

CHAPTER 16**NEGOTIATIONS, IMPASSE PROCEDURES AND
COMPULSORY INTEREST ARBITRATION OF
LABOR DISPUTES IN PUBLIC FIRE AND PO-
LICE DEPARTMENTS****Authority**

N.J.S.A. 34:13A-5.4(e), 34:13A-6(b) and 34:13A-11 et seq.

Source and Effective Date

R.1991 d.425, effective July 17, 1991.
See: 23 N.J.R. 1296(b), 23 N.J.R. 2525(a).

Executive Order No. 66(1978) Expiration Date

Chapter 16, Negotiations, Impasse Procedures and Compulsory Interest Arbitration of Labor Disputes in Public Fire and Police Departments, expires on July 17, 1996.

Chapter Historical Note

Chapter 16, Negotiations, Impasse Procedures and Compulsory Interest Arbitration of Labor Disputes in Public Fire and Police Departments, was filed and became effective prior to September 1, 1969. Chapter 16 was repealed by R.1977 d.272. See: 9 N.J.R. 298(a), 9 N.J.R. 448(a). New rules were adopted by R.1977 d.349, effective September 16, 1977. See: 9 N.J.R. 350(a), 9 N.J.R. 497(a). Notice of Pre-Proposal: Arbitration process. See: 23 N.J.R. 2525(a). Pursuant to Executive Order No. 66(1978), Chapter 16 was readopted as R.1986 d.355, effective August 7, 1986. See: 18 N.J.R. 1358(a), 18 N.J.R. 1839(a). Pursuant to Executive Order No. 66(1978), Chapter 16 was readopted as R.1991 d.425. See: Source and Effective Date.

See section annotations for additional rulemaking.

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SUBCHAPTER 1. PURPOSE OF PROCEDURES**19:16-1.1 Purpose of procedures**

(a) The rules of this chapter provide for implementation of the Police and Fire Public Interest Arbitration Reform Act, P.L. 1995, c.425, an Act which provides for compulsory interest arbitration of labor disputes in public fire and police departments and supplements the New Jersey Employer-Employee Relations Act, as amended N.J.S.A. 34:13A-1.1 et seq.

(b) N.J.S.A. 34:13A-5.4(e) provides that the Commission shall adopt such rules as may be required to regulate the time of commencement of negotiations and of institution of impasse procedures, and section 8 of the Police and Fire Public Interest Arbitration Reform Act provides that the Commission shall adopt rules and regulations to effectuate the purposes of that Act. Further, N.J.S.A. 34:13A-16(a) and (b) provide that whenever negotiations between a public fire or police department and an exclusive representative concerning the terms and conditions of employment shall reach an impasse, the Commission is empowered upon the request of either party or upon its own motion to provide mediation to effect a voluntary resolution of the impasse, and in the event of a failure to resolve the impasse by mediation, to invoke fact-finding with recommendations for settlement at the request of either party.

(c) Additionally, the act provides for the submission of issues in dispute either to a mutually agreed and approved final and binding arbitration procedure or the final offer procedure set forth in N.J.S.A. 34:13A-16(d).

(d) Accordingly, the provisions of this chapter establish a mandatory time period for the commencement of negotiations and for institution of impasse procedures, including compulsory interest arbitration of unresolved impasses and

appeals of arbitration awards. Also provided is a procedure for Commission determination of disputes regarding the identification of issues as economic or non-economic.

Amended by R.1996 d.240, effective May 20, 1996.
See: 28 N.J.R. 1493(a), 28 N.J.R. 2567(a).

Added references to the Act and in (d) inserted "and appeals of arbitration awards".

