

STATE UNIVERSITIES CIVIL SERVICE SYSTEM

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January 9, 2015

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Director of Human Resources
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The State Universities Civil Service System respectfully submits the Final Audit Report of the Biennial Institutional Compliance Audit conducted at Southern Illinois University Edwardsville. The audit period tested was December 1, 2011 through November 30, 2013. 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 Southern Illinois University Edwardsville 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.

[REDACTED]
Lewis T. (Tom) Morelock
Executive Director

Southern Illinois University Edwardsville Final Audit Report



State Universities Civil Service System Compliance Audit

January 9, 2015

Audit Period

December 1, 2011 to November 30, 2013

Prepared by:



Lucinda M. Neitzel
Assistant Director, Operations and Audit Division

Southern Illinois University Edwardsville
Final Audit Report

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Southern Illinois University Edwardsville *Final Audit Report*

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 March 19-21, 2014. Exit conference was conducted on November 25, 2014 and provided an opportunity for the Employer to discuss both the Material and Non-Material findings contained in the initial Draft Audit Report. Upon completion of the exit conference and submission of the Institutional Corrective Action Plan, a Final Audit Report (Material Findings only) is sent to the Employer, and a Supplemental Report (Non-Material Findings) is sent to the campus/agency Human Resource Office for internal use.

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
Jeff Brownfield, Coordinator, Special Assignments

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Executive Summary
YEAR ENDED -- FY2014

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	1
Repeated findings from previous audit®	1®

SCHEDULE OF MATERIAL FINDINGS

<u>Item Number</u>	<u>Page</u>	<u>Description</u>
SIUE FY14-01	5	FINDINGS (STATE UNIVERSITIES CIVIL SERVICE ACT) Exemption Authorization Applied to Positions That Match Civil Service Classification Specifications®

Southern Illinois University Edwardsville
Final Audit Report

Material Findings, Recommendations and Institutional Corrective Action Plan

SIUE FY14-01 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 seventy-five (75) position descriptions, including on-site interviews with various exempted employees, it was determined that thirty-three (33) 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.

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 FY2012 Biennial Compliance Audit, through a review of approximately one-hundred (100) position descriptions, including on-site interviews with various exempted employees, it was determined that nineteen (19) exempt positions were performing duties matching the specifications for various Civil Service classifications. *[Finding Code SIUE FY12-01, pages 5-8].*

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**. Please note that these options are also available in the student/program management area as well. *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 Sherrie Senkfor, Director, Human Resources

The University agrees with the State Universities Civil Service System’s recommendation to conduct an in-depth review of each position cited in the biennial audit. The University clearly understands its obligation under the State Universities Civil System’s Statutes and Rules as it relates to properly classifying employees. The University will continue to make a concerted effort to reexamine the job duties and responsibilities when the positions listed in Appendix A become vacant in order to determine the proper classification. The auditor’s recommendations regarding the appropriate civil service classification will be strongly considered as the University reviews the responsibilities of these open positions.

