CONSUMER EVALUATION OF QUALITY OF IHSS IN SAN FRANCISCO: FINDINGS FROM A SURVEY CONDUCTED OCTOBER 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 October of 2004 (Source: October 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 the 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. 287 consumers, or 26.09% of all those surveyed responded to the survey. 37% of Survey respondents were English speaking, 24% were Chinese speaking, 21% were Russian speaking and 18% were Spanish speaking. These response rates by language are comparable to those from the Jun 04 survey.

Survey Findings By Area

The 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%.

CHARACTERISTICS OF THE CONSUMERS WHO RESPONDED AND THEIR PROVIDERS

Percentages of respondents by language group reflected language group percentages in the IHSS population generally. English speaking consumers represent 37% of the IHSS population, and 37% of survey respondents. Russian speaking consumers represent 22% of the total IHSS population and 21% of survey respondents. Due to oversampling, Spanish speaking consumers represent 7% of the total IHSS population but 18% of the respondent sample size. However, while Chinese speaking consumers represent 34% of the total IHSS population, they only represent 24% of survey respondents. This points to a need to oversample Chinese speaking consumers in future surveys.

Oct 04 response rates by language were similar to Jun 04 response rates by language. From 2003 to 2004, the demographic composition of survey respondents has shifted. English speaking responses increased from 28% in December 03 to 37% in Oct 04, and Russian speaking responses decreased from 32% in December 03 to 21% in Oct 04. Chinese speaking responses decreased from 28% in December 03 to 24% in Oct 04. Due to oversampling, the Spanish speaking response rate has risen from 12% in Dec 03 to at 18% in Oct 04.

PROVIDER TYPE

The number of recipients who reported having family providers increased from 42% in the June 04 survey to 53% in the most recent survey. The number of recipients who reported having paid friends as providers decreased from 32% to 23% and the number who reported having paid strangers as providers stayed relatively steady across the two 2004 surveys.

CULTURAL MATCH BETWEEN CONSUMERS AND PROVIDERS

A significantly higher percentage of consumers with independent mode providers than contract mode providers reported that their provider spoke their language and shared their cultural background. 93% of consumers with IP providers reported sharing the same cultural background as their provider as compared to 42% of consumers with contract providers. In addition, 100% of consumers with independent mode providers reported their providers could speak their language as compared to 94% of consumers with contact mode providers.

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.

Response Rate: **26.09%**

WHO FILLED OUT THE SURVEY	**Oct-04**	**Jun-04**	Dec-03	April-03
IHSS recipients	**51%**	**53%**	57%	55%
Relatives or friends	**27%**	**28%**	26%	30%
IHSS providers	**18%**	**15%**	12%	13%
Persons from a community organization	**4%**	**4%**	4%	4%

CHARACTERISTICS OF RESPONDENTS AND PROVIDERS

Language of Recipient That Responded (Percentages Measured by Respondent Sample Size)	**Oct-04**	**Jun-04**	Dec-03	April-03
English	**37%**	**39%**	28%	37%
Chinese	**24%**	**24%**	28%	25%
Russian	**21%**	**20%**	32%	32%
Spanish	**18%**	**17%**	12%	6%
Language of Recipient Surveyed (Percentages Measured by Mailed Sample Size)	**Oct-04**	**Jun-04**		
English	**33%**	**34%**		
Chinese	**31%**	**23%**		
Russian	**20%**	**29%**		
Spanish	**16%**	**32%**		
Total IHSS population	**Oct-04**	**Jun-04**[1]	Dec-03	April-03
English	**37%**	**37%**	33%	37%
Chinese	**34%**	**34%**	35%	32%
Russian	**22%**	**23%**	25%	24%
Spanish	**7%**	**7%**	7%	6%
Response Rates by Provider Service Type	**Oct-04**	**Jun-04**		
Contract Mode Providers	**7%**	**9%**		
IP Mode Providers	**93%**	**91%**		

Provider's Relationship to Recipient	**Oct-04**	**Jun-04**	Dec-03	April-03
Family providers	**53%**	**42%**	49%	55%
Paid strangers	**24%**	**26%**	19%	23%
Paid friend	**23%**	**32%**	32%	22%
Provider Speaks the Same Language	**Oct-04**	**Jun-04**	**Dec-03**	**April-03**

[1] 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.

