



States as Model Employers of People with Disabilities:

A Comprehensive Review of Policies, Practices, and Strategies

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EXECUTIVE SUMMARY

Employment plays an important role in the lives of most Americans of working age. Work is not just a source of income, but for many Americans it is what we do and who we are as individuals. For people with disabilities, employment is also an avenue for engaging in meaningful social relationships, for expressing skills, and is a critical component of community integration.

States and local governments can play a significant role in advancing the employment of individuals with disabilities through their own hiring activities. Across the nation, state and local governments are large employers. As of 2013, over 19 million people worked in state and local government jobs; over 5 million of them were in full- and part-time state government positions. While in the years since the Great Recession public-sector employment has declined in contrast to private-sector job growth, in many communities across the United States, the public sector is still one of the largest employers equal or larger in size nationally to such industries as construction and information technology. 1 Additionally, for many governors and mayors, it is important to regularly assess and focus attention on their human capital development and human resources management strategies, as other large private-sector companies do. For a growing number of government agencies, these strategies include examining their human resources policies and programs to remove barriers to work and increase opportunities for employment in government services as well as in forprofit businesses, especially for populations that have been under-represented such as people with disabilities.

For most of the nation's history, people with disabilities have faced a wide array of barriers that have made it difficult for them to both compete for and gain access to competitive, integrated employment. In the past 20 years, significant efforts have been placed on advancing the recruitment, hiring, retention, and advancement of individuals with disabilities into jobs in for-profit businesses. However, as the employment rate of individuals with disabilities continues to remain unacceptably low compared to individuals without disabilities, a growing number of states have looked to review their own human resources practices and strategies to see how they can reduce barriers and accelerate the hiring of qualified Jobseekers with disabilities into government service.

To assess the depth and extent of this trend, a review of published literature and a state-by-state investigation were conducted to identify current programs, practices, and activities used in state government (and large municipalities) relating to the recruitment, hiring, retention, and advancement of people with disabilities into government jobs.²

Findings

This research reviewed the human resources practices and strategies in 50 states and 5 of the nation's largest municipalities to identify the active (meaning policies and programs that are currently in a state of existence, progress or motion) presence of dedicated hiring initiatives in place for Jobseekers with disabilities into state and/or municipal employment. As a result of this comprehensive review, several states have emerged as "leading by example" in the hiring of people with disabilities into jobs in state agencies and organizations. Specific policies, programs, and activities in each of these leading states are outlined, key

characteristics of state as model employer programs are summarized, challenges and opportunities to developing activities identified, and policy and programmatic recommendations made. Specifically, the research study found:

- Nine states and one municipality have instituted within their human resources agencies policies and/or programs that foster the inclusion of people with disabilities into state government jobs. These policies and programs take many forms, but include offering provisional appointments, having alternative examination and/or interview processes, instituting trial work periods, and including people with disabilities on special appointment lists. This report identifies states that have active policies and/or programs that foster jobs in state government specifically for Jobseekers and applicants with disabilities. These states are: Alaska, California, Illinois, Maine, Maryland, New York, Oklahoma, Utah and Vermont. One of the large municipalities reviewed (New York City) had such a program in place.
- At least seven states have additional activities that serve to improve the inclusion of individuals with disabilities into the state workforce. including active planning groups and/or task forces, education and awareness training of state employees, internship programs, and retention programs for current state workers with disabilities. This report identifies states that have other active planning and/or initiatives to foster jobs in state government specifically for Jobseekers and applicants with disabilities. States with other activities include: Alaska, California, Illinois, Maryland, Massachusetts, Minnesota, and Washington. None of the large municipalities reviewed appeared to have active program activities in place.
- A vast majority (49) of states plus the District of Columbia as well as the cities of Chicago and Los Angeles have established preferences for veterans and service-disabled veterans for jobs in government. Montana is alone in having a hiring preference for people with disabilities. The research found that the majority of state governments provide qualifying veterans (including veterans with service disabilities) with a preference into a job in state government. Usually, veterans must submit proof or verification of having served in active duty of the Armed Forces of the United States, been discharged or released under honorable conditions, or be in receipt of a non-service connected pension from the U.S. Department of Veterans Affairs to be eligible for the preference status. Preferences can take the form of providing to veterans additional "points" applied to civil service application examination scores and/or advancing the application of a veteran within the sorting process for employment. Only Montana has such preferences for individuals with disabilities.

Recommendations

A number of states are pursing activities that facilitate increased hiring of individuals with disabilities in state government. For state and local governments interested in expanding activities or in establishing "model employment programs" for individuals with disabilities, there are a number of activities states can pursue:

- 1. Provide leadership, establish accountability, and set and track measurable goals. Establish a 'fast track' hiring mechanism. State and local governments can put in place dedicated human resource strategies (including but not limited to alternative appointment processes, trial work periods, provisional appointments, fast track testing, etc.) that provide job applicants with disabilities more open access to employment opportunities in state/local government.
- 2. Develop and provide dedicated training (online or in person) to state/ local supervisors and managers on the ADA, disability etiquette, and disability diversity and inclusion efforts within the state and/or municipality. Establish a mechanism for identifying and paying for job accommodations including, if possible, putting in place a central accommodations account and process (versus individual agency accounts) for state and/or local agencies.
- 3. Establish an early intervention and strong return-to-work strategies for government employees who are absent due to a work or non-work-related disability.

- 4. Provide on-the-job work and education experiences for high school and college students with disabilities through internships and job shadowing programs with state/local agencies.
- 5. Establish a mechanism for collecting data, gathering feedback and making adjustments to the program as state and local officials gain more experience.

There are a number of other small to no-cost activities that states and local governments can implement to create more inclusive work environments and increase the number of job applicants with disabilities into government positions. These include:

- 1. Ensuring that all state/municipal hiring websites are fully accessible, include images of individuals with disabilities and that information specifically for service-disabled veterans and people with disabilities is easily found on the centralized state/local hiring website, and that all state/municipal job openings are advertised on state/local hiring websites, or that links to state hiring websites are also available on state vocational rehabilitation websites.
- 2. Formalizing partnerships between state vocational rehabilitation agencies and state hiring agencies to ensure that people using vocational rehabilitation services have access to state jobs.
- 3. Reaching out to and developing partnerships with community-based, disability-specific organizations and American Job Centers as a source to recruit new hires.

State governments could also look to expand and extend their state as model employer activities to employment efforts in public post-secondary educational institutions, such as state universities and colleges. While state executive branch agencies and public post-secondary universities may not share the same human resource systems, there are a number of activities that Governors and states can do to inspire disability hiring activities in public educational institutions. For example, Governors can:

- Challenge State University Board of Governors/
 Trustees to follow state government's lead and
 develop strategies, establish activities, and set
 goals to increase the hiring of faculty and staff
 with disabilities into positions within the university
 system based on the university's own unique
 circumstances;
- 2. Ask universities to work in partnership with state executive branch efforts to help support and develop their own unique 'fast track' hiring system; and
- 3. Facilitate collaboration between state executive branch activities and universities in developing partnerships that a) create internship opportunities for state college students with disabilities in state agencies; b) create a stronger recruitment pipeline between graduating state college students with disabilities and employment opportunities in state government; and c) collaborate with community based organizations, America's Job Centers and state vocational rehabilitation agencies as important sources of talent both within state government and within the university community.

INTRODUCTION

Over 19 million people work in state and local government in a wide variety of jobs and occupations—from accountants, corrections officers, mail clerks, and chaplains to social workers, doctors, lawyers, teachers, and computer programmers (Bureau of Labor Statistics, 2013a). As large and diverse employers, state and local governments offer many types of employment opportunities to residents, including full-time and part-time, temporary and permanent, civil service and non-civil service, and from entry level to career service positions. As some of the largest local and regional employers, governments have the capacity to provide good paying, quality jobs with benefits such as medical, disability and life insurance, retirement and pension plans, and paid time off for vacation or illness.

