website

[10] BBI 2022 804 - Dispatch on the Federal Act on the Use of Electronic Means for the Fulfilment of Official Duties (admin.ch)

[11] Swiss Federal Institutes of Technology (ETH), Swiss Federal Institute of Vocational Education and Training (SFIVET), Swiss Federal Institute of Metrology (ME-TAS), Innosuisse, Pro Helvetia and Swiss National Museum (SNM), Swiss Financial Market Supervisory Authority (FINMA), Swiss Federal Institute of Intellectual Property (IPI), Swiss Federal Nuclear Safety Inspectorate (ENSI), Swiss Federal Audit Oversight Authority (FAOA), Swiss Export Risk Insurance (SERV), Swiss Society for Hotel Credit (SGH), Swiss Train Path Allocation Office (TVS), Swissmedic

The exceptions are regulated in Article 10 paragraph 2 FDPA. Personal data and data of legal entities are not published on the basis of the EMBAG. The publication of personal data as OGD is therefore only possible if a special legal provision expressly provides for this. Data of legal entities is also still subject to special disclosure rules. The provisions on copyrights and others are part of the enactments in accordance with letter b. Exceptions in accordance with letter c are possible if the provision of OGD is associated with excessive costs. The dispatch (BBl 2022 804) states that the publication of data as OGD must in most cases be a secondary activity that can be realised with existing internal resources where possible.

Article 10 paragraph 4 EMBAG specifies how OGD are to be published:

The data is published free of charge, promptly, in machine-readable form and in an open format on the Internet. They may be reused without restriction, subject to special legal obligations to specify the data source.

The conditions mentioned in Article 10 EMBAG are specified in the Ordinance to the Federal Act on the Use of Electronic Means for the Fulfilment of Official Duties (EMBAV)[12] are concretised. In order to be reused, the data must be made available **free of charge.** Fees or charges for services provided in the exercise of sovereign powers, such as the authentication of documents, are reserved. The data shall be published in the form of structured data and, if possible, **immediately** after their procurement or production (generation) and compilation. In doing so, the administrative units take particular account of the type of data to be published and its potential added value for the economy, society and research. Dynamic data (e.g. real-time information) must be published immediately after it is obtained using a suitable application programming interface (API). The data is published on the Internet in **machine-readable** form, i.e. in a standardised or established file format that is structured in such a way that the software applications can easily identify, recognise and extract the specific data. If possible, the data is also offered via machine-readable interfaces. **Open formats** are all common electronic formats that enable direct access to the data and its machine processing and are not dependent on the use of special software.

3.5 Reference to the most important digital strategies in Switzerland

The OGD topic is cross-sectoral and part of several strategies that deal with digitalisation as well as data science and research. The OGD masterplan and open administrative data must therefore be integrated into

be taken into account in these strategies. The following non-exhaustive list provides an overview of the cross-sectoral nature of the OGD topic.

3.5.1 Digital Switzerland" strategy

The Federal Council wants Switzerland to make the most of the opportunities offered by digitalisation. With this in mind, it adopted the "Digital Switzerland" strategy on 16 December 2022[13] for the years 2023-2024. This strategy sets out guidelines for the digital transformation in Switzerland and is binding for the Federal Administration. It serves as a guide for other stakeholders in the cantons, municipalities, business, science and civil society with the aim of making the best possible use of the digital transformation. The implementation of the OGD Strategy 2019-2023 is part of the action plan[14] on the strategy

"Digital Switzerland". The OGD Masterplan 2024-2027 must also be taken into account in this action plan.

3.5.2 Digital Administration Switzerland (DVS)

The digital Administration Switzerland (DVS) designs the strategic management and coordination of the digitisation activities of the Confederation, cantons and municipalities.[15] Its objectives and tasks are derived from the "Public-law framework agreement on digital administration in Switzerland" adopted by the Confederation and the cantons[16]. The OGD are part of the initiatives and measures of the DPS to promote cooperation and exchange with regard to data management at all federal levels. The aim i s to create the essential (legal, organisational and cultural) conditions for federal data management while safeguarding sovereign responsibilities. The project to optimise the OGD offering and accelerate the multiple use of data is intended t o drive forward the implementation of the Open Government Data Strategy 2019-2023, in particular the principle of "open by default", in order to promote transparency, participation and innovation in all areas of society. The OGD Masterplan 2024-2027 contributes to the continuation of this goal.

3.5.3 ICT strategy of the federal government

The ICT strategy of the federal government[17] focuses on the changes required to align federal IT with future business needs and optimally support the administrative business in the digital transformation. The OGD Strategy 2019-2023 and the OGD Masterplan 2024-2027 a r e linked to the SI-3 "Once-Only Principle" strategic initiative: strategic direction for data management in the federal administration.

