WiBe-TEAM Presentation

Economic Efficiency Assessment for ICT and eGovernment projects in public administration



The German WiBe framework -

standard for German Federal Administration

Bratislava, December 13th, 2012, 09:00



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Wirtschaftlichkeitsberechnungen | WiBe® Economic Efficiency Assessment www.wibe.de | www.wibe.eu

▼OCUS | KONFERENCIE & SEMINÁRE

What does "WiBe" have to do with ...





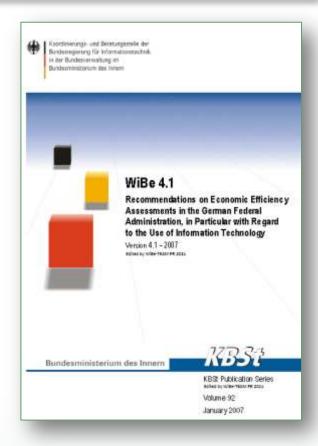
WiBe Framework ▶

'Economic Efficiency Assessment' (transl.)

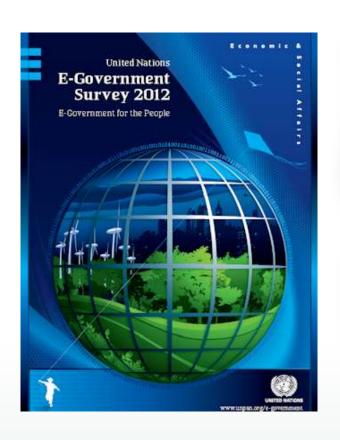
- comprehensive, well proven concept
- to rationally discuss and decide upon
- all kinds of (ICT) projects like
- "Open Source To Do Or Not To Do"
- and: WiBe is open source ...

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- ICT projects in public administration topics like
 - eGovernment
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 - implementation, similar European concepts
- WiBe framework summary







World e-government rankings

Progress in online service delivery continues in most countries around the world. The United Nations E-Government Survey 2012 finds that many have put in place e-government initiatives

A key driver for this approach is the need to achieve efficiency in government at the same time that services are being expanded (p.10)



eGovernment projects What are the essential benefits?

... economic efficiency promised!

it does <u>not</u> simply come by itself ...



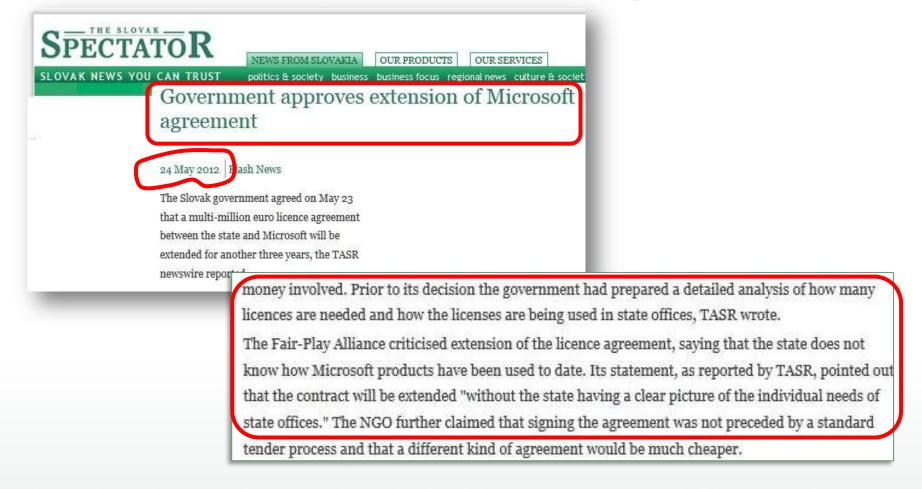


- funding of eGovernment is sometimes not a key question – if projects are labelled "strategic" and are funded elsewhere ...
- but: eGovernment is more than a strategic issue
- eGovernment projects need evaluation and an acurate assessment of cost and benefits

a comprehensive efficiency assessment is needed



ICT and eGovernment projects – FOCUS on Open Source Migration ...





ICT and eGovernment projects – FOCUS on Open Source Migration ...

