



Survey on employment of part-time workers with mental disabilities ~ Focusing on the workers to whom special measures to the method of calculating the employment rate apply ~

(Research report No. 161) Summary

【Keyword】

Employment rate system for persons with disabilities, mental disabilities, part-time worker, special measures related to employment rate calculation

【Summary】

This survey was conducted in order to contribute to the planning of measures after the end of the "special measures related to the calculation method for part-time workers with mental disabilities" (hereinafter referred to as "special measures"), a provisional measures until March, 2023. In the survey, we were understood (1) the status of companies employing persons with mental disabilities and the application of special measures to those companies (secondary analysis for report on the status of employment of persons with disabilities), (2) perceptions and opinions regarding employment of persons with mental disabilities of the offices to which are applied special measures (based on questionnaire and interview surveys), and (3) the employment status and working style of persons with mental disabilities at office to which special measures are applied (based on questionnaire, interview, and panel surveys).

As a result, it was shown that the companies applied special measures had a higher probability of achieving the employment rate than the other companies. Among the offices applied special measures, those that have considered using "special measures" in employment managing for persons with mental disabilities, compared to offices that did not do so, are a tendency to have the impression in regard to the special measures "applicable" in terms of the ease of settling into the workplace for persons with mental disabilities and implementing various considerations. Furthermore, in both the survey of offices and persons with mental disabilities, it was mentioned that there was a certain number of persons with mental disabilities who have difficulty or unwillingness to shift to scheduled weekly working hours for 30 hours or more.

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2. Research period

FY2019-2021

3. Composition of the research report

Preamble - Background and purpose

1st chapter - Secondary analysis for report on the status of employment of persons with disabilities

2nd chapter - Questionnaire survey of offices

3rd chapter - Interview survey of offices

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4. Background and purpose of the research

Since the actual employment rate was calculated for persons with mental disabilities (employed persons with mental disabilities were considered physical or intellectual disabilities) in April 2006, the number of new job applications in 2014 and the number of employment in 2013 surpassed persons with physical disabilities, the proportion of persons with mental disabilities increased as the largest number by type of disability in the labor market for persons with disabilities. At the Labor Policy Council, Subcommittee on Employment of Persons with Disabilities, the retention rate of persons with mental disabilities was lower than the other disability categories, but among persons with mental disabilities, the retention rate of part-time worker was higher than other working hours. According to this, a proposal was made to take special measures regarding the method of calculating the employment rate for part-time workers with mental disabilities. In response to this situation, "special measures" was enforced in 2018 and changed to be counted as one person in the calculation of the employment rate even if the person was employed for less than three years and part-time (20 hours or more but less than 30 hours in scheduled weekly working hours). Based on the fact that this "special measures" is a provisional measure until March 2023, in order to contribute to the planning of measures for handling after the end of the provisional period, this research was conducted at the request of the Ministry of Health, Labour and Welfare for the following three purposes.

【Purpose (1)】 To understand the status of companies that employ persons with mental disabilities and the applicable status of "special measures".

【Purpose (2)】 To understand the perceptions and opinions of businesses applied “special measures” (hereinafter referred to as “special measures applicable business”) regarding the employment of persons with mental disabilities and “special measures”.

【Purpose (3)】 To understand the actual employment situation of mental disabilities working at “special measures applicable offices” including their employment status and thoughts on work life.

5. Method

For the purposes listed in section 4, this research investigated and analyzed the following six data points (1) through (6).

(1) Secondary analysis for report on the status of employment of persons with disabilities (corresponding to purpose (1))

In the employment rate system for persons with disabilities, a secondary analysis was conducted of the report on the status of employment of persons with disabilities that were submitted to the Ministry of Health, Labour and Welfare on June 1 of each year by companies obligated to employ persons with disabilities. For the analysis, we received data from the Ministry of Health, Labor, and Welfare for the years 2017 through 2020. Note that 2017 is the year before the special measures.

(2) The 1st questionnaire survey of offices (corresponding to purpose (2))

The questionnaires were sent to all 4,453 companies who hired persons with mental disabilities to whom “special measures” were applied (hereinafter referred to as “special measures applicable person”) in the 2018 “report on the status of employment of persons with disabilities”. In the questionnaires, we asked for response as of September 1, 2019 for each offices owned by the companies where “special measures applicable person” worked. Of the 831 offices that responded, 491 offices that could be determined to be “special measures applicable offices” were included in the analysis.

(3) Interview survey of offices (corresponding to purpose (2))

Among the offices determined as the “special measures applicable offices” in the 1st questionnaire survey of offices, an open-ended questionnaire was sent by e-mail to 10 offices that indicated a willingness to cooperate in this interview survey, and the responses were obtained.