Speaks the same Language	**99%**	**98%**	99%	98%
Does not speak the same language	**1%**	**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

CONSUMER RATING OF THE IHSS PROGRAM

Consumer Rating of the IHSS Program remains high. 91% of consumers surveyed rated IHSS services as "very important" and 72% rated the program as "excellent."

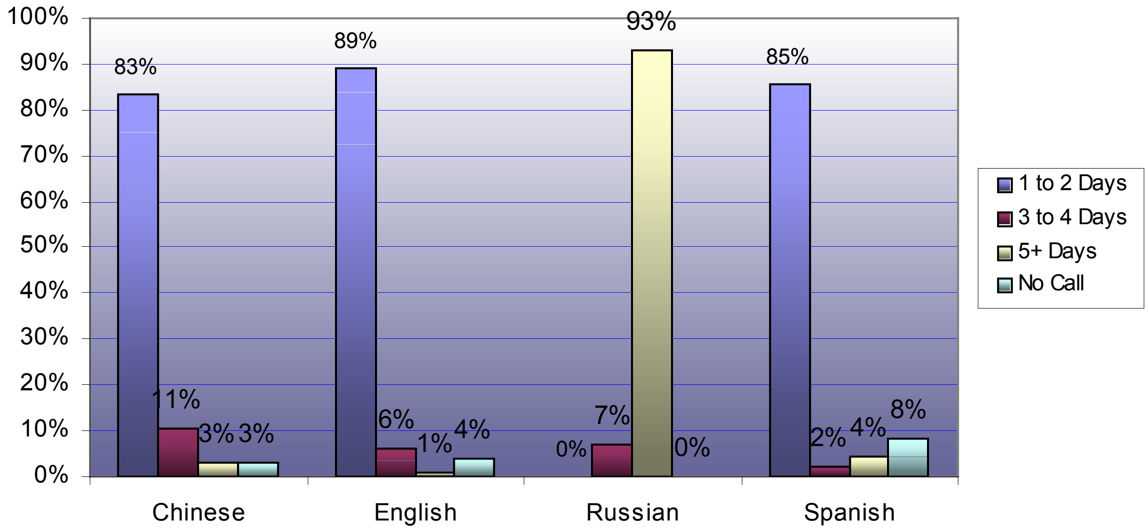
IMPROVEMENTS IN IHSS-RELATED RESPONSIVENESS

The data indicates that several improvements have been made in DHS responsiveness over the past year. The Dec. 03 survey reports that 9% of respondents had trouble getting information about IHSS while Oct 04 reports that only 1% had trouble. In addition, the Dec. 03 survey reports that 8% of respondents had trouble reaching someone at IHSS while Oct 04 reports only 2% had trouble.

INCREASE IN CALLBACK DELAYS AND DECREASE IN STAFF COMPREHENSION

However, the reported increase in callback wait time and decrease of staff understanding of consumer needs continues. 22% of Oct 04 consumers reported a 5+ day wait for staff to call back as compared to 2% of Dec 03 respondents. 20% of Oct 04 consumers report that staff do not understand their needs and limitations as compared to 6% of Dec 03 consumers.

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



DIFFERENCES BY LANGUAGE

The Russian speaking population reports higher callback wait time and lower staff understanding of their needs than any other population. 93% of respondents in this group reported 5+ day wait for staff to call back and 91% reported having a problem with their social workers not understanding their needs or limitations.

In contrast, between 83%-89% of Chinese, English and Spanish speaking respondents reported only 1-2 day callback waits. In addition, 87% of English speaking respondents, 82% of Spanish speaking respondents and 64% of Chinese speaking respondents reported *never* having a problem with their IHSS social workers not understanding their needs or limitations.

ADEQUACY OF SERVICE HOURS BY LANGUAGE GROUP

The reported adequacy of service hours received through the IHSS program also varied considerably by language group. 55% of Chinese speaking respondents reported receiving fewer service hours than needed, while only 28% of English speaking respondents reported the same.

