

Research on the Job Creation Support in the Employment of Persons with Mental and Developmental Disabilities

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[Keywords]

Job creation, job redesign, environmental adjustment, ability development, career development, support for employers, reasonable accommodation, carving /reconstructing model, building-up model, specializing model

[Usage of this report]

Regarding the selection of a job at work for persons with disabilities, support for their further ability development and support for their career development, this research document provides the job creation support models and ideas as well as the 27 job creation support cases, and it is expected to be utilized in the companies that are considering employing persons with disabilities, companies that have been employing persons with disabilities, and job assistance organizations.

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2. Research Period

FY 2015 to 2016

3. Composition of the Research Report

Chapter 1: Purpose of research

Chapter 2: Survey on the local vocational rehabilitation centers for persons with disabilities

Chapter 3: Cases

Chapter 4: Summary

References

4. Background and Purpose of Research

In the process where companies employ persons with disabilities, how to decide on their job at work is a big issue. One of the approaches to solving this issue is to redesign their jobs. The redesign of jobs is an attempt to improve existing jobs according to individual problems and suitability.

As a model for the redesign of jobs for persons with disabilities, there is one which was created in order to employ persons with intellectual disabilities as the first opportunity. In the workplace where division of labor has been in progress, such as line work in the manufacturing industry, there are many routine and repetitive tasks which require less judgmental factors. This model is to create jobs that persons with disabilities can be engaged in by identifying routine and repetitive tasks in the workplace, and carving and reconstructing these tasks (Figure 1).

This model (in this research we call it "carving/reconstructing model") is also effective not only for persons with intellectual disabilities but also for persons with a wide range of disabilities. However, when we target persons with mental and developmental disabilities, who have various disability traits and require sufficient accommodations, it is necessary for us to

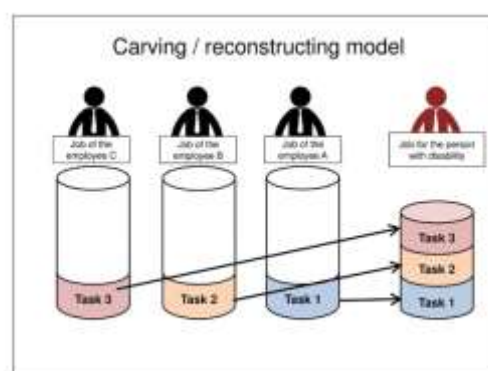


Figure 1: Carving /reconstructing model

consider other models as well.

Therefore, we collectively define all the support for the purpose of "creating jobs that persons with disabilities can be in charge of" as "job creation support" in this research, and aim at proposing job creation support models for persons with mental and developmental disabilities through understanding the actual status of creating jobs, as well as the present situation of the job creation support which has been given by the local vocational rehabilitation centers (hereinafter referred to as "local centers") etc.

5. Method

- (1) Research on literature etc.
- (2) Questionnaire survey targeted on local centers
- (3) Case study by the interviews at workplaces

6. Summarized Results of the Study

- (1) Research on literature etc.

From the various research studies, the following issues were confirmed in employment of persons with mental and developmental disabilities.

In our study which we targeted persons with mental disabilities (Mental Disabilities Certificates holders), we found that the turnover rate of persons with mental disabilities was higher compared to the people with other types of disabilities, and in many cases the reason for leaving their job was that "the work contents weren't suitable".

As for requests to the companies for improvement, "evaluation and promotion based on their ability" occurred the most, and "work placement where they can demonstrate their ability" was also listed at the top.

Also, in our study for persons with developmental disabilities, we found that settling into the workplace was a big issue, and it was pointed out that appropriate job matching, which allows them to be able to demonstrate their abilities, was important in the encouragement of settling them into the workplace.

Based on these facts, we can see that it is necessary to select their jobs according to their ability's characteristics etc. when encouraging the persons with mental and developmental disabilities to settle into the workplace.

From our study of targeted companies, regarding the issues in employing persons with disabilities, we found that the fact of "whether or not there is appropriate work in the company" was listed as having the most in common with all types of disabilities, and it was pointed out that ways to handle the jobs for which persons with disabilities can be in charge was a big issue for the companies.

From the above, job creation is a major issue for both persons with mental and developmental disabilities and companies, and we can identify that supporting job creation for those with disabilities and for companies is very important.

