



**Colorado Office of the State Auditor**

**A Request for Proposals  
for a Performance Audit of the  
Colorado New Energy Improvement District**

**June 23, 2023**

# Table of Contents

**Section I: Administrative Information**

**Section II: Information That Must Be Included in Proposal**

**Section III: Proposal Evaluation Process**

**Section IV: Supplemental Information**

# 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 Colorado New Energy Improvement District (District) and its new energy improvement program, known as the Colorado Commercial Property Assessed Clean Energy Program (Colorado C-PACE Program or Program). Section 2-3-120, C.R.S., requires the State Auditor to conduct a performance audit of the District every 5 years.

Created in 2010 through the enactment of House Bill 10-1328, the District is a statewide special statutory district created to establish, develop, finance, and administer a new energy improvement program to assist property owners in funding energy efficiency or renewable energy improvements to their property.

In accordance with state statute (see Section 32-20-101, et seq., C.R.S.), the District is *not*:

- An agency of the State or of any other local government,
- Subject to administrative direction by any department, commission, board, or agency of the State or of any other local government,
- A “district” as defined by Article X, Section 20(2)(b) of the Colorado Constitution (commonly referred to as the “Taxpayer’s Bill of Rights” or “TABOR”), or
- Authorized to levy general taxes.

The District is governed by a seven-member board of directors (Board). The Director of the Colorado Energy Office, or his or her designee, is a standing member; the remaining six members, as follows, are appointed by the Governor for 4-year terms:

- One member who has executive-level experience in commercial or residential real estate development
- Two members who each have at least 10 years of executive-level experience with financial institutions, at least one of whom has had such experience with a financial institution having total assets of less than \$1 billion
- One member who has executive-level experience in the utility industry
- One member who represents the energy efficiency industry
- One member who represents the renewable energy industry

Board members receive no compensation for their services, but are entitled to reimbursement of necessary expenses (e.g., travel and lodging) incurred in the discharge of their official duties.

The District’s boundaries include the eligible real property of those owners who have voluntarily joined the District through participation in the Program *and* whose property is located within the counties whose county commissions have authorized the District to conduct the Program. Currently, the following 39 of Colorado’s 64 counties authorize such participation:

Adams	Garfield	Montezuma
Arapahoe	Gilpin	Montrose
Baca	Grand	Morgan
Boulder	Gunnison	Ouray
Broomfield	Huerfano	Otero
Clear Creek	Jefferson	Pitkin
Costilla	La Plata	Prowers
Crowley	Las Animas	Pueblo
Delta	Lake	Routt
Denver	Larimer	San Miguel
Douglas	Lincoln	Sedgwick
Eagle	Logan	Summit
El Paso	Mesa	Yuma

Note: Fremont and Weld Counties had previously authorized participation in the C-PACE Program in 2019; however, these two counties have since dropped this authorization for Program participation by property owners within their boundaries.

## Colorado Commercial Property Assessed Clean Energy Program

In the legislative declaration establishing the District and authorizing the Program [Section 32-20-102(1), C.R.S.], the Colorado General Assembly states that “it is in the best interest of the state and its citizens and a public purpose to enable and encourage the owners of eligible real property to invest in new energy improvements, including energy efficiency improvements and renewable energy improvements.”

The Colorado General Assembly further outlined in the legislative declaration that new energy improvements, including energy efficiency improvements and renewable energy improvements, will help to:

- Protect owners of eligible real property from the financial impact of the rising cost of electricity produced from nonrenewable fuels,
- Promote informed choices and maximize the benefits of the program for both individual owners of eligible real property and society as a whole,
- Improve air quality and may help to mitigate climate change (due to reductions in the amount of emissions of greenhouse gases and environmental pollutants resulting from decreased use of traditional nonrenewable fuels),
- Increase the value of the eligible real property improved,
- Create jobs and stimulate the economy by (1) directly creating jobs for contractors and other persons who complete new energy improvements, and (2) reinforcing the leadership role of the State in the Colorado energy economy, thereby attracting new energy manufacturing facilities and related jobs to the state, and
- Provide a meaningful, practical opportunity for average citizens to take action that will benefit their personal finances and the economy of the state, promote their own and the nation’s energy independence and security, and help sustain the environment.

In order to help accomplish these outcomes, statute charges the District with establishing and overseeing a statewide new energy improvement program for energy efficiency, renewable energy, and water conservation upgrades on eligible real property. The Colorado C-PACE Program (Program) allows a property owner to finance the large, up-front cost of energy or other eligible improvements on a property and then pay the costs back over as long as 25 years. Repayment is made through a voluntary special assessment and corresponding lien placed on the property by the District. The Program relies on the local property tax payment process to collect the assessment; however, it is not a property tax.

## Eligible Properties & Improvements

Within the counties that have authorized participation in the Program, owners of commercial, industrial, agricultural, nonprofit, or multifamily (five or more units) residential, buildings can use the Program to finance qualifying energy efficiency, renewable energy generation, water conservation, and other energy improvements on existing and newly constructed properties. Buildings owned by state and local government agencies are technically eligible to participate in the Program; however, project applications from these entities are assessed by the Program on a case-by-case basis for possible TABOR implications. With the exception of multifamily residential buildings, residential properties are not currently eligible for participation in the Program.

“Energy efficiency improvements” are installations or modifications to eligible real property that are designed to reduce the energy and/or water consumption of the property or to add energy from renewable sources. They may include:

- Insulation in walls, roofs, floors, foundations, and heating and cooling distribution systems
- Storm windows and doors, multi-glazed windows and doors, heat-absorbing or heat-reflective glazed and coated window and door systems, additional glazing, and reductions in glass area
- Automatic energy control systems
- Heating, ventilating, or air conditioning, and distribution system modifications or replacements
- Caulking and weather-stripping and other air sealing measures
- Replacement or modification of lighting fixtures and controls to increase the energy efficiency of the system
- Energy recovery systems
- Daylighting systems (e.g., skylights, controls, light shelves)
- Electric vehicle charging equipment
- Other modification, installation, or remodeling approved as a utility cost-savings measure by the District, including water conservation fixtures, both indoor and outdoor, and for both hot and cold water

“Renewable energy improvements” are installed on the customer side of the electric meter that produce energy from renewable resources, such as photovoltaic, solar thermal, small

wind, low-impact hydroelectric, biomass, fuel cell, or geothermal systems (including geothermal heat pumps).

