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A STUDY OF VANCOUVER-RICHMOND MEALS-ON-WHEELS

By

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A STUDY OF VANCOUVER-RICHMOND MEALS-ON-WHEELSABSTRACT

Little is known about Meals-on-Wheels organizations, though they exist in many western countries.

The purpose of this study is to examine the Vancouver-Richmond Meals-on-Wheels service as an organization and from that examination to provide information about clients, volunteers, staff, and organizational management.

The literature was searched for guidance on the concept of Meals-on-Wheels. Was there any definition of an ideal organization? Similarly, discussions with government officials in the Province of British Columbia were conducted to determine what they thought this organization might contribute to the province's social support services. The prescriptions were vague and it was found that many assumptions were made. It seemed that organization theory might help to expose the gaps in these prescriptions.

An examination of the organization by observation, interviews, use of secondary data for client profiles, questionnaires for volunteers, and interviews of present clients led to the development of a descriptive account which was arranged using a model developed by Donabedian to assess the quality of patient care, namely, inputs, process, structure, and outcomes. It became clear that organizational theory might assist in diagnosis of some managerial problems as the findings showed that client turnover was high. Analysis of available data had shown the clients to be in the category of "old, old," fairly evenly distributed throughout the area, and self-referred. Those volunteers who

responded to a questionnaire were long-term, reasonably satisfied, and strongly committed. The clients interviewed were unstinting in their praise for the volunteers and appreciative of the service. They were dissatisfied with certain aspects of the food and their lack of opportunity for input into this aspect of Meals-on-Wheels. The employees found it difficult to communicate with the investigator and with other important community representatives. Internal and external relationships seemed to be tense.

It seemed that by developing a prescription for "best practices" for a Meals-on-Wheels organization working in this context, comparisons of the existing organization with this prescription might assist with the diagnosis of managerial problems and lead to identification of possible remedies. This course was followed.

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CHAPTER 1: AN OVERVIEW

Introduction

The number of volunteer man-hours of delivery and the paid hours of preparation and administration make Meals-on-Wheels a considerable resource in a community. It appears to fill a psychological need for the volunteers (Francies, 1982) and both a psychological and a physiological need for the recipients.

Sherwood states, "It is considered that proper nutrition can contribute to prolonging self-sufficiency of many elderly people and enable them to stay in their homes." Poor nutrition in the elderly is a complex subject, including such factors as eating habits, economics, over-medication, reduced metabolism and absorption, dental status, pathological factors, and social and psychological factors such as isolation, diminishing physical and mental abilities, loneliness, and apathy toward food preparation.

The general problem underlying this study is that no comprehensive evaluation of a Meals-on-Wheels program has been conducted. The literature is fragmented and is concerned primarily with specific problems in individual programs (Cumming, 1970; Karlson, 1974). It covers such topics as history, present organization (DHEW Publications, 1971), and specific problems of funding, delivery, and supply (Balanzo, 1980; Jephcott et al., 1977). There is ample research on nutrition-related topics (Harrison et al., 1982; Turne, 1981; Schlettwein-Gsell, 1971; Davies et al., 1981; Boller & Moot, 1973). There is copious literature concerning volunteer organizations in general. To date the investigator has not been able to locate, by computer search, any literature that deals with the overall functioning of any Meals-on-Wheels organization.

The lack of information regarding the characteristics of the recipients and the perception of the service by both volunteers and clients make it difficult to delineate the program. The pressures of increasing size and demand may eventually require changes in scope, funding, and organization.

With the aging of the population and the increase in the number of disabled who are able to live relatively independently, the prospect exists that Meals-on-Wheels will become a larger service, progressively acquiring more clients. The scope of the organization may also change to include more categories of individuals (e.g., short-stay post-partum cases, post-day surgery, etc.)

Funding should be based on factual data. If it is determined by future studies that health promotion activities/preventive medicine such as Meals-on-Wheels reduces institutionalization (a very costly and not always desirable form of health care) then funds might be increased for such services as Meals-on-Wheels. Cost-benefit and cost-effectiveness analyses are well defined by many economists (Scheffer & Paringer, 1980). It is not within the scope of this study to determine whether community services reduce institutionalization, but this study may provide a base for future studies of this nature.

Need, demand, and want all indicate a trend toward increased size. If the size does increase, it may necessitate organizational change. This study will provide some information on which to base the direction of change.

Research data are required on which to base these decisions and also to assess this service for the elderly and the disabled in the community.

Questions Which Were Investigated

The purpose of this thesis is to provide information on clients and volunteers and to compare the functioning of Vancouver-Richmond Meals-on-Wheels with best practices in organizational management theory as it relates to a particular class of volunteer organization.

The specific questions to which answers were sought are:

- Who are the clients?
- Have they changed over the years?
- Are they satisfied with the food and the service?
- Are the volunteers satisfied?
- How can recruitment of volunteers be increased?
- How can volunteers be retained?
- Who are the staff? Are they a good fit for the organization and its purposes?
- What are the goals of Vancouver-Richmond Meals-on-Wheels?
- Do clients, volunteers, management, related agencies, and government view Meals-on-Wheels differently?
- Is it an effective organization?
- How does Meals-on-Wheels compare with recognized organizational management theory?
- Is improvement needed, and if so, what?

Reasons For Studying Vancouver-Richmond Meals-on-Wheels

Vancouver-Richmond Meals-on-Wheels is one of several Meals-on-Wheels organizations suitable for study and located within a reasonable distance. It was selected because it is the largest one in the area and the difficulties arising out of size would be more apparent than in the smaller organizations in the vicinity. It is atypical of the majority of Meals-on-Wheels programs in Canada only by size. It appears to be typical of Meals-on-Wheels programs in large cities and of Meals-on-Wheels programs across Canada, in general, in that it is sponsored by a philanthropic organization; it is only partially funded (25%) by sources other than payment for the meals by the recipients; it

provides a meal service; and it does not discriminate against those above the poverty line.

External constraints imposed on the study caused some limitations. These constraints resulted in the necessity to include anecdotal information in Chapter 3 in order to provide a reasonable basis for the discussion presented in Chapter 7. However, they were not so great as to destroy the efficacy of studying this particular organization. Results could still be useful to the organization and those who had an interest in it, and to Meals-on-Wheels organizations generally.

Possible Uses of the Study

It is argued that:

If more knowledge existed about the client, the volunteers, and the organization, this could be advantageous. Meals-on-Wheels could use this knowledge to advantage in providing meals better suited to the tastes of the recipients, for recruiting and keeping volunteers (now a major problem), and for planning. It would be useful in setting goals. The Vancouver-Richmond Meals-on-Wheels is a viable service. No one questions the value of the service, but there is always room for improvement in any organization. Studies such as this one may help the planner dig out the facts, clarify the values, and develop future expectations.

The Vancouver Metropolitan Health Department provides Home Care and Home-maker Service. A clear view of who receives Meals-on-Wheels, and why, would facilitate better planning and might reduce duplication of service.

The provincial government is in a period of restraint; therefore, knowledge about Meals-on-Wheels would be useful in justifying the allocation of funds to meet Meals-on-Wheels goals.

Although the clients had nothing but praise and appreciation for the volunteers, the volunteers who do the work might find the information in the study useful in better meeting the needs of the clients.

"Gray power" is increasing in numbers and strength. This segment of the population is starting to demand answers. Information such as that found in this study may be of assistance to the elderly when planning their future lifestyles.

Meals-on-Wheels exists in most of the developed countries. Hence, this study may be of international interest among those concerned with the provision of social services in their communities.

Research Methods

The five methods of research originally intended to be used were:

1. Non-participative observation of the organization,
2. Use of existing data to obtain a profile of the client,
3. Questionnaire for volunteers to determine commitment, satisfaction, future sources, and their perception of the organization,
4. Interview with the client re: satisfaction with the meals and social contact with the volunteer,
5. Review of the literature.

Observation

The observation was originally intended to be passive. However it progressed from passive to active and the investigator became a participant

observer and actually delivered meals. Working as a server, even for a limited time, provided insights that would never have occurred otherwise. The observation in the office remained non-participant for the most part, except for the occasional answering of the phone. The observation at the food production centers progressed to counting completed meals for the PWA drivers. The observation at the depots included washing boxes. The observation of the drivers remained non-participant but the investigator was allowed to act as a server and thereby enter clients' homes and deliver meals.

In addition to Meals-on-Wheels organizations, the investigator visited other institutions, and observed and interviewed staff. These included Long Term Care Facilities in Vancouver (e.g., Dogwood Lodge, Carlsbad Private Hospital, Blenheim Lodge), the offices of the Vancouver Health Department, the Richmond Health Unit, the United Way, and the Vancouver Volunteer Center. The generosity of these latter two organizations in allowing unlimited use of their libraries was deeply appreciated.

Interviews were conducted with a number of people, some only once, some many times. Approximately one-third were structured interviews. The volunteers' names have purposely not been listed because some were reluctant to have their names cited.

The literature has provided some information about Meals-on-Wheels programs in other countries (Kewley, 1973; Stuckey, 1984). In addition, the investigator corresponded and obtained information from Meals-on-Wheels programs in England and the United States, and visited a limited number in England and Scotland. She also consulted with the coordinators of the programs in the immediate vicinity -- Burnaby, North Shore, Delta, New Westminster, and North Surrey.

