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## A Review of Personnel Policies and Procedures Developed for St. Charles County in 1984

Richard L. Balicki

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A REVIEW OF PERSONNEL POLICIES  
AND PROCEDURES DEVELOPED FOR  
ST. CHARLES COUNTY IN 1984

by

Richard L. Balicki, B.S.

A Digest Presented to the Faculty of the Graduate School  
of the Lindenwood Colleges in Partial Fulfillment of  
the Requirements for the Degree of  
Master of Science

1986

This paper will discuss the development, design and formulation of personnel policies and procedures for St. Charles County in 1984. At the time the process of development started, the county was without an approved personnel policies and procedures system and was concerned about a possible federal audit that could result in their losing federal funds because of the lack of formal policies.

In order to develop a system that would be used by the various county offices, input was sought from elected and appointed officials as well as other levels of county employees. The success and failure of this method is discussed, along with how it provided a basis for developing policies accepted by the majority of the people who were involved in the process.

The policies and procedures that were approved by the county court are included in the paper. Statistical analysis of the county and surrounding areas is also included to illustrate the constituent makeup of the county and how the local government responds to what it perceives are the desires of its constituents.

A REVIEW OF PERSONNEL POLICIES  
AND PROCEDURES DEVELOPED FOR  
ST. CHARLES COUNTY IN 1984

by

Richard L. Balicki, B.S.

A Culminating Project Presented to the Faculty of the Graduate School  
of the Lindenwood Colleges in Partial Fulfillment of  
the Requirements for the Degree of  
Master of Science

1986

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SECTION 1  
INTRODUCTION

In the spring of 1984 the St. Charles County Administrative Court was faced with the possible loss of federal funds due to the fact that they had not implemented any county-wide policies on handicap accessibilities or employment opportunities for handicapped individuals. To rectify that situation, the court decided to contract out for the development and implementation of appropriate policies. The court contracted with myself and a partner to develop the policies that they felt would provide minimum compliance with the Rehabilitation Act of 1973, thus assuming that they would meet federal guidelines for compliance.

In our initial meeting with the administrative court, we advised them of the necessity of having a complete personnel policy system with appropriate procedures. We also stated that this would be necessary for compliance with the Rehabilitation Act of 1973 (Sec. 504). The discussion with the court then resulted in our agreeing to develop and implement a personnel policy and procedures document, with the county assuming responsibility for handicap accessibility requirements.

In 1972 the county had contracted with a consultant to develop personnel policies and job descriptions for all county departments. We were informed that these

policies and job descriptions had never been implemented by any county office. The policies were reviewed for compliance with current federal and state laws and were found to be out-dated and no longer viable for usage. We informed the county of this and they agreed to the development of all new policies as would be necessary for normal personnel administration and compliance with all pertinent federal and state laws.

This paper will show how the policies were developed, what laws were considered and how implementation of the policies has progressed. Also, the meetings with administrative staff, elected officials and staff will be discussed, as they were an integral part in formulating all policies and procedures. We had insisted from the beginning that all of the people mentioned be a part of the process, as they would be the ones most affected by the policies and procedures. Their input also provided us with insights into the day-to-day operations of almost all county offices.

This subject area was chosen because it shows the actual usage of the theories and concepts that we have learned in the classroom setting. It provides a basis of showing how this knowledge can be implemented in a business setting, in this case a public government entity. Without the practical understanding of the day-to-day operations, needs, and desires of an

organization, one cannot adapt the classroom knowledge to actual practical experience. This project provided a first-hand approach into how to design and develop policies for a particular organization. The internal structure of the organization had to be analyzed before any efforts were made to develop policies that would meet the criteria of the organization.

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The State  
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benefits,  
contribution

SECTION II

REVIEW OF PERTINENT LAWS

Social Security Act  
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provide for  
and old age  
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benefits and  
the employer  
benefits  
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required

In developing the personnel policies and procedures for St. Charles County, the first consideration was that they be in compliance with all appropriate federal and state laws. This was accomplished by reviewing all federal and state legislation that affects human resource management and labor relations. The following are compendium of all laws that cover the area of Wage, Hour, and Working Conditions:

The David Bacon Act (1931) focuses on wages and mandated payments of prevailing wage rates and fringe benefits, a standard eight hour day, and overtime compensation.

Social Security Act (1934) (is amended approximately every two years) focuses on employee benefits. establishes a federal tax placed on payrolls to provide for unemployment and retirement benefits and old age survivors insurance; automatically adjusts benefits tied to consumer price index; includes fully insured individuals eligible for retirement benefits and currently insured employees eligible for unemployment and disability coverage only.

Walsh-Healey Act or Public Contract Act (1936) focuses on wages and safety; requires firms doing business with the government to pay at least the prevailing minimum wage rate for that industry; requires overtime compensation for work in excess

of eight hours in a day, or a forty-hour week; regulates safety and health issues and child labor.

Fair Labor Standards Act (1938, last amended 1977) focuses on hours and wages; extends minimum wage provision to include most workers in commerce, hospitals, educational institutions, all levels of government; exempts specific groups, notably supervisors, thus identifying them as part of management.

Equal Pay Act (1963), amended by Education Act, 1972) focuses on discrimination in wages; prohibits wage differential based on sex; includes only those employers subject to Fair Labor Standards Act, administered by Equal Opportunity Commission since 1977.

Occupational Safety and Health Act (1970) focuses on safety; sets mandatory standards for safety and health; extended from private sector to federal agencies by Executive Order 12196 (1980).

The following laws deal with employment rights:

Immigration and Naturalization Act (1952) (frequently amended) focuses on employment discrimination; covers the hiring of resident aliens and the hiring of new or prospective immigrants. Some court cases have also used the Fourteenth Amendment to the Constitution, Section 1, to argue that it is "people",

not "citizens", who are covered by constitutional rights.

Executive Order 11246 (1965, amended by 11375, 1967) focuses on minority or protected classes; prohibits discrimination on the basis of race, color, religion, sex, or national origin at any point in recruitment, transfer, promotion, or termination. administered by the Office of Personnel Management; established the Office of Federal Contract Compliance Programs.

Age Discrimination in Employment Act (1967, amended 1978) focuses on employees aged 40-70; prohibits discrimination against employees in the protected class (ages 40-70) and defines need for bonafide occupational qualification or need for good-cause dismissal to be applied to disqualify persons in this age group.

Fair Credit Reporting Act (1971) focuses on consumer credit; provides employees with the right to renew and correct any information in their file, and to delete or omit obsolete information; requires users to notify consumers if they are using the credit information.

Equal Opportunity Act (1972) focuses on employment discrimination; strengthens the enforcement process of the Equal Employment Opportunity Commission; extends



coverage of Title VII of the Civil Rights Act to government employees and those in higher education.

Rehabilitation Act (1973) focuses on employee rights; mandates affirmative action programs for hiring, placing and advancing handicapped persons; includes rehabilitated alcoholics and drug addicts; only exemptions are private-sector firms receiving less than \$2,000 annually in federal contracts.

Vietnam Era Veterans Readjustment Act (1974) focuses on employment opportunities; requires affirmative action to hire and advance Vietnam era veterans; applies only to firms holding federal contracts or subcontracts of \$50,000 or more.

The review of the laws that have been listed are generally the basis for proper personnel practices and administration. The Office of Personnel Management provided us with the legal guidelines, but also stated that any policies that would be developed would have to meet the particular needs of the entity we were contracting with in this project. The purpose for the review was to consider any legal implications in the policy development before their implementation, and to avoid possible legal problems in the future. Because of the changes in the laws, courts and regulatory agencies are performing more audits of personnel systems.

An analysis of a personnel system insures proper administration as well as maintaining objectivity and accountability. The force of the laws and regulatory agencies have prompted greater professionalism of personnel administration, causing clearly written and defensible policies and procedures. A vital part of personnel administration involves advising management of the consequences for failure to apply the laws as interpreted by regulatory agencies. Many organizations believe that growing legal requirements have increased the cost of doing business. Not only is it an absolute business necessity to have written personnel policies that can be universally accepted by management and objectively applied; it is imperative that the policies be reviewed regularly in light of changing laws and legal interpretations. Policies not updated for five years are generally found obsolete. This was the problem we had encountered with the policies that were completed in 1972 for the county.

After reviewing the laws, we then considered what points needed to be covered in the policies we would formulate. As a basis we used the Intergovernmental Personnel Act to provide the basic elements. The Intergovernmental Personnel Act lists six areas:

1. Recruiting, selecting, and advancing employees on the basis of their relative ability, knowledge, and skills, including open consideration of qualified applicants for initial appointment.
2. Providing equitable and adequate compensation.
3. Training employees, as needed, to assure high quality performance.
4. Retaining employees on the basis of adequacy of their performance, correcting inadequate performance, and firing employees whose inadequate performance cannot be corrected.
5. Assuring fair treatment of applicants and employees in all aspects of personnel administration without regard to political affiliation, race, color, national origin, sex, or religious need, and with proper regard for their privacy and constitutional rights as citizens.
6. Assuring that employees are protected against coercion for partisan political purposes and are prohibited from using their official authority for the purpose of interfering with, or affecting the results of, an election or nomination for office.

