



**SAN FRANCISCO  
HUMAN SERVICES AGENCY**

Department of Benefits  
and Family Support

Department of Disability  
and Aging Services

P.O. Box 7988  
San Francisco, CA  
94120-7988  
[www.SFHSA.org](http://www.SFHSA.org)



**London Breed**  
Mayor

**Trent Rhorer**  
Executive Director

**MEMORANDUM**

**TO:** DISABILITY AND AGING SERVICES COMMISSION

**THROUGH:** KELLY DEARMAN, EXECUTIVE DIRECTOR

**FROM:** JILL NIELSEN, DEPUTY DIRECTOR  
ESPERANZA ZAPIEN, DIRECTOR OF CONTRACTS

**DATE:** MAY 3, 2023

**SUBJECT:** NEW CONTRACT: **SOCIAL POLICY RESEARCH ASSOCIATES (FOR PROFIT)** TO PROVIDE CONTRACT MODE LABOR MARKET ANALYSIS

**TERM:** 6/1/23 to 9/30/24

**AMOUNT:** \$99,971

| <b>Funding Source</b> | <u>County</u> | <u>State</u> | <u>Federal</u> | <u>Contingency</u> | <u>Total</u> |
|-----------------------|---------------|--------------|----------------|--------------------|--------------|
| <b>FUNDING:</b>       | \$99,971      |              |                |                    | \$99,971     |
| <b>PERCENTAGE:</b>    | 100%          |              |                |                    |              |

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The Department of Disability and Aging Services (DAS) requests authorization to enter into a new contract with Social Policy Research Associates for the time period 6/1/23 to 9/30/24, in an amount of \$99,971. The purpose of the contract is to conduct a labor market analysis for the caregiver workforce related to Contract Mode In-Home Supportive Services (IHSS).

**Background**

The In-Home Supportive Services (IHSS) program is a county-administered program that provides homecare assistance to eligible people with disabilities who are unable to fully provide for their own personal care or carry out household activities without assistance. The IHSS program compensates providers to carry out a wide variety of caregiver services, including household chores and personal care, to facilitate IHSS recipients’



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safe community living while encouraging independence. A Medi-Cal benefit, IHSS is considered an alternative to out-of-homecare, such as nursing facilities; California is the only state with such a robust homecare public benefit program.

The majority of San Francisco's 28,000 IHSS clients manage their caregivers (e.g., hiring, scheduling, directing care, signing timesheets). However, a subset of clients are unable to manage their own services, typically as a result of cognitive impairment and/or serious mental illness. To ensure these individuals receive the support they need, San Francisco contracts with a non-profit organization for agency-based homecare services ("Contract Mode IHSS"). San Francisco is the only county in the state to offer Contract Mode IHSS.

The existing contract for Contract Mode IHSS will expire in June 2025 and needs to be procured anew in late 2024. The current approach is not financially feasible, nor adequately meeting community needs. Despite multiple innovations and strategic initiatives, the program continues to struggle to maintain an adequate caregiver workforce to provide the necessary hours of homecare for our clients. Consequently, we have been limited in the number of clients who can be served through this model. At the same time, costs in this hourly rate-based contract have increased; this reflects increased wages to support recruitment and retention but also that baseline administrative program costs are now spread across fewer hours.

Wage has been identified as a core element impacting worker recruitment and retention. Determining the wage needed to recruit workers and incentivize them to remain part of the Contract Mode IHSS program is essential to improve the program's immediate and long-term viability.

**Services to be Provided**

SPRA will provide expert analysis that will provide actionable insights into the homecare labor market with a particular focus on competitive wages and workforce pipeline considerations specifically relevant to this program, which serves a complex client population.

The main deliverables will be a report detailing project findings and the recommendations for DAS leadership related to labor market and wage considerations.