(4) The 1st questionnaire survey of individuals (corresponding to purpose (3))

Similar to the 1st survey of offices, a questionnaire for “special measures applicable person” was mailed together with “the 1st questionnaire survey of offices” for all 4,453 companies which answered that they hired “special measures applicable person” in the 2018 “report on the status of employment of persons with disabilities”. The employer was required to distribute it to employed “special measures applicable person” by that employer, and “special measures applicable person” was required to respond as of September 1, 2019.

(5) Questionnaire survey of individuals (corresponding to purpose (3))

Of the 262 people excluding due to subsequent declines, etc. from 266 persons with mental disabilities of “special measures applicable person” who consented to cooperation in the 1st questionnaire survey of individuals, sampling was conducted based on responses to the question about “shifting to full-time work” in the 1st participant questionnaire survey and analyzed on nine respondents.

(6) Panel survey of individuals (corresponding to purpose (3))

For 266 persons with mental disabilities, including “special measures applicable person”, who consented to cooperation in the 1st questionnaire survey of individuals, questionnaires for the panel survey were sent in July, 2020. 2nd questionnaires were sent to 262 persons excluding persons due to subsequent declines in February, 2021. The number of participants in the survey was 151 in 2020 and 149 in 2021 (25 in 2020 only, 23 in 2021 only), and 126 responded in both years.

The relationship between the purpose and timing of each survey, etc. listed in (1) through (6), and the structure of the research report is shown in the figure below.

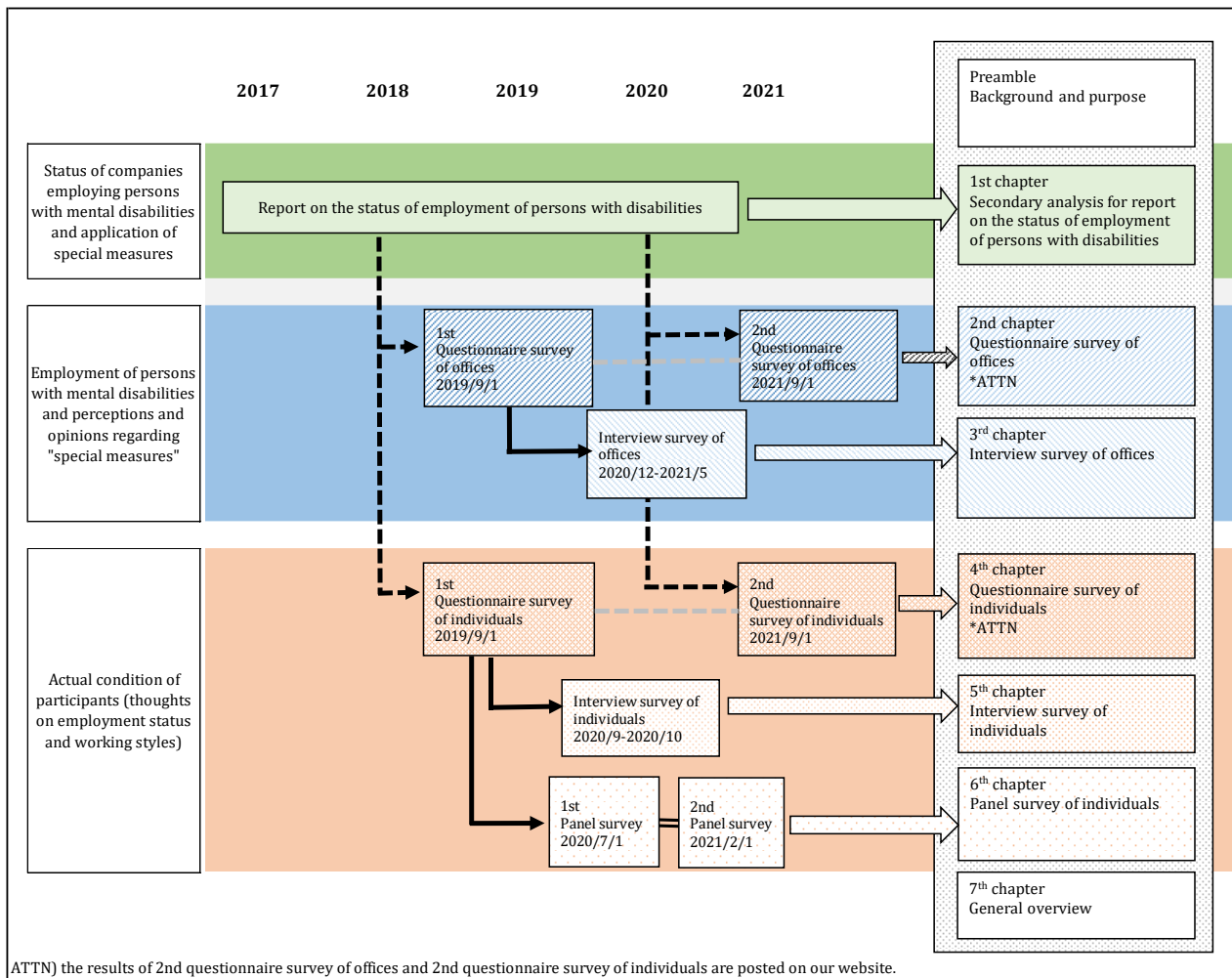


Figure: The relationship between each survey and the structure of the research report

