



OFFICE OF THE STATE AUDITOR

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C O L O R A D O

**A Request for Proposals  
for an Audit of  
the Costs and Charges of the Alcohol and  
Drug Driving Safety Program**

**February 9, 2026**

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# Section I Administrative Information

## A. Issuing Office

This request for proposals (RFP) is issued by the Colorado Office of the State Auditor (OSA). The terms OSA, State Auditor, State, and State of Colorado are used interchangeably throughout this RFP. As an agency within Colorado's Legislative Branch, the OSA and this solicitation are exempt from the State Procurement Code and State Procurement Rules [see Section 24-101-105(1)(a), C.R.S.].

All communications regarding this RFP must take place directly with the OSA's assigned contract monitor listed in Section I(E)–Inquiries and Section I(F)–Submission of Proposals.

## B. Background Information

The OSA is soliciting proposals from qualified organizations to conduct a performance audit of the costs and fees of the Alcohol and Drug Driving Safety Program within the Judicial Branch to determine whether they are reasonable and whether fees are based on the costs, in accordance with statute [Section 42-4-1301.3(4)(a), C.R.S.].

The Judicial Branch (Judicial) is directed by the Chief Justice of the Colorado Supreme Court. The Chief Justice designates a chief judge in each judicial district, who is responsible for overseeing the administrative functions of that district. The Colorado Supreme Court promulgates rules governing practice and procedure in all civil and criminal cases in all of Colorado's 23 judicial districts, and appoints a State Court Administrator to assist the Chief Justice with executive duties.

State statute [Section 42-4-1031.3(3)(a), C.R.S.] requires Judicial to administer an Alcohol and Drug Driving Safety (ADDS) Program in each judicial district. According to statute, the ADDS program consists of two primary duties:

1. **Evaluation.** The courts conduct alcohol and drug evaluations of all persons convicted of driving while ability impaired by alcohol or drugs (DWAI) or driving under the influence of alcohol or drugs (DUI). The term "offender" is used in the Judicial system and in this RFP to refer to persons convicted of DWAI or DUI. The evaluations take into account information such as the offender's history of alcohol or drug use and their driving record. They include an assessment of the offender's amenability to rehabilitation and a recommendation on the need for alcohol and drug driving safety education or treatment.

The courts use the ADDS evaluations to assist in determining whether an offender's sentence will require alcohol and drug education or treatment, and if so, at what level. For example, a sentence may require that an offender complete a Level I program, which is a short-term educational program, or a Level II program, which is therapeutically oriented and may include long-term outpatient or comprehensive residential education and

treatment. The Level I and Level II programs are offered by providers that are annually licensed and endorsed by the Behavioral Health Administration (BHA), within the Department of Human Services.

2. **Supervision and Monitoring.** The courts are required to supervise and monitor all offenders whose sentences require completion of alcohol and drug driving safety education or treatment. State monitored DUI/DWAI probation is typically ordered in sentences for drinking and driving offences. The ADDS program is part of the Probation Department that oversees these individuals. A probation officer monitors the completion of the offender's required alcohol and drug programs and any other conditions of the sentence. Offenders who are sentenced to a correctional facility, such as jail or prison, are overseen by those facilities. According to information provided by Judicial, over each of the last 5 years, roughly 27,000 adults have been placed on probation as a result of an alcohol or drug evaluation conducted due to an impaired driving conviction.

Unlike the other county courts, the Denver County Court, is not under the administration of the Judicial Branch. Judicial has a memorandum of agreement with the county that outlines the Denver County Court's responsibilities for implementing the ADDS Program.

Statute [Section 42-4-1301.3(4)(a), C.R.S.] creates the ADDS Program Fund (Fund), consisting of fees from two sources:

1. **Judicial** assesses each offender a fee of \$200 for an alcohol and drug evaluation. Judicial has a Collections Program to help in collecting any fees, fines, or charges owed by offenders, including those with DUI or DWAI convictions. Offenders may set up payment plans based on their ability to pay. About 93 percent of cases with financial assessments involve the Collections Program.
2. **The BHA** charges fees to providers that offer alcohol and drug education and treatment programs. The BHA licenses Behavioral Health Entities (BHEs) to provide an array of behavioral health services. The minimum annual licensing fee is \$500, and BHE's pay additional amounts to be approved to provide specified services, including Level I and II alcohol and drug programs for DWAI and DUI offenders. The fees are set in rule by the State Board of Human Services within the Department of Human Services.

The statute also indicates that the fees charged for ADDS Program functions should be sufficient to cover the Program's costs. Specifically, under Section 42-4-1301.3(4)(a), C.R.S., before approving any increase in fees, the General Assembly requires Judicial and the BHA to provide "a statement of the cost of the program, including costs of administration for the past and current fiscal year" which the General Assembly will review "to ensure that the alcohol and drug driving safety program established in this section is financially self-supporting." The fee was last changed in 2007, from \$181 to \$200.

Further, statute specifically requires that money in the ADDS Fund be spent by Judicial and the BHA to administer the ADDS program.

Exhibit 1 provides information on the ADDS Program Fund.

**Exhibit 1: ADDS Program Fund Cash Flows, Fiscal Years 2024 Through 2028**

	<b>Actual FY 24</b>	<b>Actual FY 25</b>	<b>Estimated FY 26</b>	<b>Requested FY 27</b>	<b>Projected FY 28</b>
<b>Beginning Fund Balance</b>	\$1,233,188	\$1,480,608	\$634,908	\$838,364	\$1,211,978
<b>Revenue</b>					
Alcohol & Drug Evaluation Fees	\$2,960,689	\$2,972,851	\$2,594,206	\$2,607,178	\$2,620,213
<b>Expenditures</b>					
Courts Admin, Central Approps (Health, Life, & Dental; ST Disab; Paid Family & Med. Leave Ins.; Unfunded Liab AED Pmts; Sal Survey; Step Pay; & PERA Direct Distrib.)	33,442	35,103	37,964	38,343	38,727
Probation Programs	1,835,826	2,838,058	1,444,000	1,400,000	1,375,000
Transfers to DHS/BHA	844,001	945,391	741,600	763,848	786,763
<b>Total Expenditures</b>	<b>\$2,713,269</b>	<b>\$3,818,552</b>	<b>\$2,223,564</b>	<b>\$2,202,191</b>	<b>\$2,200,490</b>
Net Cash Flow	247,420	(845,701)	383,614	418,022	432,824
<b>Ending Fund Balance</b>	<b>\$1,480,608</b>	<b>\$634,908</b>	<b>\$828,364</b>	<b>\$1,211,978</b>	<b>\$1,630,000</b>

Source: Judicial FY 2027 Budget Request, Schedule 9 – Cash Funds Report for Fund #1180 – Alcohol and Drug Driving Safety Program Fund.

**C. Services Required**

The OSA is soliciting proposals from qualified organizations to conduct a performance audit of the fees and costs of the Alcohol and Drug Driving Safety Program, including Judicial and the BHA, to determine whether they are reasonable and are sufficient to cover Judicial’s and the BHA’s costs related to the Program. Subject to oversight and direction provided by the OSA, the engaged firm (Contractor) will be responsible for planning and conducting the audit to obtain sufficient, appropriate evidence necessary to conclude on the audit’s objectives, develop complete written findings, write the audit report, and present the audit report to the Legislative Audit Committee (LAC), as well as to other legislative committees or oversight bodies, if requested and approved.

The Contractor will conduct this performance audit in accordance with generally accepted government auditing standards, issued by the U.S. Comptroller General.

**Audit Objectives, Scope, and Methodology**

The purpose of this performance audit is to evaluate Judicial’s and the BHA’s costs for the ADDS program and the fees charged to offenders by Judicial for drug and alcohol evaluations and by the BHA to facilities that offer alcohol and drug education and treatment programs to such offenders. The objectives of the audit will include those listed below.

**Objective 1** - Gain a comprehensive understanding of the ADDS Program, including, but not limited to:

- Its statutory history.
- What units/divisions within Judicial carry out functions related to the ADDS Program, including administrative functions such as the Collections Program.
- What units/divisions within BHA carry out functions related to the ADDS Program, including administrative functions. The sources and amounts of monies deposited in the ADDS Program Fund.
- The proportion of licensing/endorsement fees the BHA allocates to the ADDS Program for deposit into the ADDS Program Fund,
- How Judicial and the BHA interact with respect to the ADDS Program.
- Detailed appropriations and expenditures from the ADDS Program Fund over the last three years, broken out between Judicial and the BHA, and by type of expenditure.

**Objective 2** – Examine Judicial’s processes for managing the costs and fees related to the ADDS Program. This should include:

- Determining how Judicial establishes the fee amount for alcohol and drug evaluations, including the costs it takes into account and its internal processes for evaluating the sufficiency of the fee amount to cover the costs of the ADDS program.
- Reviewing the types of costs Judicial charges to the ADDS Program Fund, and includes in its fee-setting process, to assess whether the costs appear to be necessary and reasonable to administer the ADDS Program and accomplish its purposes. This should include reviewing which Judicial units/divisions charge costs to the ADDS Program Fund and the nature of the costs, such as personnel, operations, and contract expenses.
- The proportion of alcohol and drug evaluation fees that Judicial has not collected over the last 3 years and the impact of uncollected amounts on the sufficiency of the fees.
- Whether there are costs Judicial incurs to administer the ADDS Program that are not charged to the ADDS Program Fund and, if so, why not.
- Whether the fee for alcohol and drug evaluations appears sufficient and reasonable to cover the costs of the Program.

**Objective 3** - Examine the BHA’s processes for managing its costs and fees related to the ADDS Program. This should include:

- Whether the BHA applies a sound methodology that is consistent with statute to determine the amount of revenue to deposit into the ADDS Program Fund and from

what source(s). For example, if the BHA allocates a percentage of each licensing fee to the ADDS Program, review the percentage and how the BHA identified it as being allocable to the Fund.

- Reviewing the BHA’s internal processes for evaluating the sufficiency of the fee revenue it deposits into the ADDS Program Fund.
- Reviewing the types of costs the BHA charges to the ADDS Program to evaluate whether they appear to be necessary and reasonable to carry out the responsibilities related to the ADDS Program. This should include reviewing which units within the BHA charge costs to the ADDS Program Fund and the nature of the costs, such as personnel, operations, and contract expenses.
- Determining what has driven increases in the amount appropriated to the BHA from the ADDS Program Fund over the last 3 years.
- Assessing whether there are costs incurred by the BHA for carrying out its responsibilities for the ADDS Program that are not charged to the Fund and, if so, why not.

**Objective 4** – Conclude on whether, in combination, the fees Judicial charges for alcohol and drug evaluations, and the fee amounts the BHA allocates to the ADDS Program, are sufficient for the ADDS Program to be financially self-supporting. This should include:

- Determining whether the combined fees have generated sufficient revenue over the last 3 years to cover the reasonable and appropriate costs incurred by Judicial and the BHA for administering the ADDS Program.
- Determining whether the fees Judicial charges, collects, and deposits into the ADDS Program Fund are in line with Judicial’s costs for the Program and whether the fee amounts the BHA charges, collects, and deposits into the ADDS Program Fund are in line with the BHA’s costs related to the Program.
- Developing findings and recommendations for Judicial and the BHA, as appropriate, if the fees charged, collected, and deposited into the ADDS Program Fund are not aligned with the respective costs of the agencies related to the ADDS Program.

The Contractor should plan for its work to include, at a minimum, reviewing pertinent statutes, regulations, and policies; making inquiries of appropriate management and staff at Judicial and the BHA, as well as other entities if relevant to the audit objectives; reviewing reports and data about the ADDS Program; and examining documentation of ADDS Program operations and the ADDS Program Fund, including financial records and any analyses of Program costs that have been conducted by Judicial and/or the BHA.

Statute indicates that the ADDS program should be financially self-supporting. Judicial and the BHA are authorized to request an increase in the fees, but must provide the General Assembly with a statement of the cost of the program, including administration for the past and current fiscal year, as part of any proposed change in the assessment. The current assessment was established in 2007.

Subject to oversight and direction provided by the OSA, the Contractor will be responsible for planning and conducting the audit to obtain sufficient, appropriate evidence necessary to conclude on the audit's objectives, develop complete written findings, write the audit report, and present the audit report to the Legislative Audit Committee (LAC), as well as to other legislative committees or oversight bodies, if requested and approved.

### **Deliverables and Timelines**

The OSA expects the Contractor to satisfy the project deliverables and timelines outlined in Schedules A and B in this RFP to meet an October 2026 Legislative Audit Committee hearing date, at which point the audit report will be publicly released. **The Contractor must attend the Legislative Audit Committee hearing in person to present the final audit report.**

Work for this project is estimated to begin about March 19, 2026. However, work could begin sooner or later depending on how long it takes to route and execute the contract after selection of the successful proposal. **No billable work can begin on this project until the effective date of the contract.**

### **Work Location**

Depending on the needs of the engagement and the nature of work being performed, most work for this engagement may be able to be completed using email, phone, virtual file-sharing using a secure file portal system, and remote meeting technologies. However, some amount of in-person or on-site work in Colorado may be required. The Contractor will work directly with Judicial and the BHA during the engagement, and the OSA contract monitor, if needed, to determine an appropriate work location necessary to complete the services requested and the various related work tasks to meet the project objectives.

### **Planning and Fieldwork**

The planning and fieldwork phases of this project are expected to take place from approximately March 19, 2026 through June 3, 2026 and include the project deliverables and timelines shown in Schedule A.