People with disabilities can benefit from the experience, gaining skills and receiving benefits through both internships and employment in the public sector. While many state disability and workforce agencies spend time and resources encouraging private businesses to hire people with disabilities, a growing number of states have come to realize that a much more effective case can be made to for-profit employers if the state or municipality "walks the walk" and hires people with disabilities into jobs in state and local government (Barnett & Krepcio, 2011).

RESEARCH METHODOLOGY

The objective of this study has been to document policies that encourage employment of people with disabilities by state and large municipal governments, and to arrange this information in one place as a reference for policymakers, advocates, and people with disabilities who wish to replicate this effort in their loca-

tion or who simply want to know what policies their own states have implemented in this arena.

The criteria used in this research study to assess whether a state had "model program" activities included states that had in place one or more of the following features and that these activities were found to be in active use³:

- State-level executive branch or legislative involvement or sponsorship as evidenced by an executive order/directive, legislation, or active task force and in-state activities were currently taking place in response to that executive order/ legislation.
- An active policy or practice whose goal is to increase the pool of qualified candidates with disabilities by fostering a pathway to state government employment over and above the requirements under the American with Disabilities Act (ADA) to ensure reasonable accommodation in the recruitment, testing, and interviewing process. This may have included special or alternative appointment and testing activities, targeted outreach and recruitment activities, certification and fast track or provisional hiring, and/or special certified hiring lists.
- Education, awareness, and training, and/or other regular communication provided to state government employees, supervisors and/other personnel (such as ADA coordinators, diversity officers, Equal Employment Opportunity Commission [EEOC] officials, human resources employees, etc.) about accommodation, assistive technology,

disability etiquette, and other human resources matters vis-à-vis individuals with disabilities.

- Dedicated internships specifically for individuals with disabilities within state government.
- An expanded reasonable accommodation process both in the state hiring process as well as on the job, including expanding already existing job applicant testing and interviewing accommodations, pooling onthe-job accommodation resources, and/or finding alternative work arrangements for those individuals unable to perform their existing state jobs due to a disabling condition.

The research for this report was conducted during the period November 2012 to March 2013. To answer the study's research questions, a review of literature published from 2000 to the present was conducted on this topic to identify states that have government hiring initiatives that may have been identified and examined in the past 13 years. To assist in the literature review, an Internet search of publications was also conducted using the terms "state as a model employer of people with disabilities," "hiring disability," "hiring veteran," and "state government employment."

The literature search identified little scholarly work or published context literature that pertained to, outlined or reviewed current practices used in and by states to recruit and retain employees with disabilities in state government. Unfortunately, while there is significant scholarly literature that explores many aspects of employment for people with disabilities, the role of state human resource management policy in increasing the numbers of persons with disabilities in the workforce has not been adequately studied and, in some instances, is over ten years old. The literature that does exist reviews some practices that have been used in states to assist state policymakers to more fully integrate people with disabilities into their workforces. It is important to note, however, that while the literature identifies these prac-

tices, there is no evidence available or discussion that speaks to their continued practice, the numeric outcome of these practices (such as numbers hired, wages, etc.) or whether the practices have been effective in meeting their intended goals (such as hiring or retention). Topics covered in these publications included the importance of leadership and accountability, and looked at strategies to target recruitment and retain employees with disabilities into state jobs, provide reasonable accommodations for applicants and state workers with disabilities, and create a more welcoming environment for state employees with disabilities.

Within the existing literature, targeted recruitment of people with disabilities was the most commonly cited practices for states under model employer initiatives predominantly implemented as part of states' Medicaid Infrastructure Grant activities, as well as ensuring access to accommodations, creating a welcoming environment, and establishing mentoring relationships for retention and advancement of employees (United States Equal Opportunity Commission, 2005: Kramer, Tonakarn-Nguyen, Long-Bellil, Henry, & Fesko, 2009; Barnett & Krepcio, 2011). One key finding of a United States Equal Opportunity Commission report was the importance of strong leadership and executive level support of initiatives, such as through an executive order or legislation, as being helpful in advancing model employer initiatives (2005). State-specific examples can be found in the literature that are helpful examples for interested policymakers to reference and replicate; for instance; however, these examples are at least a decade old. Additionally, the United States Senate Committee on Health, Education, Labor, and Pensions points to a few promising practices in states (2009, p. 21-22), as do Rubin and Renkema (2009). As noted earlier, none of the literature discussed the outcomes of these efforts, such as in the number of individuals hired in state government as a result of their implementation.

All in all, a picture that emerges from the literature review is disappointing as it points to the general lack of

attention to this policy area among both researchers and state policy makers, as well the general lack of discussion about the possible use of these policy tools as viable strategies for the economic advancement of people with disabilities. The findings from this review, however, reveal a need in the field to both document the extent that states are or are not using these policy tools, and the reasoning behind why they would or would not make use of those tools. It also points to a need to better understand the results of existing efforts and whether they have been successful in increasing hiring and/or retention of people with disabilities in the public sector.

Finally, a systematic web search was performed during the period November 2012 to February 2013 to examine all 50 states' (and the District of Columbia's) hiring websites and the hiring websites for the five select municipalities included in this study.⁴ Each hiring website was examined for evidence of information specifically for people with disabilities and veterans in the state and/or local hiring system.

FINDINGS

Nine states (Alaska, California, Illinois, Maine, Maryland, New York, Oklahoma, Utah and Vermont) were found to have embedded within their state human resources agencies, policies and/or program activities of various forms that foster or 'fast track' the inclusion of people with disabilities into state government jobs (see Table 1). Evidence of similar expedited employment programs was found in only one of the five large municipalities reviewed (New York City)⁵.

These take many forms, but all focus on a means to recruit and appoint qualified Jobseekers with disabilities into positions in state government versus applying for a position through the traditional competitive hiring process. One of the most common policies is to partially or fully waive civil service exam requirements for qualified applicants with disabilities (e.g., California, Illinois, New York, Oklahoma, and Utah). In these efforts, Jobseekers with disabilities usually need to provide proof of a disability and/or work with a state vocational rehabilitation agency to access jobs without completing non-disability resident civil service exam requirements. Other states, such

Table 1. States with 'Fast Track' Provisions into State/Local Public Employment

State	Program	
Alaska	Provisional Hire Program	
California	ornia Limited Examination and Appointment Program (LEAP)	
Illinois	Successful Disability Opportunities Program and Supported Employment Program	
Maine	Special Appointments Program	
Maryland	Special Options Eligible List	
New York	55-b Program and Municipal 55-a Program	
Oklahoma	Optional Program for Hiring Applicants with Disabilities	
Utah	Alternative State Application Program	
Vermont	Mandatory Interview Option	

as Vermont, allow applicants with disabilities to request a mandatory interview for jobs they are qualified for or allow job applicants with disabilities to qualify and be placed on a special opportunities list⁶ for employment that state agencies can consult (e.g., Alaska, California, Maine, Maryland). Some states offer appointments or trial work periods prior to the usual state employment probationary period.

