

Unemployment Insurance Modernization Project Project Charter

Version: 2.0

Revision date: March 2021

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Document Maintenance

This document is maintained by the modernization team and will be updated only if major revisions are necessary. All program documents are stored within the program's file share here:

<\\WPOEDFILL04\Modernization\00 Program Management\Program Plans>

Version	Date	Author	Change Description
V1.0	12/2018	Jennifer Hannan, Modernization Program Manager	Initial version of the document.
V1.1	1/2019	Jennifer Hannan, Modernization Program Manager	Revisions to address OSCIO feedback for Stage Gate 2 endorsement.
V2.0	3/2021	David Ford, Modernization Program Manager	Revisions to add PFMLI contributions and address changes needed for Stage Gate 3 endorsement.

Program Overview

The Employment Department's Modernization Program is a multi-year initiative focused on transforming the agency's business processes and core technology systems. Computer systems supporting receipt of unemployment insurance (UI) taxes, paid family and medical leave insurance (PFMLI) contributions, payment of UI benefits, and delivery of employment services will be replaced or established. Further, business processes will be transformed to take advantage of opportunities and benefits available through new system capabilities.

Project Overview

The UI Modernization Project is an initiative being chartered through the Modernization Program. Its purpose is to replace or create the computer systems supporting receipt of UI taxes and PFMLI contributions, and payment of UI benefits. Additionally, we will transform business processes to take advantage of opportunities and benefits available through new system capabilities.

Document Purpose

A charter communicates basic information about a project, and authorizes use of resources to attain the project's objectives. Further, the charter describes the vision and benefits to be achieved through the project, and states how the project aligns with or supports the strategic plans of the agency and the State of Oregon. This document provides a means to share this information with key partners and stakeholders.

Document Audience

This document is intended for these primary audiences:

- **Program sponsors and steering committee members** – to understand the project purpose, expected outcomes, and how success will be monitored and measured. The sponsors and steering committee should ensure that the purpose of the Modernization Program and UI Modernization Project are clearly stated, and that goals and objectives reflect the desired outcomes for the agency.
- **Internal and external oversight entities** – to understand the project purpose, expected outcomes, and how success will be monitored and measured.
- **Program and project team members and vendor staff** – to understand the purpose and desired outcomes expected, clear direction for what must be delivered, and how it will be measured.
- **Agency employees and external stakeholders** – to reference for general awareness.

Background

In 2015, the Employment Department chose to invest in a modernization initiative to transform the agency's business and technology systems to innovatively meet the evolving needs of Oregon's businesses and citizens. During the 2015-17 biennium, the agency submitted Policy Package 101 requesting the expenditure limitation and position authority to initiate the Modernization Program. The Modernization Program will accomplish its goals through the execution of various projects.

In November 2016, the agency contracted with the Information Technology Support Center¹ to conduct a feasibility study. The feasibility study expanded the agency's knowledge of available market solutions and other states' modernization projects. This information has been helpful in constructing program plans, identifying the agency's preferences, and providing documentation as the first project is initiated. The feasibility study was completed in January 2018.

The agency developed an initial business case describing the business needs, benefits, and justification for the Modernization Program. The Modernization Business Case describes the business drivers, desired outcomes, and strategic alignment with the agency's strategic plan, the Governor's priorities, as well as other state priorities and initiatives.

In 2017 the agency developed preliminary foundational documents supporting initiation of the Modernization Program. Stage Gate 1 endorsement was received in January 2018, and the program entered into Stage 2, focused on formal initiation of the program and its associated projects.

Following the completion of the feasibility study and receipt of Stage 1 endorsement, the agency chose to focus initial efforts on modernization of the UI program, specifically UI tax. The agency prefers to pursue an integrated UI solution for both tax and benefits. Therefore, the agency is initiating a single UI project, with phases for tax and benefits.

Additionally, HB 2005 (2019) (ORS 657B) established a PFML program and assigned the Employment Department the responsibility to create and administer the new program. Agency leadership decided the best way to serve Oregon employers and businesses is to have a single system that supports both UI taxes and PFML contributions. Accordingly, the agency expanded the scope of the UI Modernization Project to include PFML contributions technology needs.

¹ The Information Technology Support Center (ITSC) is a non-profit organization housed in the National Association of State Workforce Agencies, funded by grants from the U.S. Department of Labor, and governed by state unemployment insurance and workforce leaders. The ITSC has worked with other states on their modernization efforts and is knowledgeable of unemployment insurance models and practices nationwide.

