

**Passport Redevelopment Programme
Personalisation Project**

**Supply of New Zealand Travel Document Books and
Personalisation Technology Request for Proposal
Evaluation Report**

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Document Control

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0.2	8 Dec 2006	Eleanor Sabiston	Feedback from Brian
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0.4	12 Mar 2007	Tracy Woods Lydia Callander	Update from RFP Evaluation
0.5	21 Mar 2007	Lydia Callander	Feedback from Lew Skinner and Craig Doherty
1.0	27 Mar 2007	Lydia Callander	Final version

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1 EXECUTIVE SUMMARY

The process for the evaluation of the Request For Proposal responses followed the processes as defined in the Personalisation Project Procurement Plan. These processes were performed under the direct guidance of the DIA Procurement Unit ensuring a detailed and robust outcome. The DIA Procurement Unit who will remain involved throughout the process have been instrumental in providing advice to the project in the formulation of the following recommendations.

The RFP document was issued on 1 December 2006. Close date for the RFP responses was 23 February 2007. The planned date to inform respondents of the outcome of the RFP tender process is 10 May 2007.

The overall result of the robust evaluation process is a significant difference between the 1st and 2nd ranked vendors (20 points). A smaller margin exists between the 2nd and 3rd ranked respondents (10 points). These differences are an accurate representation of the completeness and quality of the solutions offered by the respondents. It was agreed by the evaluation team that the book and technical offering by CBN would best meet DIA's RFP requirements without requiring significant modification.

1.1 Response Summary

Respondent	Prime & Third Party Relationships	Business Model	Travel Document Proposal	Travel Document Samples	Travel Document Security Print Proofs	Personalisation Technology Proposal	Support and Maintenance	Proof of Concept & Timelines	Total Score
<i>Maximum Possible Score</i>	11.00	13.00	20.00	10.00	6.00	20.00	10.00	10.00	100.00
CBN	10.010	9.750	15.330	8.740	5.100	14.624	7.900	6.475	77.929
DLR	9.543	5.417	12.463	5.590	3.900	11.423	5.325	3.917	57.577
OeSD	8.690	3.683	10.397	3.285	3.600	10.064	3.492	4.700	47.910

Overall, the evaluation results show a clear differentiation between the three respondents.

1.1.1 Austrian State Printing House (OeSD)

The response from OeSD was incomplete in key areas such as financial details and contract amendments. The response also portrayed a lack of understanding of the requirements and knowledge of the proposed technology. Detail was missing in the majority of responses to RFP questions making the evaluation process difficult. Overall, the solution proposed by OeSD does not meet DIA requirements without significant alteration. It is recommended that OeSD **NOT** be invited to proceed with the next step of the procurement process.

1.1.2 De La Rue Identity Systems (DLR)

The response from DLR did not provide a sufficient level of detail in response to some RFP questions which made the evaluation process difficult. There are technical issues and other weaknesses identified with the proposal which translate into significant risk and cost to DIA. As the clarification process cannot be used to provide an opportunity for a vendor to improve or modify their response, it is not expected that clarifications with DLR, within the constraints of the procurement process, will materially improve upon their initial response. It is therefore recommended that DLR **NOT** be invited to proceed with the next step of the procurement process.

1.1.3 Canadian Banknote Company Limited (CBN)

CBN provided a strong overall response and included a high level of relevant detail. The level of attention to detail, compliance with response, and strength of overall solution aided the RFP Response evaluation process. A number of non-critical technical issues were identified which will be worked through with CBN during negotiation and planning stages. Negotiations on legal and commercial issues exist of which key issues should be resolved before commitment to proceed within the procurement process is made. It is therefore recommended that CBN **SHALL** be invited to proceed with the next step of the procurement process.

1.2 Proof Of Concept Selection Process.

Given the results of the evaluation, it is recommended that only CBN proceed in the procurement process at this stage. However, given the issues raised in relation to the proposed supply contract, it would not be appropriate to confirm participation in Proof of Concept testing at this time.

It is recommended that participation by CBN in the Proof of Concept should be conditional upon CBN and DIA successfully negotiating key contractual and legal issues within the timeframe supplied to vendors for notification of RFP results. The date notified in the RFP is 10 May 2007. Therefore an agreed negotiated position needs to be reached with CBN before 10th May 2007.

If the contractual and legal aspects cannot be satisfactorily resolved within the specified timeframe, then the response provided by DLR should be reviewed to determine DLRs' capability and capacity to meet DIA's requirements.

1.3 Recommendation Summary

It is recommended that:

1. The process and results of the RFP evaluations are accepted; and
2. That only CBN are invited to participate in the next step of the process – negotiation of key contractual and legal issues which need to be concluded by 10th May 2007; and
3. That following the successful outcome of these negotiations, other vendors are then advised of the RFP outcome as per the advertised timeframe, and Proof Of Concept planning and execution with CBN commence; and
4. That should initial negotiations not be satisfactorily completed by 10th May 2007, then a further process review will be required to determine the Departments' position.

Approved By

Brian Greenough
Project Manager
Personalisation Project

Signature

Date

Lew Skinner
Programme Manager
Passports Redevelopment
Programme

Signature

Date

David Philp
Manager, Passports
Identity Services

Signature

Date

Annette Offenberger
General Manager
Identity Services

Signature

Date

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2 INTRODUCTION

2.1 Document Purpose

The purpose of this document is to present the results of the evaluation of the three proposals submitted to the Department of Internal Affairs (DIA) in response to the Request for Proposal (RFP) "Supply of New Zealand Travel Document Books and Personalisation Technology (DIA/2006-014)" dated 1 December 2006.

2.2 Procurement Process Background

The procurement process for the Supply of New Zealand Travel Document Books and Personalisation Technology has used a multi-stage tender format.

A Registration of Interest (ROI) was issued on the Government Electronic Tenders Service¹ on 28 August 2006 and closed on Friday 15 September 2006. DIA received six responses to the ROI. Evaluation of the six responses² resulted in a short list of four vendors:

- De La Rue Identity Systems (DLR);
- Austrian State Printing House (OeSD - Österreichische Staatsdruckerei GmbH);
- Note Printing Australia Limited (NPA); and
- Canadian Banknote Limited (CBN).

These four vendors were invited to participate in the RFP, the second stage of the procurement process.

2.3 Request for Proposal Purpose

The purpose of the RFP was to obtain a proposal from vendors for the provision of travel documents and personalisation technology for a 5 year period.

The RFP was released to the four vendors on Friday 1 December 2006 and the response period closed at 12 noon, Friday 23 February 2007.

¹ www.gets.govt.nz

² The ROI Evaluation Report is located in DMS document 128523DB.

2.4 Proposals Received

2.4.1 Notification of Withdrawal

Notification of withdrawal from the RFP process was received from Note Printing Australia Ltd, on 31st January 2007.

2.4.2 Clarifications

The following requests for clarifications were received.

Clarification Received From	Date Received	Response Sent
De La Rue	18 Jan 2007	24 Jan 2007
Canadian Banknote Company Limited	20 Jan 2007	23 Jan 2007
Austrian State Printing House	24 Jan 2007	25 Jan 2007
De La Rue	31 Jan 2007	2 Feb 2007

The Respondent requests for clarifications and DIA's responses are attached in Appendix One.

