

TITLE 4A

DEPARTMENT OF PERSONNEL

Title Historical Note

Pursuant to L. 1986, c.112, effective September 25, 1986, the former Department of Civil Service was replaced by the Department of Personnel. The rules contained in Title 4 of the New Jersey Administrative Code, Department of Civil Service, were repealed pursuant to several rulemakings from 1987 to 1990 and new rules of the Department of Personnel were adopted and codified in Title 4A. For the historical text of rules of the former Title 4, Department of Civil Service, contact the Office of Administrative Law.

CHAPTER 1

GENERAL RULES AND DEPARTMENT ORGANIZATION

Authority

N.J.S.A. 11A:1-2, 11A:2-1, 11A:2-3, 11A:2-6, 11A:2-7, 11A:2-11, 11A:2-12, 11A:3-1, 11A:3-6, 11A:4-13, 11A:10-1, 11A:10-3, 11A:10-4, 11A:11-2, 47:1A-2, 52:14B-3(1), 52:14B-3(3), 52:14B-4(f), Executive Order No. 11(1974).

Source and Effective Date

R.1992 d.416, effective September 22, 1992.  
See: 24 N.J.R. 2490(a), 24 N.J.R. 3715(a).

Executive Order No. 66(1978) Expiration Date

Chapter 1, General Rules and Department Organization, expires on September 22, 1997, except Subchapter 5, Disability Discrimination Grievance Procedure, which is exempt from Executive Order No. 66 under 28 C.F.R. Part 35.

Chapter Historical Note

Chapter 1, General Rules and Department Organization, was adopted as R.1987 d.406, effective October 5, 1987. See: 19 N.J.R. 1011(a), 19 N.J.R. 1827(a). See, also, Historical Notes at repealed N.J.A.C. 4:1, Civil Service Rules, specifically Subchapters 1 through 4. Pursuant to Executive Order No. 66(1978), Chapter 1 was readopted as R.1992 d.416. See: Source and Effective Date.

See section annotations for specific rulemaking activity.

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SUBCHAPTER 1. PURPOSE, SCOPE AND DEFINITIONS

4A:1-1.1 Purpose

The purpose of these rules is to establish a personnel system that provides a fair balance between managerial needs and employee protections for the effective delivery of public services consistent with Title 11A, New Jersey Statutes. See N.J.S.A. 11A:1-2.

Case Notes

Validity. Gloucester Cty. Welfare Bd. v. N.J.Civ.Serv.Comm'n, 93 N.J. 384, 461 A.2d 575 (1983).

4A:1-1.2 Scope, applicability and invalidation

(a) All appointing authorities and employees subject to Title 11A, New Jersey Statutes, shall comply with these rules.

(b) These rules shall apply only to the career service unless otherwise specified.

(c) These rules shall be considered the means by which the statutory purposes of the merit employment system are carried out. The Commissioner or the Board may relax these rules for good cause in a particular situation, on notice to affected parties, in order to effectuate the purpose of Title 11A, New Jersey Statutes.

(d) If a rule or part of a rule is declared invalid for any reason, the remainder of the rules shall not be affected by such determination.

**Law Review and Journal Commentaries**

Civil Service—Disability Retirement—Police Seniority. Judith Nal-  
lin, 133 N.J.L.J. No. 13, 55 (1993).

**Case Notes**

Merit System Board has right to relax rules of timeliness of appeal  
for good cause. Matter of Allen, 262 N.J.Super. 438, 621 A.2d 87  
(A.D.1993).

Appellate Division improperly reviewed action of Civil Service Com-  
missioner in deciding educational qualifications (citing former rule  
N.J.A.C. 4:1-1.4). Gloucester Cty. Welfare Bd. vs. N.J. Dep't of Civil  
Service, 93 N.J. 384, 461 A.2d 575 (App.Div.1983).

Public employer authority to bend Civil Service Commission by  
collective bargaining agreement. State v. State Supervisory Employees  
Association, 78 N.J. 54, 393 A.2d 233 (1978).