There is no statutory requirement that the projects generate positive cash flows; however, the District encourages property owners to submit projects that have a Savings-to-Investment Ratio (SIR) greater than 1.0 because (1) capital providers look favorably on projects that show positive cash flow, (2) mortgage holders are more likely to consent to the imposition of the senior C-PACE assessment lien for projects that show positive cash flow, and (3) a higher SIR generally indicates greater environmental benefits of the project.

### Colorado C-PACE Project Financing

Although the District has statutory authority to provide direct financing for eligible new energy improvement projects by issuing up to \$800 million in special assessment bonds, it does not currently use this means of financing. Instead, it approves banks and other lending institutions as Qualified Capital Providers (QCPs) for the Program and enters into agreements with them to provide financing. Currently, the Program has about 50 QCPs listed on its website, but eligible property owners can decide to use a provider that has not been previously approved by the District as long as the provider is qualified by the Program. Because the C-PACE assessments are “senior” in priority to private mortgages and loans, many capital providers view financing for eligible projects as less risky than commercial loans, thereby generating attractive interest rates and longer terms.

C-PACE financing is available through the Program for terms of up to 25 years. There is no maximum financing amount available through the Program for improvements to existing properties but, for new construction, financing is limited to 20 percent of the total eligible cost of the property.

As of April 2023, the Program reported that it has helped eligible property owners obtain funding for 119 projects, with financing totaling almost \$251 million, since the Program closed its first funded project in 2016.

Each county that participates in the Program enters into an agreement with the District and takes on responsibility to collect the C-PACE assessments from participating property owners via the property tax collection system and to remit those funds to the District (or its designated fiduciary) for distribution to the project’s capital providers. Section 30-1-102(1)(c), C.R.S., authorizes county treasurers to collect a service fee equal to 1 percent of the amount they collect to support these activities.

Because the C-PACE assessment lien is a debt of property—tied to the property as opposed to the property owner—the repayment obligation generally transfers with property ownership if the property is sold prior to the end of the agreed-upon special assessment period. Nonpayment of the C-PACE assessment generally results in the same consequences as a failure to pay property taxes.

District & Program Funding

The District does not have general taxing authority. The District and its Program are primarily funded through administrative fees charged to participating property owners.

Currently, the Program charges a one-time program administration fee for each unit of eligible real property assessed. The amount of the fee is variable (2.25 percent of the total financed amount for the project) within a \$5,000 to \$50,000 minimum-maximum fee range. For example, if 2.25 percent of the total financed amount for the project is less than \$5,000, the program administration fee is set at the \$5,000 minimum amount; if 2.25 percent of the total financed amount for the project is more than \$50,000, the program administration fee is set at the \$50,000 maximum amount. In the event that a project involves multiple eligible units of real property, the minimum program administration fee is adjusted to ensure that it does not exceed 2.25 percent of the total amount financed for the project or the maximum program administration fee of \$50,000, whichever is less. The program administration fee is typically included in the total financed amount for the project and is only due in the event of successful project financing.

The District also imposes an annual administrative collection fee, as follows:

<b>Total Project Amount/Financed Amount</b>	<b>Annual Collection Fee</b>
Up to \$1,000,000	\$250
\$1,000,000.01 to \$2,000,000	\$500
\$2,000,000.01 to \$3,000,000	\$750
\$3,000,000.01+	\$1,000

The District currently has only one fund, the General Fund, which is the general operating fund of the District and is used to account for all operating revenues and expenses of the District. The District’s adopted 2023 budget anticipates total revenues for the year of about \$10.7 million, total expenditures of about \$10.5 million, and \$30,000 for an emergency reserve.

According to the District’s 2021 audited financial statements (the most current on file with the OSA), the District had \$389,860 in total assets, \$111,457 in total liabilities, and a total net position of \$278,403 as of June 30, 2021. In terms of its financial activities in Fiscal Year 2021, the District had expenditures totaling \$5,500,306 and revenues totaling \$5,489,873.

Although the goal of the District is to be self-sustaining through administrative fees, it continues to rely on direct financial and staff support from the State of Colorado through the Colorado Energy Office (CEO). Specifically, CEO provides certain management and administrative functions to the District, as outlined in a December 2019 Memorandum of Understanding between the District and CEO. In addition, Senate Bill 21-230 made a one-time transfer of \$3 million in state general funds to CEO with the specific purpose of granting these funds to the District to pay for the District’s current and future operational expenses. However, according to CEO, some of these funds were subsequently reassigned to CEO’s building benchmarking program and are not available for District operations.



## Program Administration

The District has no employees. The District contracts with Sustainable Real Estate Solutions, Inc. (SRS) to serve as the Program Administrator with responsibility for the day-to-day coordination and delivery of the C-PACE Program. (In addition to Colorado, SRS administers C-PACE programs in other states, including: Connecticut, Nevada, Rhode Island, Utah, and Virginia.) The District also contracts with a law firm to provide general counsel services to the District and help coordinate various other services for and on behalf of the District (e.g., coordination of project closings and assignments, fiscal management, record/file retention).

Under statute, the District's administrative duties include:

- Marketing the program to owners of eligible real property,
- Managing an application process for property owners wishing to participate in the Program,
- Ensuring that mortgage holder consent is obtained for all eligible real property participating in the program to subordinate the priority of such mortgages to the C-PACE lien,
- Certifying contractors to construct or install new energy improvements,
- Tracking and preparing annual reports on the following program metrics: (1) total energy savings achieved, (2) number of program participants, (3) amount financed, (4) number of jobs created, (5) number of defaults by program participants and total losses therefrom, and
- Preparing district special assessment rolls for county treasurers in each county with C-PACE projects each year.