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[12] Preprint : Ordinance on the use of electronic means for the fulfilment of official tasks (EMBAV) (admin.ch)

[13] Digital Switzerland - Home (digital.swiss)

[14] Digital Switzerland - Action plan

[15] Digital Administration Switzerland (digitale.verwaltung.schweiz.ch)

[16] BBI 2021 3030 - Public-law framework agreement on digital administration in Switzerland

[17] ICT strategy of the Confederation 2020-2023 (admin.ch)

Federal Administration is reviewed and coordinated from an overall perspective (principles of open government data, internal federal master and reference data transferred to a standardised data architecture basis). They are also linked to the SI 6 "Data Science" strategic initiative, particularly with regard to the potential of intelligently analysing very large, heterogeneous data volumes.

3.5.4 Data science strategy of the federal government

The Federal Data Science Strategy (DSStB), which was adopted by the Federal Council on 2 December 2022, creates the basis for tapping the potential of data science for all federal administrative units.[18] It promotes the expansion of the use of data science and the development of the necessary organisational, ethical, legal and technical foundations and skills in the Federal Administration. The focus is on the coordinated use of data science with the aim of utilising synergies, avoiding any duplication of effort and establishing common principles.

Data science applications utilise the data provided in data rooms or within the framework of OGD, for example, but do not determine their design. The development of OGD is therefore not part of the DSStB. In the short to medium term, the Federal Council will focus on the implementation of existing projects. For example, the OGD strategy should continue to be consistently implemented and the Federal Act on the Use of Electronic Means for the Fulfilment of Official Duties (EMBAG) should be introduced.

3.5.5 Swiss Geoinformation Strategy

On 11 December 2020, the Federal Council and the Conference of Building, Planning and Environmental Directors (BPUK) approved the
"Swiss Geoinformation Strategy[19]" was adopted. The aim of the strategy is to work with all stakeholders to make reliable, detailed, up-to-date and interoperable geoinformation accessible. It should be available to all users simply, in real time where appropriate and in a networked form. In line with the OGD Masterplan, the Swiss Geoinformation Strategy provides for an expansion of this data.

3.5.6 Swiss National Strategy for Open Research Data

In July 2021, the Swiss National Strategy for Open Research Data[20] (ORD) was adopted and swissuniversities took a further step towards Open Science. The ORD strategy stipulates that for publicly funded research data, the FAIR principles[21] (Findable, Accessible, Interoperable and Reusable) should be applied to publicly funded research data. The ORD strategy formulates the principles that the handling of research data should be as open as possible, respecting disciplinary diversity, interoperable and internationally networked. The action plan for the ORD strategy covers all activities of the Federal Administration in the area of digitisation, including the OGD strategy 2019-2023. The OGD Masterplan 2024-2027 can also be linked to the ORD Strategy Action Plan, as it aims to recognise and exploit the synergies between OGD and ORD.

3.5.7 National data management

On 27 September 2019, the Federal Council instructed the Federal Statistical Office (FSO), in collaboration with other federal offices and other agencies, to implement the necessary measures for the multiple use of data.

To ensure that data can be used multiple times, the actors in the public administration and the statistical system must use the data catalogues and metadata (description of a dataset) in a standardised manner. In addition, the various bodies must be able to exchange the data if the applicable legal provisions allow this. To facilitate data exchange, the data must be "interoperable". The interoperability platform of the Federal Statistical Office (FSO), the first version of which has been available since July 2021, is intended to identify and make existing datasets searchable so that they are standardised, interoperable and easily available for legally permissible purposes. To this end, a sustainable infrastructure must be established that enables the simple provision of data that cannot be published as OGD. There is therefore no overlap between the interoperability platform and the opendata.swiss platform. The two platforms complement each other and can be easily networked (a technical merger of the two backends is planned in the medium term). For example, the interoperability platform provides a directory with the metadata of all available federal data, the existing interfaces and the online services of the authorities subject to the EMBAG (Art. 14 EMBAG).

3.5.8 Trusted data rooms

The operation of trustworthy data rooms[22] taking into account digital self-determination in a sustainable data society must enable the protection and control of personal data as well as the use and reuse of data. Various measures are currently being developed in Switzerland and abroad to promote trustworthy data spaces and digital self-determination. These measures also examine the possibilities of further use of data by private and public actors based on the consent of individuals and companies. Open Government Data (OGD), i.e. data from the authorities that does not contain sensitive information and is made freely available to the public for use,

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[18] Confederation sets targets for the use of data science (admin.ch)

[19] Swiss Geoinformation Strategy

[20] National strategy and action plan - swissuniversities

[21] FAIR Principles - GO FAIR (go-fair.org)

[22] Promotion of trustworthy data spaces and digital self-determination (admin.ch)

play a central role in the trusted data spaces. They are important to ensure the functioning of systems that are important for society and part of the data infrastructure in Switzerland.

