



Stage 1 Business Analysis

Department of Technology, SIMM 19A, Revision 7/1/2015

1.1 General Information

Agency or State Entity Name:

Motor Vehicles, Department of

Organization Code:

2740

Proposal Name:

Front End Applications Sustainability

Proposal Description:

DMV proposes to leverage the work done in the previous system modernization project, by migrating the Vehicle Registration, Occupational Licensing, and Cashiering front-end applications to a more sustainable technology platform.

Proposed Start Date:

Delegated Cost Threshold (Optional):

Over Under

Department of Technology Project Number:

2740-218

1.2 Submittal Information

Contact Information:

Contact First Name:

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Submission Date:

7/6/2016

Submission Type:

- New Submission Updated Submission (Pre-Approval)
 Updated Submission (Post-Approval) Withdraw Submission

Project Approval Executive Transmittal:



FE Sustainability
Transmittal.pdf
Adobe Acrobat Document
1.07 MB

1.3 Preliminary Assessment

1.3.1 Reportability Assessment

Yes No

1. Does the Agency/state entity anticipate requesting a budget action to support this proposal? Yes No
2. Does the Agency/state entity anticipate the estimated total development and acquisition cost to exceed the Department of Technology's established Agency/state entity delegated cost threshold **and** the proposal does not meet the criteria of a desktop and mobile computing commodity expenditure? Yes No
3. Does this proposal involve a new system development or acquisition specifically required by legislative mandate **or** is subject to special legislative reporting or review as specified in budget control language or other legislation? Yes No

Anticipated Reportability

Is this proposal anticipated to be reportable? Yes No

Planned Reporting Exemption

Does the Agency/state entity anticipate seeking an exemption from project reporting? Yes No
(Answer only if Anticipated Reportability above is "Yes.")

1.3.2 Impact Assessment

Yes No

1. Has the funding source(s) been identified for this proposal? Yes No

If "Yes," select applicable funding source(s) and enter the fund availability date. If funding source is "Other Funds," specify below:

FUND SOURCE
Mark all that apply

General Fund

Special Fund

Federal Fund

Reimbursements

Bond Fund

Other Funds

FUND AVAILABILITY DATE

2017/18

2. Will the State possibly incur a financial sanction or penalty if this proposal is not implemented? If "Yes," provide details in Section 1.9 Business Problem or Opportunity Summary. Yes No

3. Is this proposal anticipated to have high public visibility? If "Yes," provide details in Section 1.9 Yes No

Business Problem or Opportunity Summary.

4. On a scale of 1 to 3 (1 = None, 2 = Partially, 3 = Fully), indicate how well the current business processes are documented, communicated and available for review.

2

1.4 Business Sponsor and Key Stakeholders

Executive Sponsors

Title	First Name	Last Name	Business Program Area
Deputy Director	Stacy	Cockrum	Information Systems Division
Deputy Director	Kathleen	Rose	Registration Operations Division
Deputy Director	Pamela	Mizukami	Administrative Services Division
Acting Deputy Director	William	Davidson	Field Operations Division
Deputy Director	Rico	Rubiono	Communication Programs Division
Deputy Director	Wesley	Goo	Licensing Operations Division

Business Owners

Title	First Name	Last Name	Business Program Area
Deputy Director	Kathleen	Rose	Registration Operations Division
Deputy Director	Pamela	Mizukami	Administrative Services Division
Deputy Director	Wesley	Goo	Licensing Operations Division

Key Stakeholders

Title	First Name	Last Name	Business Program Area/Group	External
Deputy Director	Stacy	Cockrum	Information Systems Division	<input type="checkbox"/>
Deputy Director	Kathleen	Rose	Registration Operations Division	<input type="checkbox"/>
Deputy Director	Pamela	Mizukami	Administrative Services Division	<input type="checkbox"/>
Acting Deputy Director	William	Davidson	Field Operations Division	<input type="checkbox"/>
Deputy Director	Rico	Rubiono	Communication Programs Division	<input type="checkbox"/>
Deputy Director	Wesley	Goo	Licensing Operations Division	<input type="checkbox"/>

1.5 Business Driver(s)

Mark all that apply

Financial Benefit:

- Increased Revenues
- Cost Savings
- Cost Avoidance
- Cost Recovery

Mandate(s):

