

# State Exchange on Employment and Disability (SEED) Formative Evaluation

## Final Report



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# EXECUTIVE SUMMARY

## Introduction

In June 2015, the U.S. Department of Labor’s (DOL) Office of Disability Employment Policy (ODEP) launched the State Exchange Employment and Disability (SEED) initiative. SEED is designed to engage key stakeholders to advance policy development at the state and local levels that promotes employment opportunities for people with disabilities. The initiative was created with the goal of addressing shortcomings in state policies that have been identified by experts, advocacy groups, and legislators thought to limit the ability of individuals with disabilities to secure or maintain employment.

The core approach of SEED has been to engage member-based state policymaker organizations to serve as “intermediaries” between ODEP, and state and local policymakers (e.g., National Conference of State Legislatures [NCSL], Council of State Governments [CSG], Women in Government [WIG], and National Governors Association [NGA]). The intention is that intermediaries could help ODEP to better understand the needs and perspective of state and local policymakers. Based on these needs, SEED would offer research support and technical assistance to help state and local policymakers establish, adopt, and implement policies that promote employment opportunities for people with disabilities.

To build knowledge about SEED, the DOL’s Chief Evaluation Office in collaboration with ODEP contracted with Coffey Consulting, in partnership with the American Institutes for Research (AIR), to conduct a formative evaluation of the SEED initiative. This final report provides the findings from the formative evaluation, which examined the various phases of the initiative, including inputs, activities, resources, outputs, and systems’ interactions in the context of SEED’s progress toward accomplishing its stated objectives. The study began 4 months after SEED was initiated in October 2015, and covered the first 3 years of operation, concluding data collection in August 2018.

## Background

When SEED began in late June 2015, DOL/ODEP awarded Concept Communications a contract to assist with the program implementation and began engaging intermediaries through subcontracts. Within a few months, two national governmental intermediary organizations, the NCSL and the CSG, had signed agreements with ODEP’s implementation contractor to work with SEED. By October 2018, six additional intermediaries had joined the initiative. These eight intermediary partners comprise SEED and have engaged in formal or informal agreements with the contractor: CSG, NCSL, the National Governors Association (NGA), Board of Hispanic Caucus Chairs (BHCC), Council of State Governments West (CSG West), National Caucus of Native American Legislators (NCNASL), and the Western Governors Association (WGA). These eight partners and ODEP representatives comprise the SEED Implementation Team (hereafter referred to as SEED).

Following initial discussions with ODEP and other federal staff, CSG and NCSL proposed a national task force approach. Both intermediaries worked together to convene a group of state legislators from across the country and develop a national policy framework on disability employment policy, entitled *Work Matters: A Framework for States on Workforce Development for People with Disabilities (Work Matters)*. It contains principles on disability employment policy, employment of people with disabilities policy issues, solutions, and examples at a broad level on a range of disability employment policy areas. After the launch of the framework in December 2016, SEED conducted education and awareness events and provided technical assistance to states based on *Work Matters* policy ideas. Since early 2018, SEED has undertaken an effort focused on Stay at Work/Return to Work (SAW/RTW) policies and convened a SAW/RTW Leadership Team to develop a policy toolkit to be launched in late 2018.

## The SEED Logic Model

After launching SEED, the SEED Implementation Team developed its logic model (presented in Appendix A) that outlined the inputs, activities, objectives, and external factors that govern how the team expected their initiative to influence disability employment policy at the state level. Of particular interest for the evaluation are the objectives, which were established for short-, medium-, and long-term timeframes. The objectives suggested for the initiative are:

### Short term (1 to 2 years)

- Enhance understanding and awareness by state intermediaries and state legislators.
- Create knowledge sharing among state intermediaries and state legislators.
- Develop partnerships and alliances with state intermediaries and other disability policy related organizations.
- Increase motivation to promote disability employment policy by state intermediaries and state legislators.

### Medium term (2 to 4 years)

- Position disability employment as a key workforce issue for states by intermediaries and state legislators.
- Create champions among state legislators.
- Create positive shifts in intermediary and state legislators' perspectives and state processes related to disability employment.
- Improve collaboration among states.
- Consider inclusive workforce policy at state level by state legislators.

Long term (5 years and beyond)

- Integrate subject matter expertise within state intermediaries.
- Align state intermediary goals with ODEP's (to degree possible).
- Enact new and changed disability employment policies by state legislators.
- Create employment-related systems and services that better support employment for persons with disabilities.

## Evaluation Approach

Starting in 2015, the Coffey/AIR Team (Evaluation Team) conducted an evaluability assessment to determine the appropriate type of evaluation for the SEED initiative. Based on the evaluability assessment, as well as DOL and Technical Working Group (TWG) reviews, the Evaluation Team recommended a formative approach since the initiative was still in its first year. The Evaluation Team used the SEED logic model to formulate key research questions for the formative evaluation:

1. What progress did SEED make toward short-term outcomes specified in the SEED logic model (those expected to take 1 to 2 years to achieve)?
2. What progress did SEED make toward medium-term outcomes specified in the SEED logic model (those expected to take 2 to 4 years to achieve)?
3. What progress did SEED make toward long-term outcomes specified in the SEED logic model (those expected to take 5 or more years to achieve)?

The Evaluation Team conducted three rounds of interviews with intermediaries prior to and during the implementation of SEED; designed and implemented a structured state survey after the initial implementation of in-state programs; analyzed a SEED intermediary's (NCSL) online database for policy tracking at the state level; and attended SEED conferences and partner meetings as observers.

## Findings

Based on three rounds of interviews with the SEED Implementation Team conducted between October 2015 and August 2018, and a survey of legislators and their staff in 2017 who had participated with and observed SEED and their output, key stakeholders reported progress being made toward short-term objectives, including raising awareness, knowledge sharing, developing partnerships (particularly with intermediaries, but less so with other advocacy groups with similar focus), and increasing motivation to address disability employment.

The SEED intermediaries report progress toward some medium-term goals, including positioning disability employment policy as a key workforce issue (at least for those that SEED has reached), creating champions, creating positive shifts in perspectives, and elevating the focus on inclusive workforce policy. There is preliminary evidence that SEED has made progress improving collaboration among states.

The formative evaluation provides only preliminary evidence based on qualitative data collected in the first three years of the implementation. Nevertheless, data collected so far indicated that SEED is making progress toward achieving its long-term goals. The intermediaries began integrating subject matter expertise within their infrastructure. SEED is making initial progress in assisting or facilitating enactment of new and changed policy as documented in the SEED implementation report. Future research is needed to inform whether SEED has aligned intermediary objectives with ODEP's or created true system change that may facilitate the creation of better systems and services for the employment of people with disabilities.

## Limitations

As with any evaluation, there are limitations that must be acknowledged. A formative evaluation is designed to assess the implementation progress and process instead of determining effectiveness. Data collected in this effort are qualitative and reflect the perceptions of individuals designing and implementing or being engaged in the initiative (though participants were informed their responses were confidential to allow for openness). Therefore, findings should not be generalized to other populations of interest or used to determine the effectiveness of the model.

In addition, the SEED model continues to evolve even as the Evaluation Team conducted the formative evaluation. It is, therefore, a snapshot in time of an ongoing, changing initiative. The data collection at times lagged behind the SEED initiative's changes and decisions, and thus all aspects may not be represented here. The formative evaluation only covered the initial 3 years of the initiative, so some potential outcomes may occur beyond the evaluation timeframe (for example, state legislation may take years to draft, propose, and enact, even if it were directly attributable to SEED's efforts).

## Implications

*Implications for SEED Initiative Continuous Improvement.* During the evaluation, the Evaluation Team identified areas that SEED may reexamine to promote continuous improvement and are offered here as suggestions for consideration. These were drawn from the interview data from the SEED Implementation Team, legislator survey results, and observation.

- **Reexamine the logic model goals and refine objectives.** The logic model was developed early in SEED's evolution. Recently SEED has developed a set of strategic goals involving (1) increasing the capacity of intermediaries to respond to policymakers' information requests; (2) promoting the development, adoption, and implementation of state-level inclusive disability employment policy; (3) positing ODEP as a thought leader and trusted resource on disability employment policy through collaboration with intermediaries; and (4) increasing awareness among key stakeholders of policies related to people with disabilities and the resources to address them.

The objectives in the logic model should be clearly defined by establishing quantifiable measures to communicate success. For example, one of the SEED

objectives is to “improve systems and services”; however, it is unclear to what systems or services refers or at what level the objective corresponds. It is also challenging to evaluate this objective since it has two parts. System change and service change should be measured separately. Another example is that it is unclear how SEED identifies a person as a champion (key advocate) and if the process is periodically reassessed. When it comes to identifying SEED-induced behavioral change (such as enactment of legislations), the current Legislation Tracker captures a broad spectrum of bills; however, it is difficult to determine whether these are indeed SEED-related. It would be helpful for future evaluation if the logic model were to clearly define measures and descriptors for the policy tracker.

- **Identify effective approaches to reach state legislators and executives who have not been involved with SEED.** SEED has reached 46 states (plus the District of Columbia), provided technical assistance to 26 states at various levels, and engaged more than 250 champions. However, there continues to be an opportunity to expand disability employment policy to other state legislators and to raise the issue with new legislators and executives following their election. It may be necessary to identify new approaches or activities that are more effective in reaching states that are less engaged in disability topics.

One approach could be for SEED to address intermediaries at the municipal level: mayors and cities. Large cities are the centers for large populations and, as such, may provide an opportune venue to have impact even within states that decide not to engage with SEED.

Another approach may be connecting with disability advocacy groups to reach states that have not become involved in SEED. There may be a need to reach out to these organizations to learn how they can best contribute and what they would like to receive from SEED, using an interest-based approach. (An interest-based approach involves considering the interests and concerns organizations may have but prefer not to state them overtly. This approach avoids taking only at face value organizations' stated positions regarding whether they will engage. It also allows SEED to anticipate unstated needs. This “win-win” approach tries to open up alternatives that can meet underlying interests in different ways to promote agreement.)

- **Continue to develop and update examples, policy options, and statistics for states on disability employment policy.** State legislators responding to the survey indicated that examples, policy options, and statistics were among the most influential resources needed, and the items that need improvement. The *Work Matters* framework has laid a foundation for the work on SEED that has followed, but survey respondents point out that adding “how-to” information for lawmakers to get from where they are to where they would like to go would be helpful. In addition, as the SEED Implementation Team has noted, there is intense competition from other policy priorities, so there is a need to stay in front of legislators and keep things fresh. In time, there may be a need to reconstitute the national task force to update *Work Matters*.

- **Consider adding resources if possible or examine other resource options.** Intermediaries noted that SEED is, from a funding perspective, a relatively small initiative. They would be able to provide more technical assistance to more states and expand the program and infrastructure with additional resources. If SEED continues to grow and get requests for assistance, there may be other organizations that may contribute or pay to join the initiative, or other models that would not constitute competition but simply provide additional resources to SEED to allow it to expand.
- **Create opportunities to educate ODEP staff on state legislative processes.** Improving the understanding of federal staff as to state legislative processes is currently an objective of SEED. However, progress toward this goal is somewhat limited. Currently, there does not appear to be a systematic process for achieving this objective. If this remains an objective, there may be an opportunity to create a more considered process. For example, intermediary experts could speak to ODEP teams about this topic, or ODEP team members could attend SEED events to meet state legislators and observe the types of materials that capture their attention and how they are presented.

*Implications for Other Agencies Interested in A Similar Approach for Disability Employment Policy.* Results of this study indicate that the SEED model played an important role in promoting disability employment policies at the state level. Federal agency policymakers who wish to partner with state legislators in creating and implementing new disability employment policies may benefit from an approach similar to this SEED model. Several findings from the SEED approach have implications for other collaborations that include engaging intermediaries to encourage state-level policy change, remaining flexible with the process to allow states and intermediaries to drive change according to their contexts, engaging policymakers at the state level in national task forces to encourage cross-state sharing of ideas, and offering resources to support this engagement.

- **Intermediaries play a central role in encouraging policy change at the state level.** SEED has demonstrated that intermediary organizations have the capacity to work with federal agencies to raise awareness, share information, convene policymakers, develop materials to provide policy options, and conduct technical assistance efforts among state legislators.
- **Intermediaries are more likely to engage where their members' interests coincide with those of the policy organization and employ approaches that best fit the needs of their members.** In the SEED model, there is a policy alignment between the intermediaries and ODEP that leads to successful collaboration. The intermediary organizations also possess deep knowledge about approaches to reach state legislators.
- **Intermediaries working together may enhance visibility of a topic.** In the SEED model, multiple intermediaries worked together to create the national task force. Survey participants indicated that seeing large intermediary organizations work together signaled that this was a topic worthy of attention. Cross-promotional efforts expanded the reach and reinforced the importance of SEED's products.

- **Policy organizations may consider providing resources when engaging intermediaries.** During interviews, the intermediary organizations indicated that federal funding helped them devote staff time and effort to SEED. ODEP used a subcontracting model through the SEED implementation contractor to make this feasible. When asked whether they would continue to promote disability employment policy in the absence of SEED resources, intermediaries indicated that they would maintain what they had built and support their members' interest in the area but would not be able to devote the level of effort fostered by SEED to convene meetings, conduct in-depth technical assistance, etc.

## 1. INTRODUCTION

In June 2015, the U.S. Department of Labor’s (DOL) Office of Disability Employment Policy (ODEP) launched the State Exchange on Employment and Disability (SEED) initiative. SEED is designed to engage key stakeholders to advance policy development at the state and local levels that promotes employment opportunities for people with disabilities. The initiative was created with the goal of educating state policymakers so they think more broadly when developing and implementing policy related to helping individuals with disabilities to secure or maintain employment (e.g., Bragdon, 2016; Cornell University, 2002; Disability Law Center of Alaska, 2014; Krepcio, Barnett, & Heldrich, 2013; National Conference of State Legislatures, 2016; National Governors Association, 2013).

According to the National Conference of State Legislatures’ (NCSL) 2016 scan of disability employment state statutes and legislation (Rall, Reed, & Essex, 2016), several potentially beneficial disability employment policies had not been adopted by states. For example, only 12 states had policies that either directed the state to be a model employer in the hiring of people with disabilities or included “fast track” hiring provisions/preferences for people with disabilities. In addition, 20 states lacked laws that encourage private employers to foster the recruitment, hiring, and retention of people with disabilities. An aim of SEED is to encourage states and local legislators to adopt these types of policies to help persons with disabilities find employment.

To build knowledge about SEED, the DOL’s Chief Evaluation Office and ODEP contracted Coffey Consulting (Coffey), in partnership with the American Institutes for Research (AIR), to conduct a formative evaluation of the SEED initiative. This final report on the formative evaluation provides background on the evaluation of the initiative, which includes progress to date (the initiative is continuing beyond the completion of the formative evaluation) and evidence (or lack thereof) regarding the research question as to whether SEED is making progress toward accomplishing the goals established by the SEED leadership.

## 2. BACKGROUND

### 2.1 The SEED Initiative and Approach

#### 2.1.1 Defining SEED

SEED, a collaborative with ODEP and leading state intermediary organizations, helps provide state policymakers with the necessary tools and resources to develop and implement state-level policy that leads to better employment outcomes for people with disabilities. The overall goal of SEED is to advance disability employment policy and learn from the work being done at the state level to improve federal policy. SEED was instituted as a new approach in response to ODEP’s challenge in promoting disability employment policies at the state and local levels. Through SEED, ODEP could provide states with insight and guidance to build on state policymakers’ understanding of disability employment policy, coming from sources with whom they already have relationships—member-based state policymaker support organizations.

SEED’s core approach is to engage member-based state policymaker organizations to serve as “intermediaries” between ODEP and state and local policymakers (e.g., National Conference of State Legislatures [NCSL], Council of State Governments [CSG], Women in Government [WIG], and National Governors Association [NGA]). These intermediaries (resources) intended to help ODEP better understand the needs and perspectives of state and local policymakers. Based on the needs identified, SEED offers an array of support, including research and technical assistance to help state and local policymakers establish, adopt, and implement policies that promote employment opportunities for people with disabilities.

#### 2.1.2 Structure of SEED

ODEP initiated the SEED model and was the funding agent and convener. ODEP staff oversee the day-to-day operations of SEED and provide overall guidance. To help develop and execute SEED, ODEP selected a contractor to assist in the implementation of SEED, such as to help recruit intermediaries, enter into subcontracts with intermediaries for identified services and support, and work with intermediaries to both translate state policy into legislation and facilitate adoption by states.

The other key members<sup>1</sup> of SEED include three state intermediary organizations (intermediaries) who joined SEED in the first year of its development:

- CSG is a national organization serving all three branches of state government in all 50 states; with 14,000 members, it fosters the exchange of insights and ideas to help state officials shape public policy. CSG’s mission is to serve as a

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<sup>1</sup> Each intermediary organization entered a subcontract agreement with SEED implementation contractor. The agreement covers the types of activities the intermediary organizations would undertake as part of their participation in SEED (e.g., holding meetings, webinars, roundtables, or developing particular products such as toolkits or reports), and the budget to support these activities.

nonpartisan bridge between policymakers of varying political ideologies across the different branches of government (<https://www.csg.org/>).

- NCSL is a member-based organization representing state legislators; all state legislators (7,383) and staff members are automatically members of NCSL, which make up its 25,000 members. NCSL is widely regarded as the nation’s leading authority on state legislative issues and provides in-depth research and informational services on hundreds of policy issues at the federal, state and local levels (<http://www.ncsl.org/>).
- WIG is a national nonprofit, nonpartisan organization of female state legislators that provides leadership opportunities, expert forums, and educational resources to address and resolve complex public policy issues to all 1,808 female state legislators (<https://www.womeningovernment.org/>).

In addition, the NGA joined the initiative in 2017, and additional members joined SEED in 2018, including the Board of Hispanic Caucus Council of State Governments West, National Caucus of Native American Legislators, and the Western Governors Association. These organizations and their role are discussed in the next section.

Together, representatives from ODEP, the implementation contractor and the participating intermediary organizations form the SEED Implementation Team, which guides the initiative. It communicates by holding monthly teleconferences summarizing its activities and upcoming work. In addition, members of the Implementation Team hold periodic retreats to discuss the current and future status of SEED. Finally, there is bilateral communication between the intermediaries and ODEP (and/or the implementation contractor) to discuss the work of specific intermediaries.

### 2.1.3 SEED’s Development and Growth

SEED is a relatively new initiative, and its model and processes have evolved since its inception in June 2015. As a new initiative, SEED encourages states to adopt policies that will foster disability employment. Per Saldana (2014), an implementation science scholar, there are three primary stages of implementing an intervention:

- **Preimplementation:** identifying an organizational challenge that would benefit from improvement or alternative methods (also called the “exploration” phase). This phase also includes preparing for and adopting an intervention and piloting/refining the intervention.
- **Implementation:** actively executing the intervention.
- **Sustainment:** maintaining the implementation efforts and possibly expanding or scaling up the intervention. It may also include introducing innovations to the process.

The SEED initiative is complex, and the stage it is in depends on how one defines the “intervention.” The Evaluation Team considers working through intermediaries to be a necessary part of the SEED intervention itself, since prior to SEED there was limited

interaction between ODEP and the intermediaries. (Interviews with intermediaries indicated that prior to SEED, many were unfamiliar with ODEP.)

**Pre-implementation.** During the pre-implementation stage, SEED focused on creating specific plans, definitions, or models prior to engaging intermediaries. For example, the logic model, specific definitions of policy, and whether direct state contact was part of the SEED model were all components of the model in development or were being discussed when intermediary contact was initiated in summer 2015. The challenge ODEP and the SEED model try to address is that states at times were reluctant to follow federal government policy suggestions. They were concerned that federally sponsored policy approaches of the federal government take a long time to have impact. Despite this hesitation, states understood broadly the key goals of the model: to identify and recruit intermediaries with the goal of assisting states to adopt ODEP-recommended disability employment policies (where this was defined as having the force of law, regulation, executive order, etc.).

At the outset, the implementation contractor helped develop an initial set of steps for SEED operation:

1. ODEP proposes policy to intermediaries through SEED,
2. Intermediaries follow an internal process to determine if the policy is in the best interests of their members,
3. Intermediaries, if they buy in, package policies in a way that speaks to their stakeholders,
4. ODEP then recommends language or actions,
5. Intermediaries issue a collaborative report, and
6. Intermediaries engage states that are ready and willing to begin to have a conversation about disability and employment.

In this initial approach, ODEP's SEED leadership would work bilaterally with each intermediary. ODEP's role was to provide policy suggestions that foster employment for persons with disabilities based on ODEP's prior work, demonstration projects, etc. The intermediary organizations would select topics deemed to be of interest to their membership and "translate" the suggested topics into policy options. Based on their unique expertise, specific intermediaries would be selected to present these options to legislators in an effort to increase their willingness to adopt these policies.

In the initial pre-implementation phase, SEED followed this original approach closely while continuing to develop the logic model and defining the roles of each member in the initial phase. Although ODEP committed to conducting SEED, it remained flexible and ready to modify the approach in a way that would reflect the interests of the intermediaries and state policymakers.

**Implementation.** The intervention began as the SEED implementation Team reached out to two of the intermediary organizations, NCSL and CSG; the team negotiated policy

priorities and the terms for a working relationship in the latter half of 2015 and early 2016. The intermediaries recommended forming a national task force that included ODEP, intermediaries, and state representatives to collaboratively develop policy priorities and recommendations. The national task force reflects the willingness of intermediaries to engage with SEED at a deeper level of commitment and leadership. However, it also requires flexibility by ODEP's SEED leadership since ODEP would have less direct control over the task force.

This process is more member-driven, or "bottom-up," than the original approach. Although it offered less control for ODEP, studies in implementation science suggested it would potentially bring greater returns based on higher levels of commitment and engagement (Blase, Fixsen, Sims, & Ward, 2015; Hall et al., 2014; Hunter & Killoran, 2004; Metz, Blase, & Bowie, 2007; Weaver, 2010). Additionally, it offered the opportunity for intermediaries to engage staff more effectively, to advance the efforts of the national task force further, and to garner buy-in from legislators by framing disability policy in ways that legislators could easily grasp.

The national task force approach became the primary (though not only) activity of SEED through much of the evaluation period. The key activities included the following:

1. Recruiting intermediary members as national task force members and co-chairs.
2. Hosting three working conferences of the national task force.
3. Generating and refining a set of policy options in four key areas.
4. Refining the options into a national policy framework.
5. Introducing the national policy framework to intermediary membership at large.
6. Supporting the national policy framework with technical assistance.

The national task force on Workforce Development for People with Disabilities resulted from the work of the national task force was a national policy framework entitled *Work Matters: A Framework for States on Workforce Development for People with Disabilities (Work Matters)*, which was released in December 2016.

While the national task force was at work, SEED expanded intermediary engagement. WIG joined SEED as an intermediary in 2016 and conducted multiple roundtables with legislator WIG members on disability employment policy issues. In 2017, NGA also joined SEED as a fourth intermediary and hosted a Learning Lab called "Building an Inclusive Talent Pipeline for People with Disabilities." In this seminar, selected state teams of legislators and staff attended a 1.5-day workshop to learn about strategies to ensure that workforce development and employment policy are inclusive of people with disabilities and to further expand employment and training opportunities for people with disabilities within their states. Because of this effort, the SEED team began working with NGA and its partners to provide ongoing technical assistance to these states to implement short- and long-term action steps developed at the event. NGA also created resources, including an NGA-hosted webinar, "The Role of Public-Private Partnerships in

Employing People with Disabilities,” and an issue brief, “States Expand Employment and Training Opportunities for People with Disabilities.”

After the release of *Work Matters* framework, SEED continues to engage states interested in pursuing disability employment policy and to increase its efforts to provide technical assistance to states. SEED also developed a process for addressing technical assistance requests either directly from ODEP or more frequently through the intermediaries. Types of assistance requested range from policy options on a specific issue, to research to inform policy, and to assistance with convening a state task force and developing a report.

**Sustainment.** As described above, the sustainment phase of an intervention involves maintaining the implementation efforts and possibly expanding or scaling up the intervention. It may also include introducing innovations to the process. The transition from implementation to sustainment phase is not always clear, and the SEED project appears to have transitioned into this third phase. DOL has provided continuation funds to the SEED project, and the Implementation Team has expanded the membership and topic areas to be addressed within the constructs of the current model.

Following constructive discussions, SEED has engaged additional intermediary members for the coming year(s). The following intermediaries signed on recently and their engagements include the following.

- Board of Hispanic Caucus Chairs (BHCC). BHCC is SEED’s most recent formal partner. It is a national nonpartisan, nonprofit organization composed of officials that identify as Hispanic and serve as the chairs and vice chairs of their respective state Hispanic Legislative Caucuses from across the country, as well as other Latino members serving in leadership positions. BHCC will have SEED present at its Leadership Summit, including dissemination of an informational brief about SEED as well as a resource brief on apprenticeships, which SEED drafted in close collaboration with the ODEP Youth Team and Employment Supports Team. SEED will be working with BHCC to develop a white paper on workforce policy for people with disabilities and strategic visibility opportunities to educate BHCC members on SEED and disability employment policy.
- Council of State Governments West (CSG West). CSG West is a nonprofit, nonpartisan organization that serves the legislature in the western region of the United States: Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, Wyoming, the Pacific islands of American Samoa, the Commonwealth of Northern Mariana Islands, and Guam; associate members include the Canadian provinces of Alberta and British Columbia. Through a variety of programs and services offered to legislators and legislative staff, CSG West facilitates regional cooperation, exchange of information, and fosters the strengthening of legislative institutions among its 13-member states. Although parts of CSG and CSG West are independent collaborators with the SEED Implementation Team and were engaged following a request from Rep. Bill Soules (NM), through CSG’s Leadership Team, SEED

- secured support to participate in the CSG West Annual Meeting on a panel to members of the Education & Workforce Development Committee about the initiative and disability employment policy options. This is anticipated to be the first of several engagements with CSG West, including the development of a webinar for members (<https://www.csghost.org/>).
- National Caucus of Native American State Legislators (NCNASL). NCNASL is a national nonpartisan organization representing 81 members from 22 states working to address tribal issues and develop public policy in cooperation with tribal governments. It works to promote a better understanding of state-tribal issues among policymakers and the public at large; members work together to encourage a broad awareness of state-tribal issues across the country and raise the profile of tribal issues throughout the state legislative arena. Although supported by NCSL staff, NCNASL is an independent collaborator with the SEED team and participated in several engagement efforts over recent months. In addition to presenting at the NCNASL Annual Meeting, SEED team members coordinated and facilitated several meetings with federal partners, including the U.S. Department of Health and Human Services' Substance Abuse and Mental Health Services Administration (SAMSHA) and the Health Resources and Services Administration's (HRSA) Federal Office of Rural Health Policy (FORHP) to establish collaborative opportunities on related workforce policy. SEED continues to work with NCNASL to enlist champions and build support for strategic collaboration (<http://www.ncsl.org/research/state-tribal-institute/national-caucus-native-american-state-legislators.aspx>).
  - NGA is a public policy organization whose members are the governors of the 55 states, territories, and commonwealths of the United States. NGA provides governors and their staff members with services to represent states on Capitol Hill and before their administration on key federal policy issues. Through NGA, governors share best practices, speak with a collective voice on national policy, and develop innovative solutions that improve state government and support the principles of federalism. NGA participated in SEED during 2017 but recently decided to move to informal participation (<https://www.nga.org/>).
  - Western Governors' Association (WGA). WGA was established in 1984 to represent the governors of 19 western states and three U.S. territories in the Pacific; the association is an instrument of the governors for bipartisan policy development, information exchange, and collective action on issues of critical importance to the western United States. WGA addresses important policy and governance issues in the west, advances the role of the western states in the federal system, and strengthens the social and economic fabric of the region. Recent engagements with WGA resulted in SEED participation in the WGA Annual Meeting in June 2018, where DOL's Secretary Alexander Acosta delivered the keynote address. The SEED implementation team will also be working with WGA to enlist champions and build support for strategic collaboration, as well as to provide support to existing champions from the western states (<http://westgov.org/>).