OVERALL RATINGS OF THE IHSS PROGRAM

Importance of Program	**Oct-04**	**Jun-04**	Dec-03	April-03
Very Important	**91%**	**89%**	89%	90%
Important	**8%**	**10%**	10%	9%
Somewhat Important	**1%**	**TR**	TR	TR
Not Important	**TR**	**TR**	TR	TR

Program Rating	**Oct-04**	**Jun-04**	Dec-03	April-03
Excellent	**72%**	**67%**	72%	72%
Good	**26%**	**28%**	25%	26%
Fair	**2%**	**5%**	2%	3%
Poor	**TR**	**TR**	TR	TR

EVALUATIONS OF IHSS RESPONSIVENESS

	Oct-04	**Jun-04**	Dec-03	April-03
Trouble getting information about IHSS	**1%**	**4%**	9%	7%
Trouble reaching someone at IHSS	**2%**	**5%**	8%	8%
Time it takes IHSS to return a call				
1-2 days	**68%**	**69%**	91%	88%
3-4 days	**7%**	**6%**	6%	7%
5+ days	**22%**	**21%**	2%	3%
Never call back	**4%**	**4%**	1%	2%
Trouble understanding client needs	**20%**	**22%**	6%	6%
Delay in provider being paid on time	4%	4%	5%	8%

ADEQUACY OF THE NUMBER OF IHSS HOURS RECEIVED

	Oct-04	**Jun-04**	**Dec-03**	**April-03**
Right Amount	**59%**	**59%**	55%	58%
Less Than Needed	**40%**	**39%**	43%	41%
More than Needed	**1%**	**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.

OVERVIEW

Overall, consumers report very few problems with providers. Very few respondents reported worrying about poor service or being injured, or about providers arriving late or failing to work scheduled hours. Most significantly, the percentage of consumers who reported problems with providers arriving late dropped from 10% in June 04 to 1% in the current survey.

CONSUMERS REPORT PROVIDERS ARE INCREASINGLY UNABLE TO COMPLETE ALL TASKS

However, the data continues to shows a sharp increase in reports of providers leaving 3 or more tasks on average left uncompleted. Only 4% of April 03 respondents reported 3 or more tasks left uncompleted while 23% in June 04 respondents and 24% of Oct 04 respondents reported the same.

LANGUAGE/CULTURAL BARRIERS

Historically, a very small percentage of SF consumers have reported problems with their providers due to language/cultural barriers. This percentage continued to decline from 3% in April 03 to 1% in Jun 04 to a trace percentage in Oct 04.

DECLINES IN LANGUAGE/CULTURAL BARRIERS BY LANGUAGE

The survey asks consumers whether they've experienced a problem with a provider due to differences in language or cultural background. All language groups except Spanish reported a higher percentage of problems in the past in general than in the past three months. This suggests that problems due to language and cultural barriers have declined over time. No Spanish speaking respondents reported language/cultural barriers either in the past three months or in the past generally. 7% of Chinese speaking respondents report having problems with providers due to language barriers in the past as compared to 0% reporting problems in the past three months. 6% of English speaking respondents report having problems with providers due to language barriers in the past as compared with only 1% reporting problems in the past three months. 0% of Russian speaking respondents report problems in the past three months while 2% report problems in the past.

