## Uniform Guidance Procurement Requirements for NC Local Governments





### Welcome!



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# OVERVIEW

#### FEDERAL REGISTER

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Part III

#### Office of Management and Budget

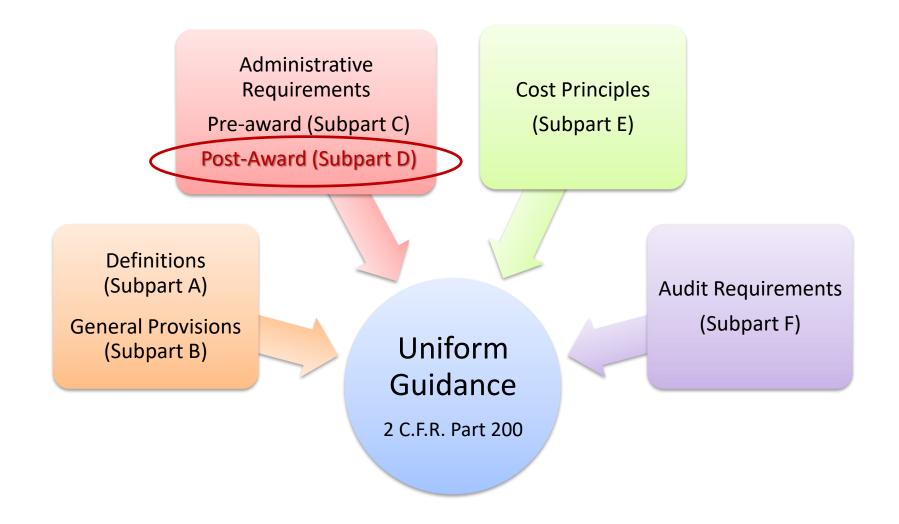
2 CFR Chapter I, Chapter II, Part 200, et al. Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards; Final Rule

### What is the Uniform Guidance?

- Rules that set uniform standards for the award and expenditure of federal financial assistance (grants and loans)
- UG supersedes previous rules/OMB Circulars (ex: A-102, A-133)
- UG codified at 2 C.F.R. Part 200
- Procurement standards codified at 2 C.F.R. Subpart D (§§ 200.317-326)



### <u>What</u> is the Uniform Guidance?





### What is the Uniform Guidance?



#### Post-Award Requirements (Subpart D)

- 1. Financial and Program Management Standards
- 2. Property Standards
- 3. Procurement Standards
- 4. Performance and Financial Monitoring and Reporting
- 5. Record Retention and Access
- 6. Remedies for Noncompliance
- 7. Closeout
- 8. Post-closeout adjustment and continuing responsibilities
- 9. Collection of Amounts Due

### <u>Who</u> Does the UG Apply To?

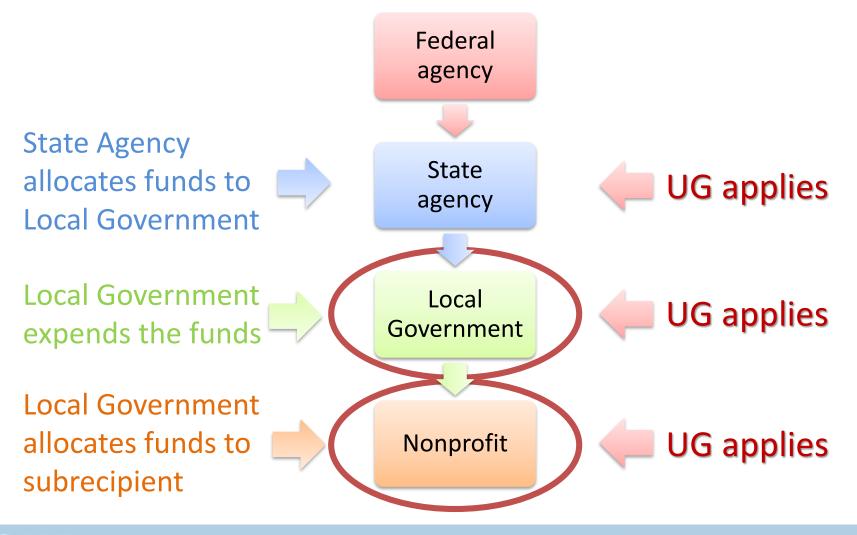
"Non-federal entities" that receive federal financial assistance – states, nonprofits, Indian Tribes, universities and colleges, and local governments

- City and County
- School District
- Public Authority and Special District
- Council of Government
- Any other "political subdivision"



### <u>Who</u> Does the UG Apply To?

Recipients and all subrecipients are covered



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### Which Programs are Covered?

- UG applies to most (but not all) categories of federal financial assistance programs
- Not all federal programs are covered
- Not all parts of the UG apply to all categories of covered funds

ASSUME THE UG APPLIES UNLESS THE GRANTOR AGENCY ADVISES OTHERWISE -CHECK WITH YOUR GRANTOR AGENCY!