In this research, as shown in the figure, we planned to conduct a questionnaire survey for "special measures applicable offices" and "special measures applicable person" in 2019 (the 1st) and 2021 (the 2nd) and to compare the results at two time points. However, in the 1st each questionnaire survey, there were unexpectedly many responses from offices that were not considered to be "special measures applicable business" and participants that were not considered to be "special measures applicable person" so that it took more time than originally envisioned to scrutinize, aggregate, and analyze the data. In addition to the 2nd each questionnaire survey, the number of responses from both offices and participants exceeded of the 1st round, it was required more time to scrutinize the data. As a result, it was expected that the total of the 2nd questionnaire survey would not be in time for the writing and printing schedule of this research report.

In addition, the social impact of COVID-19 that the epidemic continued after 2020 was significant and it was considered inappropriate to compare the findings of 2019 and 2021 regarding the survey results. Therefore, in this research report, the results of the 2nd questionnaire survey are not posted and the simple tabulation results are published separately on our website as "Materials". (<https://www.nivr.jeed.go.jp/research/report/houkoku/houkoku161.html>)

6. Summarized results of the study

(1) Summary of survey results

The following is a summary of survey results in accordance with the objectives of this research as described in section 4.

【Purpose (1)】 Status of companies that employ mental disabilities and the applicable status of “special measures”

The number of companies employing mental disabilities continued to increase, companies employing between 100 and 300 people were the largest by size, and the top three by industry were (1) manufacturing, (2) medical care and welfare, and (3) wholesale and retail. On the other hand, the number of companies that were applied “special measures” (hereinafter referred to as “special measures applicable company”) increased every year since the system introduction. By size, companies with 1,000 or more employees were more proportion of “special measures applicable company” than those did not apply the “special measures non-applicable company”. By industry, the top three industries were (1) medical care and welfare, (2) wholesale and retail, and (3) manufacturing, that was somewhat different from the case of companies employing mental disabilities. In addition, although the probability of achieving the employment rate was higher for “special measures applicable company” than “special measures non-applicable company”, the number of “special measures applicable person” did not increase much in “special measures applicable company”, and it was often the case that there was no decrease or change in the number of workers. However, it became clear that the number of “special measures applicable person” increased year by year in response to the increase in the number of “special measures applicable company”.

【Purpose (2)】 Employment of persons with mental disabilities at “special measures applicable offices” and perceptions and opinions regarding “special measures”

Offices that considered the utilizing of “special measures” tended to have the impression that “special measures” were “applicable” to items related to the eases of the settling into the workplace and the implementing various considerations for persons with mental disabilities. On the other hand, it was suggested that the termination of “special measures” could be a burden for offices. In other words, it was possible that the offices believed that they would be burdened by the termination of the “special measures”. As a result, the offices tended to show a relatively cautious attitude toward future employment of persons with mental disabilities. In addition, perceptions of the “special measures” were often linked to the “ease of achieving the employment rate” and the link to other effects was not very clear. That is to say, it was apparent that other effects were not fully recognized. Furthermore, the offices indicated to believe that there were a certain number of mental disabilities who could not shift to 30 or more number of scheduled weekly working hours even if it took time to do so.

【Purpose (3)】 Actual conditions of employment including employment status and thoughts on work life for mental disabilities working at “special measures applicable business”

It was found that persons with mental disabilities who worked at “special measurement applicable business” were generally satisfied with their relationships and environment, found their work rewarding, and wanted to continue working at their current workplace. At that time, they had a positive perception when there was consideration in the workplace, but they had a negative perception when there was no consideration. In addition, it was suggested that there were two orientations regarding the full-time work; those who wished to shift, and those who preferred to remain on a part-time work schedule. The former believed that working part-time or employment for persons with disabilities might have a negative impact on their career development, the latter considered that part-time was a way of work life for allowing them to balance their physical condition and fitness with their working life. However, it was suggested that the orientations were not one or the other, but rather a complex combination of the two.

(2) Consideration

As described in (1), this research identified the actual situation for each of the three objectives. Therefore, these three common objectives to “impact of utilizing “special measures”” are described below. At the same time, whether “special measures” is subjected, it has been clarified how persons

with mental disabilities perceive “working in part-time” and “shifting to full-time from part-time” in this research, these are also discussed below.

