Site Visit Report

May 26-28, 1998
New Jersey

State and County Experiences with Welfare Reform and Access to Health Care
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State and County Experiences with Welfare Reform and Access to Health Care is the second in a series of site visits to examine how states are implementing federal welfare reform legislation. This project required the efforts of numerous people from New Jersey—including representatives from the state and county governments, advocates for and providers of services to the state’s low-income population, and national and local foundations—and from Washington, D.C.

William Waldman, at the time the commissioner of the New Jersey Department of Human Services (DHSS), suggested this site visit after he participated in a Forum meeting on welfare reform held in Washington. His assistance and that of his staff—Jacquie Tencza, special assistant; Velvet G. Miller, deputy commissioner; Karen Squire, acting director of the Medical Assistance and Health Services Division; and Kathy Krepic, director of the Office of Policy and Planning—proved invaluable.

In Hudson County, we are indebted to Angelica Harrison, director of the Hudson County Division of Social Services, and her staff. During several preparatory trips, they provided key background materials and insights, that helped in organizing informative panel discussions and facility tours. In Monmouth County, Kathleen Brady, director of the county’s Division of Social Services, and her staff were indispensable resources. Their assistance included discussions and facility tours and actively helping to plan for the morning session during the site visit. Their hospitality and gracious hosting of our group are much appreciated.

Also helpful were state officials from the Department of Health and Senior Services (DHSS) and the Department of Labor (DOL). Leonard Fishman, DHSS commissioner and a member of the Forum’s Technical Advisory Group on Devolution and Federalism, was very supportive. His staff—Robert W. Friant, Jr., chief of staff; Cookie Smith, administrative assistant; Anne Weiss, senior assistant commissioner of health planning and regulation; and Leah Z. Ziskin, deputy commissioner for public health services—provided much advice and background information. Matthew McDermott, the manager of DOL’s Business Services Representative Program, also provided outstanding background materials.

Katherine Pinneo, director of the New Jersey-based Forums Institute for Public Policy, was a critical resource. She generously shared her knowledge of the state and of local contacts—information much relied on in developing site visit themes, choosing panelists, and understanding New Jersey’s political culture.

To grapple with issues important to the state’s advocates for and providers of services to the poor, we relied on staff from the New Jersey Health Initiatives Local Funding Partners Program, which is affiliated with the Robert Wood Johnson Foundation. Pauline Seitz and Debra Joy Pérez, the organization’s director and deputy director, pointed to the efforts of local service and advocacy organizations and showered us with data and background information. Through them we met representatives of Catholic Charities, Diocese of Metuchen, who provide health care and housing services to some of the state’s most indigent populations. For sharing their facilities, as well as their personal stories and dedication, we are indebted to Marilyn Wightman, director of Shelters and Housing; Ernest Revoir, area director for Health Services; Mary Davey, assistant executive director; and Sharon Oshatz, program director for Health Centers.

Finally, De Miller, director of Legal Services of New Jersey, Inc., and his staff as well as Ciro Scalera, executive director for the Association for Children of New Jersey, provided help in organizing a roundtable discussion with “Think First New Jersey”—an association of local advocates and service providers who worked closely with the state in developing its welfare reform plan.

Numerous other individuals who provided background information, facility tours, and served on panels are not mentioned here, though some are listed in the site visit agenda. We appreciate their generous gift of time and insights on state and county implementation of welfare reform.

We would be remiss not to thank the Washington participants for their flexibility during our trip and their dedication to understanding welfare reform and health policy issues.

While many helped to prepare the way, it was Research Associate Michael Anzick and Senior Research Associate Dick Hegner who superbly directed this team effort. The editorial skills of Michele Black, publications director, and the logistical skills of Gwen Hughes, a consultant to the Forum, also contributed greatly to the success of the visit.

We are especially grateful for the financial support provided by Forum core funders—the Robert Wood Johnson Foundation and the W. K. Kellogg Foundation—and the Pew Charitable Trusts. Without these generous contributions, the trip—and all that the Washington and the New Jersey participants learned—would not have been possible.

Judith Miller Jones
Director
State and County Experiences with Welfare Reform and Access to Health Care

BACKGROUND

The National Health Policy Forum inaugurated a series of site visits to various states following the enactment of the Personal Responsibility and Work Reconciliation Act of 1996 (P.L. 104-393)—also known as the Temporary Assistance to Needy Families (TANF) program. The goal of this ongoing effort is to allow federal staff from the legislative and executive branches who work on welfare and health issues to view first-hand the effects of that new law on low-income citizens, their participation in paid employment, and their access to needed health care. The series began with a site visit to Kansas in December 1997.

WHY NEW JERSEY?

Among the reasons New Jersey was chosen as the second state to visit were the following:

- The state had planned and was implementing its own comprehensive welfare reform program, known as “Work First New Jersey.”

- New Jersey is the ninth largest state in the nation in population, one of the most densely populated, and one of the most urban. Yet the state is also compact geographically—only three other states are smaller in total area—and this seems to necessitate consensual policymaking, especially as major changes in human services programs are being developed. Accordingly, state welfare reform initiatives have received broad bipartisan support across the terms of a number of governors—both Republican and Democratic.

- Gov. Christine Todd Whitman has played a key leadership role in bringing about welfare reform in New Jersey. She has made a commitment to reinvesting savings from declining caseloads into services for the more difficult-to-place clients left on the welfare rolls after easier-to-place recipients have been removed. (For example, $20 million in savings has been channeled into a special substance abuse initiative for welfare recipients.) She has also charged her cabinet members with cooperating to assure that the welfare reform effort, led by Human Services Commissioner William Waldman and his staff, has the full cooperation of other state agencies that administer programs important to the success of welfare reform. As Health and Senior Services Commissioner Leonard Fishman noted, “In implementing welfare reform, the two agencies [the Department of Human Services (DHS) and the Department of Health and Senior Services (DHSS)] have almost functioned as a single agency.” Among the services being coordinated through interagency activities are transportation, job placement, child care, substance abuse treatment, and health care coverage under the State Child Health Insurance Program (CHIP).

