

44: 10-19

LEGISLATIVE HISTORY CHECKLIST
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("Family Development Act")

NJSA: 44:10-19

LAWS OF: 1991 **CHAPTER:** 523

BILL NO: A4700

SPONSOR(S): Bryant and others

DATE INTRODUCED: April 15, 1991

COMMITTEE: **ASSEMBLY:** Health and Human Services;
Appropriations

SENATE: Institutions, Health & Welfare

AMENDED DURING PASSAGE: Yes Amendments during passage
denoted by asterisks

DATE OF PASSAGE: **ASSEMBLY:** January 8, 1992

SENATE: January 13, 1992

DATE OF APPROVAL: January 21, 1992

FOLLOWING STATEMENTS ARE ATTACHED IF AVAILABLE:

SPONSOR STATEMENT: Yes

COMMITTEE STATEMENT: **ASSEMBLY:** Yes 12-5-91 & 12-9-91

SENATE: Yes

FISCAL NOTE: No

VETO MESSAGE: No

MESSAGE ON SIGNING: Yes

FOLLOWING WERE PRINTED:

REPORTS: No

HEARINGS: Yes

974.90 New Jersey. Legislature. Assembly. Health & Human Services
S678 Committee.

1991 Public hearing on A4700 thru A4705 (AFDC legislation), held 7-
9-91, 7-30-91, 8-23-91, and 10-22-91, Newark, Trenton, Atlantic
City, Stratford, N.J., 1991.

See newspaper clippings--attached:

"Welfare mothers support controversial bill," 1-17-92, Courier-Post.

"Of babies and welfare," 1-19-92, Philadelphia Inquirer.

"Despite imperfections, welfare bills worth a try," 1-15-92, Bergen Record.

"Getting off the dole," 1-10-92, Morris County Record.

"Welfare reform," 1-15-92, Trenton Times.

[FIRST REPRINT]
ASSEMBLY, No. 4700

STATE OF NEW JERSEY

INTRODUCED APRIL 15, 1991

By Assemblymen BRYANT, PASCRELL, Baker, Gill,
Scerni, Spadoro, Duch and Batten

1 AN ACT concerning family development, supplementing Title 44
2 of the Revised Statutes and amending P.L.1947, c.156,
3 P.L.1987, c.282 and P.L.1987, c.283.

4

5 BE IT ENACTED *by the Senate and General Assembly of the*
6 *State of New Jersey:*

7 1. (New section) This act shall be known and may be cited as
8 the "Family Development Act."

9 2. (New section) The Legislature finds and declares that
10 within New Jersey, there are counties and municipalities which
11 are experiencing high unemployment and underemployment
12 among their populations, and that these are conditions which
13 contribute to the overall economic decline of the State and
14 generally threaten the public health, safety, morals and welfare;
15 that the population within each of these counties and
16 municipalities consists of a disproportionate number of
17 economically disadvantaged and unskilled individuals who face
18 crippling barriers to employment and who are in need of special
19 training in order to become members of the productive work
20 force; that the REACH program established pursuant to P.L.1987,
21 c.282 (C.44:10-9 et seq.) has not and cannot, as it is currently
22 operating, provide the variety or intensity of services to address
23 the many and deep-rooted needs of the populations of these
24 counties and municipalities; and that the obstacles to economic
25 achievement and permanent escape from the bonds of welfare
26 dependency for these people can only be overcome through a new
27 initiative which offers intensified and coordinated services that
28 go beyond the parameters of the REACH program and address the
29 educational, vocational and other needs of the public assistance
30 recipient's family, rather than the recipient alone¹, including
31 financial and other assistance to enhance access to higher
32 educational opportunities for these persons through both
33 four-year and community colleges, as well as post-secondary
34 vocational training programs¹.

35 3. (New section) As used in this act:

36 "Benefits" means benefits received under the program of aid to
37 families with dependent children established pursuant to
38 P.L.1959, c.86 (C.44:10-1 et seq.).

EXPLANATION--Matter enclosed in bold-faced brackets [thus] in the
above bill is not enacted and is intended to be omitted in the law.

Matter underlined thus is new matter.

Matter enclosed in superscript numerals has been adopted as follows:

¹ Assembly AHH committee amendments adopted January 6, 1992.

1 "Commissioner" means the Commissioner of Human Services.

2 "Department" means the Department of Human Services.

3 "Program" means the "Family Development Initiative"
4 established pursuant to this act.

5 "Recipient" means a adult recipient of benefits under the
6 program of aid to families with dependent children.

7 4. ¹a.¹ (New section) The Family Development Initiative is
8 established in the Division of Economic Assistance of the
9 Department of Human Services ¹as the JOBS program for New
10 Jersey in accordance with the requirements of the federal job
11 opportunities and basic skills training program established
12 pursuant to the federal "Family Support Act of 1988,"
13 Pub.L.100-485¹. The objective of the Family Development
14 Initiative is to enable recipients of aid to families with dependent
15 children to secure permanent full-time unsubsidized jobs,
16 preferably in the private sector, with wages and benefits that are
17 adequate to support their families, and to ensure that these
18 individuals and their family members obtain the necessary
19 educational skills and vocational training¹, including higher
20 education through both four-year and community colleges¹, as
21 appropriate, to secure these kinds of jobs, in addition to other
22 health-related, social, educational and vocational services that
23 may be necessary to assist the family.

24 The commissioner shall initially establish the program in the
25 three counties which have the largest numbers of recipients,
26 during the first year of the operation of the program. During the
27 two succeeding years, the commissioner shall phase in the
28 program in the remaining counties Statewide. As the program is
29 implemented in each county, the fiscal and personnel resources of
30 State, county and municipal government agencies which are being
31 utilized by the REACH program established pursuant to P.L.1987,
32 c.282 (C.44:10-9 et seq.) shall be transferred to the program, and
33 the REACH program shall be terminated in that county.

34 ¹b. During the first year of the operation of the program, the
35 commissioner shall also establish a demonstration project to
36 provide the same services to recipients of general public
37 assistance in accordance with the provisions of section 8 of
38 P.L.1947, c.156 (C.44:8-114) in a city of the second class in a
39 county of the second class which houses the State capitol.¹

40 5. (New section) a. A recipient whose youngest child is two
41 years of age or older shall participate in education, vocational
42 assessment and training, or employment activities, or a
43 combination thereof, under the program.

44 b. A recipient whose youngest child is less than two years of
45 age shall participate in counseling and vocational assessment
46 activities and the development of a family plan pursuant to
47 section 7 of this act, and may voluntarily participate in
48 education, vocational training or employment activities, or a
49 combination thereof, under the program.

