



## **Celebrating a Workforce with Diverse Abilities**

Commission for Statewide Contracts to Support Employment for Individuals with Disabilities

**2025 ANNUAL REPORT TO THE GOVERNOR**





**State of Delaware Commission for Statewide Contracts  
to Support Employment for Individuals with Disabilities**

# VALUE & TALENT

**Celebrating a workplace  
with diverse abilities**

September 30, 2025

The Honorable Matthew Meyer  
Governor State of Delaware  
Tatnall Building, William Penn Street  
2nd Floor, Dover, DE 19901

Dear Governor Meyer,

On behalf of the Commission for Statewide Contracts to Support Employment for Individuals with Disabilities (commonly referred to as the State Use Law Commission or SULC), I am pleased to present to you the Fiscal Year 2025 Annual Report to the Governor.

State Use Law refers to contracting which is set-aside within state government procurement that guarantees employment opportunities for individuals with disabilities. Delaware is one of 20 State Use programs across the country. In 2024 sales of goods and services under these 20 programs exceeded \$1 billion for the first time. Across the country and in Delaware, individuals with disabilities are greatly contributing to the economy and their communities. Through additional taxable income, more consumer dollars invested in local communities and less reliance on state funded programming State Use is a valuable component of state business.

While Delaware has operated set-aside contracts for over 4 decades, 2025 marks the SULC's 15<sup>th</sup> Annual Report to the Governor and is a celebration of "Value and Talent". During the last 15 years alone, this program has:



**7,144**  
jobs filled by  
people with  
disabilities



**\$66,000,000**  
over 66 million  
dollars in wages



**5,000,000**  
over 5 million  
labor hours worked

This program is more than a human service program. It's also a solution to the state's workforce needs. The SULC and the Ability Network of Delaware, Delaware's Central Nonprofit Agency, work in partnership to increase employment opportunities for Delaware's diverse workforce while assisting the State of Delaware with their hiring needs.

We look forward to working collaboratively with your administration and deeply appreciate your support as we continue to create meaningful employment opportunities under state contracts, helping people with disabilities gain valuable work experience and move toward greater independence. The success stories shared in this report reflect how these jobs can serve as a strong foundation for long-term careers and self-sufficiency.

We hope you will be proud of the work achieved by this incredible group of Delawareans that have found successful employment, despite the many barriers they've faced.



Respectfully yours,

**Clint Walker, Chair, Commission for Statewide Contracts  
to Support Employment for Individuals with Disabilities**

Cc: The Honorable Kyle Evans Gay, Lieutenant Governor  
The Honorable David Sokola, Senate President Pro Tempore  
The Honorable Melissa Minor-Brown, Speaker, House of Representatives  
The Honorable Josette Manning, Secretary, Delaware Health & Social Services  
The Honorable Marie Pinkney, Chair, Senate Health, Children, & Social Services Committee  
The Honorable Nnamdi Chukwuocha, Chair, House Health & Human Development Committee

# EXECUTIVE SUMMARY

Our Fiscal Year 2025 focus was on growth and stability. The Commission's goals were to expand opportunities for individuals with disabilities, as well as reinforce the relationship between state agencies and those in our program. While the results of the set-aside program are in some ways immeasurable, there are numbers that point to the ongoing success. In review of SFY 2025 we saw 246 individuals with disabilities participate in the State Use Program. These individuals combined to earn **\$3,608,108.34**. SFY 2025 brought with it the State of Delaware's final step to a state minimum wage of \$15.00 an hour. Our State Use Program participants saw their average wage per hour increase from \$15.17 in SFY 2024 to **\$16.61** per hour in SFY 2025. Hours worked accumulated to over **218,500**. In addition to the wages listed in this report, health insurance and other benefits were provided to the employees. The ongoing success of the State Use Program continues to pay dividends to both the State of Delaware and its residents with disabilities.



