

## **CONSUMER EVALUATION OF QUALITY OF IHSS IN SAN FRANCISCO: FINDINGS FROM A SURVEY CONDUCTED JUNE 2004**

Prepared by RTZ Associates, Inc.

### **BACKGROUND**

The Department of Human Services and the San Francisco In-Home Supportive Services Public Authority requested this consumer survey to assess the quality of in-home services provided in San Francisco. In 1998, due to an ongoing commitment to improve service quality, these organizations commissioned RTZ Associates, Inc. to design and conduct a survey of IHSS Consumers. The data was analyzed to assess the quality of care received. In 2003, the survey moved to a biannual schedule. The results of the survey, meant to identify strengths, weaknesses and directions for improvement, are the topic of this report.

### **METHODOLOGY**

**Population:** The study population included all consumers authorized to receive IHSS services in May of 2004 (Source: May 2004 CMIPS file). The State IHSS data system, CMIPS, was used to identify over 14,807 active consumers. Demographic data on the broader community was collected to ensure that the study population was representative of that community and to link survey data with additional CMIPS data about the respondents.

**Sampling Methodology:** 1100 IHSS consumers were randomly selected from the total active population. Surveys were sent out to English, Russian, Spanish, and Chinese speaking consumers to reflect the number of consumers in each language group in the total population. Due to a past record of under representation among Spanish speaking respondents, surveys were sent to 100 extra Spanish speakers. The resulting survey focused on four main areas of consumer experience:

1. Consumer satisfaction with assistance obtained from the Department of Human Services (DHS).
2. Consumer experiences managing IHSS providers, with data differentiated between independent providers and contract mode providers, and between family and non-family providers.
3. Quality of life outcomes, including health risk related to inadequate assistance in the home, including hospital and Skilled Nursing Facility stays. This data is differentiated between family and non-family providers and between independent providers and contract mode providers.
4. Consumer awareness, use and satisfaction with services obtained through the San Francisco IHSS Public Authority.

### **HOW TO READ THE RESPONSE TABLES**

Survey responses are weighted equal to the language distribution across the actual number of IHSS consumers. Consequently, the data is presented as if the respondents resembled the

entire IHSS population. “TR” or “Trace” in the data table indicates that the percentage was below 1%.

**Statistical Significance**

Asterisks in the table indicate statistical significance level, which measures the probability that the difference could have occurred by chance. The smaller the percentage, the lower the probability that the difference occurred by chance. (\*) indicates 10% level of significance, (\*\*) indicates 5% and (\*\*\*) indicates 1%. Generally, a significance level (*p*) of 5% or more is considered a powerful match. Although the inclusion of the 10% level of significance (indicating a 1 in 10 chance that the difference occurred by chance) is more liberal than usual, we incorporate it here to show a trend that may become more significant in the future. An asterisk in a column signifies a significant difference between the asterisked percentage and the June 04 percentage.

**CHARACTERISTICS OF THE RECIPIENTS WHO RESPONDED AND THEIR PROVIDERS**

Of those mailed a survey, 325 responded, which constitutes a 29.5% response rate. Response results by language over time are included to indicate that oversampling within the Spanish speaking population is no longer necessary, as their response rate was strikingly higher than their percentage of the total population. English speaking responses increased by 10% from 28% in December 03 to 39% in June 04, and Russian speaking responses decreased by 12% from 32% in December 03 to 20% in June 04.

Those who responded to the survey were significantly different in two ways from the entire IHSS consumer population: (1) they were authorized for a lower number of hours and (2) they were comprised of a much lower percentage of severely impaired persons. This indicates that this survey’s findings probably underestimate the number of obstacles and unsatisfactory outcomes experienced by the entire population of IHSS recipients.

