



A study on the employment conditions,etc., to promote employment of persons with mental disabilities

[Research Reports No.95] Summary

【Keywords】

Persons with mental disabilities, Job placement, Employment conditions

【Points for using the findings】

Ascertains and analyzes actual conditions surrounding the placement of Public Employment Security Office for persons with mental disabilities to study the employment conditions of them. Interviews to the companies that employ persons with mental disabilities to survey the management concerning them. Clarifies present conditions and the employment continuation of persons with mental disabilities.

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Overview, Foreword, Chapters 1-3, Conclusions

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2. Period

Fiscal 2008 to 2009

3. Composition of the research report

Overview

Foreword

Chapter 1 The current state of employment of persons with mental disabilities, etc.

Chapter 2 Survey of the state of new jobseekers' registrations and employment placements at Public Employment Security Offices (hereinafter referred to as "Hello Work Offices").

Chapter 3 Interviews with companies regarding the employment of persons with mental disabilities

Conclusions

4. Background and Purpose

The state of employment by persons with mental disabilities is surveyed by the Ministry of Health, Labor and Welfare, via the "Survey on the Actual Employment status of Persons with Physical, Intellectual and Mental Disabilities," and the "Survey on the Employment Situation of Persons with Disabilities," each of which is implemented every five years. In addition, since fiscal 2006, the government has also clarified the proportion of persons with mental disabilities who are in employment (those holding a "Health and Welfare Record Book for Persons with Mental Disabilities" (hereinafter referred to as a "Record Book")), which has shown that 1,538 persons with mental disabilities were newly employed in the year from June 2006 in private sector companies with 56 or more employees.

Meanwhile, during the year beginning June 2006, 7,232 persons with mental disabilities received introductions from Hello Work Offices resulting in employment, which is a significantly larger number than the 1,538 persons with mental disabilities newly employed in the year from June 2006, which is calculated as the actual employment rate. The incidences of employment recorded via Hello Work Offices include examples of (1) persons not holding a Record Book, (2) persons not disclosing mental disabilities, (3) persons being employed in corporations with fewer than 56 employees, (4) persons working for less than 20 hours per week, (5) persons leaving employment before 1st June, etc., and therefore the total number of introductions by the Hello Work Offices are not counted within the statistics for the actual employment rate. Materials published to date, however, have been unclear in regard to basic information regarding not only why this divergence of figures occurred, but

also the proportion of persons with mental disabilities using Hello Work Offices who have Record Books, the level of disclosure relating to mental disability, labor conditions in the place of work, the number of people who stay in employment after introduction, etc.

The Research Report into the Employment Promotion, etc. of Persons with Mental Disabilities (May 2004) states that “Subsequent to revisions to the system (note: revisions to the scope of calculation used to establish the proportion of employment by persons with mental disabilities), there will be a need to clarify the benefits of these system revisions, in addition to ensuring a sustained understanding of the conditions of their execution and their appropriate implementation.” A correct understanding of the state of introductions being given to persons with mental disabilities by Hello Work Offices is likely, therefore, to be extremely useful in considering the future provision of effective employment support to persons with mental disabilities.

Furthermore, when considering the problems of employment for persons with mental disabilities, there is a need to understand the state of employment from the companies’ perspective, and given the future possibility of compulsory employment provision for persons with mental disabilities, it is desirable to hold interviews not just with companies who are already proactively implementing the employment of persons with mental disabilities, but also larger companies, in order to understand their situation and specific condition in regard to the employment of persons with mental disabilities.

Based on the awareness of the issues outlined above, this research has the objectives of clarifying and considering the current state of, and issues relating to, the employment of persons with mental disabilities, through the implementation of (1) a survey of the state of employment placements provided by Hello Work Offices to persons with mental disabilities, and (2) an interview-based survey of companies, relating to the employment of persons with mental disabilities.

5. Method

(1) Survey of the state of new jobseekers’ registrations and employment placements at Public Employment Security Offices

This survey covered a total of 110 advice centers for persons with disabilities from among Hello Work Offices nationwide, comprising the 47 leading offices (one from each prefecture), and 63 further offices selected at random from the non-leading offices.

The survey method involved sending survey documents to the targeted Hello Work Offices, and requesting that they be returned once the necessary data had been included. Furthermore, once the survey responses had been collected, some of the Hello Work Offices were visited or telephoned and interviews carried out regarding specific issues relating to employment placements, etc.

