



Study on the Current Situations and Employers' Needs for Employment Support by Job Coach and Other Personal Assistance

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Composition of the survey report

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Purpose and method of the study

This study was conducted in order to identify challenges confronting job coach through following 3 surveys, (1) civil establishments, (2) Local Vocational Centers, and (3) vocational rehabilitation agencies (excluding the Local Vocational Centers).

On these surveys, the authors focused on some issues: (a) long-term job retention of persons with disabilities, and requirement for on-going support, (b) job site personal-assistance (including job coach), (c) employers utilizing (or requiring) the type-2 job coach grant, (d) effects of job coach support by the Local Vocational Centers for Persons with Disabilities, and (e) current situation of job site personal-assistance by other support agencies.

In addition, the history of supported employment in the United States was summarized, and current tasks are reviewed, for purpose of cross-national research.

Research period

FY 2006 - FY 2007

Brief overview of the study's findings

■ SURVEYS OF CIVIL ESTABLISHMENTS (on employment management and requirement for job coach support by vocational rehabilitation agencies)

- ☐ The survey covered 3 categories of civil establishments, categories influence high demand for job coach services. The 3 categories are (a) employers draw concern in job site personal-assistance (including job coach), those whom preceding study found (b) non-profit or public-interest corporations, and (c) those belong to any of the industrial sectors where exclusion-rate was applicable under Employment Quota System. As a whole, these are 3,049 civil establishments in sum total excluding overlaps, and there are 988 respondents, then the collection rate was 32.4%.
- ☐ On the breakdown according to the Japanese Standard Industrial Classification, the medical and welfare, the transport, the manufacturing, the construction are relatively-numerous. It was also noted that the shortage of workers exceeded the results of a survey during the same period ,Survey on Labour Economy Trend, conducted by the Ministry of Health, Labour and Welfare.
- ☐ 86.9% of the respondents employed persons with physical disabilities. Among 11.3% of these 86.9% civil establishments, all persons with physical disabilities returned to the same civil establishments after the onset of disabilities. 11.4% of respondents employed persons with mental disabilities. Among 34.5% of these 11.4% respondents, all persons with mental disabilities returned to the same civil establishments after the onset of disabilities.
- ☐ 33.2% of the respondents knew the type-2 job coach grant, grant for stationing job coach in own civil establishment — the job coach referred to as "No.2 job coach"—. 0.8% of the respondents have utilized the type-2 job coach grant, actually. Moreover, 56.3% of the respondents knew the job coaches stationed in Centers, which means the Local Vocational Centers for Persons with Disabilities, and/or knew the job coaches stationed in other support agencies—the job coach referred to as "No.1 job coach" —. 11.2% of the respondents have utilized the job coach services by the Centers and/or by the other support agencies. In addition, over 80% of these 11.2% civil establishments responded that the job coach services they utilized were effective.
- ☐ The top answer in the questionnaire about reason why civil establishments haven't utilized any job coach system — (a) the type-2 job coach grant, (b) job coach services by the Centers, (c) job coach services by the other support agencies— was: "Our employment management for persons with disabilities, similar to employment management for other employees, will not need special attention. "
- ☐ 43.0% of respondents have referred some kind of consultation or information resource regarding the employment of persons with disabilities. This tendency was strong in particular category of civil establishments, those belong to any of the industrial sectors where exclusion-rate was applicable under Employment Quota System. The civil establishments that consulted the Hello Work accounted for 79.5%, the highest percentage. They were followed by 28.9% respondents: "We use the Internet, join some seminars, or search literary documents", next were 19.3% respondents: "We consult to (or are provided reference information from) other civil establishments, affiliated establishments, corporate manager's associations or economic groups".

■ SURVEYS OF LOCAL VOCATIONAL CENTERS (on effects of job coach service)

- ☐ The survey covered all 52 Local Vocational Centers for Persons with Disabilities.

Survey on Job retainment rates

- ☐ The job retainment rates as of 1 month, 6 months, and 1 year after job coach service were 89.6%, 86.4%, and 81.9%. Of these, 6 months and 1 year were higher rates than comparable statistics in the United States.

- ☐ A comparison of the numbers of persons retained and those not retained as of 1 year after job coach service, classified according to 3 categories of disabilities (physical, intellectual and psychiatric), revealed that the number of retained persons with intellectual disabilities was significantly larger than in other categories. In contrast, the number of persons with psychiatric disabilities was statistically-significantly smaller than in other categories.

