

For: FSA Employees

FY 2019 Performance Management Closeout and Awards Program

Approved by: Administrator



1 Overview

A Background

The FY 2019 performance cycle ended September 30, 2019. Farm Production and Conservation (FPAC) and FSA leadership requires that performance ratings and EmpowHR processing shall be completed and distribution made by October 30, 2019.

A performance management and awards program is critical to the success of any organization. According to OPM, performance management **must** effectively differentiate between high and low performance, and the awards system **must** reward top performers with meaningful and appropriate recognition. FSA awards policy is documented in 5-PM. FSA supervisors will be able to recognize FY 2019 employee performance with cash awards, time off awards (TOA's), or a combination cash award/TOA according to 5-PM and as provided in this notice.

Additional FY 2020 performance plan guidance will be forthcoming in a future PM notice. The required content for FY 2020 performance plans will change significantly; therefore, FY 2019 performance plans shall not be rolled forward to FY 2020.

B Purpose

This notice:

- highlights the deadline to complete FY 2019 performance appraisals for all FSA employees by October 30, 2019
- highlights guidance on assessing the performance of non-executive employees and detail opportunities
- highlights key features (due dates, responsibilities, and training) related to closing out the FY 2019 performance appraisal period

Disposal Date	Distribution
January 1, 2020	All FSA employees; State Offices relay to County Offices

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1 Overview (Continued)

B Purpose (Continued)

- allows FSA supervisors to recognize the workforce fairly and equitably for the level of performance being delivered and provides guidance for FSA FY 2019 performance awards for rating-based awards and the associated cash amounts
- informs FSA supervisors that FY 2019 performance plans shall not be rolled forward for FY 2020.

2 2019 Performance Appraisal Closeout

A Due Dates and EmpowHR Processing

The FY 2019 appraisal period ended **September 30, 2019**. Performance appraisals must be completed within 30 calendar days of the end of the appraisal period. Supervisors shall enter FY 2019 performance appraisals into EmpowHR and ensure that the reviewer and employee concurrence is completed by October 30, 2019.

B Performance Appraisal Requirements

To rate an employee, **both** of the following **must** have occurred:

- a performance plan **must** have been established
- the employee **must** have been under that performance plan for at least 90 calendar days.

Note: If the rating period has **not** been 90 calendar days by September 30, 2019, The October 30, 2019, deadline may be extended accordingly. If an extension is required, the supervisor should send an e-mail to Michael Braswell, HR Performance Management Specialist, at michael.braswell@usda.gov with the appropriate justification.

C Properly Rating Employees

An employee's FY 2019 performance appraisal **must** be based on documented accomplishments that align with the expectations established in the employee's performance plan. Rating and reviewing officials **must**:

- use the standards in the employee's FY 2019 performance plan to establish a rating and make distinctions in levels of performance
- document and record accomplishments for employee performance above fully successful.

Note: If the employee is rated at the "Exceeds" level for any element, written documentation of the employee's accomplishments is **required**.

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2 2019 Performance Appraisal Closeout (Continued)

D Appraising Elements and Preparing the Summary Rating

When appraising elements in performance plans, each element is assigned a point value to determine their final rating. The following table provides a detailed explanation of the FY 2019 performance element values.

Mandatory Critical Elements		Other Critical Elements	
Element	Value	Element	Value
800 – Execution of Duties Technical Knowledge and Skill	4	801 – Communications	1
803 – Supervision	2	804 – Team Leadership	2
808 – Customer Service (HQ, KCMO)	2	805 – Program Management	2
815 – Customer Service WITH Outreach Education and Engagement	2	809 – Performance Management	2
825 – Mission Results	4		
Non-Critical Elements			
Element	Value	Element	Value
802 – Research and Analysis	1	806 – Special Projects	1
811 – Resource Management	1	812 – Individual Contributions to the Team	1
813 – FLOT Trainer (mandatory)	1	814 – Individual Contributions to the State	1

E Assessing Performance for Employees Serving on Details

DR 4040-430 specifies that performance plans must be established for GS employees on details lasting 90 calendar days or more. Exhibit 1 describes the methods for assessing performance in those situations.