- Welfare reform in New Jersey has been planned and developed through a seemingly very open process, in which advocates for the low-income population and people who provide services to low-income residents of the state were closely consulted each step of the way. While this process seems to have led to general support for the state’s welfare reform efforts, advocates and service providers still have residual concerns—related at least in part to the pace of change—about how welfare reform is being implemented.

- Local control is an important element in the administration of welfare, Medicaid, and social services programs in New Jersey. County welfare agencies are charged with administering most welfare-related programs and have considerable autonomy. In the words of Commissioner Waldman, this “is not an easy partnership,” yet it is “a strength of the system.” County administration helps to assure that these programs accommodate variations in local conditions across the state, as illustrated by the two very disparate counties that were focal points of the site visit.

- The state has historically taken a regulatory approach in health policy. Until 1992, it had an all-payer hospital rate regulation system, which included provisions for reimbursing hospitals for uncompensated care. While that system has been discontinued, hospitals must still treat all patients, regardless of insurance coverage. Of the 83 hospitals in the state, 63 received compensation for charity care from a special hospital relief fund, as of July 1998. The state is seeking demonstration authority to furnish charity care in a managed care context based
on an 1115 waiver. However, the legislature has attempted to alter its mandate from a statewide mandatory indigent managed care program to a regional voluntary program.

- In addition, in 1992, the state enacted legislation that anticipated the federal Health Insurance Portability and Accountability Act of 1996. The state law provides for guaranteed issuance of insurance, modified community rating, standard plans, and individual and small-group market reforms.

- The state has taken a creative approach to the implementation of Title XXI of the Social Security Act, the CHIP program. Medicaid eligibility and coverage for full Medicaid benefits are being extended to all children whose family income is below 133 percent of the federal poverty level (FPL). From 133 to 150 percent of the FPL, a "bridge product" is being made available, with virtually the same benefit coverage as Medicaid. Between 150 and 200 percent of poverty, a partial benefit is being made available with limited copayments and monthly premiums ($15 per month regardless of family size).

Fourteen federal health and welfare policymakers participated in the site visit: three personal staff members from the state congressional delegation (one from both senators' offices and one from the office of a representative from northern New Jersey), two staff members from the General Accounting Office (the director of income security issues and a senior evaluator), one person from the Congressional Research Service, one Senate committee staff person, two staff from the Office of Management and Budget, and five staff from the Department of Health and Human Services (including two from the Health Care Financing Administration, two from the Health Resources and Services Administration, and one from the Substance Abuse and Mental Health Services Administration). In addition, a policy analyst from the National Governors' Association who specializes in issues related to the site visit participated.

THE AGENDA IN BRIEF

On Tuesday evening, May 26, the visit began with a reception and dinner for all major participants from both New Jersey and the federal level. New Jersey attendees included both state and county welfare and health agency staff as well as representatives of private charitable organizations and advocacy groups. Featured speakers were Commissioners Waldman and Fishman. Their remarks set an overall context for the site visit by providing an overview of state policy and the philosophy underlying that policy.

Wednesday, May 27, began with a morning-long briefing by state staff charged with implementation of welfare reform and related initiatives. The first panel consisted of senior officials from the Departments of Human Services and Health and Senior Services who gave an overview of welfare reform activities and related developments in Medicaid, the state CHIP, and public health programs. It was followed by a panel that addressed supportive services for job placement in three areas—transportation, child care, and substance abuse services. A third panel, composed of state staff and a private employer, discussed workforce preparedness issues and the ways the state is reaching out to employers.

Wednesday afternoon was spent at the offices of the Hudson County Division of Social Services in Jersey City. A densely populated urban area, Hudson County is the second largest and one of the poorest of the state's 21 counties. Nearly 24 percent of its children live in families whose incomes are below the federal poverty level, as contrasted with a statewide child poverty rate of 18 percent. The county has a large concentration of immigrant families and was described as a "true port of entry"; one-third of its population is of Hispanic origin.

This phase of the site visit began with a roundtable discussion with senior staff of the agency. Among the concerns that surfaced were the rapid pace of change in public policy in welfare and health as well as the quality of communication between the state and local levels. Site visit participants toured the buildings housing the Hudson County offices and witnessed the very crowded conditions under which the agency must operate. The afternoon concluded with a discussion, highlighting the concerns of local front-line staff.

On Wednesday evening, participants met with a group of advocates collectively known as "Think First New Jersey" at the offices of Legal Services of New Jersey in Edison. This group has been closely consulted by staff of the governor's office and the Department of Human Services during the planning and implementation of welfare reform. Among their concerns were the seemingly wide degree of discretion allowed counties in implementing welfare reform, the lack of affordable housing, and the difficulty experienced by women threatened with domestic violence in securing exemptions from child support reporting. The group also voiced concern about the pace of change: "Sixty years of social policy is being changed in under five years."

Thursday morning, May 28, was spent at the offices of the Monmouth County Division of Social Services in Freehold. Monmouth County is characterized primarily by suburbs and small towns, and the Freehold office is one of three operated by the division. While less than 7 percent of
the county’s children live in families with incomes below the poverty level, there are enclaves where the poverty rate is considerably higher, especially in some coastal areas of the county. The population of the county is so dispersed that transportation is a greater problem here than, for example, in Hudson County.

This phase of the site visit began with a recipient forum, in which young women enrolled in the division’s learning center program related their personal experiences under welfare reform. This was followed by a line staff and supervisors forum, in which agency staff described their experience managing welfare programs under Work First New Jersey. Finally, in a key partners forum, staff from the division and other county and state agencies discussed interagency cooperation in areas such as transportation, child care, and job placement.

On Thursday afternoon, participants visited two private “safety-net” programs operated by Catholic Charities in the Diocese of Metuchen. The first, the St. John’s Family Health Center, is located in New Brunswick and has been offering primary care services since 1984 in space provided by St. John’s Church. Only about 10 percent of its patients are qualified for Medicaid; most of the rest are uninsured, and the center is continually seeking funding from a variety of sources to pay for their care. (“Everything we do takes three or four grants put together,” commented one manager.) The center has recently had an average waiting list of 800 to 1,000 people seeking nonemergent care. Staff members expressed concern about the impact of welfare reform on access to care by indigent residents of the state, noting that the state’s charity care fund is already heavily obligated and that the two-year extended Medicaid benefit will expire before many former welfare recipients are able to secure jobs that offer health care benefits.