**Schedule A: Fieldwork Tasks and Deadlines**

Task	Details	Completed by
Planning Meeting with OSA	Meet with the OSA to review the contract terms, including the scope of work, key project deliverables and deadlines, project status reporting, communications with Judicial and BHA, and other topics as needed.	3/18/2026
Entrance Conference	Hold an entrance conference with appropriate Judicial and BHA personnel to discuss the audit, timeline, and logistics. The OSA contract monitor, Deputy State Auditor, and State Auditor will attend this meeting. The Contractor is responsible for scheduling this meeting with the assistance of the OSA contract monitor.	3/19/2026
Fieldwork	<p>Fieldwork involves obtaining and reviewing documentation, interviewing Judicial and BHA personnel and others as appropriate, and analyzing data. Fieldwork should ensure the Contractor develops a clear understanding of ADDS Program operations and data and gathers and evaluates sufficient information to draw conclusions on the objectives.</p> <p>The Contractor is responsible for quality review of its work to ensure that the findings and report are based on complete, accurate, relevant, and objective information and analyses. This should include, at a minimum, verifying all numeric data, calculations, and legal/regulatory information pertinent to the conclusions, and clearing any discrepancies with Judicial and the BHA. The Contractor will be required to attest that the information and conclusions in the final report have undergone quality control procedures prior to the report’s release.</p>	Beginning 3/19/2026
OSA Updates	<p>Provide routine written and verbal updates to the OSA contract monitor that include:</p> <ul style="list-style-type: none"> <li>• Information on the overall progress of the work,</li> <li>• Preliminary conclusions on the objectives, and</li> <li>• Written drafts of conclusions and findings as identified.</li> </ul> <p>The schedule for updates will be determined jointly by the OSA and the Contractor, but should occur at least every two weeks. The Contractor should notify the contract monitor immediately of any problems or delays in gathering information, completing the work, or communicating with Judicial and the BHA.</p> <p><b>Adjustments to the work may occur based on these updates.</b></p>	Throughout the Project
Judicial Briefings	<p>Hold regular briefings with Judicial and the BHA to:</p> <ul style="list-style-type: none"> <li>• Proactively inform them of the results of the work, any issues/problems identified, and potential conclusions, findings, and recommendations.</li> <li>• Obtain relevant input and information.</li> <li>• Clear issues or exceptions identified.</li> </ul> <p>The Contractor is responsible for setting up these meetings, in coordination with Judicial and the BHA, and with the assistance of the OSA contract monitor if needed. The OSA contract monitor should be included in these meetings.</p>	Throughout the Project

Task	Details	Completed by
	<b>Adjustments to the work may occur based on these briefings.</b>	
Draft Written Findings	Draft and provide to the OSA detailed written findings reflecting completion of all the work required to address the objectives. The findings must adhere to the format in “Exhibit G – Developing and Presenting Findings” of the OSA’s standard contract. The OSA has a rigorous findings review process that includes review and revision at multiple levels of the OSA as well as review and comment by Judicial and the BHA. <b>Prospective bidders should take this into consideration when preparing a proposed calendar and budget.</b> The OSA will provide both verbal and written feedback on the findings. The OSA contract monitor will involve the Deputy State Auditor and State Auditor as appropriate. As needed, the OSA contract monitor and Contractor will meet to discuss the findings.	6/3/2026
Revise Findings	Revise the findings to address questions, clarify information, and otherwise address the OSA’s feedback, and submit to the OSA.	6/30/2026
Findings to Judicial and the BHA	Once the OSA has approved the findings, work with the OSA contract monitor to submit them to Judicial and the BHA.	7/13/2026
Clearing Meeting	Meet to discuss the findings with Judicial and the BHA. The clearing meeting allows the agencies to provide feedback on the conclusions and findings, the accuracy of the information, the reasonableness of the recommendations, and to offer additional context and relevant documentation. The clearing meeting will include the OSA contract monitor, the Deputy State Auditor, and the State Auditor.	7/27/2026

## Reporting

The OSA has a rigorous report review process, which includes review and revisions at multiple levels of the OSA as well as review and comment by Judicial and the BHA. **Consultation/discussion with the OSA contract monitor will occur throughout the reporting process for guidance, preliminary review, and feedback, as needed.**

The final report must adhere to the standards outlined in “Exhibit H–Reporting Requirements and Format for Separately Issued Reports” of the OSA’s standard contract. The standard contract is attached in Section IV–Supplemental Information, which also provides links to examples of recent reports issued by the OSA. Prospective bidders should review the example reports to gain an understanding of the OSA’s expectations in terms of form and presentation and, more importantly, the quality of the evidence needed to substantiate the findings and conclusions. **Prospective bidders should take into consideration the report review process when preparing a proposed calendar and budget.**

The reporting phase of this project is expected to take place from approximately July through October, 2026, and includes the project deliverables and timelines shown in Schedule B.

**Schedule B: Reporting Tasks and Deadlines**

Tasks	Details	Completed By
Draft Report to OSA	<p>Based on the Clearing Meeting, and in consultation with the OSA, use the findings to prepare a draft report. This should include the Contractor reviewing any new information or documentation supplied by Judicial and the BHA and incorporating it, as appropriate, into a draft report. The draft report must adhere to the requirements outlined in “Exhibit H–Reporting Requirements and Format for Separately Issued Reports” of the OSA’s standard contract (attached).</p> <p>Submit the draft report to the OSA contract monitor. The OSA will provide both verbal and written feedback on the draft report. The OSA contract monitor will involve the Deputy State Auditor and State Auditor.</p>	8/10/2026
Revise Draft Report	<p>Revise the draft report to address questions, clarify information, and otherwise address the feedback provided by the OSA. Submit the revised draft to the OSA.</p> <p>The process of review by the OSA and revisions by the Contractor will most likely be iterative, involving the OSA contract monitor, Deputy State Auditor, and State Auditor. Further, addressing the OSA’s feedback on the draft report may require the Contractor to obtain and analyze additional information from Judicial and/or the BHA.</p>	8/27/2026
Draft Report to Judicial and the BHA	<p>Once the draft report is approved by the OSA, coordinate with the contract monitor to submit it to Judicial and the BHA for review and comment. The draft report must be provided to the agencies at least 1 week before the exit conference.</p>	9/3/2026
Exit Conference And Report Revisions	<p>Meet with Judicial and the BHA to discuss the draft report and obtain feedback and planned responses to the findings. The Contractor is responsible for scheduling this meeting with the assistance of the OSA contract monitor. The OSA contract monitor, Deputy State Auditor, and State Auditor will participate in this meeting.</p> <p>In consultation with the OSA, revise the draft report, as appropriate, to address comments, concerns, or new information from Judicial and/or the BHA. All report changes must be reviewed and approved by the OSA. If revisions are substantive, once approved by the OSA, provide the revised draft to Judicial and the BHA.</p>	9/14/2026
Obtain Written Responses	<p>Coordinate with the OSA contract monitor to obtain and review written responses to the findings from Judicial and the BHA. Work with the OSA to revise the report narrative, provide</p>	9/23/2026

Tasks	Details	Completed By
	feedback to Judicial and the BHA regarding the responses, and prepare Auditor's Addenda, as needed.	
Final Report Review and Approval for Print	Prepare a final report with (1) any approved changes to the draft report, (2) final responses to the findings, and (3) any Addenda. Review the final report to ensure the accuracy of all information and submit Contractor QC Review Attestation Form to OSA. Submit the Final Report, in print-ready format, for final review and approval by the OSA contract monitor, Deputy State Auditor, and State Auditor.	10/1/2026
Final Electronic Report File and Printed Hard Copies to the OSA	Once the State Auditor has approved the final report, provide the OSA contract monitor with: <ul style="list-style-type: none"> <li>An electronic copy of the final report file in <i>unprotected</i> PDF format.</li> <li>Up to 50 hard copies of the bound, printed, report. The exact number of copies will be determined by the OSA at the time of report finalization. Acceptable binding formats are limited to spiral, comb, and glued; 3-ring bindings are not acceptable. The OSA will distribute the final report to the Legislative Audit Committee and Judicial.</li> </ul>	10/8/2026
Dry Run of Report Presentation	Coordinate with the OSA contract monitor on the format and content of the Legislative Audit Committee presentation. This includes providing the OSA with a written script of the presentation and conducting two practice sessions with the OSA to practice and incorporate suggested revisions.	Week of 10/12/2026
Legislative Audit Committee Hearing	Provide in-person testimony to the Legislative Audit Committee summarizing the report's findings, conclusions, and recommendations, and responding to questions from Committee members. Hearings typically last roughly 1 to 2 hours.	Early December 2026

#### D. RFP and Contract Schedule

The following schedule will be followed with respect to this RFP:

- RFP available to prospective bidders Monday, February 9, 2026
- **Prospective bidders' inquiry deadline (5:00 p.m.MT) Wednesday, February 18, 2026**
- OSA response to inquiries deadline Wednesday, February 25, 2026
- **Proposal submission deadline (5:00 p.m. MT) Wednesday, March 4, 2026**
- Approximate bid selection date Wednesday, March 11, 2026
- Approximate contract date Wednesday, March 18, 2026

#### E. Inquiries

Prospective bidders may make written inquiries about this RFP for clarification of requirements. Inquiries must be submitted via email to Monica Bowers, Contract Monitor, at [monica.bowers@coleg.gov](mailto:monica.bowers@coleg.gov). **No inquiries will be accepted after 5:00 p.m. MT on February 18, 2026.**

**F. Submission of Proposals**

Proposals must be submitted via email to Monica Bowers, Contract Monitor, at monica.bowers@coleg.gov. **No proposals will be accepted after 5:00 p.m. MT on March 4, 2026.**

All proposals become the property of the OSA upon receipt and will not be returned to the bidder. The OSA shall have the right to use all ideas, or adaptations of ideas, contained in any proposal received in response to this RFP. Selection or rejection of the proposal will not affect this right.

**G. Acceptance of Proposal**

This RFP does not commit the OSA to award a contract, to pay any costs incurred in the preparation of a bid submitted in response to this request, or to procure or contract for services or supplies. The OSA reserves the right to accept or reject, in part or in its entirety, any or all bids received as a result of this RFP if the OSA determines that it is in the best interest of the State to do so. The lowest cost proposal will not necessarily be selected. The OSA also reserves the right to engage in further negotiation of the project scope of work, price, and contract terms after selection of the Contractor if the OSA determines that it is in the best interest of the State to do so.

**H. Addendum or Supplement to Request for Proposals**

The OSA reserves the right to issue amendments to this RFP prior to the closing date for submission of proposals. In the event that it becomes necessary to revise any part of this RFP, an addendum to this RFP will be provided to each known prospective bidder.

**I. Award Without Discussion**

The OSA reserves the right to make an award without further discussion of proposals received. Therefore, proposals must be submitted in the most complete terms possible from both the technical and cost standpoint.

**J. Award Information to Unsuccessful Firms**

The OSA will notify all unsuccessful bidders after the award. No information will be released after the proposal submission deadline until an award has been made.

**K. Joint Ventures**

No joint venture proposals will be accepted. However, this requirement does not preclude the use of outside special consultants if deemed necessary by the Contractor.

**L. OSA Contract Monitor**

The OSA will assign a contract monitor to serve as the Contractor’s primary point of contact and liaison throughout the project. The contract monitor will attend all key Department/agency

meetings during the engagement (e.g., entrance/exit conferences, findings clearing meetings, briefing meetings with management or boards/commissions, Legislative Audit Committee hearing); assist the Contractor in understanding the OSA's requirements, processes, and expectations; and facilitate the OSA's review of project deliverables, including providing guidance and feedback for revisions.

**M. Award of Bid**

The contract will be awarded to the bidder whose proposal the OSA determines to be the most advantageous to the State of Colorado.

**N. Submission of Invoices**

The Contractor must submit monthly invoices for audit work completed. The OSA will withhold payment for 10 percent of the total contract amount pending satisfactory completion of the contract scope of work, which typically occurs after the Legislative Audit Committee hearing when the final report is publicly released.

# Section II Information That Must be Included in the Proposal

## A. Proposal Sections

Proposals must include the following information. Failure to provide all required information may result in disqualification of the proposal.

### 1. Title Page

Identify the RFP being responded to and the responding organization's name, local address, telephone number, contact person, and date.

### 2. Table of Contents

List the material included in the proposal by section and page number.

### 3. Transmittal Letter

Include a transmittal letter to no more than two pages. The transmittal letter must include the names of the individual(s) authorized to make representations for the organization and their title(s), mailing address(es), email address(es), and telephone number(s).

### 4. Profile of the Organization

This section of the proposal must:

- a. State whether the organization is local, national, or international.
- b. Give the location(s) of the office from which the work will be done and number of partners, shareholders, and managers and other professional staff employed at that office.
- c. Describe the range of activities performed by the office from which the work will be done, including descriptions of or links to prior work products that demonstrate experience and expertise providing the services described in this RFP.
- d. Describe any and all work that (i) is currently being performed for the Colorado Judicial Branch or Behavioral Health Administration, (ii) was performed for the Colorado Judicial Branch, Behavioral Health Administration, or the State of Colorado within the past 2 years (i.e., January 2024 – December 2025), and (iii) is planned for the Colorado Judicial Branch, Behavioral Health Administration, or the State of Colorado (i.e., proposals submitted for work that has not yet been awarded or contracted).
- e. Affirm that the organization is independent for this audit. Prior, current, or planned work disclosed pursuant to Item #4(d) may create a threat to independence. In affirming the organization's independence, the proposal must include an explanation of why the

prior, current, or planned work does not impair the organization's independence, or create the appearance of an impairment, in performing this engagement.

- f. Affirm that the organization does not have any past history of substandard work (e.g., a prior engagement has been terminated for poor performance).
- g. Provide information on any past, current, or anticipated claims (i.e., knowledge of pending claims) on respondent contracts; explain the litigation, the issue, and its outcome or anticipated outcome.
- h. Provide a copy of the results of the organization's most recent external peer review, if the organization will conduct this audit in accordance with generally accepted government auditing standards.
- i. Provide no more than three references for similar work performed.

## 5. Qualifications of Assigned Personnel

Describe the proposed audit team's relevant experience and areas of expertise. The proposal must identify the principal staff (i.e., principals, managers, and supervisors/in-charges) who will work on the audit, including any specialists or subcontractors to be used. The proposal must include a resume of all principal staff highlighting their professional qualifications and similar audit work that they have performed. Resumes must be included in an appendix.

The OSA may require that the Contractor provide the OSA with the results of background checks conducted pursuant to the organization's standard employment practices on personnel assigned to the engagement. If background checks are not a standard employment practice for the Contractor, the OSA may require the Contractor to conduct a background check on personnel assigned to the engagement and provide the results to the OSA.

## 6. Organization's Approach to the Engagement

Include a description of the proposed work plan for the engagement, including proposed procedures, steps, methodologies, approaches, tools, and resources to (a) conduct the work, (b) ensure fully developed findings, and (c) conclude on the project objectives based on sufficient, appropriate evidence.

The proposal must indicate that the organization will conduct the project in accordance with generally accepted government auditing standards, as well as any other applicable professional standards to which the organization will adhere.

## 7. Contract Terms and Conditions

The OSA expects the successful bidder to execute and adhere to the terms and conditions in the OSA's standard contract and its related exhibits (see Section IV—Supplemental Information). As such, **bidders must identify and describe any issues with the terms**

**and conditions in the OSA’s standard contract and its related exhibits as part of their proposal, including suggested alternative language to address the issues, if appropriate.** The OSA will consider this information when evaluating proposals and making the contract award.

