



Project specifications

WTO (24028) 403

Online verification for the e-ID

This procedure is conducted in accordance with the Public Procurement Act (PPA). This means that during the procedure no communication may take place between the tenderer and the requesting offices. If you have any questions, please contact only the FOBL's Public Tender Service.

Contents

1	Terms and abbreviations	4
2	Introduction, purpose of the document	6
3	Background and description of the object of the invitation to tender	7
3.1	Background	7
3.1.1	Governmental e-ID and trust infrastructure for digital credentials	7
3.1.2	fedpol as the issuer of the e-ID	7
3.1.3	Principles for the application process for an e-ID	7
3.1.4	Online process for verification of persons	8
3.1.5	System architecture	9
3.1.6	Quantity structure and quantity control	10
3.2	Object	10
3.2.1	Overview of supplies	12
3.2.2	Schedule	13
3.2.3	Delimitation	13
4	Tender documentation	13
5	Mandatory requirements: Participation conditions, eligibility criteria and technical specifications	14
5.1	Mandatory requirements	14
5.1.1	Supplementing EC09 (IT security and data protection), the following applies:	14
5.2	Fulfilment of the mandatory requirements	15
6	Award criteria (AC)	15
6.1	Fulfilment of the requirements catalogue	15
6.2	Overview	15
6.3	Shortlisting	16
6.4	Performance and security quality test procedure	16
7	Evaluation	17
7.1	Evaluation phases	17
7.2	Taxonomy	17
7.3	Evaluation of prices and costs	17
8	Requirements in terms of structure and content	18
8.1	General	18
8.2	Structure	18
9	Licence agreement	19
10	Administrative details	19
10.1	Contracting authority	19
10.1.1	Official name and address of the contracting authority	19
10.1.2	Access to confidential documents	19
10.1.3	Tenders must be sent to the following address	19
10.1.4	Desired deadline for questions in writing	20
10.1.5	Deadline for submitting tenders	20
10.1.6	Type of contracting authority	20
10.1.7	Type of procedure	20
10.1.8	Type of contract	21
10.1.9	Procedure according to GATT/WTO agreement or treaty	21

10.2	Procurement item	21
10.2.1	Type of supply contract	21
10.2.2	Place of performance	21
10.2.3	Contract duration	21
10.2.4	Division into lots	21
10.2.5	Are variants permitted?	21
10.2.6	Are partial tenders permitted?	21
10.2.7	Execution time frame	21
10.3	Conditions	21
10.3.1	Deposits/securities	21
10.3.2	Terms of payment.....	21
10.3.3	Costs to be included	21
10.3.4	Bidding consortia	21
10.3.5	Subcontractors	22
10.3.6	Multiple tenders by subcontractors.....	22
10.3.7	Compensation for performance and security quality testing	22
10.3.8	Language of the tenders.....	22
10.3.9	Period of validity of the tenders	22
10.3.10	Language of the tender documentation.....	22
10.3.11	Language of the procedure	22
10.4	Further information	22
10.4.1	Prerequisites for countries not party to the WTO Agreement	22
10.4.2	Terms and conditions	22
10.4.3	Verification and adjustment of tenders	23
10.4.4	Evaluation of the tenders.....	23
10.4.5	Confidentiality	23
10.4.6	Integrity clause	23
10.4.7	Other information	23
11	Annexes	24
11.1	Referenced annexes.....	24

1 Terms and abbreviations

This list of abbreviations is valid for the entire invitation to tender. The lists of abbreviations in the other tender documents refer to this list of abbreviations.

Term	Definition/explanation
AAT	Availability Acceptance Test: As the final test element, the AAT checks the availability and performance of the system and the maintenance and support intensity over a defined period of time.
AC	Award criterion
Agent	fedpol employees responsible for manual review of e-ID applications
Agent Review	Manual review by fedpol employees of a prior automated verification of persons
AV	Auto-Verification, system components of the Auto-Verification system (operated in the DMZ of the ISC-FDJP)
DAS	Document Authentication Service: Checks the authenticity of the identity presented using optical security features and/or signed identity document data read using RFID.
DMZ	Demilitarized Zone, network zone with a reduced degree of protection
e-ID	State-issued electronic identity credentials in accordance with the draft Federal Act on Electronic Identity Credentials and Other Electronic Credentials (e-ID Act)
EC	Eligibility criterion
Evidences	Data generated during Auto-Verification, providing both the system and the Agent Review with the basis for a decision (photo of the identity document used, portrait photo, portrait video if applicable, score of the FIV, PAD and IAD).
FAR	False Acceptance Rate (according to FIDO)
FDFA legitimization card	Legitimation card issued by the FDFA in accordance with Art. 17 para. 1 of the Host State Ordinance of 7 December 2007 (HSO) in conjunction with Art. 71a para. 1 ASEO
FIDO	FIDO Alliance responsible for the Biometric Component Certification Program
FIV	Face Image Verification, 1:1 comparison of reference image and a newly recorded face image
FMR	False Match Rate (according to ISO) (roughly \approx FAR)
FNMR	False Non-Match Rate (according to ISO) (roughly \approx FRR)
FOBL	Federal Office for Buildings and Logistics
FOITT	Federal Office of Information Technology, Systems and Telecommunications FOITT, the central IT service provider of the Federal Administration
FRR	False Rejection Rate (according to FIDO)
GTC	General Terms and Conditions of the Confederation
IAD	Injection Attack Detection
ISC-EJPD	IT Service Centre of the Federal Department of Justice and Police, the IT service provider of the FDJP
ISO	International Organization for Standardization
Marginal data	Data on the Federal Wallet used and the time of transactions in order to make any misuse traceable (mobile phone used, firmware version, Wallet version, IP address, time of identification)
MRZ	Machine Readable Zone – machine-readable area on identity documents