Client Profile

The client profile was based on existing data for 202 past clients and 88 present clients. The existing data contained information on 13 variables. The sample size of present clients (16%) was deemed adequate. The sample size of past recipients was small (3%). This was due to time constraints and lack of information available on the size of the past client population.

Volunteer Questionnaire

The questionnaire for the volunteers was intended to determine commitment, satisfaction, degree of socialization with the client, perceived prime function, goals of the organization, and needs of the volunteer.

Random selection of volunteers was not possible because there was no master list of volunteers. The questionnaires were delivered to the coordinator on January 17th for distribution. Replies were received as late as March 19th, 1985.

The collection of these questionnaires was such that it was not possible to determine the exact number distributed. Therefore, the percentage of questionnaires returned was impossible to determine.

Client Interview

The client interview was intended to provide information on meal satisfaction and social contact with the volunteers, as well as comments on the overall service.

Direct mail tends to result in a small response (less than 35%). This would be expected to be even less in a population who may have difficulty in

reading, writing, and mailing. Fortunately, the response (51%) was higher than anticipated.

Review of the Literature

The literature review included Meals-on-Wheels, volunteerism, and organizational management theory. Three other disciplines were also investigated. The raw material of Meals-on-Wheels is food. Nutrition literature provided an understanding of materials flow and outcomes. The history of health care in Canada was included because Meals-on-Wheels provides social support as well as food. To be effective, an organization should know its clientele. Gerontology literature was essential to an understanding of the market. The background literature is concentrated on those subjects pertinent to the organization, the volunteer, and the client. A more detailed discussion is presented in Chapter 2.

Development of Models

Lee and Jones (1933), as quoted in Donabedian (1966), stated that "patient care, like morale, cannot be considered a unitary concept. It seems likely that there will never be a single comprehensive criterion by which to measure the quality of patient care" (p.167). The study began by looking at services to clients and the way in which these were organized.

Donabedian's model of input, process, structure, outcome was used in order to sort out the information collected. Donabedian asserts that although outcome is the easiest to measure, it has severe limitations. He propounds the advantages of either process or structure as a measure.

Process focuses on appropriateness, completeness, redundancy, coordination and continuity, and acceptability to the patient (client). Quality judgments are made on the care provided, the actual care perceived, and the capacity of the providers to provide care.

Assessment of structure involves information on facilities, equipment, organization, fiscal policies, and administration.

Donabedian suggests three methods for obtaining information:

1. Clinical records, because of their availability, accuracy, completeness, veracity, and validity.
2. Direct observation by a qualified person, which has value despite the fact that it is never free of bias.
3. Study of behaviors and opinions.

He concluded that people are pretty good judges of the effectiveness of their organization.

He recognized the limitations of quality assessments in that "best care" for the individual may not be "best care" for the community.

Donabedian provided an appropriate model for provision of best patient (client) care by an organization. However, it was not sufficiently comprehensive in the area of organizational management best practice. Consequently, it was necessary to find a model that could be superimposed upon Donabedian's so that the focus could be changed from service to the clients to the functioning of the organization for providing it. This was done to improve analysis of the data.

Gordon provided a comprehensive discussion of theoretical best practice in organizational management. The discussion in chapters 7 and 8 is based on this model. Wherever possible, other authors have been used to substantiate Gordon's

model for diagnosis and prescription for better organizational management. This has been tempered by the bounded rationalities of volunteer organizations where applicable. Donabedian used inputs, process, structure, and outcome. Gordon used goals, process, structure, and outcome. The two models appeared to be compatible. Gordon's goals were now developed into "inputs."

Chapter Organization

The thesis is divided into eleven chapters. Chapters 1 and 2 provide an introduction and background material. Chapters 3 through 5 are information-collection chapters. They are both qualitative and quantitative. Results and analysis of data are included. They answer the first six questions (p.3). Chapter 6 is a discussion of organizational theory. Chapter 7 is a comparison of best practices with actual practice. The eighth and ninth chapter consist of a discussion of major differences and why they occur. Chapter 10 and 11 consist of recommendations. A more detailed description of each chapter follows.

Chapter 1 is intended to be a map for the reader. It deals with the reasons for the study; why Vancouver-Richmond Meals-on-Wheels was selected. Questions for which answers were sought, and a description of the research methods used are also included in this overview.

The second chapter provides a discussion of the literature and background material on the origin and history of the organization. This was necessary to establish a basis for structured analysis of Vancouver-Richmond Meals-on-Wheels. It also provides information essential to the comparison of actual practice with best practices. It explains the organization's stage of development and relationship to its environment. It throws some light on Vancouver-Richmond

Meals-on-Wheels' defensive attitude toward its constellation organizations. It explains the choice of model used in Chapter 3.

Donabedian's model of inputs, process, structure, outcome, is used to organize the material in Chapter 3. This information was obtained from observation, interviews, and documents. It was essential to the analysis in later chapters.

Chapter 4 is also an information-gathering chapter, with three purposes. It reduces ambiguity about the inputs by the volunteers. It provides data on the processes of meal delivery, socialization with the client, reasons for volunteering, and sources of possible recruitment. The data provides outcomes on commitment and satisfaction. The volunteers' goals and perception of their function are important because volunteers comprise the bulk of the work force. Unfortunately the degree of validity, reliability, and bias, of this information makes this chapter more qualitative than quantitative.

Quantitative data is provided in Chapter 5. It corroborates previous data about volunteer inputs and process, e.g., type of service. It deals mainly with materials input (i.e., food) and outcomes, and provides data for recommendations for Chapter 10.

Organizational theory as it relates to volunteer organizations is contrasted with actual practices in Chapters 6 and 7. Gordon's model of theoretical best practice is used to weave the threads of the story together in these chapters.

Major differences between organizational management theory and actual practice in Vancouver-Richmond Meals-on-Wheels are examined in Chapter 8.

Chapter 9 is diagnostic. It offers possible reasons why differences occur between theoretical best practice as it relates to volunteer organizations and actual practice in Vancouver-Richmond Meals-on-Wheels.

Chapter 10 contains recommendations; primarily for Vancouver-Richmond Meals-on-Wheels. They offer suggested areas where improvement may be needed. Suggested possibilities for improvement are specific to the organization.

Chapter 11 contains further recommendations, areas for possible future investigation, and a short discussion of the advantages of pluralism in our society. Answers to the questions posed in Chapter 1 are summarized.

CHAPTER 2: A MODEL OF MEALS-ON-WHEELS ORGANIZATIONS TO FIT THE B.C. CONCEPT

Introduction

What are Meals-on-Wheels organizations expected to do? They exist in many western developed countries and the general impression is that they provide support to the sick and elderly in their own homes. By so doing they may delay or prevent institutionalization.

It was decided to begin by reviewing the literature in order to provide a background for the study, to determine whether there was an ideal Meals-on-Wheels organization, or at least a clear concept of Meals-on-Wheels goals. How did such an organization fit into social support provision generally? Was it expected to provide nutrition primarily or social contact or both?

The Literature Review

Background reading was concentrated in five major areas: gerontology, history of health care, volunteerism, Meals-on-Wheels, and organizational management. Previous reading in the area of nutrition had been extensive and is summarized here.

Nutrition for the Elderly

Nutrition for the elderly was originally considered to be no different from that required by all individuals (children and pregnant and lactating females excepted). Over the years this has gradually changed to an understanding that with reduced caloric intake due to reduced activity and poorer utilization of nutrients ingested, the elderly have specific nutritional needs. Recommended

protein intake is now 8% over the normal one gram per kilogram of body weight recommended for the general population. Fat intake recommendations are age-specific because, on the average, blood cholesterol and triglycerides increase by 5-10% per decade until after the age of seventy and then drop after the age of eighty. Reduced calcium absorption requires a daily calcium intake of more than a gram per day. Fluid intake is recommended at a minimum of two litres per day (Hull, 1985), and this at an age when incontinence is increasing.

As well as all the biological aspects of aging (Baubier 1980; Von Mering 1969, Weiss 1981), there is an increasing awareness of the sociological and psychological factors that affect the older individual.

Eating habits are entrenched and are not easily modified (Davies & Purvis 1981). Economics is recognized as a major factor in poor nutrition (Statistics Canada Survey of Consumer Data, 1983). In 1981, the average income for unattached males was \$10,900; and for unattached females, \$8,800 (Fact Book on Aging in Canada, 1983). Over half the women age 65 and older are widows (No Cause For Rejoicing, 1983). Lack of knowledge of how to obtain the best nutritive value for money spent may be almost as important a factor as low income when attempting to improve the nutrition of the elderly.

Medication affects metabolism and absorption at all ages. The over-medication of so many elderly people creates a severe nutrition problem.

Reduced metabolism and absorption exist for many reasons. There is a decrease in hydrochloric acid and digestive enzymes, the volume of gastric juice secreted, and the concentration of pepsin. Production of pancreatic enzymes such as amylase and protease is lower. Intestinal muscles and mucous membranes deteriorate. It is estimated that metabolism is slowed by as much as 30% after

the age of seventy due to diminished cell function, blood circulation, and heart flow (Davidson et al., 1979).

Dental status is an important factor in nutrition at any age. As dental status declines, food intake either lessens or becomes less nutritious as easily chewed carbohydrates replace meat, fruit, and vegetables.