Risks Mitigated

Modernizing core information technology systems and business processes will ensure the agency can continue to provide services to Oregonians and Oregon businesses today, and be prepared to respond to emerging future needs. Postponing the modernization effort and continuing use of legacy systems increases the severity of and exposure to risks affecting the agency's ability to deliver key services.

The primary drivers for modernization and initiation of the UI Modernization Project include:

- **Risk that we cannot sustain delivery of secure and reliable services.** First and foremost, we must ensure we can continue to deliver secure and reliable services. It is becoming increasingly difficult to recruit and retain employees with the skillsets needed to support our aging computer systems. As of May 2018, almost 40 percent of the technical employees that support our existing systems are eligible for retirement.
- **Challenges to provide customers with personalized and updated services.** Our customers desire personalized and updated services, such as online self-service options and mobile-friendly applications, and it is not feasible to meet these needs with our current systems.
- **Constrained and inflexible systems that cannot adapt to changing business, state, and federal requirements.** There are many opportunities to be more efficient and effective in how we deliver our services. Our current systems constrain our ability to change our business processes, implement requirements due to state and federal policy changes, resolve challenges, and automate or remove manual work. These improvements will allow us to be more efficient, reduce processing time, improve the accuracy of actions and information, and be more responsive to policy changes.
- **Difficulties in managing access and sharing data securely with our partners.** Our existing systems were not designed with integrated data security. Controlling data security is complex and it is difficult to manage user access appropriately. Newer technology provides opportunities for improved security measures, and would allow us to respond more nimbly to security threats and more easily manage access. Additionally, our partners wish to interact and share data with us using modern and flexible technologies.
- **Opportunity to leverage existing infrastructure and resources to develop and administer the new PFML program.** The directive to implement the PFML program comes in time to take advantage of a unique opportunity to be a part of the modernization process. Through such effort we will better achieve established goals and outcomes; advance our partnerships and systems to provide innovative services to Oregon's diverse people and businesses; make services increasingly accessible through the improved and expanded use of technology; and allow customers to easily understand the services available to them and their responsibilities for receiving those services.

Goals and Objectives

Goals and objectives for the Modernization Program are documented within the Modernization Program Charter. Delivery of these goals and objectives will be through individual projects. The program goals and objectives relevant to the UI Modernization Project are included below. These goals and objectives will guide the definition of project scope. Further, at the end of the project, achievement of these goals and objectives will be reported upon based on established metrics for each objective.

Goal 1: Enhance customer experience – Deliver improved services, such as online self-service, automation, access to data, and integration with partners.

Supporting objectives

- Improve customer satisfaction
- New online service options
- Improve service availability through mobile applications
- Increase access to timely and accurate data for customers
- Create additional data elements that address missing data points
- Seamless service delivery with our partners

Supporting performance metrics

UI Division – tax

- Increase in percentage of employers utilizing online reporting methods
- Decrease in timeframe for status determinations
- Decrease in timeline to respond to stakeholder requests

UI Division – benefits

- Decrease in average adjudication timeline
- Increase in percentage of online claim filing
- Decrease in overpayment rate

Goal 2: Transform business processes – Leverage modern system capabilities to provide improvements and efficiencies in business processes, deliver new tools for our employees, and support more effective service delivery to our customers.

Supporting objectives

- Improve state, federal, and other internal key performance outcomes and metrics long term
- Minimize process pain points
- Automate repeated manual processes and reporting that do not require human judgement
- Fulfill business requirements

Supporting performance metrics

- Improve applicable state, federal, and internal performance metrics
- Eliminate prioritized pain points
- Increase the number of automated processes
- Reduce manual work to develop mandated reports
- Business requirements met or exceeded

Goal 3: Improve data security – Improve our ability to anticipate and respond to data security threats and manage access.

Supporting objectives

- Improve the extensibility and flexibility of access control administration
- Implement comprehensive audit logs
- Comply with all applicable regulatory security standards

Supporting performance metrics

- Decrease average timeframes to process access requests
- Reduce security-related audit findings
- Implement role-based access for all new systems solutions
- Implement access that follows the principal of least privilege

Goal 4: Modernize technology – Replace the agency’s aging computer systems that support unemployment insurance taxes, payment of benefits, and delivery of employment services.