DIFFERENCES IN LANGUAGE/CULTURAL BARRIERS BY PROVIDER MODE

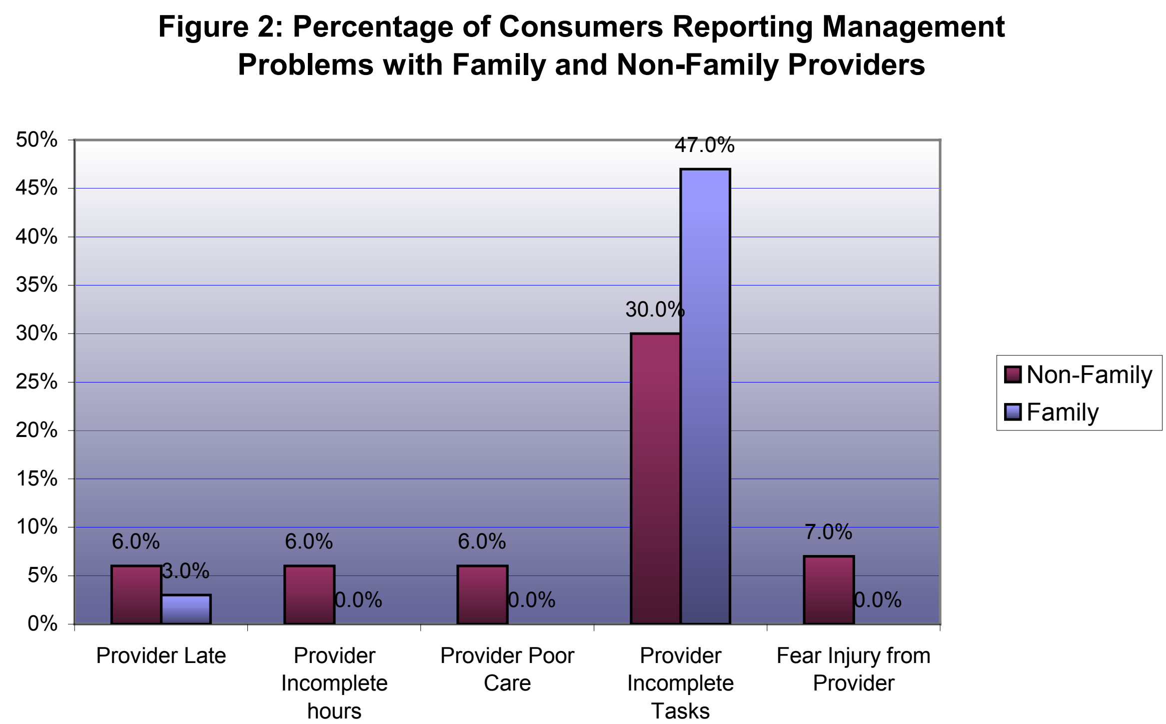
Significantly fewer consumers with IP mode providers report management problems due to language/cultural barriers. 97% of consumers with IP mode providers report never having a problem with their provider due to language/cultural barriers. Comparatively, 79% of consumers with contract mode providers report never having a problem with their provider due to language/cultural barriers.

WORKER RETENTION

The current survey reports 8% of respondents having fired a worker as compared to 4% in the Jun 04 survey. This trend, while slight, which will be monitored in upcoming surveys.

WORKER RETENTION BY PROVIDER MODE

In the current survey, a significantly higher percentage of consumers with contract mode providers report having fired workers. 22% of consumers with contract mode providers report firing one worker as compared to 7% of consumers with independent mode providers.



DIFFERENCES MANAGING PROVIDERS BY PROVIDER MODE

Figure 2 above show that consumers report a lower frequency of problems with family providers than non-family providers in 4 out of 5 question areas.

DIFFERENCES MANAGING PROVIDERS BY LANGUAGE

Differences between consumer language groups in experiences managing providers continue similar to the Jun 04 survey. 87% of Chinese speaking respondents report providers leaving three or more tasks not completed. In comparison, 0% of Russian speaking respondents, and only 4% of both English and Spanish speaking respondents reported providers leaving three or more tasks not completed.

The survey shows Russian speaking respondents as generally satisfied with their providers. Of the four language groups, the Russian speaking respondents gave the highest ratings to their providers across the six questions related to provider skill and performance. However, a significantly larger number of Russian speaking respondents reported experiencing danger because the provider was unable to stay in the home to give help.

WHO FOUND THE PROVIDER

	Oct-04	**Jun-04**	Dec-03	April-03
Found by themselves	**49%**	**50%**	57%	55%
Found by family or friend	**25%**	**21%**	25%	21%

Found with help from an IHSS social worker	**13%**	**11%**	13%	9%
Found with help from a community organization	**7%**	**6%**	4%	3%
Found with help from the Public Authority	**2%**	**3%**	2%	3%
Found by an agency	**3%**	**10%**	4%	8%

EVALUATIONS OF IHSS PROVIDERS

	Oct-04	**Jun-04**	Dec-03	April-03
Trouble with arriving late	**1%**	**10%**	3%	3%
Provider fails to work full hours	**1%**	**1%**	2%	4%
Average Number of Tasks Not Completed				
All Complete	**66%**	**68%**	91%	87%
1-2	**9%**	**9%**	7%	10%
3 or more	**24%**	**23%**	2%	3%
Worried Might Get Injured	**1%**	**TR**	3%	2%
Worry of Poor Service	**1%**	**2%**	2%	3%
Problems due to language/cultural barrier	**TR**	**1%**	2%	3%