2.4.3 Proposals

Proposals were received from De La Rue Identity Systems, Austrian State Printing House and Canadian Banknote Company Limited.

The responsibility of each party is given in brackets after the company name.

Prime Contractor	Third Parties
De La Rue Identity Systems (Document design and manufacture, system architecture for overall solution, onsite and on call support)	<ul style="list-style-type: none"> Mühlbauer (Laser engravers, laser engraving management software, 2nd line equipment support) Trüb (Polycarbonate biodata chip page, chip operating software, full page ePassport reader, 2nd line support)
Austrian State Printing House (Document design and manufacture, software support)	<ul style="list-style-type: none"> Datacard (Large laser engravers, laser engraving management software and the servicing, deployment and integration of laser engraving solution, equipment support) iXLA (Small laser engravers) Trüb (Polycarbonate biodata chip page, chip operating software, full page ePassport reader)

Proposals, continued

<p>Canadian Banknote Company Limited</p> <p>(Document design and manufacture, polycarbonate biodata chip page, personalisation software, support services, 1st line equipment support, full page ePassport readers)</p>	<ul style="list-style-type: none">• Mühlbauer (Laser engravers, laser engraving management software, consultation services during integration, installation and configuration of equipment, 2nd line equipment support, provision of spare parts)
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3 SUMMARY OF PANEL EVALUATION PROCESS

The panel evaluation process and evaluation criteria were defined as part of the Personalisation Project Procurement Plan and preparation of the Request for Proposal documentation.

Evaluations took place over five days (5 March to 7 March and 13 March to 14 March) at the Westpac Stadium, Wellington.

The evaluation process was facilitated by the DIA Procurement Unit.

The evaluation panel was made up of representatives from the Personalisation Project team and Identity Services business units:

Panel Member	Role
Brian Greenough	Personalisation Project Manager
Tracy Woods	Personalisation Project Senior Business Analyst
Liam McLay	Senior Team Leader, Passports
Spenceley Runton	Projects Officer, Passports
Grant Christie	Investigations Adviser, Integrity & Business Development
Peter Campbell	Technical Delivery Manager, Information Systems Unit
Tina Groark	Consulting Architect – technical specialist
Bernard Molloy	Manager, Finance – financial specialist
Ross Johnston	Kensington Swan – legal specialist

3.1 Evaluation Tool

The RFP evaluation was completed using a spreadsheet based evaluation toolkit provided by DIA Procurement. This toolkit was prepared prior to the RFP being issued.

This spreadsheet was used to record individual scores, apply weighting within and between categories, and rank the proposals according to the weighted scores.

Evaluation Tool, continued

Evaluation of the proposals was divided into eleven major categories:

Category	Description	Weighting
Completeness Of Response	Pre-requisite information checklist required in order to conduct the evaluations.	N/A
Prime Contractor & Third Party Relationships	Company and financial information for the Prime Contractor and third parties. Roles and Responsibilities of all parties.	11%
Business Model	Proposal fit to DIA's business model.	13%
Travel Document Proposal	Proposal for construction, security features, design and durability of the travel documents.	20%
Travel Document Samples	Physical sample books matching the travel document proposal.	10%
Travel Document Security Print Proofs	Security Design Proofs demonstrating the vendor's ability to take artwork and convert it into a security print design.	6%
Personalisation Technology Proposal	Proposal for the personalisation technology and associated hardware and software.	20%
Support and Maintenance	Proposal for the support and maintenance of travel document production and the personalisation technology. Relationship management between DIA and the prime contractor, and between the prime contractor and all third parties.	10%
Proof of Concept & Timelines	Proposal for project approach and implementation timelines. Proposal for Proof of Concept.	10%
Pricing	The itemised fixed price quote from the vendor. A separate pricing analysis has been completed and considered separately to the response-scoring regime.	N/A
Contract	The vendor response to the draft Supply Contract. A separate Contract analysis has been completed and considered separately to the response-scoring regime.	N/A

3.2 Individual Evaluations

Three days (one day per proposal) were spent on individual evaluations, during which each panel member reviewed and marked all responses against the evaluation scoring scale (unacceptable, partial response, good, excellent). Responses were not compared. As each response was completed, the score sheet for that response was entered into the evaluation tool spreadsheet.

Financial, legal, and technical specialists evaluated the sections relating to their area of expertise.

3.3 Group Evaluations

Once all individual evaluations were complete, the scoring was reviewed to identify any areas where a panel member had not assigned a score, or the scores given varied widely.

The panel reconvened to discuss these areas as a group and if necessary the scores were moderated appropriately.

3.4 Strengths and Weaknesses

The final step of the evaluation process was to consider the strengths, weaknesses, risks and issues associated with each proposal, to identify any points for clarification.

3.5 Additional Evaluation

Separate to the above evaluation process, analysis was undertaken on the following areas.

3.5.1 Completeness of Response

The objective of this analysis was to determine if any sections of the RFP responses were missing to such an extent that evaluation would not be possible.

This analysis was completed prior to the individual evaluations by two members of the Project Team and a member of DIA Procurement.

3.5.2 Financial Review

Bernard Molloy, Manager Finance, completed the evaluation of the Respondent's and their third party financial records. Financial review was conducted to establish, to DIA's satisfaction, the financial profitability and stability of those companies.

3.5.3 Pricing

The Passport Personalisation Project team completed the evaluation of the Respondent's pricing responses. A pricing review was conducted with all respondents to clarify the pricing provided and the assumptions made to ensure that a pricing comparison can be completed using similar products and services.

3.5.4 Supply Contract

Ross Johnston of Kensington Swan completed the analysis of each Respondent's proposed amendments to the supply contract. The results of the analysis will form the basis of the commercial and legal negotiation phase of the procurement process.

The analysis included:

- Compliance to section 4.14 of the RFP where for each clause of the Supply Contract the supplier must either confirm acceptance of the clause or state the reason why the wording is unacceptable and propose alternative wording that addresses the respondents concerns; and,
- Comment on the nature and potential risk of the vendor's amendments.

The key objective of this analysis is to identify areas of risk to DIA of the proposed changes made by the Respondents.

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4 EVALUATION RESULTS

4.1 Completeness of Response

Pre-requisite information checklist required in order to conduct the evaluations.

4.1.1 De La Rue Identity Systems (DLR)

DLR provided a response that was complete and included all the required documentation and samples.

The balance sheet information provided by Trüb (as part of DLR's and OeSD's responses) Trüb was lacking in some detail and further clarification will be required if DLR are to progress to the next stage of the procurement process.

4.1.2 Austrian State Printing House (OeSD)

OeSD's response was not complete with regard to the financial information provided:

- The balance sheet information provided by Trüb was lacking in some detail and further clarification will be required if OeSD are to progress to the next stage of the procurement process.
- OeSD did not provide the required financial reports for Datacard. It was stated that these would be provided once OeSD's proposal has been accepted and a Non Disclosure Agreement has been signed between Datacard and DIA. The RFP document stated, "failure to provide this information will exclude the proposal from consideration".
- OeSD's financial information provided was at a high level and further clarification would be required if OeSD were to progress to the next stage of the procurement process.