▶ some German experiences ... Berlin Mannheim **Ministry of Foreign Affairs:** 2002 started with Linux City of Mannheim (325.000 inhabitants): 2010 re-migrates to Windows 2004 Linux rejected ▶ appr. 14,5 million Euros loss after conducting an economic efficiency assessment München Munich (30.000 employees): 2003 started with Linux 2005 intended launching date 2013 estimated end of project ▶ more than 12 million Euros extra costs published, more than 50% budget overruns Schwäbisch Hall expected until the end of 2013 City of Schwäbisch Hall (38.000 inhabitants): 2002 started with Linux 2010 city-wide use of Linux ▶ migration needs more time than originally expected ...



Open Source Migration – FOCUS on Stadt München 11/2012

23 November 2012, 11:13

« previous | next »

Linux brings over €10 million savings for Munich

Over €10 million (approximately £8 million or \$12.8 million) has been saved by the city of Munich, thanks to its development and use of the city's own Linux platform. The calculation of savings follows a question by the city council's independent Free Voters (Freie Wähler) group, which led to Munich's municipal LiMux project presenting a comparative budget calculation at the meeting of the city council's IT committee on Wednesday. The calculation compares the current overall cost of the LiMux migration with that of two technologically equivalent Windows scenarios: Windows with Microsoft Office and Windows with OpenOffice. Reportedly, savings amount to over €10 million.

http://www.h-online.com/open/news/item/Linux-brings-over-EUR10-million-savings-for-Munich-1755802.html





Open Source Migration – FOCUS on Stadt München 11/2012

Kostenvergleich ist aus der nachstehenden Tabelle ersichtlich: Betriebssystem-abhängige Kosten Windows mit MS Nr. Kategorien Office LiMux SW-Lizenzen Stück MS-Office 15.000 Office-Update 2011/2012 15,000 0€ Summe Office 4.200,000 € 0 € 0 € Betriebssystem 11,000 0 € Betriebssystem-Update 2011/2012 7.500 0€ Summe Betriebssystem 2.646.240 € 6.846.240 € 0€ Summe Lizenzen 0€ Hardware 4.693.333 € 1 000 Wartungsverträge nicht abgeschiessen. 0€ 0 € Anwendungsmigration (ohne KOI) -4.020 € 11.594.200 € 273,132 € Summe Betriebssystem-unabhängige Kosten Windows LiMux Kategorien 9 Schulungskosten 1.691.690 € 1.691.690 € 10 Ext. Migrationsunterstützung 4.406.964 € 4.406.964 € Vereinheitlichung Formularwesen 4.023.067 € 4.023.067 € 12 Umstellung Excel zu KOI 500.884 € 500.884 € Optimierung Prozesse (z.B. Anforderung und Test) 2.077.638 € 2.077.638 € Projektdurchführung (PL-Kosten, Investitionskosten) 119.624 € 119.624 € 15 Projektdurchführung (befristete Stellen it@M) 2.867.879 € 2.867.879 € Schulungsorganisation (befristete Stellen P 6.2) 749.760 € 749.760 € 16.437.506 € 16.437.506 € 6,112.174 € 6.112.174 € 17 Personal (unbefristete Stellen it@M) 34.143.880 € 22.822.812 € Gesamtsumme

some remarks from a WiBe point of view

- cost comparison (Kostenvergleich):
 not an appropriate method
 (standard: NPV Net Present Value),
- MS licensing prices: questionable
- hardware expenditures (4,7 Mio): included only in MS scenario, but no convincing justification,
- internal personnel costs
 (IT department and user):
 not included or assumed equal
- "operating system-independent costs": are they really independent?

RIS-Muenchen2819522.PDF



Open Source Migration - What are the essential benefits?

... economic efficiency promised!

it does <u>not</u> simply come by itself ...





ICT and eGovernment projects – FOCUS on Open Source Migration ...

pros and cons of migration to Open Source

- economic efficiency for example (!) depends on
 - <u>desktop</u>: number and complexity of user specific applications,
 of macros and templates (word processing and spread sheets),
 - <u>server</u>: necessary **databases**, scope of highly available database / application / web servers, (non) use of **AD** Active Directory servers and MS exchange servers, **virtualization** concepts ...
- ➤ CONCLUSION: 'replacing migration' to Open Source should always be assessed on a case-by-case basis



ICT and eGovernment projects – FOCUS on Open Source Migration ...