The second Catholic Charities program, the Ozanan Family Shelter, serves homeless families and single women in a former army barracks in Edison. While the director of the shelter program expressed a commonality of purpose with TANF—insofar as a central mission of the shelter is empowering poor people—she also voiced concern over the potential impact on shelter programs of welfare reform, which may increase the demand on such programs at the very time when funding seems to be declining. Washington participants heard five women currently residing in the shelter, four of whom have young children, discuss their reasons for being at the shelter and their prospects for moving into independent housing arrangements in the future.

**IMPRESSIONS**

Site visit participants left with a relatively positive general impression of the progress the state had made in reducing welfare dependency, promoting workforce participation, planning for the provision of necessary supportive services, and addressing the concerns of low-income citizens and advocates for them. More specific impressions gained from on the site visit can be summarized as follows:

- **Overall, federal welfare reform did not seem to have made a great deal of short-term difference in New Jersey.** The state had pursued welfare reform through the successive terms of at least three governors and seems to have independently developed its own set of goals and objectives that largely coincided with those of P.L. 104-393. It was also one of the first states in the country to impose a so-called family cap, precluding an increase in welfare grant levels because of the birth of additional children. Welfare caseloads in New Jersey were already declining even prior to the enactment of that federal measure.

- **Federal welfare reform may make a greater difference in the long run.** For example, one state official commented that the five-year limit on the receipt of TANF benefits applies just as much to the state as it does to individual clients. It is clear that staff at both the state and county levels were taking the five-year limit very seriously; no one seemed to be assuming that federal statutes would be amended to offer recipients or the state any relief.

- **State officials in New Jersey clearly stated that the goal of welfare reform in the state is to move clients to self-sufficiency—not to end their poverty.** (Advocates criticized this as a focus on reducing caseloads as opposed to promoting independence.) The state’s approach has been based on a model of workforce participation or employment as opposed to job training or human capital investment. One implicit assumption appeared to be that clients’ initial jobs would be low-wage, entry-level, service-sector jobs with, at best, minimal benefits. As Commissioner Waldman explained it: “Think about this program as ‘steps on a ladder,’ people lifting themselves out of poverty to self-sufficiency.” Another “step on the ladder,” is the state’s Community Work Experience Program, under which welfare recipients gain job experience while continuing to receive welfare support. Under this program, clients are expected to “graduate” to paid employment.

- **Many welfare recipients themselves were enthusiastic about the opportunity to find gainful employment and to escape welfare dependency.** They expressed appreciation for the assistance that county staff was providing them in their job search. Those seeking jobs but experiencing the most difficulty in securing paid employment seemed to include the long-term unemployed and those
with multiple needs, including chronic diseases and disabilities. But even this latter group generally expressed a preference for working over life on welfare.

- **The state had clearly recognized that the success of welfare reform depends on a wider array of services than income maintenance and job placement.** A number of agencies were collaborating at both the state and county levels to assure that a broad range of supportive services were available, including transportation, child care, health care coverage, and substance abuse treatment. However, advocates expressed concern about whether all the necessary support services had been developed soon enough, especially special initiatives for mental health services, given the extent of mental disabilities among the low-income population.

- **A joint partnership between the state Department of Human Services (DHS) and the state Department of Labor (DOL) had taken a number of creative steps to foster the placement of welfare recipients and applicants in paid employment.** For example, this population has been “mainstreamed” and was receiving the same employment services as other New Jersey residents. In addition, on March 6, 1998, a new group of 21 business services representatives began work. Their role was to furnish a linkage to the business community in each of the counties; in essence, they were taking a marketing approach, providing employers with greater awareness of and access to DOL services and the DHS labor market. DHS also had recruited a group of corporate partners with which it was working closely to assist employers with their recruiting needs by linking them with job seekers.

- **Welfare reform efforts in New Jersey were benefiting greatly from the relative strength of the state’s economy in recent months.** Most people seemed to agree that a key element in the success of welfare reform to date had been an almost full-employment economy. As a New Jersey DOL spokesperson commented, “Sometimes it’s better to be lucky than good.” Most people seemed to share concern about what would happen if the economic picture worsened.

- **Although the data are anecdotal, it appears that the jobs—for most people who either leave the welfare rolls or who are diverted from the rolls—do not offer medical benefits for employees or their dependents.** The enactment of CHIP is timely in this regard, insofar as it expands health insurance coverage for low-income children.

- **New Jersey had opted to “delink” Medicaid from TANF.** In other words, being found eligible for TANF does not automatically make a person eligible for Medicaid. On the one hand, some county staff members and advocates expressed concern about whether the delinkage policy will result in a larger number of New Jersey citizens who are eligible for but not receiving Medicaid coverage. On the other hand, state staff members pointed out that delinkage promotes Medicaid eligibility by making it independent of the receipt of welfare benefits.

- **Advocates for the low-income population were concerned about what they said was the inadequacy of the state’s welfare grant levels ($424 for a three-person household), which have not been raised in almost a decade.** Conversely, these flat grant levels seemed to have led some staff administering welfare programs to suspect some unreported income sources among beneficiaries that, if reported, would make them ineligible for benefits: “Otherwise, how could they live on that amount?”

- **Welfare grant levels and the level of wages available to former welfare recipients were viewed with special concern in light of the lack of affordable housing in the state.** According to county officials, the average monthly rent reported in Hudson County, for example, was $675, while the monthly TANF grant was $424 for a three-person household. Advocates reported that it would cost 75 percent of the minimum wage to afford the most inexpensive housing in the state. It was suggested that this combination of low disposable income and costly housing put many indigent—welfare recipients and working poor alike—in particular jeopardy of homelessness.

- **The state was making a concerted effort to determine what was happening to people who left the welfare rolls, especially long-term recipients.** Nonetheless, it had to rely on sample surveys and retrospective studies, since adequate information systems were not yet in place to track these developments.

