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INCLUDING PERSONS WITH DEVELOPMENTAL DISABILITIES IN THE WORKPLACE

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INCLUDING PERSONS WITH DEVELOPMENTAL DISABILITIES IN THE

WORKPLACE

A Master Thesis

Submitted to the Faculty

of

American Public University

by

Heidi E. Ksiezyk-Skrada

In Partial Fulfillment of the

Requirements for the Degree

of

Master of Public Administration

April 2018

American Public University

Charles Town, WV
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DEDICATION

I dedicate this thesis to my husband, John, and children Jasmine, Jenna, and Johnny, and my mom. The completion of this work was made possible by their encouragement and patience.
ACKNOWLEDGEMENTS

I wish to thank the faculty and staff at American Public University for their guidance and support with special acknowledgement of Dr. Stephen Schwalbe. His passion for knowledge and accomplishment has been an inspiration to me throughout this degree program. I would also like to acknowledge my co-workers, Jo Elle and Celeste, for their encouragement, support and interest in my journey.
ABSTRACT OF THE THESIS

INCLUDING PERSONS WITH DEVELOPMENTAL DISABILITIES IN THE WORKPLACE

by

Heidi E. Ksiezyk-Skrada

American Public University System

Charles Town, West Virginia

Professor Stephen Schwalbe, Thesis Advisor

The purpose of this study was to examine current theories of public administration, as related to civic engagement, and further define policy implementation strategies that result in a community that accepts and expects people with developmental disabilities in the traditional workplace. This study consisted of a review of 15 engagement strategies from existing peer-reviewed literature that were implemented among persons with developmental disabilities, their families, professionals, employers and co-workers, and the community at large to address concerns of public interest. The strategies were then synthesized with the change management criteria of assessment, awareness, skill-building and reinforcement to create comprehensive strategies of community engagement. As a result of this study, strategies have been recommended for Ohio county boards of developmental disabilities to embrace the constructs of the New Public Service and act as an agent of social change by implementing strategic, change management initiatives to engage stakeholder groups to accept persons with developmental disabilities in the traditional workplace.
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Introduction

The purpose of this study was to examine current theories of public administration, as related to civic engagement, and further define policy implementation strategies that result in a community that accepts and expects persons with developmental disabilities in the workplace. Historically, persons with developmental disabilities have spent their day and earned wages in federal and state funded programs that are separate from the public. As stated by Wohl (2014), the belief exists that traditional, segregated day services are “good enough” to meet the needs of persons with developmental disabilities. However, there is a growing perspective that working in real jobs and earning a prevailing wage, rather than attending segregated programs, is a matter of civil rights that needs to be addressed (Thibedeau Boyd & Davis, 2016, p.p. 279-280).

Federal legislation and court decisions exist that prohibit the segregation of persons with developmental disabilities and promote community inclusive services (U.S, Supreme Court, 1999; Rosenbaum, 2016, p. 586; Brennan-Krohn, 2016, p. 254; Ginn, 2015, p. 22). In Ohio, the Employment First Rule (5123:2-2-05) has been enacted to ensure positive community employment outcomes for persons with developmental disabilities (The Ohio Department of Developmental Disabilities, 2014). However, sheltered work locations continue to exist as the primary form of employment support for persons with developmental disabilities (Timmons, Hall, Bose, Wolfe & Winsor, 2011, p. 285; Winsor, Timmons, Butterworth, Shepard, Landa, Smith, Domin, Migliore, Bose, & Landim, 2016).

Historically, Ohio local county boards of developmental disabilities served as the administrator and provider of segregated schools, sheltered workshops, and residential institutions to meet the needs of persons with developmental disabilities. Such programs were funded via local tax levies. In 2001, to support persons with developmental disabilities to
participate in the typical community rather than segregated programs, Ohio began to administer Medicaid Home and Community Based Services (HCBS) programs. As such, the administration of local tax dollars was restructured to pay Medicaid match dollars which reduced funding for existing segregated programs (Ohio Department of Developmental Disabilities, 2015). Despite the restructuring of local tax dollars, county boards continued to act as both the provider and administrator of Medicaid Home & Community Based Services (HCBS) programs, including employment programs, per ORC § 5123:2-1-0 (F) (Ohio Department of Developmental Disabilities, 2014). However, effective January 16, 2014, county boards of developmental disabilities must discontinue their role of providing HCBS programs and services must be privatized to private sector providers (CMS, 2017). Given the historic investment in segregated programs, as supported via local tax levies, the shift toward community inclusive programs has been controversial among persons served, advocates county boards and private providers because these changes could put people at risk (Ohio Department of Developmental Disabilities, 2015). The expectation among the community remains with the historic perspective that county boards of developmental disabilities, as a public agency, should take care of the needs of people with developmental disabilities. As such, private service providers have been faced with the challenge to implement an inclusive model of service delivery in a community environment that accepts and expects traditional, segregated programs operated by local county boards (Thibedeau Boyd & Davis, 2016, p. 279-280).

Ohio county boards of developmental disabilities are shifting from the public policy-focused principles of the New Public Management toward the community engaged principles of the New Public Service. According to the New Public Service, public agencies, such as county boards of developmental disabilities, will need to implement strategies to engage the community
and create an environment that fosters successful employment policy implementation (Denhardt & Denhardt, 2015). This will necessitate a change in the priorities of county boards and their relationship with the community. Fortunately, strategies to manage change that have typically been applied in the business sector are also available for implementation among public agency efforts (Packard, et al., 2012, p. 472).

This research was intended to provide county boards of developmental disabilities with a framework to engage the community in creating an environment for successful employment policy implementation. The literature revealed the pervasiveness of segregated employment programs in Ohio despite current efforts to engage community stakeholder groups of primary influence in the employment persons with developmental disabilities. The literature further revealed an extensive amount of federal legislation, local policy, and court decisions founded on the principles of equal rights and community inclusion for persons with developmental disabilities. Finally, current theories of public administration are reviewed as an explanation of current public agency practice, current expectations among the community about employment for persons with developmental disabilities, and an impetus for change.

The theoretical framework established that the New Public Service and change management concepts will serve as the foundation for strategic efforts recommended to Ohio county board efforts to engage the community. This study was qualitative in nature and consisted of a secondary review of existing strategies to engage community stakeholder groups in the awareness, skill and reinforcement of public policy priorities. The analysis of data was inductive by design and creatively synthesized with change management criterion to evaluate factors that inhibit and promote the engagement of community stakeholders.
The primary analysis consisted of a review of engagement strategies implemented among persons with developmental disabilities, their families, school personnel, employment provider agency personnel, business and co-workers and the community at large to address concerns of public interest. The effectiveness of each effort to demonstrate a positive change in the perception and behavior of each stakeholder group was scored according to three criteria: positive, negative and neutral depending upon the findings of each study reviewed. Following the review and scoring of efforts, each effort was evaluated and scored according to the presence or absence of a readiness assessment effort, and criterion of change management: build awareness, develop skill, and reinforcement. The data was analyzed to determine if a correlation exists between positive change in perception and/or behavior and the change management criterion applied.

The findings from each strategy reviewed were scored according to the strategic impact and use of change management principles and followed by an analysis of each reviewed strategy in terms of applicability to accepting and expecting persons with developmental disabilities in the workplace. Finally, the implications of change management strategies are discussed as a means for county boards of developmental disabilities to engage the community according to the theoretical constructs of the New Public Service. From this analysis, recommendations for innovative strategies of community stakeholder engagement were developed.

**Potential Limitations:** This study represents an inquiry into current methods of citizen engagement that have not yet been applied to matters of employment for persons with developmental disabilities. Limitations exist due to the qualitative and subjective nature of this research according to the existing efforts of citizen engagement and the application of change management strategies typically applied to organizational management rather than community
engagement. However, a synthesis of engagement and change management strategies aim to inform county boards of developmental disabilities of unique possibilities to accomplish the creation of an inclusive community and form a foundation for additional research.

**Literature Review**

The prevalence of segregated employment programs for persons with developmental disabilities in Ohio is a problem that warrants a comprehensive review of causative factors and possible solutions. Current legislative and theoretical factors aim to support full inclusion of persons with developmental disabilities in the workplace. However, segregation persists as an acceptable form of public service delivery. This literature review will address limitations to current policy as it aligns with the theoretical approach of the New Public Management and consider possibilities to create an effective policy implementation environment given a theoretical approach that aligns with the New Public Service.

**Pervasiveness of Segregation**

Throughout the United States, most persons with developmental disabilities spend their day and earn wages in programs that are segregated from the public. These programs have been implemented by public agencies per federal and state legislation which provide mechanisms for funding and definitions for the provision of day and employment services (Rogan & Rinne, 2011; Brown, Kessler & Toson, 2016, p. 85; Winsor, et al., 2016). As stated by Wohl (2014), the belief exists that traditional, segregated day services are “good enough” to meet the needs of persons with developmental disabilities. However, there is a growing perspective that working in real jobs and earning a prevailing wage, rather than attending segregated programs, is a basic civil right of persons with developmental disabilities (Thibedeau Boyd & Davis, 2016, p. 279-280).
The Institute for Community Inclusion conducted a longitudinal study from 2009 – 2015 to identify the prevalence of persons developmental disabilities in integrated, competitive employment throughout the United States. The study confirmed that persons with developmental disabilities continued to be underrepresented in the workplace and instead, primarily received day and employment services in segregated settings (Winsor, et al., 2016). The most recent data for the State of Ohio indicates that a total of 35,948 persons with developmental disabilities received day and employment services, however, only 23% of them were supported to work in community employment. Most persons that worked in community employment also spend part of their day receiving employment services in sheltered workshops. A total of 52% of persons received services in segregated work locations and 40% in segregated non-work locations during 2015 (Winsor, et al., 2016).

**Community Stakeholders and Segregation**

The attitudes, beliefs, knowledge, and skill of primary community stakeholder groups have been found to contribute to the prevalence of persons with developmental disabilities in the workplace. Among persons with disabilities, families, school and employment provider staff, businesses and co-workers, and the community at large, there is a low expectation about the potential for persons with disabilities to obtain and maintain integrated, competitive employment (Brown, et al., 2016; Francis, Gross, Turnbull & Turnbull, 2013).

According to a study conducted by Timmons, Hall, Bose, Wolfe, and Winsor (2011), the decision of persons with developmental disabilities to seek employment was subjected to influence by the attitudes and skill of family members, school-based staff, and adult employment provider staff (p. 286). During the formative years, family members were found to set low expectations for employment based upon a lack of awareness (Winsor, et al, 2011, p. 295).
Lindstrom, Kahn & Lindsey (2013) confirmed the significance of family beliefs and determined low aspirations expressed by family members as a barrier to integrated, competitive employment (pp. 2-4).

Family members of persons with developmental disabilities are in a key role to access resources necessary to support the achievement of integrated, competitive employment. However, Francis, et al. (2013), found that family members usually lack the knowledge and skill to adequately navigate such resources. When provided with a curriculum to improve awareness and skill to navigate supportive resources, family members revealed a need to learn about resources in a manner that addresses individual specific needs and provides targeted, clarifying information that avoids information overload. Family members found stories about successful employment achievement to be inspiring, however, expressed a concern about the gap between stories and real-world opportunities for employment (p. 175).