Sociological and psychological factors such as isolation, loneliness, and apathy take their toll on food preparation and nutritive intake. One half of women over the age of 65 are widows and 10% have never married or are divorced. 80% of women over the age of 85 are widows (Task Force on Older Women in Canada, 1983). Physical impairment (e.g., visual, hearing) contribute to social isolation and hence to the poor nutrition that results from isolation.

Formal nutritional assessment of the elderly may be unwelcome, but a quick inventory of the food in the kitchen by an experienced nutritionist would provide a great deal of information on the dietary habits of the individual. A quick rule of thumb is that less than three cooking utensils indicates poor nutrition.

Gerontology

There is ample literature from which to select in the field of gerontology. Areas perused were anthropology, sociology, and social issues as they relate to gerontology.

Anthropological literature was used in the hope of finding some common factor in aging that might be applicable to all the cultures where Meals-on-Wheels exists.

Weiss (1981), Amos and Harrell (1981), Cowgill and Homes (1972), Fry (1980), Hochschild (1973), and Myerhoff (1978), provided an anthropological approach to gerontology that encompassed the panhuman, the evolutionary, and the comparative. If there are any generalizations to be gleaned from anthropological gerontology it is that old men want power and authority and old women want their own domain of power in the form of their own cooking hearths. Thus, Meals-on-Wheels is a viable concept in its attempt to provide acceptable assistance in keeping individuals in their own homes.

Sociological literature was examined in search of factors that are considered to contribute to the quality of life in the elderly. Hendricks and Henricks (1977), Atchley and Seltzer (1976), Whitbourne and Weinstock (1978), Marshall (1980), and Dowd (1980) provide sociological and social-psychological approaches to the subject of gerontology. The most important factor in life satisfaction for the elderly would appear to be rate and degree of change (Palmore, 1981). Again the value of acceptable alternatives to institutionalization is readily apparent.

Social issues literature, as it relates to gerontology, was searched to find a description of the situation as it exists in Canada today. Canada has the highest rate (7.7%) of institutionalization of the old. Most developed countries have a rate slightly in excess of 4%. These figures are misleading because there is no breakdown of the statistics by age group. In B.C., less than 4% of those 65-69, but nearly 45% of those over 90, are in institutions (Annual Report, Ministry of Health, Province of B.C. 1981, 1982).

Levi (1983), Dulude (1978), Thompson and Thomas (1983), the Canadian Senate Report of 1979 (1979), the New Democratic Party Task Force Report (1983),

National Advisory Council on Aging Report (1983), Second Canadian Conference on Aging (1983), and the Canadian Government Report on Aging (1982) draw attention to the relative aging of the Canadian population, the isolation, loneliness, health, and other social and psychological problems of people in their later years. There is an increasing demand by the elderly for provision of services they want, not what others perceive them to need (Marshall, 1980).

The Elderly as a Health Care Responsibility in B.C.

At the time of Canada's inception, the care of the elderly was the responsibility of the family. The neighbourhood community and the church provided the safety net for those without family. By the turn of the century, Canada had most of the philanthropic organizations that existed in the United Kingdom with only a fraction of the population. Along with these, most Canadian towns and cities boasted an assortment of religious denominations and fraternal organizations. What legislation existed followed the British philosophy of the Elizabethan Poor Laws.

The status of older persons in society is related to the value of their contribution and their numbers in relation to the rest of the population. With technological advancement, the old are no longer as essential to the survival of society. The percentage of the population over 65 has increased rapidly. It is estimated that by the year 2001 more than 12% of the population of Canada will be 65 years of age and older. By 2001 that figure will have risen to 16.8% (Fact Book on Aging in Canada, 1983). McKeown (1975) attributes this to behavioural influences (decreased infant mortality and hence decreased birth

rate due to changes in reproductive practices) and environmental influences (better nutrition and removal of environmental hazards).

There is ample literature from which to select material on health care in Canada. Taylor (1978), Meilicke and Storch (1980), Van Loon (1980), Health and Welfare Canada Annual Report (1980-81), and Crichton (1981) show the evolution of health care in Canada and demonstrate that although health care and social services have not yet been entirely integrated, the trend towards this integration does exist.

Services for the elderly are very medically orientated in B.C. In 1980-81, the Province of B.C. spent \$1,764.7 million on Hospital Programs, Medical Services Commission, and direct care; and \$150.8 million, on "other" health services. Of this, only \$39.7 million or 2.07% was spent on preventive services (Ministry of Health Annual Report, 1981). In 1982-83, 44% of hospital days were used by patients 65 years old and older (Home Care/Long Term Care, 1983).

Health insurance in Canada evolved in such a manner that hospital care was insured by the government before physician care. When the federal government put the last matching grant program in place (Medical Care Act, 1966), questions about the effect of the programs began to surface. There is a bias towards illness care in institutions. Since 1969, (Task Force on the Cost of Health Services, 1969) efforts have been made to turn the system around. One effort has been concerned with health promotion, another with improving outpatient care.

Laframboise (1973) laid the foundation for the Lalonde Report (1974), which proposed prevention in four areas: lifestyle, environment, health care, and human biology. The Foulkes Report (1974) also stressed prevention.

The public is showing increasing concern for preventive medicine as evidenced by participation in keep-fit programs, the proliferation of weight reduction businesses, anti-smoking by-laws, sale of air and water purifiers, demand for stricter enforcement of air pollution laws and regulations, and to some extent, citizens' committees against water pollution from sewage.

Block grants and capitation for extended care focussed attention on development of Long Term Care programs, which were as concerned with out of hospital care as institutional services. The Ministry of Health established the Long Term Care Program in B.C. in 1978. It was intended to provide support to assist individuals to remain in their own familiar surroundings as long as possible. Placement in a residential facility was provided when this was no longer possible. The goal was to delay or prevent institutionalization. The demand that materialized for these services far outstripped the government's expectations.

The need for Long Term Care, like the need for Meals-on-Wheels, caused both services to grow rapidly. Meals-on-Wheels "need" is more in the nature of demand because the client pays for a larger percentage of the service. Another major difference is that Meals-on-Wheels is a volunteer organization. Supply is limited by the number of volunteers available for this service. Meals-on-Wheels is regarded by the government as suitable for operation by volunteers. Therefore, a view of the volunteer literatures seemed appropriate.

Volunteerism

Volunteerism is well covered in the literature. There are books and papers on general volunteerism, "how to" literature, specific problems of volunteerism,

characteristics of volunteers, history analysis and trends in volunteer organizations, assessment techniques, and political and sociological works.

The Volunteer Readership Catalog 1984-85 (The National Center, Arlington, Virginia 1985) is a good bibliography which covers topics of volunteer management, fund-raising, management and organization, board development, issues, trends, philosophy, and personal development. This catalog contains numerous works on church volunteers, volunteers for children, and volunteers for the handicapped. There is a dearth of literature on Meals-on-Wheels volunteers.

The literature on specific problems in volunteerism include volunteer needs, motivation, and turnover (Francies, 1983) and client satisfaction (Parkum, 1982; Davis, 1983).

The characteristics of Canadian volunteers are well documented by Anderson and Moore (1974) and by Carter (1975). They are primarily people who have worked in a paying position (89%); 39% are still working full-time. They are better educated than the average Canadian. Their average length of volunteerism in the present agencies is 3 1/2 years. Cities between 100,000 and 500,000 produce a larger percentage of volunteers than small towns. The average number of hours devoted to volunteer work varies from less than 4 hours per week (44%) to more than 80 hours per month (6%); the median is 1/2 day per week. Over 50% of Canadians are active volunteers, 44.7% of these volunteers are men. 56% have been involved for more than 7 years. The most frequent motive is a mixture of altruism and self-interest. The most frequent channels of entry into volunteerism are church, youth work, and fundraising. Participation by youth, especially young males, is increasing. No longer can volunteering be condescendingly

viewed as an activity of the bored upper-middle-class housewife with time on her hands and a zealous desire to do good.

History, analysis, trends, and the future of volunteer organizations are perhaps best dealt with by such classics as the reports by Lord Beveridge (1948) and Lord Wolfenden (1978). The Beveridge study categorizes volunteer action into mutual aid societies and philanthropic organizations. It expounds on the need for continued philanthropic volunteer organizations, their unique characteristics, and the value of them for the future. The Wolfenden study deals with the relationships between voluntary organizations and other systems of meeting social need - informal, statutory, and governmental. It strongly recommends pluralism for both the present and the future, that is the principle that the state and the voluntary sector should be partners. It envisions trends toward the informal (family, friends, neighbours) as changing but not diminishing; the statutory (pressure groups, complementary, and sole provider) as increasing but possibly decentralizing; the commercial, increasing; and the volunteer segment growing, becoming more specialized, more secular than evangelistic, and more ethnic.

Authors who deal with trends in Canada (Bellamy & Wells, 1974; Carter, 1974) foresee changes in government funding, board structures, increased administrative staffing, improved channels of communication, and better decision-making with the beginning of priority setting.

Assessment techniques for volunteers are general in nature but much is applicable to Meals-on-Wheels. Bellamy and Wells (1974) provide questionnaires for the organization and for the volunteers re: the organization. The British Columbia Dietitians' and Nutritionists' Association has developed audit tools

for quality assurance in food service in the areas of food safety, time and temperature audit, tray audit and a meal service acceptance questionnaire. These tools are used to measure outcomes, not process. They are effective in identifying problems in food service. Reigel and Miller have developed an extensive questionnaire for volunteer organizations. It includes questionnaires for the coordinator, the staff, and the volunteer. The accompanying scorecards ensure reliability of data. Not all questions are applicable to Meals-on-Wheels.