## **8. Compensation and Staff Hours**

This section of the proposal must:

- a. State the number of professional staff hours estimated to complete the work by staff level, the associated hourly rate, and the resulting total cost. Travel costs incurred in the performance of projects are reimbursable only as a part of the hourly rate and must be covered under said rate and will not be separately reimbursed.
- b. Break out total hours estimated to (i) complete each issue/objective, (ii) write findings, and (iii) write and finalize the audit report.
- c. State the total inclusive maximum fee for which the work requested will be done.
- d. Affirm that all prices, terms, and conditions will be held firm for at least 90 days after the bid opening.

## **9. Delivery Schedule**

Include a detailed proposed schedule of the audit work to be performed and deliverable due dates for the project milestones discussed in Section I(C)–Services Required.

## **10. Additional Data**

Include additional information that is considered essential to the proposal but has not otherwise been provided in response to a specific item in this section.

## **B. Separate Redacted Proposal for Proposals Containing Proprietary Information**

All proposals submitted to the OSA in response to this RFP are subject to the Colorado Open Records Act (CORA). In accordance with CORA, bidders may request that the OSA withhold proprietary information (i.e., trade secrets) in their proposals from public disclosure pursuant to a CORA request.

**Bidders requesting that the OSA withhold proprietary information in their proposal from public disclosure pursuant to a CORA request must submit a separate redacted copy of the proposal to the OSA. In no event may an entire proposal be classified as proprietary information.** The OSA will review any designations of proprietary information for reasonableness and appropriateness. If the OSA does not agree with the bidder’s designation of proprietary information, the bidder will be notified and asked to provide additional explanation. The bidder may be asked to revise its designation of proprietary information and submit a revised redacted proposal.

# Section III Proposal Evaluation Process

## A. General

An OSA evaluation team will judge the merits of proposals received in accordance with the evaluation criteria defined below.

During the evaluation process, the evaluation team may, at its discretion, request any one or all bidders to make oral presentations or answer questions about their proposals. Not all bidders may be asked to make such oral presentations.

The OSA will select the bidder whose proposal is most responsive to the State's needs while being within available resources. The specifications within this RFP represent the minimum performance necessary for response.

## B. Mandatory Criteria

- The organization is independent for the audit engagement.

## C. General Criteria

- Adequacy and completeness of the proposal with respect to the information required by Section II of the RFP.
- Qualifications and experience of personnel, including any subcontractors, specialists, or consultants, assigned to the audit team.
- Comprehensiveness and appropriateness of the proposed work plan.
- Proposed hours and cost.
- Acceptance of the OSA's standard contract and its related exhibits without significant revision.

## Section IV Supplemental Information

Attached to this RFP are the following documents:

- Standard OSA contract and related exhibits. See Section II(G) of the RFP for discussion. The State is developing the standard OSA contract document in an accessible format and in compliance with the state's accessibility rules. The State will provide an accessible version of the standard OSA contract document to the Contractor after the State has completed development of the standard OSA contract document in an accessible format. The accessible OSA contract document will not change or amend any substantive terms of the standard OSA contract that is attached to this RFP.

Note: To view the contract template, please be sure to download the RFP, save the pdf, and then open the saved file in Acrobat. You should be able to see the contract template and the exhibits as attachments. If you can't see the attachments, click the paperclip icon. You will not see linked attachments in a pdf preview.

The following web links provide additional information that may be useful to potential bidders as they prepare their proposals:

- Colorado Office of the State Auditor
  - Home page: <http://www.colorado.gov/auditor>
  - Recent audit of program costs and fees: [https://content.leg.colorado.gov/sites/default/files/documents/audits/2460p\\_health\\_facility\\_licensing\\_program\\_and\\_cash\\_funds\\_final-accessible.pdf](https://content.leg.colorado.gov/sites/default/files/documents/audits/2460p_health_facility_licensing_program_and_cash_funds_final-accessible.pdf)
- Colorado Revised Statutes establishing the Alcohol & Drug Driving Safety Program: [Colorado Legal Resources | Statutes Document Page](#) (42-4-1301) and [Colorado Legal Resources | Statutes Document Page](#) (42-4-1301.3)
- Colorado Judicial Branch
  - Home page: <https://www.coloradojudicial.gov/>
  - Annual statistical and financial reports: <https://www.coloradojudicial.gov/annual-statistical-reports>
- Colorado Behavioral Health Administration
  - BHA home page: <https://bha.colorado.gov/>

- DUI/DWAI information: <https://bha.colorado.gov/for-individuals-and-families/information-for-people-with-a-duit-or-dwai>
- Provider licensing information: <https://bha.colorado.gov/for-service-providers/licensing-and-contracting/behavioral-health-licensing-designation-and#provider-resources>

STATE OF COLORADO
State Auditor and
Legislative Audit Committee
Performance Audit Contract for the Audit of the
INSERT NAME OF ENTITY
With
INSERT NAME OF CONTRACTOR

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**A. Parties**

This Contract (“Contract”) is entered into by and between insert contractor’s name (“Contractor”), and the STATE OF COLORADO (the “State”) acting by and through and for the use and benefit of the State Auditor and the Legislative Audit Committee. Contractor and the State agree to the following terms and conditions specified in this contract.

**B. Effective Date and Notice of Nonliability**

Effective Date of this Contract is the date on which this Contract has been approved and signed by all of the Parties, including on behalf of the State, the State Auditor or the State Auditor’s designee and the Chair of the Legislative Audit Committee, and also signed, after legal review, by the Director of the Office of Legislative Legal Services or the Director’s designee. This Contract is not effective or enforceable before the Effective Date, and the State is not liable to pay or reimburse Contractor for any Work performed or costs or expenses incurred by the Contractor before the Effective Date or after the expiration or other termination of this Contract.

**C. Recitals**

**1. Authority, Appropriation, And Approval**

Authority to enter into this Contract exists in §2-3-103(1), C.R.S., funds have been budgeted, appropriated, and otherwise made available pursuant to Fund 1000, Appropriation Code MGFCC4010, Contract Encumbrance Number 20XX-XX, and a sufficient unencumbered balance of the funds remains available for payment. Required approvals, clearance, and coordination have been accomplished from and with appropriate agencies.

**2. Consideration**

The Parties acknowledge that the mutual promises and covenants contained in this Contract, including the Exhibits attached to and incorporated by reference in this Contract are sufficient and adequate to support this Contract.

**3. Purpose**

The State is engaging Contractor to render professional auditing services as specified in this Contract, including the Exhibits attached to and incorporated by reference into this Contract.

**D. Definitions**

The following terms shall be construed and interpreted as follows:

**1. Audit Report**

“Audit Report” means the final performance audit report due to the State in accordance with this Contract.

**2. Audited Agency**

“Audited Agency” means the insert department/agency name.

**3. Business Day**

“Business Day” means any day on which the State is open and conducting business, but does not include Saturday, Sunday, or any day on which the State observes a legal holiday listed in §24-11-101(1), C.R.S

**4. CJI**

“CJI” means criminal justice information collected by criminal justice agencies needed for the performance of their authorized functions, including, without limitation, all information defined as criminal justice information by the U.S. Department of Justice, Federal Bureau of Investigation, Criminal Justice Information Services Security Policy and all criminal justice records, as defined in §24-72-302, C.R.S.

**5. Contract**

“Contract” means this Contract, including the Exhibits attached to and incorporated by reference into this Contract, any other documents incorporated by reference into this Contract, and any amendments to this Contract or additional Exhibits or other documents incorporated into this Contract after the Effective Date.

**6. Contract Funds**

“Contract Funds” means the maximum amount of funds available for payment by the State to Contractor pursuant to **§G.1.** of this Contract.

**7. CORA**

“CORA” means the “Colorado Open Records Act”, §§24-72-200.1, et seq., C.R.S.

**8. Effective Date**

“Effective Date” means the date on which this Contract has been approved and signed by all of the Parties and, after legal review, by the Director of the Office of Legislative Legal Services or the Director’s designee.

**9. Exhibits.**

“Exhibits” means the following Exhibits that are attached to and incorporated by reference into this Contract: **Exhibit A** (Statement of Work), **Exhibit B** (Request for Proposal), **Exhibit C** (Modifications to Contractor’s Proposal), **Exhibit D** (Contractor’s Proposal), **Exhibit E** (Information Security Policy for Contractors), **Exhibit F** (Compensation and Procedures for Billing), **Exhibit G** (Developing and Presenting Performance Audit

Findings), **Exhibit H** (Reporting Requirements and Format for Separately Issued Reports), **Exhibit I** (Safeguarding Requirements for Federal Tax Information).

#### **10. Incident**

“Incident” means any accidental or deliberate event that results in or constitutes an imminent threat of the unauthorized access, loss, disclosure, modification, disruption, or destruction of any communications or information resources of the State, which are included as part of the Work, as described in §§24-37.5-401, et seq., C.R.S. Incidents include, without limitation, (i) successful attempts to gain unauthorized access to a State system or State Confidential Information regardless of where such information is located; (ii) unwanted disruption or denial of service; (iii) the unauthorized use of a State system for the processing or storage of data; or (iv) changes to State system hardware, firmware, or software characteristics without the State’s knowledge, instruction, or consent.

#### **11. OSA**

“OSA” means the Office of the State Auditor.

#### **12. Party or Parties**

“Party” means the State or Contractor and “Parties” means both the State and Contractor.

#### **13. PCI**

“PCI” means any payment card information including any data related to credit card holders’ names, credit card numbers, or the other credit card information as may be protected by state or federal law.

#### **14. PHI**

“PHI” means any protected health information, including, without limitation, any information, whether oral or recorded in any form or medium that: (i) relates to the past, present, or future physical or mental condition of an individual, the provision of health care to an individual, or the past, present, or future payment for the provision of health care to an individual; and (ii) either identifies the individual or provides a reasonable basis to believe that it can be used to identify the individual. PHI includes, but is not limited to, any information defined as Individually Identifiable Health Information by the federal Health Insurance Portability and Accountability Act.

#### **15. PII**

“PII” means personally identifiable information including, without limitation: (i) any information maintained by the State about an individual that can be used to distinguish or trace the individual’s identity, such as name, social security number, date and place of birth, mother’s maiden name, or biometric records; and (ii) any other information that is linked or

linkable to an individual, such as medical, educational, financial, and employment information. PII includes, but is not limited to, all information defined as personally identifiable information in §24-72-501 and 24-73-101, C.R.S.

**16. Proposal**

“Proposal” means Contractor’s Proposal dated Insert Date. If applicable add: “including the modification(s) to the proposal dated Insert Date(s).”

**17. Request for Proposal or RFP**

“Request for Proposal” or “RFP” means the State’s Request for Proposal, issued Insert Date. If applicable add: “including the supplement(s) to the RFP, dated Insert Date(s).”

**18. Services**

“Services” means the required performance audit services to be performed by Contractor pursuant to this Contract.

**19. State Auditor**

“State Auditor” means the Colorado State Auditor.

**20. State Confidential Information**

“State Confidential Information” means any and all State Records not subject to disclosure under CORA. State Confidential Information includes, but is not limited to, PII, PHI, PCI, Tax Information, CJI, and State personnel records not subject to disclosure under CORA. State Confidential Information does not include information or data concerning individuals that is not deemed confidential but nevertheless belongs to the State, that has been communicated, furnished, or disclosed by the State to Contractor and that: (i) is subject to disclosure pursuant to CORA; (ii) is already known to Contractor without restrictions at the time of its disclosure to Contractor; (iii) is or subsequently becomes publicly available without breach of any obligation owed by Contractor to the State; (iv) is disclosed to Contractor, without confidentiality obligations, by a third party who has the right to disclose such information; or (v) was independently developed without reliance on any State Confidential Information.

**21. State Fiscal Rules**

“State Fiscal Rules” means the fiscal rules promulgated by the Colorado State Controller pursuant to §24-30-202(13)(a), C.R.S.

## **22. State Fiscal Year**

“State Fiscal Year” means a 12-month period beginning on July 1 of each calendar year and ending on June 30 of the following calendar year. If a single calendar year follows the term, then the term means the State Fiscal Year ending in that calendar year.

## **23. State Records**

“State Records” means any and all State data, information, and records, regardless of physical form, including, but not limited to, information subject to disclosure under CORA.

## **24. Subcontractor**

“Subcontractor” means a third-party, if any, engaged by Contractor to aid in performance of its obligations.

## **25. Tax Information**

“Tax information” means federal and State tax information including, without limitation, federal and State tax returns, return information, and such other tax-related information as may be protected by federal and State law and regulation. Tax Information includes, but is not limited to, all information defined as Federal Tax Information (FTI) in Internal Revenue Service Publication 1075.

## **26. Work**

“Work” means the tasks and activities that Contractor is required to perform to fulfill its obligations under this Contract, including the performance of the Services and delivery of the Work Product.

## **27. Work Product**

“Work Product” means the tangible and intangible results of the Work, whether finished or unfinished, including drafts. Work Product includes, but is not limited to, documents, text, software (including source code), research, reports, proposals, specifications, plans, notes, studies, data, images, photographs, negatives, pictures, drawings, designs, models, surveys, maps, correspondence, communication, materials, ideas, concepts, know-how, and any other results of the Work. Work Product also includes the Audit Report, audit findings, oral testimony, and audit workpapers, whether referred to in relevant statutes as “workpapers” or “work papers,” subject to §R of this Contract, and any separate report issued as specified in **Exhibit H**.

## **28. Terms Defined in Exhibits**

Any term used in this Contract that is defined in an Exhibit shall be construed and interpreted as defined in the Exhibit.

## **E. Term and Early Termination**

### **1. Term-Work Commencement**

The Parties' respective performances under this Contract shall commence on the Effective Date. This Contract terminates on the earlier of thirty (30) days after the Audit Report has been released by the Legislative Audit Committee or insert date, unless sooner terminated as specified in this Contract. The State may terminate this Contract for its convenience for any reason, without penalty to the State, upon thirty (30) days prior written notice to Contractor.

### **2. Early Termination**

Upon early termination, Contractor shall not incur further obligations or render further performance under this Contract past the effective date of the notice of termination and shall terminate any outstanding subcontracts with Subcontractors. Contractor shall deliver to the State all Work Product to the extent completed as of the termination date. Contractor shall take timely, reasonable, and necessary action to protect and preserve property in the possession of Contractor. Contractor shall immediately return to the State all materials owned by the State in the possession of Contractor in which the State has an interest. The State shall reimburse Contractor for accepted performance up to the termination date. If circumstances arise that in Contractor's professional judgment may prevent Contractor from completing an engagement, Contractor shall discuss such circumstances with the State and shall take action pursuant to applicable professional standards to the extent deemed necessary and appropriate by Contractor and the State.

