

In-home Supportive Services



IHSS Providers

**Characteristics of
Caregivers in the
In-Home Supportive
Services Program**



California Department of Social Services
Research and Development Division
Data Analysis and Publications Branch
Adult Programs Analysis Team

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**Study Month
October 2000**



Prepared by
California Department of Social Services
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Background

The In-Home Supportive Services (IHSS) program provides an alternative to out-of-home care, by providing state, county and federal funding that enables program recipients to hire a caregiver. Individuals eligible for IHSS services are disabled, age 65 or older, or blind and unable to live safely at home without help and financially unable to purchase needed services. All SSI/SSP recipients are eligible for IHSS benefits if they demonstrate an assessed need for IHSS services.

Through a series of evaluations performed by county social workers, IHSS recipients can be authorized for up to 283 hours per month of services. Services include housecleaning, meal preparation, laundry, grocery shopping, personal care services (such as bowel and bladder care, bathing, grooming, paramedical services, accompaniment to medical appointments, and protective supervision for individuals whose mental status or cognitive functioning poses a threat to their safety and well-being).

IHSS recipients have the right to choose, hire, train and terminate the employment of their IHSS provider. The provider can be a friend or family member, or a person unknown to the recipient prior to the working relationship. About two-thirds of the IHSS caseload resides in a county with an IHSS Public Authority. IHSS Public Authorities have a legal responsibility to maintain an IHSS provider registry and to operate a provider referral system for IHSS recipients who need help obtaining a provider. Public authorities must also provide access to training for IHSS providers and recipients. In counties without a Public Authority, IHSS recipients may be able to get help in locating potential providers (who are not a friend or family) through their IHSS caseworker or county social services office.

Purpose

The last IHSS report from the Department of Social Services was published May 1991. Data for May 1990 were collected via an IHSS Characteristics Survey and the Case Management, Information and Payrolling System (CMIPS) database. That publication focused on IHSS recipients and contained scant IHSS provider information.

This report is the first of its kind to analyze data on the IHSS provider population. The purpose of this report is to examine available information and gain insight into the characteristics of persons employed as caregivers to IHSS recipients. The data presented in this publication can be used when considering questions about the IHSS provider workforce, including the following emerging issues in the adult-care policy debate.

- The elderly and disabled populations are increasing each year, contributing to significant growth in California's IHSS caseloads. Projections indicate the demand for providers may be far greater than the supply in coming years.
- Recent state and federal public policy initiatives attempt to maintain elderly and disabled persons in community-based settings. IHSS providers play an important part in keeping this population out of institutional care.
- National attention has focused on issues of recruiting and retaining home and community-based care providers. Competition for workers will likely increase demand for higher wages and benefits.

Data Sources and Limitations

Unless specifically noted, data used in this analysis came from the following source:

- Department of Social Services
Case Management, Information and Payrolling System (CMIPS), October 2000

Other resources used, with appropriate footnotes throughout this report, are:

- Department of Finance
Historical, Current, and Projected Population Data, 1970 through 2040
- Employment Development Department
Unemployment and Disability Insurance Base Wage File, 4th Quarter 2000

IHSS Provider Social Security Numbers drawn from the Case Management Information and Payrolling System were matched to the Employment Development Department, Unemployment and Disability Insurance Base Wage File to determine wages earned.

- Department of Health Services
Medi-Cal Eligibility Data System (MEDS), 4th Quarter 2000

IHSS Provider Social Security Numbers drawn from the Case Management Information and Payrolling System were matched to the Department of Health Services Medi-Cal Eligibility Data System to determine whether or not a provider received Medi-Cal benefits.

There were 202,090 providers eligible to work during October 2000. (In the 3 months comprising the fourth quarter of 2000, there was a total of 218,825 providers.) There were also 243,060 recipients eligible to receive IHSS services in October 2000. Given that one provider can work for multiple recipients, and one recipient can employ multiple providers, there were a total of 245,498 'relationships', representing the connections between all providers and all recipients.

Data for ethnicity and primary language, while purportedly available in the database, are unreliable.