- Open Source Migration is not a quick and easy remedy how to reduce costs and just be happy
- Open Source projects need evaluation and assessment of cost and benefits, especially when it comes to 'hidden, indirect costs' ...

a comprehensive efficiency assessment is needed



ICT and eGovernment projects – FOCUS on Cloud Computing ...

Public Cloud (External)



Hybrid Cloud (Mixed)



Private Cloud (Internal)



Reduced financial commitments: Investments (hardware, software, administration, replacement investments later on) are less or may even become unnecessary

Increased server capacity utilization,

higher ecalability memanusing peak demands

Lower expenditures for servicing and maintenance personnel

potentially botter consider through highly professional provider

'Pay-pay-ose', **fixed costs turn variable**, more flexibility

Savings In sale v measures ('disaster religion

No personnel costs for updates

Start-up costs are lower

estimated main benefits economic benefits



Cloud Computing What are the essential benefits?

... economic efficiency promised!

it does <u>not</u> simply come by itself ...





ICT and eGovernment projects – FOCUS on Cloud Computing ...

- Cloud Computing projects need evaluation and assessment of cost and benefits, especially when it comes to 'hidden costs of switching' ...
- But: Cloud Computing is more than an mere economic issue – besides costs and benefits lie questions like data security, safety and trust ...

a comprehensive efficiency assessment is needed



ICT and eGovernment projects – Answer questions like:



ICT project

Is it economically advantageous for us?



Our Solution

Is it the most advantageous?



Our Qualitative Standards

Are they met?

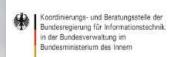


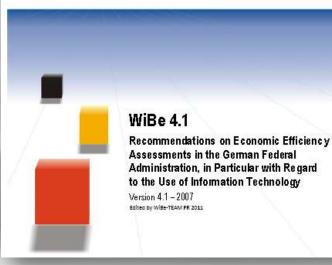
Our Decision

Will it be based mainly on our data?

German

WiBe 4.1 Framework
Economic Efficiency
Assessments with regard to the use of Information Technology







ICT and eGovernment projects -

WiBe Purpose





Assess the efficiency of particular ICT projects in a comprehensive way.



Consider both monetary and qualitative impacts during development and operation.



Base your assessment on data from your own organization.



Document all data easily in an understandable, traceable and transparent format.



Apply a standardized, generally accepted framework.



ICT and eGovernment projects – WiBe: Background and history

Wi rtschaftlichkeits-Be trachtung

eGovMoNet Study 2010, funded by the European Commission:

"WiBe is one of the first frameworks for assessment of economic efficiency of federal administration and eGovernment"

- focusing on IT/ICT projects
- 1st version 1992, revised 1997, 2001, 2004, 2007 approved by German Federal Court of Audit (BRH)
- today WiBe 4.1 = in fact legal standard in public administration for assessing investments with substantial financial meaning



WiBe Assumptions, Concept, Procedure

Integrating monetary and non-monetary impacts

Costs and benefits which can be assessed in monetary terms

Concerning the **New ICT Measure**:

- Development costs
- Operating costs

Concerning the **Existing Solution**:

- Development benefits (rather rare)
- Operating benefits (savings from replacing the existing solution)

Usually over a 5-year period ...

Monetary figures are separated into

- Budget-relevant portion
- Non-budget relevant portion

Net present value method (considering different points in time of payments and disbursements, result is given in Euro)

Additional qualitative facts and impacts

Urgency

To replace an existing solution

Qualitative/strategic importance of the intended ICT measure

External Effects

on customers (citizens, companies, other administrative organizations)

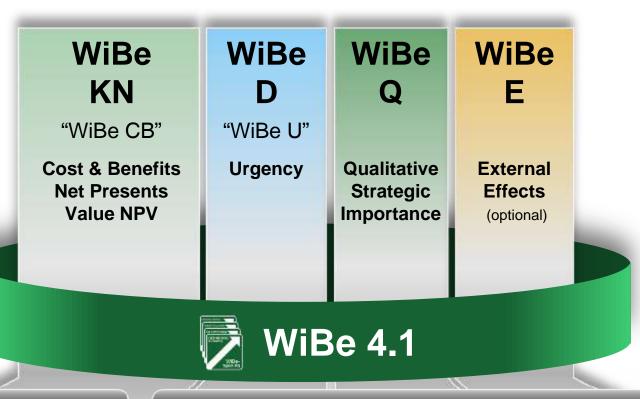
Impact is assessed by

- Catalogue of qualitative criteria (predefined, weighted, obligatory)
- Each criterion may score from 0 to 10
- ► Benefit analysis/decision matrix (transforming qualitative impacts into indexes, indexes are between 0 and 100)



WiBe Assumptions, Concept, Procedure

WiBe framework considers 4 impact dimensions...