No discussion of the literature would be complete without at least one example of political and/or sociological viewpoint on volunteerism. Piven and Cloward (1971) claim that relief-giving is cyclical and not due to altruism or social conscience. They state that relief-giving arises from the need to stem political disorder during periods of mass unemployment and to enforce low-wage work during periods of economic and political stability. They regard it not as a charity but as a means of regulating the poor and preserving the class system.

Cumming (1968) examines the sociology of volunteer organization. She defines support as having the diffusely positive quality of encouragement or reward; and control, as always having at least the overtones of punishment. She argues that the client is in control when the organization seeks the client, and the client pays a fee; and that the agency is in control when the client is seeking something scarce and/or supplying a specialized service not available elsewhere.

Meals-on-Wheels seeks to approach symmetry of control between client and agent, a desirable state. It is supportive more than controlling and,

therefore, there is no loss of individuality. Control of in-referral is becoming more limited. There is little or no control of out-referral (i.e., Meals-on-Wheels is not a sorting and screening agency). Cumming (1968) classifies Meals-on-Wheels as "a client-oriented protective-controlling agency although they fall somewhere between a social service and a business, depending upon the fees charged" (p. 192).

Meals-on-Wheels

Although these kinds of questions were raised by Cummings (1968) in the volunteer literature, they do not seem to have been picked up in the Meals-on-Wheels literature.

A computer search of the literature did not provide any overall view of Meals-on-Wheels programs. The literature on Meals-on-Wheels did not net much pertinent information. A Demonstration Project of Developing New Options in Home Delivered Meals (Posner et al., 1983) was interesting but did not provide much insight into the operation of a functioning Meals-on-Wheels organization. Evaluation of Disinfectants in the Domestic Environment Under In Use Conditions (Scott et al., 1984) dealt with one specific problem. Nutrition and Catering: Some Options in the Delivery of Meals-on-Wheels (Armstrong, 1984) was more applicable to Great Britain. A Longitudinal Study (Davies & Purves, 1981) provided insight into nutritional surveys for both men and women, but again it did not address the answers to: How does a Meals-on-Wheels operate? Who does it serve? Is it meeting the needs of the recipients? Is it meeting the needs of the volunteers?

Vancouver-Richmond Meals-on-Wheels has a very limited library. The most recent book on the development of volunteer activities is The Royal Commission on Health Services (1965). There are however, numerous pamphlets for volunteers.

The lack of questioning of goals of Meals-on-Wheels meant that there was no examination of the assumptions that exist about its activities. There was no prescription here against which Vancouver-Richmond Meals-on-Wheels could be measured. These were questions which one might have hoped to have answered or at least it was thought that an historical overview of Meals-on-Wheels might provide insight into the reasons for present organizational management practice and structure and perhaps a model might be found.

Historical Overview

Origin of Meals-on-Wheels in England

Meals-on-Wheels began in England in 1905 as "the delivery by community volunteers of nutritious meals to the homes of elderly, blind, and disabled persons." It was known as the Invalids' Kitchens of London. The program remained small in scope until the late 1930's. At this time the Women's Voluntary Service began to deliver meals to invalids and others who could not prepare meals themselves. It mushroomed in size. During the Second World War it became a means of providing nutrition to the thousands who had lost their means of preparing meals. At some time during this period of growth it became known as "Meals-on-Wheels." The program spread throughout Britain and Europe. Today, Meals-on-Wheels programs are operated in Australia, Canada, England, Denmark, Germany, New Zealand, Norway, Scotland, Switzerland, Wales, and the

United States. It was nearly fifty years before North America followed this trend. Most of these programs exist as independent organizations without affiliation.

Origins of Meals-on-Wheels in North America

The first service in North America began in 1954 in Philadelphia and grew to sixteen such services in the United States by 1965. The first Meals-on-Wheels in Canada was started in Brantford, Ontario in 1963. In 1966, Saanich became the first community to initiate the service in B.C. By 1979, there were 55 separate Meals-on-Wheels organizations in the Province of British Columbia (McNamara, 1979). These organizations were sponsored by almost as many groups.

Sponsorship

The originators of the service were such diverse groups as charitable organizations, service clubs, religious bodies, and governments. Meals-on-Wheels is sponsored by a variety of organizations. In B.C. these include Long Term Care, the city, the community, the United Way, the Red Cross, one hospital, thrift shops, the United Church of Canada, and such service orientated organizations as Rotary, Lions', Women's Institute, Victorian Order of Nurses, Soroptimists, Kiwanis, and the I.O.D.E.

Search for a Model

Is there a problem of nourishing some elderly in western societies which they cannot solve themselves? In summary, the literature reveals that good nutrition is crucial to good health. Insufficient social support contributes to

poor nutrition. Therefore, it can be assumed that Meals-on-Wheels delays or prevents institutionalization by improving nutrition and providing social support. The literature does not provide an answer to which one of these is more important. Research in Chapters 4 and 5 may provide some insight. Possibly the views of the clients, the volunteers, and the government may not coincide.

If the service is needed, how should it be provided? The literature revealed that quality of life in the elderly is greatly enhanced by reducing rate and degree of change. People are happiest when living in their own homes. Documentation is sparse, but if Meals-on-Wheels is assumed to prevent institutionalization, then it is needed to enhance quality of lifestyle. Pluralism is accepted in western societies. Volunteer organizations have unique characteristics which make them a valuable part of society. The government encourages volunteerism by providing grants to many volunteer organizations. Canadians are willing volunteers. Individual attention to personal circumstances can best be provided by volunteers. Therefore, it would seem logical that this type of support service be provided by the volunteer sector.

What are the goals of Meals-on-Wheels? They are presumed to be to provide food, improve nutrition, supplement social support, and prevent institutionalization. They are also assumed to enhance quality of life. The goals were not clearly stated.

What is the best model of Meals-on-Wheels organization? What type of organization should sponsor it? Who should supply the food? There did not appear to be any correlation between quality of service nor effectiveness of the

organization and either sponsor or supplier. A prescriptive model for type of sponsorship and source of food supply was not found.

Expectations of Strategic Constituencies

As a next step it was decided to review the expectations of Vancouver-Richmond Meals-on-Wheels held by important judges of its work in the Province of British Columbia. These were: its sponsorship body, the VON; the Long Term Care Program in B.C.; the Ministry of Health of B.C.; the Vancouver Public Health Service; and, the Richmond Long Term Care Service. Before doing so, however, it seemed important to examine its origins.

Origins of Vancouver-Richmond Meals-on-Wheels

Vancouver-Richmond Meals-on-Wheels had its origins in a 1967 centennial project. A survey to determine the need for the service was undertaken. The pilot project began its operation on February 16, 1968 when volunteers delivered 5 meals in Kitsilano. The meals were obtained from Carlsbad Private Hospital. The cost to the recipient was 60 cents. The Dunbar-Point Grey Meals-on-Wheels, which began on November 4, 1968 with the delivery of 6 meals, was supplied by Deans Restaurant. On November 11, 1968 the West End Meals-on-Wheels commenced service. Kerrisdale Meals-on-Wheels followed shortly in March of 1969. Richmond and Marpole Meals-on-Wheels came into existence in November of 1969. By the end of 1970, twelve independent Meals-on-Wheels organizations were operating in the area. The Burrard chapter was established in 1973 to reduce the pressure on Strathcona and the West End, thus bringing the number of chapters to the present 13.

In January, 1969 a steering committee was set up to study the feasibility of a single coordinated Meals-on-Wheels organization for Vancouver and Richmond. The VON was approached and requested to accept responsibility for administering the program. This had numerous advantages -- VON had experience with home care, housing both visiting nurse service and Meals-on-Wheels under one roof was expected to be advantageous, space was available in the VON offices, and it did not necessitate establishing a separate new agency. The agency agreed to a 16-month demonstration project. At that time, a committee was formed from representatives from the Health Department and from the Lower Mainland. The main constraint was the number of volunteers who served on this Advisory Committee who were opposed to change. Discussion occurred as to the advisability of integrating Meals-on-Wheels with the health care system and the possible risk of loss of feelings of commitment on the part of those who are in contact with the recipient. The VON, at that time, was providing home care and day care and it was expected to continue with these services -- participation with Meals-on-Wheels was expected to be nearly nil. On January 1, 1972, Meals-on-Wheels in Vancouver and Richmond became a permanent VON service. By 1972 most chapters had undergone the change from three to five days per week delivery. Since the inception of the coordinated program there have been four coordinators.

Present Sponsorship

Vancouver-Richmond Meals-on-Wheels is under the auspices of the Vancouver-Richmond Victorian Order of Nurses. In order to understand how this came about, it would be helpful to understand the history of the sponsoring body.

The Victorian Order of Nurses has a history of originating demonstration projects in the health care field. These projects have met a real need. Most have been legitimized by governments -- federal, provincial, or municipal.

The purpose of the organization is to expand the work of the Order into new fields where no medical or nursing facilities are available to the sick, poor, and to care for current deficits. It must be remembered that health care in Canada left a great deal to be desired, even as late as the middle of the twentieth century (Taylor, 1979).