The relationship between "job," "occupation," "position" and "task" was summarized as shown in Figure 2 based on the definition in regard to the occupation and job etc.[†] (Nishizawa, 2012) as well as the idea that the occupations are defined by the composition of the job, position and task (Kondo, 1980).

According to this summary, the focus on the creation of jobs in the workplace is to allocate the "tasks that persons with disabilities can engage," "tasks which work contents and supports etc. are adjusted for them to be able to engage" and "responsibilities," then to establish positions for applicable persons with disabilities. Implementing these supports allows the persons with disabilities to be engaged in the existing jobs as well as new jobs.

Therefore, the attempt to improve the job contents, such as positions and tasks, based on individual problems and suitability is called "job redesign" and widely used in order to create jobs for the elderly persons and persons with disabilities.

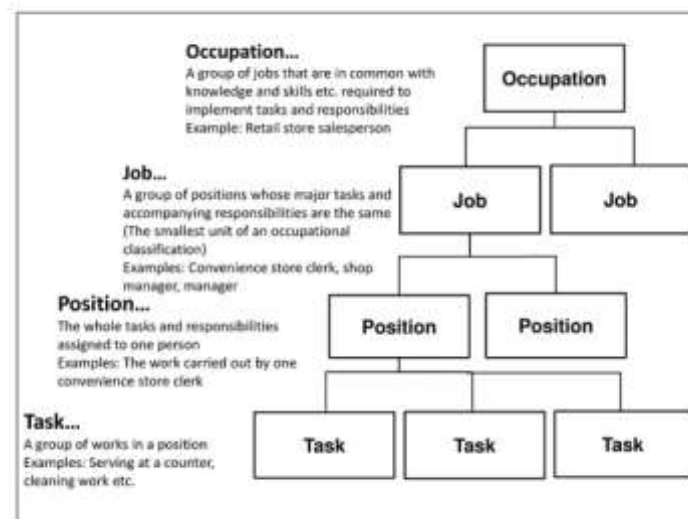


Figure 2: Relationship between "job", "occupation", "position" and "task"

On the other hand, environmental adjustment that does not always involve changes in their tasks or responsibilities also needs to be taken into account in order to create jobs for persons with disabilities. For example, removing steps in the offices for the persons with lower limb disabilities, securing a quiet resting place or using a noise canceller for persons with developmental disabilities, and securing time for visiting doctors or shorter working hours for

[†]Under Article 15 of the Employment Security Act, the Ministry of Health, Labour and Welfare (MHLW) established standard job titles to be commonly used in the employment placement businesses, labor recruitment and labor supply businesses, prepared job descriptions and occupational classification tables, and endeavors to disseminate the same. When the occupational classification tables were created the definitions of occupation, job, position and task was clarified, and based on this, classification of occupations was carried out.

the persons with mental disabilities etc.

Although such supports do not fall under the category of job redesign, it is a very important support for the persons with disabilities to be able to be engaged in their jobs. Therefore, in this research, we decided to collectively define all the support for the purpose of creating jobs for persons with disabilities as a "job creation support."

(2) Questionnaire survey targeted local centers

We conducted a questionnaire survey aimed at understanding the situation of job creation support for different types of disabilities in the process from exploring workplaces for the people who have finished vocational training at the local centers, to giving support for settling them into the workplaces after being employed. The survey respondents were the workers who were in charge of vocational training as well as supporting employers at 48 local centers which provide vocational rehabilitation services for the persons with disabilities. The survey was conducted by email between December 2015 and January 2016 and the questionnaire consisted mainly of the questions regarding the implementation status and cases of the job creation support for those who completed the vocational training.

The main findings obtained from the survey were as follows.

a. Support to be done before the practical training/being employed

As for exploring workplaces, more than half of the local centers considered that the method was different depending on each disability. Also, the amount of information frequently used was high for the one available at Public Employment Security Office's job offer for persons with disabilities.

Regarding the adjustment of the contents in the job offer, it was considered that the necessity for adjustment was needed according to the following order: intractable disease, mental disability, developmental disability, higher brain dysfunction, intellectual disability, and physical disability. As for the points which required adjustment of contents in the job offer, "work contents" was selected at a high rate of more than 80% in all types of disabilities, and it was the highest rate in all types of disabilities except mental disability. As for the mental disability "reducing working hours per day" was selected at the highest rate.