As the Program Administrator, SRS's contractual responsibilities to the District fall into three primary areas, as follows:

- Program Management
  - Create, maintain, and update the Program website, including downloadable versions of all Program materials; providing lists of eligible improvements, qualified capital providers, registered contractors, and participating counties; and providing case studies of successful projects.
  - Manage project application intake and processing, including ensuring eligibility requirements are met, conducting onsite inspections to verify project installation, and preparing post-construction commissioning oversight reports.
  - Manage contractor prequalification process, including obtaining proof that the contractor has all applicable Colorado state professional licensing.

- Maintain regular communication with the District, including participating in Board meetings and reporting on Program metrics.
- Marketing Management
  - Create, maintain, and update all Program materials, including fact sheets, outreach materials, case studies, frequently asked questions.
  - Manage education and outreach campaigns for property owners, capital providers, contractors, utilities, and counties.
  - Provide training sessions for property owners, capital providers, contractors, and counties.
  - Maintain regular communication with the District, including participating in Board meetings and reporting on Program metrics.
- Financial Management
  - Manage capital provider application process, including ensuring that eligibility requirements are met.
  - Supporting capital providers during the financial transaction closing process, including coordinating the execution and delivery of all necessary documents and providing guidance as needed for potential contingencies.
  - Coordinating county activities, including District-county contractual agreements for Program participation and assisting county assessors and treasurers with setting up special assessments.
  - Assisting the District with certification and transmission of assessment rolls to county treasurers, end of lien processing upon payoff, and coordinating the exercise of remedies on default.
  - Maintain regular communication with the District, including participating in Board meetings and reporting on Program metrics.

### Key Legislative History

House Bill 10-1328 (the New Energy Jobs Creation Act of 2010) authorized the creation of the District and a statewide *residential* PACE program. However, in July 2010, just after the passage of House Bill 10-1328, the Federal Housing Finance Agency (FHFA) issued a statement advising Fannie May and Freddie Mac to avoid buying mortgages with PACE assessments because most PACE loans were senior to the mortgage obligation itself. This statement effectively stalled the development of residential PACE programs, including Colorado's. Consequently, Senate Bill 13-212 (the New Energy Jobs Act of 2013) expanded the scope of the District and refocused its PACE program on improvements to *commercial* properties (C-PACE). Senate Bill 13-212 also expanded the allowable energy improvements, developed a process to fund new energy improvements through private third-party financing (as opposed to special assessment bonds issued by the District), and ensured the consent of mortgage holders to subordinate the priority of their mortgages to the District's special assessment. FHFA guidelines around PACE financing generally have not changed, effectively continuing to limit options for states to pursue residential PACE financing programs.

No substantial legislative changes have been made to the program in the last 10 years. However, House Bill 23-1005, signed by the Governor in March 2023, further expanded allowable energy improvements to include “resiliency” improvements, such as installations or modifications that improve a property’s structural integrity for seismic events; indoor air quality; ability to resist wind, fire, flooding, or electrical power outages; or ability to mitigate the effects of extreme temperatures and other environmental hazards. House Bill 23-1005 also added “water efficiency” improvements (e.g., those that reduce water consumption or conserve water) as allowable.

## C. Services Required

The OSA is soliciting proposals from qualified organizations to conduct a performance audit of the District and Program, as required by Section 2-3-120, C.R.S. Subject to oversight and direction provided by the OSA, the engaged firm (Contractor) will be responsible for planning and conducting the performance 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.

The OSA prefers that the Contractor conduct this performance audit in accordance with generally accepted government auditing standards, issued by the U.S. Comptroller General [see *Government Auditing Standards, 2018 Revision (Technical Update April 2021)*]. The OSA will consider proposals for conducting this project as a performance evaluation outside of generally accepted government auditing standards; however, bidders should specifically address how they will approach the evaluation, including any other standards that they will follow, in their proposals.

### Audit Objectives, Scope, and Methodology

The engaged organization should plan and perform audit work to obtain sufficient, appropriate evidence to address the following objectives and support any related conclusions, findings, and recommendations:

- **Objective 1.** Review and report data about the District and the C-PACE Program, including information summarizing the District’s and the Program’s purpose, financial and operational activities, and key metrics to date (e.g., jobs created, projected lifetime cost savings, and projected energy savings on approved projects).
- **Objective 2.** Assess the District’s oversight and monitoring of the Program Administrator’s required activities and reporting, including assurances over the Program Administrator’s accuracy of data reporting to the District, to ensure completion of deliverables in accordance with contract terms.
- **Objective 3.** Assess the District’s efforts to ensure the future financial and operational sustainability of the District and the Colorado C-PACE Program without the need to rely on public funding. At a minimum, the audit work should include a review of the District’s operating budgets and audited financial statements; Program fee structures set by the District; applicable financial analyses, forecasts, or

projections prepared by the District and/or the Program Administrator; and the District's efforts to implement prior audit recommendations from the OSA's 2019 performance audit.

In addition to audit work that is specific to the audit's objectives, the engaged organization should expect to conduct the following general audit work, as needed and applicable, to gain an understanding of the District and the Program and help address the audit's objectives:

- Review District and Program statutes
- Review Board governance documents (e.g., bylaws, resolutions)
- Review Board meeting agendas, minutes, and notices
- Review District policies and procedures
- Review contracts between the District and the Program Administrator
- Review contracts between the District and other firms or vendors providing services to the District
- Review contracts and other agreements (e.g., grant award agreements, memoranda of understanding) between the District and the Colorado Energy Office
- Review the Colorado C-PACE Program Guide and other related Program materials
- Conduct interviews with District Board members, the Program Administrator, and other key stakeholders (e.g., Colorado Energy Office)
- Research C-PACE programs in other states for comparison with Colorado's C-PACE Program

Bidders' proposals should clearly outline the approaches, work steps, analytics, and methodologies the engaged organization will use to achieve the audit's objectives. Although some work approaches have been outlined in this RFP, bidders are encouraged to rely on their expertise and experience to develop approaches, work steps, analytics, and methodologies that will accomplish the audit's objectives effectively and efficiently. The OSA recognizes that the work plan will evolve and change as the work progresses and evidence is gathered.