Jurisdiction: Civil Service v. PERC. City of Hackensack v. Winner,  
162 N.J.Super. 1, 392 A.2d 187 (App.Div.1978) modified and affirmed,  
82 N.J. 1, 410 A.2d 1146 (1980).

Authority of Commission to use appeals panels in regard to salary  
disputes. Abramson v. Farrell, 122 N.J.Super. 30, 298 A.2d 705 (1972).

County College Law pertains: nonprofessional and non-instructional  
employees of county community colleges are not subject to Civil  
Service. Atlantic Comm. College v. Civil Service Commission, 59 N.J.  
102, 279 A.2d 820 (1971).

**4A:1-1.3 Definitions**

The following words and terms, when used in these rules,  
shall have the following meanings unless the context clearly  
indicates otherwise:

“Appointing authority” means a person or group of per-  
sons having power of appointment or removal.

“Appointment” means the offer, acceptance and com-  
mencement of employment.

“Base salary” means an employee’s rate of pay exclusive  
of any additional payments or allowances.

“Board” means the Merit System Board.

“Career Service” means those positions and job titles  
subject to the tenure provisions of Title 11A, New Jersey  
Statutes.

“Certification” means a list of names presented to an  
appointing authority for regular appointment.

“Class code” means a designation assigned to job titles in  
State Service with ranking based upon an evaluation of job  
content.

“Closing date for examination” means the date by which  
an applicant for an examination must meet all of the  
requirements contained in the examination announcement.

“Commissioner” means the Commissioner of Personnel.

“Days” means calendar days unless otherwise specified.

“Demotion” means, in local service, a reduction in title or  
scale of compensation, and in State service, a reduction in  
class code.

“Department” in local service, where not otherwise de-  
fined by statute, means the largest type of organizational  
unit established by ordinance or resolution, as appropriate,  
that is not a sub-unit of any other organizational unit for the  
purpose of administering the political subdivision. In State  
service, “department” means a principal executive depart-  
ment of State government.

“Disposition” means the written report of actions taken  
by an appointing authority regarding a certification.

“Eligible list” means a roster compiled or approved by the  
Department of Personnel of persons who are qualified for  
employment or reemployment.

“Filing date for examination” means the date by which an  
application for an examination must be received in the  
office designated in the announcement. When mailed, the  
filing date is the date by which a properly addressed applica-  
tion must be postmarked.

“Fine” means a disciplinary penalty which requires the  
payment of money or the performance of service without  
pay or at reduced pay.

“Immediate family” means an employee’s spouse, child,  
legal ward, grandchild, foster child, father, mother, legal  
guardian, grandfather, grandmother, brother, sister, father-  
in-law, mother-in-law, and other relatives residing in the  
employee’s household.

“Layoff” means the separation of a permanent employee  
from employment for reasons of economy or efficiency or  
other related reasons and not for disciplinary reasons.

“Local service” means employment in any political subdi-  
vision operating under Title 11A, New Jersey statutes.

“Open competitive examination” means a test open to  
members of the public who meet the prescribed require-  
ments for admission.

“Part time employee” means an employee whose regular  
hours of duty are less than the regular and normal work-  
week for that job title or agency.

“Permanent employee” means an employee in the career  
service who has acquired the tenure and rights resulting  
from regular appointment and successful completion of the  
working test period.

“Position” means the assignment of specific duties and  
responsibilities requiring the employment of one person.

Statutory managerial issue not subject to PERC: to be decided by CSC. *Patrolmen's Benev. Assoc. v. City of Elizabeth*, 146 N.J.Super. 257, 369 A.2d 931 (App.Div.1976).

Authority of Commission to approve CETA hiring in local service. *White v. City of Paterson*, 137 N.J.Super. 220, 348 A.2d 798 (App.Div. 1975).

Powers and duties, abuse of discretion, quasi-judicial v. quasi-legislative function. *Abramson, et al. v. Farrell*, 122 N.J.Super. 30, 298 A.2d 705 (App.Div.1972).

Certain county community college employees not subject to Civil Service. *Atlantic Comm. College v. Civil Service Commission*, 59 N.J. 102, 279 A.2d 820 (1971).