In many cases, the local centers requested for the accommodations to the workplaces and it was suggested that a variety of accommodations are required in the case of mental disabilities.

b. Support after being employed

Regarding the necessity of advice after being employed, it was considered that support was needed according to the following order: intractable disease, higher brain dysfunction,

mental disability, developmental disability, intellectual disability, and physical disability. As for the points that required advice, the "work contents" has been selected at a high rate in all types of disabilities. It was indicated that the points which required advice varied for mental disability, intractable disease and developmental disability.

c. Characteristics of the persons with mental and developmental disabilities

For the mental and developmental disability, the necessity of support in all the points (adjustment of the contents in the job offer, accommodations required of workplaces and advice required after being employed) were considered to be high in many local centers. Also, there was a tendency for the support to be highly needed in many types of points, so it was suggested that a variety of support measures were necessary for them.

When comparing the support before and after being employed, the increased percentage for these two items regarding with increase: "increasing the number of weekly

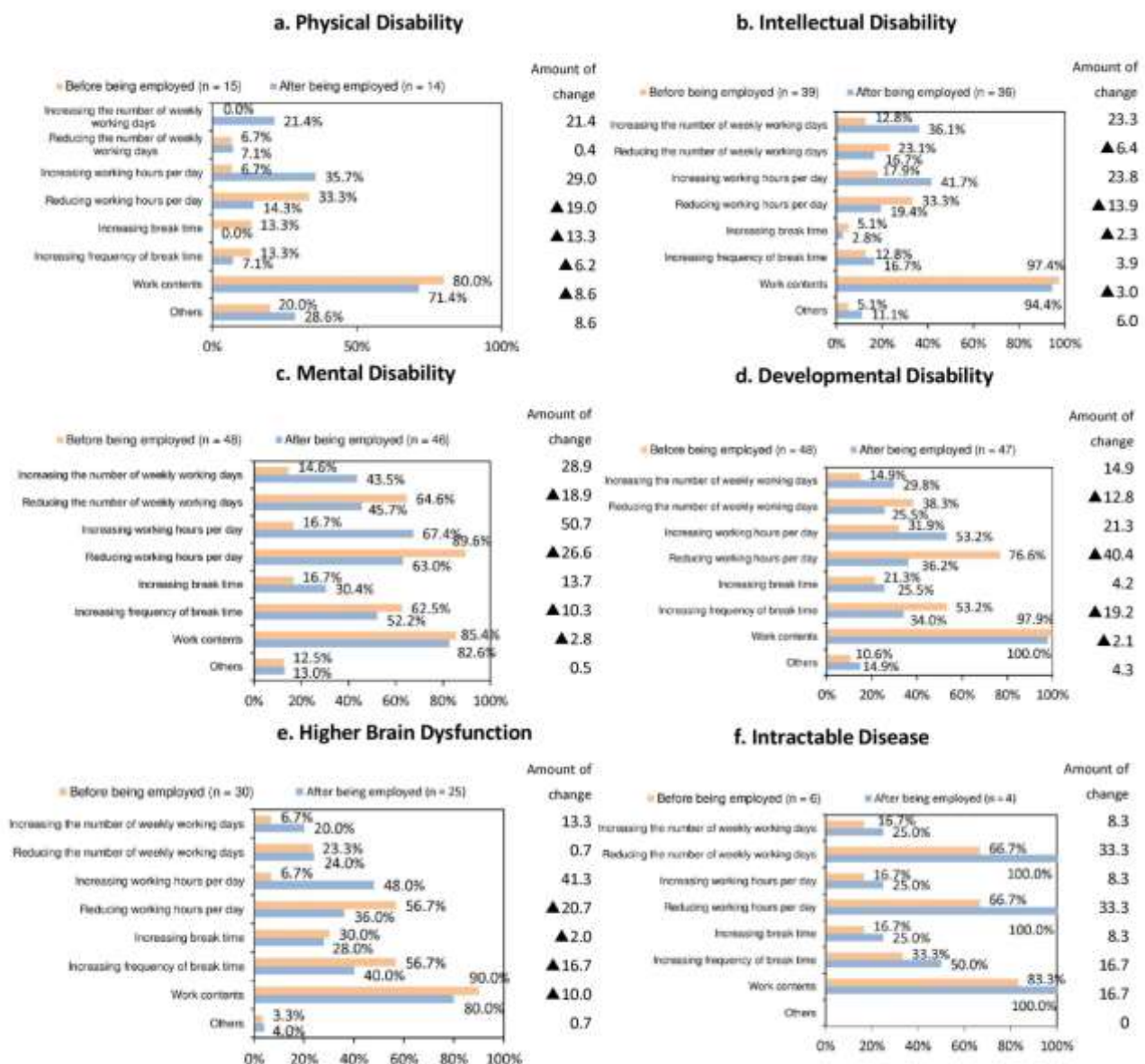


Figure 3: Comparison of support before and after being employed

working days" and "increasing the working hours per day" was the largest in mental disability (Figure 3), and the difference was larger than other disabilities. However, the rate that required support for "reducing the number of weekly working days" and "reducing working hours per day" was also as high as the rate for the "increase." As mentioned in Chapter 1, because the turnover rate of the persons with mental disabilities was higher than the persons with physical and intellectual disabilities, it was pointed out that settling into the workplace was the issue. So, it is important to increase satisfaction at work in order to encourage settling them into the workplace by adjusting support contents carefully. For example, increasing or reducing working days and hours, based on each person's situation even after being employed.

(3)Case study by the interviews at workplaces