The merit principles for which the six objectives listed apply encourages that all functions of the personnel system be free of political involvement and that competition be on the basis of merit. From the inception of the project, we were told that the policies must be applied to all departments and that elected and appointed officials should have the opportunity to assist in our effort. We requested that there also be employee involvement in the formulation process, as the policies would

mostly have impact on their day-to-day activities, and the insights they could provide would be most advantageous. The court agreed to employee involvement, and we readily agreed to the court's stipulation that elected and appointed officials have input in the project.

Our purpose in having input from as many elected officials, employees and those appointed to office as possible was to avoid the possibility that the policy and procedure manual would receive total rejection by everyone or would be ignored as they would have had no say in its development. We also wanted to be sure that the administrative court would accept and implement the policies, unlike the 1972 project which had been completed but not implemented. We felt that with the initial involvement, many obstacles of resistance could be removed. By informing the office holders and employees of the various legal requirements and possible legal ramifications for non-compliance, they would understand why it was necessary for a uniform system to be developed for all offices. We knew we could not please everyone in this endeavor, but we were hoping to at least establish policies through common consent

that would meet the necessary criteria of legal requirements and give the county an equitable and workable personnel policy and procedures system.

St. Charles  
and development  
city provided  
Missouri St.  
the tax factor  
for many years  
but now it is  
in the state of  
and Missouri  
manufacturing  
state facilities

SECTION III

DEMOGRAPHICS

and government  
to relocate to  
St. Charles  
and has three  
These cities are  
and Westville  
has shown the  
through annex  
St. Charles prov  
for areas outside  
man mentioned  
governing group  
being divided into

St. Charles County is a mixture of rapid growth and development versus its rural origins. St. Charles City provided the first capital for the State of Missouri. St. Charles County is listed as one of the ten fastest growing counties in the country. For many years it has been viewed as a bedroom community, but now it is also experiencing considerable growth in the area of industrialization. General Motors and McDonnell-Douglas Corporation both have large manufacturing facilities there, with the General Motors facility being one of their largest and most advanced. In the last few years, there has been a considerable effort by local community leaders and government officials to entice more companies to relocate to St. Charles County.

St. Charles County is 558 square miles in size and has three large cities located within its boundaries. These cities are: St. Charles City, St. Peters and Wentzville. Of these three cities, St. Peters has shown the most significant growth and expansion through annexation. The county government of St. Charles provides governmental control and services for areas outside the city jurisdictions that have been mentioned. The County Commission is the primary governing group for the county, with the county being divided into eastern and western geographical sections.

The County Commission is composed of an individual elected from the eastern district, an individual elected from the western district, and a presiding commissioner who is elected by the overall populace of the county. Normal elected government offices are also part of the county government system (Appendix A).

In order to understand the makeup of the county and its population, a review of the 1980 Census data for counties in the SMSA is shown.

43. HOUSEHOLDS

FAMILIES  
MARIED  
SINGLE  
OTHER  
TOTAL  
NON-FAMILY

44. RACE/ETHNICITY

WHITE  
BLACK  
OTHER  
HISPANIC  
PERCENT TOTAL

	1980	1970
WHITE	81.2%	81.2%
BLACK	15.1%	15.1%
OTHER	3.7%	3.7%
HISPANIC	9.0%	9.0%
PERCENT TOTAL	100.0%	100.0%



1980 UNITED STATES CENSUS "A" TABLES  
 FOR ST. CHARLES COUNTY  
 INDEXED TO SMSA SUMMARY FIGURES  
 URBAN INFORMATION CENTER  
 UNIVERSITY OF MISSOURI - ST. LOUIS

A1.	TOTAL POPULATION	144,107	100%
	RURAL	30,314	21.0%
	FEMALE	72,782	50.0%
	UNWEIGHTED SAMPLE COUNT	23,488	16.3%
A2.	HOUSEHOLDS BY SIZE	46,354	100%
	1-PERSON	6,700	14.5%
	2-PERSON	12,640	27.3%
	3 OR MORE PERSONS	27,014	58.3%
	MEDIAN SIZE (ESTIMATED)	2.41	127 X
A3.	HOUSEHOLDS BY TYPE		
	FAMILIES	38,612	63.3%
	MARRIED COUPLES	34,684	74.8%
	WITH OWN CHILDREN	21,399	46.2%
	OTHER FAMILIES	3,928	8.5%
	FEMALE HOUSEHOLDER	3,000	6.5%
	NON-FAMILY HOUSEHOLDS	7,742	16.7%
A4.	PERCENTS OF HOUSEHOLDS AND PERSONS X RACE/HISPANIC	HHS	PERSONS
	WHITE	98.3%	97.9%
	BLACK	1.2%	1.4%
	OTHER	0.6%	0.7%
	HISPANIC (ALL RACES)	0.5%	0.6%
	PERCENT MINORITY	2.1%	2.7%

A5. AGE OF PERSONS

0-17 YEARS	48,384	33.6%
0-4	13,149	9.1%
5-9	12,889	8.9%
10-13	10,763	7.5%
14-17	11,583	8.0%
18-44 YEARS	63,462	44.0%
17-24	16,980	11.8%
25-29	12,911	9.0%
30-34	13,786	9.6%
35-44	19,785	13.7%
45-64 YEARS	23,598	16.4%
45-54	14,055	9.8%
55-61	7,287	5.1%
62-64	2,256	1.6%
65 YEARS AND OVER	8,663	6.0%
65-74	5,258	3.6%
75-84	2,554	1.8%
85 AND OVER	851	0.6%
MEDIAL AGE (ESTIMATED)	27.6	91 X

A6. INCOME IN 1979

MEDIAN HOUSEHOLD INCOME	\$22,408	121 X
MEDIAN FAMILY INCOME	\$24,167	111 X
PER CAPITA INCOME	\$ 7,699	100 X
HOUSEHOLDS WITH INCOME:		
LESS THAN \$15,000	12,219	26.4%
\$15,000 - \$29,999	22,159	47.8%
\$30,000 - \$49,999	10,237	22.1%
\$50,000 - \$74,999	1,281	2.8%
\$75,000 AND OVER	458	1.0%

A7. LEVEL OF EDUCATION

TOTAL PERSONS AGE 25+	78,743	100%
ELEMENTARY (0-8 YEARS)	12,749	16.2%
HIGH SCHOOL (1-3 YEARS)	9,817	12.5%
HIGH SCHOOL (4 YEARS)	32,945	41.8%
COLLEGE (1-3 YEARS)	12,437	15.8%
COLLEGE (4 OR MORE YEARS)	10,795	13.7%
MEDIAN YEARS OF SCHOOL (ESTIMATED)	11.5	101 X

A8. OCCUPATION

TOTAL EMPLOYED PERSONS 16+	66,875	100%
MANAGER/PROFESSIONAL	14,006	20.9%
TECHNICAL, SALES, AND ADMINISTRATIVE SUPPORT	22,163	33.1%
SERVICE OCCUPATIONS	7,432	11.1%
FARM, FORESTRY, FISHING	1,202	1.8%
ALL OTHERS	22,072	33.0%

A9. HOUSING UNITS

	49,551	100%
OCCUPIED	46,471	93.8%
RENTED	9,160	19.7%
MEDIAN GROSS RENT	\$256	112 X
YEAR-ROUND UNITS	49,551	100%
BUILT 1975 - MARCH 1980	12,941	26.1%
BUILT 1960 - 1974	24,709	49.9%
BUILT 1940 - 1959	7,717	15.6%
BUILT BEFORE 1940	4,184	8.4%
MEDIAN AGE (ESTIMATED)	10.6	43 X
OWNER-OCCUPIED		
NON-CONDOMINIUM UNITS	30,049	100%
WITH MORTGAGE	23,504	78.2%
MEDIAN OWNER-COSTS	\$378	111 X
AVERAGE VALUE	\$51,498	119 X
AVERAGE NUMBER OF ROOMS	5.69	108 X

A10. SUPPRESSION COUNTS

NUMBER OF AGGREGATIONS:

-0-  
NO SUPPRESSION

TOTAL POPULATION  
YEAR-ROUND HOUSING UNIT  
OCCUPIED HOUSING UNIT  
OWNER-OCCUPIED HOUSING UNIT

It is interesting to compare St. Charles County to its neighboring counties, notably St. Louis County, which is more heavily populated and contains significant industrial and commercial enterprises; and Jefferson County, which is larger in size but more rural in its overall makeup. All three counties border each other.