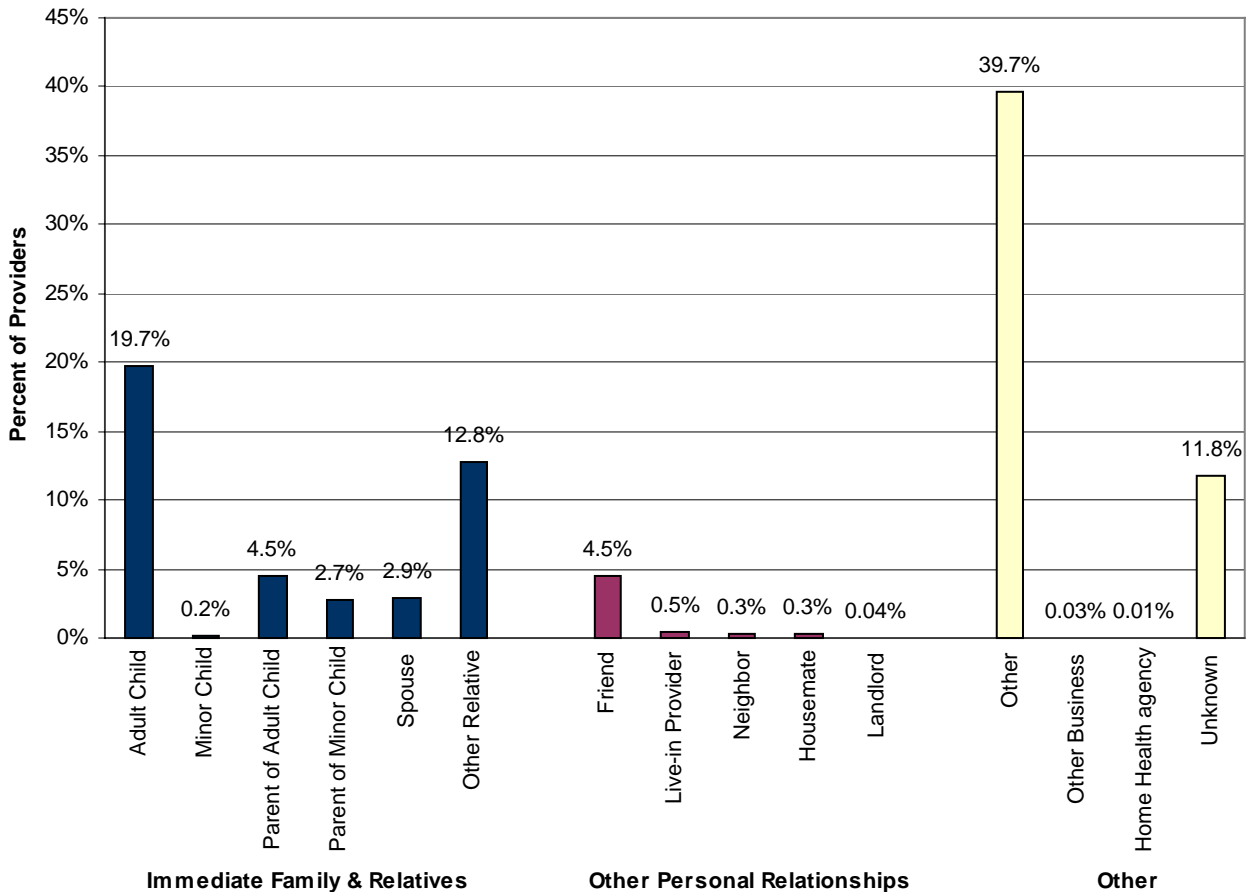


Summary of Findings

- Just over 40 percent of IHSS providers are relatives of the recipient.
- About half of all providers are between ages 41 and 60.
- 75 percent of providers work for just one recipient, and about 60 percent work 23 hours or fewer per week at their IHSS job.
- One quarter of all providers hold jobs outside of IHSS.
- Few IHSS providers receive Medi-Cal, SSI/SSP or CalWORKs.
- The current ratio of recipients to providers in California is roughly 1.2 to 1. Our estimates show that by the year 2020, the ratio will likely increase to 1.4, and by 2040 may further increase to 1.8 to 1.

Over 40 Percent of Providers are Members of the Immediate Family or a Relative of the IHSS Recipient

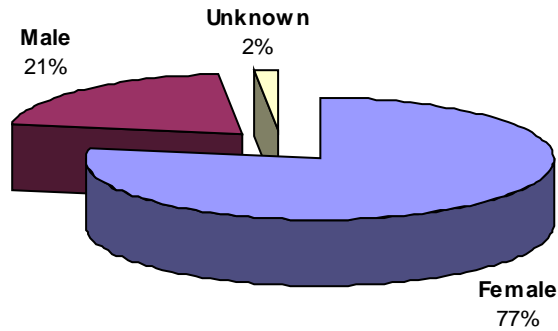
*Relationship of IHSS Provider to IHSS Recipient
California, October 2000*



- This chart contains duplicated provider records to account for each of the 245,498 provider-to-recipient relationships. (See page 10, which shows that about one quarter of providers work for multiple recipients.)
- 43 percent (105,291) of the total relationships are between immediate family or relatives. 6 percent (13,755) are between individuals with another type of personal relationship. 51 percent (the 126,452 remaining relationships) are based on another type of business relationship, or is unknown.
- Female and male providers have the same pattern of relationships to the recipients for whom they work.

Most Providers are Women

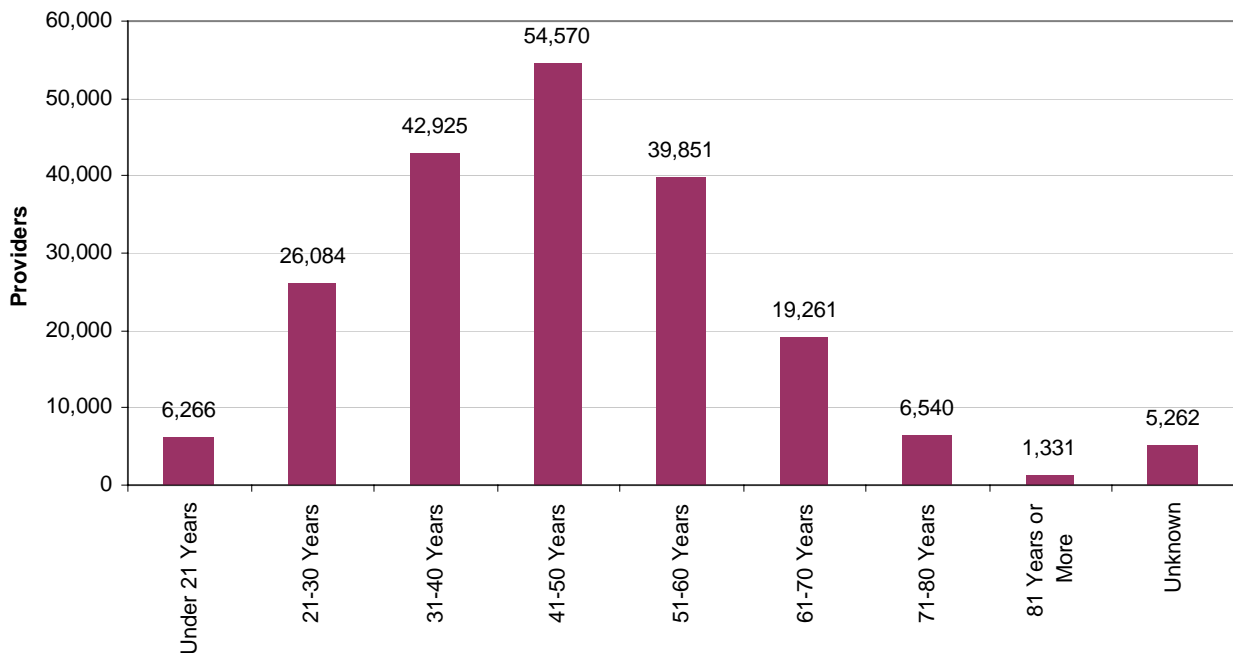
*Gender of IHSS Providers
California, October 2000*