PaaS	Platform as a Service – used here for the platform of the operator ISC-EJPD. The ISC-FDJP provides a protected PaaS infrastructure for sensitive applications.
PAD	Presentation Attack Detection, component for checking whether a person is a living subject
PAI	Presentation Attack Instruments
PC	Participation conditions
PPA	Federal Act on Public Procurement (SR 172.056.1)
PPO	Ordinance on Public Procurement (SR 172.056.11)
Procurement office	Centrally responsible procurement office according to the OPPO (here: FOBL)
Register (trust register/basic register)	The basic register contains the cryptographic keys of the issuers as well as revocation information of revoked electronic certificates. The trust register contains details of the issuers and verifiers. Both registers are part of the trust infrastructure operated by the FOITT.
Requesting office	Federal organisational unit for which the supply is ultimately provided (here: Federal Office of Police fedpol)
ROC curve	Receiver operating characteristic curve
SDK	Software Development Kit. In this invitation to tender, the SDK refers to the software implementation of certain logic that ensures the simple integration of the mechanisms and backend calls for PAD and FIV in a wallet.
SID	State Identity Service within fedpol, to which the product and system managers and the agents for the e-ID belong
simap	Information system for public procurement in Switzerland (simap.ch)
Swiss foreign national identity card	Identity card for foreign nationals as referred to in Art. 41 of the Foreign Nationals and Integration Act (FNIA, SR 142.20)
Swiss ID	Identity card for Swiss nationals as referred to in the Identity Documents Act (IDA, SR 143.1)
Swiss passport	Passport for Swiss nationals as referred to in the Identity Documents Act (IDA, SR 143.1) and the Ordinance on the Introduction of the Passport 2010 (SR 143.13)
TOE	Target of evaluation
TS	Technical specification
VC	Verifiable credential, here specifically the e-ID
Wallet	Software that can be used on a smartphone to store digital credentials. In this invitation to tender, this refers to the wallet app produced by the federal government, which can be used to perform the online issuing process for the e-ID.
WTO	World Trade Organization
ZEI	Zero Effort Imposter

List of abbreviations

2 Introduction, purpose of the document

These project specifications describe the objectives that are to be pursued and achieved with this procurement item. It governs the procedure and form for submitting tenders and, together with the Federal Act on Public Procurement of 21 June 2019 ([PPA, SR 172.056.1](#)) and the Ordinance on Public Procurement of 12 February 2020 ([PPO, SR 172.056.11](#)), serves as the basis for this procedure.

The procedure is based on the applicable provisions for procedures within the scope of international treaties.

fedpol will be responsible for issuing the governmental e-ID¹, which is provided for in the draft Federal Act on Electronic Identity Credentials and Other Electronic Credentials (e-ID Act)². In order to be able to offer digital issuing of the e-ID, fedpol is looking for a tenderer who can supply software components for automated verification of persons and support fedpol in integrating those components into a specialist application.

A tenderer is accordingly being sought that can offer an existing and proven product for automated verification of persons. The product must be able to determine whether a person is a living subject and whether the person's face matches one or more reference face images already available at the requesting office. In addition, the product must be able to verify the authenticity of the Swiss identity documents presented (Swiss ID, Swiss passport³, Swiss foreign national identity card⁴ and FDFA legitimization card). Furthermore, a component for the manual review of a prior automated verification of persons must be provided (Agent Review). This manual review is carried out by employees of the requesting office for quality assurance purposes and in cases of ambiguous automated verifications of persons.

The product must be able to be operated in isolation in the federal operating environment (on premise). The tenderer must support the requesting office in integrating the tenderer's product into the operating environment of the ISC-FDJP and via the SDK into the Federal Wallet at the FOITT. The intention of this invitation to tender is to procure standard software, not customised software. Systems mentioned in the invitation to tender, such as the Federal Wallet or the SID specialist application, are being developed by the FOITT and the ISC-FDJP.

¹ Further information on the e-ID is available at www.e-id.ch.

² Available at: <https://www.bj.admin.ch/bj/de/home/staat/gesetzgebung/staatliche-e-id.html>

³ Information on Swiss ID and Swiss passport available at: <https://www.fedpol.admin.ch/fedpol/en/home/pass---identitaetskarte.html>

⁴ Information on the Swiss foreign national identity card available at: https://www.sem.admin.ch/sem/en/home/themen/aufenthalt/biometr_auslaenderausweis.html

3 Background and description of the object of the invitation to tender

3.1 Background

3.1.1 Governmental e-ID and trust infrastructure for digital credentials

The digitalisation of society is advancing. The ability to identify oneself in digital transactions is an important pillar of this transformation. For this reason, governmental electronic identity credentials (e-IDs) are to be issued in future to holders of an identity document issued by the Swiss authorities. The basis for issuing and using the e-ID is provided by an infrastructure operated by the federal government (including wallet, register, standards). This infrastructure is intended to enable all authorities and private individuals to issue and use electronic credentials of all kinds (e.g. extracts from criminal records, driving licences, university diplomas and medical certificates).

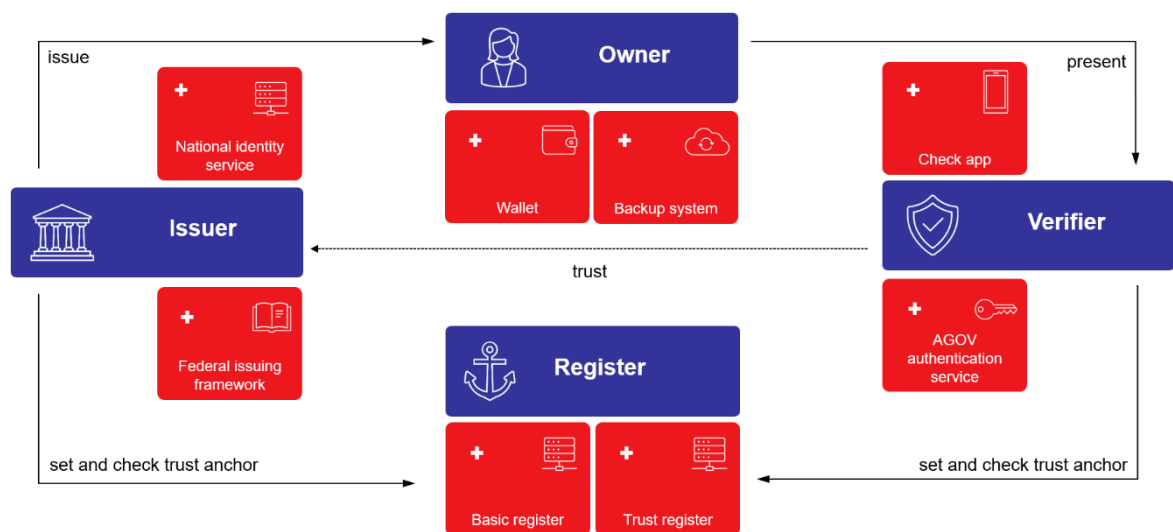


Figure 1: Overview of the roles and applications operated by the federal government for the e-ID ecosystem

The architecture of the e-ID system follows the principles of self-sovereign identity (SSI). Electronic credentials data is stored in a decentralised manner on the holders' devices. The use of new technological standards enables data minimisation when presenting credentials (selective disclosure), and privacy is protected in the best possible way by the technology. The legal and technical basis for these purposes is currently under development. For more information, see www.e-id.ch.