1 1c. The commissioner may exempt a recipient or member of
2 the recipient's family from participating in the program for
3 reasons of physical or mental impairment, age, illness or injury,
4 caretaker responsibilities, employment or unsuitability, as
5 determined by the commissioner, for the services provided by the
6 program.¹

7 6. (New section) A recipient who without good cause fails or
8 refuses to enroll and actively participate in the program, which
9 includes failure to attend or make 1a good faith effort to
10 achieve¹ satisfactory academic progress in educational or
11 vocational training classes under the program¹, including classes
12 in four-year and community colleges¹, according to rules and
13 regulations adopted by the commissioner,¹in consultation with
14 the Commissioner of Education and the Chancellor of Higher
15 Education,¹ shall thereupon, as determined by the commissioner,
16 be subject to a reduction in benefits of at least 20%, or shall
17 become ineligible for benefits for a period of at least 90 days.
18 The period of ineligibility shall commence at the end of the
19 current benefit period, and at the end of the period the recipient
20 shall again become eligible for benefits, if the recipient complies
21 with all requirements of the program as determined by the
22 commissioner or shows a willingness to do so. For a subsequent
23 failure or refusal to enroll and actively participate in the
24 program without good cause, the recipient may be subject to a
25 termination of benefits.

26 7. (New section) a. Services shall be provided to each
27 participant in the program according to a family plan which
28 includes a written contract. 1The contract shall be written in
29 English or Spanish, according to the participant's needs.¹ The
30 contract shall be signed by the participant and a program
31 representative who shall act as a case manager, advocate and
32 broker of services for the participant and the participant's
33 family, and shall set forth the specific mutual obligations of the
34 participant and the program and a detailed plan for the
35 participant and the participant's family. The family plan and
36 contract, which shall explicitly state the services that the
37 program will provide to the participant, shall be reviewed by both
38 the participant and the program representative at least once a
39 year and may be revised from time to time according to the
40 needs of the participant, the participant's family and the
41 program.

42 b. The services to be provided under the program shall include,
43 but not be limited to: job development and placement in
44 full-time permanent jobs, preferably in the private sector;
45 counseling and vocational assessment; intensive remedial
46 education, including instruction in English-as-a-second language;
47 1financial and other assistance for higher education, including
48 four-year and community colleges, and for post-secondary
49 vocational training programs;¹ job search assistance; community

1 work experience; employment skills training focused on a specific
2 job; and on-the-job training in an employment setting.

3 c. The program shall be designed to ensure that each
4 participant and member of the participant's family, as age
5 appropriate, has attained the equivalent of a high school degree,
6 before assigning that person to a vocational-related activity
7 under the program. ¹The commissioner may exempt a participant
8 or member of the participant's family from this requirement if
9 the commissioner determines that: based upon an assessment of
10 the person's ability and aptitude, the person lacks a reasonable
11 prospect of being able to successfully complete the academic
12 requirements of a high school or equivalency program of study, in
13 which case the commissioner shall refer the person to an
14 alternative educational program as appropriate; or the person is
15 gainfully employed or engaged in a job search or job training
16 activity, in which case the program representative acting
17 pursuant to the provisions of subsection a. of this section shall
18 review the person's progress on a quarterly basis to assess
19 whether the person's exemption from this requirement should
20 continue.¹

21 d. The program shall assign one or more persons in each county
22 which is participating in the program to be responsible, on a
23 full-time basis, for job development for persons who have
24 completed their educational or training activities under the
25 program, with an emphasis on finding and creating permanent
26 full-time unsubsidized jobs, preferably in the private sector,
27 which offer wages and benefits that are adequate to support
28 recipients and their families.

29 e. The commissioner, in consultation with the ¹[Commissioner
30 of Commerce, Energy and Economic Development, shall seek
31 Commissioners of Commerce and Economic Development and
32 Labor, and with the private industry councils established pursuant
33 to section 18 of P.L.1989, c.293 (C.34:15C-15), shall develop a
34 program¹ to recruit private sector employers in each county to
35 offer employment to persons who have completed their
36 educational or training activities under the program.

37 f. The commissioner, in consultation with the Chancellor of
38 Higher Education ¹and the Commissioner of Education¹, shall
39 ¹[develop a scholarship program to], within the limits of available
40 funds,¹ provide ¹[tuition and related]¹ financial assistance¹[, as
41 needed,] through the New Jersey Educational Opportunity Fund
42 established pursuant to P.L.1968, c.142 (C.18A:71-28 et seq.) and
43 other State student assistance programs, in an amount sufficient
44 to cover all tuition and educational expenses,¹ to each program
45 participant or other family member who has been accepted into
46 an institution of higher education¹, including public four-year
47 colleges and community colleges,¹ or a post-secondary vocational
48 training program, according to standards established by the
49 commissioner.

1 g. The program shall provide supportive services to a program
2 participant as a last resort when no other source is available
3 therefor and when these services are included in the family plan.
4 The supportive services shall include, but not be limited to, one
5 or more of the following:

6 (1) day care services for the participant's child, ¹to be
7 provided for up to one year if the participant becomes ineligible
8 for financial assistance under P.L.1959, c.86 (C.44:10-1 et seq.)
9 as a result of earned income and¹ to be purchased through a
10 voucher issued to the participant by the program, which may be
11 used to obtain care at a State licensed child care center or school
12 age child care program, or at a family day care home approved by
13 the department, that accepts the voucher¹, or to be provided
14 through an alternative child care arrangement agreed to by the
15 participant and the program representative acting pursuant to the
16 provisions of subsection a. of this section¹;

17 (2) transportation services, to be provided directly by the
18 program or through an allowance or other means of subsidy by
19 which the participant may purchase transportation; and

20 (3) health insurance coverage, to be provided by a participant's
21 employer, or through a continuation of Medicaid benefits
22 pursuant to P.L.1968, c.413 (C.30:4D-1 et seq.) for up to ¹[one
23 year] two years¹ if the participant becomes ineligible for
24 financial assistance under P.L.1959, c.86 (C.44:10-1 et seq.) as a
25 result of earned income¹; or health care services to be provided
26 by a school-based health care program¹.

