MAINE STATE LEGISLATURE

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STATE OF MAINE



GOVERNOR

WORKERS' COMPENSATION BOARD

OFFICE OF EXECUTIVE DIRECTOR/CHAIR 442 CIVIC CENTER DRIVE, SUTTE 100 27 STATE HOUSE STATION AUGUSTA, MAINE 04333-0027

PAUL H. SIGHINOLFI, ESQ. EXECUTIVE DIRECTOR/CHAIR

January 17, 2017

Amy Volk, Senate Chair Ryan Fecteau, House Chair Committee on Labor, Commerce, Research and Economic Development c/o Legislative Information Office 100 State House Station Augusta, ME 04333

RE: LD 1553

Dear Senator Volk and Representative Fecteau:

Section 8 of LD 1553 enacted by the 127th Legislature last year provides, in pertinent part, "The Workers' Compensation Board shall study the independent contractor predetermination provisions [of the Act]... and report" to the committee of jurisdiction any recommended legislation related to those provisions.

The misclassification of a worker as something other than an employee, usually misclassifying the worker as an independent contractor, is a serious problem for the affected worker, other employers, state agencies, and our state economy. Misclassified employees are often denied access to a number of critical benefits and legislative protections. This is a problem not only for workers' compensation, but it also implicates the Department of Labor and Revenue Services. In addition, employee misclassification creates substantial revenue losses for our state treasury, Social Security, Medicare, and the Unemployment Insurance Fund.¹

In 2016, the Workers' Compensation Board's monitoring, auditing and enforcement (MAE) program completed 20 employer misclassification audits. These investigatory audits covered 257 employees, \$1,249,032.72 in payroll, \$1,988,864.24 in subcontractor wages evidenced by the use of 1099s, and \$10,911.86 in casual labor wages. These resulted in investigations of \$2,456,919.70 in possibly misclassified wages and could have produced \$162,798.07 of unpaid workers' compensation premium. Eight of these misclassification audits resulted in consent agreements between the Board and the audited employer where there was a finding of a violation of the Act's coverage requirements. Penalties were assessed. Four audits evolved into more detailed investigations that are still underway; and the remaining eight audits did not result in further action either because the employer had the required coverage or because the Board did not have the statutory authority to proceed at the time the audit was concluded.²

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Toll Free: 888-801-9087

¹ An interesting development arose after the "minimum wage" referendum was passed. We started fielding telephone calls from small businesses asking how they could change the status of their workers from employees to independent contractors to avoid the effects of the referendum vote.

² The change in LD 1553 would have allowed us to proceed in some of these cases.

In addition to the MAE program, our predetermination of independent contractor division was busy in 2016. We have three predetermination application choices. The first, and most common, is an *Application for Predetermination of Independent Contractor Status*. A positive determination by the Board creates a rebuttable presumption an applicant is an independent contractor. A copy of this application is attached as Appendix A. The second is far less common; it applies to those who work independently as wood harvesters. This results in a certification of independent contractor status. A copy of that application is attached as Appendix B. The last application applies to those who harvest wood and seek a conclusive presumption of independent contractor status in the woods industry. This form is completed by the woods harvester (independent contractor) <u>and</u> either the landowner or the landowner's agent. A copy of that form is attached as Appendix C. With this application, the contractor and proposed independent contractor both make representations, agree on the worker's status, and make those representations to the Board.

In 2016, we received 7,134 predetermination applications. Of this number, the overwhelming majority were approved. Approval or rejection is based solely on an applicant's responses to our questions. If the questions are answered consistent with the kind of answers an independent contractor would provide, the application is approved. If the answers are not of a kind and nature an independent contractor would provide, the application is rejected. Five thousand five hundred and fifty five applications were approved for a rebuttable presumption; 28 were denied. The Board approved 162 of the wood harvester certifications out of 164 applicants. There were 114 conclusive presumption applications filed. All were granted. We returned a total of 1,120 applications because they were incomplete, contained limited information, and/or were on out-of-date forms. Our staff fielded 383 telephone inquiries seeking information or help completing an application.

