



KOMMUNAL- OG REGIONALDEPARTEMENTET

E-vote 2011

Election system with solution for electronic voting, Norway 2011

Deadline:

Monday 26.october 2009 at 10:00

Final tender document

Version: V10-09102009

Competitive dialogue

(FOA Part III)

Case no. 09/564

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1 Introduction

The Norwegian Ministry of Local Government and Regional Development hereby invites chosen candidates to deliver the final tender document for Project E-vote 2011.

This is the final tender document in the competitive dialogue procurement process started January 2009, procuring a new election system for Norway. Background information for the project is published on the official project website (<http://www.evalg.dep.no/>) and on the project SharePoint (<https://evalg2011.no/tender/>), which is open for the Tenderers.

The candidates that have participated in the Competitive Dialogue are invited to deliver the final tender. These candidates are referred to as the “Tenderers” in these documents. “Customer” or “Principal” refers to the Norwegian Ministry of Local Government and Regional Development.

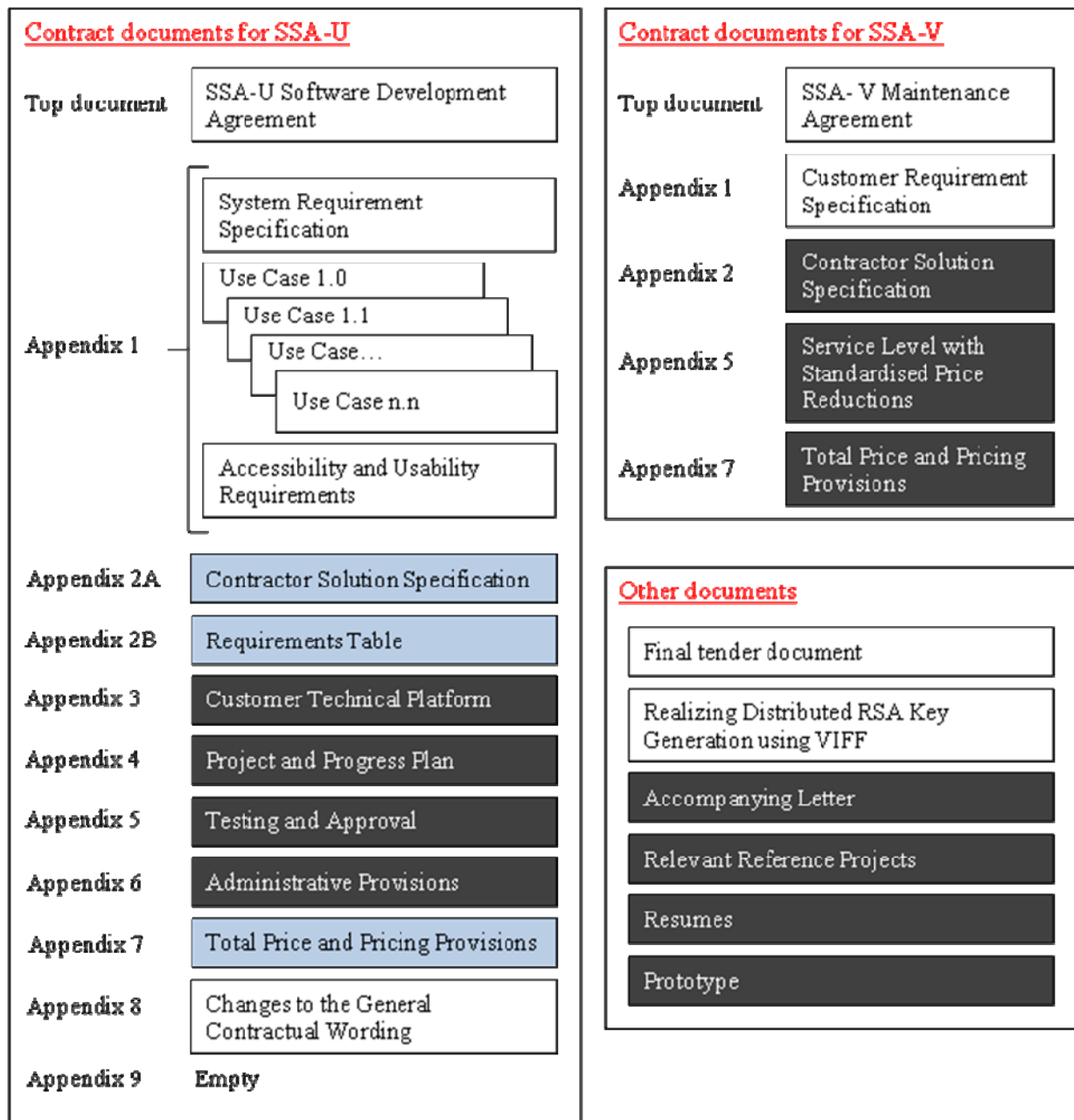
1.1 Documents Included in the Final Tender

