

STATE UNIVERSITIES CIVIL SERVICE SYSTEM

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September 28, 2015

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The State Universities Civil Service System respectfully submits the Final Audit Report of the Biennial Institutional Compliance Audit conducted at Chicago State University. The audit period tested was November 1, 2012 through October 31, 2014. This report is intended to communicate the final material findings, recommendations and corresponding institutional responses formulated through a comprehensive human resource compliance and operational audit.

On behalf of the audit staff, we thank Chicago State University and their human resource staff for a very productive audit experience. If there are any questions or a personal briefing on any item is desired, please call Lucinda M. Neitzel (217) 278-3150 ext. 236.

Jeff Brownfield
Executive Director

Chicago State University Final Audit Report



State Universities Civil Service System Compliance Audit

September 28, 2015

Audit Period

November 1, 2012 to October 31, 2014

Prepared by:

A handwritten signature in blue ink that reads "Lucinda M. Neitzel".

Lucinda M. Neitzel

Assistant Director, Audit and Advisory Services

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Introduction

PURPOSE

The State Universities Civil Service System was created as a separate entity of the State of Illinois and is under the control of the University Civil Service Merit Board as set forth in Section 36b(3) of the State Universities Civil Service Act (Act) (110 ILCS 70/36b(3)). The purpose of the State Universities Civil Service System is to establish a sound program of personnel administration for its constituent employers (110 ILCS 70/36b(2)). To achieve this purpose, the Merit Board has been given a broad range of statutory powers and duties, which include the power to make rules to carry out the purpose of the State Universities Civil Service System and to appoint an Executive Director to administer the Act (110 ILCS 70/36d(11) and (12)).

As part of its statutory power, the Merit Board has promulgated rules that delegate to the Executive Director the authority and responsibility for conducting “ongoing audit programs of all Civil Service operations at all places of employment for the purpose of assuring compliance with the [Act (110 ILCS 70/36b et seq.)] and [Part 250 of the Illinois Administrative Code (Code) (80 Ill. Adm. Code 250)] and for improving the programs of personnel administration of its constituent employers” (80 Ill. Adm. Code §250.140(c)).

This report communicates the final outcome of a comprehensive human resource operational audit, which included an on-site evaluation that was conducted February 25-27, 2015. It should be noted that a Formal Exit Conference related to this audit was not requested by the Employer.

OVERVIEW

The following Human Resource activities were reviewed and utilized in identifying the Material (Final Audit Report) and Non-material Findings (Supplemental Report):

- **Assignment of Positions to Classes**

The Auditor completes a review of selected job descriptions for timely updates, proper administration, and correct assignment of position classifications. Additional desk audits of selected positions are conducted onsite for appropriateness of position classifications. There is also an evaluation of the Employer’s position audit process and corresponding determinations.

- **Compensation Programs**

The Auditor completes an analysis of the Employer’s use of pay rates and pay ranges, as approved by the Merit Board. An overall evaluation is then conducted of the Employer’s

compensation program and initiatives to meet requirements of pay equity within the Employer's market area.

- **Examination Program**

The Auditor conducts a review of pre-employment testing operations. This includes test administration, admission procedures of applicants to examinations, license and certification verifications, scheduling, security, and register management.

- **Administration of Employment and Separation Procedures**

The Auditor reviews the Employer's business processes and procedures related to the employment cycle, including pre-employment activities, probationary and status employment, and employment separation programs. There is also an assessment of the Employer's utilization and monitoring of non-status appointments.

- **Administration and Employment Protocols of Positions Exempt from Civil Service Guidelines**

The Auditor completes a review of the employment protocols and assigned responsibilities for Principal Administrative Appointments. This review is conducted to assure compliance with recognized exemption authorization procedures. The Employer's exemption forms and related position descriptions are reviewed and selected incumbent interviews are conducted for validation of approved exemptions. The audit process also includes a review of the Employer's administrative procedures related to these appointments and their approved exemption status.

- **General Review of the Employer's Human Resource Program**

The Auditor completes a general review of the Employer's human resource programs with respect to effectiveness, efficiency and levels of communication to constituencies. There is also an assessment of the recognition and interaction of human resource programs within the Employer's faculty, administrative and support staff employee groups. The impact of new technology on the recordkeeping and processing of information is also an element for review.

