#### 9:17-69 to 9:17-71 et al LEGISLATIVE HISTORY CHECKLIST

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**LAWS OF**: 2019 **CHAPTER**: 323

**NJSA:** 9:17-69 to 9:17-71 et al (Establishes process to obtain judgement of adoption for civil union

partner or spouse of natural or legal parent of child when that person is named as parent on

child's birth certificate.)

BILL NO: S3528 (Substituted for A5396)

SPONSOR(S) Nicholas P. Scutari and others

DATE INTRODUCED: 3/4/2019

**COMMITTEE:** ASSEMBLY: Human Services

Appropriations

**SENATE:** Judiciary

AMENDED DURING PASSAGE: No

**DATE OF PASSAGE:** ASSEMBLY: 12/16/1019

**SENATE:** 6/10/2019

DATE OF APPROVAL: 1/13/2020

FOLLOWING ARE ATTACHED IF AVAILABLE:

FINAL TEXT OF BILL (Introduced bill enacted)

Yes

S3528

SPONSOR'S STATEMENT: (Begins on page 6 of introduced bill) Yes

**COMMITTEE STATEMENT:** ASSEMBLY: Yes Human Services

**Appropriations** 

**SENATE:** Yes Judiciary

(Audio archived recordings of the committee meetings, corresponding to the date of the committee statement, *may possibly* be found at www.njleg.state.nj.us)

FLOOR AMENDMENT STATEMENT: No

**LEGISLATIVE FISCAL ESTIMATE**: Yes 6/13/2019

A5396

SPONSOR'S STATEMENT: (Begins on page 6 of introduced bill) Yes

COMMITTEE STATEMENT: ASSEMBLY: Yes Human Services

Appropriations

(Audio archived recordings of the committee meetings, corresponding to the statement, <i>may possibly</i> be found at www.njleg.state.nj.us)	e date of the committee
FLOOR AMENDMENT STATEMENT:	No

SENATE:

No

Yes

12/16/2019

VETO MESSAGE: No

GOVERNOR'S PRESS RELEASE ON SIGNING:
Yes

**LEGISLATIVE FISCAL ESTIMATE:** 

#### **FOLLOWING WERE PRINTED:**

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REPORTS: No

HEARINGS: No

NEWSPAPER ARTICLES: No

Rwh/cl

#### P.L. 2019, CHAPTER 323, *approved January 13*, 2020 Senate, No. 3528

AN ACT concerning parentage of the partner in civil union or spouse of a natural or legal parent of a child and birth certificates, supplementing Title 9 of the Revised Statutes and amending P.L.1983, c.17.

1 2

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

- 1. (New section) The Legislature finds and declares that:
- a. Modern medical advances have made parenthood possible for many couples that would not otherwise be able to have their own child, thanks to the availability of assisted reproduction procedures.
- b. These procedures have enabled same-sex couples, oppositesex couples dealing with infertility, and transgender and non-binary individuals, to become parents.
- c. Societal recognition of the rights of lesbian, gay, bisexual, transgender, and non-binary individuals, in combination with advances in assisted reproduction, has outpaced changes in the law concerning processes for establishing legal parentage.
- d. A spouse or partner in civil union who may not be genetically related to the child or who may not have gestated the child born to the couple through assisted reproduction is required to go through the lengthy and expensive process of adopting the child in order to confirm legal parentage.
- e. By streamlining the process by which couples in this situation can legally confirm that both spouses in a marriage or both partners in civil union are parents of the child, this act reflects the current reality of many families in New Jersey, while ensuring that the rights of any other individuals who may have parental rights to the child are addressed.
- f. In order to ensure that couples who have used assisted reproduction may have a non-genetic parent's rights afforded full faith and credit in all states, as guaranteed by the United States Constitution, this bill establishes a process to obtain a judgement of adoption from the court that optimizes judicial efficiency and use of court personnel.

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

2. (New section) As used in this act:

"Assisted reproduction" means medical procedures to facilitate human reproduction that involve human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. The term shall not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the "New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.).

"Co-parent" means an individual who is the current or former partner in civil union or the current or former spouse of a natural parent or person treated in State law as a legal parent of a child conceived through the use of assisted reproduction and born during the civil union or marriage, and who may not be a biological parent of that child. The term "co-parent" shall refer to either a natural parent or a person treated in State law as a legal parent of the child, the current or former partner in civil union or the current or former spouse of the natural parent or person treated in State law as a legal parent, or both, provided that both individuals are named on the child's birth certificate as parents and a court has issued an order of parentage pursuant to the provisions of section 3 of P.L. ) (pending before the Legislature as this bill). parent" shall not include an intended parent pursuant to the "New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.).

- 3. (New section) a. A natural parent or person treated in State law as a legal parent of the child, and the current or former partner in civil union or the current or former spouse of the natural parent or person treated in State law as a legal parent may jointly file a complaint for a judgement of adoption with the Superior Court, Chancery Division, Family Part of the county of residence of the spouse, civil union partners, or one of the parties to the action.
  - b. Attached to the complaint shall be:
- (1) proof of a valid civil union or marriage between the natural or legal parent and that person's partner in civil union or spouse, issued prior to the birth of the child;
- (2) an original birth certificate issued by the State Registrar of Vital Statistics on which both partners in civil union or spouses are listed as parents of the child; and
- (3) a written declaration signed by both parties to the action that describes in sufficient detail how the child was conceived and identifies any other involved parties so that the court may determine whether those individuals have parental rights to the child.
- c. The court shall, if it determines that the parental rights of any other interested individual have been relinquished or terminated, issue a judgement of adoption confirming both parties

1 to the action as the legal parents of the child, without the need for 2 an appearance by the parties.

- d. The court shall, if it determines that another individual may have existing parental rights to the child, order and conduct a hearing on the matter, providing notice to all parties, before issuing a judgement of adoption.
- No home study or background check shall be required by the court in order to issue a judgement of adoption pursuant to this act.
- The process provided by this section shall not be available to the intended parents of a child born to a gestational carrier pursuant to the provisions of the "New Jersey Gestational Carrier Act," P.L.2018, c.18 (C.9:17-60 et al.).
- g. Nothing in this act shall be deemed to summarily extinguish or terminate the parental rights of any individual.
- h. Nothing in this act shall be deemed to confer parental rights through a birth certificate.
- The Supreme Court may establish court rules as necessary to effectuate the provisions of this act.

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- 4. Section 2 of P.L.1983, c.17 (C.9:17-39) is amended to read as follows:
- As used in [this act] P.L.1983, c.17 (C.9:17-38 et seq.), "parent and child relationship" means the legal relationship existing between a child and the child's natural or adoptive parents, between a child and the child's co-parents pursuant to the provisions of P.L., ) (pending before the Legislature as this bill), or between the child and the child's intended parents pursuant to a gestational
- 27 28 carrier agreement executed in accordance with the provisions of 29 P.L.2018, c.18 (C.9:17-60 et al.), incident to which the law confers 30 or imposes rights, privileges, duties, and obligations. It includes the 31 mother and child relationship and the father and child relationship.
- 32 (cf: P.L.2018, c.18, s.10)

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- 5. Section 4 of P.L.1983, c.17 (C.9:17-41) is amended to read as follows:
  - The parent and child relationship between a child and:
    - The natural mother, may be established by:
- (1) proof of her having given birth to the child unless the child is born in connection with a gestational carrier agreement executed in accordance with the provisions of P.L.2018, c.18 (C.9:17-60 et al.),
- 42 (2) under P.L.1983, c.17 (C.9:17-38 et seq.);
- 43 b. The natural father, may be established by proof that his 44 paternity has been adjudicated under prior law; under the laws 45 governing probate; by giving full faith and credit to a determination 46 of paternity made by any other state or jurisdiction, whether 47 established through voluntary acknowledgment or through judicial or administrative processes; by a Certificate of Parentage as

provided in section 7 of P.L.1994, c.164 (C.26:8-28.1) that is executed by the father, including an unemancipated minor, prior to or after the birth of a child, and filed with the appropriate State agency; by a default [judgment] judgement or order of the court; or by an order of the court based on a blood test or genetic test that meets or exceeds the specific threshold probability as set by subsection i. of section 11 of P.L.1983, c.17 (C.9:17-48) creating a rebuttable presumption of paternity.

In accordance with 42 U.S.C. s.666(a)(5), a signed voluntary acknowledgment of paternity shall be considered a legal finding of paternity subject to the right of the signatory to rescind the acknowledgment within 60 days of the date of signing, or by the date of establishment of a support order to which the signatory is a party, whichever is earlier.