### **3. Background Checks**

Notwithstanding §E.1., the OSA may require Contractor, before commencing its performance under this Contract, to provide to the OSA at Contractor's own expense the results of background checks conducted pursuant to Contractor's standard employment practices for any personnel assigned to perform Work under this Contract. If Contractor does not conduct employee background checks as a standard employment practice, the OSA may require Contractor, before commencing its performance under this Contract and at Contractor's own expense, to conduct background checks on personnel assigned to the engagement and provide the results of the background checks to the OSA. In addition, a background check for an employee of Contractor whose employment by Contractor in performing the Work will allow the employee to access or use Tax Information or will otherwise subject the employee to the requirements specified in Internal Revenue Service Publication 1075 must satisfy all background check requirements set forth in both that publication and **Exhibit I**.

## **F. Statement of Work**

### **1. Completion**

Contractor shall complete the Work on or before insert date.

### **2. Services and Work Product**

Contractor shall provide the Services and deliver the Work Product necessary to complete the Work. Contractor shall accomplish the provision of Services and delivery of Work Product using the Contract Funds only.

### **3. Employees**

All persons employed by Contractor or Subcontractors to perform Work under this Contract are Contractor's or Subcontractors' personnel for all purposes of this Contract and are not employees of the State for any purpose as a result of this Contract.

## **G. Payments to Contractor**

The State, in accordance with the provisions of this §G, shall pay Contractor in the amounts and using the methods set forth below:

### **1. Maximum Amount**

The maximum amount payable under this Contract to Contractor by the State is \$insert amount, as determined by the State from available funds. Payments to Contractor are limited to the unpaid obligated balance of the Contract and shall be made as set forth in **Exhibit F** (Compensation and Procedures for Billing). The estimated amount payable by the State to Contractor during State Fiscal Year 20XX-20XX is \$insert amount, and the estimated amount payable by the State to Contractor during State Fiscal Year 20XX-20XX is \$insert amount. The exact funding split between the State Fiscal Years, if applicable, will be determined by the State based on amounts that have been budgeted, appropriated, or otherwise made available for this Contract.

### **2. Payment**

#### **1. Interim and Final Payments**

Contractor shall initiate any payment requests by submitting invoices to the State in a form approved by the State and in the manner specified in **Exhibit F**. Contractor shall not request payment from the Audited Agency.

#### **2. Interest**

The State shall fully pay each invoice within forty-five (45) days of its receipt if the amount invoiced represents performance by Contractor previously accepted by the State.

Uncontested amounts not paid by the State within forty-five (45) days bear interest on the unpaid balance beginning on the 46th day at the rate of one percent per month until paid in full. Interest does not accrue on unpaid amounts that are subject to a good faith dispute between Contractor and the State. Contractor shall invoice the State separately for accrued interest on delinquent amounts, and any such separate billing shall reference the delinquent payment, the number of days' interest to be paid, and the one percent interest rate. The State shall provide written notices to Contractor, specifying the basis for any disputed invoice, within forty-five (45) days of receipt of the disputed invoice or the invoice shall be deemed undisputed and payable. Upon written notice of a disputed invoice by Contractor, the parties shall promptly commence good faith discussions to resolve the dispute. If the dispute is not resolved within forty-five (45) days of receipt by Contractor of the written notice, Contractor may suspend performance of Services, without liability, penalty, or breach, until the dispute is resolved.

### **3. Use of Funds**

Contract Funds shall be used only for costs identified in this Contract.

## **H. Reporting - Notification**

Reports required under this §H shall be in the form and subject to the procedures prescribed by the State.

### **1. Performance, Progress, Personnel, and Funds**

Contractor shall comply with all reporting requirements set forth in the Exhibits.

### **2. Litigation Reporting**

Upon being served in an action before a court or an administrative decision making body with any pleading that is related to this Contract or that may affect Contractor's ability to perform its obligations under this Contract, Contractor, within ten (10) days, shall notify the State of the action and deliver copies of the pleadings to the State's principal representative as identified in §Q of this Contract. If the State's principal representative is not then serving, Contractor shall deliver notice and copies to the State Auditor.

### **3. Noncompliance**

Contractor's failure to provide reports, notification of a legal action, or copies of pleadings to the State in a timely manner in accordance with this §H may result in the delay of payment of funds, termination, or both, as provided under this Contract.

#### **4. Subcontracts**

Contractor shall submit copies of any and all subcontracts entered into by Contractor to perform its obligations under this Contract to the State or its principal representative upon request by the State.

#### **5. Accessibility**

Contractor shall deliver the Audit Report pursuant to and in compliance with the same technology accessibility standards that are required of the State by §24-34-802 (1)(c), C.R.S., 24-85-103 (2.5) C.R.S.; the "Rules Establishing Technology Accessibility Standards" promulgated and adopted by the Colorado Governor's Office of Information Technology, 8 C.C.R. 1501-11 ("Rules"), and all other State of Colorado technology standards related to technology accessibility, including Level AA of any version of the Web Content Accessibility Guidelines (WCAG) required by the Rules.

### **I. Contractor Records**

#### **1. Maintenance**

Except as otherwise required with respect to State Records following the expiration or termination of this Contract by **§J.3.** of this Contract, Contractor shall maintain a complete file of all documents, records, communications, notes, and other materials, including but not limited to all Work Product and internal workpapers of Contractor relating to the performance of Work or the production of Work Product, pertaining in any manner to the Work or the delivery of Services, including Work performed and Services delivered by Subcontractors. Unless Contractor receives written notice of an extension from the State, the federal government, or another duly authorized agent of a governmental agency, Contractor shall maintain the records until the last to occur of: (i) the date five (5) years after the date on which the State accepts the Audit Report or, in the case of early termination, terminates this Contract; (ii) the date on which any pending disputes relating to this Contract are resolved; or (iii) if the performance of this Contract is being audited or Contractor receives notice that an audit is pending, the date on which the audit is completed and its findings have been resolved (the "Record Retention Period").

#### **2. Inspection**

Subject to the confidentiality requirements of **§J**, Contractor, at no additional charge, shall permit the State or its authorized agent(s), any successor auditor, the federal government, and any other duly authorized agent of a governmental agency to access and inspect, excerpt, and copy Contractor's work papers and reports related to this Contract during the Record Retention Period to assure compliance with the terms of this Contract, to evaluate performance under this Contract, or for any other purpose required by the State. The State reserves the right to inspect the Work at all reasonable times and places during the term of this Contract, including any extensions or renewals.

### **3. Monitoring**

The State, in its discretion, may monitor Contractor's performance of its obligations under this Contract using procedures determined by the State that do not unduly interfere with Contractor's performance of the Work.

## **J. Work Product-Confidential Information-State Records**

### **1. Confidentiality**

Contractor shall keep confidential, and cause all Subcontractors to keep confidential, all State Records, unless those State Records are publicly available. Contractor shall not, without prior written approval of the State, use, publish, copy, disclose to any third party, or permit the use by any third party of any State Records, except as otherwise stated in this Contract, permitted by law, approved by the State in accordance with §2-3-103(3), C.R.S., or otherwise approved in writing by the State. Contractor shall provide for the security of all State Confidential Information in accordance with all applicable laws, rules, policies, publications, and guidelines. If Contractor or any of its Subcontractors will or may receive the following types of data, Contractor or its Subcontractors shall provide for the security of such data according to the following: **(i)** the most recently promulgated IRS Publication 1075 for all Federal Tax Information and in accordance with the Safeguarding Requirements for Federal Tax Information attached to this Contract as an Exhibit, **(ii)** the most recently updated PCI Data Security Standard from the PCI Security Standards Council for all PCI, **(iii)** the most recently issued version of the U.S. Department of Justice, Federal Bureau of Investigation, Criminal Justice Information Security Services Policy for all CJI, and **(iv)** the federal Health Insurance Portability and Accountability Act for all PHI. Contractor shall immediately forward any request or demand for State Records to the State's principal representative.

### **2. Other Entity Access and Nondisclosure Agreements**

Contractor may provide State Records to its agents, employees, assigns, and Subcontractors as necessary to perform the Work, but shall restrict access to State Confidential Information to those agents, employees, assigns, and Subcontractors who require access to perform their obligations under this Contract. Contractor shall ensure that all such agents, employees, assigns, and Subcontractors sign agreements containing nondisclosure provisions that are at least as protective as those in this Contract, and that the nondisclosure provisions are in force at all times at which the agent, employee, assign, or Subcontractor has access to any State Confidential Information. Contractor shall provide copies of the signed nondisclosure provisions to the State upon execution of the nondisclosure provisions.

### **3. Use, Security, and Retention**

Contractor shall use, hold and maintain State Confidential Information in compliance with any and all applicable laws and regulations in facilities located within the United States, and shall maintain a secure environment designed to ensure the confidentiality of all State

Confidential Information wherever located. Contractor shall provide the State with access, subject to Contractor's reasonable security requirements, for purposes of inspecting and monitoring access and use of State Confidential Information and evaluating security control effectiveness. Upon the expiration or termination of this Contract, Contractor shall return State Records provided to Contractor or if specifically instructed to do so by the State, destroy the State Records and certify to the State that it has done so as directed by the State; except that Contractor may retain an archival copy of State Confidential Information if and to the extent Contractor deems it necessary to do so to comply with applicable law or professional standards or to document or support Contractor's professional conclusions. If any law, regulation, or other provision of this Contract prevents Contractor from returning or destroying State Confidential Information or if Contractor retains an archival copy of State Confidential Information, Contractor warrants that it will guarantee the confidentiality of, and, except for the use of an archival copy of State Confidential Information to comply with applicable law or professional standards or to document or support Contractor's professional conclusions, cease to use, the State Confidential Information.

#### **4. Incident Notice and Remediation**

If Contractor becomes aware of any Incident, it shall notify the State promptly and in accordance with applicable law and cooperate with the State regarding recovery, remediation, and the necessity to involve law enforcement, as determined by the State. Unless Contractor can establish that none of Contractor or any of its agents, employees, assigns or Subcontractors are the cause or source of the Incident, Contractor is responsible for the cost of notifying each person who may have been impacted by the Incident. After an Incident, Contractor shall take steps to reduce the risk of incurring a similar type of Incident in the future as directed by the State, which may include, but is not limited to, developing and implementing a remediation plan approved by the State at no additional cost to the State. The State may, in its sole discretion and at Contractor's sole expense, require Contractor to engage the services of an independent, qualified, State-approved third party to conduct a security audit of the facts related to the Incident. Contractor shall provide the State with the results of such audit and evidence of Contractor's planned remediation in response to any negative findings.

#### **5. Data Protection and Handling**

Contractor shall ensure that all State Records and Work Product, and internal workpapers of Contractor relating to the performance of Work or the production of Work Product, in the possession of Contractor or any Subcontractors are protected and handled in accordance with the requirements of this Contract, including any requirements set forth in Exhibits, at all times.

## **6. Safeguarding PII**

If Contractor or any of its Subcontractors will or may receive PII under this Contract, Contractor shall provide for the security of the PII, in a manner and form acceptable to the State, including, without limitation, State non-disclosure requirements, use of appropriate technology, security practices, computer access security, data access security, data storage encryption, data transmission encryption, security inspections, and audits. Contractor shall be a “Third-Party Service Provider” as defined in §24-73-103(1)(i), C.R.S. and shall maintain security procedures and practices consistent with §§24-73-101, et seq., C.R.S.

## **7. Federal Tax Information**

Contractor will work with the Audited Agency to determine whether the receipt or review of any FTT is necessary for the performance of Contractor’s work under this Contract and shall develop a process with the Audited Agency for identifying FTT.

## **K. Conflicts of Interest**

### **1. A. Actual Conflicts of Interest**

Contractor shall not engage in any business or activities or maintain any relationships that create a conflict of interest by conflicting in any way with the full performance of Contractor’s obligations under this Contract. Such a conflict of interest arises when a Contractor’s or Subcontractor’s employee, officer, or agent: (i) offers or provides any tangible personal benefit to a State employee, a State employee’s partner, or a member of a State employee’s immediate family; or (ii) discusses, arranges for, or accepts financial or performance auditing work or non-auditing work not identified in this Contract with the Audited Agency during the term of this Contract without the express written approval of the State. Contractor shall also abide by all applicable professional standards with regard to conflicts of interest and independence.

### **2. Apparent Conflicts of Interest**

Contractor acknowledges that with respect to this Contract even the appearance of a conflict of interest is harmful to the State’s interests. Accordingly, absent the State’s prior written approval, Contractor shall refrain from any practices, activities, or relationships that reasonably appear to conflict with Contractor’s full performance of its obligations under this Contract. Contractor shall also provide written notice to the State, in accordance with §Q of this Contract, and obtain the State’s prior written approval, before entering into a contract or engagement with another State agency, department, or division that is subject to audit by the State.

### **3. Disclosure of Conflicts of Interest**

If a conflict of interest or the appearance of a conflict of interest arises, or if Contractor is uncertain whether a conflict of interest or the appearance of a conflict of interest has arisen,

Contractor shall submit to the State a disclosure statement that sets forth the relevant details for the State's consideration. Failure to promptly submit a disclosure statement or to follow the State's direction in regard to the actual or apparent conflict of interest is a breach of this Contract. Contractor shall also comply with the applicable revision of Government Auditing Standards issued by the Comptroller General of the United States with respect to any actual or perceived conflicts of interest or threats to Contractor's independence arising from the performance of this Contract.

## **L. Representations and Warranties**

Each Party has relied on the representations and warranties of the other Party set forth below in entering into this Contract.

### **1. Qualifications, Standards, and Manner of Performance**

Contractor represents and warrants that it is qualified and, if applicable, warrants that it is licensed in accordance with applicable laws and regulations, to perform the Work and Services and deliver the Work Product. Contractor shall perform its obligations under this Contract in accordance with the applicable revision of Government Auditing Standards issued by the Comptroller General of the United States.

### **2. Legal Authority – Contractor Signatory**

Contractor represents and warrants that it possesses the legal authority to enter into this Contract and that it has taken all actions required by its procedures, bylaws, and applicable laws to exercise that authority and to lawfully authorize its undersigned signatory to execute this Contract, or any part of this Contract, and to bind Contractor to its terms. If requested by the State, Contractor shall provide the State with proof of Contractor's authority to enter into this Contract within fifteen (15) days of receiving the request.