27 8. (New section) In each county, the designated representative
28 of the commissioner responsible for the development of a family
29 plan for a participant in the program shall conduct an assessment
30 of the health-related, social, educational and vocational needs of
31 the participant's family unit in preparing the family plan for the
32 participant. If the designated representative determines that the
33 participant faces multiple barriers to employment, is not eligible
34 for the services of the Division of Vocational Rehabilitation
35 pursuant to P.L.1955, c.64 (C.34:16-20 et seq.), or needs ¹or
36 would benefit from¹ special individualized services in order to be
37 able to maintain steady employment after participation in the
38 program, or that any of the other family members require ¹or
39 would benefit from¹ educational services or vocational training,
40 then the designated representative shall include in the family
41 plan a requirement that the participant, or the other family
42 members, as appropriate, receive special services in addition to
43 the other services provided to the participant pursuant to this
44 act. The designated representative shall then arrange for the
45 provision of these services. These special services may include:
46 individual counseling; family counseling; parental skill training
47 and development¹, providing information about child care
48 options¹; individualized job training services; substance abuse
49 counseling ¹and treatment¹; individualized remedial educational

1 or tutorial services for the participant or other family members
2 based upon the assessment of the family's educational needs; and
3 any other health-related, counseling, educational or vocational
4 training services determined by the commissioner to be necessary
5 to provide each family member who is eligible for benefits with
6 the basic skills that are necessary to secure and maintain gainful
7 employment, and to prepare the program participant for steady
8 employment following participation in the program¹, including
9 higher education through both four-year and community colleges,
10 as well as post-secondary vocational training programs¹.

11 The special services shall be provided to program participants
12 in accordance with guidelines established by the commissioner, in
13 consultation with the Commissioners of Health, Labor, Education,
14 Community Affairs, and Commerce, Energy and Economic
15 Development, ¹and the Chancellor of Higher Education¹ and with
16 the implementation plans established for each county pursuant to
17 this act.

18 ¹9. (New section) The commissioner shall establish staff
19 training programs necessary to effectuate the purposes of this
20 act, which shall be offered at State facilities, including but not
21 limited to State institutions of higher education, and county
22 colleges.¹

23 ¹[9.] 10.¹ (New section) The commissioner shall establish a
24 program office in each of the three counties with the largest
25 number of recipients, to be designated as a family resource
26 center. The center shall provide all program enrollment and case
27 management services, including counseling and health-related,
28 social, educational and vocational needs assessment services, to
29 program participants and their families in a single setting within
30 the county, in order to facilitate their access to these services.

31 ¹[10.] 11.¹ (New section) The commissioner shall take such
32 actions as are necessary to reorganize the services provided by
33 the Divisions of Economic Assistance, Youth and Family Services,
34 and Mental Health and Hospitals of the department, the county
35 welfare agencies and private nonprofit agencies and organizations
36 with which the department contracts to provide services, and to
37 promote innovative approaches to the delivery of program
38 services through partnerships between public and private entities,
39 and between nonprofit and for-profit entities within the private
40 sector, in order to provide for the most effective and efficient
41 use of public and private resources in the implementation and
42 operation of the program.

43 ¹[11.] 12.¹ (New section) a. The commissioner shall establish
44 a planning council in each county to determine the most effective
45 way to organize and administer the program in that county. The
46 planning council shall include no less than ¹[12] 13¹ and no more
47 than 15 persons and shall, at a minimum, include: the director of
48 the program in each county, who shall be designated by the
49 commissioner; the director of the county welfare agency; a

1 member of the board of chosen freeholders; a representative of
2 the county human services advisory council; a representative of
3 the local ¹[Private Industry Council established pursuant to the
4 "Job Training Partnership Act," Pub.L.97-300 (29 U.S.C. §1501 et
5 al.)] private industry council established pursuant to section 18 of
6 P.L.1989, c.293 (C.34:15C-15)¹, or of a successor entity as may
7 be provided by federal law; a representative of a child care
8 agency in the county; a representative of the local community
9 college; a representative of the county vocational school; a
10 representative of private business or industry in that county; ¹[a
11 recipient] two recipients¹ of aid to families with dependent
12 children residing in that county; a representative of the
13 commissioner; and a representative ¹each¹ of the Division of
14 Youth and Family Services ¹and the Division of Medical
15 Assistance and Health Services¹.

16 b. The council shall develop a program implementation plan
17 for the county which shall ensure that training and education
18 services provided by the program in that county reflect local
19 needs and resources and that supportive services provided to
20 program participants utilize existing local arrangements
21 wherever possible. The plan shall also designate a county agency
22 to coordinate services provided by the program and to report to
23 the commissioner on program implementation and effectiveness,
24 according to criteria and standards established by the
25 commissioner.

26 ¹[12.] 13.¹ (New section) The commissioner shall reimburse a
27 county for 100% of the reasonable costs associated with
28 administration of the program and program services which are
29 not reimbursed by the federal government.

30 ¹[13.] 14.¹ Section 8 of P.L.1947, c.156 (C.44:8-114) is
31 amended to read as follows:

32 8. The State shall provide, through each municipality, public
33 assistance to the persons eligible therefor, residing therein or
34 otherwise when so provided by law, which assistance shall be fully
35 funded by the State and administered by a local assistance board
36 according to law and in accordance with this act and with such
37 rules and regulations as may be promulgated by the commissioner.

38 [As hereinafter provided, employable persons] An employable
39 person who is receiving public assistance shall be required, except
40 when good cause exists, to [perform such public work as shall be
41 assigned to them by the Division of Employment Services in the
42 Department of Labor or, in the manner described herein, by the
43 director of welfare of the municipality providing public
44 assistance.

45 The division shall provide for the establishment of public work
46 programs for the assignment of employable persons in receipt of
47 public assistance. Public work may include the performance of
48 work for the municipality providing public assistance, or the
49 performance of work in the operation of or in an activity of a

1 nonprofit agency or institution pursuant to a contract with the
2 municipality. Public work projects to which employable persons
3 are assigned by the division may include work for other levels of
4 government besides the municipality, and shall be approved by
5 the Commissioner of Labor. If a recipient is injured while
6 performing work assigned by the division or a municipal welfare
7 director pursuant to this act, liability for such injury shall be
8 assumed by the State, pursuant to the Workers' Compensation
9 Act, R.S.34:15-1 et seq. No State agency, municipality or any
10 governmental or nonprofit agency or institution which has
11 contracted with the division or a municipality pursuant to this
12 act, or its employees, shall be liable in a civil suit for damages
13 for any injury sustained by a recipient while performing work
14 required by this act.