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May 26–28, 1998/New Jersey

Agenda

Tuesday, May 26, 1998

6:00 pm  Reception/dinner [Gateway Hilton Hotel, Newark—headquarters hotel]

GREETINGS FROM STATE OFFICIALS

William Waldman, Commissioner, New Jersey Department of Human Services
Leonard Fishman, Commissioner, New Jersey Department of Health and Senior Services

8:30 pm  Adjournment

Wednesday, May 27, 1998

8:00 am  Breakfast briefings [Gateway Hilton Hotel]

OVERVIEW OF WELFARE REFORM GOALS AND COORDINATION WITH MEDICAID AND OTHER SERVICES SYSTEMS

David Heins, Acting Director, Family Development Division, New Jersey Department of Human Services
Karen Squarrell, Acting Director, Medical Assistance and Human Services Division, New Jersey Department of Human Services
Anne Weiss, Senior Assistant Commissioner, Health Planning and Regulation Division, New Jersey Department of Health and Senior Services
Leah Ziskin, M.D., Deputy Commissioner, Public Health Services Division, New Jersey Department of Health and Senior Services

9:30 am  SUPPORT SERVICES FOR JOB PLACEMENT

Overview

Gloria Hancock, Supervisor, Interdepartmental Policy Unit, Office of Policy and Planning, New Jersey Department of Human Services

Transportation Issues

Diane Schonyers, Policy Analyst, Office of Policy and Planning, New Jersey Department of Human Services
Robert Koska, Director of Local Program Support, Office of Special Services, New Jersey Transit

Child Care Issues

Edna Ranck, Supervisor, Child Care Unit, Office of the Assistant Commissioner, New Jersey Department of Human Services
Beverly Lynn, Administrator of Child Care Operations, Division of Family Development, New Jersey Department of Human Services
Substance Abuse Issues
Annette Riordan, Policy Analyst, Office of Policy and Planning, New Jersey Department of Human Services
Carolyn Bronson, Director, Treatment and Managed Care, Division of Addiction Services, New Jersey Department of Health and Senior Services

10:45 am  Break

11:00 am  Briefing and lunch

Workforce Preparedness: State Outreach to Employers and Employer Perspectives
Gloria Hancock, (see title above)
Matthew McDermott, Manager, Business Services Account Executives, New Jersey Department of Labor
Gail Davis, Urban Initiatives Executive, Corporate Responsibilities Department, Public Service Electric and Gas Company

1:00 pm  Bus departure to Hudson County Division of Social Services office [Jersey City]

1:45 pm  Inner-City Welfare and Medicaid Office Perspective: Meeting with Case Workers, Supervisors, and Clients

Overview of process for signing up for services, how process has changed since welfare reform, typical client profile, expectations for clients, job opportunities in Jersey City
Angelica Harrison, Director, Hudson County Division of Social Services
Applicants and recipients
Directors and supervisors
Front-line staff
Hiram Cardona, Income Maintenance Worker, Hudson County Division of Social Services
Geovanny De la Cruz, Income Maintenance Technician, Hudson County Division of Social Services
Albert Padillo, Income Maintenance Worker, Hudson County Division of Social Services
Rex Reed, Income Maintenance Worker, Hudson County Division of Social Services

4:45 pm  Bus departure for Edison, New Jersey

5:30 pm  Dinner with Think First New Jersey Coalition to hear perspective of advocates [Office of Legal Services of New Jersey, Inc., Edison]

9:00 pm  Bus departure for Gateway Hilton Hotel

Thursday, May 28, 1998

7:30 am  Hotel checkout and breakfast [Gateway Hilton Hotel]

8:30 am  Bus departure for Monmouth County Division of Social Services [Freehold]

10:00 am  Suburban Welfare and Medicaid Office Perspective: Meeting with Case Workers, Supervisors, and Clients
Overview of process for signing up for services, how process has changed since welfare reform, typical client profile, expectations for clients, job opportunities in Monmouth County

Kathleen Brady, Director, Monmouth County Division of Social Services
Applicants and recipients
Case workers and supervisors
Administrators and county partners

noon Working lunch

1:00 pm Bus Departure for St. John’s Family Health Center [New Brunswick]

SAFETY NET HEALTH CARE PROVIDERS

2:00 pm Visit to St. John’s Family Health Center
Sharon Oshatz, Multi-Program Director, Catholic Charities
Ernest Revoir, Area Director, Health Services, Catholic Charities

3:00 pm Bus departure for Ozanam Family Shelter [Edison]

3:30 pm Tour of Ozanam Family Shelter and informal meeting with residents
Marilyn Wightman, Director of Shelters and Housing, Catholic Charities

4:30 pm Bus departure for Metro Park Amtrak Station [Iselin]

5:28 pm Amtrak departure for Washington, DC
Federal and Other Participants

Denise P. Bazemore  
*Health Insurance Specialist*  
Center for Medicaid and State Operations  
Health Care Financing Administration  
U.S. Department of Health and Human Services

Enchelle D. Bolden  
*Senior Evaluator*  
Chicago Regional Office  
U.S. General Accounting Office

Sarah R. Callahan  
*Policy Analyst*  
National Governors' Association

Cynthia M. Fagnoni  
*Director, Income Security Issues*  
U.S. General Accounting Office

Clarence V. Holden  
*Public Health Advisor*  
Center for Substance Abuse Prevention  
Substance Abuse and Mental Health Services Administration  
U.S. Department of Health and Human Services

Mada L. Liebman  
*Deputy Director for Constituent Relations*  
Office of Sen. Robert Lautenberg  
U.S. Senate

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*Senior Economist*  
Office of Economic Policy  
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Congressional Research Service

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*Technical Director*  
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Health Care Financing Administration  
U.S. Department of Health and Human Services

Leigh Thurmond  
*Health Analyst*  
Bureau of Primary Health Care  
Health Resources and Services Administration  
U.S. Department of Health and Human Services

Kristy M. Tillman  
*Professional Staff Member - Minority*  
Special Committee on Aging  
U.S. Senate

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*Public Health Analyst*  
Office of Evaluation Analysis and Research  
Bureau of Primary Health Care  
Health Resources and Services Administration  
U.S. Department of Health and Human Services

Page Tomblin  
*Legislative Assistant*  
Office of Rep. Donald Payne  
U.S. House of Representatives

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**NHPF Staff**

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Michael A. Anzick  
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Richard E. Hegner
Senior Research Associate
(Site Visit Manager)

Gwen Hughes
Consultant to the Forum
(Site Visit Arrangements Coordinator)
Biographical Sketches—
New Jersey Participants

Hal Abramowitz has been assistant administrative supervisor of income maintenance in the Monmouth County Division of Social Services since 1984. For the previous nine years, he served as income maintenance supervisor in the division.