- **Other Follow-up Items from Previous Audit**

Other follow-up items from previous audits, as well as other matters deemed necessary and appropriate, may have been reviewed and submitted as additional audit topics.

The following staff members from the System Office, Operations and Audit Division, were directly responsible for conducting various aspects of the audit:

Lucinda Neitzel, Assistant Director, Operations and Audit Division
Danielle Routh, Program Coordinator, Operations and Audit Division

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The compliance testing performed during this examination was conducted in accordance with State Universities Civil Service Act (110 ILCS 70/36b et seq.), Part 250 of the Illinois Administrative Code (Code) (80 Ill. Adm. Code 250), State Universities Civil Service Procedures Manuals, applicable University/agency policies/procedures, and auditing standards.

SUMMARY OF MATERIAL FINDINGS

<u>Number of</u>	<u>This Report</u>
Findings	2
Repeated findings from previous audit®	2®

SCHEDULE OF MATERIAL FINDINGS

<u>Item</u>	<u>Page</u>	<u>Description</u>
		FINDINGS (STATE UNIVERSITIES CIVIL SERVICE ACT)
CSU FY15-01		Exemption Authorization Applied to Positions That Match Civil Service Classification Specifications®
		FINDINGS (ILLINOIS ADMINISTRATIVE CODE)
CSU FY15-02		Non-Compliance with Extra Help Employment and Position Limitations®

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Material Findings, Recommendations, and Institutional Corrective Action Plan

CSU FY15-01 Exemption Authorization Applied to Positions That Match Civil Service Classification Specifications

Criteria/Standards (i.e., what should exist):

- 1) *State Universities Civil Service Act (Act), Section 70/36e Coverage*
- 2) *Illinois Administrative Code (Code), Section 250.30(a) Coverage*
- 3) *Exemption Procedures Manual, Section 1.1 Overview*
- 4) *Exemption Procedures Manual, Section 3.1 Principal Administrative Appointments*
- 5) *Exemption Procedures Manual, Section 6.3 System Office Review*
- 6) *Exemption Procedures Manual, Section 8.2 Changing an Exempt Position to a Civil Service Position*

These guidelines provide that all positions are Civil Service, except as categorically outlined. Exemptions are allowed in accordance with procedures, requiring either documented exemption approval from the System Office or verification of exemption authorization through the position descriptions when general titles are used. Accordingly, a periodic review and update of position descriptions are required to confirm that these exemption authorizations remain valid.

Periodic job description review and update procedures may indicate that a position originally identified as a Principal Administrative Appointment (PAA) may have incorrectly been classified or may have changed to the point whereby a department now must convert this position, and any employee currently occupying these positions, to an identified and appropriate Civil Service classification.

In this respect, biennial compliance audits of University System employers will include, but not limited to:

- Comprehensive review of position descriptions
- Compliance with statutory and procedural criteria for exemptions
- Adequacy and thoroughness of related employment procedures
- Adequacy of internal review and approval processes
- Thoroughness and accuracy of quarterly reporting requirements
- Any other associated special interest items

When it has been determined and established that the job responsibilities and duties of a position do not meet the criteria for a PAA exemption under Section 36e(3) of the Act, the

Employer may be required to change the position from an exempt appointment to an appropriate Civil Service appointment in a recognized classification.

Conditions/Facts (i.e., what actually exists):

Through a review of approximately fifty-eight (58) position descriptions, including on-site interviews with various exempted employees, it was determined that nineteen (19) exempted positions listed in **Appendix A** were performing duties matching the specifications for various Civil Service classifications. The positions cited simply do not contain the duties or level of authority and responsibility that would typically fall outside the specifications of standard professional or technical Civil Service classifications.

(It should be noted that one (1) position description for a Lab Support Specialist, position number A66300, did not contain any duties or responsibilities. The Employer is asked to provide a thorough and comprehensive position description prior to finalizing the FY2015 Biennial Compliance Audit.)