<b>Response Rate:</b>	<b><u>Jun-04</u></b>		
	<b>29.5%</b>		
<b>WHO FILLED OUT THE SURVEY</b>	<b><u>Jun-04</u></b>	<u>Dec-03</u>	<u>April-03</u>
IHSS recipients	<b>53%</b>	57%	55%
Relatives or friends	<b>28%</b>	26%	30%
IHSS providers	<b>15%</b>	12%	13%
Persons from a community organization	<b>4%</b>	4%	4%

**CHARACTERISTICS OF RESPONDENTS AND PROVIDERS**

<b><u>Language of Recipient That Responded</u></b>			
<b><u>(Percentages Measured by Respondent Sample Size)</u></b>	<b><u>Jun-04</u></b>	<u>Dec-03</u>	<u>April-03</u>
English	<b>39%</b>	28%***	37%
Chinese	<b>24%</b>	28%***	25%
Russian	<b>20%</b>	32%***	32%***

Spanish	17%	12%*	6%***
<b><u>Language of Recipient Surveyed</u></b>			
<b><u>(Percentages Measured by Mailed Sample Size)</u></b>			
English	34%		
Chinese	23%		
Russian	29%		
Spanish	32%		
<b><u>Total IHSS population</u></b>			
	<b><u>Jun-04<sup>1</sup></u></b>	<b><u>Dec-03</u></b>	<b><u>April-03</u></b>
English	37%	33%	37%
Chinese	34%	35%	32%
Russian	23%	25%	24%
Spanish	7%	7%	6%
<b><u>Response Rates by Provider Service Type</u></b>			
Contract Mode Providers	9%		
IP Mode Providers	91%		
No statistically significant difference in response rate			
<b><u>Provider's Relationship to Recipient</u></b>			
	<b><u>Jun-04</u></b>	<b><u>Dec-03</u></b>	<b><u>April-03</u></b>
Family providers	42%	49%*	55%***
Paid strangers	26%	19%**	23%***
Paid friend	32%	32%	22%
<b><u>Provider Speaks the Same Language</u></b>			
	<b><u>Jun-04</u></b>	<b><u>Dec-03</u></b>	<b><u>April-03</u></b>
Speaks the same Language	98%	99%	98%
Does not speak the same language	2%	1%	2%

**1. EVALUATIONS OF THE DEPARTMENT OF HUMAN SERVICES (DHS)**

The first section of the survey measures consumer satisfaction with assistance obtained through the Department of Human Services.

**High Program Ratings and DHS Improvements**

The importance of DHS continued to be highly rated, with 89% of respondents rating DHS programs as “very important.” In addition, the overall program ratings remained very high, with 95% of those surveyed in June giving the program a “good” or “excellent” rating.

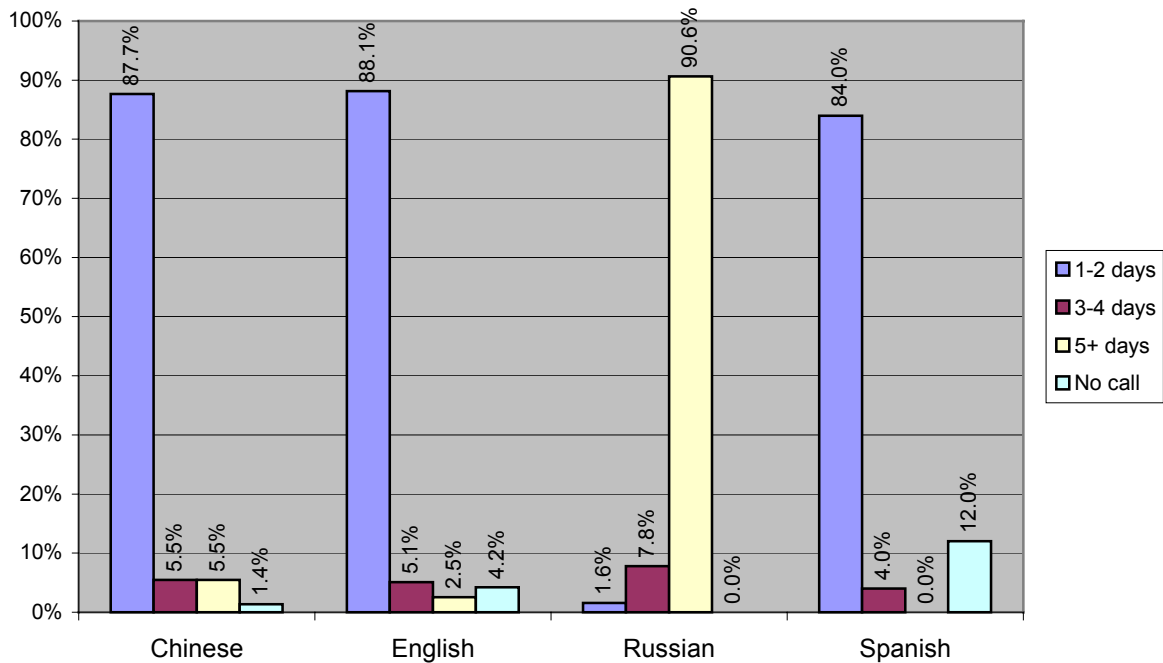
More specifically, the data indicates that several improvements have been made in DHS responsiveness concerning IHSS. Dec. 03 reports 9% of respondents had trouble getting information about IHSS and June 04 reports only 4% having trouble. Dec. 03 reports 8% of