Statutory grant of power; minimum height requirement for police officers. *Mulligan v. Wilson*, 110 N.J.Super. 167, 264 A.2d 745 (App. Div.1970).

and Department of Personnel employee to be contacted in case of complaints.

(c) Department of Personnel staff may be assigned to assist in performing the delegated functions.

(d) The Commissioner may cancel, modify or limit the delegation order at any time.

(e) The following functions may not be delegated:

1. The construction of an examination;
2. Appeal decisions of the Department, Commissioner or Board; and
3. A function of the Board.

(f) In local service the delegation must be approved by the affected appointing authority when the delegation requires substantial and identifiable costs. Costs are considered substantial when they result in a significant increase in agency expenses for staff, materials and facilities after offset by savings effected by the delegation.

(g) The Department of Personnel will conduct appropriate audits of delegated functions.

Amended by R.1989 d.569, effective November 6, 1989.  
See: 21 N.J.R. 1766(a), 21 N.J.R. 3448(b).  
In (f): added "identifiable" to define costs.  
Added text describing substantial costs.

**SUBCHAPTER 4. DELEGATION,  
CONSOLIDATION AND PILOT PROGRAMS**

**4A:1-4.1 Delegation to appointing authorities**

(a) The Commissioner may delegate to an appointing authority one or more of the following functions:

1. Classifying and reclassifying positions;
2. Announcing examinations and collecting applications;
3. Administering examinations prepared by the Department of Personnel;
4. Implementing promotions upon waiver of competitive examination;
5. Certifying lists of eligibles; and
6. Other technical personnel functions.

(b) A delegation shall be in writing, designating the appointing authority representative who will be accountable for the delegation, and signed by the Commissioner. Appointing authority employees in carrying out delegated functions are also responsible to the Department of Personnel in performing such functions. The delegation memorandum shall contain:

1. The functions to be delegated;
2. The specific manner in which the delegation will be implemented;
3. The Department of Personnel representative who will have primary responsibility for supervision of the delegation;
4. The duration of the delegation, which in no event shall exceed three years, but may be renewed; and
5. Provisions for appropriate notice advising of the delegation and stating the name, address and telephone number of the representative of the appointing authority

**4A:1-4.2 Consolidation State service**

(a) The Commissioner, in consultation with affected departments, may direct the temporary or permanent consolidation and coordination of personnel, training and related functions in the State service.

(b) A consolidation order may affect one or more State agencies and shall designate the functions to be consolidated.

(c) Consolidation may be directed for one or more of the following reasons:

1. An appointing authority has demonstrated inadequate or improper performance;
2. Economy or efficiency; or
3. Emergent situations.

(d) To effectuate a consolidated function, the Commissioner may transfer necessary employees, positions, funding and equipment to the Department of Personnel from other State departments.

**4A:1-4.3 Pilot programs**

(a) The Commissioner may establish pilot programs, not to exceed one year, outside of the provisions of Title 11A, New Jersey Statutes, and these rules.

(b) Pilot programs may include, but are not limited to, the following:

1. Recruitment and selection;
2. Classification; and
3. Job sharing.

(c) Appointing authorities that request a pilot program shall consult with affected negotiations representatives prior to submission of a proposal.

(d) A proposal for a pilot program shall be submitted to the Commissioner and include:

1. A description of the program;
2. The individuals affected by the program;
3. The duration of the program;
4. The anticipated benefits of the program;
5. A summary of appointing authority consultations with negotiations representatives; and
6. Such other information as required by the Commissioner.

(e) The Commissioner shall verify that proper notice to and consultations with affected negotiations representatives have taken place.

(f) The Commissioner may accept, modify or reject the program and establish appropriate conditions.

Amended by R.1992 d.416, effective October 19, 1992.  
See: 24 N.J.R. 2490(a), 24 N.J.R. 3715(a).

Added new (e); redesignated existing (e) as (f).

#### Case Notes

Pilot programs under which list of people who could be hired from a certification would be expanded and under which length of work test period for local government employees would be increased exceeded scope of powers constitutionally delegated by statute. *Communications Workers of America, AFL-CIO v. New Jersey Dept. of Personnel*, 299 N.J.Super. 166, 690 A.2d 695 (A.D.1997).

