



Research on the Actual Situation of Work and Support for Persons with Mental Disability and Persons with Developmental Disability Who Do Not Have a Disability Certificate

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[Keywords]

Persons who do not have a disability certificate

Persons with mental disability

Persons with developmental disability

Work support providers

Reasons for not having a disability certificate

Status of support implementation

[Abstract]

The purpose of this research was to understand the status of work support provided by work support providers and the reasons for not obtaining a disability certificate, for persons with disabilities under the Act on Employment Promotion etc. of Persons with Disabilities, and who are diagnosed with mental disability or developmental disability but do not have a disability certificate. The findings are intended to contribute to the consideration of measures by the government and the examination of support methods by work support providers.

The most common reasons for not having a disability certificate were that the person did not feel the need for it, that the person had insufficient knowledge about the disability certificate, and that the person was psychologically resistant. The acquisition of a disability certificate, the disclosure of disability, and the type of job to select are considered to be interrelated. Behind the selection may lie acceptance of the disability, self-understanding of the disability, and desire for working conditions, etc.

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2 Research period

FY 2024 to 2025

3 Composition of the research report

Chapter 1 Background, purpose, and methods of the research

Chapter 2 The actual situation of work and support for persons with mental disability and persons with developmental disability who do not have a disability certificate considered from previous research

Chapter 3 Questionnaire survey of work support providers

Chapter 4 Hearing survey of work support providers

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4 Background and purpose of the research

Under the Act on Employment Promotion etc. of Persons with Disabilities (hereinafter referred to as the “Act on Employment Promotion of Persons with Disabilities”), the scope of persons with disabilities is defined as “persons who suffer considerable restrictions in their working life or has extreme difficulty in engaging in their working life for a long period of time, due to their physical disability, intellectual disability, mental disability (including developmental disability), or any other impairment of mental or physical functioning.” The persons with disabilities are subject to mandatory

measures (reasonable accommodation) to ensure equal opportunities between persons with disabilities and persons without disabilities in the fields of support such as vocational rehabilitation and employment.

On the other hand, under the compulsory employment system based on the Act on Employment Promotion of Persons with Disabilities, the scope of persons with disabilities for the current system is persons with physical disability, persons with intellectual disability, and persons with mental disability. In principle, the persons with disabilities are limited to holders of a disability certificate (hereinafter referred to as “certificate”).

The purpose of this research was to grasp the status of employment support provided by work support providers, work-related challenges, reasons for not obtaining a certificate, examples of support, etc. for persons with disabilities under the Act on Employment Promotion of Persons with Disabilities who have been diagnosed with mental disability or developmental disability but do not have a certificate. It also aims to contribute to the consideration of measures by the government, effective support methods by work support providers, and measures to address challenges.

5 Methods

With the objectives described in 4, a questionnaire survey and hearing survey were conducted for work support providers. Prior to the survey, previous research was reanalyzed and interviews were conducted with academic experts and work support providers in order to collect information that would contribute to the examination of the survey contents and items.

(1) Reanalysis of previous research

Regarding previous studies that included individuals who do not have a certificate in their sample, the survey data were reanalyzed based on whether or not the individuals have a certificate, and the analysis results including the percentage of those who did not have a certificate, the reasons for not having a certificate, the state of employment retention, and the contents of support were summarized.

(2) Questionnaire survey of work support providers

In order to clarify the status of work support provided by work support providers for persons who do not have a certificate, the challenges, and the reasons for not having a certificate, a survey request document was mailed to the facilities surveyed in October 2024, and responses were obtained via a Web form.

A total of 2,327 facilities and 365 persons were surveyed: public employment security offices (492 facilities (57 of which are Hello Work for New Graduates, responses were sought from departments specializing in providing support for people with disabilities)); employment support staff for persons with mental disability and persons with developmental disability (347 people), and employment support staff for students with disabilities (18 people) who assigned to public employment security offices; Local vocational centers for persons with disabilities (52 facilities); Work/Life Support Centers

for Person with Disabilities (337 facilities); Work Transition Support Providers (1,172 facilities); Local youth support stations (177 facilities); and Support centers for persons with developmental disability (97 facilities).

(3) Hearing survey of work support providers

The survey was conducted from February to May 2025 using a face-to-face or online conference system in order to collect details of employment support by work support providers for persons who do not have a certificate and specific examples of support, and to clarify the status of certificate acquisition, employment status, and implementation of support.

In a questionnaire survey of work support providers, 16 institutions were selected from among those that responded that they could cooperate with the hearing survey, which were considered to be actively providing work support for those who did not have a certificate.