The contents of the survey targeted the advice desk for persons with disabilities within each target Hello Work Offices, asking for information relating to new jobseekers’ registrations or placements made during the survey period by persons with mental disabilities, such as whether or not they had a Record Book, their diagnosis, work history, utilization of training prior to employment, state of disclosure of disability, labor conditions at their place of work, level of utilization of support systems, state of partnerships and the extent to

which they remained in employment.

The survey research period was from July 1 to October 31, 2008; however, the category relating to remaining in employment was surveyed on February 27 and October 31, 2009.

(2) Interviews with companies relating to the employment of people with mental disabilities

a. Interviews with large companies

Based on The Japan Organization for Employment of the Elderly and Persons with Disabilities (JEED)'s Manual for the Expansion of Scope of Employment of People with Disabilities, and information collected from related organizations, the researchers clarified the large companies that employ persons with mental disabilities, and having communicated the purpose of the survey to these companies, engaged the cooperation of eight of them. The researchers subsequently visited and interviewed these companies. The details of the interview related to the reasons why the company employed persons with mental disabilities, the process of employment, issues and any problems arising in regard to the management of employment, attributes of the employment situation in comparison with those arising from the employment of other persons with disabilities, utilization of support systems and/or agencies, opinions relating to the potential future compulsory employment of persons with disabilities, methods for confirming the disabilities of persons to whom the actual employment rate apply, and opinions regarding "double counting," etc. The surveys were carried out between June and August 2009.

b. Interviews with companies implementing proactive employment of persons with mental disabilities

Companies were selected based on their ability to meet the following conditions: they are companies (1) that employ five or more persons with mental disabilities, (2) that additionally employ persons with physical and/or intellectual disabilities (in order to make a comparison with other disabilities), and (3) where the representative or human resources manager of the company is fully aware of the situation in regard to the employment of persons with mental disabilities, and sufficient information was known about the company either from their inclusion as an example of a company engaged in the employment of persons with disabilities on the JEED website, or based on referral from the regional Vocational Rehabilitation Centers for Persons with Disabilities. Care was taken to ensure that the employment figures were not overly dependent on special subsidiaries, and that companies included had the experience of employing persons with mental disabilities before fiscal 2006 (the calculation of the actual employment rate). The 10 companies who agreed to participate were then interviewed. The details and periods of interviews were similar for each company, and particular detailed attention was paid to issues relating to the management of employment.

6. Summarized Results of the Study

(1) Survey of the state of new jobseekers' registrations and employment placements at Hello Work Offices

a. Response results

The response rate to the survey was 100%. The survey showed 1,808 new jobseeker registrations (hereinafter referred to as “jobseekers”) and 962 employment placements (involving 908 people) (hereinafter referred to as “placements”). Since some people were placed more than once during the survey period, the number of placements is larger than the number of people.

b. The condition of persons with mental disabilities using the advice desk for persons with disabilities at Hello Work Offices

Approximately 70% of jobseekers and 80% of placements are holders of Record Books. In terms of diagnosis, the highest number of placements was by persons with schizophrenia, although more than half of all placements were given to persons with other conditions. Schizophrenia, mood disorders and epilepsy accounted together for approximately 80% of diagnoses, with remaining conditions covering a broad spectrum, including nervous and developmental disorders, higher brain dysfunction, personality disorders and narcotic dependency (see Figure 1).

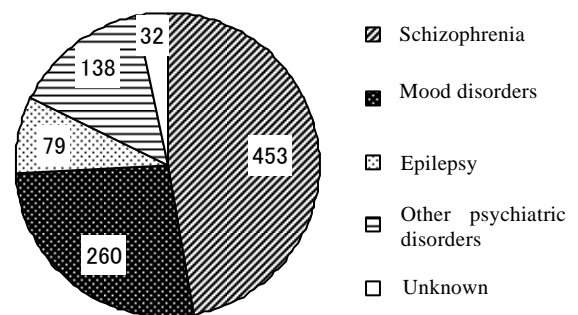


Figure 1: Diagnosis (persons placed in employment)

In addition to this, fewer than 5% of both jobseekers and placements had no prior experience of employment, and more than 40% of jobseekers were seeking registration for new employment within a year of losing their previous job. 70% of placements were placed in work within one year of beginning job seeking activities. Additionally, it was confirmed that approximately 70% of placements had been in work subsequent to the appearance of their symptoms, and approximately 50% of these people had experience of being placed in work at least once via an introduction from a Hello Work Office advice desk for persons with disabilities, while approximately 10% of people had been placed in work four or more times by the advice desk for persons with disabilities. There is evidence that a proportion of persons with disabilities using the advice desk are in a cycle of leaving or changing jobs.