In 2012, a taskforce made up of senior staff from the Department of Labor and the Workers' Compensation Board worked with the business community, insurers, labor, and others to arrive at a uniform independent contractor definition. The legislature accepted the work of this group and wrote the definition into legislation. Before the effective date of the legislation, steps were taken to educate the public on the new definitional change. Well over 30 presentations were given to civic groups, insurance agents, building contractor trade groups, and others to ensure the definition change was known and understood. A copy of the definition appears at the very beginning of Appendix A. We believe the definition contains all of the elements of those who function in our labor force as independent contractors. We believe further that individuals reviewing the definition can use it as a planning tool to ensure if they are going to work as an independent contractor they meet the state's expectations.

Last year, as part of LD 1553, the Board sought legislative authority to penalize sophisticated employers who were savvy enough to know how the definition works and crafty enough to understand the interplay between the definition and their workers' compensation insurance policy. We believe some employers misclassify employees because they know if there is coverage in place, that policy would apply to any person determined to be an employee, even if misclassified otherwise. There was a loophole in the functioning of our statute and the standard workers' compensation insurance policy. LD 1553 closed the loophole. The Board, before LD 1553, was prohibited from assessing penalties in cases where it was determined there was

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coverage that could extend to misclassified workers. With this new legislative tool, the Board is now carefully scrutinizing employers to determine whether there are employers who purchase policies to cover some employees while at the same time misclassifying others in their workforce.

In the context of the inconsistency between the insurance contracts and our statute, it has been difficult to determine whether our predetermination of independent contractor status is fully protecting employees, other employers, and society at large. We think LD 1553 is an improvement, but we can do better.

The problem with our predetermination process is we accept at face value representations made by individuals on our applications. We have no mechanism to independently verify the substance of any answer to an application question. You will note on the application, and in the statute, there are penalties assessed if individuals or legal entities submit applications that are fraudulent or intentionally misleading. This language is helpful. The problem is the how and when the Workers' Compensation Board is afforded an opportunity to make judgements on whether answers are fraudulent or misleading. There are two instances, the first is when a claim for benefits is made by a misclassified employee and the issue arises in the context of a case. In the past year, we have had no benefit claims raising the issue. The second is when either through a random employer audit, or a formal audit complaint, our investigation staff uncovers a misclassification problem.

We have some reason to believe, based mostly on anecdotal reports, there are individuals and entities who complete applications and make representations inconsistent with the way their businesses operate. A solution to this is to modify the Board's independent contractor predetermination process extending authority to the Board to randomly verify application information. To do this would require additional staffing and would likely be seen as intrusive to the workings of the legitimate independent contractor. Without the ability to conduct random verification, we function at the mercy of those willing to report misclassification, or misclassification is uncovered in a random audit.

The state of Florida, and at one time, New Hampshire,³ addressed the issue of misclassification by <u>requiring</u> all workers have workers' compensation coverage.⁴ Florida provided an out if someone working, for example, as a sole proprietor elects not to be covered and submits an affidavit to the Workers' Compensation Board representing he will not pursue a workers' compensation claim against any putative employer because of his independent status. This is an option that could be explored. I would anticipate significant pushback from the "small business" community because of the cost associated with securing coverage and the bureaucratic burden of filing a "non-coverage non-claim" affidavit.

The problem with misclassification is one that is pervasive throughout this country. I know of no state that has discovered a definitive solution to the problem. In principle, what our legislature did in 2012, adopting a uniform independent contractor definition, should have provided a

⁴ New Hampshire was limited to construction trades.

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³ New Hampshire's experience has a lesson for other states. The legislation requiring coverage was repealed the year after it was enacted because it was seen as unworkable and created so many problems for small businesses.

solution. In practice, however, we suspect there are businesses that work to circumvent the definition, the predetermination process, and continue to misclassify.

While the Board is not recommending any legislative changes at this time, it will continue to study the issue and will continue its education and outreach efforts in an effort to promote compliance with the Workers' Compensation Act.