OeSD only responded to Part A of the Supply contract. No comment was received in relation to Parts B or C or the Service Level Agreement.

During the completeness of response evaluation it was agreed that whilst OeSD failed to include financial information, it was deemed not significant enough to exclude their proposal from the evaluation process. Clarification would be sought at a later stage, if necessary.

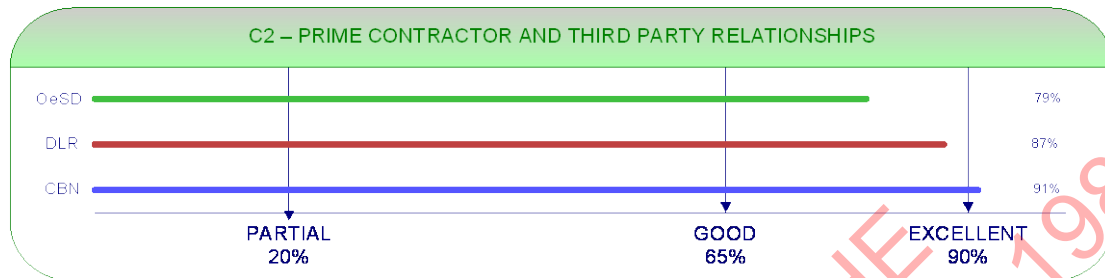
4.1.3 Canadian Banknote Company Limited (CBN)

CBN provided a response that was complete and provided all the required documentation and samples.

4.2 Panel Evaluation Results by Category

4.2.1 Prime and Third Party Relationships

Company and financial information for the Prime Contractor and third parties. Roles and Responsibilities of all parties.

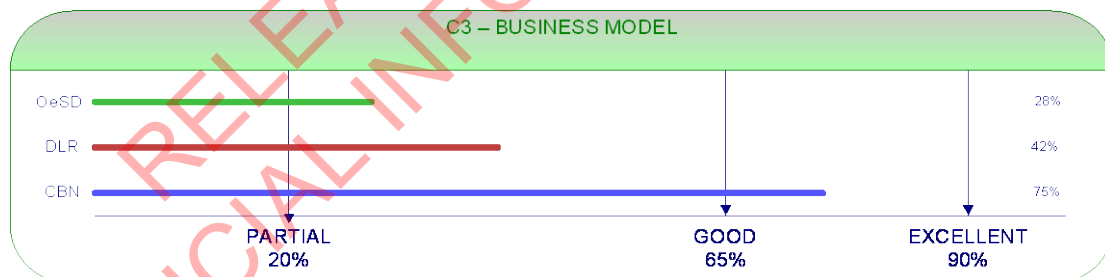


All three respondents scored well in this category, as all prime vendors and third parties have been in business for a long period of time and are leaders in their respective fields.

CBN's score for this category was higher than the other two Respondents due to having only two parties involved and the evidence provided of the strong working relationship between CBN and Mühlbauer.

4.2.2 Business Model

Proposal fit to DIA's Business Model.



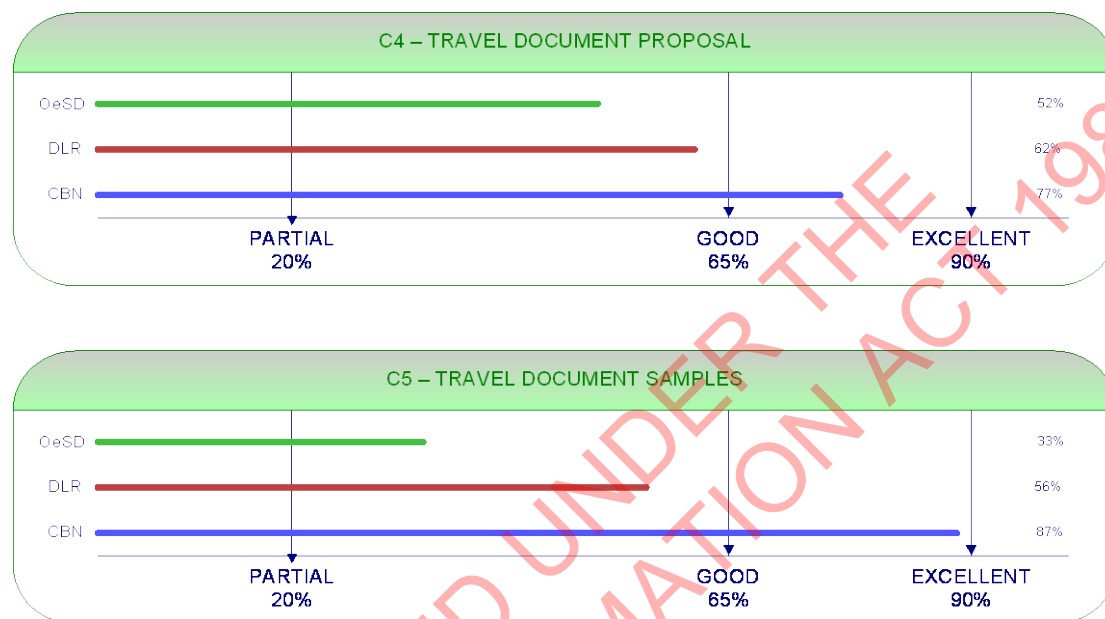
CBN was the only respondent to meet the requirements of this category. Their experience as DIA's incumbent and therefore their knowledge of DIA's current business model is evident in their response. Note that knowledge outside the requirements specified in the RFP were not required to score well in this area.

DLR did not address DIA's requirements outlined in the RFP, rather their response focused on establishing relationships.

OeSD's response focused on the personalisation technology aspects of OeSD's solution rather than how the overall proposal would address DIA's Business Model requirements.

4.2.3 Travel Document Proposal and Samples

Proposal for construction, security features, design and durability of the travel documents. Physical sample books matching the travel document proposal.



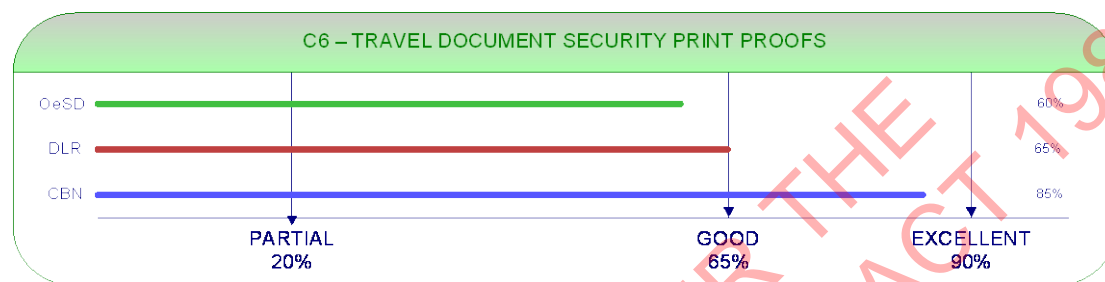
CBN's travel document proposal included innovative security features and showed a good understanding of the technology used for both paper and polycarbonate security features. CBN's physical samples were an accurate representation of CBN's written proposal. These samples demonstrated a proven construction method and a balance of overt and covert security features. CBN's score in this category was reduced due to their not accepting the spoilage rate required by DIA. CBN proposed that the spoilage rate be determined during the Proof of Concept testing.