The documents in the final Tender are structured as appendices to the Software Development Agreement (SSA-U) and Maintenance Agreement (SSA-V), as illustrated on the next page. The main purpose of the Maintenance Agreement is to get a price comparison, and it will not be executed until April 2012, if at all.

In addition, we ask the Tenderers to deliver some other documents (Accompanying Letter, Relevant Reference Projects Descriptions, Resumes, Prototype) which will be evaluated, but not take part in the final contract.

The Tenderers shall fill out the answer templates for three of the appendices (2A, 2B and 7). For the other documents, the format is optional as long as the guidelines (chapters 4.2 - 4.12 of this document) are followed.

The Principal also provides the article “Realizing Distributed RSA Key Generation using VIFF”, which describes the method that is referred to in the Security Requirement OS 7.9.



Explanation of colour coding:

Document provided by the Principal. Not to be modified by the Tenderer

Template provided by the Principal. The Tenderer must fill in and include in the final bid.

Template not provided. The Tenderer must produce a new document and include in final bid.

In addition to the documents in the figure, there are some documents that are optional for the Tenderer to deliver at the final bid. These are described in chapter 4 in this document.

2 The Procurements Process

2.1 General Information on this Procurement

This procurement is conducted as a competitive dialogue in accordance with [Forskrift om offentlige anskaffelser av 7. april 2006](#) (FOA) Del I og Del III (over EØS/WTO terskelverdien) § 14-2 (Regulations relating to Public Procurements of 7 April (FOA) Parts I and III (above EEA/WTO threshold value)).

In the first phase of the dialogue phase, the goal is to identify and define the optimum method to meet the specified requirements. All aspects of the contract, can be discussed in the dialogue, but the Principal cannot provide details of the individual proposed solution to other Tenderers contrary to the regulations' § 20-8 (2) unless this been agreed by the Tenderer.

When the invitation to submit a final tender (ITSFT) is sent out (October 9th, 2009), the dialogue closes. The Tenderers can use the period between closure of dialogue and submission of the tender to clarify this invitation to submit a final tender with the Principal to ensure that its final tender will be compliant. However, Tenderers cannot use this period to negotiate or seek to amend the Principals requirements or contract terms.

The Tenderers will submit their final tenders based on the requirement specification on October 26th, 2009. After the bids are delivered, the Principal may ask Tenderers to clarify, specify or fine-tune their tenders, but this shall not involve changes to the basic features of the tender when those variations are likely to distort competition or have a discriminatory effect, cf. FOA § 20-9 (2).

The Contract will be awarded to the Tenderer who has submitted the most economically advantageous bid, based on the award criteria specified in the tender documentation.

2.2 Scheduled Progress

The following provisional timeline has been drawn up for the process up to signing the Contract:

| Milestone | Date |
|--|--|
| Final version of tender documents published | October 9 th 2009 |
| Deadline final tender (both signed letter and electronic uploaded documents) | October 26 th 2009 10:00 |
| Opening of final Tenderers | October 26 th 2009 10:00 |
| Bid presentation | October 28 th – November 4 th 2009 |
| Contract award by steering committee | December 4 th 2009 |
| Announcement of the Contract winner | December 4 th 2009 |
| Signing the Contract | December 15 th 2009 |

Please note that this calendar is provisional. If dates are changed, updates will be published at the SharePoint Tender Calendar.

