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Revision of the indicator system for the Federal Council and Parliament

Concept, methods and processes

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Summary

The aim of the revision of the indicator system for the Federal Council and Parliament was to develop a monitoring system for the legislature programme that enables the statistical observation of the Federal Council's objectives (→ Footnote 1). The system must provide the indicators chosen by the Federal Council for the legislature plan and make available the necessary statistical information for the drafting of the situation analysis in the Federal Council's dispatch on the legislature plan and in the Federal Council's annual reports. Among the principles guiding the revision are stability – the system must be usable for several legislature periods –, transparency, the documentation of decision-making processes, the observation of the principles of official statistics (independence, neutrality, coherence and transparency) as well as the active participation of the departments and offices in the construction of the system.

The revised indicator system for the Federal Council and Parliament is a response to the legal requirements which came into force in 2007 (Art. 144, Para. 3 and Art. 146, Para. 3, ParlA). It replaces the indicator system of the pilot study which was abandoned in 2007 because it was too complex and too expensive to maintain as well as a temporary solution which was created for the legislature period 2007–2011. The Federal Chancellery (FCh) delegated the implementation of the project to the Federal Statistical Office (FSO), which has the expertise needed to create an indicator system.

The construction of the system is based on the overarching objectives and the legal bases of the task catalogue (Appendix 4 of the Legislature Financial Plan). The selection of the indicators was carried out in a participatory process with all departments and concerned offices and in compliance with the principles of official statistics. The system comprises 150 indicators. For its Dispatch on the 2011–2015 Legislature Plan, the Federal Council selected 37 indicators from this indicator system. The system has also facilitated the formulation of the quantifiable objectives in the dispatch.

The 37 legislature indicators are published on the FSO's website where each indicator is presented in connection with a legislature objective and a quantifiable objective from the Dispatch on the 2011–2015 Legislature Plan. The political objectives are written in *italics* in order to emphasise the contrast between them and the statistical information on the indicator which is as neutral as possible.

1 Introduction

1.1 Origins

Discussions regarding an indicator system as a management tool began with a motion from the National Council's Legislature Plan Committee.[1] The motion "Development of an indicator system as a management tool" (00.3225)[2] was submitted in May 2000 and called for the development of an indicator system that enables "a minimum of quantification in stocktaking and in the achievement of objectives" and that can be used as a management and controlling instrument for legislature planning. In its response the Federal Council approved the development of a quantitative indicator system as an important prerequisite in order to be able to implement indicators as management and controlling instruments for legislature planning. At the same time the Federal Council indicated that political objectives cannot be quantified in all areas and that qualitative aspects should also be taken into consideration. These issues were to be elucidated from a conceptual and methodological point of view in a pilot project.

Together with the Federal Statistical Office the Federal Chancellery subsequently compiled the report "Indicators as strategic management tool for politics", which was published in 2004. The two-tier indicator system, which was also described as "Management indicators", comprised 106 indicators of which 15 were prioritised by the Federal Council as principal indicators. The indicator system was tested in the years from 2004 to 2007 and published on the FSO's website. The indicators, which originated from various statistics, were represented according to a clear, uniform structure. Where quantified political objectives were available, information was given with regard to the achievement of objectives.

Yet the running and maintenance of the management indicators system required great effort. The uniform representation of information and data from diverse sources meant that maintaining the system was extremely complicated and time-consuming technically but also in terms of content (FCh 2009, page 10). For this reason the Federal Council proposed a temporary solution for the Legislature Plan 2007–2011. In November 2007, the Federal Council decided, as a temporary solution, to draw from the regularly updated indicators and statistics of the Confederation's specialist offices as well as to abandon the autonomous system of management indicators which was difficult to maintain. In the Federal Council's annual report, situation analysis and objective achievement now relied upon existing and regularly updated indicator systems and statistics from specialised offices of the Confederation. A decision was made to forgo a uniform representation with graphs.

Since 2007, the Parliament Act has stipulated that indicators must be provided for both the annual report and the dispatch on the legislature plan. In the preparation of the legislature period 2011–2015, the Federal Chancellery decided to revise the indicator system for the Federal Council and Parliament on the basis of the Parliament Act.

The content of the annual report is governed by Article 144, paragraph 3 of the Parliament Act: "In its annual report, the Federal Council presents the main aspects of its activities during the financial year. It provides information on whether the main annual objectives for the financial year have been achieved, on the implementation of the legislature plan and of the legislative programme and on the status of the indicators relevant to the general assessment of the situation and the verification of the achievement of objectives. It must justify any divergences from the planned objectives as well as any unplanned activities".

[1] The legislature plan is the policy programme of the government for the current term of office. It contains the main objectives (called "legislature objectives" in this report) and the measures to reach the objectives established by the Federal Council.

[2] Motion "Erarbeitung eines Indikatorensystems als Führungsinstrument" submitted by the Legislature Plan Committee of the National Council.

Article 146, paragraph 3 requires that in the dispatch on the legislature plan "[…] indicators shall be assigned to the objectives that allow the achievement of the objectives to be verified. The dispatch shall also contain an analysis of the situation that is based on the indicators. In addition, it shall provide a summary of all the draft legislation that the Federal Council plans to submit to the Federal Assembly during the legislature period (the legislative programme)."

With this revision the Federal Chancellery wished to create a unique and stable indicator system that could provide the necessary information for both the annual report and the achievement of objectives as well as for the situation analysis in the dispatch on the legislature plan. The Federal Chancellery commissioned the Federal Statistical Office to undertake the revision of the indicator system since the office has the necessary expertise in multi-thematic indicator systems. The revision made use of the experience with the Monitoring System of Sustainable Development (MONET, → Chapter 1.4). The project "Revision of the indicator system for the Federal Council and Parliament" began in April 2010 and was completed in November 2012. From the outset the project had a tight schedule.

1.2 Objectives and principles

The aim of the project "Revision of the indicator system for the Federal Council and Parliament" was to create a monitoring system for the legislature plan. The indicator system attempts to observe and evaluate[3] the Federal Council's objectives established in the legislature plan. The system also aims to provide the necessary statistical information for the situation analysis and annual reports.

A large amount of literature on the topic was available for the definition of monitoring and indicator terminology. Particular mention should be made of a study from the Centre for Technology Assessment TA-Swiss (Feller-Länzlinger et al. 2010), which establishes rules and processes for the use of indicators.

A monitoring system is used to collect, analyse and present information in order to monitor the extent and direction of changes on a continual and long-term basis (Kissling-Näf/Knoepfel 1997, page 147). The system is composed of individual indicators which provide indications as to which objectives have been achieved and where action is needed (Wachter 2010, page 193). An indicator is a variable that describes the state or dynamics of a phenomenon, a system or part of a system (Morosini et al. 2002). An indicator always exists in relation to a norm, a reference situation or an objective (Feller-Länzlinger et al. 2010, pages XVI–XVII). For this reason it allows statements to be made at a higher level than those that could be made using direct information from the variable (OECD 1993, page 7). With regard to the monitoring process the indicator must "tell a story" and provide justification for why it was selected, why it covers a particular topic and where its limits are. This means that indicators are first and foremost communication tools: they are selected to represent a whole topic, thus enabling a quick overview and stocktaking of observed trends. Complex objectives – for example the objectives of the legislature plan – can thus be observed by selecting a few indicators.

However, a monitoring system is neither suitable for evaluating specific political programmes nor for their supervision nor for making any statements on the effectiveness of specific measures. The reasons for this are, on the one hand, that in a monitoring system, no cause-and-effect relation can be established between the objectives and the achievement of objectives (Kissling-Näf/Knoepfel 1997, page 147). Possible associations are based on theories and hypotheses or may be influenced by external factors which cannot be controlled. This is especially true for a monitoring process at federal level, as the Federal Council shares some competences with the cantons and communes. On the other hand, a monitoring system's indicators belong to an overarching outcome level[4] that does not allow any statements to be made on concrete matters regarding controlling and governance. The limits of monitoring also arise from the fact that the Federal Council's legislature objectives are sometimes related to broad topics that can only partly be covered by indicators. With the selection of an indicator and its allocation to an objective, only one particular aspect of the objective can be observed and communicated.

[3] It is not the task of official statistics to evaluate objectives. The Federal Chancellery carries out the political evaluation of the objectives in the Federal Council's annual report.

[4] The outcome level describes the effects of government action, i.e. the desired change in a relevant social context (Rieder 2003, page 7).

When developing a monitoring system, the principles of official statistics must be respected. These principles include the relevance of the information, a satisfactory legal basis, the publication of data, transparency of the methods and procedures used, professional independence from political authorities as well as impartiality (FSO/KORSTAT 2012, pages 5–6).

The following principles were defined on the basis of experience with the management indicator system, the temporary solution of the legislature period 2007–2011 and the monitoring of sustainable development (FCh 2009, page 7).

1.2.1 Stability

The aim is to design a monitoring system that can be used for several legislature periods and that does not have to be completely rebuilt every four years. The system should be further developed within the existing network and be kept up to date. Over time, the processes, principles and criteria of the revision can be taken as known within the Federal Administration. In this way, the continuity will enable an increase in efficiency, especially with regard to the selection of indicators and the compilation of annual reports and the situation analysis by the Federal Chancellery.

At the level of the indicator system, stability is ensured through the close connection of the indicators to the structure of the financial plan's task catalogue (→ Chapter 2.1). The task catalogue came into being as part of the Confederation's cutbacks plan and lists all of the Confederation's tasks. All tasks are justified by a detailed legal basis. Major changes in the task catalogue can normally be made only in the event of changes to the legal bases.

1.2.2 Participation

The participation of all administrative units concerned is a central element of the revision.[5] The aim of the inclusion of all units is to publicise the project, its principles and working methods and to make it acceptable. Moreover, the multi-thematic nature of the indicator system makes the involvement of each administrative unit's specialist knowledge indispensable.

The principle of participation demands that all participating administrative units be consulted on important decisions in their area of responsibility and that they have a right to a consensual decision. In regular meetings and during consultations, all units should be able to intervene in the process by airing their viewpoints and making comments. An advisory group with 23 administrative units was established in order to implement the principle of participation.

1.2.3 Transparency

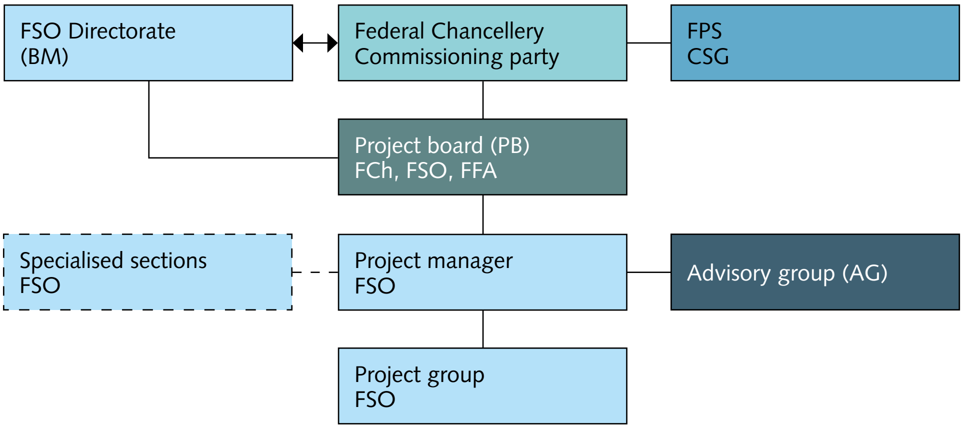
All processes and selection procedures should be communicated in advance to all parties concerned and agreed with them. At each stage, the responsibilities and roles of the units concerned should be defined and communicated: Who has the right to a decision in consensus? Who is entitled to have a say in which stage? Who is "only" informed? Furthermore all stages must be documented and justified. A transparent procedure also requires that all administrative units are regularly informed on the state of the project and that they have the opportunity to comment upon it.

1.3 Stakeholders

The Federal Chancellery is responsible for the revision. It decided to commission the FSO for the implementation of the project. It was the FSO's task to guarantee that the principles of official statistics were observed. Moreover, the FSO brought its methodological knowledge on the construction of multi-thematic indicator systems. The FSO was responsible for the definition of a reference framework and the development of the system's structure. The FSO was also responsible for the definition of the procedure for the selection of indicators and the construction of the system. Furthermore it was the FSO's task to develop various suggestions for the online presentation of the indicators and to publish the indicators on the FSO's website. The various bodies shown in graph G1 were involved in the implementation of this mandate.

[5] By "administrative units" are meant hereinafter federal offices, general secretariats, federal bureaus etc.

Project organisation **G 1**



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The FSO ensured the operational management and the implementation by means of a project manager and a project group. These were both supervised by a project board (PB), which was composed of one representative from the Federal Chancellery, the Federal Statistical Office and the Federal Finance Administration (FFA). The project board made strategic decisions and supervised the project group's work.