3.6 Parliamentary initiatives (future challenges)

3.6.1 Release of federal images on the portal for Open Government Data - Motion 21.4195

This motion instructs the Federal Council to take measures to make federal images more accessible to the general public. Federal photographs will be made available to the general public free of charge via the opendata.swiss portal, provided they are already available electronically and organised in collections and the financial cost of doing so is not disproportionate. In the opinion of the State Policy Committee, the draft Federal Act on the Use of Electronic Means for the Fulfilment of Official Duties (EMBAG) already requires the administration to publish its data electronically and in structured form by making it available online free of charge and in an open format (Art. 10). [23] The legal basis demanded by the motion has therefore already been created with the EMBAG, which will come into force in 2024. This motion shows that the term "open administrative data" is to be understood in a broad sense (see definition of "data", section 8.1) and also includes multimedia productions (e.g. digital image, audio or video documents), provided these are already available electronically and structured in collections.

3.6.2 Framework law for the secondary use of data - Motion 22.3890

The aim of this motion is to lay the foundations for the rapid development and introduction of specific infrastructures that enable the multiple use of data in strategic areas. According to the report of the Committee for Science, Education and Culture of 21 April 2023, data is crucial for both basic and applied research. Companies, authorities, public institutions and research groups generate huge amounts of data every day.

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[23] Report of the Political Affairs Committee of 21 February 2023

4 The thrust of the masterplan

In order to support the federal offices in the implementation of Article 10 of the EMBAG, five directions were defined with corresponding measures have been defined. These strategic directions are intended to help with the important principles such as

"open by default" and "open by design" and to promote cooperation, exchange and networking within the OGD community in order to exploit the full potential of OGD within the framework of the legal, organisational and technical requirements. The further development of OGD is taking place in a rapidly changing and dynamic digital world, which requires corresponding adaptations and whose challenges must be taken into account. The further use of OGD should create added value for society, politics, business and research. This may involve data products and/or services, such as applications, dashboards or visualisations.

OGD promotes the harmonisation of data and paves the way for improved data management in the administrative units. By providing open datasets, data catalogues promote transparency and facilitate the reuse of data. Experience has shown that better quality (meta) data - not just open data - improves the range of services throughout its entire life cycle, creates synergies and promotes cooperation between the federal offices and the various federal levels (cantons, cities, municipalities).

The masterplan is based on the five strategic directions (abbreviated as S) described in the following chapters:

4.1 S01 - Sustainably develop, improve and promote the provision, use and accessibility of OGD (availability)

This thrust is based on the results of the 2022 OGD survey[24] which showed that there are too few OGD datasets. According to the survey, the required administrative data is only partially available as OGD, which is attributed to a lack of (data) culture and governance that hinders the publication of OGD. A lack of resources (time or money) does not appear to have a major influence on the amount of OGD available. Respondents would like more data on politics/transparency, population and society, health, companies and mobility. The survey showed that the problem is the form in which the data is provided. Data on political transactions is a good example. The processes are well documented and transparent and the data is available (e.g. on the website www.parlament.ch). However, this information is rarely available in machine-readable form, in one click and as a bulk query or retrievable via an application programming interface (API).

The European Commission (EC) believes that certain public sector data, such as weather or air quality data, are of particular interest to the creators of value-added services and applications and have significant benefits for society, the environment and the economy, which is why they should be made available to the public. The EC has defined high-value datasets that should be made available for reuse.[25] By introducing the principle of "open by default", Switzerland is going further than the European regulation. However, according to the survey results, this principle has not yet been sufficiently implemented in the Federal Administration, where it has been binding since 2020. The principle will become legally binding from 2024 with Article 10 of the EMBAG. It is therefore necessary to explain and communicate the legal framework during the three-year transition phase (Art. 19 FDPA) for the implementation of Article 10. This can additionally support and promote the publication of OGD. Furthermore, it is important to support the administrative units in integrating the principle of "open by default" and its effects into their processes and to monitor the operationalisation of this principle. By possibly focusing on the provision of high-quality datasets, the publication of administrative data can be prioritised by sector, which benefits both the economy and society.