The adjudication of paternity shall only be voided upon a finding that there exists clear and convincing evidence of: fraud, duress or a material mistake of fact, with the burden of proof upon the challenger;

- c. (1) An adoptive parent, may be established by proof of adoption;
- (2) An intended parent, may be established by proof of an order of parentage related to a gestational carrier agreement executed in accordance with the provisions of P.L.2018, c.18 (C.9:17-60 et al.);
- (3) A co-parent, may be established by proof of a judgement of adoption issued by the court pursuant to section 3 of P.L., c. (pending before the Legislature as this bill).
- d. The natural [mother or the natural father] mother's or natural father's parental rights, may be terminated by an order of a court of competent jurisdiction in granting a [judgment] judgement of adoption or as the result of an action to terminate parental rights;
- e. The establishment of the parent and child relationship pursuant to subsections a., b., and c. of this section shall be the basis upon which an action for child support may be brought by a party and acted upon by the court without further evidentiary proceedings;
- f. In any case in which the parties execute a Certificate of Parentage or a rebuttable presumption of paternity is created through genetic testing, the presumption of paternity under section 6 of P.L.1983, c.17 (C.9:17-43) shall not apply;
- g. Pursuant to the provisions of 42 U.S.C. s.666(a)(5), the child and other parties in a contested paternity case shall submit to a genetic test upon the request of one of the parties, unless that person has good cause for refusal, if the request is supported by a sworn statement by the requesting party:
- (1) alleging paternity and setting forth the facts establishing a reasonable possibility of the requisite sexual contact between the parties; or

- (2) denying paternity and setting forth the facts establishing a reasonable possibility of the nonexistence of sexual contact between the parties;
  - h. In a contested paternity case in which the State IV-D agency requires or the court orders genetic testing, the State IV-D agency shall:
  - (1) pay the costs of the genetic test and may recoup payment from the alleged father whose paternity is established; and
  - (2) obtain additional testing if the initial test results are contested, and upon the request and advance payment for the additional test by the contestant.

(cf: P.L.2018, c.18, s.11)

6. This act shall take effect on the first day of the third month next following the date of enactment.

#### **STATEMENT**

This bill provides a process by which couples, in which one spouse or partner in civil union is either a natural parent or a person treated in State law as a legal parent of a child conceived through the use of assisted reproduction and born during the civil union or marriage, can seek a judgement of adoption from the court, in lieu of pursuing a confirmatory adoption. The judgement of adoption would confirm the parental rights of the other spouse or civil union partner who may not be genetically related to the child, and the bill refers to the parental rights confirmed through this process as those of "co-parent." The bill defines "assisted reproduction" as medical procedures to facilitate human reproduction that involve human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. The term shall not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the "New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.).

The bill provides that a couple may jointly file a complaint for a judgment of adoption with the Superior Court of the county where they reside or where one of the parties to the action resides. The complaint is to include: proof of a valid civil union or marriage between the individuals issued prior to the birth of the child; an original birth certificate issued by the State Registrar of Vital Statistics on which both individuals are listed as parents of the child; and a written declaration signed by both individuals that describes in sufficient detail how the child was conceived and identifies any other involved parties so that the court may determine whether those individuals may have parental rights to the child. The term "co-parent" would refer to either or both spouses or partners.

The bill provides that the court, if it determines that the parental rights of any other individuals have been relinquished, is to issue a judgement of adoption confirming both current or former partners in civil union or current or former spouses as the legal parents of the child, without the need for an appearance by the parties. The bill further provides, if the court determines that another individual may have parental rights to the child, the court is to order and conduct a hearing on the matter, providing notice to all parties, before issuing a judgement of adoption.

Per the bill's provisions, no home study or background check may be required by the court in order to issue a judgement of adoption pursuant to this process, and this process would not be available to the intended parents of a child born to a gestational carrier pursuant to the provisions of the "New Jersey Gestational Carrier Act," P.L.2018, c.18 (C.9:17-60 et al).

Birth certificates are administrative records and do not confer parentage rights. The U.S. Supreme Court's 2017 decision in Pavan v. Smith, 137 S. Ct. 2075 (2017), held that states cannot treat married same-sex couples differently from opposite-sex couples where the issuance of birth certificates is concerned. Currently, the spouse or partner in civil union who may not be biologically related to a child conceived through assisted reproduction may be named as a parent on the child's birth certificate issued in the State, but is still required to complete an adoption to confirm legal parentage. This bill provides a process through which spouses and partners in civil union can obtain a judgement of adoption that reflects that both spouses or partners in civil union are legal parents of the child.

Establishes process to obtain judgement of adoption for civil union partner or spouse of natural or legal parent of child when that person is named as parent on child's birth certificate.

## SENATE, No. 3528

## STATE OF NEW JERSEY

### 218th LEGISLATURE

INTRODUCED MARCH 4, 2019

**Sponsored by:** 

Senator NICHOLAS P. SCUTARI

**District 22 (Middlesex, Somerset and Union)** 

Senator RICHARD J. CODEY

**District 27 (Essex and Morris)** 

Assemblywoman VALERIE VAINIERI HUTTLE

District 37 (Bergen)

Assemblywoman ANNETTE QUIJANO

**District 20 (Union)** 

Assemblyman JAMES J. KENNEDY

**District 22 (Middlesex, Somerset and Union)** 

Co-Sponsored by:

Senators Greenstein, Gopal and Ruiz

#### **SYNOPSIS**

Establishes process to obtain judgement of adoption for civil union partner or spouse of natural or legal parent of child when that person is named as parent on child's birth certificate.

#### **CURRENT VERSION OF TEXT**

As introduced.



(Sponsorship Updated As Of: 12/17/2019)

**AN ACT** concerning parentage of the partner in civil union or spouse of a natural or legal parent of a child and birth certificates, supplementing Title 9 of the Revised Statutes and amending P.L.1983, c.17.

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

- 1. (New section) The Legislature finds and declares that:
- a. Modern medical advances have made parenthood possible for many couples that would not otherwise be able to have their own child, thanks to the availability of assisted reproduction procedures.
- b. These procedures have enabled same-sex couples, opposite-sex couples dealing with infertility, and transgender and non-binary individuals, to become parents.
- c. Societal recognition of the rights of lesbian, gay, bisexual, transgender, and non-binary individuals, in combination with advances in assisted reproduction, has outpaced changes in the law concerning processes for establishing legal parentage.
- d. A spouse or partner in civil union who may not be genetically related to the child or who may not have gestated the child born to the couple through assisted reproduction is required to go through the lengthy and expensive process of adopting the child in order to confirm legal parentage.
- e. By streamlining the process by which couples in this situation can legally confirm that both spouses in a marriage or both partners in civil union are parents of the child, this act reflects the current reality of many families in New Jersey, while ensuring that the rights of any other individuals who may have parental rights to the child are addressed.
- f. In order to ensure that couples who have used assisted reproduction may have a non-genetic parent's rights afforded full faith and credit in all states, as guaranteed by the United States Constitution, this bill establishes a process to obtain a judgement of adoption from the court that optimizes judicial efficiency and use of court personnel.

2. (New section) As used in this act:

"Assisted reproduction" means medical procedures to facilitate human reproduction that involve human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. The term shall not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the "New Jersey

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

1 Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.).

3 "Co-parent" means an individual who is the current or former 4 partner in civil union or the current or former spouse of a natural 5 parent or person treated in State law as a legal parent of a child conceived through the use of assisted reproduction and born during 6 7 the civil union or marriage, and who may not be a biological parent of that child. The term "co-parent" shall refer to either a natural 8 9 parent or a person treated in State law as a legal parent of the child, 10 the current or former partner in civil union or the current or former 11 spouse of the natural parent or person treated in State law as a legal 12 parent, or both, provided that both individuals are named on the child's birth certificate as parents and a court has issued an order of 13 14 parentage pursuant to the provisions of section 3 of P.L. 15 (C. ) (pending before the Legislature as this bill). "Co-parent" 16 shall not include an intended parent pursuant to the "New Jersey 17 Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et 18 al.).

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- 3. (New section) a. A natural parent or person treated in State law as a legal parent of the child, and the current or former partner in civil union or the current or former spouse of the natural parent or person treated in State law as a legal parent may jointly file a complaint for a judgement of adoption with the Superior Court, Chancery Division, Family Part of the county of residence of the spouse, civil union partners, or one of the parties to the action.
  - b. Attached to the complaint shall be:
- (1) proof of a valid civil union or marriage between the natural or legal parent and that person's partner in civil union or spouse, issued prior to the birth of the child;
- (2) an original birth certificate issued by the State Registrar of Vital Statistics on which both partners in civil union or spouses are listed as parents of the child; and
- (3) a written declaration signed by both parties to the action that describes in sufficient detail how the child was conceived and identifies any other involved parties so that the court may determine whether those individuals have parental rights to the child.
- c. The court shall, if it determines that the parental rights of any other interested individual have been relinquished or terminated, issue a judgement of adoption confirming both parties to the action as the legal parents of the child, without the need for an appearance by the parties.
- d. The court shall, if it determines that another individual may have existing parental rights to the child, order and conduct a hearing on the matter, providing notice to all parties, before issuing a judgement of adoption.
- e. No home study or background check shall be required by the court in order to issue a judgement of adoption pursuant to this act.