Brown, et al. (2016), examined the opportunities for students with developmental disabilities to achieve integrated, competitive employment upon graduation from high school. They found that students with developmental disabilities lack adequate opportunity to develop employability skills and the authentic work experiences necessary to achieve integrated competitive employment. These findings confirmed previous research conducted by Lindstrom, et al. (2013), and further concluded that school staff and associated adult employment staff lack the knowledge and ability to address such concerns. Brown, et al. (2016), suggested that businesses must first be convinced to allow access to persons with developmental disabilities to the benefit of family members, taxpayers, business owners, and co-workers. Their research concludes with the progression of eight strategies to be implemented by school staff and
associated adult employment staff that focus on identifying and engaging the business community for viable employment options.

McLain & Walus (2015) engaged community members in a network café style of conversation to evaluate their perception of persons with developmental disabilities in terms of poverty, inclusion, and employment. Using facilitated conversations around five key questions, community members discussed effective and ineffective strategies as well as recommendations to foster inclusion of persons with developmental disabilities. Their findings align with the prevalence of segregation among persons with developmental disabilities and the notion that the community expects such persons to live their lives differently than the typical community (p. 235). McLain and Walus (2015) suggested that persons with developmental disabilities should be adequately supported to obtain typical jobs in the community, to participate in non-work activities within the typical community, and that specific efforts should be aimed at preparing high school-age students with developmental disabilities for competitive jobs (p. 239).

Similarly, Dutta, Kundu, Johnson, Fong, Trainor, Blake & Christy (2016) examined the use of a World Café strategy. Multiple stakeholder groups were engaged in a conversation about transition age youth with disabilities and employment support services, pre-employment transition age services, connecting to students to community resources, advocacy, and family member involvement in the successful transition from high school to employment. Participants were informed about existing resources and the benefits of collaboration among agencies, shared expertise and skill sets with fellow participants, and engaged in community-based problem solving (Dutta, et al., 2016, p.45). The World Café demonstrated a successful community engagement strategy to bring together persons with developmental disabilities, family members, community members, service providers, educators, researchers, and policy makers to think
critically and generate action for challenges faced by persons with developmental disabilities (Dutta, et al., 2016, p. 50).

Research conducted by Butterworth, Nord, Migliore & Gelb (2012) investigated the potential of training and mentoring for employment service staff to improve the occurrence of integrated, competitive employment. They found that training and mentorship for staff led to an average increase of 3.4 persons with developmental disabilities being employed within 12 months. However, they conceded that some disabled staff experienced a lack of success. Training for staff was recognized as only one of many possible factors that contribute to an increased prevalence of employment for persons with developmental disabilities and recommended further exploration into organizational factors that impact the provision of employment services.

According to research conducted by Lindstrom, et al. (2013), there is potential to address the discrimination and prejudice that exists among businesses and co-workers that are unprepared to work alongside persons with disabilities. Efforts to address misperceptions and build an awareness about persons with disabilities, inform employers about laws and policies that impact employment practices, provide examples of workplace accommodations, and share resources available to support persons with disabilities in the workplace are recommended to fundamentally change the work place. Such efforts are assumed in the role of the employment services professionals. However, multiple research efforts have confirmed the lack of skill demonstrated by employment support professionals to implement such efforts to effectively develop an environment for integrated, employment opportunities (Brown, et al., 2016, p. 85; Butterworth, et al., 2012; Lindstrom, et al., 2013).
According to Walker & Rogan (2007), employment service providers that were accustomed to operating segregated programs lacked the training and skill to create full community inclusion (p. 115). Agencies attempted to develop communities with one staff member or a group of staff members designated for community development, however, efforts were insufficient due to lack of pervasiveness (Walker & Rogan, 2007, p. 115). Multiple studies have addressed the challenges faced by service provider organizations to transform their service delivery model from traditional, segregated, center-based models into community-based models that accepts and expects diverse, segregated programs (Thibedeau Boyd & Davis, 2015, p. 279-280; Sulewski, Timmons, Lyons, Lucas, Vogt & Bachmeyer, 2017; Revell, Brooks-Lane & Hutcheson, 2005).

Legislation, Policy and court decisions

Luecking (2011) acknowledged that important legislative developments have occurred to address some of the causative factors of segregated employment and reinforce the notion that all people with a disability can achieve integrated, community employment. Legislation to address segregation as a function of prejudice and discrimination has been exemplified in the Americans with Disabilities Act of 1990 (ADA). 42 U.S.C. § 121-1 (a) (2), (5) states that “isolation and segregation of individuals with disabilities is a serious and pervasive form of discrimination.” Additionally, per the general prohibitions against discrimination, 28 CFR Section 35.130 (d), publicly administered programs must occur in the “most integrated setting appropriate.” (U.S, Supreme Court, 1999). In 1999, the landmark court decision of Olmstead v L.C. (98-536) 527 U.S. 581 (1999) confirmed the relationship between the Americans with Disabilities Act (ADA) and the state Medicaid programs. As such, persons with disabilities were
protected by the ADA to receive publicly-funded services, in the least restrictive settings (Rosenbaum, 2016, p. 586).

High school students transitioning following graduation have been supported by the reauthorization of the Individuals with Disabilities Education Act, which placed an increased emphasis on Individual Education Plan (IEP) services that lead to employment (Luecking, 2011, p. 261). Brennan-Krohn (2016) examined the role of the Workforce Innovation and Opportunity Act (WIOA) which was fully implemented in 2016 with provisions of support for persons with disabilities to access jobs in the typical community. WIOA expands the role of vocational rehabilitation agencies (VR) in the transition of students with disabilities from school to work by requiring the expenditure of 15% of public VR funds on pre-employment transition services for students served by the Individuals with Disabilities Education Act or Section 504 of the Rehabilitation Act. Winsor, et al. (2017), further explained that per WIOA, state vocational rehabilitation agencies and local schools must collaborate with local workforce development agencies to further facilitate opportunities for integrated, competitive employment (p. 10).

According to Ginn (2015), the complex system of employment resources has been addressed through the WIOA requirement for formal cooperative agreements between vocational rehabilitation and agencies that administer the state Medicaid plan agencies. The WIOA further required partnerships between public agencies and local business to build community capacity for inclusive employment (p. 22).

Kiernan, Hoff, Freeze & Mank (2011) developed a perspective document which revealed the national concept of Employment First as a driver for state-level policy toward inclusive employment for persons with developmental disabilities. Employment First seeks to implement the intent of the ADA and decision and address causative factors of segregation (p.
The principles of Employment First include: people with disabilities can achieve competitive integrated employment with adequate supports in place; employment service providers are expected to use best practices with access to training and technical assistance; employment support systems must work collaboratively to ensure resources are allocated toward competitive employment; and, workers with disabilities should be protected against exploitation. In addition, Employment First supports the notion that the community at large must expect inclusiveness and accept persons with disabilities in the workplace (Kiernan, et al., 2011, pp. 300 – 303).

In response, Ohio enacted the Employment First Rule (5123:2-2-05) which defined expectations for planning and service delivery through person-centered principles and interagency collaboration to ensure positive community employment outcomes for persons with developmental disabilities (The Ohio Department of Developmental Disabilities, 2014). County boards of Developmental Disabilities in Ohio have thus been required to implement a local Employment First policy, measure progress toward the achievement of community employment, partner with schools and other community agencies, and share specific information about public work incentive programs with, persons served, employers, and providers (Employment First, 2018). The Ohio Employment First Task Force has developed a comprehensive, web-based information format and implemented efforts for job seekers and families, providers and employers to overcome causative factors of segregated employment services and move toward improving the prevalence of integrated, competitive employment (Employment First, 2018).

On April 1, 2017, Ohio implemented a redesign of adult day service rules that promote increases in the opportunity for community employment. The rules set forth requirements of Medicaid Home and Community Based (HCBS) waiver services as authorized by local county
boards and provided by private employment services providers. This set of rules includes new and revised services to be implemented by private providers that include the provision of job development and employment planning to effectively engage the business community to hire persons with developmental disabilities (Collins, 2017).

**Theoretical Influence**

Current policy, ORC §5213:2-9-15 and ORC §5123:2-9-13, identifies providers of employment services as integral in achieving integrated competitive employment for persons with developmental disabilities (Ohio Department of Developmental Disabilities, 2017). Such responsibility necessitates the knowledge and skill to implement best practices in employer engagement, job placement, and job coaching skills. Curricula and training programs to build such skill have been implemented and evaluated by Brown, et al. (2016); Butterworth, et al. (2012), and Lindstrom, et al. (2013); Revell (2005); Sulewski, et al. (2017), with minimal success, as quantified by Winsor, et al. (2017). However, ORC §5213:2-9-15 and ORC §5123:2-9-13 fail to address the role of community stakeholder groups of primary influence in creating a policy implementation environment that accepts and expects persons with developmental disabilities in the workplace.

The provision of community engagement as identified in the role of the privatized service provider per ORC §5213:2-9-15 and ORC §5123:2-9-13 (Ohio Department of Developmental Disabilities, 2017), aligns with principles of the New Public Management as described by Denhardt & Denhardt (2015). Such principles are driven by public agencies that seek efficiencies through privatized efforts to address an aggregate public need. Private providers are then incentivized to achieve policy objectives that to improve their own bottom economic line.
Historically, in Ohio, county boards of developmental disabilities have provided direct services in sheltered locations to persons with disabilities. Each eligible person had a place to go with transportation provided, and the ability to earn sub-minimum wages. The community has come to expect that county boards will take care of each person’s needs and has supported local levies to support such services (Ohio Department of Developmental Disabilities, 2015). Over time, county board services have demonstrated a shift away from the characteristics of the Old Public Administration, whereby persons with disabilities were viewed as clients whose needs were met by government agency programs. Current legislation that promotes the civic right of inclusion and requires the privatization of direct services aligns with the theoretical approach of the New Public Management. During the past many years, county boards of developmental disabilities have shifted the provision of services from county board facilities to private providers (Denhart & Denhart, 2015, p. 11).

Denhardt & Denhardt (2015) propose a model of public administration that contrasts with the current provider led policy and suggests the shift of responsibility for employment policy outcomes from the employment provider to the community at large. The New Public Service suggests that the public, rather than private providers, should be responsible to engage in forming policies that result in improvement in life for all citizens (Denhart & Denhart, 2015, p. 2). As such, public agencies have the responsibility to engage the community in a sense of shared interest and responsibility for the inclusion of persons with developmental disabilities in the work place (Denhart & Denhart, 2015, p. 67). In fact, Denhart and Denhart (2015) propose that citizen engagement is an “appropriate and necessary part of policy implementation” (p. 179). The New Public Service suggests that the process of engaging citizens expands beyond that of a political nature and requires focused community building efforts. Public agencies need to ensure
that citizens are engaged to embrace and develop an environment of effective policy implementation (Denhardt & Denhardt, 2015, p. 66).