The Boards of Management of the Federal Chancellery and the FSO received regular information on the project and approved individual, office-specific project stages. An advisory group was set up for the revision, made up of representatives from the leading administrative units as detailed in Appendix 4 of the Financial Plan (task catalogue). The advisory group contributed specialist knowledge for the construction of the reference framework, took part in the selection of indicators and ensured the liaison between the individual offices and departments.

The Forward Planning Staff (FPS) of the Federal Administration consists of one to two representatives from the seven departments and is under the direction of the Federal Chancellery. The Forward Planning Staff's task is to take a constructive, critical look at government policy from the perspective of future challenges.[6] Every four years it draws up a situation and context analysis for Switzerland from which it deduces the strategic challenges that the Federal Council then uses as a basis for discussion in order to establish the strategic objectives and political priorities of the legislature plan. The report on the future challenges facing federal policy ("Outlook 2025") was used for the construction of the system. The Forward Planning Staff provided the project with specialist and strategic assistance.

The Conference of Secretaries General (CSG) is the supreme coordinating body of the Federal Administration. It is led by the Federal Chancellery and in addition to the seven General Secretaries, both Vice-Chancellors are present.[7] The Conference of Secretaries General was regularly informed on the status of the project.

[6] Forward Planning Staff of the Federal Administration, see *www.bk.admin.ch → Die Bundeskanzlei → Überdepartementale Gremien → Perspektivstab der Bundesverwaltung*

[7] Conference of General Secretaries, see *www.bk.admin.ch → Die Bundeskanzlei → Überdepartementale Gremien → Generalsekretärenkonferenz*

1.4 Comparable indicator systems for monitoring of legislature plans

There are countless indicator systems on various topics at federal level. These are mainly related to monothematic systems, such as biodiversity, the environment or education. The monitoring of sustainable development played a special role in the project. This system was developed through cooperation among the FSO, the Federal Office for the Environment (FOEN) and the Federal Office for Spatial Development (ARE) and comprises 75 indicators in the dimensions of "environmental responsibility", "economic efficiency" and "social solidarity".[8] It was relevant to the indicator system for the Federal Council and Parliament, as it was one of few monitoring systems in Switzerland with a multi-thematic focus. It was also used as a reference for the contents and processes of the revision. In so doing, the technical know-how on indicators and monitoring could be profitably used as well as the experience with participative processes and the presentation and communication of indicator systems. Without this knowledge and experience it would not have been possible to comply with the revision's rather tight schedule.

Similarly to the national level, there are mainly monothematic indicator systems as well as systems on sustainable development[9] at the cantonal and communal level. An exception to this is the canton of Basel-Stadt's monitoring system on the legislature plan.[10] There, 64 indicators show whether the government is on its way to achieving its objectives. The indicators are mainly used for qualitative reporting in the canton (annual report, situation analysis).

A glance at what other countries are doing shows that there are only a few indicator systems which enable monitoring of legislature objectives. One such example is Scotland, where 45 "national indicators"[11] have been defined. At the outcome level, the indicators show the amount of progress that has been made towards a successful and prosperous Scotland.

At the European Union level, there is the "Europe 2020" strategy, which promotes intelligent, sustainable and integrative growth for Europe.[12] Quantifiable objectives on the topics of labour, research and development, climate/energy, education and poverty have been formulated as key objectives. For the whole EU certain target values have been established that should be achieved by all member states. Eight headline indicators currently measure the progress of the member states. The headline indicators are used in the annual progress report of the Commission to the European Council.

At the regional level in other countries there are numerous indicator systems to measure the progress of local governments. The following list is not exhaustive. In the department of the Loire in France, the "Observatoire Régional Economique et Social (ORES)" observes economic and social activities in the department on behalf of the regional parliament.[13] The US State of Virginia maintains an indicator system "Virginia Performs", with 7 thematic areas that are intended to show the state and progress of the federal state.[14] Numerous cities in the USA and in South America have indicator systems on various areas of the quality of life, which are partly coordinated in national programmes.[15] The indicator systems are aimed at observing the work of the cities' governments and parliaments and in the long-term at improving the quality of life in those cities. The projects are often carried out at the local level by universities, foundations and civic society organisations.

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8 Federal Statistical Office, Monitoring of Sustainable Development, see *www.bfs.admin.ch → Topics → Sustainable development → Indicators → Indicators and principles*

9 For example Cercle Indicators, sustainability indicators for the cantons and towns of Switzerland, see *www.bfs.admin.ch → Themen → 21-Nachhaltige Entwicklung → Indikatoren auf regionaler Ebene → Cercle Indicateurs*

10 Basel-Stadt Statistical Office, see *www.statistik-bs.ch → Publikationen → Kennzahlenberichte → Legislaturplankennzahlen*

11 The Scottish Government, Scotland performs, see *www.scotland.gov.uk/About/Performance/scotPerforms/indicators*

12 European Commission, «Europe 2020», see *http://ec.europa.eu/europe2020/index_en.htm*

13 Regional observatory, Pays de la Loire, see *http://ores.paysdelaloire.fr*

14 Virginia Performs, see *http://vaperforms.virginia.gov/index.php*

15 National Neighborhood Indicators Projects NNIP in the USA, see *http://www.neighborhoodindicators.org/*
Brazil, see *http://www.riocomovamos.org.br,*
Latin America, see *http://redciudades.net*

1.5 Procedure

The procedure of the project can be divided into three major stages which also form the structure of this report. The first stage consisted in the planning and design of the indicator system. This included the development of a frame of reference, the definition of cross-cutting themes and a typology. The typology was developed by the project group on the basis of a mandate given to Prof. Dr. Peter Knoepfel from IDHEAP (Swiss Graduate School of Public Administration). The system was constructed by putting the various elements together.

The second stage comprised the selection of the indicators for the system. Criteria were defined that had to be met by all indicators. Rules were established in order to keep the selection procedure with all administrative units as transparent as possible. In addition a field test was carried out to identify gaps in the system that were closed in the revision process. During the work on the legislature plan, the Federal Chancellery, in cooperation with the departments, finally proposed to the Federal Council those indicators from the whole revised system which could be used to monitor the legislature objectives.[16] The FSO took part in this political process only in its capacity as an expert on indicators and the system.

The third stage included the publication of the indicators. Only the 37 indicators selected for the legislature plan were published.[17] This was done according to a standard indicator model on the Swiss Statistics website. For the drawing up of the indicator texts and graphs, a set of rules was established which structured the consultation process. The responsible administrative units were consulted on the texts and graphs until agreement was reached on all sides.

[16] During the parliamentary consultation, a seventh guiding principle on equality was added. Furthermore, the motion dubbed "Indicators on equality in legislature planning" was submitted by the National Council (Commission 12.008-NR). The processes for the selection of indicators on equality were the same as described in this report.

[17] With the indicators on guiding principle 7 on equality there are a total of 44 legislature indicators.

2 Conceptual framework

During the concept phase of the indicator system a frame of reference was defined, information pertaining to the legal bases was updated, selection criteria for the indicators were established, rules were agreed upon and a typology was created. The various stages are individually described and commented upon in the following pages. The conceptual framework in particular could rely upon knowledge and experience that had been gained with the monitoring of sustainable development.

2.1 Frame of reference

The frame of reference[18] is based upon the Federal task catalogue (Eyer 2008, page 52). The task catalogue was created as part of the cutbacks plan of 2004/2005 and includes all tasks that have been defined as federal tasks. The financial plan has been structured according to the task catalogue since 2006 (publication of the Financial Plan 2008–2010). The task catalogue is published in Appendix 4 of the Financial Plan and contains 44 tasks that are divided into 13 task groups. The legal bases, the overarching objectives and the respective administrative unit in charge are listed for each task. The reference to the legal basis lends the overarching objectives legitimacy that is also valid for the frame of reference. The overarching objectives are formulated at various levels of abstraction. There are objectives that are rather more operative (e.g. completion of the national road network) and those that are rather abstract (e.g. peace keeping) as well as short, medium and long-term objectives. The objectives are only partly quantifiable, i.e. measurable by means of an objective value and within a period of time by which the objective should be reached.

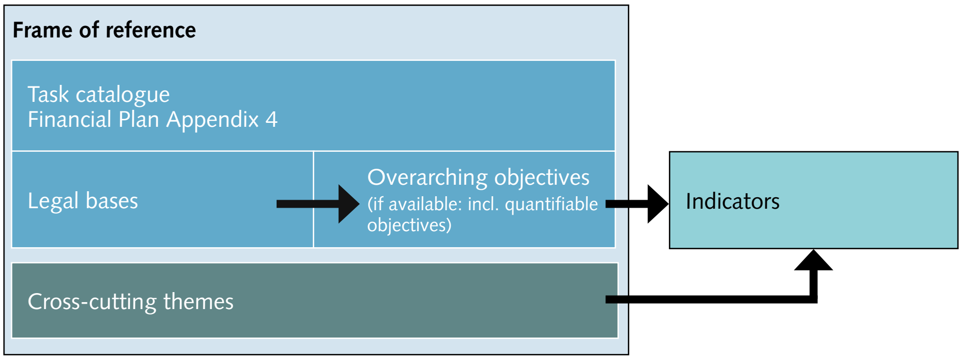
The task catalogue was used as a frame of reference because the Federal Council's legislature objectives 2011–2015 were not known at the start of the project. It was presumed that the overarching objectives would be similar to the legislature objectives. Furthermore the overarching objectives are based upon legal bases and are therefore inherently stable.

Two of the 44 tasks were not included in the frame of reference. They were the tasks "courts" and "share of federal revenues". Due to separation of powers, it is not the Federal Council's task to establish objectives for the judiciary and to monitor them. Neither is it possible to define objectives for federal revenues. The related topic of the tax system was allocated to task "1.1 Institutional and financial prerequisites". A list of all tasks that were used for the frame of reference, as well as the task groups, is in the appendix (→ Chapter 6.1).

Graph G2 displays the composition of the frame of reference from the elements of the task catalogue. The task groups and the tasks provide the basic structure of the system. There are several overarching objectives per task, which provide the fine structure. Prior to the selection of indicators, all units in charge were asked to update the overarching objectives as well as information pertaining to the legal bases. The structure of the task catalogue has the advantage of assigning the administrative unit responsible for each federal task; this structure was decisive in the composition of the advisory group.

[18] The terminology employed here corresponds to the terminology defined in the Handbook on Indicator-based Assessment by Eurostat (2014)

Composition of the frame of reference **G 2**



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2.2. Cross-cutting themes

The frame of reference contains all areas of federal tasks. However, there are a few topics that are not explicitly mentioned in the task catalogue but which regularly appear as an objective in legislature plans. These cross-cutting themes are basic principles of society and concern various task areas. Such principles, for instance, are mentioned in Article 2 of the Federal Constitution: safeguarding independence and national security, promotion of common welfare, internal cohesion and cultural diversity, ensuring equality of opportunity and preserving natural resources (Federal Constitution, Article 2). Some of these principles are explicitly mentioned in the overarching objectives, but the majority of them concern several tasks at the same time. For example, integration does not only concern the area of migration, but also many other task areas such as education, culture or the economy. Four cross-cutting themes were defined for the indicator system: equality, integration, national and social cohesion as well as regional disparities. The selection of themes is based upon an analysis of the legislature programmes from the years 1999–2003, 2003–2007 and 2007–2011 and on the principles of Article 2 of the Federal Constitution. The analysis showed that national and social cohesion arose in all three legislature programmes, that integration was a topic in the programmes of 1999–2003 and 2007–2011 and that regional disparities arose in 1999–2003 and equality in 2007–2011.

As the cross-cutting themes concerned several task areas, they could not be inserted directly into the structure of the objective system. In order to solve this problem, the task groups were used instead. Thanks to their larger topic areas, they were better suited for the allocation (→ Chapter 3.1.4). Table T 1 shows which cross-cutting themes could be allocated to which task groups of the task catalogue.

On the one hand the table shows from which aspects a cross-cutting theme can be regarded. At the same time the table establishes which cross-cutting indicators could be placed where in the system. Although cross-cutting indicators have been placed in a task group, this does not mean that the administrative unit responsible for the tasks was also responsible for these indicators. A list with all indicators on the cross-cutting themes can be found in the appendix (→ Chapter 6.3).

2.3 Typology

The systemic structure of the system is guaranteed by an indicator typology. The aim of the typology is to provide a maximally coherent and complete picture of the relevant social and socioeconomic phenomena as well as processes, thus minimising the risk of bias and arbitrariness in the indicator system. In this way the typology contributes to the systematic and transparent selection of the indicators.

The proposed typology is based on the resource approach (capital stock model), which assumes four types of capital which can be increased or used up. The two categories efficiency and distribution were added to the typology in order to take these aspects into account.

