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EXHIBIT 2

EXHIBIT 2

(Declaration of Kimberly Gaa)

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DECLARATION OF KIMBERLY GAA

My name is Kimberly Gaa, and I currently work in the Nevada Department of Employment, Training, and Rehabilitation (DETR) as the state's Administrator for the Employment Security Division (ESD). I have held this position since August 16, 2019. In this position, I am the referenced statutory officer as indicated under NRS 6121. This position includes administrative authority and responsibility for three key components of services within ESD, unemployment insurance compensation program(s), workforce services program(s), and post-secondary education program(s). These programs are state subsets of the Federal Department of Labor -Employment and Training Administration, and the Department of Education - Office of Post-Secondary Education. For the purposes of this declaration, I am referring to my administrative capacity over state unemployment insurance compensation program(s), etc. Immediately prior to my role as ESD Administrator, I was the Administrator over the Information Development and Processing Division for DETR from February 2017 until mid-August 2019. This position is typically referred to as the Chief Information Officer (CIO) for Information Technology (IT) responsible for DETR's technological systems and infrastructure, plus related IT personnel, contracts and technical support services for the department. I started with DETR in the unemployment insurance program in August of 2012. I was one of several mid-level managers at the unemployment insurance program call center until May 2014, when I was promoted to another position with the Rehabilitation division of DETR. My background with DETR has been varied, but is foundational in the unemployment insurance program administration.

[&]quot;Administrator" defined. "Administrator" means the Administrator ¹ NRS 612.016 of the Division.

⁽Added to NRS by 1993, 1804);

[&]quot;Division" defined. "Division" means the Employment Security NRS 612.049 Division of the Department of Employment, Training and Rehabilitation. (Added to NRS by 1993, 1804)

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This tenure included management of teams at the call center during the 2013 launch of the current UInv online filing system. I am familiar with the technology of this system to the degree that supports later statements in this declaration that are relevant to the case in timing for executing the CARES Act programs.

For additional support of my statements later in this this declaration it is relevant

to know my most recent background in public service in both Nevada and Washington I have held various positions in law enforcement as a certified Category I Peace Officer in Nevada from 1998 to 2002 and in Washington state as a Category 2 Peace Officer equivalent in Washington State until mid-2007, these include in investigations and parole/probation. Because of this prior experience I have particular background and training related to various types of fraud and identity crimes, among others. I also served on the Nevada Criminal Justice Information Systems (Technology) Steering Committee from 2009-2011, when I left the Elko County Sheriff's Office in favor of a position with the Department of Public Safety, then Records and Technology Division. This position I held immediately preceding my tenure with DETR. I feel this background coupled with my broader knowledge of the Nevada unemployment insurance program and systems makes me uniquely qualified on matters regarding unemployment insurance particularly as they relate to administration, fraud, and technology in this program. On Thursday March 12, 2020, DETR-ESD, started to receive unemployment insurance program letters guidance from the Department of Labor regarding the administration of unemployment compensation and COVID-19 implications to the program. This particular UIPL indicated that the DOL was actively working on providing guidance to the, ² "states to ensure they have the guidance needed about UC flexibilities related to CO

VID-19 in order to assist individuals affected by the disease."

² UIPL 10-20; https://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=8893

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The guidance goes onto describe the first instances of defining expectations for the states related to eligibility flexibilities related to mainly temporary layoff situations, employer charging relief, elimination of waiting week for benefits, and the leveraging of short-term compensation for the states to consider under flexible interpretations as allowed within given state law parameters. Note at this point there was not information that provided any information for workers outside the regularly insured group of workers in the US under unemployment compensation law and guidance. This happened to be the same day as the declaration of emergency by Governor Sisolak³ and subsequent announcements in the press conference the next day. That Saturday, March 14th, I submitted to then Director Tyler-Garner a continuity of operations plan for ESD to address the shut-down of direct public services changes that had to immediately go into effect based on the Governor's declaration of emergency and subsequent shut down orders of schools, nursing homes and then non-essential businesses to direct public access in Nevada. This included outlined information regarding the remote access for technology systems and the need to immediate expansion of hours for public access to the UI call centers, plus addressing staffing expansion for unemployment insurance. This outline was immediately started to role out that same weekend and standing status calls established with the ESD management team was starting Monday, March 16th at 8:15am. On March 15th we received notice of follow-up guidance under UIPL 10-20, Change 1 regarding the