15 The director of welfare in the municipality shall notify the
16 division of persons in receipt of public assistance who, in his
17 judgment, and in accordance with the regulations established by
18 the Commissioner of Human Services, are able to perform work.
19 From the time that he has so notified the division until such time
20 as the division shall assign such persons to a public work project,
21 the director of welfare shall assign such employable persons to
22 perform public work if such work is available, and shall notify the
23 division. The division may approve any such employment assigned
24 by the director of welfare without further need for assignment or
25 reassignment or may make another assignment. In assigning
26 public work, the director of welfare or the division, as the case
27 may be, shall be satisfied that such employable persons will not
28 be used to replace any regular employees of any department or
29 unit of such municipality.

30 In assigning persons to public work in a nonprofit agency or
31 institution, the division or the director of welfare, as the case
32 may be, shall also be satisfied that such assignment will not
33 result in the displacement of regular employees of the agency or
34 institution.

35 The Commissioner of Labor shall establish regulations
36 concerning the appropriateness of work-site assignments.

37 Persons performing such work assigned by the division or the
38 director of welfare shall work only the number of hours equal to
39 the amount of their grant divided by an hourly wage rate
40 commensurate with beginning regular employees similarly
41 employed. Performance of such work shall result in payment to
42 the person of his public assistance grant] enroll and actively
43 participate in the Family Development Initiative established
44 pursuant to P.L....., c..... (C.....) (now pending before the
45 Legislature as this bill).

46 ¹The commissioner may exempt a person from participating in
47 the program for reasons of physical or mental impairment, age,
48 illness or injury, caretaker responsibilities, employment or
49 unsuitability, as determined by the commissioner, for the services

1 provided by the program.¹

2 Each person receiving public assistance who is required to
3 participate in the Family Development Initiative shall receive a
4 health-related, social, educational and vocational assessment and
5 those services, as appropriate, which are provided to other
6 participants in that program pursuant to P.L....., c.....
7 (C.....) (now pending before the Legislature as this bill).

8 Any person who without good cause fails or refuses to [report
9 for or to perform work to which he has been assigned by the
10 director of welfare or the division] enroll and actively participate
11 in the Family Development Initiative, which includes failure to
12 attend or make satisfactory academic progress in educational or
13 vocational training classes under the program¹, including classes
14 in four-year and community colleges and post-secondary
15 vocational training programs¹, according to rules and regulations
16 adopted by the commissioner, shall thereupon, as determined by
17 the commissioner, be subject to a reduction in benefits of at least
18 20%, or shall become ineligible for public assistance for a period
19 of at least 90 days, which shall commence at the end of the
20 current benefit period and at the end of which the person shall
21 again become eligible for public assistance; provided that he
22 [reports for and performs work to which he has been assigned]
23 complies with all requirements of the Family Development
24 Initiative as determined by the commissioner or shows his
25 willingness to do so. For a subsequent failure or refusal to enroll
26 and actively participate in the program without good cause, the
27 person may be subject to a termination of benefits.

28 [Good cause for failure or refusal to report for or to perform
29 work shall include, but shall not be limited to: working conditions
30 which are a substantial risk to health and safety; physical
31 inability to engage in a particular type of work; or lack of a
32 reasonable means of transportation.

33 Willingness to report for or to perform work shall be
34 demonstrated by maintaining a current registration with the
35 division; by reporting to a division office upon request and
36 providing all required information; by reporting for employment
37 interviews as scheduled by the division; by accepting employment
38 or better employment when offered, whether or not the offer is
39 made through or referred by the division; by accepting training
40 for employment as offered when the person is unemployed; and by
41 continuing in employment training, unless the person has good
42 cause to fail or refuse to report for or to perform the work to
43 which the person has been assigned.]

44 (cf: P.L.1990, c.66, s.17)

45 ¹[14.] 15.¹ Section 11 of P.L.1987, c.282 is amended to read as
46 follows:

47 11. This act shall take effect immediately[, but shall remain
48 inoperative until the enactment into law of Senate Bill No. 2047
49 or Assembly Bill No. 4182 of 1986-1987 or a similar bill; and

1 sections 1 through 8, inclusive, and section 10 shall remain
2 inoperative until the submission by the commissioner to the
3 Senate Revenue, Finance and Appropriations Committee and the
4 General Assembly Appropriations Committee, or their successor
5 committees, of the REACH program implementation report
6 required pursuant to subsection a. of section 9 of this act] and
7 shall expire three years after the effective date of P.L.....,
8 c..... (C.....) (now pending before the Legislature as this
9 bill).

10 (cf: P.L.1987, c.282, s.11)

11 ¹[15.] 16.¹ Section 1 of P.L.1987, c.283 (C.30:4D-6b) is
12 amended to read as follows:

13 1. The Legislature finds and declares that: the protection
14 afforded recipients of aid to families with dependent children
15 (AFDC) pursuant to P.L.1959, c.86 (C.44:10-1 et seq.), through
16 the provision of health care coverage under the Medicaid
17 program, established pursuant to P.L.1968, c.413 (C.30:4D-1 et
18 seq.), is a major disincentive to public assistance recipients who
19 are considering employment; and while the federal government
20 has recognized the relationship between medical coverage and
21 successful employment initiatives through its policy of allowing
22 limited extensions of Medicaid to former AFDC recipients who
23 lose eligibility for both programs as a result of employment, only
24 12% of those entering employment receive Medicaid extensions
25 for more than four months because of the strict income eligibility
26 requirements.

27 The Legislature further finds and declares that: New Jersey's
28 welfare reform program[, known as REACH,] aims to transform
29 the present AFDC program, which is a payment system, into an
30 employment and training program the goal of which is to assist
31 New Jersey's welfare families to realize self-sufficiency; and,
32 therefore, it is necessary to extend Medicaid coverage for a
33 period of up to 12 months to those AFDC recipients who lose
34 eligibility for AFDC and Medicaid as a result of employment
35 obtained through the welfare program.