#### <u>When</u> Does the UG Become Effective?

Grace period for implementing new requirements ends on your first FYE after 12/25/2017



<u>Example:</u> If your fiscal year ends 6/30/2018, UG requirements apply 7/1/2018



### Why Is This Important?



– Funding

- Obligated Funds
- 🖲 Deobligate Funds
- O No Change to Funding

Noncompliance with state and federal requirements has serious consequences



## Why Is This Important?

- DHS (FEMA) OIG audits
  - 2009-2014:
     Disallowed \$387m
  - 2015: Disallowed \$122m
- Noncompliance with federal procurement requirements most common reason for FEMA PA deobligation

Common Procurement Violations with FEMA PA:

- Noncompetitive contracting
- 2. Contract provisions
- 3. M/WBE requirements
- 4. Cost-Plus contracts
- 5. Lack of documentation



# TOP 10 GENERAL UG PROCUREMENT STANDARDS



#### 1. Oversight

Maintain oversight to ensure contractors perform according to terms, conditions, and specifications of contract



#### 2. Necessity

Avoid unnecessary/duplicative supplies and services; limit acquisitions to what is necessary to perform the scope of work (no "stockpiling")





#### **3. Standards of Conduct**

- Written policy governing conflicts of interest and performance of employees engaged in contracting
- Must address conflicts of interest and gifts
- Must include disciplinary action for violations



#### **4. Conflicts of Interest**

- Cannot be involved in contracting process if you have a real or apparent conflict of interest
- Must disclose conflicts in writing to federal grantor agency

#### 5. Gifts

 Cannot solicit or accept gifts or favors from contractors or subcontractors

#### 6. Award to Responsible Contractors

- Award contracts only to responsible contractors; adhere to the lowest responsive, responsible bidder standard of award
- Cannot award to federally debarred bidder

#### 7. Records

Maintain records detailing the procurement process, including documentation of:

- Rationale for method of procurement used
- Contract type
- Contractor selection process
- Basis for contract price

DOCUMENT EVERYTHING!!! Put the contract in writing!!!



# 8. Time and Materials & Cost-Plus Contracts

Generally not allowed.



#### **9. Settlement of Issues**

The local government, *not* the federal government, is solely responsible for settling all contract disputes and claims. Federal government will not become involved in or defend contract claims.





#### **10. Full and Open Competition**

- Procurement process must be "full and open competition" consistent with state and federal bidding requirements
- Designers/contractors who help develop specs cannot bid on the contract

- Geographic preferences prohibited
- "Brand-name" specifications without equal alternatives prohibited
- Pre-positioned competitively bid contracts are permitted



### **Additional Resources**

- Detailed comparison chart available on <u>SOG</u> <u>website</u>
- Requirements summarized in <u>Treasurer's</u> <u>Memorandum</u> #2018-06

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$\mathbf{\mathbb{P}}$	Level Covernment Durchesing and Contracting	TRAINING
<b>(f</b> )	Local Government Purchasing and Contracting	Courses
(in)	Tools	Certifications and Organizations
	Norma R. Houston	REFERENCE MATERIALS
$\bowtie$	<ul> <li>Public Contract Tools         <ul> <li>Public Contracts Legal Checklist (pdf)</li> </ul> </li> </ul>	Publications
	Purchasing Tools	Statutes
	<ul> <li>Charts on Bidding Laws and Local Policies:</li> </ul>	Legislative Updates
	<ul> <li>Dollar Threshold Bidding Chart (pdf)</li> <li>Purchase contracts (pdf)</li> <li>Construction and repair contracts (not involving buildings) (pdf)</li> <li>Dollar the second se</li></ul>	RESOURCES
		Tarla
	<ul> <li>Building construction and repair contracts (pdf)</li> <li>Competitive Bidding Exceptions Table (pdf)</li> </ul>	Tools
	<ul> <li>Awarding Competitively Bid Contracts Flowchart (pdf)</li> <li>Drafting better bid solicitation documents</li> </ul>	Sample Procurement Forms
	<ul> <li>Drating better bis solitation documents</li> <li>Checklist (pdf)</li> <li>Principles (pdf)</li> </ul>	Sample Property Disposal For
		Listserv
	<ul> <li>Construction Contracting Tools         <ul> <li>Construction Contracting Legal Requirements (pdf)</li> <li>Design-Build Contracting Requirements (pdf)</li> </ul> </li> </ul>	Construction Contracting
		HUB Resources
	<ul> <li>Guaranteed Energy Savings Contracts: Step-by-Step Contracting Process (pdf)</li> </ul>	
	Conflicts of Interest Tools	
	<ul> <li>Conflicts of interest in public contracting flowchart (G.S. 14-234) (pdf)</li> <li>Conflicts of interest voting guide for city and county elected officials (pdf)</li> </ul>	
	<ul> <li>Gifts and Favors flowchart (GS 133-32) (pdf)</li> </ul>	1001
	<ul> <li>Property Disposal Tools</li> <li>Disposal of property procedures chart (pdf)</li> </ul>	
	<ul> <li>Property disposal options chart (pdf)</li> </ul>	
	<ul> <li>Property disposal options for community and economic development (pdf)</li> </ul>	
	<ul> <li>Public Records Tools</li> <li>When Are Bids and Proposals Subject to Public Inspection? LGLB119 (pdf)</li> </ul>	Norma R. Houston
	General Tools	Lecturer in Public Law and Government
	<ul> <li>Decoding case and statute citations (pdf)</li> </ul>	nhouston@sog.unc.edu
•	Federal Procurement Requirements	
	Please contact Norma Houston with any questions, suggestions, or comments about these Tools (or	

#### www.ncpurchasing.unc.edu

**TOP 10** DIFFERENCES **BETWEEN UG PROCUREMENT** REQUIREMENTS **AND STATE LAW** 



#### Which Rules Do You Follow?

"The non-Federal entity must use its own documented procurement procedures which reflect applicable state, local, and tribal laws and regulations, provided that the procurements conform to applicable Federal law and the standards identified in this part."