1980 UNITED STATES CENSUS "A" TABLES FOR COUNTIES IN THE ST. LOUIS SMSA

INDEXED TO SMSA SUMMARY FIGURES

URBAN INFORMATION CENTER, UNIVERSITY OF MISSOURI - ST. LOUIS

GEOCODE: COUNTIES INDEXED TO SMSA	183		099		189	
	ST. CHARLES (558 SQ. MILES)		JEFFERSON (661 SQ. MILES)		ST. LOUIS CO. (505 SQ. MILES)	
A1. TOTAL POPULATION	144,107	100%	146,183	100%	973,896	100%
RURAL	30,314	21.0%	82,949	56.7%	22,897	2.4%
FEMALE	72,782	50.0%	73,360	50.2%	506,490	52.0%
UNWEIGHTED SAMPLE COUNT	23,488	16.3%	23,672	16.2%	168,703	17.3%
A2. HOUSEHOLDS BY SIZE	46,354	100%	47,124	100%	263,876	76.6%
1-PERSON	6,700	14.5%	6,382	13.5%	69,903	20.3%
2-PERSON	12,640	27.3%	13,272	28.2%	109,530	31.8%
3 OR MORE PERSONS	27,014	58.3%	27,470	58.3%	165,273	47.9%
MEDIAN SIZE (ESTIMATED)	2.41	127 X	2.39	126 X	2.41	127 X
A3. HOUSEHOLDS BY TYPE						
FAMILIES	38,612	63.3%	39,898	84.7%	263,876	76.6%
MARRIED COUPLES	34,684	74.8%	35,978	76.3%	225,654	65.5%
WITH OWN CHILDREN	21,399	46.2%	21,535	45.7%	113,446	32.9%
OTHER FAMILIES	3,928	8.5%	3,920	8.3%	28,222	11.1%
FEMALE HOUSEHOLDER	3,000	6.5%	3,032	6.4%	31,008	9.0%
NON-FAMILY HOUSEHOLDS	7,742	16.7%	7,226	15.3%	80,830	23.4%

A4. PERCENTS OF HOUSEHOLDS AND PERSONS X RACE/HISP.	HHS	PERSONS	HHS	PERSONS	HHS	PERSONS
WHITE	98.3%	97.9%	98.8%	97.9%	89.3%	87.6%
BLACK	1.2%	1.4%	0.7%	0.7%	9.7%	11.2%
OTHER	0.6%	0.7%	0.5%	0.5%	1.0%	1.1%
HISPANIC (ALL RACES)	0.5%	0.6%	0.4%	0.6%	0.7%	0.9%
PERCENT MINORITY	2.1%	2.7%	1.6%	1.7%	11.2%	13.2%

A5. AGE OF PERSONS

0-17 YEARS	48,384	33.6%	48,559	33.2%	267,497	27.5%
0-4	13,149	9.1%	13,110	9.0%	64,484	6.6%
5-9	12,889	8.9%	12,889	8.8%	68,038	7.0%
10-13	10,763	7.5%	11,001	7.5%	61,620	6.3%
14-17	11,583	8.0%	11,559	7.9%	73,355	7.5%
18-44 YEARS	63,462	44.0%	62,344	42.6%	396,239	40.7%
17-24	16,980	11.8%	17,483	12.0%	117,424	12.1%
25-29	12,911	9.0%	13,472	9.2%	83,040	8.5%
30-34	13,786	9.6%	12,639	8.6%	76,878	7.9%
35-44	19,785	13.7%	18,750	12.8%	118,897	12.2%
45-64 YEARS	23,598	16.4%	24,628	16.8%	207,887	21.3%
45-54	14,055	9.8%	14,293	9.8%	111,480	11.4%
55-61	7,287	5.1%	7,829	5.4%	71,870	7.4%
62-64	2,256	1.6%	2,506	1.7%	24,537	2.5%
65 YEARS AND OVER	8,663	6.0%	10,652	7.3%	102,273	10.5%
65-74	5,258	3.6%	6,750	4.6%	63,201	6.5%
75-84	2,554	1.8%	3,145	2.2%	30,751	3.2%
85 AND OVER	851	0.6%	757	0.5%	8,321	0.9%
MEDIAN AGE (ESTIMATED)	27.6	91 X	27.6	91 X	31.2	103 X

A6. INCOME IN 1979

MEDIAN HOUSEHOLD INCOME	\$22,408	121 X	\$19,597	106 X	\$22,128	120 X
MEDIAN FAMILY INCOME	\$24,167	111 X	\$21,042	97 X	\$25,266	116 X
PER CAPITA INCOME	\$ 7,699	100 X	\$ 6,659	86 X	\$ 9,275	120 X
HOUSEHOLDS WITH INCOME:						
LESS THAN \$15,000	12,219	26.4%	16,135	34.2%	100,466	29.1%
\$15,000 - \$29,999	22,159	47.8%	22,721	48.2%	139,376	40.4%
\$30,000 - \$49,999	10,237	22.1%	7,246	15.4%	79,010	22.9%
\$50,000 - \$74,999	1,281	2.8%	818	1.7%	17,308	5.0%
\$75,000 AND OVER	458	1.0%	204	0.4%	8,546	2.5%

A7. LEVEL OF EDUCATION

TOTAL PERSONS AGE 25+	78,743	100%	80,141	100%	588,975	100%
ELEMENTARY (0-8 YRS)	12,749	16.2%	18,291	22.8%	83,543	15.2%
HIGH SCHOOL (1-3 YRS)	9,817	12.5%	14,253	17.8%	70,327	11.9%
HIGH SCHOOL (4 YRS)	32,945	41.8%	32,402	40.4%	201,445	34.2%
COLLEGE (1-3 YRS)	12,437	15.8%	9,348	11.7%	98,574	16.7%
COLLEGE (4 OR MORE YRS)	10,795	13.7%	5,847	7.3%	135,086	22.9%
MEDIAN YEARS SCHOOL (EST.)	11.5	101 X	11.2	98 X	11.7	103 X

A8. OCCUPATION

TOT. EMPLOYED PERSONS 16+	66,875	100%	61,307	100%	469,768	100%
MANAGER/PROFESSIONAL	14,006	20.9%	8,553	14.0%	134,706	28.7%
TECHNICAL, SALES, ADMIN. SUPPORT	22,163	33.1%	17,072	27.8%	170,802	36.4%
SERVICE OCCUPATIONS	7,432	11.1%	7,520	12.3%	53,173	11.3%
FARM, FORESTRY, FISHING	1,202	1.8%	796	1.3%	2,576	0.5%
ALL OTHERS	22,072	33.0%	27,366	44.6%	108,511	23.1%

A9.	HOUSING UNITS	49,551	100%	49,984	100%	357,827	100%
	OCCUPIED	46,471	93.8%	47,167	94.4%	344,530	96.3%
	RENTED	9,160	19.7%	7,803	16.5%	9,160	19.7%
	MEDIAN GROSS RENT	\$256	112 X	\$239	105 X	\$277	121 X
	YEAR-ROUND UNITS	49,551	100%	49,984	100%	357,827	100%
	BUILT 1975-MARCH 1980	12,941	26.1%	10,341	20.7%	34,041	9.5%
	BUILT 1960-1974	24,709	49.9%	22,530	45.1%	144,051	40.3%
	BUILT 1940-1959	7,717	15.6%	11,170	22.3%	129,874	36.3%
	BUILT BEFORE 1940	4,184	8.4%	5,943	11.9%	49,861	13.9%
	MEDIAN AGE (ESTIMATED)	10.6	43 X	14.1	56 X	20.3	81 X
	OWNER-OCCUPIED						
	NON-CONDOMINIUM UNITS	30,049	100%	28,784	100%	230,778	100%
	WITH MORTGAGE	23,504	78.2%	20,203	70.2%	159,575	69.1%
	MEDIAN OWNER-COSTS	\$378	111 X	\$333	98 X	\$353	104 X
	AVERAGE VALUE	\$51,498	119 X	\$43,385	89 X	\$57,602	119 X
	AVERAGE # OF ROOMS	5.69	108 X	5.31	101 X	5.74	109 X

AX.	SUPPRESSION COUNTS						
	# OF AGGREGATIONS						
		NO SUPPRESSION		NO SUPPRESSION		NO SUPPRESSION	
	TOTAL POPULATION						
	YEAR-ROUND HOUSING UNIT						
	OCCUPIED HOUSING UNIT						
	OWNER-OCCUPIED HOUSING UNIT						



While St. Charles County is very similar to its neighboring counties, its government rule is very much rooted in the ways of the past. Longtime residents in the county have considerable influence over elections and how officials react to the needs of the county. Coalitions are notable in that many of the elected officials in St. Charles have started and continued their political careers through the efforts of various influential people within the county. It is with these people that we worked in the development of policies and procedures for St. Charles County.

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... policies and procedures ...  
... show the final ...  
... custody was ...  
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SECTION IV

1984 PERSONNEL POLICIES AND PROCEDURES

... procedures ...  
... in this process ...  
... in the ...  
... were ...  
... Attorney ...  
... participants ...  
... all materials ...  
... Sheriff ...  
... process of ...  
... law enforcement ...  
... they should ...  
... review their ...  
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This section will discuss the way in which the policies and procedures were developed as well as show the final policies and procedures. As previously stated, we encouraged the participation of elected officials, department heads and employees. Our reason for this was that they could provide us with information about their individual offices and the way in which they were organized. Each office has different responsibilities and accountabilities, thus making it necessary for the policies to be as specific as possible, but also flexible enough to cover most contingencies.

We scheduled four meetings to discuss policies and procedures with twenty-two people who would participate in this process (names, offices and titles are listed in the Appendix). Two of those who were scheduled were Ed Eubinger, Sheriff, and Larry Neslage, Prosecuting Attorney. Mr. Neslage and his staff opted not to participate, but asked for periodic updates as well as all materials that were distributed at the meetings. Sheriff Eubinger stated that his department was in the process of developing their own policies through a Law Enforcement Agency Grant. The Sheriff felt that they should continue on their own, but asked for us to review their policies that dealt with personnel to assure legal compliance. We agreed to do this, but our input was limited to review only, as they were

required to compose their own policies as a requirement for compliance with the grant specifications.

At the initial meeting we encountered our first difficulties. The County Assessor stated that since he had been elected by the voters of the county, he was only answerable to them. We tried to emphasize to the Assessor what could happen if he continued to ignore the laws regarding recruitment, hiring and promotions, but he refused to think that these applied to him. He further refused to acknowledge that a suit against him would affect the whole of county government. Many of the other office holders eventually understood these consequences and were able to work a consensus opinion on the final policies and procedures.