Many states also offer internship opportunities specifically for people with disabilities or for "underrepresented" groups more broadly. These internships offer students a chance to gain some work experience in state agencies as well as gain exposure and access to available state positions. For example, Maryland provides internship opportunities targeted to students with disabilities through its Governor's Quality, Understanding, Excellence, Success, and Training (QUEST) program. Minnesota has been operating the Seeds internship program for students within its state Department of Transportation.⁷

In addition to these expedited and alternative hiring strategies, these states and others around the country have also been active in working on various aspects of state as a model employer activities and strategies. As identified by the literature, the research found a number of efforts that fall into four broad categories: leadership from the top, institutional support and ownership, creation of an inclusive and welcoming work environment,

Table 2. States with State as Model Employer Executive Orders and/or Legislation

Policy Directive	State
Executive Order and Legislation	California, Maine. Utah
Legislation Only	Illinois
Executive Order/ Directive Only	Kansas, Massachusetts, Virginia, Washington

and help with retention.

Leadership From the Top: Setting the Tone

Many but not all of the past and existing state model employer efforts began with strong leadership from the top, as expressed through an executive order or directive and/or legislation mandating a state as a model employer program or directing state officials to facilitate activities leading to the hiring of individuals with disabilities in state government. Examples of states with activities and policies stemming from these sources include California (2005 and 2011), Maine (2006), and Utah (2007), which have both an executive order and subsequent legislation; Illinois (2009) with legislation; and Kansas (2010), Massachusetts (2007), Virginia (2007) and Washington (2013) with an executive directive/order. Other states, such as New Mexico (2006) publicly charged state officials with creating an interagency work group to develop a proposal to facilitate the hiring of people with disabilities. In addition states, such as Delaware (2009), New York (1983), Vermont (2002), and Washington (1993) have directed attention to the inclusion of people with disabilities in executive branch agencies through executive orders affirming their commitment to broader diversity and affirmative action goals.

These laws, executive orders and directives were, first and foremost, designed to establish that the governing body of a state is committed to including people with disabilities in state government jobs, and establish goals and/or principles for program activities. Many of these orders and public laws identified the state agency(ies) responsible for carrying out activities under the order (e.g., Massachusetts, New Mexico) and/or require the state hiring agency to advertise specifically to people with disabilities through job fairs and other direct marketing and outreach (e.g., California, Maine, New Mexico, Utah). Several (e.g., California, Virginia) prescribed a thorough review of current state hiring practices; others required a review of agency plans, hiring goals, or benchmarks (e.g., Massachusetts, New Mexico). Alaska and Utah mandated surveys of state workers to establish

WHAT IS A CENTRALIZED ACCOMMODATION FUND?

As noted by the Job Accommodation Network (JAN), accommodations for employees with disabilities generally don't cost much, if anything. However, some public managers and supervisors with limited agency and business unit resources believe that workers with disabilities may be too expensive to employ since more often than not, funds for accommodations are taken from a manager's operating budget. For smaller government agencies with smaller operating budgets, funding accommodations may seem a fiscal challenge.

A centralized accommodation fund can help remove disincentives for managers to hire people who request accommodations and can be a solution to agencies large and small to help pay for costs associated with providing reasonable accommodations for state and municipal employees with disabilities.

The design of a central fund can vary depending on each state and/or local government's unique circumstances. Massachusetts, for example, established a capital reserve account with over \$500,000 to supplement state agency efforts to accommodate employees with disabilities. Applications from state agencies are addressed on a first come first serve basis and administered centrally by the MA Executive Office for Administration and Finance.

More information about the Massachusetts Reasonable Accommodation Capital Reserve Account can be found at:

http://www.mass.gov/anf/ employment-equal-access-disability/ diversity-access-and-opportunity/ access-and-opportunities/oao-annualrpts/massachusetts-reasonableaccommodation-capital.html how many people currently working in government have a disability and what their perception is of working for the state as a person with a disability.

Accommodations and promotion of assistive technology are also frequently addressed to ensure that those working with a disability have adequate access to the resources they need to fully function in the workplace (e.g., Maine, Massachusetts, Virginia, and Washington). Both Washington and Massachusetts established centralized accommodations funds. For example, Massachusetts established a centralized Reasonable Accommodation Capital Reserve Account to help state agencies fund the more expensive accommodations requests made by their state agency workers with disabilities. And in 1987, the Washington legislature established a Disability Accommodation Revolving Fund for state agencies to use to accommodate unanticipated needs for job site modifications and/or equipment for their employees with disabilities. While research has found that most accommodations are relatively inexpensive (under \$500) or cost nothing at all (Loy, 2012),8 establishing a centralized fund relieves individual agencies of any concerns regarding costs to their own budgets.

Institutional Support and Ownership

Many governors have established task forces or advisory bodies within the executive branch to either explore the possibility of the state becoming a model employer of people with disabilities, to plan for activities under model employer directives, or to carry out these activities as an oversight body. These groups serve to bring together key stakeholders, such as state disability and/or rehabilitation agencies, state hiring (personnel, human resources) agencies, state disability-related commissions (such as

State Rehabilitation Councils, Developmental Disability Councils), educators (to assist with training curricula) and individuals with disabilities to develop successful strategies to increase the number of people with disabilities employed at the state level (e.g., Alaska, California, Massachusetts).

Other institutional-level supports for state model employer initiatives include addressing and compiling better data on how many people with self-disclosed disabilities are employed by the state and/or efforts to improve self-disclosure rates (e.g., Kansas, Massachusetts). This can also include establishing data baselines and tracking the number of people with disabilities who apply for state positions and who get interviewed and hired (e.g., New Mexico). This reporting helps to track successful model employer initiatives and to ensure agencies are following all model employer policies.

Creating an Inclusive Work Environment

Another common theme in model employer efforts is practices that serve to create a more inclusive or welcoming work environment for people with disabilities within state government. A common way to promote the state as a potential employer for people with disabilities is for the state to establish a public awareness campaign designed to let Jobseekers with disabilities know of employment possibilities in state government (e.g., California, Maine, New Mexico, and Utah). Often these campaigns involve sponsoring job fairs and summits and may entail the human resources agency coordinating with vocational rehabilitation or other community-based disability agencies or groups to spread the word that the state seeks to hire people with disabilities for state jobs.

Another tactic designed to create a welcoming environment is to provide training to managers or the state workforce as a whole (either voluntary or mandatory) about disability etiquette, disability accommodations, the ADA, and other related topics to eliminate concerns and create better awareness for working with employees with disabilities (e.g., California, Massachusetts,

Virginia). Some states, such as Minnesota, bring attention to disability employment issues at the state level by actively participating in national awareness efforts such as National Disability Employment Awareness Month. Other resources, such as guidebooks and written policies serve a similar purpose and are available for review by the manager as needed (lowa Department of Human Rights, 2003; Virginia Board for People with Disabilities, 2009).

Help with Retention

Having comprehensive strategies in place to retain people who acquire a disability while employed with the state also helps contribute to an inclusive environment for people with disabilities. For example, Illinois was the only state found to have established a special retention program. This effort, called the Alternative Employment Program, offers current state employees who are on temporary leave for a disability and who can no longer perform the functions of their job, the ability to be assigned to a different job within state government on a probationary period.

While all states are required to fulfill the mandate of the Americans with Disabilities Act (ADA), the Equal Employment Opportunity Commission (EEOC), and Affirmative Action (AA) in their human resources practices, the ones noted in this study are "leading examples" of states with more targeted and sustained efforts to improve the recruitment and hiring of qualified job applicants with disabilities, as well as to improve the retention and advancement of state workers with disabilities or those who have developed a disability while employed in state government. These states, whose efforts are detailed below, have made good faith efforts to launch and implement model employer programs and/or specific activities over the past 10 years and, in most instances, to keep them active.

State Profiles

It is important to note that there are other states, not profiled in this report, that started model employment efforts prior to 2013. However, the research found through queries to state officials that some of these efforts were no longer active, no longer a current priority in the administration, and/or that one or more of the particular strategies have not been kept active due to various reasons, including lack of state resources and/or changes in administration and leadership.9 Nonetheless, while these efforts may be temporarily on hold in some states, the state profiles above reference some of the noteworthy products and activities that were developed (such as executive orders, training curricula, and guidebooks) from those activities.

