

APRIL, 2024

ADMINISTRATIVE PRACTICES MANUAL

SUBJECT: DISCIPLINARY ACTIONS

- 1. It is the responsibility of all first line supervisors to identify employee work rule violations and take action to prevent repeated violations by appropriate counseling, utilization of employee assistance resources, and/or disciplinary action.
- 2. Disciplinary action will always be administered in a corrective fashion concentrating on employee rehabilitation.
- Disciplinary action, if unsuccessful, should be followed by progressively severe disciplinary actions.
- 4. Disciplinary action should match the infraction as much as possible; however, repeated infractions can and should result in increasingly severe disciplinary actions.
- 5. Reasons for disciplinary action should be related to violation(s) of the applicable County, Departmental written work rules or laws and regulations,. Work rules should be clearly communicated to employees.
- 6. Discipline will only be administered for just cause (contact the Employee Relations Division, Human Resources Director, for consultation, prior to taking disciplinary action, i.e. written reprimand). Also, review the "Tests Applicable for Learning Whether Any Employer Had Just and Proper Cause For Disciplining An Employee."

END OF POLICY



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Forms needed: Separation Notice 014-89-5(8/93) Employee Action Form

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- 1. Steps 1 through 12 are review steps that should be followed prior to taking a disciplinary action against an employee. In cases where erratic behavior becomes overly disruptive to work activities, endangers the safety of others or is of a nature where immediate removal of the employee from the work place is necessary, then the following review process and a final determination of discipline, if any, should be completed as soon as reasonably possible after such a removal.
- 2. When it has been determined that an employee is to be removed from a work place, the appointing authority shall consult with Employee Relations. Employee Relations will make a recommendation to the Director of Administration. If approved, the employee shall be placed on paid administrative leave and a letter shall be written regarding the leave. Send copies to Employee Relations and the Employee Group or Union Representative where applicable.
- 3. Steps in the disciplinary process that apply to an employee who have passed his/her probationary period do not necessarily apply in disciplinary actions taken against a probationary employee. The probationary period is a part of the selection process and allows the employing department an opportunity to review its initial selection decision. If an employee is exhibiting behavior that may warrant discipline during the probationary period, the supervisor should very seriously consider terminating the employment of that employee.
- 4. When discipline is being contemplated, especially in cases of a performance deficiency, the corrective actions recommended in this manual should be reviewed. In addition, discipline should only be



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- (cont) considered after all other viable options short of discipline have been tried or an employee's behavior is so egregious that discipline is the only viable option left to correct a problem.
- 5. Within fifteen (15) business days of the knowledge of a work rule infraction(s), the manager must schedule a pre-disciplinary meeting with the employee who allegedly committed the infraction(s). The meeting can be scheduled beyond the 15 days, but the notice of the meeting must be done within the 15 days. The Pre-disciplinary letter must be provided within three (3) days prior to the meeting with a copy to the employee group, if applicable. The letter shall schedule the meeting and provide specific details of the issues to be discussed and the possible work rules at issue. The employee may have an Employee Group Representative or other representative present for such meetings and may caucus before, during and after the meeting to ensure the employee may respond with any mitigating circumstances or other defenses accurately and completely.
- 6. It is difficult to determine a set of prescribed penalties for particular types of infractions, since proper discipline is dependent upon individual circumstances. However, there are basic principles to guide judgment in this area, with just cause being the descriptive term most used for assessing the adequacy of such judgments. Just cause is generally based on the following principles:
 - a) Discipline is progressive;
 - b) Severity of the penalty should match the severity of the infraction;
 - c) Consistency in application;
 - d) Due process
- 7. Progressive discipline implies that a supervisor will apply the least severe penalty for a first time infraction; however, as infractions are repeated,



