



## Survey on part-time employment with less than 20 hours per week for persons with disabilities

### (Research report No. 165) Summary

#### 【Keyword】

Less than 20 scheduled working hours per week, company survey, work continuation support provider survey, employment case, diverse working style, special benefit

#### 【Summary】

The purpose of this research was to grasp needs and actual conditions of persons with disabilities who work or wish to work with less than 20 scheduled working hours per week and companies that are employed or are considering employing, and examine actual working conditions of less than 20 scheduled working hours per week and possibility of employment with less than 20 scheduled working hours per week from ingenuity and challenges at support sites.

As a result, it was found that these working styles were beneficial to both employers and employed persons with disability by cases that there were some needs of persons with disabilities for employment with less than 20 scheduled working hours per week and the employment of persons with disabilities with less than 20 scheduled working hours per week were supported by employer's ingenuity and consideration to make the most abilities of persons with disabilities in workplaces.

April, 2022

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## **2. Research period**

FY2020 - 2021

## **3. Composition of the research report**

1<sup>st</sup> chapter - Background and purpose

2<sup>nd</sup> chapter - Questionnaire surveys on work continuation support providers

3<sup>rd</sup> chapter - Interview surveys

4<sup>th</sup> chapter - Interview with experts

5<sup>th</sup> chapter - Summary

Appendix

## **4. Background and purpose of the research**

In Japan, due to disability employment rate systems for persons with disabilities based on “Act to Facilitate the Employment of Persons with Disabilities”, companies with 43.5 or more employees in private companies are obligated to employ 2.3% or more of permanent employees with disabilities (as of April, 2021). Persons with disabilities subject to the calculation of employment rates are persons with physical, intellectual, and mental disabilities who work with 20 or more scheduled working hours per week in relevant employers. Workers with disability who work 30 or more hours per week are accounted as one count (1 person is counted as 2 for persons with severe physical disabilities and persons with severe intellectual disabilities are), and part-time workers who work between 20 and 30 hours are counted as half. As special measures for 5 years from April 2018, part-time workers with mental disabilities are counted 1 for 1 worker in case of meeting requirements for within 3 years of new employment and within 3 years of issuing certificates. Under current employment rate systems for persons with disabilities, the employment with 20 or more scheduled working hours per week is subjected to the calculation, and support measures for employment of persons with disabilities have been promoted mainly for persons with disabilities who work with 20 or more scheduled working hours per week. On the other hand, as for employment with persons with disabilities with less than 20 scheduled working hours per week, it is considered there are certain needs and established special benefit systems for related support systems in 2020.

However, needs, actual conditions, and challenges of companies considering employment of persons with disabilities with less than 20 scheduled working hours per week have not been clarified since systems have only been established for a short period of time.

Based on these facts, the purpose of this research was to grasp needs and actual conditions of persons with disabilities who work or wish to work with less than 20 scheduled working hours per week and companies that employ or are considering employing, search actual working conditions of less than 20 scheduled working hours per week and possibility of employment with less than 20 scheduled working

hours per week from ingenuity and challenges at support sites, and examine necessary supports and systems.

## 5. Method

In order to achieve the purpose of this research, as methods of “persons with disabilities who work or wish to work with less than 20 scheduled working hours per week”, questionnaire surveys on work continuation support providers used by persons with disabilities who are difficult to be employed by ordinary businesses are conducted, and situation of users and general work transition workers are grasped. Information of “persons with disabilities who work or wish to work with less than 20 scheduled working hours per week” was collected and interview surveys were conducted for grasping needs and actual situations of companies. In addition, interview surveys were conducted for work continuation support providers that had general work transition workers of “less than 20 working hours per week at employment contracts” and we grasped the nature of supports and challenges, etc.

Survey overviews are follows.

### (1) Questionnaire surveys

Questionnaire surveys were conducted for service managers at 14,882 places of work continuation support providers that were acquired by prefectural published data and each municipality published data in the information publication systems of welfare service for persons with disabilities by mail using a survey form

### (2) Interview surveys

Interview surveys were conducted mainly for company interview surveys and work continuation support providers interview surveys.

#### A: Company interview surveys

In order to grasp actual situations in employment of persons with disabilities of less than 20 scheduled working hours per week, company interview surveys were conducted for 13 companies that employed or had experience in employment of persons with disabilities with less than 20 scheduled working hours per week.