3.1.2 fedpol as the issuer of the e-ID

The Federal Office of Police fedpol is the sole issuer of the e-ID. For this purpose, a new State Identity Service (SID) is being set up at fedpol, in which the product and system managers as well as the employees for manual e-ID application verification (agents) will be located.

3.1.3 Principles for the application process for an e-ID

The basis for obtaining an e-ID is a preceding application for a Swiss identity document (Swiss passport, Swiss ID, Swiss foreign national identity card or FDFA legitimization card). During that application process, the person was identified and a passport photo was taken, which serves as a reference image for Face Image Verification. Only persons who have a valid Swiss identity document are authorised to obtain an e-ID.

The applicant is verified during the application process for an e-ID. The verification of persons can be carried out both in an online (remote) and offline (on-site) process. The online application process is considered the primary channel. The goal is to enable large volumes of applications to be processed efficiently and, in principle, fully automatically. The online application process is started and completed by the applicant in the Federal Wallet. The process is orchestrated in the SID specialist application, which interacts with the Auto-Verification to be procured.

3.1.4 Online process for verification of persons

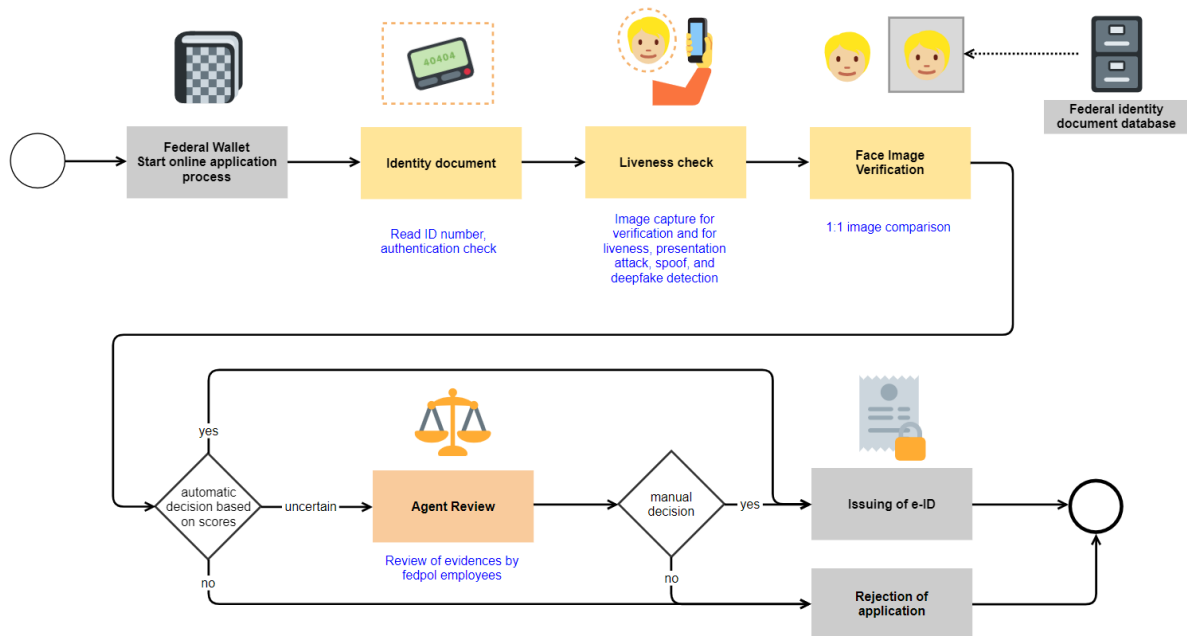


Figure 2: Overview of online process (grey process elements are not part of the invitation to tender)

The online application process guides the applicant from a starting point to remote verification of persons (Auto-Verification), after which the evidences obtained can be used to decide whether the applicant is the correct living person and accordingly the legitimate recipient of the e-ID to be issued. The decision is made autonomously by the product to be procured or by the agent if uncertainty exists, resulting in an e-ID being issued or the e-ID application being rejected.

The following evidences must be available for successful verification of persons:

- The face image captured in the online process matches the reference image from the identity document database.
- It is ensured that the applicant is a living subject.
- The captured face image is of the applicant.
- The authenticity of the identity document in the applicant's possession is ensured.

The product takes the results of the above evidence checks (scores) and then decides between:

- Fulfilled: The required evidences are obtained during the verification of persons.
- Uncertain: Certain values are not clear enough. An Agent Review is required.
- Not fulfilled: The required evidences are not obtained during the verification of persons.

To control the quality and load distribution on the Agent Review, the threshold values of each evidence check can be set individually. To combat misuse, the SID specialist application can provide further arguments/information for each individual verification case (e.g. number of attempts in the last few days, "Force Agent Review" override).

3.1.5 System architecture

The entire system landscape for the online e-ID application process is made up of the following systems:

- Federal Wallet
- SID specialist application consisting of:
 - o SID-Core
 - o SID-Web
- Federal identity document database
- Product for remote verification of persons (object of the invitation to tender)
- Agent Review dashboard (object of the invitation to tender)

Depending on the security requirements, the systems are operated in different zones (internet, DMZ, PaaS). Details of the rough architecture are described in Annex 09.