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- 7. (cont) discipline is escalated with more severe penalties being given. In other words, as infractions are repeated, the discipline becomes progressively more severe. The typical types of progressive discipline are:
 - a) Written reprimand
 - b) Suspension without pay
 - c) Reduction in pay
 - d) Demotion
 - e) Discharge
- 8. While progressive discipline should normally be the rule, supervisors need not always follow each step rigidly. Several factors should influence determinations of what is a proper penalty. The concept of, "the severity of the penalty should match the severity of an infraction" should be considered. For example, an appointing authority may consider discharge appropriate for a first offense if a client is abused by an employee.
- 9. Other forms of discipline beyond the ones specified above may be appropriate. These include assignment to an undesirable shift or work detail, loss of uniform allowance or other denials of benefits previously enjoyed. While these forms of discipline are not typical, the same just cause requirement applies. Because these forms of discipline sometimes can have more effective results than the more typical forms and should be considered before disciplinary decisions are made.
- 10. Consistency of discipline means applying the same standard of discipline to all employees where the same or very similar circumstances exist. Just cause in discharging an employee would be extremely difficult to sustain as fair if another employee under identical or similar circumstances was only given a written reprimand for the same inappropriate action. Conversely, different circumstances such as length of service and prior infractions can cause different penalties for the same infraction without violating consistency.



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- 10. (cont) Consistency in application within a supervisor's own jurisdiction is put to a more stringent test, as is consistency within a department versus consistency between departments. Consistency in application between its supervisors and within and between departments is an important measure of just cause. Accordingly, supervisors must communicate with the Employee Relations Division, throughout the disciplinary investigation. Maintaining this contact is essential to achieving consistency.
- 11. The Employee Relations Division will log each case into an online system for tracking purposes.
- 12. Giving due process to an employee who is being charged with an infraction is extremely important. Due process generally relates to providing both adequate notice of behavior that will be subject to discipline (e.g., publicized work rules) and adequate opportunity to respond to charges of misbehavior. Due process is covered in detail by the procedure that follows. Steps 13 through 21 describe how disciplinary actions are processed. Remember that many factors come into play in determining and applying discipline, so consultation with the Employee Relations Division must occur prior to taking action.
- 13. The first step is to make a determination that an incident occurred that involves a work rule violation.
- 14. Investigate the alleged infraction to determine as many facts as possible (review the material on investigations).
- 15. If the investigation indicates an adequate basis for some form of disciplinary action, hold a predisciplinary meeting with the employee who allegedly committed the infraction. This is to give that employee an opportunity to hear the potential charge(s) and supporting facts and then respond with any mitigating circumstances or other



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15. (cont) defenses. If requested, the employee may have a representative present (e.g., employee group representative, union steward, attorney, coworker, interested stakeholder, friend). This interview is not discipline. It is part of the investigative process and is not to be considered an adversarial proceeding. There is no duty to bargain the possible penalty or interpretation of the facts.

> These meetings are to be coordinated by the supervisors or managers. Managers should notify the employee and representative (if any) in writing of the meeting and present in that letter information that provides notice regarding what will be discussed and the potential work rules that may have been violated. Where possible without interfering with an investigation, if there are documents that will be reviewed in the meeting, the manager should provide the documents in advance of the meeting to the employee or representative, so they have time to review them. If there will be a discussion regarding an employee's whereabouts on any given day(s), managers should notify the employee to bring their schedule/calendar/phone etc. to the meetina.

Managers should present any questions they have during the first part of the meeting. The employee, not the representative, must answer the questions. The employee or the representative may ask questions to clarify what was said at the meeting. At the end of the meeting, the employee or the representative may summarize what they heard. It is also permissible for the employee and their representative to caucus (for a short period of time) after the manager has completed the initial inquiry.



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- 15. (cont) The main purpose of a pre-disciplinary meeting is to collect all the information available regarding a potential work rule violation in order to determine if there are any civil service rule or policy violations. In the event a manager feels comfortable deviating from the process outlined above, nothing herein shall prevent that. However, if the discussion includes conduct for which the employee has not been provided notice and which could lead to discipline, that portion of the meeting should be adjourned so that written notice can be provided.
- 16. The employee's response may indicate need for further investigation before any disciplinary decision can be fairly made.
- 17. In consultation with Employee Relations, make disciplinary action decision. If a disciplinary action is decided upon, draft a letter of discipline that contains factual information to meet the following "test":

"FIVE W's" TEST:

- #1 What wrongful acts did the employee allegedly commit?
- #2 When were the wrongful acts allegedly committed?
- #3 Where were they allegedly committed?
- #4 Who accused the employee of the wrongful acts?
- #5 Why is the particular penalty being imposed?
- 18. Include the date when the disciplinary action will be implemented and advise the employee of their specific Civil Service appeal rights and, where applicable, their Employee Benefit Handbook or union grievance rights. If a union contract is applicable, review the discipline and grievance procedure section of that contract and other materials that have been provided. The applicable Civil Service Ordinance section is