Finally, the research also sought to discover whether any state or large municipality offered hiring preferences to people with disabilities. For purposes of this research, a preference is defined as a preference in appointments to state jobs usually by adding "points" to the final scoring of a job applicant's civil service examination score. While the vast majority (49) of states plus the District of Columbia as well as the cities of Chicago and Los Angeles have established employment preferences for veterans (and service-disabled veterans), only Montana has similar preferences specifically for applicants with disabilities who have no veteran status. 10

Alaska's Model Employer Activities

In September 2012, Governor Sean Parnell officially announced that "the State of Alaska would strive to be a model employer of qualified people with disabilities and has established a State as a Model Employer Task Force" (Disability Employment Awareness Month Proclamation, 2012).

To develop its program, Alaska established a dedicated State as a Model Employer Task Force within the Governor's Council on Disabilities and Special Education. This task force has been charged with continuing to:

"develop strategies to increase the pool of qualified applicants with disabilities through targeted recruitment and outreach activities and will review best practices and innovative strategies in other programs designed to provide reasonable accommodations and an inclusive and accessible work environment for workers with disabilities while providing equal opportunity and cost savings, and enhancing productivity" (Alaska State Vocational Rehabilitation Committee, 2012)

The Task Force is comprised of members from the Governor's Council on Disabilities and Special Education, the Alaska Division of Personnel and Labor Relations, the Alaskan Americans with Disabilities Act Coordinator's office, and the Alaska Division of Vocational Rehabilitation. According to the Alaska State Vocational Rehabilitation Committee (2012), Alaska is currently the top employer of Division of Vocational Rehabilitation participants.

An important component of Alaska Statute AS 39.25.150(21) is the stipulation that allows for the provisional hiring of individuals with severe disabilities into state employment. The Alaska Provisional Hire Program is administered through the Alaska Department of Labor and Workforce Development's Division of Vocational Rehabilitation and allows Alaska state agency hiring managers to hire qualified candidates with disabilities with trial work for up to four months with the option to hire the person as a permanent employee. As noted by the statute, the disability hiring provision allows for the:

"granting of (an) employment preference to individuals with severe disabilities; this includes the right to provisional appointment without competitive assessment for periods of up to four months and the granting of eligibility to an individual with a severe disability provisionally appointed under the rules who demonstrates ability to perform the job for permanent appointment without competitive assessment; provisional employment under this paragraph may not exceed four months during a 12-month period; 'individual with a severe disability,' as used in this paragraph, means an individual certified by the director of the division of vocational rehabilitation to be severely disabled" (Alaska Statute 39.25.150[21], 2 AAC 07.235[q] and 2 AAC 07.270[a]).

State hiring managers are not required to give individuals in the program preferential appointment rights, unless the individual with a disability meets other state preferential requirements, such as veterans status.

Information on Governor Parnell's State as a Model employer announcement: http://gov.alaska.gov/parnell/press-room/full-proclamation.html?pr=6267

Information on the Governor's Council on Disabilities and Special Education can be found at: http://hss.alaska.gov/gcdse/

Information about the Alaska provisional hiring statute can be found at: http://www.touchngo.com/lglcntr/akstats/statutes/title39/chapter25/section150.htm

Information about the Alaska Provisional Hire Program can be found at: http://doa.alaska.gov/dop/filead-min/StatewideHR/pdf/ProvisionalHireProgram.pdf and http://doa.alaska.gov/dop/workplace/hiring-ManagerResources/

A copy of the Alaska survey of state agencies can be accessed at: http://www.hcbs.org/openFile.php/fid/8047/did/2731

The Alaska state hiring website can be accessed at: http://workplace.alaska.gov

California's Model Employer Activities

In 2002, the California state legislature signed into law The Workforce Inclusion Act (AB 925) requiring the California Department of Health and Human Services Agency and the Labor and Workforce Development Agency, using existing resources, to create "a sustainable, comprehensive strategy to accomplish various goals aimed at bringing persons with disabilities into employment" (California AB 925, 2001), including directing the California Governor's Committee on Employment of People with Disabilities to work toward overall higher employment levels for adults with disabilities within the state.

Subsequently, then Governor Arnold Schwarzenegger signed Executive Order S-4-05 in 2005, directing state agencies to improve hiring practices for people with disabilities. Specifically, the order required agencies to "utilize best efforts with respect to recruitment, hiring, advancement" of people with disabilities, to review hiring practices annually, and to use the Limited Examination and Appointment Program (LEAP) list to fill vacancies. The order assigned the State Personnel Board and the Department of Rehabilitation to provide leadership in launching the California Model Employer Initiative (CMEI). The CMEI project was based upon a state as a model employer action plan, developed in conjunction with representatives from 29 California state agencies. Thirty-five items were outlined in the action plan, which included such deliverables as: a model employer definition, a model employer online training, CMEI and LEAP program videos, procedures and guidelines designed to provide reasonable accommodations to people with disabilities, a comprehensive review of all available statistical data and policy recommendations to address discrimination complaints, and the drafting of a mentoring program (CMEI, 2012).

LEAP "is an alternate examination and appointment process designed to facilitate the recruitment and hiring

of persons with disabilities into State of California civil service employment." Jobseekers with disabilities (defined as individuals with a physical or mental impairment or medical condition that limits one or more life activities) living in California are certified eligible for LEAP if they meet the requirements of being an individual with a disability through the state's Department of Rehabilitation. Once an individual receives a certification, LEAP participants can apply for LEAP examinations during open testing periods (and they may also continue to apply for non-LEAP examinations for state jobs as well). All examinations are provided online as well as by mail.

As part of the LEAP effort, the state has also developed a training curriculum and offers training to state personnel to enable supervisors and hiring personnel to better understand the goals of the state's inclusionary hiring goals and objectives. Training modules review the state's goals and objectives, discuss techniques on how to reach out and recruit people with disabilities for state employment, and offer information on how to support a more inclusive work environment. These training modules were developed through a partnership between the California Department of Rehabilitation, State Personnel Board, San Diego State University Interwork Institute, and Talent Knows No Limits.

In addition, former Governor Schwarzenegger issued Executive Order S-11-10, which advised agencies to review their reasonable accommodation policies and to ensure that state goods and services purchased are accessible to people with disabilities. State workers with disabilities can also participate in the Association of California State Employees with Disabilities, a non-profit advocacy group in California that works to expand employment, promotion, and ap-

pointment opportunities for state workers with disabilities, as well as provide advocacy on disability issues in California state government.

The California Workforce Inclusion Act can be accessed at: http://www.leginfo.ca.gov/ pub/01-02/bill/asm/ab_0901-0950/ab_925_ bill_20020929_chaptered.html

The 2005 and 2010 executive orders can be accessed at: http://gov.ca.gov/news.php?id=2003 and http://gov.ca.gov/news.php?id=15669

More information on LEAP can be found at: http://jobs.ca.gov/job/leap

More information on the California Model Employer Initiative online training can be found at: http://interwork.sdsu.edu/cmei/

For more information about the Association of California State Employees with Disabilities, see: http://acsedonline.org/about/

The California state hiring website can be accessed at: http://www.jobs.ca.gov/

Illinois's Model Employer Activities

In 2009, the Illinois legislature and Governor Pat Quinn signed into law Illinois Public Act 096-0078. Among other things, this law requires that:

"The [Illinois] Department [of Central Management Services], in cooperation with the Department of Human Services, the Department of Employment Security, and other agencies of State government shall develop and implement programs to increase the number of qualified employees with disabilities working in the State" (State of Illinois, n.d.).