While the paper components of DLR's solution are strong, there is a lack of cohesion between the polycarbonate component of their solution and the remainder of the physical booklet. The Trüb polycarbonate solution provided shows an underestimation of the importance of the polycarbonate as a secure component of the passport. An example of this is the ease with which the polycarbonate page and its hinge can be removed without damaging the paper booklet in any way. DLR provided standard sample booklets that did not align with their written proposal And offered only minor innovation on existing features. Finally, DLR are proposing to produce passports in Malta in a new facility that will be completed in April 2008. This constitutes a high risk.

OeSD solution also uses a Trüb polycarbonate page and the issues identified in DLR's response in relation to the polycarbonate also apply to OeSD. In addition the OeSD paper solution did not provide any innovation or security features which would be over and above those currently offered within the New Zealand travel documents.

4.2.4 Travel Document Security Print Proofs

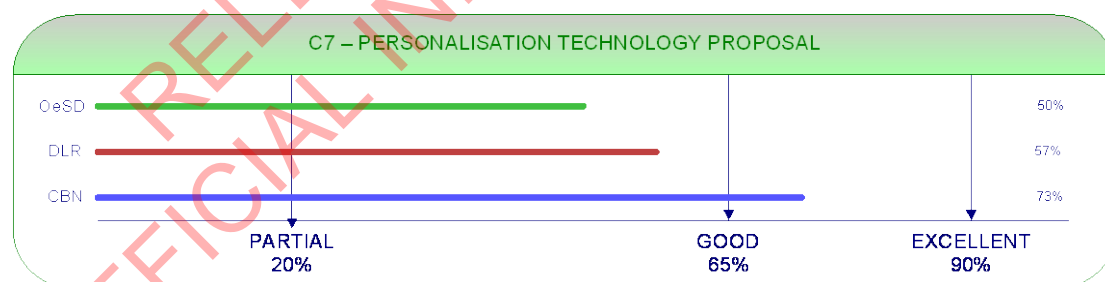
Security design proofs demonstrate the vendor's ability to take artwork and convert it into a security print design.



CBN and DLR met the minimum requirements of this category. CBN's basic understanding of the New Zealand culture and additional detail that demonstrated experience with the end-to-end lifecycle of passport design was reflected in the scores awarded.

4.2.5 Personalisation Technology Proposal

Proposal for the personalisation technology and associated hardware and software.



Only CBN met the minimum requirements of this category. CBN's incumbent experience and relationship with Mühlbauer was reflected in their response. CBN did not accept the requirement for 99.5% uptime and instead proposed an uptime of 93.5%, stating that significant costs savings can be made by using equipment located at alternate sites as back-up equipment rather than redundancy at each site. CBN have provided a cost per book to 'upgrade' to 99.5% uptime but have not supported this with detail on how this will be achieved.

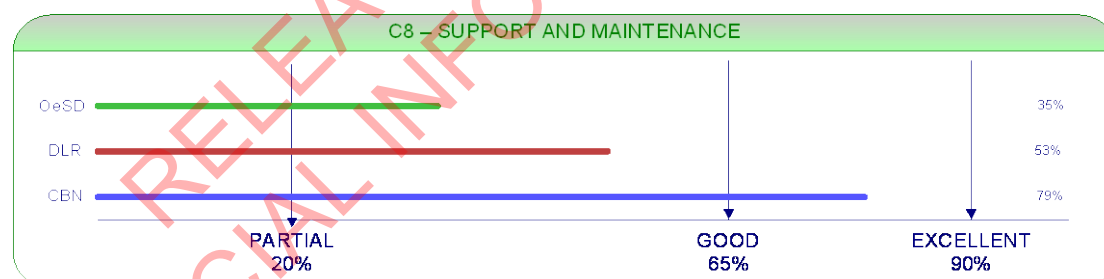
DLR's response portrays a lack of understanding of the technical aspects of the laser engraving personalisation technology and the associated software. Information provided indicates sufficient consultation with supporting 3rd parties may not have taken place. This has resulted in areas of their response lacking relevant detail. DLR was the only Respondent to meet our 99.5% uptime within their standard solution.

OeSD's response contained several areas of concern:

- Use of personalisation technology provided by two different vendors (Datacard and iXLA);
- the recommendation that the two types of machines not be installed at the same site as this may cause confusion for operators; in conflict with DIA requirements;
- the samples provided show the two machines proposed by Austrian Print producing different security features on the bio-data page to different quality levels; in conflict with DIA requirements; and
- While the Datacard machines are capable of meeting required volumes, Datacard would not guarantee 99.5% uptime without significant modification to the office environment in Auckland and Wellington.

4.2.6 Support and Maintenance

Proposal for the support and maintenance of travel document production and the personalisation technology. Relationship management between DIA and the prime contractor and between the prime contractor and all third parties.



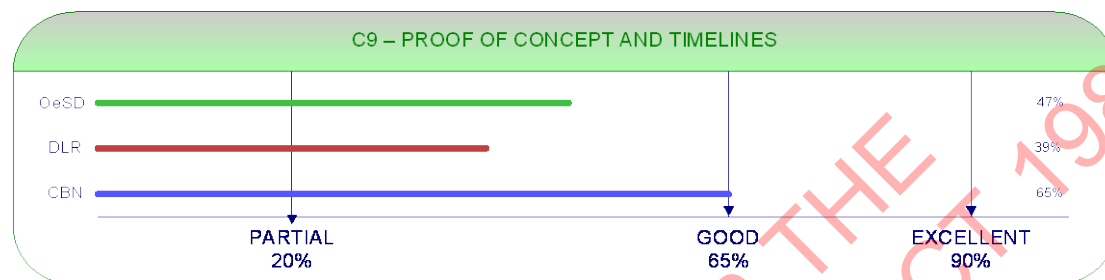
CBNs existing working relationship with Mühlbauer, including a very clear division of roles and responsibilities, have enabled them score well in this section.

DLR's response lacked sufficient relevant detail, and showed a lack of understanding of the technical requirements of the personalisation technology and the associated software.

OeSD's score in this category is affected by the high mean time between failures and mean time to repair, resulting in an expected machine breakdown every day and a half. In addition there is no evidence of a working relationship between OeSD and Datacard making the fault resolution process problematic.

4.2.7 Proof of Concept and Timelines

Proposal for project approach and implementation timelines. Proposal for Proof of concept.



All three Respondents response show a misinterpretation of the Proof of Concept (POC) process detailed in the RFP document. DIA's requirement is that the project team execute the POC document personalisation. The Respondent's responses show that they expect to complete this task without DIA present and to provide DIA with the personalised booklets for inspection only. Upon reviewing the RFP an area for possible misinterpretation was identified. Accordingly all respondents were scored equally in this area.

CBN was the only respondent to meet the timeline and project management requirements, showing a sound methodology and solid timelines. However CBN wanted to change the scope of the POC process to help define spoilage rates rather than confirm them.

The overall project timelines for DLR appear unrealistic and no explanation is given as to how this will be achieved. OeSD's project management appears to be focused on the technology and systems without due consideration for the booklet.