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- (cont) Section 18.17. If the action is not a discharge, include in the letter a warning that further infractions could result in more severe disciplinary action. (See Example).
- 19. A disciplinary decision must be communicated in writing to the employee with a copy to their Employee Group Representative or designee and Employee Relations within fifteen (15) business days following the pre-disciplinary meeting. Additional time must be mutually agreed upon.
- 20. If termination is a result of the disciplinary action, complete a Separation Notice and an Employee Action Form.
- 21. All of the above procedure applies in cases where an employee is immediately removed from the work place due to a crisis situation before a proper investigation can be made and placed on paid administrative leave. In such cases where an employee group or union contract disciplinary notice provision applies, follow the removal action with a letter to the employee and a copy to the employee group/union within 24 hours to the effect that the employee has been placed on paid administrative leave, state the general circumstances giving cause for the administrative leave, and that an objective investigation will be made to determine what, if any, discipline will be imposed.

END OF PROCEDURE



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END OF PROCEDURE

SUBJECT: DISCIPLINE --

TESTS APPLICABLE FOR LEARNING WHETHER AN EMPLOYER HAD JUST

AND PROPER CAUSE FOR DISCIPLINING AN EMPLOYEE

Through the years decisions on disciplinary grievances have developed a sort of "common law" concerning discipline in the work place. This definition consists of a set of guidelines or criteria that are applied to the facts of any one case, and said criteria are set forth below in the form of questions.

A "no" answer to any one or more of the following questions normally signifies that just cause did not exist. In other words, "no" answers mean that the employer's disciplinary decision contained one or more elements of arbitrary, capricious, unreasonable, or discriminatory action to such an extent that said decision warrants an Independent Hearing Officer/arbitrator/commission to substitute their judgment for that of the employer.

It should be clearly understood that the criteria set forth below are to be applied to the employer's conduct in making their disciplinary decision <u>before</u> it has been processed through the grievance procedure to hearing/arbitration. One further introductory remark: the word "employer" as used below could be substituted by any of the following words: department head, supervisor or other management person.

QUESTION #1

Did the employer give an employee forewarning or foreknowledge of the possibility of probable disciplinary consequences of their conduct?

- Note 1: Forewarning or foreknowledge may have been given orally or in writing through medium (eg. Copy of Civil Service Work Rules)
- Note 2: There must have been oral or written communication of the rules and penalties to the employee.
- Note 3: A finding of lack of such communication does not in all cases require a "no" answer to Question No. 1. This is because certain offenses such as insubordination, coming to work intoxicated, drinking intoxicating beverages on the job, theft of the property of the employer or of fellow employees or violations of a law or regulation are so serious that any employee may properly be expected to know that such conduct is heavily punishable.
- Note 4: Absent any handbook or contractual prohibition or restriction, the employer has the right unilaterally to promulgate reasonable rules and give reasonable orders; which are not negotiated with the union or discussed with the employee group representatives.



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QUESTION #2:

Was the employer's rule of managerial order reasonably related to

(a) the orderly, efficient, and safe operation of the employer's business and

(b) the performance that the employer might properly expect of the employee?

Note: If an employee believes that a rule or order is unreasonable, they must nevertheless obey unless they sincerely feel that to obey the rule or order would seriously and immediately jeopardize their personal safety and/or integrity. Given a firm finding to the latter effect, the employee may properly be said to have had justification for their disobedience.

QUESTION #3:

Did the employer, before administering discipline to an employee, make an effort to discover whether the employee did in fact violate or disobey a rule?

Note 1: This is the employee's "day in court" principle. An employee has the right to know with

reasonable precision the offense with which they are being charged and to defend their

behavior.

Note 2: The employer's investigation must normally be made before its disciplinary decision is

made.

Note 3: There may be circumstances under which management must react immediately to the

employee's behavior. In such cases, the action is to place the employee on paid administrative leave pending investigation, with the understanding that (a) the final disciplinary decision will be made after the investigation and (b) if the employee is found

innocent after the investigation, they will be restored to their job.

Note 4: The employer's investigation should include an inquiry into possible justification for the

employee's alleged rule violation.