- State
- Federal

Improvement:

- Better Services to Citizens
- Efficiencies to Program Operations
- Improved Health and/or Human Safety
- Technology Refresh

Security:

- Improved Information Security
- Improved Business Continuity
- Improved Technology Recovery

1.6 Statutes or Legislation

Statutes or Legislation:

- New Statutes
- Potential Legislation
- Changes to Existing Legislation
- Not Applicable

Bill Number:

Legal Reference:

Additional Information:

1.7 Program Background and Context

The DMV's legacy front-end applications associated with Vehicle Registration (VR) Occupational Licensing (OL), and Control Cashiering (CC) services are based on a 30-year-old Department Motor Vehicle Automation (DMVA) system, which is written in the obsolete programming language Event Driven Language (EDL), and runs on an unsupported operating environment. DMV has maintained this system well beyond its useful life.

DMV's reliance on the outdated technology continues to jeopardize the department's ability to provide essential services for California's public and to support the economy through its revenues. Although the Department has successfully modernized portions of its IT infrastructure, DMV is still dependent on this obsolete technology to support its front-end business applications. This technology puts the State at risk of major disruption of services should these applications fail.

DMV provides a broad range of services to millions of California residents through 174 field offices, 3 call centers, 186 Auto Clubs and over 4000 business partner locations throughout the State. DMV utilizes these obsolete legacy front-end applications to provide the following services:

- Registering Vehicles and Issuing Vehicle Titles - DMV issues registrations and titles to commercial and personal cars, trucks, motorcycles, trailers, and vessels through various programs. These programs identify and establish ownership records and provide revenue to support state and local programs and enforce compliance with federal, state, and local mandates. DMV also issues special placards/license plates to disabled individuals, and special interest/personalized license plates to purchasers. Many vital registration processes, including the titling and registration of all new vehicles sold through licensed car dealers, are completed through Auto Clubs and private sector entities participating in the department's Business Partner Automation (BPA) program. The Auto Clubs use DMV's equipment and technology directly to provide services, whereas the BPA systems interface with the department's DMVA system through DMV's Virtual Clerk application. The BPA program has over 4,000 participating locations that connect with the Department electronically through four service providers known as First Line Service Providers. Assembly Bill 1215 (Chapter 329, Statutes of 2011) required all new car dealers to join the BPA program, and the number of BPA participants is growing continuously.
- Licensing the Motor Vehicle Industry - DMV licenses and regulates a variety of occupations and businesses relating to driving and vehicles. Examples of regulated businesses include vehicle manufacturers, dealers, salespeople, distributors, dismantlers, transporters, traffic schools, and driving schools.
- Control Cashiering -Through the VR and OL services, along with driver licensing and various other programs, the Department generates approximately \$7.9 billion in annual revenues. The legacy DMVA system's CC function supports the services provided by DMV and is instrumental in the collection of these revenues.

The Registrations Operations Division (ROD), Field Operations Division (FOD), Licensing Operations Division (LOD), Communication Programs Division (CPD), Administrative Services Division (ASD), and the Information Systems Division (ISD), are the primary stakeholders at DMV providing the above services to the public.

The EDL programming language inhibits responsiveness to changing business needs and decreases DMV's ability to comply with changing laws because of its complexity and inherit system limitations. It is DMV's intent to convert all the EDL programs in the DMVA system to a more sustainable technology and retire the DMVA system.

1.8 Strategic Business Alignment

Strategic Business Goals	Alignment
Goal 2 – Develop and retain a versatile and informed workforce	Replacement of obsolete application technologies will optimize DMV's ability to recruit and retain qualified employees proficient in modern programming languages.
Goal 4 – Optimize our processes and update our technology	Modernization of obsolete application technologies will optimize DMV's processes by reducing reliance on complex, difficult to maintain and error prone programming languages.
<p><i>Strategic IT Goal</i></p> Goal 1 – Innovation Bound by Efficiency	DMV is committed to serving our internal and external customers. The strategy of this proposal is to leverage effective and sustainable information technologies, and reduce reliance on complex, outdated, difficult to maintain technologies and reduce IT technical limitations.
<p><i>Strategic IT Goal</i></p> Goal 2 – Attract and Retain a Skilled IT Workforce	Leveraging effective and sustainable information technologies for DMVA front-end applications enables DMV to find, recruit and retain skilled IT workforce.
Strategic Plan Last Updated	7/1/2013

1.9 Business Problem or Opportunity Summary

Reliance on this outdated legacy technology continues to jeopardize DMV's ability to provide essential services for California's public and to support the economy through its revenues. DMV has been challenged by the difficulties related to maintaining the front-end legacy applications and to respond quickly to requests from business customers, due to outdated technology. Updating to a modern programming language and framework will improve the department's ability to provide timely products and services to customers while meeting federal/state legislative mandates.