### **Deliverables and Timelines**

The OSA expects the Contactor to satisfy the project deliverables and timelines outlined in this RFP to meet a March 2024 Legislative Audit Committee hearing date, at which point the audit report will be publicly released.

Work for this project is estimated to commence the week of August 14, 2023. 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

Work for this engagement will primarily be completed remotely using email, phone, and other virtual file-sharing and remote meeting technologies. However, the Contractor must be present *in person* for the Legislative Audit Committee hearing at the end of the engagement to present the audit report. The final audit report will be publicly released at the Legislative Audit Committee hearing.

#### Findings Development and Report Review

*The OSA has a rigorous findings development and report review process, which includes review and revisions at multiple levels of the organization, as well as opportunities for separate review and comment by the District.* Prospective bidders should take this into consideration when preparing a proposed calendar and budget. The findings must adhere to the OSA's standards as described in "Exhibit G—Developing and Presenting Findings" of the OSA's standard contract. The final report must adhere to the OSA's standards as described in "Exhibit H—Reporting Requirements and Format for Separately Issued Reports" of the OSA's standard contract. The OSA's standard contract containing both exhibits is included in Section IV—Supplemental Information.

Section IV—Supplemental Information also includes a link to an example of recent performance audit reports issued by the OSA. Prospective bidders should review those examples to gain an understanding of the OSA's high expectations in terms of form and presentation and, more importantly, the quality of the evidence that is used to develop and substantiate the audit's findings and conclusions.

Fieldwork

The fieldwork phase of this project is expected to take place from approximately August 14, 2023 through October 31, 2023, and includes the following project activities, deliverables, and timelines:

<b>Fieldwork</b>		
<b>Task</b>	<b>Details</b>	<b>Completed No Later Than</b>
Planning Meeting with the OSA	Hold a planning meeting with the OSA contract monitor prior to the entrance conference.	Week of August 14, 2023 (or upon contract execution)
Entrance Conference with the District	Hold an entrance conference with the appropriate District personnel to discuss the audit, timeline, and logistics. The OSA contract monitor, Deputy State Auditor, and State Auditor participate in this meeting. The Contractor is responsible for scheduling this meeting with the assistance of the OSA contract monitor.	Week of August 14, 2023 or Week of August 21, 2023, depending on District availability.
Fieldwork Starts	Obtain and review documentation, interview District personnel and others as appropriate, and analyze data. Have ongoing communication with the District throughout fieldwork to request documentation and data; ensure a clear understanding of operations, requirements, and criteria; clear the results of file reviews and data analysis; and update on logistics.	Week of August 14, 2023. Fieldwork continues through the end of the contract.
Routine Status Updates with the OSA	<p>Provide routine status updates to the OSA contract monitor regarding the audit work, noted problems, preliminary findings and conclusions, etc. throughout the duration of the fieldwork. The Contractor must notify the OSA contract monitor immediately of any problems or delays in gathering information, completing the work, or communicating with the District.</p> <p>The routine status updates will be provided both verbally and in writing based on a schedule determined jointly by the OSA contract monitor and the Contractor. The OSA contract monitor will ensure that the Deputy State Auditor and/or the State Auditor participate in status update meetings as needed and appropriate.</p> <p><i>Adjustments and refinements to the audit work may occur based on these updates.</i></p>	Week of August 14, 2023 through completion of the contract.

<b>Fieldwork</b>		
<b>Task</b>	<b>Details</b>	<b>Completed No Later Than</b>
Briefing Meetings with the District	<p>Hold briefing meetings with the District approximately halfway through and at the end of fieldwork regarding the audit work, noted problems, preliminary findings and conclusions, etc.</p> <p>The intent of these update meetings is to provide proactive communication to the District about the results of analysis, noted issues, and preliminary findings and conclusions, and to obtain additional documentation, explanation, and input from the District, as needed.</p> <p>The Contractor is responsible for scheduling this meeting with the assistance of the OSA contract monitor, who will ensure that the Deputy State Auditor and/or the State Auditor participate as needed and appropriate.</p> <p><i>Adjustments and refinements to the audit work may occur based on these updates.</i></p>	Week of September 18, 2023 and Week of October 23, 2023
Fieldwork Complete	<p>The primary fieldwork necessary to conclude on the audit objectives and support the audit findings and recommendations should be substantially complete by this date.</p> <p><i>Adjustments and refinements to the audit work may continue to occur during the Reporting Phase as the draft report is prepared, reviewed, and revised.</i></p>	October 31, 2024

Reporting

The reporting phase of this project is expected to take place from approximately November 1, 2023 through March 5, 2024, and includes the following project activities, deliverables, and timelines:

<b>Reporting</b>		
<b>Task</b>	<b>Details</b>	<b>Completed No Later Than</b>
Written Project Summary and Report Outline	<p>Provide the OSA with a written project summary (high-level conclusions on the audit objectives, as well as any related findings and recommendations) and report outline for review and comment.</p> <p>The OSA will provide both verbal and written feedback on the draft report. The OSA contract monitor will ensure participation by the Deputy State Auditor and/or the State Auditor, as needed and appropriate.</p> <p><i>Consultation/ discussion with the OSA contract monitor may occur throughout the report drafting process for ad hoc guidance, preliminary review and feedback, etc., as needed.</i></p>	Week of November 6, 2023
Draft Report to the OSA	<p>Submit a draft report to the OSA for review and comment. The draft report must adhere to the requirements and guidelines outlined in “Exhibit G– Developing and Presenting Findings” and “Exhibit H– Reporting Requirements and Format for Separately Issued Reports” of the OSA’s standard contract.</p> <p>The OSA will provide both verbal and written feedback on the draft report. The OSA contract monitor will ensure participation by the Deputy State Auditor and/or the State Auditor, as needed and appropriate.</p> <p>Allow approximately 4 weeks for the OSA contract monitor, Deputy State Auditor, and State Auditor to review the Draft Report, and for the Contractor to make revisions in response to those reviews.</p>	December 1, 2023
Draft Report to the District	<p>Once the draft report is approved by the OSA, coordinate with the OSA contract monitor to submit the draft report to the District for review and comment.</p> <p>The draft report should be provided to the District approximately 2 weeks prior to the exit conference.</p>	On or about January 8, 2024



<b>Reporting</b>		
<b>Task</b>	<b>Details</b>	<b>Completed No Later Than</b>
Exit Conference with the District	<p>Hold an exit conference with the District to obtain and discuss the District’s comments and feedback on the draft report, as well as the District’s planned responses to any audit recommendations. 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 participate in this meeting.</p> <p>In consultation with the OSA, the Contractor is responsible for making revisions to the draft report, as appropriate, to address comments or concerns raised by the District. All report changes must be reviewed and approved by the OSA.</p>	Week of January 22, 2024
Written Responses from the District	Coordinate with the OSA contract monitor to obtain and review the District’s written responses to any audit recommendations. Work with the OSA to revise the report narrative, provide feedback to the District about its responses, and prepare Auditor Addenda, as appropriate.	No later than January 31, 2024
Final Report Review and Approval for Print	Review the final report to ensure the accuracy of all information contained in the report. Submit the final print-ready report to the OSA contract monitor for final review and approval by the OSA contract monitor, Deputy State Auditor, and State Auditor.	<p>Submit final print-ready report to the OSA no later than February 7, 2024.</p> <p>OSA to provide approval to print no later than February 16, 2024.</p>
Provide Final Electronic Report File and Printed Hard Copies to the OSA	<p>Once the State Auditor has approved the final report for printing, provide the OSA contract monitor with the following:</p> <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 100 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 bindings; 3-ring bindings are not acceptable.</li> </ul> <p>The OSA is responsible for distributing the final report to the Legislative Audit Committee and the District in advance of the hearing (the distribution will occur on or about February 27, 2024).</p>	No later than February 23, 2024

Reporting		
Task	Details	Completed No Later Than
Conduct Dry Run of Report Presentation with the OSA	Coordinate with the OSA contract monitor regarding the format and content of the Legislative Audit Committee presentation. This includes conducting up to two dry runs of the Contractor's presentation with the OSA contract monitor and Deputy State Auditor to practice the presentation and incorporate suggested revisions. The Contractor may also be asked to provide the OSA with a written script of the presentation.	Week of February 26, 2024
Present Report to the Legislative Audit Committee	Provide in-person oral testimony to the Legislative Audit Committee summarizing the report's findings, conclusions, and recommendations and responding to questions from Committee members. Audit report hearings typically last 1 to 2 hours, but could be longer or shorter depending on the report's contents.	March 5, 2024 (tentative)  <i>The LAC will not officially set its 2024 hearing calendar until December 2023.</i>

#### D. Schedule

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

- |    |  |                      |
|----|--|----------------------|
| 1. | RFP available to prospective bidders                 | June 23, 2023        |
| 2. | Prospective bidders' inquiry deadline (5:00 p.m. MT) | July 7, 2023         |
| 3. | OSA response to inquiries deadline                   | July 14, 2023        |
| 4. | <b>Proposal submission deadline (5:00 p.m. MT)</b>   | <b>July 21, 2023</b> |
| 5. | Approximate bid selection date                       | July 28, 2023        |
| 6. | Approximate contract date                            | August 11, 2023      |

#### E. Inquiries

Prospective bidders may make written inquiries concerning this RFP to obtain clarification of requirements. Inquiries must be submitted via email to Greg Fugate, Contract Monitor, at [greg.fugate@coleg.gov](mailto:greg.fugate@coleg.gov). ***No inquiries will be accepted after 5:00 p.m. MT on July 7, 2023.***

#### F. Submission of Proposals

Proposals must be submitted via email to Greg Fugate, Contract Monitor, at [greg.fugate@coleg.gov](mailto:greg.fugate@coleg.gov). ***No proposals will be accepted after 5:00 p.m. MT on July 21, 2023.***

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 these 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 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

## Required Information

### 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, 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 of 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 District, the Colorado Energy Office, or Colorado's C-PACE Program Administrator (Sustainable Real Estate Solutions, Inc.), (ii) was performed for District, the Colorado Energy Office, or Colorado's C-PACE Program Administrator (Sustainable Real Estate Solutions, Inc.) within the past 2 years (i.e., June 2021 to the present), and (iii) is being planned (e.g., proposals submitted for work that has not yet been awarded or contracted) for the

District, the Colorado Energy Office, or Colorado's C-PACE Program Administrator (Sustainable Real Estate Solutions, Inc.).

- e. Affirm that the organization is independent for this audit engagement.

Prior, current, or planned work disclosed pursuant to Item #4(d) may create a threat to independence. In affirming the organization's independence for this audit engagement, the proposal must include explanation/analysis in accordance with the independence framework prescribed in *Government Auditing Standards* why this prior, current, or planned work would not impair the organization's independence—or create the appearance thereof—in performing this audit.