QUESTION #4:

Was the employer's investigation conducted fairly and objectively?



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QUESTION #4: (continued)

Note 1: A management official in conducting an investigation may need to act as "prosecutor

and/or "judge." If this happens, they cannot be a witness against the employee.

Note 2: A higher, detached management official must review the conduct of a management

review and determine if the disciplinary action is defendable.

Note 3: In some cases there are no other witnesses to an incident than the two immediate

participants. In such cases, it is particularly important that the top management

question the management participants rigorously and thoroughly.

QUESTION #5:

In conducting an investigation was there substantial evidence or proof that an employee was guilty as charged?

Note 1: It is not required that the evidence be conclusive or "beyond a reasonable doubt" but

the evidence must be truly substantial.

Note 2: A manager hearing a grievance should actively search out witnesses and facts and not

just passively believe what participants or volunteer witnesses tell them.

Note 3: When the evidence of opposing witnesses at a hearing/arbitration is irreconcilable, the

independent hearing officer/arbitrator/commission seldom has the means to resolve the contradictions. They will then is to determine if management had reasonable

grounds for believing the evidence presented that led to the disciplinary action.

QUESTION #6:

Has the employer applied its rules, orders, and penalties consistently and without discrimination to all employees?

Note 1: A "no" answer to this question warrants negation or modification of the discipline

imposed.

Note 2: If the employer has been lax in enforcing its rules and orders and then begins to apply

them rigorously, the employer should inform employees beforehand of the

management's intent to enforce all rules as written.



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QUESTION #7:

Was the degree of discipline administered by the employer in a particular case reasonably related to (a) the seriousness of the employee's proven offense and (b) the record of the employee in his/her service with the employer?

Note 1: A trivial offense does not merit harsh discipline unless the employee has been found

guilty of the same or other offenses a number of timespreviously. There is no rule as to what number of previous offenses constitutes a "good", a "fair", or "bad" record.

Reasonable judgment must be used.

Note 2: An employee's record of previous offenses may never be used to determine that they

are guilty of the current one. The only proper use of their record is to help determine the severity of discipline once they have been determined to be guilty of the current

offense.

Note 3: Given the same offense for two or more employees, their respective records provide

a proper basis for "discriminating" between them in the administration of discipline. Thus, if employee A's record is significantly better than employees B, C, and D, the employer may properly give a lighter punishment than it gives the others for the same

offense.

Note 4: Suppose that the record of the hearing establishes firm "yes" answers to all the first six questions. Suppose further that the proven offense of the accused employee was a

serious one, such as drunkenness on the job; but the employee's record had been previously unblemished over a long, continuous period of employment with the employer. Should the employer be held arbitrary and unreasonable if it decided to discharge such an employee? The answer depends of course on all the circumstances. But, as one of the country's oldest arbitration agencies, the National Railroad Adjustment Board, has pointed out repeatedly in innumerable decisions on discharge cases, leniency is the prerogative of the employer rather than of the independent hearing officer/arbitrator/commission; and the latter is not supposed to substitute their judgment in this area for that of the employer unless there is compelling evidence that the employer abused its discretion. This is the rule, even though an independent hearing officer/arbitrator/commission, if they had been the original "trial judge", might have imposed a lesser penalty. Actually the independent hearing officer/arbitrator/commission may be said in an important sense to act as an appellate tribunal whose function is to discover whether the decision of the trial tribunal (the employer) was within the bounds of reasonableness above set forth - in general, the penalty of dismissal for a really serious first offense does not in itself warrant a finding

of employer unreasonableness.



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Five W's Test

Beyond the provisions described above, there is a further test applied by either arbitrators or other appellate bodies when considering disciplinary grievances or appeals. That test concerns what should be contained in the written notice of disciplinary action, and the generally accepted test for this step uses the "Five W's" concept as follows:

- 1) What wrongful acts has the employee allegedly committed?
- 2) When were the wrongful acts allegedly committed?
- 3) Where the wrongful acts allegedly committed?
- 4) Who accused the employee of the wrongful acts?
- 5) Why was the particular penalty imposed?