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2 2019 Performance Appraisal Closeout (Continued)

F Employee Performance and Addressing Performance Problems

On February 6, 2019, the USDA Office of Human Resources Management released the revised DR 4040-430, "Employee Performance Management."

DR 4040-430, Section 14 provides provisions for addressing performance. This section identifies poor performance as failure by an employee to do the job at the fully successful (FS) level. Employees whose performance falls below the FS level shall:

- be notified in writing of the critical element(s) for which performance is below the FS level
- be informed that unless he/she demonstrates performance in the critical element(s) identified in the notice at the FS level, the employee may be reduced in grade or removed
- afford the employee a reasonable opportunity to demonstrate FS performance on the critical element(s) by giving the employee a Demonstration Opportunity (DO).

According to 22-PM and most union contracts an OTI and/or PIP will be used to address performance issues. With the release of DR 4040-430, these shall now be referred to as Demonstration Opportunity (DO). Agency guidance will be revised to address new regulations set forth in the DR. See Exhibit 2 for DO guidance.

G Subsequent Performance

If an employee has consistently demonstrated performance at the FS level for 1 year from the beginning of a DO and the employee's performance again falls below the FS level in any critical element, the rating official must afford the employee an additional DO before determining whether to propose a performance-based action.

A performance-based action may be proposed based upon instances of performance below the FS level which occur within a 1-year period from the beginning of the DO, ending on the date of the notice of proposed action.

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2 2019 Performance Appraisal Closeout (Continued)

H Rating of Record During a Demonstration Opportunity

If an employee is on a DO with a scheduled duration beyond the end of the performance year, a rating of record must be given to the employee no later than 30 calendar days after the end of the performance year.

The appraisal period shall not be extended for the purpose of permitting an employee to demonstrate acceptable performance such that the rating of record is not completed by the deadline.

If an employee's performance is not at the FS level for every critical element before the rating record deadline, the rating record for that performance year is Unacceptable.

A rating of record is not permitted to be changed if the employee demonstrates acceptable performance after the rating record deadline.

I Assessing Supervisory Performance

A supervisor's failure to meet the performance management requirements and compliance deadlines established by OHRM or FSA must, at a minimum, preclude an element rating of "Exceeds Fully Successful". Failure to meet the requirements in the performance management category altogether must result in an element rating of "Does Not Meet Fully Successful".

Likewise, the second-level supervisor's supervision element rating should reflect the degree to which the first-line supervisor was held accountable for their performance management responsibilities.

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2 2019 Performance Appraisal Closeout (Continued)

J Required Data Reporting

During the FY 2019 performance cycle, the Department requires the Human Resources Division to report 100 percent completion rates for all eligible FPAC employees. All supervisors/rating officials and reviewing officials must ensure all required performance appraisals and plans are completed within the established deadlines.

K Required Documentation by Manager/Supervisor

For any elements rated as “Exceeds” or a summary performance rating above “Fully Successful” must be supported by written justification.

L Required Write-Up of Employee Accomplishments and Contributions

Employees are required to provide their supervisor/manager with a narrative/list of contributions and accomplishments achieved during the performance cycle. The summary assists supervisors/managers in accurately assessing the employee’s performance. Prior to meeting with their supervisor/rating official, employees must submit a detailed accomplishment report which includes:

- personal performance, contributions, and accomplishments that align with the standards and measures at the FS level for each element in their performance plan
- personal performance, contributions, and accomplishments that align with the standards and measures at the exceeds fully successful level for each element in their performance plan, as applicable
- any additional performance, contributions, and accomplishments that are not specific to the expectations documented in the performance plan.

3 FY 2019 Rating-Based Awards

A General Information

Rating-based awards are based on employee performance accomplishments over the course of the rating cycle, as documented on the employee’s rating of record. See 5-PM for further information.

Rating-based awards do not require a separate award justification. The rating is entered in the Award Justification Section in EmpowHR after the performance appraisal is completed in EmpowHR.

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3 FY 2019 Rating-Based Awards (Continued)

B Effective Date

All ratings-based performance awards shall be process no later than pay period (PP) 24 ending December 7, 2019.