³ Governor Sisolak Emergency Declaration; https://nvhealthresponse.nv.gov/wp-content/uploads/2020/05/Declaration-of-Emergency-re-COVID.pdf

⁴ UIPL 10-20, Change 1: https://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=8879

⁵ UIPL 13-20: https://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=7714

⁶UIPL 13-20, change 1: https://wdr.doleta.gov/directives/attach/UIPL/UIPL 13-

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interpretation of "between and within terms" as it relates to educational institutions and covered employees⁴. Further substantive guidance from DOL regarding COVID effected UI policy updates wasn't received until UIPL 13-20⁵ was issued on March 22nd. This UIPL provided info regarding additional administrative funding for the states for UI operations. UIPL 13-20, change 18 was not received until May 4th, with noted criteria and thresholds the states needed to meet to pull down the funding, and state emergency flexibilities due to the declared state of emergency. This included reminders that states provide to employers, two modalities of access for filers (phone and on-line in Nevada), and notification to applicants that a UC application was received, and information on steps to move applications for benefits to completion.

Between the announcement of the emergency closures in March and the April 1st, no additional guidance related to UI benefits operations was received by the states that outlined any further program details. Between March 15th and the week ending April 4th Nevada saw a tsunami of standard UI claim filing that equated to multiple years of work in a matter of weeks (see data provided by Chief Economist Dave Schmidt.

On Thursday March 27th, Congress passed the CARES Act⁷ authorizing benefit funding for 3 noted specific programs and extensions:

Section 2102: Pandemic Unemployment Assistance – up to 39 weeks of benefits to otherwise uninsured US workers whose job was affected by COVID-19 pandemic and subsequent stay at home orders and business closures effective beginning the week starting March 29th through December 2020.

Section 2104: Federal Pandemic Unemployment Compensation – additional \$600 of benefits for qualifying underlying program beneficiaries in either traditional Unemployment Insurance programs or Pandemic Unemployment Assistance start beginning the week starting March 29th through July 25th in Nevada based on NRS 612.195 8 benefit week and defined by NAC 612.0169.

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augmentation and technology modules for supporting processing of claims.

Section 2017: Pandemic Extended Unemployment Compensation - up to an

additional 13 weeks of additional benefits upon the exhaustion of standard

On Saturday, March 28th I signed the documents with the DOL to enter into an

agreement to accept funds from the CARES act for the aforementioned sections of

benefits for Nevadans. Monday, March 30th the DETR executive team for ESD along with

IT, the Director, Deputy Director, and DETR CFO convened to discuss potential options

for building out the technology in our UInv system to accept, process, pay, appeal, and

collect overpayments for PUA. We additionally discussed other interrelated technology

projects that the DETR IT staff were actively working. It was discussed at that meeting

that the ability to implement all three major CARES Act sections may not be possible in

functionality within 30 days for all CARES Act benefits. Essentially, IT indicated that

there were not sufficient trained resources, nor would the structure of the current UInv

system support multiple manipulations and continue to maintain stability as it had for

the last couple weeks. In order to serve and connect as many Nevadans as possible to

benefits, we needed to minimize system downtimes as there were already complaints

from the public about access limitations. Analysis of technical options continued that

week and included meetings with several vendors that could possibly provide staffing

The hope was to have

unemployment compensation within the states.

the truncated timeline that DETR was trying to meet.