**State Universities Civil Service System
Southern Illinois University Edwardsville
FY2014 Biennial Compliance Audit**

Appendix A

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

Employee Name	Title	Date of Employment	Date of Appointment in Position	Position Number	Annual Salary	Recommended Civil Service Classification Options
██████████	Campus Sustainability Officer	5/22/2009	1/2/2012	A98862	\$44,880.24	Program Coordinator Series
██████████	Center Manager--Caseyville	4/1/2013	4/1/2013	A99479	\$36,384.00	Child Development Series or Program Services Specialist
██████████	Center Coordinator--ESL Caseyville	4/10/1995	4/10//1995	A99643	\$44,520.48	Child Development Series
██████████	Associate Director/IT Manager	11/14/2011	11/14/2011	A98770	\$73,000.08	Financial Aid Advisor Manager
██████████	Assistant to the Dean	7/9/2001	7/9/2001	A99285	\$53,530.08	Administrative Assistant or Administrative Aide
██████████	Financial Specialist	1/9/2012	1/9/2012	A99797	\$43,911.12	Budget Analyst Series
██████████	Coordinator of Recruitment	7/16/2007	1/1/2012	A99468	\$41,200.08	Program/Student Advisor or Admissions and Records Series
██████████	Center Coordinator--Cahokia	3/23/2010	3/23/2010	A99725	\$37,747.44	Child Development Series
██████████	Relationship Manager/Marketing Specialist	12/9/2010	1/3/2012	A98866	\$43,719.84	Publicity/Promotion Specialist
██████████	Coordinator of Graduate and International Recruitment	6/24/2013	6/24/2013	A98786	\$44,000.16	Program/Student Advisor
██████████	Human Resource Manager	5/5/1987	5/5/1987	A99609	\$58,664.88	Human Resource Associate or Information Technology Technical Associate
██████████	Coordinator, Conferences and Institutes	2/6/1995	2/6/1995	A99762	\$50,187.36	Publicity/Promotion Specialist or Program Coordinator Series
██████████	Director of Development	3/1/1979	7/1/2012	A98821	\$50,401.20	Development Officer
██████████	Facilities and Transportation Program Coordinator	1/3/1996	1/3/1996	A99743	\$57,669.60	Facilities Manager Series
██████████	Transfer Coordinator	4/1/2000	4/1/2000	A98766	\$42,652.80	Program/Student Advisor
██████████	Interactive Media Information Specialist	6/1/1992	6/1/1992	A98921	\$58,345.20	Information Technology Technical Associate
██████████	Business Specialist, Small Business Development Center	8/9/2013	8/9/2013	A98755	\$40,000.08	Business/Administrative Associate
██████████	Marketing Specialist	7/16/2012	7/16/2012	A98835	\$42,653.52	Publicity/Promotion Specialist
██████████	Assistant Director of Institutional Compliance	3/4/2013	3/4/2013	A98790	\$66,300.00	Compliance Officer
██████████	Health Associate	11/12/2007	5/14/2010	A98991	\$13,937.28	Health Education Coordinator, Licensed Practical Nurse Series, or Professional Nursing Series
██████████	Computer Programming Specialist	8/14/2000	8/14/2000	A99732	\$60,180.72	Information Technology Technical Associate
██████████	Manager of Gift Records	12/5/2007	12/5/2007	A99318	\$49,421.04	Accountant Series or Accounting Associate
██████████	Specialist, Information Technology Services	6/12/1995	6/12/1995	A99672	\$56,904.72	Multimedia Technology Communication Series or Instructional Development Specialist
██████████	Center Manager--District 118 Collaboration	10/7/1991	10/7/1991	A99439	\$40,404.72	Child Development Series or Program Services Specialist
██████████	Senior Financial Specialist	8/6/2007	8/6/2007	A99349	\$57,502.56	Accounting Associate or Business/Administrative Associate
██████████	Marketing Specialist	10/29/2012	10/29/2012	A98826	\$43,506.00	Publicity/Promotion Specialist
██████████	Staff Assistant	7/1/2001	7/1/2001	A99573	\$32,281.68	Adult Education Community Coordinator, Program Coordinator Series or Program/Student Advisor
██████████	Interactive Media Videographer/Web Designer	9/19/2012	9/19/2012	A98798	\$44,359.44	Information Technology Technical Associate
██████████	Coordinator of Communications for Partnership	2/14/2012	2/14/2012	A98850	\$42,435.84	Program/Student Advisor
██████████	Coordinator of International and Graduate Recruitment	6/24/2013	6/24/2013	A98787	\$42,970.08	Program/Student Advisor
██████████	Director of Development	8/29/2011	8/29/2011	A99659	\$74,753.28	Development Officer
██████████	Coordinator of Business Student Services & Transitions	9/20/2004	9/20/2004	A98800	\$49,162.32	Program/Student Advisor
██████████	Center Manager--Cahokia	4/1/2013	4/1/2013	A98767	\$36,384.00	Child Development Series or Program Services Specialist