- f. The process provided by this section shall not be available to the intended parents of a child born to a gestational carrier pursuant to the provisions of the "New Jersey Gestational Carrier Act," P.L.2018, c.18 (C.9:17-60 et al.).
  - g. Nothing in this act shall be deemed to summarily extinguish or terminate the parental rights of any individual.
  - h. Nothing in this act shall be deemed to confer parental rights through a birth certificate.
- i. The Supreme Court may establish court rules as necessary to effectuate the provisions of this act.

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- 4. Section 2 of P.L.1983, c.17 (C.9:17-39) is amended to read as follows:
- 14 2. As used in [this act] P.L.1983, c.17 (C.9:17-38 et seq.), 15 "parent and child relationship" means the legal relationship existing 16 between a child and the child's natural or adoptive parents, between 17 a child and the child's co-parents pursuant to the provisions of P.L., 18 c. (C. ) (pending before the Legislature as this bill), or between 19 the child and the child's intended parents pursuant to a gestational 20 carrier agreement executed in accordance with the provisions of 21 P.L.2018, c.18 (C.9:17-60 et al.), incident to which the law confers 22 or imposes rights, privileges, duties, and obligations. It includes the 23 mother and child relationship and the father and child relationship.

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- 5. Section 4 of P.L.1983, c.17 (C.9:17-41) is amended to read as follows:
  - 4. The parent and child relationship between a child and:
  - a. The natural mother, may be established by:

(cf: P.L.2018, c.18, s.10)

- (1) proof of her having given birth to the child unless the child is born in connection with a gestational carrier agreement executed in accordance with the provisions of P.L.2018, c.18 (C.9:17-60 et al.), or
  - (2) under P.L.1983, c.17 (C.9:17-38 et seq.);
- The natural father, may be established by proof that his 35 paternity has been adjudicated under prior law; under the laws 36 37 governing probate; by giving full faith and credit to a determination 38 of paternity made by any other state or jurisdiction, whether 39 established through voluntary acknowledgment or through judicial 40 or administrative processes; by a Certificate of Parentage as 41 provided in section 7 of P.L.1994, c.164 (C.26:8-28.1) that is 42 executed by the father, including an unemancipated minor, prior to 43 or after the birth of a child, and filed with the appropriate State 44 agency; by a default [judgment] judgement or order of the court; or 45 by an order of the court based on a blood test or genetic test that 46 meets or exceeds the specific threshold probability as set by 47 subsection i. of section 11 of P.L.1983, c.17 (C.9:17-48) creating a 48 rebuttable presumption of paternity.

In accordance with 42 U.S.C. s.666(a)(5), a signed voluntary acknowledgment of paternity shall be considered a legal finding of paternity subject to the right of the signatory to rescind the acknowledgment within 60 days of the date of signing, or by the date of establishment of a support order to which the signatory is a party, whichever is earlier.

The adjudication of paternity shall only be voided upon a finding that there exists clear and convincing evidence of: fraud, duress or a material mistake of fact, with the burden of proof upon the challenger;

- c. (1) An adoptive parent, may be established by proof of adoption;
- (2) An intended parent, may be established by proof of an order of parentage related to a gestational carrier agreement executed in accordance with the provisions of P.L.2018, c.18 (C.9:17-60 et al.);
- (3) A co-parent, may be established by proof of a judgement of adoption issued by the court pursuant to section 3 of P.L. , c. (pending before the Legislature as this bill).
- d. The natural [mother or the natural father] mother's or natural father's parental rights, may be terminated by an order of a court of competent jurisdiction in granting a [judgment] judgement of adoption or as the result of an action to terminate parental rights;
- e. The establishment of the parent and child relationship pursuant to subsections a., b., and c. of this section shall be the basis upon which an action for child support may be brought by a party and acted upon by the court without further evidentiary proceedings;
- f. In any case in which the parties execute a Certificate of Parentage or a rebuttable presumption of paternity is created through genetic testing, the presumption of paternity under section 6 of P.L.1983, c.17 (C.9:17-43) shall not apply;
- g. Pursuant to the provisions of 42 U.S.C. s.666(a)(5), the child and other parties in a contested paternity case shall submit to a genetic test upon the request of one of the parties, unless that person has good cause for refusal, if the request is supported by a sworn statement by the requesting party:
- (1) alleging paternity and setting forth the facts establishing a reasonable possibility of the requisite sexual contact between the parties; or
- (2) denying paternity and setting forth the facts establishing a reasonable possibility of the nonexistence of sexual contact between the parties;
- h. In a contested paternity case in which the State IV-D agency requires or the court orders genetic testing, the State IV-D agency shall:
- 46 (1) pay the costs of the genetic test and may recoup payment 47 from the alleged father whose paternity is established; and

#### S3528 SCUTARI, CODEY

(2) obtain additional testing if the initial test results are contested, and upon the request and advance payment for the additional test by the contestant.

(cf: P.L.2018, c.18, s.11)

6. This act shall take effect on the first day of the third month next following the date of enactment.

#### **STATEMENT**

This bill provides a process by which couples, in which one spouse or partner in civil union is either a natural parent or a person treated in State law as a legal parent of a child conceived through the use of assisted reproduction and born during the civil union or marriage, can seek a judgement of adoption from the court, in lieu of pursuing a confirmatory adoption. The judgement of adoption would confirm the parental rights of the other spouse or civil union partner who may not be genetically related to the child, and the bill refers to the parental rights confirmed through this process as those of "co-parent." The bill defines "assisted reproduction" as medical procedures to facilitate human reproduction that involve human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. The term shall not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the "New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.).

The bill provides that a couple may jointly file a complaint for a judgment of adoption with the Superior Court of the county where they reside or where one of the parties to the action resides. The complaint is to include: proof of a valid civil union or marriage between the individuals issued prior to the birth of the child; an original birth certificate issued by the State Registrar of Vital Statistics on which both individuals are listed as parents of the child; and a written declaration signed by both individuals that describes in sufficient detail how the child was conceived and identifies any other involved parties so that the court may determine whether those individuals may have parental rights to the child. The term "co-parent" would refer to either or both spouses or partners.

The bill provides that the court, if it determines that the parental rights of any other individuals have been relinquished, is to issue a judgement of adoption confirming both current or former partners in civil union or current or former spouses as the legal parents of the child, without the need for an appearance by the parties. The bill further provides, if the court determines that another individual may have parental rights to the child, the court is to order and conduct a

#### S3528 SCUTARI, CODEY

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hearing on the matter, providing notice to all parties, before issuing
a judgement of adoption.

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Per the bill's provisions, no home study or background check may be required by the court in order to issue a judgement of adoption pursuant to this process, and this process would not be available to the intended parents of a child born to a gestational carrier pursuant to the provisions of the "New Jersey Gestational Carrier Act," P.L.2018, c.18 (C.9:17-60 et al).

9 Birth certificates are administrative records and do not confer 10 parentage rights. The U.S. Supreme Court's 2017 decision in Pavan 11 v. Smith, 137 S. Ct. 2075 (2017), held that states cannot treat 12 married same-sex couples differently from opposite-sex couples 13 where the issuance of birth certificates is concerned. Currently, the 14 spouse or partner in civil union who may not be biologically related 15 to a child conceived through assisted reproduction may be named as 16 a parent on the child's birth certificate issued in the State, but is still 17 required to complete an adoption to confirm legal parentage. This 18 bill provides a process through which spouses and partners in civil 19 union can obtain a judgement of adoption that reflects that both 20 spouses or partners in civil union are legal parents of the child.

#### ASSEMBLY HUMAN SERVICES COMMITTEE

#### STATEMENT TO

#### SENATE, No. 3528

## STATE OF NEW JERSEY

DATED: DECEMBER 9, 2019

The Assembly Human Services Committee reports favorably Senate Bill No. 3528.

This bill provides a process by which couples, in which one spouse or partner in civil union is either a natural parent or a person treated in State law as a legal parent of a child conceived through the use of assisted reproduction and born during the civil union or marriage, can seek a judgement of adoption from the court, in lieu of pursuing a confirmatory adoption. The judgement of adoption would confirm the parental rights of the other spouse or civil union partner who may not be genetically related to the child, and the bill refers to the parental rights confirmed through this process as those of "co-parent." The bill defines "assisted reproduction" as medical procedures to facilitate human reproduction that involve human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. The term does not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the "New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.).

The bill provides that a couple may jointly file a complaint for a judgment of adoption with the Superior Court of the county where they reside or where one of the parties to the action resides. The complaint is to include: proof of a valid civil union or marriage between the individuals issued prior to the birth of the child; an original birth certificate issued by the State Registrar of Vital Statistics on which both individuals are listed as parents of the child; and a written declaration signed by both individuals that describes in sufficient detail how the child was conceived and identifies any other involved parties so that the court may determine whether those individuals may have parental rights to the child. The term "co-parent" would refer to either or both spouses or partners.