At the same time, only around a quarter of jobseekers and those looking for placement were engaged in any sort of daytime activity or training. The fact that so few people are engaged in daytime activities or training indicates, as stated above, a comparatively large number of them were working within the labor market until fairly recently.

c. Types of job vacancies for employment placements

Approximately 50% of job vacancies were for general employees, 40% were for persons with disabilities, and less than 10% were in welfare plants designated as part of the Support program for continuation of work (A-type). Approximately 50% of employment placements made on behalf of persons with disabilities were made by just 17 Hello Work Offices. 13 of these were leading Hello Work Offices, and the other four were within metropolitan areas, demonstrating that work placements for persons with disabilities are largely made by

a small proportion of Hello Work Offices.

d. Disclosure of disability

Approximately 70% of placements involved disclosure of disability, while 30% did not. Since job vacancies for persons with disabilities assume a disability, looking at the data from a point of view of general vacancies, we can see that 40% of these disclosed disability while 60% did not disclose disability. Calculating the proportion of disclosure in placements made in regard to general vacancies, Hello Work Offices that made 0% disclosure and those that made 100% disclosure each numbered 25, the largest groups. Offices making fewer placements were more likely to be fully disclosing or fully non-disclosing (since if the office only made one placement to a general vacancy, the disclosure rate would automatically be 0% or 100%), but even after removing Hello Work Offices making two or fewer placements from the calculation, more than 40% of Hello Work Offices had either 0% or 100% disclosure, showing a strong variation in disclosure rate between different offices (Figure 2).

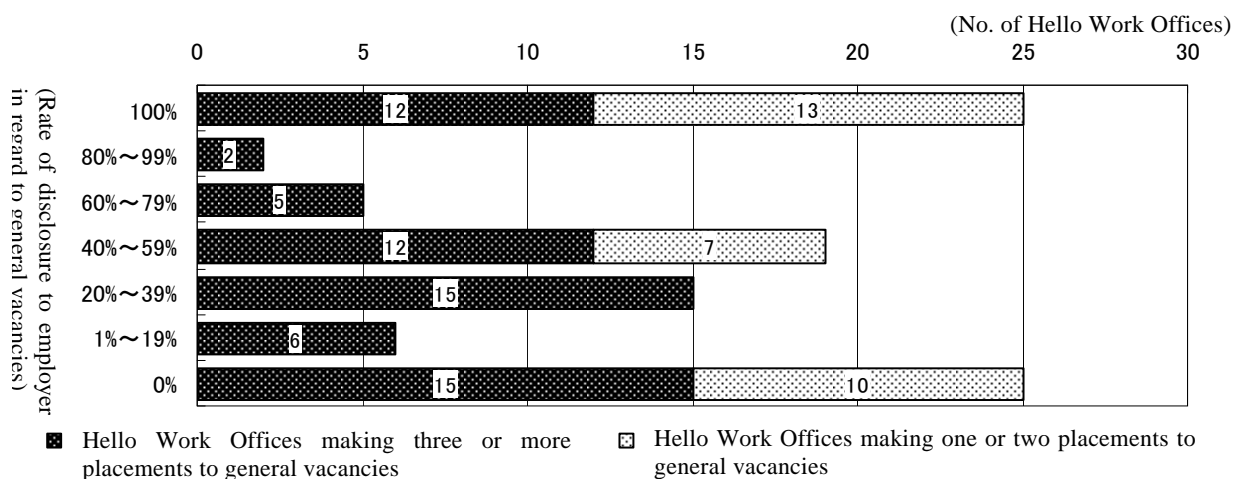


Figure 2: No. of Hello Work Offices, by rate of disclosure in regard to no. of placements to general vacancies