C Labor-Management Obligations

Where exclusive representation exists, bargaining may be requested to the extent allowed by applicable statutes and according to contract language. Negotiation issues raised **must** be resolved before implementation of rating-based award guidance for employees in that collective bargaining unit.

D Types of Rating-Based Awards

Employees may receive **1** of the following types of awards in recognition of their FY 2019 performance rating of record:

- cash award (lump-sum) **only**
- time off award (TOA) **only**
- combination of cash award and TOA.

It is the employee's choice as to which authorized award they receive. Document the employee's choice by e-mail and on **Exhibit 3 - FSA Awards Calculation Worksheet** available on the DAFO SharePoint in the "[Performance Management Templates](#)" Library.

IF the rating is...	THEN the award can be 1 of the following...
outstanding	<ul style="list-style-type: none">• 2 percent of the employee's base salary, including locality pay• 40-hour TOA• 1 percent of the employee's base salary, including locality pay, and 20-hour TOA.
superior	<ul style="list-style-type: none">• 1 percent of the employee's base salary, including locality pay• 20-hour TOA• .5 percent of the employee's base salary, including locality pay, and 10-hour TOA.

Cash award amounts are determined based on the employee's base salary, including locality pay. This includes salary rates because of a temporary promotion that is or was in place for **6 months or more** during the FY 2019 performance period.

3 FY 2019 Rating-Based Awards (Continued)

D Types of Rating-Based Awards (Continued)

If a temporary promotion is or was for **less than 6 months**, then use the appropriate rate for the position of record as of September 30, 2019.

Example: An employee was on a temporary promotion for 1 year that ended on August 23, 2019. Use the salary rate in place as of August 23, 2019, if higher than the salary as of September 30, 2019.

Note: Exceptions to the salary used to calculate the award amount **must** be approved by the appropriate Deputy Administrator or the Administrator.

E Eligibility

All FSA employees, Federal and non-Federal, rated superior are eligible for a rating-based award. All employees rated outstanding are eligible for QSI consideration. Employees rated fully successful or below are **not** eligible for rating-based awards.

4 QSI's

A Overview

QSI's are a faster than normal within-grade increase (WGI) used to reward employees rated outstanding at any general schedule (GS) or county (CO) grade level. Receiving a QSI will **not** affect receiving the next WGI, **unless** the employee is in step 3 or step 6 **before** receiving the QSI, in which case receiving a WGI will be pushed back exactly 1 year. QSI's are earned by employees who have far exceeded job expectations and their performance is expected to continue. A QSI may be granted, instead of the award options listed in subparagraph 3 D, for employees with a rating of record of outstanding.

B Allocation Award Pools

For QSI rating-based award purposes, allocation of QSI's will be divided into award pools. The award pools are as follows:

- Office of the Administrator (immediate Office of the Administrator and staff offices reporting to the Administrator)
- DAFLP
- DAFO, excluding State and County Offices
- DAFP
- each State Office.

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4 QSI's (Continued)

B Allocation Award Pools (Continued)

Note: The U.S. Virgin Islands are included with the Florida award pool.

Each award pool may give a number of QSI's up to 1 percent of the total number of ratings of record given that year within that award pool. Fractions of 0.5 or greater shall be rounded up; fractions less than 0.5 shall be rounded down.

Example: An award pool gives 210 ratings of record, 1 percent of 210 =2.1; therefore, a maximum of two QSI's may be given in this award pool.

For small award pools where this percentage would not allow any QSI's, one QSI per award pool may be given. All decisions about QSI's will be made by the:

- Administrator for the Office of the Administrator award pool
- Deputy Administrator for all other associated award pools
- SED for each State Office award pool.

C Criteria

QSI's are the highest rating-based award that an employee can earn. FSA has established stringent criteria for QSI's to maintain QSI integrity. The following criteria **must** be met to be considered for a QSI:

- the rating of record **must** be outstanding
- the employee has **not** received a QSI within the last 52 weeks
- the employee is **not** at step 10 of their grade level
- the employee demonstrates sustained performance of high quality significantly above expectations and is expected to continue in the future
- the employee has held the same grade and type of position, or similar position, in a pay status for at least 6 months **before** the end of the appraisal cycle.