**\$3,608,108**

wages earned by people  
with disabilities



**218,506**

total labor hours of  
people with disabilities



**\$16.61**

average hourly rate



## CONTRACTED SERVICES



Ability Network of Delaware (A.N.D.) is the Central Nonprofit Agency that was selected by the Commission to manage two set-aside contracts: **Temporary Employment Services** and **Janitorial Services**. Under Title 16, Chapter 96 of the Delaware Code, A.N.D. manages the contracts established with the Commission and Government Support Services. A.N.D. subcontracts these services to community rehabilitation programs (CRPs).

Ability Focused Professional Services, Chimes, Conexio Care, Easterseals of Delaware and Maryland's Eastern Shore, Elwyn, Fedcap, Goodwill of Delaware and Delaware County, and Opportunity Center, Inc. are the CRPs who employed people with disabilities and others to perform the work that was done under the set-aside contracts in SFY 2025.

In cooperation with state agencies that refer people with disabilities for employment exploration and job placement, this program helps CRPs find work that matches the skill levels of people they support, with any training and job coaching that may be needed.

# JANITORIAL SERVICES

A.N.D.'s community rehabilitation program partners provide essential cleaning services in **80** state-owned and operated buildings located throughout the state with a total cleanable space of **2.5 million** square feet. There were **162** employees with disabilities who were employed as janitors during SFY 2025. Furthermore, in SFY 2025 the Set Aside Program added 6 new locations diversifying the types of state agencies people with disabilities are engaging with. These sites include: **Laurel Police Department, DelDot Area 26, GSS Mailroom, Kaza Building, DSWA Building, & Delaware State Police Troop 6.**



**\$2,154,148**

wages earned by people with disabilities



**133,927**

total labor hours of people with disabilities



**\$16.08**

average hourly rate



**Fedcap** is a large multi-state rehabilitation service provider that offers vocational training and employment supports in Delaware and other states to people who have barriers to employment. Fedcap cleans **23** buildings with a total of **1,114,309** square feet.



**Goodwill of Delaware and Delaware County** provides job training programs and employment placement services to people with disabilities, as well as those who lack education, job experience, or other challenges to finding employment. Goodwill cleans **23** buildings with a total of **686,135** square feet.



**Opportunity Center, Inc.** is another large, multi-state rehabilitation services provider. They clean the Carvel State Office Building in the heart of downtown Wilmington, one of the largest multi-tenant buildings in Delaware, with a total of **302,250** square feet.



**Easterseals of Delaware and Maryland's Eastern Shore** is a multi-service provider that assists individuals with significant disabilities who want to secure and/or maintain employment by providing services through individual or group supported employment. Easterseals cleans **14** buildings with **165,963** square feet.



**Chimes** is a large provider of residential and vocational services for people with intellectual and developmental disabilities in Delaware and other states. Their programs provide employment and educational experiences that help people access the greater community. Chimes cleans **8** buildings with a total of **108,893** square feet.



**Ability Focused Professional Services** is a new CRP that began providing service in 2023, as a disadvantaged business enterprise. AFPS cleans **6** buildings with a total of **53,013** square feet.



**Conexio Care** provides a comprehensive array of health care, housing, and employment services to help individuals and families to achieve their goals and enhance Delaware communities. Conexio Care cleans **2** buildings with **15,000** square feet.



**Elwyn** is a human services organization with operations in Delaware and other states serving individuals with a wide range of intellectual, physical, behavioral and developmental disabilities. Elwyn cleans **1** building with **3,552** square feet.

# TEMPORARY EMPLOYMENT SERVICES

This contract affords A.N.D. the opportunity to facilitate the placement of well-qualified candidates into temporary employment positions. Previously, there were **15** set-aside positions allocated to the State Use Program, but in SFY 2025 we increased this total to **21**. The new job designations include: **Health/Human Service Case Manager I, II & III, Custodial Worker, Senior Custodial Worker, & Custodial Supervisor I.**

Adding these positions to the existing set-aside contract offers people with disabilities a variety of work experiences in positions that are important to the state agencies that utilize them. The **84** individuals with disabilities who worked under this contract gained valuable work experience while performing a critical service in the clerical, food service, case management, and other positions.