When interviewed in regard to their thoughts on disability disclosure, most Hello Work Offices stated that their decision to disclose or not disclose was based on the opinion of the person applying for the job. There were some examples, however, of introductions done without disclosure even when the person applying for the job requested disclosure, in order to improve the applicant's chances of employment, since it was felt that the employer in question was not yet sufficiently aware of issues relating to mental disability, and some Hello Work Offices where jobseekers who did not wish to disclose were dealt with by the general section, while those who wished to disclose were assisted by the advice desk for persons with disabilities. These and other examples demonstrate that in some cases, the disclosure or non-disclosure of disability depends not on the preference of the person in question, but rather on the level of understanding demonstrated towards mental disability by corporations in the region in question, or the advice methods utilized by individual Hello Work Offices.

e. Labor conditions, etc.

Approximately 50% of placements involved 30 working hours or more per week at the time of employment, followed by “20 to less than 30 hours” (approximately 30%) and “less than 20 hours” (approximately 20%). The majority – over 50% – of placements had “no fixed period of employment,” while approximately 20% were “trial or step-up employment” periods and just under 20% of placements were for a “fixed period of employment (renewal possible).” The category “fixed period of employment (no renewal),” which is outside the scope of employment conditions included in the actual employment rate, comprised under 5% of total placements. The scale of the companies offering placements ranged from “under 56 employees” (more than 40%) through to “301 employees or more” (approximately 30%). Just under 50% of placements were in the “manufacturing/labor” sector, with “office work” and “services” coming next.

f. State of partnerships

Just under 40% of placement examples had come about as the result of a partnership between the Hello Work Offices and a support agency, while 25% of placements had come via the work of a Support Team for employment by persons with disabilities (hereinafter referred to as “team support”).

In cases where partnerships were entered into, 60% of placements were made in response to recruitment targeting persons with disabilities, and of the placements made via general recruitment, 70% involved disclosure of disability. Approximately 50% utilized a job coaching system, trial employment period or other type of support system. In cases where there was no partnership in place, however, more than 20% of placements were made in response to recruitment targeting persons with disabilities, approximately 30% of placements via general recruitment involved disclosure of disability, and approximately 10% utilized a support system, demonstrating a significant difference between those using partnerships and those not (Figures 3 – 6).

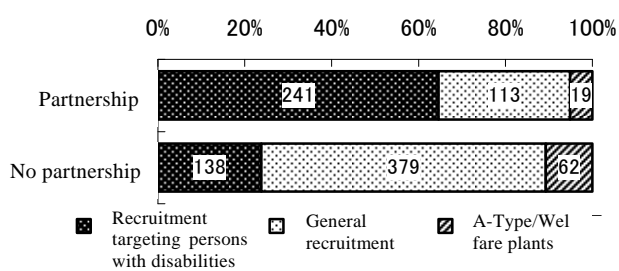


Figure 3: Existence of partnerships and type of placement

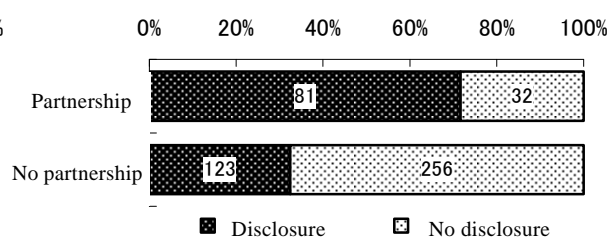


Figure 4: Existence of partnerships and disclosure of disability (general recruitment only)

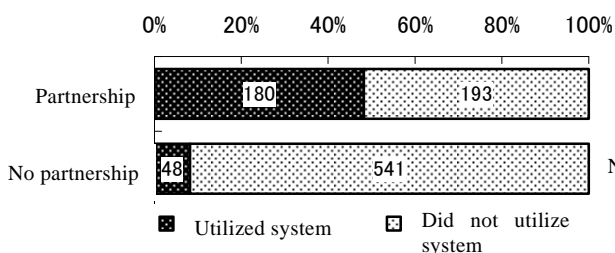


Figure 5: Existence of partnerships and utilization of systems

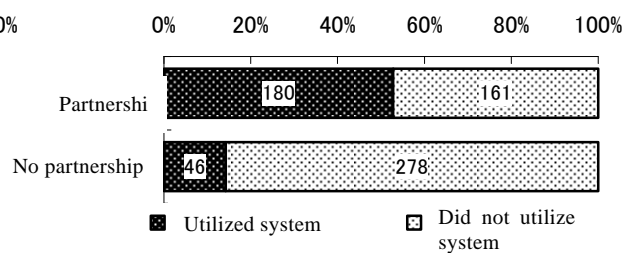


Figure 6: Existence of partnerships and utilization of systems (for cases where disability was disclosed only)