4.3 Financial Stability

Bernard Molloy, Identity Services Finance Manager, reviewed the financial reports provided for each prime vendor and third party vendor to confirm their financial stability and any issues that required clarification. Bernard's full report is located in DMS under document 194992DB.

The combination of prime and 3rd party respondents are:

- De La Rue (Trüb, Mühlbauer)
- Canadian Banknote Company Limited (Mühlbauer)
- Austrian State Printing House (Trüb, Datacard)

Financial results are summarised below:

Canadian Banknote Company Limited	9(2)(b)(ii)
Mühlbauer	
De La Rue Identity Systems	
Trüb	
Austrian State Printing House	
Datacard	

4.4 Evaluation of Pricing

All Respondents were required to detail the price of each component of the travel document and offer alternatives where appropriate. As no Respondent broke the price down as requested all Respondents were requested to clarify security features included in their proposal and the cost of those features where available. While the detail received improved, the information regarding the specific features included on the DLR and OeSD polycarbonate data pages was still incomplete. In order to obtain an initial position where direct comparisons are able to be made between vendors, the pricing has been rationalised to a comparable level offered by each vendor.

When comparing books and services of similar specification there is an \$11m difference over the term of the contract. The prices below are for a book incorporating all minimum requested security features such as three-colour³ intaglio on the end leaves. Polycarbonate security features include MLI (Multiple Laser Image), OVI (Optically variable ink) and an embedded kinegram. The prices are:

Company	Standard Passport	Dip/Off Passports	ETD	RTD/COI	Endorsement label	Total Cost of Solution (Millions)
9(2)(b)(ii)						

These prices are based on the proposed minimum purchase volumes outlined in the RFP document and include the personalisation, implementation and managed service components over the five year period of the supply contract. DLR offer some opportunity to upgrade cover durability and minor security features on top of their base price.

DLR endorsement labels are quoted at \$ [REDACTED] each (over 10 times more than other vendors). Additionally their quoted cost of a book with a cloth cover has increased approximately \$ [REDACTED] per book between their original quote and initial clarification. The quote and prices above are based on their clarified price. Their previous price indicated a solution for \$ [REDACTED] m.

³ OeSD have only provided the option of two-colour intaglio on end leaves. Other respondents are quoted with three-colour intaglio.

⁴ OeSD have included the endorsement label price as a cost \$ [REDACTED] per book. At our minimum purchase volumes this is approximately \$ [REDACTED] per label.

Evaluation of Pricing, continued

OeSD offer the opportunity to upgrade minor security features on top of this base price. OeSD have not provided any detailed information on the features of the polycarbonate chip.

CBN offer a variety of opportunities to upgrade the polycarbonate page and other minor security features on top of this base price. Selecting the transPortal⁵ security feature on the polycarbonate page costs \$ [REDACTED] per book and provides a more secure solution for \$ [REDACTED]m. CBN offered a detailed breakdown of pricing and no further clarification is required.

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⁵ The transPortal is a window through all layers of the polycarbonate page. The bottom window is larger than the top giving a view to the interior of the page and displaying a portion of the chip antenna. A duplicate photo is printed over the window.

4.5 Evaluation of Supply Contract

Ross Johnston of Kensington Swan reviewed the responses in relation to the supply contract. Their response is summarised below and reproduced in full in Appendix 2. A clause by clause breakdown can be found in DMS document 194994D.

9(2)(h)

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

9(2)(h)

[REDACTED]

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4.6 Discussion of Strengths and Weaknesses

As part of the evaluation process, the evaluation panel collaborated to identify the strengths and weaknesses of each proposal.

4.6.1

	Strengths	Weaknesses
Canadian Banknote Company Limited (CBN)	<p>CBN have demonstrated a detailed understanding of their entire solution.</p> <p>The booklet and polycarbonate solution proposed by CBN contains a number of innovative security features and demonstrates a good understanding of passport security, and would enhance the security of the New Zealand travel document.</p> <p>This solution requires only one third party.</p> <p>CBN have demonstrated a strong working relationship with their third party, and have clearly defined roles.</p> <p>CBN is the DIA incumbent .</p> <p>The cost and risks of transition will be significantly lower if selecting the incumbent</p>	<p>CBN have not agreed to the spoilage rates in the service level agreement and have raised concerns with regard to intellectual property and ownership of property and materials.</p> <p>CBN proposed a detailed solution providing 93.5% uptime but have not detailed how they will achieve 99.5% system uptime.</p>
De La Rue Identity Systems (DLR)	<p>The solution proposed by DLR would enhance the security of paper components of the New Zealand travel documents.</p> <p>DLR were the only respondent to confirm the ability to meet our 95.5% uptime.</p> <p>Proposed solution will easily meet our projected passport numbers over the</p>	<p>Little innovation on offer.</p> <p>The proposal lacks detail on the laser engraving solution.</p> <p>Little evidence of a close working relationship with 3rd party suppliers.</p> <p>Solution not tailored to the DIA business model.</p> <p>The Trüb polycarbonate solution as presented lacks</p>

	<p>5 year contract.</p>	<p>security and is unacceptable.</p> <p>Risk associated with production of travel documents in a new facility in Malta.</p>
<p>Austrian State Printing House (OeSD)</p>	<p>Proposed solution will easily meet projected passport numbers over the 5 year contract.</p> <p>Clear detail on software and hardware support.</p>	<p>Little innovation on offer.</p> <p>Paper booklet solution will not improve the security of the booklets from that currently used in the New Zealand travel documents.</p> <p>The roles and responsibilities between OeSD, Trüb, Datacard and iXLA are unclear.</p> <p>Datacard and Trüb provide bulk of solution and at times the evaluation team had difficulty determining who the prime vendor would be.</p> <p>The Trüb polycarbonate solution as presented lacks security and is unacceptable.</p> <p>Three of the fourteen e-passport books provided failed to read when tested.</p> <p>The personalisation technology solution, consisting of Datacard and iXLA machinery produces books with differing security features. This does not meet DIA requirements as would not provide a solution acceptable to DIA.</p>

Appendix.1 Respondent Clarifications

A1.1 De La Rue 18 January 2007

DIA/2006/014

Clarification No 1

From : 9(2)(a) @uk.delarue.com

18/01/2007 05:13

Request for clarification of requirements or additional information

RFP reference	Question
2.6 & D3	<p>To allow us to evaluate compatibility with the Emergency Travel Document, please provide the product name and/or the specification for the 3M label / security laminate that will be used.</p> <p><u>DIA Response.</u></p> <p>The Emergency Travel Document bio-data label is currently a laboratory produced product, which should be going to commercial production later this year. The product code is 75-0500-8195-1</p> <p>The label is described as a pressure sensitive self adhesive label, with a Ptarmigan stripe. DIA are not party to the adhesive specifications.</p> <p>The label measures 124mm X 81mm landscape, and is attached to a backing sheet measuring 152mm X 102mm landscape.</p> <p>The label has a series of shatter cut slits for security. These cuts do not penetrate the backing paper. The shatter cuts are formatted with one large horizontal cut two thirds down the label which is centered between the two edges of the label. There are an additional 12 cuts running at a 45 degree angle to the large cut. The angled cuts are positioned 6 above and 6 below the centre cut.</p> <p>The printable side of the label has the Ptarmigan strip laminate covering the majority of the label. With the label in the landscape position, the strip starts 21mm from the top, and continues to within 1mm of the labels bottom edge.</p>
K4	<p>Please clarify the number and the location of the information pages for all book types.</p> <p><u>DIA Response.</u></p> <p>For all books other than ETD's there will be two information pages (portrait in layout). While yet to be finalised, these pages are expected to be located on the last paper page and the back end leave.</p> <p>For ETD's the information pages are located on the second and third paper pages</p>