- 2 CFR § 200.318(a)



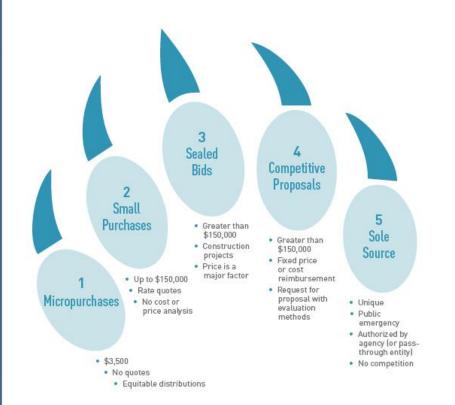
### Major UG/State Differences

- **1**. Bid Thresholds
- 2. Bidding Requirements
- **3.** Service Contracts
- Minority Solicitation Requirements
- Time & Materials / Cost-Plus Contracts

- 6. Bidding Exceptions
- 7. Written Policies & Documentation
- 8. Contract Provisions
- 9. Conflicts of Interest
- 10. Procurement by nonprofits

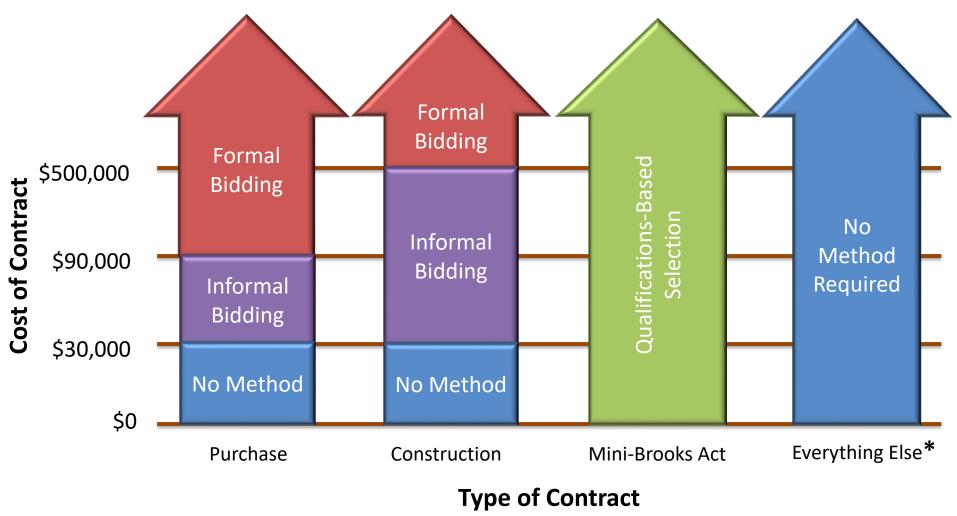


# **1. BID THRESHOLDS** 2. BIDDING REQUIREMENTS **3. SERVICE CONTRACTS**



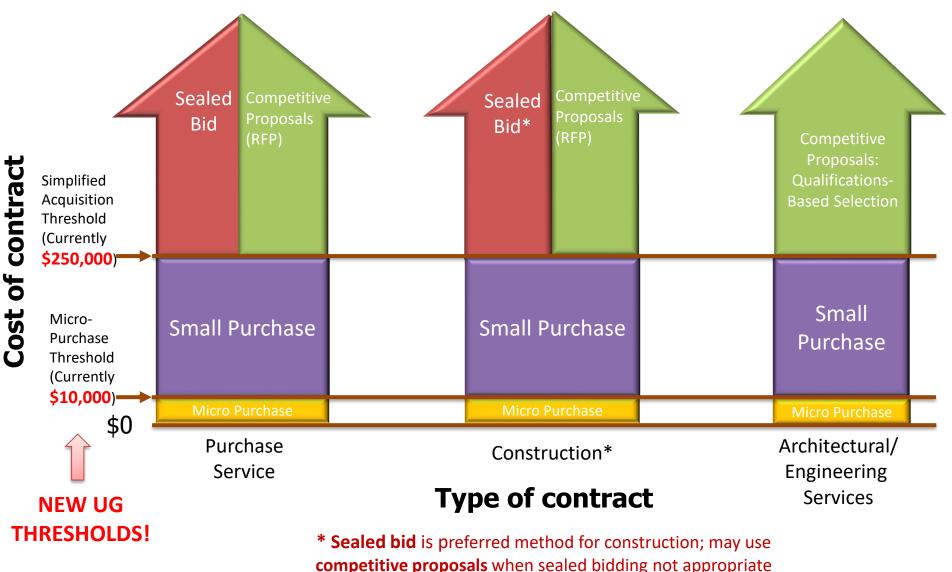
Source: "Frequently Asked Questions for the Office of Management and Budget's Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards at 2 CFR 200," published by the Council on Financial Assistance Reform (COFAR).