Survey on the factors for separation from employment

- ☐ The survey was intended to investigate the degree to which these items contributed to the results of to be still employed or not to be employed. The 16 survey items used for this survey were raised: "work skills", "well-mannered on work site", "satisfaction with task", "satisfaction with working conditions", "satisfaction with human relationships", "motivation to continue working", "life style stability", "incentive to work before employment", "change in family status", "periodic environmental change on work site", "irregular major change on work site", "worsened health condition", "termination or mandatory retirement", "appropriateness of employment management", "instilling of the employment management principles on work site", and, "employer probity to the employee". Unfortunately, it was deemed impossible to determine how these 16 items affected the clients' patterns of to be still employed or not.
- ☐ The authors examined the differences among 3 groups of clients utilizing job coach services: (1) clients who were separated from employment less than six months later after the hiring, (2) those who stayed for more than six months and separated from employment less than a year later, and (3) those staying for more than a year and still on the payroll. By clarifying these differences, the authors examined which of the 16 items affected the period during which clients remained on the payroll. As a result, the following 6 items were found significantly influential: "work skills", "motivation to continue working", "life style stability," "worsened health condition," "satisfaction with working conditions," and "appropriateness of employment management."
- ☐ Among the 16 items, those considered by service providers to be reasons for separation from employment and which showed statistically-significant results were as follows: For those who were separated from employment less than six months later after the hiring, "work skills" and "motivation before employment" were the reasons; for those staying more than six months and separating from employment less than a year later, "irregular major change" was the reason.
- ☐ As mentioned above, 6 items affecting the period during which clients remained on the payroll. it is important to note that 2 of these. "satisfaction with working conditions" and "appropriateness of employment management", were not among the reasons for separation from employment, reasons as identified by the respondents, vocational counselors for persons with disabilities. First, "satisfaction with working conditions" agreed with the result found in prior research that revealed job satisfaction affected the intention to changing of job. To stabilize clients on the payroll, it's advisable to consider such mind-set of each person with disability as "satisfaction with working conditions", for the future of job coach services. Second, "appropriateness of employment management" affected the period during which clients remained on the payroll nonetheless, vocational counselors didn't necessarily emphasize as a factor in separation from employment of persons with disabilities. The findings suggest that vocational counselors should be concerned in employment management at civil establishments, even more actively.

■ SURVEY OF VOCATIONAL REHABILITATION AGENCIES (excluding the Local Vocational Centers)

- ☐ The survey covered 1,484 agencies, including all Employment Support Centers, all Employment and Living Support Centers for persons with disabilities, all agencies conducting No.1 Job Coach program, all Work Transition Support Providers, and all Support for Continuation (Type A and B) of Work

Providers. A total of 637 (42.9%) returned questionnaire responses.

- Among the characteristics of respondents, social welfare corporations accounted for the highest percentage (at 72.8%), followed by specified nonprofit corporations (at 17.4%). Conversely, a breakdown of respondents by functions of working support service indicated that Support for Continuation (Type B) of Work Providers accounted for the highest percentage at 55.6%, followed by Work Transition Support Providers at 34.4%.

Support for civil establishments

- Among the jobs for clients to be supported in employment, factory work and machine operation accounted for the highest percentage (at 32.7%), followed by linen, cleaning and cooking in restaurants (at 24.6%), backyard operation and goods shipment at retail (at 8.2%), and then warehouse work, delivery and transport (at 6.5%).
- Agencies that “regularly conduct” or “ever conducted (or have conducted before)” job development or job redesign accounted for 52.9%. Moreover, agencies that regularly / ever providing (or have ever provided) consultation to civil establishments regarding wages (or promotion or other working conditions of clients) accounted for 49.1%.
- Agencies that "regularly make" or "ever make (or have made before)" requests to civil establishments for practical work training accounted for 70.3%.
- Agencies that “regularly conduct” or “ever conducted (or have ever conducted) persuading of making job offer accounted for 73.9%. Of the methods of job search, asking for Hello Work Offices' cooperation accounted for the highest percentage (at 79.4%), followed by those seeking the cooperation of civil establishments which previously be asked for practical work training and employment (at 53.5%), and those seeking the cooperation of local civil establishments, associations of civil establishments, or associations of managers (at 49.1%).
- The number of civil establishments by size of work force that have gotten employment support services during the past year was concentrated in the civil establishments of large size as compared to results of the complete enumeration survey conducted by the Ministry of Internal Affairs and Communications (MIAC). The MIAC survey indicated that most of civil establishments have a smaller work force in zones commutable for almost persons, including persons with disabilities. The authors considered that these results were more easily explained by the hypothesis that there are also differences in degree (vocational restrictions are severe or mild) in the "capability for work force" (doesn't mean vacancies of jobs) of each civil establishments, the number of civil establishments in commutable zones of each person, and "capability of work in community" (e.g., means of transportation, road conditions) inhabited by each person with disability. The findings suggest that agencies should cope with this kind of difficulty in employment existing in each communities and civil establishments that may employ the clients.