Although the Department has successfully modernized some of its IT infrastructure in the previous system modernization project, DMV is still dependent on 30-year-old technology, DMVA, as a front-end platform for VR, OL, and CC services. The CC program is a vital application that manages the revenues for all of the licensing, titling and VR transactions. Currently, DMV uses Enterprise Applications Services Environment (EASE) as the front-end platform for Driver License (DL) services, and connects to Control Cashiering in the DMVA system through Bridge Code. This component was initially developed as an interim workaround before a new CC application could be implemented. DMV has to continue supporting two systems (EASE and DMVA) for front-end applications, and maintain workarounds to meet the business needs. There is an opportunity to migrate two front-end systems into one, leverage the technologies built in EASE, such as security access management, and eliminate the workarounds such as Bridge Code, thus reducing maintenance cost and supporting resources.

DMV is also faced with limited resources that have the necessary skillsets for maintaining these computer programs. This limitation of resources hinders the department's ability to respond to new business requirements that impact our front-end programs, and to correct defects in a timely manner. Additionally, system limitations caused by obsolete technologies and technical architecture affect the department's ability to accommodate mandated changes. Conversion of the DMV's front-end programs to a more supportable and sustainable language will improve efficiencies and enhance our ability to leverage our system for future changes. There are opportunities to retire outdated technologies, eliminate the system limitations, and improve DMV's ability to accommodate mandated changes.

Given the importance of DMV services to the citizens and the economy of California, it is essential that the Department maintain its abilities to serve the public and law enforcement. DMV must take steps to complete the work previously started for titling business processes, the VR and CC programs, and migrate them to a more sustainable technology platform that will minimize the risk of a catastrophic failure of the systems that support essential services to DMV customers.

Additionally, it should be noted that this effort is expected to have some degree of visibility due to the fact that the media and public have consistently shown interest in past projects.

1.10 Business Problem or Opportunity and Objectives Table

ID Problems or Opportunities

- | | |
|---|---|
| 1 | <p>DMV has been challenged by scarce system support resources for the obsolete technologies. The DMVA system includes more than 487 EDL programs and approximately 1.5 million lines of code for the front-end VR, OL, and CC applications. The EDL programs were originally developed for the IBM Series/1 in Event Driven Executive (EDX) operating system in the 1980's, which now operates under emulation in the RS/6000 Advanced Interactive eXecutive (AIX) environment. The current operating system software and AIX hardware environment is obsolete and unsupported. Upgrades are not possible due to the EDX emulation software. These factors increase the risk of catastrophic failure and jeopardize DMV's ability to provide essential services to the citizens of California.</p> <p>As of February 2016 only three (3) developers maintain all of the EDL programs. These EDL programmers</p> |
|---|---|

are approaching retirement age, and the resources to support this unique system environment are difficult to find, recruit and retain in the industry because these technologies are not taught in schools nor supported by industry.

Obj # Objective

1.1 Convert all EDL programs for VR, OL, and CC front-end applications to a modern technology by the end of the project.

Metric	Baseline	Target	Measurement Method
Number of EDL programs in DMVA	More than 487 EDL programs for front-end applications, and associated system and overhead utilities	0	Production system document and report

Obj # Objective

1.2 Reduce the risk of catastrophic failure caused by outdated systems, and hardware. Decommission DMVA system and hardware within 6 months after the implementation of the new system.

Metric	Baseline	Target	Measurement Method
DMVA system and hardware	Using DMVA system	Decommission DMVA system and hardware	Production system reports

Obj # Objective

1.3 Eliminate the need for specialized EDL programmers necessary to support the EDL programs for front-end applications, and allow redirection of these resources to the new programming language within 6 months after the implementation of the new system.