SUBCHAPTER 2. COMMENCEMENT OF NEGOTIATIONS

19:16-2.1 Commencement of negotiations

(a) The parties shall commence negotiations for a new or successor agreement, or in the case of an agreed reopener provision, shall commence negotiations pursuant to such reopener provision, at least 120 days prior to the day on which their collective negotiations agreement is to expire. The parties shall meet at least three times during that 120-day period. The first of those three meetings shall take place no later than the 90th day prior to the day on which their collective negotiations agreement is to expire. By mutual consent, the parties may agree to extend the period during which the second and third meetings are required to take place beyond the day on which their collective negotiations agreement is to expire. A violation of these requirements shall constitute an unfair practice and the violator shall be subject to an interim relief order requiring such negotiations and any other relief the Commission deems appropriate. The foregoing provisions shall not preclude the parties from agreeing to the automatic renewal of a collective negotiations agreement unless either party shall have notified the other party of its intention to terminate or modify the agreement.

(b) The party initiating negotiations shall, no later than 15 days prior to the commencement date of negotiations required by this subchapter, notify the other party in writing of its intention to commence negotiations on such date, and shall simultaneously file with the Commission a copy of such notification. Forms for filing such petitions will be supplied upon request. Address such requests to: Public Employment Relations Commission, CN 429, Trenton, NJ 08625-0429.

(c) Nothing in this subchapter shall be construed to abrogate or alter obligations of parties to newly established collective negotiations relationships, whether created by recognition or by certification.

Amended by R.1996 d.240, effective May 20, 1996.
See: 28 N.J.R. 1493(a), 28 N.J.R. 2567(a).
Rewrote (a).

Case Notes

Citation. *New Jersey State Policemen's Benevolent Assn. v. East Orange*, 164 N.J.Super. 436, 396 A.2d 1158 (Ch.Div.1978).

SUBCHAPTER 3. MEDIATION

19:16-3.1 Initiation of mediation

(a) In the event that a public employer and an exclusive employee representative have failed to achieve an agreement through direct negotiations, either the public employer, the employee representative, or the parties jointly, may notify the Director of Conciliation, in writing, of the existence of an impasse and request the appointment of a mediator. An original and four copies of such notification and request shall be filed, and shall be signed and dated and shall contain the following information:¹

1. The name, address and telephone number of the public employer who is a party to the collective negotiations, and the name and title of its representative to be contacted, if known;
2. The name, address and telephone number of the employee representative and the name and title of its representative to be contacted, if known;
3. A description of the collective negotiations unit, including the approximate number of employees in the unit;
4. The dates and duration of negotiations sessions;
5. The termination date of the current agreement, if any;
6. The public employer's required budget submission date;
7. Whether the request is a joint request;
8. A detailed statement of the facts giving rise to the request, including all issues in dispute, identifying the issues as economic or noneconomic within the meaning of N.J.S.A. 34:13A-16(f)(2);
9. A statement as to whether a dispute exists as to the negotiability of any of the unresolved issues; and
10. A statement that the parties have failed to achieve an agreement.

(b) Upon receipt of the aforementioned notification and request, the Director of Conciliation shall appoint a mediator if it is determined after investigation that mediation is not being resorted to prematurely, that the parties have been unable to reach an agreement through direct negotiations, and that an impasse does in fact exist in negotiations.

(c) The Commission or the Director of Conciliation may also initiate mediation at any time in the absence of a request in the event of the existence of an impasse.

¹ A blank form for filing such requests will be supplied upon request. Address requests to: Public Employment Relations Commission, 429 East State Street, Trenton, New Jersey 08625-0429.

Case Notes

Arbitrator's opinion. Hillsdale PBA Local 207 v. Borough of Hillsdale, 137 N.J. 71, 644 A.2d 564 (1994).

Deeming factor irrelevant in compulsory interest arbitration. Hillsdale PBA Local 207 v. Borough of Hillsdale, 137 N.J. 71, 644 A.2d 564 (1994).

Production of evidence on each statutory factor. Hillsdale PBA Local 207 v. Borough of Hillsdale, 137 N.J. 71, 644 A.2d 564 (1994).

"Financial impact on the governing unit, its residents and taxpayers;" does not equate with municipality's ability to pay. Hillsdale PBA Local 207 v. Borough of Hillsdale, 137 N.J. 71, 644 A.2d 564 (1994).