#### B: Interview surveys on work continuation support provider

10 targeted organizations were selected from work continuation support providers that had general work transition workers of “less than 20 working hours per week at employment contracts” in FY2017-2019 with responses that were able to cooperate for interview surveys in questionnaire surveys.

### (3) Interview with experts

In order to contribute to examinations of necessary supports and systems for employment of less than 20 scheduled working hours per week, interviews with two experts were conducted when the above interview surveys were almost completed. Based on the opinions and requests regarding working styles of persons with disabilities with less than 20 scheduled working hours per week on interview surveys companies and work continuation support providers, the interview items were (1) combination of general work with less than 20 scheduled working hours per week, (2) employment of persons with disabilities with less than 20 scheduled working hours per week and the employment rate systems for persons with disabilities, and (3) employment of persons with disabilities with less than 20 scheduled working hours per week and deemed employment<sup>1</sup>.

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<sup>1</sup> Systems to evaluate the work order status from companies, etc. to work continuation support providers by employment rate system and levy and grant system for employing persons with disabilities

## 6. Summarized results of the study

(1) Persons with disabilities wish to work with less than 20 scheduled working hours per week and the background

A: Actual usage with less than 20 scheduled working hours per week at work continuation support providers

According to the result of questionnaire surveys, the percentage of work continuation support providers had users with less than 20 hours per week was 38.1% at work continuation support A-type providers (hereinafter referred to as "A-type provider") and 74.3% at work continuation support B-type providers (hereinafter referred to as "B-type provider"). The most common disability type for users with less than 20 hours per week (up to 5 cases per provider: 1,861 cases at "A-type providers", 14,068 cases at "B-type providers") was "mental disability" at both "A-type providers" and "B-type providers" followed by "intellectual disability" and "physical disability". The most common reason for using less than 20 hours per week was "fluctuation and maintenance of physical condition" for all disabilities. In conjunction with the results of interview surveys, at "A-type providers", there were many persons with mental disabilities who signed employment contracts for 20 hours or more per week at the beginning of their use, but they found it difficult to use for 20 hours or more per week due to unforeseeable reasons such as progression of symptoms, changes in physical conditions, or hospitalization. On the other hand, at "B-type providers", there were characteristics for certain numbers of persons with disabilities who had difficulty using for 20 hours or more per week due to physical disabilities other than mental disabilities. In addition to increasing of family caregiving roles and declining in physical strength with aging at "B-type providers", many users were expected to work with less than 20 hours per week from the beginning of their use by other reasons of combination with social services, or work life balances.

B: Actual conditions of users' desire to work with less than 20 scheduled working hours per week at work continuation support providers

According to the results of the questionnaire survey, the percentage of work continuation support providers had users who wished to work with less than 20 scheduled working hours per week were 8.7% at "A-type providers" and 16.2% at "B-type providers" (Figure 1).

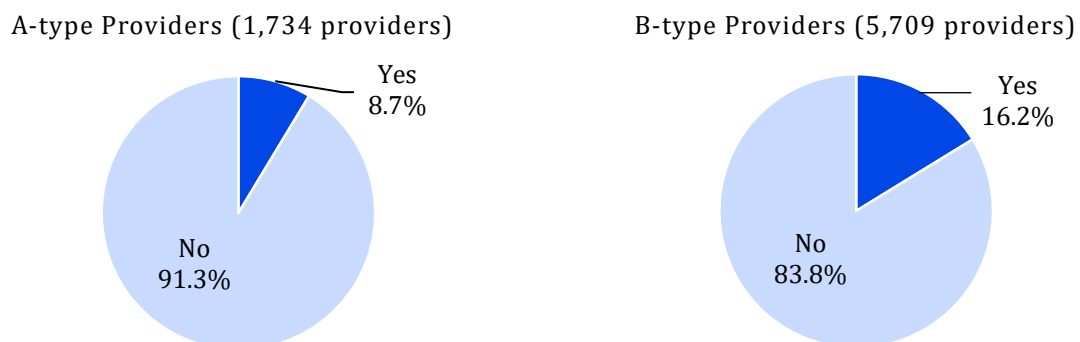


Figure 1: Number of users who wishes for employment with less than 20 regular working hours per week

As for the type of disability in cases at providers with responses that they had users wishing to be employed with less than 20 scheduled working hours per week (up to 5 cases per provider: 300 cases at "A-type providers", 2,242 cases at "B-type providers"), "mental disability" was the most common in both "A-type providers" and "B-type providers" followed by "intellectual disability" and "physical disability" (Figure 2).