T 1* Allocation of the cross-cutting themes to the task groups, X = possible allocation

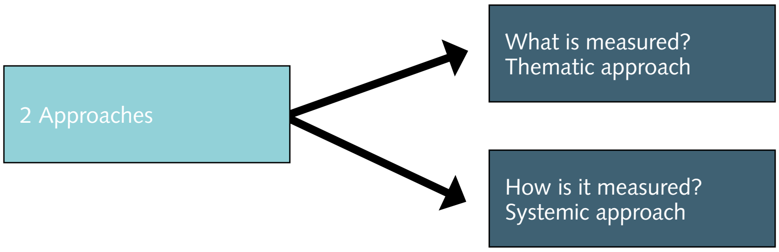
	National and social cohesion	Integration	Regional disparities	Equality
1. Institutional and financial prerequisites				
2. Order and public security		X		
3. International relations – international cooperation				
4. National defence				
5. Education and research	X	X		X
6. Culture and leisure	X	X		
7. Health		X	X	
8. Social welfare	X	X	X	X
9. Transport			X	
10. Environmental protection and spatial planning			X	
11. Agriculture and food				
12. Economy	X	X		X
13. Finances and taxes			X	

2.3.1 Why use a typology?

Contrary to a simple list, the indicator system has a clearly defined structure, emerging from two different approaches: a thematic one made up of the frame of reference (in this case one of tasks and overarching objectives), defining *what* to measure; and a systemic one, provided by the indicator typology, defining *how* to measure (G 3). The combination of these two approaches structures the indicator system in the form of a two-dimensional grid, where the rows contain the themes and the columns the typology.

Through the standardisation of the indicators, the typology ensures the system's internal (or horizontal) coherence by predefining the way in which the indicators (in the grid cells) measure the objectives of the frame of reference. In this way the use of a typology creates a framework for the selection of indicators and reduces the risk of indicators being chosen arbitrarily. Due to the tight schedule of the revision, it was not possible to create a typology prior to the selection of indicators. For this reason, full advantage could not be taken of the typology. However, the indicators were integrated into the typology subsequently, in order to demonstrate the internal structure of the system. The typology is now available for further work on the indicator system.

Structuring of the indicator system **G 3**



Source: FSO, SAEFL, ARE 2003, page 22

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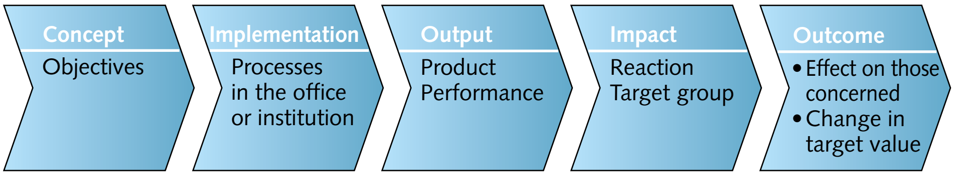
General modelling of public policy **G 4**



Source: Balthasar 2000, page 16 © Federal Statistical Office (FSO)

2.3.2 Approaches for a typology

Modelling of public policy

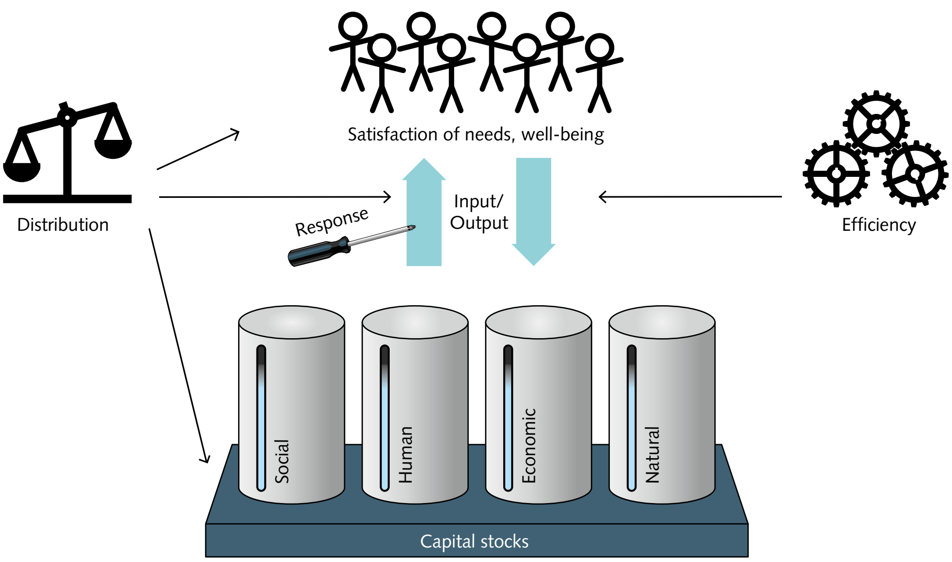
The modelling of public policy, commonly known as effect model, was developed as part of the New Public Management approach (G 4). It is mainly used for the evaluation of public policy and creates causal relationships between the elements of the model (means invested, public action, influences and effects upon society).

This modelling is not congruent with the requirements of a monitoring system. Its systematic use would not be easy to implement, as it is difficult to establish causal relationships between the elements of the model as well as to measure at a higher level than the one projected in the evaluation of the individual projects. Furthermore, to use this modelling systematically for the evaluation of all tasks would require too great a number of indicators and cause disproportionate costs. Since the model is often used and is accepted in the Federal Administration, it cannot be completely ignored.

Monitoring Sustainable Development (MONET)

The typology is based upon a stock-flow model. Firstly it is based on the basic elements of the Brundtland definition of sustainable development. These include meeting needs ("level" category) as well as the inter- and intragenerational solidarity (maintenance of capital, "capital" category, or equality, "distribution" category) (G5). Secondly, it is based on the decoupling of human

MONET indicator typology **G 5**



Source: FSO 2012, page 63 © Federal Statistical Office (FSO) activities from the use of resources ("efficiency" category), a concept that is implicitly contained in the definition of the federal level objective dimension (called "economic performance") for sustainable development. Furthermore the typology includes the categories "input/output", which describe investments in stocks as well as withdrawals from stocks; it also observes – under the category "response" – political and social reactions (FSO 2012, pages 63–65).

This typology was developed within the very normative framework of sustainable development. Certain elements, such as the capital stocks, investments in stocks as well as withdrawals from stocks, the distribution of resources (fairness) or the efficient allocation of resources (decoupling) are more general and could also be used in the context of other problems. This is particularly true for efficiency, which is crucial to all economic actors. Furthermore, efficiency is explicitly referred to in several overarching objectives of the task catalogue (e.g. 1.1 Institutional and financial prerequisites, 12.1 Economic order, and 12.3 Energy).

Capital stocks

The capital stock model is based on the four-capital model developed by Paul Ekins (1992) and has since been adopted by numerous researchers, amongst others by the World Bank. This model was proposed by Professor Peter Knoepfel from the IDHEAP in the context of the mandate commissioned by the FSO (Knoepfel 2011). According to his approach development is defined as a universe of metabolisms that are supplied by flows (goods and/or services) from the four capital stocks (material, natural, human and social capital). These flows, which are related to production and consumer activities, are withdrawals or investments. This approach is well-suited to numerous ongoing international projects and developments, such as the report from J. Stiglitz, A. Sen and J.-P. Fitoussi on the measurement of economic performance and social progress (Stiglitz, Sen, Fitoussi 2009), the Federal Council's discussion paper „Green Economy"[19] or the OECD's "Green Growth Strategy".[20]

The advantage of this model is that the four capitals are clearly defined without having to make judgements on their substitution or on thresholds that must not be exceeded. The sole purpose is to standardise measurements (level of capital stocks, investments in stocks, withdrawals from stocks) and to allocate the corresponding indicators to one of the four stocks, in order to observe its development.

By including capital stocks, this approach is appropriate for measuring numerous overarching objectives of the conceptual framework. This is particularly true of those objectives concerned with resources, such as the task objectives relating to natural resources, energy and also education. This approach also allows the inclusion of flows (investments in stocks, withdrawals from stocks), which are usually easier to measure than capital stocks and also react faster to change (political measures, economic cycle, crises etc.). However, this model neither takes into consideration cross-cutting themes nor the efficiency of resource allocation.

2.3.3 Summary and proposal for a typology

An overview of the advantages and disadvantages of the typologies presented shows that no typology fulfils the requirements of the project (T2).

The solution therefore has to lie in a combination of the possible approaches. The typology chosen builds on the capital stock model, complemented by the two categories of distribution and efficient resource allocation (as defined by the MONET typology). At the same time, relationships with the categories of public policy modelling are proposed. In this way it should be possible to measure the wide range of overarching objectives in a uniform manner and thereby to integrate the cross-cutting themes.

The typology is represented in the form of a table which can be completed for each task (T3). As each task can be allocated a maximum of three indicators, it is not possible, nor desirable, to complete all of the table's fields. The selection of the categories depends on the overarching objectives of the corresponding tasks.

[19] Press release on Federal Council's discussion paper, 2010, see *www.bafu.admin.ch/dokumentation/medieninformation/00962/index.html?lang=de&msg-id=35687*

[20] OECD projects on "Green Growth", see *www.oecd.org/greengrowth*

In order to create the connections to the effect model, the table has an additional section that is not part of the typology. The sole purpose of this section is to classify the corresponding indicators by the categories of public policy modelling, in order to improve legibility within the Federal Administration. It also aims to ensure that the indicators correspond predominately to the category "outcome", which is best suited to a monitoring system. The characteristics of the four indicator types are described in Table T4.

T2* Summary of the typologies

Model	Advantages	Disadvantages
Modelling of public policy	• widespread • recognised in the Federal Administration	• unsuitable for monitoring • difficult to establish causal relationships in certain areas • requires many indicators
MONET	• suitable for monitoring • encompasses several categories (capital stocks, distribution, efficiency) • compatible with current developments (e.g. Stiglitz-Sen-Fitoussi report amongst others)	• normative character that is shaped by sustainable development
Capital stock model	• scientific approach • proven model • compatible with current developments (e.g. Stiglitz-Sen-Fitoussi report amongst others)	• takes neither distribution nor efficiency into account

T3* Typology

Type of capital	Type of indicator					Public policy modelling category
	Stocks	Flows		Efficiency	Distribution	
		Withdrawals	Investments			
Economic capital						
Natural capital						
Human capital						
Social capital						

T4* Description of indicator types

Type of indicator	Description	Measurement
Stocks	Quantifying the capital reserves and their accumulation or depletion (over time). The obligations towards future generations could also be assigned to the stocks (debts, polluted sites etc.)	Absolute values or ratios (e.g. per inhabitant). No disaggregation by population groups and regions
Flows	Withdrawals and investments (flows) that lead to a decrease or increase in stocks	Absolute values or ratios (e.g. in relation to GDP)
Efficiency	Measures the result in relation to the resources used (flow)	Ratios (in relation to GDP, to a performance etc.) or as a percentage (resources that are used for one solution or another)
Distribution	Measures the distribution of stocks or flows by population groups or regions	Ratios (by sex, income, origin, place of residence etc.)

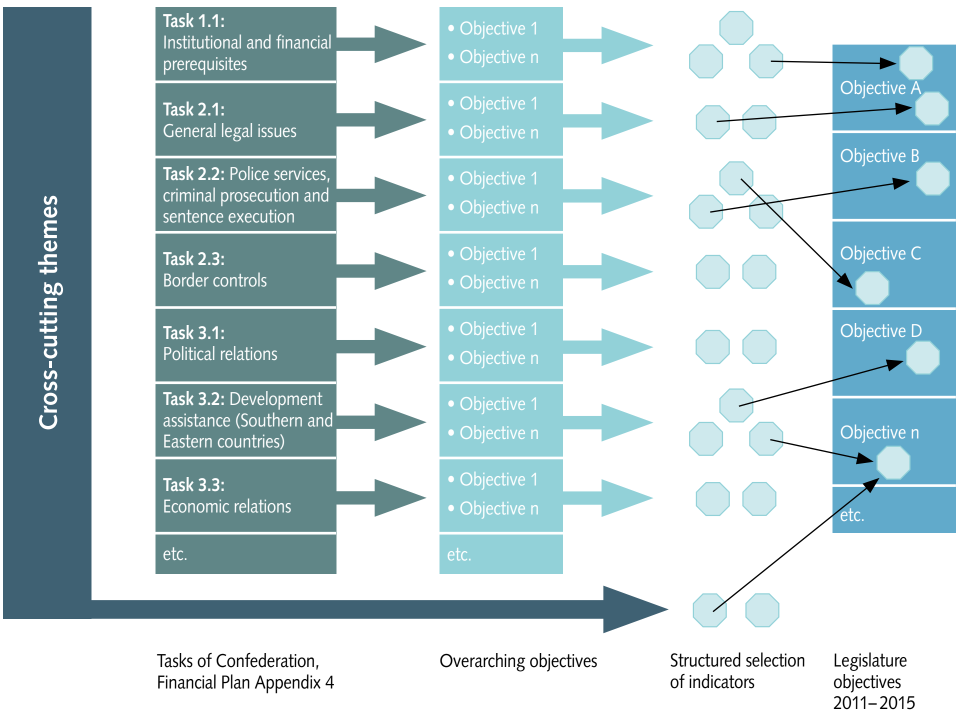
2.4 System structure

The frame of reference, the cross-cutting themes and the typology create the necessary elements of the structure of the indicator system. The frame of reference including the tasks and the overarching objectives serves as a thematic grid and defines *what* is to be measured. At the same time the cross-cutting themes complete and expand the sectoral perspective of the frame of reference. The typology defines *how* the individual objectives are to be measured. It works like a lens through which the indicator types (stock, flow, efficiency, distribution) become visible by capital type (economic, natural, human, social). Graph G 6 shows the structure of the system.