Very truly yours,

Paul H. Sighinolfi, Esq. Executive Director/Chair

cc: Senator Shenna Bellows

Senator Brian Langley

Representative Susan Austin

Representative Dillon Bates

Representative Donna Doore

Representative James Handy

Representative Lawrence Lockman

Representative Anne-Marie Mastraccio

Representative Joel Stetkis

Representative Michael Sylvester

Representative Karen Vachon

Diane Steward, Committee Clerk

Henry Fouts, OPLA Analyst

Janet Stocco, OPLA Analyst

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IMPORTANT: PLEASE READ BEFORE COMPLETING APPLICATION

NOTICE TO APPLICANT: Predetermination of independent contractor status is based upon the information provided in this application. Participation in the submission of a fraudulent or intentionally misleading form can result in fines of up to \$1,000 for an individual and up to \$10,000 for a corporation, partnership or other legal entity. The predetermination WILL NOT apply if you do not perform work consistent with the information provided in this application.

Title 39-A M.R.S.A. §13-A establishes that: A person who performs services for remuneration is presumed to be an employee unless the employing unit proves that the person is free from the essential direction and control of the employing unit, both under the person's contract of service and in fact and the person meets specific criteria. In order for a person to be an independent contractor:

A. The following criteria must be met:

- (1) The person has the essential right to control the means and progress of the work except as to final results;
- (2) The person is customarily engaged in an independently established trade, occupation, profession or business;
- (3) The person has the opportunity for profit and loss as a result of the services being performed for the other individual or entity;
- (4) The person hires and pays the person's assistants, if any, and, to the extent such assistants are employees, supervises the details of the assistants' work; and
- (5) The person makes the person's services available to some client or customer community even if the person's right to do so is voluntarily not exercised or is temporarily restricted; and

B. At least 3 of the following criteria must be met:

- (1) The person has a substantive investment in the facilities, tools, instruments, materials and knowledge used by the person to complete the work;
- (2) The person is not required to work exclusively for the other individual or entity;
- (3) The person is responsible for satisfactory completion of the work and may be held contractually responsible for failure to complete the work;
- (4) The parties have a contract that defines the relationship and gives contractual rights in the event the contract is terminated by the other individual or entity prior to completion of the work;
- (5) Payment to the person is based on factors directly related to the work performed and not solely on the amount of time expended by the person;
- (6) The work is outside the usual course of business for which the service is performed; or
- (7) The person has been determined to be an independent contractor by the federal Internal Revenue Service.

STATE OF MAINE WORKERS' COMPENSATION BOARD

27 STATE HOUSE STATION AUGUSTA, ME 04333-0027 Tel. 207-287-7071 / Fax 207-287-5413

APPLICATION FOR PREDETERMINATION OF INDEPENDENT CONTRACTOR STATUS TO ESTABLISH A REBUTTABLE PRESUMPTION

NOTICE

- The predetermination process is voluntary under the Maine Workers' Compensation Act. The Act DOES NOT require an individual to receive an approved predetermination before working as an independent contractor.
- If you file this application, it may be: Granted or denied (you will receive a letter to this effect); or, instead of denying it, the Board may return your application and request additional information.
- By submitting this Application you are <u>not</u> relinquishing your rights to be covered under the Maine Workers' Compensation Act—if you are injured you may still file a claim with the Board.
- Approved predeterminations are "portable" (may be submitted to any employing unit) and are valid for one year from the date of approval.
- The predetermination is only valid with respect to an employing unit if you work consistent with the answers on this application
- A predetermination from the Board is not binding on the Department of Labor.
- You must retain a copy of this application for your records. You may be required to produce this application along with the decision that you receive from the Board.

	APPLI	CANT	
Name:	·		
Doing Business As (d/b/a) (if ap			
Complete Mailing address:			
	STREET/P.O. B	OX	APT. NO,
	CITY	STATE	ZIP CODE
Telephone:			
E-mail address:			
Type of work you do:			

state and federal agencies.

SECTION I

THIS APPLICATION IS NOT COMPLETE UNLESS YOU ANSWER ALL OF THE QUESTIONS IN THIS SECTION AND PROVIDE ALL REQUIRED INFORMATION. INCOMPLETE APPLICATIONS WILL BE RETURNED.