We received a great deal of input from the employees who were in attendance, as many of them could see advantages to standardization of practices. In almost every meeting, they stated that the rules seemed to change all the time; depending on different circumstances, they would receive different answers. One of the most common examples involved overtime and compensatory time. Some departments give compensatory time for extra hours worked at time and one-half, others at straight time, still others pay at time and one-half or straight time, and some offices give no compensation. None of these employees seemed inhibited

or reluctant to provide this information, which proved to be beneficial.

In order to facilitate the drafting process, we developed policies that we thought would be necessary, and then used these as a basis to stimulate discussion. In almost every policy there was input from all levels, and the final policy that is shown is the combination of our development and input from participants. The policies appear simple in nature, but they reflect what we thought could be implemented and used by the various county offices. Where necessary, specific procedures are also given to show how the policy should be administered. The following is the final policy and procedure manual that was presented to the administrative court.

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PERSONNEL

#P020

ANNUAL EVALUATION

Every employee of St. Charles County Government shall undergo an annual evaluation of his/her work performance. This evaluation must be written and shall be completed not less than one month before the employee's anniversary date.

It is the supervisor's responsibility to insure that performance appraisals are completed on time. The supervisor and the employee should sign and date the evaluation, and it then becomes part of the employee's permanent personnel record. This record shall be maintained by the person with statutory responsibility for that office or the designated department head.

If the employee disagrees with information in the evaluation, he/she has redress in the grievance process.

(June 7, 1984)

PERSONNEL  
ANNUAL EVALUATION  
PROCEDURE

All new employees of St. Charles County Government must serve a six-month introductory period. All St. Charles County personnel who are promoted must serve a provisional period of six months. Each introductory and provisional employee will be formally evaluated by his/her immediate supervisor at 10 weeks and 5 months.

Each regular employee shall be evaluated by his/her supervisor at least once per year in advance of the individual employee's anniversary date.

All employees will be evaluated on the form provided. These forms will be completed as follows:

1. Give employee's name;
2. Office or department;
3. Position name;
4. Position classification;
5. Type of evaluation (i.e. annual, 10-week 5-month)
6. Follow instructions on the form to complete actual evaluation;
7. Supervisor and employee sign and date form;
8. A Personnel Action form should then be completed for introductory and/or provisional employees after five-month evaluation;



9. An employee who wishes to contest the information in the evaluation should complete the section of the form that relates to "Grievance".

(June 7, 1984)

PERSONNEL

P#060

CONTINUOUS SERVICE

Continuous service means that period of time a person is employed as a regular employee with St. Charles County Government beginning with his/her date of hire (including introductory period) and ending with his/her date of termination of employment or retirement. An employee will not accrue time toward continuous service during a leave without pay. There will be no service break due to County layoffs or reductions in force.

(June 7, 1984)

PERSONNEL

P#090

EMPLOYEE INSURANCE

Health and life insurance are available to all regular full time employees of St. Charles County Government. Certain coverage made available to individuals or dependents may, at the option of the County Government and in accordance with State law, be made contributory in nature.

The County Commission may also exercise discretionary authority to allow part-time employees the option to participate in health insurance in extreme cases and for a stated length of time.

(June 7, 1984)

PERSONNEL

P#115

EMPLOYEE SELECTION

Elected Officials and Department Heads are responsible for recruiting without discriminating on the basis of race, color, sex, national origin, age or physical disability, unless based on a bona fide occupational qualification.

Applications for jobs with any office of St. Charles County Government shall be taken year-round.

Notices regarding the application for employment with St. Charles County Government shall be sent twice per year to the following: Missouri State Employment Service, Vocational Rehabilitation, and the Veteran's Administration. A permanent notice regarding employment with St. Charles County Government shall be posted in all County Buildings.

Vacancies not filled from promotion, transfer or the applicant pool shall be listed with the Missouri State Employment Service and will be advertised in local papers.

In certain cases, where professional and/or administrative vacancies occur, the position may be advertised on a state and/or national level.

Applications will be kept active for an indefinite

period of time, and consideration will be given to such applications as openings occur.

(June 7, 1984)

PERSONNEL  
EMPLOYEE SELECTION  
PROCEDURE

Once an opening has occurred, the Elected Official or Department Head will review all current applications and see that the position announcement is posted for 24 hours in all County Buildings. Present County employees who meet the requirements of the position are encouraged to apply for any openings.

Should a position not be filled by transfer, promotion or from the applicant pool, the notice will be sent to the Missouri State Employment Service and an ad will be placed in the legal paper announcing the opening, qualifications for the position, and application deadline.

Interviews will be conducted for any vacant positions by the Elected Official, Department Head or his/her designee. All hiring must be done in accordance with Missouri State Statutes and any and all Federal Regulations that may apply.

(June 7, 1984)

PERSONNEL

P#117

EMPLOYEE STATUS

Following is the classification of employee status within St. Charles County Government:

Full Time

Any employee who has completed an introductory period and works at least 37.5 hours per week for 52 weeks per fiscal year.

Part-Time - Hourly

Any employee who has completed an introductory period and works less than 37.5 hours per week for 52 weeks in a fiscal year and is paid only based on the number of hours worked.

Part-Time - Salaried

Any employee who has completed an introductory period and works less than 37.5 hours per week and receives a set remuneration rather than payment based only upon hours worked. Employees in this classification work 52 weeks per fiscal year.

Temporary Employees

Any person who, regardless of the number of hours worked per week, works only a stated amount of time on a specified project. Employees in this category have a specific beginning and ending date of employment,

which is less than 52 weeks per calendar year.  
Although employees in this category may be called back to work in an office on an annual basis, they are not considered regular employees.

(July 2, 1984)



PERSONNEL

P#120

EQUAL EMPLOYMENT OPPORTUNITY STATEMENT

The Elected Officials and Department Heads of St. Charles County Government are equal opportunity employers and will not discriminate in any of its employment practices on the basis of race, color, creed, sex, age, national origin or physical disability, unless based on a bona fide occupational qualification.

(June 7, 1984)

PERSONNEL

P#130

GRIEVANCES

The St. Charles County Government shall establish a uniform grievance procedure incorporating non-supervisory, supervisory and administrative personnel. The Presiding Judge shall have final responsibility for the administration of the procedure.

The grievance procedure gives any employee the opportunity to discuss the merit of any action taken that affects his/her condition of employment; assures equitable and fair treatment of employees; and provides a mechanism for resolving conflicts.

Employees who wish to file a grievance should do so in writing. The grievance should be filed within five working days from the date of the event that precipitated the grievance. The grievance should be filed with the employee's supervisor, with a copy sent to the Department Head or Elected Official. Within five days of receipt of the grievance, the supervisor should meet with the employee and attempt to settle the matter. If the employee is still aggrieved, he/she should file a written grievance with the secondary supervisor. Within five days of receipt of the grievance, the secondary supervisor should meet with

the employee and his/her immediate supervisor to attempt to settle the matter. If the employee continues to feel that the situation has not been rectified, he/she may file a grievance with the Chairperson of the Hearing Board. Within ten days of receipt of the grievance, the Hearing Board shall convene to hear the grievance. Within ten days of the conclusion of the hearing, the Hearing Board shall render its decision regarding the grievance.

The Hearing Board will be comprised of three citizens of St. Charles County selected from the at-large population by the County Commission, and one representative each from the employee group, the Department Heads and Elected Official, for a total member board of six. Each member of the Board shall have one vote. The County Counselor may be required to attend hearings of the Board. He/she shall serve as an ex officio member and will not have a vote. Each group represented on the board shall select its representative in December to serve a one-year term, which begins in January following the selections in December.

(June 7, 1984)

PERSONNEL

P#150

HOLIDAYS

New Year's Day	Labor Day
Lincoln's Birthday	Columbus Day
Washington's Birthday	Veterans' Day
Truman's Birthday	Thanksgiving Day
Memorial Day	Day after Thanksgiving
Independence Day	Christmas Day

When a holiday falls on a Saturday, it is normally observed on the preceding Friday. When a holiday falls on a Sunday, the following Monday is observed as the holiday. Holidays that fall within the employee's vacation or sick leave are not counted as vacation or sick leave.

In addition, employees are granted one day's leave with pay for all primary and general elections. During an election year, these days are the first Tuesday after the first Monday of August and the first Tuesday after the first Monday of November.

Due to the necessity of serving the public, Department Heads may choose to work on any of the above holidays and substitute another day to be paid as a holiday. These days substituted for holidays worked shall be considered "floating" days and may be taken from the date of the actual holiday until the end of the year or, when not practical, within a reasonable

period of time with approval of the Department Head or Elected Official. "Floating" days for holidays worked may not be carried for longer than 90 days from the end of a calendar year.

The County Court may designate other holidays at its discretion.

All regular employees covered under the Personnel Policy on the active payroll on the date of the holiday are eligible to receive holiday pay. Part-time employees shall receive holiday pay for the number of hours they would have worked on that day, exclusive of overtime.

Individuals who consistently are absent with sick leave the day before or the day after a holiday will not be paid for the holiday. "Consistently" is defined to mean more than two episodes of sick leave immediately in advance of or following a holiday in a 12-month period of time.