36 (cf: P.L.1987, c.283, s.1)

37 ¹17. Section 2 of P.L.1987, c.283 (C.30:4D-6c) is amended to
38 read as follows:

39 2. A person who becomes ineligible for financial assistance
40 under the aid to families with dependent children program, P.L.
41 1959, c. 86 (C. 44:10-1 et seq.), due to earnings from, or
42 increased hours of, employment, or receipt of benefits under the
43 "unemployment compensation law," R.S. 43:21-1 et seq. or the
44 "Temporary Disability Benefits Law," P.L. 1948, c. 110 (C.
45 43:21-25 et seq.), is eligible to continue receiving Medicaid
46 benefits pursuant to P.L. 1968, c. 413 (C. 30:4D-1 et seq.) for a
47 period of [12] 24 consecutive months, commencing with the
48 month in which eligibility for aid to families with dependent
49 children ceases, if the person:

1 a. received financial assistance under the aid to families with
2 dependent children program for three of the last six months prior
3 to the person's becoming ineligible for the assistance, except in
4 the case of a person who becomes eligible for aid to families with
5 dependent children benefits on or after the effective date of this
6 act; and

7 b. would be eligible for aid to families with dependent children
8 financial assistance, except for the person's income, resources or
9 hours of employment.¹

10 (cf: P.L.1987, c.283, s.2)

11 ¹[16.] 18.¹ (New section) The commissioner, in consultation
12 with the Commissioners of Health, Labor, Education, ¹[and]¹
13 Commerce and Economic Development, ¹and Transportation¹ and
14 the Chancellor of Higher Education, shall report to the Governor
15 and the Legislature no later than three years after the effective
16 date of this act, and annually thereafter, on the effectiveness of
17 the program in meeting its objectives, accompanying that report
18 with any recommendations for changes in the law or regulations
19 governing the program that the commissioner deems necessary.

20 ¹[17. There is transferred \$10,000,000 from the Grants-In-Aid
21 account for the Realizing Economic Achievement (REACH)
22 Program within the General Fund to provide the funds necessary
23 to implement the Family Development Initiative.]¹

24 ¹[18.] 19.¹ The commissioner, pursuant to the "Administrative
25 Procedure Act," P.L.1968, c.410 (C.52:14B-1 et seq.), shall adopt
26 rules and regulations to carry out the provisions of this act.

27 ¹[19.] 20.¹ ¹[This] Sections 1 through 8 and 10 through 19 of
28 this¹ act shall take effect on ¹[the 90th day after the effective
29 date of this act] July 1, 1992¹, except that the commissioner may
30 take such actions prior to the effective date as are necessary to
31 effectuate the purposes ¹[of this act] thereof. Section 9 shall
32 take effect immediately¹.

33
34
35 HUMAN SERVICES

36
37 Designated the "Family Development Act."

1 lose eligibility for both programs as a result of employment, only
2 12% of those entering employment receive Medicaid extensions
3 for more than four months because of the strict income eligibility
4 requirements.

5 The Legislature further finds and declares that: New Jersey's
6 welfare reform program[, known as REACH,] aims to transform
7 the present AFDC program, which is a payment system, into an
8 employment and training program the goal of which is to assist
9 New Jersey's welfare families to realize self-sufficiency; and,
10 therefore, it is necessary to extend Medicaid coverage for a
11 period of up to 12 months to those AFDC recipients who lose
12 eligibility for AFDC and Medicaid as a result of employment
13 obtained through the welfare program.

14 (cf: P.L.1987, c.283, s.1)

15 16. (New section) The commissioner, in consultation with the
16 Commissioners of Health, Labor, Education, and Commerce and
17 Economic Development, and the Chancellor of Higher Education,
18 shall report to the Governor and the Legislature no later than
19 three years after the effective date of this act, and annually
20 thereafter, on the effectiveness of the program in meeting its
21 objectives, accompanying that report with any recommendations
22 for changes in the law or regulations governing the program that
23 the commissioner deems necessary.

24 17. There is transferred \$10,000,000 from the Grants-In-Aid
25 account for the Realizing Economic Achievement (REACH)
26 Program within the General Fund to provide the funds necessary
27 to implement the Family Development Initiative.

28 18. The commissioner, pursuant to the "Administrative
29 Procedure Act," P.L.1968, c.410 (C.52:14B-1 et seq.), shall adopt
30 rules and regulations to carry out the provisions of this act.

31 19. This act shall take effect on the 90th day after the
32 effective date of this act, except that the commissioner may
33 take such actions prior to the effective date as are necessary to
34 effectuate the purposes of this act.

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STATEMENT

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39 This bill establishes the "Family Development Initiative" in the
40 Department of Human Services. The Commissioner of Human
41 Services shall initially establish the program in the three counties
42 with the largest numbers of aid to families with dependent
43 children (AFDC) recipients during the first year of the program's
44 operation. The other counties will be phased in during a
45 subsequent two-year period. The REACH program established
46 pursuant to P.L.1987, c.282 (C.44:10-9 et seq.) is to be phased out
47 on a county-by-county basis as the Family Development
48 Initiative is implemented in that county, with the fiscal and

1 personnel resources of public agencies which are being utilized by
2 the REACH program transferred to the Family Development
3 Initiative. The bill provides for the expiration of P.L.1987, c.282
4 three years after the effective date of the bill.

5 The REACH program has failed to provide a viable
6 programmatic approach to the increasing problem of welfare
7 dependency in New Jersey, with its attendant features of broken
8 families and wasted lives. A new more comprehensive approach
9 to addressing the needs and responsibilities of public assistance
10 recipients is required, with an emphasis on strengthening
11 families, remedying basic deficiencies in educational skills,
12 developing real private sector job opportunities with a future, and
13 providing meaningful penalties for noncompliance.

14 The Family Development Initiative created under this bill will
15 expand the range and intensity of services available to
16 participants in the existing REACH program and enlarge the
17 programmatic focus to include the entire family and its
18 health-related, social, educational and vocational needs, while
19 emphasizing the role of private sector employers in the job
20 creation and training components of the program. In addition,
21 the new program will expand the mandate of the REACH program
22 to include recipients of general public assistance administered by
23 the municipalities as program participants. The bill stipulates
24 those penalties to be imposed on AFDC and general public
25 assistance recipients who fail to comply with program
26 requirements without good cause, as determined by the
27 Commissioner of Human Services.

28 The Family Development Initiative will be designed to ensure
29 that each participant and member of the participant's family, as
30 age appropriate, has attained the equivalent of a high school
31 degree, before assigning that person to a vocational-related
32 activity under the program.

33 The program will be required to assign one or more persons in
34 each county which is participating in the program to be
35 responsible, on a full-time basis, for job development for persons
36 who have completed their educational or training activities under
37 the program, with an emphasis on finding and creating permanent
38 full-time unsubsidized jobs, preferably in the private sector,
39 which offer wages and benefits that are adequate to support
40 participants and their families.

41 The bill directs the Commissioner of Human Services, in
42 consultation with the Commissioner of the Department of
43 Commerce, Energy and Economic Development, to seek to
44 recruit private sector employers in each county to offer
45 employment to persons who have completed their educational or
46 training activities under the program.

47 The bill transfers \$10 million from the budget for the REACH
48 program to cover the costs of implementing the Family

1 Development Initiative.

2 Finally, the bill requires that the Commissioner of Human
3 Services, in consultation with the Commissioners of Health,
4 Labor, Education, and Commerce and Economic Development,
5 and the Chancellor of Higher Education, report to the Governor
6 and the Legislature no later than three years after the effective
7 date of the bill, and annually thereafter, on the effectiveness of
8 the Family Development Initiative.