3 Administrative Terms and Conditions

3.1 *Tender Delivery Address*

The Tender accompanying letter should be delivered to:

Dokumentsenteret (service phone: 22 24 68 60)
Norwegian Ministry of Local Government and Regional Development
Akersgata 59 (R5)
Postboks 8129 Dep
NO-0032 Oslo

Contact:

Henrik Nore, Project Manager e-voting 2011
+47 22 24 72 70
+47 951 02 988

When the Document Centre receives the letter, either by mail or from the reception desk, it will be marked with time and date of delivery and stored safely until the deadline. The Tenderer will receive a receipt if the letter is delivered physically to the reception desk in KRD.

3.2 *Communication during the Dialogue and Bid Clarification Period*

All queries to the Principal should be posted on the tender Q&A. All questions will be anonymised and the answers will be published at the project website <https://evalg2011.no/tender/>

3.3 *Deadlines*

The tender deadline is Monday 26.october 2009 at 10:00 AM. The bid must be received by the Principal, and the documents uploaded onto SharePoint, by this deadline at the latest. The Principal will reject bids that are received late.

3.4 *Costs*

The Principal will not reimburse costs incurred by the supplier in connection with preparation, delivery and follow up of the tender.

3.5 *Updates on the Final Tender Documentation*

Any changes/corrections to the final tender documentation will be notified as announcement on SharePoint Tender Team Site, as done in the dialogue phase. The Principal can make non-material corrections, supplements and changes to the final tender documentation.

3.6 Errors in the Final Tender Documentation

If a Tenderer discovers errors, deficits or obscure statements in the final tender documentation, the Tenderer undertakes to immediately notify the Principal of this. The supplier undertakes to properly review the final tender documentation with appendices, and is responsible for familiarizing himself with all factors that could affect the delivery.

4 Formal Requirements to the Tenders

4.1 Structure and Content of Tender

The final tender shall consist of 2 separate parts, A and B, below;

A. An accompanying letter signed with the normal signature of the person or persons authorized to legally bind the Company. The letter shall give the full legal name and registered office of the Tenderer, and contain the following elements:

- Acceptance of the terms and conditions of the Final tender documentation
- The password to open all documents that form part of the final tender that are uploaded on the Tender Team Site on SharePoint.
- Contact information for the contact person (name and e-mail address) to which correspondence and electronic mail relating to the Tender shall be addressed.
- Any reservations to the standard contract (SSA-U), including “SSA- U Appendix 8 Changes to the General Contractual Wording” shall be listed and, to the extent possible, priced. The total cost of the reservations shall equal the sum in “Appendix 7 Total Price and Pricing Provisions”, row 133.

It must also be stipulated that the Tenderers accepts to work in accordance with the Principal’s ethical guidelines. These guidelines are previously distributed.

The letter must be submitted as hard copy in a closed envelope, and it shall be clearly identified with the following marking: **“Final Tender e-vote 2011, Case 09/564”**.

The Ministry of Local Government and Regional Development reserves the right to reject Tenders that do not comply with the requirements identified herein. The supplier is responsible for ensuring that all questions, requirements and clarification points in the tender are answered/clarified and documented. English language shall be used throughout the Tender documentation.

B. The following documents, uploaded on the Tender Team Site on SharePoint:

| Give this name to your document | How to fill out? | Optional / mandatory to deliver |
|---|----------------------------------|---------------------------------|
| SSA-U Appendix 2A Contractor Solution Specification.doc | See chapter 4.2 in this document | Mandatory |
| SSA-U Appendix 2B Requirements Table.xls | See chapter 4.3 in this document | Mandatory |
| SSA-U Appendix 3 Customer Technical Platform.doc | See chapter 4.4 in this document | Mandatory |
| SSA-U Appendix 4 Project and Progress Plan.doc | See chapter 4.5 in this document | Mandatory |
| SSA-U Appendix 5 Testing and Approval.doc | See chapter 4.6 in this document | Mandatory |