Consideration of wages and salaries in comparable areas of private employment. Hillsdale PBA Local 207 v. Borough of Hillsdale, 137 N.J. 71, 644 A.2d 564 (1994).

Vacating award. Hillsdale PBA Local 207 v. Borough of Hillsdale, 137 N.J. 71, 644 A.2d 564 (1994).

Borough should not have been required to show substantially detrimental result from adopting union's offer. Hillsdale PBA Local 207 v. Borough of Hillsdale, 263 N.J.Super. 163, 622 A.2d 872 (A.D.1993), certification granted 134 N.J. 478, 634 A.2d 525, affirmed in part, reversed in part 137 N.J. 71, 644 A.2d 564, affirmed as modified 137 N.J. 88, 644 A.2d 573.

Parties to public interest arbitration are required to submit evidence on all statutory factors. Hillsdale PBA Local 207 v. Borough of Hillsdale, 263 N.J.Super. 163, 622 A.2d 872 (A.D.1993), certification granted 134 N.J. 478, 634 A.2d 525, affirmed in part, reversed in part 137 N.J. 71, 644 A.2d 564, affirmed as modified 137 N.J. 88, 644 A.2d 573.

Comparison with police salary increases in other municipalities was not dispositive of comparison factor for public interest arbitration. Hillsdale PBA Local 207 v. Borough of Hillsdale, 263 N.J.Super. 163, 622 A.2d 872 (A.D.1993), certification granted 134 N.J. 478, 634 A.2d 525, affirmed in part, reversed in part 137 N.J. 71, 644 A.2d 564, affirmed as modified 137 N.J. 88, 644 A.2d 573.

Cost of living factor was relevant in police officer public interest arbitration. Hillsdale PBA Local 207 v. Borough of Hillsdale, 263 N.J.Super. 163, 622 A.2d 872 (A.D.1993), certification granted 134 N.J. 478, 634 A.2d 525, affirmed in part, reversed in part 137 N.J. 71, 644 A.2d 564, affirmed as modified 137 N.J. 88, 644 A.2d 573.

Arbitrators are required to give weight to the statutory factors in public sector arbitration. Hillsdale PBA Local 207 v. Borough of Hillsdale, 263 N.J.Super. 163, 622 A.2d 872 (A.D.1993), certification granted 134 N.J. 478, 634 A.2d 525, affirmed in part, reversed in part 137 N.J. 71, 644 A.2d 564, affirmed as modified 137 N.J. 88, 644 A.2d 573.

Arbitrators in public interest arbitrations are required to discuss relevant and irrelevant factors and provide analysis. Hillsdale PBA Local 207 v. Borough of Hillsdale, 263 N.J.Super. 163, 622 A.2d 872 (A.D.1993), certification granted 134 N.J. 478, 634 A.2d 525, affirmed in part, reversed in part 137 N.J. 71, 644 A.2d 564, affirmed as modified 137 N.J. 88, 644 A.2d 573.

Arbitrator was required to relate implication of arbitration award on other municipal budget items. Hillsdale PBA Local 207 v. Borough of Hillsdale, 263 N.J.Super. 163, 622 A.2d 872 (A.D.1993), certification granted 134 N.J. 478, 634 A.2d 525, affirmed in part, reversed in part 137 N.J. 71, 644 A.2d 564, affirmed as modified 137 N.J. 88, 644 A.2d 573.

Inadequacy of consideration of statutory factors warranted remand of public interest arbitration award. Hillsdale PBA Local 207 v. Borough of Hillsdale, 263 N.J.Super. 163, 622 A.2d 872 (A.D.1993), certification granted 134 N.J. 478, 634 A.2d 525, affirmed in part, reversed in part 137 N.J. 71, 644 A.2d 564, affirmed as modified 137 N.J. 88, 644 A.2d 573.