Originally the idea was to find one indicator per task. The system would thus have had 42 indicators. But this procedure caused a few problems: Firstly, the tasks and the overarching objectives are diverse and cover a wide range of themes; for this reason the tasks could not always be measured with a single indicator. In comparison to one another, the tasks do not have the same political status. A task such as old-age insurance has much more political weight than the task of military insurance. Secondly, the question of legitimacy also arose: Who decides, which objective of a given task is measured? Which criteria are used to select this objective?

For these reasons, a maximum number of three indicators per task was set. However, even with this procedure it was not possible to cover all overarching objectives named in the frame of reference. It was left to the responsible administrative units to decide upon the political relevance of the various overarching objectives. Furthermore, not all overarching objectives of the frame of reference were quantifiable or could be measured by means of quantitative data. By limiting the number of indicators per task to three, an indicator system of reasonable size should be created that enables meaningful observations on the objectives.

Structure of the indicator system **G 6**



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3 Indicator selection

Once the structure of the indicator system was established, the indicator selection started. In a first phase, 150 indicators were selected for the system. Criteria and rules were established for the selection process. Subsequently, in light of previous legislature plans and future challenges, the system was tested for gaps.

The second phase was a political process. The Federal Council selected those indicators from the indicator system which best observed the strategic objectives in the dispatch on the legislature plan (→ Chapter 3.2). Afterwards the Federal Chancellery was able to use the indicator system as a type of "library" of statistical data, from which the necessary information for political reporting in the Federal Council's annual report and in the dispatch on the legislature plan could be selected.

3.1 Selection of indicators for the indicator system

The indicators are the core of the indicator system. They must be selected with great care and according to the principle of transparency. In order to guarantee this transparency, requirements that the indicators had to satisfy were established and communicated beforehand.

3.1.1 Selection criteria

The selection criteria ensure as far as possible, that the indicators comply with the principles of official statistics and are regularly updated. In general, only indicators that measure an overarching objective from the frame of reference can be included in the system. The following criteria were defined for the selection of indicators:

The indicator bears a direct relation to the frame of reference

- The indicator measures an overarching objective (or parts of it) defined by the Confederation and listed in the frame of reference.
- The indicator has a relevant connection to the legal bases (central political objectives and measures in the Federal Constitution, in laws, ordinances and/or strategic fundamental documents). There is a preference for indicators with a connection to objectives and measures in the Federal Constitution and in laws.
- The indicator is relevant in a nationwide context.
- There is a preference for indicators that also make a statement on the cross-cutting themes.

The indicator meets statistical requirements

- The indicator is based on data that are representative of the whole of Switzerland.
- The indicator is based on data that satisfy the principles of official statistics (relevance, transparency, professional independence, impartiality).
- The indicator is scientifically sound. A wide consensus exists with regard to the validity and reliability of the indicator.
- The indicator is quantifiable, i.e. it is based on quantitative data. This does not exclude quantifying statements on subjective-based estimates.
- The indicator contains a modicum of information ("yes/no" indicators excluded).

The indicator data have already been published and are easily accessible

– All indicators are based on existing datasets and have been published.
– The indicator is based on data that are easily available and accessible.
– The indicator is based on data that are recorded now and also periodically updated (preferably annually) in a homogenous way.
– If possible, the indicator should be compatible with international definitions and internationally comparable.

The indicator is easy to communicate

– The indicator is unambiguous, understandable, replicable and easy to interpret.
– The indicator is represented only in one dimension (i.e. one curve per graph).

The last selection criterion stipulates that, in principle, an indicator is represented in one dimension only. In theory each indicator can be represented in various dimensions. On this basis, the indicator "educational level" can be analysed by sex, age or region. The significance of the indicator varies by dimension. In order to obtain an unambiguous statement, only one dimension should be proposed per indicator. Justified exceptions are, however, possible.

3.1.2 Rules

In order to make the selection of indicators as smooth and transparent as possible, it was important to define the responsibilities for the individual stages clearly and to communicate them before starting with the selection. Table T5 provides an overview of how the responsibilities for the selection of indicators were allocated.

The FSO project group was responsible for the definition of technical criteria such as the number of indicators per task and the selection criteria. When selecting the indicators, all administrative units, the Federal Chancellery and the specialised sections of the FSO were entitled to obtain a consensual decision for those tasks they were in charge of. External units, i.e. administrative units that have no responsibilities according to the task catalogue, had a right to participate in discussions. The definitive structure of the system was decided upon in consensus between the project group and the Federal Chancellery. The advisory group took part in this process.

3.1.3 Procedure

The selection of the indicators was made in close cooperation with the representatives of the administrative units in the advisory group, the FSO project group and the Federal Chancellery. For each task, the selection was primarily made with the office or the General Secretariat in charge. The indicators for the cross-cutting themes were selected by the project group together with the responsible FSO experts and the Federal Chancellery.

T5* Responsibilities in selecting the indicators

Tasks	FSO project group	Advisory group	Federal Chancellery	FSO data-producing units	External**
Definition of number of indicators	P	C	C	I	I
Definition of selection criteria	P	C	C	I	I
Indicator proposals	P	P	Pd	C	P
Indicator selection	Cd P	Cd* Pd	Cd	Pd	Pd
Definitive structure of the system	Cd	Pd	Cd	I	I
Documentation	P	I	I	I	I

* administrative units in charge
** units affected that are not members of the advisory group
P *Perform*
Cd *Consensual decisions*, i.e. the parties concerned participate in discussions and negotiate until consensus is reached.
Pd *Participate in discussion*, i.e. affected parties are entitled to discussion, the consideration of interests and the justification of decisions. Vital interests must be taken into account as far as is reasonable and possible.
C *Consultation*, i.e. those concerned have the opportunity to air their opinions, but are not entitled to a justification of decisions.
I *Information*

In an initial stage, various indicators were suggested by the advisory group and the FSO project group for each task. For some tasks, more than three indicators were suggested. For tasks that proved to be difficult to measure, fewer indicators were suggested. For other tasks, no indicators could be found that met the selection criteria.

In a second stage, the FSO project group made sure that the suggestions of the administrative units corresponded to the selection criteria. In principle, the suggestions satisfied the selection criteria. The most common conflict was with the principles of official statistics; some of the proposed indicators had not been published or were still being developed. The proposals from each side were discussed bilaterally with each administrative unit and a selection was made. In addition to the selection criteria that absolutely had to be satisfied, the level of abstraction was also taken into consideration. The indicators should have a certain level of abstraction and refer to a medium to long-term overarching objective. The political relevance of the tasks was also taken into consideration. For certain tasks with little political weight fewer than three indicators were selected. More than three were selected for other tasks with more political weight. The definitive number of indicators per task was established with the administrative unit in charge.

An initial draft of the indicator system was submitted to the specialised sections of the FSO, the project board and the Forward Planning Staff for consultation. The feedback was integrated into the gap analysis and was used for the selection of indicators of cross-cutting themes. Altogether, the specialised sections of the FSO had three opportunities to comment on the system.

3.1.4 Gap analysis

An analysis of the first draft of the indicator system showed that the system for the monitoring of legislature objectives had to be expanded. Despite being complemented with cross-cutting indicators, it was organised according to a sectoral logic. Furthermore, a few important issues that regularly appear in the legislature programmes were not taken into consideration in the system, e.g. family policy, further education or relations with the EU.

Gaps were identified on the basis of indications from the advisory group, the specialised sections of the FSO and the Forward Planning Staff. Moreover, on the basis of a request by the Forward Planning Staff, a systematic gap analysis was conducted in order to allocate the objectives and measures from earlier legislature programmes (1999–2003, 2003–2007 and 2007–2011) to the overarching objectives (→ Chapter 2.2). Future challenges were identified by the report "Outlook 2025" of the Forward Planning Staff (FCh 2011). The compilation of the report was commissioned by the Federal Council to provide an overview of the most important future issues in terms of federal policy. The report identifies 12 strategic challenges that Switzerland will have to face in the next 10 to 15 years. These challenges were also allocated to the corresponding overarching objectives. In addition, the indicators on the growth strategy "Europe 2020"[21] were also included in the gap analysis in order to increase the international compatibility of the indicator system. Lastly, the gap analysis also included Article 2 of the Federal Constitution.

The gap analysis distinguishes between "true gaps", i.e. themes that are not mentioned at all in the frame of reference, and "indicator gaps", where there is a corresponding objective in the frame of reference, but no indicator yet available. After several rounds of consultation of the advisory group, the specialised sections of the FSO and the Forward Planning Staff, a decision was made – together with the Federal Council – which "true gaps" and "indicator gaps" should be closed.

For all indicators associated with "true gaps" the question arose where to place the indicators in the system, since these could not be allocated to an overarching objective. Similarly to the cross-cutting themes, the indicators of the true gaps were also attached to the task groups. In this way, the sectoral logic of the task catalogue could be extended without creating a parallel system or changing the structure of the task catalogue.

[21] European Commission, "Europe 2020", see *http://ec.europa.eu/europe2020/index_en.htm*

3.1.5 Properties of the created indicator system

After the integration of the indicators from the gap analysis, the system contained 147 indicators. In future the Federal Council will be able to propose those indicators in the system that best observe and describe the objectives of the legislature plan. The majority of the indicators come from indicator systems or are based on data that has already been published. 41 indicators are also used in MONET, 46 were part of the previous management indicator system and 30 indicators had already been selected for the ad-hoc solution in the Legislature Plan 2007–2011, whereby an indicator can appear in several systems.[22] The data from 64 indicators are collected and published by the FSO. There are a total of 50 indicators that do not appear in the indicator systems mentioned above and that are not published by the FSO. These indicators are produced by the administrative units themselves or come from international organisations.

112 or 76% of the 147 indicators are updated on an annual basis. This is relevant in particular with regard to the situation analysis in the annual report, as this is compiled annually on the basis of the indicators. Among the other indicators, however, there are some for which new data is available only every 5, 10 or 15 years (T6).

T6* Updating indicators and data

Frequency of updates	Number of indicators
Annual	112
2 years	7
3 years	1
4 years	5
5 years	17
6 years	1
10 years	2
12 years	1
15 years	1
No details	0

55 of the indicators are internationally comparable.[23] Even though international comparability is part of the selection criteria, it does not have top priority. Ideally, the indicators should be allocated to the "outcome" level of the effect model that is usually used for monitoring (→ Chapter 2.3.2). 91 of the 147 indicators correspond to the "outcome" type.

3.2 Selection of indicators for the legislature plan

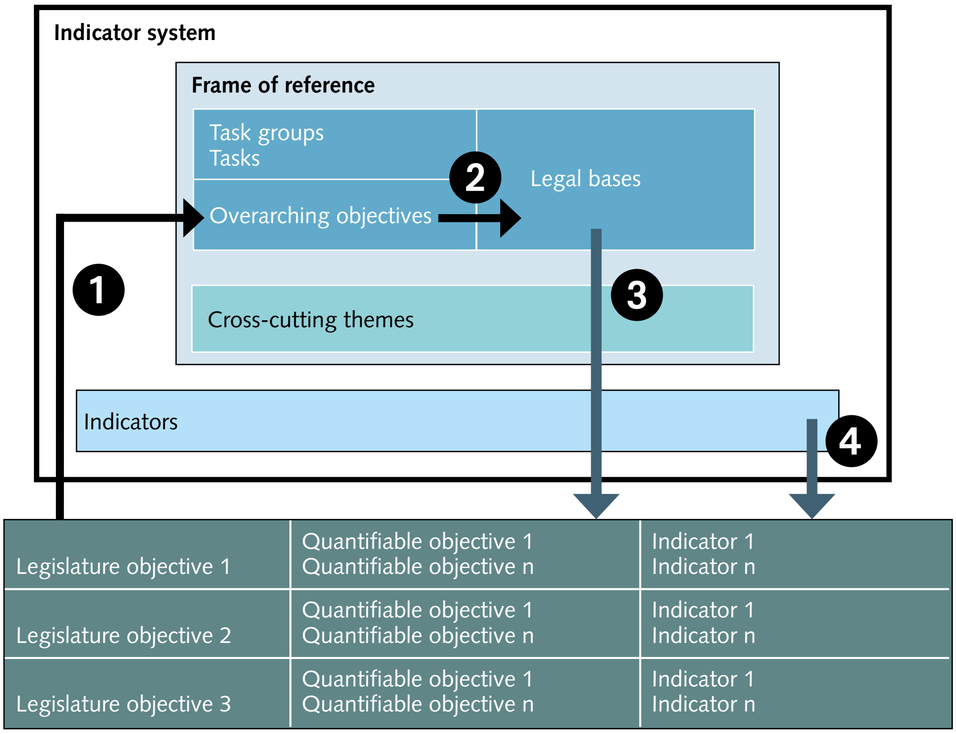
In the dispatch on the legislature plan the Federal Council informs Parliament about the objectives and measures that it has established as a political framework for the upcoming legislature period. The legislature programme for 2011–2015 contains six guiding principles, to which 26 strategic objectives are allocated (→ Footnotes 16 and 17, page 11). The Federal Chancellery was commissioned by the Federal Council, in collaboration with the departments, to provide the strategic objectives with quantifiable objectives and appropriate indicators. The indicator system with 147 indicators was available to the Federal Chancellery for this selection process.