| | | |
|---|-----------------------------------|-----------|
| SSA-U Appendix 6 Administrative Provisions.doc | See chapter 4.7 in this document | Mandatory |
| SSA-U Appendix 7 Total Price and Pricing Provisions.xls | See chapter 4.8 in this document | Mandatory |
| SSA-U Appendix 8 Changes to the General Contractual Wording.doc | See chapter 4.9 in this document | Optional |
| SSA-V Appendix 2 Contractor Solution Specification.doc | See chapter 4.10 in this document | Mandatory |
| SSA-V Appendix 5 Service Level with Standardised Price Reductions.doc | See chapter 4.10 in this document | Mandatory |
| SSA-V Appendix 7 Total Price and Pricing Provisions.doc | See chapter 4.10 in this document | Mandatory |
| SSA-V Appendix 8 Changes to the General Contractual Wording.doc | See chapter 4.11 in this document | Optional |
| Relevant Reference Projects.doc | See chapter 4.12 in this document | Mandatory |
| Resumes.doc | See chapter 4.13 in this document | Mandatory |
| Prototype | See chapter 4.14 in this document | Mandatory |
| Accompanying letter | Same document as A. above. | Mandatory |

All documents must be encrypted with a password.

4.2 Guidelines to SSA-U Appendix 2A Contractor Solution Specification

Please follow the given template “SSA-U Appendix 2A Contractor Solution Specification” correctly. In the first chapter, the Tenderer shall describe:

1. Overview of Proposed Functional Solution
2. Functionality included in the Proposed Solution – free of charge for the Principal
3. Other relevant functionality that the Tenderer provides, but are not listed in any requirements
4. Other relevant services that the Tenderer provides, but are not listed in any requirements

The Proposed Functional Solution is mandatory, but the others are optional. The information must be very specific and relevant for the Principal’s needs. Have in mind that Appendix 2A shall be included in the final contract.

The relevant services and functionality that the Tenderer might provide must also be priced in “SSA-U Appendix 7 Total Price and Pricing Provisions”, table 8.

The rest of the document consists of headings for the different requirements that the Tenderer must elaborate on. For each requirement, the Tenderer must explain how they propose to meet the requirement in as few words as possible. The answer must be very specific. You may present screens or diagrams if this makes it easier to communicate the proposed solution.

If two requirements have the same elaboration, please present the same text under both headings rather than just referring to another place in the document, or to another document.

It is particularly important that the proposed solution on security is thoroughly described. Cryptographic protocols and other security mechanisms must be fully documented. You may include technical or academic papers describing the cryptographic protocols and security mechanisms. If your proposal includes the re-use or modification of existing components or cryptographic protocols, it is necessary for you to provide the required technical design documentation to enable an in depth security evaluation.

The Tenderers are only allowed to change the setup of the template under either of the following circumstances:

1. If the Tenderer is of the view that there are obvious errors, defects or ambiguities in the Customer requirement specification
2. If the Tenderer is unable to meet a requirement, and needs to enter a new heading to provide an explanation.

4.3 Guidelines to SSA-U Appendix 2B Requirements Table

Please follow the given template strictly. The following table describes the columns in the table (notice that not all sheets have the same columns):

| Answer template column | Description | Filled in by |
|--|--|---------------------|
| Identifier | The unique identifier for the each requirement | The Principal |
| Function (only Functional Requirements) | The Use Case function for the requirement | The Principal |
| Requirement Description | A detailed description of the requirement | The Principal |
| Doc ref / applies to (only Security Requirements) | Refers to a use case. The security requirements can also be found in the Use Case given in this column. | The Principal |
| Elaborate (Y/N) | <p>‘N’ means that the Tenderers do not need to elaborate how the requirement is fulfilled in the proposed solution.</p> <p>‘Y’ means that the Tenderers shall elaborate the requirement in the specified document under the correct heading.</p> | The Principal |
| Requirement met? (Y/N) | <p>The Tenderer shall enter ‘Y’ if the requirement can be met.</p> <p>Enter ‘N’ if the requirement cannot be met, either partially or not at all.</p> <p>NB: If you enter ‘N’ under “Tenderers response”, you will have to explain why your solution does not fully meet the requirement. Do this in the correct answer template (depending on type of requirement) under the correct heading - NOT in the Excel Sheet. If there is no appropriate heading in the answer template, you will have to insert a new heading</p> | The Tenderer |

| | | |
|--|--|--|
| | for the elaboration into the template using the correct order. | |
|--|--|--|

The Tenderers shall only fill out the “Tenderers response” column. The other columns are to be left unchanged.