The bill provides that the court, if it determines that the parental rights of any other individuals have been relinquished, is to issue a judgement of adoption confirming both current or former partners in civil union or current or former spouses as the legal parents of the child, without the need for an appearance by the parties. The bill further provides, if the court determines that another individual

may have parental rights to the child, the court is to order and conduct a hearing on the matter, providing notice to all parties, before issuing a judgement of adoption.

Per the bill's provisions, no home study or background check may be required by the court in order to issue a judgement of adoption pursuant to this process, and this process would not be available to the intended parents of a child born to a gestational carrier pursuant to the provisions of the "New Jersey Gestational Carrier Act," P.L.2018, c.18 (C.9:17-60 et al).

Birth certificates are administrative records and do not confer parentage rights. The U.S. Supreme Court's 2017 decision in Pavan v. Smith, 137 S. Ct. 2075 (2017), held that states cannot treat married same-sex couples differently from opposite-sex couples where the issuance of birth certificates is concerned. Currently, the spouse or partner in civil union who may not be biologically related to a child conceived through assisted reproduction may be named as a parent on the child's birth certificate issued in the State, but is still required to complete an adoption to confirm legal parentage. This bill provides a process through which spouses and partners in civil union can obtain a judgement of adoption that reflects that both spouses or partners in civil union are legal parents of the child.

As reported by the committee, this bill is identical to Assembly Bill No. 5396 (Vainieri Huttle/Quijano/Kennedy), which the committee also reported on this date.

#### ASSEMBLY APPROPRIATIONS COMMITTEE

#### STATEMENT TO

#### SENATE, No. 3528

## STATE OF NEW JERSEY

DATED: DECEMBER 12, 2019

The Assembly Appropriations Committee reports favorably Senate Bill No. 3528.

This bill provides a process by which couples, in which only one marital spouse or partner in civil union is the natural parent or treated under State law as the legal parent of a child (1) who was conceived through the use of assisted reproduction, and (2) born during the civil union or marriage, can seek an expedited judgement of adoption from the court for the other spouse or partner, in lieu of pursuing a standard adoption to establish that spouse's or partner's parentage. This judgement of adoption would specifically confirm the parental rights of the other spouse or partner who may not be genetically related to the child.

Concerning the bill's requirement that the child be conceived by assisted reproduction, the bill defines the term as any medical procedure to facilitate human reproduction that involves human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. Notably, the term would not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the "New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.), as that act provides a separate means by which a party to such an agreement becomes the parent of a child born to a gestational carrier.

The bill provides that a couple may jointly file a complaint for a judgment of adoption with the Superior Court of the county where they reside or where one of the parties to the action resides. The complaint would include: proof of a valid civil union or marriage between the individuals issued prior to the birth of the child; an original birth certificate issued by the State Registrar of Vital Statistics on which both individuals are listed as parents of the child; and a written declaration signed by both individuals that describes in sufficient detail how the child was conceived, and identifies any other involved parties, so that the court may determine whether those individuals may have parental rights to the child.

If the court determines that the parental rights of any other individuals have been relinquished, it would issue, without the need for an appearance by the parties, a judgement of adoption, resulting in both current or former partners in civil union or current or former marital spouses now being recognized as the legal parents of the child. However, if the court determines that another individual may have parental rights to the child, the court would order a hearing on the matter, providing notice to all parties, before taking any action with respect to a judgement of adoption for the non-biologically-related spouse or partner.

Unlike as required under the standard adoption process, a home study or background check would not be needed before the court could proceed, pursuant to the process set forth in the bill, with issuing an order for a judgement of adoption.

The bill's more abbreviated adoption process would give greater recognition to the intended parenthood of a non-biological same-sex marital spouse or civil union partner listed on a birth certificate, which is permitted as determined in the 2017 U.S. Supreme Court decision in Pavan v. Smith, 137 S. Ct. 2075 (2017) (holding that states cannot treat married same-sex couples differently from opposite-sex couples where the issuance of birth certificates is concerned); however, this document alone cannot confer parental rights to the non-biological intended parent because it is only considered an administrative birth record. So while the non-biological spouse or partner may be named as a parent on a child's birth certificate, such person is still, under current law, required to complete a lengthy, standard adoption to confirm legal parentage. This bill would provide a process through which these non-biological spouses and partners can more efficiently obtain a judgement of adoption that reflects that both spouses or partners are legal parents of a child.

As reported, Senate Bill No. 3528 is identical to Assembly Bill No. 5396, as also reported by the committee on this date.

#### **FISCAL IMPACT**:

The Office of Legislative Services (OLS) concludes that the bill would result in an indeterminate decrease in administrative expenditures for the Family Division of the Superior Court due to the efficiencies implemented under the bill regarding the establishment of a process for an expedited judgment of adoption under certain circumstances. Without more information from the Judiciary, the OLS cannot quantify this impact.

#### SENATE JUDICIARY COMMITTEE

#### STATEMENT TO

#### SENATE, No. 3528

## STATE OF NEW JERSEY

DATED: MAY 30, 2019

The Senate Judiciary Committee reports favorably Senate Bill No. 3528.

This bill provides a process by which couples, in which only one marital spouse or partner in civil union is the natural parent or treated under State law as the legal parent of a child (1) who was conceived through the use of assisted reproduction, and (2) born during the civil union or marriage, can seek an expedited judgement of adoption from the court for the other spouse or partner, in lieu of pursuing a standard adoption to establish that spouse's or partner's parentage. This judgement of adoption would specifically confirm the parental rights of the other spouse or partner who may not be genetically related to the child.

Concerning the bill's requirement that the child be conceived by assisted reproduction, the bill defines the term as any medical procedure to facilitate human reproduction that involves human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. Notably, the term would not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the "New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.), as that act provides a separate means by which a party to such an agreement becomes the parent of a child born to a gestational carrier.

The bill provides that a couple may jointly file a complaint for a judgment of adoption with the Superior Court of the county where they reside or where one of the parties to the action resides. The complaint would include: proof of a valid civil union or marriage between the individuals issued prior to the birth of the child; an original birth certificate issued by the State Registrar of Vital Statistics on which both individuals are listed as parents of the child; and a written declaration signed by both individuals that describes in sufficient detail how the child was conceived, and identifies any other involved parties, so that the court may determine whether those individuals may have parental rights to the child.

If the court determines that the parental rights of any other individuals have been relinquished, it would issue, without the need for an appearance by the parties, a judgement of adoption, resulting in both current or former partners in civil union or current or former marital spouses now being recognized as the legal parents of the child. However, if the court determines that another individual may have parental rights to the child, the court would order a hearing on the matter, providing notice to all parties, before taking any action with respect to a judgement of adoption for the non-biologically-related spouse or partner.

Unlike as required under the standard adoption process, a home study or background check would not be needed before the court could proceed, pursuant to the process set forth in the bill, with issuing an order for a judgement of adoption.

The bill's more abbreviated adoption process would give greater recognition to the intended parenthood of a non-biological same-sex marital spouse or civil union partner listed on a birth certificate, which is permitted as determined in the 2017 U.S. Supreme Court decision in Pavan v. Smith, 137 S. Ct. 2075 (2017) (holding that states cannot treat married same-sex couples differently from opposite-sex couples where the issuance of birth certificates is concerned); however, this document alone cannot confer parental rights to the non-biological intended parent because it is only considered an administrative birth record. So while the nonbiological spouse or partner may be named as a parent on a child's birth certificate, such person is still, under current law, required to complete a lengthy, standard adoption to confirm legal parentage. This bill would provide a process through which these nonbiological spouses and partners can more efficiently obtain a judgement of adoption that reflects that both spouses or partners are legal parents of a child.

# LEGISLATIVE FISCAL ESTIMATE SENATE, No. 3528 STATE OF NEW JERSEY 218th LEGISLATURE

**DATED: JUNE 13, 2019** 

#### **SUMMARY**

Synopsis: Establishes process to obtain judgement of adoption for civil union

partner or spouse of natural or legal parent of child when that person

is named as parent on child's birth certificate.

**Type of Impact:** Indeterminate cost saving; General Fund.

**Agencies Affected:** The Judiciary, Superior Court, Family Division.

#### Office of Legislative Services Estimate

Fiscal Impact	<u>Annual</u>
State Expenditures	Indeterminate decrease

• The Office of Legislative Services (OLS) concludes that the bill would result in an indeterminate decrease in administrative expenditures for the Family Division of the Superior Court due to the efficiencies implemented under the bill regarding the establishment of a process for an expedited judgement of adoption under certain circumstances. Without more information from the Judiciary, however, the OLS cannot quantify this impact.

#### **BILL DESCRIPTION**

This bill provides a process by which couples, in which only one marital spouse or partner in civil union is the natural parent or treated under State law as the legal parent of a child (1) who was conceived through the use of assisted reproduction, and (2) born during the civil union or marriage, can seek an expedited judgement of adoption from the court for the other spouse or partner, in lieu of pursuing a standard adoption to establish that spouse's or partner's parentage. This judgement of adoption would specifically confirm the parental rights of the other spouse or partner who may not be genetically related to the child.

