



Study on support for employers on job development in the employment of persons with disabilities

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[Keywords]

Job-duties issue, job development, job carving, job creation

[Points of Application]

Many companies, responding to certain surveys on the employment of persons with disabilities, state that they have difficulties in identifying what kind of job or workplace would suit persons with disabilities. This study addressed that tendency, referred to as the job-duties issue, entailed: a) a mail-in and interview survey of companies, b) a survey through the intranet of Local Vocational Centers for Persons with Disabilities, and c) an interview survey of US employment support agencies, and investigated job development as a solution to the job-duties issue. It then offered hints of a solution or practical know-how to companies or agencies facing a comparable challenge.

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2. Period

Fiscal 2008 to 2009

3. Composition of the research report

Chapter 1 Concerns about issues

Chapter 2 Job development by employers

Chapter 3 Job development support programs by Local Vocational Centers for Persons with Disabilities

Chapter 4 Study on job development support programs in the United States

Chapter 5 Overall study

4. Background and Purpose

Many surveys (such as the “Survey on Actual Condition of Employment of Persons with Disabilities” conducted every five years by the Ministry of Health, Labour and Welfare) indicate that one of deepest concerns in employing persons with disabilities is the difficulty in identifying suitable workplaces or posts (job-duties issue in this study). On the other hand, among the favorable examples of the employment of persons with disabilities, some business owners have reportedly made efforts to review and improve the duties of employees with disabilities, though the processes of these improvements were not clarified.

Considering the above background, this study is intended to investigate the job development process implemented by enterprises in recruitment and other activities related to the employment of persons with disabilities, and compile them into techniques of support for employers in vocational rehabilitation, referring to the know-how in the United States.

5. Method

- Survey of enterprises
- Survey through intranet of Local Vocational Centers for Persons with Disabilities
- Study visit on US employment support agencies
- Study of related articles, publications and materials

6. Summarized Results of the Study

This study, beginning with the opinions of personnel managers that they have difficulties in finding what kind of job or workplace would suit persons with disabilities, narrows down the issues related to this problem including hidden ones, and systematically shows measures by companies to solve the above issue (job development) and the support measures used by specialized institutions (job development support).

(1) Job-duties issue

When broadly viewing the existing results of the surveys of recruitment and personnel managers about the employment of persons with disabilities, we find that many of them answered that they have difficulties in identifying what kinds of jobs or workplace would suit those with disabilities. In this study, the above problem is referred to as “the job-duties issue” related to the employment of persons with disabilities. For example, in the survey of companies with more than 30 regular employees conducted in 2005, many companies that do not employ persons with disabilities chose the notion that “they have no jobs suitable for persons with disabilities or could not afford to create jobs for them” as the reason. In the 2006 survey of companies with up to 300 employees, many of them chose the “identifying job duties” as the problem in employing persons with disabilities. Furthermore, in the 2008 survey of private companies with more than five employees, the most selected item as matters to be solved in employing persons with disabilities was the perception of having suitable jobs. In foregoing surveys, the job-duties issue was the prime reason why the companies do not employ persons with disabilities or have difficulty in employing them.

The foregoing surveys also indicated that as a policy of employing persons with disabilities, the majority of companies surveyed tend to employ them within the range of existing jobs instead of developing jobs for them. The above described way of employing persons with disabilities, which requires the combination of persons with disabilities and a company’s job opportunity within existing facilities, job duties and support systems, could be called the “static” employment of persons with disabilities. However, if the ratio of “dynamic” employment (which includes determining job duties for persons with disabilities through job development) becomes higher than at present and the direction made clearer for the solution to the job-duties issue, the employment of persons with disabilities is expected to make further development. Development in this situation will not only mean the quantitative expansion of the employment of persons with disabilities, but also includes the qualitative aspect whereby employees with disabilities are expected to contribute to their companies through job development and have a growing sense of job incentive and satisfaction.

(2) Job development

We conducted a mail-in survey of all listed companies with more than 100 employees (3,267 companies) about how persons with disabilities are recruited and employed, and 901 companies (28%) responded. Among those companies surveyed, 91.4 percent stated that they had experience in newly hiring persons with disabilities, and among the companies with more than 3,000 employees that replied to the survey, all had experience in employing persons with disabilities.

About 71.3 percent of the respondents stated that in recruiting and employing rank-and-file employees, they set limits on the number of applicants and those hired separately depending on the type of job (white color job or engineering work). Moreover, 62.2 percent of companies stated that they accept the applications of persons with disabilities or health problems who apply for an above prepared position for consideration for hiring.

On the other hand, in recruiting and hiring persons with disabilities, more than half of the respondents (50.4%) acknowledged that they make special arrangements regarding job

duties, positions, workplaces, types of jobs, career path, the employment rates of persons with disabilities, and the types and extent of handicaps.