About Two-Thirds of All Providers are Between Ages 31 and 60

*Age of IHSS Providers
California, October 2000*

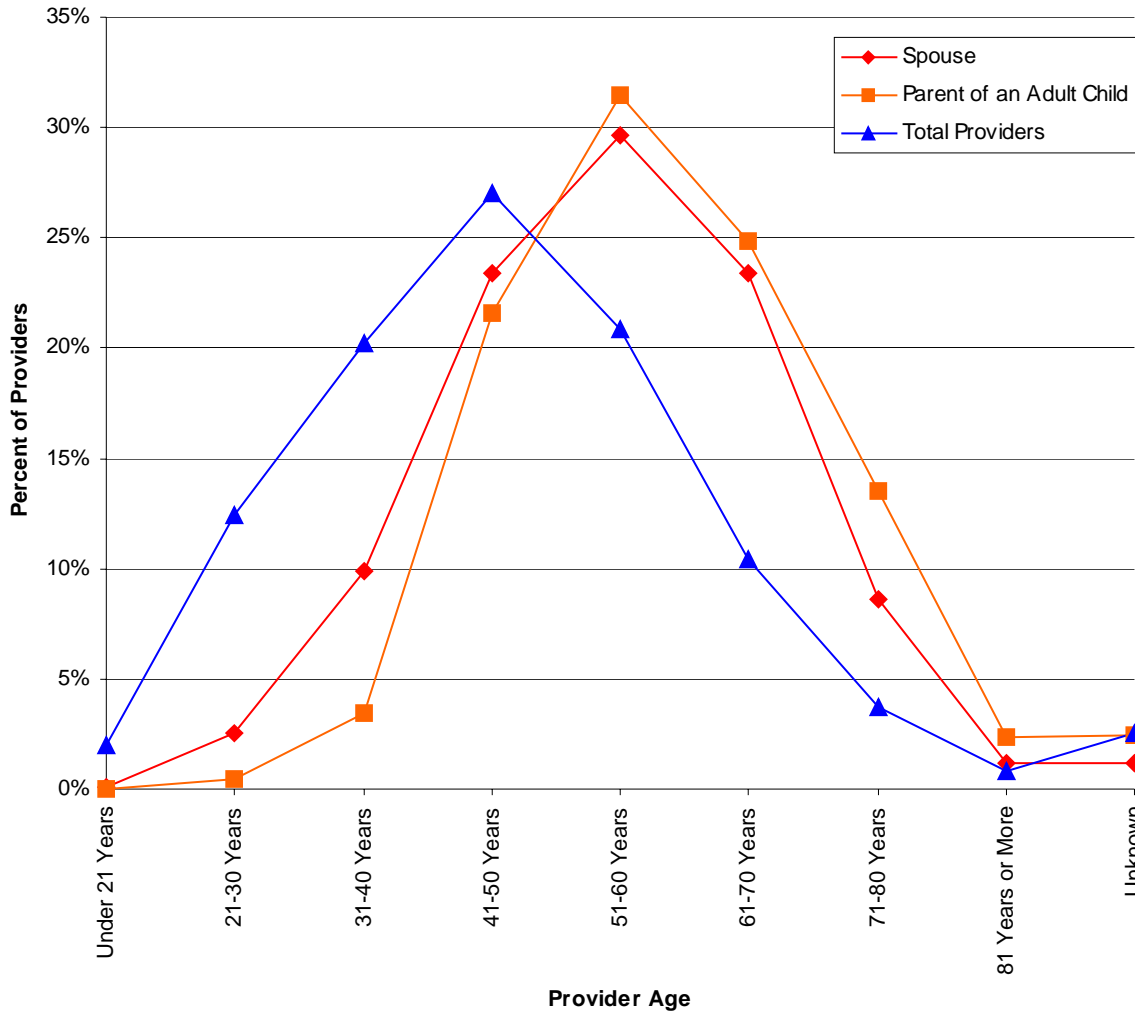
- For comparison, about two-thirds of all recipients are age 61 or over.



- Ages in the category 'Unknown' represent invalid and questionable date-of-birth information.

Providers Who Are Either a Spouse of a Recipient or the Parent of an Adult Child Recipient Tend to be Older than Other Providers

Age of Spouse and Parent Providers Compared to All IHSS Providers California, October 2000



The Northern Region Has a Greater Proportion of IHSS Providers Compared to the Total Population than Valley Mountain, Central or Southern Regions

California, October 2000



Map ratios depict the average number of IHSS providers per 1,000 persons in the population by region.

