# CONCERNING THE CREATION OF INVESTIGATIVE AUTHORITY FOR THE STATE AUDITOR RELATED TO HOTLINE REPORTING OF FRAUD IN STATE GOVERNMENT

#### WHAT WOULD THIS BILL DO?

This Bill would add a new Section 2-3-110.5, C.R.S., that:

- Directs the State Auditor to establish and maintain a fraud reporting hotline whereby anyone may report an allegation of fraud committed by a current or former state employee or an individual acting under a contract with a state agency.
- Provides the State Auditor with the authority and access to agency records and information necessary to conduct initial screening and subsequent investigation of hotline calls. Allows the State Auditor to refer hotline calls to other state, federal, or local agencies, law enforcement agencies, and district attorneys, as appropriate.
- Requires the State Auditor to transmit a copy of the investigation report to the head of the affected state agency, the governor, or the Legislative Audit Committee if, based on the State Auditor's investigation, there is sufficient evidence to reasonably conclude that fraud has occurred. The State Auditor may also transmit a copy of the investigation report to a law enforcement agency or a district attorney.
- Requires that any workpapers, reports, materials, or other ancillary information gathered by the State Auditor in connection with fraud hotline activities, including the identity of any person who contacts the fraud hotline or who provides information to further an investigation, be held strictly confidential and not intended for public release. However, the State Auditor may make disclosures to the affected state agency, the governor, the Legislative Audit Committee, a law enforcement agency, or a district attorney.
- Requires the State Auditor to prepare an annual report, which is a public document, to the Legislative Audit Committee that summarizes the fraud hotline activities during the preceding year.

## WHY ARE THESE CHANGES BEING REQUESTED?

In July 2013, the Office of the State Auditor (OSA) took over operation of a fraud reporting hotline from the Office of the State Controller. This hotline is a mechanism through which anyone can report concerns about fraud being committed by state employees or persons acting under a contract with a state agency. However, provisions in statute related to the State Auditor's audit authority, such as access to records, workpaper confidentiality, and the ability to conduct investigations, do not currently extend to fraud hotline activities. Based on the OSA's experience operating the fraud hotline for the last 3 years, establishing a statutory framework for the hotline would improve the OSA's ability to receive and respond effectively to reported fraud allegations.

# First Regular Session Seventy-first General Assembly STATE OF COLORADO

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LLS NO. 17-0157.01 Bob Lackner x4350

#### **COMMITTEE BILL**

## **Legislative Audit Committee**

## **BILL TOPIC:** "OSA Fraud Hotline"

	A BILL FOR AN ACT
101	CONCERNING THE CREATION OF INVESTIGATIVE AUTHORITY FOR THE
102	STATE AUDITOR RELATED TO HOTLINE REPORTING OF FRAUD IN
103	STATE GOVERNMENT.

## **Bill Summary**

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at <a href="http://www.leg.state.co.us/billsummaries">http://www.leg.state.co.us/billsummaries</a>.)

The bill requires the state auditor (auditor) to establish and administer a telephone number, fax number, email address, mailing address, or internet-based form whereby any individual may report an allegation of fraud committed by a state employee or an individual acting under a contract with a state agency (agency). This system is referred to

in the bill as the "fraud hotline" or "hotline" and any report to the hotline as a "hotline call".

The bill specifies the manner in which the auditor is to respond to a hotline call. If the auditor determines through initial screening that a hotline call falls within the scope of his or her authority and makes an allegation of fraud committed by a state employee or an individual acting under a contract with an agency that must be investigated further, the auditor is required to assign the investigation to one or more members of his or her staff qualified to conduct fraud investigations. In his or her discretion, the auditor may refer an allegation of fraud to the agency involved so the agency may conduct an investigation in lieu of, or in addition to, the auditor's own investigation. In such circumstances, the agency is required to report back to the auditor the results of the investigation, including any actions the agency has taken or intends to take as a result of the investigation.