Support for persons with disabilities

- Among the respondents, those providing guidance and training in workshops at their facilities accounted for 82.1%, those conducting client assessment accounted for 77.6%, and those making support plans for employment accounted for 71.1%. As discussed above, a majority of respondents implement programs under the Law to Support the Independence of Persons with Disabilities. This leads to the assumption that the present survey findings result from the institutional assessment and formulation of Individual Support Plan under the law.
- Among the methods of assessment for persons with disabilities, work experience at workshops, facilities and similar establishments of the own organization concerned, coupled with salaries, wages, or remunerations accounted for the highest percentage (at 75%). This was followed by methods of some checklists, or interview (at 54%). Assessment based on standardized tests accounted for only 10% .

- Among the methods of work training or vocational guidance, the one used in almost agencies (91.5%) showed that teaching by examples (subsequently, working together with them), and then having them do it all by themselves. The Systematic Instruction (at 18.5%) and functional analysis according to applied behavior analysis, and shaping and maintaining behavior (at 8.8%) only accounted for smaller percentages.
- In cases persons with disabilities was separated from employment, respondent agencies regularly or have ever provided support for re-employment accounted for 80.2%. Respondent agencies which hardly ever implement support for re-employment accounted for only a small percentage at 5.5%.

Caseload and manpower

- A breakdown of clients by type of disability (physical, intellectual or psychiatric) indicated that these categories accounted for 14.8%, 62.7%, and 19.7%, respectively. Physical and intellectual disabilities accounted for significantly larger than the Local Vocational Centers. In contrast, there were relatively few persons with psychiatric disabilities.
- Among the respondent agencies, agencies configuring the higher limit of caseload accounted for 29.7%.
- Among the respondent agencies that they provided some sort of support services after the client enter employment, those having a limited support period accounted for 12.1%, those respondents that their actual average of support period was within one year accounted for 6.7%, and those respondents that they had no specified limit on the support period after the client enter employment accounted for 87.2%.
- Among the employment support service personnel, who are licentiates in social welfare, or psychiatric social work, or clinical psychotherapy, social welfare accounted for the highest percentage (at 5.0%), followed by clinical psychotherapy (at 3.0%).
- Among the official labels of employment support service providers, "Shuro-shien-in (means personnel who conduct employment support service for persons with disabilities)" accounted for the highest percentage (at 36.7%), followed by "no job title in particular" (at 27.9%) and "job coach" (at 17.3%).
- Among the agencies, those have personnel who have limited scope of practice for employment support accounted for 68.9%, those have No.1 Job Coach accounted for 32.4% and those with have No.1 Job Coach whose scope of practice is determinate accounted for 23.9%.
- Among personnel, full-time personnel who have limited scope of practice for employment support accounted for 20.1%, No. 1 Job Coach accounted for 4.1%, No. 1 Job Coach who have limited scope of practice for employment support accounted for 2.7%. Among the employment support service personnel, No. 1 Job Coach accounted for 11.0%. Among the No. 1 Job Coach, No. 1 Job Coach who have limited scope of practice for employment support accounted for 64.6%. It should also be noted that employment support service personnel had a higher full-time percentage than other personnel.
- Totaling the figures obtained from the respondent data, agencies revealed that 43,527 persons with disabilities are supported by 2,992 employment support service personnel, meaning that 14.5 clients per 1 employment support service personnel. When limited to full-time employment support service personnel 34.8 clients per 1 employment support service personnel. By contrast, agencies with 25 clients or below accounted for 85.5%, agencies with 81 clients or more accounted for 3.3%.
- In the agencies with employment support service personnel, in most cases, 3 employment support service personnel per 1 agencies. In contrast, the mainstream number of full-time employment assistance providers was one or two, while that of No. 1 rehabilitation assistance providers was only one.
- The agencies that "often conduct" the internal sharing of information following service accounted for 77.4% among respondents, not 100%. While "hardly ever conduct" accounted for 1.7%, Those that "hardly ever have" case-conferences accounted for 4.6%, those that "hardly ever have" internal profession seminars and training sessions for 9.4%, those that "hardly ever conduct" internal profession supervision for 21.7%, and those that "hardly ever receive" supervision from other agencies for 34.9%.