County Population¹ Compared to the IHSS Provider Population
California, October 2000

Northern Region

	Total Population	Percent of Statewide Total	Total Providers	Percent of Provider Total	Ratio of Providers to County Population
<i>Alpine</i>	1,239	0.0%	9	0.0%	7 in 1,000
<i>Butte</i>	207,158	0.6%	1,868	0.9%	9 in 1,000
<i>Colusa</i>	20,973	0.1%	118	0.1%	6 in 1,000
<i>Del Norte</i>	31,155	0.1%	285	0.1%	9 in 1,000
<i>El Dorado</i>	163,197	0.5%	459	0.2%	3 in 1,000
<i>Glenn</i>	29,298	0.1%	290	0.1%	10 in 1,000
<i>Humboldt</i>	128,419	0.4%	1,809	0.9%	14 in 1,000
<i>Lake</i>	60,072	0.2%	1,562	0.8%	26 in 1,000
<i>Lassen</i>	35,959	0.1%	126	0.1%	4 in 1,000
<i>Modoc</i>	10,481	0.0%	177	0.1%	17 in 1,000
<i>Nevada</i>	97,020	0.3%	940	0.5%	10 in 1,000
<i>Placer</i>	243,646	0.7%	669	0.3%	3 in 1,000
<i>Plumas</i>	20,852	0.1%	196	0.1%	9 in 1,000
<i>Shasta</i>	175,777	0.5%	1,518	0.8%	9 in 1,000
<i>Sierra</i>	3,457	0.0%	86	0.0%	25 in 1,000
<i>Siskiyou</i>	45,194	0.1%	691	0.3%	15 in 1,000
<i>Sutter</i>	82,040	0.2%	314	0.2%	4 in 1,000
<i>Tehama</i>	56,666	0.2%	571	0.3%	10 in 1,000
<i>Trinity</i>	13,490	0.0%	231	0.1%	17 in 1,000
<i>Yuba</i>	63,983	0.2%	583	0.3%	9 in 1,000
	1,490,076	4.3%	12,502	6.2%	7 in 1,000

Valley Mountain Region

	Total Population	Percent of Statewide Total	Total Providers	Percent of Provider Total	Ratio of Providers to County Population
<i>Amador</i>	34,853	0.1%	169	0.1%	5 in 1,000
<i>Calaveras</i>	42,041	0.1%	301	0.1%	7 in 1,000
<i>Fresno</i>	811,179	2.3%	8,847	4.4%	11 in 1,000
<i>Inyo</i>	18,437	0.1%	76	0.0%	4 in 1,000
<i>Kings</i>	126,672	0.4%	881	0.4%	7 in 1,000
<i>Madera</i>	126,394	0.4%	836	0.4%	7 in 1,000
<i>Mariposa</i>	16,762	0.0%	253	0.1%	15 in 1,000
<i>Merced</i>	215,256	0.6%	1,539	0.8%	7 in 1,000
<i>Mono</i>	10,891	0.0%	31	0.0%	3 in 1,000
<i>San Benito</i>	51,853	0.1%	185	0.1%	4 in 1,000
<i>San Joaquin</i>	579,712	1.7%	2,861	1.4%	5 in 1,000
<i>Stanislaus</i>	459,025	1.3%	3,097	1.5%	7 in 1,000
<i>Tulare</i>	379,944	1.1%	1,851	0.9%	5 in 1,000
<i>Tuolumne</i>	56,125	0.2%	159	0.1%	3 in 1,000
<i>Yolo</i>	164,010	0.5%	648	0.3%	4 in 1,000
	3,093,154	8.9%	21,734	10.8%	5 in 1,000

¹ State of California, Department of Finance, *Race/Ethnic Population with Age and Sex Detail, 1970-2040*

Central Region

	Total Population	Percent of Statewide Total	Total Providers	Percent of Provider Total	Ratio of Providers to County Population
<i>Alameda</i>	1,470,155	4.2%	8,552	4.2%	6 in 1,000
<i>Contra Costa</i>	931,946	2.7%	4,084	2.0%	4 in 1,000
<i>Marin</i>	248,397	0.7%	832	0.4%	3 in 1,000
<i>Mendocino</i>	90,442	0.3%	1,134	0.6%	13 in 1,000
<i>Monterey</i>	401,886	1.2%	1,784	0.9%	4 in 1,000
<i>Napa</i>	127,084	0.4%	408	0.2%	3 in 1,000
<i>Sacramento</i>	1,212,527	3.5%	9,196	4.6%	8 in 1,000
<i>San Francisco</i>	792,049	2.3%	7,664	3.8%	10 in 1,000
<i>San Mateo</i>	747,061	2.2%	1,834	0.9%	2 in 1,000
<i>Santa Clara</i>	1,763,252	5.1%	3,669	1.8%	2 in 1,000
<i>Santa Cruz</i>	260,248	0.8%	1,004	0.5%	4 in 1,000
<i>Solano</i>	399,841	1.2%	1,930	1.0%	5 in 1,000
<i>Sonoma</i>	459,258	1.3%	2,179	1.1%	5 in 1,000
	8,904,146	25.7%	44,270	21.9%	4 in 1,000