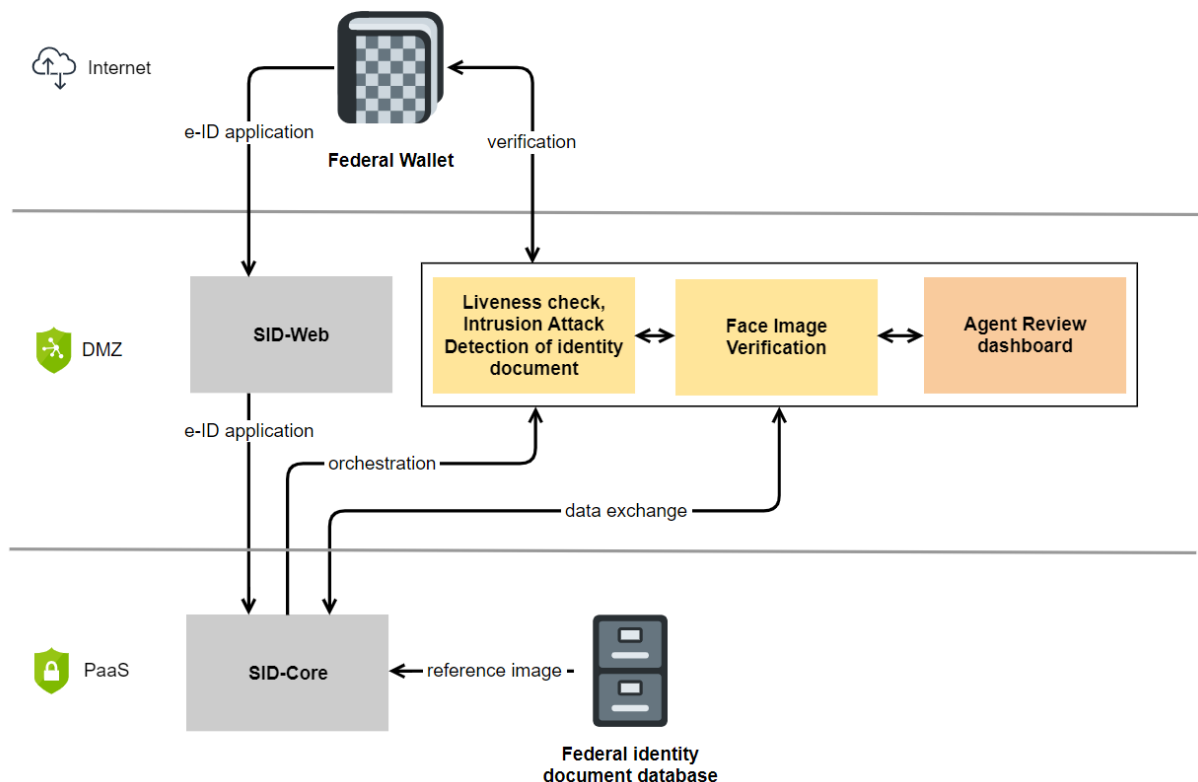


Figure 3: Simplified system architecture (grey elements are not part of this invitation to tender)

The Federal Wallet is being developed by the Federal Office of Information Technology, Systems and Telecommunications (FOITT) as a native iOS and native Android app. In addition to the wallet functionality for storing and using electronic credentials, it also includes the functionality to guide the applicant through the online application process using the wallet. Implementation of the online application process in the Federal Wallet is also the responsibility of the FOITT.

The orchestration of the application process, the compilation of data for the e-ID and the issuing and management of e-IDs is carried out by SID-Core, which is implemented by the ISC-FDJP. SID-Core assigns a case number for this purpose (Case-ID). For the remote verification of persons process step, the verification of persons component is triggered by the Federal Wallet, which supplies an access token for this purpose. The access token also contains the Case-ID, which is required for all communications between the product and SID-Core.

The applicant's identity document and face image are captured via the Federal Wallet and, in an initial phase, via one or more components in the DMZ for the necessary checks (document

authenticity, IAD – Injection Attack Detection, PAD – Presentation Attack Detection) and FIV – Face Image Verification.

For Face Image Verification and Agent Review, the reference image, which is obtained from the federal identity document databases by SID-Core, may only be transmitted between SID-Core, the product and Agent Review.

It is specified that the solution must be operated exclusively in the operating environment of the ISC-FDJP (with the exception of the SDK in the Federal Wallet) and may not communicate with third-party systems, in particular systems on the internet, under any circumstances (exclusively on premise).

3.1.6 Quantity structure and quantity control

Estimates of the quantity structure show that 5 million e-IDs will be issued in the first four years, 4 million of which will be processed via the online application process and accordingly undergo remote verification of persons.

A dynamic quantity control (quota) is provided to control the number of applications. In the initial phase, a small quota is released with the intention of monitoring the quality of the verification of persons (through a high proportion of Agent Reviews) and to optimise the threshold values. The quotas are gradually increased depending on experience, maturity of the solution and the security level.

The main drivers of the spread of the e-ID will be the services that can be used with the e-ID. Specifically, the introduction of a digital driving licence that can be obtained via e-ID could lead to a peak in demand. But also other cantonal and private-sector usage scenarios may cause demand to rise sharply at certain points. Horizontal scaling of the components for remote verification of persons is therefore important.

3.2 Object

The object of this tender is a product for the automated remote verification of persons. The product will ensure the necessary checks (IAD – Injection Attack Detection, PAD – Presentation Attack Detection), checks the match of the person's face with one or more reference face images (FIV) already available to the contracting authority and returns the evidences and probability values. A component for asynchronous review (Agent Review) will be made available for any manual review of the evidences. The product will also be able to check the authenticity of Swiss identity documents ([Swiss ID](#), [Swiss passport](#), [Swiss foreign national identity card](#), FDFA legitimization card)⁵ and read their MRZ and make this information available to the Federal Wallet and the SID specialist system. The applicant goes through the e-ID application process using a mobile application provided by the federal government (Federal Wallet), in which the functional elements of the product required by the client (see also TS04 in Annex 01) are inserted using an SDK.

fedpol is seeking a tenderer that can supply the required components for the automated verification of persons.

⁵ According to Art. 13 let. a of the e-ID Act ([BB1 2023 2843 - Bundesgesetz über den elektronis... | Fedlex \(admin.ch\)](#)).

The following procurement items are envisaged for this purpose, the requesting office not being bound by any usage obligation, minimum order quantities or the like (see section 10.4.7).

A	<p>Auto-Verification</p> <p>Supply and successful integration of a component for carrying out the Auto-Verification process (PAD, IAD, FIV, authenticity check of identity document), which can be operated in the environment of the ISC-FDJP without the need to access external resources (see also TS01 in Annex 01).</p>
B	<p>SDK</p> <p>Supply and successful integration of an SDK (native iOS and native Android) to implement the client-side interaction of the Auto-Verification process in the Federal Wallet. The SDK also contains the necessary functions for reading and checking the authenticity of identity documents; and for determining image quality and image interference such as glasses, hygiene masks and poor lighting conditions in the capture of the face images required for the product to perform matching and the PAD sequences (see also TS04 and AC03 in Annex 01).</p>
C	<p>Agent Review</p> <p>Supply and successful integration of a component for asynchronous, manual review (Agent Review) of all evidences collected in the Auto-Verification process (identity documents, images, video streams, scores of the PAD and FIV checks) for the release or rejection of an e-ID application by agents (fedpol employees) (see also AC02 in Annex 01).</p>
D	<p>Integration support</p> <p>Other tasks or services (in particular consulting and project management tasks as well as support with performance and security tests) that are necessary for the successful realisation of procurement items A, B and C above.</p>
E	<p>Licence</p> <p>Perpetual, worldwide, non-exclusive, sub-licensable, transferable rights of use against payment (licence) for the aforementioned procurement items A, B and C.</p>
F	<p>Maintenance and support</p> <p>Maintenance and support for the aforementioned procurement items A, B and C (see also individual contract "Maintenance and support").</p>
G	<p>Support services</p> <p>Support services of the tenderer for any necessary adaptations to the federal operating environments during the period of use.</p>