VON was founded in 1897 in Ontario (Gibbon, 1947) as a district visiting nurse service. Within five years it began funding cottage hospitals for the North West Territories and wherever else they were needed. In 1908 it founded the Grenfell Mission in Labrador. It provided assistance in the influenza epidemic of 1918-19 and the Halifax disaster during World War II. It has been a pioneer in conducting surveys and in the preparation of advisory papers on nursing. By 1939 there were 90 branches with 354 nurses and one district superintendent for each 15 branches in Canada. It is a philanthropic organization. Funding has traditionally been by fund raising. In 1921 the Red Cross donated \$50,000.00.

The central office of the VON is located in Ottawa. Traditionally, the presidents have been men; the honorary presidents, the wives of the Governors General; and, the superintendents, female nurses.

The organization has undergone a power struggle not unlike that which Meals-on-Wheels is undergoing at the present time. In 1930, Dr. Grant Flemming's recommendations included the following:

"The National Organization is made up of the Local Associations: it cannot control the local organizations without their consent. If the Local Organizations would view the possibilities of the Order, they would see the need for placing more power in their own National Office." (Gibbons 1947, p. 94).

The structure of the organization changed slowly until it assumed its present format with a Regional Director for each province. There are 79 branches at present. The Regional Director in each province is part of the national office staff. In addition, the president of the Board of Directors is also a member of the National Office Board of Directors.

The situation of the VON in B.C. is different from that of other provinces in that the B.C. Long Term Care Plan, which came into being in 1978, usurped the original function of the VON - home nursing care. At this time, the provincial government commenced provision of both institutional services for the elderly (personal, intermediate, and extended care facilities) and in-home services to maintain the elderly in their own homes. This latter included both health care support, provided by nurses and therapists, and general home living support, which includes Homemaker and Housekeeping Service. VON's visiting nurse service had been legitimized.

Long Term Care Program in B.C.

Long Term Care is a constellation group of both VON and Meals-on-Wheels. The Long Term Care Program was established by the Provincial Government on January 1, 1978. It was intended to supplement the support provided by family and friends by providing services and care for those who cannot live independently without help. The primary aim is to allow people to remain in their own

homes, among their families, for as long as possible. Placement in a residential facility is provided when this is no longer possible. It is available to any individual in B.C. over the age of 18 who needs it.

A Citizen's Guide to Long Term Care in B.C. states:

The government created this program with the following intentions:

- a) to make services available to persons who want to live at home but need help to do so
- b) to supply basic services and care with an emphasis on health need
- c) to improve the quality of services and facilities
- d) to coordinate many of the previously separate services."

(Berman, 1981, p. 4)

Care can be provided in the recipient's home, in a residential facility, or in an extended care hospital. Services provided in the home are three in number: home care, homemaker services, and handyman service. Home Care is provided on the referral of a physician, by nurses, physiotherapists, occupational and rehabilitation therapists, and speech therapists. There is no charge for home care. Homemaker Service provides assistance with bathing, grooming, cooking, laundry, housecleaning, shopping, and general hygiene. Handyman Services, although not available in all parts of B.C., provides services such as garden maintenance, minor repairs, and window-washing. Recipients must first be assessed to determine need for both homemaker and handyman services. There is no user charge for Homemaker Service providing the recipient's income does not exceed a certain level (\$395 per month in 1981), or if the recipient is already receiving G.I.S. (Guaranteed Income Supplement), G.A.I.N. (Guaranteed Available Income for Need), or War Veteran's Allowance. All others are assessed charges according to ability to pay. Charges are

related to family income. They are calculated by a rather loose formula with room for discretionary judgment.

A Citizen's Guide to Long Term Care also states:

Some of these do not come directly under the Long Term Care Program at this time, but are important in enabling families or individuals to live independently.

Meals-on-Wheels which deliver complete hot meals regularly.

Telephone contacts, Red Cross (free) Loan Service, Kinsmen

Rehabilitation Service, Friendly Visitation services.

(Berman, 1981, p.7)

Other community services provided in certain locations included stroke clubs, day care centers for adults, senior citizen counsellors, mobile library service, senior centres, special transportation, and New Horizons projects for seniors.

The scope of this government undertaking can be illustrated by the 1982-83 expenditures which were \$394,000,000 for 25,290 clients in the three types of institutions and \$80,000,000 for 78,000 clients in the home support services (HC/LTC Division, 1983). This represents an outlay of \$15,580 per client and \$1,025 per client, respectively. These figures do not include all the other inputs provided by the government and/or the private sector such as the fee charged to the residents of these institutions, income supplements (GAIN, GIS, SAFER), pharmacare, transportation subsidies, Meals-on-Wheels, Red Cross sick-room loan services, reduced prices for banking, theatres, haircuts, etc., and the entire safety net for those over 65.

Although Meals-on-Wheels is not under the Long Term Care umbrella, it does receive grants from both provincial and municipal governments. Both regard it as an important aid to maintaining the elderly in their own homes.

The Ministry of Health's Reviews

In 1979 the Ministry of Health of the Province of B.C. published a book entitled Long Term Care Meals on Wheels (McNamara, 1979). It provides a history of the formation of each of the Meals-on-Wheels organizations in the province along with the name and address of each coordinator. There are only three pages of data. These provide the name of the program, the year started, the number of meals delivered in 1978, the number of days per week the service operated, the cost per meal charged to the client, the source of the funding, the number of volunteers, and the number of paid staff. Information is missing in one of these categories for 13 programs. There is no compilation of the data. There is no analysis of the data.

Vancouver Health Department

The Community Feeding for Seniors Task Force Report (Jones, 1981) is a study of the amount and type of food-related services available by health district. It shows a breakdown by health districts into approximate number of Meals-on-Wheels delivered, delivery of Meals-on-Wheels to people in seniors' buildings, seniors' building meal programs, adult day care centers, Long Term Care facilities, stroke clubs, shopping, transportation, organizations, community centers, and senior residences/apartments with potential for congregate meal program investigation. The figures pertaining to Meals-on-Wheels are organized in such a manner that there is considerable overlap. If a Meals-on-Wheels district is even partially located within the health district it is listed. Most Meals-on-Wheels districts are mentioned more than once.

Although this report offers recommendations, it is not concerned solely with Meals-on-Wheels. It is primarily a catalogue of food related services by health districts. (Appendix A)

Five years ago, the head Dietitian/Nutritionist for the city of Vancouver, attempted to do a nutritional status study of Meals-on-Wheels recipients but was not allowed to select the sample randomly. The sample recipients were selected for her by Meals-on-Wheels, thus invalidating the study and resulting in its abandonment.

A former coordinator of Meals-on-Wheels compiled statistics on the source of referrals in 1982, in a report entitled, Recipients of Program from July 1, 1981 to June 30, 1982 (Appendix B). This appears to include only two districts - Kitsilano and Kerrisdale. More may exist but were not available. There are 115 clients included in this study. The information includes name, address, source of referral under three categories, and whether clients are receiving Home Care and Services and/or Homemaker Service. There is no summation of the results, but a simple tabulation reveals:

<u>Referred by self</u>	<u>Referred by family, friends and others</u>	<u>Referred by LTC</u>
37	66	12
32.17%	57.39%	10.44%
<u>Receiving Home Care</u>	<u>Receiving Homemaker Services</u>	
5	6	
4.34%	5.21%	

Richmond Long Term Care

The Administrator of Richmond Long Term Care provided a set of figures (Appendix C) compiled in September of 1982 which show the following for each Meals-on-Wheels organization in the province:

number of days per week
average number of meals per month
number of volunteers 1981-82
average number of persons served per month
projected number of meals 1981-82
1981-82 subsidy per meal
actual number of meals 1981-82
1981-82 subsidy
projected number of meals 1982-83
1982-83 requested subsidy
1982-83 recommended subsidy
1982-83 subsidy per meal
provides to Home Care

There is no compilation of the data and no statistical analysis. Tabulation shows 42 programs. The subsidy received varies from 28 cents in Nanaimo to \$1.00 in James Bay Community School Society. Duncan and Hope did not receive subsidies. The mean subsidy was 58.7 cents (55 cents, if Duncan and Hope are included) as compared with Vancouver-Richmond's subsidy of 59 cents.

The ratio of meals served to volunteers has little significance for comparison because the number of volunteers is the total who worked during the entire year. It is not corrected for turnover.

A Plan for Long Term Care Services (Kaminsky, 1983) states, "There is no formal planning link between the Meals-on-Wheels program and Long Term Care and detailed statistics are not available regarding Meals-on-Wheels utilization patterns in the province"(p.17). The data provided in this report are as follows:

Richmond Long Term Care Meals-on-Wheels Utilization Statistics
for the Month of July, 1982

Total number of Meals-on-Wheels recipients	57
Number of Meals-on-Wheels recipients who were LTC Assessed	44
Number of Meals-on-Wheels recipients who were LTC Assessed and receiving Homemaker Service	43

Age Distribution of Meals-on-Wheels Recipients Who are LTC Assessed

<u>Age</u>	<u>Number of clients</u>	<u>Richmond 1981 Population</u>	<u>Utilization Rate</u>
Under 65 years	3	89,254	--
65-74 years	9	4,855	0.19%
75-84 years	16	1,790	0.89%
85+ years	16	475	3.37%
TOTAL	44	96,374	0.62%

The only available data pertaining to Meals-on-Wheels is the Richmond Long Term Care Home Support Survey by Sharon Brothers and Pauline Mullaney in April 1980. It states that Meals-on-Wheels service was requested by 10.1% of the respondents, while 6.7% were receiving it.