Economic Efficiency (Monetary sense)

Extended Economic Efficiency (Non-monetary sense)



WiBe Assumptions, Concept, Procedure

Step 1 Step 2 Step 3

Select relevant monetary & qualitative criteria

Collect data on monetary criteria, estimate potential risks

Assess qualitative (non monetary) criteria (urgency, qualitative strategic importance, external effects)

Economic Efficiency (monetary sense)

(non monetary)

Initialization

- Kick off on premise
- Current situation, basic data, planning and continuing variants
 → necessary data collection, next steps and dates

Data collection

- On premise
- Calculate quantities, determine prices, collect monetary calculations
- · Assess qualitative criteria

Data evaluation

- Aggregate data, calculate efficiency indicators
- Check data for plausibility
- Finalize WiBe study



WiBe Criteria for Measuring Impact

- All relevant criteria are summarized in predefined catalogues
- Different types of projects use different catalogues
- WiBe framework itself remains unchanged:

Catalogue:
ICT migration
projects
WiBe 4.1

General
Catalogue:
ICT projects
WiBe 4.1



WiBe 4.1 frame-work

Catalogue:
General
Procurement

Catalogue: Cloud Computing



Monetary criteria

- 1. Development costs for new OSS and optional benefits from existing system
 - 1.1 Development costs of the new IT measure
 - 1.1.1 Planning and development costs
 - 1.1.1.1 Personnel costs (own personnel)
 - 1.1.1.2 Costs of external advisors
 - 1.1.1.3 Costs of the development environment
 - 1.1.1.4 Other costs of physical resources / auxiliary resources
 - 1.1.1.5 Travel costs (own personnel)
 - 1.1.2 System costs
 - 1.1.2.1 Hardware costs
 - 1.1.2.1.1 Host server, network operation
 - 1.1.2.1.2 Workstation computers



Monetary criteria (cont.)

1.1.2.2 Software costs

- 1.1.2.2.1 Costs of the development and/or acquisition of software
- 1.1.2.2.2 Costs of the modification of software and/or interfaces
- 1.1.2.2.3 Costs of the evaluation, certification and quality assurance of software

1.1.3 Costs of system implementation

- 1.1.3.1 System and integration testing
- 1.1.3.2 Costs of system installation
- 1.1.3.3 Import of existing data
- 1.1.3.4 Initial training for users and IT specialists
- 1.1.3.5 Familiarization costs of users and IT specialists
- 1.1.3.6 Other costs of adaptation/change

1.2 Development benefits due to replacement of the old process

- 1.2.1 (avoidance of maintenance/upgrading costs of the old system)
- 1.2.2 Once-off revenue (from the disposal of the old system)



Monetary criteria (cont.)

- 2. Operating costs and operating benefits
 - Costs New ICT measure (OSS migration)
 - Benefits Discontinuation of old measure
- 2.1 Operating costs / savings of operating costs
 - 2.1.1 (Pro-rata) host, server and network costs
 - 2.1.2 (Pro-rata) costs of workstation computers
 - 2.1.3 Energy and space costs
- 2.2 Operating personnel costs / savings of **personnel costs**
 - 2.2.1 Personnel costs related to system use
 - 2.2.2 System management and administration
 - 2.2.3 Ongoing training / qualification
- 2.3 Operating costs / savings for maintenance / system service
 - 2.3.1 Hardware maintenance/service
 - 2.3.2 Software maintenance/update
 - 2.3.3 Replacement/supplementing costs
- 2.4 Other operating costs and savings ...