Supporting objectives

- Replace in-scope systems and functions
- Replace in-scope interfaces
- Deliver flexible and sustainable systems
- Deliver technical requirements

Supporting performance metrics

- Replace and decommission in-scope legacy systems
- Replace in-scope interfaces and data transfers
- Deliver technical requirements
- Reduce the number of systems and interfaces within the agency’s technical architecture

Goal 5: Provide expandable technology - Deliver a system capable of supporting new programs and functionality needs.

Supporting objectives

- Deliver system solutions that can be leveraged for new programs’ technology needs.
- Promote system standards that provide opportunity to support new and expanded functionality needs of agency programs.
- Promote employer buy-in and compliance by delivering systems and processes that take into consideration input and feedback of agency customers and stakeholders.
- Deliver systems that provide equitable access for Black, Indigenous and other people of color, low-wage workers, people with disabilities, and currently and historically excluded workers and employers based on ongoing identification of gaps and opportunities.
- Establish systems and processes that support the administration of agency programs in a way that is customer-focused, cost-conscious, and sustainable.

Supporting performance metrics

PFMLI Division - contributions

- Number of new programs or functionalities supported.
- Customer usage and compliance metrics improve over time.
- Increased customer satisfaction for all customer groups.
- Increased usage, compliance, and customer satisfaction among targeted populations.
- Program timeliness, quality, and financial performance metrics improve over time.

Project Metrics

In addition to measuring project success based on the project’s goals and objectives, the following project health metrics will be captured and reported to communicate successful management of the project and resources.

BUDGET

The Modernization Program and its projects are funded by UI funds and other revenues available to the agency. Specific one-time UI funds were distributed by the U.S. Department of Labor in 2009, also referred to as modernization funds, and reside in the UI Trust Fund. The agency has chosen to use these Modernization Funds as a primary source of funding for UI modernization. The Employment Department made the decision to integrate the PFMLI contributions solution with the UI Modernization Project. The costs for PFMLI will be paid for using employer and employee contributions paid into the PFMLI fund. Prior to the collection of contributions, PFMLI costs will be paid through a loan from the General Fund that will be repaid once PFMLI contributions are being collected. Other funds may be used where available and advantageous for agency long-term business and program funding purposes, and as allowed or required by state or federal law.

Initial analysis from the Modernization Business Case estimate project costs to range from approximately \$80 - \$123 million.

Budget will be maintained within established variances from the budget baseline. Budget impacts resulting in changes to the baselined budget or contingency expenditures are subject to change control, and will be fully disclosed in budget reporting. See the program’s budget management plan and change control plan for further details on these processes.

Figure 1 – Modernization Funds

UI Modernization Fund	
Received 6/8/2009 (Related to enactment of SB 462, 2009 OR Legislature)	\$ 28,524,880
Received 7/20/2009 (Related to enactment of HB 2624, 2009 OR Legislature)	\$ 57,049,761
Total received	\$ 85,574,641

Each distribution was tied to specific legislation and approved by the U.S. Department of Labor.

This table does not reflect the current balance of Modernization Funds

SCOPE

Scope will be measured by satisfaction of identified scope components as identified in the UI Modernization Project Scope document. Changes in scope that involve product customization, contract changes, or that impact schedule or budget baselines are subject to change control, and will be fully disclosed in scope reporting. See the program's scope management plan and change control plan for further details on these processes.

Scope Parameters

Items in scope for the UI Modernization Project include:

- Implementation of vendor solutions that include the functionality supporting the UI and PFMLI programs. Primary business functions that must be supported by a new tax and benefits solution include:

UI Tax Functions

- **Employer Accounts:** Registration, Determination, Account Maintenance, Blocked Claims, Suspense, Closings
- **Accounting:** Cashiering, Accounting, Fund Accounting, Recovery
- **Wage Reporting:** Quarterly Reporting, Wage Records, Questionable Wages, Amended Reports
- **Audit:** Field Audit, Special Investigations, Suspense
- **Appeals:** Appeals Management, Schedule Resources, Supporting Documentation

UI Benefits Functions

- **Claims:** Claim Intake, Monetary Eligibility, Weekly Claims, Additional Claim/Reopen, Benefit Payment, Benefit Charging, Charge Relief, Claim Redetermination, Special Claims
- **Issue Resolution:** Adjudication, Investigations, Overpayment, Recovery, Pre-appeal Review, Appeal Management
- **Administration:** Benefits Accuracy Measurement, Benefits Timeliness Quality, Federal Reporting, Management Reporting, Workload Forecasting, Financial Reporting