Cause (i.e., why deficient condition occurred):

According to the Employer's payroll records, 'standard' titles approved for use by the System Office were applied to the majority of the exempted positions.

Effect (i.e., impact of the problem):

A failure to establish appropriate classification plan management protocols that properly update, analyze and evaluate position descriptions leads to unauthorized exemption authorizations, utilization of inappropriate employment protocols, and non-compliance with the Act, Code and Procedures. Consequently, positions are improperly identified and appropriate Civil Service protocols circumvented, significantly increasing the possibility of employment issues.

Finding from Previous Audit:

During the FY2013 Biennial Compliance Audit, the Auditor selected a sample of eighty (80) Principal Administrative Appointment (PAA) position descriptions and determined that forty-five (45) exempted positions were performing duties matching the specifications for various Civil Service classifications.

During the FY2011 Biennial Compliance Audit, the Auditor selected a sample of one-hundred (100) position descriptions, and it was determined that twenty-six (26) exempted positions were performing duties matching the specifications for various Civil Service classifications. *[Finding Code CSU FY13-03, pages 16-21; and CSU FY11-03, pages 15-17].*

Recommendation:

The Illinois Administrative Code, Section 250.30(a) specifically provides that the Merit Board has the authority to determine Principal Administrative Appointments (PAA) at each institution

or agency. Specifically, it states that “The Director shall publish guidelines for such exemptions, as approved by the Merit Board.”

We refer the Employer to these guidelines located in the Exemption Procedures Manual, Section 3.1, Principal Administrative Appointments, approved by the Merit Board in June 2009. By definition, a PAA is “...an employee who is charged with high level administrative responsibilities, whose decisions are based on administrative policies, and who exercises discretion and independent judgment. In addition, a PAA can be defined as an employee who is in a position requiring knowledge of an advanced type in a field of science or learning customarily acquired by a prolonged course of specialized intellectual instruction and study...and which requires the consistent exercise of discretion and judgment, e.g., physician, attorney, engineer, architect.”

In accordance with the statutory intent and basic premise contained in these standards, the assignment of positions to Civil Service classifications when the position description matches appropriate classification specifications must take precedence over the use of exemptions through utilizing general titles. Improper exemptions from Civil Service regulations can lead to a fundamental breakdown of several interrelated human resource functions; including employment status, position classification, seniority, recruitment, compensation, performance, and benefit administration.

Please be reminded that positions determined to be inappropriately exempted and flagged through the compliance audit process must be reviewed as a matter of standard protocol at the next contract renewal date. If it is determined that these positions match the specifications of the recommended Civil Service classifications, they should be transitioned to a Civil Service appointment as soon as possible. It is strongly recommended that positions designated to be transitioned to Civil Service appointments be moved as soon as possible, preferably at the next employment contract renewal date, but certainly no later than at such time that these positions become vacant again. We refer the Employer to the Exemption Procedures Manual, Section 8.2, Changing an Exempt Position to a Civil Service Position for guidance in transitioning these positions to appropriate Civil Service Appointments. ***Again, please note that positions designated for transition through the audit process will be reviewed in the next biennial audit process and must be monitored by the Employer periodically.***

As previously discussed with the Employer, the former Pilot Program classifications (Custom Classifications) have been incorporated into our standardized classification plan and are required to be utilized in accordance with standardized civil service protocols. These classifications provide a more flexible and transparent transition and may be appropriate for several of the positions cited in **Appendix A**. *Again, it is strongly recommended that these positions be moved immediately, or at the next employment contract renewal date if applicable.*

Institutional Corrective Action Plan—provided by Dr. Renee Mitchell, Director of Human Resources

The University believes the positions are appropriately exempted in accordance with the State Universities Civil Service Systems rules and regulations. However, these positions will be reviewed as a matter of standard protocol by the next contract renewal date.