Marsh & Akram (2015) extensively reviewed research conducted by Bang (2009) which indicated that a portion of the community would likely engage in efforts to make a collective difference on topics of personal impact rather than just fulfill a political duty as a citizen. This notion was further supported by Kuttner (2016) who demonstrated that the nature of citizen participation is transforming away from political activity, and therefore, non-traditional approaches to engagement need to be developed (Kuttner, 2016). Thus, for purposes of this thesis, suggests the potential to identify successful civic engagement policies toward including persons with developmental disabilities in the workplace.

The Gap

A gap in current literature exists between employment policy, implementation efforts, and actual outcomes for persons with disabilities (Kiernan, et al., 2011, p. 301). Multiple studies have found that despite legislation, policy, and court decisions to support persons with developmental disabilities, sheltered work programs continue to exist as the prevalent and accepted form of employment, and persons with developmental disabilities are under-represented in integrated community jobs (Timmons, et al., 2011, p. 285; Dutta, et al., 2016; Winsor, et al., 2017). Local efforts through Ohio’s Employment First have not resulted in significant changes to employment for persons with developmental disabilities in Ohio (Fellow, Honeck & Warren, 2015, p. 4).

The gap between policy and outcomes for persons with developmental disabilities warrants consideration of policy drivers and current theoretical approaches to public programs and their impact on policy implementation. In terms of policy drivers, federal and state policy,
and court decisions to end the segregation of persons with developmental disabilities were
developed from a pluralistic view, as advocated by interest groups with and on-behalf of persons
with developmental disabilities (Box, 2014, p. 111). Advocates for community inclusion
opposed the existence of sheltered workshops while proponents of sheltered workshops
advocated that persons with disabilities face harassment and bullying from local communities
that are not ready to accept inclusive employment (Fellow, et al., 2015, p. 4). Current efforts
address the interests of advocates for inclusion while neglecting to consider the impact of the
local communities that continue to value segregation.

Current efforts to support persons with developmental disabilities to become included in
the workplace are limited in scope due to legislation, policy, and local efforts that embody
theoretical practices of the New Public Management. Whereas the community at large, school
teachers, doctors, parents, employers, and employees remain engaged in their civic duty to pay
property taxes that support local operating levies for county board programs (Ohio Department
of Developmental Disabilities, 2015), effective employment policy implementation must involve
engaging key community stakeholders to accept persons with developmental disabilities in the
workplace (Kiernan, et al., 2011, p. 303; Denhart & Denhart, 2015, pp. 26-27).

Denhardt & Denhardt (2015) offer a theoretical shift that promotes citizen engagement as
a public agency responsibility to create an environment for successful policy implementation.
However, there is a lack of literature to define the theoretical approach of the New Public
Service as it applies to navigating the transformative shift in citizen engagement and building
inclusive communities for the employment of persons with developmental disabilities. Therefore,
additional research is warranted to answer the following questions:
Q. 1: What methods of citizen engagement are likely to yield a shift in community perception about persons with developmental disabilities in the workplace?

Q. 2: What methods of organizational change management used within public and private agencies might be applicable to citizen engagement efforts?

Theoretical Framework and Methodology

The literature review demonstrated that community stakeholders of primary influence accept and expect for people with developmental disabilities to receive employment services in segregated settings rather than being included in the traditional workplace (Brown, et al., 2016; Francis, et al., 2013). Further review demonstrated that current policy efforts to change this expectation among stakeholders have fallen short of achieving a successful employment policy environment (Timmons, et al., 2011, p. 285; Dutta, et al., 2016; Winsor, et al., 2017; Fellow, et al., 2015). These efforts are consistent with characteristics of the New Public Management, which places implementation efforts on the role of providers of employment services intended to achieve a change in expectations by providing services in community environments (Denhardt & Denhardt, 2015).

Public Administration

This research conforms to the New Public Service in which citizens are recognized as an integral factor in public policy development and implementation (Denhardt & Denhardt, 2015). According to the New Public Service, public agencies, such as county boards of developmental disabilities, have a responsibility to engage the community in a manner that promotes an environment of successful employment policy implementation. As such, implementation of policy according to the constructs of the New Public Service will require a change within the efforts of county boards of developmental disabilities toward community engagement.
Change Management

Implementing change is essential to achieving different results (Kiernan, et al., 2011, p. 301). An assessment of community readiness to acquire a role in creating a policy inclusive environment is a critical prerequisite to implementing efforts of community stakeholder engagement. Each stakeholder group is likely to have different levels of awareness, perceptions, and expectations about addressing the segregation of persons with developmental disabilities (Basic, 2015, p. 1084). Once assessed, strategies of organizational change to impact county boards of developmental disabilities and the organization of community stakeholder groups become a necessary component to achieve stakeholder buy-in, develop commitment, and develop a shared focus on integrated employment outcomes (Rogan & Rinne, 2011, p. 250).

However, organizations typically struggle to implement large-scale change. As cited in Decker (2012), most change initiatives are unsuccessful with a failure rate of 93% (Heckelman, 2017, p. 13). Well prepared leadership is essential for the execution of a change initiative (Heckelman, 2017, p. 13: Packard, Patti, Daly, Tucker-Tatlow, 2012, p. 472). Fortunately, change strategies that have originated from the private sector have been studied for application in the health and human services sector (Packard, et al., 2012, p. 472). Effective change management initiatives involve strategic engagement with key stakeholder groups for the planning and implementation of new initiatives. Key strategies of communication about the outcome and impact of change initiatives must be implemented by leadership to maintain stakeholder support (Packard, et al., 2012, pp. 506-507).

The change formula within the field of organizational development suggests factors that promote successful conditions for change. As such, community stakeholder groups must experience a desire to disrupt the status quo and understand steps necessary to meet a desired
outcome. Throughout the change process, those impacted will need to gain the knowledge, skills, and abilities to fulfill new roles (Cady, Jacobs, Kollera & Spalding, 2014, p. 32). It is important to note that training alone does not effectively create sustainable change. Instead, sustainable change can only occur when change behaviors are reinforced through accountability and support measures (Cady, et al., 2014).

Lee and Krayer (2003) suggest a process to facilitate change that involves planning, assessment, analysis, design, development, and evaluation of a change management effort. During the planning stages, the issue of concern is identified while the gap between the status and desired status are identified during the assessment phase. The analysis phase involves identification of a means to address the gap (p. 25). During the design phase, the change initiative objective is established which then transitions into the development phase of the change initiative. Finally, the initiative is implemented and then followed up with an evaluation of effectiveness to achieve change (Lee & Krayer, 2003, p. 25).

Hiatt (2006) recommends a strategy of change management focused on the engagement of stakeholder groups. The desire to disrupt the status quo (Cady, et al., 2014, p. 32) can be accomplished through targeted efforts to build an awareness of the issue of concern and create a desire for change (Hiatt, 2006, p. 15). Stakeholders demonstrate the competency to successfully engage in change behaviors when provided the knowledge of how to change their behaviors and the ability and skill to do so. Most change initiatives, however, are short-lived. Therefore, a comprehensively successful change initiative involves the implementation of a strategic reinforcement method to sustain change over time (Hiatt, 2006, p.p. 2-4).

This thesis intends to examine methods of engagement that expand the New Public Service theory of citizen engagement and capitalize upon lessons from theories of organizational
change. In doing so, organizational change criteria will be extended beyond county boards of
developmental disabilities and implemented among specific community stakeholder groups of
primary influence toward inclusive employment for persons with developmental disabilities.

**Methodology**

The method to define policy implementation strategies was based upon a review of 15
peer-reviewed studies from existing literature that sought to address a public concern by
engaging community stakeholder groups. Stakeholder groups, for purposes of this study, were
defined as individuals with developmental disabilities, their family members, professionals,
employers, and co-workers, and the community at large. The engagement strategy from each
study was scored according to change management principles of developing awareness,
developing skill, and reinforcement of the change. The presence of each principle was scored
with +2: awareness (+2), skill (+2), reinforcement (+2). If the desired change occurred, a score
of (+1) was assigned, no change was scored as a (0), and a score of (-1) was reserved for efforts
that resulted in a negative impact. Comprehensively impacting change involves an assessment of
the current environment (Lee & Krayer, 2003). Therefore, each study was scored according to
the use of a readiness assessment with (+1) indicating an assessment was completed and (0)
indicating that an assessment was not completed. The highest possible score for each study to
achieve was 8 points. The impact of each study toward the development of local county board
engagement strategies correlated directly with the height of the total score. A summary of scores
for each study reviewed can be found in table 1.

**Findings**

Denhardt and Denhardt (2015) suggest that citizen engagement is an integral part of
successful policy implementation and that public agencies have a role to effectively engage
citizens. Citizen engagement involves a range of activities that vary from sharing information with community groups to engaging groups to participate in political processes. According to the New Public Service, the effective implementation of policy that impacts community inclusive employment for persons with developmental disabilities will require public agencies, such as county boards of developmental disabilities, to implement community engagement strategies. Key community stakeholder groups that significantly impact persons with developmental disabilities include their family members, professionals (educators, public agency personnel and employment provider staff), employers, and co-workers, and the community at large (Timmons, et al., 2011; Brown, et al., 2016; Francis, et al., 2013). Strategies to comprehensively engage these stakeholder groups in employment policy implementation are lacking from current literature. However, change management strategies that are applicable to organizational management are adequately present in literature and available for interpretation toward audiences outside of organizational management.

This study involved a review of existing efforts to engage stakeholder groups in a change of perception or action. Studies were chosen from current literature that developed awareness and skill among family members, professionals, or employers, and co-workers regarding persons with developmental disabilities. Studies that involved the community at large were chosen according to the application of engagement efforts to affect a change. Findings were applied to a strategic framework for local county boards of developmental disabilities to engage key community stakeholder groups to accept and expect persons with developmental disabilities in the workplace.
Family members and persons with developmental disabilities

In 2012, the Administration on Intellectual and Developmental Disabilities of Tennessee was awarded a 5-year grant to coordinate efforts toward integrated, competitive employment for persons with developmental disabilities. The effort was founded on the principal that family members were critical partners in this work. To adequately develop strategies to understand the priorities and concerns of parents related to employment, and assessment was conducted of 673 parents and family members of persons with developmental disabilities. The assessment revealed that parent and family members preferred paid, integrated employment over sheltered options, and valued social interactions within the workplace (Gilson, Carter, Bumble, & McMillan, 2018, p. 20). This study was only awarded one point for assessment, however, retains value for this study due to recommendations for research, practice, and systems change to raise expectations of parents and family members toward employment of persons with developmental disabilities.

Two engagement strategies were reviewed that involved family members of persons with developmental disabilities. The Family Employment Awareness Training (FEAT) curriculum was created in 2010 to engage family members and change their awareness about integrated, competitive employment; develop their skill to access local, state and federal employment resources; develop self-advocacy and problem-solving skills; and, build their capacity to teach others through a “train-the-trainer” model. FEAT was implemented for family members by professionals from the University of Kansas and the Parent Training and Information (PTI) Center. Though designed for families, professionals were encouraged to attend to increase collaboration among stakeholder groups (Francis, et al., 2013, p. 168).