- 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 an 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 Audit**

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

The proposal must indicate whether 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).*

Bidders should not wait until after the OSA has made a contract award to consult with their legal team/advisor about the contract terms and conditions. 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 proposing alternative language 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 audit work by staff level, the associated hourly rate, and the resulting total cost.  
*Travel costs incurred in the performance of audits 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 Information**

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 prepare and submit a separate redacted copy of their 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 as part of its review of proposals. 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 and clarification and, if necessary, refine what is designated as 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

1. The organization is independent for the audit engagement.

### C. General Criteria

1. Adequacy and completeness of the proposal with respect to the information required by Section II of the RFP.
2. Qualifications and experience of personnel, including any subcontractors, specialists, or consultants, assigned to the audit team.
3. Comprehensiveness and appropriateness of the proposed work plan.
4. Proposed hours and cost.
5. 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 following web links provide additional information to assist in preparing the proposal:

- Colorado Office of the State Auditor, 2019 Colorado New Energy Improvement District Performance Audit  
<https://leg.colorado.gov/audits/colorado-new-energy-improvement-district>
- Colorado New Energy Improvement District Website  
<https://neid.colorado.gov/>
- Colorado New Energy Improvement District Enabling Statutes (Section 32-20-101, et seq., C.R.S.)  
<https://leg.colorado.gov/colorado-revised-statutes>
- Colorado New Energy Improvement District – 2023 Budget  
[https://leg.colorado.gov/sites/default/files/images/osa/cneid\\_2023\\_budget.pdf](https://leg.colorado.gov/sites/default/files/images/osa/cneid_2023_budget.pdf)
- Colorado New Energy Improvement District – 2021 Audited Financial Statements  
[https://leg.colorado.gov/sites/default/files/images/osa/cneid\\_2021\\_financial\\_audit.pdf](https://leg.colorado.gov/sites/default/files/images/osa/cneid_2021_financial_audit.pdf)
- Colorado C-PACE Program Website  
<https://copace.com/>
- Colorado C-PACE Program Guide  
[https://copace.com/wp-content/uploads/CO\\_C-PACE\\_Program\\_Guide.pdf](https://copace.com/wp-content/uploads/CO_C-PACE_Program_Guide.pdf)
- Colorado Office of the State Auditor Website  
<http://www.colorado.gov/auditor>

**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**

**TABLE OF CONTENTS**

1. PARTIES..... 1

2. EFFECTIVE DATE AND NOTICE OF NONLIABILITY ..... 1

3. RECITALS ..... 1

4. DEFINITIONS ..... 1

5. TERM AND EARLY TERMINATION..... 4

6. STATEMENT OF WORK ..... 4

7. PAYMENTS TO CONTRACTOR ..... 4

8. REPORTING - NOTIFICATION ..... 5

9. CONTRACTOR RECORDS..... 5

10. WORK PRODUCT - CONFIDENTIAL INFORMATION-STATE RECORDS ..... 6

11. CONFLICTS OF INTEREST..... 7

12. REPRESENTATIONS AND WARRANTIES..... 7

13. INSURANCE ..... 8

14. DISPUTE RESOLUTION..... 10

15. BREACH ..... 10

16. REMEDIES ..... 11

17. NOTICES AND REPRESENTATIVES ..... 12

18. RIGHTS IN WORKPAPERS ..... 12

19. GOVERNMENTAL IMMUNITY ..... 12

20. GENERAL PROVISIONS ..... 13

21. COLORADO LEGISLATIVE BRANCH SPECIAL PROVISIONS ..... 16

22. SIGNATURE PAGE ..... 18

23. EXHIBIT A - STATEMENT OF WORK..... Exhibit A-i

24. EXHIBIT B - REQUEST FOR PROPOSAL ..... Exhibit B-i

25. EXHIBIT C - MODIFICATIONS TO CONTRACTOR’S PROPOSAL..... Exhibit C-i

26. EXHIBIT D - CONTRACTOR’S PROPOSAL ..... Exhibit D-i

27. EXHIBIT E - INFORMATION SECURITY POLICY FOR CONTRACTORS ..... Exhibit E-i

28. EXHIBIT F - COMPENSATION AND PROCEDURES FOR BILLING..... Exhibit F-i

29. EXHIBIT G - DEVELOPING AND PRESENTING PERFORMANCE AUDIT FINDINGS..... Exhibit G-i

30. EXHIBIT H - REPORTING REQUIREMENTS AND FORMAT FOR  
SEPARATELY ISSUED REPORTS ..... Exhibit H-i

31. EXHIBIT I - SAFEGUARDING REQUIREMENTS FOR FEDERAL TAX INFORMATION ..... Exhibit I-i

## 1. 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.

## 2. EFFECTIVE DATE AND NOTICE OF NONLIABILITY

The 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.

## 3. RECITALS

### A. 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.

### B. 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.

### C. 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.

## 4. DEFINITIONS

The following terms shall be construed and interpreted as follows:

### A. Audit Report

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

### B. Audited Agency

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

### C. 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.

### D. 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.

### E. 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.

**F. Contract Funds**

“Contract Funds” means the maximum amount of funds available for payment by the State to Contractor pursuant to §7(A) of this Contract.

**G. CORA**

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

**H. 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.

**I. 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).

**J. 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.

**K. OSA**

“OSA” means the Office of the State Auditor.

**L. Party or Parties**

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

**M. 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.

**N. 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.

**O. 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.

**P. Proposal**

“Proposal” means Contractor’s Proposal dated [insert date]. [If applicable, add: “, including the modification(s) to the proposal dated [insert date(s)].”]

**Q. 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].”]

**R. Services**

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

**S. State Auditor**

“State Auditor” means the Colorado State Auditor.

**T. 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.

**U. 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.

**V. 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.

**W. 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.

**X. Subcontractor**

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

**Y. 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.

**Z. 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.

**AA. 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 §18 of this Contract, and any separate report issued as specified in Exhibit H.

**BB. 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.

**5. TERM AND EARLY TERMINATION**

**A. 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.

**B. 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.

**C. Background Checks**

Notwithstanding §5(A), 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.

**6. STATEMENT OF WORK**

**A. Completion**

Contractor shall complete the Work on or before [insert date].