In this research, we aimed at suggesting new job creation support models by collecting information on job creation support for persons with mental and developmental disabilities and classifying/sorting them. As for the targeted workplaces, we selected these based on our organization's reference service, employment cases of persons with disabilities in each municipality and results from the questionnaire at the local centers etc.

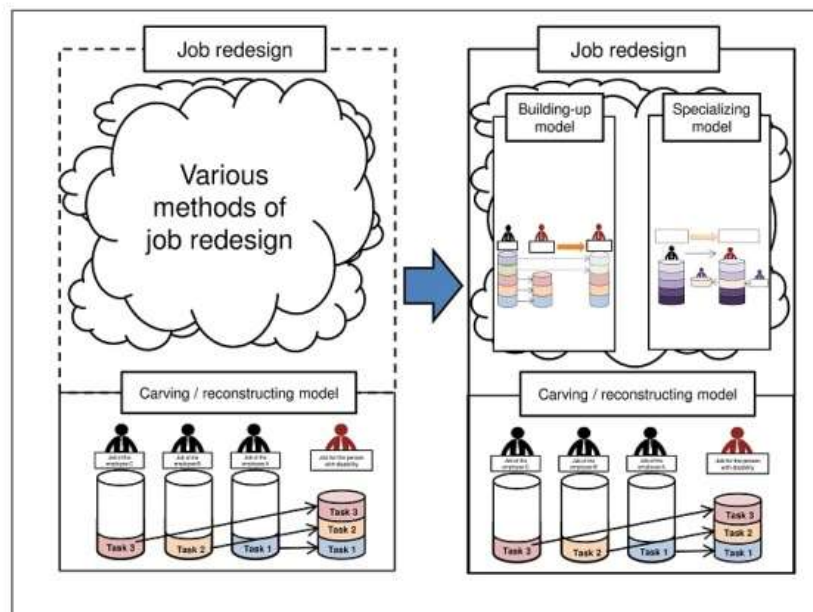


Figure 4: Conventional model in the job redesign and models suggested in this research

We sorted out characteristics of the 27 cases of job creation support from viewpoints of job redesign and environmental adjustment etc., and classified two types of characteristics of the support specifically from the job redesign viewpoint, and named this "building-up model" and "specializing model" respectively, and then suggested them as new job creation support models.

As for an assumption of the new job creation support models, we set the base of the job redesign to be the carving /reconstructing model, in which the tasks that the persons with disabilities can be engaged in are cut out and combined (Figure 4).

The basic method of reconstructing a job by combining the tasks that persons with disabilities can be engaged in with the tasks of which contents and support etc. are adjusted in is common in these three models. Among these, the carving /reconstructing model, which has been widely utilized, was created for providing support for persons with intellectual disabilities (delayed intellectual development is the main disability characteristic) as the first opportunity. However, for the persons with disabilities to be able to be engaged in various jobs according to their abilities without making them to be limited, it is considered that it is necessary to add a further viewpoint to the idea of carving and reconstructing tasks at a certain point in time.

Therefore, in this research, we suggested two new models which are aimed at creating a variety of jobs, for example professional tasks and management work etc. for the persons with disabilities, with the support by building up the tasks over a period of time, as well as removing and adjusting a part of the tasks which they are not good at from the job selected, particularly in regard to the strengths of the person with the disability.