PFMLI Contributions Functions

- **Employer Accounts:** Registration, Determination, Account Maintenance, Small Employers, Equivalent Plans, Suspense, Closings
 - **Accounting:** Cashiering, Accounting, Fund Accounting, Recovery
 - **Wage Reporting:** Quarterly Reporting, Wage Records, Amended Reports
 - **Audit:** Field Audit, Special Investigations, Suspense
 - **Appeals:** Appeals Management, Schedule Resources, Supporting Documentation
 - **Small Business Grants:** Registration, Determination, Accounting
- Configuration, development, or modification of vendor solution(s) to meet the agency's detailed business requirements.

- Modifications to internal systems that are impacted as a result of implementing the new system.
- Revised high-level business process documentation that reflects changes in process as a result of the new system solution.
- Knowledge transfer and technical documentation to support the new systems.

Items not in scope:

- Changes to IT operations and governance processes (i.e. regular desktop hardware and software upgrades, new computers).
- Replacement of systems that do not directly support UI – employment services, payroll, finance, procurement, phone systems.

Scope Components

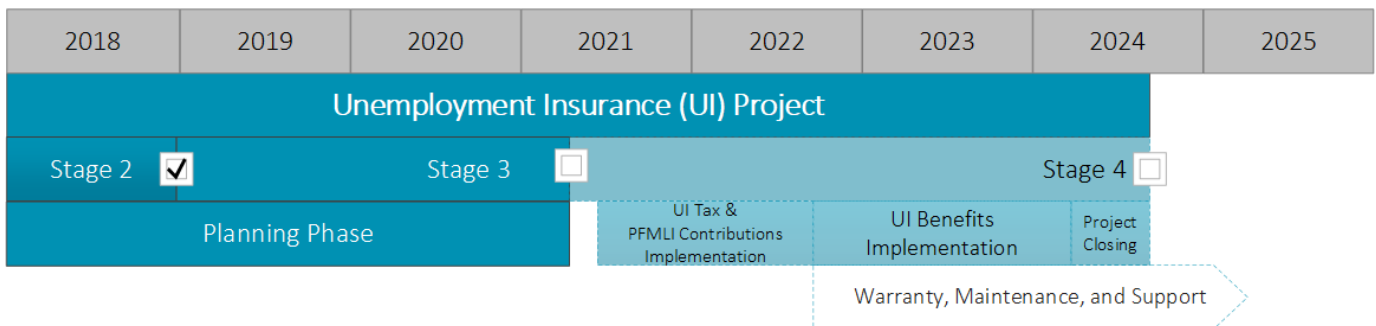
The project scope will be defined by eight components. These components are tracked and monitored throughout each modernization project.

- Legacy systems replaced
- Legacy systems impacted
- External data transfers and interfaces
- Internal data transfers
- External access rights
- Mandatory reports
- Business requirements
- Technical requirements

SCHEDULE

Schedule impacts resulting in changes to major milestones within the baselined budget are subject to change control and will be fully disclosed in schedule reporting. The following illustrates the high-level timeline for implementing the UI Modernization Project.