Southern Region

	Total Population	Percent of Statewide Total	Total Providers	Percent of Provider Total	Ratio of Providers to County Population
<i>Imperial</i>	154,549	0.4%	1,938	1.0%	13 in 1,000
<i>Kern</i>	677,372	2.0%	3,250	1.6%	5 in 1,000
<i>Los Angeles</i>	9,838,861	28.4%	83,244	41.2%	8 in 1,000
<i>Orange</i>	2,833,190	8.2%	5,211	2.6%	2 in 1,000
<i>Riverside</i>	1,570,885	4.5%	5,783	2.9%	4 in 1,000
<i>San Bernardino</i>	1,727,452	5.0%	8,273	4.1%	5 in 1,000
<i>San Diego</i>	2,943,001	8.5%	11,618	5.7%	4 in 1,000
<i>San Luis Obispo</i>	254,818	0.7%	977	0.5%	4 in 1,000
<i>Santa Barbara</i>	412,071	1.2%	1,728	0.9%	4 in 1,000
<i>Ventura</i>	753,820	2.2%	1,562	0.8%	2 in 1,000
	21,166,019	61.1%	123,584	61.2%	4 in 1,000

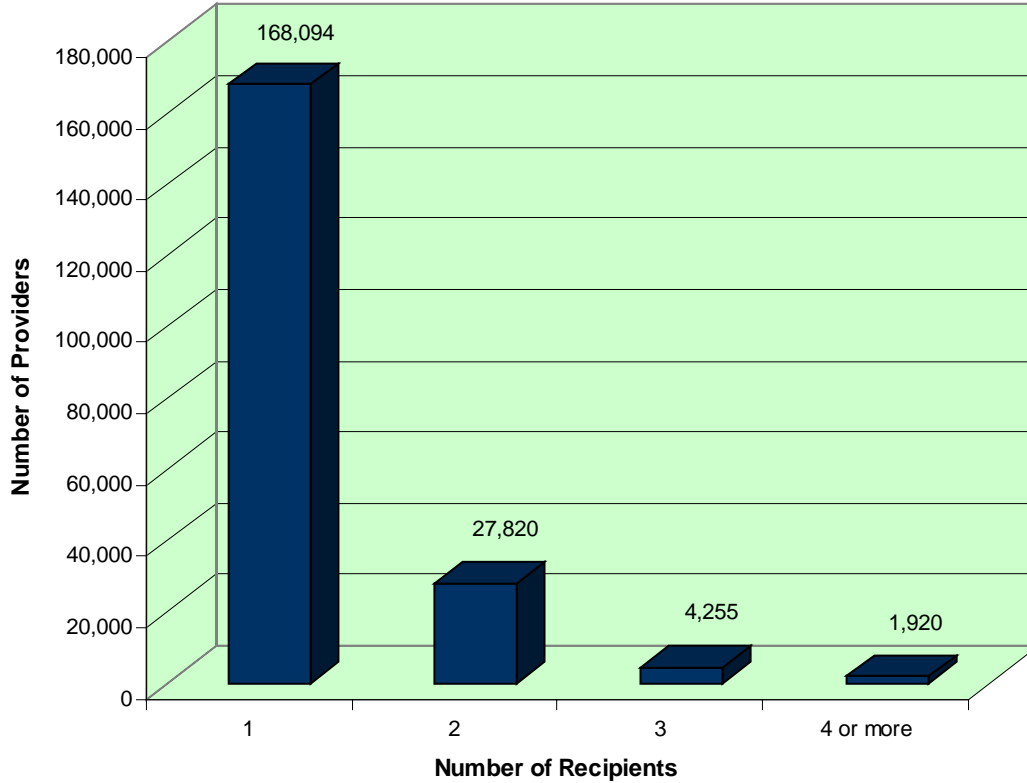
Statewide

	Total Population	Percent of Statewide Total	Total Providers	Percent of Provider Total	Ratio of Providers to State Population
<i>California</i>	34,653,395	100%	202,090	100%	6 in 1,000

- The ratio of recipients to the county population is very similar to the ratio shown of providers to the county population.
- 77 percent of counties in the Central region, 80 percent of counties in the Southern region, and 53 percent of counties in the Valley Mountain region have a provider to general population ratio lower than the statewide average. Counties in the Northern region have a higher ratio of providers to the general population.

Most Providers Work for Only One IHSS Recipient

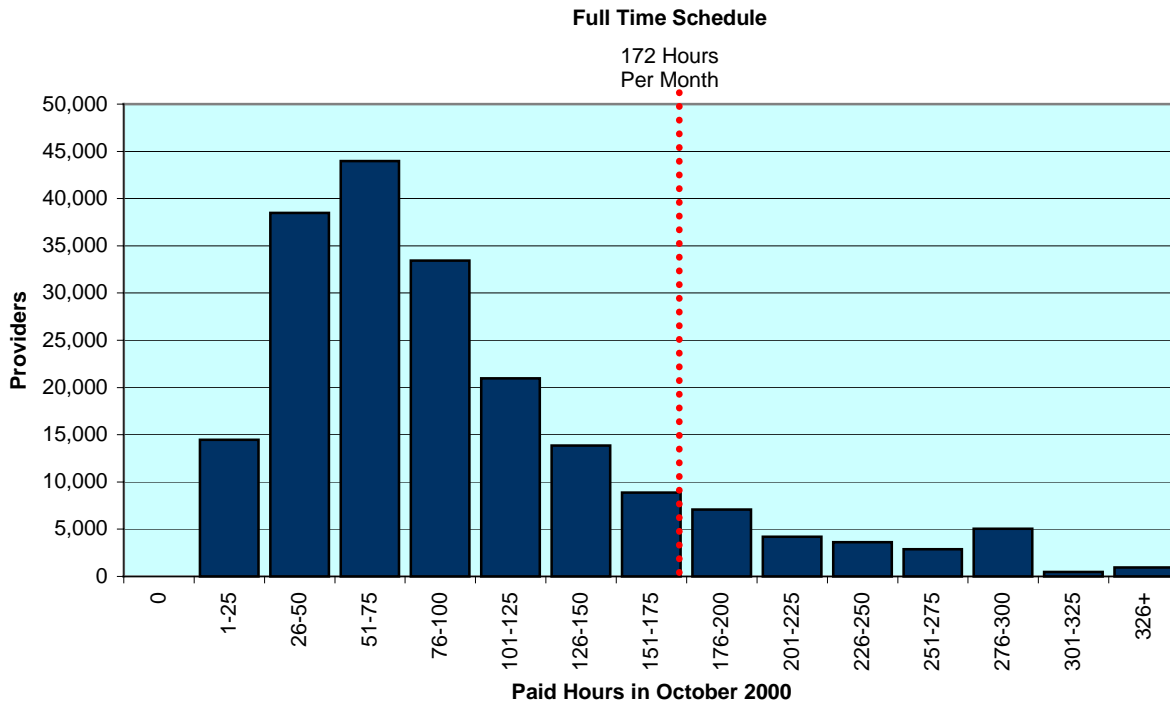
*Number of Recipients for Whom an IHSS Provider Works
California, October 2000*