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<sup>1</sup> IHSS population includes more than the 4 languages shown. All languages not shown are classified according to the four languages, Chinese, Russian, Spanish and English, which were used in the survey process. This is done to ensure comparability with the survey.

respondents had trouble reaching someone at IHSS while June 04 reports only 5%. There is a trend toward consumers reporting fewer delays in providers being paid on time, from 8% in April 03 to 4% in June 04.

**Figure 1: Social Worker Response Time by Consumer Language Group**



\*Statistically significant difference between languages at a .01% level

**Declines in DHS Responsiveness**

The data also indicates responsiveness declines in callback time and staff comprehension of client needs. The time reportedly taken to return calls increased dramatically, with 21% of June 04 respondents reporting a 5+ day wait as compared to 2% of Dec. 03. respondents. In addition, 22% of June 04 respondents reported that DHS staff had trouble understanding their needs as compared to 6% of Dec.04 respondents.

**Differences by Language**

The Russian speaking population reported the longest callback time and lowest staff comprehension, with 91% of respondents in this group reporting 5+ day callback waits and 100% reporting that their social workers do not understand their needs or limitations. In contrast, a majority of Chinese, English and Spanish speaking respondents reported only 1-2 day callback waits. In addition, 77%-89% of Chinese, English and Spanish speaking respondents reported that their social worker *did* understand their needs and limitations.

**OVERALL RATINGS OF THE IHSS PROGRAM**

<u>Importance of Program</u>	<u>Jun-04</u>	<u>Dec-03</u>	<u>April-03</u>
Very Important	89%	89%	90%
Important	10%	10%	9%
Somewhat Important	TR	TR	TR
Not Important	TR	TR	TR
<u>Program Rating</u>	<u>Jun-04</u>	<u>Dec-03</u>	<u>April-03</u>
Excellent	67%	72%*	72%*
Good	28%	25%	26%
Fair	5%	2%**	3%**
Poor	TR	TR	TR

**EVALUATIONS OF IHSS RESPONSIVENESS**

	<u>Jun-04</u>	<u>Dec-03</u>	<u>April-03</u>
Trouble getting information about IHSS	4%	9%***	7%
Trouble reaching someone at IHSS	5%	8%*	8%
Time it takes IHSS to return a call			
1-2 days	69%	91%***	88%**
3-4 days	6%	6%	7%
5+ days	21%	2%***	3%***
Never call back	4%	1%**	2%**
Trouble understanding client needs	22%	6%***	6%***
Delay in provider being paid on time	4%	5%	8%

**ADEQUACY OF THE NUMBER OF IHSS HOURS RECEIVED**

	<u>Jun-04</u>	<u>Dec-03</u>	<u>April-03</u>
Right Amount	59%	55%	58%
Less Than Needed	39%	43%	41%
More than Needed	3%	2%	1%*

**2. EVALUATIONS OF IHSS PROVIDER SERVICES**

The second section of the survey measures consumer experiences managing IHSS providers, with data differentiated between independent providers and contract mode providers, and between family and non-family providers.