The FEAT strategy scored a total of 8 points: assessment (+1), awareness (+2), skill (+2), reinforcement (+2), impact (+1). FEAT sessions were conducted in the State of Kansas during
2010 and 2011 and reached a total audience of 324 participants. One point was awarded for assessment due to pre-session surveys that evaluated the expectation of participants about competitive employment for persons with developmental disabilities and their knowledge about employment service systems (Francis, et al, 2013, p. 169). Two points were awarded for the generation of awareness about employment of persons with developmental disabilities through stories about successful competitive employment experiences and networking between training participants and persons with disabilities whom were employed. Two points were awarded for the presentation of information that enhanced the skill of participants to use and navigate employment service systems, and two points were awarded for the post-session follow up that occurred with families to assess additional needs despite the FEAT implementation (Francis, et al., 2013, p. 168). The FEAT strategy was awarded an additional one point due to results that suggest an increased likelihood of persons with developmental disabilities achieving integrated, competitive employment due to positive expectations developed among parent participants (Francis, et al., 2013, p. 51).

The second engagement strategy reviewed was conducted by Dutta, et al., (2016), and used a World Café-style community engagement technique to facilitate a conversation with multiple stakeholder groups, including family members, about existing and needed resources for transition-age youth with disabilities. This strategy earned a score of 8 points due to the use of an assessment activity (+1), efforts to promote awareness about persons with developmental disabilities (+2), the sharing of skill sets to support persons with developmental disabilities (+2), the resultant change (+1), and reinforcement to sustain the change (+2).

The World Café community conversation strategy involved the engagement of multiple stakeholder groups, including family members, in strategic dialogue and cooperative action. One
point was awarded as community members were brought together to assess the need for resources for transition age youth with disabilities. Two points were awarded for the generation of awareness about existing resources and the benefits of collaboration among agencies. Two points were awarded per the expertise and skills shared among participants with a diverse set of experiences. Two points were awarded for the reinforcement and sustainability that was promoted through community-based problem solving (Dutta, et al., 2016, p.45), and one point was awarded for the potential of the World Café engagement strategy to address challenges facing persons with developmental disabilities (Dutta, et al., 2016, p. 50).

Professionals

Gilson and Carter (2016) examined the impact of adequately trained job coaches on the task engagement and social interaction experienced by persons with developmental disabilities in the workplace (p. 3583). The job coach training strategy received an overall score of 8 points: assessment (+1), awareness (+2), skill development (+2), reinforcement (+2), and impact (+1). The impact of this strategy affected multiple stakeholder groups including professionals, persons with developmental disabilities, employers and co-workers.

One point was awarded for assessment that occurred by gathering of baseline data gathered while participants with autism and intellectual disabilities received traditional job coaching. Two points were awarded for a 90-minute group training session where job coaches were taught to skills to support persons with task analysis, visual and auditory cues, and task scheduling (Gilson & Carter, 2016, p. 3586). Most importantly for purpose of this paper, the job coaches were taught about the value of social interaction between persons with developmental disabilities and their co-workers, that justified the implementation of remote job coaching strategies. Two points were awarded for the strategies taught to job coaches that build awareness
among co-workers to accept persons with developmental disabilities in the workplace (p. 3586). Two points were awarded for the reinforcement of best practice by job coaches that occurred during weekly check-ins to monitor their progress, maintain accountability for best practice implementation, and problem solve as needed. One point was awarded for the positive impact that the job coaching strategy had on enhancing social interactions with co-workers (Gilson & Carter, 2016, p. 3586).

Another employment-provider curriculum was reviewed as studied by Butterworth, et al., (2012). The training curriculum was awarded a total of 7 points: assessment (0), awareness (+2), skill (+2), reinforcement (+2), and impact (+1). Two points were awarded as the implementation of job coaching training that started with building awareness among participants that job coaching techniques exist, and the implementation of such techniques offered a building of awareness among businesses. Two points were awarded for a 3-day training curriculum that addressed the job coaches’ skill to person centered planning, job coaching, and employer engagement. (p. 23). Two points for reinforcement provided one-on-one sessions with mentor one month and three months post training (p. 24). One point for impact since result of training yielded on average 3.4 more placements in one year. No points were awarded for assessment as one was not completed, but rather, went straight to training.

Brown, et al. (2016), acknowledged the lack of awareness, desire, and skill demonstrated by school personnel and providers of employment services regarding supporting persons with developmental disabilities to become employed. Therefore, they describe an 8-step sequence of activities for professionals implement that improve opportunities for students with developmental disabilities to become competitively employed. This strategy scored a total of 2 points: assessment (0), awareness (0), skill (+2), reinforcement (0), impact (0). The strategy
presented by Brown, et al. (2016) was a recommendation to implement empirically sound activities that included generating an integrated work site inventory and a comprehensive work task inventory, generating integrated work sites, analyzing work skills, matching skill to work site, providing authentic assessment and instruction, maximizing natural supervision, and ensuring long-term supports (p. 85). Two points were awarded for the skill implied through the suggestion of these activities, however, no additional points were awarded given the limitation of suggestion rather than findings of efficacy.

**Employers**

Unger (2007) described an engagement effort between a public agency and a private sector employer that resulted in an increase in persons with developmental disabilities being accepted and expected in the workplace. Manpower Incorporated, which is a temporary employment agency, partnered with the local vocational rehabilitation agency to improve employment outcomes for persons with developmental disabilities. The public-private partnership strategy scored 5 points for the implementation of strategies that lead to persons with developmental disabilities having the skills to gain integrated, competitive employment, and employers having accurate knowledge and awareness about employing persons with developmental disabilities: assessment (0), awareness (+2), skill (+2), reinforcement (0), and impact (+1). Two points were awarded for Manpower’s provision of skill building training for potential employees with developmental disabilities. In partnership, the vocational rehabilitation counselor ensured that persons were supported with adequate technology and accommodations to overcome barriers to employment. Two points were awarded for Manpower’s outreach efforts to local employers that effectively dispelled misconceptions about employing people with developmental disabilities. An additional one point was awarded toward the public-private
partnership strategy due to the demonstration of successful employment experienced as a result of the partnership (Unger, 2007, pp. 41-42).

Community

Efforts to engage community members in a discussion about poverty, inclusion and employment for persons with developmental disabilities were explored by McLain & Walus (2015) using a network café strategy. This strategy scored a total of 3 points: assessment (0), awareness (+2), skill (0), reinforcement (0), and impact (+1). Community conversations occurred in 2014 during an Association of People Supporting Employment First Conference in Long Beach, CA. (pp. 237-238). Participants responded to a set of five questions facilitated by a session moderator. One point was awarded for impact because participants of the network café developed a better understanding that community members have a role in advocating and ensuring the inclusion of persons with developmental disabilities in everyday community life (p. 237).

Faigin and Stein (2015) reviewed a strategy that used theater as the medium of community engagement. This strategy earned a total of 3 points: assessment (0), awareness (+2), skill (0). Reinforcement (0), impact (+1). The theater group consisted of persons with psychiatric disabilities that performed with and for persons of the typical community. Two points were awarded for awareness due to the impact of performance humor and interaction that engaged community members to gain an awareness of persons with disabilities as fellow citizens. One point was awarded for impacted due to anecdotal evidence that audience members experienced a positive shift in their acceptance of persons with disabilities (p. 157).
Film festivals have been effectively implemented as a means to raise awareness among the community. Quinn, Shulman, Knifton, Byrne (2011) conducted a qualitative and quantitative study to learn the impact of film festivals on the public perception about mental health. This study scored a total of 4 points: assessment (+1), awareness (+1), skill (0), reinforcement (0), and impact (+1). The researchers surveyed 415 attendees from 20 different film festivals and concluded that film festivals increased positive attitudes about people with mental health disabilities. One point was awarded for the pre-session assessment that was completed to establish a baseline for measurement. Two points were awarded in the area of awareness as the study was conducted specifically to raise awareness. No points were awarded for skill or reinforcement given the limitation of surveyed perception and intent rather than actual behavioral change. One point was awarded for the positive shift in perception reported by the film festival attendees (pp. 71 -80).

Schmidt (2016) reported on the Community Connection Manager, which is a software application that identifies the interests of persons with developmental disabilities and community locations that match the identified interest. This strategy was applied to both leisure and employment topics. The Community Connection Manager was awarded a score of 6 points: assessment (+1), awareness (+2), skill (0), reinforcement (+2), and impact (+1). One point was awarded for the program assessment completed which identified how much was known about what persons want and little was known about community resources to meet their interests and needs. Two points were awarded for the data base, which provided persons with developmental disabilities with an awareness of opportunities available throughout the community. Two points were awarded for reinforcement because the Community Connection Manager strategy serves to implement employment policy in a community inclusive manner. An additional point was
awarded for positive impact as evident by a 56% increase in the number of persons that become employed in the community since the inception of the Community Connection Manager (pp. 273-274).

**Community Engagement**

After the 2005 tragedy of Hurricane Katrina in New Orleans, the citizens of New Orleans were displaced among the country, however, they were needed for rebuilding the city. The New Orleans Unified Plan team partnered with America Speaks to engage the New Orleans community. The engagement strategy consisted of the 21st Century Town Meeting methodology, which used technology to bring a displaced community together in conversation (Lukensmeyer, 2007, pp. 6 - 12). This strategy scored 8 points for the comprehensive use of assessment (+1), awareness (+2), skill building (+2), reinforcement (+2), and overall positive impact of the strategy (+1). One point was awarded for the initial assessment of community which revealed a dissatisfaction and lack of trust for local leaders. Citizens were not initially engaged in the rebuilding of New Orleans and demonstrated discontent for the actions of leadership. Two points were awarded for outreach efforts to register local and displaced community members for Community Congress events. Two points were awarded for effective facilitation of Community Congress conversations that capitalized on effective modes of communicating feedback from community members to local leaders. Two points were awarded for the reinforcement of concepts that was attained through enhanced public accountability of responding to feedback from community members. An additional point was awarded for the successful engagement of the New Orleans community as a result of the Community Congress events (Lukensmeyer, 2007, pp. 6 - 12).
Citizen engagement via social media was explored by Bryer (2013). This strategy scored only 2 points because it was limited to only providing information to citizens that potentially builds awareness, however, lacked empirical evidence of efficacy. Two points were awarded for Bryer’s suggestion that social media can be an effective medium to spread information, mobilize action, and facilitate an empowered and engaged community (pp. 45-46). Given many potential risks of social media, use for engagement, including lack of control over messaging from public leadership to community members, the impact of this strategy received no points for suggested implementation.

College students were considered as integral community members by Jones, Gallus & Cothern (2016) who studied the impact of an under-graduate service learning project aimed at breaking down barriers through interaction. The service learning strategy earned a total of 6 points: assessment (+1), awareness (+1), skills (+1), reinforcement (0), and impact (+1). One point was awarded for an assessment of the student’s perceptions about persons with developmental disabilities. Two awareness points were awarded for the demonstrated change in awareness that the students developed regarding the inclusion of persons with developmental disabilities in everyday community life. Two skill points were awarded for a 3-hour training session that provided an overview of community living, legal and ethical issues, and techniques to prompt conversations with persons with developmental disabilities. One point was awarded for the positive impact reported by student participants (pp. 215-224).