Note: If an employee is in the process of being promoted within 60 calendar days after the effective date of the QSI, check the next salary level to ensure that the QSI will **not** be lost.

D Employees at Step 10

Employees at step 10 of their grade **cannot** receive a QSI. Employees at step 10 of their grade who are rated outstanding will receive their award of choice according to subparagraph 3 D.

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4 QSI's (Continued)

E Effective Date

QSI's will be made effective the first day of the PP after written notification is received in the servicing personnel office (SPO) that the QSI should be processed. Written notification may take place through EmpowHR, by submitting a completed AD-287-2 or by using some other form of written communication, such as a spreadsheet or memorandum. The effective date may be delayed up to four PP's when advantageous to the employee. The effective date of the award is the date the award is approved. Generally, the QSI should be made effective as soon as practicable after it is approved, usually at the beginning of the next PP, and as close as practicable to the rating of record upon which it is based.

Note: Employees may **not** receive both of the following based on a rating of record for the same appraisal period:

- QSI
- cash award, TOA, or combination cash award/TOA.

5 Cash Award Only Option

A Overview

When giving a cash award **only**, determine the individual award amounts using the spreadsheet in Exhibit 3.

B Award Amount Based on Employee Salaries

Issuing awards based on a percentage of the employee's salary:

- provides consistency throughout the program area and/or State
- shows distinctions based on levels of performance
- is based on the employee's annual base pay; that is GS or CO pay, plus locality pay.

Note: See contacts listed in subparagraph 9 A for assistance in determining award amounts.

C Effective Date

Performance cash awards will be made effective the first day of the PP after written notification is received in the SPO. Every effort should be made to submit award requests to allow for processing any pay out no later than PP 24 (December 7, 2019). Written notification may take place through EmpowHR by submitting a completed AD-287-2 or by using some other form of written communication, such as a spreadsheet or memorandum.

Note: The FY 2019 performance rating **must** be entered in EmpowHR or NFC before entering the performance cash award.

5 Cash Award Only Option (Continued)

C Effective Date (Continued)

Important: When entering the cash awards in EmpowHR, a line of accounting **must** be entered. Do **not** use stored accounting codes when entering awards in EmpowHR. This line of accounting is the 14-digit accounting code that is located in the employee's webTA timesheet. It is also located in 98-FI. If this accounting code is not manually entered, the award may be rejected, additional corrections will need to be made, and it may slow the issuance of the award. Not only will the accounting code be rejected by NFC, but the awards will not be properly reflected in the payroll reports for the respective offices where the awards are issued.

6 TOA's

A Award Preference

FSA recognizes that time off is a valuable tool in rewarding the workforce. TOA's may be preferred by employees instead of cash awards.

B TOA Hour Limitations

TOA's are granted to employees in the form of time off from work without loss of pay or charge to leave. Full-time employees may:

- be granted up to 80 hours of time off during a leave year
- not be granted more than 40 hours for a single achievement.

TOA's **must** be scheduled and used within 26 PP's from the effective date of processing. After 26 PP's, unused time off will automatically be forfeited and may **not** be restored or otherwise substituted. Part-time employees or employees with uncommon tours of duty may be granted up to the average number of hours worked in a PP or the employee's scheduled tour of duty. This figure should be prorated for part-time employees or employees with uncommon tours of duty.

Note: All FY 2019 performance appraisals **must** be entered into NFC **before** processing FY 2019 performance TOA's. Managers **must** check with their State Office or HRD for Federal employees, to ensure that the FY 2019 appraisal has been entered **before** entering TOA's for performance.

C TOA and Transfer Between CO and GS

If an employee is transferred between the FSA CO and GS systems and they have unused TOA hours, the TOA hours will be dropped by NFC. To restore TOA hours, the SPO will process another TOA, in the amount of the unused hours, for the employee after their transfer is complete.

Note: SPO will **only** process another TOA if the employee is transferring **within FSA**.