**Perceived Job Skill Improvements**

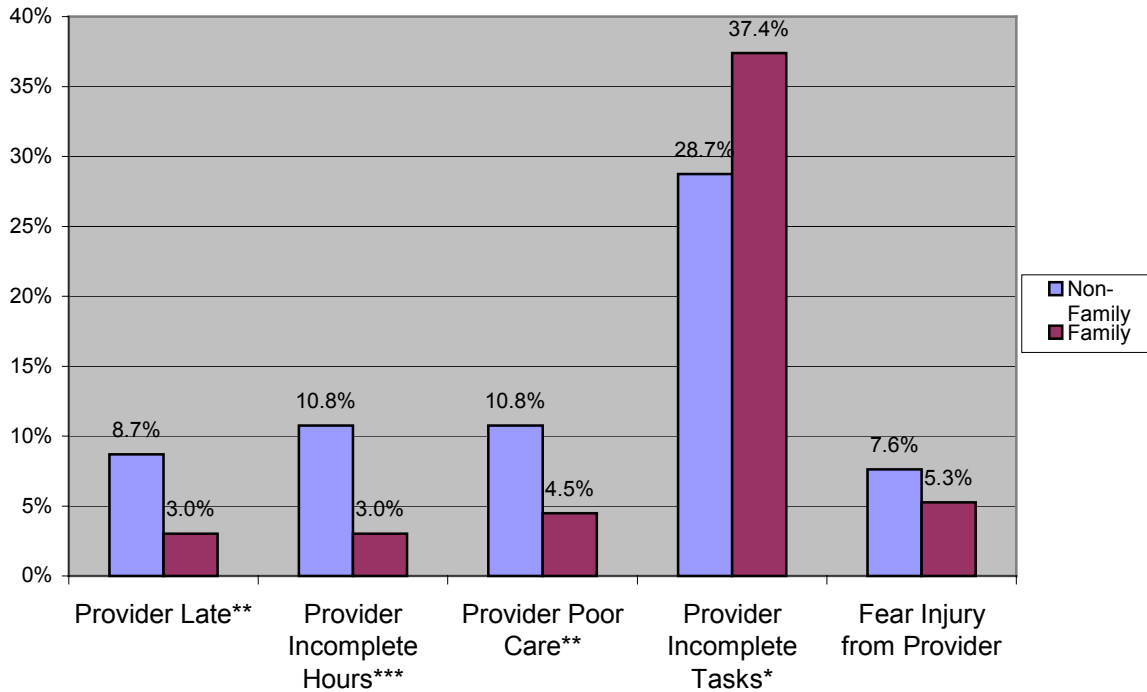
The data indicates that improvements have been made in the perceived quality of provider skills over time. The percentage of respondents who were worried they could be injured due

to lack of provider skill declined slightly since the April 2003 survey, from 2% to a trace percentage. In addition, the percentage of respondents reporting provider problems due to language/cultural barriers declined from 3% to 1%. In the sphere of provider management, the percentage of consumers who reported problems finding a temporary personal assistant replacement declined from 9% to 2% since April 2003.

**Perceived Job Service Declines**

Although the data shows that providers are reported more likely to work their full hours than in the past, 9% of respondents in the current survey reported trouble with a provider arriving as compared to 3% in the Dec. 03 and April 03 surveys. In addition, the data shows a sharp increase in respondents who reported 3 or more tasks on average left uncompleted by their provider, from 4% in April 03 to 24% in June 04.

**Figure 2: Percentage of Consumers Reporting Management Problems with Family and Non-Family Providers**



\* 10% level of statistical significance between CC and IP, \*\* 5% level, \*\*\* 1% level

**Fewer Problems with Family and IP Providers**

Consumers report a significantly lower frequency of problems with family providers than non-family providers in 4 out of 6 question areas. Consumers who hire independent providers also report a lower frequency of problems with providers than consumers who hire providers in the contract mode in 4 out of 6 question areas.