⁷ CARES Act: https://www.congress.gov/bill/116th-congress/house-bill/748

NRS 612.195 "Week" defined. "Week" means such period of 7 consecutive calendar days as the Administrator may by regulations prescribe. [2:129:1937; renumbered 2.15:129:1937, 1945, 299; 1943 NCL § 2825.02] — (NRS A 1993, 1807)

⁹ NAC 612.016 "Week" defined. (NRS 612.195, 612.220) "Week" means a period of 7 consecutive calendar days beginning at 12:01 a.m. Sunday and ending at midnight Saturday in the Pacific time zone. (Added to NAC by Employm't Security Div. by R094-00, eff. 10-18-2000; A by R199-05, 2-23-2006)

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During this same period through March 16th - April 10th DETR ESD moved teams of staff from other units within ESD to start augmenting both call center staff taking calls and adjudication staff. We additionally started adding other staff outside of ESD to augment UI in various capacities. During the weeks of April 2nd and April 10th, DETR IT and UI technical support staff began work in earnest, to stand up the most immediate of the CARES Act with the addition of the \$600 dollars for Federal Pandemic Unemployment Compensation (FPUC) that was in effect on March 29th. There was code in our current UInv system that we were able to reuse and adjust to accommodate the additional \$600 FPUC benefit payments. This took about 10-12 days to be functional. There is more below on this deployment.

On April 2nd, DOL issued UIPL 14-20⁹, outlining the basics of the sectioned CARES Act. Page 2 of the UIPL ends the 1-page summary of the act with information regarding the "Importance of Program Integrity", for 4 paragraphs, before outlining the Act's Page 6 specifically outlines the coordination of program requirements indicating that anyone "...who is eligible for regular UC...must first apply for and receive regular UC.... dependent on state law." The order outlined in the UIPL states:

- 1) Standard State Unemployment Compensation (UC or UI) up to 26 weeks
- 2) Pandemic Emergency Unemployment Compensation (PEUC) up to 13 weeks
- 3) State Extended Benefits (EB or SEB) up to 13 weeks in Nevada
- 4) Pandemic Unemployment Assistance (PUA) up to 39 weeks; for those that have exhausted UC/PEUC/SEB or are ineligible for standard UC and meet the COVID

effected reasons for lack of work may collect PUA. (Note: the guidance specifically states 'may' in order to differentiate from an entitlement program such as welfare since a determination of eligibility is required)

⁹ UIPL 14-20: https://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=3390

5) Federal Pandemic Unemployment Compensation (FPUC) – Page 7. Section iii. "provides for an additional \$600 per week to an individual collecting regular UC, PEUC, PUA, EB, STC, TRA, DUA, and SEA. Individuals receive FPUC payments concurrently with payments under these programs." The duration of these funds ends the last full week in July 2020, previously cited. (Note: that these funds are paid concurrently with the underlying program and are not independent) Our first conversation with Geographic Solutions on providing a module for PUA claim filing occurred the week of April 10th. By end of the week of April 11th we had more than 250K people filing for UI benefits in Nevada and it was still rapidly climbing.

Saturday, April 4th, UIPL 15-2010 was received outlining the first specific details regarding the CARES act. This guidance specified on page 2 those programs that the FPUC dollars would be authorized for (UC/PEUC, PUA, etc.), program dates from when the benefits could be paid from and through, specifics for administrative funding for implementation of the program, plus implementation and operating instructions for FPUC. Note that on page 3, section c. it highlights the voluntary agreement between the state(s) and DOL to administer the CARES Act programs.