- Nearly all (96 percent) providers are 'Individual Providers,' meaning that they are employed directly by their recipient, and no outside agency is involved.
- Instances where a provider may be employed by 4 or more recipients:
 - A provider who provides services to several recipients living in a shared living arrangement.
 - One provider who provides services, such as grocery shopping, to several housebound seniors through a local community organization.

Most Providers Work Between 6 and 23 Hours Per Week

Monthly Hours Paid to IHSS Providers²
California, October 2000

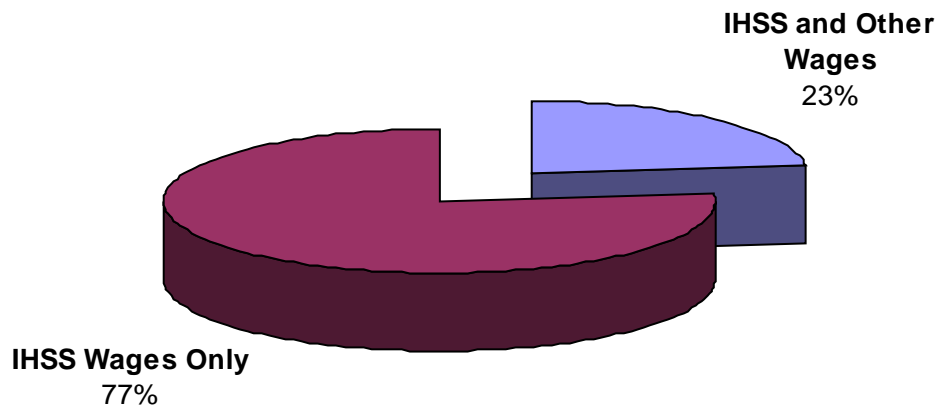


- 13 percent of providers worked a full time schedule (40 hour work week is equivalent to 172 hours per month). 87 percent of providers worked less than a full time schedule.
- The maximum amount of service hours allowed for most recipients is 283 hours per month.
- Providers who worked in excess of 283 hours were working for 2 or more recipients.
- 19 percent of providers work between 6 and 12 hours per week (26-50 hours per month).
22 percent of providers work between 12 and 17 hours per week (51-75 hours per month).
17 percent of providers work between 18 and 23 hours per week (76-100 hours per month).

² Hours are actual hours paid to the provider, not hours authorized for the recipient. 198,371 providers were paid in October 2000 for services rendered in that calendar month.

Three-Quarters of Providers Had Only IHSS Earnings During October 2000

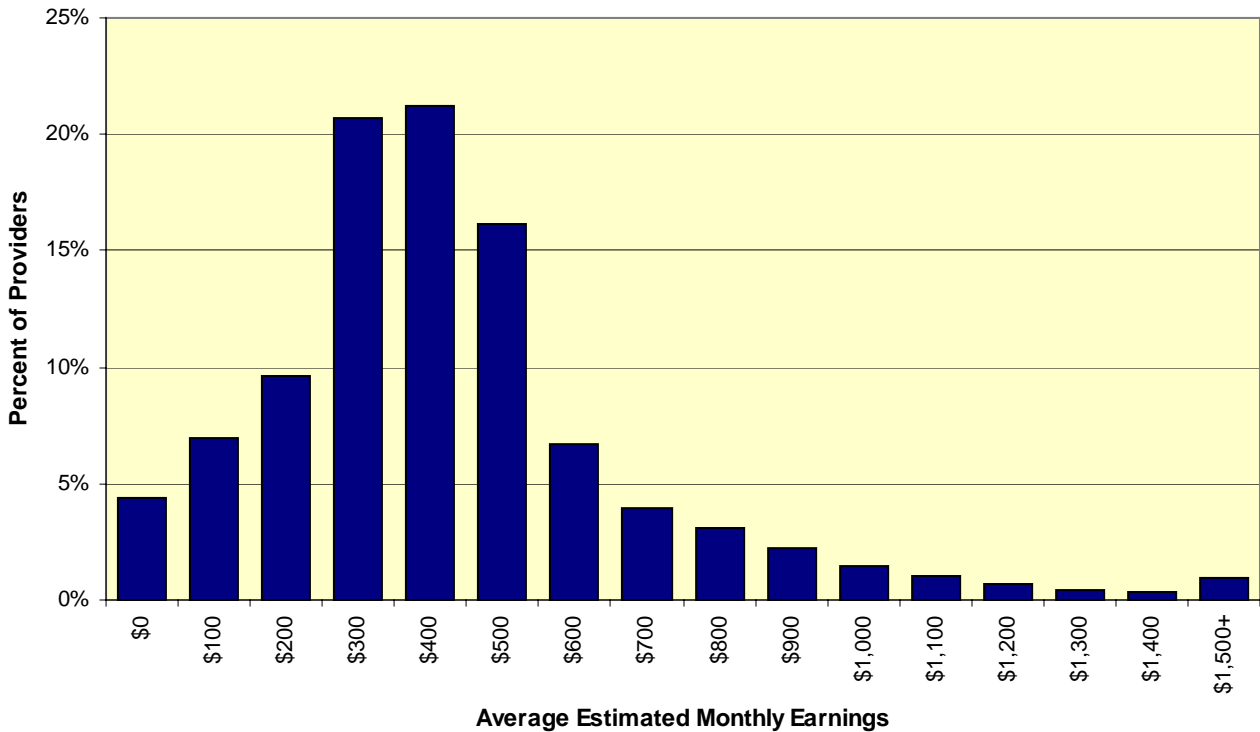
*Source of Earnings, Based on Employer Reported Earnings
California, 4th Quarter 2000*