Concerning the bill's requirement that the child be conceived by assisted reproduction, the bill defines the term as any medical procedure to facilitate human reproduction that involves human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. Notably, the term would not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the



"New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.), as that act provides a separate means by which a party to such an agreement becomes the parent of a child born to a gestational carrier.

The bill provides that a couple may jointly file a complaint for a judgment of adoption with the Superior Court of the county where they reside or where one of the parties to the action resides. The complaint would include: proof of a valid civil union or marriage between the individuals issued prior to the birth of the child; an original birth certificate issued by the State Registrar of Vital Statistics on which both individuals are listed as parents of the child; and a written declaration signed by both individuals that describes in sufficient detail how the child was conceived, and identifies any other involved parties, so that the court may determine whether those individuals may have parental rights to the child.

If the court determines that the parental rights of any other individuals have been relinquished, it would issue, without the need for an appearance by the parties, a judgement of adoption, resulting in both current or former partners in civil union or current or former marital spouses now being recognized as the legal parents of the child. However, if the court determines that another individual may have parental rights to the child, the court would order a hearing on the matter, providing notice to all parties, before taking any action with respect to a judgement of adoption for the non-biologically-related spouse or partner.

Unlike as required under the standard adoption process, a home study or background check would not be needed before the court could proceed, pursuant to the process set forth in the bill, with issuing an order for a judgement of adoption.

#### FISCAL ANALYSIS

#### EXECUTIVE BRANCH

None received.

#### OFFICE OF LEGISLATIVE SERVICES

The OLS concludes that the bill would result in an indeterminate decrease in administrative expenditures for the Family Division of the Superior Court due to the efficiencies implemented under the bill regarding the establishment of a process for an expedited judgement of adoption under certain circumstances. However, without more information from the Judiciary, the OLS cannot quantify this impact.

Under the bill, certain spouses and partners in a civil union can obtain a judgement of adoption that reflects that both spouses or partners in the civil union are legal parents of a child without appearing before the court. Furthermore, such couples would also not need a home study or background check before the court could proceed with the judgement. While these requirements of a standard adoption are the financial responsibility of the couple, eliminating these steps under the bill decreases the resources and staff needed to process any applicable complaints. As such, the Family Division may realize certain administrative cost savings due to these simplified procedures. The OLS does not have access to the actual cost incurred by the division under the standard adoption process, or the number of couples in any given year that may be effected by this bill and, therefore, cannot quantify the fiscal impact of the bill.

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Section: Human Services
Analyst: Sarah Schmidt

Senior Research Analyst

Approved: Frank W. Haines III

Legislative Budget and Finance Officer

This legislative fiscal estimate has been produced by the Office of Legislative Services due to the failure of the Executive Branch to respond to our request for a fiscal note.

This fiscal estimate has been prepared pursuant to P.L.1980, c.67 (C.52:13B-6 et seq.).

## ASSEMBLY, No. 5396

## STATE OF NEW JERSEY

### 218th LEGISLATURE

INTRODUCED MAY 20, 2019

**Sponsored by:** 

Assemblywoman VALERIE VAINIERI HUTTLE
District 37 (Bergen)
Assemblywoman ANNETTE QUIJANO
District 20 (Union)
Assemblyman JAMES J. KENNEDY
District 22 (Middlesex, Somerset and Union)

#### **SYNOPSIS**

Establishes process to obtain judgement of adoption for civil union partner or spouse of natural or legal parent of child when that person is named as parent on child's birth certificate.

#### **CURRENT VERSION OF TEXT**

As introduced.



(Sponsorship Updated As Of: 6/7/2019)

AN ACT concerning parentage of the partner in civil union or spouse of a natural or legal parent of a child and birth certificates, supplementing Title 9 of the Revised Statutes and amending P.L.1983, c.17.

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

- 1. (New section) The Legislature finds and declares that:
- a. Modern medical advances have made parenthood possible for many couples that would not otherwise be able to have their own child, thanks to the availability of assisted reproduction procedures.
- b. These procedures have enabled same-sex couples, opposite-sex couples dealing with infertility, and transgender and non-binary individuals, to become parents.
- c. Societal recognition of the rights of lesbian, gay, bisexual, transgender, and non-binary individuals, in combination with advances in assisted reproduction, has outpaced changes in the law concerning processes for establishing legal parentage.
- d. A spouse or partner in civil union who may not be genetically related to the child or who may not have gestated the child born to the couple through assisted reproduction is required to go through the lengthy and expensive process of adopting the child in order to confirm legal parentage.
- e. By streamlining the process by which couples in this situation can legally confirm that both spouses in a marriage or both partners in civil union are parents of the child, this act reflects the current reality of many families in New Jersey, while ensuring that the rights of any other individuals who may have parental rights to the child are addressed.
- f. In order to ensure that couples who have used assisted reproduction may have a non-genetic parent's rights afforded full faith and credit in all states, as guaranteed by the United States Constitution, this bill establishes a process to obtain a judgement of adoption from the court that optimizes judicial efficiency and use of court personnel.

- 2. (New section) As used in this act:
- "Assisted reproduction" means medical procedures to facilitate human reproduction that involve human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. The term shall not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the "New Jersey

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

1 Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.).

"Co-parent" means an individual who is the current or former partner in civil union or the current or former spouse of a natural parent or person treated in State law as a legal parent of a child conceived through the use of assisted reproduction and born during the civil union or marriage, and who may not be a biological parent of that child. The term "co-parent" shall refer to either a natural parent or a person treated in State law as a legal parent of the child, the current or former partner in civil union or the current or former spouse of the natural parent or person treated in State law as a legal parent, or both, provided that both individuals are named on the child's birth certificate as parents and a court has issued an order of parentage pursuant to the provisions of section 3 of P.L. c. (C. ) (pending before the Legislature as this bill). "Coparent" shall not include an intended parent pursuant to the "New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.).

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- 3. (New section) a. A natural parent or person treated in State law as a legal parent of the child, and the current or former partner in civil union or the current or former spouse of the natural parent or person treated in State law as a legal parent may jointly file a complaint for a judgement of adoption with the Superior Court, Chancery Division, Family Part of the county of residence of the spouse, civil union partners, or one of the parties to the action.
  - b. Attached to the complaint shall be:
- (1) proof of a valid civil union or marriage between the natural or legal parent and that person's partner in civil union or spouse, issued prior to the birth of the child;
- (2) an original birth certificate issued by the State Registrar of Vital Statistics on which both partners in civil union or spouses are listed as parents of the child; and
- (3) a written declaration signed by both parties to the action that describes in sufficient detail how the child was conceived and identifies any other involved parties so that the court may determine whether those individuals have parental rights to the child.
- c. The court shall, if it determines that the parental rights of any other interested individual have been relinquished or terminated, issue a judgement of adoption confirming both parties to the action as the legal parents of the child, without the need for an appearance by the parties.
- d. The court shall, if it determines that another individual may have existing parental rights to the child, order and conduct a hearing on the matter, providing notice to all parties, before issuing a judgement of adoption.
- e. No home study or background check shall be required by the court in order to issue a judgement of adoption pursuant to this act.

- f. The process provided by this section shall not be available to the intended parents of a child born to a gestational carrier pursuant to the provisions of the "New Jersey Gestational Carrier Act," P.L.2018, c.18 (C.9:17-60 et al.).
  - g. Nothing in this act shall be deemed to summarily extinguish or terminate the parental rights of any individual.
  - h. Nothing in this act shall be deemed to confer parental rights through a birth certificate.
  - i. The Supreme Court may establish court rules as necessary to effectuate the provisions of this act.

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- 4. Section 2 of P.L.1983, c.17 (C.9:17-39) is amended to read as follows:
- 2. As used in [this act] P.L.1983, c.17 (C.9:17-38 et seq.), 14 15 "parent and child relationship" means the legal relationship existing 16 between a child and the child's natural or adoptive parents, between 17 a child and the child's co-parents pursuant to the provisions of P.L., 18 c. (C. ) (pending before the Legislature as this bill), or between 19 the child and the child's intended parents pursuant to a gestational 20 carrier agreement executed in accordance with the provisions of 21 P.L.2018, c.18 (C.9:17-60 et al.), incident to which the law confers 22 or imposes rights, privileges, duties, and obligations. It includes the 23 mother and child relationship and the father and child relationship.