The most selected reasons for requesting employment with less than 20 scheduled working hours per week was "fluctuation and maintenance of physical condition" (63% at "A-type providers", 70.9% at "B-type providers") (Figure 3). In case of considering together with the results of interview surveys, there were more reasons from disability origins as of maintenance and management of physical condition, but there were quite a few reasons of family caregiving and work-life balances. When

analyzing relationships between the types and reasons of providers, there were significantly more reasons of “hospitalization treatment” and “family circumstances” at “A-type providers”. When analyzing relationships between the reasons and disability types (physical disability, intellectual disability, and mental disability) with numbers of responses that could withstand analysis, “mental disability” was significantly more common in “fluctuation and maintenance of physical condition” in both “A-type providers” and “B-type providers”, and there were significantly more common in “declining in physical strength and ability with aging” that was “intellectual disability” at “A-type providers” and “physical disability” at “B-type providers”. In addition, as for “others”, there were significantly more in “physical disability” and “intellectual disability”. As for “physical disability”, there was “wish to work fewer days”. As for “intellectual disability”, there were “wish to work part-time while using other providers and services” and “wish to continue using of daytime services several days a week”. All were due to his/her own wishes or convenience. According to interview surveys, some persons with disabilities who had difficulty working with 20 or more scheduled working hours per week had difficulty to think about how to spend their time, some persons had difficulty coping with environmental changes, and some persons had difficulty with interpersonal relationships. There were opinions that work continuation support providers were necessary as a place to receive stresses of persons.

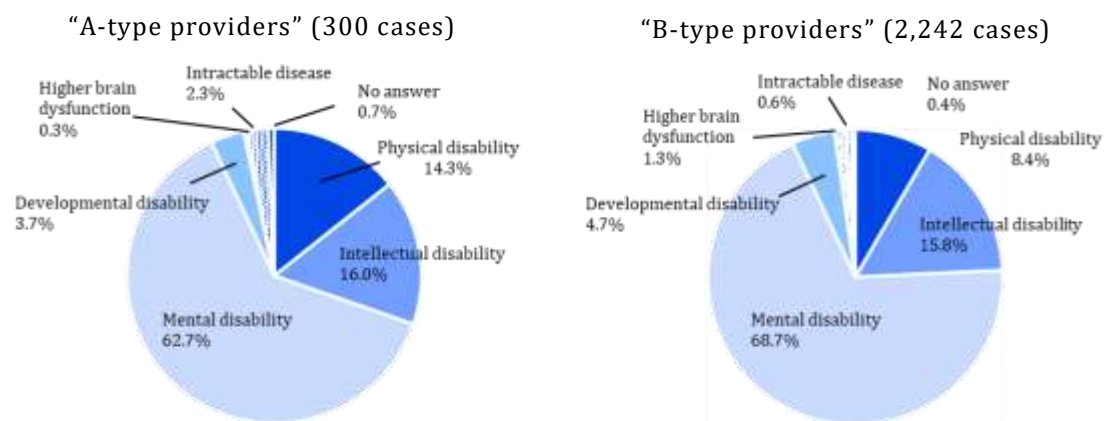


Figure 2: Disability type  
(Cases who wishes to be employed with less than 20 regular working hours per week)