### **3. Licenses, Permits, and Other Authorizations**

Contractor represents and warrants that as of the Effective Date it has, and that at all times during the term of this Contract it will have and maintain, at its sole expense, all licenses, certifications, approvals, insurance, permits, and other authorizations required by law to perform its obligations under this Contract. Contractor warrants that it will maintain all necessary licenses, certifications, approvals, insurance, permits, and other authorizations required to properly perform its obligations under this Contract, without reimbursement by the State or any adjustment in Contract Funds. Additionally, all employees, agents, and Subcontractors of Contractor performing Services under this Contract shall hold all required licenses or certifications, if any, required to perform their responsibilities. Contractor, if a foreign corporation or other foreign entity transacting business in the State of Colorado, further warrants that it currently has obtained and will continue to maintain any applicable certificate of authority required to transact business in the State and that it has designated a registered agent in the State to accept service of process. Any revocation, withdrawal or non-

renewal of licenses, certifications, approvals, insurance, permits, or other material authorizations necessary for Contractor to properly perform the terms of this Contract is a material breach by Contractor and is grounds for termination of this Contract.

**4. Contractor Independence**

Contractor should be independent in performing the audit engagement. The State represents and warrants that it will not request or require Contractor to surrender Contractor's "independence" as that term is professionally understood and used with respect to the applicable revision of Government Auditing Standards issued by the Comptroller General of the United States.

**5. Contractor Compliance with IRS Publication 1075**

To the extent that Contractor receives, transmits, processes, and/or stores Federal Tax Information (FTI) on behalf of the State, Contractor will comply with IRS Publication 1075. Contractor and Contractor's employees with access to or who use FTI must meet the background investigation requirements set forth in IRS Publication 1075.

**6. Disclaimer**

Except for the representations and warranties expressly stated in this Contract, the Parties disclaim all representations and warranties, written or oral, express or implied.

**M. Insurance**

Contractor shall obtain and maintain, and shall ensure that each Subcontractor obtains and maintains, insurance policies issued by insurance companies approved by the State at all times during the term of this Contract as follows and in accordance with the following requirements:

**1. Workers' Compensation**

Workers' compensation insurance as required by state statute, and employers' liability insurance covering all Contractor or Subcontractor employees acting within the course and scope of their employment.

**2. General Liability**

Commercial general liability insurance covering premises operations, fire damage, independent contractors, products and completed operations, blanket contractual liability, personal injury, and advertising liability with minimum limits as follows:

- a. \$1,000,000 each occurrence;
- b. \$1,000,000 general aggregate;

- c. \$1,000,000 products and completed operations aggregate; and
- d. \$50,000 any 1 fire.

**3. Automobile Liability**

Automobile liability insurance covering any auto (including owned, hired, and non-owned autos) with a minimum limit of \$1,000,000 each accident combined single limit.

**4. Protected Information**

Liability insurance covering all losses of State Confidential Information, such as PII, PHI, PCI, Tax Information, and CJI, and claims based on alleged violations of privacy rights through improper use or disclosure of protected information with minimum limits as follows:

- a. \$1,000,000 each occurrence; and
- b. \$2,000,000 general aggregate.

**5. Professional Liability Insurance**

Professional liability insurance covering any damages caused by an error, omission, or negligent act with minimum limits as follows:

- a. \$1,000,000 each occurrence; and
- b. \$1,000,000 general aggregate.

**6. Crime Insurance**

Crime insurance including employee dishonesty coverage with minimum limits as follows:

- a. \$1,000,000 each occurrence; and
- b. \$1,000,000 general aggregate.

**7. Additional Insured**

The State must be named as additional insured on all commercial general liability policies required of Contractor and Subcontractors.

**8. Primacy of Coverage**

Coverage required of Contractor and each Subcontractor must be primary over any insurance or self-insurance program carried by Contractor or the State.

## **9. Cancellation**

The above insurance policies must include provisions preventing cancellation or non-renewal, except for cancellation based on non-payment of premiums, without at least thirty (30) days written prior notice to Contractor, and Contractor shall forward any such notice to the State in accordance with §Q of this Contract within seven (7) days of Contractor's receipt of such notice.

## **10. Subrogation Waiver**

All insurance policies secured or maintained by Contractor or its Subcontractors as required by this Contract must include clauses stating that each carrier waives all rights of recovery under subrogation or otherwise against Contractor, the State, and the State's agencies, institutions, organizations, officers, agents, employees, and volunteers.

## **11. Public Entities**

If Contractor is a "public entity" within the meaning of the Colorado Governmental Immunity Act, §§24-10-101, et seq., C.R.S. (the "GIA"), Contractor shall maintain, in lieu of the liability insurance requirements stated above, at all times during the term of this Contract such liability insurance, by commercial policy or self-insurance, as is necessary to meet its liabilities under the GIA. If a Subcontractor is a public entity within the meaning of the GIA, Contractor shall ensure that the Subcontractor maintain at all times during the terms of this Contract, in lieu of the liability insurance requirements stated above, such liability insurance, by commercial policy or self-insurance, as is necessary to meet the Subcontractor's obligations under the GIA.

## **12. Certificates**

Contractor shall provide to the State certificates evidencing Contractor's insurance coverage required in this Contract within seven (7) Business Days following the Effective Date. Contractor shall provide to the State certificates evidencing Subcontractor insurance coverage required under this Contract within seven (7) Business Days following the Effective Date, except that, if Contractor's subcontract is not in effect as of the Effective Date, Contractor shall provide to the State certificates showing Subcontractor insurance coverage required under this Contract within seven (7) Business Days following Contractor's execution of the subcontract. No later than fifteen (15) days before the expiration date of Contractor's or any Subcontractor's coverage, Contractor shall deliver to the State certificates of insurance evidencing renewals of coverage. At any other time during the term of this Contract, upon request by the State, Contractor shall, within seven (7) Business Days following the request by the State, supply to the State evidence satisfactory to the State of compliance with the provisions of this §M.

## **N. Dispute Resolution**

Any dispute concerning the performance of this Contract that cannot be resolved by the designated Contract representatives shall be referred in writing to the State Auditor and the Contractor's managing partner or similar executive-level decision maker for resolution. The State Auditor and the Contractor's managing partner or similar executive-level decision maker shall informally discuss the dispute and attempt to resolve it. If the State Auditor and the Contractor's managing partner or similar executive-level decision maker are able to agree to a mutual resolution of the dispute, the resolution will be formalized in writing in accordance with this Contract. If either Party finds, at any time, that the attempted resolution of the dispute has failed, at which time each Party may pursue any and all remedies, including without limitation, those available under this Contract, at law or in equity.

## **O. Breach of Contract**

### **1. Defined**

In addition to any breaches specified in other sections of this Contract, each of the following is a breach of this Contract:

#### **1. Material Obligations**

The failure of Contractor to perform, in whole, in part, or in a timely manner, any of its material obligations under this Contract to the satisfaction of the State.

#### **2. Satisfactory Performance**

A determination by the State, in its reasonable discretion, that satisfactory performance of Contractor's obligations in accordance with the terms and conditions of this Contract is substantially endangered.

#### **3. Bankruptcy**

The institution of proceedings under any bankruptcy, insolvency, reorganization, or similar law, by or against Contractor, or the appointment of a receiver or similar officer for Contractor or any of its property if the proceedings are not vacated or fully stayed within twenty (20) days after being instituted or occurring.

#### **4. Material Misrepresentation**

Any statement, representation, or certification furnished by Contractor in connection with the RFP, Contractor's Proposal, Modifications to Contractor's Proposal, or this Contract that is false, deceptive, incorrect, or incomplete in any material respects.

#### **5. Failure to Timely Deliver Reports**

Failure by Contractor to complete and deliver the Audit Report or Work Product by the date specified in §F.1. of this Contract, unless Contractor can show that the delinquency resulted from causes beyond its control, such as failure of the Audited Agency to provide, by the date specified in a written request from Contractor: requested documentation, records, or information; records that are auditable; or responses to Contractor's findings and recommendations. Contractor shall allow a reasonable amount of time for the Audited Agency to provide the requested documentation, records, or information and responses.

## **6. Debarment or Suspension of Contractor**

Debarment or suspension of Contractor under §24-109-105, C.R.S. at any time during the term of this Contract.

## **2. Notice and Cure Period**

In the event of a breach, the aggrieved Party shall give written notice specifying the nature of the breach to the other Party in the manner provided in §Q of this Contract. If a breach by Contractor is not cured within twenty (20) days of receipt of written notice, or, if a cure cannot be completed within twenty (20) days, the cure has not begun within twenty (20) days and been pursued with due diligence, the State may exercise any of the remedies set forth in §P of this Contract. Notwithstanding anything to the contrary in this Contract, the State, in its sole discretion, need not provide advance notice of a cure period and may immediately terminate this Contract in whole or in part if reasonably necessary to preserve public safety or prevent immediate public crisis.

## **P. Remedies**

If Contractor fails to cure a breach of this Contract in accordance with §O.2. of this Contract, the State may exercise any or all of the remedies available to it, including but not limited to the following remedies, in its sole discretion, concurrently or consecutively.

### **1. Termination for Breach**

The State may terminate this Contract upon written notice to Contractor. Exercise by the State of this right is not a breach of its obligations under this Contract.

### **2. Withhold Payment**

The State may withhold payment to Contractor until corrections in Contractor's performance are satisfactorily made and completed in accordance with the terms and conditions of this Contract.

### **3. Deny Payment**

The State may deny payment for any obligation of Contractor not performed if, due to Contractor's actions or inactions, Contractor cannot perform the obligation in accordance with the terms and conditions of this Contract.

#### **4. Noncompliance with Federal Regulations**

Contractor is liable for any and all penalties applied by the federal government due to noncompliance with federal regulations by Contractor, a Subcontractor, or any of Contractor's employees.

#### **Q. Notices and Representatives**

Each individual identified below is the principal representative of the designating Party. All notices required or permitted to be given to a Party under this Contract must be in writing and must be delivered: (i) by hand with receipt required; (ii) by certified or registered mail to the Party's principal representative at the address set forth below; or (iii) as an email with read receipt requested to the principal representative at the email address, if any, set forth below. If a Party delivers notice to the other Party by email and the email is undeliverable, then, unless the delivering Party is provided with an alternative email address, the Party shall deliver the notice by hand with receipt required or by certified or registered mail to the other Party's principal representative at the address set forth below. Either Party may change its principal representative or principal representative contact information, or may designate specific other individuals to receive certain types of notices in addition to or in lieu of a principal representative by notice submitted in accordance with this §Q without making a formal amendment to this Contract. Unless otherwise provided in this Contract, notices are effective upon delivery in accordance with this §Q.

##### **1. State:**

Marisa Edwards, CPA  
Deputy State Auditor

Office of the State Auditor  
1375 Sherman St., 5th Floor  
Denver, Colorado 80203-1700

[marisa.edwards@coleg.gov](mailto:marisa.edwards@coleg.gov)

**2. Contractor:**

Name,  
Title

Company Name

Address  
City, State Zip

Email

**3. Media**

The State is the official spokesperson to the news media pertaining to the Work, Services, and Work Product. Contractor shall forward immediately to the State any inquiries from the news media pertaining to the Work, Services, or Work Product.

**R. Rights in Workpapers**

The workpapers developed by Contractor during the performance of the Services are the exclusive property of Contractor. The State has the right to copy the workpapers. Except as provided in **§§I.2.** and **J** of this Contract and to the extent necessary for Contractor to comply with the professional standards described in **§L.1.** of this Contract, Contractor shall not provide the workpapers to third parties or permit third parties to review, access, or use the workpapers for public inspection unless, and only to the extent that, the Legislative Audit Committee has specifically approved disclosure of the workpapers in accordance with §2-3-103(3), C.R.S., and the State has given Contractor prior written consent to disclose the workpapers. Contractor shall forward immediately to the State any requests for workpapers that Contractor receives pursuant to CORA.

**S. Statewide Contract Management System - Exemption**

Because this contract is a legislative department contract, it is not included within the State’s contract management system, which includes only personal services contracts that are entered into by a “governmental body,” as defined in §24-101-301, C.R.S. That definition of “governmental body” does not include the legislative department or its agencies.

**T. General Provisions**

**1. Assignment and Subcontracts**

Contractor’s rights and obligations under this Contract are personal and may not be transferred, assigned, or subcontracted without the prior written consent of the State. Any attempt at assignment, transfer, or subcontracting without such prior written consent is void. Any assignment, transfer, or subcontracting of Contractor’s rights or obligations under this Contract that is approved by the State is subject to the provisions of this Contract. Upon the

request of the State, Contractor shall provide to the State a copy of any subcontract entered into by Contractor in connection with this Contract. Contractor is solely responsible for all aspects of subcontracting arrangements and performance, and any subcontract entered into by Contractor in connection with this Contract must comply with all applicable federal and state laws and regulations and provide that it is subject to all provisions of this Contract and governed by the laws of the State.

## **2. Binding Effect**

Except as otherwise provided in §T.1. of this Contract, all provisions of this Contract, including the benefits and burdens, extend to and bind the Parties' respective successors and assigns.

## **3. Captions and References**

The captions and headings in this Contract are for convenience of reference only, and shall not be used to interpret, define, or limit its provisions. Unless the context clearly otherwise requires, all references in this Contract to sections (whether spelled out or using the § symbol), subsections, or Exhibits refer to sections, subsections, or Exhibits contained in this Contract or incorporated by reference into this Contract.

## **4. Counterparts**

This Contract may be executed in multiple identical original counterparts, each of which is an original, but all of which, taken together, constitute one and the same agreement.

## **5. Entire Understanding**

This Contract represents the complete integration of all understandings between the Parties related to the Work, Services, and Work Product and all prior representations and understandings related to the Work, Services, and Work Product, whether oral or written are merged into this Contract. Prior or contemporaneous additions, deletions, or other changes to this Contract do not have any force or affect whatsoever, unless embodied in this Contract.

## **6. Digital Signatures**

If any signatory signs this agreement using a digital signature, any agreement or consent to use digital signatures within the electronic system through which that signatory signed is incorporated into this Contract by reference.

## **7. Modification**

Except as otherwise provided in this Contract, any modification of this Contract is only effective if agreed to in a formal written amendment to this Contract that is properly executed and approved in accordance with applicable State law.

## **8. Statutes, Rules, Regulations, and Other Authority**

Unless otherwise specifically provided, any reference in this Contract to a federal or state statute, rule, or regulation or to any other source of legal or policy authority refers to the current version of the statute, rule, regulation, or other authority including any amendments or changes to the authority made after the Effective Date.