(June 7, 1984)

PERSONNEL

HOLIDAYS

PROCEDURE

Time off taken for paid holidays observed by St. Charles County Government should be indicated on the individual employee's time sheet. The column labeled "Other" on the time sheet is where the designation for holidays taken should be made. The number of hours taken should be listed with the designation "H" or "FH" after the number of hours taken.

(June 7, 1984)

PERSONNEL

P#170

INTRODUCTORY PERIOD

All employees of St. Charles County Government shall serve a six-month introductory period after their initial appointment. Each employee shall have a written evaluation and conference with his/her immediate supervisor at ten weeks and five months after his/her date of hire. These evaluations and conferences should help determine if the employee has the willingness and the abilities to carry out the duties and objectives of his/her respective office and County as a whole and demonstrate willingness to cooperate with other members of the staff and community with whom work brings contact.

(June 7, 1984)

PERSONNEL  
INTRODUCTORY PERIOD  
PROCEDURE

At the end of an employee's Introductory Period, a Personnel Action Form must be completed stating one of the following:

1. The employee will assume Permanent or Regular status (complete Section I);
2. The Introductory Period will be extended (state reason and duration and complete Section VII);
3. Employment will be terminated (complete Section VII);

This form must be signed and dated by the employee, his/her immediate supervisor and the Department Head or Elected Official.

This Personnel Action form becomes a permanent part of the employee's Personnel File.

(June 7, 1984)



PERSONNEL

P#200

LEAVE--ANNUAL

All permanent employees of St. Charles County Government receive annual leave according to the following schedule:

Zero to 1st Anniversary Date (See Introductory Period Policy)

Hours Worked Per Week	Annual Leave Accrued P/Month	Annual Total of Leave
37.5+ hrs. p/wk.	xxxxxxxx	1 week
20-37.5 hrs. p/wk.	xxxxxxxx	1 week
10 through 19 hrs. p/wk.	xxxxxxxx	1 week

1st to 4th Anniversary Date

Hours Worked Per Week	Annual Leave Accrued P/Month	Annual Total of Leave
37.5+ hrs. p/wk.	xxxxxxxx	2 weeks
20-37.5 hrs. p/wk.	3.5 hours	42 hours
10 through 19 hrs. p/wk.	2 hours	24 hours

4th to 10th Anniversary Date

Hours Worked Per Week	Annual Leave Accrued P/Month	Annual Total of Leave
37.5 hrs. p/wk.	xxxxxxxx	3 weeks
20-37.5 hrs. p/wk.	6 hours	72 hours
10 through 19 hrs. p/wk.	3.5 hours	42 hours

10th to 18th Anniversary Date

Hours Worked Per Week	Annual Leave Accrued P/Month	Annual Total of Leave
37.5 hrs. p/wk.	xxxxxxxx	4 weeks
20-37.5 hrs. p/wk.	8 hours	96 hours
10 through 19 hrs. p/wk.	5 hours	60 hours

18th Anniversary Dates

Hours Worked Per Week	Annual Leave Accrued P/Month	Annual Total of Leave
37.5 hrs. p/wk.	xxxxxxxx	5 weeks
20-37.5 hrs. p/wk.	10.5 hours	126 hours
10 through 19 hrs. p/wk.	6.5 hours	78 hours

Annual leave credited to an employee will be based on the normal work week and shall accrue based on the schedule above, exclusive of overtime.

Accrued leave shall be credited to all regular employees at the end of the last working day in a pay period.

Accrued annual leave shall be pro-rated for regular part-time employees based on the number of hours they work in a pay period and in compliance with the rates of leave stated in this policy. Part-time employees must work a minimum of six months during the fiscal year to be eligible for annual leave benefits.

All requests for annual leave shall be approved by the Department Head or Elected Official prior to the taking of annual leave.

Annual leave is granted for the period requested provided that: (1) scheduling of personnel can be arranged to cover the employee's work and/or service area during the absence; (2) the request is within the other regulations set forth by this policy.

Holidays are not considered annual leave days.

Introductory employees are not eligible for annual leave. However, on the date which they gain "Regular" employee status, the annual leave they would have accrued during their Introductory Period will be credited to them on a pro-rated basis. Annual leave may be carried over from year to year, but at no time shall a current employee's annual leave accrue to more than 200 hours.

Under no circumstances will an employee be able to accumulate more than 200 hours of annual leave. Employees resigning or whose employment is terminated will be paid only for accumulated annual leave of a maximum of 200 hours.

Any employee who accrues more annual leave under current present Office or Department policy (July 1984) and before adoption of this policy will continue to accrue annual leave at the higher rate, such time as they reach the next Anniversary Date plateau set forth in this policy. At that time they will accrue leave at the rates set forth in this policy.

(July 20, 1984)

PERSONNEL  
LEAVE--ANNUAL  
PROCEDURE

Any request for leave must be preceded by a Request for Leave Form.

Hours of annual leave must be indicated on the time sheet in the appropriate space.

(July 20, 1984)

PERSONNEL

P#225

LEAVE--CITIZENSHIP

Jury Duty

Full and part-time regular employees will receive time off with pay to perform jury duty. In no case will jury fees paid to County employees be surrendered.

Voting

The following will apply to any election held in the State of Missouri for which the St. Charles County offices are not closed.

Any person entitled to vote shall, on the day of such election, be entitled to be absent from work for a period of three hours between the time of opening and closing the polls for the purpose of voting. Absence from work for the purpose of voting will not carry with it any loss of pay or disciplinary action.

The employee must request time off from his/her supervisor prior to the election day in order to be absent without loss of pay or disciplinary action.

If there are three successive hours while the polls are open in which the employee is not scheduled to work, no additional time off will be allowed.

The supervisor will specify any three hours between the time of opening and the time of closing

the polls during which employees may be absent for the purpose of voting.

(June 7, 1984)

PERSONNEL  
LEAVE--CITIZENSHIP  
PROCEDURE

Time off taken for voting or jury duty should be indicated on the individual employee's time sheet. The column labeled "Other" on the time sheet is where the designation for voting or jury duty should be made. The appropriate designation for time off should be noted on the line immediately adjacent to the number of hours taken.

The Department Head or Elected Official should approve all time off for voting or jury duty. The requests should be made in writing.

(June 7, 1984)

PERSONNEL

P#250

LEAVE--COMPASSIONATE

Funeral leave is granted for absence necessitated by death of mother, mother-in-law, father, father-in-law, husband, wife, child, stepchild, brother, brother-in-law, sister, sister-in-law, grandmother, grandfather, grandchild and any other person related by family ties who is permanently residing in the household of the employee. However, such paid leave does not begin until three calendar days prior to the date of burial of said individual and does not extend beyond the date of burial or beyond the third calendar day after the death of such relative, whichever is earlier. Additional compassionate leave may be granted as annual leave, or the employee may apply for leave without pay. In either of the latter cases, leave must be approved by the Department Head or Elected Official.

Compassionate leave with pay of four hours will be granted for other relatives.

In all cases, the Department Head or Elected Official must be notified as soon as possible about the employee's absence.

(June 7, 1984)



PERSONNEL  
LEAVE--COMPASSIONATE  
PROCEDURE

Time off taken for compassionate leave should be indicated on the individual employee's time sheet. The column labeled "Other" on the time sheet is where designation for compassionate leave should be made. The letter "F" and the name of the relative should be noted in the "Other" column along with the number of hours taken off.

(June 7, 1984)

PERSONNEL

P#350

LEAVE--SICK

Beginning with the first full pay period of regular employment, sick leave of one working day per pay period (one month) will accrue for all regular full time employees. Employment must continue through the last work day of a pay period to earn sick leave for that pay period.

Sick leave is earned by regular full time employees and by those part-time employees who work a minimum of 20 hours per week for 12 consecutive months of the fiscal year. Eligible part-time employees will earn sick leave at the following rates:

<u>Hours Worked Per Week</u>	<u>Sick Leave Accrued Per Month</u>
20 to 37.5 hours	4 hours

Only sick leave accrued to the first day of a pay period may be applied to leave taken for illness during a pay period.

Accumulated sick leave is cancelled if an individual's employment is terminated and the person is later rehired.

Serious illness for members of the immediate family requiring the presence of a staff member may be charged to sick leave. Immediate family is defined as:

wife, husband, child, father, mother, sister, brother. Other persons permanently residing in the same household are also considered immediate family. If the staff member has no sick leave remaining or it is used in the course of an illness, annual leave may be used to cover the time away from work. If annual leave is not applied for and sick leave is exhausted, or if both annual leave and sick leave are exhausted, the employee may apply for leave without pay. Leave without pay must be approved by the Department Head or Elected Official and is subject to periodic review by the Department Head, Elected Official and/or the St. Charles County Commission.

Sick leave in excess of four consecutive working days taken for any reason shall require a doctor's excuse in writing. The physician's statement should be given to the Department Head or Elected Official immediately upon return to work after the illness in question.

Sick leave will accrue to a maximum of 500 hours. Those individuals who have accrued more than 500 hours on the date this policy is adopted shall be allowed to carry those excess hours with no accruals to the total until that total falls below 500 hours.

(July 20, 1984)

PERSONNEL  
LEAVE--SICK  
PROCEDURE

Time off taken for sick leave should be indicated on the individual employee's time sheet. The number of hours taken and the dates should be listed in the sick leave column.