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Material Findings, Recommendations, and Institutional Corrective Action Plan

CSU FY15-02 Non-Compliance with Extra Help Employment and Position Limitations

Criteria/Standards (i.e., what should exist):

- 1) *Illinois Administrative Code (Code), Section 250.70(f) Extra Help Appointments*
- 2) *Employment and Separation Procedures Manual, Section 2.5 Extra Help Appointments*

Guidelines for Extra Help positions and Extra Help employees are contained in the Illinois Administrative Code. "An Extra Help appointment may be made by an employer to any position for work which the employer attests to be casual or emergent in nature and that meets the following conditions:

- A) the amount of time for which the services are needed is not usually predictable;
- B) payment for work performed is usually made on an hourly basis; and
- C) the work cannot readily be assigned, either on a straight-time or on an overtime basis, to a status employee."

"An Extra Help position may be utilized for a maximum of 900 hours of actual work in any consecutive 12 calendar months. The employer shall review the status of the position at least every three calendar months. If at any time it is found that the position has become an appointment that is other than Extra Help, the employer shall terminate the Extra Help appointment. If an Extra Help position has accrued 900 consecutive hours, the position shall not be reestablished until six months have elapsed from the date of the termination of the position."

For Extra Help employees, the Code requires that "Upon working 900 hours, an Extra Help employee cannot resume employment in any Extra Help appointment at a place of employment until 30 calendar days have elapsed."

The employer's responsibility as noted in the Code is that they "... shall review the status of the position at least every three calendar months. If at any time it is found that the position has become an appointment that is other than Extra Help, the employer shall terminate the Extra Help appointment." Understanding the need for continued temporary assistance, Extra Help extensions are allowed in specific instances in accordance with procedural guidelines.

Conditions/Facts (i.e., what actually exists):

The Auditor reviewed four-hundred two (402) Extra Help appointments utilized during the audit time frame. As documented in **Appendix B**, fifteen (15) employees were found to have worked

beyond the 900 hour Extra Help limitation without the required 30-day break in service. As further documented in **Appendix C**, it was also determined that six (6) Extra Help positions were utilized for more than 900 hours of actual work within a 12 month period without a six month lapse.

Cause (i.e., why deficient condition occurred):

It does not appear that adequate protocols at the departmental level to efficiently and effectively monitor Extra Help limitations were established or maintained.

Effect (i.e., impact of the problem):

Extra Help appointments appear to be utilized longer than allowed, impacting the overall employment environment, which is inconsistent with the Code and Employment/Separation Procedures Manual.

Finding from Previous Audit(s):

During the FY2013 Biennial Compliance Audit, eighteen (18) employees were found to have worked beyond the 900 hour Extra Help limitation without the required 30-day break in service. Additionally, it was determined that five (5) Extra Help positions were utilized for more than 900 hours of actual work within a 12 month period without a six month lapse.

During the FY2011 Biennial Compliance Audit, six (6) employees were found to have worked beyond the 900 hour Extra Help limitation without the required 30-day break in service. It was also determined that sixteen (16) Extra Help positions were utilized for more than 900 hours of actual work within a 12 month period without a six month lapse. *[Finding Code CSU FY13-06, pages 28-30 and CSU FY11-07, pages 24-26].*

Recommendation:

We recommend that the Employer identify and implement additional position management protocols at the department level that will adequately monitor and regulate Extra Help appointments, and employees assigned to those positions, in accordance with Section 250.70(f) of the Illinois Administrative Code. The Employer is reminded that while Extra Help appointments are intended to be utilized to assist during position vacancies, leaves of absence, and during peak work periods, Extra Help appointment and position management protocols with respect to the 900 hour limitation must always remain in place in accordance with established regulatory guidelines.

Additionally, to reduce the frequency of these findings, the Employer may be able to further utilize Extra Help Extensions, only when applicable, and in accordance with guidelines established in the Employment Procedures Manual.

Institutional Corrective Action Plan—provided by Dr. Renee Mitchell, Director of Human Resources

The University will identify and implement additional position management protocols at the department level that will adequately monitor and regulate Extra Help appointments, and employees assigned to those positions.