## SUBCHAPTER 5. DISABILITY DISCRIMINATION GRIEVANCE PROCEDURE

#### Authority

N.J.S.A. 11A:2-6(d), 42 U.S.C. § 12101  
et seq., and 28 C.F.R. § 35.107.

#### Source and Effective Date

R.1993 d.614, effective December 6, 1993.  
See: 25 N.J.R. 1314(c), 25 N.J.R. 5464(a).

#### Executive Order No. 66(1978) Expiration Date

Subchapter 5, Disability Discrimination Grievance Procedure, is exempt from Executive Order No. 66 under 28 C.F.R. Part 35.

#### 4A:1-5.1 Definitions

The following words and terms, as used in this chapter, shall have the following meanings, unless the context clearly indicates otherwise.

“ADA” means the Americans with Disabilities Act, 42 U.S.C.A. § 12101 et seq.

“Agency” means the New Jersey Department of Personnel.

“Designated decision maker” means the Commissioner of Personnel or his or her designee.

#### 4A:1-5.2 Purpose

(a) These rules are adopted by the agency in satisfaction of the requirements of the ADA and regulations promulgated pursuant thereto, 28 C.F.R. 35.107.

(b) The purpose of these rules is to establish a designated coordinator whose duties shall include assuring that the agency complies with and carries out its responsibilities under the ADA. Those duties shall also include the investigation of any complaint filed with the agency pursuant to N.J.A.C. 4A:1-5.5 through 5.8.

#### 4A:1-5.3 Required ADA notice

In addition to any other advice, assistance or accommodation provided, a copy of the following notice shall be given to anyone who inquires regarding the agency's compliance with the ADA or the availability of accommodation which would allow a qualified individual with a disability to receive services or participate in a program or activity provided by the agency.

#### AGENCY NOTICE OF ADA PROCEDURE

The agency has adopted an internal grievance procedure providing for prompt and equitable resolution of grievances alleging any action prohibited by the U.S. Department of Justice regulations implementing Title 11 of the Americans with Disabilities Act. Title 11 states, in part, that “no otherwise qualified disabled individual shall, solely by reason of such disability, be excluded from participation in, be denied the benefits of or be subjected to discrimination” in programs or activities sponsored by a public entity.

Rules describing and governing the internal grievance procedure can be found in the New Jersey Administrative Code, N.J.A.C. 4A:1-5. As those rules indicate, grievances should be addressed to the agency's designated ADA Coordinator, who has been designated to coordinate ADA compliance efforts, at the following address:

ADA Coordinator  
 New Jersey Department of Personnel  
 CN 317  
 Trenton, New Jersey 08625

1. A grievance may be filed in writing or orally, but should contain the name and address of the person filing it, and briefly describe the alleged violation. A form for this purpose is available from the designated ADA coordinator. In cases of employment related grievances, the procedures established by the Department of Personnel, N.J.A.C. 4A:7-1.1 et seq. will be followed where applicable.

2. A grievance should be filed promptly within 30 days after the grievant becomes aware of the alleged violation. (Processing of allegations of discrimination which occurred before this grievance procedure was in place will be considered on a case-by-case basis.)

3. An investigation, as may be appropriate, will follow the filing of a grievance. The investigation will be conducted by the agency's designated ADA Coordinator. The rules contemplate informal but thorough investigations, affording all interested persons and their representatives, if any, an opportunity to submit evidence relevant to a grievance.

4. In most cases a written determination as to the validity of the grievance and a description of the resolution, if any, will be issued by the designated decision maker and a copy forwarded to the grievant no later than 45 days after its filing.

5. The ADA coordinator will maintain the files and records of the agency relating to the grievances filed.

6. The right of a person to a prompt and equitable resolution of the grievance filed hereunder will not be impaired by the person's pursuit of other remedies such as the filing of an ADA grievance with the responsible Federal department or agency or the New Jersey Division on Civil Rights. Use of this grievance procedure is not a prerequisite to the pursuit of other remedies.