## **9. Order of Precedence**

If a conflict or inconsistency arises between any provision contained in the main body of this Contract and any Exhibit, the conflict or inconsistency must be resolved by reference to the documents in the following order of priority:

- a. Colorado Legislative Branch Special Provisions;
- b. The remaining provisions of the main body of this Contract; and
- c. The Exhibits.

## **10. External Terms and Conditions**

Notwithstanding anything to the contrary in this Contract, the State is not subject to any provision included in any terms, conditions, or agreements appearing on Contractor's or a Subcontractor's website or any provision incorporated into any click-through or online agreements related to the Work unless this Contract specifically references that provision.

## **11. Severability**

The invalidity or unenforceability of any provision of this Contract does not affect the validity of or enforceability of any other provision of this Contract, which remains in full force and effect, so long as the Parties can continue to perform their obligations under this Contract in accordance with the intent of the Parties.

## **12. Survival of Certain Contract Terms**

Any provision of this Contract that imposes an obligation on a Party that begins after or continues after the termination or expiration of this Contract survives the termination or expiration of this Contract and is enforceable by the other Party.

## **13. Taxes**

The State is exempt from federal excise taxes under I.R.C. Chapter 32 (26 U.S.C. Subtitle D, Ch. 32) (Federal Excise Tax Exemption Certificate Registry No. 84-730123K) and from all State and local government sales and use taxes under §§39-26-704(1), and 29-2-105(1)(d)(I), C.R.S. (Colorado Sales Tax Exemption Identification Number 98-20565). The State is not liable for the payment of excise, sales, or use taxes, regardless of whether any political subdivision of the State imposes such taxes on Contractor. Contractor is solely responsible

for any exemptions from the collection of excise, sales, or use taxes that Contractor may wish to have in place in connection with this Contract.

#### **14. Third Party Beneficiaries**

Except for a person who assumes Contractor's rights and obligations under this Contract as a successor or assign in accordance with §§T.1. and T.2. of this Contract, this Contract does not and is not intended to confer any rights, obligations, or remedies upon any person or entity other than the Parties. Enforcement of this Contract and all rights and obligations under this Contract are reserved solely to the Parties. Any services or benefits that third parties receive as a result of this Contract are incidental to the Contract and do not create any rights for the third parties.

#### **15. Waiver**

A Party's failure or delay in exercising any right, power, or privilege under this Contract, whether explicitly or by lack of enforcement, does not operate as a waiver of the right, power, or privilege, and a single or partial exercise of any right, power, or privilege does not preclude any other or further exercise of the right, power, or privilege.

#### **16. CORA Disclosure**

This Contract is a public record that, to the extent not prohibited by federal law, is subject to public release through CORA.

#### **17. Standard and Manner of Performance**

Contractor shall perform its obligations under this Contract in accordance with the highest standards of care, skill, and diligence in Contractor's industry, trade, or profession.

#### **18. Indemnification**

##### **1. General Indemnification**

Contractor shall indemnify, save, and hold harmless the State and the State's employees, agents, and assignees ("Indemnified Parties"), against any and all costs, expenses, claims, damages, liabilities, court awards, reasonable attorneys' fees and costs, and other amounts claimed by third parties and incurred by any of the Indemnified Parties to the extent caused by any negligent act or omission or intentional, willful, or deliberate misconduct by Contractor or Contractor's employees, agents, Subcontractors, or assignees in connection with this Contract

##### **2. Confidential Information Indemnification**

Disclosure or use of State Confidential Information by Contractor in violation of this Contract may be cause for legal action by third parties against Contractor, the State, or their respective agents. Contractor shall indemnify, save, and hold harmless the

Indemnified Parties against any and all costs, expenses, claims, damages, liabilities, court awards, reasonable attorneys' fees and costs, and other amounts, asserted by third parties and incurred by the State to the extent caused by any act or omission by Contractor or Contractor's employees, agents, assigns, or Subcontractors that violates this Contract.

**3. Intellectual Property Indemnification**

Contractor shall indemnify, save, and hold harmless the Indemnified Parties against any and all costs, expenses, claims, damages, liabilities, court awards, reasonable attorneys' fees, and other amounts asserted by third parties and incurred by the Indemnified Parties to the extent caused by any claim that any Work infringes a patent, copyright, trademark, trade secret, or any other intellectual property right.

**4. Accessibility Indemnification**

As required by §24-85-104 (5), C.R.S., Contractor shall indemnify, hold harmless, and assume liability on behalf of the Indemnified Parties for all costs, expenses, claims, damages, liabilities, court awards, and attorney fees and related costs, and any other amount incurred by the Indemnified Parties in relation to the Contractor's noncompliance with §H.5. of this Contract.

**19. Limitation of Contractor Liability**

Any liability of Contractor and its personnel to the State for any breach of this contract or act or omission that directly damages the State is limited to the amount of the fee to be paid by the State to Contractor under this Contract. This limitation does not apply to any requirement of this Contract that Contractor indemnify the State for liabilities of the State to any third party that result from any negligent, intentional, or deliberate acts or omissions of Contractor.

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## U. Colorado Legislative Branch Special Provisions

**These Special Provisions apply to all legislative department contracts except where noted.**

### **1. Fund Availability. §24-30-202(5.5), C.R.S.**

Financial obligations of the State payable after the current State Fiscal Year are contingent upon funds for that purpose being appropriated, budgeted, and otherwise made available.

### **2. Governmental Immunity.**

Liability for claims for injuries to persons or property arising from the negligence of the State, its departments, boards, commissions, committees, bureaus, offices, employees, and officials is controlled and limited by the provisions of the Colorado Governmental Immunity Act, §24-10-101, et seq., C.R.S., the Federal Tort Claims Act, 28 U.S.C. Pt. VI, Ch. 171, and 28 U.S.C. §1346(b), and the State's risk management statutes, §24-30-1501, et seq., C.R.S. No term or condition of this Contract shall be construed or interpreted as a waiver, express or implied, of any of the immunities, rights, benefits, protections, or other provisions contained in these statutes.

### **3. Independent Contractor.**

Contractor shall perform its duties under this Contract as an independent contractor and not as an employee. Neither Contractor nor any agent or employee of Contractor shall be deemed to be an agent or employee of the State. Contractor shall not have authorization, express or implied, to bind the State to any agreement, liability, or understanding, except as expressly set forth in this Contract. Contractor and its employees and agents are not entitled to unemployment insurance or workers' compensation benefits through the State, and the State shall not pay for or otherwise provide such coverage for Contractor or any of its employees or agents. Contractor shall pay when due all applicable employment taxes, income taxes, and local head taxes incurred pursuant to this Contract. Contractor shall: **(i)** provide and keep in force workers' compensation and unemployment compensation insurance in the amounts required by law, **(ii)** provide proof thereof when requested by the State, and **(iii)** be solely responsible for its acts and the acts of its employees and agents.

### **4. Compliance With Law.**

Contractor shall comply with all applicable federal and State laws, rules, and regulations in effect or hereafter established, including, without limitation, laws applicable to discrimination and unfair employment practices.

### **5. Choice of Law, Jurisdiction, and Venue.**

Colorado law, and rules and regulations issued pursuant to Colorado law, apply to the interpretation, execution, and enforcement of this Contract. Any provision included in or

incorporated into this Contract by reference that conflicts with said law, rules, or regulations is void. All suits or actions related to this Contract must be filed and proceedings held in the State of Colorado, and exclusive venue is in the City and County of Denver.

**6. Prohibited Terms.**

Any term included in this Contract that requires the State to indemnify or hold Contractor harmless; requires the State to agree to binding arbitration; limits Contractor's liability for damages resulting from death, bodily injury, or damage to tangible property; or conflicts with this provision in any way is void. Nothing in this Contract shall be construed as a waiver of any provision of §24-106-109, C.R.S.

**7. Software Piracy Prohibition.**

State or other public funds payable under this Contract shall not be used for the acquisition, operation, or maintenance of computer software in violation of federal copyright laws or applicable licensing restrictions. Contractor hereby certifies and warrants that, during the term of this Contract and any extensions, Contractor has and shall maintain in place appropriate systems and controls to prevent such improper use of public funds. If the State determines that Contractor is in violation of this provision, the State may exercise any remedy available at law, in equity, or under this Contract, including, without limitation, immediate termination of this Contract and any remedy consistent with federal copyright laws or applicable licensing restrictions.

**8. Employee Financial Interest/Conflict of Interest. §§24-18-201 and 24-50-507, C.R.S.**

The signatories aver that to their knowledge, no employee of the State has any personal or beneficial interest whatsoever in the service or property described in this Contract. Contractor has no interest and shall not acquire any interest, direct or indirect, that would conflict in any manner or degree with the performance of Contractor's services, and Contractor shall not employ any person having such known interests.

**9. Vendor Offset and Erroneous Payments. §§24-30-202(1) and 24-30-202.4, C.R.S.**

**Not applicable to intergovernmental agreements.** Subject to §24-30-202.4(3.5), C.R.S., the State Controller may withhold payment under the State's vendor offset intercept system for debts owed to State agencies for: **(i)** unpaid child support debts or child support arrearages; **(ii)** unpaid balances of tax, accrued interest, or other charges specified in §39-21-101, et seq., C.R.S.; **(iii)** unpaid loans due to the Student Loan Division of the Department of Higher Education; **(iv)** amounts required to be paid to the Unemployment Compensation Fund; and **(v)** other unpaid debts owing to the State as a result of final agency determination or judicial action. The State may also recover, at the State's discretion, payments made to Contractor in error for any reason, including, but not limited to, overpayments, improper payments, and any other unexpended or excess funds received by Contractor, by deduction from subsequent payments under this Contract, by deduction from

any payment due under any other contracts, grants or agreements between the State and Contractor, or by any other appropriate method for collecting debts owed to the State.

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**A. Signature Page**

Contract Routing Number 2026-XX

**The parties hereto have executed this contract**

**Each person signing this Contract represents and warrants that the signer is duly authorized to execute this Contract and to bind the Party authorizing such signature.**

**Contractor**  
Insert name of contractor

**State of Colorado**  
**Colorado Office of the State Auditor**  
Kerri L. Hunter, State Auditor

By:  
Title:

\_\_\_\_\_  
**Signature**

\_\_\_\_\_  
Kerri L. Hunter, State Auditor

**Date:** \_\_\_\_\_

**Date:** \_\_\_\_\_

Contractor affirms that it has not performed any billable Work related to this Contract prior to the Contract Effective Date.

\_\_\_\_\_  
Senator Lisa Frizzell, Chair  
Legislative Audit Committee

**Date:** \_\_\_\_\_

**LEGAL REVIEW**  
**Office of Legislative Legal Services**  
Ed DeCecco, Director

\_\_\_\_\_  
Jed Franklin, Staff Attorney  
(designee of Ed DeCecco, Director)

**Date:** \_\_\_\_\_

## EXHIBIT A – STATEMENT OF WORK

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### A. GENERAL DESCRIPTION

Contractor shall conduct a performance audit of the Audited Agency in a manner consistent with the terms and conditions of the Contract and its Exhibits and in accordance with the applicable revision of *Government Auditing Standards* issued by the Comptroller General of the United States.

### B. Contractor's Obligations

The Work to be performed by Contractor includes the following:

#### 1. Scope of Work

##### a. Contractor's audit of the Audited Agency must include the following:

- (1) **ADD** detailed description of work to be completed.
- (2) As it performs the Work, Contractor shall maintain an awareness of any areas beyond the scope of the Services in which the Audited Agency may not be carrying out the Audited Agency's programs in an effective and efficient manner. Contractor shall discuss any such areas with the State to determine whether the State desires Contractor to expand the scope of the Services of this Contract. The cost of such additional Services are not included within the scope of this Contract, and any additional Services shall be subject to negotiation and set forth in a separate agreement among Contractor, the State Auditor, and the Legislative Audit Committee.

#### 2. Review by State

During the performance of Services under this Contract and prior to completion of the Work by the date specified in §F.1. of this Contract, the State has access to and the right to review Contractor's Work and Work Product, whether in draft or final form, for acceptability and to provide guidance, direction, and feedback and suggest revisions. Contractor may not submit written findings or the Audit Report, whether in draft or final form, to the Audited Agency until they are deemed acceptable and approved by the State.

#### 3. Availability

Contractor, upon the request of the State, shall furnish copies of Contractor's work programs developed pursuant to this Contract and make all other workpapers available to the State for review or use in future audits or evaluations, at no additional charge to the State.

#### **4. Reports**

Contractor shall prepare and deliver the Audit Report to the State no later than Insert Date, unless the State has approved an extension of time. If Contractor becomes aware that the due date for the Audit Report cannot be met, Contractor shall notify the State in writing of the reasons for the delay and identify a specific date when the Audit Report will be delivered. For a separately issued Audit Report, Contractor shall deliver to the State up to 100 copies of the bound report as determined by the State at the time of report finalization. Acceptable binding formats for the Audit Report are limited to spiral, comb, or glued bindings; 3-ring bindings are not acceptable. Contractor shall also deliver to the State an electronic copy of the Audit Report in unprotected Adobe PDF format or any other format prescribed by the State.

#### **5. Oral Presentations**

Contractor shall make an oral presentation of the Audit Report to the Legislative Audit Committee and, if applicable and upon notification by the State, one other legislative committee.

#### **6. Entrance and Exit Conferences**

The State shall participate in all entrance and exit conferences between the Audited Agency and Contractor, as well as other critical meetings, such as those dealing with audit findings.

#### **7. Fraud**

If Contractor becomes aware of fraud or indications of fraud affecting the Audited Agency, Contractor shall notify the State immediately. Contractor shall follow guidance contained in the applicable revision of *Government Auditing Standards* issued by the Comptroller General of the United States regarding the reporting of such fraud or indications of fraud.

### **C. Personnel**

#### **A. Contract Monitor**

Contractor's performance under this Contract shall be monitored by name of contract monitor, an employee or agent of the State, who is hereby designated as the Contract Monitor. The Contract Monitor shall review Contractor's Work and Work Product, attend key meetings (*e.g.*, entrance and exit conferences), and act as a liaison between the OSA, Contractor, and the Audited Agency. With the exception of contract monitoring activities, and unless otherwise noted in this Contract, the State is not required to

provide any additional staff time in connection with the Services provided or Work performed.

**B. Other Key Personnel**

The key personnel identified by Contractor in the Contractor's Proposal are deemed to be essential to the Work being performed under the Contract.