Page I-1 and I-2 refer to the requirement for eligibility for FPUC is interdependent of other UC program eligibility, I-1, C. Operating Instructions. 1. Eligibility for FPUC... "FPUC is payable to individuals who are otherwise entitled under state or federal law to receive regular UC,...UCFE,...UCX. FPUC is also payable to individuals receiving the following FPUC is also payable to individuals receiving the following unemployment compensation programs: PEUC, PUA, EB, Short-Time Compensation (STC), Trade Readjustment Allowances (TRA), Disaster Unemployment Assistance (DUA), and payments under the Self-Employment Assistance (SEA) program." (emphasis added)

¹⁰ UIPL 15-20: https://wdr.doleta.gov/directives/attach/UIPL/UIPL 15-20.pdf

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Sunday April 5th, DOL released UIPL16-20 outlining details related to program requirement regarding Pandemic Unemployment Assistance (PUA). Page 3 of the UIPL provide the details regarding eligibility for PUA, with multiple references to the underlying basis for PUA, Disaster Unemployment Assistance (DUA) throughout the guidance. Attachment I of the guidance provides the substantive operating instructions for PUA including details on defining the criteria for eligibility, exhaustion, dates for the program, state agreements with DOL and the termination of the PUA agreement criteria. It is important to note that section 5 of attachment I specifies the termination of the agreement may occur if, "The Department [DOL].... determines... the State is not adequately ensuring that individuals receiving benefits under the PUA Program are eligible for such benefits." This exert clearly indicates that DETR ESD must complete steps to support individual program eligibility as outlined in Attachment I 1. Items a-k and determine if people are not eligible, (section inclusive). This included details about self-certification process on page I-6. This language stated that the state must make it plan that filers acknowledge that they could be charged with perjury and intentional misrepresentation could be treated as fraud and filers could suffer criminal penalties. The caution continued to the states on top of section I page 7 states, "States are also required to take reasonable and customary precautions to deter and detect fraud, such as, for example, a random audit of a sample of claims to detect fraud."

On April 10th the DOL published guidance letter UIPL 17-20¹² providing guidance to the state regarding implementation of Pandemic Emergency Unemployment Compensation (PEUC). The program provides 100% federal funding for extension of benefits for 13 additional weeks after the exhaustion of regular UC, but before state extended benefits (EB/SEB) payment. This program took effect the week starting March 29th as the other sections of the CARES Act.

¹¹ UIPL 16-20: https://wdr.doleta.gov/directives/attach/UIPL/UIPL 16-20.pdf

¹² UIPL 17-20: https://wdr.doleta.gov/directives/attach/UIPL/UIPL 17-20.pdf

The extension of benefits was similar to extended benefits offered to UC filers during the Great Recession, however substantial technical changes to the UInv system code were required by DETR IT resources. Efforts to recode the system to accommodate this requirement were more complex than the system changes needed for FPUC. It required multiple weeks of coding and testing to make functional in UInv. More later on the launch of this code into the system. As of April 10th, the agency had been provided the basis for all three pieces of the CARES Act in order build out the functionality in UInv and to provide to a selected vendor for PUA.

On Saturday April 12th, code was launched into UInv in order to accommodate FPUC payment disbursements to UC filers. Beginning Sunday April 13th, filers receiving underlying UC weekly benefit payments of \$1 or more began to receive the additional \$600 per week for eligible weeks filed back to the week of March 29th. The first pay file ran for 26 hours, from Sunday at 12:01am through until Tuesday morning, as a result of all the stacked weeks for hundreds of thousands of payments for multiple weeks. This resulted in catch-up pay files for the next week to ensure that all weeks of payout had been processed for FPUC funds. Staff worked to reconcile the pay file jobs late into the evenings as they ran late and very early in the morning to make sure the ACH files released at the earliest possible moment upon reconciliation. During this same time period we started discussions with our State Controller's Office and State Treasurer's Office regarding the processes for multiple ACH files for multiple programs, draw requirements from different federal funding sources and for check writing capabilities as Bank of America had already run out of debit card stock once (for about 4 days) due to the hundreds of thousands of people filing for benefits. These issues were remedied swiftly in cooperation with the Controller, Treasurer and Wells Fargo and Bank of America.