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- 5. Section 4 of P.L.1983, c.17 (C.9:17-41) is amended to read as follows:
  - 4. The parent and child relationship between a child and:
  - a. The natural mother, may be established by:
- (1) proof of her having given birth to the child unless the child is born in connection with a gestational carrier agreement executed in accordance with the provisions of P.L.2018, c.18 (C.9:17-60 et al.), or
- (2) under P.L.1983, c.17 (C.9:17-38 et seq.);

(cf: P.L.2018, c.18, s.10)

The natural father, may be established by proof that his 35 paternity has been adjudicated under prior law; under the laws 36 37 governing probate; by giving full faith and credit to a determination 38 of paternity made by any other state or jurisdiction, whether 39 established through voluntary acknowledgment or through judicial 40 or administrative processes; by a Certificate of Parentage as 41 provided in section 7 of P.L.1994, c.164 (C.26:8-28.1) that is 42 executed by the father, including an unemancipated minor, prior to 43 or after the birth of a child, and filed with the appropriate State agency; by a default [judgment] judgement or order of the court; or 44 45 by an order of the court based on a blood test or genetic test that 46 meets or exceeds the specific threshold probability as set by 47 subsection i. of section 11 of P.L.1983, c.17 (C.9:17-48) creating a 48 rebuttable presumption of paternity.

In accordance with 42 U.S.C. s.666(a)(5), a signed voluntary acknowledgment of paternity shall be considered a legal finding of paternity subject to the right of the signatory to rescind the acknowledgment within 60 days of the date of signing, or by the date of establishment of a support order to which the signatory is a party, whichever is earlier.

The adjudication of paternity shall only be voided upon a finding that there exists clear and convincing evidence of: fraud, duress or a material mistake of fact, with the burden of proof upon the challenger;

- c. (1) An adoptive parent, may be established by proof of adoption;
- (2) An intended parent, may be established by proof of an order of parentage related to a gestational carrier agreement executed in accordance with the provisions of P.L.2018, c.18 (C.9:17-60 et al.);
- (3) A co-parent, may be established by proof of a judgement of adoption issued by the court pursuant to section 3 of P.L., c. (pending before the Legislature as this bill).
- d. The natural [mother or the natural father] mother's or natural father's parental rights, may be terminated by an order of a court of competent jurisdiction in granting a [judgment] judgement of adoption or as the result of an action to terminate parental rights;
- e. The establishment of the parent and child relationship pursuant to subsections a., b., and c. of this section shall be the basis upon which an action for child support may be brought by a party and acted upon by the court without further evidentiary proceedings;
- f. In any case in which the parties execute a Certificate of Parentage or a rebuttable presumption of paternity is created through genetic testing, the presumption of paternity under section 6 of P.L.1983, c.17 (C.9:17-43) shall not apply;
- g. Pursuant to the provisions of 42 U.S.C. s.666(a)(5), the child and other parties in a contested paternity case shall submit to a genetic test upon the request of one of the parties, unless that person has good cause for refusal, if the request is supported by a sworn statement by the requesting party:
- (1) alleging paternity and setting forth the facts establishing a reasonable possibility of the requisite sexual contact between the parties; or
- (2) denying paternity and setting forth the facts establishing a reasonable possibility of the nonexistence of sexual contact between the parties;
- h. In a contested paternity case in which the State IV-D agency requires or the court orders genetic testing, the State IV-D agency shall:
- 46 (1) pay the costs of the genetic test and may recoup payment 47 from the alleged father whose paternity is established; and

#### **A5396** VAINIERI HUTTLE, QUIJANO

(2) obtain additional testing if the initial test results are contested, and upon the request and advance payment for the additional test by the contestant.

4 (cf: P.L.2018, c.18, s.11)

6. This act shall take effect on the first day of the third month next following the date of enactment.

#### **STATEMENT**

This bill provides a process by which couples, in which one spouse or partner in civil union is either a natural parent or a person treated in State law as a legal parent of a child conceived through the use of assisted reproduction and born during the civil union or marriage, can seek a judgement of adoption from the court, in lieu of pursuing a confirmatory adoption. The judgement of adoption would confirm the parental rights of the other spouse or civil union partner who may not be genetically related to the child, and the bill refers to the parental rights confirmed through this process as those of "co-parent." The bill defines "assisted reproduction" as medical procedures to facilitate human reproduction that involve human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. The term shall not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the "New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.).

The bill provides that a couple may jointly file a complaint for a judgment of adoption with the Superior Court of the county where they reside or where one of the parties to the action resides. The complaint is to include: proof of a valid civil union or marriage between the individuals issued prior to the birth of the child; an original birth certificate issued by the State Registrar of Vital Statistics on which both individuals are listed as parents of the child; and a written declaration signed by both individuals that describes in sufficient detail how the child was conceived and identifies any other involved parties so that the court may determine whether those individuals may have parental rights to the child. The term "co-parent" would refer to either or both spouses or partners.

The bill provides that the court, if it determines that the parental rights of any other individuals have been relinquished, is to issue a judgement of adoption confirming both current or former partners in civil union or current or former spouses as the legal parents of the child, without the need for an appearance by the parties. The bill further provides, if the court determines that another individual may have parental rights to the child, the court is to order and conduct a

#### **A5396** VAINIERI HUTTLE, QUIJANO

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hearing on the matter, providing notice to all parties, before issuing
a judgement of adoption.

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Per the bill's provisions, no home study or background check may be required by the court in order to issue a judgement of adoption pursuant to this process, and this process would not be available to the intended parents of a child born to a gestational carrier pursuant to the provisions of the "New Jersey Gestational Carrier Act," P.L.2018, c.18 (C.9:17-60 et al).

9 Birth certificates are administrative records and do not confer 10 parentage rights. The U.S. Supreme Court's 2017 decision in Pavan 11 v. Smith, 137 S. Ct. 2075 (2017), held that states cannot treat married same-sex couples differently from opposite-sex couples 12 13 where the issuance of birth certificates is concerned. Currently, the 14 spouse or partner in civil union who may not be biologically related 15 to a child conceived through assisted reproduction may be named as 16 a parent on the child's birth certificate issued in the State, but is still required to complete an adoption to confirm legal parentage. This 17 18 bill provides a process through which spouses and partners in civil 19 union can obtain a judgement of adoption that reflects that both 20 spouses or partners in civil union are legal parents of the child.

#### ASSEMBLY HUMAN SERVICES COMMITTEE

#### STATEMENT TO

#### ASSEMBLY, No. 5396

## STATE OF NEW JERSEY

DATED: DECEMBER 9, 2019

The Assembly Human Services Committee reports favorably Assembly Bill No. 5396.

This bill provides a process by which couples, in which one spouse or partner in civil union is either a natural parent or a person treated in State law as a legal parent of a child conceived through the use of assisted reproduction and born during the civil union or marriage, can seek a judgement of adoption from the court, in lieu of pursuing a confirmatory adoption. The judgement of adoption would confirm the parental rights of the other spouse or civil union partner who may not be genetically related to the child, and the bill refers to the parental rights confirmed through this process as those of "co-parent." The bill defines "assisted reproduction" as medical procedures to facilitate human reproduction that involve human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. The term does not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the "New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.).

The bill provides that a couple may jointly file a complaint for a judgment of adoption with the Superior Court of the county where they reside or where one of the parties to the action resides. The complaint is to include: proof of a valid civil union or marriage between the individuals issued prior to the birth of the child; an original birth certificate issued by the State Registrar of Vital Statistics on which both individuals are listed as parents of the child; and a written declaration signed by both individuals that describes in sufficient detail how the child was conceived and identifies any other involved parties so that the court may determine whether those individuals may have parental rights to the child. The term "co-parent" would refer to either or both spouses or partners.

The bill provides that the court, if it determines that the parental rights of any other individuals have been relinquished, is to issue a judgement of adoption confirming both current or former partners in civil union or current or former spouses as the legal parents of the child, without the need for an appearance by the parties. The bill further provides, if the court determines that another individual

may have parental rights to the child, the court is to order and conduct a hearing on the matter, providing notice to all parties, before issuing a judgement of adoption.

Per the bill's provisions, no home study or background check may be required by the court in order to issue a judgement of adoption pursuant to this process, and this process would not be available to the intended parents of a child born to a gestational carrier pursuant to the provisions of the "New Jersey Gestational Carrier Act," P.L.2018, c.18 (C.9:17-60 et al).

Birth certificates are administrative records and do not confer parentage rights. The U.S. Supreme Court's 2017 decision in Pavan v. Smith, 137 S. Ct. 2075 (2017), held that states cannot treat married same-sex couples differently from opposite-sex couples where the issuance of birth certificates is concerned. Currently, the spouse or partner in civil union who may not be biologically related to a child conceived through assisted reproduction may be named as a parent on the child's birth certificate issued in the State, but is still required to complete an adoption to confirm legal parentage. This bill provides a process through which spouses and partners in civil union can obtain a judgement of adoption that reflects that both spouses or partners in civil union are legal parents of the child.

As reported by the committee, this bill is identical to Senate Bill No. 3528 (Scutari/Codey), which the committee also reported on this date.

#### ASSEMBLY APPROPRIATIONS COMMITTEE

#### STATEMENT TO

#### ASSEMBLY, No. 5396

## STATE OF NEW JERSEY

DATED: DECEMBER 12, 2019

The Assembly Appropriations Committee reports favorably Assembly Bill No. 5396.