De La Rue 18 January 2007, continued

RFP reference	Question
E2	<p>Please clarify the location of the observation pages for all book types.</p> <p><u>DIA Response.</u></p> <p>For all books other than ETD's there will be one observations page (landscape in layout). While yet to be finalised, this page is expected to be located on the first paper page.</p> <p>For ETD's the observations page is located on the fourth paper page.</p>
3.5.1 & S5	<p>Please confirm that there will be sufficient space to allow the new personalisation technology to operate alongside the existing technology in all five print rooms. Please supply room layouts for each location showing pillars, doors, fire escapes, electrical points, etc.</p> <p><u>DIA Response.</u></p> <p>General dimensions of each room are provided in the RFP document. DIA expects that respondents will make known their equipment requirements specific to their personalisation proposal within their RFP responses. DIA accept that there may need to be some alterations to services provided in each of the rooms. Actual detailed implementation and transition planning will occur once a final vendor is selected.</p>
4.1	<p>To allow us to submit a full and detailed response to some of the more lengthy questions, would DIA consider amending the definition for 'Discuss' to;</p> <p>'Discussion of requirements of no more that two pages in length'?</p> <p>For example, Question 23 requires a response on topics including supply chain security, security printing techniques, construction methodology, ICAO compliance and quality assurance.</p> <p><u>DIA Response.</u></p> <p>The definitions provided in section 4.1 are a guide to respondents. The over-riding requirement is for the respondents to be succinct and to the point when answering all questions. If a respondent believes that additional discussion is required that exceeds 1 page in length, then that will be at the respondents discretion providing the response is easily understood by the evaluator(s).</p>

De La Rue 18 January 2007, continued

RFP reference	Question																																																								
3.3.2.4 & 3.7.1	<p>We note that only 12,000 Endorsement Labels are required. Please provide more information on the circumstances under which they are used.</p> <p><u>DIA Response.</u></p> <p>Endorsement labels are used to record the specific circumstances surrounding which the issuance of a New Zealand travel document has occurred.</p> <p>These issuance circumstances include, but are not limited too:</p> <ul style="list-style-type: none"> ▪ An irregular period between the issue & expiry dates ▪ The limited period the a document has been issued for ▪ Statement concerning which provision of the act, the travel document has been issued under ▪ Personal characteristics, of the holder, to aid border control, to assess why the document was issued under those circumstances. ▪ Where the holder uses an All So Known As name. (Currently only when issuing an ETD) 																																																								
3.2.1	<p>We note that seasonal fluctuations occur in passport demand. To allow us to provide sufficient machine capacity for peak periods, could you provide an estimate of maximum volume requirements during the peak periods?</p> <p><u>DIA Response.</u></p> <p>Potential monthly volumes, supplied as a guideline only (only available until June 2011)</p> <table border="1" data-bbox="459 1294 1388 1794"> <thead> <tr> <th></th> <th>NZ</th> <th>Australia</th> <th>London</th> </tr> </thead> <tbody> <tr><td>Jul-06</td><td>34,341</td><td>2,703</td><td>963</td></tr> <tr><td>Aug-06</td><td>35,399</td><td>2,677</td><td>848</td></tr> <tr><td>Sep-06</td><td>31,103</td><td>3,014</td><td>991</td></tr> <tr><td>Oct-06</td><td>27,757</td><td>3,331</td><td>1,098</td></tr> <tr><td>Nov-06</td><td>27,477</td><td>3,468</td><td>1,028</td></tr> <tr><td>Dec-06</td><td>22,883</td><td>3,935</td><td>952</td></tr> <tr><td>Jan-07</td><td>22,413</td><td>3,025</td><td>1,128</td></tr> <tr><td>Feb-07</td><td>30,199</td><td>2,900</td><td>977</td></tr> <tr><td>Mar-07</td><td>37,439</td><td>2,729</td><td>956</td></tr> <tr><td>Apr-07</td><td>32,187</td><td>2,791</td><td>966</td></tr> <tr><td>May-07</td><td>37,951</td><td>2,282</td><td>826</td></tr> <tr><td>Jun-07</td><td>34,663</td><td>2,514</td><td>924</td></tr> <tr><td></td><td>373,812</td><td>35,369</td><td>11,657</td></tr> </tbody> </table>		NZ	Australia	London	Jul-06	34,341	2,703	963	Aug-06	35,399	2,677	848	Sep-06	31,103	3,014	991	Oct-06	27,757	3,331	1,098	Nov-06	27,477	3,468	1,028	Dec-06	22,883	3,935	952	Jan-07	22,413	3,025	1,128	Feb-07	30,199	2,900	977	Mar-07	37,439	2,729	956	Apr-07	32,187	2,791	966	May-07	37,951	2,282	826	Jun-07	34,663	2,514	924		373,812	35,369	11,657
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De La Rue 18 January 2007, continued

RFP reference	Question						
3.2.1, continued		NZ		Australia		London	
	Jul-07	35,302		2,821		1,008	
	Aug-07	36,367		2,792		892	
	Sep-07	32,111		3,170		1,048	
	Oct-07	28,720		3,504		1,162	
	Nov-07	28,412		3,637		1,089	
	Dec-07	23,688		4,149		1,016	
	Jan-08	23,401		3,228		1,207	
	Feb-08	31,814		3,118		1,052	
	Mar-08	39,301		2,924		1,026	
	Apr-08	33,628		2,983		1,034	
	May-08	39,901		2,453		886	
	Jun-08	36,429	389,074	2,710	37,489	994	12,414
	Jul-08	37,164		3,042		1,081	
	Aug-08	38,394		3,018		960	
	Sep-08	33,762		3,420		1,124	
	Oct-08	30,170		3,770		1,242	
	Nov-08	29,991		3,930		1,168	
	Dec-08	25,010		4,494		1,092	
	Jan-09	24,722		3,509		1,302	
	Feb-09	33,660		3,397		1,138	
	Mar-09	41,595		3,177		1,106	
	Apr-09	35,592		3,259		1,120	
	May-09	42,232		2,674		957	
	Jun-09	38,621	410,913	2,952	40,642	1,075	13,365
	Jul-09	39,382		3,325		1,175	
	Aug-09	40,846		3,305		1,045	
	Sep-09	35,931		3,759		1,226	
	Oct-09	32,341		4,164		1,363	
	Nov-09	32,419		4,366		1,296	
	Dec-09	27,176		5,060		1,228	
	Jan-10	27,118		4,029		1,504	
	Feb-10	37,172		3,949		1,333	
	Mar-10	46,788		3,760		1,320	
	Apr-10	41,823		4,076		1,407	
	May-10	51,540		3,450		1,226	
	Jun-10	47,479	460,015	3,870	47,113	1,406	15,529