- 23 percent of the provider Social Security Numbers matched to EDD wage data earned IHSS wages as well as wages from another job during the 4th quarter of 2000.
- 77 percent of the provider Social Security Numbers matched to EDD wage data earned only IHSS wages during the 4th quarter of 2000.

Three Quarters of Providers, Whose Only Source of Earnings is IHSS Wages, Earn Between \$200 and \$600 per Month – Based on Part-Time Hours (see page 12)

*Average Estimated Monthly Earnings³ for Providers **Not** Employed Outside of IHSS
California, 4th Quarter 2000*



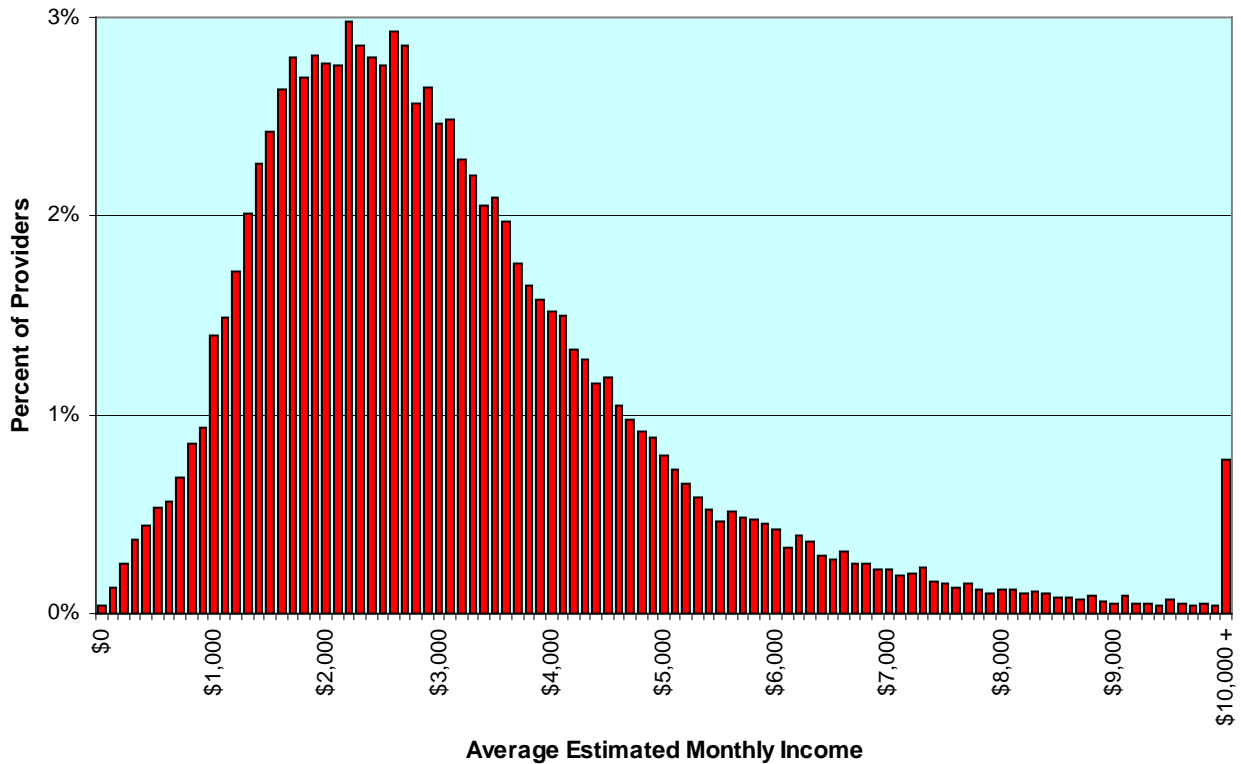
- The median monthly earnings for providers not earning wages outside of IHSS are \$436 per month.
- These data represent IHSS wages for providers only. Wages earned by other members of the household are not included because there are no data to determine household composition for providers. Other sources of income, such as CalWORKs cash grant, are not included.

Note: IHSS Provider Social Security Numbers drawn from the Case Management Information and Payrolling System were matched to the Employment Development Department Unemployment and Disability Insurance Base Wage File to determine wages earned. Of the 218,825 SSNs compared, 64,194 (29 percent) did not match the EDD data or had zero earnings in the quarter. Average estimated monthly income is calculated using a monthly average of quarterly earnings.