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Through data collection, qualitative research interviews with homecare workers, key informant interviews, data analysis and project management, the final report will address key issues such as:

1. Target workforce for Contract Mode IHSS
2. Wage levels to attract and retain caregivers
3. Factors that promote or limit retention
4. Career advancement

**Selection**

Grantee/Contractor was selected through Informal Bid 1087 issued in March 2023

**Funding**

Funding for this contract is provided entirely by City and County General Funds.

**ATTACHMENTS**

- Appendix A
- Appendix B

**Appendix A – Services to be Provided  
Social Policy Research Associates  
Contract Mode IHSS Labor Market Analysis  
June 1, 2023-September 30, 2024**

**I. Purpose of Contract**

The purpose of the contract is to conduct a labor market analysis for the caregiver workforce related to Contract Mode In-Home Supportive Services (IHSS). This analysis will include identification of wage levels needed to recruit and retain homecare workers in the context of Contract Mode’s complex client population, as well as recommendations on how to understand and engage with the workforce pipeline.

**II. Definitions**

|            |  |
|------------|--|
| CARBON     | Contracts Administration Reporting & Billing Online database |
| Contractor | Social Policy Research Associates, Inc.                      |
| DAS        | Department of Disability and Aging Services                  |
| IHSS       | In-Home Supportive Services                                  |
| SFHSA      | San Francisco Human Services Agency                          |

**III. Description of Services**

Contractor will provide expert analysis that will provide actionable insights into the homecare labor market with a particular focus on competitive wages and workforce pipeline considerations specifically relevant to this program, which serves a complex client population.

The final deliverable for this contract will be a report detailing project findings and the recommendations for DAS leadership related to labor market and wage considerations. The information in the report will inform the contract procurement process in late 2024. As such, the report has a firm deadline of June 30, 2024.

**The report will address the following areas:**

- A. What is the estimated remuneration level needed to both a) attract home care workers and b) retain home care workers for a meaningful duration of employment, particularly for clients with complex needs?
- B. What is the target workforce for Contract Mode IHSS? What attracts workers to this field, and what other fields are competing for these same workers? Does SF/Bay Area have a large enough pool of workers with the necessary qualifications to perform this job?
- C. What are the monetary and non-monetary job-related factors that impact labor supply and promote or inhibit retention?

To answer these questions, Contractor will complete the research and evaluation activities described below. This work is structured in five parts with key project activities detailed in each area.

### 1. Project Initiation

- A. **Project kickoff.** Within two weeks of the project start date, Contractor will convene a project kickoff meeting with key members from SFHSA and DAS. This will provide an opportunity to discuss the evaluation needs in more detail and review the overall project design and approach.
- B. **Project plan.** Within one month of contract start, Contractor will develop a project plan that outlines key research activities and deliverables on an agreed-upon timeline.

### 2. Data Collection

- A. **Review of existing data and reports.** Contractor will review data from current provider of Contract Mode IHSS services on hiring and retention, including findings from exit and stay interviews, and analysis of their career pathways and training programs. Contractor will also review the Office of Economic and Workforce Development's industry snapshots that offer local labor market data for Home Health Care Services Providers and Home Health and Personal Care Aides
- B. **Interviews with homecare workers.** Contractor will conduct between 10 to 20 interviews with current, prospective, and former IHSS homecare workers. These interviews will gather information on topics including but not necessarily limited to: role of wages in individual decisions to become/continue work as a caregiver; satisfaction with existing wage levels; needs around additional job supports; non-monetary aspects that impact retention (e.g., supervisor support, schedule); and the impact of the complex needs of Contract Mode IHSS clients on job satisfaction and persistence.
- C. **Key informant interviews.** Contractor will conduct up to 10 key informant interviews with staff from DAS, SFHSA, key community partners (including the current contractor for Contract Mode IHSS), and other organizations with insight into the caregiving workforce.