6 Summarized results of the study

(1) Results of questionnaire survey

Valid responses were obtained from 927 facilities (valid response rate: 40.5%).

A. Reasons for not having a certificate

The most frequently observed reasons included: the persons with disabilities are not feeling the need for it; their knowledge about the certificate is insufficient; and psychological resistance of the persons and/or their families (Figure 1).

B. Challenges in work support

The following challenges were identified: challenge related to lack of recognition of the persons' disabilities and characteristics; challenge related to need for mental support; challenge related to difficulty in adjusting accommodation, and challenge that the supporters think it difficult for the person to continue working at the workplace of the person's choice.

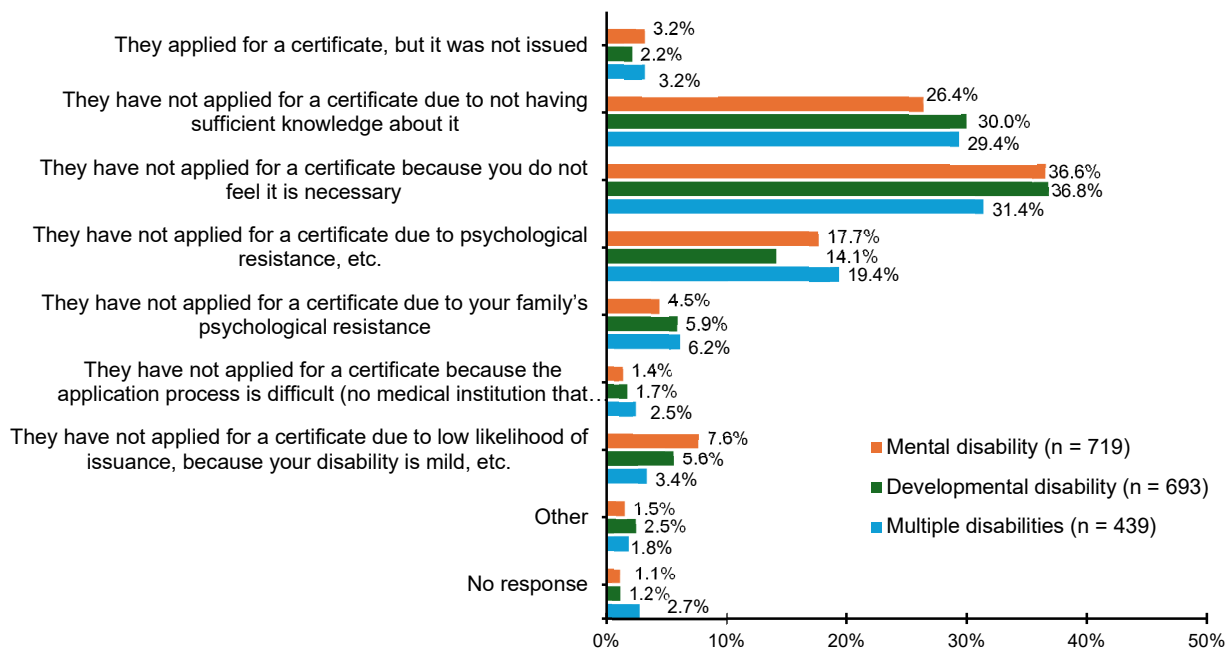


Figure 1 Reasons for not having a certificate

C. Job types to select

Among those who were employed, those with developmental disability who wished to apply for a certificate at the beginning of using a support provider were more likely to find employment for persons with disabilities, and those who felt that a certificate was unnecessary were more likely to find employment for general employees. In addition, when both persons with mental disability and persons with developmental disability found employment for persons with disabilities, they often disclosed their disabilities and received accommodation. When they found employment in general job offers, they often did not disclose their disabilities nor received accommodation.

On the other hand, among those who are looking for work, persons with developmental disability who wanted to apply for a certificate at the beginning of using a support provider were more likely to seek employment for persons with disabilities, and those who felt that a certificate was unnecessary were more likely to seek employment for general employees. In addition, when persons with developmental disability disclosed their disabilities in their job search, they were more likely to seek employment for persons with disabilities, and when they did not disclose their disabilities, they were more likely to seek employment for general employees.

D. Disclosing disabilities

Both persons with mental disability and persons with developmental disability who wanted to apply for the certificate at the beginning of using a support provider often disclosed their disabilities during their job search, whereas those who felt it was unnecessary to apply for the certificate often did not disclose their disabilities during their job search. In addition, both persons with mental disability and persons with developmental disability often do not disclose their disabilities when they wish to apply

for employment for general employees. However, they often disclose their disabilities when they wish to apply for employment for persons with disabilities.