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Appendix A

***Principal Administrative Appointments
Position Descriptions Matching Civil Service Classification Specifications***

Employee Name	Title	Date of Employment	Date of Appointment	Annual Salary	Position Number	Recommended Civil Service Classification Option(s)
	Program Coordinator	9/16/2011	9/16/2011	\$46,356.00	A43000	Program Coordinator Series or Program/Student Advisor
	Career Development Coordinator	1/3/2012	1/3/2012	\$56,508.00	A44600	Office Support Series, Administrative Aide, or Administrative Assistant
	Technology Coordinator, Nursing LRC	8/7/2001	6/16/2007	\$41,940.00	A55900	Information Technology Technical Associate
	Assistant to the Dean of the College of Education	9/15/2011	7/1/2014	\$42,000.00	A55000	Administrative Assistant or Business/Administrative Associate
	STEM Program Coordinator	1/18/2010	3/1/2013	\$32,964.00	A42400	Program Coordinator Series
	Research Program Coordinator	10/1/2013	10/1/2013	\$51,504.00	A49200	Educational Program Evaluation Coordinator
	Assistant Director of Marketing and Communication	1/1/2013	1/1/2013	\$64,992.00	A45100	Publicity/Promotion Specialist
	Teaching and Instructional Development Specialist	4/6/2009	12/1/2010	\$47,736.00	A67900	Instructional Development Specialist
	Assistant Director, Pre-Health Professions	10/23/2009	10/23/2009	\$42,432.00	A49900	Program/Student Advisor
	Admissions Counselor	5/16/2013	5/16/2013	\$29,508.00	A52000	Admissions and Records Series
	Assistant to the Dean	10/16/2012	10/16/2012	\$55,008.00	A66900	Administrative Assistant or Administrative Aide
	Program Specialist	4/16/2009	12/1/2013	\$57,996.00	A57900	Instructional Development Specialist
	Assistant Director, Student Financial Aid	5/1/2000	9/1/2001	\$55,428.00	A32500	Financial Aid Series/Supervisor
	Environmental Health and Safety Specialist	1/16/2013	1/16/2013	\$54,996.00	A40100	Environmental Health and Safety Technician Series
	Applications Development Specialist	10/16/2010	5/16/2013	\$55,008.00	A62800	Information Technology Support Associate or Information Technology Technical Associate
	Site Director, CRCP	8/1/2005	1/1/2011	\$50,315.04	A49700	Program Coordinator Series or Program/Student Advisor
	Project Manager/Programmer Coordinator	2/1/2013	2/1/2013	\$70,008.00	A45500	Information Technology Technical Associate
	Compliance Coordinator	1/4/2011	1/16/2012	\$46,356.00	A43600	Internal Auditor Series
	Outreach Coordinator, Latino Resource Center	11/3/2014	11/3/2014	\$38,004.00	A46900	Program/Student Advisor (Specialty Factor)

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Appendix B

Extra Help Employees Exceeding the 900-Hour Rule

Employee Name	Position Title	Department	Beginning Appointment Date	Ending Appointment Date	Employee Hours Worked
██████████	Extra-Help/Clerical	LIS (PS)	12/1/2012	3/31/2013	534.50
"	Extra-Help/Clerical	LIS (PS)	4/1/2013	6/30/2013	502.50
					1037.00
██████████	Extra-Help/Clerical	Bursar/Cashier	8/1/2012	12/31/2012	813.50
"	Extra-Help/Clerical	Bursar/Cashier	1/1/2013	4/15/2013	370.00
					1183.50
██████████	Extra-Help/Clerical	Registrar	6/16/2013	10/15/2013	370.00
"	Extra-Help/Clerical	Registrar	10/16/2013	6/15/2014	924.75
"	Extra-Help/Clerical	Registrar	6/16/2014	9/15/2014	405.20
					1699.95
██████████	Grounds & Custodial	Non-Appropriated Facilities	8/16/2013	2/15/2014	920.00
██████████	Extra-Help/Clerical	Non-Appropriated Facilities	12/16/2013	3/15/2014	448.00
"	Extra-Help/Clerical	Non-Appropriated Facilities	3/17/2014	7/31/2014	522.00
"	Extra-Help/Clerical	Non-Appropriated Facilities	8/1/2014	1/15/2015	341.00
					1311.00
██████████	Extra-Help/Clerical	Bursar/Cashier	9/16/2013	12/31/2013	832.25
"	Extra-Help/Clerical	Bursar/Cashier	1/1/2014	2/28/2014	361.70
					1193.95
██████████	Extra-Help/Clerical	Network Services	6/16/2013	8/15/2013	323.00
"	Extra-Help/Clerical	Network Services	8/16/2013	12/31/2013	601.15
					924.15
██████████	Extra-Help/Clerical	Nontraditional Degree Programs	1/1/2014	6/30/2014	683.50
"	Extra-Help/Clerical	Nontraditional Degree Programs	7/1/2014	8/31/2014	218.00
"	Extra-Help/Clerical	Nontraditional Degree Programs	9/16/2014	12/31/2014	89.00
					990.50
██████████	Extra-Help/Clerical	Intrcoll Consolid	3/18/2013	6/30/2013	624.00
"	Extra-Help/Clerical	Intrcoll Consolid	7/1/2013	10/15/2013	556.00
					1180.00
██████████	Extra-Help/Clerical	Non-Appropriated Learning & Instruction	8/16/2013	10/1/2013	272.40
"	Extra-Help/Clerical	Non-Appropriated Learning & Instruction	10/3/2013	2/1/2014	677.20
					949.60