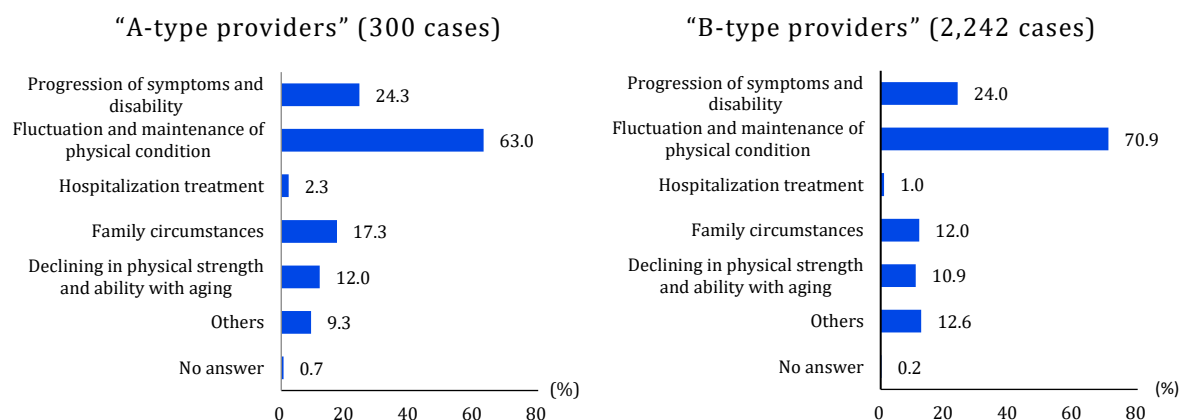


Figure 3: Reasons for wishing to be employed with less than 20 regular working hours per week  
(multiple answers)

(2) Actual conditions in employment of persons with disabilities with less than 20 scheduled working hours per week

In the results of questionnaire surveys, the percentage of work continuation support providers with

persons who signed the employment contracts with less than 20 hours per week at general work transitions was 2.4% for “A-type providers” and 6.0% for “B-type providers” (Figure 4).

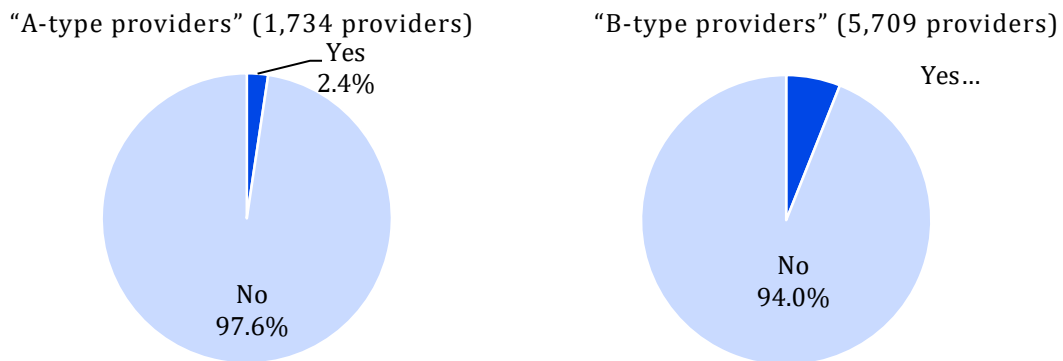


Figure 4: Number of persons who signed the employment contracts with less than 20 working hours per week

The most common disability type of cases at providers that answered with persons who signed the employment contracts with less than 20 working hours per week (up to 5 cases per provider: 57 cases at “A-type providers”, 486 cases at “B-type providers”) was “mental disability” at both “A-type providers” and “B-type providers” followed by physical disability at “A-type providers” and “intellectual disability” at “B-type providers” (Figure 5). The most selected reasons for signing the employment contracts with less than 20 working hours per week was “fluctuation and maintenance of physical condition” (70.2% at “A-type providers” and 61.9% at “B-type providers”) followed by “progression of symptoms and disability” at “A-type providers” (22.8%) and “others (job descriptions and employment status)” (26.7%) (Figure 6).