**\$1,453,960**

wages earned by  
people with disabilities



**84,579**

total labor hours of  
people with disabilities



**\$17.13**

average hourly rate



**Goodwill of Delaware & Delaware County** has a long history as an A.N.D. subcontractor. As one of the first subcontractors of A.N.D., Goodwill has been a tremendous supporter of the State Use Program and contributed greatly to the program's growth over the years.



[Click here to request a job today.](#)

[Click here to view A.N.D.'s FAQ page.](#)

## TEMPORARY EMPLOYMENT MADE EASY FOR YOU!

We provide exclusive set-aside positions for people with disabilities—our candidates are vetted with a proven track record of excellence.

Accounting Technician	\$15.00 – \$17.60
Administrative Specialist I	\$15.00 – \$20.00
Administrative Specialist II	\$16.20 – \$21.60
Administrative Specialist III	\$18.63 – \$24.84
Data Entry Technician	\$15.00 – \$18.75
Sr. Data Entry Technician	\$15.00 – \$22.50
Operation Support Specialist	\$15.00 – \$22.50
Social Worker/Case Manager	\$15.00 – \$17.59
Supply, Storage and Distribution Clerk I	\$15.00 – \$33.48
Clerical Assistant	\$15.00 – \$17.23
Telephone Operator	\$15.00 – \$17.23
Housekeeper	\$15.00 – \$17.59
Food Service Worker	\$15.00 – \$17.23
Food Service Director	\$16.67 – \$24.82
Records Management Specialist	\$15.00 – \$22.50
Health/Human Service Case Manager I	\$19.50 – \$29.23
Health/Human Service Case Manager II	\$22.50 – \$31.50
Health/Human Service Case Manager Supervisor	\$26.45 – \$39.85
Custodial Worker	\$15.00 – \$18.00
Senior Custodial Worker	\$17.00 – \$20.00
Custodial Supervisor I	\$18.00 – \$22.00