There were no significant differences in firing workers or having workers quit whether the worker was a family member or hired in the contract mode.

**Differences by Language**

88% of Chinese speaking respondents report providers leaving tasks uncompleted, as compared with between 6% and 18% of other language groups reporting providers leaving tasks uncompleted. Of all language groups, the percentage of English speaking respondents reporting problems with providers not fulfilling authorized hours was the highest, at 12.2%, and the percentage of Russian speaking respondents was the lowest, at 1.5%. In contrast, there were no differences pertaining to firing or quitting according to languages spoken by the consumer.

**WHO FOUND THE PROVIDER**

	<u>Jun-04</u>	<u>Dec-03</u>	<u>April-03</u>
Found by themselves:	50%	57%*	55%*
Found by family or friend:	21%	25%	21%
Found with help from an IHSS social worker:	11%	13%	9%
Found with help from a community organization:	6%	4%	3%**
Found with help from the Public Authority:	3%	2%	3%
Found by an agency:	10%	4%***	8%

**HOW CONSUMERS FOUND INDEPENDENT AND CONTRACT PROVIDERS\***

	% IP	%CC
Found by themselves:	53%	0%
Found by family or friend:	23%	0%
Found with help from an IHSS social worker:	11%	11%
Found with help from a community organization:	7%	4%
Found with help from the Public Authority:	3 %	0%
Found by an agency:	3%	85%

(Statistically significant difference between IP and CC at a .01% level)

\*Although all contract mode providers are found by a contract agency, some consumers use the categories *community organization* and *IHSS social worker* interchangeably with *agency*, resulting in positive percentages for the former categories.

**EVALUATIONS OF IHSS PROVIDERS**

	<u>Jun-04</u>	<u>Dec-03</u>	<u>April-03</u>
Trouble with arriving late	10%	3%***	3%***
Provider fails to work full hours	1%	2%	4%**
Average Number of Tasks Not Completed			
All Complete	68%	91%***	87%***
1-2	9%	7%	10%
3 or more	23%	2%***	3%***

Worried Might Get Injured	TR	3%**	2%*
Worry of Poor Service	2%	2%	3%
Problems due to language/cultural barrier	1%	2%	3%*

### EVALUATIONS OF SERVICE MANAGEMENT

	<u>Jun-04</u>	<u>Dec-03</u>	<u>April-03</u>
Problem finding regular provider	9%	3%***	3%***
Time it took to find last provider			
1 week or less	80%	84%*	83%
2-4 weeks	16%	12%*	12%*
Over one month	4%	4%	5%
Trouble scheduling a convenient time	3%	3%	4%
Problem getting temporary replacement	2%	3%	9%***
Number of workers fired by recipient			
No one fired	94%	96%	95%
1 worker fired	4%	4%	4%
2 workers fired	1%	TR*	TR
3 or more fired	TR	TR	TR
<b>Workers Quit:</b>			
None	92%	97%***	94%*
1 worker	8%	3%**	5%*
2 or more	TR	0%*	TR
Provider quit for better paying job	3%	4%	6%**