The Illinois legislation established four programs for workers with the disabilities: the

Accommodated Testing Program, the Alternative Employment Program, the Successful Disabilities (SD) Opportunities Program, and the Supported Employment Program (SEP). Today, Illinois residents with disabilities who are interested in employment with the State of Illinois have a number of avenues to pursue.

First, job applicants with disabilities can take advantage of accommodated testing through the state's Accommodated Testing Program. Administered by the state's Department of Central Management Services, applicants with disabilities can request testing accommodations¹¹ at five assessment centers located throughout the state.

The second program for applicants with disabilities is the Successful Disability Opportunity Program. The SD program allows current state Division of Rehabilitation Services clients to receive a special "SD" score on their civil service exams and to be added to a list of SD-eligible candidates that state agencies can consult when hiring.

A third option, for candidates with certain disabilities that limit their functional capacity but who can perform the job with technical assistance, assistive technology, or the services of a job coach, and are seeking first-time employment with state government, is to receive assistance from the state's Supported Employment Program. For these individuals, state hiring agencies that have an established trainee program can offer Supported Employment initially and permanent employment after a trial work period.

Finally, the Alternative Employment Program allows current state employees who are on temporary leave for a disability and who can no longer perform the functions of their job to be assigned to a different job within state government on a probationary basis.

Illinois Public Law 096-0078 can be found at: http://www.ilga.gov/legislation/publicacts/fulltext.asp?Name=096-0078

More information on the above programs can be found at: http://work.illinois.gov/disabpgm.htm

and http://www.state.il.us/cms/download/pdfs/dis_brochure.pdf

The Illinois state hiring website can be accessed at: http://work.illinois.gov/

Maine's Model Employer Activities

In 2006, then Governor John E. Baldacci issued Executive Order 13 establishing Maine state government as a model employer of people with disabilities. The order required the Maine Department of Labor, in cooperation with the state's Bureau of Human Resources, to: implement a promotional campaign advertising state employment for people with disabilities, identify hard-to-fill jobs, conduct a survey of state workers to identify the occurrence of disability, and designate the Maine Bureau of Rehabilitation Services and the Bureau of Human Resources to increase the employment of people with disabilities within state agencies.

To supplement the power of the executive order, the Maine legislature passed in 2006, *An Act to Create Employment Opportunities for People with Disabilities*. This law directs state agencies to review the placement of people with disabilities within their agency, plan to increase the number of people with disabilities working within state government, increase outreach activities to people with disabilities about state job openings, and increase efforts to provide workplace accommodations. In 2010, Governor Baldacci reaffirmed the state's commitment to hiring within state government and being a model employer by issuing an executive order noting the importance of Maine departments and state agencies to continue to promote and facilitate the employment of people with disabilities within their ranks.

To promote the greater employment of people with severe disabilities into state government, the state established the Special Appointments Program for clients of the Bureau of Vocational Rehabilitation.¹² The program offers state agency employment to candidates who meet minimum established qualifications for a particular job, have been certified by a professional that they have

the capacity to learn the skills required to meet job qualifications, and are certified that they can perform the job duties if provided support and training. Candidates are offered trial employment for up to one year, after which they can move to regular employment status within the state agency.

Maine Executive Order 13 FY 06/07 can be found at: http://www.maine.gov/tools/whatsnew/index.php?topic=Gov_Executive Orders&id=21192&v=article2011

Maine legislation (H.P. 1351-L.D. 1910, Chapter 570) can be found at: http:// www.mainelegislature.org/ros/LOM/ lom122nd/15Pub551-600/Pub551-600-19. htm

The 2010 Maine executive order can be found at: http://www.maine.gov/tools/whatsnew/index.php?topic=Portal+News&id=113640&v=article-2008

For more information about the Maine Special Appointments Program into state government jobs, see: http://www.maine.gov/rehab/special_appointment/index.shtml

The Maine state hiring website can be accessed at: http://www.maine.gov/bhr/state_jobs/index.htm

Maryland's Model Employer Activities

The State of Maryland currently provides job applicants with disabilities interested in state government service targeted information and links to resources from the state's hiring website. Included in those resources is information about the state's Special Options Eligible List and the Employed Individuals with Disabilities Program (a medical assistance program as part of Medicaid for workers in private-sector employment as well as public employment, if eligible).

The Special Options Eligible List program allows individuals with disabilities to be certified by the state's Department of Education, Division of Rehabilitation Services as being physically capable and adequately trained to qualify for a state position. Appointment authorities in the state may then select candidates for a position they seek to fill from the Special Options Eligible List, or from an existing candidate list for recruitment.

In addition, the Maryland Department of Budget and Management, in partnership with the Division of Rehabilitation Services, coordinates an internship program for students with disabilities within the executive branch called the Governor's Quality, Understanding, Excellence, Success, and Training (QUEST). Clients of the Division of Rehabilitation Services are eligible for QUEST internships in Maryland state agencies. These internships generally last for three months, are voluntary, and pay a stipend.

More about Maryland's QUEST internship program can be found at: http://www.dbm.maryland.gov/jobseekers/Pages/QUEST.aspx

The Maryland state hiring website can be accessed at: http://www.jobaps.com/MD/

Massachusetts's Model Employer Activities

In 2007, Governor Deval Patrick issued Executive Order 478, including people with disabilities in the state's equal opportunity and affirmative action policies. As a result of this executive order, the state developed a Strategic Plan to make Massachusetts a Model Employer of People with Disabilities with over 25 goals and objectives to increase the number of people with disabilities employed by state government, to foster better retention and advancement of state workers with disabilities and older state employees who age into a disability, and to create state work environments that support and facilitate the employment of people with disabilities in state agencies. Executive Order 478 was superseded by Executive Order 526 in 2011. This order established non-discrimination, equal opportunity, and diversity as principles of the executive branch, and directed various state agencies to operationalize those principles, including the establishment of a new Governor's Non-discrimination, Diversity, and Equal Opportunity Advisory Council.

Several activities that Massachusetts has engaged in, through its Office of Diversity and Equal Opportunity with assistance from the state Office of Access and Opportunity, have included:

- Launching a self-identification campaign to raise awareness at state workplaces about the different types of disabilities and to increase the understanding of the self-identification process.
 This included a dedicated focus on universal accessibility to improve ADA compliance across all state agencies by linking capital budgeting and planning to accessibility implementation and creating a Universal Access Committee to oversee the statewide effort.
- Establishing a Reasonable Accommodation Capital Reserve Account as a backstop for state agencies that find they cannot meet the cost of providing reasonable accommodations to employees with disabilities within their own state agency budgets. The funds do not supplant existing agency resources, but supplement them. As of FY 2012, four state agencies requested assistance with grants ranging from \$669 to \$50,000, with four out of five of the requests related to technology (Massachusetts Taskforce on Employment for People with Disabilities, 2012).
- Developing disability awareness curricula and providing mandatory training to state employees, hiring managers, supervisors and ADA coordinators.
- Producing a quarterly newsletter (entitled Dialogue), which is distributed electronically to all state executive branch employees (approximately 44,000). The newsletter keeps state workers informed of progress to date on Massachusetts' state model efforts as well as provides information on various disability and employment topics.