The importance of implementing strategies to engage youth in civic life was highlighted by Kuttner (2016). This engagement strategy included an array of arts-based activities to increase the knowledge, awareness, and skills necessary for youth to develop into engaged citizens. Kuttner’s engagement pedagogy scored a total of 4 points: assessment (0), awareness (+2), skill
(+2), reinforcement (+2), and impact (0). Two points were awarded for the knowledge and awareness developed through instruction and story-telling. Two points were awarded for targeted efforts to build communication, relationship, and family care skills in youth. Such instruction served as a platform to transform the activities of youth into meaningful, civic minded engagement (p. 549). No points were awarded for assessment, impact or reinforcement due to the suggestive nature of the framework introduced absent of empirical evidence of efficacy.

**Analysis**

The purpose of this study was to examine current theories of public administration, as related to civic engagement, and further define policy implementation strategies according to theoretical criterion of organizational change management that result in a community that accepts and expects persons with developmental disabilities in the workplace. This research sought to learn methods of citizen engagement that were likely to yield a shift in community perception about persons with developmental disabilities in the workplace, and the methods of organizational change management used within public and private agencies that might be applicable to citizen engagement efforts.

The method to define policy implementation strategies was based upon a review of 15 peer-reviewed studies from existing literature that sought to address a public concern by engaging community stakeholder groups. Stakeholder groups, for purposes of this study, were defined as individuals with developmental disabilities, their family members, professionals, employers, and co-workers, and the community at large. Currently, these stakeholder groups expect people with developmental disabilities to work in segregated locations (Brown, et al., 2016; Francis, et al., 2013).
Strategies that change stakeholder perceptions toward the expectation of workplace inclusion, rather than segregated employment of persons with developmental disabilities, are integral to the successful implementation of community inclusive employment policy. According to Denhardt and Denhardt (2015), public agencies, such as Ohio county boards of developmental disabilities, are responsible to create an environment for successful policy implementation. In accordance with the New Public Service, county boards of developmental disabilities must engage in strategies applicable to changing the status quo of perception among stakeholder groups about persons with developmental disabilities in the workplace. The following analysis provides a comprehensive review of engagement strategies synthesized with change management strategies as they relate to supporting persons with developmental disabilities to be accepted and expected in the workplace.

**Significance of Scoring**

Each study reviewed was scored to determine if the strategy implemented was likely to yield an impact on the stakeholder group. The effectiveness of each strategy was quantified according to the presence or absence of a readiness assessment, strategies to build awareness and skill, reinforcement of change, and overall impact of the strategy, with a maximum score of 8 for the presence of all listed criterion. A score of 7 or 8 is interpreted as a comprehensive engagement strategy to successfully promote change among a stakeholder group.

**Comprehensive Engagement Strategies**

The following strategies should be considered as part of a comprehensive stakeholder engagement plan; Family Employment Awareness Training (Francis, et al, 2013), World Café model to facilitate community conversations (Dutta, et al., 2016), Community Congress model to engage widely dispersed stakeholder groups via event registration and communication
technology (Lukensmeyer, 2007), train job coaches to engage potential employers (Butterworth et al., 2012), and train job coaches to facilitate social interaction within the workplace (Gilson & Carter, 2016). The Family Employment Awareness Training (FEAT) strategy demonstrated comprehensive success to engage family members in a positive shift to support the presence of persons with developmental disabilities in the workplace (Francis, et al., 2013). The FEAT comprehensively assessed the perception and concerns of family member stakeholder groups prior to strategy implementation and effectively building awareness, skill, and reinforcement of change concepts. The success of this strategy was integral to addressing the significant influence family member attitudes and skills have on potential employment for persons with developmental disabilities. Typically, family members set low expectations for employment based upon a lack of awareness that employment is an option for their family member with developmental disabilities (Winsor, et al., 2011, p. 295; Lindstrom, et al., 2013, pp. 2-4). Despite the availability of resources to support persons with developmental disabilities to achieve success in the workplace, family members typically lack the knowledge and skill to navigate such resources (Francis, et al., 2013, p. 175).

The FEAT curriculum effectively improved awareness of employment as an option and the skill to navigate supportive resources. Family members found stories about successful employment achievement to be inspiring however, expressed a concern about the gap between stories, resources and real-world opportunities for employment (Francis, et al., 2013, p. 175). Resources for employment supports were shared in a curriculum-based presentation which positively impacted the skill of family members to navigate the employment services system. Following the FEAT sessions, researchers contacted participants to assess the strategic impact of FEAT and inquire about additional needs to support family members in the quest toward
increased employment for persons with developmental disabilities (Francis, et al, 2013, p. 168). Results from the FEAT study suggest an increased likelihood that persons with developmental disabilities associated with the 324 family member participants were more likely to achieve integrated, competitive employment due to positive expectations developed among parent participants (Francis, et al., 2013, p. 51).

The World Café community conversation strategy, as described by Dutta, et al. (2016), demonstrated a sustainable change among a diverse group of stakeholders. Community members representing persons with developmental disabilities, family members, community members, service providers, educators, researchers, and policy makers were brought together to think critically and generate action for challenges faced by persons with developmental disabilities (p. 45).

The community conversation among stakeholder groups focused on transition age youth with disabilities regarding employment support services, pre-employment transition age services, connecting to students to community resources, advocacy, and family member involvement in the successful transition from high school to employment (Dutta, et al., 2016, p. 45). This strategy gained success with an assessment among the group to determine gaps in availability of resources for transition age youth with disabilities. The conversations generated awareness among stakeholders about existing resources and the benefits of collaboration among agencies. Through conversation, participants shared their expertise and skills to foster the further development of group skill and enable better use of resources. Each conversation concluded with a community-based problem-solving effort which promoted reinforcement and sustainability of solutions generated from stakeholder groups (Dutta, et al., 2016, p.45).
The World Café demonstrated a successful community engagement strategy to address challenges facing persons with developmental disabilities (Dutta, et al., 2016, p. 50). The status quo of perception was disrupted amongst the stakeholder groups given learned information and skill development targeted toward the assessed baseline of the groups. However, training alone does not effectively create sustainable change. Instead, sustainable change can only occur when change behaviors are reinforced through accountability and support measures (Cady, et al. 2014). Evidence of commitment to change the current environment for persons with developmental disabilities was evident per the community problem-solving that occurred to address concerns identified by the stakeholder groups.

The successful strategic engagement of community members was also demonstrated with the Community Congress method as described by Lukensmeyer (2007). The Community Congress was implemented to address public matters associated with Hurricane Katrina. Though separate from issues impacting persons with developmental disabilities, this study revealed effective community engagement strategies that warrant consideration across topics.

During 2006 and 2007, officials in New Orleans recognized the need to engage the entire community in a plan to rebuild the community. Therefore, AmericaSpeaks was brought in to facilitate a large-scale outreach effort using a town hall methodology to engage with community members. This effort was particularly challenging due to New Orleans’ residents being evacuated to locations throughout the United States. However, efforts ensued to ensure each resident would be included and heard in a community conversation. Community members were made aware of public concerns and the upcoming opportunity to discuss them through an event registration process conducted by a variety of community agencies in New Orleans, Baton Rouge, Houston, Dallas, and Atlanta. The establishment of community partnerships with
organizations that were well known and trusted among local communities was a critical component of this engagement effort (Lukensmeyer, 2007, p. 5). The Community Congress instructions provided participants with skill development and the technological means to effectively communicate concerns with local officials. The reinforcement of concepts was attained through public official accountability measures in response to feedback from community members. As a result, the community was successfully engaged to display behavior that affected a change for their community (Lukensmeyer, 2007, pp. 6 - 12).

Employment providers of direct service that help persons obtain and maintain employment represent a community stakeholder group that is most influential toward positive employment outcomes for persons with developmental disabilities. Current legislation and public administrative theory describe employment service providers in the role to develop an inclusive community as a function of placing a person in a job. However, according to Walker & Rogan (2007), employment service providers lack the training and skill needed to create full community inclusion (p. 115). Service providers possess skills to provide traditional, segregated, center-based models of service delivery and are challenged by the notion of inclusive models to include disabled workers (Thibedeau Boyd & Davis, 2016, pp. 279-280; Sulewski, et al., 2017; Revell, et al., 2005). Therefore, it is imperative to identify successful strategies to engage employment service providers in a change toward inclusive practices.

Butterworth, et al. (2012), examined a model of training for employment-provider staff that comprehensively incorporated key criteria of change management, and therefore, resulted in a positive change in the behaviors of this stakeholder group. A specific curriculum was administered among provider staff members that introduced information to build awareness about the improved possibility of persons with developmental disabilities in the workplace.
During the 3-day training, employment providers developed skill in person centered planning, job coaching, and employer engagement (p. 23). The employer engagement training specifically promoted their skill to build awareness among potential employers within the typical community. This win-win strategy expanded the occurrence of change from provider staff to another stakeholder group within employers therefore, bolstering the impact of the provider training curriculum.

Effective change management includes the implementation of reinforcement strategies to achieve sustainability (Hiatt, 2006, p. 37). This provider training strategy reinforced the occurrence of change behaviors by one-on-one mentor debrief sessions at one month and three-month intervals post training (Butterworth, et al., 2012, p. 24). Overall, a comprehensive employer provider training curriculum founded on awareness, skill building, and reinforcement demonstrated a positive impact on the policy implementation environment for persons with developmental disabilities. The positive impact of this strategy was evident by an increase of 3.4 more people with developmental disabilities becoming employed in integrated, competitive jobs.

Social integration is a core component of success within the workplace. However, persons with developmental disabilities may have challenges with social awareness and conversational skills (Gilson & Carter, 2016, p. 3593). Persons that need support on the job to acclimate to the work environment receive support from an employment-provider professional. The presence of a job coach, however, hinders opportunities for social interaction. Therefore, job coaches should possess the awareness and skill to promote social interactions with co-workers within the workplace (Gilson, & Carter, 2016, p. 3593).

Gilson and Carter (2016) reviewed a comprehensive strategy that trained employment provider professionals to promote co-worker interaction within the workplace. This
comprehensive engagement strategy addressed the belief that social interaction is integral to workplace success. The persons of interest for this strategy were three college students with autism and intellectual disability who wanted to work, however, lacked support by typical employment resources (p. 3583). Job coaches attended a 90-minute training session which consisted of a lecture to build awareness about the role of a job coach and general best practices, the value of social engagement and an overview of technology to support coaching via proximity. The training also included the development of new thought processes and skills to utilize technological aides for job coaching tasks. Job coaches were trained to support persons via proximity using an in-ear device by proxy rather than provide coaching directly beside the person (p. 3583). The persons being supported were encouraged to reach out to their co-workers for support, engage in socially appropriate conversation, and get to know their co-workers and supervisors by taking an interest in them.