All requirements are mandatory unless otherwise stated. The fact that the requirements are mandatory does not entail that any deviation from the stated requirements will lead to exclusion of the tender. The specifications are consequently not to be considered absolute minimum requirements, where as a starting point any deviation would lead to exclusion. In the case of non-compliance, the Principal will evaluate whether the Tenderer’s deviations from the requirements (alone or taken together) must be deemed substantial ("vesentlig avvik" under the Norwegian procurements rules), and if so, the tender will be excluded.

4.4 Guidelines to SSA-U Appendix 3 Customer Technical Platform

Based on your knowledge of system requirements and your experience the Tenderer shall document their proposed infrastructure required for running the Elections System in accordance with the given performance requirements.

The Tenderer shall document the software stack and technology frameworks for the complete solution. For the presentation layer the development tools intended for implementing the solution shall also be described.

Also read the “SAA-U Appendix 2B Requirements Table” and ensure that requirements related to this appendix are elaborated here.

4.5 Guidelines to SSA-U Appendix 4 Project and Progress Plan

Please read the SSA-U carefully and fill out Appendix 4 according to the contract text.

The Tenderer shall in his description in this appendix include:

- Project plan, including milestones and main activities with allocated resources and their %-allocation over the given time period
- Principles and routines for cooperation

The Tenderer must also specify which functionality will be ready for pre-pilots. Functionality necessary to do the pre-pilots must be available for customer acceptance test by August 15th 2010.

Also read the “SAA-U Appendix 2B Requirements Table” and ensure that requirements related to this appendix are elaborated here.

4.6 Guidelines to SSA-U Appendix 5 Testing and Approval

Please read the SSA-U carefully and fill out Appendix 5 according to the contract text. Also read the “SAA-U Appendix 2B Requirements Table” and ensure that requirements related to this appendix are elaborated here.

4.7 Guidelines to SSA-U Appendix 6 Administrative Provision

Please read the SSA-U carefully and fill out Appendix 6 according to the contract text. Do also present some principles for cooperation between the Principal and the Contractor in the development phase.

Also read the “SAA-U Appendix 2B Requirements Table” and ensure that requirements related to this appendix are elaborated here.

4.8 Guidelines to SSA-U Appendix 7 Total Price and Pricing Provisions

Please follow the given template (“SSA-U Appendix 7 Total Price and Pricing Provisions”) correctly and fill in the yellow cells only. Do not add any new rows except where column A is marked yellow.

The prices are final and not open for negotiations. All prices must be in Norwegian Kroners (NOK). International Tenderers might also specify the currency risk of being paid in NOK (row 134). The Principal will have the choice to pay in NOK or in the Contractor’s own currency.

If the Tenderers have reservations to the either of the standard agreements, included “Appendix 8 Changes to the General Contractual Wording” for SSA-U, the cost of waiving those claims must be priced in row 132 and 133.

Some of the elements in the spreadsheet are optional for The Principal to buy. Where the “Probability of purchase” is less than 100%, the element is an option. However, it is not optional for the Tenderers to give a price on those elements. In order to compare the bids, every element in Table 1 – 7 must be priced by all Tenderers. The comparison price for each option will be calculated using the following formula: *Comparison price per option = cost per option × probability of exercising option*. The formula is different for HW costs: *Comparison price per HW unit = cost per HW unit*.

The Tenderer can choose whether to describe and price additional services that might be relevant for the project in Table 8. These will not be taken into account when evaluating price.