7. The rules will be construed to protect the substantive rights of interested persons, to meet appropriate due process standards and to assure that the agency complies with the ADA and implementing Federal rules.

Administrative Change.  
 See: 26 N.J.R. 197(b).

**4A:1-5.4 Designated ADA coordinator**

(a) The designated coordinator of ADA compliance and complaint investigation for the agency is:

ADA Coordinator  
 New Jersey Department of Personnel  
 CN 317  
 Trenton, New Jersey 08625

(b) All inquiries regarding the agency's compliance with the ADA and the availability of accommodation which would allow a qualified individual with a disability to receive services or participate in a program or activity provided by the agency should be directed to the designated coordinator identified in (a) above.

(c) All grievances alleging that the agency has failed to comply with or has acted in a way that is prohibited by the ADA should be directed to the designated ADA coordinator identified in this section, in accordance with the procedures set forth in N.J.A.C. 4A:1-5.5 through 5.8.

Administrative Change.  
 See: 26 N.J.R. 197(b).

**4A:1-5.5 Grievance procedure**

A grievance alleging that the agency has failed to comply with the ADA or has acted in a way that is prohibited by the ADA shall be submitted either in writing or orally to the designated ADA coordinator identified in N.J.A.C. 4A:1-5.4 within 30 days of the grievant becoming aware of the alleged violation. A grievance alleging employment discrimination will be processed pursuant to the rules of the Department of Personnel, N.J.A.C. 4A:7-1.1 through 3.4, if those rules are applicable.

**4A:1-5.6 Grievance contents**

(a) A grievance submitted pursuant to this subchapter may be submitted in or on the form set forth at N.J.A.C. 4A:1-5.7.

(b) A grievance submitted pursuant to this subchapter shall include the following information:

1. The name of the grievant and/or any alternate contact person designated by the grievant to receive communication or provide information for the grievant;
2. The address and telephone number of the grievant or alternate contact person; and
3. A description of manner in which the ADA has not been complied with or has been violated, including times and locations of events and names of witnesses if appropriate.

**4A:1-5.7 Grievance form**

The following form may be utilized for the submission of a grievance pursuant to this subchapter:

Americans with Disabilities Act Grievance Form

Date: \_\_\_\_\_

Name of grievant: \_\_\_\_\_

Address of grievant: \_\_\_\_\_

Telephone number of grievant: \_\_\_\_\_

Name, address and telephone number \_\_\_\_\_

of alternate contact person: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

Agency alleged to have denied access: \_\_\_\_\_

Department: \_\_\_\_\_

Division: \_\_\_\_\_

Bureau or office: \_\_\_\_\_

Location: \_\_\_\_\_

Incident or barrier: \_\_\_\_\_

Please describe the particular way in which you believe you have been denied the benefits of any service, program or activity or have otherwise been subject to discrimination. Please specify dates, times and places of incidents, and names and/or positions of agency employees involved, if any, as well as names, addresses and telephone numbers of any witnesses to any such incident. Attach additional pages if necessary.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Proposed access or accommodation: \_\_\_\_\_

If you wish, describe the way in which you feel access may be had to the benefits described above, or that accommodation could be provided to allow access.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

A copy of the above form may be obtained by contacting the designated ADA coordinator identified at N.J.A.C. 4A:1-5.4.

**4A:1-5.8 Investigation**

(a) Upon receipt of a grievance submitted pursuant to this subchapter, the designated ADA coordinator will notify the grievant of the receipt of the grievance and the initiation of an investigation into the matter. The designated ADA coordinator will also indicate a date by which it is expected that the investigation will be completed, which date shall not be later than 45 days from the date of receipt of the grievance, if practicable or unless a later date is agreed to by the grievant.

(b) Upon completion of the investigation, the designated ADA coordinator shall prepare a report for review by the designated decision maker for the agency. The designated decision maker shall render a written decision within 45 days of receipt of the grievance, if practicable or unless a later date is agreed to by the grievant, which decision shall be transmitted to the grievant and/or the alternate contact person if so designated by the grievant.