For weeks April 13th through April 27th several decisions were made to continue work to standup the PUA program and technical functionality for Nevada to be able to begin to take claims for this program. On April 14th the Governor and I both announced that DETR ESD was opening a separate call center for PUA filers. DETR ESD formally

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announced in a press release that Alorica call center had been contracted, under emergency procurement contract provisions of NRS 333, to start taking general questions related to stimulus dollars and general UI questions (not claim specific). The call center was live by that weekend. This information was also provided in an interview on April 16th. DETR ESD and IT had additionally started working on interface requirements with our current vendor for our workforce platform, Geographic Solutions Inc. (GSI) to complete a scope of work to standup the technology for PUA. The interfaces are required for both identity verification with the Social Security Administration and to verify standard UC eligibility in our UInv system. Both are required to determine appropriate measures for program integrity as in the previously mentioned UIPLs. During this same period contracts were scoped for a new phone system to replace the old DETR phone system, contact was signed and approved by the Board of Examiners (BOE) on April 23rd for both the Alorica call center and Arisant for completion of password self-recovery reset capabilities for UInv.

A staffing plan was written to submit to the Governor's Finance Office for creation of 147 full-time positions to augment existing staff for direct and indirect UI services and administration. An emergency contract scope of work was finalized the week starting April 27th for the technical PUA claims system with GSI, under emergency procurement contract provisions of NRS 333, and referenced by the Director Korbulic at the Interim Finance Committee meeting on April 30th. This week included multiple meetings with GSI during to get all specification for the PUA system in order to have testing environments set up for DETR staff to work directly with the vendor to set a launch date of the PUA system.

From April 27th though May 10th, UIPL's 18-20 through 22-20 were issued, these next set of guidance were received from DOL on the CARES Act regarding: fund disbursements for Section 2103 of the CARES Act, governmental entities as employers, and federal funding proportions for paying of SEB, funding of the first week of UI by federal funding (often referred to as the wait week), benefit accuracy measurement (BAM)

and improper payment information (IPIA) reporting, short term compensation provisions 1 and guidance (STC). For the purposes of this action this guidance does not appear 2 substantive to the specifics of this case. However, on April 27th DOL issued the UIPL 16-3 20, Change 1¹³ providing detailed changes to the program administration for the CARES 4 Act section 2102 - PUA. This information clarified the program order of payment 5 previously established above, notification of possible program eligibility for PUA if not 6 eligible for standard state UI, and labor attachment for filing for PUA, page I-3 question 7 7 - Q&A, question 10 specifies sending financial (monetary) eligibility and continued 8 eligibility information, calculations of weekly benefit amounts, wage proof information, 9 and recalculation of weekly benefits, and which reported income (net verses gross) to base 10 the weekly benefit amount on and child support intercept. Section D. starting on page I-6 11 details eligibility requirements for initial PUA claims. Note that Question 26 indicates 12 that the state must determine if the filer has wages that require them to file for 13 traditional UC benefits. Question 27 calls to the attestation and notice regarding fraud. 14 Question 32 requires DETR to determine if they have satisfied prior disqualifications in 15 traditional UI before paying in PUA. Questions 38-57 discuss specifics on determination 16 of COVID effected for eligibility, ongoing eligibility, fraud, appeals and financial 17 information and reporting for the PUA program. The breadth of this particular UIPL 18 spanned the entirety of the program and answered many questions needed to properly 19

During this similar period, though May 10th, DOL issued multiple change and clarification guidance UIPL's for the various CARES Act programs. These included significant clarification starting on May 4th with details for reporting for the Families First Act dollars issued for the administration of pandemic.

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configure our PUA system for launch.