EVALUATIONS OF SERVICE MANAGEMENT

	Oct-04	**Jun-04**	Dec-03	April-03
Problem finding regular provider	**5%**	**9%**	3%	3%
Time it took to find last provider				
1 week or less	**85%**	**80%**	84%	83%
2-4 weeks	**11%**	**16%**	12%	12%
Over one month	**4%**	**4%**	4%	5%
Trouble scheduling a convenient time	**3%**	**3%**	3%	4%
Problem getting temporary replacement	**2%**	**2%**	3%	9%
Number of workers fired by recipient				
No one fired	**91%**	**94%**	96%	95%
1 worker fired	**8%**	**4%**	4%	4%
2 workers fired	**TR**	**1%**	TR	TR
3 or more fired	**TR**	**TR**	TR	TR
Workers Quit:				
None	**93%**	**92%**	97%	94%
1 worker	**6%**	**8%**	3%	5%
2 or more	**1%**	**TR**	0%	TR
Provider quit for better paying job	**3%**	**3%**	4%	6%

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

The third section of the survey measures quality of care measured by health risk related to inadequate assistance in the home. The survey asked consumers:

1. If they have ever had to go without help because their provider was ill or absent.
2. If they ever felt in danger because they were left without a homecare provider
3. If they ever had to depend on unpaid help because their regular provider didn't show up or complete the work.
4. If they ever had to call 911 or go to an emergency room because they couldn't get a homecare provider to help you.
5. If they think they could have avoided a stay in a hospital or a nursing home if they had had more help in the home.

This data is differentiated between family and non-family providers and between independent providers and contract mode providers.

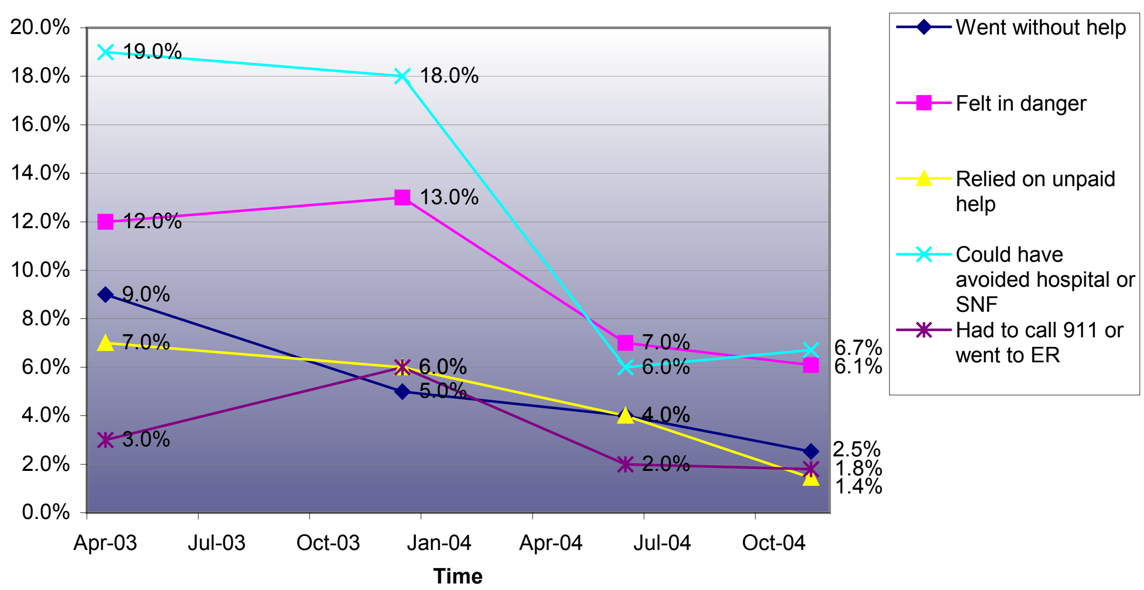
OVERVIEW

Overall, the quality of IHSS care continues to improve. 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 to 3% in the Oct 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 to 6% in the Oct 04 survey.