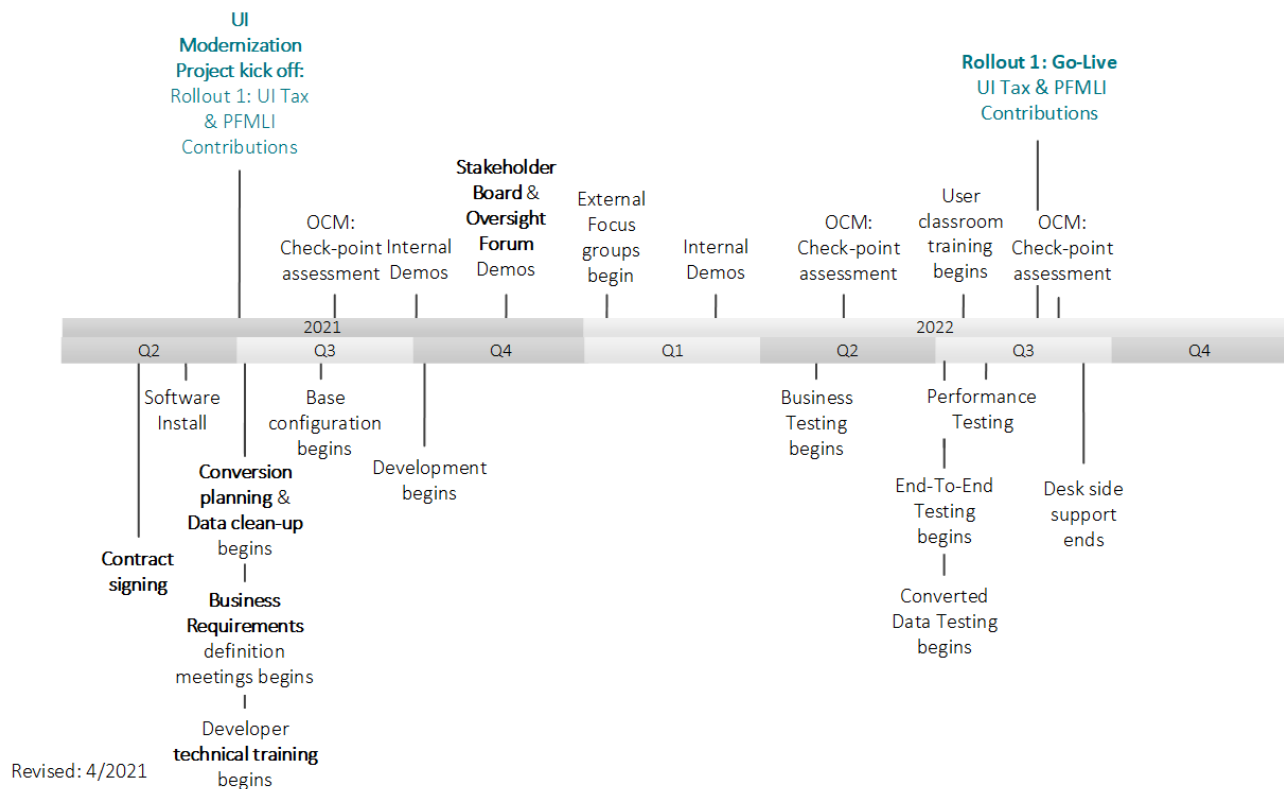
Figure 2 – UI Modernization Project Timeline



Revised: 4/2021

Milestones and activities planned in calendar years 2021/2022 are shown below. While these depict the focus of work during the first rollout for the execution phase of the project, additional work and milestones will be added within the project’s schedule as progress is made towards detailed planning with the solution vendor.

Figure 3 – UI Modernization Project Milestones and Activities 2021/2022



Project Resources

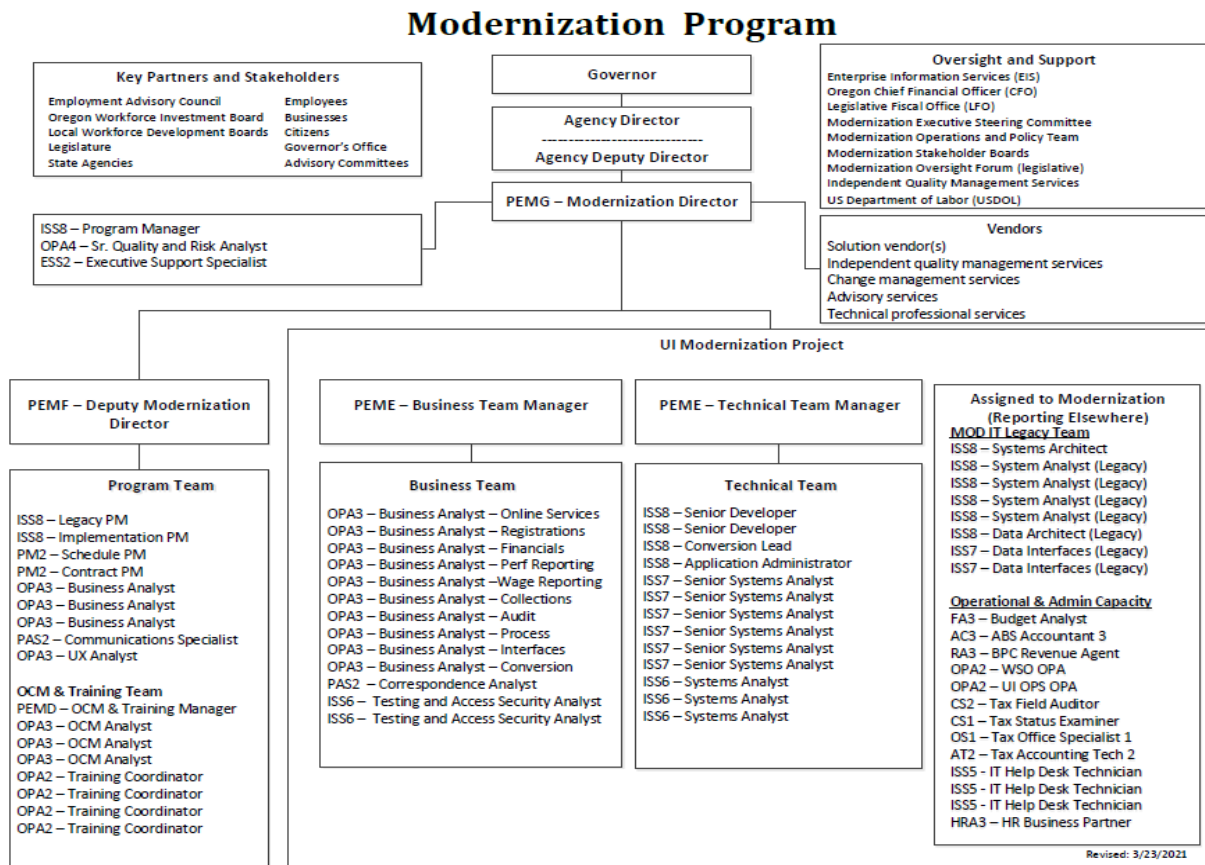
A variety of project resources will be necessary to deliver the project. These resources consist primarily of staffing resources comprised of both agency employees and contracted vendor staff. Staffing needs anticipated for the project were approved in the 2019-21 Modernization Policy Package and additional resources were approved in the September e-Board requested in 2020. Further, position adjustments and staffing funding needs were included in the request for the 2021-23 Modernization Policy Package.