Urgency criteria

3.1 Urgency to replace the old system

- Support continuity for the old system
- Stability of the old system (bugs, downtime, service problems)
- Flexibility of the old system (limits of upgrading, interoperability, interface problems, ergonomics)

3.2 Compliance with administrative regulations and laws

- Compliance with laws (► knock-out criterion)
- Fulfillment of data protection/security requirements
- Correct procedures and work processes
- Compliance with other requirements and recommendations (e.g., German Federal Court of Audit - BRH)



Strategic criteria

4.1 Priority of the ICT measure

- Relevance within the ICT framework concept
- Integration into the ICT landscape of the federal administration in general
- Pilot project nature use of existing technologies
- Platform-/manufacturer independence

4.2 Increase in quality of dedicated tasks

 Improved job performance – acceleration of work procedures and processes – standardization of administrative work – image improvement

4.3 Control of information of the administrative/political level

- Provision of information for decision-makers and controllers
- Support for decision-making/leadership tasks

4.4 Staff-related effects

- Attractiveness of working conditions
- Ensuring/expanding qualifications



Additional guidelines



Migrationsleitfaden

Leitfaden für die Migration von Software

Version 4.0



März 2012

Príručka pre migráciu softvér (?)

4th edition March 2012, 200 pages ...

- Definitions, migration objectives, migration planning, migration steps
- Strategic, legal, organizational and qualitative aspects
- Change management and security issues
- Migration fields in detail (infrastructure, desktop)



Additional guidelines



Wirtschaftliche Aspekte von Software-Migrationen

Begleitdokument zum Migrationsleitfaden 4.0

Version 4.0



Ekonomické aspekty migrácie softvér

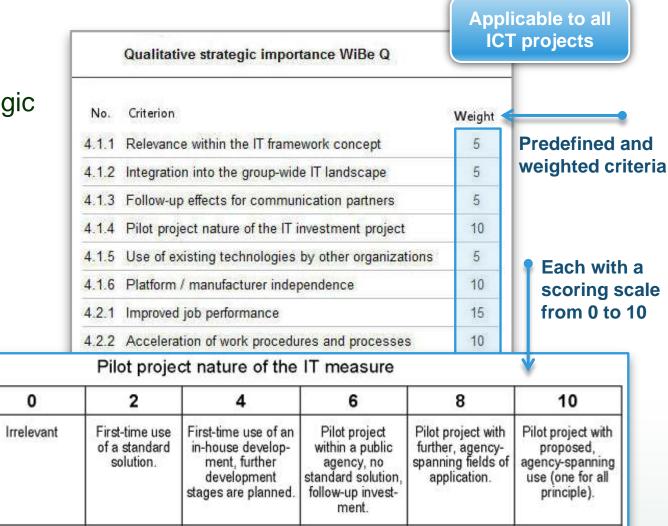
4th edition March 2012, 40 pages ...

- Methodical principles
- Premises and assumptions
- Questionnaire "as is" and "to be"
- Economic efficiency assessment with the WiBe framework (process, monetary and qualitative criteria)



WiBe Qualitative Criteria - How to Assess

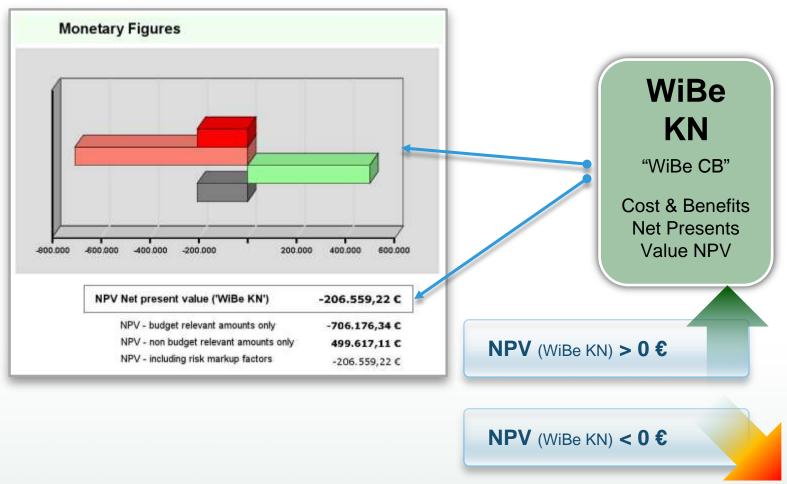
- Urgency
- Qualitative/strategic importance