g. Continuation of employment

Approximately 25% of all persons placed in employment left their jobs in the short term – less than 1 month of being employed – and around one in three left after less than three months. Around 40% of all placements were still in operation 12 months from the date of employment starting, however (Figure 7).

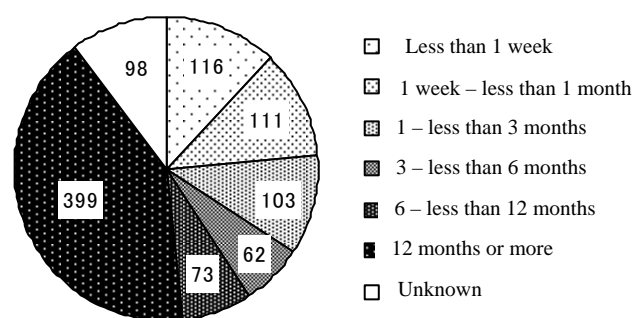


Figure 7: Period for which person employed remained in employment

It is thought that a variety of factors need to be present in order for employment to continue in the same post for a long period of time, and for this reason the authors performed discriminant analysis to consider issues that relate to the continuation of employment. A “Stepwise Selection” was used in regard to 16 categories* of employment examples that assumed continual employment within general companies (excluding “Welfare plants designated as part of the Support program for continuation of work (A-type)” and “fixed period of employment (no renewal)”). Categories considered as having bearing on continuation or otherwise of employment differed depending on the length of time that passed after placement. At the three-month point, in order in which they were considered significant in the continuation or otherwise of employment, the issues were (1) the existence or otherwise of support for workplace adaptation (hereinafter referred to as “support for adaptation”), (2) the type of recruitment, (3) disclosure of disability, (4) the utilization or otherwise of training, (5) the size of company, and (6) the utilization or otherwise of support systems; while at 6 months, the issues were (1) the existence or otherwise of support for adaptation, (2) the type of recruitment, (3) disclosure of disability, and (4) the existence or otherwise of partnerships, and at 12 months, the issues were (1) the existence or otherwise of support for adaptation, (2) the type of recruitment, (3) disclosure of disability, (4) the existence or otherwise of team support, (5) the size of the company, and (6) age. Issues such as diagnosis and the existence or otherwise of a Record Book did not appear to have any effect on the length of employment. The discriminant rate was not particularly high (65.8%~69.8%), but the results are still significant, since the analysis was carried out without the inclusion of any categories relating to the employment capabilities, etc., of the jobseeker.

*Gender, age (20s or under, 30s, 40s, 50s or above), diagnosis, existence or otherwise of a Record Book, experience or otherwise of work since emergence of symptoms, period during which out of work (less than 1 year/1 year or more/no previous employment), size of company (less than 301 employees/301 employees or more), type of recruitment (general/targeted at persons with disabilities), disclosure or otherwise of disability, working hours (less than 20 hours/20 to less than 30 hours/30 hours or more), existence or otherwise of partnerships, existence or otherwise of training, existence or otherwise of support systems, existence or otherwise of team support, existence or otherwise of support for adaptation.

Next, the four categories considered to have a strong bearing on the continuation or leaving of employment at the 12-month mark (recruitment general/targeted at persons with disabilities, disclosure or otherwise of

disability, existence or otherwise of team support, existence or otherwise of support for adaptation) were applied to create subject group cohorts of respondents, to which the Ryan's method was applied, allowing multiple comparisons of all cohorts (Figure 8).