Massachusetts Executive Order 478 can be found at: http://www.mass.gov/governor/legislationeex-ecorder/executive-order-no-478. html

Massachusetts Executive Order 526 can be found at:

http://www.mass.gov/governor/legislationeexecorder/executiveorder/executiveorder-no-526.html

The June 2009 Massachusetts Strategic Plan can be found at: http://www.mass.gov/anf/docs/hrd/odeo/strategic-plan-model-mploye.doc

More information about Massachusetts' strategic efforts can be found at: http://www.mass.gov/anf/employment-equal-access-disability/diversity-access-and-opportunity/model-employer/model-employer-for-people-with-disabilities.html

The Massachusetts state hiring website can be accessed at: https://jobs.hrd.state.ma.us

New York's Model Employer Activities

New York State has established the Governor's Programs to Hire Persons/Veterans with Disabilities in an effort to facilitate the recruitment and placement of individuals with disabilities into entry-level jobs in state government. Sections 55-b (persons with disabilities) and 55-c (veterans with disabilities) of the New York State civil service law allow people with disabilities and veterans with disabilities to bypass civil service exams for entry-level state positions that would otherwise be open competitive positions. To become eligible, Jobseekers must be certified by the Employee Health Service of the New York State Department of Civil Service based on a review of the person's employment history as well as the degree of their functional limitations.

A formal application is still required for these positions and a medical exam may also be required. State agencies are encouraged to hire people eligible for this program, though they are not required to do so. Under New York's

civil service law, section 55-b authorizes the designation of up to 1,200 positions that would normally be filled through an open, competitive examination process to be filled through a 55-b appointment.

More information about New York's 55-b hiring initiative can be found at: http://www.cs.ny.gov/dpm/b55.cfm

More information about New York Executive Order 6 can be found at: http://www.cs.ny.gov/dpm/execor6.cfm

The New York state hiring website can be accessed at: www.cs.ny.gov/

New York City

New York civil service law, section 55-a, allows municipal civil service agencies to prescribe a number of positions, not to exceed 700, with duties that can be performed by individuals with physical or mental disabilities and who are found qualified to perform the duties of the job.

More information on Section 55-a of New York Civil Service Law, Workers with Disabilities Interested in Local Government Employment, can be found at: http://www.cs.ny.gov/dpm/55a.cfm

Oklahoma's Model Employer Activities

Oklahoma established the Optional Program for Hiring Job Applicants with Disabilities under the direction of the state's Human Capital Management Department. Examinations for jobs in state government may be waived for qualified job applicants with disabilities who are certified as eligible from the state's vocational rehabilitation agency.

For more information about Oklahoma's Optional Program for Hiring Job Applicants with

Disabilities, see: http://www.ok.gov/opm/State_Jobs/ Optional_Program_for_Hiring_Applicants_with_Disabilities.html and http://ok.gov/odc/Employment/ Employment_Programs/

The Oklahoma State hiring website can be accessed at: http://www.ok.gov/opm/State_Jobs/index.html

Utah's Model Employer Activities

In 2007, former Governor Jon Huntsman issued Executive Order 2007-0013, *Designating the Intent of Utah State Government to Be the Model Employer of People with Disabilities*. This order required the Utah Department of Human Resources to conduct outreach campaigns for people with disabilities, and to survey hard-to-fill positions and to recruit people with disabilities to fill these positions. The order also created a taskforce to explore additional strategies to increase the employment of people with disabilities within state government.

In June 2012, Governor Gary R. Herbert signed House Bill 17. This bill established the Alternative State Application Process designed to expedite the hiring of qualified Jobseekers with disabilities into state employment. Under the direction of the state's Department of Human Resources Management, the bill required the agency to establish rules and policies for the program with the goal of facilitating the ability of executive branch agencies to identify qualified candidates with physical or mental disabilities. The program, which started in 2011, provides for the appointment of qualified candidates with disabilities to fill vacant positions for a six-month trial examination period. Upon completion of the examination period, the worker would then be in the position during the state's customary probation period.

Utah Executive Order 2007-0013 can be found at: http://www.rules.utah.gov/execdocs/2007/Exec-Doc131817.htm

More information about Utah House Bill 17 can be found at: http://www.usor.utah.gov/house-bill-17-enhances-state-employment-opportunities-for-people-

with-disabilities

More information about Utah's Alternative State Application Program can be found at: http://statejobspostings.utah.gov/alternative-state-application-program-asap

The Utah state hiring website can be accessed at: http://statejobspostings.utah.gov/

Vermont's Model Employer Activities

The Vermont Department of Personnel has a special provision for state job applicants with disabilities. Most notably, any person with a qualifying disability applying for a job in the state workforce may opt for a mandatory interview if he/she meets minimum education and experience requirements for the position. Applicants need to request mandatory interview status by completing a "Request for Mandatory Interview Form." Applicants approved are then granted mandatory status, meaning that a state agency is required to offer the job applicant an interview when applying for an open state position to which she/he is qualified.

More information about Vermont's mandatory interview program for job applicants with disabilities can be found at: http://humanresources.vermont.gov/services/eeo/individuals_with_disabilities/accommodations_in_the_application_process

For information about Vermont Executive Order 3-43 (2002), Establishment of the Governor's Workforce Equity and Diversity Council can be found at: http://www.leg.state.vt.us/statutes/fullsection.cfm?Title= 03APPENDIX&Chapter=003&Section=00043

The Vermont state hiring website can be accessed at: http://humanresources.vermont.gov/career_center

Virginia's Model Employer Activities

In 2007, Governor Timothy Kaine issued Executive Directive 8, which requires state agencies to "expand existing efforts for recruiting, accommodating, retaining and advancing people with disabilities for positions avail-

able in state government" (Commonwealth of Virginia, 2007). Additionally, the directive encourages hiring managers to participate in trainings on promoting employment for people with disabilities and requires a review of existing policies about employing people with disabilities. One activity undertaken as part of this effort was a comprehensive resource guide designed for private- and public-sector directors, managers, and staff to help them better understand the benefits of recruiting, employing, and retaining individuals with disabilities. A Guide to Increasing Successful Recruitment and Hiring of People with Disabilities: Tools and Resources for Directors, Managers and Staff contains useful information about such topics as various tax credits, disability etiquette, providing personal assistance services, and reasonable accommodation.

Subsequently, in 2012, Governor Robert Mc-Donnell issued Executive Order 55, Supporting Virginians with Disabilities in the Commonwealth's Workforce: Importance of Employment for Virginians with Disabilities. While this order focuses predominantly on identifying and developing strategies for expanding employment of individuals with disabilities in the private sector, it does "call upon the Department for Aging and Rehabilitative Services and the Department for the Blind and Vision Impaired to increase coordination in the provision of information and support to both public and private sector employers particularly in efforts to use assistive technology to support individuals with disabilities in the Commonwealth's workforce" (Commonwealth of Virginia, 2012).

The Virginia 2007 Executive Directive 8 can be found at: http://www.dhrm.virginia.gov/recruitment/GovernorsExecutiveDirective8.pdf

The Virginia 2012 Executive Order 55 can be found at: http://www.governor.virginia.gov/PolicyOffice/ExecutiveOrders/viewEO.cfm?eo=55

The 2009 Guide to Increasing the Successful Recruitment and Hiring of People with Disabilities can be found at: http://www.dhrm.virginia.gov/recruitment/GuidetoSuccessfulRecruitmentand
HiringPeoplewithDisabilities.pdf

The Virginia hiring website can be accessed at: https://jobs.agencies.virginia.gov/applicants/jsp/shared/Welcome_css.jsp

Washington's Model Employer Activities

Since the 1980's, various Washington State Governors have signed Executive Orders (for example, Executive Orders 84-09; 85-09; 91-06; and 93-07) that established a vision and culture of diversity and inclusion in Washington State government, including but not limited to affirming the state's commitment to diversity and equity in service delivery, in establishing affirmative action and work place diversity policies, in prohibiting discrimination and in directing that barriers to the employment of persons with disabilities be eliminated and that reasonable accommodation continue to be made to insure the including of persons with disabilities in the state workforce.