4.2 S02 - Ensure the quality of the data and its description (quality of the [meta] data)

In recent years, it has been shown that the use of uniform standards for data and metadata facilitates harmonisation, data exchange and the retrieval of data. In this context, reference is made to the FAIR principles[26] and, in addition, the CARE principles[27] are referred to. The metadata standard "CH-0200 DCAT Application Profile for Data Portals in Switzerland (DCAT-AP CH)" has proven itself at national and international level in the context of cross-platform publication of data in order to ensure interoperability.[28] to ensure interoperability with the European DCAT-AP standard. The published data meet defined quality requirements and are described using standardised metadata (e.g. DCAT-AP CH, GM03). An improved description of the data and its structure with harmonised metadata throughout Switzerland makes it easier to find and reuse OGD datasets. The administrative units should be sensitised to and supported in the quality of (meta) data and its standards with the help of further training and tools (e.g. user manual, processes).

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[24] See footnote 2.

[25] Commission Implementing Regulation (EU) 2023/138 of 21 December 2022 establishing certain high quality datasets and the modalities of their publication and re-use, OJ L 19, 20.1.2023, p. 43

[26] Wilkinson et al. (2016) The FAIR Guiding Principles for scientific data management and stewardship: The FAIR Guiding Principles for scientific data management and stewardship | Scientific Data (nature.com)

[27] CARE Principles - Global Indigenous Data Alliance (gida-global.org)

[28] eCH-0200 DCAT Application Profile for Data Portals in Switzerland (DCAT-AP CH) V2.0.0 | eCH E-Government Standards

BFS, 2023

4.3 S03 - Sustainably strengthen and expand the opendata.swiss platform and the corresponding metadata catalogue (infrastructure)

This approach is based on the results of the survey, which showed that the OGD should be easier to find and easier to access, while at the same time the description of the data and metadata should be improved and expanded. To this end, efforts must be made to make the OGD easier to find and more accessible, if possible in one click. The OGD should be available as a bulk query or accessible via a standardised application programming interface (API). Guidelines are required for several areas - the creation, use and exchange of data. For these instruments, users would like to see an extension of the API or other tools, for example to check the quality of the metadata and to simplify and automate its publication.

4.4 S04 - Creating links between open administrative data, science and innovation (synergies)

This approach aims to promote and utilise synergies between the area of OGD and other areas related to open data. The aim is to establish links with the areas of science (open science), research (open research data) and education and innovation (e.g. data science). As OGD is a cross-cutting topic, the exchange or creation of synergies with other areas both nationally and internationally brings added value for the users and providers of OGD. The Swiss National Strategy for Open Research Data promotes these synergies (section 2.5.6).

4.5 S05 - Strengthening competences and expanding networking in the OGD area (exchange)

The results of the survey have shown that it is necessary to strengthen competences in the area of OGD and to promote exchange and networking between OGD users and providers. As a lack of data culture is seen as the main obstacle to the publication of OGD, it is important to contribute to a cultural change in favour of OGD. In addition, external incentives (feedback, monitoring, legislation, international organisation, etc.) are perceived as supporting the publication of OGD. This approach can be supported with appropriate training programmes. Furthermore, to support the publication and use of OGD, a network is needed that has different competences and in which different business areas (law, technology, innovation, management) and the different federal levels (Confederation, cantons and municipalities) are represented.

5   Evaluation of the implementation of the objectives

The OGD Office works with the various stakeholders to coordinate the formal and informal dialogue on OGD.
informal consultations to evaluate the implementation of the operational objectives (section 5). It monitors the status of implementation of the action plan and prepares information for the management level in order to support decision-making with regard to updating this master plan. The evaluation takes the following dimensions into account:

- Evaluation of the implementation of the operational objectives: Overview of the status of implementation of the measures based on the indicators proposed in chapter 6;
- Evaluation of the OGD offering: Status of the OGD offering in comparison to the goals set (including performance indicators of the FSO);
- Monitoring the implementation of OGD at cantonal level;
- International comparison: Switzerland in international comparison in the OGD sector.

6 Operational goals

The operational objectives (O) presented below are used to implement the strategic thrusts (S). Each objective is assigned to a

The objectives are assigned to a specific thrust (Figure 2). The achievement of objectives is then measured using indicators (I). The measures (M), which are staggered over time, were selected as a means of achieving the operational objectives.

Z1	The OGD are published in a coordinated manner in accordance with the EMBAG ("open by default")	S01
Z2	The OGDs are easy to reuse	S02
Z3	The OGD have a high (meta) data quality	S02
Z4	A source that centralises the information on the publication of OGD exists and is known	S03
Z5	Users can easily find the available OGD	S03
Z6	The OGD are integrated into the Swiss data ecosystem	S04
Z7	The processes for OGD are established in the federal administration	S04
Z8	An open data culture has been established in the federal administration	S05
Z9	The needs of OGD users are taken into account and integrated	S05
Z10	The impact of OGD is regularly measured and communicated	S05

Figure 2: Allocation of the operational objectives to the five strategic thrusts

6.1 Z1 - The OGD are published in a coordinated manner in accordance with the EMBAG ("open by default")

The Federal Administration publishes all its new data as OGD in accordance with the provisions of Article 10 FDPA ("open by default" principle, subject to paragraph 2). The data-producing administrative units check throughout the entire "life cycle of the data" whether they fall within the scope of the OGD and, if necessary, obtain and generate the data in the required form. The principle of "open by default" is integrated into the process of generating OGD at the level of the organisational architecture from the outset ("open by design").