(1) The pas to fina		s the essential right to control the means and progress of	the work	: except
(a)) Do you	have the right to decide how to perform your work?	□ Yes	□ No
(b)) Other the you will		ne when	
(2) The p		customarily engaged in an independently established tradness.	le, occup	ation,
(a)	Please s	tate your trade, occupation, profession or business.		
(b)	Please in	ndicate how your business is organized:		
		sole proprietor		
		corporation		
,		limited liability company		
		partnership		
		professional corporation		
(c)		ng have you been considered independent in your trade, occup on or business?	pation,	
(d)	_	u worked for or searched for work from more than one source prior to the date of this application?	e during t	
(e)	-	file a corporate or partnership income tax return last year for on, profession or business listed in Question 2(a)?	the trade	·•
	1		□ Yes	□ No
(f)	-	file Schedule C, Schedule E or Schedule F with your personast year for the trade, occupation, profession or business listed		ion
(g)	-	pay self-employment tax and file Schedule SE with the I.R.S, occupation, profession or business listed in Question 2(a)?	. last yea	r for
			□ Yes	□No

(h)	h) If you answered "No" to Questions 2 (e), (f) and (g), please explain:				
	erson has the opportunity for profit and los	s as	a result of the serv	ices bein	g
(a)	Check each of the following expenses you paperform your work:	aid ir	n the last 12 months	in order	to
	 □ rent and utilities □ tools and equipment □ training □ advertising □ payments to business managers and agents □ wages or salaries of assistants □ licensing/certification/professional dues 		insurance postage and deliver repairs and mainter supplies travel leasing of equipmed depreciation inventory/cost of goother	enance	d
(b)	Do you ever provide the materials necessary	to co	omplete your work?	□ Yes	□ No
(c)	Do you ever provide the tools and/or equipme	ent n	necessary to complet	e your w Yes	
(d)	Can you make more money based on how yo material costs are lower than expected, or the		•	-	
(e)	Can you lose money doing your work? For expected, the job takes longer than expected, mistake or flaw, etc.				
(f)	Are you responsible for completing the work	you	agree to do?	□ Yes	□ No
(g)	If you fail to do quality work, do you have to additional cost to the people or businesses wh			mistake a □ Yes	

	person hires and pays the person's assistants, if any, and, to the exte ts are employees, supervises the details of the assistants' work.	nt such	
(a) Can you, if you want, use assistants and/or subcontractors to perform, perform, your work?	or help □ Yes	□ No
	If "No" please explain:		
(1	Do you use assistants to perform your work? (If "Yes," answer questions (c), (d) and (e). If "No," proceed to question	☐ Yes on (5).)	□ No
(•	c) Are you responsible for paying your assistants?	□ Yes	□ No
(0	d) Are you personally responsible for supervising the details of your assistance.	stants' w □ Yes	
	e) Do you provide Workers' Compensation coverage for any individuals with you?	s who wo □ Yes	
	person makes the person's services available to some client or custon ity even if the person's right to do so is voluntarily not exercised or is d.		rarily
(8) Do you advertise?	□ Yes	□ No
(1) Do you have the right to work for more than one person or business at	a time? □ Yes	□ No
(c	Other than the completion date for the work, do you determine what yo how you will perform the work and when you will work on it?	ou work □ Yes	

SECTION II

YOU MUST ANSWER ALL QUESTIONS IN THIS SECTION. SATISFACTORY ANSWERS TO AT LEAST THREE (3) QUESTIONS ARE REQUIRED TO QUALIFY. INCOMPLETE APPLICATIONS WILL BE RETURNED.

. ,	person has a substantive investment in the facilities, tools, instrument yledge used by the person to complete the work.	ıts, mate	erials
(a)	Have you made a substantive investment in the facilities, tools, instrur or knowledge you use to complete your work?	ments, m □ Yes	
(b)	Do you provide the essential equipment or knowledge that is used to c work?	omplete □ Yes	
(c)	Are you required to lease essential equipment from the people or busin hired you?	nesses w	
. (d)	If the answer to (6)(c) is "Yes," are you paying fair market value for that you are leasing?	ne equipi	
(7) The pe	erson is not required to work exclusively for the other individual or	entity.	
(a)	Are you required to work exclusively for one person or business?	□ Yes	□No
(b)	Have you worked for more than one person or business during the pass	t 12 mon □ Yes	
(c)	Do you have the right to refuse work offered by the people or business	es hiring Yes	-
	erson is responsible for satisfactory completion of the work and magally responsible for failure to complete the work.	y be helo	d
(a)	If you do not complete the work you agree to do in your contracts (ver are you potentially liable to pay the people for the damages they suffer this failure?		ult of
(b)	If you fail to do quality work, do you have to redo the work or fix the radditional cost to the people who hired you, or potentially pay them moso they can have the work redone or fixed?		nages
	arties have a contract that defines the relationship and gives contractive contractive terminated by the other individual or entity prior to contract is terminated by the other individual or entity prior to contract is terminated by the other individual or entity prior to contract is terminated by the other individual or entity prior to contract is terminated by the other individual or entity prior to contract is terminated by the other individual or entity prior to contract is terminated by the other individual or entity prior to contract individual or enti		
(a)	Do you have agreements (verbal or written) with the people or business you?	ses who	