#### Procurement Methods – State Law



\* Optional: May use **request for proposals** for service contracts or information technology purchases or services.

#### Procurement Methods – UG

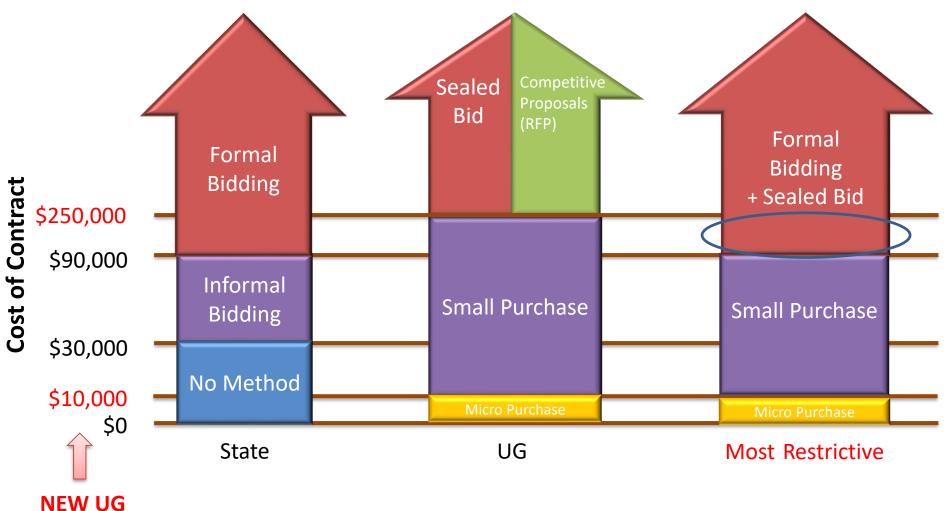


### Which Set of Rules Do I Follow?

- Follow the "Most Restrictive Rule"
- If rules are different but neither is more restrictive than the other, follow federal rules
- Even when generally following federal rules, some specific state requirements may still apply . . .
   . . . and vice versa

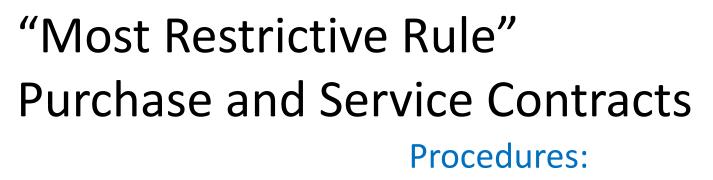


#### **Purchase AND Service Contracts**



**THRESHOLDS!** Even when generally following federal rules, some specific state requirements may still apply and vice versa.

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Contract Cost:

\$10,000-

\$90,000

**UG Small** 

Purchase

Procedure

- Quotes from "adequate number" of bidders
- M/WBE solicitation
- Award on fixed-price or notto-exceed basis
- Contract in writing with UG provisions
- Award to LRRB
- Document procedures



## "Most Restrictive Rule" Purchase and Service Contracts

Contract Cost: \$90,000 and above

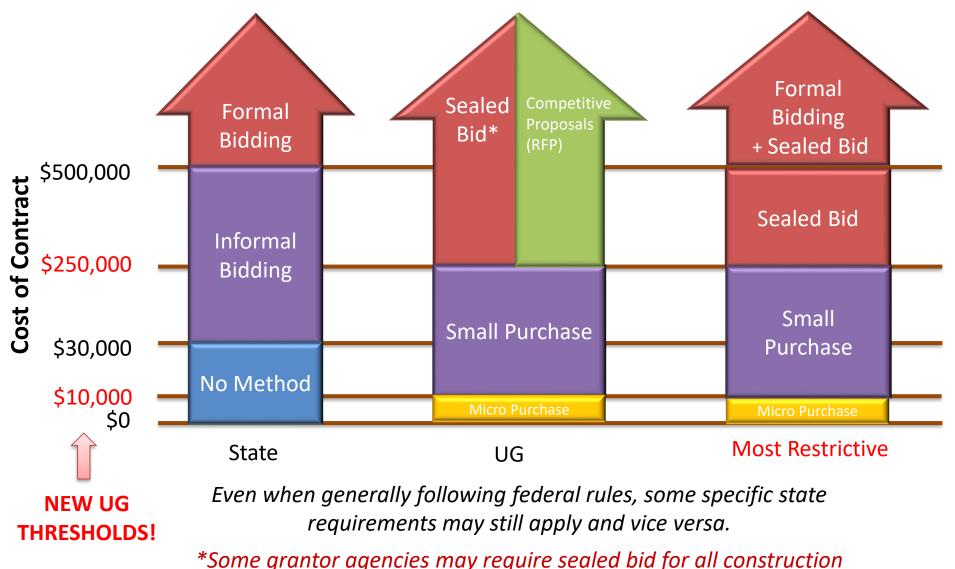
State formal bidding and UG Sealed Bid

#### Procedures:

- Specs available to bidders
- Formal advertising
- Sealed bids
- Public bid opening
- Award to LRRB
- Price analysis before bidding
- M/WBE solicitation
- 2-bid minimum
- Award on fixed-price basis
- Contract in writing with UG provisions
- Document procedures



#### **Construction and Repair Contracts**





## "Most Restrictive Rule" Construction and Repair Contracts

Contract Cost: \$10,000-\$250,000

> UG Small Purchase Procedure

Grantor agency may require sealed bid method!