Lack of a Clear Model Known to Strategic Constituencies in B.C.

All of the above reports are suited to the purpose for which they were designed. However they do not provide any data on the volunteers and only minimal data on the recipients. There is no profile of the recipients available; nor has there been any attempt to determine what Meals-on-Wheels clients want. There has been no evaluation attempted of either process or outcome.

Some of the long-term area chairmen and former coordinator made reference to the existence of such documents as "Draft of Constitution", "Terms of Reference", and "Meals-on-Wheels Policies and Procedures". Neither the Meals-on-Wheels coordinator, the VON director, nor the consultant accountant had any knowledge of their existence. The accountant suggested that if any did exist they would probably be so outdated as to be of little or no value.

Availability of Another Source of Guidance: Organization Theory

Organizational literature that is specific to Meals-on-Wheels is primarily of the "how to" variety. There is literature on how various organizations have coped with specific problems (Balzano, 1980; Ranii, 1980; Henderson, 1979; Bild & Havighurst, 1976). The organizational management literature on volunteer organizations is primarily how to start and how to operate volunteer organizations (Volunteer Readership Catalog 1984-85, 1985).

Organizational theory was consulted as another source that might provide insight into Meals-on-Wheels. A lifetime would not be sufficient to read the available literature on organizational management in general. This review encompasses only that which is relevant to Meals-on-Wheels in the B.C. context. Szilagyi (1981) is a comprehensive basic text. Mintzberg (1979) views the organization as a paradigm and offers analysis of the factors that determine the structure of organizations. Culbert and McDonough (1980) provide a very sensitive discussion on the degree of alignment between the individual and the organization.

Perrow (1963) analyzes power structures and postulates that an organization will be controlled by those individuals or groups who perform the most difficult

and critical tasks. Etzioni (1974) also views organizations as power structures. Wielding authority does not ensure compliance. Power can be legitimate or non-legitimate. Power can be coercive, remunerative, or normative.

Bacharh and Lawler (1980) view power from the basis of internal politics.

Theories of organization abound. Pfeffer (1982) equates organizational theory with organizational behaviour. He states that organizational theory is not too well developed. Some are holistic, some give attention to only a part of the whole (e.g. role theory). He categorizes organizational theory into six main types with sub-categories in each type, with examples and references.

Tosi (1975) divides organizational theory into two types -- the subdivision of work and work relationships into manageable units and the examination and analysis of complex structural behaviour systems. He divides the characteristics of an organization into size, formalization, rationality (goal factoring), hierarchical structure, and specialization. His three categories of organizational theory are classical (i.e. the anatomy), neoclassical or individual behaviour, and modern theory which he defines as a systems perspective. Examples of the classical are Davis (1975) and Myers (1965) in which management is regarded as planning, organization, and control. An example of social exchange systems theory is Barnard's (1975) in which the elements of the organization are divided into communication, willingness to serve, and purpose. March and Simon (1975) use the decisions approach to organizations and hence emphasize the importance of goals.

Organizational change, innovation, and adaptation are analysed by Kaluzny and Hernandez (1983), Todd and Murray (1982) and Kaluzny et al. (1982).

It would appear that the wider the range of reading, the greater the number of theories. Many overlap, many deal with only a portion of an organization, but most have valid points.

Many of these theories have been used as a basis for Gordon's description of best practice in organizational management. She goes one step further and offers diagnosis of symptoms, reasons for their existence, and prescriptions for remedying the problem. Gordon's prescriptions for best practice were well defined under four headings.

Inputs Human resource management theory recommends that recruitment be through employee referrals, where possible, because their source provides the best employees. It advocates a policy of encouraging upward mobility and exposure to significant others. Turnover reduction is facilitated by suitable training, realistic job previews, and matching the job to the employee. Motivation requires a planned process for satisfying unmet needs and directing behaviour. Strategies include performance evaluation and rewards. Materials should be appropriate for the organization and competitive in the marketplace. Planning should be by knowledgeable people and include sufficient research. Most of the emphasis on inputs in Gordon's model is on goals. She states that we diagnose the appropriateness of an organization's structure by its goals. As in so much of the literature, there is emphasis on the importance of clear and concise prioritized achievable goals.

Process In process the emphasis is on communication, groups, leadership, and power. Communications are analyzed from the receiver's perception, the structure of the organization, and the interpersonal relationships between the sender and the receiver. Considerable attention is focussed on prescriptions

for improving communication accuracy. Group behaviour is discussed in detail. Intergroup behaviour and conflict is analysed and modes of handling this conflict are presented. Gordon cited Kurt Lewin's experiment which shows that participation in group discussion is ten times more effective than a lecture. Gordon shows how role conflict contributes to stress. She provides a discussion of symptoms for diagnosing them and offers a prescription for reducing it. Her discussion of power parallels that of most authors (e.g., Bacharh & Lawler, 1980).

Structure Gordon shows that the type of structure an organization should -- and does -- develop is influenced by the environment and the stability of the organization's technology. She suggests various design responses to the environment (e.g., reducing demands by external elements by reducing dependence on those elements). She shows that as an organization ages, communication no longer occurs primarily through mutual adjustment. With age, structure becomes more mechanized and bureaucratic. She recommends Lorsch and Lawler's (1970) theories as a prescription for improving the appropriateness and effectiveness of structure.

Outcome Outcomes is diagnosed in a methodical manner by use of a check-list. Effectiveness measurements are provided.

In this study, the use of Gordon's theories has been tempered by applying Lindblom's concept of bounded rationality. Gordon's model for theoretical best practice, superimposed on Donabedian's model of best patient care, appeared to be appropriate for conducting this study of a volunteer organization, the Vancouver-Richmond Meals-on-Wheels program.

CHAPTER 3: FROM RHETORIC TO REALITY: A DESCRIPTION OF THE VANCOUVER-RICHMOND MEALS-ON-WHEELS ORGANIZATION

Introduction

Having studied the literature and discussed the perceptions of the experts of what a Meals-on-Wheels service for Vancouver-Richmond in the province of B.C. should be trying to achieve, the next step was to examine the operation of the service itself by direct observation.

As discussed in chapter one, it was decided in the first instance to regard the Vancouver-Richmond Meals-on-Wheels as an organization whose goals were client service. Hence, in this chapter, Donabedian's model of analysis and method for obtaining information are used to examine the activities of Meals-on-Wheels.

Donabedian's model of input, process, structure, and outcome uses three methods for obtaining information: clinical records, direct observation, and the study of behaviour and opinion.

Research methods used in this study were: observation, use of existing data, volunteer questionnaire, and client interview.

Inputs

There are five basic components of a Meals-on-Wheels program: the client, the food, the volunteer, the funding, and the organization.

Clients

The coordinator estimated the number of past clients (1971-1984) as 5,000. The actual number was 6,397 (unless there were some husbands and wives recorded

on the same card, in which case there might be a few more). She estimated the number of present clients as 600. In a recent newspaper article¹, this was estimated at 800. At the time of this study, there were 538 clients.

Information about the clients was obtained from an examination of 202 past and 88 present recipients of the service. Data were available for 13 variables, and are summarized in Table 1. A detailed explanation of method used is produced in Appendix D.

Table I
Frequencies for Each Variable for Past and Present Clients

		PAST CLIENTS	PRESENT CLIENTS
Total		202	88
Sex	male	82	32
	female	120	56
	missing data	0	0
Type of accommodation	house	72	33
	apartment	84	48
	hotel	10	1
	rooming house	10	1
	duplex or townhouse	9	0
	other	7	0
	missing data	10	5
Age	Mean	74	80
	Mode	83	84
	Range	24-96	56-98
Marital status	married	47	15
	widowed	25	42
	single	25	12
	divorced	2	0
	missing data	83	19
Referred by	self	32	16
	family	47	9
	agency	55	16
	hospital	29	6
	physician	5	7

¹Bayley, Chuck: Meal Rounds Never Missed, The Vancouver Sun, Tuesday, May 14, 1985. Section B., p.4, col.5.

		<u>PAST CLIENTS</u>	<u>PRESENT CLIENTS</u>
	friend	5	0
	clergy	3	1
	other	5	3
	missing data	21	30
Reason for referral	post hospitalization	38	13
	specific illness	24	20
	dietary related	25	9
	fracture	16	10
	ill health or aged	62	21
	mental condition	13	3
	wife ill	16	8
	other	6	1
	missing data	2	3
Reasons for discharge	improved health (can manage)	42	
	admitted to hospital	26	
	admitted to LTC facility	12	
	cancelled by client	25	n/a
	cancelled by Meals-on-Wheels	12	
	deceased	5	
	unable to afford	6	
	other	31	
	missing data	43	
	still receiving service	0	
Length of service (in days)	Mean	103	630
	Median	28	61
	Range	1-1401	4-3081
Number of times on service	1	160	77
	2	29	7
	3	8	4
	4	2	0
	5	2	0
	6	1	0
	missing data	0	0
Number of meals per week	1	1	0
	2	5	0
	3	76	41
	4	2	1
	5	111	46
	missing data	5	0

District	Burrard	11	6
	Cedar Cottage	14	7
	Dunbar	14	9
	Fraserview	16	8
	Grandview	15	4
	Kerrisdale	19	11
	Kitsilano	16	4
	Marpole	12	9
	Mount Pleasant	12	4
	Richmond	12	7
	Riley Park	15	9
	Strathcona	21	6
	West End	22	4
	missing data	3	0
Homemaker Service	not applicable	95	0
	yes	14	22
	no	2	11
	missing data	91	55

Food

The suppliers of food for Meals-on-Wheels varied greatly in the province. The most common sources were hospitals, catering firms, and restaurants. North Shore Meals-on-Wheels obtains its meals from Rally Point Catering, formerly called D.W. Foods. Burnaby Meals-on-Wheels purchases its meals from Pacific Vocational Institute. Formerly its supplier was Simpson Sears. New Westminster Meals-on-Wheels obtains meals from Woodward's, while Delta Meals-on-Wheels obtains its from Westshore-Leyland, a retirement center in Langley.