## WHERE IN DELAWARE? **Everywhere!**

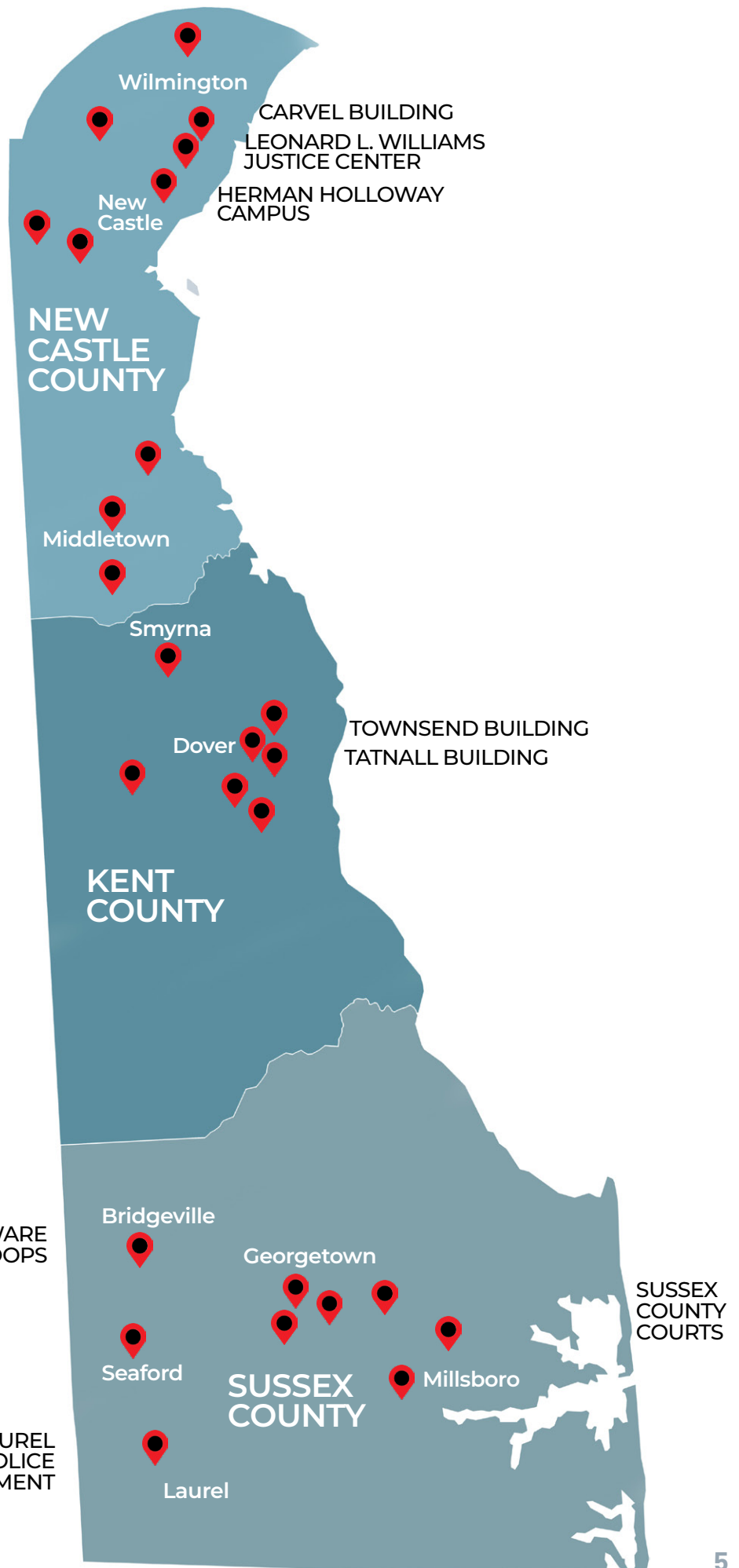
The impact of the  
**State Use Program**  
is felt throughout the  
entire state of Delaware.

Individuals with disabilities are partnering with state agencies in all three counties to make a stronger Delaware. This map reflects a handful of examples of where our program participants can be found.

Under the two set-aside contracts we employ individuals with disabilities in nearly 100 different state-owned and operated locations.

DELAWARE  
STATE TROOPS

LAUREL  
POLICE  
DEPARTMENT





# SUCCESS STORY



On June 9, 1998, Jeanette Denny began a remarkable journey at Goodwill that evolved from a job into a lifelong calling. With a warm smile and determination, she embodied Goodwill's mission every day.

Jeanette wasn't just an employee—she was a shining presence. Jeanette's colleagues described her as friendly, dedicated, and hardworking. Her inspiring work ethic proved that true success comes from kindness and commitment. Despite the many changes over the years, she remained a steady light, known for her humility and compassion.

As her time at Goodwill spanned 27 years, Jeanette became family to many, building friendships and reminding others of the value of patience and perseverance.

*Her inspiring work ethic proved that true success comes from kindness and commitment.*

On August 8, 2025, she closed this chapter of her career. Though bittersweet, her legacy lives on through everyone she touched. Jeanette Denny's story is a testament to living with purpose and heart—an enduring inspiration for years to come.



# SUCCESS STORY



Steven began his journey in the custodial field on April 25, 2023, working as part of a small group receiving supported employment services. From the start, he demonstrated strong leadership qualities and a dependable work ethic, quickly becoming known as someone who could be counted on to do the right thing. Steven expressed a clear goal of eventually working independently, and his commitment to excellence made that goal attainable. His reliability and care for his work stood out, leading to an opportunity to work at the Laurel Police Station. He accepted the offer and transitioned into a more independent

role, where he built strong relationships with the officers and continued to perform custodial tasks with dedication three days a week. Steven's outstanding performance at the police station opened the door to a second opportunity at a neighboring building called Children's and Family First, where he now performs similar custodial duties. Steven continues to receive job coaching through Easterseals Supported Employment Services as needed, which help him maintain employment and continue growing professionally. His journey reflects not only his personal growth but also his commitment to achieving his goals and making a positive impact in his workplace.