The awareness and skill of newly-trained job coaches were reinforced by weekly check-ins with mentors to monitor progress, ensure accountability for job coaching procedures, and problem solve for concerns (Gilson & Carter, 2016, p. 3586). The job coaching by proxy strategy resulted in supervisors and co-workers enjoyed working with persons with developmental disabilities. Persons receiving supported reported satisfaction with the audio coaching. As a result, there was an increase in the amount of social interactions that occurred for all participants (Gilson & Carter, 2016, p. 3586).

**Marginal Engagement Strategies**

strategies to ensure engagement comprehensiveness. Schmidt (2016) built awareness of existing resources to meet stakeholder needs and reinforcing that correlation with the use of a Community Connections software application. Schmidt assessed the interests of persons with developmental disabilities and matched them to resources and locations within the typical community. Then, he recorded his findings in a database. This effort supposes an awareness about the needs and desires of persons and developmental disabilities and the awareness of community locations regarding acceptability of such persons in their establishments. The Community Connections software application is a stand-alone strategy that requires supplementation of efforts to assess the readiness of the community and targeted training to ensure that staff members utilizing the database are skilled in community connection activities. This researcher supports the Community Connections software program as a strategy to generates awareness and reinforce a commitment to support persons with developmental disabilities to access their community as evident by a 56% increase in the number of persons that became employed in the community since the inception of the Community Connection Manager (Schmidt, 2016, pp. 273-274).

Discrimination and prejudice against persons with developmental disabilities exists among employers and co-workers of persons with developmental disabilities. Therefore, efforts to address misperceptions and build an awareness about persons with disabilities, inform employers about laws and policies that impact employment practices, provide examples of workplace accommodations, and share resources available to support persons with disabilities in the workplace are recommended to fundamentally change the work place (Lindstrom, et al., 2013). Unger’s (2007) strategically used a public-private partnership to facilitate employment for persons with developmental disabilities. The partnership between a temporary job placement agency and a state vocational rehabilitation agency promoted awareness among local employers
about hiring persons with developmental disabilities while also building job readiness skills of such persons to foster on-the-job success. This was a front door strategy which promotes the acquisition of a job and therefore, scored positively in terms of strategic impact. However, this strategy warrants supplemental efforts to assess stakeholder readiness to implement engagement strategies and reinforcement efforts to ensure sustainability of job placement.

Jones, et al., (2016) stated that barriers to community inclusion exist due to lack of meaningful interaction between persons with developmental disabilities and people without disabilities (p. 217). Therefore, a service learning curriculum involving undergraduate college students and group home residents was implemented to address such barriers. An educational approach was used to build awareness among college students regarding the lives of persons with developmental disabilities along with the development of skills that promoted inclusive communication. Results of this strategy reveal improvement in perception among college students about persons with developmental disabilities that lends hope for inclusive practices in their future workplace. However, this approach lacked a readiness assessment of participants and a strategy for reinforcement beyond the current semester therefore, would benefit from supplementation of such strategies to improve comprehensiveness of engagement (pp. 215-224).

The following studies demonstrated engagement strategies that utilized the arts and warrant consideration toward a comprehensive stakeholder engagement plan. Quinn, et al., (2011) revealed that film festivals are an effective tool to raise awareness about persons with psychiatric disabilities. The strategy included an assessment of community stakeholders prior to attendance as the film festival which credits the study with an additional point. Post-festival assessments reveal a positive impact on the perception of film festival participants. Further enhancement of the film festival strategy warrants supplementation of efforts to build skill
among community stakeholders to not only think differently but also behave differently in terms of persons with developmental disabilities as well as strategies to reinforce the initial shift in perception.

Kuttner (2016) suggested a strategy to engage youth through the integration of arts and culture (p. 550). This strategy involved young folks to develop an awareness and concern for issues within their community along with the skill to actively participate as citizens in matters of public importance. Performing arts were used as a platform to educate participants and facilitate the development of new knowledge and behaviors (Kuttner, 2016, p. 536). Supplemental strategies to assess the readiness of this stakeholder group and to reinforce concepts learned would be beneficial to impact comprehensiveness.

**Supplemental Engagement Strategies**

The following strategies scored 1-3 points and represent a minimal amount of change management criterion, therefore, are valued as supplemental activities to be applied to marginally developed stakeholder engagement strategies: Gilson, et al. (2018), Brown, et al. (2016), McLain & Walus (2015), Faigin & Stein (2015), and Bryer (2013). Gilson, et al., (2018) shared a community readiness strategy that was administered among parents and family members of persons with developmental disabilities. An assessment of community readiness to create a policy inclusive environment is a necessary component of successful community stakeholder engagement. Once assessed, strategies of organizational change management can be tailored to the needs of each stakeholder group to achieve buy-in, develop commitment, and develop a shared focus on integrated employment outcomes (Rogan & Rinne, 2011, p. 250).

The readiness assessment reviewed by Gilson, et al. (2018), was founded on the principal that family members are a critical stakeholder group to impact the occurrence of integrated,
competitive employment for persons with developmental disabilities. To adequately develop strategies to understand the priorities and concerns of parents related to employment, an assessment was conducted of 673 parents and family members of persons with developmental disabilities. The assessment revealed that parents and family members preferred paid, integrated employment over sheltered options and valued social interactions within the workplace (Gilson, et al., 2018, p. 20). Thus, the implementation of change management strategies is warranted to build capacity for the support of persons with developmental disabilities among professional, business and community stakeholder groups.

Brown, et al. (2016) examined the opportunities for students with developmental disabilities to achieve integrated, competitive employment upon graduation from high school and found that students with developmental disabilities lacked adequate opportunity to develop employability skills and the authentic work experiences necessary to achieve integrated competitive employment. Furthermore, school personnel, providers of employment services lacked the awareness and skill to adequately support student to become employed.

An 8-step sequence of activities was recommended for school personnel and employment provider professionals that focused on engaging the business community to create viable options for community employment. The engagement activities included completing an inclusive work site inventory and a comprehensive work task inventory, developing integrated work sites, analyzing work skills, matching work skills to the work site, providing authentic assessment and instruction, maximizing natural supervision and ensuring long term supports (Brown, et al., 2016, p. 85). The value of this strategy was focused on skill development of profession staff members, and therefore, served to supplement the comprehensiveness of other engagement strategies.
McLain & Walus (2015) recognized that new legislation which supports persons with developmental disabilities to become employed will take time to roll out and become normative. It is incumbent upon key community groups, such as persons with developmental disabilities, family members, friends, and professional staff members to expect these changes to occur (p. 237). However, awareness precedes expectation. McLain and Walus (2015) implemented a network café strategy to engage community members in a conversation about poverty, inclusion and employment for persons with developmental disabilities (pp. 237-238). Participants responded to a set of five questions facilitated by a session moderator. This strategy resulted in an increased awareness among participants about the role of community members to advocate and ensuring the inclusion of persons with developmental disabilities in everyday community life (p. 237).

Community members can be engaged in a variety of ways. Faigin & Stein (2015) chose to examine theater as a platform for community engagement. Using humor and strategically crafted scripts, actors with disabilities engaged the audience in an entertaining form of education about the lives and value of persons with disabilities. Post-performance surveys revealed that audience members experienced a positive shift in their acceptance of persons with disabilities (p. 157). Within each typically occurring platform that engages the attention of community members, there is an opportunity to build awareness around issues of public concern. The theater platform provides a non-traditional opportunity for engagement that peaks the interest of community members who typically support the arts and therefore, should be considered as part of a comprehensive engagement strategy.

Social media provides another engagement platform and facilitates rapid distribution of information among a large group of citizens. Given a comprehensive strategy to control
messaging and ensure integrity, use of the social media is a potential strategy to build awareness about employment for persons with developmental disabilities among the community at large or targeted toward specific stakeholder groups (Bryer, 2013, p. 46). The use of social media potentially engages citizens through information exchange and information sharing that resulted in empowered citizens, citizen action, increased citizen competency, improved trust, and responsiveness of government and citizen participation in project or policy design and implementation (Bryer, 2013, p. 49).

**Analysis of Change Management Engagement Strategies**

The purpose of this study was to examine current theories of public administration, as related to civic engagement, and further define policy implementation strategies that result in a community that accepts and expects people with developmental disabilities in the traditional workplace. This study consisted of a review of 15 engagement strategies implemented among persons with developmental disabilities, their families, school personnel, employment provider agency personnel, business and co-workers, and the community at large to address concerns of public interest. The effectiveness of each effort to demonstrate a positive change in the perception or behavior of each stakeholder group was scored according to impact and correlated with the use of assessment and the presence of change management criteria: build awareness, develop skill, and reinforcement.

A positive impact toward change among a stakeholder group was revealed in 11 of the 15 engagement strategies reviewed. The presence of two or more change management criterion was positively correlated with an impact on the perception or behavior of a stakeholder group. The exception to this finding was with Kuttner (2016), who suggested two or more change management strategies without an assessment of effectiveness. The use of assessment alone did
not produce a change among stakeholder groups. However, when used in combination with change management criteria, the use of assessment was represented in 40% of successful engagement strategies. The use of reinforcement occurred in combination with at least one other change management criterion in all instances and was present in 54% of positively impactful engagement strategies. This suggests that reinforcement is a valuable for best practice strategy, however, not a critical element to produce a change in perception or behavior among a stakeholder group.

The strongest and most consistent indicator of change was the presence of an awareness criterion, which was present in 100% of successful engagement strategies. The presence of the skill development criterion occurred in 63% of successful engagement strategies. The strongest and most consistent combination of change management criteria was awareness and skill, which represented 73% of successful engagement strategies (see table 1).

Discussion

The prevalence of segregation for persons with developmental disabilities continues despite legislation, local policy, and court decisions that require community inclusive programs. Data from the Institute for Community Inclusion indicates that only 23% of persons with developmental disabilities who lived in Ohio during 2015 were supported to work in traditional employment (Winsor, 2016). Federal legislation and court decisions exist that prohibit the segregation of persons with developmental disabilities and promote work-force inclusive services (U.S. Supreme Court, 1999; Rosenbaum, 2016, p. 586; Brennan-Krohn, 2016, p. 254; Ginn, 2015, p. 22). In Ohio, the Employment First Rule (5123:2-2-05) was enacted to ensure positive community employment outcomes for persons with developmental disabilities (The Ohio Department of Developmental Disabilities, 2014). Despite legislation that supports persons
with developmental disabilities to be included in the community as equal citizens, sheltered work locations continued to exist (Timmons, et al., 2011, p. 285).

Current policy identifies providers of employment services as integral in creating an inclusive work environment for persons with developmental disabilities through the provision of direct services. However, policy fails to address the role of stakeholder groups in creating a policy environment that accepts people with developmental disabilities in the workplace. The provision of traditional work engagement, as identified in the role of the privatized service provider per ORC §5213:2-9-15 and ORC §5123:2-9-13 (Ohio Department of Developmental Disabilities, n.d.), aligns with principles of the New Public Management as described by Denhardt & Denhardt (2015). As such, private service providers have been faced with the challenge to implement an inclusive model of service delivery that accepts segregated work programs (Thibedeau Boyd & Davis, 2016, p. 279-280).