### 3. QUALITY OF LIFE OUTCOMES RELATED TO ASSISTANCE IN THE HOME

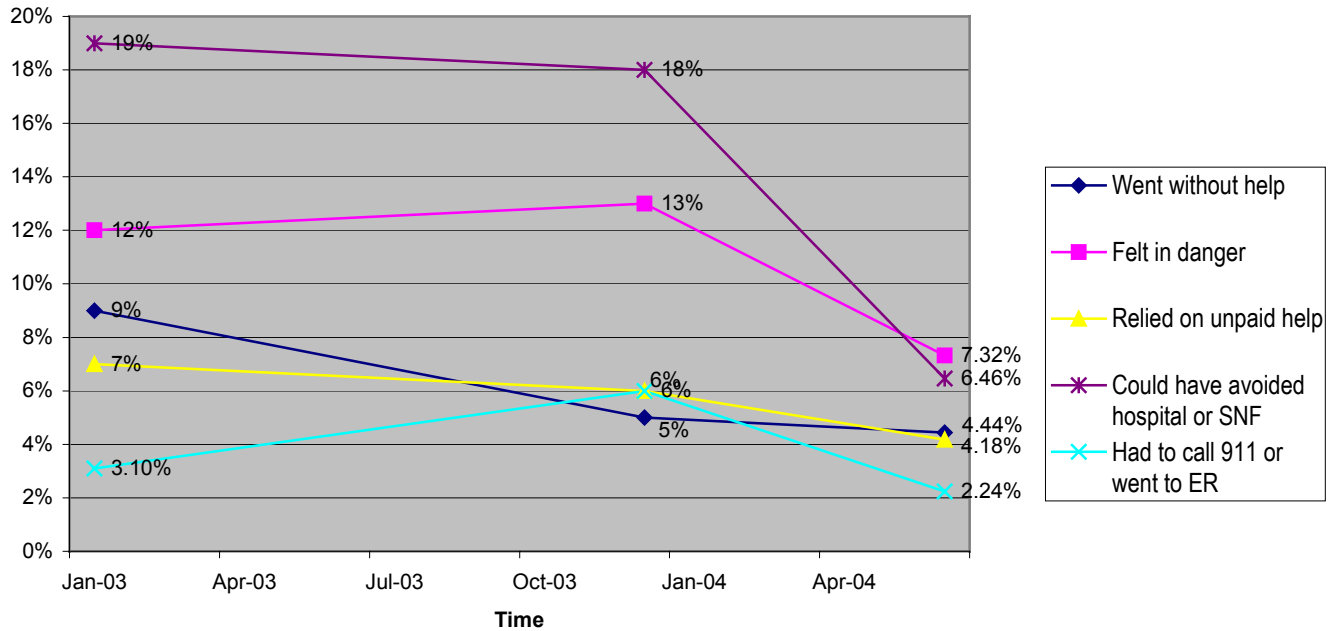
The third section of the survey measures quality of life outcomes, including health risk related to inadequate assistance in the home and hospital and Skilled Nursing Facility stays. This data is differentiated between family and non-family providers and between independent providers and contract mode providers.

#### Lowered Risk Over Time

The data indicated improvements across all injury risk categories. The percentage of respondents who reported having to go without help dropped from 9% in the April 03 survey to 4% in the June 04 survey. The percentage of respondents who reported feeling in danger because the provider was unable to stay in the home dropped from 12% in the April 03 survey to 7% in the June 04 survey. The percentage of respondents who reported relying on unpaid help because the provider left also dropped from 7% in the April 03 survey to 4% in the

June 04 survey. **Most strikingly, the percentage that reported they could have avoided hospital or nursing home stays if they had had more provider help in the home dropped from 19% in the April 03 survey to 6% in the June 04 survey.** The approximate 70% drop in perceived health risk is a powerful indicator of 1) the connection between the sufficiency of provider hours and levels of health risk and 2) consumers’ ability to utilize sufficient provider help to avoid high-cost institutional care and 3) the role of providers in creating a significantly greater quality of life for consumers.

**Changes Over Time In Consumer's Reporting Of Quality Of Life As Related to Assistance in the Home**



**Differences by Provider Type**

6% of consumers with family providers reported needing to go to the ER or call 911 because they could not get sufficient help as compared with 14% of those with non-family providers. 34% of consumers with non-family providers felt they could have avoided a hospital or Skilled Nursing Facility stay if more help was available as compared with 27% of consumers with family providers.

Consumers with providers in the contract mode were less likely to report being in danger due to being left alone than with those providers in the IP mode. 19% of Consumers with contract mode providers felt they were in danger versus 31% of Consumers with IP mode providers.

**Differences by Language**

There were no differences by language in reference to injury risk.