Most recently in 2013, Governor Jay Inslee signed Executive Order 13-02, which addresses the state's commitment to not only developing a high performing public workforce, but one that recognizes and protects the rights of people with disabilities and fosters their inclusion in the state workforce. Recognizing that state government is one of the largest employers in the state, the Governor adopted a goal that, by June 30, 2017, five percent of the state's workforce will be comprised of persons with a disability.

The Executive order also:

- Establishes a Disability Employment Task Force, through the state Office of Financial Management, to provide assistance and guidance to state agencies with the recruitment and retention of persons with disabilities;
- Requires each cabinet-level agency to develop an annual employment plan to address the underrepresentation of people with disabilities in their agency and report progress;
- Designates an individual in each cabinet-level agency to serve as a disability employment coordinator responsible for overseeing the disability employment activities in each agency;
- Requires each state agency to use and participate in the state's supported employment program.

The Washington State Executive Order 13-02 can be found at: http://www.governor.wa.gov/office/execorders/documents/13-02.pdf

The Washington State hiring website can be found at: http://careers.wa.gov/

Montana's Persons with a Disability Employment Preference Policy

It is important to note that of the states that have established employment preferences for veterans [and service disabled veterans], only Montana has similar preferences specifically for applicants with disabilities who have no veteran status.¹³

The state of Montana has two employment preferences—The Veterans' Public Employment Preference Act and the Persons with Disabilities Public Employment Preference Act. According to the state of Montana, these provide for a preference in public employment for certain military veterans and people with disabilities or their eligible relatives. An applicant claiming employ-

ment preference must complete an Employment Preference Form, PD-25A, available through a local Montana Job Service Workforce Center or the State of Montana Employment Information web site at http://mt.gov/statejobs/default.mcpx (Montana ARM 2.21.1412).

Montana Administrative Rule (ARM) 2.21.1412-1432 established the Persons with Disabilities Employment Preference to cover the state of Montana, and all executive, legislative, and judicial branches, as well as covered local governments (municipal and county). Any person with a disability, who is certified by the Montana Department of Public Health and Human Services (DPHHS) to have a 100 percent disability and has been a continuous Montana resident for at least one year immediately before applying for employment (and in the case of local government has resided at least 30 days before applying for employment), is able to apply for and use the preference. Also eligible for the preference is the spouse of a totally (100 percent) disabled resident certified by the DPHHS. The marital relationship must also be verified by DPHHS.

Details about the Persons with Disabilities Employment Preference, including ARM 2.21.1412-1432 can be found at: http://data.opi.mt.gov/bills/mca_toc/39_30.htm and http://mt.gov/statejobs/EmploymentProcessDetails.mcpx#Application, and https://montana.policytech.com/default.aspx

Montana's Employment Preference Form PD-25A can be found at: msdb.mt.gov/about/employpref.doc

The Montana state hiring website can be accessed at: http://mt.gov/statejobs/default.mcpx

Challenges and Opportunities

While there are interesting and promising practices occurring in many states, there are challenges to implementing model employer strategies across the board and opportunities for improvement of the current status quo. The most notable challenge is the current economic climate. Research from the Bureau of Labor Statistics shows that after the Great Recession, state and local governments made significant cuts in state and local employment with municipal governments faring the worst. In 2011 alone, state and municipal governments cut nearly 250,000 jobs, which made making the goal of hiring more people with disabilities at the state-level a more difficult sell (Dadayan & Boyd, 2013; Governing: The States and Localities, n.d.; Maynard, 2013). However, while non-education public sector employment has been declining since 2008, cuts in state government education employment have been less severe (i.e., positions in public colleges and universities). Education jobs constitute almost half of total state government employment (Dadayan & Boyd, 2013). It is important to note that state personnel rules and regulations may be different for the state executive branch and public educational institutions, but often they may share common state health benefit and retirement plans, and may have reciprocal agreements to share other activities such as purchasing.

Additionally, funding for state Medicaid Infrastructure Grants, which provided initial financing for many of the programs implemented and documented in this report, has ceased. This funding had offered unprecedented flexibility to states to establish a wide variety of disability employment activities. With state and local budgets and resources constrained, many state and local governments are not in a

financial position to cover initial start-up costs evident under existing model employer programs, even if the programs are cost-neutral or beneficial to the state and local government in the long run. Further, even in states with well-established special state hiring programs (such as the nine states mentioned in this report), these programs are not always well advertised with easily accessible information for jobseekers with disabilities on the central state hiring websites.

One of the most important factors to establishing an active state as a model employer program is having the dedicated commitment and sustained attention of senior executive branch officials, along with commensurate responsibility and authority. With ongoing economic and hiring challenges at the state level, as well as the inevitable change in political leadership, it can be difficult to sustain this type of hiring and recruitment activity unless responsibility and reporting of progress on the activity is clearly vested with a state agency and/or state executive position (for example, under the state's human resources agency).

Finally, in the aftermath of the Great Recession, state and municipal governments are under pressure to do more with less. This means investing in programs and activities where returns are proven to be great. But the literature and this report find that most of the states highlighted do not keep data on the outcome of their efforts, do not make data, if it exists, publicly available or have not set targeted performance goals or track activities against those goals and numeric targets. Without accountability and data collection and analysis activities in place with measureable goals and targets, the efforts are at best merely aspirational or at worst left to drift over time.

However, there are opportunities as well. The workforce is aging (U.S. Government Accountability Office, 2006), and many employers at both the federal and state levels may be looking to establish policies to successfully manage a workforce that is aging, aging with disabilities, and retiring. Even with the unprecedented decline in state and local public-sector jobs, there is likely to be a demand for replacement workers as the Baby Boom generation eventually retires out of state and local employment in the next 5 to 10 years. The population of educated, talented people with disabilities who could fill these positions is large. There is also a strong fiscal argument: employing people with disabilities saves the federal and state government money by reducing dependency on cash and medical and disability benefits. In an era increasingly concerned with budget health and austerity, this is indeed a strong incentive for the increased employment of people with disabilities both in the private and public sectors.

Summary and Recommendations

Some states are creatively approaching becoming a model employer for people with disabilities. Instituting programs and strategic activities that make state government employment more inclusive not only benefits people with disabilities who wish to work for the state but also benefits both current employees who may have an undisclosed disability and the government agency by reducing turnover from employees who acquire a disability while working.

First, as noted in the findings, a number of states are pursuing activities that facilitate increased hiring of individuals with disabilities in state government. For state and local governments interested in expanding activities or in establishing "model employment programs" for individuals with disabilities, there are a number of activities states can pursue:

1. Provide leadership, establish accountability, and set and track measurable goals. Governors and Mayors can set the tone that hiring individuals with disabilities into government service positions

- at all levels of government is a priority and that employment is an important goal for the administration. To ensure that this priority achieves its intended results, Governors and Mayors should develop mechanisms that hold state/local agency officials accountable for their efforts. For example, leaders can establish numeric or percent goals, hold regular meetings with executive branch (hiring and agency) officials, and publish progress on meeting goals in reports or public websites. States should also put in place mechanisms to collect data on their efforts including information about the number of new hires, the positions and wages, turnover/retention activities, number of self-disclosures, etc.
- 2. Establish a 'fast track' hiring mechanism. State and local governments can put in place dedicated human resource strategies (including but not limited to alternative appointment processes, trial work periods, provisional appointments, fast track testing, etc.) that provide job applicants with disabilities better, clearer, and more open access to employment opportunities in state/local government. Embedding these policies under the authority of the central state hiring agency (e.g., Departments of Personnel, Human Resources Management, etc.) ensures that the recruitment commitment becomes a part of the state's human resource management system, and not just its disability system.
- 3. Develop and provide dedicated training (online or in person) to state/local supervisors and managers on the ADA, disability etiquette, and disability diversity and inclusion efforts within the state and/ or municipality. Providing information to all state/ local employees about disability issues, including self-disclosure, is important to establishing a culture of inclusion. Such activities can be part of a state or local government's routine new employee orientation program, or offered as part of a state/

local government ongoing professional development efforts.