(b)	(b) If the people or businesses that hire you cancel your contracts (verbal or written) before you have an opportunity to complete the work, are they potentially liable to pay you the money you would have received if you had completed the work?					
	pay you the money you wou	iid nave received ii	you had completed the	□ Yes	□ No	
	nent to the person is based on the amount of time expe	-	_	erforme	d and	
(a)	Are you paid by the hour fo	r your work?		□ Yes	□ No	
(b)	If paid by the hour, do you	negotiate your rates	?	□ Yes	□ No	
(c)	Are your contracts (verbal o	or written) for speci	fic work at a set price?	□ Yes	□ No	
(d)	If the answers to 10 (a),(b) of	or (c) are "No," plea	ase explain.			
(11) The	work is outside the usual co	ourse of business f	or which the service is	perforn	ned.	
, ,	Is the work you do different hire you?	than the work perfe	ormed by the people or	business UYes		
(b)	Have you worked as an emp currently work?	loyee for any of the	e people or businesses f	for which	•	
	If yes, please provide the mo	ost recent date of yo	our employment:			
	oerson has been determined evenue Service.	to be an independ	lent contractor by the	federal		
as to wheth requested b	EInternal Revenue Service all er or not a worker is an inder by filing Form SS-8, Determinate Taxes and Income Tax With	pendent contractor. nation of Worker Si	These determinations tatus for Purposes of Fe	can be	ation	
(a)	Have you filed Form SS-8 w	rith the I.R.S.?		□ Yes	□ No	
(b)	If you filed Form SS-8, have	you received a det	ermination?	□ Yes	□ No	
(c)	If you received a determinati	on, please check th	e appropriate box:			
	□ Approved □	Denied	□ Other			
	Please provide the date the I.	R.S. issued its dete	rmination:		•	

APPLICANT

THIS APPLICATION MUST BE SIGNED. UNSIGNED APPLICATIONS WILL NOT BE PROCESSED.

Read carefully and sign below:

I hereby certify the foregoing information is truthful and accurate. I understand if any information contained in this application is found to be intentionally misleading or fraudulent, the predetermination of independent contractor status shall be nullified and I may be subject to fines as described on page 1.

I further understand this predetermination of independent contractor status is based upon the information provided in this application. I understand changes in these circumstances may nullify the predetermination of independent contractor status. I agree to notify the Workers' Compensation Board of any changes to the information in this application or the circumstances described herein.

You must retain a copy of this application for your records. You may be required to produce this application along with the decision that you receive from the Board.

Date	Signature of Applicant	

STATE OF MAINE WORKERS' COMPENSATION BOARD 27 STATE HOUSE STATION AUGUSTA, ME 04333-0027

TEL: 207-287-3751 FAX: 207-287-5413 TDD: (877) 832-5525

APPLICATION FOR A CERTIFICATE OF INDEPENDENT STATUS

Ι, to		M.R.S.A. Secs.	105 and 40	1 a	Certific	ate of I	, ndene	hereby	/ request Status	, pursuant
	05 7.	1111101711 00001	TOD GITG TO	., u		acc 01 11	пасрс	rideric	otatao.	
			WO	OD	HARVES	STER:				
		-	•		NAME					
		-	ADDRES	s N	IUMBER AI	ND STREE	ΞT			
		-	CIT	Υ	STATE	ZIP				
		-	TE	LEP	HONE NU	MBER				
Plo	ease	answer each c	of the follow	vin	g quest	ions ac	cura	tely ar	nd comp	letely.
1.	(a)	Do you work a	lone?							
		YES		NO_						
	(b)	If the answer tappropriate box(es)		1(a)) is NO,	do you	work	with (Pl	ease check	
		Parent_ Spouse_ Sibling_ Partner_			Niece Neph	 ew (please o)		
<u>)</u> .		ee list the tools a	and equipme	ent I						