E. Status of support implementation

The most frequently implemented support for all types of disability was to encourage the individuals to understand the characteristics of their disability, to promote understanding of their occupational strengths, to obtain consent from the individuals to disclose their disabilities to the company, and to hand over the support to the relevant support providers or to provide support together with the relevant support providers.

On the other hand, when the degree of difficulty in providing support was compared with that of persons with a certificate, the most difficult support for any type of disability was as follows: obtaining consent from the individuals regarding disclosure of their disability to the company; having the company understand the characteristics of their disability; strongly encouraging the company to positively consider their employment; having the company provide reasonable accommodation for the specific assignment and working conditions, etc. when the individuals were hired; and having the company provide reasonable accommodation for employment management when the individuals settle into the workplace (Figure 2).

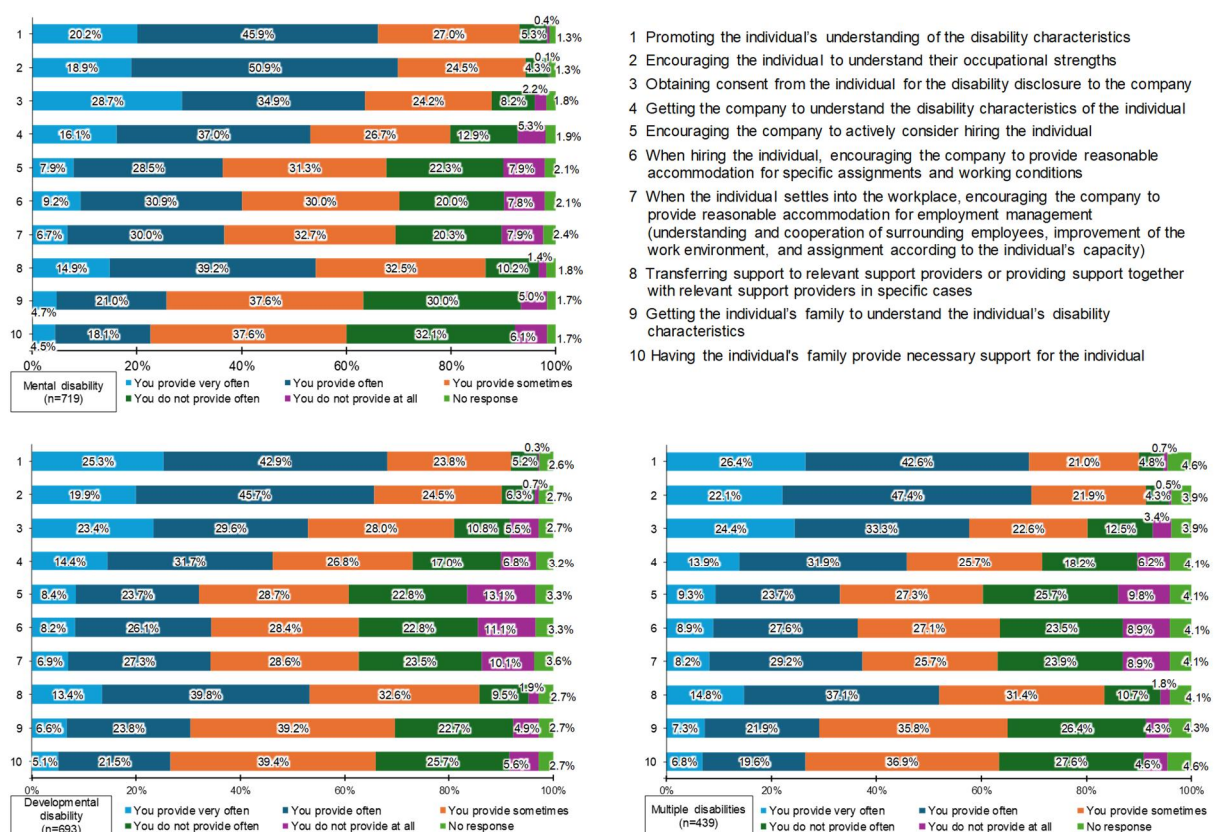


Figure 2 Status of support implementation

F. Status of support for obtaining a certificate

For individuals with any type of disability, respondents answered that they would support the acquisition of the certificate according to the individuals' wishes, indicating that they respect the wishes and intentions of the individuals.

Regarding strategies for supporting the acquisition of the certificate, the following types of support for any type of disability were observed: support for communicating the merits and demerits of obtaining the certificate; support for deepening the self-understanding of the individuals to work with accommodation; and support in cooperation with medical institutions, work support providers, etc.