END OF GUIDE



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ADMINISTRATIVE PRACTICES MANUAL LETTER HEAD

SAMPLE LETTER OF REPRIMAND

[DATE] [NAME] [ADDRESS]

Dear [Name]:

The success of your work unit is highly dependent on a close working inter-relationship between each of you. Unanticipated absences of any of you cause the others to fall behind in their work and otherwise become less productive. While such absences are unavoidable in cases of unanticipated illnesses, other unexcused absenteeism including reporting late for work cannot be tolerated. To condone unexcused absenteeism would cause the counterproductive consequences of reduced morale (reduced motivation to maintain attendance and good work performance) and breakdown in the interdependent work performance of your unit.

While I sincerely regret having to write you this letter regarding your unexcused absenteeism, especially in consideration of the excellent suggestion you made for improving our case tracking system; my previous verbal efforts to stem your continued unexcused lateness have failed. The latest episode occurred today, August 21, YEAR, when you reported to work one hour after the starting time of 7:45 a.m., and for which you did not notify me in advance of your anticipated lateness. Your offered excuse that you forgot to change your alarm clock from the weekend's alarm time is not acceptable especially in reference to your prior late-to-work episodes that I have observed and discussed with you:

8/7/YR.......40 minutes late at start of shift (overslept excuse offered)
8/11/YR.......15 minutes late after lunch break (lost track of time excuse offered)
8/14/YR.......50 minutes late at start of shift (dog got loose excuse offered)
8/17/YR.......10 minutes late from a.m. break (lost track of time excuse offered)

The purpose of this letter is to reinforce the expectation that you will adhere strictly to your hours of work (7:45 a.m. to 4:30 p.m. with 15 minute breaks at 9:15 a.m. and 2:45 p.m. and a 45 minute lunch break at 11:45 a.m.). Your lateness today and the other episodes cited above violate the Dane County work rules stated in Section 2 of those rules and are as follows:

- A. Failure to report promptly at the starting time of a shift or leaving before the scheduled quitting time of a shift without the specific approval of the supervisor.
- B. Unexcused or excessive absenteeism
- C. Failure to observe the time limits and scheduling of lunch, rest or wash-up periods.
- D. Failure to notify the supervisor promptly of unanticipated absence or tardiness.



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SAMPLE LETTER OF REPRIMAND (continued)

[Name] Page 2 [Date]

You also violated our office's work rule #3 which supplements County work rule 2(A) and reads as follows: "Employees must be at their work stations or desks at the start of their work shifts." Further violations of any of these rules on your part are likely to result in more severe discipline including suspension without pay.

Again, I am sorry that it became necessary to issue you this letter. However, I hope it fully clarifies the expectations of you in regard to work attendance. If you have any questions about it or if I can be of any assistance to you to comply with these expectations, all you need do is ask me.

If you consider this action unjustified, you have the right to file a written appeal of it within ten days of receipt of this notice according to the Grievance Procedure outlined in the Employee Benefit Handbook.

As an alternative, you may file a written demand for an appeal with the Dane County Civil Service Commission within ten days receipt of this notice pursuant to Section 18.17(3) of the Dane County Civil Service Ordinance. Section 18.17(3) *Appeal by Employee*, states as follows:

- (a) Any nonprobationary employee who has been disciplined as provided for in subsection (1) above, may, within ten (10) days of the earlier of actual receipt or mailing of the notice of such action, file a written demand for an appeal with the Commission. However, if an employee, or his or her authorized representative, bases his or her appeal upon language in a labor agreement or elects to challenge an appointing authority's decision through an alternate grievance procedure, such employee may not, in addition, appeal that decision to the Commission. For purposes of this section, 'mailing' is accomplished as of the date an envelope containing the notice is deposited in the United States Postal Service mailbox, with first class postage prepaid and addressed to the affected employee at his or her last known address, or when an electronic transmission is made during business hours, or, in the case of electronic transmission after business hours, as of the beginning of the next business day.
- (b) At the time of filing the notice of appeal, the employee shall file a written response to each of the reasons contained in the notice of disciplinary action and on which the disciplinary action is based. The written response must contain the employee's position on each of the reasons. Nothing in this subsection limits the discretion of the Commission, for good cause or when necessary to further the purpose of this ordinance, to allow amendment to the employee's written response.
- (c) The Commission shall appoint a time and place for the hearing of an appeal, such time to be within twenty (20) days after the demand for appeal has been made. Within ten (10) days of the conclusion of the hearing, the Commission shall determine whether the action complained of was justified and may affirm or reverse the appointing authority's decision or



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take such other action as it deems appropriate. The decision of the Commission shall be final.