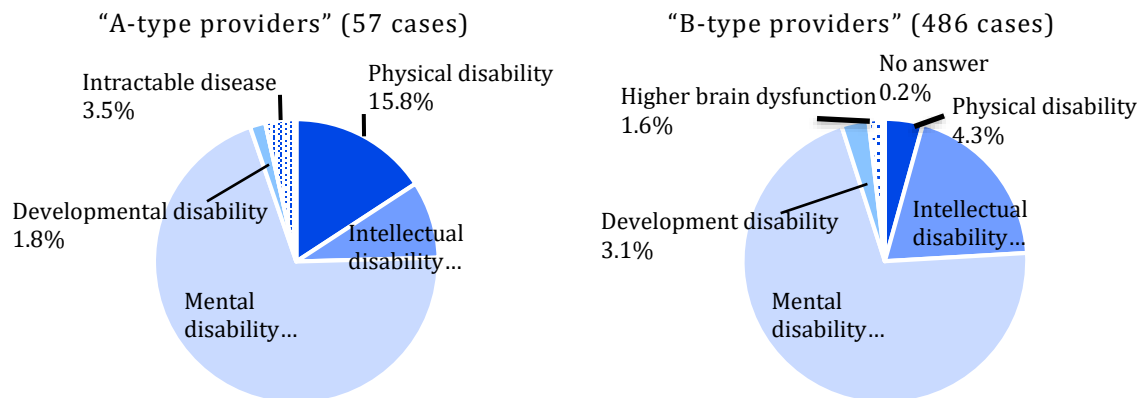


Figure 5: Disability type  
(Cases who signed the employment contracts with less than 20 working hours per week)

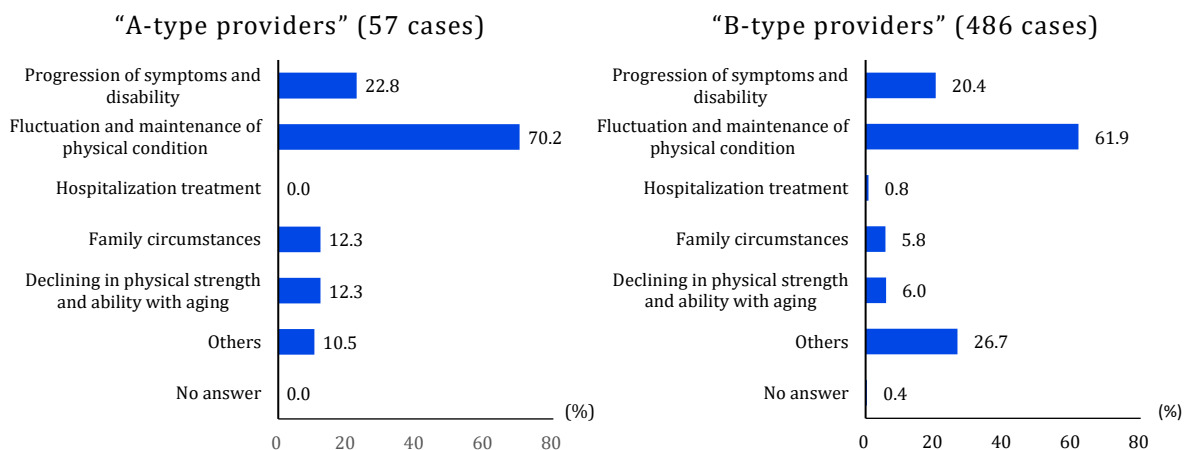


Figure 6: Reasons for signing the employment contract with less than 20 working hours per week  
(multiple answers)

The employment of persons with disabilities with less than 20 scheduled working hours per week by grasping on interview surveys was beneficial to both the employers and employed persons with disabilities.

In addition, behind the employment of persons with disabilities with less than 20 scheduled working hours per week, whether the employment rate of persons with disabilities and support system were applied, there were cases observed that attitude of employers to utilize the abilities of persons with disabilities in workplace, job creation for employment of persons with disabilities, and various ingenuity and consideration for disability characteristics.

It was also essential for employers to be flexible when persons with disabilities had work with 20 or more scheduled working hours per week at the beginning of employment then they could not work accordingly because of various reasons. In some cases, working hours were adjusted while assessing individual's conditions for changes in physical conditions of persons with disabilities, and this adjustment was repeated. Regardless of disability types, the maintenance of working life was supported by reducing working hours for persons with disabilities who had difficulty working with 20 or more scheduled working hours per week due to declining in physical strength with aging and family circumstances. Furthermore, there were cases that the employment of relevant persons with disabilities was maintained by switching to employ with less than 20 hours from 20 or more scheduled working hours per week for intellectual disabilities who had limitation of work abilities and available work and hours. There were also employers who set working hours with respects for wishes of persons with disabilities that they wanted to work with less than 20 scheduled working hours per week by viewpoints of work-life balances even though they could work with 20 or more scheduled working hours per week in terms of ability and physical strength. Important efforts of employers regarding environmental improvements were also grasped. Many providers were helping each other by promoting to understand the employment of persons with disabilities in their surroundings, and creating comfortable working environments. In some cases, team supports were provided with related organizations to support for all aspects of working life.