19:16-5.10 Code of Professional Responsibility for Arbitrators of Labor-Management Disputes

The arbitrator shall be guided by the objectives and principles set forth in the "Code of Professional Responsibility for Arbitrators of Labor-Management Disputes" of the National Academy of Arbitrators, American Arbitration Association, and the Federal Mediation and Conciliation service as approved April 28, 1975.

19:16-5.11 Cost of arbitration

The costs of services performed by the arbitrator shall be borne equally by the parties in accordance with a fee schedule adopted by the Commission. Should the parties utilize an arbitration panel with an appointee of each of the parties, the cost involved in the participation of such appointee shall be paid by the party making such appointment.

SUBCHAPTER 6. DETERMINATION OF DISPUTES OVER ISSUE DEFINITION

19:16-6.1 Purpose of procedure

The purpose of this subchapter is to provide an expeditious procedure for the resolution of disputes as to whether an issue is an economic or a noneconomic issue as defined in N.J.S.A. 34:13A-16(f)(2).

19:16-6.2 Procedure

(a) Whenever there is a dispute between the parties as to whether an issue is an economic or a noneconomic issue, either party or the parties jointly may file with the Commission a petition for issue definition determination.¹

(b) An original and four copies of such a petition together with proof of service upon the other party shall be filed with the Commission and shall be signed and dated and shall contain the following information:

1. The name, address and telephone number of the public employer who is a party to the collective negotiations, and the name and title of its representative to be contacted, if known;
2. The name, address and telephone number of the employee representative and the name and title of its representative to be contacted, if known;
3. A description of the collective negotiations unit, including the approximate number of employees in the unit;
4. A listing of the item or items on which there is a dispute as to the definition of the issue or issues as economic or noneconomic issues.
5. A brief or statement in lieu of brief indicating the arguments relied upon to support the definition of the

disputed issue or issues favored by the party filing the petition.

(c) The party opposing the definition of the disputed issue or issues set forth in the petition may submit to the Commission within 10 days of receipt of the petition its position with respect to each disputed issue or issues, together with a brief or statement in lieu of brief to support its position. Failure to submit such a response shall be deemed to indicate acceptance of the issue definition advanced by the petitioner. A copy of the response must be served on the petitioner and proof of such service must be filed with the Commission.

(d) The parties may jointly submit a petition for issue definition determination along with their briefs or statements in lieu of briefs.

(e) Upon receipt of such a petition and, unless the petition has been jointly filed, after the time for the submission of a response has run, the chairman of the Commission or other designated representative shall render a written determination which classifies the disputed issue or issues as economic or noneconomic issues as defined in N.J.S.A. 34:13A-16(f)(2).

(f) In an effort to expedite the resolution of a petition for issue definition determination, determinations pursuant to this proceeding normally will be made on the basis of the written submissions without a hearing. However, a hearing may be requested by one or both of the parties or the chairman or other person designated by the Commission. A request for a hearing shall be made in writing and shall be submitted no later than five days after receipt of the position of the party opposing the definition of the disputed issue or issues set forth in the petition. Failure to submit such a request shall be deemed to constitute a waiver of the right to a hearing. A request for a hearing shall not be used for the purposes of delay.

(g) Determination pursuant to this subchapter shall not be reviewable in any proceeding before this Commission.

Amended by R.1986 d.355, effective September 8, 1986.
See: 18 N.J.R. 1358(a), 18 N.J.R. 1839(a).

¹ Blank forms for filing such petitions will be supplied upon request. Address requests to: Public Employment Relations Commission, 429 East State Street, Trenton, New Jersey 08625-0429.

SUBCHAPTER 7. FAILURE TO SUBMIT A NOTICE OR OTHER DOCUMENT

19:16-7.1 Failure to submit a notice or other document

The failure to submit any notification, petition, statement or other document as set forth in these rules shall not provide the basis for any delay in these proceedings, nor shall it otherwise prevent or preclude the resolution of a dispute through compulsory interest arbitration pursuant to this chapter.