Outside of work, Steven enjoys a variety of hobbies and activities that help him relax and have fun. He likes watching TV, going out to eat at places like Grottos and Texas Roadhouse, camping, playing games, and visiting the slots. His new job has had a positive impact on his personal interests, especially financially. With higher pay and more hours, Steven was able to use his first paycheck to buy a PS5, something he had wanted for a while. He now plays it often, enjoying the ability to afford more of the things he enjoys thanks to his improved income and opportunity to work independently in the community.





# SUCCESS STORY



ne of the most impactful aspects of Delaware's State Use Program is how state agencies leverage it to stabilize and strengthen their workforce. While the **Temporary Employment Services** contract often highlights individual success stories, this year we're focusing on how agencies themselves benefit from the program. Across all counties, set-aside positions are filled annually—often in groups—by single agencies.

For example, from the past fiscal year to the present, the Division of Medicaid and Medical Assistance (DMMA) within Delaware Department of Health and Social Services has employed ten individuals with disabilities through the program. Their contributions have enhanced DMMA's capacity to serve the public effectively.

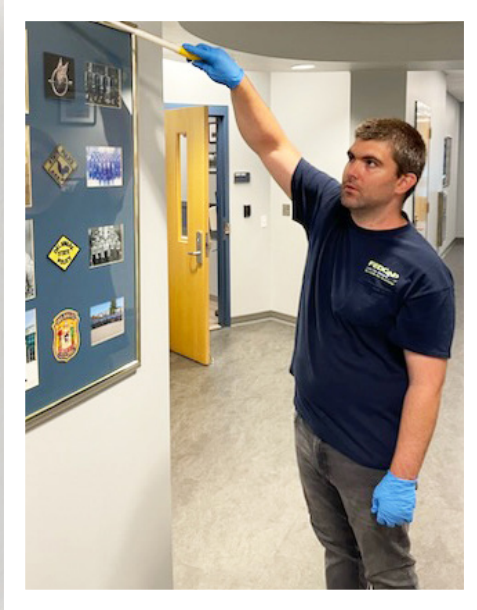
While the program is typically assessed by its impact on individuals with disabilities, its operational value to state agencies is equally significant. The State Use Program has become an essential component of workforce development across Delaware state government.

The value of the program is best summed up by DMMA supervisor Kathleen Passwaters:

*I have had great success with a lot of applicants from [the State Use Program]. My unit deals with Delaware's most vulnerable population, elderly and disabled, we have been fortunate to hire applicants that are caring and understanding of the population we serve. The contactors through Ability Network of Delaware work with me and understand I need workers who are caring, sympathetic as well as capable of the work. I have hired several of these applicants as Merit employees.*



# SUCCESS STORY



**F**edcap is proud to have Custodian Michael Meisser as a valued member of our Delaware team.

Assigned to the Delaware State Police Troop 2 facility, Michael works five days a week, performing a wide range of janitorial duties including mopping, sanitizing restrooms, restocking supplies, and high and low dusting.