9

10

11 HUMAN SERVICES

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Designated the "Family Development Act."

ASSEMBLY HEALTH AND HUMAN SERVICES COMMITTEE

STATEMENT TO

ASSEMBLY, No. 4700

with Assembly committee amendments

STATE OF NEW JERSEY

DATED: DECEMBER 5, 1991

The Assembly Health and Human Services Committee favorably reports Assembly Bill No. 4700 with committee amendments.

As amended by the committee, this bill establishes the "Family Development Initiative" (FDI) in the Department of Human Services. The amended bill provides that the Commissioner of Human Services shall initially establish the program in the three counties with the largest numbers of aid to families with dependent children (AFDC) recipients. The other counties will be phased in during a subsequent two-year period. The REACH program established pursuant to P.L.1987, c.282 (C.44:10-9 et seq.) is to be phased out on a county-by-county basis as FDI is implemented in that county, with the fiscal and personnel resources of public agencies which are being utilized by the REACH program transferred to FDI. The bill provides for the expiration of P.L.1987, c.282 three years after the effective date of the bill.

FDI is intended to expand the range and intensity of services available to participants in the existing REACH program and enlarge the programmatic focus to include the entire family and its health-related, social, educational and vocational needs, while emphasizing the role of private sector employers in the job creation and training components of the program. In addition, FDI will expand the mandate of the REACH program to include recipients of general public assistance administered by the municipalities as program participants. The bill stipulates those penalties to be imposed on AFDC and general public assistance recipients who fail to comply with program requirements without good cause, as determined by the Commissioner of Human Services.

FDI will be designed to ensure that each participant and member of the participant's family, as age appropriate, has attained the equivalent of a high school degree, unless exempted by the commissioner, before assigning that person to a vocational-related activity under the program.

FDI will assign one or more persons in each county which is participating in the program to be responsible, on a full-time basis, for job development for persons who have completed their educational or training activities under the program, with an emphasis on finding and creating permanent full-time unsubsidized jobs, preferably in the private sector, which offer wages and benefits that are adequate to support FDI participants and their families.

The amended bill directs the Commissioner of Human Services, in consultation with the Commissioners of the Departments of Commerce and Economic Development and Labor, and with the private industry councils, to develop a program to recruit private sector employers in each county to offer employment to persons who have completed their educational or training activities under the program.

Finally, the amended bill requires that the Commissioner of Human Services, in consultation with the Commissioners of Health, Labor, Education, Commerce and Economic Development and Transportation, and the Chancellor of Higher Education, report to the Governor and the Legislature no later than three years after the effective date of the bill, and annually thereafter, on the effectiveness of FDI.

The committee amended the bill to:

- clarify that FDI will serve as the State's JOBS program in accordance with the requirements of the federal job opportunities and basic skills training program established pursuant to the federal "Family Support Act of 1988," Pub.L.100-485;
- provide for establishment of a demonstration project to provide the same services as FDI to recipients of general public assistance in the State's capital city simultaneous with the establishment of FDI in the three counties with the largest AFDC caseloads;
- provide that the Commissioner of Human Services may exempt a person from participating in FDI for reasons of physical or mental impairment, age, illness or injury, caretaker responsibilities, employment or unsuitability, as determined by the commissioner, for FDI services;
- permit the commissioner to exempt a participant or member of the participant's family from the requirement of obtaining the equivalent of a high school degree if the commissioner determines, based upon an assessment of the person's ability and aptitude, that the person lacks a reasonable prospect of being able to successfully complete the academic requirements of a high school or equivalency program of study, in which case the commissioner shall refer the person to an alternative educational program as appropriate;
- also permit an exemption from the high school degree requirement if the person is gainfully employed or engaged in a job search or job training activity, in which case the FDI representative acting as the person's case manager shall review the person's progress on a quarterly basis to assess whether the person's exemption from this requirement should continue;
- include language which emphasizes the higher education opportunities to be made available to FDI participants;
- require that the contract which sets forth the mutual obligations of each FDI participant and the program and a plan of services to be provided shall be written in English or Spanish, according to the participant's needs;

- require the Commissioner of Human Services, in consultation with the Commissioners of Commerce and Economic Development and Labor, and with the private industry councils, to develop a program to recruit private sector employers in each county to offer employment to persons who have completed FDI educational or training activities;
- provide for financial assistance for higher education to FDI participants through the existing New Jersey Educational Opportunity Fund and other State student assistance programs, rather than establishing a separate new scholarship program for participants;
- provide for an extension of day care services for a participant's child for up to one year after the participant becomes ineligible for AFDC benefits as a result of earned income;
- permit the use of alternative child care arrangements agreed to by the participant and the FDI representative, in addition to child care services purchased through a voucher for care at a child care center or school age child care program, or at an approved family day care home;
- require that the special services to be made available to FDI participants and family members include the provision of information about child care options;
- require that these services include substance abuse treatment, as well as counseling;
- increase the minimum number of persons serving on the FDI planning council for each county to 13 by adding two additional members: a second AFDC recipient and a representative of the State Medicaid program;
- increase from 12 to 24 months the period of extended Medicaid eligibility provided under P.L.1987, c.283 (C.30:4D-6b et seq.) for AFDC recipients who become ineligible for benefits because of earned income or unemployment or temporary disability benefits;
- require that the Commissioner of Human Services, in consultation with the Commissioners of Health, Labor, Education, Commerce and Economic Development, and Transportation and the Chancellor of Higher Education, report to the Governor and the Legislature within three years after the effective date of the bill, and annually thereafter, on the effectiveness of FDI in meeting its objectives;
- change the effective date of the bill to July 1, 1992 in order to allow sufficient time to make the necessary programmatic and administrative arrangements for the implementation of FDI, while requiring the Commissioner of Human Services to establish staff training programs necessary to implement FDI prior to the effective date, which shall be offered at State facilities, including but not limited to State institutions of higher education, and county colleges; and
- delete the language which provides for a transfer of

\$10 million from the budget for the REACH program to cover the costs of implementing FDI, in view of the fact that FDI will not be implemented until FY 1993. It is, however, the intent of the sponsor and the committee that the funds necessary to implement FDI shall be transferred from the REACH program in FY 1993.

This bill is part of a legislative package that is designed to effect significant reforms in the AFDC program and address the needs of the economically disadvantaged in this State.