(3) Concepts of necessary supports and systems for employment of persons with disabilities with less than 20 scheduled working hours per week

As mentioned earlier, the employment of persons with disabilities with less than 20 scheduled working hours per week was made it possible not only by employer's attitude toward employment with persons whether support systems were applied related to employment rate of persons with disabilities and employment of persons with disabilities, considering and devising working hours, creating better work environment for persons with disabilities, creating jobs according to disability characteristics, adjusting jobs according to their physical conditions, and providing support for daily life. Then, requests for supports for these efforts was presented.

At present, the only system that recognizes the employment of persons with disabilities with less than 20 scheduled working hours per week is the special benefit.

The problems were pointed out by employment support organizations that were conducted interview surveys as reference examples because the paid amount of special benefits was calculated by "man-month (actual number of months) of persons with disabilities x unit price (7,000 yen or 5,000 yen)", but there was a requirement of "the maximum number of months for persons with disability with 20 or more scheduled working hours per week" for the number of months for persons with disabilities so that the benefit was not provided to companies that employed persons with disabilities for the first time and most companies that had employed person with disabilities with less than 20 scheduled working hours per week by supports of relevant employment support organizations were not be able to receive its benefits.

It was also desirable to expand support systems for employed persons with disabilities at the same time as the support systems for employers. In interview surveys, it was confirmed that some employees were able to extend their scheduled working hours by providing appropriate vocational rehabilitation services as support offered by job coaches. It was necessary to create systems that allows these employees to receive the necessary vocational rehabilitation services when they needed them. However, no matter how appropriate services were provided and no matter how much effort was made by

persons with disabilities and employers, the attention for persons with disabilities who was unable to work with 20 or more scheduled working hours per week was necessary, and support systems for maintaining of working with less than 20 scheduled working hours per week was also needed to be established for persons with disabilities.

Furthermore, it may be necessary to consider the use of support program for continuation of work after transitioning to general employment, which is not currently permitted in many municipalities. In the interview surveys, it was confirmed that there were cases that was able to stabilize or continue the working life by receiving supports from work continuation support providers, and there were also cases that repeated changing or leaving jobs due to lack of supports where the support from the employment support office made it possible to stabilize and continue their professional lives, and there were also cases where they repeatedly left and changed jobs due to the lack of support. In the interview with experts, it was also pointed out that social benefits for employment of persons with disabilities could bring by lowering company's costs involved for employment of persons with disabilities in the form of using the work continuation support providers.

As for employment of persons with disabilities with less than 20 scheduled working hours per week that was identified in interview surveys was broadly classified into three types: (1) start the employment with less than 20 scheduled working hours per week by considering required times for job creations and improving for vocational rehabilitation and ability in order to aim for employment with 20 or more scheduled working hours per week, (2) employment with less than 20 scheduled working hours per week due to adjustment of working hours in accordance with physical condition or family circumstances, etc. For this type, there were cases that would bring working with 20 or more scheduled working hours per week again by temporary adjustments of working hours, and there were cases that were difficult, and (3) despite various support adoption, the employment was less than 20 scheduled working hours per week, or employees were able to continue working stably by keeping the scheduled working hours per week under 20 hours.

Furthermore, we were unable to obtain cases from interview surveys, there was a type that it used to be employed with 20 or more scheduled working hours, but working hours were gradually reduces by advanced illness and aging. It would be necessary to employ with less than 20 scheduled working hours per week for gradual transition processes from employment to welfare.

#### (4) Summary

From the results of this research, it was found that there were some needs of persons with disabilities for employment with less than 20 scheduled working hours per week. In addition, whether the employment rate of persons with disabilities and support system were applied, there were cases that the employment of persons with disabilities was supported with less than 20 scheduled working hours per week by the attitude of employers to utilize the abilities of persons with disabilities in workplace, job creation for employment of persons with disabilities, and various ingenuity and consideration for disability characteristics. According to these working styles, it was beneficial to both the employers and employed persons with disabilities.