- 4. Establish a mechanism for identifying and paying for job accommodations including, if possible, putting in place a central accommodations account and process (versus individual agency accounts) for state and/or local agencies.
- 5. Establish an early intervention and strong return-to-work strategies for government employees who are absent due to a work or non-work-related disability.
- 6. Provide on-the-job work and education experiences for high school and college students with disabilities through internships and job shadowing programs with state/local agencies. State and local governments can partner with secondary and postsecondary institutions to develop internship programs or actively recruit youth and young adults into existing governors' fellows/internship programs. These activities would allow students with disabilities to both gain valuable work experience as well as access employment opportunities available within state and municipal government.
- 7. Establish a mechanism for collecting data, gathering feedback and making adjustments to the program as state and local officials gain more experience. This includes, but is not limited to, collecting data (i.e., on the number of new hires, the use of the accommodations fund, the number of internships and/or internships to hires, the number of trainings offered, the number of employees with disability returning to work, etc.), as well as

regularly analyzing, evaluating and publishing the data against desired goals.

Second, there are also a number of other small to no-cost activities that states and local governments can implement to create more inclusive work environments and increase the number of job applicants with disabilities into government positions. These include:

- 1. Ensuring that all state/municipal hiring websites are fully accessible and that information specifically for service-disabled veterans and people with disabilities is easily found on the centralized state/local hiring website, and that all state/municipal job openings (e.g., civil service, non-civil service, permanent and temporary, full and part time) are advertised on state/local hiring websites, or that links to state hiring websites are also available on state vocational rehabilitation websites. States can also create a more welcoming atmosphere for jobseekers by including positive images of individuals with disabilities in employee, consumer, or promotional/advertising materials.
- 2. Formalizing partnerships between state vocational rehabilitation agencies and state hiring agencies to ensure that people using vocational rehabilitation services have access to state jobs. For example, work to ensure that recipients of state vocational rehabilitation services are aware of state hiring websites and 'fast track' programs, and are trained in how to find and apply for government jobs.
- 3. Reach out to and develop partnerships with community-based, disability-

specific organizations and American Job Centers as a source to recruit new hires. Partnerships can be established with such organizations as independent living centers, state vocational rehabilitation agencies, local American Job Centers, college disability service and career services offices, and other disability employment social service and workforce development providers to educate them on the state/local hiring process and how best to help their Jobseekers with disabilities find and apply for government jobs.

Third, state governments could also look to expand and extend their state as model employer activities to employment efforts in public post-secondary educational institutions, such as state universities and colleges. While state executive branch agencies and public post-secondary universities may not share the same human resource systems, there are a number of activities that Governors and states can do to inspire disability hiring activities in public educational institutions. For example, Governors can:

- 1. Challenge State University Board of Governors/ Trustees to follow state government's lead and develop strategies, establish activities, and set goals that increase the hiring of faculty and staff with disabilities into positions within the university system based on the university's own unique circumstances:
- 2. Ask Universities to work in partnership with state executive branch efforts to help support and develop their own unique 'fast track' hiring system. While executive branch and universities may develop different mechanisms for 'fast tracking' jobseekers with disabilities into employment opportunities, state and university officials can benefit from mutual collaboration, shared learning, and shared evaluation and feedback; and
- 3. Facilitate collaboration between state executive

branch activities and universities in developing partnerships that a) create internship opportunities for state college students with disabilities in state agencies; b) create a stronger recruitment pipeline between graduating state college students with disabilities and employment opportunities in state government; and c) work collaborative with community based organizations and state vocational rehabilitation agencies as important sources of talent both within state government and within the university community.

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ENDNOTES

¹According to the U.S. Bureau of Labor Statistics, as of December 2012, total employment in state government was 5.072 million; total employment in the information technology industry was 2.676 million and total employment in the construction industry was 5.711 million.

²Although not the subject of this report, the Federal government, as the nation's largest employer, has also made a commitment to become a model employer of persons with disabilities with the 2010 issuance of Executive Order 13548, which directs federal agencies to increase their recruitment, hiring, and retention of individuals with disabilities. The executive order sets a goal of 100,000 hires of individuals with disabilities in federal positions over a period of five years. More information can be found at: http://www.opm.gov/policy-data-oversight/disability-employment/. The latest data from the U.S. Office of Personnel Management "shows nearly 15 percent of new federal hires between 2010 and 2011 were people with disabilities" or about 19,000 people – up 10 percent from the previous year (Washington Post, March 23, 2013).Retrieved at: http://articles.washingtonpost.com/2013-03-25/ business/37989780_1_americans-with-disabilities-act-disabled-people-disabilities-equal-access

³Defined as policies and programs that are currently in a state of existence, progress or motion.

⁴The municipalities reviewed were the five largest municipalities in the United States by population size as identified in the 2010 U.S. Census: New York, New York; Los Angeles, California; Chicago, Illinois; Houston, Texas and Philadelphia, Pennsylvania.

⁵lbid.

⁶A special appointment list is a vehicle used by a state hiring agency that allows a person from a specific group of individuals (such as people with disabilities or veterans) to be considered for a position outside of the traditional competitive hiring process.

⁷Information about Maryland's QUEST program can be accessed at: http://www.dbm.maryland.gov/jobseekers/Pages/QUEST. aspx. Information about Minnesota's Seeds internship program can be accessed at: http://www.dot.state.mn.us/jobs/seeds. html.

⁸Loy (2012) reports that employers in the Job Accommodations Network study reported that a high percentage (57%) of accommodations cost absolutely nothing to make, while the rest typically cost only \$500.

⁹For example, while the literature review and web search found that the states of Kansas (2010), Maine (2006), New Mexico (2006), and Virginia (2007) all had executive orders, legislation and/or governor-directed activities establishing the state as a model employer of people with disabilities, e-mail communication with officials in these states determined that these efforts are currently temporarily inactive.

¹⁰Typically, in states with veteran's preferences, a veteran must submit proof or verification of having served on active duty of the Armed Forces of the United States, been discharged or released under honorable conditions, or in receipt of a non-service-connected pension from the U.S. Department of Veterans Affairs to be eligible for the preference status. Preferences can take the form of providing to veterans additional "points" or a percent applied to application examination scores and/or advancing the application of a veteran within the sorting process for employment. Information about Montana's Persons with Disability Employment Preference can be found at https://montana.policytech.com/default.aspx

¹¹According to the State of Illinois, accommodations include but are limited to Braille exams, ASL interpreters, Zoom text, extra time, and a personal reader for the test.

¹²According to the Maine Bureau of Rehabilitation Services, exceptions to the requirement that a participant be a client of the Bureau of Rehabilitation Services may be granted by the State Equal Employment office coordinator if there is a qualified rehabilitation

professional employed by the State of Maine involved with the applicant.

¹³Typically, in states with veterans' preferences, a veteran must submit proof or verification of having served on active duty of the Armed Forces of the United States, been discharged or released under honorable conditions, or in receipt of a non-service-connected pension from the U.S. Department of Veterans Affairs to be eligible for the preference status. Preferences can take the form of providing to veterans additional "points" or a percent applied to application examination scores and/or advancing the application of a veteran within the sorting process for employment. Information about Montana's Persons with Disability Employment Preference can be found at https://montana.policytech.com/default.aspx



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