In addition, hardware, software, licensing, facilities, and supplies will also be necessary. An overview of anticipated resource needs and expenses is detailed within the Modernization Program Business Case. Agency staff dedicated to the project include:

- **Modernization Program Staff** – Comprised of agency employees with project management, organizational change management, training coordination, budget, contracts, schedule, and leadership expertise. These employees will serve for the life of the Modernization Program and be involved in, or assist with, all modernization projects.

- UI Modernization Project Staff – Comprised of dedicated project managers, business analysts, technical staff, and business expertise focused on the delivery and execution of the project. In addition, expanded team resources will be involved when necessary to provide subject matter expertise, testing, and training to augment the dedicated project team resources.

Figure 4 – Modernization Program 2021-23



Project Flexibility Constraints

Projects are constrained by the following major areas: schedule, scope, budget, and resources. Every project has different priorities based on the sequencing of these areas.

Figure 5 – Project Constraint Matrix

Area	Priority	Explanation
Resource	Least flexible	The agency has limited employees with legacy system knowledge and business expertise. Capacity constraints will need to be managed carefully to support day-to-day operational needs, changes to legacy systems to ensure the new system integrates successfully, and that legacy system functionality is retired/decommissioned appropriately. Further, the agency must invest in employees during the project to support both implementation and also build the knowledge and expertise needed to continue support of the new system after the project concludes.
Scope	Somewhat flexible	While some requirements or desirable functionality could be delivered later as production support work after implementation, the system must support the core functions and services of the agency, including compliance with federal and state requirements.
Schedule	Less flexible	While there is a growing need to replace current systems, there are not critical deadlines that constrain the delivery timeline for UI. However, HB2005 (2019) (ORS657B) specifies a date whereby PFMLI contributions become effective, which is currently January 1, 2022. The agency is actively working with the Legislature to modify this date. Business operational processes and workflow are considered as implementation dates are established.
Budget	Most flexible	The agency has dedicated UI insurance funds that can be used as a primary source of funding for the UI expenses of this project. Further, other funds may be used where available and advantageous for long-term funding purposes, and as allowed or required by state or federal law. PFMLI costs initially will be paid through a loan from the General Fund that will be repaid once PFMLI contributions are being collected. Once the PFMLI fund is established, the expenses for PFMLI program will be paid for using employer and employee contributions paid into the PFMLI fund.