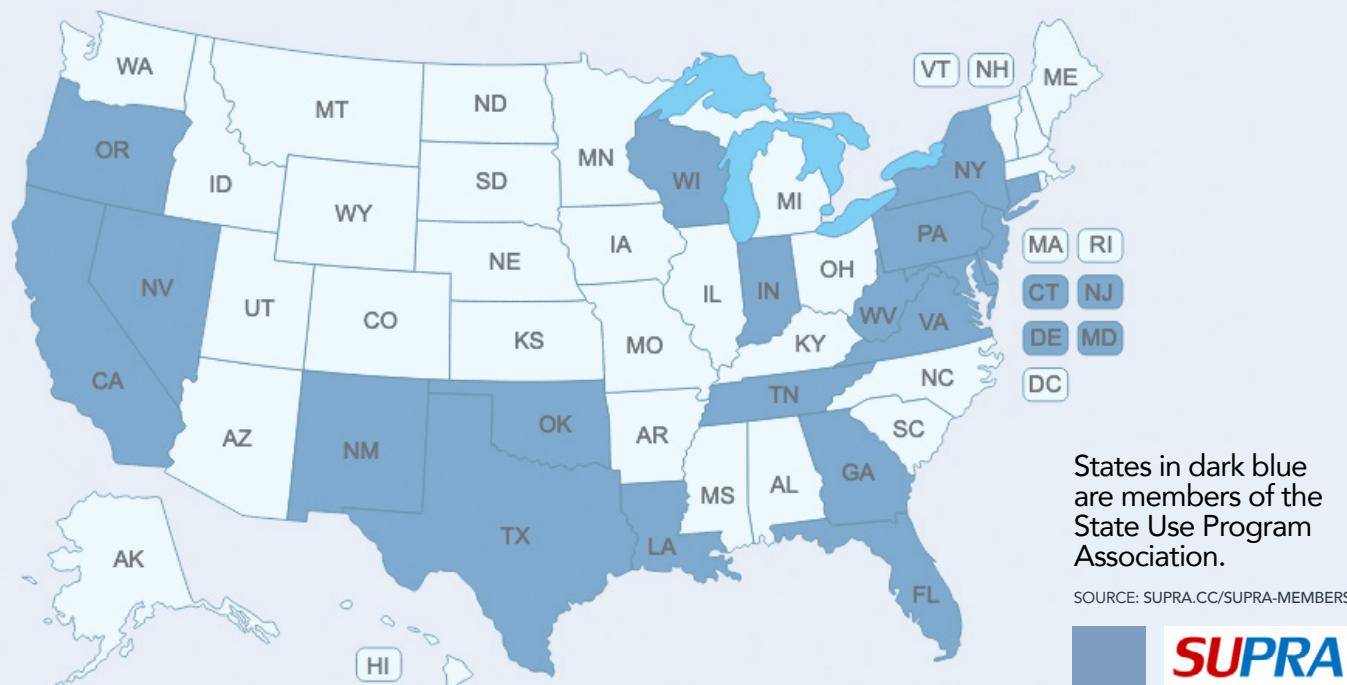
Michael approaches his work with focus, precision, and consistency. He credits his attention to detail and methodical work style to his passion for high-energy video gaming, which sharpens his skills in concentration, planning, and execution—qualities he brings to every task.

Working alongside Fedcap Job Coach Ashley Snyder, Michael continues to thrive. Ashley provides daily support to ensure safety and efficiency, and her expertise in commercial cleaning and client supervision enhances their teamwork. Together, they consistently deliver outstanding service to our Delaware customers.

*Michael's dedication and professionalism make him a standout employee, and we are proud to celebrate his success.*

**FEDCAP**  
Rehabilitation  
a member of THE FEDCAP GROUP





## THE IMPORTANCE OF SET-ASIDE CONTRACTS IN THE EMPLOYMENT OF PEOPLE WITH DISABILITIES

In 1971, Congress passed the Javits–Wagner–O’Day (JWOD) Act, which expanded the scope of the federal Set-Aside Program, requiring certain supplies and services be purchased from nonprofit agencies employing persons who are blind or have other severe disabilities. The federal Set Aside Program is now called AbilityOne and is responsible for employing approximately **40,000** people with disabilities nationwide. About half of the states in the country, including Delaware, passed laws like the JWOD Act, requiring that products and services be purchased from non-profit agencies employing people with disabilities.

In a report published by the [State Use Program Association](https://supra.cc/) in January 2025, which included data from Delaware and 14 other states, **22,270** people with disabilities were employed in state use programs, with **\$250,589,263.49** in wages paid to people with disabilities. Overall **15,634,733** hours of labor were added to the national workforce through state use programs.