Together with the frame of reference, the indicator system also provides the appropriate framework from which to derive quantifiable objectives. Quantifiable objectives each contain a specified target value or, where this is not possible, a desired trend. By means of a text analysis, the legislature objectives are related to the overarching objectives of the frame of reference (G7, stage ❶). Since each overarching objective is allocated to the corresponding legal bases in the indicator system, a direct connection can be made between the objectives of the legislature plan and the legal bases (stage ❷). The latter provide the basis for defining the quantifiable objectives (stage ❸). However, not only legal bases are allocated to the overarching objectives, but also indicators. Therefore, for each legislature objective a pre-selection of indicators can be identified that may be suitable for the observation of the quantifiable objectives of the respective legislature objective (stage ❹).

[22] Rather generous estimates, the definitions of the indicators do not always concur 100%

[23] Rather generous estimate, not all definitions have been checked in detail

Using the system to define quantifiable objectives **G 7**



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Drawing from the legal bases, the Federal Chancellery defined proposals for quantifiable objectives and chose from the pre-selection those indicators which were best suited to capture the quantifiable objectives. The formulation of the quantifiable objectives is also shaped in part by the pre-selected indicators. The Federal Chancellery sent the proposals to the general secretariats responsible for examination and revision. The definitive version was decided upon in bilateral discussions. Subsequently this version underwent an office consultation procedure together with the dispatch on the legislature plan before the later was adopted by the Federal Council.

In this way, a total of 32 quantifiable objectives were defined for the Legislature Plan 2011–2015. This was the first time that quantifiable objectives were defined at such a level of abstraction and implied a paradigm shift for the Federal Administration. For this reason the quantifiable objectives in the legislature plan turned out to be rather heterogeneous. Should the task be repeated for the next legislature period, the experience gained can be drawn on to formulate more homogeneous quantifiable objectives.

Together with the departments, the Federal Chancellery proposed 37 indicators for the quantifiable objectives. Further gaps were discovered during this process, and for this reason nine more indicators were added to the indicator system. An example of one of the new indicators is railway network efficiency. The topic does not appear in the overarching objectives of the task catalogue nor in earlier legislature plans. It would therefore have been impossible to incorporate such an indicator into the system at the beginning of the process. The corresponding strategic objective of the legislature plan refers, however, to the availability of the transport infrastructure and the quantifiable objective to the state of the railway's infrastructure. For this reason an indicator on this topic was included in the system afterwards. Some indicators also had to be included retrospectively because the Federal Council had set priorities in certain subject areas of the legislature plan differently than in the overarching objectives of the task catalogue. Furthermore there were objectives in the legislature plan that were not listed in the Federal task catalogue, such as the objective regarding wired internet connections.

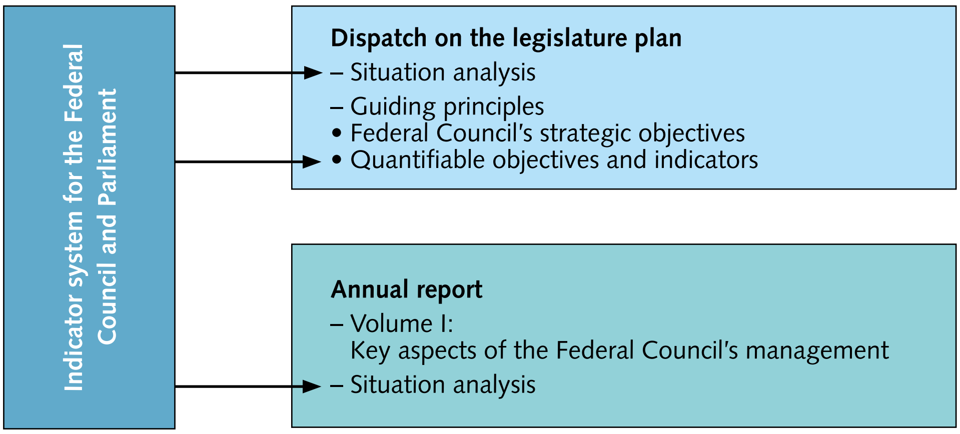
3.3 Use of the indicator system for political reporting

In addition to the selection of legislature indicators, the indicator system was also available to the Federal Chancellery as a kind of "library" with statistical information for drafting the situation analysis in the dispatch on the legislature plan and in the Federal Council's annual report. The system provided the necessary additional information in order to prepare a review of the state of Switzerland in the situation analysis. In this way, the effort of the Federal Chancellery to look for new data could be considerably reduced. At the same time, the goal of the indicator system was to create more transparency and continuity with regard to the selection and the type of indicators.

The situation analysis in the Dispatch on the 2011–2015 Legislature Plan was written on the basis of the indicator system. For this, the 37 indicators selected for the observation of the legislature objectives were complemented with 32 indicators from the overall system. Only seven additional indicators from outside the system were taken into consideration for the situation analysis.

In the annual report the Federal Council answers to Parliament, provides information on the focus of its activities and on the achievement of its annual objectives. On the basis of the indicators, the developments in the previous year can be evaluated with regard to the objectives to be attained.

Using the system for drafting the situation analyses **G 8**



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4 Production und publication of the legislature indicators

To be included in the indicator system, it was stipulated in the selection criteria that the indicators should already be published or based on existing data. This does not mean, however, that the indicators do not have to be produced. Each indicator is only given meaning when it is connected with the legislature objective for which it was chosen. The production of legislature indicators therefore means that the data and indicators must be related to the legislature objectives in a uniform manner.

The indicator system provides the statistical information for the quantifiable objectives, the situation analysis in the dispatch on the legislature plan as well as the situation analysis in the annual report. The direct relationship of an indicator system to political reporting is rather an exception in official statistics. For the dissemination of the indicators, considerations must be made as to how the independence of the statistics can be guaranteed. In the texts on the indicators, for example, a clear distinction must be made between neutrally described statistical information and political or strategic objectives.

For the presentation of the indicators and of the system one can rely upon an indicator model that describes the indicators according to pre-defined elements (significance, graph, commentary etc.). For the publication of the indicators on the FSO website, rules of production and writing have been defined in order to guarantee criteria such as transparency and participation. Rules regarding the writing of texts define which elements the texts on the individual indicators contain and according to which criteria they must be written. Rules of production outline the consultation processes between the advisory group, the Federal Chancellery, the FSO project group as well as the data-producing sections of the FSO.

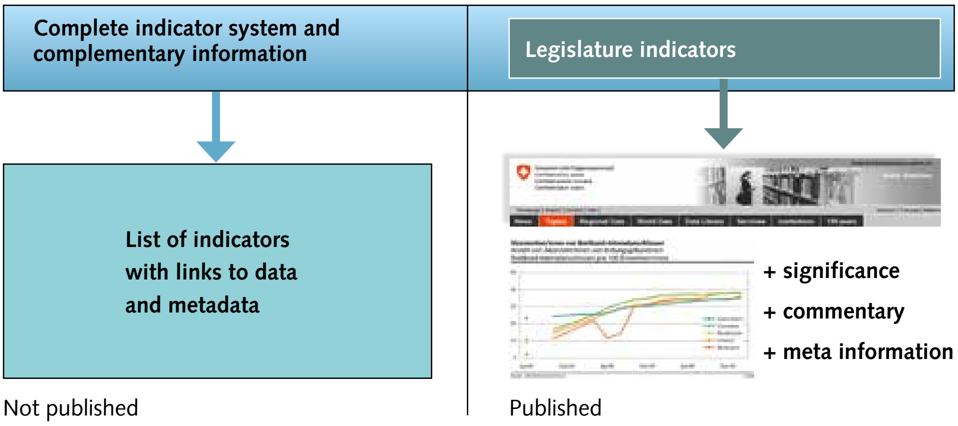
4.1 Presentation opportunities and target audience

Experiences with the publication of the management indicators on the FSO website have shown how time-consuming it is to maintain and regularly update over 100 indicators (FCh 2009). Therefore, in the specified time period and with the resources available it would appear impossible to publish the entire system with roughly 150 indicators on a long-term basis. For this reason it was decided to publish only those indicators that were selected for the legislature plan (legislature indicators, G9). Since the indicators have to be regularly updated and data soon becomes outdated, a detailed and printed publication did not seem appropriate. The legislature indicators, therefore, are only published on the FSO website.

The indicators from the whole system that were not selected for the legislature plan, exist “only” as a collection of links and are not published. In the link collection a link is saved for each indicator to the corresponding publication in a database. In this database, information on the data producers, on the definition and the survey frequency is given.

For the publication of the 37 legislature indicators, different variants were possible depending on the target group of users. At the FSO a distinction is made between three “user groups”: ordinary users, commercial users and academics. The groups differ with regard to their information needs and the requirements they have for a publication. The ordinary users are interested persons who are looking for information on opinion-making in the private or professional sphere. The commercial users are decision makers, who consciously use data or indicators in order to reach a decision. The academics are specialists and experts who routinely use and prepare the data in the course of their work. Table T7 shows, as an example, the main user groups in connection with the project.

Publication concept of the indicator system **G 9**



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T 7* Main user groups
(list not comprehensive)

	Main user groups
Ordinary users	Citizens, parliament, media
Commercial users	Administration
Academics	Federal Chancellery, advisory group

Three different presentation variants for the indicators were proposed to the Federal Chancellery and the Conference of Secretaries General. The first variant consisted of a simple list of the indicators with links to the corresponding sources as is the case for the whole indicator system. This variant was destined exclusively for the Federal Chancellery and was not suitable for ordinary and commercial users. The second variant included an explanation as to why the respective indicator was selected and allocated to the corresponding legislature objective. In addition, the indicators were represented in graphical form and completed with a source reference. In the third variant the development of the indicator was also commented upon, that is the indicator development was described without any political judgement. Metadata on the indicator were also presented. These two variants met the needs and requirements of both ordinary and commercial users. The Conference of Secretaries General decided in June 2011, that the legislature indicators should be published in the most detailed third variant.

The publication of the 37 legislature indicators is aimed primarily at ordinary users, i.e. citizens, parliament and the media. The legislature indicators are also available to commercial users in the administration. As to the requirements of the Federal Chancellery, however, the 37 legislature indicators are insufficient. For this reason it has access to the entire system (→ Chapter 3.3). If so desired, other processors from the Federal Administration could also have access to the whole system.

4.2 Presentation of the indicators on the FSO website

The presentation of the indicators on the FSO website is in line with the FSO's standard model for the publication of indicators. The standard model presents the indicator by means of the following elements: significance, graph, source reference and commentary (G 10). The link "additional information" at the end of the page leads to detailed metadata (e.g. exact definition, survey frequency, survey cycle etc.). The model was successful for the presentation of various indicator systems on the FSO website. It is clear and allows indicators from various areas to be arranged in a uniform manner.

Example for the presentation of an indicator **G 10**

Monitoring of the Legislature Plan – Indicators

Legislature objective 1: Federal debt ratio

Extract from legislature objective 1: *In order not to encumber future generations with additional burdens in the form of excessive debts and to avoid a growth-inhibiting increase in the government spending and tax-to-GDP ratios, structural reforms are necessary in the whole range of the Confederation's tasks. At the same time, room for manoeuvre should be created for financial policy so that expenditures can be directed as much as possible towards wealth-creating sectors.*

Extract from legislature objective

Significance of the indicator: The debt ratio shows how sustainable current financial policy is and what financial burden will be passed on to future generations by what we undertake today. There is no uniform view of what constitutes a reasonable level of debt but there are tolerance limits at the political level. To this effect the debt brake was introduced in Switzerland in 2003. The aim of the debt brake is to stabilise nominal gross debt (gross debt in Swiss francs) and to limit expenditure growth to revenue growth.
The indicator shows the size of the Confederation's debt in relation to gross domestic product, that is in relation to the Swiss economy's performance.

Significance of the indicator

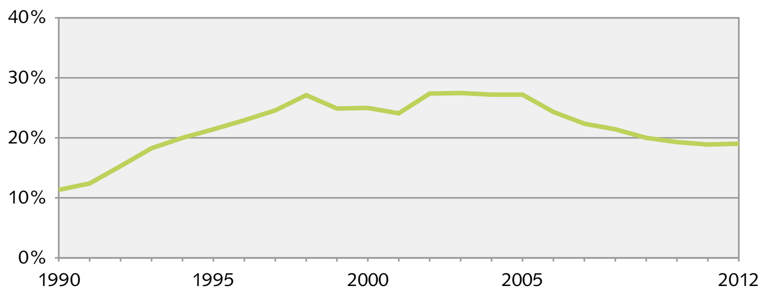
Quantifiable objective: *Based on the objective of the debt brake – over one economic cycle expenditure may not be greater than revenue – the Confederation's nominal gross debt should be stabilised at least at the level of 2010. The Confederation's gross debt ratio (gross debt in % of GDP) should therefore fall further compared to 2010 (19,3%*).*

* Objective modified on the basis of revised GDP figures.