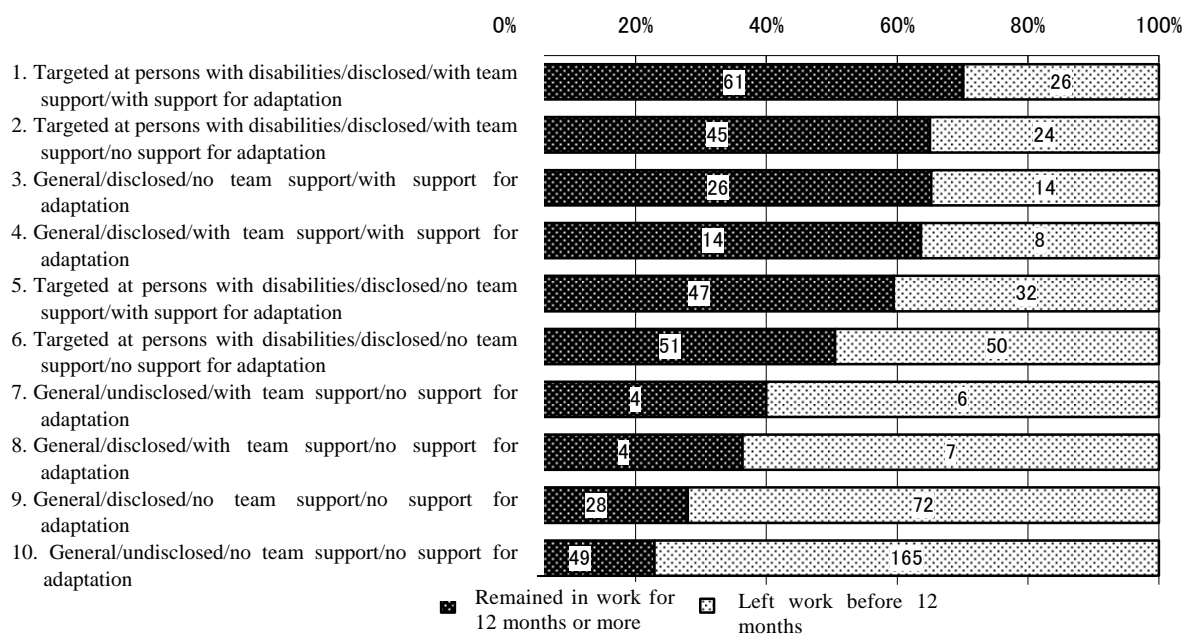


Figure 8: Relationship between type of recruitment, disability disclosure, team support and support for adaptation, and number of persons remaining in work after 12 months.

As a result of this, significant differences were noted at a significance of 5% between groups 1 through 6 and group 10, and groups 1 – 2 and group 9. Factors that contributed to persons remaining in work for 12 months or more were demonstrated to be (1) placement in posts that were recruited targeting persons with disabilities, and (2) where placements were made in generally recruited posts, the disclosure of disability and the implementation of support for adaptation.

The lowest rate of continuance in post at the 12-month mark was among group 10 (general recruitment/non-disclosure of disability/no team support or support for adaptation). This group comprised approximately 30% of all placements analyzed.

h. Proportion of persons employed who are included in the calculation of the actual employment rate

Over 20% of persons employed (between July and October 2008) fulfilled the criteria for inclusion in the calculation of the actual employment rate (“group eligible for inclusion in employment rate”) (those with a Record Book, who disclosed their disability, worked in companies with 56 or more employees, were employed for 20 hours or more per week and who were placed in a post with no time limit on employment, or where a period was imposed but could be renewed). Just over a further 10% were employed on the Trial Employment Program or the Step-up Employment Program where once their trial or step-up period was completed they could move to full employment and may possibly be included in the actual employment rate in the future (“trial eligible group”). Just under 10% of persons employed would fulfill the criteria for inclusion if they had disclosed their disability (“eligible undisclosed group: those who cannot be included in the calculation of the actual employment rate due to

non-disclosure of disability”), while more than 50% of placements were of people who were ineligible due to the size of their company or the fact that they did not hold a Record Book (“ineligible group”).