Denhardt & Denhardt (2015) proposed a new model of public administration that contrasts with the current policy and suggests the shift of responsibility for employment policy from the employment provider to the community at large. New Public Service suggests that the public, rather than private providers, are responsible to act upon “societal value” and engage in forming policies that result in improvement in life for all citizens, to include those that are disabled (Denhart & Denhart, 2015, p. 2). As such, the public has the responsibility to engage in a sense of shared interest and responsibility for the inclusion of persons with developmental disabilities in the workplace (Denhart & Denhart, 2015, p. 67). In fact, Denhart and Denhart (2015) proposed that citizen engagement is an “appropriate and necessary part of policy implementation” (p. 179). The New Public Service suggests that the process of engaging citizens expands beyond that of a political nature and requires focused community building
efforts. Public agencies need to ensure that citizens are engaged to embrace and develop an environment of effective policy implementation (Denhardt & Denhardt, 2015, p. 66).

This thesis paper is intended to examine methods of engagement that expand the New Public Service theory of citizen engagement and capitalize upon lessons learned from theories of organizational change. As a result, methods of strategic change engagement have been identified for county boards of developmental disabilities to implement among specific community stakeholder groups of primary influence to achieve the inclusion of people with developmental disabilities in the typical workplace.

Community stakeholder groups that are most influential in the lives of persons with developmental disabilities were identified as the persons themselves, family members, professional, employers, and co-workers (Brown, et al., 2016; Francis, et al., 2013). Engagement was examined in terms of meaningfulness to each stakeholder group (Moulder & O’Neill, Jr., 2009, p. 21). It was believed that the identified stakeholder groups would embrace engagement activities due to the emergence of new modes of citizen participation in matters of public interest (Kuttner, 2016). Non-traditional approaches to citizen engagement are warranted to combine engagement strategies in a manner that was is meaningful to each stakeholder group (Kuttner, 2016; Moulder & O’Neill, Jr., 2009, p. 29; Gilson, et al., 2018, p. 33).

According to the New Public Service and employment legislation, county boards of developmental disabilities must initiate efforts to engage the community. However, organizations typically struggle to implement large-scale change (Heckelman, 2017, p. 13). County boards of developmental disabilities must be prepared to lead the implementation of a change initiative (Heckelman, 2017, p. 13: Packard et al., 2012, p. 472). Fortunately, change strategies that have originated from the private sector have been studied for application in the public sector (Packard,
Therefore, strategies are available to prepare county boards to change the acceptance and expectations about persons with developmental disabilities in the traditional workplace.

Therefore, strategies of change management intended to disrupt the status quo (Cady, et al., 2014, p. 32) have been examined from existing literature that involved a readiness assessment, targeted efforts to build awareness and create a desire for change, competency building through new skill development, and strategic reinforcement to ensure sustainability over time (Hiatt, 2006, p.p. 2-4). As county boards of developmental disabilities embark on their new role to engage the community in a greater acceptance of people with developmental disabilities in the typical workplace, those impacted will need to gain the knowledge, skills, and abilities to fulfill new roles (Cady, et al., 2014, p. 32).

According to Lee & Krayer (2003), an assessment is necessary to determine the community’s current perception and readiness to assume its role in creating a policy-inclusive environment. Examples of assessment strategies were demonstrated in Francis, et al. (2013), Dutta, et al. (2016), Gilson & Carter (2016), Lukensmeyer (2007), Quinn, et al. (2011), Schmidt (2016) and Gilson, et al. (2018). Each stakeholder group was likely to have different levels of awareness, perceptions, and expectations about addressing the segregation of persons with developmental disabilities (Basic, 2015, p. 1084). Given that each stakeholder group must desire to disrupt the status quo and understand steps necessary to meet a desired outcome, it is integral to the change management process to understand the status quo to demonstrate a strategic impact.

Addressing the status quo involves generating awareness of the desired change. Before change can occur, those impacted need to understand the reason for the change and the risk of
not changing (Hiatt, 2006, p. 2). Relative to employment for persons with developmental disabilities, the change from segregated employment locations to inclusive employment locations represents a shift from historical expectations that will necessitate a change in the way stakeholder groups think about persons with developmental disabilities. As such, strategies to build awareness such as those found in Francis, et al. (2013), Dutta, et al. (2016), Gilson & Carter (2016), Butterworth, et al. (2012), Lukensmeyer (2007), Quinn, et al. (2011), Schmidt (2016), Jones, et al. (2016), Kuttner (2016), McLain & Walus (2015), Faigin & Stein (2015), and Bryer (2013), are available for implementation by county boards of developmental disabilities among stakeholder groups.

Throughout the change process, those impacted will need to gain the knowledge, skills, and abilities to fulfill new roles (Cady, et al., 2014). This research examined existing strategies to build skill among community stakeholder groups. Skill building was present in the FEAT strategy (Francis, et al., 2013), the World Café (Dutta, et al., 2016), job coach training to facilitate social interaction in the workplace (Gilson & Carter, 2016), job coach training to engage employers (Butterworth, et al., 2012), the Community Congress strategy (Lukensmeyer, 2007), public-private partnerships (Unger, 2006), undergraduate service learning (Jones, et al., 2016), an engagement pedagogy (Kuttner, 2016) and an 8-step strategy as described by Brown, et al. (2016).

It should be noted that training alone does not create sustainable change. Instead, sustainable change can only occur when change behaviors are reinforced through accountability and support measures (Cady, et al., 2014). Effective reinforcement measures prevent the relapse of behaviors and ensure the accomplishment of a set objective (Hiatt, 2006, p. 119). For purposes of this research, the objective of a county board of developmental disabilities is to shift the
expectation of the community to accept persons with developmental disabilities in the traditional workplace.

Table 2  
*Analysis of Change Management Engagement Strategies*

<table>
<thead>
<tr>
<th>Stakeholder</th>
<th>Strategy</th>
<th>Assessment</th>
<th>Awareness</th>
<th>Skill</th>
<th>Reinforcement</th>
</tr>
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<tr>
<td><strong>Comprehensive Engagement Strategies</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Family Members</td>
<td>Francis, et al. (2013) Family Employment Awareness Training</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td></td>
<td>Dutta, et al. (2016) World Café model, community conversations</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
</tr>
<tr>
<td>Professionals</td>
<td>Gilson &amp; Carter (2016) Train job coaches to foster social interaction</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Professionals</td>
<td>Butterworth, et al. (2012) Train job coaches to engage employers</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>Community</td>
<td>Lukensmeyer (2007) Engagement via Community Congress</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
</tr>
<tr>
<td><strong>Marginally Successful Engagement Strategies</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Employers</td>
<td>Unger, (2006) Public-private partnership</td>
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<td></td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>Community</td>
<td>Quinn, et al. (2011) Use of film festival to raise awareness</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community</td>
<td>Schmidt (2016) Community Connections Manager software</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
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<tr>
<td>Community</td>
<td>Jones, et al. (2016) Service learning – undergraduate course</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community</td>
<td>Kuttner (2016) Engagement Pedagogy for youth</td>
<td>x</td>
<td></td>
<td>x</td>
<td></td>
</tr>
<tr>
<td><strong>Supplemental Strategies</strong></td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Family members</td>
<td>Gilson, et al. (2018) Assessment of family member perceptions</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Professionals</td>
<td>Brown &amp; Kessler (2014) 8-step strategy</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community</td>
<td>McClain &amp; Walus (2015) Community Cafe</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Multiple</td>
<td>Faigin &amp; Stein (2015) Theater engagement</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community</td>
<td>Bryer (2013) Internet engagement</td>
<td>x</td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

As county boards of developmental disabilities embark upon strategic planning toward engagement of the community, the success of their efforts will be reliant upon a comprehensive change management plan which encompasses assessment, awareness, skill building, and reinforcement (Lee and Krayer, 2003, p. 25, Hiatt, 2006, p. 2). Table 2 offers a quick glance at all 15 engagement efforts examined in this study and reveals the degree of comprehensiveness for each strategy. Missing elements from the comprehensiveness of each strategy are
highlighted. However, it should be noted that creatively synthesizing strategies, particularly those listed as “Supplemental Strategies” lend to the development of a comprehensive approach to engage each stakeholder group.

Implications for practice

Lee and Krayer (2003) suggest that organizations determined to implement a successful change initiative should engage in planning, assessment, analysis, design, development, and evaluation of a change management effort (p. 25). As such, this paper serves to plan, assess, and design a change management effort for county boards of developmental disabilities to implement among stakeholder groups, and effectively develop an environment inclusive of employment for persons with developmental disabilities. Table 3 visually represents a recommended change management plan for county boards of developmental disabilities to strategically engage persons with developmental disabilities and their families, professionals - including high school personnel and private providers of employment services, employers and co-workers, and the community-at-large to accept persons with developmental disabilities in the workplace. A comprehensive and well-designed strategic engagement plan is recommended to ensure success of the change management effort (Lee & Krayer, 2003). A synthesis of change management strategies is recommended as applicable to the community-at-large and targeted toward key stakeholder groups.

According to current change management literature (Cady, et al., 2014; Heckelman, 2017; and Hiatt, 2006) and confirmed by the findings of this study, the implementation of awareness building about the nature of the change is a key strategy to affect change among a group. Therefore, it is recommended that county boards of developmental disabilities implement an on-going awareness campaign toward all stakeholder groups to ensure they are aware of the
rights of persons with developmental disabilities, and their ability to work in the traditional community workplace. The intent should be to disrupt the status quo of segregation and create a desire to better support persons with developmental disabilities in traditional workplaces rather than segregated programs (Hiatt, 2006, p. 17). This study has revealed three key strategies for an awareness campaign: Community Café (McLain & Walus, 2015), Theater Engagement (Faigin & Stein, 2015), and engagement via Social Media (Bryer, 2013). These strategies alone cannot produce sustainable change however, they serve to prepare all community stakeholder groups to embrace additional efforts toward a change environment.

Once stakeholder groups are engaged with the awareness that change is imminent, the following strategies are recommended for implementation by county boards of developmental disabilities: Community Congress (Lukensmeyer, 2007) and World Café community conversations (Dutta et al., 2016). These comprehensive strategies serve to assess the status quo within each group of participants, which lends to targeted awareness, skill building, and reinforcement of perceptions that suggest the greatest potential impact.

Persons with developmental disabilities and their family members represent key stakeholder groups that influence the lives of all persons with developmental disabilities, and therefore, are integral to creating an inclusive community (Francis, et al., 2013). It is imperative for this group to be fully aware of the changing landscape of employment for persons with developmental disabilities and the supportive resources available. The Family Employment Awareness Training (FEAT) program represents a comprehensive strategy to accomplish the key change components of assessment, awareness, skill, and reinforcement for this key stakeholder group (Francis, et al., 2013). A strategy modeled from the FEAT curriculum is recommended for county boards of developmental disabilities to implement early in a strategic plan to gain
momentum for change among persons with developmental disabilities and their family members who will be impacted most by the inclusive change to employment programs.