In Vancouver-Richmond Meals-on-Wheels, Strathcona Districts' are purchased from Shaughnessy Hospital (approximately 50-60 meals) and the remainder of the meals are supplied from Eagle Catering at the Vancouver Airport (approximately 500-550 meals). This split resulted from the fact that Eagle Catering had

reached the maximum number that they were willing to supply at one time.

The cost of the meals was:

Food	\$2.36
Trays	.14
Juice	.15
Foil covers	.03
Containers and lids	.06
for dessert and soup	
Total	<u>\$2.74</u>

The cost of the styrofoam container is \$6.25. It lasts for about one year. The client is charged \$3.00 for each meal. Including administration and other costs, the meal is estimated to cost \$4.00. It would be much higher were it not for donations such as the entire set of Meals-on-Wheels food carts used at Eagle Catering, which were donated by Amhurst Lions Club.

The meals are large. The Food Service Supervisor at Shaughnessy Hospital stated that she purposely gives large enough servings so that the food can be reheated for a second meal. The head chef at Eagle Catering did not mention this, but the meals are equally large.

The menu is prepared on the basis of a four-week cycle. The meal consists of soup, crackers, juice, dessert, and a main entree of meat, fish or fowl, vegetables, and potatoes or a substitute. The soup and dessert are packaged in styrofoam containers with lids, the crackers are portion packed in clear plastic, the juice is portion packed in the standard plastic container with foil lid, and the main course is in an aluminum three-part TV tray with foil overwrap. All items are placed in a custom designed compartmentalized styrofoam container. The lid is also recessed to insure each item is heat insulated. A wide elastic band is then placed around the container to keep it shut.

Vancouver-Richmond Meals-on-Wheels delivery boxes were designed by an interested volunteer, who originally made all the boxes. Vancouver-Richmond Meals-on-Wheels owns the mold for these boxes. They are manufactured in the U.S.A. Vancouver-Richmond Meals-on-Wheels sells them to other Meals-on-Wheels throughout the province as a service. These carrying boxes are clearly marked and covered with white lids (instead of blue) for special diets in order to reduce the possibility of error. Colour coded lids are also used for the alternate entrees. Most days there is an alternate entree. For example, when fish was being served, veal was sent to those clients who do not like fish.

Volunteers

The volunteers' satisfaction and commitment to their jobs has far-reaching effects both in terms of cost and quality of the service.

There was no record of how many volunteers were working. There are approximately 650 volunteers, although the exact number is not known because the central office does not have a master list of volunteers. There was no data on which of the reasons for volunteering were the most prevalent ones in volunteering for Meals-on-Wheels. There was no data on which sources provided the greatest numbers, the most committed, or the longest term volunteer. Each volunteer is expected to work one day per week. There were six categories of volunteers -- screeners, PWA drivers, area or district chairmen, day captains, drivers and servers.

Screeners Screeners are volunteers, preferably with training in social work or

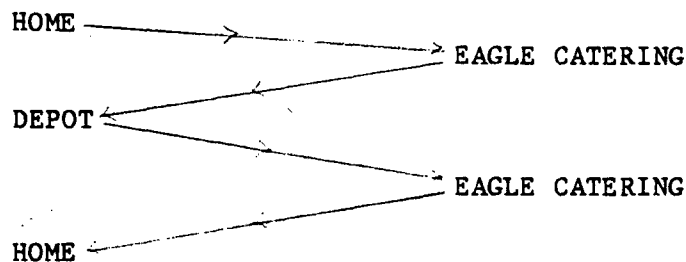
nursing, who visit applicants and interview them. These volunteers determine whether Meals-on-Wheels is the appropriate service, explain the details to the prospective recipient and collect necessary information. They make follow-up visits on request when any problem arises. They do not make follow-up visits to clients who leave the service.

Screeners are under the direction of the coordinator. There are six in number. Originally their function was to screen applicants as to their suitability and ability to pay for the service (Appendix E) and to act as an ongoing liaison with the client. The criterion for entry into the program is satisfied by anyone who, by reason of age, physical or mental handicap, or illness, is temporarily or permanently unable to prepare one nourishing meal a day. Very few requests are refused by the central office.

The present function of the screener is to interview the client in order to inform the client how Meals-on-Wheels functions and to ascertain that the clients understand their obligation to pay for the meals, be at home to receive them, and cancel in advance any meal that will not be required. When the referral is not from an agency, physician, or hospital, the screener is expected to assess the client's eligibility on the criterion of need for the service. The ability to pay is not a criterion. Obvious affluence is not a deterrent.

PWA Drivers PWA Drivers are the volunteers who pick up meals at the kitchens in Richmond and at Shaughnessy and deliver them to the local chapter depots. Some transport over 100 meals.

The PWA drivers, (so called because originally Pacific Western Airlines supplied the food), deliver the meals to the thirteen depots, and then return the empty containers and elastic bands from the previous day to Eagle Catering and Shaughnessy Hospital. Their route is from home, to Eagle Catering, to depot, to Eagle Catering, to home.



They are under the direction of the coordinator. She thinks there are about 30 drivers. The plan of operation allows for one driver each day for each district (5 X 13). The PWA drivers are paid mileage. There are never enough drivers. Some drivers deliver to more than one district. Some drivers are called to work a second day per week. The day captain in Dunbar acts as a PWA driver three days per week. The day captain in Marpole acts as a PWA driver one day per week. The office workers often act as PWA drivers. The office staff who double as PWA drivers use the Meals-on-Wheels station wagon which was recently donated to the organization.

Area Chairman There are 13 districts. In theory, each district has an area chairman. These volunteers are key people. They are the volunteers responsible for the area or chapter. The title "District Chairman" is used interchangeably

with "Area Chairman". In actuality, five of the districts are without area chairmen. Richmond and Kerrisdale both had a turnover in chairmen within the last two years. Riley Park has not had a chairman for three or four years. West End has been without one for nearly three years. When a district is without a chairman, it is operated from the central office with paid office clerical workers performing the work of the volunteer chairman, and often acting as day captain and/or PWA driver as well. Strathcona does not have a district chairman. This district is unable to supply sufficient volunteers for its own needs. Mount Pleasant, Marpole, and Grandview still have their original chairmen. The chairman in Dunbar has been there for thirteen years.

The job description for the district chairmen (Appendix F) is still fairly accurate after all this time. The area or district chairmen are very capable individuals who are responsible for the organization and operation of their districts on a fairly autonomous basis. The ones observed fostered a remarkable team spirit.

Each district chairman decides on the degree of delegation, type of client folder used, method of record keeping, day of collection, method of volunteer replacement. This is no mean feat as a district needs, plus or minus, 40 active volunteers per week.

The area chairmen offer support to the day captains, keep records and are responsible for the money collected. They submit a monthly report to the coordinator (Appendix G). The most prevalent attitude is "if it's good for the client, do it." One chairman is adamant in her belief that if people received the meals at an earlier stage of their deterioration there would not be so many ending up in hospital. Commitment and altruism are evident among all volun-

teers, but the number of man-hours given by the area chairmen is truly astonishing.

Day Captains The day captain is the person who, under the direction of the district chairman, is in charge of one day's activity. They are responsible on a given day for seeing that the meals get to the recipients. They may also be responsible for calling in substitute volunteers. In essence, they are the "team leader" for the day.

Day captains are responsible for one day's operation of the Meals-on-Wheels service in their district. This includes responsibility for the team of volunteers. In addition, the day captains often double as driver, server, or PWA driver. Their duties include providing written instructions for drivers (e.g., use lane, number on gate, client slow to answer door, etc.) and providing written comments on each client where applicable (e.g., husband's surgery not too successful, client worried about granddaughter, client recovering from a cold, etc.). (Appendix H)

Drivers and Servers Theoretically, a server goes out with each driver to deliver the meal. Actually, most drivers also act as servers, except in the areas where parking is so difficult that double parking is the norm. The term driver and server are therefore used interchangeably. These dedicated volunteers deliver meals at least one day per week. Meals are delivered five days a week, even on statutory holidays, including Christmas and New Year's.

The drivers arrive at the depot at 11 a.m. They pick up the list of deliveries prepared by the day captain plus a card for each client. The number of clients per driver depends on the number of drivers available on that particular day. The list of clients is in order of location. If a client requires a special diet, this is clearly noted, as is other pertinent information. The drivers deliver the meal, remove the food from the containers and place it on the table, chat for a few minutes with the client, and then leave.