### 3. Data Analysis

- A. **Historical Analysis.** Contractor will perform historical analysis of IHSS Contract Mode wage information against ebbs/flows in recruitment and retention and broader local economic trends. Analysis will place IHSS employment challenges in context with other fields struggling with recruitment and retention.
- B. **Market Data Analysis.** Contractor will develop independent, quantitative analyses of labor market data, using a range of aggregate data sources to facilitate understanding of trends in local labor market demand and supply for homecare workers. This will describe long-term trends and projections for several key data points including but not limited to number of homecare jobs (overall and broken down by education, gender, race and ethnicity), average and median earnings.
- C. **Modeling.** Contractor will supplement descriptive analyses with a series of economic models that will aim to estimate the effect of changing wage levels on homecare employment. To generate these analyses, Contractor will build a time series dataset and control for factors that may be independently associated with employment (e.g., unemployment rate).

**D. Interim Memo.** Contractor will draft an informal memo that summarizes research activities, research completed, and key findings. This will be shared with SFHSA and DAS for discussion and early impressions to support the Final Report.

#### 4. Final Reporting

- A. Final Report:** Contractor will prepare a final report that summarizes findings from and provides a set of actionable recommendations. The draft will be provided to SFHSA and DAS for review and feedback by March 31, 2024. The final report will be delivered no later than June 30, 2024.
- B. Presentation:** Contractor will develop a presentation with corresponding slide deck that summarizes the findings and recommendations from the Final Report. Contractor will provide this presentation to SFHSA and DAS leadership within thirty (30) days of submitting the final report and may also provide an additional presentation for the current Contract Mode IHSS provider. This presentation will include an opportunity for attendees to raise questions and discuss details or implications of the evaluation.

#### 5. Project Management

- A. Monthly check-in meetings.** As part of ongoing project management, Contractor will identify and schedule a monthly check-in meeting to offer an update on project status. Contractor will prepare meeting agenda, facilitate discussion, and document minutes to be shared with SFHSA no more than 48 business hours following the meeting.

### IV. Deliverables

The following table outlines the key deliverables to be provided.

| Deliverable                          | Timeframe  |
|--------------------------------------|------------|
| Project Plan                         | 7/1/2023   |
| Interim Memo                         | 12/31/2023 |
| Final Presentation                   | 7/31/2024  |
| Direct Cost: Incentive Reimbursement | 7/31/2024  |

### V. Reporting Requirements

- A.** Contractor shall track all activities and provide a monthly progress report with each monthly submitted invoice within 15 days after the previous month.
- B.** Invoices must be entered into the Contracts Administration, Reporting, and Billing Online (CARBON) system.
- C.** All reports will be submitted to the following individuals:

Leslie Lau, Contract Manager  
Office of Contract Management  
[Leslie.Lau1@sfgov.org](mailto:Leslie.Lau1@sfgov.org)

Michael Powell, Program Support Analyst  
In-Home Supportive Services

[Michael.Powell@sfgov.org](mailto:Michael.Powell@sfgov.org)

Casey Schutte, Program Support Analyst  
SFHSA Planning  
Casey.Schutte@sfgov.org

**Appendix B: Calculation of Charges**  
**IHSS Labor Market Analysis**  
**Social Policy Research Associates**  
**June 1, 2023 – September 30, 2024**

| <b>Deliverable Schedule and Price: Social Policy Research Associates</b> |                     |              |               |
|--|---------------------|--------------|---------------|
| <b>Deliverable</b>   | <b>Est Delivery</b> | <b>Price</b> |               |
| 1B. Project Plan   | 7/1/2023            | \$           | 5,707         |
| 3D. Interim Memo   | 12/31/2023          | \$           | 57,620        |
| 4B. Final Presentation   | 7/31/2024           | \$           | 36,181        |
| Other - Gift cards reimbursed NTE  |                     | \$           | <u>462</u>    |
| <b>Total</b>   |                     | <b>\$</b>    | <b>99,971</b> |

- I.** HSA will reimburse for services provided based on the above schedule of rates on completion of each phase.
- II.** Grantee shall submit invoices on the deliverable schedule above basis in CARBON (Contract Administration, Reporting, and Billing Online) for actual services provided. Invoices shall clearly state the Phase completion.
- III.** The total amount of this budget is not to exceed **\$99,971**.