This demand may be filed with the Dane County Employee Relations Division, Room 418, City-County Building, Madison, Wisconsin 53703. The demand will be scheduled for action with the Dane County Civil Service Commission.

Sincerely,

Name of Supervisor Title

Appointing Authority

Title

c: [Employee Group/Union Steward] (if applicable) Personnel File

END OF SAMPLE LETTER OF REPRIMAND



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ADMINISTRATIVE PRACTICES MANUAL LETTER HEAD

(Sample Letter of Suspension)

Date Name Street Address City, State, Zip Code

Dear (Name):

This is to notify you that you are being suspended without pay for two days beginning <u>(date)</u>. The reason for this suspension is that you did not report to work today until 3:00 p.m., and did not contact me prior to coming in at 3:00 p.m. Your normal shift begins at 7:45 a.m. Your unexcused failure to report to work is a violation of Dane County Civil Service Work Rule II "A" which prohibits "Failure to report promptly at the starting time of a shift . . . without the specific approval of the supervisor"; and Work Rule II "D" which prohibits "Failure to notify the supervisor promptly of unanticipated absence or tardiness". Your failure to contact me prior to the absence is, furthermore, a violation of Work Rule I "A" which prohibits "insubordination, including disobedience, or failure or refusal to carry out assignments or instructions in reference to supervisory personnel", because you were counseled on (date) ___, regarding the need to receive approval for unexcused absences. Because you had only recently been warned about unexcused absences, I am now providing you with a two day suspension to let you know the seriousness of your offense, and to put you on further notice that repeated violations will not be tolerated. You will also not receive pay for those hours you were absent without leave today.

Although you indicated in my investigatory interview this afternoon at 3:30 p.m. that you could not report to work and could not call in because you had overslept, I do not consider this to be a satisfactory excuse. Furthermore, failure to report promptly for work in the future or contact me for authorization prior to taking leave will result in further disciplinary action which could include discharge.

If you consider this action unjustified, you have the right to file a written appeal of it within ten days of receipt of this notice according to the Grievance Procedure outlined in the Employee Benefit Handbook.

As an alternative, you may file a written demand for an appeal with the Dane County Civil Service Commission within ten days receipt of this notice pursuant to Section 18.17(3) of the Dane County Civil Service Ordinance. Section 18.17(3) *Appeal by Employee*, states as follows:

(a) Any nonprobationary employee who has been disciplined as provided for in subsection (1) above, may, within ten (10) days of the earlier of actual receipt or mailing of the notice of such action, file a written demand for an appeal with the Commission. However, if an employee, or his or her authorized representative, bases his or her appeal upon language in a labor agreement or elects to challenge an appointing authority's decision through an alternate grievance procedure, such employee may not, in addition, appeal that decision to the Commission. For purposes of this section, 'mailing' is accomplished as of the date an envelope containing the notice is deposited in the United States Postal Service mailbox, with first class postage prepaid and addressed to the affected employee at his or her last known



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address, or when an electronic transmission is made during business hours, or, in the case of electronic transmission after business hours, as of the beginning of the next business day.

- (b) At the time of filing the notice of appeal, the employee shall file a written response to each of the reasons contained in the notice of disciplinary action and on which the disciplinary action is based. The written response must contain the employee's position on each of the reasons. Nothing in this subsection limits the discretion of the Commission, for good cause or when necessary to further the purpose of this ordinance, to allow amendment to the employee's written response.
- (c) The Commission shall appoint a time and place for the hearing of an appeal, such time to be within twenty (20) days after the demand for appeal has been made. Within ten (10) days of the conclusion of the hearing, the Commission shall determine whether the action complained of was justified and may affirm or reverse the appointing authority's decision or take such other action as it deems appropriate. The decision of the Commission shall be final.

This demand may be filed with the Dane County Employee Relations Division, Room 418, City-County Building, Madison, Wisconsin 53703. The demand will be scheduled for action with the Dane County Civil Service Commission.

Sincerely,

Name of Supervisor Title

Appointing Authority Title

c: [Employee Group/Union Steward] (if applicable)
Personnel File

(End of Sample Letter of Suspension)