(July 20, 1984)

PERSONNEL

P#360

LEAVE--WITHOUT PAY

Any regular employee may apply for a leave without pay. An employee may request a leave without pay whether or not annual or sick leave is exhausted.

A leave without pay request must be made in writing in advance of the time off (whenever possible).

No single leave will be approved for more than four weeks. If additional time is required, another request must be submitted.

Any leave without pay must be approved by the Department Head or Elected Official.

Health care benefits for eligible employees will be maintained during a leave without pay.

A leave without pay does not constitute a break in service. Annual leave and sick leave will not accrue during a leave without pay.

(July 17, 1984)

PERSONNEL  
LEAVE--WITHOUT PAY  
PROCEDURE

A Request for Leave form must be completed in the event an employee wishes to take a leave without pay. This leave is subject to approval by the Department Head or Elected Official. Unpaid leave taken must be listed in the appropriate column on the employee's time sheet.

The Request for Leave form a leave without pay must become part of the employee's permanent personnel record.

(July 20, 1984)

PERSONNEL

P#370

NEPOTISM

In accordance with Article XII, Section 6, of the Constitution of the State of Missouri, no public official or employee of St. Charles County Government may by virtue of his/her office or employment name or appoint any relative within the fourth degree by consanguinity or affinity to public office.

(June 7, 1984)

PERSONNEL

NEPOTISM

PROCEDURE

The employment of any individual found in violation of the Constitutional provision regarding nepotism will be terminated immediately upon an elected or appointed official's assumption of office.

The County Government assumes no responsibility to find employment for individuals affected by the nepotism provision. This is not to say that a transfer to another office or department is prohibited.

(June 7, 1984)



PERSONNEL

P#380

OVERTIME

Overtime will be paid or compensated for in the following manner.

Full time employees: Overtime pay time-and-one-half hourly wage will be paid for employees who work an excess of 40 hours per week.

Part-time employees: Straight time will be paid for any hours worked over the normal weekly scheduled amount of hours up to 40 hours. Any hours worked over 40 hours will be paid at the rate of time-and-one-half hourly wage.

All overtime and compensatory time must be authorized and approved by the Department Head or Elected Official and must be entered on the employee's time sheet.

Overtime may not be refused by an employee in the case of an emergency. Failure to work overtime assigned in case of an emergency may be cause for termination of employment.

Any compensatory time accrued up to the point that this policy is adopted may be taken with supervisory approval only. Compensatory time will not be reimbursed upon termination of employment.

Due to statutory prohibitions, the overtime provisions of this policy do not apply to any employees of the St. Charles County Sheriff's Department.

(July 11, 1984)

PERSONNEL

OVERTIME

PROCEDURE

Overtime must be indicated in the appropriate space on the employee's time sheet.

(July 20, 1984)

PERSONNEL  
PERSONNEL FILES  
PROCEDURE

Following is a list of items which must be maintained in the permanent Personnel Files of St. Charles County employees:

1. Application for Employment
2. Personnel Action Form initiating the Introductory Period
3. All performance review forms
4. Personnel Action Form indicating upgrade to "Regular" employment status
5. Yearly annual/sick leave tally sheets
6. All Personnel Action Forms regarding the particular employee
7. Letter of resignation (where applicable)

Other materials (i.e., letters of recommendation, notices of disciplinary action, etc.) may, of course, be placed in an employee's permanent personnel file. However, no document may be placed in a personnel file unless it has been seen, signed and dated by the employee. If an employee refuses to sign a pertinent document, a co-worker or another supervisor must witness the refusal and then sign and date the form, stating that he/she witnessed the refusal.

(June 7, 1984)

PERSONNEL

P#395

PROVISIONAL STATUS (PROMOTION)

All promotions given employees shall be provisional, pending a six-month working test period. Written evaluations and conferences with the employee's immediate supervisor shall be given at ten weeks and at five months after promotion. If the employee is unable to perform satisfactorily in the new position, he/she will be demoted to his/her former level, if such a position is available.

(June 7, 1984)

PERSONNEL

PROVISIONAL STATUS (PROMOTION)

PROCEDURE

When an employee's Provisional Status begins, the appropriate sections of Section III of a Personnel Action Form must be completed. First, place an "X" at the Reclassification section, then check the appropriate status (provisional, permanent or temporary), and finish by completing the applicable "From ... To" sections.

At the end of an employee's Provisional Period, a Personnel Action Form must be completed, stating one of the following:

1. The employee will assume Permanent or Regular status at the new position (complete Section I).
2. The Provisional Period will be extended (state reason and duration and complete Section VII).
3. The employee will return to his/her former position (complete Section III).
4. Due to the fact that the employee's former position is not available, employment must be terminated (complete Section VII).

This form must be signed and dated by the employee, his/her immediate supervisor, and the Department Head or Elected Official.

This Personnel Action Form becomes a permanent part of the employee's Personnel File.

(June 7, 1984)

PERSONNEL

P#400

REFERENCES FOR EMPLOYMENT

The St. Charles County Government will only provide dates of employment, nature of the job performed, classification and salary of the job, and the reason for leaving (if applicable) to anyone other than employees requesting verification of employment and/or references.

County employees may see their personnel files only in the presence of the appropriate Elected Official or Department Head who has responsibility for those files. Copies may be made of material from the files only in the presence of the appropriate party listed above. In no case shall valid material(s) be removed from any personnel file by employees.

(June 7, 1984)

PERSONNEL

P#450

RETIREMENT

St. Charles County employees participate in the Missouri Local Government Retirement System (LAGERS). It is mandatory that all employees who meet the minimum annual hourly requirements as specified by the system participate.

Each eligible employee contributes a specified percentage of his/her gross salary in the form of payroll deduction, after having completed six months of continual employment. At the same time, St. Charles County Government begins contributins at a rate set forth by LAGERS.

(June 7, 1984)



PERSONNEL

P#500

SALARY INCREASE

Any form of raise or salary increase shall be given an employee the first day of the month of the new fiscal year.

The only exceptions to this regulation shall be the salaries of employees who are promoted or demoted throughout the course of a year. These salaries will be adjusted at the time of the change of the employees' status.

(June 21, 1984)

PERSONNEL  
SALARY INCREASES  
PROCEDURE

Any salary increase must be documented by a Personnel Action Form. The name of the employee must be listed at the top of the form, and the information stating present salary and new salary level must be listed in Section IV. The effective date of change must also be listed, and the employee, supervisor and Department Head or Elected Official must sign and date the form.

(June 21, 1984)

PERSONNEL

P#550

SEPARATION FROM SERVICE--DISCIPLINE

Common ethics and State and Federal laws require that disciplinary action comport with due process. In order to insure requisites of fairness, promptness, and legal sufficiency, the St. Charles County Government and its respective offices adhere to the disciplinary process outlined in this policy.

The essential nature of a disciplinary process insures that employees understand their duties and responsibilities, and that rules and standards be enforced with consistency, however serious the offense, whether it was deliberate or unintentional, and the employee's record of behavior. In general, only enough discipline should be applied to correct the employee's action.

Following are the certain types of disciplinary action that may be required: oral reprimand, written reprimand, delay of salary advance, suspension without pay, disciplinary salary reduction, demotion, or dismissal. Although there is no real prescribed order, every attempt should be made to allow the employee the opportunity to correct inappropriate behavior before employment is terminated.

Occasions may arise, however, which necessitate the removal of an employee without delay. This includes such circumstances as when it is likely that an employee has committed a felony; when his/her continued presence on the job may endanger either the other employees, County residents, County property; or when the employee is disruptive of County operations in any department. In such cases, the employee should be summarily removed, and the appropriate Department Head or Elected Official should be contacted immediately for appropriate procedural instructions.

(June 21, 1984)

PERSONNEL

SEPARATION FROM SERVICE--DISCIPLINARY

PROCEDURE

In the event that disciplinary action is necessary, Section V of the Personnel Action Form must be completed in the following manner:

1. Give employee's name on the face of the sheet;
2. Place an "X" in the blank that describes the disciplinary action taken;
3. Fill in applicable dates requested;
4. Explain any action taken;
5. Attach support document to detail events;
6. Supervisor and employee sign/date the form;
7. Department Head or Elected Official sign/ date the form.

This document becomes part of the employee's permanent personnel file.

(June 21, 1984)

PERSONNEL

P#550.1

SEPARATION FROM SERVICE--REDUCTION IN FORCE

At certain times, it may be necessary to alter or eliminate certain functions and/or positions due to:

1. Reduction or discontinuation of an activity or service;
2. Financial exigency or need to economize;
3. Reorganization;
4. Reasons of organizational efficiency.

Reductions-in-force (RIF's) should not be confused with Position Reclassifications.

Based upon recommendations from the supervisor(s), the Department Head or Elected Official shall decide which functions and/or positions shall be altered or eliminated. Once this is done, the following shall apply.

Before a RIF becomes necessary, a number of alternatives will be explored, the first of which shall be a transfer to another division. Any transfer will be based upon a successful interview with, and approval of, the Department Head or Elected Official of the department into which the employee is to be transferred. Salary for the transferred employee may have to be

adjusted to reflect the appropriate salary of the position to which he/she moves.

If a transfer is not possible or appropriate, the temporary and substitute positions will be eliminated.

If further measures are called for, arrangements for maintenance of staff may be made by exercising one, or a combination of the following options:

1. Flexible work schedule;
2. Rearrangement of paid vacations;
3. Shorter work schedules;
4. Alternative work periods or job sharing.