³State of California, Employment Development Department, Unemployment and Disability Insurance Base Wage File, 4th Quarter 2000

Three Quarters of Providers, Who Have Earnings in Addition to Their IHSS Wages, Earn Between \$1,000 and \$4,000 per Month

*Average Estimated Monthly Income⁴ for Providers Earning Wages in Addition to their IHSS Wages
California, 4th Quarter 2000*



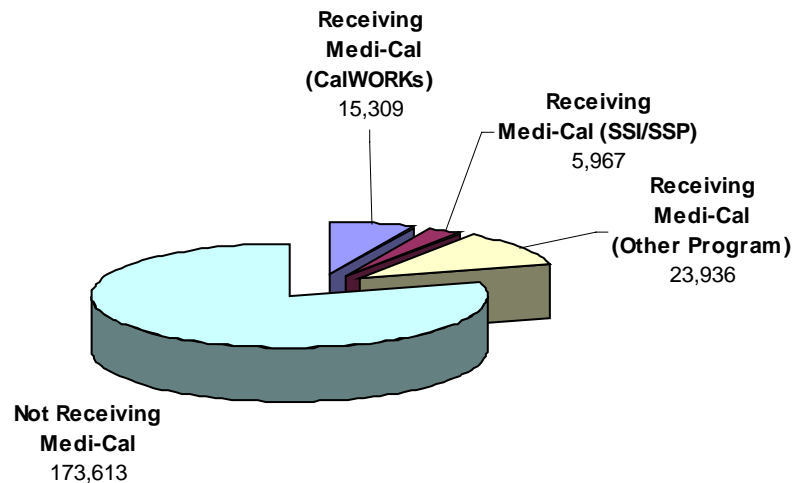
- The median monthly earnings for providers earning wages in addition to IHSS wages are \$1,870 per month.

Note: IHSS Provider Social Security Numbers drawn from the Case Management Information and Payrolling System were matched to the Employment Development Department, Unemployment and Disability Insurance Base Wage File to determine wages earned. Of the 218,825 SSNs compared, 64,194 (29 percent) did not match the EDD data or had zero earnings in the quarter. Average estimated monthly income is calculated using a monthly average of quarterly earnings.

⁴ State of California, Employment Development Department, Unemployment and Disability Insurance Base Wage File, 4th Quarter 2000

Most Providers Are Not Receiving Medi-Cal Benefits

*Medi-Cal Status⁵ of IHSS Providers, by Type of Eligibility
California, 4th Quarter 2000*

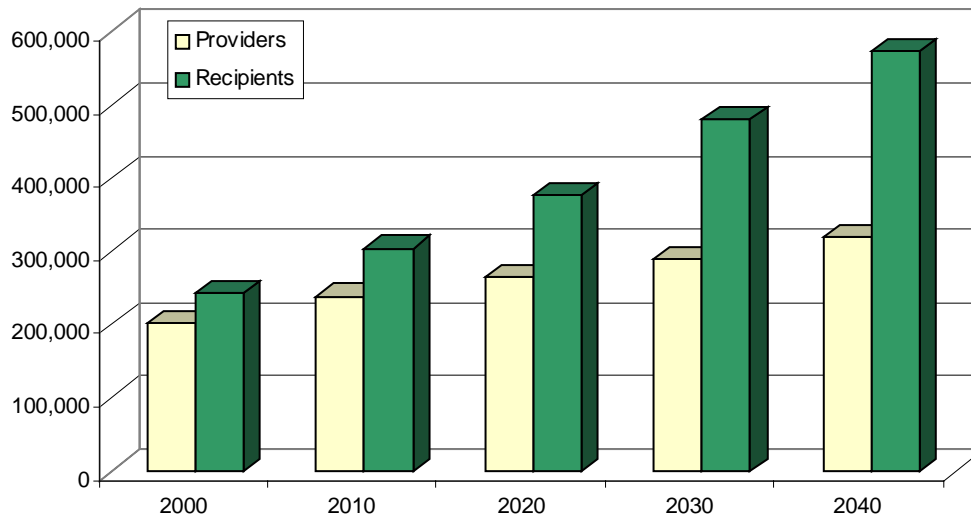


- 79 percent (173,613) of providers are not receiving Medi-Cal.
- Of the 20 percent of providers who are receiving Medi-Cal:
 - ⇒ 7 percent are CalWORKs recipients.
 - ⇒ 3 percent are SSI/SSP recipients.
 - ⇒ 11 percent are recipients of other miscellaneous programs, such as the Cash Assistance Program for Immigrants (CAPI) or have other eligibility based on the presence of a child in the home.

⁵ State of California, Department of Health Services, Medi-Cal Eligibility Data System (MEDS), 4th Quarter 2000

An Estimate of the Future IHSS Provider and Recipient Populations Indicates a Widening Gap Between the Two

*Approximated Future Provider and Recipient Population
California, 2000 to 2040*



- This graph shows the projected number of IHSS recipients and providers based on the projected California population growth and the IHSS provider and recipient numbers in October 2000.
 - The projections are age adjusted (the percent of providers and recipients in each age group of the total population during October 2000 was used to determine the share of each age group in the future population). We assume that the IHSS recipient and provider population will continue to be a constant share of the overall state population.
 - These shares were then applied to each ten-year projection⁶ of the California population to get the estimated IHSS recipient population.
- The current ratio of recipients to providers in California is roughly 1.2:1. The ratio of the projected recipient population to the projected provider population could be 1.4:1 by the year 2020, and 1.8:1 by the year 2040. Based on these projections, it appears there may be an insufficient supply of providers to meet the rising demand for services by recipients in the coming decades.

Note: For the purposes of this projection, we assume the age distribution of providers with unknown ages follow the same distribution as those with known ages.

⁶ Projection data from: State of California, Department of Finance, *Race/Ethnic Population with Age and Sex Detail, 1970-2040*

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