G. Subsequent acquisition of the certificate by people who do not have it

Responses to the options ranging from "Almost no one obtains a certificate (less than 10%)" to "Almost everyone obtains one (more than 90%)" fell within a range of approximately 10% to 20%, showing significant variation. With regard to the relationship with the status of support for obtaining a certificate, when the certificate system was explained to almost all the support users who did not have a certificate, the percentage of those who obtained a certificate increased.

When the type of job offer at the time of employment was for persons with disabilities, the certificate was issued in many cases, and when it was for general employees, the certificate was not applied for in many cases.

In addition, many of the individuals did not apply for the certificate when they wanted to work in employment for general employees, while the certificates were often issued when they wanted to work in employment for persons with disabilities. Furthermore, the certificate was issued in many cases, when people disclosed their disabilities and were provided with accommodation, but the certificate was not often applied for when people did not disclose their disabilities and worked without accommodation. The certificate was often issued for people with disabilities who disclosed their disabilities during their job search, and in many cases, people who did not disclose their disabilities during their job search did not apply for the certificate.

(2) Results of hearing survey

A. Relationship among desire to obtain the certificate, desire to disclose disabilities, and desire for job type

Descriptions related to job search activities, employment status, and obtaining a certificate were extracted, and similar contents were classified into categories. As a result, desire to obtain the certificate, desire to disclose disabilities, and desire for the type of job were interrelated, indicating that the work style is selected based on the wishes of the individuals.

With regard to the combination of "wishing to obtain a certificate," "wishing to disclose the disability," and "wishing to find employment for persons with disabilities," when the individual wishes to continue working while receiving accommodation through employment for persons with disabilities based on an awareness of their own situation, they are likely to wish to obtain a certificate, which is

required for finding jobs through employment for persons with disabilities.

On the other hand, when the individuals select the combination of “not wishing to obtain a certificate,” “not wishing to disclose the disability,” and “wishing to work without disclosing the disability through employment for general employees,” the reasons are likely to include challenges related to disability acceptance, avoidance of employment for persons with disabilities due to the narrowing of job conditions and available options, and not recognizing the need for accommodation for one’s own disability.

Moreover, regarding the combination of “not wishing to obtain a certificate,” “wishing to disclose the disability,” and “wishing to work through employment for general employees with the disability disclosure,” when some individuals have a certain level of understanding of their own disability, they choose to disclose their disability and work with accommodation through employment for general employees, by recognizing that doing so can expand their options regarding pay and employment opportunities. On the other hand, there are some cases where the individuals may disclose their disability without seeking any particular accommodation, due to a lack of understanding of their own disability and insufficient awareness of the necessity of receiving accommodation.

B. Influence of self-understanding on the individual’s selection

The individual’s selection shown in (a) seems to be influenced by the individual’s self-understanding.

In the case of “deepening self-understanding through support by work support providers,” support is provided to promote the individual’s self-understanding through experience to recognize their disability characteristics and deepen their self-understanding. In the case of “deepening self-understanding through job changes,” as the individual changes jobs and fails repeatedly, they can recognize the causes, their own characteristics, and necessary accommodation, it was confirmed that their self-understanding is promoted through various experiences. In addition, as individual’s self-understanding is deepened through the support from work support providers and the experience of changing jobs, and the more they accepted their disability, their wishes often changed so that they could recognize the necessity of accommodation for their own disability and obtain a certificate to find employment for persons with disabilities.

C. Impact of support from work support providers

Work support providers seem to provide support tailored to the disability characteristics of the individual, and in any cases of “wishing to find jobs through employment for persons with disabilities”, “wishing to find jobs through employment for general employees without disclosing one’s disability”, or “wishing to find jobs through employment for general employees with disability disclosure,” they provide support for their job-seeking activities in accordance with their wishes for the type of job that they selected based on their self-understanding.

In such cases, it is considered that “providing support that is closely attuned to the individual”

enables accompanying support centered on the individual, while “giving accommodation to the mental aspect” reduces the anxiety of persons with mental disability and persons with developmental disability who tend to feel anxiety, thereby encouraging them to take the next action.

(3) Consideration by integrating the results of questionnaire survey and hearing survey

A. Obtaining a certificate, disclosing disabilities, and selecting types of jobs

The acquisition of a certificate, the disclosure of disability, and the type of job chosen are considered to be interrelated. Behind the selection may lie acceptance of the disability, self-understanding of the disability, and desire for working conditions, etc.

When the individual understands their own disabilities and characteristics, and chooses to work with accommodation, it is likely that they disclose their disabilities. Otherwise, it is unlikely that they disclose their disabilities and obtain a certificate, if they do not fully accept their disability nor see the benefit of disclosing their disability.