ASSEMBLY APPROPRIATIONS COMMITTEE

STATEMENT TO

[FIRST REPRINT]

ASSEMBLY, No. 4700

STATE OF NEW JERSEY

DATED: DECEMBER 9, 1991

The Assembly Appropriations Committee reports favorably Assembly Bill No. 4700 (1R).

Assembly Bill No. 4700 (1R) establishes the "Family Development Initiative" (FDI) in the Department of Human Services. The Commissioner of Human Services shall initially establish the program in the three counties with the largest numbers of Aid to Families with Dependent Children (AFDC) recipients. The other counties will be phased in during a subsequent two-year period. The REACH program established pursuant to P.L.1987, c.282 (C.44:10-9 et seq.) is to be phased out on a county-by-county basis as FDI is implemented in that county, with the fiscal and personnel resources of public agencies transferred to FDI. The bill provides for the expiration of REACH three years after the effective date of the bill.

FDI expands the range and intensity of services available to participants in the current program and enlarges the programmatic focus to include the entire family and its health-related, social, educational and vocational needs, while emphasizing the role of private sector employers in the job creation and training components of the program. FDI expands the mandate of the REACH program to include recipients of general public assistance administered by the municipalities as program participants. The bill stipulates those penalties to be imposed on AFDC and general public assistance recipients who fail to comply with program requirements without good cause, as determined by the Commissioner of Human Services.

The Commissioner of Human Services, in consultation with the Commissioners of the Departments of Commerce and Economic Development and Labor, and with the private industry councils, is directed to develop a program to recruit private sector employers in each county to offer employment to persons who have completed their educational or training activities under the program. The bill also requires that the Commissioner of Human Services, in consultation with the Commissioners of Health, Labor, Education, Commerce and Economic Development and Transportation, and the Chancellor of Higher Education, report to the Governor and the Legislature no later than three years after the effective date of the bill, and annually thereafter, on the effectiveness of FDI.

This bill is part of a legislative package that is designed to effect significant reforms in the AFDC program and address the needs of the economically disadvantaged in this State.

FISCAL IMPACT:

In the Legislative Fiscal Estimate to this bill, the Office of Legislative Services (OLS) stated the bill requires that counties be reimbursed 100 percent of their reasonable administrative costs which are not reimbursed by the federal government. The transfer of \$10 million from the REACH account to cover costs for the initial three counties, was deleted by the prior committee since the funds are not necessary until FY 1993. This had been estimated to be a \$14 million cost in the fiscal estimate.

SENATE INSTITUTIONS, HEALTH AND WELFARE COMMITTEE

STATEMENT TO

[FIRST REPRINT]

ASSEMBLY, No. 4700

STATE OF NEW JERSEY

DATED: JANUARY 9, 1992

The Senate Institutions, Health and Welfare Committee reports Assembly Bill No. 4700 (1R) without recommendation.

This bill establishes the "Family Development Initiative" (FDI) in the Department of Human Services. The bill provides that the Commissioner of Human Services shall initially establish the program in the three counties with the largest numbers of aid to families with dependent children (AFDC) recipients. The other counties will be phased in during a subsequent two-year period. The REACH program established pursuant to P.L.1987, c.282 (C.44:10-9 et seq.) is to be phased out on a county-by-county basis as FDI is implemented in that county, with the fiscal and personnel resources of public agencies which are being utilized by the REACH program transferred to FDI. The bill provides for the expiration of P.L.1987, c.282 three years after the effective date of the bill.

FDI is intended to expand the range and intensity of services available to participants in the existing REACH program and enlarge the programmatic focus to include the entire family and its health-related, social, educational and vocational needs, while emphasizing the role of private sector employers in the job creation and training components of the program. In addition, FDI will expand the mandate of the REACH program to include recipients of general public assistance administered by the municipalities as program participants. FDI will be phased in for these recipients also on a county-by-county basis, but in the first year of implementation, the bill also provides for a pilot program for general assistance recipients in Trenton. The bill stipulates those penalties to be imposed on AFDC and general public assistance recipients who fail to comply with program requirements without good cause, as determined by the Commissioner of Human Services.

FDI will be designed to ensure that each participant and member of the participant's family, as age appropriate, has attained the equivalent of a high school degree, unless exempted by the commissioner, before assigning that person to a vocational-related activity under the program.

FDI will assign one or more persons in each county which is participating in the program to be responsible, on a full-time basis, for job development for persons who have completed their educational or training activities under the program, with an emphasis on finding and creating permanent full-time unsubsidized jobs, preferably in the private sector, which offer wages and benefits that are adequate to support FDI participants and their families.

The bill directs the Commissioner of Human Services, in consultation with the Commissioners of the Departments of Commerce and Economic Development and Labor, and with the private industry councils, to develop a program to recruit private sector employers in each county to offer employment to persons who have completed their educational or training activities under the program.

Finally, the bill requires that the Commissioner of Human Services, in consultation with the Commissioners of Health, Labor, Education, Commerce and Economic Development and Transportation, and the Chancellor of Higher Education, report to the Governor and the Legislature no later than three years after the effective date of the bill, and annually thereafter, on the effectiveness of FDI.



OFFICE OF THE GOVERNOR

NEWS RELEASE

CN-001**Contact:** Jon Shure; Jo Astrid Glading
609-292-8956**TRENTON, N.J. 08625****Release** January 21, 1992

GOV. FLORIO SIGNS HISTORIC WELFARE MEASURES

PENNSAUKEN -- Gov. Jim Florio today signed six bills into law that are aimed at restoring the welfare system to its original goals, by breaking the cycle of poverty, restoring family values, and enhancing the role of individual responsibility.

"This legislation is guided by compassion and crafted in common sense," Gov. Florio said. "We want to rebuild New Jersey's families, and replace the hopelessness of welfare dependency with the hope of self-reliance. Our children need the guidance of a strong family and the tools of education to help them compete."

With Gov. Florio was Assemblyman Wayne Bryant, for whom the signing of the Family Development Act represents the culmination of a decade of work aimed at changing a system that has resulted in generation after generation of the same families being on welfare. Assemblyman Bryant said, "Welfare is not working to improve the conditions of the poor -- so let's make welfare work. The family is the foundation upon which a person's character, spirit, and abilities are built. But for many people on public assistance today, the family is devoid of the moral, financial, and educational support every member of the family needs."