6.2 Z2 - The OGD can be easily reused

OGD should be easy to understand and used by humans and machines with as few restrictions as possible can. Users should be able to easily assess whether the data can be used for their project without having to fear consequences, for example in connection with the terms of use or data quality. It is also important that users know the source and the methods used (collection, quality assurance, anonymisation, etc.) in order to facilitate the implementation of their project.

6.3 Z3 - The OGD have a high (meta-)data quality

The description of the datasets is important and contributes to achieving the other objectives of OGD, such as further use (Z2) or easier searching (Z5). Thanks to the high quality of the (meta) data, users know whether the data They can draw better conclusions and are aware of the up-to-dateness and quality of the data records.

6.4 Z4 - A source that centralises the information on the publication of OGD exists and is known

The centralisation of information or documentation on OGD makes it possible to publish it easily, comply with the legal framework, describe it correctly and ensure the quality of the metadata and datasets. By making this information available to everyone, the publication process can be simplified.

6.5 Z5 - Users can easily find the available OGD

Users can easily find the data they need to fulfil their tasks. Thanks to the referencing of OGD datasets in a central catalogue, users can work efficiently and have access to the data they need.

The portal opendata.swiss provides all the information they need to use and access the data in a targeted and optimal way. The opendata.swiss portal is the central platform on which the OGD of the Swiss public administration is referenced, which is ensured by standardised metadata, and offers a central entry point for searching for OGD datasets and other information. For providers, the portal is intended to simplify the publication of metadata by acting as an aggregation portal ("harvesting") and thus enabling OGD to be found across portals. The platform must be capable of performance and development and be based on modern, needs-based technology.

6.6 Z6 - The OGD are integrated into the Swiss data ecosystem

It is important that the standards used in the OGD area can also be used in other areas,
for the Open Research Date (ORD), for example. The interoperability of (meta) data with other areas must be guaranteed in the long term. The results generated with OGD or research data must be reproducible. In addition, the provision of data must be transparent and it must be clear how the data is further utilised (method) and where it comes from (source).

6.7 Z7 - The processes for OGD are established in the federal administration

The aim is to strengthen confidence in the process of preparing and publishing OGD. The
Publication, identification and preparation processes for OGD are standardised, known, integrated and, at best, even automated in the Federal Administration. By establishing defined processes, it is easier to ensure that open data can subsequently be used freely in compliance with the applicable legal framework. In addition, these processes provide an overview of which data is open and which is not, and ensure the quality and efficiency of the publication process.

6.8 Z8 - An open data culture has been established in the Federal Administration

The aim is to develop a culture of (open) data in the federal administration and beyond. Since
a lack of data culture can hinder the publication and use of OGD, a cultural change in favour of OGD should be sought. Under the EMBAG, the legislator expects the standardised provision of OGD to be ensured, while at the same time guaranteeing its protection. The public administration should be encouraged and motivated to publish and use OGD. Demonstrating the impact of the use of OGD (OGD impact) in accordance with objective Z10 and the exchange of best practices are incentives for the publication and use of OGD.

6.9 Z9 - The needs of OGD users are considered and integrated

The needs of users must be taken into account. Feedback on the use and availability of data enables the quality and availability of data and metadata to be improved. To this end, sufficient communication channels must be made available to users so that they can share their experiences.
can communicate. The feedback is processed by the responsible contact persons and possible suggestions for improvement are made so that a positive cycle of quality improvement can be created.

6.10 Z10 - The impact of OGD is regularly measured and communicated

The aim is to demonstrate the added value of publishing OGD. This can also create an incentive for more stakeholders to make their data available. This objective is intended to fulfil the requirements of EMBAG to generate added value for society, the environment and companies and thus increase the quality of the public service.

7 Measures and indicators

This chapter presents the list of measures, which is organised by thrust and operational objective. In
The responsibility and implementation date are indicated in the table of measures. The measures that have been adopted from the OGD Strategy 2019-2023 into the OGD Masterplan are written in *italics.* The indicators that are not directly assigned to the measures make it possible to measure the extent to which the operational objectives have been achieved.