LESS RELIANCE ON UNPAID HELP

Fewer respondents report having to rely on unpaid help because their provider left. The percentage of respondents who reported relying on unpaid help because the provider left dropped from 4% in the June 04 survey to 1% in the Oct 04 survey. This shift may reflect an increase in use and efficacy of the On Call services program and will be examined in upcoming surveys.

Decreased Consumer Risk Related to Assistance in the Home



Differences by Provider Mode

The survey asked consumers whether they had experienced a lack of care due to their provider being ill or absent. Consumers answered this question differently, depending on whether they had a family, non-family, contract or independent mode provider. 5% of consumers with family mode providers reported they had experienced a lack of care for this reason, as compared to 16% of consumers with non-family mode providers. 12% of consumers with IP mode providers reported they had experienced a lack of care for this reason as compared to 33% of consumers with contract mode providers.

Differences by Language

12% of Russian speaking respondents, as compared to 3% of Chinese, 6% of English and 4% of Spanish speaking respondents reported feeling in danger in the past three months because the provider was unable to stay in the home to give help. 19% of Russian speaking respondents, as compared to 2% of 7% of other language groups reported that they could have avoided a hospital or nursing home stay if more help was provided.

	Oct-04	**Jun-04**	Dec-03	April-03
Consumer had to go without help	**3%**	**4%**	5%	9%
Consumer felt in danger because provider unable to stay in home to give help	**6%**	**7%**	13%	12%

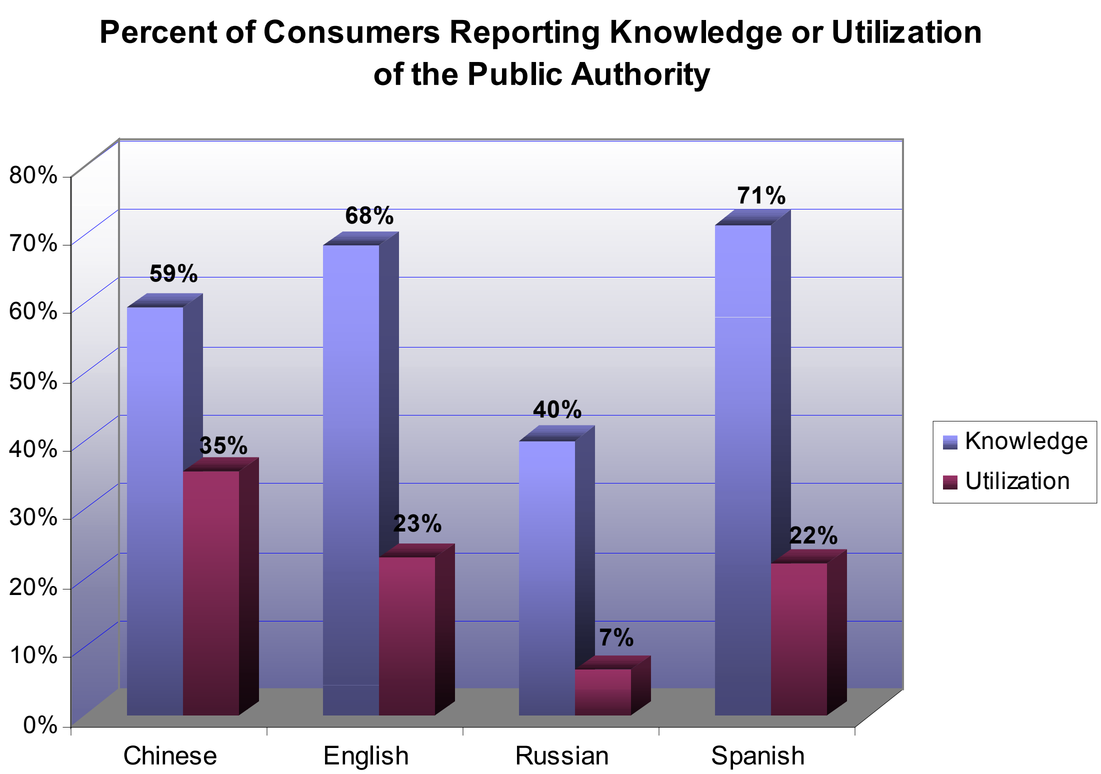
Consumer had to rely on unpaid help because their paid provider left	**1%**	**4%**	6%	7%
Consumer had to call 911 emergency	**2%**	**2%**	6%	3%
Consumer could have avoided hospital or nursing home if more help was provided	**7%**	**6%**	18%	19%

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 (PA).