De La Rue 18 January 2007, continued

RFP reference	Question					
3.2.1, continued		NZ	Australia	London		
	Jul-10	49,492	4,492	1,561		
	Aug-10	51,843	4,491	1,433		
	Sep-10	45,443	5,167	1,686		
	Oct-10	41,109	5,612	1,857		
	Nov-10	40,877	5,763	1,758		
	Dec-10	34,422	6,866	1,688		
	Jan-11	35,480	5,657	2,093		
	Feb-11	48,614	5,456	1,819		
	Mar-11	59,330	5,002	1,739		
	Apr-11	51,167	5,224	1,797		
	May-11	60,999	4,225	1,491		
	Jun-11	54,313	4,595	1,667		20,589
		573,089	62,550			
G16	<p>Please clarify whether there is a specific requirement for the type and specification of index numbering technology for the biodata page. Should all pages be index numbered using the same technology? For example, the biodata page could be included in the conical laser perforation process, but this could potentially have a detrimental impact on the visual appearance of the biodata. Would alternative technologies for numbering the biodata page be acceptable, so long as they provide equivalent security?</p> <p><u>DIA Response.</u></p> <p>The intent of requirement G16 is such that all pages in the book are in some way linked / indexed to the overall construction of the book as a whole. Conical laser perforation is given as an example in question G16 and whilst it may be part of an overall indexing solution, it is not expected to be the sole indexing technology used due to reasons of security or practicalities of construction.</p>					
1.10 & 5.20	<p>Please confirm that all 5,000 Proof of Concept (POC) books can be 48 page books.</p> <p><u>DIA Response.</u></p> <p>The Proof of Concept (POC) will require 5000 48 page books (48 paper pages plus biodata page) in addition to any biodata page. It is also expected as part of the POC, the ability to personalise 24 paper page booklets is also required to simulate Certificate of Identity and Refugee Travel Document booklets. DIA requests that 50 24 page books (24 paper pages plus biodata page) are also provided for the POC.</p>					

De La Rue 18 January 2007, continued

RFP reference	Question
1.10 & 5.20	<p>We note that DIA expects to shortlist two respondents for Proof of Concept (POC) and that DIA has no obligation to contract with a respondent just because they have been shortlisted.</p> <p>As DIA will be aware, the production of 5,000 ePassports for the POC is a costly exercise and could impact our offer price. We therefore ask for clarification as to whether all 5,000 books must be ePassports, or whether a percentage could be manufactured without a chip in the polycarbonate biodata page? If this is acceptable, please specify the percentages required of each book type.</p> <p>We would like to make it clear that for material handling purposes, the non-chipped books would handle in exactly the same way as the chipped books.</p> <p><u>DIA Response.</u></p> <p>The purpose of the POC is to test all aspects of the proposed book and personalisation technology solution. This includes the book construction, the personalisation process, and performance of booklets through the personalisation equipment. The chip encoding and QA functions are considered critical components of the personalisation process. Therefore DIA require that all books for the POC be fully operational e-passports.</p>
1.10 & 5.20	<p>Please clarify whether the respondent or DIA will be required to provide the data set to be used to personalise the POC passports. If DIA will be providing the dataset, please provide information on the format of the dataset, and advise when a sample dataset will be available.</p> <p><u>DIA Response.</u></p> <p>DIA will provide the dataset for the POC. The actual dataset will be agreed with those vendors invited to participate in the POC. It is expected that the dataset will contain a number of varying photos for engraving / encoding, as well as some variable data for the datapage visual zone.</p>

De La Rue 18 January 2007, continued

RFP reference	Question
Q67	<p>We understand that DIA wishes to implement a solution with sufficient flexibility to support future upgrade requirements, and would unequivocally share such a goal. However, we would respectfully suggest that an unqualified requirement to support any new systems and business processes is difficult to guarantee. We would therefore request that Q67 be re-phrased to reflect the fact that the system should certainly be flexible, and that the respondent should commit to supporting the DIA with reasonable future upgrades with minimal redevelopment requirements, subject to a feasibility assessment.</p> <p><u>DIA Response.</u></p> <p>Q67 does not require confirmation of support for any unspecified future upgrade requirements. It does require the respondent to discuss how the proposed solution is constructed in order to minimise potential redevelopment should DIA wish to incorporate additional personalisation process steps or features, or integrate the personalisation solution with a different passport management system.</p>
P5	<p>Please confirm what is meant by the phrase 'There shall be no minimum delivery timeframe from order placement'.</p> <p><u>DIA Response.</u></p> <p>This requirement or statement is the reverse/opposing requirement of P.6 where DIA have requested that the maximum delivery timeframe, from receipt of a confirmed order, is 6 months.</p> <p>DIA is indicating that there is no minimum delivery timeframe, or there is no minimum timeframe the vendor has to wait until, before DIA would accept a delivery from the vendor.</p>

A1.2 Canadian Banknote Limited 20 January 2007

Reference: <DIA/2006/014

No: RFP - 2

From: Canadian Banknote
9(2)(a)

Date: 20/01/2007 11:14

To: DIA
Brian Greenough

Respond By: 2 working days from 23rd of January (Public holiday 22nd)

National Procurement Group Clarification

No	Question	Response
1	<p>Your current response template seems to indicate that you would rather not have the respondents precede their answers with the question.</p> <p>Is this the case or would you deem it easier associate the answers with the question if it was also shown?</p>	<p>This would be at the discretion of the respondent. If the respondent does wish to precede their response with the original question then this must be clearly visible to the evaluator(s)</p>
2	<p>Is an eight hour shift the gross time or net time? For example, a gross eight hour shift includes breaks, meetings, etc., whereby net time is the actual time working.</p> <p>What would be the net effective working time in a typical 8 hour shift?</p>	<p>It is unclear what this question refers to or the context in which it is asked. Does the respondent wish to know about staff operating hours or equipment expectations?</p>
3	<p>Will the samples offered as part of the response to the RFP be exposed to:</p> <ul style="list-style-type: none"> i) destructive / durability testing, ii) adversarial (security) testing? 	<p>The samples to be provided must use the proposed construction form and materials to a sustainable production level of quality. Although further and more detailed examination and testing of books will be conducted with a selected vendor, the provided sample books may be used for testing as part of the evaluation process and ongoing comparisons at DIA's discretion.</p>

A1.3 Österreichische Staatsdruckerei 24 January 2007

Reference: <DIA/2006/014

No: 3

From: Austrian Print State House
"9(2)(a) [REDACTED]" "9(2)(a)@staatsdruckerei.at">

Date: 24/01/2007 04:13

To: DIA
Brian Greenough

Respond By: 2 working days – where possible

National Procurement Group Clarification

No	Question	Response
1	On Page 15 of the RFP documents in Table C it is noted in C.3 that the laser engraving compatible page shall be located immediately inside the front cover of the travel document. Our understanding is that the term inside can be replaced by the term following, i.e. pages 1 and 2 of the passport after the inside cover (ICAO does not recommend placing the personalisation page directly inside the cover of the booklet. Please confirm this assumption.	It is not proposed to place the laser engraving compatible page actually inside the cover or as part of the cover, but immediately following the cover as a separate page.
2	Will it be sufficient for the proof of concept stage if all 5.000 books have the same number of pages (e.g. 36 pages) or is it required to provide varying thicknesses to resemble the different types of books? Will it be acceptable for a ratio of the 5.000 books to be without microchip, i.e. "dummy" polycarbonate e-pages.	The Proof of Concept (POC) will require 5000 48 page books (48 paper pages plus biodata page) in addition to any biodata page. It is also expected as part of the POC, the ability to personalise 24 paper page booklets is also required to simulate Certificate of Identity and Refugee Travel Document booklets. DIA requests that 50 24 page books (24 paper pages plus biodata page) are also provided for the POC.