Metric	Baseline	Target	Measurement Method
Number of EDL programmers	3	0	Related documents showing no resources supporting EDL programs

1.11 Business and Stakeholder Capacity

1.11.1 Business Program Priorities

Yes No

Does this proposal share resources (state staff, vendors, consultants or financial) with other business program priorities within the Agency/state entity?

This proposal will proceed with the consideration of minimal service interruption and risks in mind, while facing the challenges in obsolete technologies and loss of staff expertise due to retirement. DMV is committed and prepared to make adjustments in the resources necessary to handle the current workload and support this proposal. The Department plans to hire consultants to assist the project established from this proposal. DMV business staff will continue to initiate programming requests as necessary pursuant to legislative mandates and regular maintenance and operations (M&O) requests. DMV staff will perform project management and oversight, and vendor resources will provide independent verification and validation (IV&V), and independent project oversight consultation (IPOC).

DMV Management will ensure that the project is deemed as a high priority project. The project will be monitored by the Project Governance (Steering Committee) and the Enterprise Governance Council (EGC), and

will monitor the progress of the project to ensure project costs, scope, and timelines are adhered to.

All stakeholder Divisions will have representation in project oversight and steering, both through their executive participation in the EGC and participation of mid/senior management Division representatives, whose duties are specified in Section 1.12.2.

1.11.2 External Stakeholder Involvement

There are 4389 business partner systems that communicate with the DMVA system; however, it is anticipated that the impact to business partners will be minimal. They will be involved with testing, training, rollout schedule, and changes in security access. As of 2015, there are 186 Auto Clubs using the DMVA system to conduct transactions. It is anticipated they will be impacted by the changes in user interface. They will be involved with testing, training, rollout schedule, and changes in security access.

1.11.3 New or Changes to Business Processes

Yes No

Does the Agency/state anticipate this proposal will result in the creation of new business processes?

Does the Agency/state entity anticipate changes to existing business process?

1.12 Organizational Readiness

1.12.1 Governance Structure

Yes No

Does the Agency/state entity have an established governance structure for combined business and IT decision making, including information security and privacy?

The EGC is a deliberative body established to advise the Directorate. The EGC takes an enterprise view of DMV, ensures alignment with DMV's Strategic Plan, and practices stewardship to create a strong sense of ownership and responsibility for outcomes.

The EGC provides a forum and structure for furthering DMV initiatives, portfolio projects, and other enterprise efforts, discussing enterprise issues, risks, and changes, and providing recommendations to the Directorate on actions, which further the strategic direction of the Department.

The EGC consists of eight members (Deputy Directors), five advisors (Deputy Directors and Branch Chiefs), and a facilitator, who represent the various program and support areas within DMV. EGC meets twice a month, and can be called to convene off-cycle if necessary.

Topics for consideration by the EGC are first brought to the Enterprise Planning and Performance Branch (EPPB - the team that provides support to the EGC, and reports to the facilitator). The EPPB evaluates the topic and proposed presentation to ensure an adequate level of detail and appropriate content type. Once confirmed, the EPPB then adds the topic to the agenda for the upcoming EGC session.

During the EGC session, the process owners (business sponsors) will present their topic, and ask for the council's guidance and/or approval to move forward. Once approved, the process owners will work with a Stage Gate Analyst to further develop the topic and begin creation of a Stage One Business Analysis if required.

1.12.2 Leadership Participation

Identify the levels of leadership that are aware of and engaged in addressing the business problem(s)/ opportunity(ies) identified in this proposal (check all that apply):

- Executive
- Senior Management Business/Program
- Mid-level Management Business/Program
- Senior Management IT
- Mid-level Management IT
- Enterprise Architect

Given the importance of the project, all levels of leadership will be available and committed throughout the project. The following table provides examples of the expected participation for each level of management.