7.1 S01 - Sustainably develop, improve and promote the provision, use and accessibility of OGD (availability)

7.1.1 Z1 - The OGD are published in a coordinated manner in accordance with the EMBAG ("open by default")

		Responsibility	Priority
M1.1	The role, responsibilities and objectives of the OGD contact persons in the Federal Administration have been clarified.	GOGD and BFS	2024-2025
M1.2	The OGD Office has an overview of the implementation of the "open by default" principle in the Federal Administration (in accordance with Art. 10 FDPA). This is published or made available to the administrative units.	GOGD	2025-2025
M1.3	The OGD office supports the OGD contact persons in the fulfilment of their tasks.	GOGD	2024-2027
M1.4	The CAs publish their data in accordance with the EMBAG. The publication of OGD by sector is based on the programme roadmap "National Data Management" (NaDB)[29]. At the same time, a systematic overview of all publication areas is being compiled, particularly for high-quality data.[30]	GOGD and VE	2024-2027
M1.5	The principle of "open by design" has been implemented in the Federal Administration.	GOGD and BK	2024-2025

Indicators:

- The timeliness and completeness of the documentation for the OGD contact persons are checked.
- A survey is conducted among the OGD contact persons (e.g. data steward) on the number of potential datasets and the requirements for their publication. This should make it possible to monitor the development of datasets in the administrative units.
- Number of PUs that publish their data in accordance with EMBAG
- Number of CEs that have adopted the "open by design" principle

7.2 S02 - Ensure the quality of the data and its description (quality of the [meta] data)

7.2.1 Z2 - The OGD can be easily reused

		Responsibility	Priority
M2.1	The elements that enable better reuse of the data, are promoted and communicated (e.g. use of a primary key, publication of the data model, publication of data stories, reference to publications in which the datasets are used).	GOGD	2024-2027
M2.2	It is desirable that the data records with the usage condition "ASK" (the consent of the data provider is required to use the data for commercial purposes) must be adapted to the "open by default" principle and, if necessary, a solution must be agreed with the data provider so that the "ASK" condition can be deleted in the medium term. To this end, any existing legal bases that conflict with this or an exception for commercial use	GOGD and VE	2025-2026

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[29] National Data Management (NaDB) | Federal Statistical Office (admin.ch)

[30] Cf. footnote 25

	as quickly as possible so that Art. 10 EMBAG can be implemented.		
M2.3	The data providers propose at least one 3-star publication format for each dataset for each dataset (according to the 5-star model: https://5stardata.info/de/; transitional period of one year).	GOGD and VE	2025-2026

Indicators:
- Number of data records by terms of use, format, department and office
- Number of downloads via opendata.swiss
- Number of attributes in the metadata

7.2.2 Z3 - The OGD have a high (meta) data quality

		Responsibility	Priority
M3.1	The publication of OGD is supported by tools and guidelines, Standards and checklists resulting from the exchange of best practice in this area.	GOGD, VE and users	2024-2027
M3.2	The quality and quality criteria of (meta) data are defined and standardised.	GOGD	2025-2026
M3.3	The quality of the (meta) data is regularly analysed, evaluated and communicated.	GOGD	2026-2027
M3.4	The metadata corresponds to the DCAT-AP CH standard (eCH-0200) for the metadata portals in Switzerland. Compatibility with the other standards applicable in Switzerland (e.g. GM03) and internationally (e.g. DCAT-AP) is guaranteed.	GOGD and VE	2024-2027
M3.5	Incentives are created for the federal administrative units for the Provision of a high-quality OGD service.	VE	2026-2027
M3.6	The standards (e.g. DCAT-AP CH) and the norms are constantly being updated. reviewed and improved.	GOGD and eCH	2024-2027

Indicators:
- Number of meetings of the eCH OGD working group (DCAT-AP CH) and number of topics ("issues") discussed
- The number of reported errors in the automatic validation of opendata.swiss metadata is low (<5% of all validations).
- Establishment of a transparent display of metadata quality on opendata.swiss (e.g. with a traffic light system on the front end [for everyone] or on the back end [only for data providers])

7.3 S03 - Sustainably strengthen and expand the opendata.swiss platform and the corresponding metadata catalogue (infrastructure)

7.3.1 Z4 - A source that centralises the information on the publication of OGD exists and is known

		Responsibility	Priority
M4.1	Existing ontologies and vocabularies should be used for the metadata wherever possible. Existing ontologies and vocabularies should be made available at a central location and be easy to find.	GOGD, VE and BK	2026-2027
M4.2	Interoperability with regard to OGD datasets (e.g. the same objects and categories are uniformly named and correspond to the specific legal basis).	BFS (IOR) and BFS	2026-2027
M4.3	The entire documentation for the provision of OGD is freely accessible on opendata.swiss (user manual) in order to strengthen data competence.	GOGD	2025-2027
M4.4	The OGD guidelines[31] are the subject of a directive from the DTI division of the BK (Article 17 VDTI)	GOGD and BK	2024-2026

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[31] Cf. footnote 5.