	<u>Jun-04</u>	<u>Dec-03</u>	<u>April-03</u>
Consumer had to go without help:	4%	5%	9%**
Consumer felt in danger because provider unable to stay in home to give help:	7%	13%**	12%**
Consumer had to rely on unpaid help because their paid provider left:	4%	6%	7%*
Consumer had to call 911 emergency:	2%	6%**	3%
Could have avoided hospital or nursing home if more help was provided:	6%	18%***	19%***

**4. AWARENESS OF THE SAN FRANCISCO IHSS PUBLIC AUTHORITY**

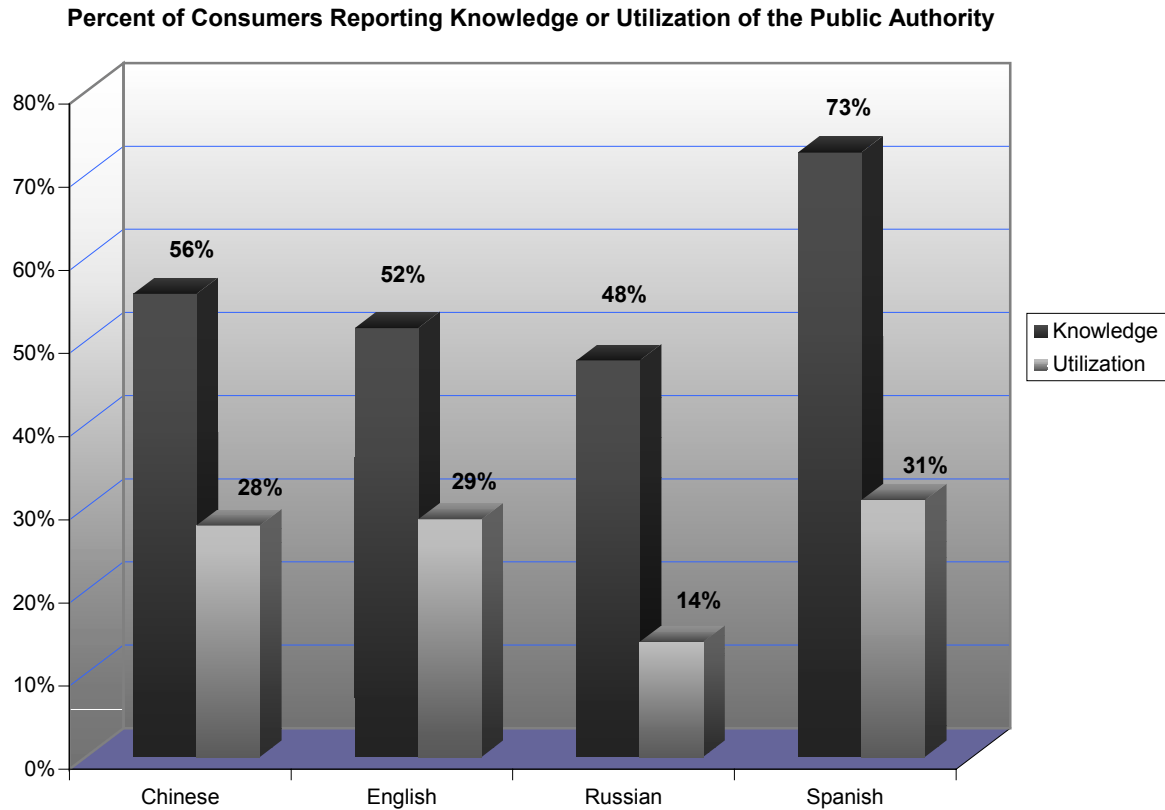
The fourth section of the survey measures consumer awareness, use and satisfaction with services obtained through the San Francisco IHSS Public Authority.

**Rising Awareness, Utilization and Perceived Usefulness**

There is a trend toward increased awareness of the Public Authority, with 57% of June 04 respondents reporting awareness as compared to 50% of 2002 respondents. Overall utilization of its programs have risen significantly over time with 28% of respondents reporting utilization as compared to 22% in Dec. 03. Usefulness scores over time have been consistently high and have risen in every service category since the April 03 survey. Usefulness scores were calculated only from the responses of consumers who reported using Public Authority programs.