Kathy Van Arsdale has been an income maintenance supervisor in the Monmouth County Division of Social Services for over 10 years.

Barbara Bacon has served as income maintenance specialist in the Monmouth County Division of Social Services since 1983. Also in the division, she worked as an income maintenance worker, income maintenance technician, and social service aide.

Pamela Beil has been assistant administrative supervisor of income maintenance/child support section in the Monmouth County Division of Social Services since 1996. Between 1973 and 1996, she worked as an income maintenance technician, specialist, supervisor, and assistant administrator in the program areas of Aid to Families with Dependent Children (AFDC), Medicaid, food stamps, emergency assistance, fair hearings, and investigations.

Katherine Bounds has worked for the Hudson County Division of Social Services since 1964 and has served as administrative supervisor for income maintenance since 1975. She spent her first five years with the division as a caseworker, then was supervisor for income maintenance for six years.

Kathleen Brady, M.S.W., L.C.S.W., director of the Monmouth County Division of Social Services, has worked for the county since 1976 in a variety of social work-related capacities, including provision of services to people with mental illness, the aging, people with disabilities (including developmental disabilities), and the homeless. In her current position, she oversees a staff of 488, who work in a wide range of program areas. She also serves on a number of state, county, and local councils and committees.

Brenda Brock has served as income maintenance supervisor in the Monmouth County Division of Social Services since 1992. Also in the division, she was an income maintenance specialist for 10 years and an income maintenance worker for six years.

Margaret Brockman has been an income maintenance specialist in the Monmouth County Division of Social Services since 1985. Her previous positions include income maintenance worker (five years) income maintenance technician (two years), as well as various clerk and clerk transcriber positions (three years).

Carolyn E. Bronson, R.N., M.S., is director, treatment and managed care, in the New Jersey Department of Health and Senior Services, Division of Addiction Services. Other positions she has held include executive director, New Jersey Governor’s Council on Alcoholism and Drug Abuse (1994 to 1997); associate consultant, Foster Higgins, Inc. (1990 to 1994); legislative liaison for pensions and health benefits, New Jersey Department of Treasury (1986 to 1990); Mercer County Freeholder (1984 to 1994); and staff instructor for maternal/child health, Muhlenberg Medical Center (1976 to 1984).

Hiram Cardona has been an income maintenance worker for the Hudson County Division of Social Services since 1981. Before that, he was an income maintenance technician. He has been treasurer of American Federation of State, County, and Municipal Employees Local 2306 for eight years and is active in the leadership of several civic organizations.

Nancy Culp has been assistant administrative supervisor for the Monmouth County Division of Social Services since 1989.

Mary E. Davey, L.C.S.W., is assistant executive director of Catholic Charities—Diocese of Metuchen, a local affiliate of Catholic Charities USA. She has held this position since 1993 and is responsible for programmatic development, supervision of 175 employees, and fiscal oversight of the $14 million budget in the divisions of Catholic Charities in four counties. These divisions provide medical services, behavioral health care, basic maternal need services, shelters and transitional housing, volunteer-based services, and child care resource management. Also within Catholic Charities, she was regional director from 1981 to 1993, administrative supervisor from 1977 to 1981, and staff social worker from 1972 to 1981. She has also held appointments to the Maternal Child Health Consortium, the Somerset County Youth Services Commission, and the Somerset County Human Services Advisory Council and membership in the Coalition for Affordable Housing and various ad hoc United Way planning committees.
Gail Davis is an urban initiatives executive, corporate responsibility, for the Public Service Electric and Gas Company (PSE&G), where she has been employed for the past 22 years. She develops and manages urban revitalization projects as they relate to economic development, job training, education, and quality of life issues (health and human services, housing, and public safety). She has represented PSE&G on numerous boards of trustees, councils, and task forces around the state. She has also held positions within the company in governmental affairs and community affairs. She has served several terms as a district leader and represented state and county elected officials on various nonprofit boards. Davis is a board member and officer of organizations that help prevent juvenile delinquency through teenage shelters, day care, after-school and summer programs, as well as address child abuse and substance dependency.

Anthony DeBenedictis has been an administrative supervisor for the Hudson County Division of Social Services since 1994. After joining the division in 1974, he worked for nine years as a social worker, for five years as a social work supervisor in the nursing home unit, and for six years as an assistant administrative supervisor.

Geovanny De la Cruz has served as income maintenance technician for the Hudson County Division of Social Services since 1997. Previously, he worked as a data conversion auditor at United Parcel Service for a year, as sales representative for the Encyclopedia Britannica, and as special parts manufacturer for L.M.T. Steel Products, Inc.

Alison Erb has been assistant administrative supervisor in the Monmouth County Division of Social Services since 1990. Before that, she served for 17 years as a supervisor and for four years as a caseworker.

Leonard Fishman is commissioner of the New Jersey Department of Health and Senior Services. Appointed by Gov. Christine Todd Whitman in 1994, he has guided the department in writing new regulations for the growing HMO industry, streamlining the certificate of need process, promoting long-term care options such as assisted living and alternative family care, and promoting an electronic information system for health data. A proponent of helping consumers make informed choices among health plans, he published the state’s first HMO report card—a comparative look at HMO performance in the state—and the state’s first report card on cardiac surgery, which provides information intended to help consumers, physicians, and hospitals. In 1996, Mr. Fishman directed the consolidation of all programs and funding for older adults into the new Department of Health and Senior Services. He is the first nonphysician to be appointed commissioner of health in the state.

Susan Gaston has worked as an income maintenance worker in the Monmouth County Division of Social Services for five years. Over the previous four years, she was an income maintenance technician, income maintenance worker, and fiscal secretary.