In addition to engaging new members, in 2018 SEED expanded beyond the *Work Matters* framework to include Stay at Work/Return to Work (SAW/RTW) policy options. As a result, SEED held a 2-day event in which experts from states and private industry presented their issues, ideas, concerns, and options. SEED, led by CSG, then created a SAW/RTW Leadership Team of experts and interested legislators to lead this component of SEED’s activities.

**Table 2.1. SEED Activity Summary**

Activity/Outcome	Number
State Intermediaries Engaged	8
Other Organizations and Agencies Engaged	22
National Task Force Meetings Convened	3
SAW/RTW Leadership Team Meetings	2
SAW/RTW Leadership Informational Conferences	1
National Policy Frameworks Developed ( <i>Work Matters</i> )	1
Education and Outreach Briefings, Presentations, and Tools	43
Outreach Events: Intermediary Partners/Meetings	16
Webinars, Podcasts, and Other Mentions	23
States Receiving SEED Technical Assistance	21
Technical Assistance: Testimony or Presentations by Request	8
SEED Related Legislation and Executive Orders*	91

Note: \*According to SEED’s Implementation Team, legislation was examined and included in this count if from SEED or if related to SEED products such as the *Work Matters* policy framework.

Source: SEED Final Report June 2018. Bethesda, MD: Concepts, Inc.

SEED is continuing to promote and support of the *Work Matters* framework, provide technical assistance to states, expand the number of SEED intermediaries, and support the SAW/RTW Leadership Team into 2019. Table 2.1 summarizes activities from June 2015 to June 2018.

## 2.2 The SEED Logic Model

In 2016, as SEED was refining its approach, ODEP and its implementation contractor developed an “infographic” to display the SEED logic model (presented in Appendix A).

**Inputs.** The logic model shows key inputs to SEED, including ODEP, DOL at large, state intermediary organizations, state policymakers, federal agency partners, employer groups, disability advocacy organizations, and national provider associations.

**Outcomes.** The model offers a series of short-, medium-, and long-term activities and the outcomes that SEED hopes to achieve through performance of these activities. For example, in the short-term (first one to two years), there are two primary categories of activities. The first is Preparation and Planning, which included activities such as performing landscape mapping, information gathering, strategy development, partner

development, etc. The second category of short-term activities is Capacity Building, which includes activities such as conducting environmental scans and research, conferences; online dialogues; and reviewing state legislation and other policies, etc. The objectives suggested for these short-term activities are to

- enhance understanding and awareness by state intermediaries and state legislators,
- improve knowledge-sharing among state intermediaries and state legislators,
- develop partnerships and alliances with state intermediaries and other disability policy-related organizations; and
- increase motivation to promote disability employment policy by state intermediaries and state legislators.

The medium-term (2–4 years from the start of SEED) activities support education and awareness and technical assistance. They included conducting issue and policy analysis, research, and webinars; reviewing legislative databases, national task forces, policy roundtables, briefings, and presentations, and creating a coalition and network building. The objectives the model suggests for these medium-term activities are to

- position disability employment as a key workforce issue for states by intermediaries and state legislators,
- create champions among state legislators,
- create positive shifts in intermediary and state legislators' perspectives and state processes related to disability employment,
- improve collaboration among states, and
- Consider inclusive workforce policy at state level by state legislators.

The long-term activities (5 years or longer from the start of SEED) specified in the logic model are categorized as Implementation and Adoption and include, as among others, finding policy options, policy academies, technical assistance, state champions, national policy frameworks; and tracking data. The objectives the model suggests for the long term are to

- integrate subject matter expertise within state intermediaries,
- align state intermediary goals with ODEP's (to degree possible),
- enact new and changed disability employment policies by state legislators, and
- enact employment-related systems and services that better support employment for persons with disabilities.

**External Forces.** Finally, the SEED logic model identifies several external forces that may influence SEED, including factors such as education and awareness, funding, current environment within individual states, politics, and state-federal dynamics, etc.

This logic model was developed and refined in early 2016, shortly after the decision to adopt the national task force approach. ODEP’s SEED leadership has suggested there may be a need to revisit the logic model to reflect the ways in which SEED has continued to evolve. Nonetheless, the logic model serves as a useful heuristic, particularly for identifying the original goals the SEED leadership established for the initiative, and the basic approach for achieving those goals.

## 3. EVALUATION APPROACH AND METHODOLOGY

### 3.1 Evaluation Design and Rationale

A comprehensive SEED evaluation ideally would include both formative and summative components. Both approaches can examine how SEED was implemented, the barriers and facilitators to implementation, and the effects of SEED on intended outcomes. Although both evaluation approaches can provide feedback on the effectiveness of SEED and offer ways to improve it, they differ in frequency, aim, and focus. A summative evaluation assesses the initiative at the end of an operating cycle, and findings are typically used to help decide whether a program should be adopted, continued, or modified. Formative evaluations stress engagement with stakeholders as the initiative is being developed and implemented, to identify when it is not being delivered as planned or not having the intended effects, and to modify the intervention accordingly. A formative evaluation focuses attention on ongoing midstream assessments that feed information back to intervention implementers, allowing them to make real-time adaptations and refinements to ineffective aspects of an intervention. Formative feedback often leads to decisions about program development, such as whether to modify or revise the program's approach.

Starting in 2015, the Evaluation Team conducted an evaluability assessment to determine whether the SEED initiative had reached a reasonable stage to allow for evaluation and, if so, what would be the appropriate type of evaluation.

When the evaluation began, SEED was focused on engaging intermediaries and building infrastructure, as opposed to specifying an explicit approach, goals, and outcomes.

Implementing a complex intervention is a difficult task and requires implementers to have a clear understanding of *what* should be implemented, know *how* to best implement it, possess knowledge of *which* elements may hinder or facilitate the implementation process, and have a process to determine *why* a model did or did not work once implemented. A formative evaluation can provide this information on an ongoing basis as the intervention is being delivered. Because SEED and the logic model continue to evolve, the Evaluation Team used a combination of qualitative and quantitative methods to maximize the level of information learned in a short period of time within the formative evaluation approach. Given that the intervention for SEED involves ODEP engaging state intermediary organizations to help achieve numerous outcomes specified in the SEED logic model based on short-, medium-, and long-term timeframes, three key research questions guided the evaluation:

1. What progress did SEED make toward short-term outcomes specified in the SEED logic model (those expected to take 1 to 2 years to achieve)?
2. What progress did SEED make toward medium-term outcomes specified in the SEED logic model (those expected to take 2 to 4 years to achieve)?
3. What progress did SEED make toward long-term outcomes specified in the SEED logic model (those expected to take 5 or more years to achieve)?

The Evaluation Team gathered data through the process described in the next section to make a preliminary evaluation of progress achieved due to the intervention or the lack thereof.

## 3.2 Formative Evaluation and Data Collection Approach

The formative evaluation focused on three areas. Since the SEED initiative is still evolving, the Evaluation Team conducted a *needs assessment* on areas where the initiative should focus improvements by understanding the context in which SEED operates, potential barriers and facilitators to uptake, and the feasibility of implementing it as initially designed. While SEED was being implemented, the Evaluation Team conducted an *implementation-focused analysis*, which assessed discrepancies between the implementation of the logic model and the execution of that model. This included understanding the implications of state policy adoption and identifying barriers or refining the original model to optimize the potential for success. The evaluation also included a *progress-focused analysis* to monitor progress toward implementation and improvement goals during the implementation of SEED.

The Evaluation Team performed a brief literature scan on implementation science (available at <https://www.dol.gov/asp/evaluation/completed-studies/SEED-Lit-Scan-on-Impl-Science.pdf>). Then it conducted three rounds of interviews with intermediaries prior to and during the implementation of SEED; designed and implemented a structured state survey after the initial implementation of in-state programs; analyzed NCSL's online database for policy tracking at the state level; and attended and observed SEED conferences.

The purpose and goal of each data collection approach is discussed below.

### 3.2.1 Interviews

The evaluation team conducted three rounds of interviews to better understand the context and needs of the initiative and the implementation process, and as well as to monitor the progress and evolution of the implementation. For each round of interviews, an interview protocol was developed around key topic areas to provide a standard set of questions. (Note: Some questions varied depending on whether the participant was from ODEP, the implementation contractor, or an intermediary. For example, ODEP staff were asked about their goals for initiating SEED, whereas an intermediary was asked about the reasons for participating.) Participants were selected that were the primary representatives of the organizations working with SEED. That is, the ODEP SEED leadership, key implementation contractor representatives involved with SEED, and those participants from intermediaries that worked closest with SEED in an on-going basis. Though there may have been others peripherally involved, the people interviewed were those most involved and knowledgeable about SEED from their organization's perspective. Table 3.1 below summarizes the participants across the three rounds. Generally, the same people participated across rounds, though as SEED grew and more intermediaries began to participate and, as the SEED implementation

contractor added staff, additional representatives were interviewed to gain the perspective of these new additions.

**Table 3.1. Interview Timeline and Participants**

Survey Round	ODEP/Implem. Contractor Participants	Intermediary Participants	Total Participants
Round 1—January 2016	3	4	7
Round 2—August 2017	4	5	9
Round 3—August 2018	4	7	11

The first round of interviews was conducted during the knowledge development stage of the evaluation in late 2015. The questions focused on understanding the SEED model, participants’ decision to become involved, concerns about involvement, expected benefits from participation, and perceptions about the early phase of the initiative. The first two SEED intermediaries participated in these interviews. Seven individuals were interviewed.

The second round of intermediary interviews were scheduled immediately after the national policy framework was finalized in December 2016. The purpose of these interviews was to examine SEED implementation after a full year of collaboration between DOL and the intermediaries. These interviews covered topics including effectiveness at engaging intermediaries, effectiveness engaging legislators, key accomplishments, progress toward goal attainment, changes in knowledge and awareness of disability employment policy, reactions to *Work Matters*, intentions to continue, and areas for improvement. Nine people were interviewed during this round.

The last round of intermediary interviews was conducted after the implementation of the in-state programs or workshops in August 2018. These interviews focused on obtaining participants’ ratings of goal accomplishment based on the goals as set forth in the SEED logic model. There were also questions related to key accomplishments, areas for improvement, and the new SAW/RTW work being conducted by SEED. Eleven people were interviewed during Round 3. (Note: When reporting results, implementation contractor staff were included with ODEP staff responses, as they worked directly and closely with ODEP and their feedback reflected ODEP’s perspective rather than intermediaries’ perspectives.)

### 3.2.2 Survey

*Purpose of the Survey.* The formative evaluation was designed to provide on-going feedback and research support to help make the SEED initiative as efficacious as possible. To gather feedback from the target audience of the initiative, the evaluation design included a survey of state legislators and their staff who had engaged in SEED activities or were familiar with its materials. This targeted customer survey served four important purposes. First, it determined the extent to which the legislators were aware of the range of SEED materials and services (e.g., the *Work Matters* framework and

technical assistance). Second, the survey included a “needs analysis” that helped identify barriers state legislators face in adopting disability employment-related policies and how the initiative might address those barriers. Third, it provided feedback from respondents on SEED activities and materials and how they could be improved. Lastly, the survey obtained information on organizational or policy changes that have taken place in states since SEED was formed. Going forward, this customer survey could enable SEED to more effectively target their outreach efforts.

*Survey Instrument Design.* The SEED survey covered respondent characteristics and backgrounds; involvement with SEED activities; perception and knowledge about SEED; and observed organizational or policy changes after SEED. Most items were multiple choice with either Likert-type scales or “select all that apply” responses. Where appropriate, items provided an opportunity for short written responses to clarify an answer of “other.” The survey was branched to ask more detailed questions of those who had participated in SEED activities.

*Data Collection Method.* Intermediaries were willing to assist the effort to collect data through an online survey of their members supplemented with a paper survey method to reach a sufficient response rate. The Evaluation Team used an online survey platform to implement the survey. Then, in consultation with DOL and the SEED Implementation Team, a supplemental paper survey was distributed at SEED conferences and events to reach a larger sample. A potential challenge of using different survey methods is that the respondents to these two methods might be different. However, these issues are generally considered to have minor effects (Bernardo & Curtis, 2013) and can be identified and controlled for in postsurvey analysis. In addition, in the postsurvey analysis, the Evaluation Team compared data collected by these two methods by state and job title to ensure there were no duplicate participants.

*Survey Administration.* Using an online survey platform, the survey was administered via a unique link for each respondent or where requested a generic link to the survey that could be used by anyone, provided to respondents upon request. (For example, if a participant at a conference preferred, the Evaluation Team would immediately send a link to complete the survey online.) Accommodating this type of anonymity to survey participants contributed to sample heterogeneity since it allowed the Evaluation Team to learn from individuals whose contact information was not provided to the project by the SEED representatives from the intermediary organizations.

The survey data collection began with advance notification e-mails from intermediaries to the identified state legislators and their staff and then distributed on September 25, 2017, with a deadline of October 16, 2017. To increase the response rate, the Evaluation Team sent e-mail reminders, made phone follow-ups, and extended the original deadline. The survey data collection was closed on May 31, 2018.

Starting in December 2017, the intermediaries began administering paper surveys and providing time for completion. This was done at six intermediary events, with the last in May 2018, and reached 125 to 155 potential participants based on the attendance at the events. Because the survey was distributed by paper and online media, an

analysis was done comparing responses from the two methods, which showed that the paper and on-line responses did not differ. The results were all combined for subsequent analyses.

**Table 3.2. Events Where the Paper Survey Was Distributed**

Date	Event/Location	Number of Potential Participants
December 10–13, 2017	National Conference of State Legislatures (NCSL) Capitol Forum, San Diego, California	20–25
December 14–17, 2017	Council of State Governments (CSG) 2017 National Conference and Policy Academy: Hiring and Retaining Workers with Disabilities, Las Vegas, Nevada	35–40
March 2017	Women in Government (WIG) Task Force	20–25
March/April 2017	CSG Leadership Team	20–25
March/April 2017	National Governors Association (NGA) Leadership Forum: State Workshop on Disability Employment	20–25
December 3–5, 2017	Board of Hispanic Caucus Chairs (BHCC) 12th Annual Conference, Las Vegas, Nevada	10–15

*Survey Response.* The online survey was sent to 195 respondents (29 percent completed it). The paper copy of the survey was administered to all participants who attended the various in-person SEED events between December 2017 and May 2018. The paper survey was administered to a total of 75 individuals (11 percent completed it). Table 3.2 summarizes the method, sample, and completion rate.

**Table 3.3. Survey Method, Sample, and Completion**

Survey Method	Sampled	Completed	Completion Rate
Online Survey	195	57	29%
Paper Survey	75	8	11%
<b>Total</b>	270	65	24%

*Source:* Legislator and Staff Survey results.

Despite the lower than expected response rate, online and paper surveys were completed by a wide range of state policymakers and their staff. Forty-four percent of the online survey respondents selected “legislator” and specified they were either state representatives or state senators. Forty-three percent of the paper respondents selected “state” executive branch employee or staff to state senator or legislator. Most of the respondents for both the paper and online formats had 2–10 years of experience in their position (approximately 58 percent).

### 3.2.3 Policy Tracker Analysis

The National Conference of State Legislatures launched a [Disability Employment Webpage](#) in 2015 as a result of its work with SEED. This site includes a state legislation database on disability and employment (also referred to as the National Conference of State Legislatures Legislative Tracker, or policy tracker). The NCSL updated the tracker with search terms suggested by ODEP and other stakeholders to allow users of the tracker to identify disability employment legislation currently under consideration in various states. The policy tracker searches appropriate databases for bills and resolutions introduced in state legislatures that contain the programmed key words or search terms and follows them from introduction to enactment or failure. The policy tracker tracks 16 different categories, with the disability focus the newest category.<sup>2</sup> The results can then be examined to ensure identified bills are consistent with the subject of interest; that is, disability employment policy. (More on the policy tracker and results can be found in Section 4.3.4 below.)

The Evaluation Team utilized information collected from the policy tracker to identify SEED-related policies and legislation for the years 2015 to 2017. The tracker provides state and session year data, and information on state legislature chamber, bill number, the current disposition and status of the bill, a bill summary, and NCSL subject tags (i.e., keywords). Current disposition provides information on the most recent status of the bill: Adopted, Enacted, Failed, Failed–adjourned, Pending, To Governor, or Vetoed. Current status of the bill provides a description of the most recent action taken on the bill and the date the action was taken.

The policy tracker identified 2,280 disability-related bills drafted in the 50 states and District of Columbia. Table 3.3 below shows the number of bills by session year. There was a dip in session year 2016. This may be partly due to four states that do not hold sessions in even years, but further analysis of the data by session year is limited by only having 3 years of data.

**Table 3.4. Distribution of State Bills by Session Year**

Session Year	Number of Bills	Percentage
2015	767	33.6%
2016	441	19.3%
2017	1,072	47.0%
<b>Total</b>	<b>2,280</b>	<b>100%</b>

Note: Percentages may not sum to 100% due to rounding.

Source: NCSL Policy Tracker data.

As shown in Tables 3.4 and 3.5 below, between 2015 and 2017 session years, there were 506 bills (22.2 percent) enacted or adopted by the states, as compared to 1,483

<sup>2</sup> NCSL has the ability to add executive orders to items being tracked, but it does not track regulation, nor does it track existing law that is searchable by legal search services.

bills (65.0 percent) that failed to pass. About 21 percent of the bills introduced in 2015 session year were enacted or adopted, while about 29 percent of the bills introduced in 2016 were enacted or adopted. For bills introduced in 2017, about 20 percent have passed so far, and 25 percent are in pending status for decision. Due to the large number of bills in pending status in 2017, and the fact that some bills are carried over to next year session, it was not possible to identify a clear trend in bill adoption or failure rate over time.

**Table 3.5. Distribution of Current Dispositions**

Current Disposition	Frequency	Percent
Adopted or Enacted	506	22%
Failed	1,483	65%
Pending	263	11%
To Governor	4	0%
Vetoed	24	1%
<b>Total</b>	<b>2,280</b>	<b>100%</b>

Note: Percentages may not sum to 100% due to rounding.

Source: NCSL Policy Tracker data.

**Table 3.6. Distribution of Current Dispositions by Session Years**

Current Disposition	Session Year 2015	Session Year 2016	Session Year 2017	Session Year Total
Adopted or Enacted	161	126	219	506
Failed	596	312	575	1,483
Pending	0	0	263	263
To Governor	0	0	4	4
Vetoed	10	3	11	24
<b>Total</b>	<b>767</b>	<b>441</b>	<b>1,072</b>	<b>2,280</b>

Source: NCSL Policy Tracker data.

The bills are categorized into 17 distinct subject tags, and the number of tags linked per bill ranges from zero to five, and about 90 percent of the bills had no more than two tags. The top three tags are (1) Education, Special Education and School-to-Work Transition; (2) Disability-Related Health Policy; and (3) Housing, Community-Based and Independent Living. The full list of tags and frequencies can be found in Appendix C.

### 3.2.4 SEED Observations

In addition, the Evaluation Team conducted observations of several SEED events. First, the team listened to discussions on the SEED monthly calls held among ODEP, the SEED implementation contractor, and representatives from all participating intermediaries. The calls generally covered updates from each on SEED activities and upcoming events or products.

Second, the team attended the two in-person meetings of the national task force. These two-day events conducted business in four subcommittees geared toward generating ideas and developing a national policy framework. The first meeting was held in March 2016 to elicit ideas from the legislators, which were to be refined by intermediaries prior to the second meeting in May 2016. The second meeting further refined the ideas into recommendations. (Following additional refinement, a third meeting was held by teleconference for feedback prior to developing the *Work Matters* framework.)

In addition, the Evaluation Team observed the information gathering sessions held in May 2018. This 2-day event gathered experts from institutes, universities, advocacy organizations, government, and industry to provide input that could help shape SEED's SAW/RTW activities, such as challenges, priorities, and needs. The sessions included full group discussions on relevant topics and breakout sessions in which small groups discussed specific scenarios or issues to solicit ideas.

### 3.3 Limitations

As with any evaluation approach, there are limitations that must be acknowledged. First among them is that the SEED model continues to evolve even as the Evaluation Team conducted the formative evaluation. It is, therefore, a snapshot in time of an ongoing, changing initiative.

Second, the evaluation covered only three years of the initiative, so some important potential outcomes will likely occur beyond the evaluation timeframe (for example, state legislation may take years to draft, propose, and enact, even if it were directly attributable to SEED's efforts).

Third, to the extent data are collected through interviews with key participants in the initiative, it is possible there are certain perceptions or types of information that participants are reluctant to share (negative perceptions, challenges, etc.). Although participants were assured of anonymity during interviews to promote openness, it should be noted that results of the interviews are the perceptions of seven to 11 interview participants who designed and implemented the initiative.

Fourth, access to state legislators and their staff for the survey was coordinated through the intermediary organizations, which could introduce some selection bias. However, the survey was also offered broadly at various events through a public link (not individual specific link), so all SEED participants of these events can participate in the survey. As the nature of the survey is to understand perceptions and knowledge of those who had engaged in SEED, the selection bias is less of a concern if the findings from the survey are not generalized to other populations. In addition, a panel of outside experts thought the benefits outweighed any potential limitations. Specifically, the experts thought working with the approval of the intermediaries could ultimately be beneficial in promoting participation from state legislators and staff. Moreover, as it was a customer feedback survey, it was to the benefit of the intermediaries to get accurate feedback as it could help shape the SEED approach moving forward.

Section 4 of this report examines the progress of the SEED initiative to date by examining the short-, medium-, and long-term objectives SEED set out to achieve as stated in the logic model. In section 5, we describe new topics recently introduced by SEED. In section 6, we present conclusions, implications for other organizations that plan to replicate the model, and recommendations for SEED.

## 4. FORMATIVE EVALUATION FINDINGS

The formative evaluation examined whether the SEED Implementation Team implemented the model as defined in the logic model as of October 2018. In the following sections, we examine the short-term, medium-term, and long-term objectives of SEED as depicted in the SEED logic model. For each objective, we clarify the objective, review key activities the initiative has undertaken to reach the objective, and review the evidence for progress or lack of such evidence.

### 4.1 Short-Term Objectives

The logic model identified various objectives and outcomes SEED intended to achieve in the short term. Although there was no specific timeline identified in the logic model, SEED representatives consider short term as within the first one to two years. This section presents findings related to these short-term objectives.

#### 4.1.1 Objective: Enhance Understanding and Awareness

This objective stated that SEED intended to improve the extent to which intermediaries and state legislators understood the scope and nature of disability employment issues and were aware of these issues as worthy of attention.

“...since I’ve been here, my own knowledge of disability employment policy is exponentially higher and [our organization] is growing in what we can offer due to our partnership with SEED.”

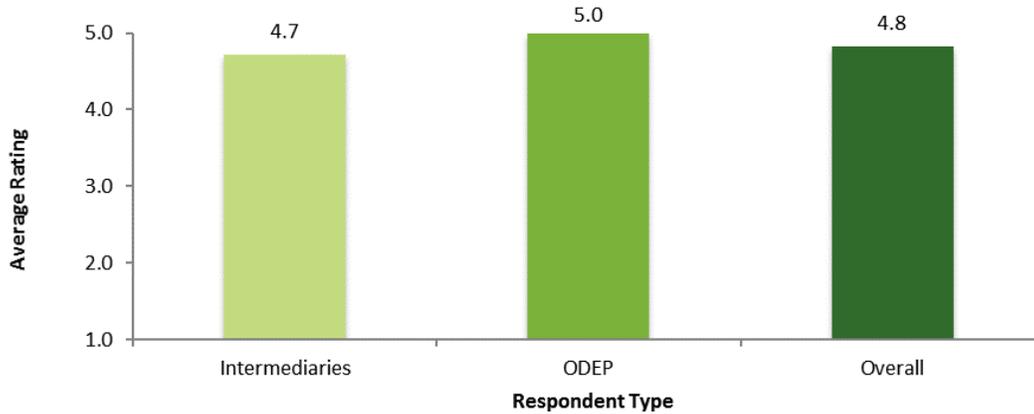
—Intermediary representative

*SEED Key Activities:* Some of the activities conducted in support of this goal included developing factsheets, briefs, newsletter articles, and blog posts; customizing model policy options and state examples, briefings, webinars and other events, and reports summarizing the proceedings of both virtual and live events; and creating and disseminating the *Work Matters* national policy framework.

*Progress to Date.* SEED aimed to enhance understanding and awareness of disability employment policy among state policymakers with the support of intermediary organizations. To achieve this goal, SEED needed to first increase awareness among the intermediaries to ensure that knowledge cascaded to the members they serve. Interview results show that intermediaries were better equipped to support state policymakers on disability employment policy due to having been engaged with SEED. In the second round of interviews, the nine members of the SEED Implementation Team (ODEP, the contractor, and intermediaries) perceived that policymakers’ awareness of disability employment policy increased from 1.9 to 4.1 on a 5-point scale ranging from “1—Not At All” to “5—To A Large Extent,” while intermediaries’ ratings of their understanding increased from a 2.5 to a 4.5 after engaging with SEED. (Note: these ratings were provided in a single interview asking about awareness before and after SEED.) In addition, the 11 interview respondents in the third round of interviews rated the degree to which SEED improved intermediary awareness of disability employment

policy as a 4.8 on the 5-point scale, with little difference between intermediary and ODEP respondents as seen in Figure 4.1 below. It should be noted that these ratings are self-ratings taken at the same point in time, and differences are descriptive as tests of significance were not conducted.

**Figure 4.1. Ratings on Intermediary Awareness (N = 11)**

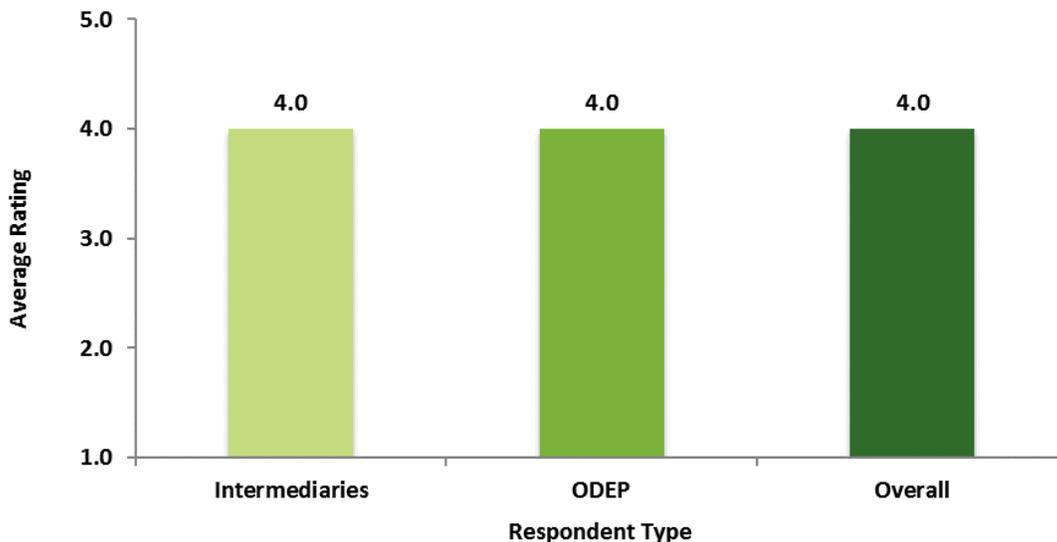


Source: SEED Implementation Team interview results, 3rd round.

ODEP representatives credited SEED with adding value by helping translate ODEP policy for states and for helping ODEP understand the perspective of states. Remarks by an implementation contractor representative during interviews suggested significant progress: “I’d worked with [intermediaries] for 5 years in a prior job, and never saw disability employment policy before.”

Interview results suggest interview participants perceive that awareness has been raised about disability employment policy among state policymakers. As seen in Figure 4.2 below, both ODEP and intermediary respondents rated increased awareness as a 4.0 on a 5-point scale.