Approximately a third of all placements (including the “trial eligible group”) were therefore potentially eligible for inclusion to the actual employment rate calculation, but this fell to approximately 20% by June 1, 2009 (Figure 9)

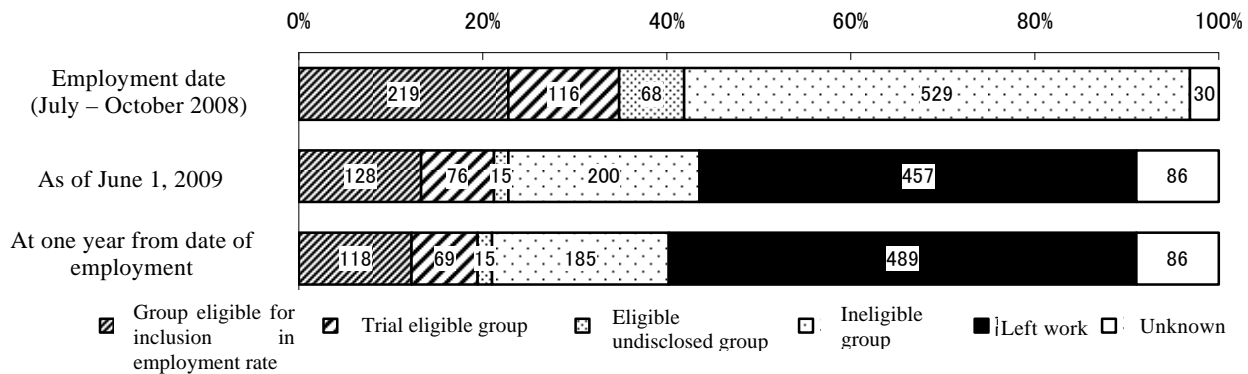


Figure 9: Trends in eligibility for inclusion in the actual employment rate

(2) Interviews with companies relating to the employment of people with mental disabilities

a. Interviews with large companies

Seven of the eight companies where interviews were conducted had over 10,000 employees, one had between 5,000 and 10,000. Five of these companies had special subsidiaries. Seven of the companies had begun to employ persons with mental disabilities after the calculation of the actual employment rates for persons with mental disabilities began in fiscal 2006, while the eighth was unclear. 124 persons with mental disabilities (those holding a Record Book who are eligible for inclusion in the calculation of actual employment rates) were employed by the companies targeted for interview. Of these, 16 were already in post when their symptoms emerged. Several companies also pointed out that they had other employees with mental health issues but who were not in possession of a Record Book, or who may be in possession of a Record Book but had not declared the fact, and therefore the company was not fully aware of their position.

Issues as identified as having been worked on in managing employment include making such disabilities known to other employees so that they give consideration to the disabilities, making sure that such persons with disabilities are neither assigned an excessive workload nor asked to work at an excessive speed, refraining from putting such persons on the negotiation table, not letting such persons work overtime, and making use of the flextime system and the regional Vocational Rehabilitation Centers for Persons with Disabilities.

Many of the companies pointed to problems in the management of such employees such as the difficulty of communication, the instable nature of their physical health, the fact that their superiors and other employees often felt burdened in working with them, and the fact that mental disability is harder to respond to than other types of disability.

In regard to the future possibility of compulsory employment provision for persons with mental disabilities, five companies were of the opinion that such measures were still premature. Their reasons for thinking that included

insufficient coordination regarding the problems faced by employees with mental health issues at work, and a lack of support systems within government and medical agencies. Furthermore, six companies pointed out the need for the “double count” already applied to persons with severe physical disabilities and intellectual disabilities to be applied to persons with mental disabilities. Their reasons for considering this were the fact that persons with mental disabilities require a higher level of employment management than those with other disabilities. Of these companies, three companies stated that they would like all persons with mental disabilities, not just those holding a Record Book, to be within the scope of the “double count.” At present, persons with mental disabilities who are included in the actual employment rate calculation are confirmed by the holding of a Record Book, but five companies noted the complexity of problems associated with the need to check a Record Book every two years, and the problem of how to deal with employees who fall outside this eligibility criteria.

b. Interviews with companies who are proactively implementing the employment of persons with mental disabilities

Of the 10 companies targeted for this round of interviews, four had 100 or fewer employees, three had between 100 and 200 employees, two had between 1,000 and 2,000 employees, and one had more than 10,000 employees. Of these, four were special subsidiaries. Three of the companies had begun employing persons with mental disabilities in the 1990s, two since the early 2000s (one of which was a special subsidiary), and five from around the time the actual employment rate began to be calculated in fiscal 2006 (of which three were special subsidiaries). The companies targeted for these interviews employed a total of 162 persons with mental disabilities, but only 128 of these were eligible for inclusion in the calculation of the actual employment rate.