More than half of the respondents (55.4%) indicated that for their employees who became disabled due to work-related or non-work-related accidents, or health problems, and then returned to work, they had the experience of changing the positions, types of jobs and job duties of such employees, depending on the type and degree of handicap and injury/disease.

When these results and those of the foregoing survey introduced in (1) are reviewed together, the recruitment and personnel managers are apparently trying to respond to persons with disabilities within the range of a section's existing facilities, job duties, and support system by paying special attention at the stage of recruitment.

Conversely, on the way of considering job duties for persons with disabilities, 72.4 percent think it is effective to assign them to any position just like regular employees and have those employees take part in their positions in the section. This is followed by job analysis (49.4%), job carving (28.9%), and job creation (21.8%) in that order.

Among the companies who responded to the mail survey, 10 companies were selected for participation in our interview survey. Interviewed companies were divided into four groups (sales and service at a large-scale shop, sales and service at a small-scale shop, sales job, and factory work), and under the framework of the above grouping, the results of the survey were considered from the viewpoint of how persons with disabilities are recruited and employed, and what kind of method is taken for reviewing job duties. The results revealed that, depending on each type of business operation (a system of making a profit), there are both specific difficulties and specific advantages related to the employment of persons with disabilities. Through viewing these difficulties and advantages from a broader perspective, we find that there exist factors that promote the employment of persons with disabilities, if the mechanism of learning about their duties in incremental steps is streamlined through job analysis and job carving, or if persons with disabilities have several opportunities to receive guidance from their senior workers and superior, and learn know-how from them by modeling senior workers and their superiors.

(3) Job development support of specialized institutions

a) Local Vocational Centers for Persons with Disabilities

We conducted a survey of Local Vocational Centers for Persons with Disabilities with regard to the actual situation of job development support. As a result, 24 vocational counselors (hereinafter referred to as "counselors") responded to our survey.

The most frequent opportunity to provide job development support is when counselors perform recruitment activities for achieving the employment ratio of specific business establishments, followed by negotiating for the employment of specific persons with disabilities.

What the counselor must do at the beginning of job development is to analyze the possibility of developing existing jobs. On the viewpoint with which the counselors analyze the jobs, every respondent selected "the quality required to outcomes of work and the necessary skills for this purpose." The criteria and viewpoints used to measure quality as outcomes of work are sometimes visible (in numerical values, figures or conditional statement), and sometimes not. If not visible, the criteria and viewpoints would be expressed by the skill of experts or exist in the mind of evaluators. However, in analyzing jobs, it is necessary to make the criteria and viewpoints visible. With regard to skills that produce work outcomes, they are either visualized through standard operations or customer service manuals, or not visualized at all. If not visualized, documenting skills by observation or listening in the workplace will pose a challenge

for job analysis. In addition to job analysis, they need to examine the system of employee education and discuss with the companies concerned whether the system can be applied to persons with disabilities or, if such application is difficult, whether the system can be improved to accept persons with disabilities.

We also collected know-how about job analysis and job development such as conducting a questionnaire survey to make a list of all job duties and interviewing not only recruitment and personnel managers but also field workers, in order to confirm the job duties that are beneficial to the workplaces. With respect to the significance of job development, one comment stated that since just recompiling the existing operations into job duties for persons with disabilities is no longer fully effective, they must acknowledge the importance of creating new job duties that will yield corporate profits by a careful review of the actual situation of companies. Concerning how to promote job development, some say that, instead of creating job duties by the supporters themselves, they should effectively support companies creating job duties. Others say that greater interest and concerns from companies would grow after resolving (part of) problems facing companies, and developing job duties so that employing persons with disability and improving the efficiency of companies become compatible.

b) US employment support agencies

The author visited the Rehabilitation Research and Training Center (RRTC) at Virginia Commonwealth University, TransCen, Inc., Disability and Business Technical Assistance Center (DBTAC), Mid-Atlantic ADA Center, Stern Consulting LLC., and the Institute for Community Inclusion (ICI), and learned job development-related skills from 11 job development experts and obtained helpful information.

According to the opinions of these employment support agencies, job development is aimed at making persons with disabilities useful human resources for companies by having them perform work that directly or indirectly contributes to company profits. Job development becomes necessary when no jobs are found available for persons with disabilities. The entities to conduct job development are the company and institutions concerned that stand to support job development conducted by the company.

Job development consists of the three steps shown in the following chart. A company begins with the first step, and then proceeds to the second and third steps if the step before not effective. Similarly, with regard to support for job development, we should start from the first step and then proceed to the second and third steps.