PA AWARENESS

Awareness of the Public Authority is growing among consumers surveyed. 61% of Oct 04 respondents reported awareness as compared to 57% of June 04 respondents and 50% of 2002 respondents.



AWARENESS OF PA ACROSS LANGUAGE GROUPS

Awareness of Public Authority services differs significantly by language. 71% of Spanish speaking respondents have heard of the Public Authority as compared to 40% of Russian speaking respondents.

PA Utilization

Utilization remains relatively steady over time, fluctuating by about 5 percentage points from 2002 to the most recent survey.

Utilization of PA Across Language Groups

Use of Public Authority services differs significantly by language. 35% of Chinese speaking consumers report using PA programs as compared to only 7% of Russian speaking consumers. 23% of English speaking consumers and 22% of Spanish speaking consumers report using PA services.

Usefulness of Services

The survey asked consumers whether or not they found each PA service useful. Usefulness scores are quite high across all PA services, ranging between 86% to 95%. Scores for each service are located in the table below. The highest usefulness scores were given by consumers to On–Call Services and Support for Managing workers: 95% of consumers considered these services useful.

Usefulness of Services Across Language Groups

While a majority of respondents found the Worker Registry useful, usefulness scores for this service did vary significantly across language groups. 100% of Spanish speaking registry users reported the service as useful, as compared to 77% of English speaking users, 85% of Chinese speaking and 88% of Russian speaking users.

	Oct-04	**Jun-04**	Dec-03	April-03	2002
Percent of Consumers that have heard of the SF IHSS PA	**61%**	**57%**	55%	53%	50%
Percent of Consumers that have used PA services	**22%**	**28%**	22%	27%	24%

PERCENT OF RESPONDENTS USING EACH SERVICE

	Oct-04	**Jun-04**	Dec-03	April-03
Support for Managing Workers	**41%**	**40%**	46%	36%
Worker Screening	**38%**	**37%**	45%	39%
On-Call Services	**35%**	**31%**	41%	33%
Registry	**34%**	**31%**	46%	42%
Conferences	**31%**	**28%**	39%	30%
Training Videos	**25%**	**23%**	34%	29%

PA USEFULNESS

Total Responses	**Oct-04**	**Jun-04**	Dec-03	April-03
	n=286	***n=325***	*n=316*	*n=563*

Home Care Worker Registry	**Oct-04**	**Jun-04**	Dec-03	April-03
Number of Users	***n = 86***	***n=79***	*n=96*	*n=189*
Useful	**86%**	**92%**	96%	91%
Not Useful	**14%**	**8%**	4%	9%
Screening	**Oct-04**	**Jun-04**	Dec-03	April-03
Number of Users	***n =90***	***n=96***	*n=94*	*n=190*
Useful	**89%**	**91%**	89%	91%
Not Useful	**11%**	**9%**	11%	9%
Support	**Oct-04**	**Jun-04**	Dec-03	April-03
Number of Users	***n = 94***	***n=106***	*n=101*	*n=174*
Useful	**95%**	**93%**	95%	93%
Not Useful	**5%**	**7%**	5%	7%
On-Call Services	**Oct-04**	**Jun-04**	Dec-03	April-03
Number of Users	***n = 79***	*n=83*	n=87	n=154
Useful	**95%**	**95%**	90%	90%
Not Useful	**5%**	**5%**	10%	10%
Training Videos	**Oct-04**	**Jun-04**	Dec-03	April-03
Number of Users	***n = 60***	***n=67***	*n=72*	*n=132*
Useful	**90%**	**96%**	93%	89%
Not Useful	**10%**	**4%**	7%	11%
Educational Conferences	**Oct-04**	**Jun-04**	Dec-03	April-03
Number of Users	***n = 74***	***n=79***	*n=85*	*n=138*
Useful	**93%**	**94%**	96%	89%
Not Useful	**7%**	**6%**	4%	11%