#### **Procedures:**

- Quotes from "adequate number" of bidders
- M/WBE solicitation
- Award on fixed-price or not-toexceed basis
- Contract in writing with UG provisions
- Award to LRRB
- Document procedures

#### "Most Restrictive Rule" Construction and Repair Contracts Procedures:

Contract Cost: \$250,000 to \$500,000

UG Sealed Bid Procedure

- Price analysis before bidding
- Specs available to bidders
- Public advertising
- M/WBE solicitation
- Sealed bids
- Public bid opening
- 2-bid minimum
- 5% bid bond / P&P bonds
- Award on fixed-price basis
- Contract in writing with UG provisions
- Award to LRRB
- Document procedures



# "Most Restrictive Rule" Construction and Repair Contracts

Contract Cost: \$500,000 and above

State formal bidding and UG Sealed Bid Procedures:

- Specs available to bidders
- Formal advertising
- Sealed bids in paper form
- Public bid opening
- 3-bid minimum
- 5% bid bond / P&P bonds
- Award to LRRB
- Price analysis before bidding
- M/WBE solicitation
- Award on fixed-price basis
- Contract in writing with UG provisions
- Document procedures



## "Most Restrictive Rule" Construction and Repair Contracts

Contract Cost: \$300,000 and above *Involving a building* 

Additional state requirements for large building projects

#### Additional requirements:

- State formal HUB, including bidders' good faith efforts
- Separate specs for main trades
- Authorized bidding method
- Dispute resolution procedures (all building projects)



### **Competitive Proposal Method**

Available for contracts costing \$250,000 and above when conditions not appropriate for sealed bid method

#### Examples:

- Service contracts
- Innovative IT goods and services
- Alternative construction delivery methods (CMR, DB)

Don't use for purchase and construction contracts in formal bidding range (state bidding requirements more restrictive)

#### **Procedures:**

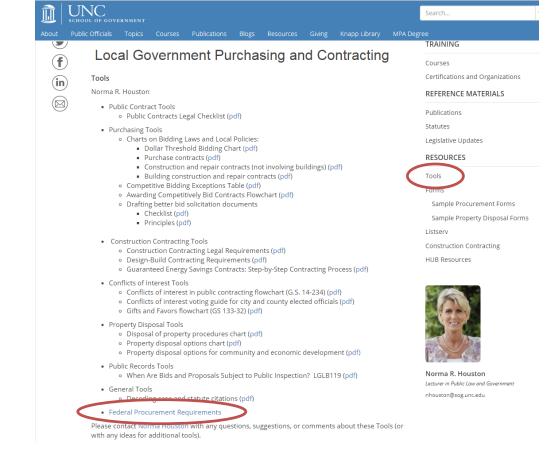
- Publicly advertise RFP
- M/WBE solicitation
- Identify evaluation criteria and weighting in RFP
- Consider all responses to maximum extent
- Written evaluation procedures
- Award to firm with most advantageous proposal based on price and other factors considered
- Contract in writing with UG provisions
- Award on fixed-price or costreimbursement basis



### **Additional Resources**

"Most Restrictive Rule" summary available on <u>SOG</u> <u>website</u>

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#### www.ncpurchasing.unc.edu

# 4. MINORITY SOLICITATION REQUIREMENTS



### **HUB** Participation

- Is a *goal*, not a quota
- Focuses on opportunity to *compete* for contracts
- Lowest responsive, responsible bidder standard still applies
- Non-discrimination in contract award still applies





## HUB - Follow UG AND State Law

#### UG (M/WBE)

- Applies to <u>All</u> Contracts regardless of type above micro-purchase threshold (\$3,500)
- Requires 6 specific solicitation steps (UG steps similar to state HUB good faith efforts)

#### State (HUB)

- Local government engages in outreach efforts for all building construction contracts costing \$30,000 and above
- Require bidders to engage in good faith efforts for all building construction contracts costing \$300,000 and above



# UG M/WBE Requirements

- Put M/WBEs on bidders list
- 2. Include M/WBEs in bid solicitations
- Where feasible, divide project into smaller contracts to encourage M/WBEs participation

- Where feasible, establish delivery schedules to accommodate M/WBEs
- Use services of SBA, US
   Dept. of Commerce
   Minority Development
   Agency, and other similar
   agencies (NC HUB Office)
- Require prime contractors to comply with steps 1-5 above



# 5. TIME & MATERIALS / COST-PLUS CONTRACTS





- Contracts <u>must</u> be for a fixed-price (lump sum, not-toexceed, etc.)
- Cost-plus contracts are not allowed
- Time & Materials may be allowed in exigent circumstances within limited time frame *and* contract includes not-toexceed limit