WiBe Overall Results and Decision Rules

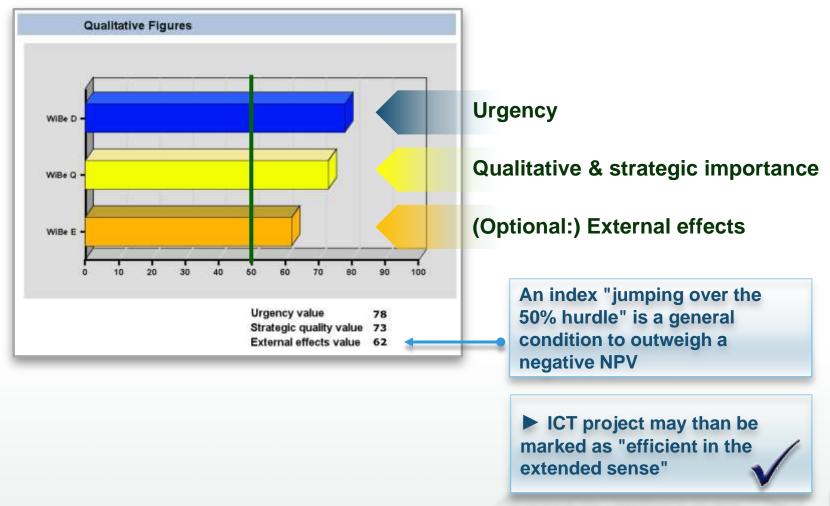
Economic Efficiency (monetary sense)





WiBe Overall Results and Decision Rules

Extended Economic Efficiency





WiBe Framework Some General Properties

- Supports strategic decisions on project <u>proposals</u>
- Also covers <u>implemented</u> services ("ex post")
- Aims at better services, improving efficiency
- Is independent of size of (e-Government) applications
- Cost of using > depends on project complexity,
 best practice > 1 to 5 % of project expenditures
- Results of the method are easily understood
- Acceptance of the method is generally very high



WiBe example 1 – Server Migration

German company, more than 40,000 IT users Strategic question 2010/2011:

"Infrastructure: relicensing or migration to Open Source?"

Continuing Variant:

Microsoft Windows Server 2003 ► Windows Server 2008 R2

Planning Variant: Replacing Migration

Microsoft Windows Server 2003 ► Linux RH Red Hat



WiBe example 1 – Server Migration



Enterprise Case Study SERVER MIGRATION:
Microsoft Windows Server 2008 R2
vs. Red Hat Linux Enterprise
Economic Efficiency assessed
with the WiBe® Framework

Server Migration: Economic Efficiency Assessment

Red Hat® Enterprise Linux (RHEL AP) vs. Microsoft® Windows Server 2008 R2

Enterprise Case Study

- 1. The Company
- 2. The Current Situation
- 3. The Results Overview
- 4. Monetary Costs and Benefits
- 5. Strategic Importance

Attachment 1: **Details** of the Economic Efficiency Calculation

Attachment 2: Chosen

Products and Solutions

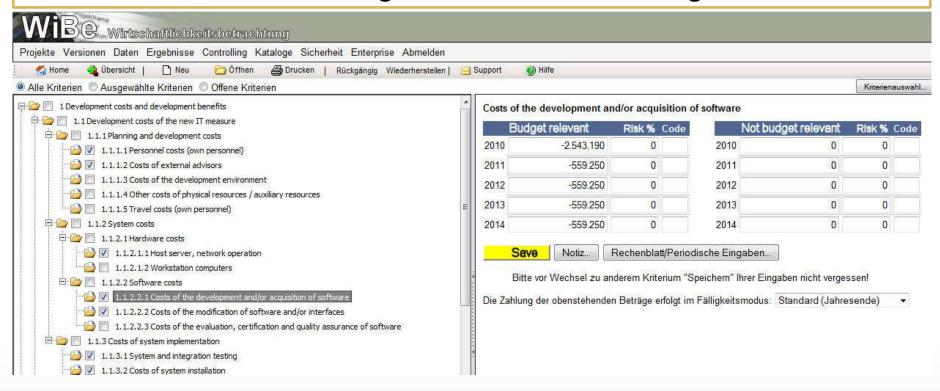
Attachment 3: The WiBe Framework

For many companies with a heterogeneous infrastructure, the decision to initiate migration for their data centre is an important theme. This study introduces a concept implemented worldwide to reliably assess up front the economic efficiency of future-planned IT investments.