Österreichische Staatsdruckerei 24 January 2007, continued

No	Question	Response
2, <i>continued</i>		The purpose of the POC is to test all aspects of the proposed book and personalisation technology solution. This includes the book construction, the personalisation process, and performance of booklets through the personalisation equipment. The chip encoding and QA functions are considered critical components of the personalisation process. Therefore DIA require that all books for the POC be fully operational e-passports

RELEASED UNDER THE
OFFICIAL INFORMATION ACT 1982

A1.4 De La Rue 31 January 2007

Clarification Form

RFQ Ref: DIA / 2006 / 014

Clarification: RFP –4

From: 9(2)(a) [REDACTED] @uk.delarue.com

31/01/2007 06:27

Respond By:

RFP reference	Question
1.10	<p>Question: We note that the announcement regarding which bidders will be selected to participate in the Proof of Concept (POC) will be made on the 10th of May 2007 and that the POC itself will take place during June and July 2007. This leaves sufficient time to configure the POC passport issuing system as required, but is a very tight timescale for manufacturing the high specification e-Passport books to meet the tender requirements. Please therefore confirm whether the following approaches to providing POC e-Passport booklets would be acceptable;</p> <ul style="list-style-type: none"> • Manufacture POC passports using a generic Fourdrinier watermark in an 'all over wall paper' design • Manufacture POC passports that do not include tactile intaglio printing on interior information pages. <p>The manufacture of a passport is virtually bespoke for every instance (including watermark requirements, print specifications, book sizes (number of pages) and sheet layout). It will therefore be necessary to manufacture passports specifically for the POC, and as DIA will be aware, the timeframes for making a mould cover, producing cylinder mould paper, printing and manufacturing a passport book far exceeds the time restraints highlighted above. Our request therefore highlights the two key elements of the POC book production process that have the most impact on producing books in the allowed timescales.</p> <p>Response:</p> <ol style="list-style-type: none"> 1. A generic watermark will be sufficient for POC purposes. It is not expected to have any NZ specific artwork in the POC books. 2. It is desirable to see some tactile features in the POC book to allow DIA to test the consistency to which the respondents are able to produce such a feature. Priority should be given to data-page tactility, then inside cover tactility, then other page tactility. If for the purposes of the POC the paper page tactility cannot be achieved then this must be clearly stated in the RFP response. This does not remove the need for such features to be included in the sample passports required for the response.

De La Rue 31 January 2007, continued

RFP reference	Question																								
3.5.3.3	<p>Question: To allow us to determine the most secure and most robust solution for document signer services, please provide further information on the existing web services infrastructure. Particularly, please specify the availability of the web server, web server response times, and bandwidth for each of the five Identity Services sites.</p> <p>Response:</p> <p>Infrastructure: Identity Services is basically a Microsoft environment (Windows Server 2003, IIS, .Net). The Document Signer Server is Windows 2000 platform running IIS5.0. The BEA Web Logic Express application server is used to host the Entrust Verification Server.</p> <p>Availability: The document signers are configured in a high availability (Microsoft Load Balancing) configuration with two servers sharing the load. These servers have been 100% available for the last twelve months. There are scheduled updates to the servers during the reloading of the keys, but even this does not require an outage to processing.</p> <p>Bandwidth figures:</p> <table border="1" data-bbox="440 943 1396 1317"> <thead> <tr> <th data-bbox="440 943 746 1016">Location</th> <th data-bbox="746 943 970 1016">Transmission</th> <th data-bbox="970 943 1094 1016">Accesses</th> <th data-bbox="1094 943 1396 1016">Comment</th> </tr> </thead> <tbody> <tr> <td data-bbox="440 1016 746 1099">Boulcott House / AC Neilsen House</td> <td data-bbox="746 1016 970 1099">6M</td> <td data-bbox="970 1016 1094 1099">10M</td> <td data-bbox="1094 1016 1396 1099">Upgrading to 10M/10M in March</td> </tr> <tr> <td data-bbox="440 1099 746 1144">Sydney</td> <td data-bbox="746 1099 970 1144">256</td> <td data-bbox="970 1099 1094 1144">1024</td> <td data-bbox="1094 1099 1396 1144">Upgrading 512/512</td> </tr> <tr> <td data-bbox="440 1144 746 1189">London</td> <td data-bbox="746 1144 970 1189">64</td> <td data-bbox="970 1144 1094 1189">256</td> <td data-bbox="1094 1144 1396 1189"></td> </tr> <tr> <td data-bbox="440 1189 746 1272">Christchurch</td> <td data-bbox="746 1189 970 1272">1M</td> <td data-bbox="970 1189 1094 1272">2M</td> <td data-bbox="1094 1189 1396 1272">Upgrading 2M/10M in March</td> </tr> <tr> <td data-bbox="440 1272 746 1317">Auckland</td> <td data-bbox="746 1272 970 1317">10M</td> <td data-bbox="970 1272 1094 1317">10M</td> <td data-bbox="1094 1272 1396 1317"></td> </tr> </tbody> </table>	Location	Transmission	Accesses	Comment	Boulcott House / AC Neilsen House	6M	10M	Upgrading to 10M/10M in March	Sydney	256	1024	Upgrading 512/512	London	64	256		Christchurch	1M	2M	Upgrading 2M/10M in March	Auckland	10M	10M	
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Auckland	10M	10M																							
2.5.1 & 2.5.2	<p>Question: Testing and acceptance is shown to fall within the scope of supply for this project. Please provide further information on the acceptance criteria that will be applied.</p> <p>Response:</p> <p>2.5.1 and 2.5.2 relate to the scope of the overall project as it relates to DIA. DIA expects to conduct iterative testing of different types (durability, e-passport etc) during the development of the final book and technology solution. The test plan and acceptance criteria for this will be developed during implementation planning with the selected vendor.</p>																								
2.6 & R.3	<p>Question: Section 2.6 of the RFP states that issuance of the Emergency Travel Documents (ETD's) fall outside of the scope of the project. Please confirm that the supplier will not be responsible for spoilage of the ETD's resulting from failures in the ETD issuing system/process.</p> <p>Response:</p> <p>The book vendor under the proposed ETD supply arrangements shall not be responsible for spoilage caused by the application of the ETD label.</p>																								

Appendix.2 Full Evaluation of Supply Contract

9 March 2007

Brian Greenough
Department of Internal Affairs
PO Box 10 526
Wellington

Contact: Ross Johnston/Rachel Young

Dear Brian

Passport Personalisation Project - Review of Vendor Responses on MRTD Supply Contract

9(2)(h)

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

9(2)

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

9(2)(h)

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

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