If a RIF is still necessitated, part-time positions will be eliminated where possible.

In the event that it is necessary to reduce full time employees, the Department Head or Elected Official will determine which employees will be affected. This determination shall be based on the following:

1. Seniority (60% of rating);
2. Performance (40% of rating);
3. Specialized needs of the department.

Seniority shall be a prime, but not sole, consideration. A "bumping" procedure will be in effect. Senior employees with five years or more experience scheduled to have their service terminated or scheduled for lay-off will be allowed to "bump" a junior employee, who will then be laid off in accordance with the following:

1. "Bumping" will be permitted only into jobs which the senior employee can handle without retraining or which he/she formerly performed within the County system.
2. A senior employee can displace only a junior employee with three years or less seniority.
3. A transfer of this kind also requires a successful interview with, and approval of, the Department Head or Elected Official into whose unit the individual will move.

Salary for the senior employee will be adjusted to reflect the appropriate salary of the classification into which the person has been assigned.

In a reduction in force when termination of employment is necessitated, those individuals affected will be given as much notice as possible, and every effort will be made help those individuals find suitable positions elsewhere. An explanation of the circumstances surrounding the termination will be placed in each individual's personnel file.

Employees will be notified as to the expected duration of the lay-off. Employees will be contacted by registered letter about the date to return to work. Positions will not be held for employees who fail to report to work within five days of notification to return to work.



This procedure does not apply to termination of employment for disciplinary reasons or terminations of temporary programs or positions.

(June 21, 1984)

PERSONNEL

P#550.2

SEPARATION FROM SERVICE (VOLUNTARY)

Retirement

Retirement from St. Charles County Government shall conform to the regulations set forth in the retirement plan for said County employees.

Resignation

Resignations shall be submitted in writing to the Elected Official or Department Head. A Personnel Action Form must also be completed. Under ordinary circumstances, a one-month's notice is expected from supervisory and professional personnel. A two-week's notice is expected from all other employees.

(June 7, 1984)

PERSONNEL  
SEPARATION FROM SERVICE (VOLUNTARY)  
PROCEDURE

On all voluntary separations, Section VI, a Personnel Action Form, must be completed. The following information must be included:

1. Type of separation
2. Effective date of separation
3. Classification
4. Salary level
5. Reason (employee must fill in this space)

This Personnel Action form becomes a permanent part of the employee's Personnel File.

(June 7, 1984)

PERSONNEL

P#600

WEATHER EMERGENCIES AND WEATHER CLOSINGS

The St. Charles County Government shall have the right to close County offices or part of the County governmental system because of inclement weather. Full time staff will be paid during such closing. Part-time staff will be paid for the time, during a weather closing, they were scheduled to work on the day(s) in question.

In extreme weather conditions, the St. Charles County Commission may declare a weather emergency. In such an emergency, employees may be asked to work at locations or work stations not normally assigned to them.

(July 12, 1984)

SECTION V

ATTEMPTED POLICY IMPLEMENTATION REVIEW

To better ascertain the effects and usage of the policies and procedures that were developed for the county, it was hoped that interviews with department heads and elected officials would be completed. When the County Commission was contacted, it was learned that the county had again contracted to have new policies and procedures developed. This project was completed in January 1986. Further inquiries disclosed that the county had again contracted with the individual who, in 1972, had developed the original policies which had never been adopted by the county. It should also be noted that the consultant that was used does not have a background in personnel, and it is doubtful if he is cognizant of current laws and their applications. When asked why the policies were redone, no real answer was given, only that it had been the decision of the County Commission. The cost to redo the policies, plus job descriptions, was slightly over \$20,000. In 1984 the cost was \$10,000 for the policies that were developed.

In order to determine what changes were made in the new policies, a review of the policies was completed. This review revealed two points: First, that the 1984 policies and procedures were combined under one title.

Second, there were no significant changes in the policies from 1984. There was some rewording, but in most cases they were verbatim to the 1984 policies. The most notable exception was in sick leave. While the 1984 policies do not list maternity leave as a separate sick policy, the 1986 policy does. It states that female employees can use sick leave for maternity leave, but they must meet the following criteria: the pregnancy must be reported to the immediate supervisor by the 20th week, and a physician's statement must be presented at that time. The physician's statement must include the anticipated last day of employment prior to the due date. Following delivery, the employee must return to work six weeks later, unless a longer period is recommended by the physician. If the employee is out more than twelve weeks total, she is considered resigned and her position will be filled. This policy is in direct conflict with current practices that treat sick leave as an ordinary illness. Why the county would put itself in a position for possible litigation, if challenged on this point, is unexplainable.

Another significant change was the naming of a Personnel Officer for the county. This individual would maintain employee records, recruit for openings in conjunction with the department head or elected official

where the opening occurs and would annually review the Affirmative Action Plan and Equal Opportunity policies of the county. Unfortunately, when reviewing the new policies, it was found that the personnel officer was on a leave of absence, and her replacement was not well-informed on any personnel issues. The County Commission had named its secretary as personnel officer. This individual still works primarily as the secretary to the County Council and does the personnel work on an as needed basis. There appeared to be no central employee files, nor were any other personnel records available for review.

While the 1984 policies are still current in respect to pertinent personnel regulations, it would appear that the county is unable to maintain their policies in a manner that is acceptable. Changing the sick leave policy to list maternity leave as a separate disability shows their lack of knowledge of current laws and practices. One would hope that the county legal offices would have reviewed the policies prior to implementation, but evidently that was not done. Why the policies were redone by an individual who has no background in personnel, and why this individual has been used twice by the administrators raises many unanswered questions. To date,



this individual has charged the county in excess of thirty thousand dollars (\$30,000). What he has presented on his own is suspect, and the rest was a resubmission of the 1984 policies. One wonders about political favoritism in using this consultant; however, that is pure speculation, as it was apparent that the subject was not open for discussion.

On the reverse side, it was somewhat reassuring that in almost all cases, the policies from 1984 were left intact, and that there is the possibility that they are being referred to, if not used, on a regular basis. It was also good to see that the county had taken the advice given in 1984 that job descriptions for all positions be developed. While these were not reviewed as thoroughly as the policies, it appears that they meet minimum requirements. While they are simplistic, they list the basic knowledge, skills, abilities and requirements of each position.

While a more thorough review, and copies of, the new policies would have been useful in this analysis, it is safe to assume that some positive steps have been taken. The appointment of a Personnel Officer, although not one used in the capacity on a regular basis, at least shows some concern for the personnel function.

The development of job descriptions for the 300 employees now employed by the county also creates optimism. Finally, the partial justification of the work completed in 1984 in developing new policies and procedures, by the fact that they are still used in the 1986 version of policies, is a positive sign. The cost of this effort does cause concern, but one must assume that there were reasons the County Commission thought this reworking was necessary.

SECTION VI

CONCLUSION

To this point, we have examined the demographics of St. Charles County; relevant laws in the area of personnel administration; the development of the policies; the actual final product; and a discussion of how the County Commission in 1986 had another consultant come in to redo the existing policies. It would be beneficial to now examine if the right procedures were used in 1984 in the development of the policies.

One must realize that good policy practices and statements are the basis for overall personnel equity and satisfaction. While it is known that the purpose for St. Charles County wanting written policies was to meet federal compliance, it must also be assumed that they realized the potential positive effects these policies would have on county employees. Many reasons are given for the development of strict, written policies governing organization employees. They include practical needs such as production, sales, etc., or they cover personnel needs such as who gets vacation, sick leave, or other benefits.

In the final analysis, there is an even more basic reason for personnel policy. A business firm exists for certain specific purposes. All resources must be dedicated toward the achievement of those purposes. All actions and decisions taken by any

member of the organization must be guided toward the achievement of those objectives. Personnel decisions must be directed towards the firm's purposes as would any financial, production, marketing, or research decision. Personnel policy statements serve as guides toward the firm's purposes and their existence can assist in preventing decisions counter to the firm's objectives.<sup>1</sup>

In the case of St. Charles County, their policies were developed to provide a concise and objective set of policies that would serve the needs of the county government as well as the employee. The purpose of county government is to provide governmental leadership on a local level, as well as services to citizens of the county. This is done through all the various services offered by county government. The policies developed show the county's desire to comply with the law, as well as provide equitable treatment to the employee.

There are nine reasons why a company should adopt written personnel policies:

1. Promote Delegation - It helps to insure that decisions are made at the lowest practical level. It promotes delegation decision making, because subordinate staff have a clear idea of what the policy is.

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<sup>1</sup>W.F. Rabe, "The Role of the Personnel Administration Department in Creating and Controlling Personnel Policy," in Handbook of Modern Personnel Administration, ed. Joseph J. Famulero (New York: McGraw-Hill Book Company, 1972, p. 7-2.

2. Avoid Trial and Error - Written statements help prevent repetition of mistakes made in the past.
3. Promote Teamwork - It helps managers know that everyone is getting an equal shake, thus avoiding suspicion and encouraging teamwork.
4. Uniformity of Action - Policy statements help insure that in the same situation, the same consistent action is taken year after year, or time after time.
5. Attention Focused on the Important - Policy covers the repetitive minor situations which occur frequently, thus allowing managers to deal with the important policies or decisions as they occur. The most difficult problems get most of his attention.
6. Improved Direction Setting - Policy development demands consideration for future operations and forces the consideration of regular and alternate plans of action.
7. Greater Manager Confidence - The specific written procedure reduces friction, because the managers can make decisions and have them supported by written documents.
8. Improved Communication - Everyone now has the opportunity to examine and understand correct Procedures.
9. Reduces Costs - Problem solving now has a standard approach which reduces time wasted.<sup>2</sup>

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<sup>2</sup>Dr. T. Nick Fenger, an unpublished text on Personnel Administration, Chapter 13, Personnel Policy Development and Control to Simplify Administration, pp. 165-166.