7 Processing TOA’s Using EmpowHR

A Recommendation Responsibilities

Only the supervisor may be the recommending official for a rating-based TOA. Recommending individuals using EmpowHR shall take the following steps to nominate an employee for a TOA. See paragraph 8 for guidance on making recommendations **without** using EmpowHR.

Step	Action	
1	Prepare the TOA recommendation in EmpowHR (Manager Self Service - Tasks - Awards).	
2	IF the recommendation...	THEN EmpowHR forwards the TOA recommendation...
	is within the supervisor’s approval authority (up to 10 hours time off)	directly to the SPO for processing.
	exceeds the supervisor’s approval authority (10 or more hours)	<ul style="list-style-type: none"> • to the supervisor’s supervisor for approval • to the SPO for processing after approval.

B Supervisor Review and Approval or Disapproval

After receiving notification from the approving official, the recipient’s supervisor shall inform the employee of the decision.

SPO will notify the supervisor after the TOA is approved. The supervisor will notify the employee of the TOA and let the employee know the TOA will be reflected on their Employee Personal Page (EPP).

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7 Processing TOA’s Using EmpowHR (Continued)

C Approval Official Responsibilities

The approving official shall review the TOA recommendation and make 1 of the following decisions.

IF the approving official...	THEN...
approves the recommendation	<ul style="list-style-type: none"> EmpowHR forwards the recommendation to the SPO for processing notify, verbally or by e-mail, the recipient’s supervisor and recommending individual of action.
modifies and approves the recommendation	<ul style="list-style-type: none"> note changes EmpowHR forwards the recommendation to the SPO for processing notify, verbally or by e-mail, the recipient’s supervisor and recommending individual of action.
disapproves the recommendation	<ul style="list-style-type: none"> EmpowHR forwards the recommendation to the SPO where it will be canceled notify the supervisor verbally or by e-mail.

8 Processing TOA’s Not Using EmpowHR

A Recommendation Responsibilities

The recommending individual shall take the following steps to nominate an employee for a TOA.

Step	Action
1	Prepare the TOA recommendation on AD-287-2.
2	If recommending for a rating-based TOA, use the write-up accompanying the rating.
3	Sign AD-287-2.
4	Forward AD-287-2 and all supporting documents to the recipient’s supervisor.

B Action After Approval Received

After receiving notification that the TOA has been approved from the approving official, the supervisor can inform the employee:

- of the decision
- that the TOA will be reflected on their EPP after SPO processing.

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9 Contacts

A Contact Information

If there are questions about the FY 2019 performance management close-out, contact the appropriate individuals according to this table.

Supervisors	Performance Contact
FSA State or County Office	State Administrative/Executive Officer (AO/EO)
FSA National Office Employees Contacts	
Contact Amy Webbink by either of the following:	
<ul style="list-style-type: none"> • e-mail to amy.webbink@usda.gov • telephone at 406-587-6883. 	

If there are questions about processing time off or cash awards, contact the appropriate SPO as follows.

Location/Office	SPO Contact
Southwest Area State or County Offices (AZ, CA, CO, HI, KS, NV, NM, OK, TX, UT)	Southwest Area Regional Service Office Human Resources Team by e-mail to HRM.SWARSO@FSA.USDA.GOV
FSA State or County Office	State Administrative Officer (AO)
FSA National Office Employees HR Contacts	
Contact the HR Employee Care Center (submit a ServiceNow request)	

If there are EmpowHR system questions related to awards, contact the EmpowHR Help Desk at 816-823-3996.

Guidance on Assessing Detailed GS Employees

Following is guidance for assessing employees who are in detail positions and transition to regular duty positions.

IF...		THEN the...		
	AND the...	detailee...	supervisor of the detail...	supervisor of record...
performance expectations were documented and communicated		<ul style="list-style-type: none"> prepares an accomplishment report for the detail according to the documented expectations provides the accomplishment report to the supervisor of the detail 	<ul style="list-style-type: none"> prepares an interim rating communicates it to the detailee provides it to the supervisor of record 	determines the degree of weight to give the interim rating in determining the rating of record.
performance expectations were not documented	detailee's position of record is supervisory	prepares an accomplishment report for the detail	resolves any questions with the detailee	determines the degree of weight.
	detailee's position of record is non-supervisory	provides the accomplishment report to the supervisor of the detail	<ul style="list-style-type: none"> documents additional feedback for the supervisor of record, if needed communicates the additional feedback to the detailee provides the accomplishment report and any additional feedback to the supervisor of record 	<ul style="list-style-type: none"> considers all aspects of the detail (both mission results and any supervisory duties and accomplishments) under the mission results element of the position of record determines the degree of weight to give the detail's accomplishment report and any additional feedback in determining the rating of record.