**Figure 4.2. Ratings on State Policymaker Awareness (N = 11)**



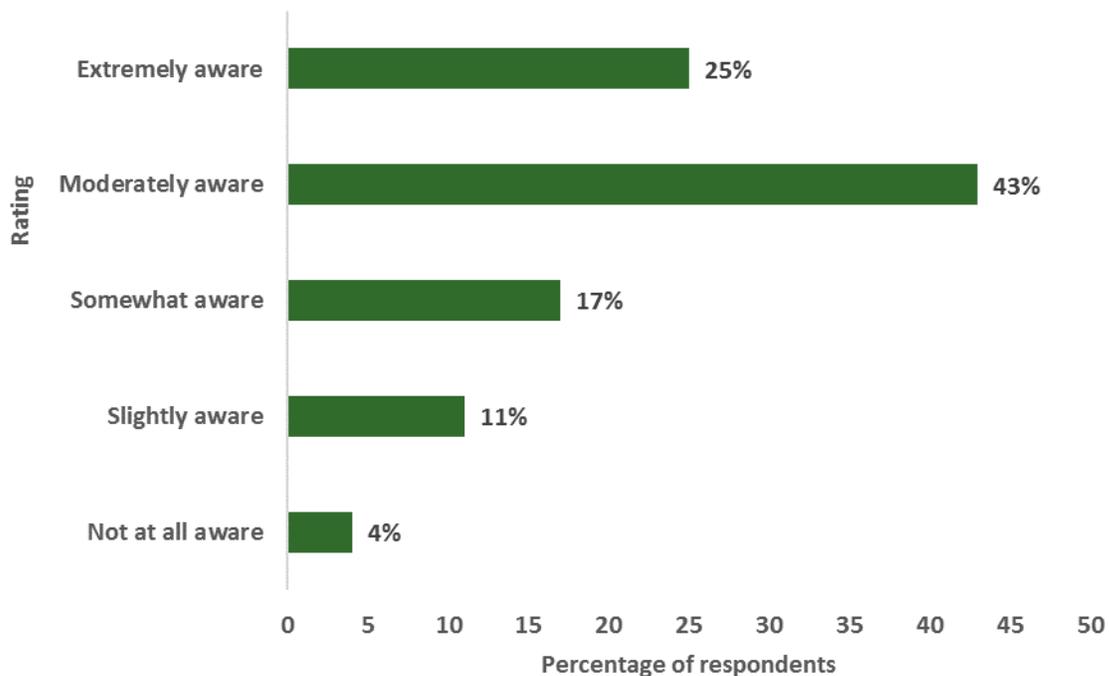
Source: SEED Implementation Team interview results, 3rd round.

In addition, results from the survey of state policymakers indicated that 85 percent of respondents were at least somewhat aware of the disability employment policy resources that had been developed by SEED. Almost 70 percent were at least moderately aware, as seen in Figure 4.3 below.

“Disability Employment Policy is being raised as an issue for intermediaries where it wasn’t before SEED. It has raised interest and education for members leading to instant action.”

—ODEP Interview Respondent

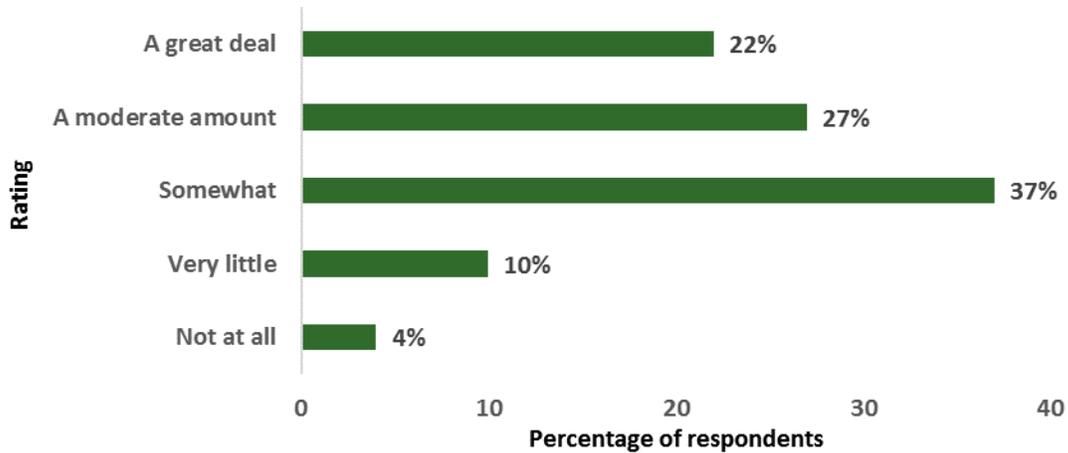
**Figure 4.3. Awareness of Additional Disability Employment Resources (N = 53)**



Source: Legislator and Staff Survey results.

SEED has offered multiple learning opportunities for its stakeholders. Eighty-six percent of state policymakers who responded to the survey reported that SEED learning opportunities increased their capacity to adopt or implement disability employment policy in their states “somewhat,” “a moderate amount,” or “a great deal,” as shown in Figure 4.4.

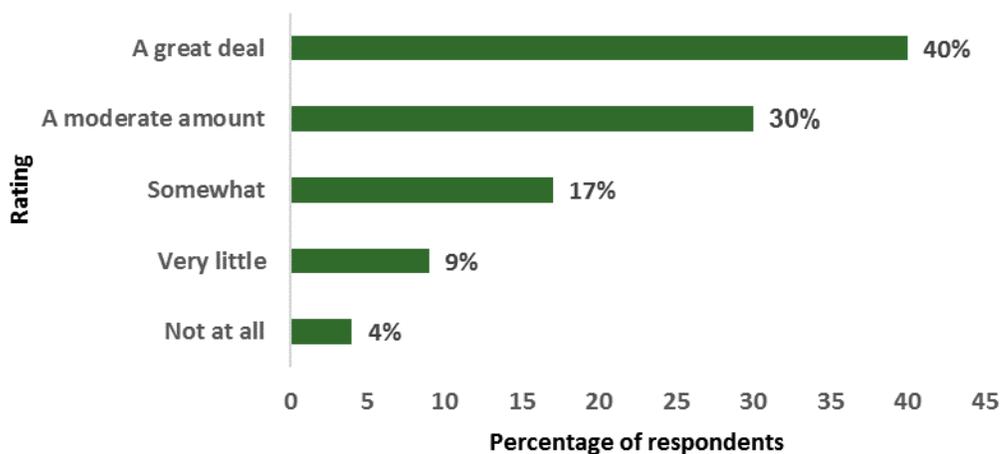
**Figure 4.4. Legislator Current Capacity to Implement Related Policy (N = 51)**



Source: Legislator and Staff Survey results.

SEED released the *Work Matters* report in 2016. When asked to what extent the *Work Matters* report would assist in advancing their states' policy efforts to improve employment outcomes for people with disabilities, 70 percent of respondents agreed that it assisted them moderately or a great deal as seen in Figure 4.5 below.

**Figure 4.5. Extent to Which Work Matters Assisted with Related Policy Efforts (N = 53)**

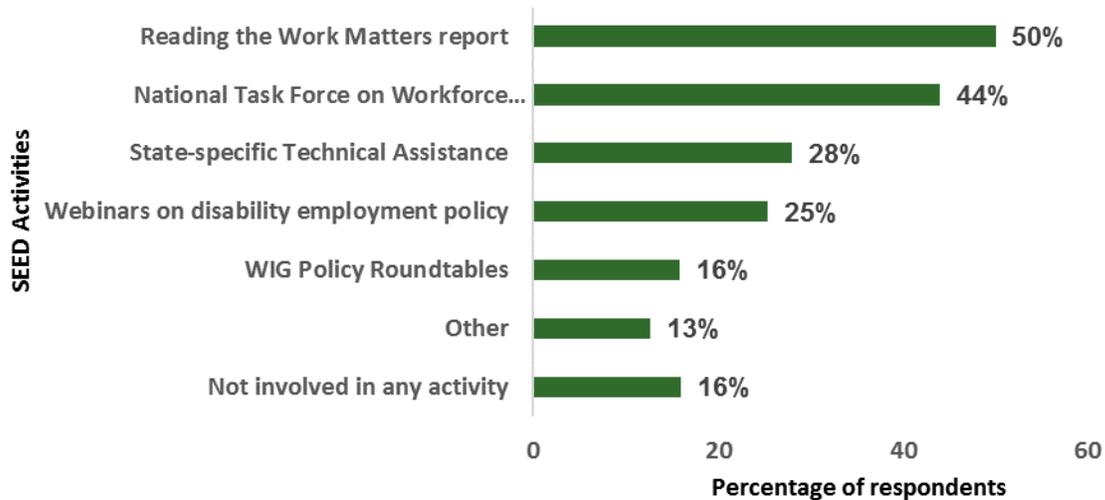


Source: Legislator and Staff Survey results.

Further, one intermediary stated that the report was a “tremendous influence,” adding, “I think the writing of the *Work Matters* report gave us a platform to really address this issue in more depth at meetings, in written publications, [and in] our web presence.”

The survey respondents among legislators and staff reported that they were somewhat involved in SEED activities: 50 percent read the *Work Matters* report and 44 percent served on the national task force. Twenty-five percent or more had been involved in webinars or received technical assistance, and 16 percent reported that they attended roundtables. Another 16 percent reported no involvement in any activity as shown in Figure 4.6.

**Figure 4.6. Legislator Reported SEED Activities (N = 64)**



Source: Legislator and Staff Survey results.

Finally, two key state intermediaries (Council of State Governments and National Conference of State Legislatures) both stated that during internal polling of key issues, disability employment policy had been rated among the top five workforce issues. Representatives from these organizations indicated that they had not previously seen disability employment policy regarded at this level of priority. Both attributed this change at least in part to SEED.

“We’ve done well with a small group of our members, but as a whole there are so many other priorities they all have, it’s not been huge in general in state legislatures.”

—Intermediary representative

#### **4.1.2 Objective: Knowledge Sharing**

A second outcome SEED sought to achieve in the short term was to share knowledge regarding disability employment policy with intermediaries, and through them state legislators. Knowledge sharing has involved sharing disability employment policy information and concepts with intermediaries who cascade information to state policymakers. It also involved facilitating the feedback loop between policymakers and ODEP regarding their needs, interests, and what they found useful. SEED’s knowledge-sharing activities have included providing direct technical assistance to states, writing and disseminating the *Work Matters* report, creating customizable slides for state policymakers, coordinating webinars, and holding conference calls.

*SEED Key Activities:* SEED has undertaken various key activities to increase knowledge sharing with intermediaries and legislators, including national conferences, legislative summits, policy academies and roundtables, learning labs, virtual events such as podcasts and webinars, developing and disseminating the *Work Matters* framework, and providing technical assistance directly to states.

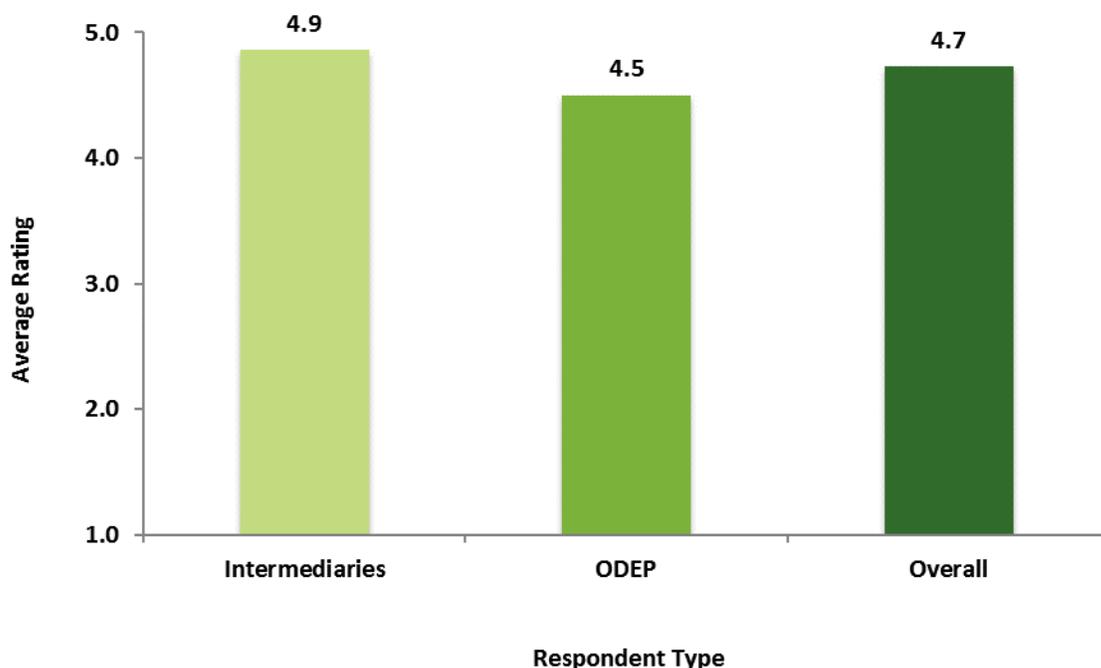
*Progress to Date.* Data collected in this study suggest that SEED has made progress toward increasing knowledge sharing.

Intermediaries reported using their organizations' channels to communicate information about disability employment policy. Communications channels include magazines, newsletters, blogs, state visits, conference presentations, and so on. One intermediary reported addressing disability employment policy to a limited extent in the past but stated that resources and support offered through SEED afforded more opportunities to convene members to talk about issues within their states and to make it a greater priority among members.

“Over time being on the calls, being on webinars, that process got better disseminating the kind of knowledge, and experts available. There’s a lot out there. As I become more familiar with terminology and players, it’s been a great resource.”  
—Intermediary representative

As shown in Figure 4.7, when asked in the third round of interviews to rate the extent to which knowledge sharing had improved because of SEED, the seven intermediary respondents rated this a 4.9 on a 5-point scale, and the four ODEP respondents rated it a 4.5, for an overall rating of 4.7.

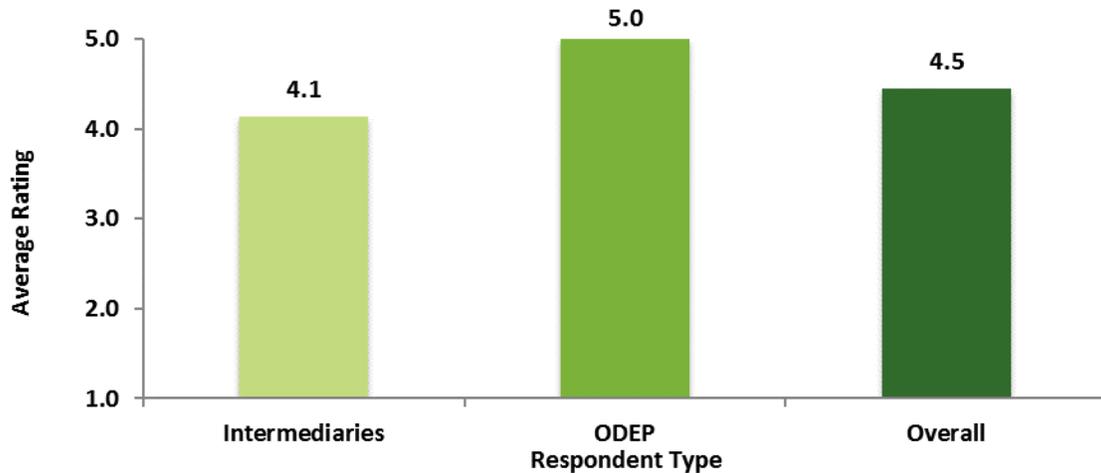
**Figure 4.7. Ratings on Knowledge Sharing—ODEP and Intermediaries (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

Likewise, as shown in Figure 4.8 below, when asked to rate the extent to which knowledge sharing had improved between intermediaries and state policymakers, the seven intermediary respondents rated this a 4.1. The four ODEP respondents average rating was a 5.0, for an overall rating of 4.5.

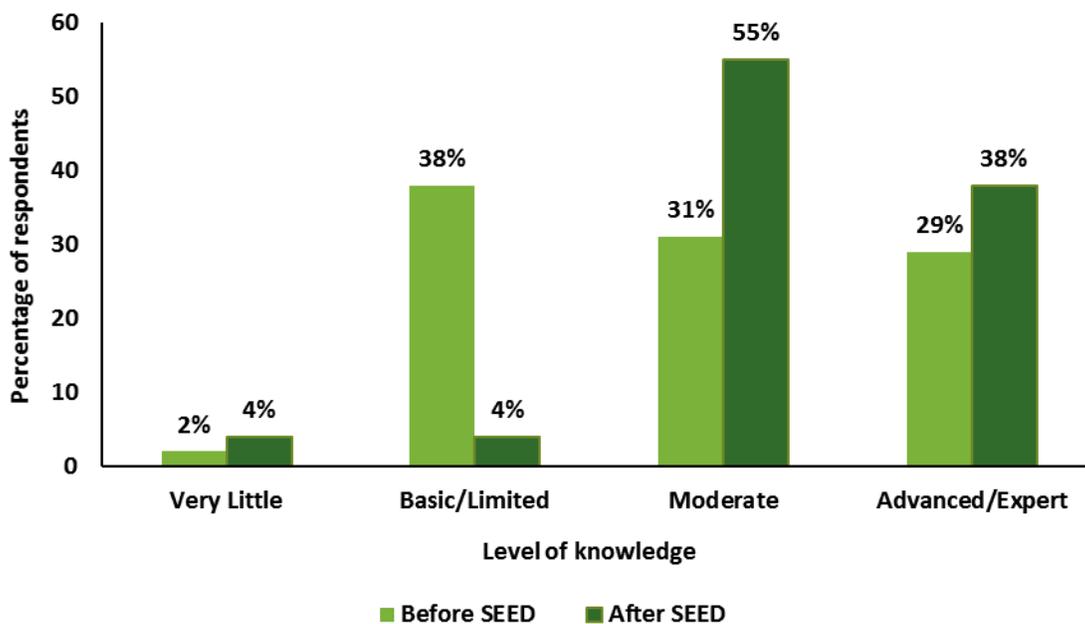
**Figure 4.8. Ratings on Knowledge Sharing—Intermediaries and Policymakers (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

Part of SEED’s approach to knowledge sharing with intermediaries stems from the initiative’s strategic approach. For example, while one intermediary reported that regular conference calls among intermediaries was helpful, they valued SEED’s ability to make meaningful connections when they wanted to learn more about a specific topic, such as *telehealth*. The individual reported that the SEED implementation team is “very intentional about having in-person opportunities of length and duration to allow real information sharing,” and appreciated the depth, breadth, and frequency of knowledge sharing.

**Figure 4.9. Perceived Knowledge of Disability Employment Policy Issues Before and After SEED Activities (N = 52)**



Source: Legislator and Staff Survey results.

As seen in Figure 4.9 above, 60 percent of the 52 survey respondents who responded to this question reported a moderate or expert level of knowledge related to disability employment policy prior to SEED activities.<sup>3</sup> Ratings of their knowledge increased when rating their knowledge after SEED activities, with 93 percent of survey respondents reporting a moderate or expert level of knowledge. (Note: The before and after ratings were collected in the same survey on separate items.)

The raised interest expressed by legislators in the *Work Matters* framework and technical assistance requests also indicated SEED participants are sharing knowledge and information about disability employment policy. SEED has engaged with state legislators, governors' offices, and agency leadership from 46 states; and provided direct technical assistance to 21 states, with more requests coming in regularly. Information requests covered a range of topics, such as antidiscrimination protections for people with mental health disabilities in occupational licensing; access by therapy dogs to public transportation; state services to the blind; emotional support animals; ADA-compliant building codes and ADA public accommodation lawsuits; misrepresentation of service animals; license plate designations for the Deaf; Olmstead ruling implementation efforts in states; support service provider certification; sheltered workshop compliance under Medicaid home and community-based services rules; state as a model employer practices; tax incentives for employers; and more.

Moreover, the SEED implementation team has produced over 40 informational, outreach, and technical assistance materials, including fact sheets, resources, and info briefs; policy issue briefs; newsletter articles and blog posts; website copy; official proclamations and messages; customized model policy options; and state examples, slides, and talking points for webinars and other events; infographics; legislative hearing testimony; and reports summarizing the proceedings of both virtual and live events. Some examples include:

- SEED Apprenticeship Resources
- SEED Disability Employment Snapshot of People with Disabilities: Hispanic/Latino & Non-Hispanic/Non-Latino
- SEED Employment Resources Handout for Improving HIV Health Outcomes Through the Coordination of Supportive Employment and Housing
- SEED Info Brief for Advocacy & Employer Organizations
- SEED Primer for Federal Agencies
- SEED Work Matters Policy Update: 2016–2017 Enacted Legislation and Current State Policy

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<sup>3</sup> Before SEED activities refers to prior to June 2015; after SEED activities refers to the time after that and up to the point of the surveys, which were conducted in late 2017 and early 2018.

- State as a Model Employer Policy Brief (customized for the Commonwealth of Pennsylvania) and State Policies and Practices Related to People With Disabilities and State Criminal and Juvenile Justice Systems
- State Updates to Able Act Legislation
- Stay at Work/Return to Work (SAW/RTW) Info Brief
- Synopsis of State Return to Work Laws and Regulations 2015 (produced by NCSL)
- Tennessee Recommendations and Policy Options: Enhancing Employment Opportunities for People With Disabilities
- *Work Matters* Policy Options for Consideration (customized for the state of Alaska)
- *Work Matters* Policy Options for Consideration (customized for the Commonwealth of Pennsylvania)
- *Work Matters: A Framework for States on Workforce Development for People with Disabilities* Guiding Principles, Policy Themes, Policy Options and Strategies Summary Outline
- *Work Matters: Using the Emerging Disability Policy Framework to Enhance Employment Opportunities for People with Disabilities* (WIG podcast handout)

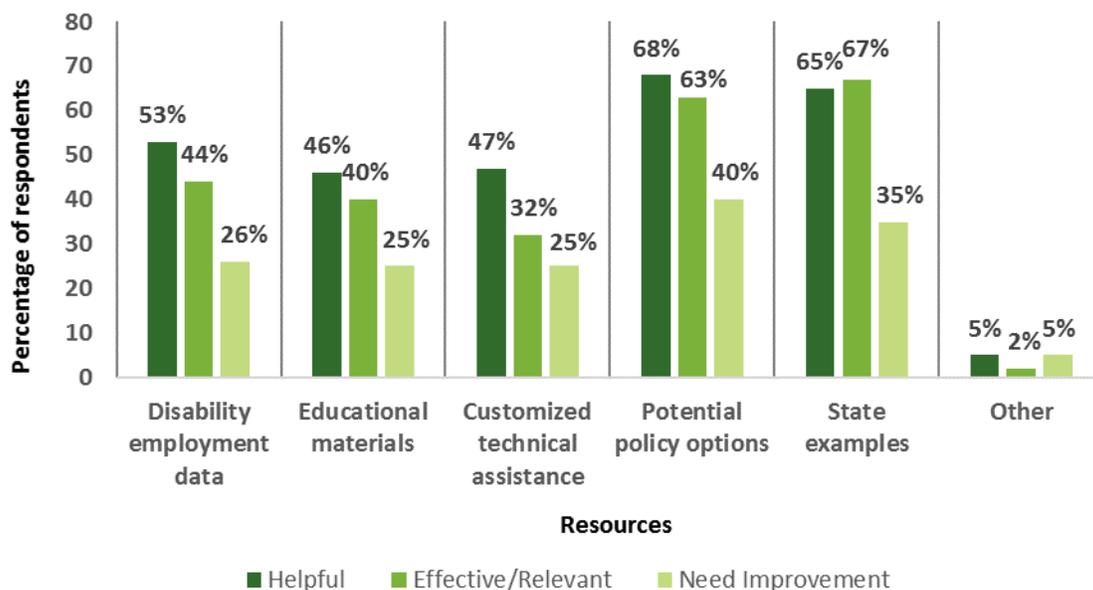
In addition, SEED has participated in more than 50 events, reaching thousands of state policymakers to advance inclusive employment policy as a priority among state leaders. Hosted by state intermediary organizations, disability advocacy groups, employer associations, and other key stakeholders, SEED has engaged participants at these events through keynote addresses, panel presentations, roundtable discussions, one-on-one connections, and more to promote state-level disability employment policy adoption and implementation. Examples include:

- NCSL Legislative Summit, 2017, Boston, MA
- WIG 23rd Annual State Directors' & Newly Elected Legislators Conference, 2017, Washington, DC
- BHCC Annual Meeting, 2017, Las Vegas, Nevada
- Governors' Washington Representatives Meetings, 2017, Washington, DC
- CSG Annual Conference, 2017, Las Vegas, Nevada
- Wake Up With WIG, 2017, Las Vegas, Nevada
- NGA 2018 Winter Meeting, 2018, Washington, DC
- NGA Governors Learning Lab, 2018, Madison, Wisconsin
- America Working Forward Event, 2017, Washington, DC (hosted by the U.S. Chamber of Commerce Foundation)
- NGA States as Model Employers of People with Disabilities Podcast, 2018

- Improving HIV Health Outcomes Through the Coordination of Supportive Employment and Housing Webinar, 2018
- National Trends in Disability Employment (nTide) Monthly Update Webinar, 2018
- NCSL Ride Hailing Services: Wheelchairs and Seniors Waiting at the Curb Podcast, 2018
- NGA Webinar: The Role of Public-Private Partnerships in Employing People with Disabilities, 2018

As shown in Figure 4.10 below, when asked what type of materials they find helpful, effective, and relevant, and what needs improvement, 44 percent of policymaker survey respondents expressed an interest that would be effective and relevant is access to more data related to disability employment, updated research on disability-related topics, and increased capacity building of people involved in making policy. In terms of resources available to support disability employment policy efforts, 68 percent of respondents reported that potential policy options would be helpful, while 65 percent thought that state examples would be most helpful as a SEED resource. When asked about the SEED resources that would be highly effective and relevant to their work, again state examples and potential policy options were more popular, with responses at 67 percent and 63 percent, respectively.

**Figure 4.10. Resources to Support Disability Employment Policy Efforts (N = 57)**



Source: Legislator and Staff Survey results.

During the third round of interviews, one intermediary representative discussed SEED’s role in addressing the opportunity to improve knowledge of disability employment policy for newly elected officials, stating, "SEED gives us [a] great chance to help teach [new legislators] what the issues are, what the landscape is like, and how disability

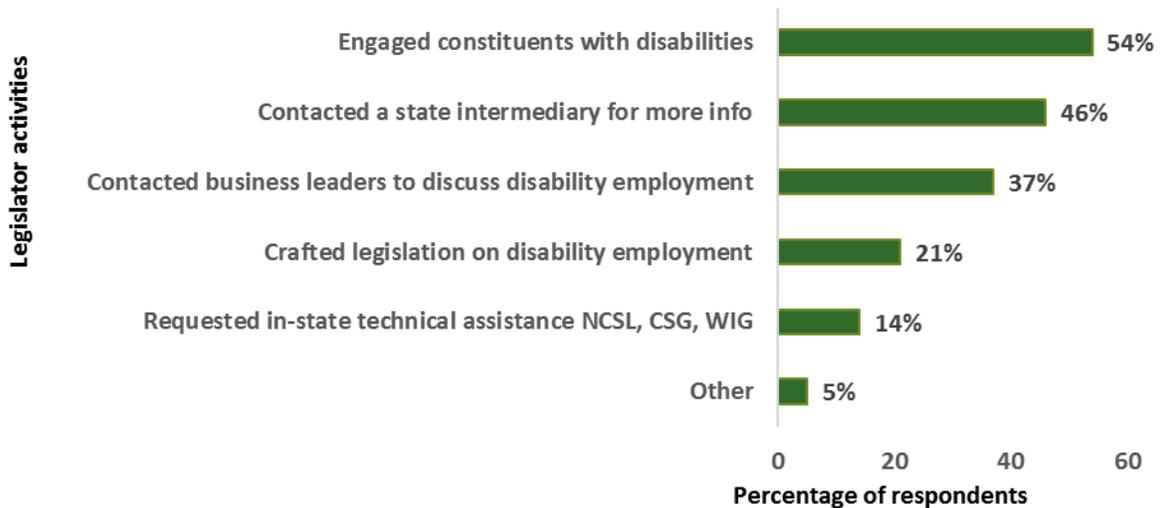
employment policy impacts labor participation and what initiatives they might want to put forward.”