Since disability disclosure is related to the provision of employment accommodation, when proposing disability disclosure, it is considered necessary to carefully explain what employment benefits are expected from the disclosure of disability in order to gain their understanding, while taking into consideration the status of their disability acceptance.

B. Challenges for employment support and the status of support implementation

Depending on the challenges of work support, support for obtaining consent to the disclosure of disability, support for self-understanding, and mental support were often provided.

In support of self-understanding, in addition to organizing the situation together with the individual so that they can easily understand it, and sorting out the situation through tests and training, measures such as supporting job hunting and taking training were taken to promote self-understanding.

The supporters continue to provide information as needed while respecting the intention of the individual and providing support by maintaining the relationship with the individual. It is considered that supporters provide support in an attitude of waiting for the participant's own realization. It is deemed that the support is carried out centering on the individuals in an accompanying manner while being close to the feelings and intentions of the individuals.

C. Reasons for not having a certificate and support for obtaining a certificate

The reason for not obtaining the certificate may be psychological resistance, such as when the individuals or their family members do not accept their disability, or when they have a negative image regarding words like disability and welfare. Since there are challenges related to their lack of recognition of their own disabilities and characteristics, and there are cases where they do not feel the need for the certificate, it is considered necessary to provide detailed explanations so that they can gain an understanding of the certificate and employment of persons with disabilities, while taking account of their image of the disability.

In addition, the individual's insufficient knowledge of the certificate was often cited. From this, it is

considered that explaining the certificate system to all users who do not have a certificate will lead to the acquisition of certificates by individuals who have a need for a certificate, which was considered to be the manner of implementation by the support provider with a high percentage of certificate acquisition. With regard to support for obtaining a certificate, many work support providers explained the merits and demerits of obtaining a certificate and the necessity of obtaining a certificate to work with accommodation. It was confirmed that the decision on whether or not to obtain the certificate was left to the discretion of the individuals.

(4) Types of reasons for not having a certificate and the support required for each type of reason

A. Reason for not having a certificate

Many of the reasons were psychological resistance of the individuals because they did not feel the need and their knowledge of the certificate was insufficient. In addition, although the selection rate was not high, there were other reasons: applied in the past but not issued; psychological resistance of family members, etc.; difficulty in the application process for the certificate; disability is mild, etc., so no prospect of issuance.

The reasons for not having a certificate are organized and classified for convenience.

The first type is that the individual or their family do not sufficiently accept the disability; the second type is that the individual has a mild disability that does not qualify for a certificate; the third type is that the certificate has not been applied for due to the individual's lack of information about the certificate; the fourth type is that environmental factors such as medical institutions, including cases whereby the certificate was not applied for due to lack of understanding by doctors; and the fifth type is that the certificate has not been applied for because the individual does not feel any difficulties nor need to apply.

B. Actual status of work support and necessary support by type

With regard to the first type, of insufficient acceptance of disability, it is considered necessary to provide support so that the individual can make a self-determination according to the situation of disability acceptance, by following the steps of disability disclosure/non-closure, and employment for persons with disabilities or employment for general employees. It is necessary to respect the decision of the individuals, without viewing their way of thinking as fixed while listening carefully to their wishes, and to provide accompanying support so that the individual can make a rational choice toward their desired work style.

With regard to the second type whereby the individual's disability is too mild to qualify for a certificate, support is considered necessary in cases where the individual has a sense of difficulty even if the individual's disability does not meet the eligibility requirements. It is considered necessary to promote an environment where disability is easily disclosed and reasonable accommodation is provided whether or not the individuals have a certificate.

The third type, lack of knowledge about the certificate, and the fourth type, environmental factors

such as medical institution, are considered to require the provision of a wide range of information about the certificate. In particular, it is necessary to disseminate the benefits of the certificate in the employment field not only to the individuals but also to medical professionals to share the information.

With regard to the fifth type whereby the individual has not applied for the certificate because they do not feel the need for it, there seems to be no particular problem if the individual does not feel a sense of difficulty. On the other hand, if the individual experiences a failure such as separation from employment, their way of thinking about obtaining the certificate may change, and in this case, support is necessary as in the first type.

As a challenge in providing support, if the individual has no certificate or works in general employment, it is considered that the individual and company may have limited social resources to consult. Furthermore, since some of the individuals have a strong sense of resistance to disabilities, the individual's self-determination can make it more difficult for the individual to use work support providers or receive specialized assistance. It is also considered necessary to inform the individuals about the support available even when they do not have a certificate.