Nancy Gilroy is administrative supervisor of income maintenance and has worked in the Monmouth County Division of Social Services since 1971, beginning as a caseworker and rising through the income maintenance management ranks to her current position.

J. W. Haller has been assistant administrative supervisor of income maintenance for the Hudson County Division of Social Services since 1985. He has worked for the division since 1969, having been a social service supervisor for four years, supervisor of casework/income maintenance supervisor for 10 years, and caseworker for two years. Previously, he held positions as sales representative for McBee Systems, restaurant manager for Howard Johnson, and sales promotion manager for Remington Rand International.

Gloria R. Hancock is supervisor of the Interdepartmental Policy Unit in the New Jersey Department of Human Services, Office of Policy and Planning, where she is responsible for the development and implementation of strategies related to linking the private sector with Work First New Jersey and other work-oriented programs. She also serves on various state human services committees. Beginning her career with the department in 1976, she first worked with the developmentally disabled in the Division of Developmental Disabilities. In 1982, she moved within the department to the Division of Family Development. While there, she served as the executive director, central regional coordinator, commissioner’s liaison for the Realizing Economic Achievement Program, coordinator for homeless issues, and master trainer for the governor’s affirmative action program.

Angelica M. Harrison, director of the Hudson County Division of Social Services, has worked for the agency since 1961, when she began as a caseworker—a position she held for four years. She was promoted to administrative supervisor and then to deputy director. She has directed the division since 1983.

David C. Heins has been appointed as acting director of the Division of Family Development in the New Jersey Department of Human Services, while maintaining his other position as the division's deputy director. He has been involved for more than 12 years in the development and implementation of employment programs for public assistance clients in the state, including Work First New Jersey and its precursors: Work Incentive Program, Realizing Economic Achievement Program, and the
Family Development Program. In addition, he supervises the execution and operation of child care programs for welfare and working poor families and the implementation of the Families First Electronic Benefits Transfer Program, which is operational now in Camden, Essex, and Hudson counties and will soon be operational statewide.

Colleen V. Keenan, M.B.A., is project director for the Work First Substance Abuse Initiative in the New Jersey Department of Health and Senior Services, Division of Addiction Services. She works on this initiative with the New Jersey Department of Human Services, Office of Policy and Planning. Before joining the department, she was a private consultant for five years, director of policy and development at the Institute for Public Policy from 1994 to 1995, and associate executive for the Delaware Valley United Way from 1988 to 1993.

Robert B. Knapp, M.S., has served as chief of investigations, Fraud/Investigation Section in the Hudson County Division of Social Services for five years. He began work for the division in 1968, progressing from investigator to senior investigator and to assistant chief investigator. From 1981 to 1987, he was associate director of the Division of Investigations of the Hudson County Department of Health and Human Services. He holds a Master's of Science degree in health care administration.

Robert P. Koska, M.A., is director of local program support, Office of Special Services, for New Jersey Transit—a position he has held since 1992. Also within New Jersey Transit, he was manager, special services, from 1988 to 1992; regional program administrator from 1984 to 1988; and program coordinator from 1981 to 1984. Before joining state government, he was senior planner for the Morris County Planning Board from 1978 to 1981 and assistant planner for the Hudson County Planning Board from 1977 to 1978.

James Libby, M.P.A., has served as income maintenance supervisor in the Monmouth County Division of Social Services since 1984. He also held the position of income maintenance specialist in the division from 1976 to 1984.

Beverly D. Lynn, M.P.A., is administrator of child care operations for the New Jersey Division of Family Development in the Department of Human Services. She worked for 12 years providing child care services to children under the supervision of the state's child protection agency, the Division of Youth and Families, as head teacher, director, and regional supervisor. She was also the director of the Essex County Office on Children, a county agency providing child care resource and referral services, administration of child care for the JOBS program, training for center-based and registered family day care providers, and child care advocacy. She also serves as an elected member of her local school board, a volunteer for the United Way of Essex and West Hudson, and an adjunct faculty member of Essex County Community College.

Mary Ann Maguire, M.S.W., has been administrative supervisor for the Hudson County Division of Social Services since 1982. Her prior positions include social service supervisor, training supervisor, and social service caseworker.

Patricia Mahon has been an income maintenance supervisor in the Monmouth County Division of Social Services since 1987. Her prior experience in the division includes two years as an income maintenance specialist, five years as assistant chief of administrative services, and six years as an income maintenance technician.

James Mazzouccolo has been administrative supervisor for the Hudson County Division of Social Services since 1975. Previously, he served as supervisor for seven years and caseworker for three years.

Matthew P. McDermott is manager of the business services representatives program for the New Jersey Department of Labor. A component of the governor's Work First New Jersey initiative, this program represents a collaborative effort between the Departments of Human Services and Labor to foster a strong partnership between state government and the business community for the purpose of encouraging economic development and job creation. Before joining the Department of Labor, he was director of communications for the New Jersey Department of State Treasury, where he served from 1994 to 1997. From 1992 to 1994, he was deputy director of communications and constituent services for the New Jersey State Assembly Majority Office, and from 1990 to 1992 he was public information officer for the New Jersey State Assembly Minority Office.

Marie Nelson has been Monmouth County Division of Social Services' training supervisor for 13 years. Previously, she worked as assistant training supervisor (seven years), social work specialist (one year), and social work supervisor (three years). For the eight years before she joined the division in 1974, she worked for the Resident Advisory Board, the Philadelphia Housing Authority, the Philadelphia County Board of Assistance, and the Wharton Settlement House.

Henry Nicholson, M.B.A., has been director of the Monmouth County Department of Transportation since 1989. For the previous eight years, he was principal planner for the Atlantic County Transportation Authority. Before that, he served in the U.S. Air Force.