Executive Management

- Serves as project advocate
- Resolves significant issues
- Communicates project status to stakeholders

Senior Management Business/Program

- Ensures effective management of project resources
- Escalates decisions and issues as needed

Mid-Level Management Business/Program

- Participates in developing and verifying project requirements
- Responsible for the day-to-day activities of the business staff engaged in the project
- Coordinates and ensures the organizational policy and procedural changes are developed and implemented
- Ensures SMEs are engaged appropriately and timely
- Works directly with the Project Manager

Senior Management IT

- Oversees the Project
- Helps coordinate work efforts that impact the project
- Resolves significant project issues
- Attends Project Management meetings
- Communicates project status to internal and external stakeholders as needed

Mid-Level Management IT

- Participates in project activities as a subject matter expert on VR/CC/OL systems
- Participates in project activities as a subject matter expert on IT systems, system services, and IT support processes
- Coordinates synchronization for new and legacy system functionality
- Develops project deliverables
- Participates in system integration and user acceptance test planning.
- Serves as a liaison with stakeholders
- Oversees the following:
 - System design
 - System and application development
 - Interface design and implementation
 - Unit testing
 - System documentation
 - Maintenance of test environments and data
 - Preparation of test plans and test scripts
 - System, performance, acceptance, and parallel testing as called for in test plans
 - Conducts post-implementation verification
 - Change management activities

- The establishment of project deliverables, which includes requirements analysis documents, system design documents, system documentation, training plans and materials, and training activities

Enterprise Architecture

- Help execute business strategy and realize strategic goals
- Provide guidance and support to stage gate approval process
- Identify technologies and infrastructure to be leveraged for this proposal
- Make sure this proposal is consistent with target architecture and enterprise roadmap
- Provide the overall business and IT context for this proposal
- Identify risks and provide support to project team

1.12.3 Resource Capability/Skills/Knowledge for Stage 2 Alternatives Analysis Yes No

Does the Agency/state entity anticipate requesting additional resources, through a budget request, to further study this proposal and/or perform procurement analysis?

Of the Agency/state entity resources identified to perform Stage 2 Alternatives Analysis for this proposal, enter the number of staff who have had experience with planning projects of a similar nature.

A Staff Information Systems Analyst has been assigned to assist in the development of deliverables for this proposal, along with a Senior Information Systems Analyst as a mentor. The two analysts will work collaboratively with the Business Team and Subject Matter Experts (SME) from various sections of the Department to develop the Stage 2 Alternatives Analysis (S2AA). A comprehensive worksheet has been composed by DMV identifying a specific list of SMEs and accompanying S2AA sections they will be responsible for completing.

1.12.4 Training and Organizational Change Management Yes No

With respect to the magnitude of this proposal, does the Agency/state entity have resources, processes, and methodologies in place to provide training and organizational change management services?

Does this proposal affect business program staff located in multiple geographical locations?
 If "Yes," specify the city, state, number of locations and approximate staff in each location:

City	State	Number of Locations	Approximate Number of Staff
Sacramento HQ	CA	1	1,000
Sacramento Call Center	CA	1	150
Riverside Call Center	CA	1	150
Fresno Call Center	CA	1	113
Region I Field Offices	CA	33	385
Region II Field Offices	CA	21	621
Region III Field Offices	CA	24	508

Region IV Field Offices	CA	22	489
Region V Field Offices	CA	23	385
Region VI Field Offices	CA	13	766
Region VII Field Offices	CA	18	552
Region VIII Field Offices	CA	18	547
Auto Clubs	CA	186	1,500
Business Partners	CA	4,389	16,000

Training

The Departmental Training Branch (DTB) has primary responsibility for the curriculum design, development, and delivery of training programs designed to meet the needs of the department’s 9,500 employees. DTB’s training efforts center on preparing employees to provide support services for carrying out the department’s core functions of Licensing and Identification Cards, Vehicle Registration and Titling, Driver Safety, and Licensing the Motor Vehicle Industry.

DTB’s training resources include 31 trainers and 11 statewide training sites. These training sites encompass 13 automated rooms and 14 traditional classrooms. The automated training rooms provide employees the opportunity to conduct automated transactions in a training environment that simulates DMV field offices, call centers, and other automated production units. The traditional classrooms support not only the department’s core function training, but also the professional development, managerial/supervisory, and technical support training efforts.

Dependent upon the development of the department’s policy and procedural updates, DTB will collaborate with impacted divisions to determine the knowledge gap for impacted groups of employees, and the scope of the curriculum design and development efforts. DTB will work with impacted divisions to create training development plans to address these gaps. Dependent upon the scope and timeline requirements of the department’s implementation efforts, DTB will dedicate available training resources to address the curriculum design and development workload, and the delivery of the updated training programs required to address the training needs.