In the "building-up model" (Figure 5), we consider the time factor which is necessary for improvement of vocational rehabilitation and ability, and emphasize that sufficient ability can be demonstrated by gradually widening the range of job contents and responsibilities for a certain period of time. We suggested this job creation support method, with which their tasks in an existing job are cut out and reconstructed at the beginning of employment, so they are in charge of the limited job, but the tasks etc. are gradually piled up for a targeted existing job or new job.

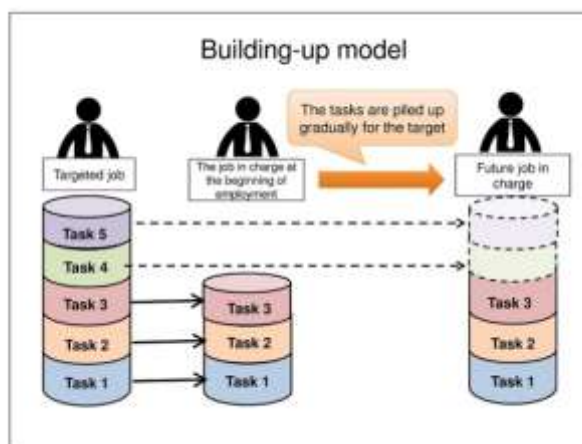


Figure 5: Building-up model

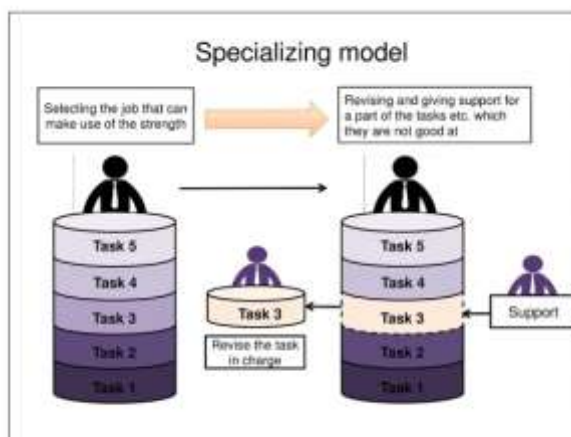


Figure 6: Specializing model

In the "specializing model" (Figure 6), we emphasize to maximize their abilities by paying attention to their specialty fields which are different depending on each person with a disability, and by allowing them to be in charge of highly specialized jobs in the field. We suggested this job creation support method, with which persons with disabilities can focus/specialize in the field which they are good at by selecting the existing job that can make use of their strengths, as well as new jobs that have been reconstructed, and also revising and giving support for a part of their tasks which they are not good at.

In both models, it is expected that we continue to review the job contents for them in order to be able to demonstrate further ability after they become able to perform the targeted job or specialized job. Also, it is considered that the ability of persons with disabilities can be demonstrated better than the one with conventional carving /reconstructing model.

Also, these three models including carving /reconstructing model are not independent. In the process of vocational rehabilitation, these three models should be selected as necessary and used in combination. By doing so, these can contribute to the further demonstration of the ability of persons with disabilities, and it is expected that there will be a merit where we can develop the support even with a view of promoting career development for persons with disabilities.

On the other hand, in the case study, we were able to obtain cases where persons with disabilities worked in a variety of jobs. We found that various efforts and accommodations were made in those cases from both viewpoints of job redesign and environmental adjustment based on individual characteristics such as type of disability and disease etc. These efforts and accommodations fall under the category of reasonable accommodation. The reasonable accommodation is provided according to the types and characteristics of individual disability as well as workplace circumstances, and it is high in diversity and individuality. However, these cases are considered to be helpful for companies and workplaces which intend to provide reasonable accommodation.

Also, as a feature of the cases obtained through our study, we found that the job creation support had another effect on the companies engaged in the job creation support other than the effect of promotion of employment/settling into the workplace for persons with disabilities. As examples of such effects, the followings have been introduced: the demonstration of abilities of persons with disabilities has contributed to the development of operations, improvement of the working environment and has spread into the entire workplace, and it has helped to improve the business operations at the workplace etc.

In the future, we hope that the job creation support centered on the job redesign and environmental adjustment will be actively developed while utilizing our new models "building-up model" and "specializing model," at the same time we hope that the job creation for the persons

with disabilities is used as an opportunity to encourage establishing workplaces where everyone can work comfortably, then contribute to the promotion of employment, demonstration of ability and promotion of career development for the persons with disabilities.