In addition, as depicted in Figure 4.11 below, state legislators were asked in which types of activities they had engaged since SEED began. Of the 57 respondents to this survey question, 54 percent said they engaged constituents with disabilities, and 46 percent said they contacted a state intermediary for more information. Over a third (37 percent) had contacted business leaders, and 21 percent had crafted legislation related to disability employment. Finally, 14 percent had requested technical assistance from one of the intermediaries working with SEED at that time.

“SEED has done a great job linking this to showing that this is not a ‘ticket not to work.’ Many people do want to work.”

—Intermediary representative

**Figure 4.11. Legislator Activities Since SEED Implementation (2015–2018) (N = 57)**



Source: Legislator and Staff Survey results.

The Evaluation Team recognized that knowledge sharing about disability employment policy between intermediaries and state policymakers occurred prior to the SEED initiative, but the team observed that it has strengthened during the last four years. For example, NCSL and CSG developed micro-sites to house disability information. Intermediaries have also experienced increased visibility related to disability employment policies, which may also draw attention to such policies.

Additional information about knowledge sharing within the context of partnership development is reflected in Section 4.3.1 (Partnerships and Alliances).

#### **4.1.3 Objective: Development of Partnerships and Alliances**

*SEED Key Activities:* The key activities have been outreach to potential intermediary partners, negotiating statements of work, developing partnership agreements

(subcontracts with the technical assistance contractor), and outreach to other types of organizations to develop partnerships.

*Progress to Date.* The core concept behind SEED was to establish partnerships and alliances between ODEP and organizations representing state policymakers to provide their members with policy options that advance employment opportunities for people with disabilities. Results suggests that SEED made progress in this goal, particularly as it relates to intermediary organizations.

During the first round of interviews conducted in late 2015, ODEP representatives stated that when considering intermediaries, they were looking for quality over quantity, and that they would prefer fewer committed intermediaries rather than many underinvested organizations. They also specified the criteria by which intermediaries were invited to become part of the initiative. Selection criteria included those with the widest reach, access and relationship to legislators, and a nonpartisan approach.

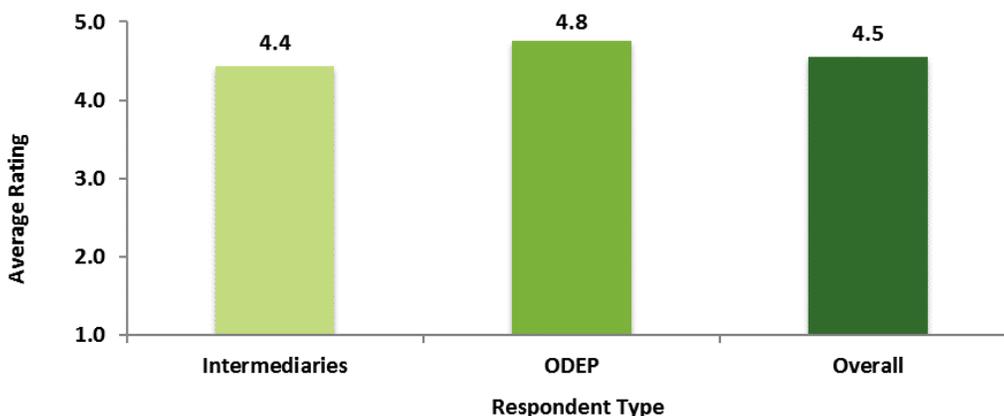
Within the first 6 months of SEED, ODEP secured formal relationships with two target intermediary organizations, the National Conference of State Legislatures and the Council of State Governments. By spring 2016, Women in Government also joined SEED after a member’s experience in the national task force. The following year, SEED engaged another target intermediary, National Governors Association, and began conversations with other potential intermediaries. As stated above, SEED has now entered into formal partnerships with seven intermediary organizations that together have reach to all three branches of government, all state legislators, and with firms that specialize in women legislators, Native American legislators, Hispanic/Latino legislators, and western state legislators.

“If you ask about things that are most important and impactful, it’s our relationship with ODEP. We have a great relationship and trust.”

—*Intermediary representative*

Ratings from the third round of interviews about the partnership between ODEP and the intermediary organizations is presented in Figure 4.12. The seven intermediary participants rated the partnership a 4.4 out of 5 points, and the four ODEP respondents rated it a 4.8, for an overall rating of 4.5.

**Figure 4.12. Partnership with Intermediary Organizations (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

One intermediary representative characterized the relationship this way: “When I am in town, I can drop by their office [ODEP] to discuss SEED work. It’s a great relationship, and they really respect products we produce, and they’re a great resource as they’re deeper in the issue, and we are able to connect them to [other organizations].” Another intermediary reflected, “SEED has been smart to work together as a team to look at how to speak truth to power and get [the] right people in the state engaged to see traction and policy movement.”

Participants perceived that SEED also led to strengthened partnerships and alliances between intermediary organizations. ODEP representatives indicated that this was unexpected, as these groups do not all have a history of collaborating with one another. Intermediaries from the NCSL and the CSG also noted that in part because of the relationship they built through SEED, they applied for other DOL work together, which they won.

“We’ve accomplished so much in a short time: that’s an outgrowth of [the] relationship among intermediaries and with ODEP. It’s incredible to have this.”

—Intermediary representative

The collaboration among intermediaries was the second-most cited accomplishment (behind *Work Matters*) named by the nine participants in the second round of interviews. They thought there was a power in this collaboration that was synergistic. Legislators appeared to agree, as one legislator mentioned during the national task force sessions: “hen CSG and NCSL are collaborating together on something like this, it raises the profile and makes you take notice.”

In addition to intermediary partners, SEED has attempted to connect with organizations involved in disability policy beyond the intermediaries. The SEED Implementation Team has continued attempts to enlist new strategic collaborators to drive and enhance opportunities for adoption of disability employment policy. It has reached out to stakeholders, including disability advocacy organizations, service provider organizations, and the employer community including:

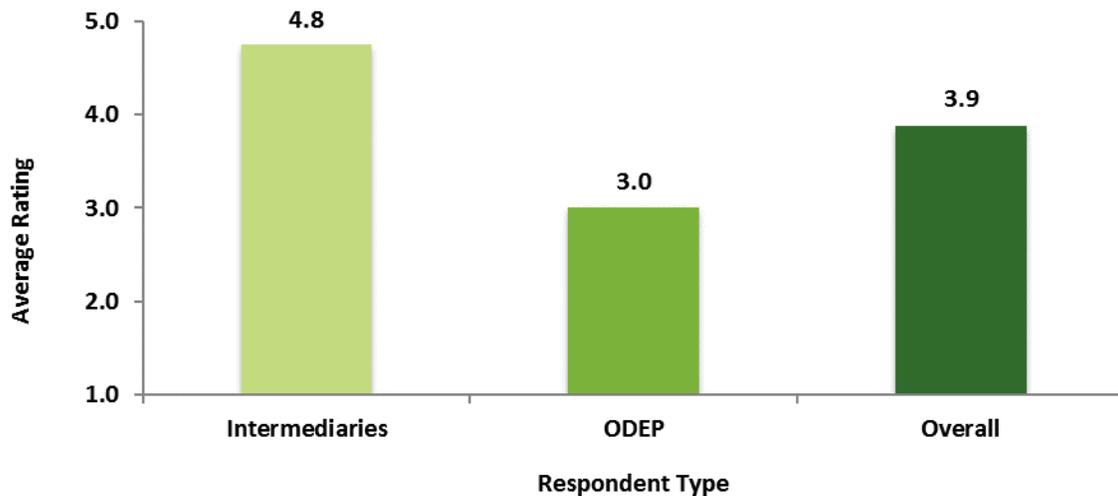
- Association of People Supporting Employment (APSE)
- Association of University Centers on Disabilities (AUCD)
- Consortium for Citizens with Disabilities (CCD)
- Council of State Administrators of Vocational Rehabilitation
- Disability Chamber of Commerce
- Disability:IN (formerly the U.S. Business Leadership Network)
- Disabled American Veterans (DAV)
- Human Development Institute
- Institute for Community Inclusion
- National Center on Accessible Educational Materials for Learning (AEM Center)
- National Skills Coalition
- Perkins School for the Blind
- Respectability
- Return to Work (RTW)
- Securing America’s Future Energy (SAFE)/Ruderman Family Foundation
- Society for Human Resource Management (SHRM)
- Triangle, Inc.
- U.S. Chamber of Commerce Foundation
- United Spinal Association

As shown in Figure 4.13 below, the five intermediary respondents to the third interview rated these relationships highly at 4.8 out of 5 points (two declined to answer this item as they were unsure of an appropriate rating). However, ODEP respondents rated these relationships at 3.0 out of 5 points. One ODEP respondent stated that this has been “a challenge for us, we’ve done it where we can, but struggled a bit.”

“We always attempted to engage them; there are several national advocacy groups, always expressed interest, but hasn’t played out as much as anticipated. Partly there may be less real engagement at state level by them than we thought. We hoped they’d have a lot of ideas to share (legislative, programmatic).”

—ODEP representative

**Figure 4.13. ODEP Success Engaging Other Partners (N = 11)**

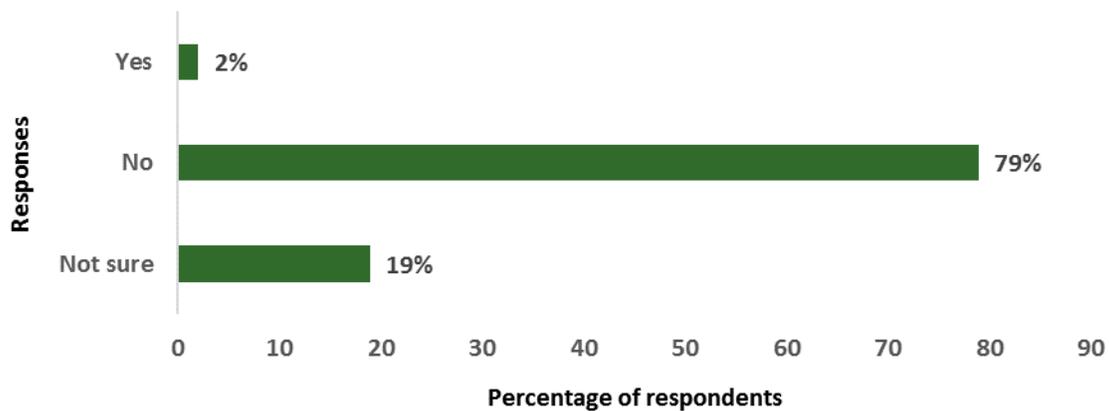


Source: SEED Implementation Team interview results, 3rd round.

Nevertheless, the intermediary respondents were more positive about external partnerships. One indicated that SEED was “good at introducing policymakers to programs that exist within their own states [that they might not even be aware of]: Voc. Rehab. folks, and so on. They helped advertise their own programs within the states and some states have been more successful than others.” Another intermediary respondent referenced connecting with the private sector and credited SEED with making inroads with this community.

Few saw any downside to the collaboration between ODEP and the intermediaries. The legislator survey participants were asked about negative effects of collaboration among the intermediaries, and of the 53 respondents who answered this question, 79 percent said they did not observe any negative effects, and only 2 percent said they did (the rest were not sure), as shown in Figure 4.14 below.

**Figure 4.14. Observed Negative Effects of SEED Collaboration (N = 53)**



Source: Legislator and Staff Survey results.

#### **4.1.4 Objective: Increased Motivation to Implement Disability Policy**

The last short-term objective identified in the SEED logic model is increased motivation to engage with disability employment policy issues, and presumably to enact more inclusive policy.

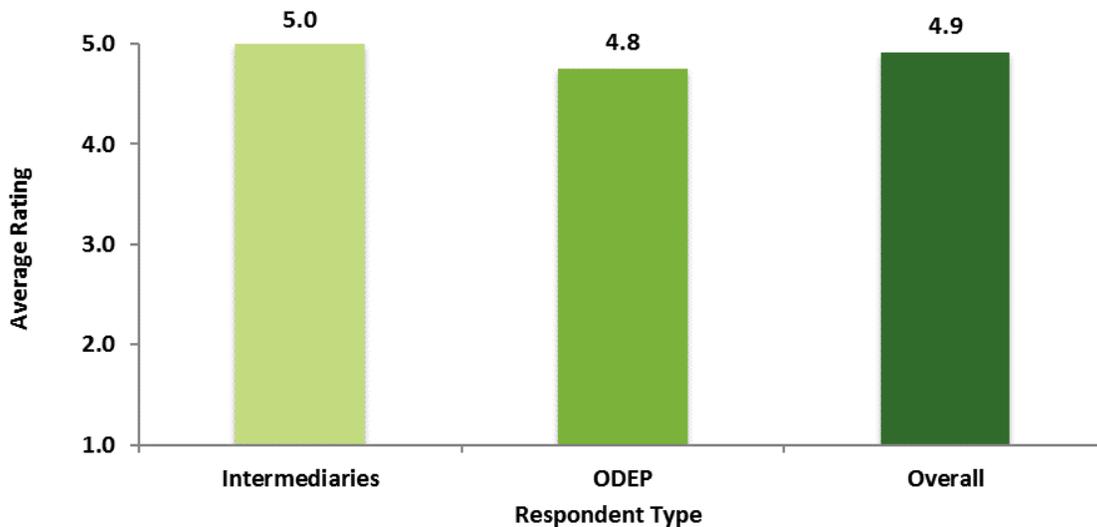
*SEED Key Activities.* There were no key activities that specifically address motivation. All SEED activities aimed at raising awareness, understanding, and knowledge were likewise intended to increase motivation. Moreover, all SEED activities are intended to improve motivation around disability employment policy issues.

“They [intermediaries] are coming up with things on their own on how to include disability in what they do.”

—ODEP representative

*Progress to Date.* The 11 interview respondents to the third round of interviews rated the extent of increased intermediary motivation to address disability employment topics at 4.9 out of 5 points. There was very little difference between the perceptions of ODEP and intermediary respondents on this item. In fact, intermediary respondents universally rated this item as a 5 out of 5, whereas ODEP representatives gave it an average rating of 4.8, as shown in Figure 4.15 below.

**Figure 4.15. Ratings on Intermediary Motivation (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

These results suggest that intermediaries and ODEP both perceive the intermediaries as having become quite motivated to address disability employment policy issues.

This perception is consistent with the behavior of most of the intermediaries. For example, ODEP’s original SEED model (described in Section 2.1.3 above) involved ODEP providing options to the intermediaries bilaterally. ODEP SEED leaders were pleasantly surprised by the willingness of CSG and NCSL to engage, collaborate, and take active leadership roles in SEED.

The intermediaries are doing multiple things to demonstrate their motivation around SEED, including promotion of issues through their communication vehicles, proactive writing, blog posts, webinars, policy academies, and roundtables and engagement in activities to help promote SEED. As one intermediary representative said, “This is absolutely a topic of interest to members. [SEED has] made a dramatic increase in our ability to meet member interest in this policy area.”

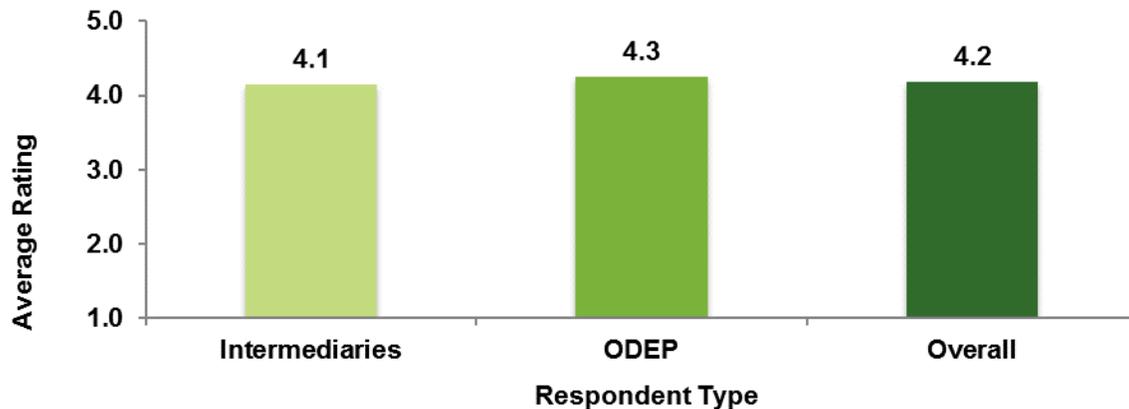
Likewise, WIG representatives noted that they are smaller than the other intermediaries, and “working on SEED used to be one person’s responsibility at our organization, now we have a full staff of four involved to some extent—integrating it into our program and technology programs. There is more understanding and engagement by the whole staff.” An ODEP representative noticed this level of engagement: “When you hear about what WIG is doing, speaking to leadership—not just staff we pay but their president—it’s a different mindset, and they see it as a topic of importance.”

“I think our team has a greater awareness of this population, and how to make the way we talk about workforce development more inclusive, and include persons with disabilities as we talk about workforce development. That’s [the] impact they have had on our team.”

—Intermediary representative

In addition to rating intermediary motivation, participants to the third round of interviews also rated the extent to which there has been increased policymaker motivation to address disability employment topics. Overall, the 11 participants gave an overall average rating of 4.2 out of 5 points, as shown in Figure 4.16 below. Again, there was little difference between intermediary and ODEP respondents’ ratings, at 4.1 and 4.3, respectively. Compared with the ratings above, this suggests respondents saw policymakers as motivated but not yet as motivated as the SEED intermediaries.

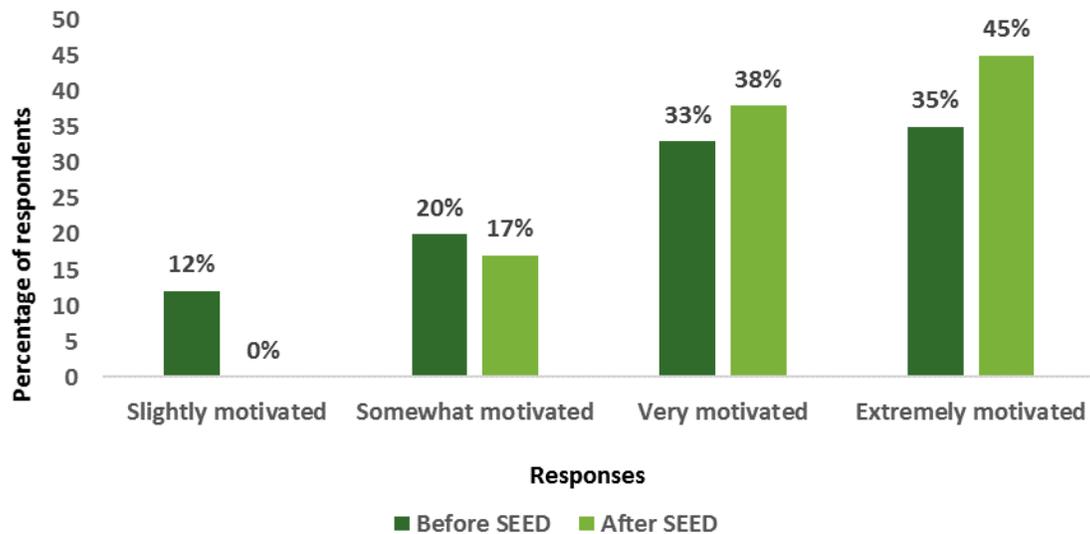
**Figure 4.16. Ratings on Policymaker Motivation (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

Indeed, the 51 policymakers who responded to the survey reported higher levels of motivation to implement disability employment policy after SEED was implemented as compared with their motivation before SEED. (Note: Ratings were provided in the same survey but using different items to assess before and after SEED. All the policymakers had engaged with SEED to at least some extent. Differences are descriptive and have not been tested for significance.)

**Figure 4.17. Motivation to Implement Disability Employment Policy (N = 51)**



Source: Legislator and Staff Survey results.

As shown in Figure 4.17 above, prior to SEED activities, 68 percent of respondents rated themselves as very or extremely motivated to implement disability employment policy, 83 percent rated themselves as very or extremely motivated after SEED, and all respondents indicated they were at least somewhat motivated.

This suggests SEED may have helped create a positive shift in motivation whether the legislator was motivated on this issue before SEED or not.

Interview respondents during the third round of interviews also expressed the perception that SEED sparked motivation around disability employment policy for legislators. For example, an intermediary said, “We’ve seen a limited number of people, but those we have engaged have really been very active on it, and we’ve seen that in many states, like New Mexico, Kentucky, [and] Colorado. SEED has motivated legislators to make significant changes in their states.”

Legislators have demonstrated their motivation on this topic by participating in the national task force, which included over 40 state legislators from across the country. In addition, they requested and read the *Work Matters* report and attended various conferences, webinars, roundtables, and learning labs. Six states were selected to send teams to NGA’s learning lab “Building an Inclusive Talent Pipeline for People with Disabilities” to learn about the topic and prepare action plans for their states. As mentioned, over 20 states have requested direct technical assistance engagements, and many were in depth. A few examples of such technical assistance requests demonstrating the motivation of legislators include the following:

- From Kentucky, SEED received an initial technical assistance request from Adam Meier, former deputy chief of staff, Office of the Governor, leading to the creation of the Kentucky Work Matters Task Force, launched through an executive order by Governor Matt Bevin on June 13, 2017; and led by CSG in

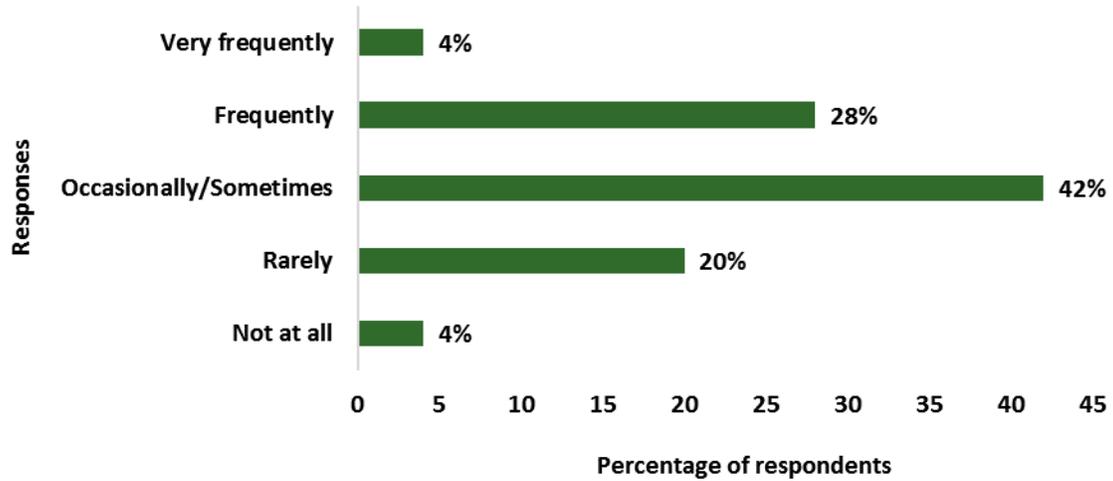
collaboration with SEED partners. The 23-member task force included eight cabinet secretaries representing related departments of state government along with other state agency officials, members of the legislature, and employer and community representatives from the private sector. This task force ultimately produced *Kentucky's Work Matters Report* and a *Kentucky's Work Matters Task Force Lessons Learned* documents.

- In Oregon, as a result of work with SEED, Representative Gene Whisnant recently introduced HB 4041 to establish a task force on the employment of people with disabilities, which would then develop a comprehensive strategy in the state as a model employer of people with disabilities. The legislation includes options and strategies specific to SAW/RTW that were presented by SEED to the committee, as well as in SEED technical assistance responses related to the state as a model employer.
- In Tennessee, as a result of engagement with Senator Duncan Massey, SEED was invited to present to the Tennessee Joint Ad Hoc Committee on Disability Services. SEED received multiple technical assistance requests as a result of this outreach and is following-up with several new champions on additional engagement opportunities in Tennessee. The Joint Ad Hoc Committee examines state disability services with the goals of making recommendations to streamline the services and to improve quality, access and affordability. The recommendations will be drafted for the next governor elected in November 2018.

Generally, many interview respondents from both ODEP and the intermediaries felt that SEED, and particularly the *Work Matters* report, has provided awareness about issues related to disability employment policy, which was a missing component for increasing the motivation to do more on this topic.

Another indicator of motivation on the part of legislators is the extent to which they take advantage of resources that are available from SEED on disability employment. Doing so suggests sufficient interest and motivation to take action or ask for assistance. Asked whether they accessed resources, technical assistance, and learning opportunities related to SEED, 70 percent of the 50 legislator and staff respondents to this survey question noted that they occasionally or frequently access them, and 4 percent indicated they very frequently access them, as show in Figure 4.18 below.

**Figure 4.18. Accessing SEED Resources, Technical Assistance, & Learning Opportunities (N = 50)**



Source: Legislator and Staff Survey results.

When asked to describe any additional resources that they rely on for assistance and/or support on disability employment policy issues, 61 percent of survey respondents listed first-hand experience, friends or colleagues with disabilities, staff or other colleagues, and websites.

Forty-four percent of online survey respondents listed different types of technical assistance services or resources that could help improve their capacity to develop, adopt, and implement disability employment policies in their state. These services and resources included access to more data related to disability employment, updated research on disability-related topics, and increased capacity building of people involved in making policy.

## 4.2 Medium-Term Objectives

The SEED logic model sets out various medium-term objectives. These are objectives that could be reached in a three- to four-year timeframe. As SEED is into its fourth year of operation, results from this study indicated that SEED made some progress toward reaching these objectives.

### 4.2.1 Objective: Positioning Disability Employment as a Key Workforce Issue for States

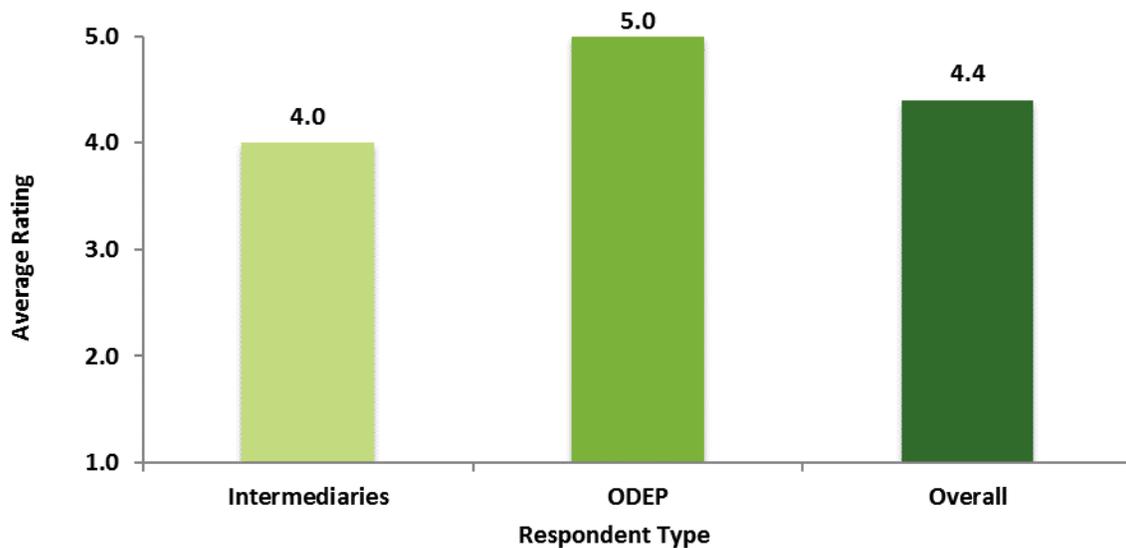
Positioning disability employment as a key workforce issue involves gaining the recognition among intermediaries and state legislators that disability employment policy is not just a topic related to the particular population of persons with disabilities for their benefit, but is in fact an important issue for industry, as persons with disabilities represent an underutilized labor pool of talent, and it affects many people.