Issues as identified as having been worked on in managing employment included encouraging other employees to support those with disabilities, utilizing training systems, forming partnerships with support organizations to ensure support systems were in place, being aware of potential issues at the point at which employment was implemented, taking care in areas such as work distribution, working hours and rest time, and issuing instructions, subsequent to employment, considering how to create a positive workplace environment, and creating a workplace system that could cope with employees suddenly needing time off, etc.

Problems noted in relation to managing employment included, for companies engaged in the employment of persons with mental disabilities since before the actual employment rate began to be calculated (fiscal 2006), the care required in managing relationships. It was pointed out, however, that providing the company ensured that other employees could behave in a way that allowed them to care naturally for the person’s disability and personality, problems rarely occurred, and that although at first, there had been incidences of symptoms worsening and problems with interpersonal relationships, certain measures had been introduced which allowed most companies to feel that there were no particular problems occurring. At the same time, in companies that had begun efforts to employ persons with mental disabilities since fiscal 2006, issues such as health problems and problems with communication were raised, and in many cases there was a feeling that oversensitivity to small things had led to nervousness among superiors and other colleagues, which was leading to additional emotional pressure on employees.

In regard to the future possibility of compulsory employment provision for persons with mental disabilities, seven companies felt that this should be introduced as early as possible. The remaining three companies were not

opposed to compulsory employment provision. Eight companies stated the need for “double count.” Of these, five companies felt that this should be applied not only to persons holding a Record Book, but also to all persons with mental disabilities, since negativity towards persons with mental disabilities was strong, and it was felt that employment would not proceed unless “double count” was implemented. In regard to the fact that the actual employment rate was calculated using the holders of a Record Book, companies felt that the fact that some people did not renew their Record Book at renewal time, the problem of some people not being considered applicable for a Record Book, and the fact that there was no particular merit in registering for a Record Book meant that there was little connection between the level of a Record Book and the holder’s employment, and that therefore the Record Book should not be used as the standard by which a person’s ability to work was judged. At the same time, the opinion was given that “in our company there are two employees who are unlikely to be able to renew their Record Book in the future, but even without these they are competent to work, and we will continue to employ them.”

7. Methods of effective use of research achievements

The survey of Hello Work Offices allowed the authors to understand the state of employment of persons with mental disabilities who utilize the advice desk for persons with disabilities. The results allowed new understanding of many issues that had not been looked at in Japan before, such as jobseekers’ diagnoses, a Record Book registration, disclosure of disability and partnerships with related organizations, the length of time for which placements are maintained, the methods used to calculate the actual employment rate, etc. The report demonstrates the relationship between employment conditions, the person’s diagnosis, and the possession or otherwise of a Record Book, the jobseeker’s hopes and their actual place of employment, reasons for leaving employment, etc., as well as many other factors not mentioned in this summary. Interested parties are strongly recommended, therefore, to also read the report.

Furthermore, based on facts clarified through these surveys, it is hoped that specific considerations will be implemented on a regional basis in relation to the methods in which employment advice is offered to persons with mental disabilities at Hello Work Offices, and to partnerships between Hello Work Offices and related agencies. As one of the mid-term outputs of this research project, the authors are producing a “Guidebook for Advice Centers for Persons with Mental Disabilities,” which includes know-how from employment advice and partnerships implemented by Hello Work Offices, and we hope that this guidebook will prove effective.

The company interviews allowed clarification of the specific state of companies in relation to the employment of persons with mental disabilities since the introduction of the calculation of the actual employment rate. In particular, the measures taken to carefully manage the employment of persons with mental disabilities in companies that are proactive in implementing this are useful reference points not only for companies considering the future employment of persons with mental disabilities, but also for support staff working with support agencies. Support agencies should also bear in mind the issues raised by companies as problematic when managing employment, and work towards providing support in such a way as to make it easier for companies to feel secure when hiring persons with mental disabilities.

Chapter 1 of the Research Report includes a priority survey relating to the current state of employment of

persons with mental disabilities, and discusses the number of persons with mental disabilities currently in work, the labor conditions under which such persons are employed, the issues and considerations given by companies to employing such persons, the opinions of employed persons with mental disabilities regarding their work life, and the future hopes of persons with mental disabilities in relation to working. The report gives a compact overview of the state of employment by persons with mental disabilities, and the authors hope that it will be useful.