Quantifiable objective

Evolution

Federal debt ratio
Gross debt of the Confederation in % of GDP



Source: Federal Finance Administration © Federal Statistical Office

Graph

Source: Financial reporting from FFA

Source reference, data in excel file

Commentary

The Confederation's gross debt ratio increased during the 1990s, had a peak in 2005 at 27,5% and experienced a decline afterwards. In 2012 the gross debt ratio amounted to 19%. In comparison to 2011 the gross debt ratio of 2012 increased by 0,1% since the rise in gross debts was larger than the rise in GDP.
The debt reduction in recent years can be attributed to the introduction of the debt brake in 2003. The debt ratio of the public budget (Confederation, cantons, communes, social insurances) has also fallen. In the majority of cantons, various binding regulations also ensure budget constraints similar to the debt brake and have contributed to the continuously falling debt rate since 2003 in the cantons and communes too.

Commentary: Development of the indicator

Additional information

Definitions/explanations

Detailed metadata

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An extract from the legislature objective is provided for each indicator in order to show the wider context in which the indicator should be taken into consideration. In order to obtain a separation of statistical information from political objectives, the text elements from the dispatch are written in *italics*. The text is taken directly from the dispatch on the legislature plan.

Under significance of the indicator, a description is given as to what the indicator means in terms of the strategic objective. Depending on the indicator it is recorded what the indicator cannot say and what its limits are. Lastly, reference is made to the definition of the indicator. For this section, use is made primarily of existing texts from the administrative units on the internet, in reports and studies as well as existing indicator texts from the FSO.

The quantifiable objective is inserted between the significance and the graph. The quantifiable objective is taken directly from the legislature plan, without changes.

The graph shows the development of the indicator over time, provided that this is available and its data are comparable. Usually only one dimension (a curve) is presented. The graph is produced by the FSO according to FSO standards. It should contain enough metadata to be self-explanatory. In addition to the source reference an excel file with data is available for download.

The commentary on the indicator describes as neutrally and factually as possible the development of the indicator in recent years as well as the current situation. Subsequently an attempt is made to explain the course of the indicator and (where necessary) contextual data are given to provide more in-depth information. If available the commentary is based on existing indicator texts on the FSO website.

The metadata can be accessed on another web page. Here the complete definition of the indicator, the definitions of the terms used, the survey, the survey cycle and if necessary the calculation of the indicator are listed. Where possible, existing definitions from the FSO glossary will be used.[24] These texts are used in their unaltered form.

4.3 Text writing rules

These rules establish how a text about an indicator should be structured and what type of statements it can contain. The writing rules are a key instrument to ensuring that the texts are written in a uniform manner and that their content respects the principles of official statistics.

The text must satisfy the following criteria (FSO 2010, detailed version in Chapter 6.4):

- Respect the principles of official statistics (relevance of information, independence, responsibility, scientific method, comparability, timeliness, data protection and accessibility).
- Adapt style to target audience, formulate in a clear and easy fashion. Avoid interpretation errors, remain neutral and factual.
- Avoid value-laden adjectives and value judgements (e.g.: the spectacular development of the indicator XY...).
- Formulate the text in a politically neutral tone.
- Simplify sentences (e.g. avoid subordinate clauses) and consolidate content.
- Avoid specific jargon where possible or explain it.
- Use the Federal Chancellery's directives on gender-sensitive formulation (see website: *German, French*).

[24] Database on the FSO website with various definitions, see www.bfs.admin.ch → Data Library → Definitions

4.4 Rules of production

Binding rules were established for the production of indicators, which define the responsibilities between all administrative units involved. The indicators cover highly diverse subject areas. The FSO project group relies on the specialist knowledge of the advisory group as well as that of the experts at the FSO. The rules specify which administrative unit is consulted at which point of time and with which right to have a say in the matter (T8). In this way, despite a complex consultation process, misunderstandings and interruptions can be minimised.

The FSO project group was in charge of determining the significance of the indicators and writing a commentary. The responsible administrative units in the advisory group, the Federal Chancellery as well as the responsible specialised sections of the FSO were consulted on these two elements and had the right to a decision in consensus. The units that were not in charge as well as the specialised sections in the FSO that were not data producers, were consulted in case of interest. With regard to indicators not collected by the FSO, the project group, the specialised sections of the administrative units responsible and the Federal Chancellery, made a consensual decision. The specialised sections of the FSO and the units that were not in charge could participate in the discussion if interested. The project group produced a graph and collected the metadata. As to the presentation of the graph, the specialised sections of the responsible administrative units and of the FSO took part in discussions; moreover the Federal Chancellery was consulted. The collection of metadata was a task of the FSO project group.

T8* Rules of production

Tasks	FSO project group	Advisory group	FSO data-producing sections	Federal Chancellery	External**
Write the meaning	Cd P	Cd* Pd	Cd* Pd	Cd	Pd
Write commentary	Cd P	Cd* Pd	Cd* Pd	Cd	Pd
Create graph	P	Pd* C	Pd* C	C	C
Collect metadata	P	I	I	I	I
Select dimension	Cd P	Cd* Pd	C	Cd	Pd
Select additional dimension	Cd P	Pd	I	Cd	I

* administrative units responsible, data producers
** units affected that are not members of the advisory group
P *Perform*
Cd *Consensual decision*, i.e. the parties concerned participate in discussions and negotiate until consensus is reached.
Pd *Participate in discussion*, i.e. affected parties are entitled to discussion, the consideration of interests and the justification of decisions. Vital interests must be taken into account as far as is reasonable and possible.
C *Consultation*, i.e. those concerned have the opportunity to air their opinions, but are not entitled to a justification of decisions.
I *Information*

4.5 Consultation

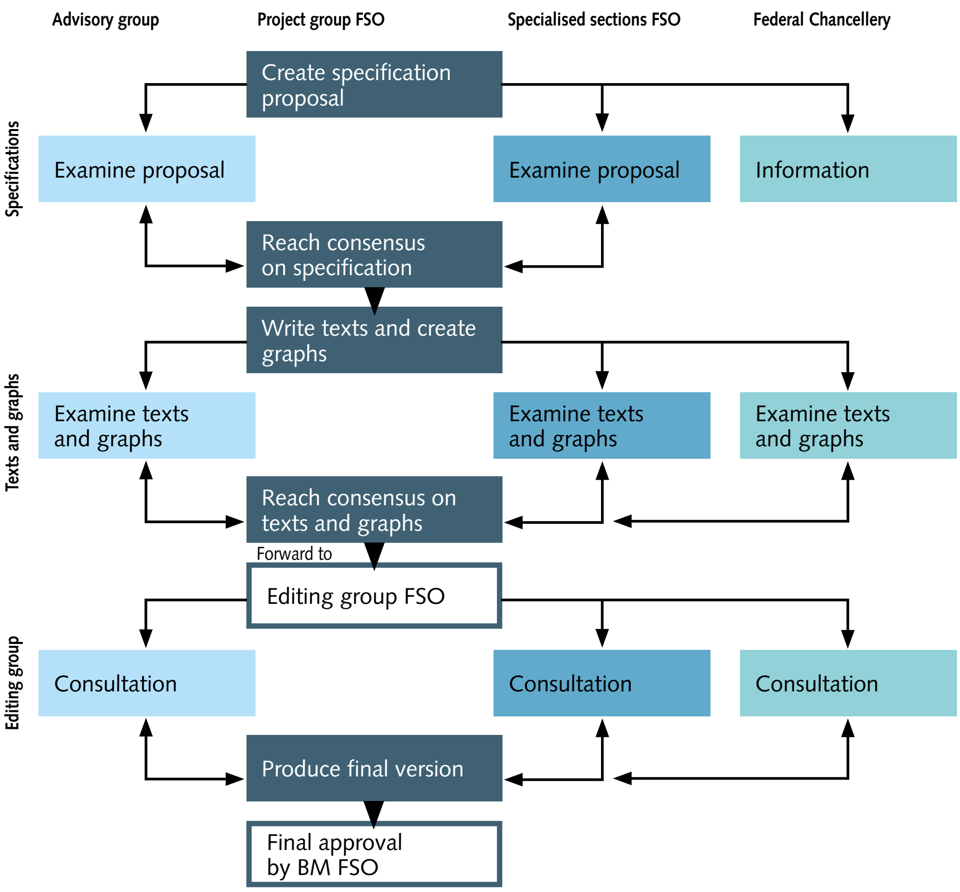
The consultation process was divided into three stages (G 11). In the first stage, the specification of the indicator was established in collaboration with the administrative units of the advisory group and the specialised sections of the FSO. This included the precise definition of the indicator, the source reference, the length of the time series, the dimension and the unit of measurement.

In a second stage, the FSO project group made a proposal for the text and the graph. This proposal was presented to the responsible administrative units in the advisory group, the data-producing sections of the FSO and the Federal Chancellery. The proposal shuttled back and forth between the units until a consensus could be established among all parties.

In the third stage, the proposal was presented to an FSO editing group. The editing group consisted of a representative from the various (production) divisions of the FSO, the Statistical Methods Service and the Communication and Dissemination Division. The editing group had to examine the texts and the graphs in accordance with the principles of official statistics. It ensured that the elements "significance", "graph", "commentary/analysis" and "additional information" were scientifically sound, neutrally and factually formulated and that they contained no political judgement. Furthermore they examined whether the texts were understandable and clear. The project group revised the texts and graphs according to the suggestions of the editing group. If necessary, the specialised sections, the advisory group and the Federal Chancellery were consulted again.

Since the indicators were published on the FSO website, the Board of Management of the FSO made a final decision on the publication of the texts and graphs.

Procedure of the consultation process **G 11**



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4.6 Outlook

Once the indicators on the legislature plan had been selected and published in the dispatch on 25 January 2012, Parliament decided, in its deliberations on the legislature plan in June 2012, to add a seventh guiding principle on gender equality. The motion "Indicators on equality in the legislature plan"[25] asked for complementing the 37 legislature indicators with indicators on equality (Legislature Plan Committee 2012). Regarding the formulation of the quantifiable objectives and the selection of indicators, the Federal Chancellery and the departments could once again draw upon the indicator system. Since one of the cross-cutting themes of the system concerns equality, a selection of indicators was already available (→ Chapter 6.3). The process of the selection and production were similar to those for the other legislature indicators (→ Chapter 3.2, Chapter 4). On 31 October 2012, the Federal Council decided to add the seven indicators on gender and language equality to the legislature programme of 2011–2015.[26]

The indicators must be updated annually with latest figures for the drafting of the annual report. Furthermore the whole indicator system must include the possibility for extension, so that new trends and challenges can be taken into account. The strengths and gaps of the system will be revealed by the use of the system by the Federal Chancellery, especially for the drafting of the situation analysis in the dispatch on the legislature plan and in the Federal Council's annual report. Regular adjustments will be necessary in order to use the tool designed in 2011 for the observation of the objectives of the legislature programme of 2015–2019 as well.

It was originally planned to complement the system's indicators with contextual data. Contextual data are statistical variables that describe the context of an indicator, thus contributing to increase the explanatory power of the indicator. Contextual data reduce ambiguities by establishing which data should be used to interpret the indicator. In its current form the system contains 147 indicators. This has alleviated the demand for contextual data. The whole system contains enough indicators in order to supply sufficient additional information for the situation analysis. This is illustrated by the fact that only seven additional indicators had to be taken into consideration for the situation analysis in the Dispatch on the 2011–2015 Legislature Plan. For the future development of the project it would be interesting to define a group of contextual data for each legislature indicator in advance, in order to deepen and systematise its analysis and interpretation. The contextual data may but do not have to come from the system.

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[25] Motion „Indikatoren zur Gleichstellung in der Legislaturplanung" submitted by the Legislature Plan Committee of the National Council.

[26] Wage gap by gender; proportion of female students in MINT subjects (mathematics, IT, science and engineering); old-age and survivors' insurance average pensions by gender; serious cases of domestic violence; employment, domestic and family workload; proportion of women in wage classes 24–29 and 30–38 (Federal Administration); proportion of language groups in the departments and the Federal Chancellery.