At any point during the auditor's investigation, the auditor may refer the matter to an appropriate law enforcement agency or to the district attorney of the judicial district in which the fraud is alleged to have occurred.

The auditor is required to issue a written investigation report upon the completion of any investigation. The investigation report is not a public document and must be maintained as strictly confidential by the auditor; except that, where the auditor has sufficient evidence to reasonably conclude that fraud has been committed, based upon the investigation, the auditor is required to notify the affected agency, the governor, and the legislative audit committee (committee) in accordance with requirements specified in the bill. Notwithstanding these mandatory reporting requirements, the bill specifies circumstances in which the auditor has permission to disclose the report to certain individuals or entities.

Subject to certain exceptions specified in the bill, the bill requires any workpapers or other ancillary information gathered by the auditor in connection with receiving and investigating hotline calls, including the identity of any individual who contacts the fraud hotline or who provides information that assists an investigation, to be held as strictly confidential by the auditor and not intended for public release.

The bill specifies penalties for willfully and knowingly disclosing confidential information and for obstructing access to or examination of records or information necessary for the completion of an investigation.

Commencing with state fiscal year 2018-19, the bill requires the auditor to prepare an annual report to the committee summarizing activity relating to the fraud hotline during the preceding year.

<sup>1</sup> Be it enacted by the General Assembly of the State of Colorado:

1	<b>SECTION 1.</b> In Colorado Revised Statutes, <b>add</b> 2-3-110.5 as
2	follows:
3	2-3-110.5. Fraud hotline - investigations - confidentiality -
4	access to records - definitions. (1) As used in this section, unless
5	THE CONTEXT OTHERWISE REQUIRES:
6	(a) "Committee" means the legislative audit committee
7	CREATED IN SECTION 2-3-101 (1).
8	(b) "Employee" means an individual currently or formerly
9	EMPLOYED BY A STATE AGENCY.
10	(c) "Fraud Hotline" or "Hotline" means the system created
11	AND MAINTAINED BY THE STATE AUDITOR PURSUANT TO SUBSECTION
12	(2)(a) OF THIS SECTION.
13	(d) "HOTLINE CALL" MEANS A REPORT OF INFORMATION TO THE
14	FRAUD HOTLINE REGARDLESS OF WHETHER SUCH REPORT IS MADE BY
15	TELEPHONE, FAX, EMAIL, OR ANOTHER INTERNET-BASED FORMAT.
16	(e) "Investigation" means an investigation by the state
17	AUDITOR OF A REPORT TO THE FRAUD HOTLINE OF AN ALLEGATION OF
18	FRAUD COMMITTED BY A STATE EMPLOYEE OR AN INDIVIDUAL ACTING
19	UNDER A CONTRACT WITH A STATE AGENCY.
20	(f) "INVESTIGATION REPORT" MEANS THE FINAL WRITTEN REPORT
21	OF THE STATE AUDITOR'S INVESTIGATION ISSUED IN ACCORDANCE WITH
22	SUBSECTION (3)(h) OF THIS SECTION.
23	(g) "State agency" or "agency" means all departments,
24	INSTITUTIONS, AND AGENCIES OF STATE GOVERNMENT, INCLUDING
25	INSTITUTIONS OF HIGHER EDUCATION AND THE LEGISLATIVE AND JUDICIAL
26	DEPARTMENTS OF THE STATE.
27	(2) (a) THE STATE AUDITOR SHALL ESTABLISH AND ADMINISTER A