# 6. BIDDING EXCEPTIONS



## Follow UG Generally . . .

Noncompetitive (sole source) contracts allowed when:

- Item only available from one source - similar to state "sole source" exception; state procedural requirements apply
- Public exigency similar to state emergency exception but within limited time frame
- Awarding agency authorizes noncompetitive contract purchase and construction contracts must still fall within allowed state exception

 Competition inadequate after attempts at solicitation

state law requires readvertising for construction contracts in formal bidding range

 GSA Contract Purchase or Interlocal Agreement

BEFORE USING AN EXCEPTION, CHECK WITH YOUR GRANTOR AGENCY!



### State Exceptions Not Allowed Under UG

#### × Piggybacking

#### × Group Purchasing Programs

(may be allowed if the coop qualifies as an interlocal agreement and contracts are procured in compliance with UG – check with your federal grantor agency!)

#### $\times$ State contract

(state contract must have been bid in compliance with federal requirements applicable to local governments to be allowed) Can use state contract and group purchasing for micro-purchases (below \$10,000)





# 7. WRITTEN POLICIES & DOCUMENTATION



### **UG Requires:**

- Written procurement policies that are consistent with state and federal law
  - Must include statement that local government will comply with all federal laws and regulations applicable to federal grant funds
  - Not required to reprint entire federal code in local policy; compliance statement is sufficient:

"Contracts funded with federal grant funds must be procured in a manner that conforms with all applicable Federal laws, policies, and standards."

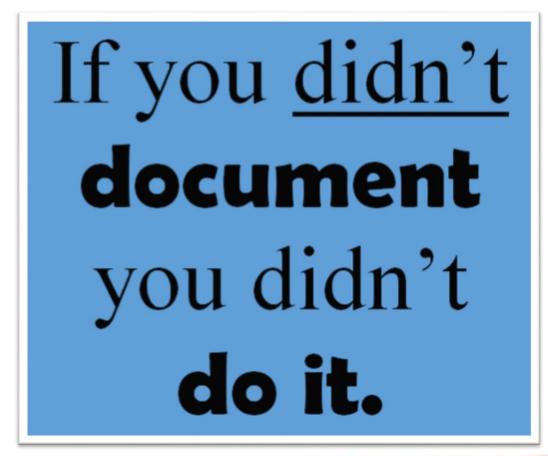


### **UG Requires:**

- Written conflict of interest policy governing financial conflicts of interest in contract award and gift bans
- Documentation of procurement steps and required activities, including basis for contractor selection and price

#### PUT ALL CONTRACTS IN WRITING!









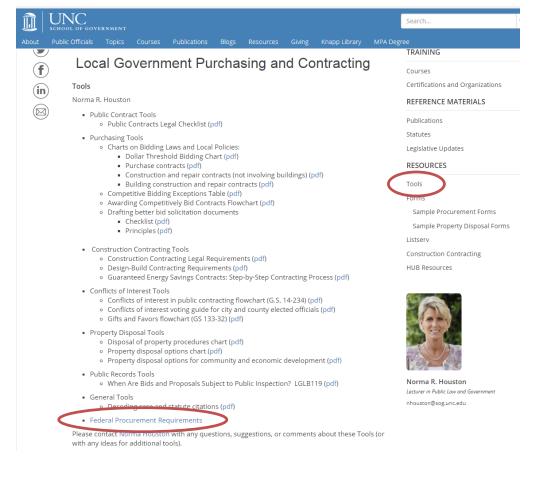
## **Additional Resources**

- Sample policies available on <u>SOG</u> <u>purchasing</u> <u>website</u>
- Thanks to:

Thank you

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- Debbie Anderson,
   Catawba County
- Laura Jones,
   Onslow County



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# 8. CONTRACT PROVISIONS



Can you do another draft of this? There's still a couple of sentences people might actually understand...

### **UG Contract Provisions**

- Contracts must contain certain "boilerplate" provisions
- Must have provisions in writing in some form
- Requirements vary depending on cost of the contract
- Can include in standard T&Cs
- Can include in bid specs for vendors to certify agreement when submitting bids



Grantor agency may require additional provisions – check with your grantor agency!

## UG Requires Contract Provisions On:

- 1. Remedies for breach
- 2. Termination for cause and convenience
- **3.** EEO
- 4. Bacon-Davis wage requirements
- Work Hours and Safety Standards
- Clean Air Act and Federal Water Pollution Control Act
- 7. Debarment and Suspension

- 8. Byrd Anti-Lobbying
- 9. Recovered Materials

#### Others:

- Changes and modifications to contract
- 2. Access to records
- Compliance with federal law, regulations, and executive orders
- Federal government holdharmless
- 5. Fraud and False Statements



## Give Your Attorney Something To Do!

- Work with your attorney to develop UG boilerplate provisions
- Contract provisions listed in Appendix II to Part 200 <u>https://www.ecfr.gov/cgi-bin/text-idx?SID=956b5e913f2dd41cc9ec031c4cfab670&mc=true&node=ap2.1.2001521.ii&rgn=div9</u> (more resources available on SOG purchasing website)