This bill provides a process by which couples, in which only one marital spouse or partner in civil union is the natural parent or treated under State law as the legal parent of a child (1) who was conceived through the use of assisted reproduction, and (2) born during the civil union or marriage, can seek an expedited judgement of adoption from the court for the other spouse or partner, in lieu of pursuing a standard adoption to establish that spouse's or partner's parentage. This judgement of adoption would specifically confirm the parental rights of the other spouse or partner who may not be genetically related to the child.

Concerning the bill's requirement that the child be conceived by assisted reproduction, the bill defines the term as any medical procedure to facilitate human reproduction that involves human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. Notably, the term would not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the "New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.), as that act provides a separate means by which a party to such an agreement becomes the parent of a child born to a gestational carrier.

The bill provides that a couple may jointly file a complaint for a judgment of adoption with the Superior Court of the county where they reside or where one of the parties to the action resides. The complaint would include: proof of a valid civil union or marriage between the individuals issued prior to the birth of the child; an original birth certificate issued by the State Registrar of Vital Statistics on which both individuals are listed as parents of the child; and a written declaration signed by both individuals that describes in sufficient detail how the child was conceived, and identifies any other involved parties, so that the court may determine whether those individuals may have parental rights to the child.

If the court determines that the parental rights of any other individuals have been relinquished, it would issue, without the need for an appearance by the parties, a judgement of adoption, resulting in both current or former partners in civil union or current or former marital spouses now being recognized as the legal parents of the child. However, if the court determines that another individual may have parental rights to the child, the court would order a hearing on the matter, providing notice to all parties, before taking any action with respect to a judgement of adoption for the non-biologically-related spouse or partner.

Unlike as required under the standard adoption process, a home study or background check would not be needed before the court could proceed, pursuant to the process set forth in the bill, with issuing an order for a judgement of adoption.

The bill's more abbreviated adoption process would give greater recognition to the intended parenthood of a non-biological same-sex marital spouse or civil union partner listed on a birth certificate, which is permitted as determined in the 2017 U.S. Supreme Court decision in Pavan v. Smith, 137 S. Ct. 2075 (2017) (holding that states cannot treat married same-sex couples differently from opposite-sex couples where the issuance of birth certificates is concerned); however, this document alone cannot confer parental rights to the non-biological intended parent because it is only considered an administrative birth record. So while the non-biological spouse or partner may be named as a parent on a child's birth certificate, such person is still, under current law, required to complete a lengthy, standard adoption to confirm legal parentage. This bill would provide a process through which these non-biological spouses and partners can more efficiently obtain a judgement of adoption that reflects that both spouses or partners are legal parents of a child.

As reported, Assembly Bill No. 5396 is identical to Senate Bill No. 3528, as also reported by the committee on this date.

#### **FISCAL IMPACT**:

The Office of Legislative Services (OLS) concludes that the bill would result in an indeterminate decrease in administrative expenditures for the Family Division of the Superior Court due to the efficiencies implemented under the bill regarding the establishment of a process for an expedited judgment of adoption under certain circumstances. Without more information from the Judiciary, the OLS cannot quantify this impact.

# LEGISLATIVE FISCAL ESTIMATE SENATE, No. 3528 STATE OF NEW JERSEY 218th LEGISLATURE

**DATED: JUNE 13, 2019** 

#### **SUMMARY**

Synopsis: Establishes process to obtain judgement of adoption for civil union

partner or spouse of natural or legal parent of child when that person

is named as parent on child's birth certificate.

**Type of Impact:** Indeterminate cost saving; General Fund.

**Agencies Affected:** The Judiciary, Superior Court, Family Division.

#### Office of Legislative Services Estimate

Fiscal Impact	<u>Annual</u>
State Expenditures	Indeterminate decrease

• The Office of Legislative Services (OLS) concludes that the bill would result in an indeterminate decrease in administrative expenditures for the Family Division of the Superior Court due to the efficiencies implemented under the bill regarding the establishment of a process for an expedited judgement of adoption under certain circumstances. Without more information from the Judiciary, however, the OLS cannot quantify this impact.

#### **BILL DESCRIPTION**

This bill provides a process by which couples, in which only one marital spouse or partner in civil union is the natural parent or treated under State law as the legal parent of a child (1) who was conceived through the use of assisted reproduction, and (2) born during the civil union or marriage, can seek an expedited judgement of adoption from the court for the other spouse or partner, in lieu of pursuing a standard adoption to establish that spouse's or partner's parentage. This judgement of adoption would specifically confirm the parental rights of the other spouse or partner who may not be genetically related to the child.

Concerning the bill's requirement that the child be conceived by assisted reproduction, the bill defines the term as any medical procedure to facilitate human reproduction that involves human gametes or pre-embryos, including, but not limited to artificial insemination, in vitro fertilization, embryo transfers and similar procedures. Notably, the term would not include the use of assisted reproduction in connection with a gestational carrier agreement pursuant to the



"New Jersey Gestational Carrier Agreement Act," P.L.2018, c.18 (C.9:17-60 et al.), as that act provides a separate means by which a party to such an agreement becomes the parent of a child born to a gestational carrier.

The bill provides that a couple may jointly file a complaint for a judgment of adoption with the Superior Court of the county where they reside or where one of the parties to the action resides. The complaint would include: proof of a valid civil union or marriage between the individuals issued prior to the birth of the child; an original birth certificate issued by the State Registrar of Vital Statistics on which both individuals are listed as parents of the child; and a written declaration signed by both individuals that describes in sufficient detail how the child was conceived, and identifies any other involved parties, so that the court may determine whether those individuals may have parental rights to the child.

If the court determines that the parental rights of any other individuals have been relinquished, it would issue, without the need for an appearance by the parties, a judgement of adoption, resulting in both current or former partners in civil union or current or former marital spouses now being recognized as the legal parents of the child. However, if the court determines that another individual may have parental rights to the child, the court would order a hearing on the matter, providing notice to all parties, before taking any action with respect to a judgement of adoption for the non-biologically-related spouse or partner.

Unlike as required under the standard adoption process, a home study or background check would not be needed before the court could proceed, pursuant to the process set forth in the bill, with issuing an order for a judgement of adoption.

#### FISCAL ANALYSIS

#### EXECUTIVE BRANCH

None received.

#### OFFICE OF LEGISLATIVE SERVICES

The OLS concludes that the bill would result in an indeterminate decrease in administrative expenditures for the Family Division of the Superior Court due to the efficiencies implemented under the bill regarding the establishment of a process for an expedited judgement of adoption under certain circumstances. However, without more information from the Judiciary, the OLS cannot quantify this impact.

Under the bill, certain spouses and partners in a civil union can obtain a judgement of adoption that reflects that both spouses or partners in the civil union are legal parents of a child without appearing before the court. Furthermore, such couples would also not need a home study or background check before the court could proceed with the judgement. While these requirements of a standard adoption are the financial responsibility of the couple, eliminating these steps under the bill decreases the resources and staff needed to process any applicable complaints. As such, the Family Division may realize certain administrative cost savings due to these simplified procedures. The OLS does not have access to the actual cost incurred by the division under the standard adoption process, or the number of couples in any given year that may be effected by this bill and, therefore, cannot quantify the fiscal impact of the bill.

3

Section: Human Services
Analyst: Sarah Schmidt

Senior Research Analyst

Approved: Frank W. Haines III

Legislative Budget and Finance Officer

This legislative fiscal estimate has been produced by the Office of Legislative Services due to the failure of the Executive Branch to respond to our request for a fiscal note.

This fiscal estimate has been prepared pursuant to P.L.1980, c.67 (C.52:13B-6 et seq.).

## Governor Murphy Takes Action on Legislation

01/13/2020

**TRENTON** – Today, Governor Phil Murphy signed the following bills into law:

**A268 (Kean, Egan, Holley/Singer, Gopal)** - "P.I.C.K. Awareness Act"; authorizes issuance of special support recovery license plates.

A790 (Andrzejczak, Land, Mosquera, Mukherji, Downey, Zwicker, Mazzeo/Connors, Singleton) - "Combat to College Act"; grants priority course registration to military service members and veterans attending public institutions of higher education.

A791 (Andrzejczak, Land, Mosquera, Danielsen, Mukherji, Downey, Zwicker/Van Drew, Brown) - Requires institution of higher education to award appropriate credit for student's military service.

**A1212 (McKeon, Gusciora, Vainieri Huttle/Sweeney, Smith, Bateman, Greenstein) -** Clarifies intent of P.L.2007, c.340 regarding NJ's required participation in Regional Greenhouse Gas Initiative.

**A1305 (Greenwald/Rice)** - Renames Mountainview Youth Correctional Facility as "William H. Fauver Youth Correctional Facility."

**A1576 (Conaway, Giblin/Vitale)** - Requires certain health care facilities to provide, and employees to receive, annual influenza vaccination.

A1582 (Conaway, Moriarty, Mosquera, Benson, Pinkin, Giblin, Quijano/Weinberg, Ruiz) - Establishes "Dietetics and Nutrition Licensing Act".