- TELEPHONE NUMBER, FAX NUMBER, EMAIL ADDRESS, MAILING ADDRESS, OR INTERNET-BASED FORM WHEREBY ANY INDIVIDUAL MAY REPORT AN ALLEGATION OF FRAUD COMMITTED BY AN EMPLOYEE OR AN INDIVIDUAL ACTING UNDER A CONTRACT WITH AN AGENCY. (b) THE STATE AUDITOR MAY REQUEST THAT AN INDIVIDUAL SUBMITTING AN ALLEGATION TO THE FRAUD HOTLINE PROVIDE HIS OR HER NAME AND CONTACT INFORMATION, BUT NO PERSON WHO SUBMITS AN ALLEGATION TO THE HOTLINE IS REQUIRED TO PROVIDE HIS OR HER NAME AND CONTACT INFORMATION. (c) EXCEPT AS OTHERWISE PROVIDED IN THIS SUBSECTION (2)(c),
  - THE STATE AUDITOR IS SOLELY RESPONSIBLE FOR ADMINISTERING THE HOTLINE AND FOR INVESTIGATING ANY ALLEGATION OF FRAUD BY AN EMPLOYEE OR AN INDIVIDUAL ACTING UNDER A CONTRACT WITH AN AGENCY THAT IS REPORTED TO THE HOTLINE. IN CONNECTION WITH THE AUDITOR'S ADMINISTRATIVE POWERS AND DUTIES UNDER THIS SECTION, THE STATE AUDITOR MAY CONTRACT WITH ANY PRIVATE ENTITY TO PERFORM ANY ACT NECESSARY TO FACILITATE SUCH ADMINISTRATION.

- (d) THE STATE AUDITOR SHALL PUBLICIZE THE EXISTENCE AND PURPOSE OF THE HOTLINE ON THE OFFICIAL WEBSITE OF THE OFFICE OF THE STATE AUDITOR AND THROUGH OTHER MEANS AS DETERMINED BY THE STATE AUDITOR.
- (3) (a) Upon receiving a hotline call, the state auditor shall conduct an initial screening of the call to determine if the matter being reported falls within the scope of his or her authority under this section and, if so, whether further investigation is warranted. The state auditor may refer to another state, federal, or local governmental agency any

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1 HOTLINE CALLS THAT DO NOT FALL WITHIN THE SCOPE OF HIS OR HER
2 AUTHORITY UNDER THIS SECTION.

- (b) If the state auditor determines through the initial screening that a hotline call falls within the scope of his or her authority under this section and that an allegation of fraud committed by an employee or an individual acting under a contract with an agency must be investigated further, the state auditor shall assign the investigation to one or more members of his or her staff qualified to conduct fraud investigations. An investigation by the state auditor does not constitute a criminal investigation by a law enforcement agency.
- (c) In Performing the initial screening of a hotline call to determine whether an investigation is warranted, and in conducting any subsequent investigation of the hotline call, the state auditor has access at all times to all of the books, accounts, reports, vouchers, or other records or information in any department, institution, or agency to the same extent as the auditor may exercise under section 2-3-107 (2)(a) with respect to the state auditor's powers under this part 1 more generally.
- (d) In his or her discretion, the state auditor may refer an allegation of fraud to the affected agency so the agency may conduct an investigation in Lieu of, or in addition to, the state auditor's own investigation. In connection with this referral, the state auditor shall transmit to the affected agency all workpapers, materials, and other ancillary information the auditor has gathered as of the date of the referral.
- (e) IF, IN ACCORDANCE WITH SUBSECTION (3)(d) OF THIS SECTION,