The bills were signed at The Work Group, a private, non-profit education and training center that has offered literacy and employment services to young persons and adults throughout South Jersey since 1983. It was at The Work Group that Assemblyman Bryant first announced his plan for making welfare work for everyone. After intensive public hearings, the six measures were passed in the closing days of the 204th Legislature. The 6-part law offers fresh thinking to break from the ideas of the past in ways that are aimed at helping the people who receive welfare, and the others who pay for it. (SEE ATTACHED FACT SHEET FOR MORE DETAIL)

Gov. Florio praised Assemblyman Bryant for his groundbreaking work on the Family Development Act: "He wasn't afraid to face the questions that weigh on all of our minds, but are rarely spoken aloud. He asked, 'How can it be that after years of good intentions and well-meaning social programs, we see no end to poverty and its debilitating effects?' The Family Development Act is built on the common sense idea that government must encourage and empower people to improve their own lives. Welfare traps our children from cradle to grave in a cycle of dependency."

#

BREAKING THE CYCLE:

Making Welfare Work in New Jersey

Breaking the cycle of poverty, restoring the family unit, and enhancing the role of individual responsibility are the aims of the welfare overhaul signed into law by Governor Jim Florio. New Jersey's efforts reflect some fresh thinking and new, common-sense approaches to deal with a welfare system that increasingly traps generations of families in poverty, offering them and their children little hope for a better future. It is strongly based on the education and training needed to make sure welfare goes back to being the transitional program it was intended to be.

The culmination of a decade of work by Assemblyman Wayne Bryant, these changes do not decrease benefits for anyone -- but they replace dependency with job-training, education, and a reinforcement of the importance of individual decision-making. Here are highlights of the 6-bill package:

EDUCATION AND JOB TRAINING

- Cornerstone of the package, this bill requires all recipients of welfare to participate in education, training or job-related activities as a condition of receiving benefits. Recipients are expected to obtain, at a minimum, a high school or GED diploma. The purpose is to return welfare to the transitional program it was meant to be by preparing recipients, educationally and through job-training, to enter and remain in the workforce.

Up until now, education wasn't a high enough priority, although under the REACH program, all new welfare recipients entering after October, 1989, are required to enroll in the program which provides job training.

REFERRAL HOTLINE

- Establishes a 24-hour coordinated hotline to provide residents of New Jersey with direct information and referral on job-training services, child care, home health care, rental assistance and other human services, in order that they can avail themselves of those services that families need in order to address problems that they may be experiencing.

Currently, there are numerous referral centers. A common complaint among citizens is that they don't know where to call to get help in a particular service area. This hotline provides a one-stop service.

MARRIAGE AND BENEFITS

- Promotes the continuity and security of family life, by allowing women on welfare to marry without losing the welfare grant for their children if the husband is not the natural father of the children and if the husband's income is less than \$21,100 for a family of four. The purpose of this bill is to recognize that, while natural fathers still are expected to support their children, more needs to be done to encourage a family structure and a responsible male-figure involvement in the children's lives.

Up until now, there were penalties and disincentives for welfare clients to marry, encouraging the lack of a responsible male figure in the home.

WORKING AND COLLECTING BENEFITS

- Increases the amount of income a woman is allowed to earn from working, without a reduction in her welfare grant level, to support any additional children that the woman has while she is receiving assistance. It again reaffirms that welfare should be a transitional program. The measure requires of welfare recipients the same kind of decision-making that economic conditions impose on those not on welfare in determining how large they want their family to be. Out in the workforce there is no such thing as an automatic pay increase when another child is born; neither will there be an automatic increase in welfare benefits. But there will be more opportunity for a mother to work to support her children without losing benefits she already had been receiving.

Up until now, each additional child resulted in a \$64 per month increase in the grant level -- but with severe restrictions on outside income. This has created a system where women cannot work, because they would lose welfare benefits on which they have come to rely.

Under this bill, a woman would be allowed to earn up to 50 percent of her grant level through employment, without any loss in her current benefits. Calculations show that 15 hours a month -- half an hour per day -- at minimum wage would replace the \$64 increase in the grant level.

ELIMINATING MARRIAGE PENALTY

- Eliminates the existing 30 percent penalty for married couples. The purpose of the bill is to encourage the family structure by removing penalties for the marriage of people receiving assistance.

Up until now, married couples receiving AFDC benefits were subject to a 30 percent penalty on the monthly benefits that are received, which encourages the breakup of families to protect benefits for children.

COUNCIL ON COMMUNITY RESTORATION

- Creates a Council on Community Restoration whose charge would be to identify target neighborhoods for intensive economic and community redevelopment activities.

HISTORY OF WELFARE IN NEW JERSEY

Aid to Families with Dependent Children is a county-administered, state supervised public assistance program which provides financial assistance for dependent children and their natural or adoptive parents, or certain other relatives recognized as taking the place of a parent. Eligibility is limited to families with a gross monthly income (excluding AFDC payments, food stamps and home energy assistance benefits) of less than 185 percent of the state's need standard for that family size. Currently, the monthly AFDC grant amount for a family of three is \$424. The purpose of the AFDC Program was to provide temporary assistance for a family with children until they were able to become self-sufficient.

Qualifications:

To qualify for AFDC benefits, children (natural, adopted or related) must be deprived of the financial support of one or both of their parents (natural or adopted) due to death, incapacity, continued absence from the home, unemployment of the "principal earner" or underemployment of the "principal earner". The program does not encourage creation of a typical family unit.

Since October, 1989, every AFDC applicant is required to enroll in the REACH -- Realizing Economic Achievement -- program as a condition of eligibility. REACH encouraged job training programs to wean recipients off welfare benefits but did not offer the comprehensive approach the reform package puts in place.

STATISTICS

- One in five New Jersey children live in poverty.
- In 1990, 120 out of every 1,000 children received AFDC
- Teenage mothers accounted for 43 per 1,000 births in 1990
- As of November, 1991, 332,508 people received AFDC benefits in New Jersey at a cost of \$44.7 million
- Of the total number of recipients, 92,878 were female adults as of December, 1991:
 - 60,049 are single
 - 4,974 are married
 - 6,717 are divorced
 - 20,481 are separated
 - 637 are widowed
- An additional 27,268 people qualified for General Assistance as of June, 1991 at a cost of \$12.1 million

Breakdown of AFDC Recipients:

	Females	Males	Children	Totals
White	21,064	3,020	41,135	65,219
Black	47,635	2,032	117,631	167,298
Hispanic	27,298	2,292	65,344	94,934
American Indian/ Alaskan Native	79	15	160	254
Asian/Pacific Islander	1,240	728	2,233	4,201
Not reported	168	62	372	602
TOTALS: (as of 11/91)	97,484	8,149	226,875	332,508