3.2.1 Overview of supplies

Specifically, the following supplies (work packages) will be procured:

Work package	Description of supplies
PS 1	Supply and successful integration of procurement items A, B and C into the federal infrastructure and entry into operation, including the supplies in accordance with procurement item D and the rights of use for all components in the development and test environments.
RS 1	The rights of use for procurement items A, B and C in the production environment as well as in the development and test environments (from entry into operation of the system) in accordance with procurement item E.
RS 2	The "Maintenance and support" services for procurement items A, B and C for 4 years (from entry into operation of the system) in accordance with procurement item F.
OS 1	Usage of the "Maintenance and support" services for procurement items A, B and C for a further 2 years in accordance with procurement item F.
OS 2	Usage of the "Maintenance and support" services for procurement items A, B and C for a further 2 years in accordance with procurement item F.
OS 3	Usage of the "Maintenance and support" services for procurement items A, B and C for a further 2 years in accordance with procurement item F.
OS 4	A pool of 10,000 hours for support services in accordance with the call-off procedure specified in the framework agreement (see also the optional services sourcing provision in the framework agreement) over the entire term of the contract in accordance with procurement item G.

Work package	Designation	Contents	Sourcing	Contract type	Remuneration type	Scheduling
PS 1	Integration of system components	A, B, C, D	Core service	Work contract	Fixed price	From start of contract Max. 12 months
RS 1	Licence	E	Core service	Licence agreement	Fixed price or pay-per-use	From go-live Max. 10 years
RS 2	Maintenance and support for 4 years	F	Core service	Mandate and fixed-term work contract	Fixed price	From go-live Max. 4 years
OS 1	Maintenance and support for years 5 & 6	F	Option 1	Mandate and fixed-term work contract	Fixed price	From call-off Max. 2 years

OS 2	Maintenance and support for years 7 & 8	F	Option 2	Mandate and fixed-term work contract	Fixed price	From call-off Max. 2 years
OS 3	Maintenance and support for years 9 & 10	F	Option 3	Mandate and fixed-term work contract	Fixed price	From call-off Max. 2 years
OS 4	Pool of hours for individual adjustments	G	Option 4	Mandate or work contract	On a time and material basis with cost ceiling (max. pool of hours)	From start of contract, for remaining term of the contract

3.2.2 Schedule

Rough scheduling of the usage of services

WP	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035
PS 1											
RS 1											
RS 2											
OS 1											
OS 2											
OS 3											
OS 4											

3.2.3 Delimitation

The following are not part of the object of this procurement:

- a system for managing and issuing the e-ID as electronic credentials (SID specialised system);
- process orchestration of the e-ID issuing process (SID specialist system);
- development of the Federal Wallet;
- manual performance of the Agent Review by employees.

4 **Tender documentation**

The complete tender documents can be obtained from the date of publication on SIMAP against signature of the confidentiality agreement (Annex 10) by authorised representatives, if evidence is provided (in the confidentiality agreement) that the company is active in the field of the object of the invitation to tender (written confirmation, description of business activities, link to the company website and provision of UID number. (For foreign companies, corresponding evidence of a foreign company register.)

The signed confidentiality agreement must be sent to the following email address:

beschaffung.wto@bbl.admin.ch

The tenderers will be provided with the complete tender documents upon receipt of the signed confidentiality agreement. It is the responsibility of the tenderer to request these documents in good time (see also deadlines for submitting the tender).

5 Mandatory requirements: Participation conditions, eligibility criteria and technical specifications

5.1 Mandatory requirements

All companies with economic and technical capacity that fulfil the participation conditions, eligibility criteria and technical specifications (see also Annex 01) are invited to submit a tender in CHF.

5.1.1 Supplementing EC09 (IT security and data protection), the following applies:

The tenderer undertakes to comply in particular with the Information Security Act (ISA)⁶ and its implementing ordinances, the Information Security Ordinance (InfoSecO)⁷, the Ordinance on Personnel Security (PSSO)⁸, the Ordinance on the Security Procedure for Businesses (SPBO)⁹ and the Ordinance on Federal Identity Management Systems and Directory Services (IAMO)¹⁰. The client's information, documents and data must be protected in terms of availability, confidentiality, integrity and comprehensibility.

The following points set out in the federal ICT specifications¹¹ must be complied with in particular:

The supplier must check applications and IT systems for vulnerabilities and document these at least prior to handover and in the event of subsequent modifications (updates, upgrades). The documentation must be made available to the contracting authority. For web applications in particular, the ten most important risks of the Open Web Application Security Project (OWASP Top 10)¹² must be actively managed or avoided [1]. The costs incurred to close any such security gaps may not be charged to the Federal Administration.

The supplier must have a legally compliant process for handling IT security incidents [2]. There is also a defined contact point at the supplier's end for questions regarding security incidents, which is made known to the contracting authority [3].

The supplier implements change management with the use of documented change orders [4]. In particular, patch and lifecycle management of the various components (software and hardware) must be implemented [5].

Reference documents in the ICT security specifications (in German, French or Italian):

[1] Si001 - Basic ICT protection in the Federal Administration, Requirement A1.1

[2] Si001 - Basic ICT protection in the Federal Administration, Requirement O4

[3] Si001 - Basic ICT protection in the Federal Administration, Requirements O4 and T4

[4] Si001 - Basic ICT protection in the Federal Administration, Requirement O2.1 e)

[5] Si001 - Basic ICT protection in the Federal Administration, Requirements S2 and A2

⁶ [SR 128 - Bundesgesetz vom 18. Dezember 2020 über... | Fedlex \(admin.ch\)](#)

⁷ [SR 128.1 - Verordnung vom 8. November 2023 über ... | Fedlex \(admin.ch\)](#)

⁸ [SR 128.31 - Verordnung vom 8. November 2023 über... | Fedlex \(admin.ch\)](#)

⁹ [SR 128.41 - Verordnung vom 8. November 2023 über... | Fedlex \(admin.ch\)](#)

¹⁰ [SR 172.010.59 - Verordnung vom 19. Oktober 2016 ... | Fedlex \(admin.ch\)](#)

¹¹ See <https://www.ncsc.admin.ch/ncsc/de/home/dokumentation/sicherheitsvorgaben-bund.html>

¹² https://www.owasp.org/index.php/Category:OWASP_Top_Ten_Project

5.2 Fulfilment of the mandatory requirements

The participation conditions, eligibility criteria and technical specifications listed in Annex 01 (Requirements catalogue) must be fulfilled and demonstrated in a complete, detailed, comprehensible and clearly understandable manner and without restriction or modification together with the submission of the tender, otherwise the tender will not be considered. Although references to other documents are permitted, such references must precisely cite the relevant document section(s). If a requirement is divided into individual points, all of these points must be addressed in detail. The information requested in Annex 01 must be fully and comprehensibly documented in accordance with the requirements.