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6 Appendix

6.1 List of the tasks

1 Institutional and financial prerequisites

1.1 Institutional and financial prerequisites

2 Order and public security

2.1 General legal issues
2.2 Police services, criminal prosecution and sentence execution
2.3 Border controls
2.4 Courts

3 International relations – international cooperation

3.1 Political relations
3.2 Development assistance (Southern and Eastern countries)
3.3 Economic relations
3.4 Assistance for Eastern countries and EU enlargement

4 National defence

4.1 Military national defence
4.2 National security cooperation

5 Education and research

5.1 Vocational education
5.2 Tertiary-level institutions
5.3 Basic research
5.4 Applied research
5.5 Other education

6 Culture and leisure

6.1 Heritage preservation
6.2 Promotion of culture and media policy
6.3 Sporting services

7 Health

7.1 Health

8 Social welfare

8.1 Old-age and survivors' insurance
8.2 Disability insurance
8.3 Health insurance
8.4 Supplementary benefits
8.5 Military insurance
8.6 Unemployment insurance/job placement
8.7 Subsidised housing/promotion of housing construction
8.8 Migration
8.9 Social assistance and support

9 Transport

9.1 Road transport
9.2 Public transport
9.3 Aviation

10 Environmental protection and spatial planning

10.1 Environmental protection
10.2 Protection against natural hazards
10.3 Nature conservation
10.4 Spatial planning

11 Agriculture and food

11.1 Agriculture and food

12 Economy

12.1 Economic order
12.2 Location promotion, regional policy, national economic supply
12.3 Energy
12.4 Forestry

13 Finances and taxes

13.1 Shares in federal receipts
13.2 Fund-raising, asset and debt management
13.3 Fiscal equalisation

*Typology:

Type of capital

e	economic capital
h	human capital
s	social capital
n	natural capital

Type of indicator

S	stock
F	flow
E	efficiency
D	distribution

Blue	Indicators in the Dispatch on the 2011–2015 Legislature Plan
CT	Cross-sectional themes

6.2 Indicator list

Arranged by task group and tasks

		Typology*	Effect model	Internationally comparable
1	**Institutional and financial prerequisites**			
01.0.2	Fixed (wired) broadband subscriptions	eS	output	X
01.0.3	Online Service Index	eS	outcome	X
CT	Share of women in the National Council	sD	outcome	
1.1	**Institutional and financial prerequisites**			
01.1.1	Expenditure ratio (Confederation)	eF	output	
01.1.2	Tax ratio (Confederation)	eF	output	
01.1.3	Debt ratio (Confederation)	eS	output	X
01.1.4	General government expenditure ratio (Confederation, cantons, communes, social insurances)	eF	output	X
01.1.5	Tax-to-GDP ratio (Confederation, cantons, communes, social insurances)	eF	output	X
01.1.6	Debt ratio (Confederation, cantons, communes, social insurances)	eS	output	X
01.1.7	Environmental taxes	eE	output	X
2	**Order and public security**			
2.2	**Police services, criminal prosecution and sentence execution**			
02.2.1	Convictions for serious violent crimes according to the police crime statistics (PCS)	sS	outcome	
02.2.2	Convictions (against adults) according to the conviction statistics	sS	outcome	
02.2.3	Penal decisions (juveniles) according to the penal decisions statistics	sS	outcome	
2.3	**Border controls**			
02.3.1	Deployment days for Frontex operations	eS	output	
3	**International relations – international cooperation**			
3.1	**Political relations**			
03.1.2	Swiss citizens working in international organisations	sS	output	
03.1.3	Swiss participation in international organisations	sS	output	
03.1.4	Switzerland as guest and headquarters state	sS	output	
03.1.5	Bilateral agreements with the EU	sS	output	
03.1.7	Multilateral treaties	sS	output	
03.2.1	Official development assistance	sF	input	X
3.2	**Development assistance (Southern and Eastern countries)**			
03.2.1	Official development assistance	sF	input	X
03.2.2	Successfully invested funds in the sectors/themes (available from 2017)	sE	output	
03.2.3	Public opinion on the importance of the EZA (Development Cooperation) in solving global development problems	sS	outcome	
03.2.4	Funding by strategic priorities	sE	input	
03.2.5	Proportion of official development assistance spent on peace policy	sF	input	

		Typology*	Effect model	Internationally comparable
3.3	**Economic relations**			
03.3.1	Reduction of the tariff burden due to free trade agreements	eE	impact	
03.3.2	Relative price level of total GDP	eE	outcome	X
03.3.3	Average tariff burden for goods imported into Switzerland	eE	impact	
03.3.4	Trade barriers to services	eE	impact	X
03.3.5	Barriers to Swiss foreign investment	eE	impact	X
03.3.6	Success rate in international economic cooperation	eE	output	
3.4	**Assistance for Eastern countries and EU enlargement**			
03.4.1	Funding by strategic priorities	sE	input	
4	**National defence**			
4.1	**Military national defence**			
04.1.1	Trust in the army	sS	outcome	
5	**Education and research**			
05.0.1	Participation in continuing education	hS	outcome	X
05.0.2	Gross domestic expenditure on Research and Development (R&D) as % of GDP (GERD)	hF	input	X
05.0.3	Gross domestic expenditure on R&D by the private sector as % of GDP (BERD)	hF	input	X
05.0.4	Reading skills of 15-year olds (PISA)	hS	outcome	X
05.0.5	Summary innovation index	hF	outcome	X
05.0.6	Confederations expenditure on R&D	hF	input	
05.0.7	Number of students in MINT subjects	hE	outcome	X
05.0.8	Proportion of female teaching staff at institutions of higher education (Professors, PhD students, Post-doc, lecturers)	hD	outcome	
CT	Early school leavers by nationality (Swiss/foreigners)	hD	outcome	X
CT	Students' social background by parents' educational attainment	hD	outcome	
CT	Congruence of education and job requirement level by nationality	eD	outcome	
5.1	**Vocational education**			
05.1.1	Completed education in higher vocational education	hS	outcome	X
05.1.2	Early school leavers (18–24 year-olds without post-compulsory education)	hS	outcome	X
05.1.3	Graduation rate of basic vocational training	hS	outcome	
5.2	**Tertiary-level institutions**			
05.1.2	Early school leavers (18–24 year-olds without post-compulsory education)	hS	outcome	X
05.2.1	Unemployment rate of graduates from an institution of higher education	hE	outcome	X
05.2.2	Transfers between types of institutions of higher education (permeability of levels)	hF	outcome	
05.2.3	Graduation rate	hE	outcome	

		Typology*	Effect model	Internationally comparable
5.3	**Basic research**			
05.3.2	Projects approved by the European Research Council	hE	output	X
05.3.3	Number of R&D projects approved by the Swiss National Science Foundation (SNF)	hE	output	
05.3.4	Impact of Swiss scientific publications	hS	output	X
5.4	**Applied research**			
05.4.2	Funding contributions from the EU's Research Framework Programmes	hF	input	X
05.4.3	Number of R&D projects approved by the Commission for Technology and Innovation (CTI)	hE	output	
5.5	**Other education**			
05.5.1	Student mobility of graduates	hF	impact	
05.5.2	Swiss participation in EU education programmes	hF	impact	X
6	**Culture and leisure**			
6.1	**Heritage preservation**			
06.1.1	Public expenditure on culture	sF	input	X
06.1.2	Participation in cultural activities	sS	outcome	X
06.1.3	Own cultural activities	sS	outcome	X
6.2	**Promotion of culture and media policy**			
06.1.1	Public expenditure on culture	sF	input	X
06.1.2	Participation in cultural activities	sS	outcome	X
06.1.3	Own cultural activities	sS	outcome	X
6.3	**Sporting services**			
06.3.3	Sport and physical activity	hF	outcome	X
7	**Health**			
07.0.1	Self-perceived health by level of education	hD	outcome	
CT	Density of doctors	sD	outcome	
CT	Gross costs of compulsory health insurance by canton	eD	output	
CT	Self-perceived health by nationality (Swiss/foreigners)	hD	outcome	
7.1	**Health**			
06.3.3	Sport and physical activity	hF	outcome	X
07.1.1	Problematic alcohol consumption	hF	outcome	
07.1.3	Overweight	hF	outcome	X
07.1.4	Smoking rate	hF	outcome	
07.1.5	Life expectancy in good health	hS	outcome	X
07.1.6	Self-perceived health	hS	outcome	
07.1.7	Proportion of foreign doctors	hD	outcome	

		Typology*	Effect model	Internationally comparable
8	**Social welfare**			
08.0.1	Long-term unemployment	eD	outcome	
08.0.2	Social assistance rate	sD	outcome	
CT	Risk of poverty	sD	outcome	X
CT	Risk of poverty by nationality (Swiss/foreigners)	sD	outcome	X
CT	Unemployed persons based on ILO definition by nationality (Switzerland-EU/EFTA-other states)	eD	outcome	X
CT	Activity rate of persons with disabilities	sD	outcome	
CT	Early school leavers by nationality (Swiss/foreigners)	hD	outcome	X
CT	Household income	eF	outcome	
CT	Household expenditure on health insurance	eD	impact	
CT	Self-perceived health by nationality (Swiss/foreigners)	hD	outcome	
CT	Congruence of education and job requirement level by nationality	eD	outcome	
CT	Inequalities in income distribution	eD	outcome	X
CT	Working Poor	eD	outcome	
8.1	**Old-age and survivors' insurance (OASI)**			
08.1.1	Net operating result from OASI contributions	sF	output	
08.1.2	Performance of OASI as % of GDP	sF	output	
08.1.3	Performance of occupational pension plans as % of GDP	sF	output	
08.1.4	Financial result of OASI	sF	output	
8.2	**Disability insurance (DI)**			
08.2.1	Performance of DI as % of GDP	sF	output	
08.2.2	Share of working-age DI pension recipients in the population	sS	output	
8.3	**Health insurance**			
08.3.1	Health care expenditure per capita	sF	output	X
08.3.2	Health insurance premium index	sF	output	
08.3.3	Costs of health care system as percentage of GDP	sF	output	X
8.4	**Supplementary benefits**			
08.4.1	Rate of supplementary benefit recipients (OASI)	sF	output	
08.4.2	Rate of supplementary benefit recipients (DI)	sF	output	
8.6	**Unemployment insurance/job placement**			
08.6.1	Average unemployment duration	sE	outcome	
8.7	**Subsidised housing/promotion of housing construction**			
08.7.1	Rental index	sF	outcome	
08.7.2	Dwelling vacancy rate	eS	outcome	
08.7.3	Rent burden by income group	sD	outcome	

		Typology*	Effect model	Internationally comparable
8.8	**Migration**			
08.8.1	Naturalisation rate	sF	outcome	
08.8.2	Recognition rate of asylum applications	sE	output	
08.8.3	Activity rate by nationality (Switzerland-EU/EFTA-other states)	sE	outcome	
08.8.5	Number of actual departures from asylum proceedings	sF	output	
8.9	**Social assistance and support**			
08.9.1	Number of extra-family childcare places funded by the Confederation within the Impulse programme	sS	output	
9	**Transport**			
09.0.1	Modal split in passenger transport	eD	outcome	X
09.0.2	Modal split in freight transport	eD	outcome	X
9.1	**Road transport**			
09.1.1	Congestion on Swiss motorway network	eE	outcome	
09.1.2	Completion of Swiss motorway network (length of motorways)	eS	output	
09.1.3	Road accidents and casualties	hE	outcome	X
9.2	**Public transport**			
09.2.1	Modal split in transalpine goods traffic	eE	outcome	
09.2.2	Heavy goods vehicle trips on North-South axis	eF	output	
09.2.3	Fatalities and seriously injured persons in public transport	hE	outcome	X
09.2.4	Swiss railway network efficiency	eE	outcome	
9.3	**Aviation**			
09.3.1	Aviation safety	hE	outcome	X
09.3.2	International network	eS	output	
10	**Environmental protection and spatial planning**			
10.0.1	Ecological footprint	nD	outcome	X
10.0.2	Modal split in agglomeration traffic	eE	outcome	
10.1	**Environmental protection**			
10.1.2	Greenhouse gas emissions	nF	outcome	X
10.1.3	Nitrate in groundwater	nS	outcome	
10.1.5	Particulate matter immissions	nS	outcome	X
10.1.6	Persons affected by noise from traffic	hS	outcome	
10.1.8	Quantity of municipal waste	nF	outcome	X
10.2	**Protection against natural hazards**			
10.2.2	Damage caused by natural hazards	eF	outcome	
10.2.3	Protected forest area	nS	outcome	

		Typology*	Effect model	Internationally comparable
10.3	**Nature conservation**			
10.3.1	Structure of watercourses	nS	outcome	
10.3.4	Diversity of species in selected groups	nS	outcome	
10.4.4	Fragmentation of the landscape	nS	outcome	
10.4	**Spatial planning**			
10.4.1	Undeveloped building zones	nS	output	
10.4.2	Per-capita settlement area	nS	outcome	
10.4.3	Accessibility by public transport	sD	outcome	
10.4.4	Fragmentation of the landscape	nS	outcome	
11	**Agriculture and food**			
11.1	**Agriculture and food**			
11.1.1	Food production	eF	outcome	X
11.1.2	Nitrogen efficiency	nE	outcome	
11.1.3	Quality of life index	sS	outcome	
11.1.4	Labour productivity in agriculture	eE	outcome	
12	**Economy**			
12.0.1	GDP	eF	outcome	X
12.0.2	Unemployment rate	eS	outcome	X
12.0.3	Activity rate	eS	outcome	X
12.0.4	Activity rate of 55–64 year-olds	eS	outcome	
12.0.5	Labour productivity	eE	outcome	X
12.0.6	Material intensity	eF	outcome	X
12.0.7	Energy dependency	eS	outcome	X
CT	Part-time employment by gender	eD	outcome	
CT	Unemployed persons based on ILO definition by nationality (Switzerland-EU/EFTA-other states)	eD	outcome	X
CT	Youth unemployment rate (15–24 year-olds):	eD	outcome	
CT	Women's activity rate	eD	outcome	
CT	Women in managerial positions	eD	outcome	
CT	Wage gap between women and men and wage discrimination	eD	outcome	X
CT	Working Poor	eD	outcome	
12.1	**Economic order**			
12.1.1	Economic regulatory environment	eE	output	X
12.1.2	Product market regulation	eE	output	X