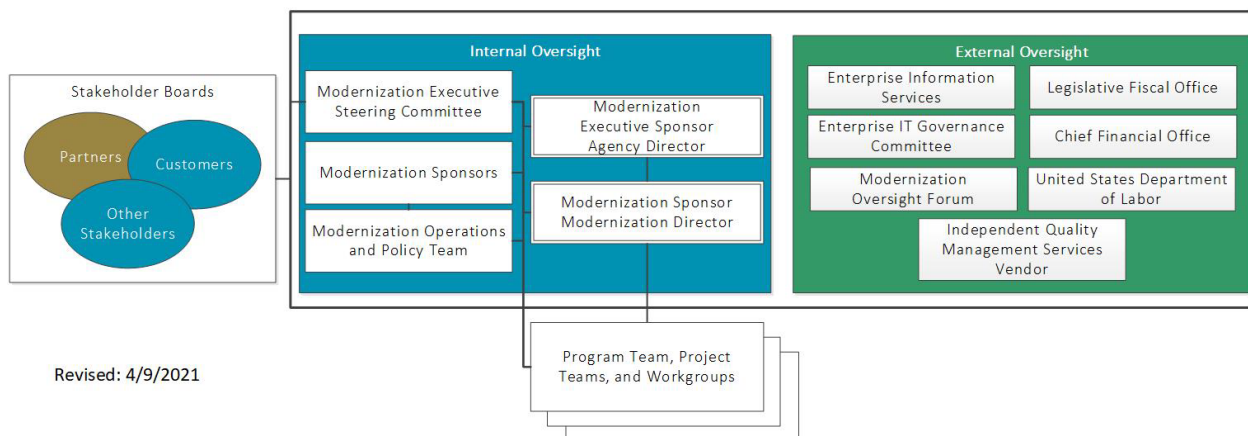
Project Approach

The approach and management of the UI Modernization Project is informed by the guiding principles, preferences, and approach outlined within the Modernization Program Charter. These program-level guidelines will be adopted by the UI Modernization Project and incorporated into the project's management processes.

The Modernization Program and its projects are a priority of the agency and the outcomes will touch every aspect of the agency, from processes to people. Project performance measures, and oversight requirements will be established to ensure the UI Modernization Project delivers the expected outcomes and benefits. All modernization projects will adhere to established oversight requirements and follow project management standards and best practices as described within the Project Management Body of Knowledge (6th edition, released September 2017).

The Modernization Executive Sponsor is ultimately accountable, and Modernization Director is responsible, to deliver the project outcomes. Further, the project will have oversight and accountability on multiple levels. The Modernization Program's Governance Plan describes the primary oversight roles, along with those who have accountability to deliver the project outcomes.

Figure 6 – Modernization Program Governance



Critical Success Factors

Critical success factors are the elements necessary for the Modernization Program to achieve its goals. Many of these were identified through the feasibility study conducted in 2017. The critical success factors identified for success of the Modernization Program are:

- Cohesive sponsorship and agency leadership supporting the program and its projects
- Sufficient funding to cover the resource needs for the program and constituent projects
- Timely, relevant, and transparent communication
- Change management resources and activities to prepare agency employees for new systems and changes in business processes
- Partnership and involvement from business and information technology units within the agency
- Regular engagement with partners and other external stakeholders
- Disciplined change control for scope, schedule, budget, and contract adjustments
- Attention to data conversion and data cleaning activities

- User involvement and clear business objectives and requirements
- Skilled and sufficient staffing
- Facilities supporting a collaborative work environment, such as co-located space for agency project team and vendor staff

Key Stakeholders

All stakeholders that may be involved or impacted by the UI Modernization Project will be identified and documented within the program's stakeholder registry. Further, partnerships exist with other state agencies to deliver services to common customers. These key partner stakeholders, their interests and shared services, and a strategy for engagement and involvement during the project will also be documented within the stakeholder registry.

Key stakeholders identified are listed below:

- Agency employees
- Modernization team and steering committees
- Modernization Oversight Forum
- UI Modernization Stakeholder Board
- PFMLI Advisory Committee
- Vendors supplying products or services for the project
- Customers – Oregonians and Oregon businesses
- Tax practitioners and tax software vendors
- Employment Department's Workforce Operations Division, and its partners
- Partner agencies – Department of Revenue, Department of Consumer and Business Services, Secretary of State
- Legislative Fiscal Office
- Department of Administrative Services, Office of the Chief Information Officer
- Department of Administrative Services, Chief Financial Office
- Governor's office
- U.S. Department of Labor
- Federal and State Treasury
- Federal Emergency Management Agency
- Internal Revenue Service
- Department of Justice
- Interagency Compliance Network
- Financial agencies and institutions – State Treasury, Banks
- Employment Appeals Board/Office of Administrative Hearings
- Department of Corrections and county jails
- Other UI and PFMLI state agencies