**B. 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.

**C. 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.

## 7. PAYMENTS TO CONTRACTOR

The State, in accordance with the provisions of this §7, shall pay Contractor in the amounts and using the methods set forth below:

### A. 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.

### B. Payment

#### i. 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.

#### ii. 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.

### C. Use of Funds

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

## 8. REPORTING - NOTIFICATION

Reports required under this §8 shall be in the form and subject to the procedures prescribed by the State.

### A. Performance, Progress, Personnel, and Funds

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

### B. 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 §17 of this Contract. If the State's principal representative is not then serving, Contractor shall deliver notice and copies to the State Auditor.

### C. 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 §8 may result in the delay of payment of funds, termination, or both, as provided under this Contract.



**D. 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.

**9. CONTRACTOR RECORDS**

**A. Maintenance**

Except as otherwise required with respect to State Records following the expiration or termination of this Contract by §10(C) 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").

**B. Inspection**

Subject to the confidentiality requirements of §10, 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.

**C. 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.

**10. WORK PRODUCT-CONFIDENTIAL INFORMATION-STATE RECORDS**

**A. 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.

**B. 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.

**C. 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.

**D. 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.

**E. 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.

**F. 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.

**G. Federal Tax Information**

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

**11. CONFLICTS OF INTEREST**

**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.

**B. 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 §17 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.

**C. 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.

**12. REPRESENTATIONS AND WARRANTIES**

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

**A. 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.

**B. 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.

**C. 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.

**D. 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.

**E. 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.

**F. 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.

**13. 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:

**A. 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.

**B. 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:

- i. \$1,000,000 each occurrence;
- ii. \$1,000,000 general aggregate;
- iii. \$1,000,000 products and completed operations aggregate; and
- iv. \$50,000 any 1 fire.

**C. 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.

**D. 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:

- i. \$1,000,000 each occurrence; and
- ii. \$2,000,000 general aggregate.

**E. Professional Liability Insurance**

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

- i. \$1,000,000 each occurrence; and
- ii. \$1,000,000 general aggregate.

**F. Crime Insurance**

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

- i. \$1,000,000 each occurrence; and
- ii. \$1,000,000 general aggregate.

**G. Additional Insured**

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

**H. 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.

**I. 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 §16 of this Contract within seven (7) days of Contractor's receipt of such notice.

**J. 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.

**K. 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.

**L. 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 §13.

#### **14. 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.

#### **15. BREACH OF CONTRACT**

##### **A. Defined**

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

##### **i. 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.

##### **ii. 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.

##### **iii. 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.

##### **iv. 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.

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

Failure by Contractor to complete and deliver the Audit Report or Work Product by the date specified in §6(A) 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.

##### **vi. Debarment or Suspension**

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

##### **B. 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 §17 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 §16 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.

**16. REMEDIES**

If Contractor fails to cure a breach of this Contract in accordance with §15(B) 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.

**A. Termination for Breach**

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

**B. 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.

**C. 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.

**D. 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.

**17. 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 §17 without making a formal amendment to this Contract. Unless otherwise provided in this Contract, notices are effective upon delivery in accordance with this §17.

**A. State:**

Marisa Edwards, Deputy State Auditor
Office of the State Auditor
1525 Sherman St., 7 <sup>th</sup> Floor
Denver, Colorado 80203-1700
marisa.edwards@state.co.us

**B. Contractor:**

Name, Title
Company Name
Address
City, State Zip
Email

**C. 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.

**18. 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 §§9(B) and 10 of this Contract and to the extent necessary for Contractor to comply with the professional standards described in §12(A) 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.

**19. 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 section 24-101-301, C.R.S. That definition of “governmental body” does not include the legislative department or its agencies.

**20. GENERAL PROVISIONS**

**A. 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.

**B. Binding Effect**

Except as otherwise provided in §20(A) of this Contract, all provisions of this Contract, including the benefits and burdens, extend to and bind the Parties’ respective successors and assigns.

**C. 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.

**D. 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.

**E. 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.

**F. 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.

**G. 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.

**H. 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.

**I. 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:

- i. Colorado Legislative Branch Special Provisions;
- ii. The remaining provisions of the main body of this Contract; and
- iii. The Exhibits

**J. 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.

**K. 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.

**L. 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.

**M. 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.

**N. 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 §§20(A) and 20(B) 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.

**O. 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.

**P. CORA Disclosure**

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

**Q. 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.

**R. Indemnification**

**i. 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.

**ii. 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.

**iii. 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.

**S. 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.

**THE REST OF THIS PAGE INTENTIONALLY LEFT BLANK**

## **21. COLORADO LEGISLATIVE DEPARTMENT SPECIAL PROVISIONS**

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

### **A. 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.

### **B. 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.

### **C. 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.

### **D. 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.

### **E. 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.

### **F. 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.

### **G. 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.

**H. 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.

**I. 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.

**THE REST OF THIS PAGE INTENTIONALLY LEFT BLANK**

**22.SIGNATURE PAGE**

Contract Routing Number 20XX-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.

<p style="text-align: center;"><b>CONTRACTOR</b></p> <p style="text-align: center;"><b>[INSERT NAME OF CONTRACTOR]</b></p> <p>By: _____ Title: _____</p> <p style="text-align: center;">_____ Signature</p> <p style="text-align: center;">Date: _____</p> <p>Contractor affirms that it has not performed any billable Work related to this Contract prior to the Contract Effective Date.</p>	<p style="text-align: center;"><b>STATE OF COLORADO</b></p> <p style="text-align: center;"><i>Colorado Office of the State Auditor</i> Kerri L. Hunter, State Auditor</p> <p>By: _____ Kerri L. Hunter, State Auditor</p> <p>Date: _____</p> <p>By: _____ <b>[Insert LAC Chair's Name]</b>, Chair Legislative Audit Committee</p> <p>Date: _____</p>
	<p style="text-align: center;"><b>LEGAL REVIEW</b></p> <p style="text-align: center;"><i>Office of Legislative Legal Services</i> Sharon L. Eubanks, Director</p> <p>By: _____ Jason A. Gelender, Assistant Director (designee of Sharon L. Eubanks, Director)</p> <p>Date: _____</p>

## 23. EXHIBIT A – STATEMENT OF WORK

### 1. 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.

### 2. CONTRACTOR’S OBLIGATIONS

The Work to be performed by Contractor includes the following:

#### A. Scope

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.