The company providing the basis for this case study is internationally active and has recently been faced with the decision of whether or not to replace their existing, but soon expiring, Microsoft^{®1} Windows Server 2003. Alternatives to the existing system are available in a migration to the Red Hat^{®1} Linux Enterprise Server or in a continuity solution provided through migration to the Microsoft Windows Server 2008 R2.



Details: Catalogue of criteria, entering data





Details: monetary calculations documented

1.1.2.2.1 Costs of the development and/or acquisition of software

Note: The licensing for Microsoft has been based on the current **Select L conditions** from May 2010; the information regarding Red Hat Linux has been taken from the current **Red Hat Subscription Options**, standard and premium.

11221		2010	2011	2012	2013	2014
fin	1	399800	399800	399800	399800	399800
fin	2	159450	159450	159450	159450	159450
fi	3	1891416				
	4	92524				

covers system

development and
operation, usually
over a time span of 5
years or more

s are required for 200 Databases / Applications / Web Servers; the product RHEL AP, Red Hat prise, Linux Advanced Platform has been selected:

- 100 'standard subscription' licences at \$1,499.00 each
- 100 'premium subscription' licences at \$ 2.499.00 each

total, these costs amount to \$ 399,800.00 in the years 20

case specific data

stems Management under the Red Hat System requires:

- 4 RHN Satellite Servers at \$ 13,500.00 each = 54,000.00
- 4 RH GFS Global File Systems (with RH Cluster Suite) \$ 2,200.00 each = 8,800.00
- 100 RHN Red Hat Management Modules at \$ 96.00 each = 9,600.00
- 100 RHN Red Hat Provisioning Modules at \$ 96.00 each = 9,600.00
- 10 RH Proxy Servers at \$ 2,500.00 = 25,000.00
- 25 RHEL "standard subscriptions" at \$ 799.00 = 19,975.00
- 25 RHEL "premium subscriptions" at \$ 1.299.00 = 32,475.00

In total, these costs amount to \$159,450.00 per year for the period from 2010 to 2014.

3 A migration of the Windows Server 2003 to the Microsoft Windows Server Standard 2008 R2 is technically and financially mandatory to assure the further utilisation of the remaining Windows server. This affects a total of 1,100 servers (300 Terminal Servers, 250 Microsoft Active Directory Servers, 300 File & Print Servers, 200 Exchange Servers as well as 50 Systems Management Servers). Of these the

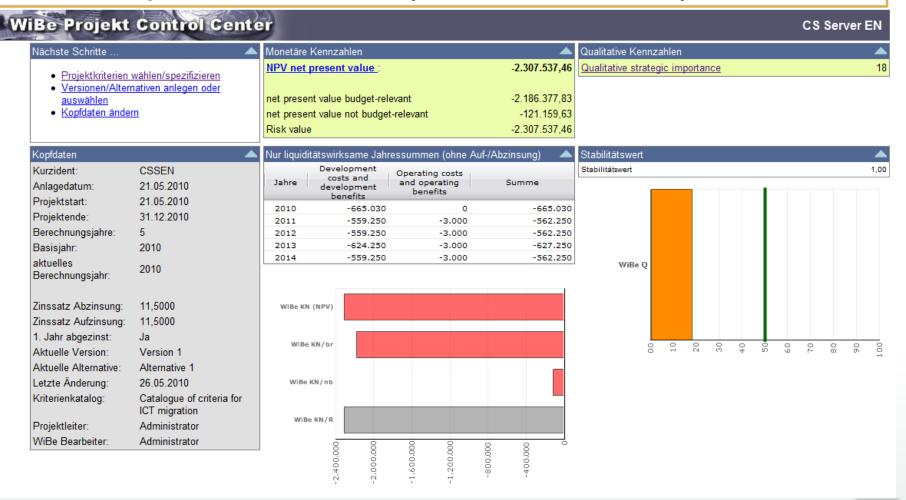


Qualitative results (extract)