*SEED Key Activities.* SEED has done multiple things to try to position disability employment policy as a key workforce issue. Some of these include convening the national task force on Workforce Development for People with Disabilities; making

subject matter experts available; publishing the *Work Matters* framework; conducting events with industry leaders; and including this message in various webinars, podcasts, conferences, and other events.

*Progress to Date.* As previously discussed, SEED has worked to increase awareness of disability employment policy among intermediaries and state policymakers. The 11 interview respondents rated SEED’s overall success in positioning disability employment as a key workforce issue for states as 4.4 of 5 points as shown in Figure 4.19. ODEP participants rated this a 5 out of 5, whereas intermediaries rated it a 4.

**Figure 4.19. Positioning Disability Policy Key Workforce Issue for States (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

Another indicator that SEED is raising the profile for disability employment policy is that, as mentioned earlier, members of both the Council of State Governments and National Conference of State Legislatures independently rated disability employment as among their top five workforce issues for the first time in years. They attributed this in large part to SEED’s efforts.

“SEED has framed the issue well in the way we communicate about it, especially around worker shortages and tapping into a pool of potential workers. That message resonates with states.”

—Intermediary representative

In addition, the national task force (described earlier) brought together over 40 state legislators to identify key challenges and propose solutions. This work culminated in developing and disseminating the *Work Matters* report. Kentucky and Oregon are using the phrase *Work Matters* to name their own disability employment task forces, which demonstrates that the report has garnered recognition and become associated with the topic. In addition, over the past year, more states have begun to request technical assistance. As mentioned, 21 states are now working with SEED to get

technical assistance in various capacities. Some are directly from state governors' offices, such as the Kentucky's Work Matters Task Force.

In addition, the CSG's Shared State Legislation (SSL) accepted disability employment policies as a topic program. According to its website:

SSL is both a member-driven process and an annual publication detailing *topics of current importance to the states*. The CSG SSL Committee, composed exclusively of state officials, meets twice annually to review legislation adopted in the states. The committee then selects legislation to be included in the annual SSL volume. These volumes are published online for dissemination to state leaders and staff. ... The program's goal is to facilitate the sharing of legislative ideas among CSG members. (Emphasis added.)

The SSL is reportedly an important document as it is widely read by state legislators for ideas, is an annual publication since 1941, is member-driven (members select the policies to include) and is somewhat selective in its choices. CSG representatives indicated that generally only 11 percent of submissions are accepted.

It also published a special supplement to its 2018 SSL, currently called *Disability Employment Policy Supplement (Docket 38AS)*. This is the first time in over a decade that CSG is issuing a supplement focused on one topic. The SSL supplement can be accessed from the CSG website. It is available at [https://www.csg.org/programs/policyprograms/documents/Disabilityemploymentpolicy\\_000.pdf](https://www.csg.org/programs/policyprograms/documents/Disabilityemploymentpolicy_000.pdf).

In addition to the SSL and the *Work Matters* framework, SEED has presented at conferences for legislators on disability workforce topics or produced podcasts or other media. Some of these include the following:

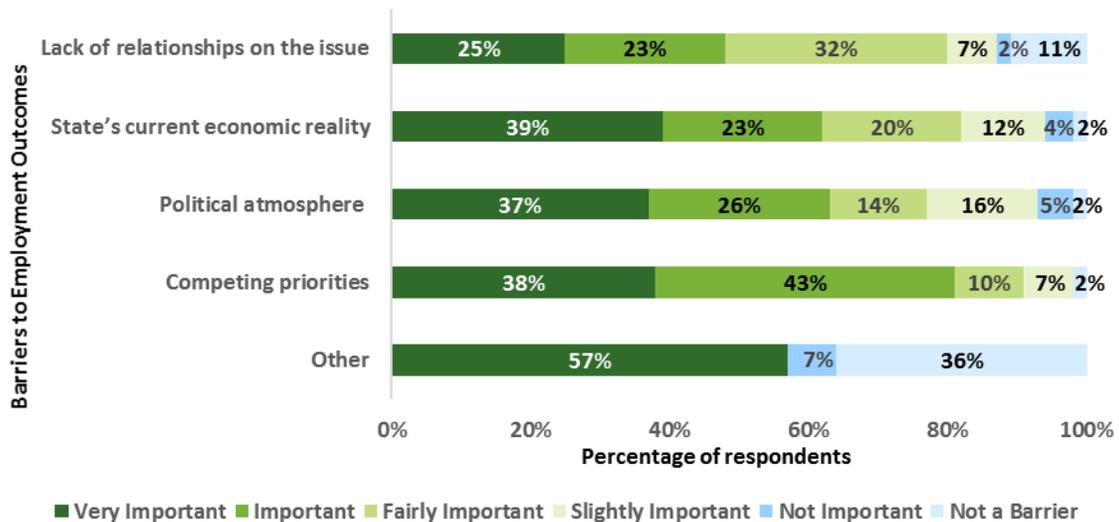
- CSG Policy Academy: Hiring and Retaining Workers with Disabilities, December 14, 2017, Las Vegas, Nevada
- WIG Career Planning and Credentialing for People with Disabilities Podcast, February 2, 2018
- NGA States as Model Employers of People with Disabilities Podcast, February 21, 2018
- WIG Employer Perspectives for Improving Employment Outcomes for People with Disabilities Podcast, June 18, 2018
- Retaining & Reemploying Ill, Injured & Displaced Workers Online Dialogue, June 18–present, 2018 (A *Work Matters* Online Dialogue)
- NGA Economic Opportunity (via Medium), “An Untapped Talent Pool: The Opportunity in Employing People with Disabilities,” December 2017
- Companion Toolkit: State Strategies to Assist Employees with Mental Health and Substance Abuse Issues Stay at Work/Return to Work (produced by WIG)

SEED has also presented at events for private industry and associations, such as:

- America Working Forward Event, October 16, 2017, Washington, DC (hosted by the U.S. Chamber of Commerce Foundation)
- National Trends in Disability Employment (nTide) Monthly Update Webinar, March 9, 2018

Interest in disability employment policy since the launch of SEED represents a shift in practice. One ODEP respondent attributed this to “agenda setting,” and stated, “We’re seeing a number of examples of states doing things they wouldn’t have done. It goes beyond just workforce, but could be transportation, technology, and things that impact people with disabilities.” An intermediary interview respondent stated, “SEED has framed the issue well in the way we communicate about it, especially around worker shortages and tapping into a pool of potential workers. That message resonates with states.”

**Figure 4.20. Ratings of Barriers to Employment Policy Outcomes (N = 52)**



Source: Legislator and Staff Survey results.

Despite SEED’s progress in raising the issue, there remain barriers to overcome. Policymakers surveyed were asked to rate the significance of barriers to employment outcomes that they face when adopting and implementing policies. As seen in Figure 4.2 above, about 40 percent of survey respondents noted that their state’s economic reality, political atmosphere, and competing priorities were very important barriers. Of the 14 survey respondents who selected “Other,” seven reported a range of barriers that they thought were restraining implementation of employment policies in their state, such as a bias against people with intellectual disabilities, a lack of understanding of “disability” and the capacities of people with disabilities, the economic situation and political atmosphere across states, and effecting changes in federal law and policy.

#### 4.2.2 Objective: Creating Champions

A second medium-term objective for SEED has been the creation of champions. SEED representatives generally consider champions to be state legislators, administrators, or

executives who are interested in the disability employment policy and put forth effort to promote action related to developing more inclusive workforce policy.

*SEED Key Activities.* As part of its education and outreach efforts, the SEED implementation team maintains a database of legislative and executive-level “champions” in the states that have been identified through SEED engagement and research efforts.

“Whether already interested or never having been interested before, we’ve helped them make it an issue and a priority. Our list has grown to over 250 now.”

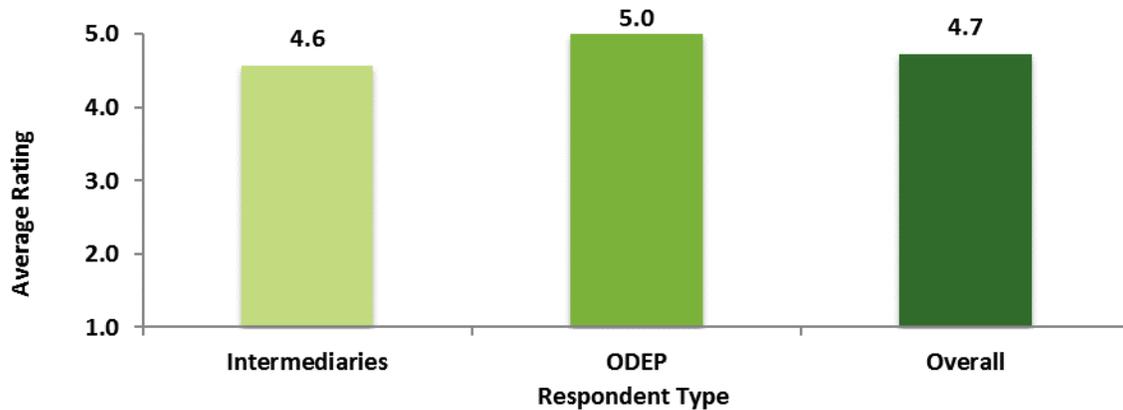
—ODEP representative

The team continues to work together to expand this list to include state policymakers who are engaged directly with SEED and its partners, as well as those who are independently supporting inclusive policy in their states through monitoring the state legislation database and through engagement with policymakers at various invitational meetings. This pinpointing of “champions” helps the SEED implementation team build working relationships with key legislative bodies and acts as a critical outreach list for project activities and outreach efforts, as well as an important instrument for tracking efforts, including details such as issues of interest.

*Progress to Date.* SEED maintains a database of champions. To date they have identified 253 champions and at least one champion for 46 states and the District of Columbia. According to a SEED representative, more than half of these individuals have initiated relevant policy development activities in their respective states because of involvement in SEED-related outreach. Champions can be members of the national task force or state representatives, executives, or their staff who requested and participated in technical assistance requests or in a SEED conference or event, promoted disability employment legislation, and so on.

During the third round of interviews, 11 SEED Implementation Team members were asked to rank SEED’s success in creating state policymaker champions for disability employment. As shown in Figure 4.21 below, intermediaries’ average rating was 4.0 and ODEP representatives’ ratings were 5.0 out of 5 points, for an overall rating of 4.7.

**Figure 4.21. Success Creating Champions (N = 11)**

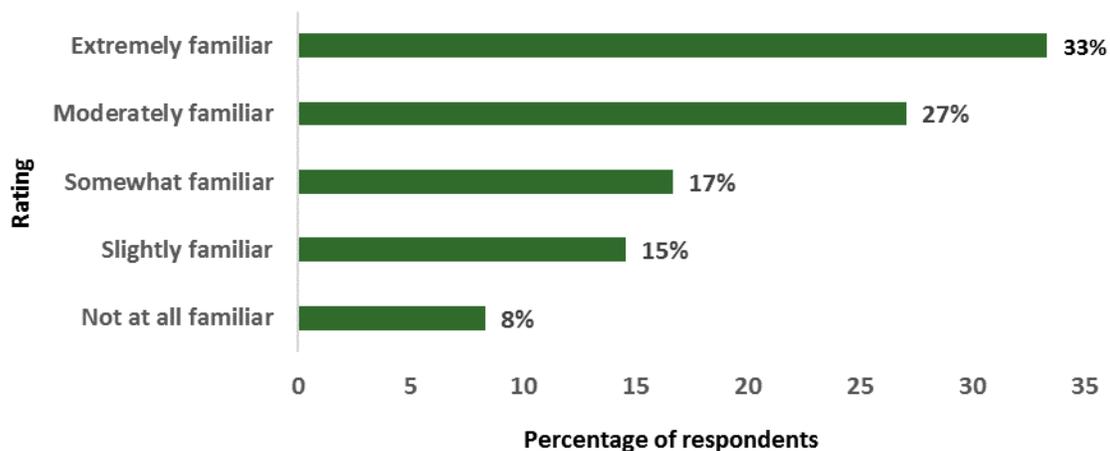


Source: SEED Implementation Team interview results, 3rd round.

One intermediary respondent stated, “The folks that were part of *Work Matters* are very strong advocates of it. And folks we’ve engaged now through our meetings and things, hearing about this issue motivates them. So, I think we’ve been good at developing champions.” Although a few entered the SEED initiative with some personal connection to disability policy, many policymakers were unfamiliar with the issues. SEED was able to establish champions among those with no prior connection to the issue. One intermediary reported they had developed a number of great champions and that is a “direct outgrowth of SEED. [Representative] didn’t know about the issue before, but now he’s really engaged and in [a] pivotal spot. He chairs Appropriation and Revenue Committee for [his state]. That’s *huge*. SEED has been smart to work together ... and get the right people in the state engaged to see traction and policy movement.”

When the state legislators and staff survey respondents were asked whether they were familiar with the SEED initiative, 77 percent of the 65 respondents were somewhat, moderately, or extremely familiar with it, as shown in Figure 4.22 below.

**Figure 4.22. Legislator Familiarity with SEED (N = 48)**



Source: Legislator and Staff Survey results.

### 4.2.3 Objective: Positive Shifts in Perspectives and Processes

Creating positive shifts in perspectives and processes is another medium-term objective set out in the logic model. SEED representatives suggest that this means that intermediaries and legislators begin to see disability employment policy in ways more consistent with ODEP’s view of disability employment policy. Some of these views can be encapsulated by the guiding principles set out in the *Work Matters* framework.

- Disability is a natural part of the human experience that in no way diminishes one’s right to fully participate in all aspects of community life (including equal opportunity, full participation in society, economic self-sufficiency, and independent living).
- Disability can develop at any point during an individual’s lifetime and have varying impacts.
- Successful disability policy embraces the “nothing about us without us” principle.
- People with disabilities are underutilized in our workforce and frequently experience social and economic disadvantages.
- People with disabilities have valuable and unique contributions to make.

It can also include recognizing the scope of the disability employment issue, recognizing that disability employment policy is a means to tap into underutilized skills, that inclusive workforce policy is good for everyone (not just persons with disabilities), and that disability employment does not mean sheltered workshops isolating persons with disabilities but integrating them into the larger workforce.

Increasing acceptance of these ideas and processes that take them into account is the essence of this objective of SEED.

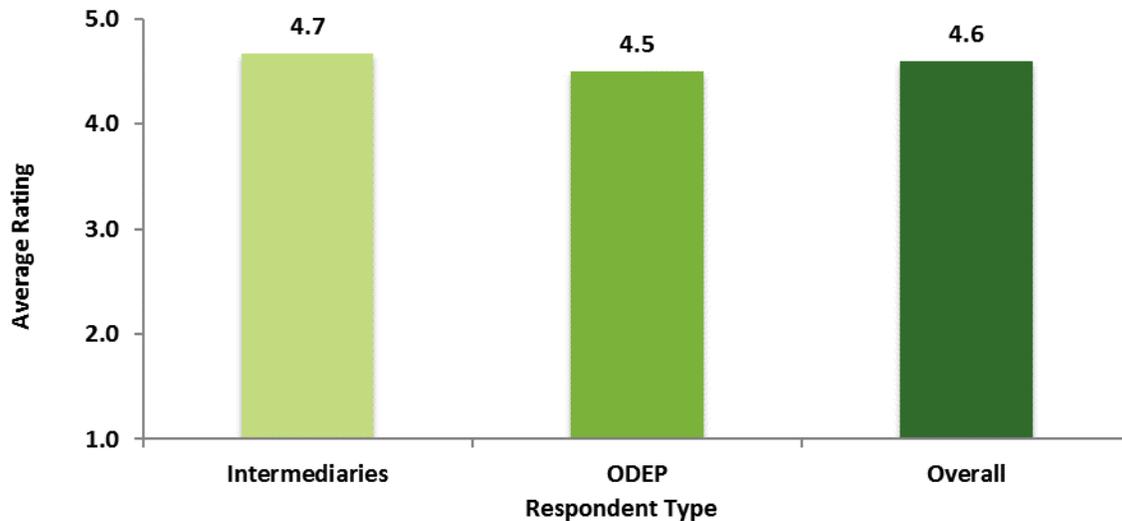
“I think SEED ... pulled in people who talked about importance and gave concrete examples about impact on students and people with a disability. [Before legislators would] look at disability versus looking at person with talent and capabilities. That had big influence and very positive for state folks in the room. A light bulb for people.”

—*Intermediary representative*

**SEED Key Activities:** Virtually all the SEED activities aimed at increasing understanding and promoting policy ideas are consistent with this objective, such as creating and disseminating the *Work Matters* framework, the Shared State Legislation supplement, conferences presentations, learning labs, webinars, podcasts, technical assistance, and so on.

**Progress to Date.** As shown in Figure 4.23, the 11 ODEP staff and intermediaries interviewed rated success creating positive shifts in perspectives about disability employment at 4.7 out of 5 points, with the eight intermediary representatives rating it 4.6, and the four ODEP representatives rating it at 5.0. This suggests all groups viewed SEED as having had success in shifting perspectives.

**Figure 4.23. Creating Positive Shifts in Perspectives and Processes (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

One ODEP staff member mentioned that as a result of SEED, some policymakers were not proposing initiatives that segregated people with disabilities into a separate environment or sheltered workshop. Instead, policymakers were proposing changes that recognized persons with disabilities require the same workforce supports that others have.

“Legislatures are making sure there is universal design, not specific pullouts. Write it right the first time to make it impactful for people with disabilities to give them the tools they need.”

—Intermediary representative

As will be discussed in Section 4.3.4, numerous bills related to the *Work Matters* report have been proposed over recent years. While not direct evidence, the fact that the policy resulting from these task forces and bills is consistent with SEED’s *Work Matters* report is some evidence that perspectives and processes are changing, albeit indirect.

SEED was perceived to have also had a positive influence on how participants consider the approach to disability inclusion. For example, an intermediary reported that SEED has helped identify opportunities to use inclusive language when writing or developing deliverables. An intermediary also reported that states legislatures are ensuring there is universal design to support disability employment policy rather than specific pullouts so that workforce policy is inclusive from the onset.

“SEED does a great job trying to get the word out, and Bobby [Silverstein] is good at articulating the message: Universality needs to be built in. SEED has worked really, really, really hard to get the message out. I can’t say to what extent they have been successful. SEED’s done an incredible job asking, ‘How does it include the disabled? Mentally ill?’”

—Intermediary representative

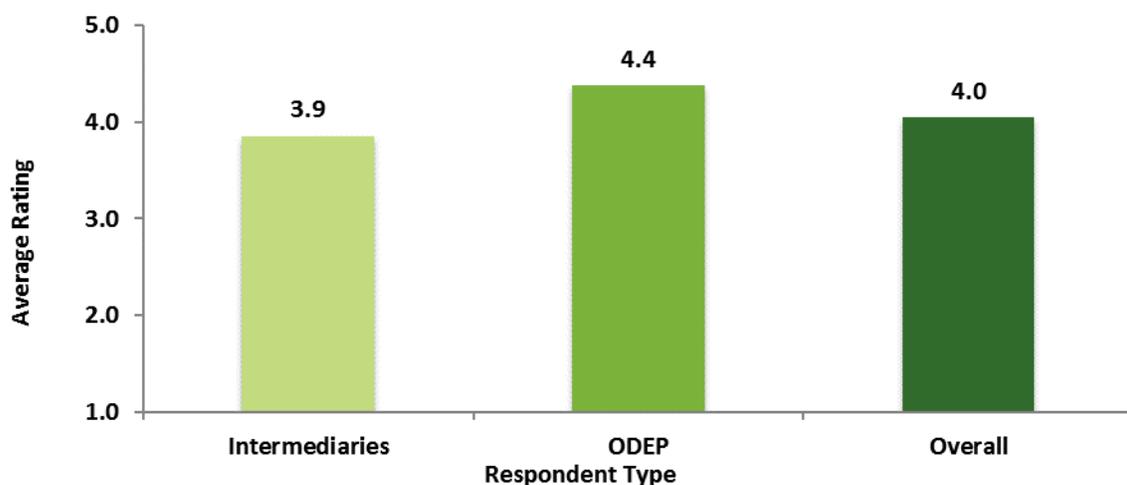
#### 4.2.4 Objective: Improved Collaboration (among individual states)

Another medium-term objective of SEED from the logic model was to improve collaboration among the individual states. This suggests that the state legislators and executives themselves begin to work together more to implement effective disability employment policy.

*SEED Key Activities.* Some of the major activities that SEED has engaged in to reach this goal include establishing a national task force; helping develop the SSL that presents promising legislation from various states; highlighting disability employment policies and practices of states in documents and presentations; and hosting learning labs, webinars, and events that convene state policymakers from multiple states.

*Progress to Date.* The 11 interview respondents from the SEED Implementation Team rated the overall extent to which SEED had improved collaboration among states as a 4.0 out of 5 points, the eight intermediaries’ average rating was 3.9, and ODEP respondents’ average rating was 4.4 as shown in Figure 4.24 below. This suggests that ODEP respondents had a slightly better view of the success in creating collaboration. Some of this may have to do with how different participants interpreted “state collaboration” (which was not formally defined by the logic model). For example, some interview participants viewed states sharing ideas and examining the policies from other states to learn from them as collaboration.

**Figure 4.24. Ratings on Collaboration Among States (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

Others may have been thinking of states working *independently* to collaborate. As one intermediary respondent said, “From what I’ve seen from the SEED project, it’s more focused on individual states and less across states. That was true for [our] work and for others, too. There was cross-state learning, not collaboration. I make that distinction.”

Another intermediary, however, viewed this very differently saying, “Between learning labs, the national task force, and the various events, there’s been a lot of chances for people to say what’s going on in their state. A representative in Texas was talking to a Massachusetts representative about their approaches. They’re far apart and wouldn’t have had that chance except for at [the] SEED event.” Another said, “I’d go back to [the] champions perspective, sometime like Senator Becky Duncan-Massey working outside her state. Not sure if states work together at an agency level, but individuals do.” This indicates different perspectives on what is meant by interstate collaboration.

An ODEP representative stated that their perspective was clearly that just sharing information constituted collaboration. This ODEP representative explained their rating by saying, “It’s a major objective of state intermediaries. One reason their members go to their conferences and are active is their ability to learn what about best practices, share information, that’s the structure. That’s exactly what’s happening with SEED—dissemination of information.”

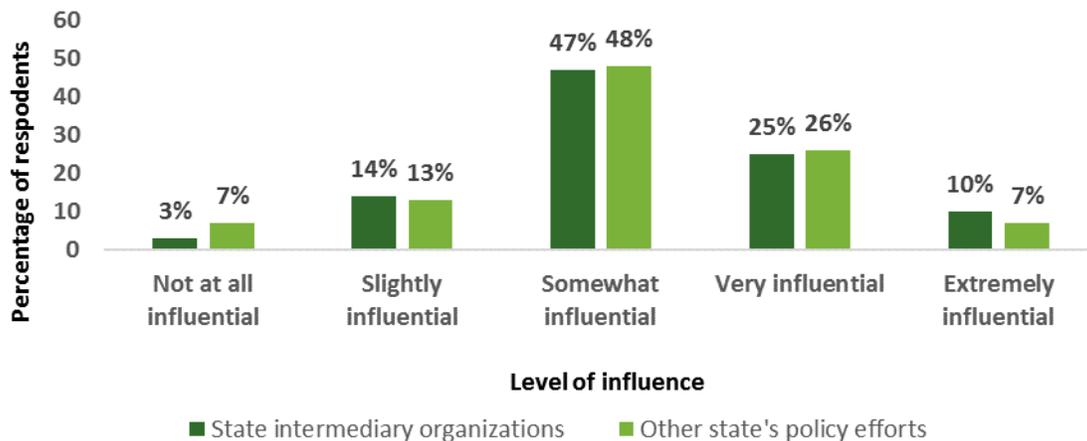
“Our Policy Academy last December had 50 folks and lots of states represented. The SAW/RTW team had representation from 25 states. There was lots of time built in for sharing their state approach.”

—Intermediary representative

With that definition, the interview results suggest SEED is encouraging collaboration among states. *Work Matters*, the SSL, and many of SEED’s technical assistance documents indicate what different states are doing, what policies they are enacting, and what policy options are drawn from other states. The National Governors Association’s learning lab brought six states together with teams from each state, and participants shared ideas with one another on disability employment policy.

State representatives for their part appear to value input from other states. As shown in Figure 4.25, survey data showed that 81 percent of state policymaker respondents characterized the level of influence that another state has on their state’s adoption of disability employment policy as somewhat, very, or extremely influential, roughly even with the influence of state intermediary organizations.

**Figure 4.25. Influence on Adoption of Disability Employment Policy (N = 59)**



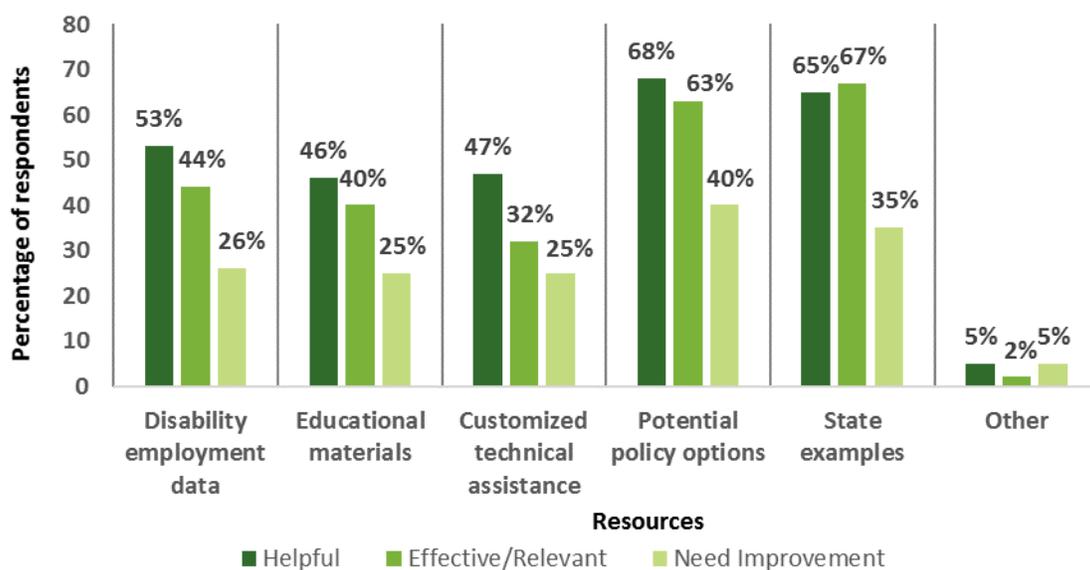
Source: Legislator and Staff Survey results.

As shown in Figure 4.26, 65 percent of the 59 respondents who responded to this survey question thought that state examples would be most helpful as a SEED resource.

Although respondents valued opportunities to collaborate with other states, many stakeholders thought there was room for SEED to make improvements in this area.

For example, 40 percent and 35 percent of survey respondents, respectively, felt that selected potential policy options and state examples could be improved. Comments from the intermediaries support survey findings. For example, one shared, “I think we have had a few opportunities for that, but for the most part that has not been a real focus of the project.” Even an ODEP staff member confirmed this sentiment, stating, “I’m not aware of a lot of cross-state interaction for our initiatives.”

**Figure 4.26. Resources to Support Disability Employment Policy Efforts (N = 57)**



Source: Legislator and Staff Survey results.