		Typology*	Effect model	Internationally comparable
12.2	**Location promotion, regional policy, national economic supply**			
13.3.2	Standard deviation of resource potential of cantons and communes	eD	outcome	
12.3	**Energy**			
12.3.1	Energy efficiency	eE	outcome	X
12.3.2	Per-capita final energy consumption	eF	outcome	X
12.3.3	Electricity production from hydropower plants	nF	outcome	X
12.3.4	Electricity production from new renewable energies	nF	outcome	
12.3.5	Share of nuclear energy in electricity production	eF	outcome	X
12.3.6	Consumption of non-renewable energy	eF	outcome	
12.4	**Forestry**			
12.4.1	Sustainable wood harvesting	nF	outcome	
12.4.2	Standing volume	nS	outcome	
13	Finances and taxes			
13.2	**Fund-raising, asset and debt management**			
13.2.1	Average costs for interest-bearing federal debt	eF	output	
13.2.2	Average life of debt (non published)	eF	output	
13.3	**Fiscal equalisation**			
13.3.1	Share of purpose-free transfers	eE	output	
13.3.2	Standard deviation of resource potential of cantons and communes	eD	outcome	
13.3.3	Standard deviation of tax burden of cantons and communes	eD	outcome	

6.3 Extract from the indicator system, arranged by cross-cutting themes

Equality

CT	Women in managerial positions
CT	Wage gap between women and men and wage discrimination
CT	Part-time employment by gender
CT	Share of women in the National Council
CT	Women's activity rate

Integration

8.8.1	Naturalisation rate
8.8.3	Activity rate by nationality
CT	Congruence of education and job requirement level
CT	Risk of poverty by nationality
CT	Self-perceived health by nationality
CT	Early school leavers by nationality
CT	Unemployed persons based on ILO definition by nationality

National and social cohesion

CT	Students' social background by parents' educational attainment
CT	Income distribution
CT	Youth unemployment rate (15–24 year-olds)
CT	Working poor
CT	Risk of poverty
CT	Household expenditure on health insurance

Regional disparities

10.4.3	Public transport accessibility
13.3.2	Standard deviation of resource potential of cantons and communes
13.3.3	Standard deviation of tax burden of cantons and communes
CT	Density of doctors
CT	Gross costs of compulsory health insurance by canton

6.4 Rules on the writing of texts

Indicator title

Refers to **content**, not procedure	*Avoid terms such as "development of", "increase in"*
No unnecessary additions (→ possible in subtitle)	*"…in Switzerland"*

Significance

Legislature objective	*Italics: Extract from legislature objective*
What does the indicator state?	*Classification, texts from existing indicators, strategies, internet presence, expert knowledge from advisory group and data producers etc.*
Definition of the indicator	*As understandable as possible, explain technical terms, details in "additional information"*
Quantifiable objective	*Italics*

Graph

In principle there is **one** curve per graph.

For indicators with a time series, the whole time series is reproduced.

Source references

Basic format: "Office abbreviation – Name of statistic/Name of survey"

For FSO sources: Give the official name from the statistic's fact sheet

For external sources when no official name given to statistic, choose best description

Commentary (Development of the indicator)

1 What?	Development: Curve trajectory, mention possible exeedances of legal regulations/thresholds.	*In the observed period ...fell continuously.* *The xy emissions are…* *Having risen until the mid-90s, it stabilised.*
2 Why?	Interpretation: Causes, reasons, influences	*A possible cause could be…* *An explanation for…* *…is influenced by…*
3 Contextual data	Include further indicators or dimensions of the indicator to aid interpretation. Limits of the indicator.	*The indicator cannot say anything about xy.* *The xy indicator can provide further explanation.*

Additional information

Definitions/ explanations	Definitions, survey frequency, survey cycle, latest update etc.	
1 Terms	Explain terms that are unclear and not known to the general public: take from FSO glossary or compose oneself	*Working Poor* *Working poor describes persons who…*
2 Where do data come from?	1–2 sentences and link to survey Survey cycle, latest update	*The data come from the Swiss Health Survey (SHS) which is published by the FSO every five years.*
3 What does the indicator show?	Possibly show calculation of indicator, if not obvious (own calculations, indices)	*This indicator shows…*

6.5 Composition of advisory group

Composition on: 18 November 2011

Administrative unit	Member of advisory group	Deputy	Former member
Federal Department of Foreign Affairs (FDFA)			
General Secretariat (GS-FDFA)	Martine Thiévent Schlup	Peter Urs Aeberhard	
Swiss Agency for Development and Cooperation (SDC)	Martin Sommer	Mathias Rickli	Gerhard Siegfried
Federal Department of Home Affairs (FDHA)			
Federal Social Insurance Office (FSIO)	Werner Gredig	François Donini	
Federal Office of Public Health (FOPH)	Herbert Brunold	Petra Zeyen	
Federal Office of Culture (FOC)	Jean-Frédéric Jauslin	Yves Fischer	
State Secretariat for Education and Research (SER)	Patrick Vock		Corina Wirth
Federal Department of Justice and Police (FDJP)			
General Secretariat (GS-FDJP)	Claudia Heierli	Hans Moor	
Federal Office of Police (fedpol)	Eva Wildi-Cortés		Karin Moser
Federal Office of Justice (FOJ)	Daniel Gruber	Anne Cherbuin	
Federal Office for Migration (FOM)	Mathias Stettler	Markus Ruof	
Federal Department of Defence, Civil Protection and Sport (DDPS)			
General Secretariat (GS-DDPS)	Jean Hutmacher	Yves Bichsel	
Federal Office of Sport (FOSPO)	Jörg Annaheim	Stefan Schwizgebel	Hanspeter Wägli
Federal Department of Finance (FDF)			
General Secretariat (GS-FDFA)	Silvio Hänni	Rolf Götschmann	Gian Stäubli, André Metz
Federal Finance Administration (FFA)	Jean-Pierre Witschard	Roland Riesen	
Federal Tax Administration (FTA)	Mario Morger		
Federal Department of Economic Affairs (FDEA)			
Federal Office for Professional Education and Technology (OPET)	Müfit Sabo	Ariane Baechler	
Federal Office for Agriculture (FOAG)	Vinzenz Jung	Brigitte Decrausaz	
State Secretariat for Economic Affairs (SECO)	Marc Surchat		
Federal Housing Office (FHO)	Felix König	Christoph Enzler	
Federal Department of the Environment, Transport, Energy and Communications (DETEC)			
Federal Office for Spatial Development (ARE)	Kurt Infanger	Marco Kellenberger	
Federal Office of Civil Aviation (FOCA)	Daniel Schär	Andreas Stocker	Romain Jeannottat
Swiss Federal Office of Energy (SFOE)	Sophie Perrin	Hans-Peter Binder	Véronique Merckx, Flavia Wasserfallen
Federal Office for the Environment (FOEN)	Susanne Schorta	Hannah Scheuthle	
Federal Roads Office (FEDRO)	Willy Burgunder	Rolf Marti	
Federal Office of Transport (FOT)	Eric Fragnière	Markus Liechti	

Glossary

Dispatch on the legislature plan
In the dispatch on the legislature plan the Federal Council informs Parliament about the objectives and measures that it has established as a political framework for the upcoming legislative period.

Federal Administration
The Federal Administration is composed of seven departments, the Federal Chancellery and roughly 90 offices. Each department has a member of the Federal Council as its head.

Federal Assembly
The Federal Assembly, Switzerland's parliament, is made up of two chambers, namely the National Council and the Council of States, each of which has the same powers. The two chambers sit simultaneously but separately. The National Council and the Council of States sit in joint session as the United Federal Assembly in order to hold certain elections and to address extraordinary issues.

The National Council is composed of 200 representatives of the Swiss people, elected every four years. Each canton forms an electoral district. The seats are divided between the districts in proportion to their population, but each has at least one seat. Elections are held with a simple majority poll in cantons which have only one seat (UR, OW, NW, GL, AI and, since 2003, AR) and by proportional representation in the 20 cantons which have two or more seats.

The Council of States has 46 members who represent the cantons. Irrespective of its population, each canton sends two representatives to the Council, with the exception of the six former half-cantons (OW, NW, BS, BL, AI und AR), which only have one deputy each. The Council of states members represent their cantons but are not bound by any instructions from them, whether from the cantonal governments or parliaments.

Federal Chancellery
Staff office of the Federal Council, which is headed by the Federal Chancellor and acts as a hub between the government, the Federal Administration, the Federal Assembly and the public. The Federal Chancellery is responsible for planning, coordinating and advising on a variety of matters, organising decision-making procedures and, acting on behalf of the Federal Council, exercising a supervisory function.

Federal Council
The Swiss government comprises the seven members of the Federal Council, who are elected individually by the United Federal Assembly for a four-year term of office. The president of the Swiss Confederation is elected for one year only and is regarded when in office as prima inter pares, or first among equals. He chairs the sessions of the Federal Council and undertakes special ceremonial duties.

Federal Council's annual report
In the annual report the Federal Council answers to Parliament, provides information on the focus of its activities and on the achievement of its annual objectives.

Forward Planning Staff of the Federal Administration

Under the leadership of the Federal Chancellery, the Forward Planning Staff brings together one to two representatives from the seven departments. The Forward Planning Staff's task is to take a constructive, critical look at government policy from the perspective of future challenges.
Every four years, the Federal Administration's Forward Planning Staff is commissioned by the Federal Council to compile a basic document for legislature planning that provides an overview of the main issues facing Federal politics in the future.

General Secretariats
The General Secretariats are the staff offices of the departments. They perform planning, coordination and supervisory tasks and guarantee internal and external communication.

Legislature Plan Committee
The Legislature Plan Committees are special parliamentary committees that examine the draft of the Federal Council on the legislature plan for their Councils.

Legislature plan
The legislature plan provides information on the government's political agenda. It contains the main objectives and measures that the Federal Council has established as a political orientation framework for the new legislature period.

MONET
MONET is an indicator system to monitor sustainable development. It measures and comments the situation and development in Switzerland with regard to the social, economic and ecological aspects of sustainable development. See www.monet.admin.ch

Motion
A motion is a parliamentary procedural request. It obliges the Federal Council to submit a specific draft bill or decree or to take appropriate measures. A motion requires the approval of both chambers.

Office consultation procedure
In the office consultation procedure, a draft ordinance is submitted by the office responsible to the interested administrative bodies for their opinion thereof.

Task catalogue
The task catalogue lists all task areas of the Confederation.

Conference of Secretaries General
The Conference of Secretaries General (CSG) is the supreme coordinating body of the Federal Administration. It participates in planning, preparation and implementation of Federal Council Affairs as well as in the resolution of differences. Head of the CSG is the Federal Chancellor. In addition to the seven General Secretaries, both Vice-Chancellors are present.

FSO Publications

The Federal Statistical Office (FSO) is the central and official purveyor of statistical information to the Swiss Government. It is officially mandated to supply this information to a wide range of users.
This statistical data is organised and disseminated on the basis of a subject matter classification (see inside coverpage).

Distribution medium	*Contact*
Individual information	+41 (0)32 713 60 11 info@bfs.admin.ch
The FSO on the internet	www.statistics.admin.ch
Press releases: fast access to the latest results	www.news-stat.admin.ch
Purchase of printed and electronic publications	+41 (0)32 713 60 60 order@bfs.admin.ch
Online data search	www.stattab.bfs.admin.ch

For information regarding the various means of distribution on the internet, visit:
http://www.statistics.admin.ch→Services→Swiss statistical publications

The legislature indicators are published online on the website of the Federal Statistical Office.

German: www.legislaturindikatoren.admin.ch
French: www.indicateurs-legislature.admin.ch
Italian: www.indicatori-legislatura.admin.ch

The aim of the revision of the indicator system for the Federal Council and Parliament was to develop a monitoring system for the legislature programme that enables the statistical observation of the Federal Council's objectives. In addition, the system must provide the necessary statistical information for the drafting of the situation analysis in the Federal Council's dispatch on the legislature plan and in the Federal Council's annual reports.

The principles guiding the revision included stability – the system must be usable for several legislature periods –, transparency, the active participation of the departments and federal offices as well as the observation of the principles of official statistics.

This report depicts the concept, methods and processes which led to the construction of the indicator system. Furthermore, the procedure used for the selection of indicators is documented, the rules for the individual steps of the project are described and the deliberations concerning the publication are presented.

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