- 1 THE STATE AUDITOR REFERS A FRAUD ALLEGATION TO THE AFFECTED
- 2 AGENCY, THE AGENCY SHALL REPORT BACK TO THE STATE AUDITOR ON
- THE RESULTS OF THE INVESTIGATION INCLUDING ANY ACTIONS THE
- 4 AGENCY HAS TAKEN OR INTENDS TO TAKE AS A RESULT OF THE
- 5 INVESTIGATION.
- 6 (f) AT ANY POINT DURING THE STATE AUDITOR'S INVESTIGATION,
- THE STATE AUDITOR MAY REFER THE MATTER TO AN APPROPRIATE LAW
- 8 ENFORCEMENT AGENCY OR TO THE DISTRICT ATTORNEY OF THE JUDICIAL
- 9 DISTRICT IN WHICH THE FRAUD IS ALLEGED TO HAVE OCCURRED. IN
- 10 CONNECTION WITH THIS REFERRAL, THE STATE AUDITOR SHALL TRANSMIT
- 11 TO THE LAW ENFORCEMENT AGENCY OR DISTRICT ATTORNEY, AS
- 12 APPLICABLE, ALL WORKPAPERS, MATERIALS, AND OTHER ANCILLARY
- 13 INFORMATION THE AUDITOR HAS GATHERED AS OF THE DATE OF THE
- 14 REFERRAL. THE STATE AUDITOR IS FURTHER PERMITTED TO WORK WITH
- AND PROVIDE INFORMATION TO THE LAW ENFORCEMENT AGENCY OR
- 16 DISTRICT ATTORNEY ON AN ONGOING BASIS FOR THE PURPOSE OF
- 17 ASSISTING IN ANY SUBSEQUENT CRIMINAL INVESTIGATION OF THE
- 18 REFERRED MATTER.
- 19 (g) A DETERMINATION BY THE STATE AUDITOR THAT, BASED UPON
- 20 AN INVESTIGATION, THERE IS NOT SUFFICIENT EVIDENCE TO REASONABLY
- 21 CONCLUDE THAT AN EMPLOYEE OR AN INDIVIDUAL ACTING UNDER A
- 22 CONTRACT WITH AN AGENCY COMMITTED FRAUD CONSTITUTES
- 23 COMPLETION OF THE INVESTIGATION.
- 24 (h) The state auditor shall issue a written investigation
- 25 REPORT UPON THE COMPLETION OF ANY INVESTIGATION CONDUCTED BY
- 26 THE STATE AUDITOR PURSUANT TO THIS SECTION. THE STATE AUDITOR HAS
- 27 DISCRETION TO DETERMINE THE CONTENTS AND FORMAT OF THE

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2	(i) An investigation report and any related workpapers.
3	MATERIALS, OR OTHER ANCILLARY INFORMATION GATHERED DURING THE
4	INVESTIGATION DOES NOT CONSTITUTE PUBLIC DOCUMENTS AND MUST BE
5	MAINTAINED AS STRICTLY CONFIDENTIAL BY THE STATE AUDITOR; EXCEPT
6	THAT:

- (I) THE STATE AUDITOR SHALL TRANSMIT A COPY OF THE INVESTIGATION REPORT TO:
- 9 (A) THE HEAD OF THE AFFECTED AGENCY, IF, BASED UPON THE
  10 INVESTIGATION, THERE IS SUFFICIENT EVIDENCE TO REASONABLY
  11 CONCLUDE THAT FRAUD HAS BEEN COMMITTED BY AN EMPLOYEE OF THAT
  12 AGENCY OR AN INDIVIDUAL ACTING UNDER A CONTRACT WITH THAT
  13 AGENCY. THE STATE AUDITOR MAY ALSO PROVIDE TO THE HEAD OF THE
  14 AFFECTED AGENCY ANY WORKPAPERS, MATERIALS, OR OTHER ANCILLARY
  15 INFORMATION GATHERED DURING THE INVESTIGATION.
  - (B) THE GOVERNOR, IF, BASED UPON THE INVESTIGATION, THERE IS SUFFICIENT EVIDENCE TO REASONABLY CONCLUDE THAT FRAUD HAS BEEN COMMITTED BY A GUBERNATORIAL APPOINTEE. THE STATE AUDITOR MAY ALSO PROVIDE TO THE GOVERNOR ANY WORKPAPERS, MATERIALS, OR OTHER ANCILLARY INFORMATION GATHERED DURING THE INVESTIGATION.
  - (C) THE COMMITTEE AND, WITH THE APPROVAL OF THE COMMITTEE, TO THE GOVERNOR IF, BASED UPON THE INVESTIGATION, THERE IS SUFFICIENT EVIDENCE TO REASONABLY CONCLUDE THAT FRAUD HAS BEEN COMMITTED BY AN EMPLOYEE OR AN INDIVIDUAL UNDER CONTRACT WITH AN AGENCY AND IF THE AMOUNT OF THE FRAUD EXCEEDS ONE PERCENT OF THE AFFECTED AGENCY'S GENERAL FUND APPROPRIATION FOR THE STATE FISCAL YEAR IN WHICH THE ALLEGED FRAUD HAS