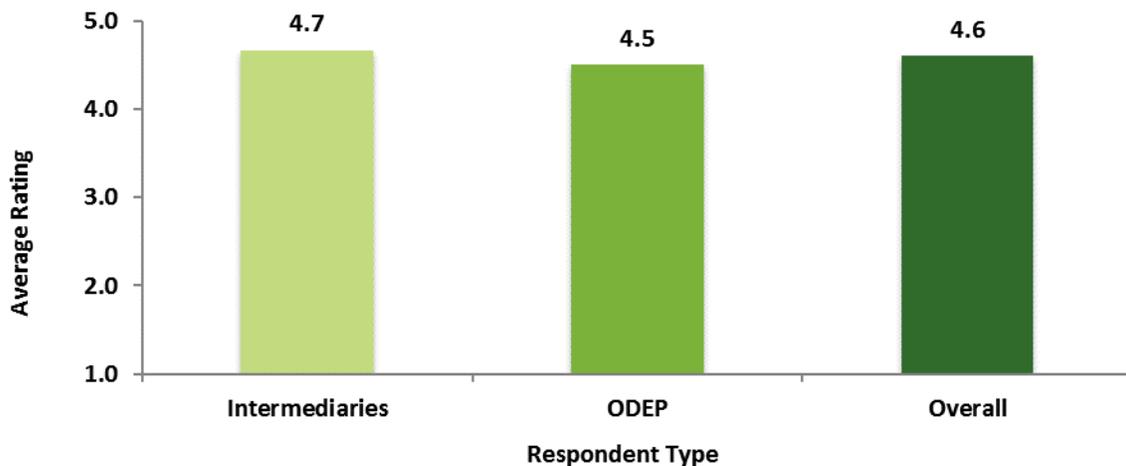
#### 4.2.5 Consideration of Inclusive Workforce Policy at the State Level

The final medium-term objective was to have states consider inclusive workforce policy; that is, the types of policies that are conducive to promoting employment for persons with disabilities. Although the term “consider” is somewhat ambiguous, based on comments from ODEP representatives, it appears the types of consideration this objective is referring to is reviewing the policy and reflecting on whether such policies are appropriate for their state, feasible, and worth pursuing as legislation or executive orders (as opposed to official consideration or deliberation regarding bills submitted).

*SEED Key Activities.* Some of the major activities that SEED has engaged in to reach this goal include developing the *Work Matters* framework, providing technical assistance to states, offering state examples of strategies to promote disability employment policy, delivering presentations, and developing a toolkit with concrete recommendations and resources for policymakers. In addition, SEED made inclusive workforce policy (rather than stand-alone disability policy) a key talking point.

*Progress to Date.* Interview participants were asked to rate the extent to which SEED had led to consideration of inclusive workforce policy at the state level. The average rating of the 11 participants overall was 4.6 out of 5 points, see figure 4.27.

**Figure 4.27. States Consideration of Inclusive Workforce Policy (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

As discussed above, SEED has worked with legislators and executives to shift their perspective about people with disabilities in the workforce. Instead of limiting their options to sheltered workshops and other initiatives designed specifically for people with disabilities, legislators are considering how to design workforce policy in a way that does not exclude people with disabilities. For example, SEED has helped stakeholders identify opportunities to use inclusive language when writing or developing deliverables, and state legislatures are ensuring there is universal design to support disability employment policy rather than specific pullouts so that workforce policy is inclusive from the beginning.

“[A] key talking point for SEED has been for policies to be inclusive rather than stand-alone. They are having impact with that.”

—*Intermediary representatives*

- Multiple specific examples demonstrate that states are actively considering this type of inclusive workforce policy. For example, SEED has provided testimony or invited presentations on various occasions, including the following:
- Kentucky Work Matters Task Force Disability Subcommittee Meeting, August 16, 2017, Lexington, Kentucky
- Kentucky Work Matters Task Force Disability Subcommittee Meeting, September 6, 2017, Lexington, Kentucky
- New Mexico Disabilities Concerns Subcommittee Meeting, September 29, 2018, Albuquerque, New Mexico
- Kentucky Work Matters Task Force Disability Subcommittee Meeting, October 10, 2017, Frankfort, Kentucky
- Kentucky Work Matters Task Force, November 28, 2017, Frankfort, Kentucky
- Maryland Department of Disabilities Briefing, November 29, 2017, Baltimore, Maryland
- Tennessee Joint Ad Hoc Committee on Disability Services, March 5, 2018, Nashville, Tennessee

Many educational documents have also been provided by SEED to states to help them consider inclusive policy, such as:

- Cross-walking Tennessee 2016 Expect Employment—Employment First Task Force Report to the Governor with Work Matters: A Framework for States on Workforce Development for People with Disabilities
- Nevada Recommendations and Policy Options: Enhancing Employment Opportunities for People with Disabilities
- Oregon Recommendations and Policy Options: State as a Model Employer
- State as a Model Employer Policy Brief (customized for the Commonwealth of Pennsylvania)
- State as a Model Employer Policy Brief (customized for the state of Alaska)
- State as a Model Employer Policy Brief (customized for the state of Maryland)
- State as a Model Employer Policy Summary (customized for the Commonwealth of Pennsylvania)
- State as a Model Employer Policy Summary (customized for the state of Maryland)

- State Examples of Accessible Transportation Policies for People with Disabilities (customized for the state of Florida)
- Tennessee Recommendations and Policy Options: Enhancing Employment Opportunities for People with Disabilities
- Work Matters Policy Options for Consideration (customized for the state of Alaska)
- Work Matters Policy Options for Consideration (customized for the Commonwealth of Pennsylvania)

### 4.3 Long-Term Objectives

SEED’s long-term objectives were not expected to be realized until 2020 or later, which is beyond the scope of this evaluation study. This section examines whether SEED has made progress toward these long-term objectives based on the data collected so far.

#### 4.3.1 Objective: Integration of Subject Matter Expertise within State Intermediaries

The first long-term objective is the integration of subject matter expertise with the intermediaries that work with SEED. This means that people in these intermediary organizations would gain the knowledge, information, and understanding of the disability employment policy subject area. They will understand where to look for information they do not possess and increase their network to know who to contact for more information on various topics. This will enable them to better serve their members and answer questions related to disability employment while decreasing their reliance on ODEP. Should SEED end or the intermediaries decide to stop participating, they would ideally retain this expertise to help members.

*SEED Key Activities.* To help state intermediaries gain subject matter expertise, some of the main activities in which SEED has engaged include working closely together with intermediaries; providing policy papers and information; providing input to intermediary work products; having intermediaries meet with teams from ODEP that focus on particular policy areas; co-presenting with intermediaries; directing intermediaries to subject matters on relevant topics from various organizations; and engaging individuals such as Bobby Silverstein of Powers, Pyles, Sutter and Verville, PC, to provide legislative expertise to the project and contribute to key activities such as the *Work Matters* report, the SSL, and the national task force.

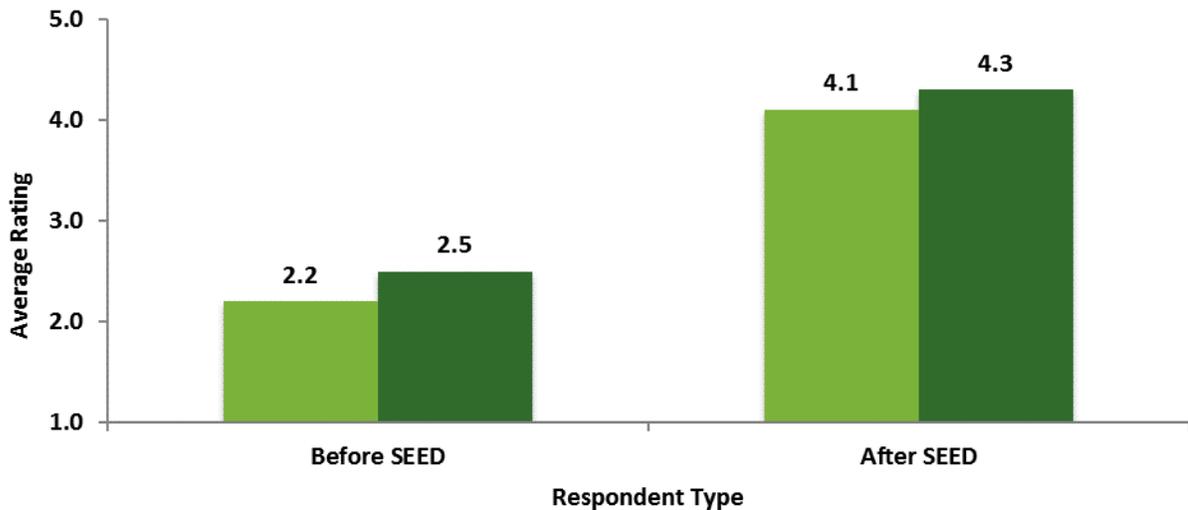
“We just posted a job for an in-house expert (Policy Analyst); several of us have helped here, but we want an analyst that is *all SEED, all the time*. They are going to know the content backwards. They’ll know 12 people off [the] top of their head and what they’re interested in. This will be instrumental in providing resources to have a bigger portfolio and impact for members.”

—Intermediary representative

*Progress to Date.* During the second round of interviews, conducted in late 2017, the nine participants from the SEED Implementation Team were asked to rate their level of

disability employment policy expertise before SEED and, in a separate question in the same interview, to rate this expertise after SEED. As shown in Figure 4.28, participants rated the intermediaries' level of expertise before SEED in the low- to mid-2 range out of 5 points. However, for the item asking them to rate their expertise after they began participating with SEED, they rated their knowledge in the low fours. The descriptive analysis suggests participants perceive that the intermediaries' knowledge is higher after SEED implemented.

**Figure 4.28. Perceived Intermediary Disability Policy Expertise Before and After SEED (N = 9)**

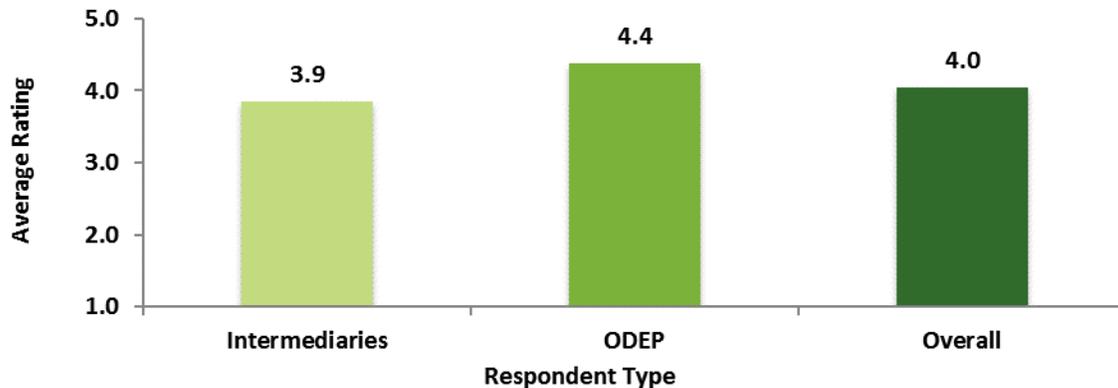


Source: SEED Implementation Team interview results, 2nd round.

Later, in the third round of interviews, respondents were asked to rate the extent to which intermediaries had integrated disability employment policy expertise. Overall, the 11 participants rated intermediary integration of expertise a 4.0 out of 5 points. However, the eight intermediary organizations gave this an average rating of 3.9, whereas ODEP representatives' average rating was a half point higher at 4.4 as shown in Figure 4.29.

Although the intermediaries may have gained some degree of knowledge and expertise in the area, they are still dependent on ODEP for more complex or more technical questions. For example, one intermediary respondent said, "A lot [of questions we can answer] in house, but for the technical we rely on ODEP. They live and breathe it." Another said, "[It] depends on what the questions are. We can't get to [the] nitty-gritty of workers' comp or Medicaid, but in general for main issues for persons with disabilities, best practices, strategies states are using, yes." The rating may also reflect the variation among intermediaries in terms of how deeply they engaged with ODEP or the other intermediaries.

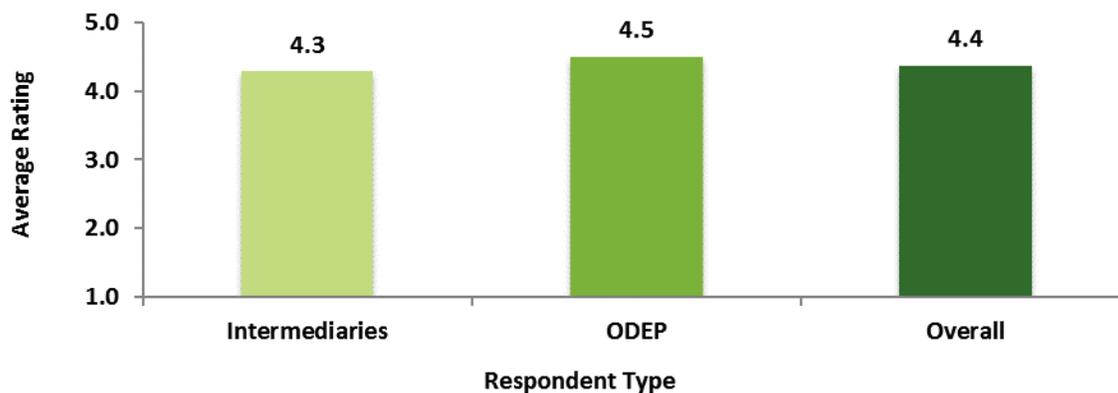
**Figure 4.29. Perceptions of Intermediary Integration of Expertise (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

In addition, the Implementation Team was asked to rate the extent to which intermediaries could answer questions for their members without input from ODEP. As shown in Figure 4.30 below, participants rated the intermediaries' capability at a 4.4 out of 5 points, with little difference between ODEP and intermediary respondents.

**Figure 4.30. Perceptions of Intermediary Capacity to Answer Questions Independently (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

Additionally, some intermediaries are also making changes to infrastructure to integrate subject matter experts, for instance by hiring staff members to work on SEED, developing distribution channels such as webpages, developing tools or toolkits, and so on. In this area, the intermediaries made some early changes, which they have maintained and updated. For example, the National Conference of State Legislatures hired a staff member early in the project that became one of the go-to people for SEED work. They also developed a webpage for disability employment issues on their website. And, as mentioned, they updated their Legislation Tracker to include disability employment-related topics, which is available on their webpage, along with *Work Matters* and other resources and information.

The Council of State Governments has had several people work on SEED on a part-time basis, but currently is hiring one policy analyst to work on SEED full-time. The CSG also

developed a SEED-related webpage as part of its website. This page shares information on the national task force, the *Work Matters* framework, and *Kentucky's Work Matter* report. In addition, they have the SSL supplement on disability employment policy as part of their available resources (see figure 4.31).

**Figure 4.31. NCSL's Webpage on Disability Employment**



Women in Government, as a smaller organization, indicated they do not have the resources of the larger organizations. However, representatives indicated during the interviews that whereas initially one or two people worked on SEED, now all four people in their office are working on SEED matters. Like other intermediaries, WIG created a webpage on its website about SEED and makes available the podcasts on disability employment topics (three episodes to date), the toolkit they developed as part of their SEED work, and various briefs and resources released as part of SEED, including their roundtables and the *Work Matters* report. They have also identified an external subject matter expert at a university who works closely with them.

“We weren’t always disabled-friendly at conference setups; now we only use ADA-compliant venues. Our behavior changed; we now integrate accessibility features into our events and products.”

—Intermediary representative

In interviews, WIG members noted that another way the intermediary has integrated disability employment expertise is by changing its work practices to be more disability-employment friendly. They report doing things not previously considered, such as including getting transcripts of their podcasts and meetings out quickly, ensuring their conferences are held in disability friendly meeting spaces, and so on.

Interviews also suggest that the subject matter expertise offered through SEED activities played a driving role in advancing the goals of the initiative. Intermediaries felt favorably about subject matter experts offered to intermediaries through SEED, and the

intermediaries reported that they have helped guide deliverables and have been key to understanding complexities and where answers may reside for states (which agency/committees).

### 4.3.2 Objective: Alignment of State Intermediary Goals with ODEP Goals (to Degree Possible)

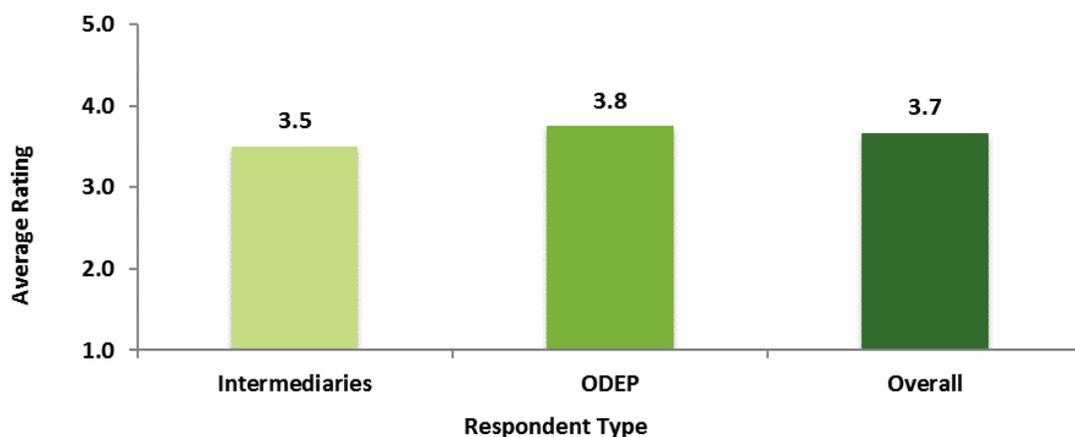
A second long-term goal for SEED is the alignment of intermediary goals with ODEP goals to the extent possible. This means that the intermediary organizations would be working toward the same outcome as SEED, including having legislators and executives in the states adopt inclusive disability employment policies in their states.

*SEED Key Activities.* Important activities here were initial discussions or negotiations regarding how intermediaries operate, how they select topics of interest to present to members, and discussions with intermediaries and policymakers to understand what SEED goals were a good fit for intermediaries and for the state policymakers they serve. Selecting the topics and committee structure for the national task force was also an important process, as the resulting framework would inform much of SEED’s work.

*Progress to Date.* During the third round of interviews, the 11 SEED Implementation Team participants were asked to rate the extent to which intermediaries had aligned their goals with the goals of ODEP. This question received some of the lowest ratings of any question. Overall, it received an average of 3.7 out of 5 points, indicating a moderate amount of perceived alignment. Intermediary and ODEP respondents’ ratings were similar, as depicted in Figure 4.32 below.

While there are some differences in how they operate and what they do, in general the intermediaries participating in SEED do not promote topics or policies to members but present members with information, options, and analyses. A good example of the overall sentiment comes from CSG’s SSL webpage, where they state: “CSG does not promote or advocate for the enactment of state legislation, nor does it draft model legislation. Rather, the program’s goal is to facilitate the sharing of legislative ideas among CSG members.”

**Figure 4.32. Ratings of Alignment of Intermediary and ODEP Goals (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

During initial discussions among ODEP, Council of State Governments, and the National Conference of State Legislatures, the intermediaries made clear that they would only pursue topics that were of interest to their members. This was also confirmed during the first round of interviews in which the intermediaries indicated that they would help inform interested members of policy options and their respective strengths and weaknesses. They also presented examples of what other states have done to address a problem and provided research and statistics on an issue to help inform policy choice, and so on.

Priority areas related to disability employment policy resulted from discussions between ODEP, intermediaries, and policymakers. SEED even hosted online forums to get input on disability employment policy from advocacy groups. ODEP members describe the ongoing process of reaching alignment as taking place at each annual partner retreat, where the state intermediaries present their organization's top workforce development issues, and then ODEP presents theirs. The team then works together to identify those top issues that interest and align the state's intermediary goals (for their members) with ODEP's goals.

“For the most part we have aligned priorities with theirs, but we do have restrictions that do not give us as much flexibility to pursue specific policy changes as they would like. For example, we can't endorse specific policy changes in states: 'We think you should do XYZ'; we don't do that. We provide information and options and best practices. We don't tell a state we think you should do this.”

—*Intermediary representative*

However, findings are mixed about the alignment between intermediary goals and ODEP goals. For example, one intermediary reported, “We're absolutely aligned with their disability employment policy. ... But, for us, our goal is not 'to align with ODEP,' but some has happened just from our members learning more.”

An ODEP respondent explained, “Here they tend to say that alignment is not necessarily what intermediaries do. They follow what their members want. But, they have found that there are areas of natural alignment, and they have agreed to work to them.”

An example of this was the initial discussions or negotiations about the topics to be addressed by SEED. When ODEP first approached the Council of State Governments and the National Conference of State Legislatures, after the national task force creation approach took place, the SEED Implementation Team discussed what topics would be covered and how to structure the committees. The team agreed to broaden the topics covered by the committees; in doing so, it was discovered that all of the ODEP's original topics could be covered by one of the committees. “We tried to ensure each of their topics had a home on one of the committees,” as one intermediary put it. The interview results suggest that there has been some alignment; however, intermediaries are member-driven organizations and must prioritize their members' interests. To the extent there has been an increase in alignment, intermediaries see it as a natural consequence of their members becoming more informed about disability employment policy.

### **4.3.3. Objective: Understanding of State Policy Process Among ODEP Staff**

As indicated in the SEED logic model, ODEP’s SEED leadership had as an objective that its staff would become increasingly knowledgeable about state legislative processes as a consequence of working with the intermediaries and exposure to the legislators.

*SEED Key Activities.* There have been no activities specifically designed to help ODEP staff understand the legislative policy processes. ODEP’s SEED leadership has worked closely with intermediaries throughout SEED and in producing the various products and events. ODEP also asked the SEED implementation team working on various disability employment policy topics to suggest topics for the initiative and introduced the ODEP teams to the intermediaries to serve as subject matter experts.

*Progress to Date.* During the third round of interviews, the four ODEP representatives were asked about the extent to which they believe ODEP staff have increased their knowledge about the legislative processes in states. The average rating was 4.8 out of 5 points. (Intermediary representatives were not asked this question.) This suggests ODEP interviewees believe there has been an increase in their understanding of state legislative processes.

One ODEP interview respondent reported that ODEP has come far in knowing how *intermediaries* work and engage, and how each is unique. Another respondent also indicated that what state legislators care about is different from what some ODEP staff thought before and described this learning as “real world vs. textbook.”

Others, however, suggest there is still some work to be done in enhancing ODEP’s understanding. An ODEP staff member reported that some within the ODEP want to disseminate ODEP materials without understanding how the process works or how to properly package the information for the intended audience. The respondent explained that this knowledge remained primarily with the ODEP members working with SEED. In another instance, ODEP staff acknowledged the challenges they faced getting colleagues on some ODEP teams to understand their perspective, and those colleagues struggled to fit their information into appropriate formats for intermediaries and legislators.

### **4.3.4 Objective: Enactment of New and Changed Policies**

One of the primary long-term objectives for SEED is to help states enact new and changed workforce policies that are inclusive of people with disabilities. ODEP’s SEED leadership stated early in the initiative that the types of policy changes it was trying to facilitate were legislative, executive orders, and budget changes, and other types of changes with legal weight behind them.

*SEED Key Activities.* To accomplish this objective, SEED convened the national task force, created the *Work Matters* report, submitted material to the Council of State Governments’ Shared State Legislation publication, hosted in-person and online professional learning opportunities and print-based resources, and conducted various forms of technical assistance including written policy options and facilitating a state task force.

*Progress to Date.* Interview data suggest that many stakeholders perceive that SEED has made progress toward enacting new and changed policies. The 11 ODEP staff and intermediaries asked about their success in leading to the enactment of new and changed policy, rating SEED’s success 4.4 out of 5 points, with similarity between ODEP and intermediary ratings as shown in Figure 4.33 below.

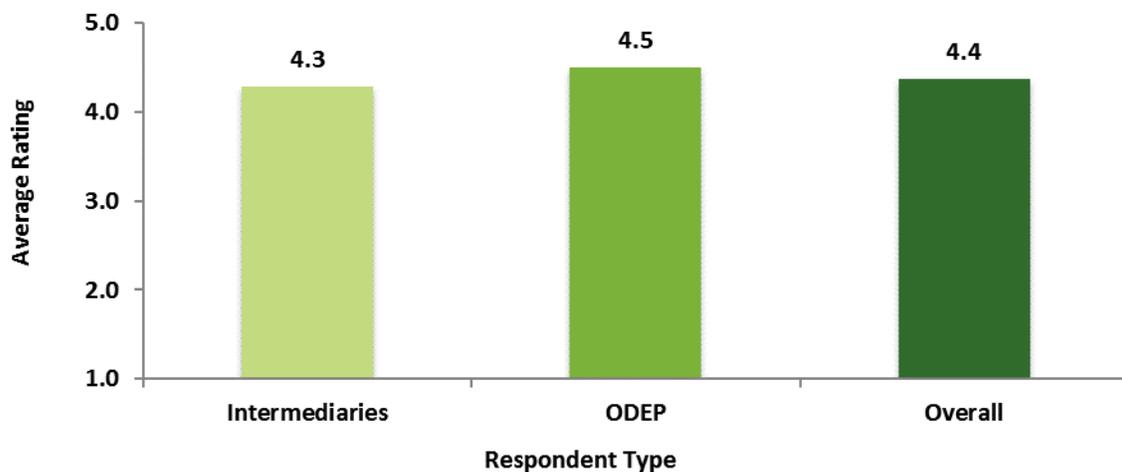
“I’m only a year into [working with] SEED, but each time I hear about more new states and more new engagement. I don’t know if it’s led to new bills specifically. Sometimes it’s not new bills, it involves a look at what already exists in your state that isn’t well utilized. That’s been very interesting.”

—Intermediary representative

When interviewed, one ODEP staff member stated, “It’s unmistakable that there’s more legislation being introduced; there’s something that’s new. Maybe we’re more attuned to it, but I trust [expert] Bobby Silverstein who tracks this stuff carefully [and says there has been an increase].”

A SEED representative noted that over the last several months of 2018, SEED has engaged directly with legislators and governors’ offices in drafting policy (writing bills, regulations, executive orders). Also, SEED intermediary partners have passed resolutions specific to disability employment policy (e.g., Council of State Governments).

**Figure 4.33 Perceived Success Enacting New and Changed Policy (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

The SEED Implementation Team has identified 91 bills and executive orders that they say reflect policy options and strategies outlined in the *Work Matters* policy framework and promoted through SEED’s education and outreach effort.<sup>4</sup> This is done by using the National Conference of State Legislature’s Legislation Tracker, which searches databases to identify bills with relevant key words. Intermediary staff examine the results to ensure relevant bills are captured. Next, an ODEP representative reviews the results to

<sup>4</sup> These are listed in Appendix C.

ensure the bills are either directly an outgrowth of SEED activity, come from a SEED participating legislator, and/or are consistent with the strategies outlined in the *Work Matters* report. Another ODEP representative performs a final check before counting the bill as “SEED related.”

The Evaluation Team did not obtain sufficient data to prove causal relationship between SEED activities and all the bills tracked by the SEED Implementation Team. However, some were evidently drafted because of SEED’s efforts because they were drafted by SEED champions or in coordination with SEED’s technical assistance. Others specifically reference *Work Matters*. Some examples are as follows:

- SEED continues to monitor for disability-inclusive policy options, as requested, for potential consideration in Nevada by Assembly Member Mike Sprinkle following successful enactment of AB 192, which strengthens existing laws governing the temporary limited appointment of persons with disabilities by state agencies.
- Governor Matt Bevin (Kentucky) established KY Work Matters Task Force by executive order (enacted June 13, 2017).
- Governor Matt Bevin (Kentucky) established Relating to the Employment First by council executive order (enacted May 15, 2018).
- SEED Champion, NTF member representative, and state representative Gene Whisnant (OR) introduced HB 2965 in 2017 to establish a state-level task force in Oregon to review the *Work Matters* report, evaluate Oregon’s policies to employ people with disabilities, and make recommendations to the legislature. At the invitation of Representative Whisnant, a member of the SEED implementation team testified about the national task force and *Work Matters* in relation to the state’s effort to create a task force on employment of people with disabilities. The House Committee on Higher Education and Workforce Development approved the bill, and it advanced to the House Ways and Means Committee, where it remained pending until the legislature adjourned.
- NCSL engaged with Senator Kent Lambert (CO), sponsor of SB 17-011, Study Transportation Access for People with Disabilities, signed by the state’s governor in late March 2018, specifically referenced findings from the national task force and the *Work Matters* report as part of the legislative declaration.

The remaining 86 bills and executive orders may be consistent with the *Work Matters* report and may have been influenced by it, but the Evaluation Team does not have sufficient data to draw that conclusion.

Despite the positive progress SEED has made, some stakeholders explicitly expressed that it was too soon to see SEED policy results. For example, one intermediary stated, “I think the potential is there and there is interest from states, but we haven’t yet seen large-scale number of policy outcomes. A few we’ve seen are major, but they’re not large-scale.”