A: Impact of utilizing “special measures”

a. Burden on businesses and its reduction

In the business questionnaire survey (quantitative analysis), the offices that considered utilizing “special measures” for employment management of persons with mental disabilities tended to be relatively large in terms of employment size. In addition to conducting of the employment management for persons with mental disabilities in the “hiring” situations, there was a tendency to maintenance a support system and use employment support organizations.

Moreover, the employment management for mental disabilities organizes an acceptance system and provides highly individualized support for employed mental disabilities in cooperation with employment support organizations, etc. In this situation and the above mentioned offices that consider utilizing “special measures” for employment management of persons with mental disabilities can be presumed to overwrap. Regarding the offices considered utilizing “special measures” for employment management, they tend to have a large number of employees. It is inferred that it will be a heavy burden for offices with a small employee size and a lack of know-how to handle similar situations.

“Special measures” alone is not sufficient enough to deal with the burden on offices in this employment of persons with mental disabilities so that the support system for offices is necessary. As a method for this, it is conceivable to organize the internal system maintenance in cooperation with support organizations, etc. and the accumulation of know-how related to employment management of persons with mental disabilities according to their individuality.

b. Employment policy after the end of “special measures”

In the questionnaire survey of offices (quantitative analysis), the offices that considered utilizing “special measures” in comparison to the offices that did not consider utilizing had a tendency to be cautious of “continue to employ current employees even if their offices is no longer subject to “special measures”” (hereinafter referred to as “continuous employment”) and “employ qualified candidates whether they are subject to “special measures” or not” (hereinafter referred to as “employ qualified candidates”).

As mentioned above, the offices that considered utilizing “special measures” had a tendency to answer that it became easier to implement the settling into the workplace and various considerations for people with mental disabilities. In addition to the employment management for persons with mental disabilities in “hiring” and other situations, these offices also organized various support systems and shown a tendency to use employment support agencies. In consideration of the utilization of “special measures”, the offices that conduct various correspondences for mental disabilities have the employment policy of “continuous employment” and “employ qualified candidates” after the end of “special measures”, it may be necessary to consider how to handle “special measures” after the provisional period ends with keeping in mind that tends to be relatively cautious.

B: Mental disabilities working in part-time

Three points were identified from the questionnaire survey of individuals as an element to feel “pleasant to work” at a current workplace from part-time workers participated in the survey as (1) consideration for their disability / illness, (2) good relationships, (3) job description reflects their wishes. However, regarding the continuation of work in the same workplace, in addition to the pleasant to work, it was impacted on whether employees could be interested in working with their job descriptions.

In the quantitative analysis of questionnaire survey of individuals, there was a certain relationship between whether a part-time “special measures applicable person” was satisfied with job descriptions, working hours and salary, and whether they want to continue working at the current workplace. In addition to the qualitative analysis, it was found that the current work environment was important expressed by keyword such as “job descriptions and satisfactions”, “pleasant to work”, “relationships”, and “consideration and understanding” for workers who wanted to continue working at the current workplace.

In any of survey results, it could be judged and concluded that the work environment and relationships that provide positive perceptions and consideration for the job were taken up as reasons for wanting to continue working.

C: Shifting to full-time from part-time

For offices utilizing "special measures", the following two points are a major focus regarding the scheduled weekly working hours for "special measures applicable person".

- (1) If 20 hours or more cannot be maintained, it is subjected for levy even if he/she is still in office.
- (2) If it does not extend for more than 30 hours during the three-year special measures applicable period, the employment rate will decline.

Some offices believed that this situation made it difficult to continue employment for persons with mental disabilities and was disadvantageous to participants. However, under the system, if stable working hours were not maintained or working hours were not extended to 30 hours or more, the payment and achievement of the employment rate would be affected. Along with feeling a sense of burden for offices, it was recognizing the stability of working hours and the extension of working hours within 3 years as important issues.

As mentioned above, according to the results of the questionnaire survey of individuals for shifting to full-time, more than half of the respondents thought of "continue of part-time" as the status quo with opinions such as "difficult due to physical condition/strength/illness", "preferable of the status quo", and "difficult to change the status quo". In the panel survey, in addition to concerns about deteriorating health and physical strength, many participants who did not want to work full-time chose the reason that the current part-time suited for them. In other words, it was presumed that part-time would be balanced among health, physical strength, and work life for these survey participants.

Regarding part-time workers, there were not only those who could assume of the transition to full-time, but also those who wanted or had no choice but to continue working part-time. In considering "working hour extension" after the end of special measures applicable period, it is necessary to consider the disagreement between the offices that desired for 30 hours or more and persons with mental disabilities who find it difficult or are unwilling to work full-time.