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¹³UIPL 16-20, Change 1: https://wdr.doleta.gov/directives/attach/UIPL/UIPL 16-20 Change 1.pd

From April 30th through May 14th, staff and our PUA technical vendor held multiple meetings with program staff and technical staff in order to standup the PUA system. From May 8th forward a series of press releases surrounding the additional functionality for the remaining two CARES Act pieces PEUC and PUA are announced:

- May 8th press release announcing GSI as the vendor for our PUA system.
- May 9th code is released into our traditional UC system UInv on May 9th in order to accommodate filers exhausting their standard UI claims and moving to PEUC filing.
- May 13th there was a press release announcing the PEUC filing capabilities now active in the system.
- On May 14th another press release was issued advising that DETR was launching the PUA system on Saturday May 16th for taking applications and the payment functionality would be launched the following Saturday May 23rd. These announcements were also followed by posting of guides and fact sheets on our website. This information was also included that Friday in the Governor's newsletter. Additionally, on Friday May 15th Director Korbulic and I did a virtual press conference announcing the go live the next morning and name EmployNV.
- On the morning of May 16th, we stood up the PUA application intake process. We received 25K claim applications within the first 12 hours of the system being live.
 By May 24th when we had 67K claim applications filed.
- On the morning of May 23^{rd,} we launched the payment component of PUA system EmployNV and the confirmed first payment into a filers bank accounts are May 27th
- May 29th DETR review the number for payout and has made payment to claimants totaling more than \$2 billion dollars since March 15th business closures. To provide perspective to this point we had only paid out \$6.75 billion in the UI trust fund in its entire history.

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 June 6th additional system functionality was launched in the system for PUA payments

The remainder of this declaration talks at a very high level about guidance regarding UC fraud, plus partnership and processes required due to the potential fraud we saw early and continue to see to date in the PUA system. On April 22nd, all the States were notified in an email from DOL Unemployment Insurance Administrator Gay Gilbert that DOL Assistant Secretary John Pallasch had shared that the Office of the Inspector General (OIG) had been provided \$26 million in funding to monitor UI systems and processes regarding Families First and CARES Act dollars. Included in this was the released OIG report describing program integrity concerns and cautions to the states. It included history information from the Great Recession and the resulting audits outlining the basis for the aforementioned concerns. It was stated that there were planned audits for program integrity purposes and specifically that fraud deterrence, detection, and prosecution steps would all be reviewed. Subsequently on June 8th the agency received further communication regarding an alert memo from OIG regarding DOL guidance from UIPL 16-20 and 16-20 change 1. This document indicated that DOL would, "aggressive[ly] outreach.. to all states to curtail improper or fraudulent PUA claims." page 2 second paragraph, lines 7-8. It has been made plain to the states that efforts must be made earnestly to address fraud.

Very early when we opened up for application filing May 14th through 23rd, we saw numerous concerning things regarding the activities in the system. This included filings that were not appropriate for the timeline and period required to complete applications, known fraudulent identity indicators and various other fraud indicators. I cannot share details in a public document in order to safeguard both the methods and practices currently in use to deter and detect such fraud with ongoing claim investigations. I can shared that all the steps being taken in regards to these indicators are based on information shared throughout State and Federal law enforcement entities (FBI, OIG, State Attorney General's Office, our State Cyber Security Center) and the National

Association of Workforce Services Agencies (NASWA) Integrity Center, along with our sister State agencies from other States and territories, plus our vendor GSI. All these entities are nationally known and recognized subject matter expects and authorities on fraud in unemployment compensation programs for various reasons. We have both sophisticated algorithms and traditional hands on sleuthing occurring to rapidly determine which claims can be released for payment with high confidence that they are not fraudulent. We must take additional steps in order to verify the validity of vast numbers of claims. This is complicated work that we are tasked and bound try and get correct based on the afore mentioned guidance and information from DOL, and subsequently the OIG. We currently are actively seeing a large surge in suspected fraudulent filings since the filing of this lawsuit. These are vast numbers in the PUA system, more than 100K to date. Additionally, the tactics of these fraudsters are ever evolving. DETR and our partnered entities trying to combat this criminality are also evolving to continue to be good stewards of public dollars and at the same time connect hundreds of thousands of Nevadans to much needed unemployment compensation benefits.

DATED: July 1, 2020.

KIMBERLY GAA