# 9. CONFLICTS OF INTEREST



### **Conflicts of Interest**

	UG (2 C.F.R. § 200.318(c)(1))	State (G.S. 14-234(a)(1))
Who is covered	Officers, employees, and agents of recipient and subrecipient involved in contracting	Officers, employees involved in contracting
Who else is covered	Spouse, immediate family, partners, current or soon-to-be employer	Spouse
What kind of interest	Real or apparent financial or other interest or personal tangible benefit	Direct benefit
Exceptions	Financial interest that is not substantial	<ol> <li>Banks &amp; utilities</li> <li>"Friendly" condemnation</li> <li>Spouse employment</li> <li>Public assistance</li> <li>Small jurisdictions</li> </ol>
Penalties	<ol> <li>Loss of federal funds</li> <li>Disciplinary action</li> <li>Other remedies for noncompliance listed at 2 C.F.R.§200.338</li> </ol>	<ol> <li>Class 1 misdemeanor</li> <li>Void Contract</li> </ol>



#### Gifts & Favors

	UG (2 C.F.R. § 200.318(c)(1))	State (G.S. 133-32)
Prohibited giver	Current or future contractor or vendor	Past (w/in 1 year), present, or future contractor or vendor
Prohibited receiver	<i>All</i> officers, employees, agents of recipients and subrecipients	<ul><li>Officers and employees involved in:</li><li>1. Preparing plans</li><li>2. Awarding or administering contracts</li><li>3. Inspecting or supervising construction</li></ul>
Exceptions	Unsolicited gift of nominal value	<ol> <li>Honoraria</li> <li>Nominal advertising items</li> <li>Meals at banquets</li> <li>Professional groups</li> <li>Family and friends</li> </ol>
Penalties	<ol> <li>Loss of federal funds</li> <li>Disciplinary action</li> <li>Other remedies for noncompliance listed at 2 C.F.R. § 200.338</li> </ol>	Class 1 misdemeanor



# 10. NON-PROFIT PROCUREMENT



### UG Requirements Apply to Nonprofits!

- Same rules that apply to local governments *also* apply to nonprofits, *including your subrecipients*
- You are still responsible for monitoring your subrecipient's compliance with UG requirements
- Have written MOA or contract between local government and nonprofit to
  - verify nonprofit is acting on your behalf
  - require subrecipient compliance



# THINGS TO DO WHEN YOU GET BACK TO YOUR OFFICE



### Be Prepared . . .

- Become familiar with 2 CFR
   Part 200
- Adopt/update local purchasing policies
- Adopt/update conflict of interest/gift ban policies
- Ensure procedures are in place to fully document procurement processes
- Work with your attorney to develop federal contract provision templates

- Review relationships with nonprofit partners (is an MOU or contract in place? Are you monitoring compliance?)
- Where applicable (such as disaster recovery), bid prepositioned contracts (debris removal, etc.)
- Review terms and conditions of federal grant awards to confirm all requirements – check with your grantor agency!



# RESOURCES



#### **CFR** Website



Home gpo.gov govinfo.gov

**Browse / Search Previous** 

#### e-CFR Navigation Aids Browse Simple Search

**Advanced Search** 

— Boolean

- Proximity

Search History Search Tips Corrections

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#### **Electronic Code of Federal Regulations**

e-CFR data is current as of April 11, 2018

Title 2  $\rightarrow$  Subtitle A  $\rightarrow$  Chapter II  $\rightarrow$  Part 200

TITLE 2—Grants and Agreements

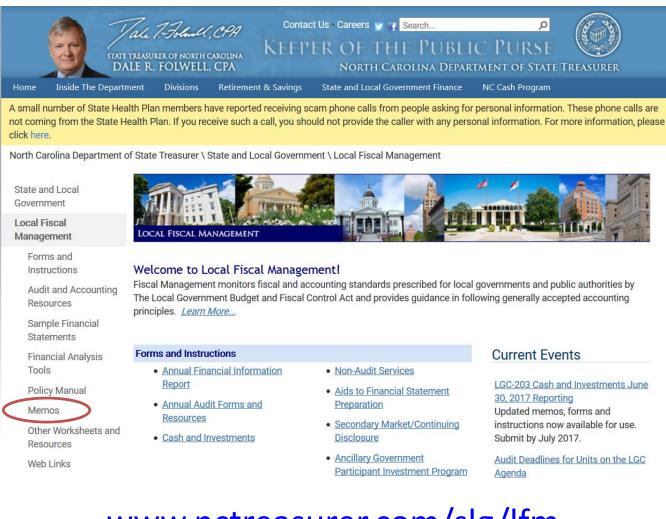
Subtitle A—OFFICE OF MANAGEMENT AND BUDGET GUIDANCE FOR GRANTS AND AGREEMENTS

CHAPTER II—OFFICE OF MANAGEMENT AND BUDGET GUIDANCE

PART 200—UNIFORM ADMINISTRATIVE REQUIREMENTS, COST PRINCIPLES, AND AUDIT REQUIREMENTS FOR FEDERAL AWARDS

<u>https://www.ecfr.gov/cgi-bin/text-</u> idx?SID=6214841a79953f26c5c230d72d6b70a1&tpl=/ecfrbrowse/Title02/2 <u>cfr200\_main\_02.tpl</u>