3.	Who is in charge of your day-to-day operations?
4.	Do you usually work for more than one landowner during the course of a year? YES NO
5.	Please describe who you have done work for during the last twelve (12) months. (Attach a separate sheet if necessary.) Landowner:
	Start Date End Date
6.	Please describe who you will be doing work for during the next twelve (12) months. (Attach a separate sheet if necessary.)
	Landowner:
	Start Date End Date
7.	Please check the boxes that indicate how you are paid for harvesting wood. By the Hour By the Job (in a lump sum) By the Cord By Board Feet Other (please describe)
Ple	ease read carefully and sign below.
mis und pro Cer	I hereby certify that the foregoing information is truthful and accurate. I understand t should any information contained in this application be found to be intentionally sleading or fraudulent, the Certificate of Independent Status shall be nullified. I further derstand that the Certificate of Independent Status is based upon the information vided in this application and that any changes in these circumstances may nullify the tificate of Independent Status. I agree to notify the Workers' Compensation Board of v subsequent changes.

SIGNATURE OF WOOD HARVESTER

DATE

APPLICATION FOR PREDETERMINATION OF INDEPENDENT CONTRACTOR STATUS TO ESTABLISH CONCLUSIVE PRESUMPTION

STATE OF MAINE
Workers' Compensation Board
27 STATE HOUSE STATION
AUGUSTA, ME 04333-0027
TEL: (207) 287-7071 FAX: (207) 287-5413 TDD: (877) 832-5525

LANDOWNER	LANDOWNER'S AGENT (IF APPLICABLE):
NAME	NAME
ADDRESS NUMBER AND ST	REET ADDRESS NUMBER AND STREET
CITY STATE ZIP	CITY STATE ZIP
TELEPHONE NUMBER	TELEPHONE NUMBER
definitions contained in 39-A M.R.S.A	WOOD HARVESTER
	NAME
	ADDRESS NUMBER AND STREET
	CITY STATE ZIP
	TELEPHONE NUMBER

THIS DOCUMENT MAY BE PRODUCED IN ALTERNATIVE FORMATS SUCH AS BRAILLE, LARGE PRINT AND AUDIO TAPE.

WCB-260(eff. 1/1/13)

Answer each of the following questions accurately and completely.

1.	(a)	Have you enclosed a copy of the wood harvesting contract?					
		YES	NO				
	(b)	If applicable, have you enclosed a copy the landowner's agent, that establishes a	of the contract, between the landowner and agency relationship?				
		YES	NO				
2.	Does	the wood harvester employ assistants to he	lp in executing the contract?				
		YES	NO				
	If no,	does the wood harvester have the authority	to hire such assistants?				
		YES	NO				
3.	any er insura	nployees to assist in the wood harvesting v	ependent contractor has obtained the required				
		YES	NO				
4.	(a)	Which party supplies the tools and equip	oment that is needed to perform the work?				
	LAND	OOWNERWOOD HARVESTER	OTHER (PLEASE SPECIFY)				
	(b)	What tools are supplied?					
5.	Who b	as control over the day-to-day operation of	f the work?				
6. dura		s the duration of the agreement to perform	, –				

7.	Will the wood harvester be perfected completing this contract?	orming the same type o	f work for other landowners while	
	YES		NO	
If y	yes, please describe:			
8.	What are the terms of payment? by the hour, by the amount of wo		er method?)	
9.	Does the landowner make withhosocial security, income taxes, un		ents made to the wood harvester for e of insurance?	
	YES		NO	
If y	res, please explain:			
Rea	ad carefully and sign below:			
frau und pro pre	uld any information contained in adulent, the predetermination of inderstand that this predetermination vided in this application and that	this application be found ndependent contractor of n of independent contra- any changes in these ci	ctor status is based upon the information	n
SIG	NATURE OF LANDOWNER/A	GENT	DATE	
 SIG	NATURE OF WOOD HARVES	 STER	DATE	