1	OCCURRED. THE STATE AUDITOR MAY ALSO PROVIDE TO THE COMMITTEE
2	OR THE GOVERNOR, AS APPLICABLE, ANY WORKPAPERS, MATERIALS, OR
3	$OTHER\ ANCILLARY\ INFORMATION\ GATHERED\ DURING\ THE\ INVESTIGATION.$
4	$(II)\ Notwith standing the reporting requirements specified$
5	In subsection $(3)(i)(I)$ of this section, the state auditor may
6	TRANSMIT A COPY OF THE INVESTIGATION REPORT TO:
7	(A) THE HEAD OF THE AFFECTED AGENCY, THE GOVERNOR, OR THE
8	COMMITTEE, IF, IN THE JUDGMENT OF THE STATE AUDITOR, THE
9	CIRCUMSTANCES OF THE INVESTIGATION WARRANT MAKING SUCH
10	DISCLOSURE; OR
11	(B) A LAW ENFORCEMENT AGENCY OR A DISTRICT ATTORNEY IF,
12	IN THE JUDGMENT OF THE STATE AUDITOR, THE CIRCUMSTANCES OF THE
13	INVESTIGATION WARRANT MAKING SUCH DISCLOSURE.
14	(4) (a) The state auditor shall prepare and maintain
15	WORKPAPERS, REPORTS, MATERIALS, AND OTHER ANCILLARY
16	INFORMATION FOR THE PURPOSE OF DOCUMENTING THE ACTIVITIES OF HIS
17	OR HER OFFICE IN CONNECTION WITH RECEIVING, SCREENING, REFERRING,
18	AND INVESTIGATING HOTLINE CALLS.
19	(b) EXCEPT AS OTHERWISE SPECIFIED IN THIS SUBSECTION (4) AND
20	IN SUBSECTION (3) OF THIS SECTION, ANY WORKPAPERS, REPORTS,
21	MATERIALS, OR OTHER ANCILLARY INFORMATION GATHERED BY THE STATE
22	AUDITOR IN CONNECTION WITH RECEIVING, SCREENING, REFERRING, AND
23	INVESTIGATING HOTLINE CALLS, INCLUDING WITHOUT LIMITATION THE
24	IDENTITY OF ANY INDIVIDUAL WHO CONTACTS THE FRAUD HOTLINE OR
25	WHO PROVIDES INFORMATION THAT ASSISTS AN INVESTIGATION MUST BE
26	HELD AS STRICTLY CONFIDENTIAL BY THE STATE AUDITOR AND IS NOT
27	INTENDED FOR PUBLIC RELEASE; EXCEPT THAT THE STATE AUDITOR MAY