To assess this further, the Evaluation Team conducted an analysis of the policy tracker data by session years to determine whether there is evidence that the number of bills related to disability employment policy have increased since SEED started, or whether those states that received direct technical assistance have proposed or enacted more bills.

The results to date showed no clear trend of bill adoption or failure rate between 2015 and 2017. There was also no clear trend that states that received technical assistance passed more disability employment-related bills based on the policy tracker data. Several factors may be at play. First, each state has different legislative schedules, with some meeting annually and others every two years, creating large year-to-year variability. Second, because there are so many bills introduced, even if SEED influenced 91 of them, it may not be enough of a “signal” amid the “noise” of so many bills identified by the policy tracker to constitute a trend. The policy tracker itself simply may not be sufficiently targeted to use the data for analyses of SEED policy results in this way, as it may be capturing too broad a spectrum of disability employment-related bills. (It was not necessarily designed for this purpose, but to be able to find and track specific bills through the legislative process or to see the landscape of bills.)

Although our analysis shows no clear trend of bill adoption or failure since the inception of SEED, intermediaries noted that policy change takes time. One stated, “This is the slow process of actual policy change. I think they’re on the road to doing it, but it takes time for legislators to navigate the politics, figure out what they need to change, and build support. We see bills introduced that don’t go anywhere at first because they need to educate colleagues and build support.” Indeed, an ODEP representative noted that it can take significant time before a bill is even introduced.

This is consistent with both enacted bills and failed or adjourned bills, which each took an average of 85.2 days to be decided (see table 4.1).

**Table 4.1. Descriptive Statistics of Bill Length in Days by Current Disposition**

Current Disposition	Mean	N	Std. Dev	Min	Max
<b>Adopted</b>	28.3	21	33.7	0	106
<b>Enacted</b>	148.7	484	124.6	5	724
<b>Failed</b>	85.2	1,478	137.8	0	669
<b>Pending</b>	193.0	263	184.9	0	504
<b>To Governor</b>	471.3	4	20.8	443	493
<b>Vetoed</b>	228.2	23	152.5	50	654
<b>Total</b>	<b>112.8</b>	<b>2,273</b>	<b>147.5</b>	<b>0</b>	<b>724</b>

Source: NCSL Policy Tracker data, years 2015 to 2017.

There were only 21 bills that were adopted, and most of them were emergency acts or recognition of awareness months that do not require much process effort; they therefore took on average 28.3 days. When policymakers responded to the survey, 82 percent indicated that they would characterize the level of influence of state

intermediary organizations in their policy adoption and implementation related to disability employment as somewhat, very, or extremely influential, as was shown earlier, with other states' bills also being very influential. The remainder of respondents characterized state intermediaries as only slightly influential (14 percent) and not at all influential (3 percent) on this type of policy adoption and implementation.

#### **4.3.5 Objective: Systems and Services That Better Support Employment for People With Disabilities**

The ultimate objective of SEED is to improve the lives of persons with disabilities by improving the systems and services that provide support to their employment. The other objectives are leading indicators and how to accomplish the long-term objective of improving systems and services.

*SEED Key Activities.* In essence, all SEED activities are ultimately aimed at improving systems and services for persons with disabilities. However, some key activities that SEED has engaged in to make progress toward this objective have involved hiring or recruiting experts in disability policy, developing champions for disability employment policy, creating and disseminating the *Work Matters* framework, submitting the bills to the SSL, and collaboration with another agency.

One ODEP staff member highlighted the fact that ODEP does not work with state agencies on the program level but rather policies would be designed to influence programs. Thus, findings show that SEED helps develop policies that lead to systems and services that better support employment for people with disabilities.

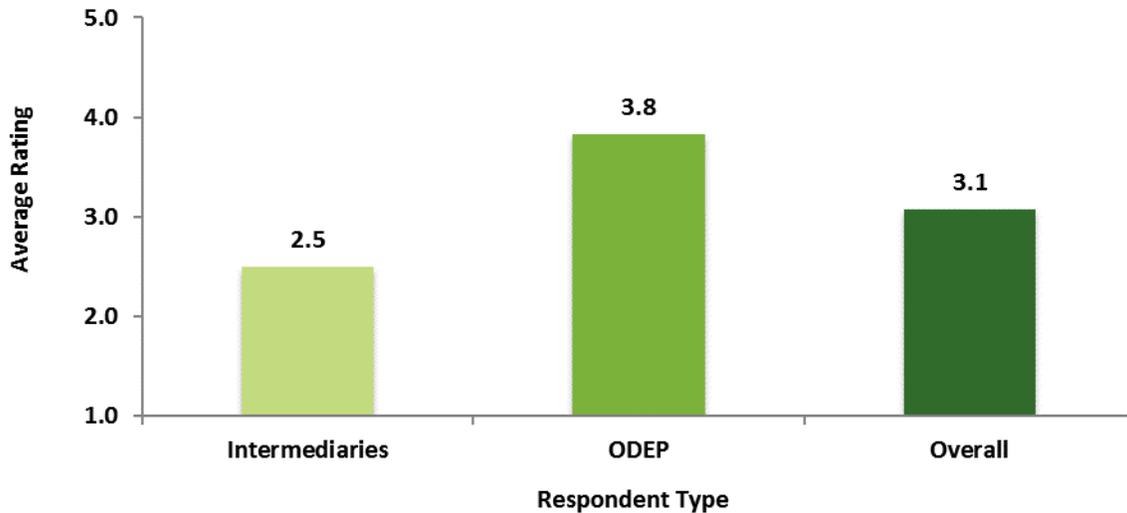
*Progress to Date.* The 11 participants from the SEED Implementation Team were asked during the third round of interviews the extent to which they had been successful in improving the systems and services that support employment of people with disabilities. The overall average rating was 3.1 out of 5 points, with the eight intermediaries' average rating 2.5, and the four ODEP respondents' average rating at 3.8. This was among the lower rated items (see figure 4.34).

One of the ODEP respondents stated that there are some indicators of success in the number of pieces of legislation passed; for example, the Kentucky's Work Matters Task Force and the *Work Matters* report itself. Others think further analysis and studies will be needed to evaluate this goal. "Our model is to work with policymakers, we don't work with state agencies on the program level. So policies [may] influence programs, but not yet. Also, programs require funding. Governors' executive orders passed are [often] not the ones tied to funding. That might influence practice but not programs and initiatives with a cost associated." Still another acknowledged, "I don't have a good answer. There is potential."

Intermediaries also felt it was too soon to see system change at this point. One said, "When you look at change, for legislation (executive orders are easy), many bills go up six times before passing, but SEED has passed things first. But true system change is different. We're taking the first emergent steps in that, getting great traction and

movement, but if you look at a full state system around workforce and labor issues, there are a lot of steps and mechanisms. We're still in infancy of that level of change."

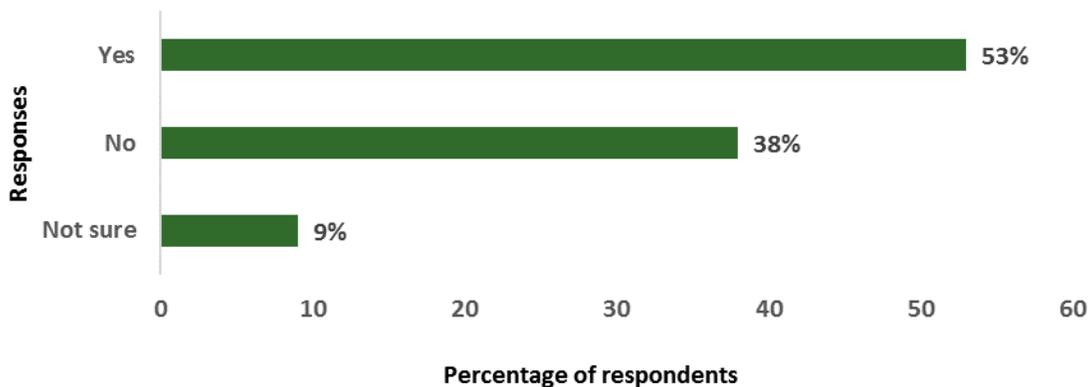
**Figure 4.34. Perceived Success Improving Systems and Supports to Employment (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

With respect to policymakers themselves, 53 percent of the 53 survey respondents who responded to this question were involved in disability employment-related systemic change following the SEED activities, as shown in Figure 4.35 below. These state-led activities included sponsoring legislation, establishing a formal collaboration with another state agency, and creating a new position specifically to address disability employment.

**Figure 4.35. Perceived Success Improving Systems and Supports to Employment (N = 53)**



Source: Legislator and Staff Survey results.

Although SEED appears to have led to numerous changes, including the creation of task forces and the enactment of some legislation, currently there is little evidence of a support system or service change as a result of SEED. Given that system and service

changes may require legislation to be passed and filtered down to programmatic change, this may be the objective that requires the longest timeline to show results.

## 4.4 Key Accomplishments

During the third round of interviews, the 11 participants from the SEED Implementation Team were asked what they considered the most important accomplishment of SEED. The answers and number of people mentioning them are provided in Table 4.2 below.

**Table 4.2. Key Accomplishments**

Accomplishment	Respondents*
The <i>Work Matters</i> Framework	5
Increasing the Capacity of Intermediaries	2
Raising the Profile of Disability Employment Policy	2
Recruiting over 250 Champions	2
Collaboration Among Intermediaries	1
Kentucky’s <i>Work Matters</i> Task Force	1

Note: \* Two gave more than a single answer.

Source: SEED Implementation Team interview results, 3rd round.

Creating and disseminating of the *Work Matters* report was the most-cited accomplishment. As has been mentioned, many on the SEED Implementation Team see this framework as a foundation for what has followed, garnering attention, getting policy out, leading to technical assistance requests, enhancing name recognition of SEED, and establishing a “name brand” with the phrase *Work Matters*.

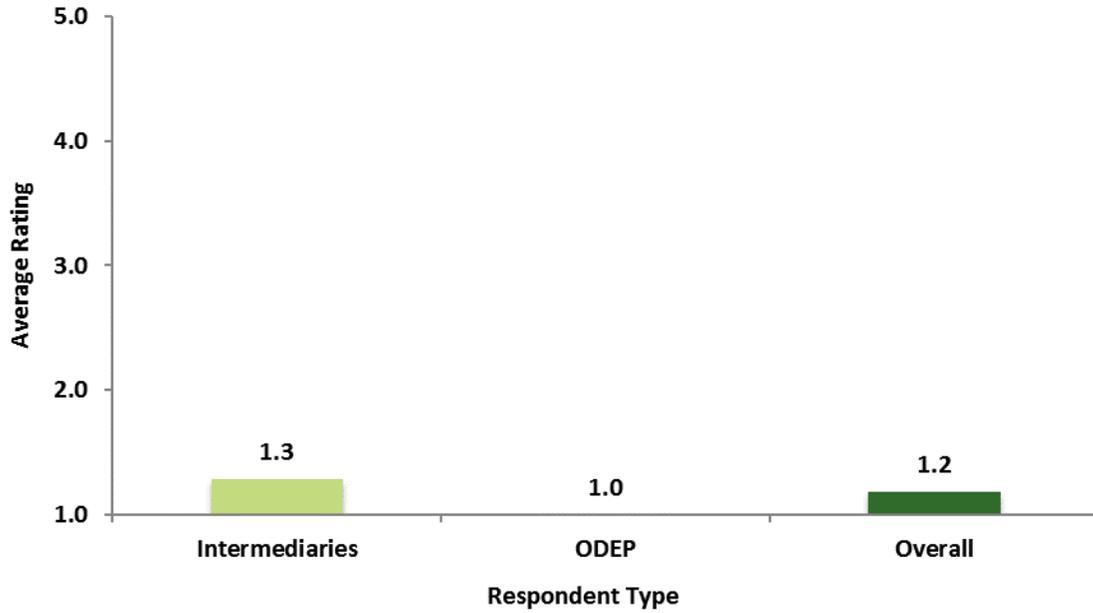
We also asked ODEP and intermediaries as to whether what SEED has accomplished would have taken place had SEED never been established. In the third round of interviews, the 11 interview respondents from the SEED Implementation Team think the accomplishments above would not have happened in the absence of SEED (see figure 4.36).

As shown, in the view of both ODEP and intermediary SEED participants, SEED has been the driver of many changes that have happened. One ODEP representative said, “No chance, if you had a zero I’d chose that. It would not have happened.” Another noted, “It’s not happenstance. There are people who had this as their issue, but they’d have been on their own, without intermediary support, without our support. This stuff happened before us, but it was more inconsistent and happenstance. We’re trying to make a programmatic effort to introduce options to legislation.”

Intermediaries expressed similar notions. One said, “Given the complexity, and the tendency of organizations to be internally focused, [the accomplishments] wouldn’t exist without SEED because [SEED is] conscientious, direct, about making sure conversations happen, connections are made, and data are there.” Another said, “There are always folks interested [in the topic]. But, they could be rank and file. It could be he

or she doesn't have resources to push anything forward. Much of what you've seen—legislation, executive orders, awareness by state leaders—would not have happened without SEED.”

**Figure 4.36. Likelihood of Key Accomplishment's Without SEED (N = 11)**



Source: SEED Implementation Team interview results, 3rd round.

## 5. RECENT SEED INTRODUCTION OF NEW TOPICS

Following the first two rounds of collection of data for the evaluation, the SEED Implementation Team decided to pursue an effort focused on Stay at Work/Return to Work (SAW/RTW), which surfaced as a high-priority disability policy area for ODEP. This section provides an overview of this effort to date.

### 5.1 Expansion of SEED Topics to Stay at Work/Return to Work

In spring 2018, SEED undertook an effort to promote a topic area related to disability employment: SAW/RTW policies.

Evaluation Team interviews with representatives of the SEED Implementation Team indicated that the leadership decided to pursue a SAW/RTW policy as it had become an administration and DOL priority, with ODEP being a leader in this topical area and which was also of interest to states. One ODEP representative noted it presented an opportunity to take one issue that was mentioned as a part of the *Work Matters* report and focus on it to see what can be done with that level of focus on one subtopic.

### 5.2 Recent Activity on Stay at Work/Return to Work

As an initiative, SEED has undertaken various initial steps regarding the SAW/RTW policy focus. First, it determined that more knowledge was needed about the topic from those on the ground. SEED held a two-day learning session with experts invited from many different arenas, including policymakers, industry experts (e.g., from the insurance industry), academia, nonprofit institutions, and federal agencies including ODEP leadership. The session allowed these experts to discuss their perspective on the topics, areas of need, challenges, and potential solutions. The event included small breakout groups in which the participants discussed their challenges or scenarios designed to bring out different perspectives on the issue.

The Council of State Governments convened the SAW/RTW leadership team on May 14 and 15 in Lexington, Kentucky, and by videoconference on June 14, 2018, to further identify challenges and solutions in this area. Select state leaders and nonvoting subject matter experts from Alaska, Alabama, Arkansas, Florida, Hawaii, Indiana, Kentucky, Maryland, Massachusetts, New Jersey, New Mexico, Rhode Island, and Tennessee comprise the Leadership Team that is facilitating the development of a “toolkit” for states to adopt and implement SAW/RTW policies. The toolkit will incorporate actionable policy tools for state leaders to identify challenges, draft policy and legislation, work with their counterparts in the other branches of government and implement or strengthen initiatives to address this priority in their states.

The SAW/RTW leadership team was described as a smaller version of the national task force. “It’s like taking SAW/RTW from the *Work Matters* report, fleshing it out further, and creating a how-to toolkit for policymakers;” explained one intermediary representative. The final report from the SAW/RTW leadership team was in final draft at the time of this report but had not been released.

CSG also formally launched the SAW/RTW Toolkit in a half-day session at the CSG National Conference on December 6–8, 2018, which highlighted the work of the Leadership Team and the content of the toolkit, which is in final draft. CSG engaged seven subject matter experts, in addition to ODEP, to review the toolkit.

Other materials and events produced, disseminated, and undertaken include:

- SAW/RTW Info Brief.
- Synopsis of SAW laws and regulations 2015 (produced by NCSL).
- Retaining & Reemploying Ill, Injured & Displaced Workers Online Dialogue, June 18–present, 2018.
- SAW/RTW policies at the CSG Policy Academy: Hiring and Retaining Workers with Disabilities in Las Vegas, Nevada, December 14, 2017.
- WIG will continue to promote and disseminate its “Companion Toolkit: State Strategies to Assist Employees with Mental Health and Substance Use Issues Stay at Work/Return to Work.”
- Representative Whisnant recently introduced Oregon HB 4041 to establish a task force on the employment of people with disabilities and develop a comprehensive strategy on the state as a model employer of people with disabilities. The legislation includes options and strategies specific to SAW/RTW that were presented by SEED to the committee, as well as in SEED technical assistance responses related to state as a model employer.
- SEED provided follow-up as requested by Representative John Mizuno (HI) regarding SAW/RTW policy issues following his participation in the CSG Leadership Team Meeting in Kentucky May 14–15, 2017.

### 5.3 Potential Implications of Additional Topics to SEED

The SAW/RTW efforts began only in spring 2018, so it is too soon to expect any substantial policy outcomes. Some of the key materials that will emerge from these efforts are still in final draft form and have not been released to the public. One implication is how SEED will balance the various topics for which it has received technical assistance requests coming from SEED’s main product, the *Work Matters* report, and the newer focus on the topic of SAW/RTW. ODEP interviewees noted that because the states are at different stages with regards to SAW/RTW and other policy interests, the SEED Implementation Team will be able to meet their needs with technical assistance. They also saw the SAW/RTW component of SEED as an opportunity to focus on one issue and think about strategies for moving it forward. The information on SAW/RTW will be much more specific than the general information in *Work Matters*.

ODEP leaders also noted that a complicating factor is the complexity of SAW/RTW issues. For example, SAW/RTW matters have implications for worker compensation, state-level issues, and federal-level issues (e.g., as it relates to the Social Security Disability Insurance program).

## 6. IMPLICATIONS

The data and information discussed in Section 4 were used to develop the implications that follow. However, as with any evaluation, there are limitations that must be acknowledged. A formative evaluation is designed to assess the implementation progress and process instead of determining effectiveness. Data collected in this effort are qualitative and reflect the perceptions of individuals designing and implementing or being engaged in the initiative (though participants were informed that their responses were confidential to allow for openness). Therefore, findings should not be generalized to other populations of interest or used to determine the effectiveness of the model.

In addition, the SEED model continues to evolve as the Evaluation Team conducted the formative evaluation. It is, therefore, a snapshot in time of an ongoing, changing initiative. The data collection at times lagged behind the SEED initiative's changes and decisions, and thus all aspects may not be represented here. The formative evaluation only covered the initial three years of the initiative, so some potential outcomes may occur beyond the evaluation timeframe (e.g., state legislation may take years to draft, propose, and enact laws, even if they were directly attributable to SEED's efforts). Therefore, these implications are offered consistent with the notion of a formative evaluation for consideration.

### 6.1 Implications for SEED's Continuous Improvement

During the evaluation, the Evaluation Team identified areas that SEED may reexamine to promote continuous improvement and are offered here as suggestions for consideration. These were drawn from the interview data from the SEED Implementation Team, legislator survey results, and observation.

- **Reexamine the logic model goals and refine objectives.** The logic model was developed early on in SEED's evolution. Recently, SEED has developed a set of strategic goals involving: (1) increasing the capacity of intermediaries to respond to policymakers' information requests; (2) promoting the development, adoption, and implementation of state-level inclusive disability employment policies; (3) positing ODEP as a thought leader and trusted resource on disability employment policies through collaboration with intermediaries; and (4) increasing awareness among key stakeholders of policies related to people with disabilities and the resources to address them.

The objectives in the logic model should be clearly defined by establishing quantifiable measures to communicate success. For example, one of the SEED objectives is to "improve systems and services"; however, it is unclear what systems or services refers to, or at what level the objective corresponds. It is also challenging to evaluate this objective because it has two parts. System change and service change should be measured separately. Another example is that it is unclear how SEED identifies a person as a champion (key advocate) and if the process is periodically reassessed. When it comes to identifying SEED-induced behavioral change (such as enactment of legislations), the current National

Conference of State Legislature’s Legislation Tracker captures a broad spectrum of bills; however, it is difficult to determine whether these are indeed SEED-related. It would be helpful for future evaluation if the logic model could clearly define measures and descriptors for the Legislation Tracker.

- **Identify effective approaches to reach state legislators and executives who have not been involved with SEED.** SEED has reached 46 states (plus the District of Columbia), provided technical assistance to 26 states at various levels, and engaged more than 250 champions. However, there continues to be an opportunity to expand disability employment policy to other state legislators and to raise the issue to new legislators and executives following their election. It may be necessary to identify new approaches or activities that are more effective in reaching states that are less interested in disability topics.

One approach could be for SEED to address intermediaries at the municipal level: mayors and cities. Large cities are the centers for large populations and, as such, may provide an opportune venue to have an impact even in states that decide not to engage with SEED.

Another approach may be connecting to disability advocacy groups to reach states that have not become involved in SEED. There may be a need to reach out to these organizations to learn how they can best contribute and what they would like to receive from SEED, using an interest-based approach. An interest-based approach involves considering the interests and concerns organizations may have but prefer not to state overtly. This approach avoids taking only at face value organizations’ stated positions regarding whether they will engage. It also allows SEED to anticipate unstated needs. This “win-win” approach tries to open up alternatives that can meet underlying interests in different ways to promote agreement.

- **Continue to develop and update examples, policy options, and statistics for states on disability employment policy.** State legislators responding to the survey indicated that examples, policy options, and statistics were among the most influential resources needed and the items that need improvement. The *Work Matters* framework has laid a foundation for the work on SEED that has followed, but survey respondents point out that adding “how-to” information for lawmakers to get from where they are to where they would like to go would be helpful. In addition, as the SEED Implementation Team has noted, there is intense competition from other policy priorities, so there is a need to stay in front of legislators and keep things fresh. In time, there may be a need to reconstitute the national task force to update *Work Matters*.
- **Consider adding resources if possible or examine other resource options.** Intermediaries noted that SEED is, from a funding perspective, a relatively small initiative. They would be able to provide more technical assistance to more states and expand the program and infrastructure with additional resources. If SEED continues to grow and get requests for assistance, there may be other organizations that may contribute or pay to join models, or other models that

would not constitute competition but simply provide additional resources to SEED to allow it to expand.

- **Create opportunities to educate ODEP staff on state legislative processes.** Improving the understanding of federal staff as to state legislative processes is currently an objective of SEED. However, progress toward this goal is somewhat limited. Currently, there does not appear to be a systematic process for achieving this objective. If this remains an objective, there may be an opportunity to create a more considered process. For example, intermediary experts could speak to ODEP teams about this topic, or ODEP team members could attend SEED events to meet state legislators and observe the types of materials that capture their attention and how they are presented.

## 6.2 Implications for Other Agencies Interested in a Similar Approach for Disability Employment Policy

Results of this study suggest that the SEED model played an important role in promoting disability employment policies at the state level. Federal agency policymakers who wish to partner with state legislators in creating and implementing new policies related to disability employment policy may benefit from an approach similar to this SEED model. Several findings from the SEED approach have implications for other collaborations that include engaging intermediaries to encourage state-level policy change, remaining flexible with processes to allow states and intermediaries to drive change according to their contexts, engaging policymakers at the state level in national task forces that encourage cross-state sharing of ideas, and offering resources to support this engagement.

- **Intermediaries play a central role in encouraging policy change at the state level.** SEED has demonstrated that intermediary organizations have the capacity to work with federal agencies to raise awareness, share information, convene policymakers, develop materials to provide policy options, and conduct technical assistance efforts among state legislators.
- **Intermediaries are more likely to engage where their members' interests coincide with those of the policy organization and employ approaches that best fit the needs of their members.** In the SEED model, there is a policy alignment between the intermediaries and ODEP that leads to successful collaboration. The intermediary organizations also possess deep knowledge about approaches to reach state legislators.
- **Intermediaries working together may enhance visibility of a topic.** In the SEED model, multiple intermediaries worked together to create the national task force. Survey participants indicated that seeing large intermediary organizations work together signaled that this was a topic worthy of attention. Cross-promotional efforts expanded the reach and reinforced the importance of SEED's products.

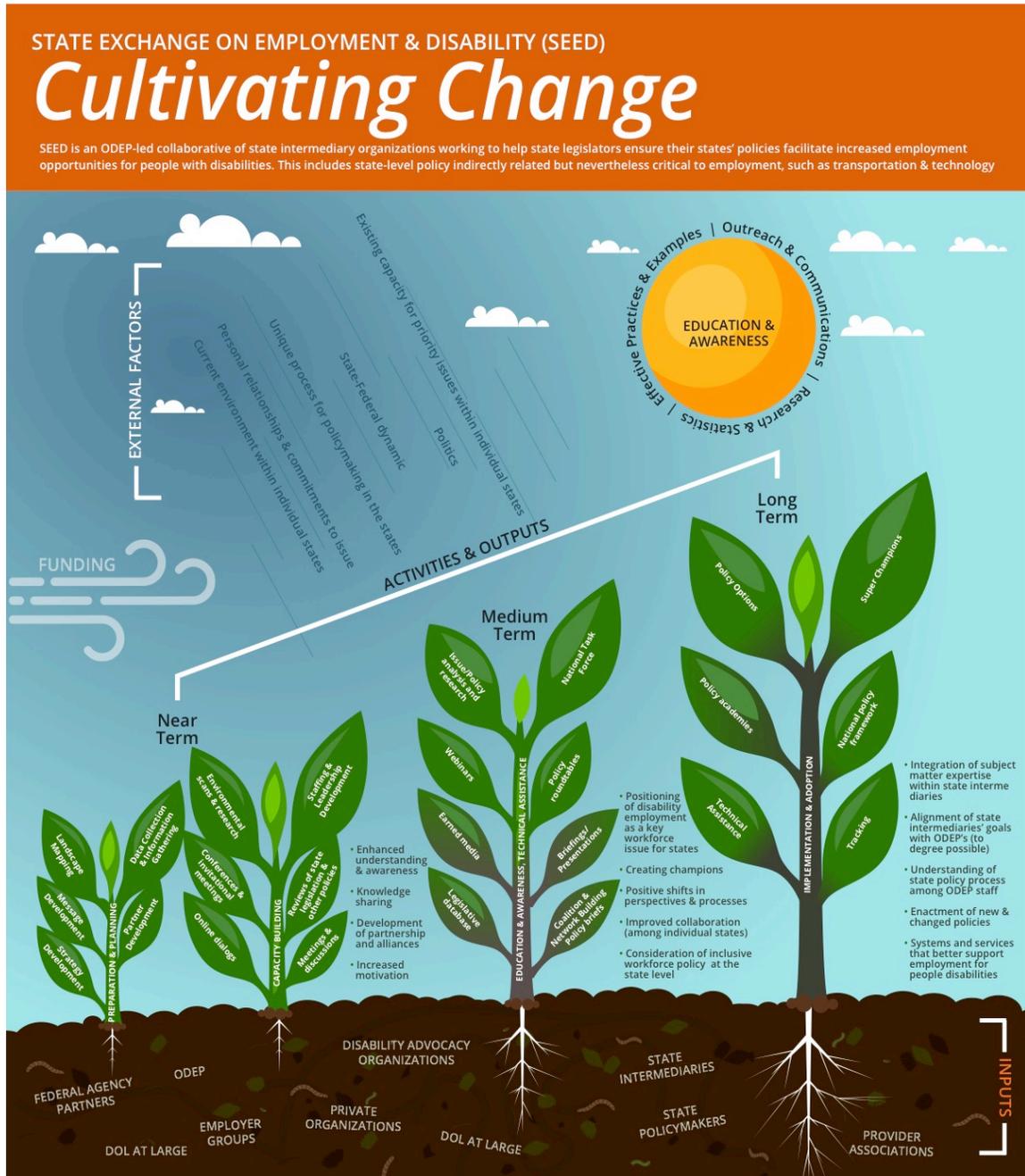
- **Policy organizations may consider providing resources when engaging intermediaries.** During interviews, the intermediary organizations indicated that federal funding helped them devote staff time and effort to SEED. ODEP used a subcontracting model through the SEED implementation contractor to make this feasible. When asked whether they would continue to promote disability employment policies in the absence of SEED resources, intermediaries indicated that they would maintain what they had built, and support their members' interest in the area, but would not be able to devote the level of effort fostered by SEED to convene meetings, conduct in-depth technical assistance, and so on.