**A1991 (Sumter, Munoz, Mukherji/Singer, Gordon)** - Requires students at institutions of higher education to receive immunization for meningitis in accordance with recommendations of Advisory Committee on Immunization Practices.

**A3101 (Egan Jones, Benson, Land/Singleton)** - Increases minimum annual amounts for appropriation for certain arts, historical heritage, and tourism purposes from hotel and motel occupancy fee revenues.

#### Copy of Statement

**A3160 (Lampitt, Giblin, Murphy/Beach)** - Permits cosmetology and hairstyling school clinics to charge certain fees for services rendered to general public.

**A3832 (Mukherji, McKnight, Chiaravalloti/Cryan, Stack)** - Authorizes municipal tax levy through public question for certain purposes; clarifies ability of local government entities to issue non-recourse bonds; appropriates \$100,000.

**A4493 (Pinkin, Conaway, Vainieri Huttle/Vitale)** - Authorizes expedited partner therapy, under which sexual partners or patients diagnosed with sexually transmitted disease are treated without prior clinical examination.

A4608 (Zwicker, Downey/Weinberg, Kean) - " Applied Behavior Analyst Licensing Act."

**A4710 (Lampitt, Zwicker, Vainieri Huttle/Beach, Turner) -** "Strengthening Gifted and Talented Education Act"; establishes school district responsibilities in educating gifted and talented students.

**A5037 (Pintor Marin, Speight, Vainieri Huttle/Andrzejczak, Greenstein) -** Enhances penalties related to counterfeit drugs.

**A5091 (McKeon, Vainieri Huttle, Pinkin/Pou, Singleton)** - Establishes "Safeguarding Against Financial Exploitation Act."

**A5263 (Tully, Armato/Corrado)** - Requires four-year public institution of higher education to award college credits to firefighters for certain courses completed at county fire academies.

**A5277 (DeAngelo, Houghtaling/Greenstein)** - Eliminates term limits for members of State Board of Examiners of Master Plumbers and State Board of Examiners of Heating, Ventilating, Air Conditioning and Refrigeration Contractors.

**A5624 (Pintor Marin, Munoz, Lampitt/Weinberg, Corrado)** - Requires that State employee serve as Equal Employment Opportunity and Affirmative Action officer for gubernatorial transitions.

**A5625 (Pintor Marin, Munoz, Lampitt/Weinberg, Corrado)** - Requires payment of expenses related to background investigations for certain gubernatorial transition positions.

**A5628 (Pintor Marin, Munoz, McKnight/Weinberg, Corrado)** - Requires Civil Service Commission establish standardize recordkeeping and retention requirements with regard to unclassified State employees.

#### Copy of Statement

**A5631 (Pintor Marin, Munoz, Pinkin/Weinberg, Corrado) -** Specifies certain requirements for State agency review of complaint of workplace discrimination.

#### Copy of Statement

**A5632 (Pintor Marin, Munoz, Reynolds-Jackson/Weinberg)** - Requires certain public employees receive additional training to manage harassment or discrimination complaints.

A5917 (Chiaravalloti, McKnight/Cunningham, Weinberg) - Expands DOH oversight of hospital finances.

**A6007 (McKeon/Pou)** - Requires insurers and insurance groups to submit corporate governance annual disclosure to DOBI Commissioner.

**S463 (Singer, Greenstein/Dancer, Calabrese, DeAngelo)** - Provides for voluntary contributions by taxpayers on gross income tax returns for Meals on Wheels.

**S538 (Oroho, Stack/Wirths, Vaineri Huttle, Bucco)** - Allows long term tax exemption extension for certain low-income housing.

**S775 (Cunningham, Sacco/Sumter, Caride, Vainieri Huttle)** - Establishes Tuition Aid Grant Study Commission to examine New Jersey's Tuition Aid Grant Program and make recommendations regarding improvements to program.

S778 (Cunningham, Kean/Quijano, Jasey, Pintor Marin) - Establishes Campus Sexual Assault Commission.

**S1493 (Stack, Singleton/Quijano, Chaparro, Timberlake)** - Prohibits landlords from requiring residential tenants to pay rent and other related charges through electronic funds transfer; requires landlords to provide receipts for cash payments.

**S1508 (Turner, Singleton/Reynolds-Jackson, Sumter, Wimberly)** - Eliminates motor vehicle surcharges following retirement of bonds and debts tied to surcharges.

**S1834 (Ruiz, Cunningham/Quijano, Murphy)** - Requires each public institution of higher education to post its budget on the institution's website.

**S1953 (Oroho, Cruz-Perez/Space, Andrzejcak, Wirths)** - Directs Dept. of Agriculture to authorize and advise food hubs.

**S1966 (Sweeney, Singleton/Taliaferro)** - Increases death benefit of active member of PFRS and SPRS to 50 percent of final compensation for surviving child or children.

**S2527 (Ruiz, Turner/Lampitt, Quijano, Timberlake)** - Requires Department of Agriculture to promote school meal programs.

**S2533 (Greenstein, Cruz-Perez/Vainieri Huttle, Lopez, Timberlake)** - Requires Office of Victim-Witness Advocacy to provide services to certain inmates.

**S2898 (Madden, Sarlo/Murphy, Mosquera, Vainieri Huttle)** - Establishes "New Jersey Fire and EMS Crisis Intervention Services" telephone hotline; provides funding for hotline through fire inspection fees and penalties.

**S2980 (Ruiz/Lampitt, McKnight)** - Provides that school district may not condition student enrollment in district on fact that MVC does not have name or address of parent or guardian on file.

**S2982 (Ruiz/Lampitt, Mukherji, Lopez)** - Clarifies that child may not be excluded from public school based on membership in protected category under "Law Against Discrimination" or immigration status.

**S2998 (Ruiz/Freiman, Downey)** - Requires creditors to make certain disclosures regarding collateral protection insurance to consumer debtors.

**S3064 (Ruiz, Singleton/Armato, Conaway, Swain)** - Establishes task force to develop State-wide plan to diversify apprenticeships.

**S3066 (Ruiz, Singleton/Lampitt, Mukherji, Benson)** - Creates five year High-Growth Industry Regional Apprenticeship Development Grant Pilot Program.

**S3118 (Ruiz/Speight, Munoz, Tucker)** - Establishes public awareness campaign to promote early conversations about advance care planning and end-of-life care.

**S3124 (Stack/Mukherji)** - Requires landlords to allow tenants to pay rent up to three business days after eviction order or lockout is executed and accept rent payments by any means.

**S3206 (Pou, Cruz-Perez/Lopez, McKeon, Murphy)** - Establishes "Unbanked and Underbanked Consumers Study Commission."

**S3215 (Greenstein, Singleton/Zwicker, Mukherji, Swain)** - Requires State to use 20-year time horizon and most recent Intergovernmental Panel on Climate Change Assessment Report when calculating global warming potential to measure global warming impact of greenhouse gases.

**S3246 (Sarlo, Singleton, Oroho, Bucco/Benson, Bucco, Freiman)** - Establishes elective pass-through entity business alternative income tax and allows corresponding refundable gross income tax and corporation business tax credit.

**S3327 (Ruiz, Cruz-Perez/Lopez, Timberlake)** - Establishes Commission on Latino and Hispanic Heritage in DOE.

**S3348 (Weinberg/Vainieri Huttle, McKnight) -** Requires home health agencies and specialty pharmacies providing services related to bleeding episodes associated with hemophilia to comply with certain minimum practice standards.

**S3528 (Scutari, Codey/Vainieri Huttle, Quijano, Kennedy)** - Establishes process to obtain judgement of adoption for civil union partner or spouse of natural or legal parent of child when that person is named as parent on child's birth certificate.

**S3574 (Scutari, Kean, Cryan/Carter, Kennedy, Freiman)** - Requires NJT to conduct feasibility study on restoring one-seat ride to Manhattan on Raritan Valley Line.

Governor Murphy conditionally vetoed the following bills:

**A2431 (Benson, Jimenez, DeCroce, Eustace/Weinberg, Kean)** – Requires health insurers to provide plans that limit patient cost-sharing concerning certain prescription drug coverage.

#### Copy of Statement

**A4978 (Timberlake, Zwicker, Vainieri Huttle/Greenstein, Cryan)** – Prohibits online education services from using and disclosing certain information, engaging in targeted advertising, and requires deletion of certain information in certain circumstances.

#### Copy of Statement

**S3920 (Pou/Wimberly, Sumter)** – Concerns provision of energy to certain manufacturing facilities by providing exemptions to certain energy related taxes.

#### Copy of Statement

Governor Murphy absolute vetoed the following bill:

**S4139 (Greenstein/Benson)** - Makes Fiscal Year 2020 supplemental appropriation of \$250,000 to Rutgers University - New Brunswick for School of Dental Medicine - Special Care Treatment Center.

#### Copy of Statement