#### B. Review by State

During the performance of Services under this Contract and prior to completion of the Work by the date specified in §6(A) 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.

#### C. 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.

#### D. 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.

#### E. 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.

#### F. Entrance/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.

#### G. 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.

### **3. 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.

### **4. 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.

### **5. PAYMENTS**

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

**THE REST OF THIS PAGE INTENTIONALLY LEFT BLANK**

**24. EXHIBIT B – REQUEST FOR PROPOSAL**

**THE REST OF THIS PAGE INTENTIONALLY LEFT BLANK**



**25. EXHIBIT C – MODIFICATIONS TO CONTRACTOR’S PROPOSAL**

**THE REST OF THIS PAGE INTENTIONALLY LEFT BLANK**

**26. EXHIBIT D –CONTRACTOR’S PROPOSAL**

**THE REST OF THIS PAGE INTENTIONALLY LEFT BLANK**

## **27. EXHIBIT E - INFORMATION SECURITY POLICY FOR CONTRACTORS**

### **Applicability**

This policy applies to all OSA Contractors at all locations who are conducting audits or 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.

### **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.

### **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.

### **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.

## **Data Classification**

3. Any State information asset whether in hardcopy or electronic form (e.g., data, databases, reports, communications, manuals, documentation for systems, procedures, and plans) that is used in the course of an audit on behalf of the OSA is considered either “Protected” or “Confidential,” unless expressly stated otherwise in writing by the State Auditor.
4. “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.
5. All OSA Contractor audit information not categorized as “Protected” are automatically classified as “Confidential.”

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

6. Contractors must take reasonable and prudent measures to protect all OSA audit information and the systems that process, store, and transmit such information from unauthorized disclosure and modification regardless of where the OSA audit information and the systems are located.
7. 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.
8. Any unauthorized attempt to access information that is outside Contractor’s “need-to-know” for his/her operational purposes is prohibited.
9. Contractors must encrypt all “Protected” and “Confidential” information when stored on portable computers or removable media (e.g., laptops, external hard drives, CDs, USB drives.)
10. Contractors must, at all times, physically secure portable computers used in storing and processing audit 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.
11. 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 unattended, such as in vehicles or in checked airport luggage.

## **Viruses and Malicious Code**

12. 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 information or in carrying out official OSA business.

## **Telecommunications Security and Information Transmission**

13. 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.
14. 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.
15. 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.
16. Contractors shall not connect portable computers containing "Protected" or "Confidential" data 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.
17. Contractors must always consider information sensitivity and transmission security issues when selecting a transmission medium. "Protected" and "Confidential" data must only be transported or transmitted over a public network when protected by encryption.
18. When data is stored on electronic media or a mobile computing device, the data must be encrypted at all times during physical transport.
19. Transmission of Protected or Confidential data over a public network by unencrypted email is prohibited.

## **Information Storage and Disposal**

20. Media or hard copy documents containing Protected or Confidential information are to be appropriately labeled as such and protected in accordance with this **Exhibit E**.
21. 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.
22. 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.
23. 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.
24. 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 data 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.

25. Hard copy documents containing Protected or Confidential information must be shredded prior to disposal.
26. Data storage devices (e.g., CDs, DVDs, and floppy disks) containing Protected data must be physically destroyed at the end of the audit. 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. 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.

### **Incident Reporting**

27. All suspected loss or compromise of OSA audit 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 data shall be reported to the OSA Contract Manager within 24 hours of discovery.
28. In the event of the suspected loss or compromise of OSA audit 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 data may have been compromised as a result of the breach. Contractor will bear all reasonable associated costs.

### **Personnel Security**

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

### **Policy Enforcement**

30. If Contractor is deemed to be in noncompliance of this policy by the State Auditor, the State Auditor may unilaterally terminate the Contract.
31. 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.

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

1. 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.
2. 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 §3 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.
3. Total maximum compensation for the Work is \$**XX,XXX.XX**, with the estimated funding split between State Fiscal Years expected to be:

	<u>Total</u>	<u>Paid From State’s Budget Period</u>	
		<u>20XX-20XX</u>	<u>20XX-20XX</u>
<b>Contractor</b>	<b>\$XX,XXX.XX</b>	<b>\$XX,XXX.XX</b>	<b>\$XX,XXX.XX</b>
Total Fee	<b><u>\$XX,XXX.XX</u></b>	<b><u>\$XX,XXX.XX</u></b>	<b><u>\$XX,XXX.XX</u></b>

## 29. EXHIBIT G - DEVELOPING AND PRESENTING PERFORMANCE AUDIT FINDINGS

### 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 audit work was performed and what was the purpose?

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 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 the problem 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 this problem 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:

- a.
- b.

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

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

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.

#### **REQUIRED REPORTING FORMAT**

1. Addressee of Report

The 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.

g. 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.

h. Findings & Recommendations Chapter(s), Including the Audited Agency's Responses

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.

### 31. EXHIBIT I - SAFEGUARDING REQUIREMENTS FOR FEDERAL TAX INFORMATION

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.
- 1.6 Any spoilage or any intermediate hard copy printout that may result during the processing of FTI 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 FTI 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 FTI.

---

<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).

- 1.8 No work involving FTI 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 FTI in a test environment or utilize a cloud computing model that receives processes, stores, or transmits FTI 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

- a. 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 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.
- b. 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

---

<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).

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.

- c. 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.
- d. 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.

---

<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).