### NC Treasurer's Office Website



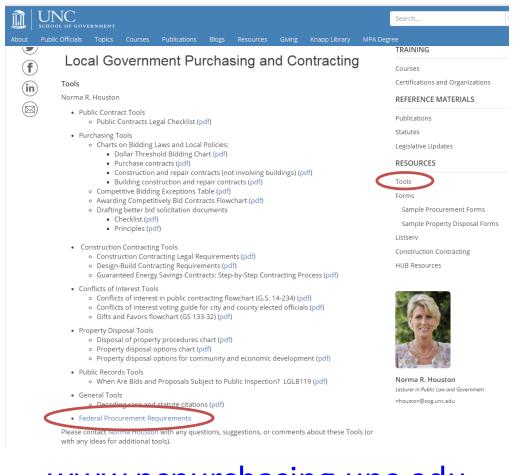
#### www.nctreasurer.com/slg/lfm



## SOG Purchasing Website

- "Most Restrictive Rule" summary
- Detailed comparison chart
- Treasurer's guidance memo
- Link to 2 CFR Part 200
- Federal contract provisions
- Sample policies
- Webinar slides

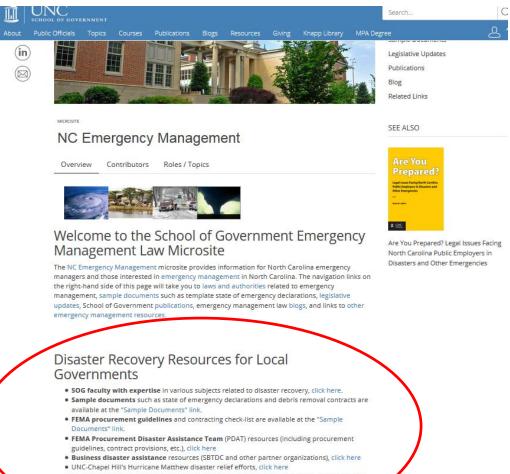
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#### www.ncpurchasing.unc.edu

#### **SOG Emergency Management Website**

#### www.sog.unc.edu/ncem



- NC Association of County Commissioners Hurricane Matthew recovery information, click here
- NC League of Municipalities Emergency Preparedness resources, click here



### **US Chief Financial Officers Council**



CFO Council CXO Fellows MyCareer Q

#### UNIFORM GUIDANCE

In December 2014, OMB together with Federal awarding agencies issued an interim final rule to implement the Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (Uniform Guidance). This guidance and implementing regulations delivers on President Obama's second term management agenda and his first term directives under Executive Order 13520, the February 28, 2011 Presidential Memorandum, and the objectives laid out in OMB Memorandum M-13-17 to better target financial risks and better direct resources to achieve evidencebased outcomes. The final guidance, originally published December 26, 2013 (available at 78 FR 78589) simultaneously improves performance, transparency, and oversight for Federal awards. The COFAR will measure the impact of this guidance as described under M-14-17.

Questions about the Uniform Guidance? Check the Frequently Asked Questions, and then our Training page.

UNIFORM GUIDANCE: PROMISING PRACTICES IN IMPLEMENTATION JUNE 2016 UNIFORM GUIDANCE IMPLEMENTATION: A SERIES OF DIALOGUES OCTOBER 2014

JULY 2016: UNIFORM GUIDANCE: PROMISING PRACTICES IN

JULY 2015: OMB UNIFORM GUIDANCE TRAINING SERIES HOSTED BY ECIVIS OCTOBER 2014: UNIFORM GUIDANCE IMPLEMENTATION: A

www.cfo.gov/grants/uniform-guidance/

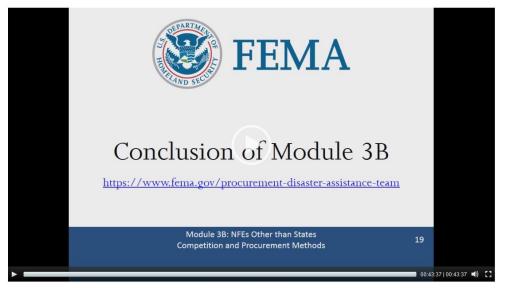


#### FEMA PDAT

#### FEMA Procurement Disaster Assistance Team

www.fema.gov/procurement-disaster-assistance-team

Procurement Under Grants 2.0 Webinar Module 3B: NFEs Other than States – Competition and Procurement Methods



The Federal Emergency Management Agency (FEMA) Procurement Disaster Assistance Team (PDAT) has put together a series of webinar modules on the rules for procurement under grants. There are eight (8) modules in this series. This webinar series



## **Thank You!**

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Jim Burke James.Burke@nctreasurer.com (919) 814-4301

Evaluation: <a href="https://unc.az1.qualtrics.com/jfe/form/SV\_9X0uh1zLqgVJCVn">https://unc.az1.qualtrics.com/jfe/form/SV\_9X0uh1zLqgVJCVn</a>