Organizational Change Management

The Department plans to acquire the services of consultants to work with DMV staff to form an Organizational Change Management (OCM) Advisory and Support Team to assist the DMV in overseeing the execution of OCM activities for the project. At a minimum, the consultants will provide a Strategic Communications and a Change Management expert to support the execution of communications and stakeholder engagement activities. Leveraging prior project experiences and the formation of this team of consultants and State staff will ensure that the project’s OCM activities are managed successfully through project completion.

1.12.5 Enterprise Architecture

Yes No

Does the Agency/state entity have a documented target (or future state) enterprise architecture that provides the overall business and IT context for this proposal?

The DMV has a project and architecture roadmap to use different projects and efforts as building blocks to reach target architecture. The vision is to leverage the technologies and infrastructure built in other efforts to maximize our investment. This proposal is consistent with DMV’s target enterprise architecture and will leverage the existing architecture and infrastructure DMV has built.

1.12.6 Project Management

Project Management Risk Score:

1

1.12.7 Data Management

Yes No

- | | | |
|--|----------------------------------|----------------------------------|
| 1. Does the Agency/state entity have an established data governance body with well-defined roles and responsibilities to support data governance activities? | <input type="radio"/> | <input checked="" type="radio"/> |
| 2. Does the Agency/state entity have data governance policies (e.g., data policies, data standards, etc.) formally defined, documented and implemented? | <input type="radio"/> | <input checked="" type="radio"/> |
| 3. Does the Agency/state entity have data security policies, standards, controls, and procedures formally defined, documented and implemented? | <input checked="" type="radio"/> | <input type="radio"/> |

Data governance is a quality control discipline for assessing, managing, using, improving, monitoring, maintaining, and protecting organizational information.

DMV does not have a formal data governance body. Data governance is performed informally between the Data Resource Managers (DRM), Enterprise Architecture Data Administration (EADA), Programmers, and Database Administrators (DBA). It may also be performed during the System Development Life Cycle (SDLC), and Joint Application Design (JAD) sessions as part of a project or IT activity.

The DRM role is an individual representative of management responsible for making and communicating judgments and decisions on behalf of the Department regarding the use, identification, and protection of the specified data resource. (Source: DRM Handbook)

The role of the EADA Team is the caretaker of DMV's information assets and is responsible for the definition, organization, and administration of data models and metadata to provide good quality, shareable, and accessible data throughout the enterprise. (Source: DMV Intranet)

The role of the programmer is to design, program, code and analyze new and existing computer programs and data structures in accordance with specifications and user needs in accordance with programming standards. (Source: Information System Division (ISD) Duty Statements).

The role of the DBA is to lead in the development of the database design, database access (query) requirements, and backup/recovery planning (Source: ISD Technical Standards Manual).

There is no current plan to establish a data governance body; however, DMV has a draft framework for data governance as part of the Information Architecture Plan (IAP) dated October, 2012. This document is entitled "Data Governance for DMV, Data as a Business Priority". The document contains 1) the goals of data governance, 2) the data governance scope, 3) characteristics of future data governance, 4) critical success factors of data governance, 5) organizing data governance, and 6) the framework for data governance.

At this time, there is no current plan to implement this framework.

DMV adheres to industry best practices, data standards and guidelines, including, but not limited to the International Organization for Standardization (ISO)/International Electrotechnical Commission (IEC) 11179, Data Administration Management Association (DAMA), California Enterprise Architecture Framework (CEAF), and others.

DMV has data policies without a formal governance structure. DMV has published the Data Naming Standards and Diagramming Conventions Manual, as well as draft documents, which include the Database Object Development Policy and Procedures, and the Data Administration Policies Forward Plan.

The current formal process to request a change to data management and structure is for the business analyst to submit a change request. The change request goes through various IT documentation and review processes including Remedy tickets, work orders, DBA, EADA and ISO approvals. Prior to release, the programming changes go through the Change Management Control Board (CMCB), the daily and weekly Change Advisory Board (CAB). These boards have representatives from each ISD branch, section, unit and team. There is no current plan to change the existing process.

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Form Disposition Date	12/6/2016