Despite significant government initiatives and strong justification for employing individuals with disabilities—including the proven success of state use programs, which generated over **\$1 billion** in product and service sales last year—employment rates among people with disabilities remain unacceptably low. The employment statistics issued by the U.S. Department of Labor Office of Disability Employment Policy in August 2025 showed that for people ages 16 and over, the Labor Force Participation Rate for people with disabilities was **25.1%** vs. the rate for people without disabilities, which was **77.9%**. The Unemployment Rate for people with disabilities (**8.6%**) in August 2025 was twice that of people without disabilities (**4.3%**). These statistics demonstrate a continuing need for set-aside programs to help assure job opportunities exist for people with disabilities, along with all other programs that support their employment.



## FUTURE DIRECTIONS FOR DELAWARE'S STATE USE PROGRAM

The Commission for Statewide Contracts to Support Employment for Individuals with Disabilities is consistently evaluating new ideas and approaches to improve the Delaware State Use Program. In partnership with the Central Nonprofit Agency, Ability Network of Delaware, our goal is to find new creative and sustainable ways to lower the unemployment rate of Delawareans with Disabilities and serve our state agencies.

In the next fiscal year Ability Network of Delaware is onboarding two new community rehabilitation programs in 4SYT Industries and DPI Staffing to match the expected growing need of the State of Delaware's Labor Force. Aside from researching new temporary employment job designations the Commission is looking ahead at an unprecedented additional 350,000 square feet of cleanable space being added to the Janitorial Services Contract. As the state of Delaware grows, the State Use Program is committed to matching any growing need for capacity.

The Commission is reviewing obstacles, on a monthly basis, that may be barring the success of individuals with disabilities in joining the Delaware Labor force. As these barriers are identified, we partner with state representatives and the Central Nonprofit Agency, Ability Network of Delaware, to find innovative solutions. Whether those barriers are related to transportation, skills development, program awareness or any other host of situations, we are committed to doing the most with the resources we have in place.



The Commission thanks these dedicated employees of Ability Network of Delaware for coordinating the work of the participating Community Rehabilitation Programs. LEFT: Kristy Whitaker is A.N.D.'s Customer Service Manager. RIGHT: Matt Curcio is A.N.D.'s Director of Employment Supports.





## COMMISSION MEETING DATES & MEMBERS

### FY2025

July 16, 2024 (Canceled) | August 20, 2024 | September 17, 2024 | September 24, 2024  
October 15, 2024 (Canceled) | November 19, 2024 | December 17, 2024 | January 21, 2025 (Canceled)  
February 18, 2025 | March 18, 2025 | April 15, 2025 | May 20, 2025 | June 17, 2025

### FY2026

October 21, 2025 | November 18, 2025 | December 18, 2025 | January 20, 2026  
February 17, 2026 | March 17, 2026 | April 21, 2026 | May 19, 2026 | June 16, 2026

## VOTING MEMBERS

Mr. Clint Walker	Chair, Member of the public
Mr. Doyle Dobbins	Vice-Chair, Member of the public
Mr. Peter Korolyk	Director, Government Support Services
Ms. Elisha Jenkins	Director, Department of Labor, Division of Vocational Rehabilitation
Mr. Joel Heller	Director of Bond Finance, Designee of Secretary of Finance
Ms. Cindy Farmer	Member of the public
Vacant	Member of the public

## NON-VOTING MEMBERS

Ms. Deborah Talley	Director, Division for the Visually Impaired (DVI)
Ms. Carolyn Petrak	Executive Director, Ability Network of Delaware (A.N.D.)
Ms. Jackelyn Gemenden	Director of Operations, Opportunity Center, Inc., Community Rehabilitation Program Representative (CRP)

## SUPPORT STAFF

Ms. Michele Hamilton	Administrative Specialist III, Office of the DVI Director
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## COMMISSION FOR STATEWIDE CONTRACTS TO SUPPORT EMPLOYMENT FOR INDIVIDUALS WITH DISABILITIES

Biggs Building, 1901 N. Dupont Highway, New Castle, DE 19720, 302.255.9810

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[Click here](#) to see previous years of the Commission's Annual Report to the Governor.