Three-step job development approach

Job development
<div data-bbox="244 349 1415 488"> <p>First step – Job accommodation</p> <ul style="list-style-type: none"> ▶ By using facilities, instruments and tools to support disabilities, reducing working hours, considering hospital visits, and securing supporters, persons with disabilities would be able to perform work, thereby turning themselves into useful human resources for the company. </div> <div data-bbox="244 488 1415 936"> <p>Second step – Job carving</p> <ul style="list-style-type: none"> ▶ Break up, combine and structure the job duties in progress (in whole or in part), and then reconstruct it so that one of the new job duties is available for one person with disabilities and required by the company like other job duties. ▶ Divide the work (in whole or in part) that has already been done by employees (including dispatched employees) or let persons with disabilities do the work that was previously assigned (in whole or in part) to other companies or self-employed individuals. <div data-bbox="339 757 1388 902"> <p>▶ Job duties to be divided</p> <ul style="list-style-type: none"> <input type="checkbox"/> Work handled (in whole or in part) by someone in the company on a daily basis <input type="checkbox"/> Supporting work (in whole or in part) related to a key job <input type="checkbox"/> Work farmed out (in whole or in part) </div> </div> <div data-bbox="244 936 1415 1570"> <p>Third step – Job creation</p> <ul style="list-style-type: none"> ▶ Find or create work that has never been done by the company, and then realize a new job duty assigned to one person with disabilities and required by the company. ▶ Create a job that contributes to streamlining other employees' operations and enhances the company's benefit, and then assign it to a person with disabilities. <div data-bbox="339 1137 1388 1541"> <p>▶ Job duties to be created</p> <ul style="list-style-type: none"> <input type="checkbox"/> Supporting work that may lead to enhanced productivity, a helping hand, and the elimination of workplace problems. <input type="checkbox"/> Work that business managers or employees wanted to do (or should do) but failed to do it to their satisfaction. <input type="checkbox"/> Work never been done by the company but done by other companies in the same trade or at another similar workplace, and which is expected to be beneficial to the company. <input type="checkbox"/> Work expected to lead to an increase in orders from customers and business partners, increased customer satisfaction, and new business development. <input type="checkbox"/> Work related to areas where the business manager and superiors believe to have growth potential in the near future, and work in line with the company's direction in the next five or 10 years. </div> </div>

When initially considering the job duties of persons with disabilities, the use of facilities, instruments and tools for accommodating disabilities, reduction of working hours, hospital visits, and helpers must be secured so that persons with disabilities can perform job duties (in whole or in part) (job accommodation). If problems still remain, break up, before combining or structuring the work done by someone in the company on a daily basis, related work that covers a key job (in whole or in part), or work that was farmed out (in whole or in part), and then reconstruct into what includes a post for one person with disabilities as required by the company (job carving). If the problems are still not resolved, find or create work that has never been done by the company and create a new job to become the work for one person with disabilities as required by the company (job creation). Job duties can be found and created from the following viewpoints:

- Supporting work that may lead to enhanced productivity, a helping hand, and elimination of workplace problems
- Work that business managers, superiors or employees wanted to do (or should do) but failed to do it to their satisfaction.
- Work never been done by the company but done by other companies in the same trade or at another similar workplace, and which is expected to be beneficial to the company.
- Work expected to lead to an increase in orders from customers and business partners, increased customer satisfaction, and new business development.
- Work related to areas where the business manager and superiors believe to have growth potential in the near future, and work in line with the company's direction in the next or 10 years.

When finding and developing job duties for persons with disabilities, job development represents an approach to building a system for the continuing employment of persons with disabilities by ensuring that it brings certain advantages to business. Consequently, the job duties to be developed must effectively address business needs. For this reason, job development entails building a business relationship with the company and focusing on specific needs of the company on a routine basis.

7. Methods of effective use of research achievements

(1) As review materials for the recruitment, employment and posting of persons with disabilities

On the occasion of employees returning to work and the new employment of persons with disabilities, this report provides the basic concept of know-how and procedures performed by employment and personnel managers for reviewing the job duties of persons with disabilities, and how to receive support from support agencies. Since the study compiles minor problems regarding job duties as obtained through the comments made by companies, the author believes that this report will help companies sort out various problems regarding the recruitment, employment and posting of persons with disabilities.

(2) As some help to support for employers

In vocational rehabilitation, improving support for persons with disabilities as well as support for employers is becoming more necessary. This report, from the viewpoint of the job-duties issue, will prove helpful in obtaining concrete information on how to promote support for employers and the crucial issues thereof.

(3) As review materials for cultivating and training supporters

In vocational rehabilitation, further clarifying the expertise of support for employers is considered necessary. When reviewing training curricula and contents related to support for employers, this report will be helpful in theoretically clarifying the skills and knowledge required of such supporters.