Delliah O'Neill has been an income maintenance worker in the Monmouth County Division of Social Services since 1993.
Louis Paparozzi, director of human services for Monmouth County, is responsible for overseeing all county-supported human service programs and for the development of a coordinated human service delivery system. His department employs 704 staff, oversees some 400 human service grants, and has an operating budget of $75.4 million. The department includes the Division of Social Services as well as agencies with responsibilities in the following areas: alcohol and drug abuse services, mental health, employment and training, planning and resource development, disabilities, transportation, aging, youth services, and veterans' internment and affairs. Prior to joining county government, Mr. Paparozzi was executive director of the Monmouth Unit of the Association for Retarded Citizens. His background also includes over 12 years with the New Jersey Department of Human Services where, after beginning as a child abuse caseworker, he held a variety of administrative and program development positions.

Leonard Porcelli, who has worked for the Hudson County Division of Social Services since 1972, has served as assistant administrative supervisor for two years. For the 21 years prior to that, he was an income maintenance supervisor. He also held positions as income maintenance specialist and income maintenance technician.

Edna Ranck, Ed.D., is child care coordinator with the New Jersey Department of Human Services (DHS). Her responsibilities include staffing the New Jersey Child Care Advisory Council and DHS Child Care Work Group; representing DHS on interdepartmental committees and work groups with the Office of the Governor and the Departments of Community Affairs, Education, Health and Senior Services, and Labor; serving as a board member of the New Jersey Infant Mental Health Association; and chairing the New Jersey Health in Child Care Conferences Program Committee. Other positions she has held include coordinator, New Jersey Child Care Advisory Council; executive director, Child and Family Resources; and director, Collinsville Child Care Center. Since 1981 she has been a presenter at state, national, and international child care conferences.

Susan Rea has been administrative supervisor of social work in the Monmouth County Division of Social Services since 1987. Previously, she was supervisor of social work for 15 years and a social worker for four years.

Rex D. Reid has been an income maintenance worker for the Hudson County Division of Social Services since 1990, having been an income maintenance technician for the previous five years. He has been vice president of American Federation of State, County, and Municipal Employees (AFSCME) Local 2306 for two years and is a member of the Executive Board of AFSCME Council 52. He is also active in the leadership of the Jersey City National Association for the Advancement of Colored Persons and his church.

Ernest C. Revoir, M.B.A., C.H.E., is area director of health services for Catholic Charities—Diocese of Metuchen, a local affiliate of Catholic Charities USA. His responsibilities include oversight of two health centers in New Jersey that provide care for the uninsured: Trinity Health Center in Perth Amboy and St. John's Family Health Center in New Brunswick. Before joining Catholic Charities in 1997, Mr. Revoir was vice president for administration and facilities at Community Medical Center in Toms River, New Jersey, from 1995 to 1997; vice president of hospital services at Kimball Medical Center in Lakewood, New Jersey from 1989 to 1995; and vice president of planning at Kimball Medical Center from 1977 to 1989.

Annette Riordan, Psy.D., is policy analyst for substance abuse in the New Jersey Department of Human Services, Office of Policy and Planning. Her responsibilities include working with the New Jersey Department of Health and Senior Services on the Work First New Jersey Substance Abuse Research Demonstration Project, established to address the barrier substance abuse poses to self-sufficiency for women enrolled in the Temporary Assistance to Needy Families program. She has held other positions outside New Jersey state government, including director of clinical operations at Charter Behavioral Health in Lakehurst, New Jersey, from 1994 to 1995 and director of treatment at National Medical Enterprize in Lake Hurst, New Jersey, from 1989 to 1994. She has also been an adjunct faculty member at Georgian Court College in Lakewood, New Jersey, since 1981.

Diane Schonyers is policy analyst with the New Jersey Department of Human Services, Office of Policy and Planning, where her responsibilities include coordinating with New Jersey Transit to improve transportation options for Work First New Jersey clients. She has also served as child care manager and child care policy coordinator in the department's Division of Family Development, which she joined in 1990.

Karen I. Scurrell is acting director of New Jersey's Division of Medical Assistance and Health Services in the Department of Human Services, where she oversees the development, management, and administration of federal and state programs that provide health care services to over 900,000 New Jersey residents, at an annual cost of about $3.5 billion. Previously she served as deputy director of the division. She has served in a number of health planning and administration positions, many in the arena of health maintenance organizations and managed care. Beginning her career as a medical economist for the Kaiser Foundation Health Plan in Denver, she went on to be a senior staff associate for
the National Governors’ Association in Washington, D.C. She has also held managerial positions in Travelers Health Network, Liberty Healthcare Corporation, Lomax Health Services, and Health Partners of Philadelphia.

**Bob Squeo** has been worked in the Monmouth County Division of Social Services for 25 years. He has served as income maintenance supervisor for 15 years.

**William Todd** has been manager of Work First New Jersey since 1995. Previously, he was a technical assistant in the Work Incentive program and employment services and veterans services coordinator. Mr. Todd is a certified public manager.

**Elaine Valentino** has been director of the Division of Planning and Resource Development in the Monmouth County Department of Human Services for one year. She spent the previous 13 years as director of the Division on the Status of Women. She is active in a variety of community organizations.

**Erlinda Vales** has been a senior accounting procedure analyst for the Hudson County Division of Social Services since 1994. Prior to that, she worked as an accountant for four years. Before joining the division, she worked in accounting positions for First New Jersey National Bank and for CBS Corporation.

**Lois Velez** has been training supervisor for the Hudson County Division of Social Services for five years. Her prior positions in the division include assistant training supervisor, training technician, and income maintenance technician.

**William Waldman, M.S.W.,** is commissioner of the New Jersey Department of Human Services, which has a budget of $7 billion and 19,500 employees, accounting for one-third of the total state budget and work force. In this cabinet-level position, he is responsible for developing new policies and programs and managing the department's seven operating divisions and the Office of Education. His department's responsibilities include protecting the income security of New Jersey's citizens through the state's Medicaid and public welfare programs; administering a statewide network of institutional and community-based services for the elderly, mentally ill and the developmentally disabled; providing a broad spectrum of social services to children and families; and administering special programs for the blind and visually impaired, deaf, and hard of hearing. Institutions under his department's jurisdiction include psychiatric hospitals, a forensic hospital, and centers for the developmentally disabled.