In addition, it is expressly pointed out that the assessment of compliance or non-compliance with the mandatory requirements after an initial examination of the information in Annex 01 is subject to correction if the performance and security quality tests (which are evaluated in accordance with AC09.1 and AC09.2) reveal that the technical specifications, eligibility criteria or participation conditions are not met. Failure to comply with these mandatory requirements may lead to the exclusion of the tenderer.

6 Award criteria (AC)

6.1 Fulfilment of the requirements catalogue

The award criteria enumerated in Annex 01 must be formulated and answered in a complete, detailed, comprehensible and clearly understandable manner. The corresponding documents and evidence must be enclosed where specified. Although references to other documents are permitted, such references must precisely cite the relevant document section(s). If a requirement is divided into individual points, all of these points must be addressed in detail. The information requested in Annex 01 must be fully documented and comprehensible in accordance with the requirements.

Important note: The procurement office reserves the right to verify the content of the documentation and/or information referred to by the tenderer in the tender and to request additional information from the tenderer if necessary. If the answers are unclear or incomprehensible, or if the required information or documents are unavailable or inadequate, the tenderer's answer may receive a lower rating as a result.

6.2 Overview

The award criteria (AC) are used for detailed scoring of the tenders. This score determines the final rankings in the final tally. A maximum total of 10,000 points is possible. The taxonomy used is described in sections 7.2 and 7.3.

Number	Designation	Taxonomy	Points	Weighting in %
AC01	Price	According to section 7.3	2000	20
AC02	Agent Review: Provision of an application with process and user interface for the Agent Review process	A	1000	10
AC03	Recognition of situations	A	500	5
AC04	Reading of RFID chips from identity documents	A	700	7
AC05	Minimum image size	C	500	5
AC06	Risk assessment for the product	A	1000	10
AC07	Certification for remote identification	B	1000	10
AC08	Availability of penetration test results	A	1000	10
AC09.1	Performance tests	C	1500	15
AC09.2	Security quality tests	C	800	8

Overview of award criteria

6.3 Shortlisting

Due to the considerable time and effort involved in the examination and evaluation of AC09.1 and AC09.2, the procurement office may perform a shortlisting as follows in accordance with Art. 40 para. 2 PPA: Based on the examination and evaluation of AC 01 to AC 08, a ranking is made. On that basis, the three best-ranked valid tenders are selected and invited to the performance and security quality tests in accordance with AC09.1 and AC09.2.

The performance and security quality tests are carried out in two stages:

- First, the tenders on the shortlist are checked for their performance in a performance test and evaluated in accordance with AC09.1. The security quality tests are then carried out only for those tenders that still have a mathematical chance of being awarded the contract based on the performance tests. If, as a result of the evaluation of the performance tests, a shortlisted tenderer (i) no longer has a realistic chance of being awarded the contract, or (ii) contrary to the information provided by the tenderer, fails to comply with technical specifications, eligibility criteria or participation conditions and can or must be excluded from the award procedure, the procurement office reserves the right in both cases (i) and (ii) to subsequently nominate lower-ranked tenders that were not initially admitted to the performance test. In the case of subsequent nominations, the lower-ranked tender with the best mathematical chances of being awarded the contract is considered first;
- the aforementioned procedure for subsequent nomination applies *mutatis mutandis* to the security quality tests.

6.4 Performance and security quality test procedure

The three tenderers who are invited to the performance and security quality test based on the initial evaluation (see section 6.3) must prepare for these tests in accordance with the requirements set out in Annex 08 and provide the required information and test infrastructure. The requirements for these tests set out in Annex 08 are to be confirmed in TS08.

The qualified tenderers must undergo the tests in accordance with the documents referenced in AC09.1 and AC09.2 (Annex 08). The tests are carried out by independent experts. The qualified tenderers must provide a test environment, extensive documentation and, where applicable, the development of additional interfaces for the tests, depending on the possibilities of the software tendered. The tenderers will be compensated a lump sum of CHF 10,000 (excl. VAT) for their time and expenses in providing the test infrastructure and incurred in the course of the tests (see section 10.3.7).

The tests are expected to take place in Q3 and Q4 2024. The required information and the test infrastructure must be provided by the tenderer by the start date of the tests. The invitations to the tests will be sent to the tenderers at least 30 days before the start of the test. During the test phase, tenderers are expected to support the experts at their request.

7 Evaluation

7.1 Evaluation phases

The following steps are taken before the award decision:

Item	Description of activity
1	Publication of the invitation to tender on the simap platform
2	Q&A session on the simap platform
3	Submission of tenders
4	Examination of the tenders received (see section 10.4.3)
5	Any adjustment of the tender (see section 10.4.3)
6	Initial evaluation and invitation of qualified tenderers to tests (shortlisting)
7	Execution of performance tests with qualified tenderers
8	Execution of security quality tests with qualified tenderers
9	Evaluation and evaluation decision
10	Award publication on the simap platform

Overview of the evaluation phases

7.2 Taxonomy

The taxonomy type used to evaluate Award criterion 01 Price is based on section 7.3. The following taxonomy types are used to evaluate the qualitative award criteria:

Taxonomy type A	Taxonomy type B	Taxonomy type C
A = 100% fulfilment	A = 100% fulfilment	Evaluation:
B = 50% fulfilment	B = 0% fulfilment	$Points = M * \left(\frac{P_{min}}{P} \right)^2$
C = 0% fulfilment		M = maximum number of points Pmin = lowest value among all tenderers P = value of the tenderer evaluated

The allocation to the individual qualitative award criteria can be found in section 6.2 and in Annex 01 Requirements catalogue.

7.3 Evaluation of prices and costs

Award criterion of price

To award points, the relevant total price is evaluated for each tender. With regard to the licence fee from AAT/entry into production, the tenderer has the option of selecting one of two price models in the Annex 07 price list.