Indicators:
- Comparison with the results of the European "trendsetter[32]" countries
- Evaluation by an external service provider
- Number of available articles, number of topics covered in the user manual
- Monitoring the number of users of the handbook

7.3.2 Z5 - Users can easily find the available OGD

		Responsibility	Priority
M5.1	The data records on opendata.swiss must be created using the "Unique Resource Identification" (URI) can be uniformly identified.	BK	2026-2027
M5.2	The indexing of the data records is carried out for the search engines and on opendata.swiss optimised.	GOGD	2026-2027
M5.3	The BK provides information on the use of opendata.swiss and for Data providers in the area of DTI issue directives of a general abstract nature (explanatory notes Art. 17 VDTI).	GOGD and BK	2024-2025
M5.4	Infrastructure: Ensuring the operation of the opendata.swiss platform	GOGD	2024-2027
M5.5	The Swiss Federal Archives provide the municipal and cantonal administrations a hosting solution via Lindas for Linked Open Data (LOD), subject to the restrictions set out in Article 11 paragraph 3 FDPA. .	BAR	2025-2027
M5.6	A process for decommissioning data record referencing (archiving or versioning) has been introduced and communicated. However, the OGD will remain available in the long term so that the applications based on this data continue to function properly.	BAR	2026-2027

Indicators:
- The links are checked regularly and automatically.
- An inventory of OGD publications per area has been drawn up.
- Feedback from users on whether data records are easy to find is taken into account.
- Ranking SEO (Search Engine Optimisation)
- The search queries on opendata.swiss that have not received a response are analysed.
- % of OGD referenced on opendata.swiss in relation to the open datasets on all portals in Switzerland

7.4 S04 - Creating links between open administrative data, science and innovation (synergies)

7.4.1 Z6 - The OGD are integrated into the Swiss data ecosystem

		Responsibility	Priority
M6.1	The opendata.swiss metadata is available as Linked Open Data (LOD). Disposal.	GOGD	2026-2027
M6.2	The further development of opendata.swiss with regard to conformity with the DCAT-AP standard and interoperability with the European data portal and other metadata catalogues is guaranteed.	GOGD	2024-2027
M6.3	Access to the data records via API is promoted.	VE	2025-2027
M6.4	The synergies between OGD and Open Research Data are strengthened.	GOGD	2024-2026
M6.5	The synergies with the other portals for open metadata (geocat.ch, i14y.admin.ch etc.) are strengthened and utilised.	GOGD, FSO and VE	2024-2025

Indicators:
- Number of properties with and without URI
- Number of missing APIs or new APIs in the federal administration per year
- Number of API calls compared to the downloads of other distributions
- Number of data records accessible via API

- Number of API users
- Number of seats held by the OGD Secretariat in the various working groups (SEMIC, eCH, etc.)

7.4.2 Z7 - The processes for OGD are established in the federal administration

		Responsibility	Priority
M7.1	The publication of the OGD is integrated into the procedure for analysing protection needs.	BK and BBL	2024-2025
M7.2	Guidelines for the implementation of "Privacy Preserving Techniques" for all OGD have been published.	BFS	2025-2026

Indicators:
- The OGD are integrated into the procedure for analysing protection needs.
- The "Privacy Preserving Techniques" guidelines have been published.
- The processes are documented and can be accessed in the "Innovator" tool (this tool documents the processes of the Federal Administration).
- Number of requests for clarification of processes

7.5 S05 - Strengthening competences and expanding networking in the OGD area (exchange)

7.5.1 Z8 - An open data culture has been established in the Federal Administration

		Responsibility	Priority
M8.1	*Check whether adoption of the International Charter for OGD[33] is possible and what challenges this would entail.*	DFA	2025-2026
M8.2	The interdisciplinary exchange in the OGD area is facilitated and actively promoted.	GOGD	2024-2027
M8.3	The emergence and dissemination of "communities of practice" is promoted.	GOGD	2025-2027
M8.4	There will be a programme of training for public administration that strengthen competences, promote the use of data and bring about a cultural change.	GOGD	2024-2027

Indicators:
- Number of trained persons by federal level and office
- Number of courses and participants
- Evaluation of the competence of employees in the OGD area and their perception of the OGD topic (survey)
- Random sample survey with questions on the OGD area
- Peer Review
- Number of cultural and social events organised annually by the Federal Administration on the topic of Open Data.