SUBCHAPTER 8. APPEALS

Authority

Section 8 of P.L. 1995, c.425, and N.J.S.A. 34:13A-5.4(e) and 16(a) and (b).

Source and Effective Date

R.1996 d.240, effective May 20, 1996.
See: 28 N.J.R. 1493(a), 28 N.J.R. 2567(a).

19:16-8.1 Appeals and cross-appeals

(a) Within 14 days after receiving an award forwarded by the Director of Arbitration, an aggrieved party may file an original and nine copies of a notice of appeal to the Commission.

1. The notice shall specify each alleged failure of the arbitrator to apply the criteria specified in N.J.S.A. 34:13A-16g and each alleged violation of the standards set forth in N.J.S.A. 2A:24-8 or 2A:24-9.

2. If a stenographic record of the hearing was prepared, the appellant shall provide a copy of the transcript to the Commission.

3. Filings shall be accompanied by proof of service of a copy on the other party.

4. The appellant shall also file a copy of the notice on the arbitrator.

5. Within 14 days after filing a notice of appeal, the appellant shall file an original and nine copies of a brief in support of the appeal, together with proof of service of a copy on the other party. The appellant shall simultaneously file an original and nine copies of an appendix containing those parts of the record the appellant considers necessary to the proper consideration of the issues, including such parts as the appellant should reasonably assume will be relied upon by the respondent in meeting the issues raised.

(b) Within seven days after the service of an appeal, the respondent may file a a notice of cross-appeal to the Commission.

1. The notice shall specify each alleged failure of the arbitrator to apply the criteria specified in N.J.S.A. 34:13A-16g and each alleged violation of the standards set forth in N.J.S.A. 2A:24-8 or 2A:24-9.

2. Filings shall be accompanied by proof of service of a copy on the other party.

3. The cross-appellant shall also file a copy of the notice of cross-appeal on the arbitrator.

4. Within 14 days after filing a notice of cross-appeal, the cross-appellant shall file an original and nine copies of a brief in support of the cross-appeal and in response to the appeal, together with proof of service of a copy on the other party. The respondent/cross-appellant may also file an original and nine copies of an appendix containing those parts of the record not included in the appellant's appendix that the respondent/cross-appellant considers necessary to the proper consideration of the issues.

(c) Where no cross-appeal is being filed, within seven days after the service of a brief in support of the appeal, the respondent shall file an original and nine copies of an answering brief limited to the issues raised in the appeal and the brief in support of the appeal. The respondent may also file an original and nine copies of an appendix containing those parts of the record not included in the appellant's appendix that the respondent considers necessary to the proper consideration of the issues. Filings shall be accompanied by proof of service of a copy on the other party.

(d) Where a cross-appeal has been filed, within seven days after the service of the brief in support of the cross-appeal, the appellant/cross-respondent may file an original and nine copies of an answering brief limited to the issues raised in the cross-appeal and the brief in support of the cross-appeal. The appellant/cross-respondent may also file

an appendix containing those parts of the record not included in any earlier appendix that the appellant/cross-respondent considers necessary to the proper consideration of the issues raised in the cross-appeal. Filing shall be accompanied by the proof of service of a copy on the other party.

(e) No further briefs shall be filed except by leave of the Commission. A request for leave shall be in writing, accompanied by proof of service of a copy on the other party.

19:16-8.2 Oral argument

Any request for oral argument before the Commission shall be in writing on a separate piece of paper and shall be filed simultaneously with the appeal or cross-appeal, together with proof of service of a copy on the other party. The Commission shall notify the parties if the request for oral argument is granted and of the time and place of any oral argument.

19:16-8.3 Action by the Commission

The Commission may affirm, modify, correct or vacate the award or may, at its discretion, remand the award to the same arbitrator or to another arbitrator for reconsideration. If the parties are unable to agree upon a replacement arbitrator within 10 days of the remand order, the arbitrator shall be selected by lot.