	Qualitative and strategic criteria	Scenario		
	1 = Replacing Variation: Server Migration LINUX Red Hat RHEL 2 = Continuing Variation: Microsoft Windows Server 2008 R2		1 RHEL	2 MS WS 2
		Weight		
1	Priority of the IT migration proposal			
1.1	Relevance within the IT framework concept	5	7	4
1.2	Integration into the IT landscape of the corporation	5	4	8
1.3	Follow-up effects for communication partners	5	2	2
1.4	Pilot project nature of the IT investment project	10	2	0
1.5	Use of existing technologies by other organizations	5	5	9
1.6	Platform / manufacturer independence	10	0	0
2	Increase in quality of dedicated tasks			
2.1	Improved job performance	15	2	2
2.2	Acceleration of work procedures and processes	10	2	2
2.3	Standardised and uniform work	10	2	4
2.4	Increased comprehensibility and reproducibility	10	0	0
2.5	Image improvement	5	0	0
3	Staff related effects			
3.1	Attractiveness of working conditions	5	0	0
3.2	Ensuring/expanding qualifications	5	0	0
		100	18	20



compilation of monetary and non-monetary results





3. The Results Overview

The results of the monetary calculation are concisely represented in the **Net Present Value WiBe KN**. These are supplemented through the qualitative evaluation **WiBe Q**:

Replacing Serve	r
Migration LINU	K

Monetary Cost Effectiveness (Net Present Values WiBe KN)	
Net Present Value (WiBe KN)	- \$ 2,307,537
Of this, liquidity relevant	- \$ 2,186,378
Of this, <u>not</u> liquidity relevant	- \$ 121,159

Qualitative Strategic Index	
WiBe Q	18

Interpretation of Results: Net Present Value WiBe KN⁷

The Migration Project "Linux Server" indicates, in direct comparison to the Microsoft variation, a **negative Net Present Value** in the amount of - \$ 2,307,537. Thus, **replacing server migration, according to WiBe 4.1 assessment**, is an **uneconomic alternative** for the company.



WiBe example 2 – Workplace 20xx

International industrial group, more than 40,000 IT users, question 2009: "Future Workplace: what scenario fits best?"

Continuing Variant:

(1a) Optimize as is (Windows OS) and move to MS Office 2010

Planning Variants:

- (1b) Optimize as is (Windows OS) and migrate to OpenOffice
- (2) Migrate to Full Open Source (Linux OS with Open Office)
- (3) Optimize as is (Windows OS) and implement Cloud Computing



WiBe example 2 – Workplace 20xx

Aggregated Results

1a = As Is Optimized MS Office 1b = As Is Optimized OpenOffice 2 = Full Open Source 3 = Cloud Computing	1a Windows & MSO	1b Windows & OO	2 Linux & OO	3 Windows & Cloud C
NET PRESENT VALUE				
Total NPV ('WiBe KN')	- 16.605.000	- 17.428.721	- 32.859.795	- 4.421.115
- budget relevant	- 12.102.864	- 10.161.069	- 10.276.788	- 1.107.650
- not budget relevant	- 4.502.136	- 7.267.652	- 22.583.007	- 3.313.465
Quality Value				
WiBe Q	50	26	37	49



WiBe ... As Seen From

Administration and politics ...

- Founded, methodical calculation and documentation of pending costs and anticipated benefits of an ICT project proposal (financial and non-financial data)
- Justification of expenditures for ICT projects
- Excellent tool for negotiating with ICT provider
- No built in obligation for future benefits management
- Early anticipation of measurement results ("weak proposals") leads to advance cancelling and shifting budgets towards "strong proposals"



WiBe ... Experience From Using

- WiBe 4.1 framework has considerably supported ICT and e-Government projects in Germany since 2004 and induced policy changes in this field
- Business process improvements and software changes have been another impact of the method (even before 2004)
- Maintenance of the WiBe framework is officially organized within the Ministry of Interior



WiBe ... Experience From Using



Prepared for the eGovernment Unit

DG Information Society and Media

European Commission



"In Germany the WiBe methodology is in full operation and being applied widely." (p. 25)

in use with all administrations at federal, state and municipal level in Germany



WiBe Summary *)

- $^{
 m)}$ definitely last but one slide for now ...
- Tried and tested day-to-day practice
- Considers monetary and qualitative impacts
- Considers development and operation
- Distinguishes between budget relevant Euros / amounts and non budget relevant Euros / amounts
- Uses internal data ('collected here')
- De facto standard in German public administration (federal, state and municipal level)
- Evaluated by the EU as comprehensive framework for efficiency assessment in e-Governance projects



Ďakujem Vám veľmi pekne!