7.5.2 Z9 - The needs of OGD users are considered and integrated

		Responsibility	Priority
M9.1	The functions of the opendata.swiss portal will be expanded so that This will become an exchange and feedback platform for users and providers of OGD.	GOGD	2026-2027

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[33] https://opendatacharter.net/

M9.2	The needs and expectations of users are regularly determined in surveys.	GOGD	2024-2027

Indicators:
- Number of enquiries and feedback
- Publication of statistics on enquiries
- Usability score of the opendata.swiss platform
- Number of requests for data records
- Satisfaction surveys: Several measures can be evaluated with the help of satisfaction surveys. An annual survey of contact persons (e.g. data steward) on the number of datasets that have already been published or are ready for publication could be used to monitor developments. This could also be used to evaluate the publication of OGD (publication process, management of metadata, other processes) in order to better understand the needs (training, tools, user manual, etc.) and adapt the measures in a targeted manner. An annual survey of OGD users could be used to evaluate the datasets (by area, format, structure, quality of descriptions, etc.), the needs of users (new datasets, formats, training, etc.) and the user-friendliness of the platform.

7.5.3 Z10 - The impact of OGD is regularly measured and communicated

		Responsibility	Priority
M10.1	The applications, analyses (showcases) and analyses based on the OGD Stories are recorded on opendata.swiss.	GOGD	2024-2027
M10.2	The use of the data records is analysed regularly (statistics, monitoring) and the results are made available on opendata.swiss.	GOGD	2025-2027

Indicators:
- Ranking of the EU (Open Data Maturity) and the OECD (OurData) in the OGD area
- Number of data series, showcases, data stories by subject area
- Portal usage statistics (e.g. via Matomo Analytics)
- Dashboard with the number of reuses, requests and downloads
- Number of citations in the scientific literature
- Monitoring the impact according to the method recommended by data.europe.eu (KPI)

8 Attachments

8.1 List of abbreviations

API	In computer science, the acronym "API" stands for "Application Programming Interface", which in the The German term for API is programming interface or application interface. An API is an IT solution that enables applications to communicate with each other and exchange services or data.
BPUK	Conference of Building, Planning and Environmental Directors
DCAT-AP CH	DCAT application profile for data portals in Switzerland (DCAT stands for Data Catalog Vocabulary)
EK	European Commission
EMBAG	Federal law on the use of electronic means for the fulfilment of official tasks
EMBAV	Ordinance to the Federal Act on the Use of Electronic Means for the Fulfilment of Official duties
GM03	Swiss metadata model for geodata
GOGD	Open Government Data Office based at the FSO
KPI	Key Performance Indicator
LOD	Linked Open Data
NaDB	National data management
OECD	Organisation for Economic Cooperation and Development
ORD	Open Research Data (open research data)
SEMIC	Semantic Interoperability Community
VE	Administrative units

8.2 Definitions

data	Data are isolated or isolable units that are processed and analysed automatically can. This includes, for example, systematically and intentionally produced data (e.g. statistics, financial data, register data), measurement data (e.g. weather data, geodata, traffic measurements), but also other information that can be treated as data, such as lists (e.g. health insurance premiums, banned substances, goods that may not be exported), structured or unstructured texts (e.g. archive or library catalogues, legal texts or legal documents). (e.g. health insurance premiums, prohibited substances, goods that may not be exported), structured or unstructured texts (e.g. archive or library catalogues, legal texts) or multimedia productions (digital image, audio or video documents including their metadata). Ad hoc compilations, lists, etc. for personal use are not considered data within the meaning of the OGD strategy. (BBl 2022 804)
Machine-readable data	Data in a format that can be easily processed by a computer without human intervention and without losing semantic meaning. (US Open Government Data Act of 14 January 2019)
Open data (Open Data)	This term refers to data that can be used, processed, analysed and passed on freely without significant legal, financial or technical restrictions. Legally, the free use and further processing of the data must be guaranteed; technical openness emphasises that open data must be machine processable. (BBl 2022 804)
Open data format	Common electronic format that enables direct access to the data and its machine processing and is not dependent on the use of special software.
Open Government Data (OGD)	Data that is produced by the public sector or whose production is commissioned by it should, subject to conflicting legal provisions, generally be considered OGD. (BBl 2022 804)
Government data	This term defines data according to its functional origin. The producers and owners are not only authorities of all state powers and all federal levels; this can also include data from state-related organisations or third parties, including private parties, that perform state tasks. Administrative data is ultimately all data that is created, collected or collated in fulfilment of a government task; this also includes data from memory institutions (museums, archives, libraries) (BBl 2022 804). It does not include research data, which can also be treated as open data in principle.