For all supplies (and irrespective of the price model offered for the granting of licences), the total price is deemed the cost ceiling, which may not be exceeded. The total price is calculated as follows:

Relevant total price for evaluation =

Costs of the tendered procurement volume (basic order + options)

All values falling within the **bandwidth of 80%** receive points (linear interpolation between 100% and 180%).

All values that exceed the lowest value by more than 80% receive 0 points. All tenders that result in a score below 0 according to the formula below will be awarded 0 points (no negative points).

Formula for calculating the price:

$$\text{Points} = M \times \frac{(P_{\max} - P)}{(P_{\max} - P_{\min})}$$

M	=	maximum number of points
P	=	price of the tender evaluated
P _{min}	=	price of the lowest admissible tender
P _{max}	=	price at which the price curve intersects the zero point (P _{min} * 180%)

Calculation example:

Maximum	2000 points for the price
P _{min}	= CHF 1,500,000
P _{max}	= CHF 2,700,000 (1.8 x 1,500,000)

Supplier A	CHF 1,500,000	2000 points
Supplier B	CHF 2,200,000	833 points
Supplier C	CHF 3,500,000	0 points

8 Requirements in terms of structure and content

8.1 General

In the interests of a fair and swift evaluation, the tenderer is obliged to structure the tender as follows.

8.2 Structure

Section	Contents	Reference in tender documentation
1	Overview of tenderer (max. 2 A4 pages) Contents: <ul style="list-style-type: none">– Company name (according to commercial register)– Legal form– Headquarters and any branch offices– Key products and services If subcontractors are involved, details must be provided for each subcontractor and their role (max. 2 A4 pages each).	
2	Completed and legally signed requirements catalogue	Annex 01
3	Supplements to the participation conditions in accordance with the requirements catalogue (evidence for the individual criteria)	see Annex 01
4	Supplements to the eligibility criteria according to the requirements catalogue (evidence for the individual criteria)	see Annex 01
5	Supplements to the technical specifications in accordance with the requirements catalogue (evidence for the individual criteria)	see Annex 01

6	Supplements to the award criteria in accordance with the requirements catalogue (evidence for the individual criteria)	see Annex 01
7	Completed and legally signed price list	Annex 07

Overview of the structure of the submission

9 Licence agreement

Should a tenderer consider more detailed provisions on the permitted scope of use of the licensed components to be necessary than those provided for in the "Licence agreement" individual contract, such provisions must be proposed on the basis of the "Licence agreement" individual contract template in Annex 12 in a fully formulated and substantiated form, but may not contradict the provisions of the "Licence agreement" individual contract and the provisions to be accepted without reservation (see section 10.4.2 and EC 08), but only clarify or supplement them; a reference to own contract templates or terms and conditions is not permitted. The contracting authority decides whether or not to accept the clarifications or supplements proposed by the tenderer in Annex 12.

10 Administrative details

10.1 Contracting authority

10.1.1 Official name and address of the contracting authority

Requesting office

Federal Office of Police fedpol
Guisanplatz 1A
CH-3003 Bern

Procurement office/organiser

Federal Office for Buildings and Logistics FOBL
Fellerstrasse 21
CH-3003 Bern

10.1.2 Access to confidential documents

The tender documents contain confidential documents. To obtain access to these documents, the tenderer must send a scanned copy of the confidentiality agreement signed by hand (Annex 10) to the following address: beschaffung.wto@bbl.admin.ch.

The tenderer is granted access to the confidential documents after receipt and review of the legally signed confidentiality agreement (see section 4).

It is the responsibility of the tenderer to request these documents in good time (see also deadlines for submitting the tender).

10.1.3 Tenders must be sent to the following address

Federal Office for Buildings and Logistics FOBL
Public Tender Service
Project (24028) 403 Online verification for the e-ID
Fellerstrasse 21
CH-3003 Bern
beschaffung.wto@bbl.admin.ch

10.1.4 Desired deadline for questions in writing

19.03.2024

Comments:

If any questions arise when compiling the tender, you can submit these in anonymised form to the questions forum at www.simap.ch.

Attention: Any questions concerning the confidential documents must be submitted by 19.03.2024 exclusively by email to beschaffung.wto@bbl.admin.ch.

Any questions submitted after the deadline cannot be answered.

The non-confidential answers will be published anonymously on www.simap.ch. All tenderers will be notified by email as soon as the answers have been posted on www.simap.ch.

The answers concerning confidential documents will be transmitted in anonymised form by email to all tenderers that have legally signed and submitted the confidentiality agreement (Annex 10).

10.1.5 Deadline for submitting tenders

22.04.2024

Formal requirements:

The complete tender (see requirements in section 8) must be submitted by 22.04.2024 at the latest in duplicate (one hard copy and one **unencrypted** copy in electronic format on a flash drive*) to the address indicated in section 10.1.3.

* Flash drive: Please note that the entire tender must be contained on the flash drive and, in addition, the documents on the flash drive must be identical to the hard copy version.

- a) When submitting in person to the FOBL acceptance unit (by tenderer or courier):
The submission in person must be made by the aforementioned deadline at the latest, during opening hours of the acceptance unit (8am to 12 noon and 1pm to 4pm) in return for the issuance of a confirmation of receipt.
- b) When submitting by post:
The date used to determine the timeliness of submission is the postmark date or trackable barcode issued by a Swiss post office or a state-recognised postal operator in another country (corporate postmarks are not accepted as official postmarks). In the case of dispatch using WebStamp franking, the burden of proof for timely submission lies with the tenderer.
- c) When submitting the tender to a Swiss diplomatic or consular mission abroad:
Tenderers based in another country may submit their tender, before the above submission deadline and during opening hours, to a Swiss diplomatic or consular mission in their own country in return for the issuance of a confirmation of receipt. You are required to send the confirmation of receipt from the diplomatic or consular mission by email to the address listed in section 10.1.3 by the submission deadline at the latest.

In all cases, the tenderer must ensure that it receives proof that the tender was submitted on time.

Any tenders submitted after the deadline cannot be considered. They will be returned to the tenderer.

10.1.6 Type of contracting authority

Confederation

10.1.7 Type of procedure

Open procedure

10.1.8 Type of contract

Service contract

10.1.9 Procedure according to GATT/WTO agreement or treaty

Yes

10.2 Procurement item

10.2.1 Type of supply contract

Data processing and related activities

10.2.2 Place of performance

Bern area

10.2.3 Contract duration

60 months after signing the contract for the basic order

72 months for the optional extension

10.2.4 Division into lots

No

10.2.5 Are variants permitted?

No

10.2.6 Are partial tenders permitted?

No

10.2.7 Execution time frame

Start: upon signing of the contract (expected Q2 2025)

End: 60 months after signing the contract for the basic order

10.3 Conditions

10.3.1 Deposits/securities

None

10.3.2 Terms of payment

Within 30 days of receipt of the invoice, net in CHF, plus VAT, provided that the invoice is correctly submitted via e-billing.