**Marilyn S. Wightman, M.A.,** is director of shelters and housing for Catholic Charities—Diocese of Metuchen, a local affiliate of Catholic Charities USA. Under her supervision are homeless shelters in New Brunswick and Edison and low-cost housing in Perth Amboy. From 1988 to 1990, she was administrator of Outpatient Mental Health Clinic for Catholic Charities. She has also held positions in other organizations, including executive director for Mt. Pleasant Counseling Services in Mt. Pleasant, Michigan, and administrative assistant/interim director for Mid-State Substance Abuse Coordinating Agency in Clare, Michigan.

**Victoria Wondolowski** has been assistant administrative supervisor of social services for the Hudson County Division of Social Services since 1997. For the prior nine years, she served as social service supervisor, before which she was a caseworker/social worker. She holds a diploma in nursing.

**John Yaceck** has been director of Child Care Services of Monmouth County (CCSMC) since 1995. For the preceding four years, he was director of child care services for the United Way of Monmouth County and was employed to create CCSMC.
Biographical Sketches—Federal and Other Participants

Denise P. Bazemore, health insurance specialist at the Health Care Financing Administration (HCFA) in the U.S. Department of Health and Human Services, joined HCFA in February 1998. Prior to that, she was a financial program specialist in the U.S. Department of the Treasury and a computer specialist in the Administration for Children and Families in DHHS. For 20 years, she served as project manager in the Maryland Department of Human Resources.

Enchelle D. Bolden, M.P.A., is senior evaluator with the U.S. General Accounting Office (GAO) in the Chicago, Illinois, regional office. She has held this position since 1984. Also at GAO, she was management auditor from 1974 to 1978 and from 1981 to 1984. In addition, she was auditor in the Office of the Inspector General for the Agency for International Development in Nairobi, Kenya, from 1978 to 1981.

Sarah R. Callahan, M.H.S.A., has been a policy analyst in the Health Policy Studies Division of the National Governors' Association since October 1997. Before that, she served for three years as a quality assurance administrator in the Division of Child Mental Health Services in the Delaware Department of Services to Children, Youth, and Their Families.

Cynthia M. Fagnoni was recently appointed director for income security issues at the U.S. General Accounting Office (GAO), where she has been employed since 1978. Her previous positions have included associate director for veterans' affairs and military health issues (1997 to 1998), assistant director for income security issues (1991 to 1997), and senior evaluator for income security issues (1987 to 1991).

Clarese V. Holden, Ph.D., is public health advisor in the Center for Substance Abuse Prevention/Center for Substance Abuse Treatment in the Substance Abuse and Mental Health Services Administration, U.S. Department of Health and Human Services. She has had 14 years of federal government service, focusing on substance abuse, prevention, and treatment and substance abuse education. Over the years, she has managed and monitored the Community Youth Activities Program, the Community Partnerships Program, and the Substance Abuse Prevention and Treatment Block Grant. Outside of government, she has been a teacher/instructor at Southern University in Baton Rouge, Louisiana, and director of Dependent Youth Activities in Wildflecken, West Germany.

Mada L. Liebman is deputy director for constituent relations in the Newark, New Jersey, office of Sen. Frank R. Lautenberg (D-N.J.). She has been with this office for the past nine years, serving from 1989 to 1992 as staff assistant.

Randolph M. Lyon, Ph.D., is senior economist in the Office of Economic Policy in the Office of Management and Budget (OMB), Executive Office of the President, where he has wide-ranging responsibilities related to public finance and other economic issues. He has lead staff responsibility in OMB's tax policy work and shares responsibility for OMB's guidance on benefit-cost analysis. He worked on Medicaid and other plan design issues during the president's health care reform effort in 1993-94, as well as infrastructure, environmental, trade, District of Columbia, and human resources issues for a variety of initiatives. He is also adjunct professor at Georgetown University's Public Policy Institute. Previously, he was assistant director and senior economist in the Office of the Chief Economist, U.S. General Accounting Office.

Laura Olliven, M.P.P., is senior policy analyst in the Office of Information and Regulatory Affairs, Office of Management and Budget, in the Executive Office of the President. She is the lead in her office for most social welfare programs, including Temporary Assistance to Needy Families, Medicaid, food stamps, child welfare, child care, the School Lunch Program, and the Women, Infants, and Children Program.

Stacey Rampey, legislative assistant for Sen. Robert Torricelli (D-N.J.), covers domestic policy issues, including health care, education, and women and children. Before joining Sen. Torricelli's staff, she was legislative assistant for Sen. Barbara Boxer (D-Calif.).

Rich Rímkus directs the methods section of the Education and Public Welfare Division at the Congressional Research Service (CRS). He has been with CRS for 17 years, serving from 1981 to 1994 as policy analyst.

Marinos Svolo has been a technical director with the Health Care Financing Administration in the U.S. Department of Health and Human Services for three years and...
currently works in the agency’s Center for Medicaid and State Operations. For the prior 14 years, he was director of the Division of Medicaid Eligibility Policy. From 1978 to 1981, he was special assistant to the director of the Bureau of Program Policy. Before that, he was branch chief and program analyst at the Social Security Administration’s Medicare Policy Office.

**Leigh Thurmond, M.P.H.,** has served as health analyst in the Bureau of Primary Health Care in the Health Resources and Services Administration, U.S. Department of Health and Human Services, since October 1996. Before that, she had the same title in the Bureau’s Health Care for the Homeless Program for over a year. For the previous two years, she was a presidential management intern, with rotations at the George Washington University Health Plan, the U.S. General Accounting Office, the U.S. Department of Health and Human Services’ assistant secretary for management and budget, the Office of Sen. Paul Simon (D-Ill.), and the Bureau of Primary Care. Her prior experience includes internships at the Centers for Disease Control and Prevention and the Mission Neighborhood Health Center in San Francisco.

**Kristy M. Tillman** has been a professional staff member (minority) with the U.S. Senate Special Committee on Aging since 1997.

**Jennifer Todd, M.A.,** is a public health analyst in HRSA’s Bureau of Primary Health Care. She is also in the process of completing her doctorate in public health/maternal and child health from Tulane University. Previously, she has held program positions at the Louisiana Office of Public Health, Juvenile Diabetes Foundation, and Tulane University.

**Page Tomblin** has served as legislative assistant in the office of Rep. Donald Payne (D-N.J.) since 1997.