The purpose of the written policy is to take away the inconsistency and difficulty that comes with problem solving. Written policy smooths operations, because everyone knows what to expect in routine, repetitive problem situations.

The development of policy must be founded on the idea that it should be clear and concise, so that it can be fully understood. There are three steps to designing a clear policy statement:

1. Define the Principle - This is so you will know what the policy is intended to accomplish.
2. Write the policy Statement - Put it in writing so that everyone may examine and contribute to the policy.
3. Test the Language - Have as many people as possible examine it to insure everyone gets the same idea.<sup>3</sup>

The policy itself should express the intent or purpose of preparing the policy statement. This may indicate why it was prepared and what one intends to accomplish by having a written statement. It should also cover who has what authority in certain situations. This defines at what level the decision-making will take place and who will be held accountable for the decision. Also, this statement should show what procedures are to be followed. This helps maintain

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<sup>3</sup>Ibid., p. 167.

the consistency of the decision-making in the organization while reducing the supervisor's fears that staff is not being treated fairly.

In all three of the steps that have been listed, there is a direct correlation to how the 1984 policies were developed. The first step was to determine what the county wanted established. As has been stated previously, the prime motivator was to meet federal compliance. The next two steps were reversed in the actual preparation of the policies. From the beginning of the project, it was decided that there would be input into the development and wording of the policies from all elected and appointed officials, as well as various employee representatives. The input from these individuals determined the final versions of policies and procedures, both for content and for language. As has been shown in an earlier section, the final written document, as approved by the County Commission, is in agreement with Step Two that states the need for a written policy.

The preparation and development of written policy statements is an important and difficult task. Several steps are recommended for those who choose to prepare written policy statements:



1. Determine the goals and objectives of the organization. This will include specific discussions with top management to determine their direction.
2. Analyze all factors under which the policy will be operating. This is necessary to determine all of the limitations under which the organization will be operating.
3. Determine the alternatives to the traditional and accepted procedures. Are there ways to do it more fairly or better? What are other innovative firms doing? How will other policies impact upon the creation of this policy?
4. Reduce the policy to tangibles. How much will it cost if they do or do not adopt the policy? How will it impact upon the organization?
5. There must be a specifically designed procedure which will be followed during implementation. All personnel must be aware of this procedure and the authority behind the implementation.
6. There must be a development of a broad communication system throughout the organization.
7. There must be an auditing of the implementation in case corrective measures are required.
8. There must be continual re-evaluation of policy to keep it in tune with the current operation.<sup>4</sup>

By following these procedures, there can be some assurance that the policy developed will be one which meets the requirements of the organization. One must

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<sup>4</sup>Rabe, pp. 7-3, 7-4.

remember that policy generally covers the rule and not the exception, thereby requiring management to deal with the unique daily problems or the major ones. One should be aware also of the pitfalls and traps which await the unknowing policy developer:

1. "Fuzzy Philosophy" - This usually comes when the managers developing the policy fail to analyze the impact or result which will result from the statement. The policy may not reach the desired objective.
2. "Poor Role Definition" - There is often a failure to adequately define the responsibilities and authorities of the individuals who must carry out the tasks. It also must be clearly understood who will enforce the rules.
3. "Passive Commitment" - This is the failure to get the enthusiastic support of top management and the subordinate managers.
4. "Inadequate Communication" - This includes failure to keep track of written directives and not keeping everyone abreast of changes.
5. "The Lulu Trap" - This is allowing an employee to take a benefit in lieu of the policy benefit.
6. "The Putty Policies" - Not keeping the application of policy consistent throughout the organization.
7. "Failure to Update" - The company fails to keep its policy in tune with current times.<sup>5</sup>

The policies are to be the guiding light to the decision-making in the organization. The organization

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<sup>5</sup>Fenger, pp. 167-168.

must survive in an atmosphere which is impacted upon by many factors. In the case of St. Charles County, they must deal with both federal and state laws and contract requirements. They must also deal with the needs of the citizens of the county on a day-to-day basis, as well as in their long-term needs. By seeing to the needs of their employees and by having established policies and procedures they could deal with, they could deal with the other more pressing needs of the county.

It is easy to determine that most of the factors that have been discussed to this point were followed. One exception to this may be in the pitfalls that were listed. While the policies and procedures that were adopted in 1984 covered all county employees (excluding Sheriff's Department), there is no way of determining the consistency of application by each office. One can assume that in some offices many liberties were taken, especially those who were not in favor of establishing the policies.

A second area of concern would be that there was no on-going auditing after implementation of the policies to assure compliance with acceptable standards. The failure of the County Commission to appoint a personnel officer in 1984 meant that there would be no one specifically responsible for any

updating of policies or to assess compliance by the various county offices. The 1986 policies did specify that a personnel administrator be appointed and this was done, but as has been discussed, this individual does not have the requisite knowledge in the area of personnel to assure compliance.

In order to maintain an effective Human Resources program, many companies and governmental agencies are now completing audits of their Human Resources Departments. The objectives of the Human Resources Department are very much an integral part of a company's overall makeup. Human Resources objectives include:

1. Integrating HRM into the organization's overall strategic plans.
2. Matching skills with job requirements.
3. Solving a myriad of personnel problems that can arise from the introduction of new technology, changing economic factors, international competition, reduced company loyalty, plant closings, mergers and acquisitions.
4. Assessing how various quality-of-worklife decisions and programs affect productivity.
5. Operating within a complex legal environment.
6. Contributing to the achievement of such organizational outcomes as meeting short-term bottom-line objectives.<sup>6</sup>

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<sup>6</sup>George E. Biles, "Auditing HRM Practices," Personnel Administrator, December 1986, pp. 89-92.

Once the objectives of the Human Resource function are established, then all managerial personnel will have the necessary information to audit the Human Resource place in the overall scheme of the organization. Biles, in his article on the auditing, suggests three levels of audits: Strategic-Level, Managerial-Level, and Operational-Level. For St. Charles County to know how their Human Resource program is functioning, it would be to their benefit to conduct an Operational-Level audit. By doing this, they could then effectively know how their Human Resource functions are done throughout the various offices that comprise the county government.

At the present time, it would appear that there is no activity in the Human Resource function for the county; therefore, they are unable to ascertain how effectively these policies and procedures are being applied. It is also unlikely that they would be capable of conducting an audit on the Human Resource function due to the limited expertise in the field, as well as to the autonomous way in which some elected officials run their offices.

As was stated from the beginning of this paper, there was resistance to the establishment of personnel policies and procedures. Even with this fact the county felt compelled to have the 1984 policies

redone in 1986. In fairness to the county, it should be noted that there were two new County Commissioners, and one may assume that they wished to have their imprimatur on any county-wide policies. The positive aspect of the new policies in 1986 was the establishment of a centralized personnel function; although not staffed with a true professional, it was a move in the right direction. L. James Harvey, in an article in the November 1986 issue of Personnel Administrator lists nine major trends in Human Resource Management, one of which is a move toward centralized policy and control and decentralized operations. This leads staff to a more precise planning and goal setting structure for the Human Resource function. St. Charles County has taken the initial step in this process, but they are a long way off from a strong and vital Human Resource Office.

While many negatives have been listed in this paper, there were some positives also--the first being the opportunity to try and use some of the knowledge that was gained through the classroom experience. Additionally, actual experience played a very major factor as it allowed for the expression of ideas and concepts in the area of personnel in a completely new area. By this I mean that all new policies and

procedures could be developed with direct input from all employment levels in the county. The concerns and desires of the employees, as well as those of the elected officials, were a vital part of the development process.

The second positive point was taking a project from the beginning to the final point of approval by the County Commission. Unfortunately, the county did nothing to ensure the usage of the policies and procedures; but by county acceptance, the project had proceeded further than any other to date. Overall, the project was a very valuable learning experience. By learning about the organization, its services, employees and funding, a complete picture was formed. From this information, a plan was devised and implemented, and until 1986, proved to be partially successful.

APPENDIX A

OFFICE HOLDERS AND DEPARTMENT HEADS  
ST. CHARLES COUNTY

Boschert, Doug	Disaster Preparedness
Coppage, Peggy	Associate Judge-Western
Cregan, Jim	Public Administrator
Debrecht, Loretta	County Treasurer
Duncan, Nancy	Health Nurse
Fischer, Bill	Data Processing
Freeman, Marvin	Office of Employment & Training
Glosier, Tom	Associate Judge-Eastern
Green, Rich	Presiding Judge
Grush, Ray	Administrator
Nesslage, Larry	Prosecuting Attorney
Nichols, Joe	County Engineer
Nichols, John	County Auditor
Primm, Jim	County Clerk
Roberts, Paul	County Health
Teghetoff, Art	County Recorder
Uebinger, Ed	Sheriff
Walker, Barbara	County Collector
Zimmerman, Gene	County Assessor
Zumwalt, Ivan	Building Commissioner



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