Further information about e-billing in the Federal Administration can be found on the following website:

<https://www.efv.admin.ch/efv/en/home/efv/erechnung.html>

10.3.3 Costs to be included

All prices are to be stated in Swiss francs (CHF) and net of VAT. The price net of VAT includes, in particular, insurance, expenses, social security contributions, transport, customs duty, etc.

10.3.4 Bidding consortia

Not permitted.

10.3.5 Subcontractors

Permitted. If the tenderer involves subcontractors for contract performance, the tenderer will assume overall responsibility. The tenderer must list all subcontractors involved, together with their assigned roles.

The characteristic supply generally has to be provided by the tenderer.

10.3.6 Multiple tenders by subcontractors

Multiple tenders by subcontractors are permitted.

10.3.7 Compensation for performance and security quality testing

Tenderers who qualify for the performance and security quality tests (see AC09.1 and AC09.2 in Annex 01) through shortlisting (see also 10.4.4) and are invited accordingly by the requesting office, and who have taken part in the performance and security quality tests in accordance with Annex 08, will be compensated with a fee of CHF 10,000.00 (excl. VAT).

10.3.8 Language of the tenders

German or English

10.3.9 Period of validity of the tenders

360 days after the final deadline for bid submission.

10.3.10 Language of the tender documentation

The tender documentation is available in German and English. In the event of contradictions between the versions, the German version will prevail.

10.3.11 Language of the procedure

This procurement procedure is conducted in German. This means that all statements by the awarding office will be made at least in this language.

10.4 Further information

10.4.1 Prerequisites for countries not party to the WTO Agreement

Foreign tenderers from a country that is not a party to the Revised Agreement on Government Procurement (SR 0.632.231.422) are permitted to submit a tender only if this country grants reciprocal rights – i.e. voluntary, effective and comparable market access to Swiss tenderers in relation to the market concerned. The burden of proof lies with the tenderer.

10.4.2 Terms and conditions

The tender documents are accompanied by a framework agreement including individual contracts and annexes (consisting of, inter alia, the General Terms and Conditions of the Confederation). These contractual documents strike a fair balance of interests, take account of the contracting authority's justified safety concerns and allow a uniform evaluation of the tenders. According to EC08, the following provisions must be accepted without reservation: Start of performance for security-sensitive activities, Service recipient, Open source, Responsibility of the supplier, Responsible handling of artificial intelligence, Intellectual property rights, Confidentiality and secrecy, Compliance, Protection of client data and data protection, Information security, Audit, Inflation, Price reductions, Price review, Support services of the supplier in the event of termination, Assignment and transfer of contract, Applicable law and place of jurisdiction as well as the documents referenced in these provisions (in particular the "License agreement" individual contract, see also section 9 of the project specifications). If a tenderer wishes to make a reservation to an individual provision, it must submit a fully formulated and substantiated amendment proposal for the relevant provision with the tender, using Annex 12.

Insofar as the reservation concerns one of the aforementioned provisions to be accepted without reservations in terms of content, only clarifications or supplements that do not contradict the provisions are permitted. The contracting authority decides whether or not to consider the alternative proposal. General and unspecific reservations in particular are inadmissible, as are references to own contract templates or terms and conditions. Tenders subject to such reservations will not be evaluated and may be excluded from the procedure.

10.4.3 Verification and adjustment of tenders

Tenders are verified in accordance with Art. 38 of the PPA. Adjustments to tenders must be made in accordance with Art. 39 of the PPA and subject to the conditions set out therein as well as at the specific request of the awarding office.

10.4.4 Evaluation of the tenders

The tenders are subjected to an initial examination on the basis of the documents submitted and ranked. Given that the comprehensive examination and evaluation of eligibility requires considerable time and effort as referred to in Art. 40 para. 2 of the PPA, the three best-ranked tenders are selected where possible and subjected to a comprehensive examination and evaluation in accordance with AC09.1 and AC09.2 (see Annex 01).

10.4.5 Confidentiality

The parties shall observe the provisions on confidentiality and secrecy (clause 21.1 of the framework agreement). The tenderer shall also comply with the provisions of the confidentiality agreement.

Without the written consent of the contracting authority, the tenderer may not advertise the fact that cooperation exists or existed with the contracting authority, nor may the tenderer cite the contracting authority as a reference.

10.4.6 Integrity clause

The tenderer and the contracting authority undertake to take all necessary measures to prevent corruption, so that, in particular, no gifts or other advantages are offered or accepted.

Should this integrity clause be disregarded, the tenderer must pay a contract penalty to the contracting authority.

The tenderer acknowledges that violation of the integrity clause will generally lead to withdrawal of the award as well as early termination of the contract by the contracting authority for good cause.

10.4.7 Other information

There is no guarantee of acceptance by the requesting office for any supplies. The requesting office has no obligation to use the supplies specified in the invitation to tender. In particular, the quantities used to calculate the price for the pay-per-use model are estimates of demand during the term of the contract and are only relevant for the comparability of tenders. The tenderer cannot use these estimates to derive any obligation on the part of the requesting office to use any supplies.

All supplies are subject to the legislative provisions. The tenderer acknowledges that the legal basis, the e-ID Act, is currently in the legislative process and that neither its entry into force nor a date for entry into force is guaranteed. Without a legal basis, some or all of the supplies will not be used.

Credit proviso: The annual credit applications and decisions of the competent federal bodies in relation to the budget and financial plan remain reserved.

The contracting authority reserves the right to have the awarded supplies provided also to other requesting offices in the Federal Administration, as well as to use the supplies defined as optional in full, in part or not at all.

11 Annexes

11.1 Referenced annexes

No.	Description	To be completed by the tenderer	For information purposes
1	Requirements catalogue	x	
2	Self-Declaration Supplier BKB	x	
3	Self-declaration Art. 29c Ukraine Ordinance	x	
4	References of the company	x	
5	Technical specifications NFRs		x
6	CEM 2022 R1		x
7	Price list	x	
8	Playbook for performance and security quality tests		x
8.1	Annex to Playbook: API-Specification		x
9	Rough architecture		x
9.1	Annexes to Rough architecture (7 documents)		x
10	Confidentiality agreement	x	
11	Draft contract (24 documents)		x
12	Contract reservations template	x	

Overview of referenced annexes