In Table 2 and 3, the Tenderer shall give an estimate of customer involvement. The total time estimate (sum of table 2 and 3) should equal the need for all customer involvement related to the specification, development and testing. Time required for supervision of tasks and meetings with the Tenderer shall be included in the estimate.

4.9 Guidelines to SSA-U Appendix 8 Changes to the General Contractual Wording

This document shall only be delivered if the Tenderer has reservations to the System Development Agreement (SSA-U) that are not included in the “SSA-U Appendix 8 Changes to the General Contractual Wording”. Add a new heading at the bottom of the Principle’s document and list the reservations. All reservations must also be listed in the Accompanying letter.

4.10 Guidelines to SSA-V Appendix 2, 5 and 7

The Tenderer must include a proposal for a yearly maintenance agreement for all software from 2012. The proposed services shall be specified by the Tenderer and described in Appendix 2, 5 and 7 to the Maintenance Agreement. Base your proposal on the SSA-V contract text and “SSA-V Appendix 1 Customer Requirement Specification”.

4.11 Guidelines to SSA-V Appendix 8 Changes to the General Contractual Wording

This document shall only be delivered if the Tenderer has any reservations to the Maintenance Agreement (SSA-V). Make a new document and list the reservations. All reservations must also be listed in the Accompanying letter.

4.12 Guidelines to Relevant Reference Projects

Please provide up to 5 project references that are relevant for the E-vote 2011 project. Use the following format for each project reference:

Customer: <Customer name, Country>

Project Name: <Name of the project>

Project Description: <General description, background, objectives, deliverables, results>

Project Tasks: <Which specific tasks did your company deliver?>

Resources: <Name of project resource (Role)> (repeat for all resources)

Period: <From date to date>

Contract Value: <Your contract value>

Contact Person at Customer: <Role, Name, Telephone Number, e-mail address >

4.13 Guidelines to Resumes

The Tenderers must provide résumés for the resources that will be working for the project. Provide full résumés for the core team and short résumés (name, education, experience, language) for the programmers.

4.14 Guidelines to Prototype

Please include all documentation (such as URL, user names and passwords) that enables the Principal and the prototype testers to run the prototype.

5 Contract Award Criteria

The Contract for development of the e-voting solution will be awarded to the supplier with the most financially advantageous tender based on the following award criteria:

| Weight | Award criteria at concluding Tender | Evaluation method |
|--------|--|---|
| 20-30% | Cost The solution's total costs including total cost of full implementation including service agreement cost until 2017. The evaluation will be based on total cost included options. The price of the options will be multiplied with the probability of executing the option, as stated in the pricing template. | Scale 1-10. Proportional score in accordance with total costs. The supplier with the lowest price is awarded a full score (10) and, for example, a two-fold increase in price gives half the score (5). Will be based on total costs up until 2017. We Will use Net Present Value (NPV) calculations using a discount rate of 4%. |
| 30-40% | Tenderer's competence, implementation methodology and references <ul style="list-style-type: none"> Competence The supplier's proposed project team and necessary available competence within the actual specialist areas: <ul style="list-style-type: none"> - e-voting - election administration - e-counting - Cryptography/information security - Software development - Project Management Implementation methodology <ul style="list-style-type: none"> - Including project Methodology and SW Development Methodology including method for customer involvement during the implementation phase - Experienced cooperation during the dialogue phase (our experience with the Tenderer with respect to cooperation with our project team, timeliness and completeness of deliveries, ability to come up with good solutions during the dialogue phase) Previous project references | Scale 1-10. At evaluation and comparison, the best bid will score 10 per sub-criterion. The other bids will receive a proportional score. Also see chapter 4.3 in this document. |
| 30-40% | Proposed solution The extent to which the solution meets the requirements specification <ul style="list-style-type: none"> General requirements for the solution | Scale 1-10. Proportional score in relation to requirements satisfaction. The supplier with best functionality will receive a full |

| | | |
|--|---|---|
| | <ul style="list-style-type: none">• Technical requirements• Functional requirements• Security requirements <p>In addition the accessibility and usability will be evaluated by the system prototype made available.</p> | score (10) per requirement. |
| | Total (highest is best) | Total score= points per sub area X weighting |