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# Appendix A. SEED Logic Model



## Appendix B. State Legislation and Executive Orders Identified by the SEED Implementation Team

The SEED Implementation Team has identified 91 bills and executive orders that they believe reflect policy options and strategies outlined in the *Work Matters* framework and promoted through SEED’s education and outreach effort.

To identify SEED-related bills, SEED uses the National Conference of State Legislature’s Legislation Tracker that searches databases to identify bills with relevant key words. Intermediary staff examine the results to ensure relevant bills are captured. Next, an ODEP representative reviews the results to ensure the bills are either directly an outgrowth of SEED activity, come from a SEED participating legislator, and/or are consistent with the strategies outlined in the *Work Matters* report. Another ODEP representative performs a final check before counting the bill as “SEED related.” Those identified are included below.

### State Legislation (through December 2017)

- Rep. Vince Leach—Arizona: [AZ HB 2214 \[Enacted 5/8/17\]](#)
- Sen. Jane English—Arkansas: [AR SB 647 \[Enacted 4/6/17\]](#)
- Sen. Jim Beall—California: [CA SB 884 \[Enacted 9/29/16\]](#)
- Assemb. Eduardo Garcia—California: [CA AB 1111 \[Enacted 10/15/17\]](#)
- Sen. Josh Newman—California: [CA SB 728 \[Enacted 10/8/17\]](#)
- Sen. Josh Newman—California: [CA SB 731 \[Enacted 10/8/17\]](#)
- Sen. Bill Dodd—California: [CA SB 218 \[Enacted 10/4/17\]](#)
- Sen. John Cooke, Sen. Bill Cadman, Rep. Lois Landgraf, and Rep. Dave Young—Colorado: [CO SB 16-196 \[Enacted 6/6/16\]](#)
- Sen. Kent Lambert and Rep. Polly Lawrence—Colorado: [CO SB 17-011 \[Enacted 3/20/17\]](#)
- Sen. Owen Hill, Sen. Dominick Moreno, Rep. Faith Winter, and Rep. Jeff Bridges—Colorado: [CO SB 17-213 \[Enacted 6/1/17\]](#)
- State Board of Education—Connecticut: [Transition Bill of Rights for Parents of Children Receiving Special Education Services \[Enacted 5/4/16\]](#)
- Joint Insurance and Real Estate Committee—Connecticut: [CT HB 7126 \[Enacted 6/27/17\]](#)
- Joint Banking Committee—Connecticut: [CT HB 7032 \[Enacted 7/5/17\]](#)
- Sen. Nicole Poore—Delaware: [DE SB 221 \[Enacted 8/29/16\]](#)
- Rep. Trey Paradee—Delaware: [DE HB 145 \[Enacted 7/28/17\]](#)
- Council Member Mary Cheh—District of Columbia: [DC B 313 \[Enacted 8/19/16\]](#)

- Council Member Charles Allen—District of Columbia: [DC B 316 \[Enacted 10/4/16\]](#)
- Sen. Aaron Bean—Florida: [FL SB 202 \[Enacted 3/10/16\]](#)
- Sen. Don Gaetz—Florida: [FL SB 672 \[Enacted 1/21/16\]](#)
- Rep. Matt Caldwell, Rep. Larry Ahern, Rep. Daphne Campbell, and Rep. Ray Pilon—Florida: [FL HB 7003 \[Enacted 7/1/16\]](#)
- Rep. Chris Sprowls and Rep. James Grant—Florida: [FL HB 221 \[Enacted 5/10/17\]](#)
- Rep. Lorraine Ausley—Florida: [FL HB 371 \[Enacted 6/15/17\]](#)
- Health and Welfare Committee—Idaho: [ID HB 41 \[Enacted 3/20/17\]](#)
- Sen. Julie Morrison—Illinois: [IL SB 2137 \[Enacted 7/22/16\]](#)
- Public Act—Illinois: [30 ILCS 575 \[Enacted 8/25/15\]](#)
- Sen. Chuck Weaver—Illinois: [IL SB 2012 \[Enacted 8/24/17\]](#)
- Rep. Sara Jimenez—Illinois: [IL HB 2782 \[Enacted 8/18/17\]](#)
- Rep. Arthur Turner—Illinois: [IL HB 2698 \[Enacted 8/25/17\]](#)
- Rep. Edward Clere—Indiana: [IN HB 1219 \[Enacted 3/23/16\]](#)
- Sen. Mark Stoops and Sen. John Ruckelshaus—Indiana: [IN SB 390 \[Enacted 4/13/17\]](#)
- Appropriations Committee—Iowa: [IA SB 505 \[Enacted 7/2/15\]](#)
- Committee on Commerce, Labor and Economic Development—Kansas: [KS HB 2356 \[Enacted 5/10/17\]](#)
- Rep. DJ Johnson—Kentucky: [KY HB 161 \[Enacted 3/27/17\]](#)
- Rep. Patricia Smith—Louisiana: [LA HB 253 \[Enacted 6/12/17\]](#)
- Rep. Michael McClellan—Maine: [ME HB 652 \[Enacted 4/11/16\]](#)
- Sen. Brian Langley—Maine: [ME SB 660 \[Enacted 4/19/16\]](#)
- Rep. Henry Beck—Maine: [ME HB 1051 \[Enacted 4/21/16\]](#)
- Rep. Ryan Fecteau—Maine: [ME HB 428 \[Enacted 5/10/17\]](#)
- Sen. Douglas Peters—Maryland: [MD SB 180 \[Enacted 4/18/17\]](#)
- Sen. Craig Zucker—Maryland: [MD SB 872 \[Enacted 5/25/17\]](#)
- Del. Pat Young—Maryland: [MD HB 1466 \[Enacted 4/18/17\]](#)
- Del. Eric Bromwell—Maryland: [MD HB 448 \[Enacted 4/11/17\]](#)
- Sen. Brian Feldman—Maryland: [MD SB 344 \[Enacted 4/11/17; same as MD HB 448\]](#)
- Committee of Conference—Massachusetts: [MA HB 4569 \[Enacted 4/10/16\]](#)
- Committee of Conference—Massachusetts: [MA HB 4570 \[Enacted 8/5/16\]](#)

- Rep. Jim Knoblach—Minnesota: [MN HB 2749 \[Enacted 6/1/16\]](#)
- Sen. Kevin Blackwell—Mississippi: [MS SB 2311 \[Enacted 3/20/17\]](#)
- Assemb. Michael Sprinkle—Nevada: [NV AB 192 \[Enacted 5/27/17\]](#)
- Assemb. Lesley Cohen, Assemb. Brittney Miller, Assemb. Steve Yeager, Assemb. Justin Watkins, Assemb. Jason Frierson, Sen. Pat Spearman, and Sen. David Parks—Nevada: [NV AB 309 \[Enacted 6/9/17\]](#)
- Commerce, Labor and Energy Committee—Nevada: [NV SB 516 \[Enacted 6/15/17\]](#)
- Rep. Joseph Lagana—New Jersey: [NJ AB 3695 \[Enacted 2/10/17\]](#)
- Sen. Joe Vitale—New Jersey: [NJ SB 2721 \[Enacted 7/21/17\]](#)
- Human Services Committee—North Dakota: [ND HB 1135 \[Enacted 3/2/17\]](#)
- Government and Veterans Affairs Committee—North Dakota: [ND SB 2124 \[Enacted 3/23/17\]](#)
- Rep. Tim Derickson and Rep. Mark Romanchuk—Ohio: [OH HB 3 \[Enacted 6/25/15\]](#)
- Rep. Jadine Nollan—Oklahoma: [OK HB 2155 \[Enacted 5/2/17\]](#)
- Sen. Brian Boquist—Oregon: [OR SB 476 \[Enacted 6/22/17\]](#)
- Sen. Sara Gelser and Rep. Cedric Hayden—Oregon: [OR SB 1027 \[Enacted 6/14/17\]](#)
- Rep. Mauree Gingrich—Pennsylvania: [PA HB 400 \[Enacted 5/17/16\]](#)
- Sen. Camera Bartolotta—Pennsylvania: [PA SB 984 \[Enacted 11/4/16\]](#)
- Sen. William Conley—Rhode Island: [RI SB 2476 \[Enacted 6/28/16\]](#)
- Rep. John Edwards—Rhode Island: [RI HB 8044 \[Enacted 7/6/16\]](#)
- Rep. William O’Brien, Rep. Scott Slater, Rep. Deborah Ruggiero, Rep. Lauren Carson, and Rep. Michael Morin—Rhode Island: [RI HB 5241 \[Enacted 7/5/17\]](#)
- Sen. Bernie Hunhoff—South Dakota: [SD SB 90 \[Enacted 3/10/15\]](#)
- Rep. Joe Pitts—Tennessee: [TN HB 165 \[Enacted 3/22/17\]](#)
- Sen. Becky Massey—Tennessee: [TN HB 1276 \[Enacted 6/6/17\]](#)
- Sen. José Rodriguez—Texas: [TX SB 2027 \[Enacted 6/15/17\]](#)
- Rep. Mike Schultz and Sen. Allen Christensen—Utah: [UT HB 240 \[Enacted 3/22/17\]](#)
- Sen. Todd Weiler—Utah: [UT SB 199 \[Enacted 3/21/17\]](#)
- Sen. Diane Snelling—Vermont: [VT SB 198 \[Enacted 5/23/16\]](#)
- Del. Brenda Pogge—Virginia: [VA HB 415 \[Enacted 3/4/16\]](#)
- Sen. Jill Vogel—Virginia: [VA SB 1530 \[Enacted 3/13/17\]](#)

- Del. Patrick Hope—Virginia: [VA HB 2396 \[Enacted 3/13/17\]](#)
- Sen. Emmitt Hanger—Virginia: [VA SB 1538](#) [Enacted 3/13/17; same as VA HB 2396]
- Sen. Frank Ruff—Virginia: [VA SB 1334 \[Enacted 3/16/17\]](#)
- Rep. Jim Walsh—Washington: [WA HB 2394 \[Enacted 3/31/16\]](#)
- Sen. Cyrus Habib—Washington: [WA SB 6466 \[Enacted 3/29/16\]](#)
- Rep. Noel Frame—Washington: [WA HB 2037 \[Enacted 5/4/17\]](#)
- Rep. Kristine Reeves—Washington: [WA HB 1802 \[Enacted 5/4/17\]](#)
- Rep. Shelley Kloba—Washington: [WA HB 2003 \[Enacted 4/27/17\]](#)
- Rep. John Macco—Wisconsin: [WI AB 731 \[Enacted 3/30/16\]](#)
- Sen. Jerry Petrowski—Wisconsin: [WI SB 419 \[Enacted 4/25/16\]](#)
- Rep. Scott Allen—Wisconsin: [WI AB 441 \[Enacted 4/25/16\]](#)
- Sen. Roger Roth—Wisconsin: [WI SB 575 \[Enacted 4/25/16\]](#)
- Joint Interim Committee on Transportation, Highways and Military Affairs—Wyoming: [WY SF 53 \[Enacted 3/9/17\]](#)

#### **Executive Orders (through May 2018)**

- Gov. Doug Ducey (Arizona)—Expands Job Opportunities For Arizonans With Disabilities [Executive Order](#) [Enacted 11/15/17]
- Gov. Doug Ducey (Arizona)—Advancing Autonomous Vehicle Testing And Operating; Prioritizing Public Safety [Executive Order](#) [Enacted 3/1/18]
- Gov. Matt Bevin (Kentucky)—KY Work Matters Task Force [Executive Order](#) [Enacted 6/13/17]
- Gov. Larry Hogan (Maryland)—Disability Employment Awareness Month, State Accessibility Coordinator Position [Executive Order](#) [Enacted 10/10/17]
- Gov. Mark Dayton (Minnesota)—Establishing the Governor’s Advisory Council on Connected and Automated Vehicles [Executive Order](#) [Enacted 3/5/18]
- Gov. Matt Bevin (Kentucky)—Relating to the Employment First Council [Executive Order](#) [Enacted 5/15/18]

## Appendix C. Additional Analysis from NCSL Policy Tracker

**Table C1. Full List of NCSL Subject Tags**

	NCSL Subject Tag	Frequency	Percent
1	Education, Special Education and School-to-Work Transitions	417	12.0%
2	Disability-Related Health Policy	393	11.3%
3	Housing, Community-Based and Independent Living	373	10.7%
4	Workplace Accommodations	297	8.5%
5	Disability-Related Transportation Policy	255	7.3%
6	Career Readiness and Vocational Rehabilitation	213	6.1%
7	Financial Literacy and Asset Building	203	5.8%
8	State Implementation of Federal Disability Policy	178	5.1%
9	Private Sector Employment, Support and Incentives	151	4.3%
10	Return-to-Work, Retention and Leave	128	3.7%
11	State Procurement and Supplier Diversity Programs	121	3.5%
12	Competitive Integrated Employment	96	2.8%
13	State Employment of Individuals with Disabilities	96	2.8%
14	Accessible Technology	83	2.4%
15	Self-Employment and Entrepreneurship	30	0.9%
16	Older Workers	16	0.5%
17	Other	431	12.4%
	<b>Total</b>	<b>3,481</b>	

**Table C2. Distribution of Bills by State and Current Status Bill Year**

State	2015	2016	2017	2018	Total Number of Bills
AK	0	2	5	3	10
AL	0	4	10	0	14
AR	0	0	22	0	22
AZ	0	11	16	0	27
CA	1	48	27	20	96
CO	0	17	14	0	31
CT	0	7	91	0	98
DC	2	6	10	1	19
DE	0	7	5	0	12
FL	0	31	26	0	57
GA	2	10	15	5	32
HI	1	31	21	12	65
IA	17	0	13	0	30
ID	0	3	4	0	7

State	2015	2016	2017	2018	Total Number of Bills
IL	18	30	31	1	80
IN	0	13	30	0	43
KS	3	12	10	0	25
KY	0	11	14	0	25
LA	0	11	2	0	13
MA	4	39	17	66	126
MD	0	19	43	0	62
ME	2	9	13	4	28
MI	2	11	3	1	17
MN	33	56	80	9	178
MO	0	29	30	0	59
MS	0	33	44	0	77
MT	0	0	10	0	10
NC	0	5	12	5	22
ND	0	0	17	0	17
NE	4	11	6	1	22
NH	0	10	4	1	15
NJ	0	109	33	0	142
NM	0	14	6	0	20
NV	0	0	15	0	15
NY	70	94	76	27	267
OH	5	7	1	0	13
OK	4	26	10	2	42
OR	0	3	10	0	13
PA	10	26	12	1	49
RI	1	29	23	0	53
SC	4	7	5	1	17
SD	0	5	0	0	5
TN	1	10	4	2	17
TX	0	0	36	0	36
UT	0	10	7	0	17
VA	0	29	18	0	47
VT	1	13	2	1	17
WA	2	43	14	19	78
WI	0	34	1	3	38
WV	0	26	21	0	47
WY	0	5	3	0	8
<b>Total</b>	<b>187</b>	<b>966</b>	<b>942</b>	<b>185</b>	<b>2,280</b>

## Appendix D. State Level Analysis of SEED Technical Assistance Activities and Key Findings from NCSL Legislative Tracker

State	SEED TA Activities: Direct Technical Assistance (TA)	SEED TA Activities: States Engaged Through Other TA Activities	SEED TA Activities: Number of Champions as of October 2018	NCSL Tracker Finding: Total Number of Relevant Bills Introduced Between 2015 and 2017	NCSL Tracker Finding: % of Bills Enacted and Adopted	NCSL Tracker Finding: Top Three Tags
Alabama	Attend Stay at Work/Return to Work information session and request Disability Employment Policy information	X	4	14	21%	Workplace Accommodations; Disability-Related Transportation Policy; Education, Special Education and School-to-Work Transitions
Alaska	Request Disability Employment Policy information	X	5	10	20%	Education, Special Education and School-to-Work Transitions; Disability-Related Transportation Policy; Return-to-Work, Retention and Leave
Arkansas		X	5	27	44%	Workplace Accommodations; Education, Special Education and School-to-Work Transitions; State Implementation of Federal Disability Policy
Arizona		X	4	22	64%	Disability-Related Health Policy; Education, Special Education and School-to-Work Transitions; Housing, Community-Based and Independent Living

State	SEED TA Activities: Direct Technical Assistance (TA)	SEED TA Activities: States Engaged Through Other TA Activities	SEED TA Activities: Number of Champions as of October 2018	NCSL Tracker Finding: Total Number of Relevant Bills Introduced Between 2015 and 2017	NCSL Tracker Finding: % of Bills Enacted and Adopted	NCSL Tracker Finding: Top Three Tags
California		X	1	96	40%	Disability-Related Health Policy; Housing, Community-Based and Independent Living; Workplace Accommodations
Colorado	Attend several of the Senate Bill 17-011, Study Transportation Access for People with Disabilities meetings	X	9	31	68%	Disability-Related Health Policy; Housing, Community-Based and Independent Living; Education, Special Education and School-to-Work Transitions
Connecticut		X	3	98	15%	Education, Special Education and School-to-Work Transitions; Disability-Related Transportation Policy; Disability-Related Health Policy
Delaware	Develop their efforts to increase competitive, integrated employment opportunities and improve access to employment supports for people with disabilities	X	1	12	75%	Financial Literacy and Asset Building; State Implementation of Federal Disability Policy; Education, Special Education and School-to-Work Transitions
District of Columbia		X	3	19	74%	Housing, Community-Based and Independent Living; Financial Literacy and Asset Building; Disability-Related Transportation Policy

State	SEED TA Activities: Direct Technical Assistance (TA)	SEED TA Activities: States Engaged Through Other TA Activities	SEED TA Activities: Number of Champions as of October 2018	NCSL Tracker Finding: Total Number of Relevant Bills Introduced Between 2015 and 2017	NCSL Tracker Finding: % of Bills Enacted and Adopted	NCSL Tracker Finding: Top Three Tags
Florida	Request a policy brief including state examples of accessible transportation policies from across the country to generate ideas for potential policy adoption, as well as any federal initiatives/prospective pilots. Invite SEED to present at Florida Commission for the Transportation DisAdvantaged Annual Conference	X	4	57	28%	Education, Special Education and School-to-Work Transitions; Career Readiness and Vocational Rehabilitation; Housing, Community-Based and Independent Living
Georgia		X	4	32	19%	Education, Special Education and School-to-Work Transitions; Workplace Accommodations; State Procurement and Supplier Diversity Programs

State	SEED TA Activities: Direct Technical Assistance (TA)	SEED TA Activities: States Engaged Through Other TA Activities	SEED TA Activities: Number of Champions as of October 2018	NCSL Tracker Finding: Total Number of Relevant Bills Introduced Between 2015 and 2017	NCSL Tracker Finding: % of Bills Enacted and Adopted	NCSL Tracker Finding: Top Three Tags
Hawaii	Request follow up for Stay at Work/Return to Work policy issues that included a call with the Hawaii team and drafting a policy brief on fast track hiring authorities for people with disabilities	X	12	65	9%	Disability-Related Transportation Policy; Return-to-Work, Retention and Leave; Disability-Related Health Policy
Idaho		X	1	7	71%	Workplace Accommodations; State Implementation of Federal Disability Policy; Disability-Related Health Policy
Illinois			1	80	29%	State Procurement and Supplier Diversity Programs; Housing, Community-Based and Independent Living; Disability-Related Health Policy
Indiana		X	7	43	33%	Education, Special Education and School-to-Work Transitions; Housing, Community-Based and Independent Living; Disability-Related Health Policy

State	SEED TA Activities: Direct Technical Assistance (TA)	SEED TA Activities: States Engaged Through Other TA Activities	SEED TA Activities: Number of Champions as of October 2018	NCSL Tracker Finding: Total Number of Relevant Bills Introduced Between 2015 and 2017	NCSL Tracker Finding: % of Bills Enacted and Adopted	NCSL Tracker Finding: Top Three Tags
Iowa		X	2	30	3%	Disability-Related Transportation Policy; Disability-Related Health Policy; Financial Literacy and Asset Building
Kansas		X	5	25	24%	Disability-Related Health Policy, Housing, Community-Based and Independent Living, Disability-Related Transportation Policy
Kentucky	Work with Governor Bevin's office to develop supportive materials and other activities for the Kentucky Work Matters Task Force; develop Kentucky's Work Matters Task Force report; develop Kentucky Work Matters Lessons Learned	X	28	25	20%	State Implementation of Federal Disability Policy, Private Sector Employment, Support and Incentives, Disability-Related Transportation Policy
Louisiana			1	13	46%	Return-to-Work, Retention and Leave; Accessible Technology; Private Sector Employment, Support and Incentives

State	SEED TA Activities: Direct Technical Assistance (TA)	SEED TA Activities: States Engaged Through Other TA Activities	SEED TA Activities: Number of Champions as of October 2018	NCSL Tracker Finding: Total Number of Relevant Bills Introduced Between 2015 and 2017	NCSL Tracker Finding: % of Bills Enacted and Adopted	NCSL Tracker Finding: Top Three Tags
Maine	Request to provide technical assistance by the Maine Dept. of Ed.; participate in introductory call with Dept. of Health and Human Services, DOL, state of Maine, and others	X	5	28	39%	Disability-Related Health Policy; Housing, Community-Based and Independent Living; Workplace Accommodations
Maryland	Conduct research for state examples and statistics related to employer incentives as requested by Maryland Dept. of Disabilities; gain information on best practices, and identify areas with the Behavioral Health Administration	X	5	62	48%	Education, Special Education and School-to-Work Transitions; Workplace Accommodations; State Implementation of Federal Disability Policy

<b>State</b>	<b>SEED TA Activities: Direct Technical Assistance (TA)</b>	<b>SEED TA Activities: States Engaged Through Other TA Activities</b>	<b>SEED TA Activities: Number of Champions as of October 2018</b>	<b>NCSL Tracker Finding: Total Number of Relevant Bills Introduced Between 2015 and 2017</b>	<b>NCSL Tracker Finding: % of Bills Enacted and Adopted</b>	<b>NCSL Tracker Finding: Top Three Tags</b>
Massachusetts	Request Disability Employment Policy materials; request similar technical assistance as Kentucky but less intensive; request an exploratory call to discuss launching an effort with the state Office on Disability	X	7	126	2%	Education, Special Education and School-to-Work Transitions; Career Readiness and Vocational Rehabilitation; Disability-Related Transportation Policy
Michigan	Request Disability Employment Policy materials	X	2	17	6%	Education, Special Education and School-to-Work Transitions; Workplace Accommodations; State Implementation of Federal Disability Policy
Minnesota	Request opportunities similar to Kentucky model; request Disability Employment Policy materials; request technical assistance support	X	7	178	5%	Disability-Related Health Policy; Housing, Community-Based and Independent Living; Career Readiness and Vocational Rehabilitation

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Mississippi		X	6	77	6%	Education, Special Education and School-to-Work Transitions; Housing, Community-Based and Independent Living; Disability-Related Health Policy
Missouri		X	2	59	8%	Education, Special Education and School-to-Work Transitions; Disability-Related Health Policy; Workplace Accommodations
Montana		X	2	10	60%	Housing, Community-Based and Independent Living; Disability-Related Health Policy; Workplace Accommodations
Nebraska		X	2	22	36%	Housing, Community-Based and Independent Living; State Implementation of Federal Disability Policy; Disability-Related Health Policy

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Nevada	Request Disability Employment Policy materials; discuss opportunities to support the state; monitor disability-inclusive policy options for potential consideration in Nevada	X	9	15	80%	Career Readiness and Vocational Rehabilitation; Education, Special Education and School-to-Work Transitions; Housing, Community-Based and Independent Living
New Hampshire		X	2	15	60%	Disability-Related Health Policy; Education, Special Education and School-to-Work Transitions; Disability-Related Transportation Policy
New Jersey		X	10	142	11%	Disability-Related Health Policy; Housing, Community-Based and Independent Living; Disability-Related Transportation Policy

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New Mexico	Request Disability Employment Policy materials; request to speak to the Disabilities Concerns subcommittee about how states can help people with disabilities enter and stay in the workforce	X	15	20	25%	Disability-Related Health Policy; Education, Special Education and School-to-Work Transitions; Career Readiness and Vocational Rehabilitation
New York		X	3	267	3%	Housing, Community-Based and Independent Living; Disability-Related Health Policy; Workplace Accommodations
North Carolina		X	2	22	23%	Disability-Related Transportation Policy; State Employment of Individuals with Disabilities; Disability-Related Health Policy
North Dakota		X	1	17	53%	Housing, Community-Based and Independent Living; Financial Literacy and Asset Building; Disability-Related Health Policy

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Ohio		X	3	13	23%	Private Sector Employment, Support and Incentives; Return-to-Work, Retention and Leave; Disability-Related Health Policy
Oklahoma		X	2	42	12%	Education, Special Education and School-to-Work Transitions; State Implementation of Federal Disability Policy; Financial Literacy and Asset Building
Oregon	Request Disability Employment Policy materials; request response to related to legislation creating a state-level task force on employment of people with disabilities and TA requests related to state as a model employer	X	5	13	15%	State Employment of Individuals with Disabilities, Workplace Accommodations, Career Readiness and Vocational Rehabilitation

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Pennsylvania	Request for information that could introduce a bill in the PA Legislature to create a hiring process similar to the federal government's "Schedule A" for state government	X	2	49	24%	Disability-Related Transportation Policy; State Employment of Individuals with Disabilities; Education, Special Education and School-to-Work Transitions
Rhode Island		X	3	53	26%	Housing, Community-Based and Independent Living; Disability-Related Health Policy; Workplace Accommodations
South Carolina		X	3	17	41%	Education, Special Education and School-to-Work Transitions; Workplace Accommodations; Housing, Community-Based and Independent Living
South Dakota		X	7	5	100%	State Implementation of Federal Disability Policy; State Employment of Individuals with Disabilities; Disability-Related Transportation Policy

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Tennessee	Request to review and analyze the Tennessee Employment First Task Force Report and identify policy alignment with the <i>Work Matters</i> report; request a cross-walk memo to discuss strategic engagement opportunities; request for SEED to present to the Tennessee Joint Ad hoc Committee on Disability Services, resulting in multiple TA follow-up requests	X	12	17	41%	Education, Special Education and School-to-Work Transitions; Financial Literacy and Asset Building; Disability-Related Health Policy
Texas	Request Disability Employment Policy materials; extended an invitation to brief other representatives at future meetings	X	12	36	14%	Career Readiness and Vocational Rehabilitation; Workplace Accommodations; Education, Special Education and School-to-Work Transitions
Utah			1	17	59%	Education, Special Education and School-to-Work Transitions, Career Readiness and Vocational Rehabilitation, Workplace Accommodations

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Vermont			1	17	41%	Disability-Related Health Policy, Housing, Community-Based and Independent Living, Financial Literacy and Asset Building
Virginia	Invitation to work together and share information on advancing policies that eliminate employment barriers for people with disabilities	X	5	47	53%	State Procurement and Supplier Diversity Programs; Workplace Accommodations; Housing, Community-Based and Independent Living
Washington		X	6	78	31%	Education, Special Education and School-to-Work Transitions; Career Readiness and Vocational Rehabilitation; Housing, Community-Based and Independent Living
West Virginia		X	1	47	11%	Housing, Community-Based and Independent Living; Education, Special Education and School-to-Work Transitions; State Implementation of Federal Disability Policy

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Wisconsin		X	8	38	37%	Disability-Related Health Policy; Education, Special Education and School-to-Work Transitions; State Procurement and Supplier Diversity Programs
Wyoming	Request for suggestions for data sources to gather statistics on the current employment of people with disabilities in state government	X	1	8	75%	Education, Special Education and School-to-Work Transitions; Disability-Related Health Policy; Private Sector Employment, Support and Incentives