1	DISCLOSE SUCH INFORMATION TO:
2	(I) Another state, federal, or local governmental agency
3	IN ACCORDANCE WITH SUBSECTION (3)(a) OF THIS SECTION;
4	(II) ANOTHER STATE AGENCY IN ACCORDANCE WITH SUBSECTION
5	(3)(d) OF THIS SECTION;
6	(III) A LAW ENFORCEMENT AGENCY OR A DISTRICT ATTORNEY IN
7	ACCORDANCE WITH SUBSECTION (3)(f) OF THIS SECTION; OR
8	(IV) Another state agency, the governor, the committee,
9	A LAW ENFORCEMENT AGENCY, OR A DISTRICT ATTORNEY IN ACCORDANCE
10	WITH SUBSECTION (3)(i) OF THIS SECTION.
11	(c) Any information the state auditor shares with an
12	${\tt INDIVIDUALPURSUANTTOSUBSECTION(3)(d)ORSUBSECTION(3)(i)(I)OR}$
13	(3)(i)(II)(A) of this section, including without limitation, any
14	WORKPAPERS, REPORTS, MATERIALS, OR OTHER ANCILLARY INFORMATION
15	GATHERED BY THE STATE AUDITOR IN CONNECTION WITH RECEIVING,
16	SCREENING, REFERRING, AND INVESTIGATING HOTLINE CALLS, MUST BE
17	HELD BY THE INDIVIDUAL TO WHOM THE INFORMATION HAS BEEN
18	DISCLOSED AS STRICTLY CONFIDENTIAL AND NOT INTENDED FOR PUBLIC
19	RELEASE.
20	(5) (a) (I) Any individual who willfully and knowingly
21	DISCLOSES INFORMATION REQUIRED TO BE KEPT CONFIDENTIAL IN
22	Accordance with subsection $(4)(c)$ of this section is guilty of a
23	MISDEMEANOR AND, UPON CONVICTION THEREOF, SHALL BE PUNISHED BY
24	A FINE OF NOT MORE THAN FIVE HUNDRED DOLLARS.
25	(II) Subsection $(5)(a)(I)$ of this section does not apply to
26	COMMUNICATION BY AND AMONG THE STATE AUDITOR, A STATE AGENCY,
27	THE GOVERNOR, THE COMMITTEE, A LAW ENFORCEMENT AGENCY, A

1	DISTRICT ATTORNEY, OR THEIR EMPLOYEES, FOR THE PURPOSE OF
2	RECEIVING, SCREENING, REFERRING, AND INVESTIGATING HOTLINE CALLS.
3	(b) Any employee of an agency who fails or refuses to
4	PERMIT ACCESS TO OR EXAMINATION BY THE STATE AUDITOR ANY AGENCY
5	RECORDS OR INFORMATION NECESSARY FOR THE COMPLETION OF AN
6	INVESTIGATION OR WHO INTERFERES IN ANY WAY WITH SUCH ACCESS OR
7	EXAMINATION IS GUILTY OF A MISDEMEANOR AND, UPON CONVICTION
8	THEREOF, SHALL BE PUNISHED BY A FINE OF NOT LESS THAN ONE HUNDRED
9	DOLLARS NOR MORE THAN ONE THOUSAND DOLLARS, OR BY
10	IMPRISONMENT IN THE COUNTY JAIL FOR NOT LESS THAN ONE MONTH NOR
11	MORE THAN TWELVE MONTHS, OR BY BOTH SUCH FINE AND IMPRISONMENT.
12	(6) Commencing with state fiscal year 2018-19, the state
13	AUDITOR SHALL PREPARE AN ANNUAL REPORT TO THE COMMITTEE
14	SUMMARIZING ACTIVITY RELATING TO THE FRAUD HOTLINE DURING THE
15	PRECEDING YEAR. THE ANNUAL REPORT MUST BE ACCESSIBLE TO THE
16	PUBLIC AND POSTED ON THE OFFICIAL WEBSITE OF THE OFFICE OF THE
17	STATE AUDITOR.
18	SECTION 2. In Colorado Revised Statutes, 2-3-103, add (9.7)
19	as follows:
20	<b>2-3-103.</b> Duties of state auditor - definition. (9.7) It is the
21	DUTY OF THE STATE AUDITOR TO ESTABLISH AND ADMINISTER THE FRAUD
22	HOTLINE AS SPECIFIED IN SECTION 2-3-110.5.
23	SECTION 3. Act subject to petition - effective date. This act
24	takes effect at 12:01 a.m. on the day following the expiration of the
25	ninety-day period after final adjournment of the general assembly (August
26	9, 2017, if adjournment sine die is on May 10, 2017); except that, if a
27	referendum petition is filed pursuant to section 1 (3) of article V of the

- state constitution against this act or an item, section, or part of this act
- 2 within such period, then the act, item, section, or part will not take effect
- 3 unless approved by the people at the general election to be held in
- 4 November 2018 and, in such case, will take effect on the date of the
- official declaration of the vote thereon by the governor. [ASK]
- 6 **COMMITTEE**