In addition to the small numbers of employment support service personnel, obviously personnel who have limited scope of practice for employment support, scanting of sharing information was revealed. It should also be noted that supervision related to the Local Vocational Centers accounted for only a small percentage at 17.3%.

- It was suggested that only a few specified agencies have case-conferences and conduct case-management, more often than majority of agencies do.

Collaboration, networking, and request for cooperation

- Among the other agencies, social welfare corporations, associations, organizations, establishments, facilities, or entities with which the agencies had ever collaborated for employment support, Hello Work accounted for the highest percentage (at 80.5%). The second and subsequent highest percentages depend on functions of employment support service, but on average, the Local Vocational Centers (at 56.2%) and municipal offices (at 54.6%) accounted for relatively high percentages.
- The survey indicated that the meaning of the Japanese word "Shu-rou", which means daily routine duty or simple working or competitively employed, characteristic category of Japanese related severe disability issues, vary from respondent to respondent. So this is a points to remember in case of collaboration with other agencies. Drawing a comparison between Employed labor, which is under the provision of the law of minimum wages, and contract working, which is not, agencies who responded that the former is eligible have a majority, proportion of 3 part to 1. Moreover, "Shu-rou" didn't mean only working as official staff.

■ REVIEW ON SUPPORTED EMPLOYMENT IN THE UNITED STATES OF AMERICA (history and current tasks)

- One background reason why Japanese Job Coach service programs was established was the success of supported employment in the USA. Job coach service originated from the supported employment. To contribute to discussion looking ahead Japanese job coach, the authors summarized the history of supported employment in the USA and its and current tasks.
- In the USA by the 1960s, "severe mental retarded" was defined as being unable to learn academic subjects or unable to acquire job skills. Persons diagnosed with severe mental retarded were housed at the residential institutions of a few thousand mental retarded people, considered to have no option other than being segregated lives there. However, a paradigm shift later occurred, then competitive employment of retarded people were promoted. The paradigm shift was contributed by (a) principle of normalization founded by Scandinavia, (b) campaign activities conducted by parents, activists, and the federal government, (c) real support for community living and institutional closures, and (d) professional verified trainability of severe mental retarded people for employment. Supported employment was regarded as one form of such competitive employment, thereby clarifying how support service should be conducted by job coaches as front-line experts support civil establishments and persons with disabilities in the process of supported employment.
- The urgent tasks to be overcome by job coach support service in the USA are: (1) the need to cope with the mainstream approach, (2) the conflict between the low percentage of severe mental retarded people in the clients, and the essential purpose of supported employment, (3) low income obtained from competitive employment realized through supported employment, and (4) the severe working conditions of job coaches.

Remaining research issues

- The authors presented the issues of confirmed expertness of job coach, diversification and professional consecution of services. Personal assistance service includes job coach and diversified programs of

employment support service for persons with disabilities should vary with regional or community resources, the civil establishment, trait of disabilities and other factors. However, it is also necessary to establish professional and consistent scope of practices as the foundation of service. At present, deficiency in supervision, or in internal sharing of information following service, stuffs are be apt to be isolated, through certain system limitations in each agencies. On the other hand, the representatives of employment management in civil establishments were struggling all alone. For coping with these issues, there are high expectations for systematic efforts not dependent on the efforts of specific personnel of agencies or specific representatives of civil establishments, the clarification and sharing of expertise in employment support, and the systematic improvement of expertise.

- In the USA, in terms of cost-effectiveness and other factors, personal assistance service including job coach are headed in the direction of being comprehensively conducted as part of general employment service: mainstream approach. That is, in the USA, the know-how of job coach is being utilized in customized employment. In Japan as well, perhaps it is wiser to target such positive efforts as clarification of expertise, or as the networking of personal assistance staffs including job coaches, and collaborating with “No2 job coaches” (those stationed in civil establishments), instead of denying the human assistance service provided by job coach services and similar personal assistance. Whether all that proves successful will be clarified by conducting a follow-up survey and comparison of the current survey in this study, after such a shift has progressed in the welfare facilities system following enactment of the Law to Support the Independence of Persons with Disabilities.

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