Approving Authorities

David K. Gerstenfeld

[David K. Gerstenfeld \(Apr 13, 2021 12:07 PDT\)](#)

David Gerstenfeld, Modernization Executive Sponsor Date
Oregon Employment Department, Acting Agency Director

Renee Royston

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Renee Royston, Modernization Program Sponsor Date
Modernization Director

Lindsay Leahy

[Lindsay Leahy \(Apr 14, 2021 17:14 PDT\)](#)

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Gerhard Taeubel

[Gerhard Taeubel \(Apr 13, 2021 07:04 PDT\)](#)

Gerhard Taeubel, Business Sponsor Date
Acting Paid Family and Medical Leave Insurance Division Director

Bill Truex

[Bill Truex \(Apr 12, 2021 15:51 PDT\)](#)

Bill Truex, Business Sponsor Date
Chief Information Officer












UI Modernization Project Charter V2.0


Final Audit Report

2021-04-15

Created:	2021-04-12
By:	Lynn Kneeland (lynn.kneeland@oregon.gov)
Status:	Signed
Transaction ID:	CBJCHBCAABAAfKOfBMLrSuhikuvKFLOPCfWWoPcR1YOU

"UI Modernization Project Charter V2.0" History

-  Document created by Lynn Kneeland (lynn.kneeland@oregon.gov)
2021-04-12 - 10:17:49 PM GMT- IP address: 159.121.204.129
-  Document emailed to David K. Gerstenfeld (david.k.gerstenfeld@oregon.gov) for signature
2021-04-12 - 10:19:22 PM GMT
-  Document emailed to Renee Royston (renee.r.royston@oregon.gov) for signature
2021-04-12 - 10:19:22 PM GMT
-  Document emailed to Bill Truex (bill.l.truex@oregon.gov) for signature
2021-04-12 - 10:19:23 PM GMT
-  Document emailed to Gerhard Taeubel (gerhard.taeubel@oregon.gov) for signature
2021-04-12 - 10:19:23 PM GMT
-  Document emailed to Lindsy Leahy (lindsy.k.leahy@oregon.gov) for signature
2021-04-12 - 10:19:23 PM GMT
-  Email viewed by Bill Truex (bill.l.truex@oregon.gov)
2021-04-12 - 10:50:11 PM GMT- IP address: 73.190.69.116
-  Document e-signed by Bill Truex (bill.l.truex@oregon.gov)
Signature Date: 2021-04-12 - 10:51:00 PM GMT - Time Source: server- IP address: 73.190.69.116
-  Email viewed by Renee Royston (renee.r.royston@oregon.gov)
2021-04-12 - 11:18:25 PM GMT- IP address: 159.121.204.129
-  Document e-signed by Renee Royston (renee.r.royston@oregon.gov)
Signature Date: 2021-04-12 - 11:19:44 PM GMT - Time Source: server- IP address: 159.121.204.129
-  Email viewed by David K. Gerstenfeld (david.k.gerstenfeld@oregon.gov)
2021-04-12 - 11:32:59 PM GMT- IP address: 159.121.204.129

 Email viewed by Gerhard Taeubel (gerhard.taeubel@oregon.gov)


2021-04-13 - 2:02:28 PM GMT- IP address: 159.121.204.129

 Document e-signed by Gerhard Taeubel (gerhard.taeubel@oregon.gov)

Signature Date: 2021-04-13 - 2:04:40 PM GMT - Time Source: server- IP address: 159.121.204.129

 Document e-signed by David K. Gerstenfeld (david.k.gerstenfeld@oregon.gov)

Signature Date: 2021-04-13 - 7:07:17 PM GMT - Time Source: server- IP address: 159.121.204.129

 Email viewed by Lindsy Leahy (lindsy.k.leahy@oregon.gov)

2021-04-15 - 0:14:16 AM GMT- IP address: 50.39.138.42

 Document e-signed by Lindsy Leahy (lindsy.k.leahy@oregon.gov)

Signature Date: 2021-04-15 - 0:14:46 AM GMT - Time Source: server- IP address: 50.39.138.42

 Agreement completed.

2021-04-15 - 0:14:46 AM GMT