Usefulness scores over time have been consistently high. In particular, On Call Services Program and Consumer Training Videos show a steady increase since the April 2003 survey. On Call Services scored 95% in June 04 as compared to 90% in April 03. Consumer Training Videos and Manuals scored 96% in the most recent survey as compared to 89% in April 03.

	<u>Jun-04</u>	<u>Dec-03</u>	<u>April-03</u>	<u>2002</u>
Percent of Consumers that have heard of the SF IHSS PA	57%	55%	53%	50%
Percent of Consumers that have used PA services	28%	22%*	27%	24%



\*Statistically significant difference between languages at a 5% level

**Differences by Provider Type**

22% of consumers with family providers reported PA service utilization as compared to 33% of consumers with non-family providers. 29% percent of consumers use PA services as compared to 19% of consumers with IP mode providers. Awareness of the PA also differs between these two groups: 59% of consumers with IP providers report having heard of the PA as compared to only 40% of consumers with contract mode providers. However, consumers with contract and family providers report similar usefulness scores for services.

**Differences by Language**

The survey indicates that the Russian speaking population, at 14.5%, has the lowest awareness and use of PA programs, and the Spanish speaking population, at 36%, has the highest awareness and use.

**PERCENT OF RESPONDENTS USING EACH SERVICE**

	<u>Jun-04</u>	<u>Dec-03</u>	<u>April-03</u>
Support for Managing Workers	<b>40%</b>	46%*	36%
Worker Screening	<b>37%</b>	45%**	39%
On-Call Services	<b>31%</b>	41%***	33%

Registry	31%	46%***	42%***
Conferences	28%	39%***	30%
Training Videos	23%	34%***	29%**

**PA USEFULNESS**

**Total Responses**

<b><u>Jun-04</u></b>	<b><u>Dec-03</u></b>	<b><u>April-03</u></b>
<i>n=325</i>	<i>n=316</i>	<i>n=563</i>

**Home Care Worker Registry**

<b><u>Jun-04</u></b>	<b><u>Dec-03</u></b>	<b><u>April-03</u></b>
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Number of Users	<i>n=79</i>	<i>n=96</i>	<i>n=189</i>
Useful	92%	96%	91%*
Not Useful	8%	4%	9%*

**Screening**

<b><u>Jun-04</u></b>	<b><u>Dec-03</u></b>	<b><u>April-03</u></b>
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Number of Users	<i>n=96</i>	<i>n=94</i>	<i>n=190</i>
Useful	91%	89%**	91%*
Not Useful	9%	11%**	9%*

**Support**

<b><u>Jun-04</u></b>	<b><u>Dec-03</u></b>	<b><u>April-03</u></b>
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Number of Users	<i>n=106</i>	<i>n=101</i>	<i>n=174</i>
Useful	93%	95%*	93%*
Not Useful	7%	5%*	7%*

**On-Call Services**

<b><u>Jun-04</u></b>	<b><u>Dec-03</u></b>	<b><u>April-03</u></b>
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Number of Users	<i>n=83</i>	<i>n=87</i>	<i>n=154</i>
Useful	95%	90%	90%
Not Useful	5%	10%	10%

**Training Videos**

<b><u>Jun-04</u></b>	<b><u>Dec-03</u></b>	<b><u>April-03</u></b>
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Number of Users	<i>n=67</i>	<i>n=72</i>	<i>n=132</i>
Useful	96%	93%**	89%***
Not Useful	4%	7%**	11%***

**Educational Conferences**

<b><u>Jun-04</u></b>	<b><u>Dec-03</u></b>	<b><u>April-03</u></b>
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Number of Users	<i>n=79</i>	<i>n=85</i>	<i>n=138</i>
Useful	94%	96%***	89%
Not Useful	6%	4%***	11%