The professionals considered in this study were private providers and school personnel that support persons with developmental disabilities. Both groups of professionals have a role to prepare persons with developmental disabilities for employment, to engage with potential employers, and ensure persons are adequately supported in the inclusive employment environment (Luecking, 2011, p. 261; Ohio Department of Developmental Disabilities, 2017). This study revealed one comprehensive strategy by Gilson & Carter (2016) that supports job coaches to engage persons with developmental disabilities and their co-workers to support success in the workplace through social engagement. This strategy holds promise to the inclusive workplace through the presence of a skilled workforce, which reinforces the notion of acceptance of persons with developmental disabilities.

Two additional strategies are recommended for the professional stakeholder groups which combine engagement strategies to create a comprehensive approach to change. The first combination involves an assessment of stakeholder group perception about people with developmental disabilities in the workplace (according to the work of Gilson, et al., (2016)). From this assessment, a targeted and comprehensive strategy for professionals to build the awareness and skill of employer engagement methods along with accountability measures for reinforcement should be designed (according to the work of Butterworth, et al., (2012)).

The second combination for the professional stakeholder group involves three separate strategies to create one comprehensive effort. First, this strategy involves an assessment and building of awareness through the implementation of a periodic Film Festival (Quinn, et al., 2011). Building upon awareness, the implementation of an 8-step strategy to effectively prepare
persons with developmental disabilities and potential employers should be designed (per the recommendations of Brown, et al., (2016)). Schmidt (2016) recommends the use of a software program to reinforce the connection of persons with developmental disabilities to the community.

Employers and co-workers represent the traditional work environment in which inclusive employment for persons with developmental disabilities must occur. Therefore, the engagement of this group is key to the sustainability of employment policy implementation efforts and ultimately, the success of persons with developmental disabilities in the workplace. A combination of strategies is recommended to fully engage this key stakeholder group. First, employers and co-workers should be offered an assessment of their current perceptions about working alongside persons with developmental disabilities. This assessment would serve to inform a strategic public-private partnership between the county board of developmental disabilities, other community workforce agencies, and private business as described by Unger (2007). Public-private partnerships serve to create awareness and skill to support persons with developmental disabilities in the community workplace. The sustainability of such efforts would be supported by a shared database or software program, as suggested by Schmidt (2016), to record the prevalence of connections between persons with developmental disabilities and employers within the community.

Finally, the community-at-large represents taxpayers that currently expect county boards of developmental disabilities to meet the employment needs of persons with developmental disabilities in traditional work locations. It is imperative for the community-at-large to develop a new perception about persons with developmental disabilities and their right and ability to be included in the traditional workplace. Therefore, as a result of this study, three combinations of
engagement strategies are recommended for implementation by county boards of developmental disabilities among the community-at-large. The first strategy combines the use of a periodic Film Festival to assess community perception and build awareness (Quinn, et al., 2011). Following each film, a World Café community conversation is recommended to engage the participants in a discussion about key film topics, provide an opportunity for participants to share skill sets regarding supporting persons with developmental disabilities and accessing resources, and generate a shared sustainability of inclusive efforts (Dutta, et al., 2016).

The second strategy to engage the community-at-large involves a combination of assessment, service learning, and conversation. The assessment method recommended by Gilson et al., (2016) should precede the implementation of a service learning curriculum among local college undergraduates (Jones, et al., 2016). This strategy is recommended as a partnership between local boards of developmental disabilities and a local college or university. Undergraduates represent the workplace of the future, and therefore, are integral in the creation and sustainability of inclusion. To reinforce the perception and skills learned, this effort should involve a World Café style debrief with participants (Dutta, et al., 2016).

Finally, the youth of our communities are recognized as integral to the current and future efforts of inclusive employment. Kuttner (2016) recommends an art-based pedagogy to engage youth in issues of social importance. A combination of assessment via Gilson, et al. (2016), an engagement effort targeted toward youth, and the use of a World Café style debrief (Dutta, et al., 2016) are recommended to ensure young citizens are engaged in the awareness and skill to accept and expect persons with developmental disabilities in the workplace.

Table 3 represents a framework of a comprehensive strategic plan for county boards of developmental disabilities to engage key community stakeholder groups in accepting and
expecting persons with developmental disabilities in the workplace. The implementation of such strategic plan should be developed with a swift plan of implementation that ensures continuous engagement and forward movement to avoid losing momentum and relapse to old perception and behaviors (Hiatt, 2006, p. 119).

Further Research

Citizen engagement as a public agency responsibility has been defined by Denhardt and Denhardt, and research on effective strategies of implementation is lacking. Therefore, this research sought to examine existing engagement efforts according to stakeholder group and synthesize those findings with available change management literature from theories of organizational management. Few engagement strategies reviewed comprehensively involved all components of a successful change management initiative therefore limiting the availability of effective efforts to inform public agency efforts to engage community stakeholders. This study represents a foundation for additional research about the effectiveness of community engagement strategies, as implemented by public agencies in accordance with the New Public Service, to engage the community and create an environment for successful employment policy implementation.

Recommendations

It is first recommended for Ohio county boards of developmental disabilities to recognize that citizens have an integral role in public policy implementation and therefore, should be engaged to promote their participation in ensuring people with developmental disabilities are present in the traditional workplace. As such, public agencies, such as county boards of developmental disabilities, need to implement successful strategies of community engagement
(Denhardt & Denhardt, 2015, p. 66). It is further recommended that county boards of developmental disabilities focus their community engagement strategies on stakeholder groups with primary influence toward the employment of people with developmental disabilities. These stakeholder groups include people with developmental disabilities, their family members, professionals that support them, employers, and co-workers. Finally, it is recommended that county boards of developmental disabilities incorporate change management criterion of assessment, awareness, skill-building and reinforcement into a comprehensive, strategic community engagement plan.

**Conclusion**

This study aimed to examine current theories of public administration, as related to civic engagement, and further define policy implementation strategies to develop a community that accepts and expects persons with developmental disabilities in the workplace. A review of engagement strategies that exist within current literature was accomplished along with a synthesis of change management strategies. It is recommended for Ohio county boards of developmental disability leadership to embrace the constructs of the New Public Service and act as an agent of social change by implementing strategic, change management initiatives to engage stakeholder groups to accept persons with developmental disabilities in the traditional workplace.
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Ohio Department of Developmental Disabilities (February 2015), Enhance Community Developmental Disabilities Services, *Communications*. Retrieved from http://dodd.ohio.gov/Communications/Lists/Posts/Post.aspx?List=78ec50a7%2De40f%2D4c6a%2Db11%2Dff7ca0587fda&ID=306&Web=9f9e8762%2D8211%2D4f62%2Dbe6e%2D62688767de10.


APPENDIX 1: List of Tables

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<tr>
<th>TABLE</th>
<th>PAGE</th>
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</thead>
<tbody>
<tr>
<td>1. Engagement efforts scored according to change management criterion</td>
<td>64</td>
</tr>
<tr>
<td>2. Analysis of Change Management Engagement Strategies</td>
<td>50</td>
</tr>
<tr>
<td>3. Strategic Community Engagement Plan</td>
<td>65</td>
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</table>
APPENDIX 2:

Table 1
Engagement efforts scored according to change management criterion

<table>
<thead>
<tr>
<th>Stakeholder Group being engaged</th>
<th>Description of Engagement Effort</th>
<th>Result: +/- neutral</th>
<th>Asses</th>
<th>Change Management Criterion</th>
<th>Total Score</th>
</tr>
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<tr>
<td>Family Members</td>
<td>Gilson et al. (2018) Assessment of family member perceptions</td>
<td>0</td>
<td>+1</td>
<td>+2 0 0 0 0</td>
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<td>Professionals, persons &amp; family members</td>
<td>Dutta et al. (2016) World Café model, community conversations</td>
<td>+1</td>
<td>+1</td>
<td>+2 +2 +2 +2</td>
<td>8</td>
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<td>Professionals</td>
<td>Gilson &amp; Carter (2016) Training job coaches to facilitate social interaction.</td>
<td>+1</td>
<td>+1</td>
<td>+2 +2 +2 +2</td>
<td>8</td>
</tr>
<tr>
<td>Professionals</td>
<td>Butterworth et al. (2012) Train job coaches to engage employers.</td>
<td>+1</td>
<td>0</td>
<td>+2 +2 +2 0</td>
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<td>Professionals</td>
<td>Brown et al. (2014) 8-step strategy</td>
<td>0</td>
<td>0</td>
<td>0 0 0 0</td>
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<tr>
<td>Employers</td>
<td>Unger (2006) Public-private partnership to employ persons with disabilities.</td>
<td>+1</td>
<td>0</td>
<td>+2 +2 +2 0</td>
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</tr>
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<td>Community</td>
<td>McLain &amp; Walus (2015) Community engagement via café style conversations.</td>
<td>+1</td>
<td>0</td>
<td>+2 0 0 0</td>
<td>3</td>
</tr>
<tr>
<td>Community</td>
<td>Faigin &amp; Stein (2015) Theater engages community, performance content builds awareness.</td>
<td>+/-1</td>
<td>0</td>
<td>2 0 0 0</td>
<td>3</td>
</tr>
<tr>
<td>Community</td>
<td>Quinn et al. (2011) Use of film festivals to raise awareness</td>
<td>+1</td>
<td>+1</td>
<td>+2 0 0 0</td>
<td>4</td>
</tr>
<tr>
<td>Community</td>
<td>Schmidt (2016) Community Connection database</td>
<td>+1</td>
<td>+1</td>
<td>+2 0 2 0</td>
<td>6</td>
</tr>
<tr>
<td>Community</td>
<td>Lukensmeyer (2007) Engagement via Community Congress</td>
<td>+1</td>
<td>+1</td>
<td>+2 0 2 0</td>
<td>8</td>
</tr>
<tr>
<td>Community</td>
<td>Bryer (2013) Use of internet to engage citizens.</td>
<td>+0</td>
<td>0</td>
<td>0 0 0 0</td>
<td>2</td>
</tr>
<tr>
<td>Community</td>
<td>Jones et al. (2016) Service learning – college course and group home visits</td>
<td>+1</td>
<td>0</td>
<td>+2 +2 0 0</td>
<td>5</td>
</tr>
<tr>
<td>Community</td>
<td>Kuttner (2016) Engagement pedagogy for youth</td>
<td>0</td>
<td>0</td>
<td>+2 0 4 0</td>
<td>4</td>
</tr>
</tbody>
</table>

Scoring matrix for Table 1

+1: The study identified a positive change toward the target subject resulting from the engagement effort.

-1: The study identified a negative correlation between the target subject and the engagement effort.

0: The study identified no change demonstrated among the stakeholder group as result of the engagement effort.

+2: Aware - The stakeholder group demonstrated a shift in awareness about the target subject because of the engagement effort.

+2: Skill - The stakeholder group demonstrated the acquisition of new skills to implement the target subject because of the engagement effort.

+2: Reinforce - The engagement effort was designed and implemented with methods of reinforcement that included accountability and support measures.

+1: Assessment - Demonstration of effort to assess stakeholder perception and skill prior to strategy implementation.