**C. Replacement**

Contractor shall immediately notify the State if any key personnel cease to be employed by Contractor. Before diverting any key personnel to other programs, Contractor shall give the State fifteen (15) days advance notice and shall submit to the State justification, including proposed personnel substitutions, in sufficient detail to permit evaluation of the impact on the Contractor's performance of the Work. Contractor shall not divert any key personnel without the prior written consent of the State, which the State shall not unreasonably withhold. Contractor shall replace any key personnel with personnel of substantially equal or greater ability and qualifications to perform the Work.

**D. Acceptance Criteria**

If the State determines that the Work or Work Product is unacceptable (either before or after a draft or a final Audit Report is issued) due to Contractor's failure to comply with applicable auditing standards or satisfy any requirements included in this Contract, the State, at the State's direction, may require Contractor to re-perform the Work at its own expense and submit a revised Work Product. The State's right to reject Contractor's draft or final Audit Report because of the failure to comply and Contractor's obligation to re-perform or revise extend throughout the term of this Contract and continue for one (1) full year after the termination of this Contract.

**E. PAYMENTS**

Payments shall be made in accordance with Exhibit F and any other applicable provisions of this Contract.

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## EXHIBIT E - INFORMATION SECURITY POLICY FOR CONTRACTORS

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### A. Applicability

This policy applies to all OSA Contractors at all locations who are conducting audits, evaluations, or other professional services on behalf of the OSA using State of Colorado information or any information, electronic or otherwise, obtained, utilized, or generated by an OSA Contractor while performing work on behalf of the OSA.

### B. Definitions

**Confidential information assets** – are defined in paragraph 5. below.

**OSA Contractor(s) or Contractor(s)** – any business, company, corporation, partnership, or individual conducting business on behalf of or in cooperation with the OSA, whether via contract, purchase order, or other purchasing agreement. OSA Contractors include Subcontractors and their employees.

**Protected information assets** - are defined in paragraph 4. below.

**State of Colorado information, information or audit information** – any information, whether in electronic or hard copy form, obtained, utilized, or generated by an OSA Contractor while performing work on behalf of the OSA.

### C. State Auditor Authority and Responsibility

The State Auditor’s authority and responsibility for accessing and handling confidential information is set forth in the Colorado Revised Statutes. Section 2-3-107(2)(a), C.R.S., provides that the State Auditor or his or her designated representative “shall have access at all times .... to all of the books, accounts, reports, vouchers, or other records or information in any department, institution, or agency, including records or information required to be kept confidential or exempt from public disclosure upon subpoena, search warrant, discovery proceedings, or otherwise.” Additionally, Section 2-3-103(3), C.R.S., provides that “work papers of the office of the State Auditor shall be open to public inspection only upon approval of the majority of the members of the audit committee” and that “work papers that have not been specifically approved for disclosure by a majority vote of the committee shall remain confidential.” Finally, Sections 2-3-103.7 and 2-3-107(2)(b), C.R.S., prescribe penalties for willful or unlawful release of confidential information and prohibit the release of information required to be kept confidential pursuant to any law. The volume and availability of confidential information in electronic and hardcopy format, along with the risk to the OSA should confidential information be inadvertently released or breached, heightens the need for rigorous procedures governing the receipt, storage, and destruction of confidential data.

#### **D. Policy Compliance**

1. All OSA Contractors and their personnel who are performing the Work are required to understand and abide by this policy.
2. By signing an OSA contract or purchase order, an OSA Contractor agrees to abide by this policy and require its personnel performing the Work, including Subcontractors and their employees, to understand and abide by this policy.

#### **E. Data Classification**

1. Any State of Colorado information assets whether in hardcopy or electronic form (e.g., data, databases, reports, communications, manuals, documentation for systems, procedures, and plans) that are used in the course of an audit or evaluation on behalf of the OSA are considered either “Protected information assets” or “Confidential information assets,” unless expressly stated otherwise in writing by the State Auditor.
2. “Protected information assets” are defined as information that: (i) is required by federal, state, or local laws and statutes to be protected; or (ii) would, in the event of a breach of confidentiality, loss of integrity, or lack of availability, seriously and adversely impact the OSA or the State, up to and including physical harm to individuals, or cause significant hardship to the OSA, the State, or commercial entities that have entrusted the information to the OSA.
3. All audit/evaluation information not categorized as “Protected information assets” are automatically classified as “Confidential information assets.”

#### **F. Use and Protection of Information Assets**

1. Contractors must take reasonable and prudent measures to protect all audit/evaluation information and the systems that process, store, and transmit such information from unauthorized disclosure and modification regardless of where the audit/evaluation information and the systems are located.
2. All State information systems (e.g., networks, intranets, internet connections, telephones, fax, etc.) are the property of the State and are for State business use only. Contractor shall not use State information systems to knowingly access, store, or distribute offensive material, such as pornography. Contractors may not use State of Colorado systems to knowingly compromise other systems, networks or safeguards unless the OSA specifically authorizes them to do so in order to test the security of such systems, networks, or safeguards for legitimate State purposes.
3. Any unauthorized attempt to access information that is outside Contractor’s “need-to-know” for his/her operational purposes is prohibited.

4. Contractors must encrypt all Protected and Confidential information assets when stored on portable computers or removable media (e.g., laptops, external hard drives, CDs, USB drives.).
5. Contractors must, at all times, physically secure portable computers used in storing and processing audit/evaluation information on behalf of the OSA through the use of cable locks or other security measures or, when physically securing a portable computer at a work site is not feasible, use encrypted devices or other security measures to ensure that theft of a portable computer does not result in the loss or disclosure of State Confidential Information or Work Product.
6. Contractors shall not leave any portable computers, removable media (e.g., laptops, external hard drives, CDs, USB drives), or hard copy information containing Protected and Confidential information assets unattended, such as in vehicles or in checked airport luggage.

#### **G. Viruses and Malicious Code**

Contractors must effectively deploy personal firewall security and up-to-date malicious code/virus protection software for all systems and devices used to access audit/evaluation information or in carrying out official OSA business.

#### **H. Telecommunications Security and Information Transmission**

1. Contractors are responsible for being aware of and protecting against current and potential telecommunications (e.g., telephones, voice mail, mobile phones, conference calls, instant messaging, and facsimile machines) security risks in their given environment.
2. Contractors are prohibited from connecting to any state networks in connection with the Services hereunder without prior authorization from the OSA and the information security officer of the Audited Agency. In the case of executive branch agencies, Contractors should submit a request with their agency liaison to obtain permission through the Governor's Office of Information Technology access management team.
3. Contractors shall make every effort to ensure that all State of Colorado information is protected from inadvertent disclosure when being sent over the Internet or other non-State of Colorado networks.
4. Contractors shall not connect portable computers containing Protected or Confidential information assets to any public WiFi networks (e.g., internet cafes) without adequately protecting such information through the use of hard drive encryption and the use of an encrypted VPN tunnel.

5. Contractors must always consider information sensitivity and transmission security issues when selecting a transmission medium. Protected and Confidential information assets must only be transported or transmitted over a public network when protected by encryption.
6. When information is stored on electronic media or a mobile computing device, the information must be encrypted at all times during physical transport.
7. Transmission of Protected or Confidential data over a public network by unencrypted email is prohibited.

## **I. Information Storage and Disposal**

1. Media or hard copy documents containing Protected or Confidential information assets are to be appropriately labeled as such and protected in accordance with this **Exhibit E**.
2. Contractors must maintain physical media security by using locking filing cabinets or drawers and locking them when left unattended. Media security may also be achieved by locking the door of a private office.
3. Personal computers, laptops, USB drives, mobile phones, personal digital assistants (PDAs), and other devices and media containing State of Colorado information must be secured by their users from loss, theft, and unauthorized use.
4. Contractors shall not leave unattended any device containing State of Colorado information unless a password-engaged screensaver is used. The screen saver must engage after no more than 2 minutes of inactivity unless Contractor has a policy that requires its employees and its Subcontractors' employees to manually lock the device when leaving it unattended.
5. Contractors must ensure that portable storage devices (e.g., external hard drives, CDs, USB drives) that will be leaving their effective control or are at the end of their useful lives, are cleaned and sanitized (i.e., cleared, purged, and destroyed) of all Protected or Confidential information assets in conformance with NIST Special Publication 800-88 and/or other standard procedures and requirements set by the U.S. Department of Defense, such as DoD 5220.22-M.
6. Hard copy documents containing Protected or Confidential information must be shredded prior to disposal.
7. Data storage devices (e.g., CDs, DVDs, and floppy disks) containing Protected information assets must be physically destroyed at the end of the audit or evaluation. For thumb drives and portable hard drives, Contractor must either use an electronic shredding program to destroy the data or destroy the device at the end of the audit or evaluation. A record of disposal is to be maintained in the workpapers by the Contractors. A record of disposal must contain the name of the individual disposing of the data, the method used to dispose of the

data, identifying qualities of the data (such as the serial number of the media on which it was stored, if applicable), and the date of disposal.

## **J. Incident Reporting**

1. All suspected loss or compromise of audit/evaluation information as a result of the loss of a desktop, portable, or mobile computing device or removable storage device by any means (e.g., theft, loss) used to store State of Colorado information shall be reported to the OSA Contract Manager within 24 hours of discovery.
2. In the event of the suspected loss or compromise of audit/evaluation information under control of Contractor, Contractor is responsible for working with the State Auditor and the Audited Agency with respect to recovery and remediation. Contractor is also responsible for working with the OSA and the Audited Agency to notify all Colorado residents and other affected parties whose sensitive information may have been compromised as a result of the breach. Contractor will bear all reasonable associated costs.

## **K. Personnel Security**

Contractor is responsible for performing background checks consistent with Contractor's standard employment practices for Contractor personnel completing work on behalf of the OSA.

## **L. Policy Enforcement**

1. If Contractor is deemed to be in noncompliance of this policy by the State Auditor, the State Auditor may unilaterally terminate the Contract.
2. Upon request by the State Auditor, Contractor agrees that it shall make available qualified individuals and a member of senior management responsible for security and data protection for the purpose of discussing information technology controls, including those policies, procedures, and controls relevant to the provision of services and security obligations under this Contract.

**EXHIBIT F - COMPENSATION AND PROCEDURES FOR BILLING**

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Contractor shall submit all invoices for services to the State. Payment will be made from the State Auditor’s appropriation. Contractor shall not request payment from the Audited Agency.

Contractor may render monthly interim bills to the State until completion of the Work, provided that the aggregate amount of all bills shall not exceed the maximum compensation set forth in §C of this **Exhibit F**. The interim bills shall be promptly paid by the State except that the State reserves the right to withhold 10 percent of the total Contract amount until delivery and acceptance of the Audit Report. Release of the Audit Report by the Legislative Audit Committee constitutes acceptance of the Audit Report.

Total maximum compensation for the Work shall be \$XXX,XXX, with the estimated funding split between State Fiscal Years expected to be:

	<b>Total</b>	<b>20XX-20XX</b>	<b>20XX-20XX</b>
Contractor	\$xxx,xxx	\$xxx,xxx	\$xxx,xxx
<b>Total Fee</b>	<b>\$xxx,xxx</b>	<b>\$xxx,xxx</b>	<b>\$xxx,xxx</b>

\* Paid from State’s budget period

## Title of Finding

Provide **brief** background information about the program in one or two paragraphs. Do not include criteria, condition, cause, or effect in this background section.

## What was the purpose of our audit work and what work was performed?

Briefly describe the audit testwork that was performed using bullets and/or one to two paragraphs. (i.e., describe the data and documents reviewed, individuals interviewed, and the sample selected and sample methodology).

Describe the purpose of the audit work in one sentence. (*i.e.*, “The purpose of the audit work was to XXXX.”).

## How were the results of the audit work measured? (Criteria)

The criteria are the standards against which the condition is measured. They are standards used to evaluate a particular event or process and describe “what should be.” Some examples of criteria include:

- Colorado Constitution
- Colorado Revised Statutes
- Colorado state agency rules and regulations
- federal laws and regulations
- State Fiscal Rules and Fiscal Procedures Manual
- Generally Accepted Accounting Principles
- program-specific written policies and procedures
- program-specific written goals and objectives
- good business practices
- unwritten policies, procedures, goals, and objectives as explained by the Audited Agency’s personnel

If the criteria are not already set forth in writing, it may be necessary to find information to serve as evidence of criteria. When common sense or expert opinion is used as criteria, the development of the finding must be logical and convincing to the reader, who may not possess the same level of expertise. This is also important because such criteria are less authoritative than other types of criteria.

This section should briefly describe the criteria of the finding. Strive to provide the essential information in one or two short paragraphs, bullets, or in a table.

## **What problem(s) did the audit work identify? (Condition)**

The first step in developing a finding is to identify the statement of condition. This occurs during the “fact-finding” process when the auditor compares “what is” with “what should be.” When there is a difference between “what is happening” with “what should be happening,” the first element (condition) of an audit finding is identified. The condition should be a factual statement of what was found and be free of value judgments.

This section should describe the overall problem (the condition of the finding) in one or two sentences. Then provide specific examples that support the condition (*e.g.*, exceptions identified during the audit test work). Use bullets and tables to describe the types of exceptions identified.

## **Why did this/these problem(s) occur? (Cause)**

The cause is the element of the audit finding which explains why the “condition” exists. The cause represents what must be corrected to prevent the recurrence of the existing condition. As such, auditors must correctly identify the cause before a proper course of action can be devised. Developing the cause frequently requires a fairly extensive analysis of the problem. Often, there are multiple factors causing the problem. The human behavior aspect, which increases the difficulty in identifying the proper cause, is always present. Nevertheless, auditors should make a reasonable effort to determine as closely as possible the real cause of the problem. Examples of cause include:

- negligence
- inadequate resources
- inadequate training
- poor communication
- inadequate guidelines or standards
- absence of good management techniques
- failure to follow established policies and procedures

This section should describe the cause of the finding in one or two paragraphs or in bullets that correspond to the bullets used in the condition section above.

## **Why does/do this/these problem(s) matter? (Effect)**

The effect represents the end result of the activity being measured. It is the impact of the difference between the statement of condition and the criteria. The attention given to an audit finding depends largely upon its significance, and significance is judged by effect. What is the result if nothing is done about the problem identified? Auditors frequently use materiality to measure the potential significance of findings. The effect of an adverse audit finding is what motivates management to take needed action to correct the condition. When the effect is insignificant, the auditor should consider eliminating the finding from the report or grouping it with other minor findings. Some examples of effect include:

- violation of law or regulation
- noncompliance with legislative intent
- loss of potential income
- program goals and objectives not being met
- increased costs
- poor service quality
- inefficient service delivery
- increased risk of fraud and abuse
- reduced effectiveness

When determining the effect of an audit finding, auditors should look at outcomes such as impacts on citizens, services, or public safety. In addition, the fiscal impact of the finding (e.g., increase or decrease in revenue or costs) should be quantified where possible. The estimated fiscal impact should be discussed with the Audited Agency and reported as an estimate (e.g., we estimate this change will eliminate one administrative support position with an estimated annual cost of \$26,000).