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Appendix B

Extra Help Employees Exceeding the 900-Hour Rule

Employee Name	Position Title	Department	Beginning Appointment Date	Ending Appointment Date	Employee Hours Worked
██████████	Extra-Help/Clerical	Special O&M Funds - Plant	8/16/2012	1/31/2013	622.00
"	Extra-Help/Clerical	Special O&M Funds - Plant	2/19/2013	8/30/2013	863.50
					1485.50
██████████	Extra-Help/Clerical	Faculty Development	12/16/2013	4/30/2014	598.00
"	Extra-Help/Clerical	Faculty Development	5/1/2014	6/30/2014	360.00
					958.00
██████████	Extra-Help/Clerical	Bursar/Cashier	2/1/2013	6/15/2013	718.50
"	Extra-Help/Clerical	Bursar/Cashier	6/16/2013	12/31/2013	586.50
					1305.00
██████████	Extra-Help/Clerical	Special O&M Funds - Plant	11/1/2012	4/30/2013	891.25
"	Extra-Help/Clerical	Special O&M Funds - Plant	5/16/2013	11/30/2013	901.00
"	Extra-Help/Clerical	Special O&M Funds - Plant	12/16/2013	5/15/2014	794.25
					2586.50
██████████	Extra-Help/Skilled	Parking	12/1/2012	11/7/2013	971.00
"	Extra-Help/Skilled	Parking	12/1/2013	10/31/2014	807.50
					1778.50

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Appendix C

Extra Help Positions Exceeding the 900-Hour Rule

Position Number	Employee	Position Title	Department	Beginning Timeframe	Ending Timeframe	Total Hours Worked
X51865	██████████	Extra-Help/Clerical	Student Financial Aid	7/16/2012	12/15/2012	814.00
"	██████████	Extra-Help/Clerical	Grants - Financial Aid	2/1/2013	6/30/2013	837.50
						1651.50
XH0317	██████████	Extra-Help/Clerical	Network Services	6/1/2012	8/15/2013	646.00
"	██████████	Extra-Help/Clerical	Network Services	10/1/2013	5/15/2014	848.00
						1494.00
XH0669	██████████	Extra-Help/Clerical	LIS (PS)	11/1/2012	11/30/2012	96.00
"	██████████	Extra-Help/Clerical	LIS (PS)	12/1/2012	6/30/2013	852.25
						948.25
XH3160	██████████	Extra-Help/Skilled	Parking	8/1/2011	6/30/2013	799.00
"	██████████	Extra-Help/Skilled	Parking	3/1/2013	6/30/2013	151.00
						950.00
XH3160	██████████	Extra-Help/Skilled	Parking	5/16/2002	12/15/2014	751.50
"	██████████	Extra-Help/Skilled	Parking	1/16/2014	6/30/2014	218.50
						970.00
XH3160	██████████	Extra-Help/Skilled	Parking	1/16/2013	9/30/2013	853.25
"	██████████	Extra-Help/Skilled	Parking	1/16/2013	3/31/2013	342.00
						1195.25