Guidance for Demonstration Opportunity

As stated in DR 4040-30, the DO is not a developmental opportunity, nor an opportunity to merely improve performance. It is an opportunity to demonstrate acceptable performance, that is, performance at the FS level in the respective critical element(s)

A DO requires a DO plan, which must provide clear notice of the performance the employee is required to demonstrate in the critical element(s) and standards for which the employee's performance does not currently meet FS level.

- The performance expectations must be achievable within the duration of the DO.
- The expectations in the DO plan must be commensurate with the duties and responsibilities of the employee's position and grade level, as reflected in the employee's position description and performance plan.
- The expectations must allow for a margin of error during the DO; an absolute standard is not permitted unless a single failure could result in loss of life, injury, breach of national security, or great monetary loss.
- The DO plan must describe how the expectations will be measured and/or assessed.
- The DO plan must describe any assistance the agency will provide the employee to bring the performance up to the FS level.

The DO plan must specify the length of the period to demonstrate performance at the FS level.

- There is no minimum opportunity period for a DO.
 - A DO of 30 calendar days is normally sufficient.
 - A DO of more than 30 calendar days must be approved by the USDA CHCO.

Note: For General Schedule (GS) employees, a DO must also be approved by OGC. For County Office (CO) employees, approval from USDA CHCO and OGC is not required however, DAFO must approve all DO plans greater than 30 calendar days for CO employees. Bargaining unit employees in a unionized State will continue to follow past practice of a Performance Improvement Plan (PIP) for 90 calendar days.

- The length of the DO should be determined by the following considerations:
 - the complexity of the work
 - the duration of the segment of work which would provide adequate evidence that performance is demonstrated, or not, at the FS level
 - whether the employee has demonstrated acceptable performance, as defined at the FS level of the current performance plan, at a previous time.

Guidance for Demonstration Opportunity (Continued)

The rating official, or alternate as identified in the DO plan, must closely monitor the employee's performance during the DO, and inform the employee at least once each week during the DO that the employee is or is not meeting performance expectations.

If, during the DO, the rating official concludes that additional time is required to assess whether the employee is demonstrating performance at the FS level, the DO may be extended for no more than 30 calendar days with the prior approval of the USDA CHCO. If the DO is extended, the rating official must notify the employee, in writing, of the extension.

Note: For County Office employees, an extension of a DO must be approved by DAFO.

At the conclusion of the DO, the rating official must determine, without delay, whether the employee has demonstrated acceptable performance as defined in the DO plan and must notify the employee in writing of the determination within 7 calendar days. If the employee has failed to demonstrate acceptable performance, the rating official must initiate steps to take an adverse or performance-based action no later than 7 calendar days from the end of the DO.

Calculating Award Amounts

The following is an example of the FSA Awards Calculation Worksheet for supervisors to calculate award amounts based on the policy of 2 percent for an outstanding rating and 1 percent for a superior rating, and the combination option of 1 percent and 20 hours TOA for an outstanding rating, and 0.5 percent and 10 hours TOA for a superior rating.

To access the actual spreadsheet for supervisor’s use, go to “[Performance Management Templates](#)” Library located on the DAFO SharePoint.

FSA Awards Calculation Worksheet

Step 1: Input the employee's name.
 Step 2: Input the employee's salary including locality pay (rounded up).
 Step 3: From the drop down menu select the employee's rating.
 Step 4: Under the ratings columns to select which option the employee wants (employees may only select QSI when that option has been specifically offered).

Employee Name	Base Salary with Locality Pay	Rating	Superior			Outstanding				
			Cash	TOA	Cash and TOA	Cash	TOA	Cash and TOA	QSI	
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