This section should describe the effect of the finding in one or two paragraphs or bullets. Quantify the effect to the extent possible.

### **Recommendation No. X:**

The recommendation is the action believed necessary to correct the adverse situation. Generally, each finding will result in one or more recommendations. The following are guidelines for developing recommendations:

- Write recommendations that address or solve the “cause” of the problem.
- Write recommendations as realistically and specifically as possible so they are more likely to be understood by and prove useful to the Audited Agency.
- Present recommendations in a constructive tone and emphasize improvement rather than criticism of past activities. Auditors should keep in mind that their objective is to motivate the Audited Agency to take action. This can best be done by avoiding language that unnecessarily generates defensiveness and opposition.
- Write your recommendation so that it can be understood by itself (e.g., the reader will not have to refer to the finding to understand the recommendation).
- Avoid introducing new information in the recommendation that was not presented in the body of the finding. The recommendation should follow logically from what was presented in the finding.
- Avoid extreme language such as “immediately,” “without delay,” or “as soon as possible.” These phrases do not add to the substance of the recommendation. In situations where there is an urgency to correct a problem, include in the recommendation the consequence of delay (e.g., continued loss or waste of money).

The Department of XXXX should XXXX by:

- 1.
- 2.

The written Audit Report, which contains all audit findings and recommendations, is issued to legislators and other state and federal officials who have limited time to read reports. Therefore, the Contractor should present findings as concisely as possible, but with enough clarity to be understood by the reader. In addition to being clear and concise, audit findings should be logical, convincing, and constructive. The findings should be presented in a way that will convince the reader of their significance and motivate the Audited Agency to take action. This is accomplished by clearly presenting the five elements of an audit finding—condition, criteria, effect, cause, and recommendation.

For additional guidance regarding developing audit findings, please consult Government Auditing Standards issued by the U.S. Comptroller General, which is available online at <http://www.gao.gov/>.

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## **EXHIBIT H - REPORTING REQUIREMENTS AND FORMAT FOR SEPARATELY ISSUED REPORTS**

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The final Audit Report contains findings, conclusions, and recommendations resulting from the Work. It also provides recommendations for changes or modifications to improve the efficiency and effectiveness of the Audited Agency.

Contractor shall prepare the final Audit Report in the format delineated below.

### **A. Required Reporting Format**

#### **1. Addressee of Report**

Audit Report should be addressed to “Members of the Legislative Audit Committee.”

#### **2. Report Format**

The Audit Report will include all of the following sections bound together as a single report and shall be prepared using the OSA format to the extent possible. Acceptable binding formats are limited to spiral, comb, or glued bindings; 3-ring bindings are not acceptable. Contractor may consult the OSA’s website for examples of recently issued performance audit reports.

Major sections of the Audit Report and their required order within the report are:

- Report Cover
- LAC, Staff, and Distribution Page
- Report Transmittal Letter
- Table of Contents
- Report Highlights
- Overview or Background Chapter
- Findings Chapter(s), Including the Audited Agency’s Responses

##### **a. Report Cover**

The report cover should contain the title and date of the Audit Report, including the name of the Contractor conducting the audit.

##### **b. LAC, Staff, and Distribution Page**

The reverse side of the report cover should contain a listing of the current members of the Legislative Audit Committee, OSA staff, and Contractor staff conducting the audit. This page also contains information on how to obtain both electronic and bound

versions of the report. The distribution information should include the Audit Report number. A template will be provided by the OSA.

**c. Report Transmittal Letter**

A letter to the Legislative Audit Committee signifying transmission of the Audit Report and signed by the Contractor.

**d. Table of Contents**

This page is an index to the report denoting the major report sections and corresponding page numbers.

**e. Report Highlights**

The highlight sheet is a one-page summary of the report's key conclusions, facts and findings, and recommendations. A template will be provided by the OSA.

**f. Overview or Background Chapter**

A section of the Audit Report, typically presented as a separate chapter, intended to familiarize the reader with the Audited Agency, including its statutory authority and purpose, key functions, organization, descriptive financial and non-financial statistics, etc. This section also includes a general description of the audit's purpose, scope, and methodology. This section does not contain the specific background information necessary to establish the audit's findings, conclusions, and recommendations.

**g. Findings & Recommendations Chapter(s), Including the Audited Agency's Response**

The Audit Report must contain this section, typically presented as a separate chapter or chapters, reporting the Contractor's conclusions, findings, and recommendations relative to the audit's scope and objectives. See **Exhibit G** for more guidance on developing and presenting performance audit findings.

The findings and recommendations included in the report should contain sufficient background to inform a lay reader of the facts and circumstances surrounding the finding. In addition, the findings should identify and emphasize the business effects resulting from the deficiency or instance of non-compliance. Audit recommendations, which focus on workable solutions that the Audited Agency can effectively implement, are presented after each audit finding. The recommendations are consecutively numbered and may contain one or more subparts (*e.g.*, 1, 2, 3a, 3b, 3c, 4a, 4b, etc.).

The Audited Agency's formal written response to any audit recommendations are included in the body of the Audit Report following each recommendation. The OSA will provide Contractor with the standard form for obtaining the Audited Agency's

responses. The Contractor is responsible for working with the OSA to review the Audited Agency's responses for accuracy, responsiveness to the recommendations, and adherence to the OSA's established parameters. The Audited Agency's responses must be reviewed and approved by the OSA prior to their inclusion in the Audit Report. Any "Partially Agree" or "Disagree" responses must include an Auditor's Addendum, which is a rebuttal to the Audited Agency's response. The language for all Auditor's Addenda must be reviewed and approved by the OSA prior to their inclusion in the Audit Report.

### **3. Accessibility Requirements:**

Contractor's Audit Report must be compliant with accessibility standards required by Section 24-34-802(1)(c), C.R.S. and Section **H.5.** of the Contract.

## EXHIBIT I - SAFEGUARDING REQUIREMENTS FOR FEDERAL TAX INFORMATION

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This Addendum regarding Safeguarding Requirements for Federal Tax Information (“Addendum”)<sup>1</sup> is an essential part of the agreement between the State and Contractor as described in the Contract to which this Addendum is attached. Unless the context clearly requires a distinction between the Contract and this Addendum, all references to “Contract” shall include this Addendum.

### 1. PERFORMANCE

In performance of this Contract, the Contractor agrees to comply with and assume responsibility for compliance by Contractor’s employees with the following requirements:

- 1.1 All work will be done under the supervision of the Contractor or the Contractor’s employees.
- 1.2 The Contractor and the Contractor’s employees with access to or who use FTI must meet the background check requirements defined in IRS Publication 1075 and Colorado Revised Statutes 24-50-1002.
- 1.3 Any return or return information made available in any format shall be used only for the purpose of carrying out the provisions of this Contract. Information contained in such material will be treated as confidential and will not be divulged or made known in any manner to any person except as may be necessary in the performance of this Contract. Disclosure to anyone other than an officer or employee of the Contractor will be prohibited.
- 1.4 All returns and return information will be accounted for upon receipt and properly stored before, during, and after processing. In addition, all related output will be given the same level of protection as required for the source material.
- 1.5 The Contractor certifies that the data processed during the performance of this Contract will be completely purged from all data storage components of Contractor’s computer facility, and no output will be retained by the Contractor at the time the work is completed. If immediate purging of all data storage components is not possible, the Contractor certifies that any FTI remaining in any storage component will be safeguarded to prevent unauthorized disclosures.

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<sup>1</sup> The language of this Addendum is derived from IRS Publication 1075, Tax Information Security Guidelines For Federal, State and Local Agencies, Exhibit 7 – Safeguarding Contract Language, “Contract Language for Technology Services.” This Addendum is not exhaustive of all requirements contained in Publication 1075. By agreeing to this Addendum, Contractor agrees to comply with all applicable requirements in Publication 1075 or described on the website of the IRS Safeguards Program, located at [www.irs.gov/privacy-disclosure/safeguards-program](http://www.irs.gov/privacy-disclosure/safeguards-program).

- 1.6 Any spoilage or any intermediate hard copy printout that may result during the processing of FTTI will be given to the State or the State’s designee. When this is not possible, the Contractor will be responsible for the destruction of the spoilage or any intermediate hard copy printouts, and will provide the State or the State’s designee with a statement containing the date of destruction, description of material destroyed, and the method used.
- 1.7 All computer systems receiving, processing, storing or transmitting FTTI must meet the requirements defined in IRS Publication 1075. To meet functional and assurance requirements, the security features of the environment must provide for the managerial, operational, and technical controls. All security features must be available and activated to protect against unauthorized use of and access to FTTI.
- 1.8 No work involving FTTI furnished under this Contract will be subcontracted without prior written approval of the State, by and through the contracting agency and the Office of Information Technology, and the IRS.<sup>2</sup>
- 1.9 The Contractor will maintain a list of employees’ authorized access. Such list will be provided to the State and, upon request, to the IRS reviewing office.
- 1.10 The Contractor will not use live FTTI in a test environment or utilize a cloud computing model that receives processes, stores, or transmits FTTI without express written authorization from the State.<sup>3</sup>
- 1.11 The Contractor will maintain the confidentiality of all taxpayer information provided by the State or learned in the course of Contractor’s duties under this Contract in accordance with safeguards set forth under Colorado Revised Statutes § 39-21-113(4), as amended.
- 1.12 The Contractor agrees to comply with the following additional requirements in performance of this Contract:

None

- 1.13 The State will have the right to void the Contract if the Contractor fails to provide the safeguards described above.

## 2. CRIMINAL/CIVIL SANCTIONS

- 2.1 Each officer or employee of any person<sup>4</sup> to whom returns or return information is or may be disclosed will be notified in writing by such person that returns or return information

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<sup>2</sup> see IRS Publication 1075, Exhibit 6 – Contractor 45-Day Notification Procedures.

<sup>3</sup> see IRS Publication 1075, Section 9 and [www.irs.gov/privacy-disclosure/additional-requirements-for-publication-1075](http://www.irs.gov/privacy-disclosure/additional-requirements-for-publication-1075).

<sup>4</sup> The term “person” is used in this Section 2 as it is used in Title 26 of the United States Code and related regulations. The term “person” means a person or entity, including “an individual, a trust, estate, partnership, association, company or corporation.” 26 U.S.C. § 7701(a)(1).

disclosed to such officer or employee can be used only for a purpose and to the extent authorized herein, and that further disclosure of any such returns or return information for a purpose or to an extent unauthorized herein constitutes a felony punishable upon conviction by a fine of as much as \$5,000 or imprisonment for as long as 5 years, or both, together with the costs of prosecution. Such person shall also notify each such officer and employee that any such unauthorized further disclosure of returns or return information may also result in an award of civil damages against the officer or employee in an amount not less than \$1,000 with respect to each instance of unauthorized disclosure. These penalties are prescribed by IRCs 7213 and 7431 and set forth at 26 CFR 301.6103(n)-1.

2.2 Each officer or employee of any person to whom returns or return information is or may be disclosed shall be notified in writing by such person that any return or return information made available in any format shall be used only for the purpose of carrying out the provisions of this Contract. Information contained in such material shall be treated as confidential and shall not be divulged or made known in any manner to any person except as may be necessary in the performance of the Contract. Inspection by or disclosure to anyone without an official need to know constitutes a criminal misdemeanor punishable upon conviction by a fine of as much as \$1,000 or imprisonment for as long as 1 year, or both, together with the costs of prosecution. Such person shall also notify each such officer and employee that any such unauthorized inspection or disclosure of returns or return information may also result in an award of civil damages against the officer or employee in an amount equal to the sum of the greater of \$1,000 for each act of unauthorized inspection or disclosure with respect to which such defendant is found liable or the sum of the actual damages sustained by the plaintiff as a result of such unauthorized inspection or disclosure plus in the case of a willful inspection or disclosure which is the result of gross negligence, punitive damages, plus the costs of the action. These penalties are prescribed by IRC 7213A and 7431 and set forth at 26 CFR 301.6103(n)-1.

2.3 Additionally, Contractor shall inform its officers and employees of the penalties for improper disclosure imposed by the Privacy Act of 1974, 5 U.S.C. 552a. Specifically, 5 U.S.C. 552a(i)(1), which is made applicable to Contractor by 5 U.S.C. 552a(m)(1), provides that any officer or employee of a Contractor, who by virtue of his/her employment or official position, has possession of or access to State records which contain individually identifiable information, the disclosure of which is prohibited by the Privacy Act or regulations established thereunder, and who knowing that disclosure of the specific material is prohibited, willfully discloses the material in any manner to any person or agency not entitled to receive it, shall be guilty of a misdemeanor and fined not more than \$5,000.

2.4 Granting a Contractor access to FTI must be preceded by certifying that each individual understands the State's security policy and procedures for safeguarding FTI. Contractors must maintain their authorization to access FTI through annual recertification. The initial certification and recertification must be documented and placed in the State's files for

review. As part of the certification and at least annually afterwards, Contractors must be advised of the provisions of IRCs 7431, 7213, and 7213A (see Exhibit 4, Sanctions for Unauthorized Disclosure, and Exhibit 5, Civil Damages for Unauthorized Disclosure). The training provided before the initial certification and annually thereafter must also cover the incident response policy and procedure for reporting unauthorized disclosures and data breaches.<sup>5</sup> For both the initial certification and the annual certification, the Contractor must sign, either with ink or electronic signature, a confidentiality statement certifying their understanding of the security requirements.

### 3. INSPECTION

The IRS and the State, with 24-hour notice, shall have the right to send its inspectors into the offices and plants of the Contractor to inspect facilities and operations performing any work with FTI under this Contract for compliance with requirements defined in IRS Publication 1075. The IRS's right of inspection shall include the use of manual and/or automated scanning tools to perform compliance and vulnerability assessments of information technology (IT) assets that access, store, process, or transmit FTI. On the basis of such inspection, corrective actions may be required in cases where the Contractor is found to be noncompliant with Contract safeguards.

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<sup>5</sup> see IRS Publication 1075, Section 10 or [www.irs.gov/privacy-disclosure/reporting-improper-inspections-or-disclosures](http://www.irs.gov/privacy-disclosure/reporting-improper-inspections-or-disclosures).