The drivers/servers are a varied group. Many are retired -- an example of the "young, old" helping the "old, old" (Uhlenberg 1979). Many volunteers are temporarily unemployed. Somehow most seem to get a job within two or three months after becoming a volunteer.

Funding

The consulting accountant to VON, who provided information about funding, made it very clear that VON and Meals-on-Wheels are two separate organizations. The original resolution by VON was to sponsor Meals-on-Wheels. VON accepts responsibility for the appointment of the Meals-on-Wheels coordinator, prepares applications for grants from the provincial government and the City of Vancouver, and applies VON policy to the utilization of and benefits for the paid staff of Meals-on-Wheels. VON handles the money and holds the purse strings.

The Meals-on-Wheels Advisory Committee deals with Meals-on-Wheels on a general basis. The committee's prime function is to act as a means of linking the administration of Meals-on-Wheels with the volunteers. The program revolves around the coordinator. The coordinator of Meals-on-Wheels makes the executive

decisions. The purpose of the Advisory Committee is to act as a liaison body between those who run the organization and those who perform the services.

Originally, each individual organization was responsible for providing its own funding. The main source was receipts from meals and, to a lesser extent, private donations. The City of Vancouver rejected any pleas for funds on the grounds that the service was not city-wide, which of course it was not as long as each area remained autonomous. With the amalgamation of the various organizations in 1972, this changed.

In 1977, the United Way cancelled its annual contribution of \$35,000 on the grounds that it was a government responsibility. In 1978 the Ministry of Human Resources contributed 15% of the overall budget. The responsibility for this grant was later assumed by the B.C. Ministry of Health. In October, 1978, the fee charged to the recipients was increased to \$1.75. By 1984, it had increased to \$3.00.

The clients are also subsidized by private donations. Either the area chairmen or the coordinator assess each client's ability to pay. There are very few who are unable to pay \$3.00 per meal.

Three-quarters of the financing is derived from receipts for meals and the remaining one-quarter from other sources. The VON objective is that the receipts from meals pay the cost of the meals and the other funding pays the cost of administration.

The source of funds for the quarter ending December 31, 1984 were:

Payments for meals	71%
Provincial and municipal grants	23%
Private donations	6%

Private donations include those from individuals, service clubs, clients, and bequests from former clients.

The current expenditures for that same quarter were:

Cost of meals	71%
Transport, volunteer recognition, styrofoam boxes, etc.	6%
Administrative costs (salaries, phone, etc.)	23%

Less than .05% of the meal receipts are unpaid, or paid by NSF cheques. The Vancouver Health Department and LTC pay the charges directly to Meals-on-Wheels for those clients who are subsidized by them as part of their Home Care programs. On the fifteenth of each month, Meals-on-Wheels receives a bill for meals for approximately \$25,000, depending on the number of meals delivered that month. Therefore, a small surplus is required to operate efficiently.

Meal prices increase about every six months. The increased cost is not passed on to the client until the cumulative increase is sufficient to merit a change. When this becomes necessary the meal price charged to clients is increased more than the meal cost increase in order to recoup what has been a deficit in the previous months. With this system, the balance between cost and charge varies at any given time. VON feels that what they lose on the swing, they gain on the roundabout.

A major problem is that grants from the provincial government and City of Vancouver are not determined by zero based budgeting, but are predicated on present outlay. If the meals are being sold at a deficit, the cost to the client is raised. When applications are made for grants the following year, the

charge to the client is the base and other funding is not increased. The accountant was of the opinion that VON might advance funds or even partially support the service in an emergency but that it would not support the service on an ongoing basis if it was insolvent.

The quarterly statements prepared by the accountant for the VON Board show a breakdown of costs per meal and income per meals so that there are current records on which to make adjustments. The grants are a static predetermined amount for the year. If costs escalate a deficit could occur. Income from meals is a variable factor but income from grants is not. The principal variant is the number of meals delivered.

The Meals-on-Wheels budgets must satisfy both municipal and provincial governments. The inconvenience in so doing is increased by the existing situation of two different year-ends; December 31 for the city, and March 31 for the province.

Goals

The organization is concerned with putting all the inputs together. To do so effectively, it establishes goals. Process and structure are required to reach these goals. We shall now consider how it sets out (or fails to set out) its goals.

Vancouver-Richmond Meals-on-Wheels does not have any official written goals. The closest thing to a written goal appeared in a document supplied by an area chairman (Appendix I). This document was unsigned and undated, but it was

probably written about 1972, certainly before 1975, when Meals-on-Wheels began delivering five days per week. It states:

The Program

VON Meals-on-Wheels is a voluntary community service providing one hot nutritious noon-meal delivered three days each week on Monday, Wednesday and Friday.

The People

During 1971, 1132 people have availed themselves of Meals-on-Wheels. Anyone may receive this service who, by reason of age, physical or mental handicap, or illness, is temporarily or permanently unable to prepare meals.

Service may be given on a long or short term basis.

The majority of clients are elderly people living on a moderate or low income who are able to maintain themselves with some help in their own home.

Many are convalescing after illness or injury or are chronically ill. Approximately 14% of the clients are younger handicapped or convalescent persons. (Fact Sheet, n.d., p.1).

Lack of official goals does not imply lack of operational goals. The operational goals appeared to be to provide food, improve nutrition, supplement social support, and prevent institutionalization.

The operational goals were perceived differently by each segment of the organization. The Regional Director for the Province and Director of Vancouver-Richmond Branch Victorian Order of Nurses, defined the Vancouver-Richmond Meals-on-Wheels' goals as being those of the VON, which are clearly stated in the VON for Canada Statement of Policy (Appendix J). Meals-on-Wheels is only one of five programs for which she was responsible. She firmly believed that Meals-on-Wheels meets a very great social need.

The Meals-on-Wheels coordinator verbally defined the organization's goals as "Everyone who needs our service gets it." When asked to define need, she replied:

"The ill, the aged, the handicapped, whether short term or long term, who are unable to prepare at least one nourishing meal per day. Inability to pay is not a consideration. Ability to pay is not a consideration. There is NO delving into financial status."

The implied goal was to keep people out of institutions and to help them remain independent within their own homes. She stated that she is "constantly beating the bushes for more volunteers." She has expressed, repeatedly, her goal of getting on with the administrative aspects of the job and her frustration in never having enough time because she is performing work that should be done by the office staff and/or volunteers.

The reported goals of the office staff were to provide meals to anyone who needed one on the specific day they were working, to keep accurate records, to minimize waste by ordering the correct numbers and types of meals from the caterers, and to keep the system operating without interruption.

The area chairmen had a variety of goals in addition to those identified by the organization for their area. One chairman's explicit goal was to get clients into the system earlier in order to keep them in good health. Another chairman's goal was to make certain all clients "are treated as people, not just names on a page."

Drivers' and servers' goals varied greatly. "If it is good for the client, do it" was a prevalent attitude that resulted in such diverse goals as delivering the meal hot, making certain the client will eat the food (e.g., cutting his

meat for him), providing social contact, ensuring that the other social service needs of the client are being met, and prodding Homemakers into doing more for the client. Chapter 5 provides a further listing of the goals of volunteers and the frequency with which the more common goals were stated by the volunteers.

Process

Clients

The process by which individuals become clients was perceived by the coordinator to be mainly a referral system from agencies. Empirical research showed that an equal number of clients (27.6%) were referred by "self" and "agency." "Family" was the next most frequent source (15.5%), followed by "physicians" (7%), and "hospital" (6%). In the randomly selected sample, one client was referred by either a clergyman, hotel manager, physiotherapist, or dietitian.

The most frequent reason for referral was "ill or aged." The second, was a more specific diagnosis of illnesses, such as diabetes, arthritis, cancer, glaucoma, etc. It was interesting that while 8% of the referrals were because the wife was ill, there were no referrals because the husband was ill.

Nearly-one half of the present clients received only three meals per week.

Food

Meal Supply As previously stated, the menu was varied. The meals were large, attractively served, temperature controlled, and the food varied in texture, flavour, aroma, temperature, and colour. This variety does not guarantee that

it will suit the client. The clients were not asked for suggestions regarding the menu nor has there been any formal evaluation of their perception of the meals. Associations with and attitudes towards food are emotional, not rational, among most individuals. An undertaking of this magnitude might be beyond the resources of Meals-on-Wheels, however the City of Vancouver's Department of Health has personnel with the expertise to conduct such an evaluation.

One meal was taken back to the office each day to check quality and quantity. This was usually a simple special diet such as low fat or the alternate to the main entree. No written standards were used, so that this value judgment is based on the opinion of the coordinator and the office staff.

Depots Each of the 13 districts has one depot. They are usually the kitchens in a church or community center. The PWA drivers deliver the meals to the depots and the drivers are usually waiting so that meals are picked up directly outside the building. Each driver is responsible for picking up the number and kind listed on the daily sheets prepared by the day captain. When the drivers return to the depots, they wipe out the styrofoam delivery boxes with water containing bleach. Some depots add soap. The drivers/servers return the clients' cards and provide the day captain with any pertinent information about the client. The service at each depot is characterized by a loose structure that fosters a relaxed atmosphere and allows flexibility in a group that is cohesive and united in purpose.

Volunteer Recruiting and Orientation

There is a constant shortage of volunteers. There are two perceptions of how volunteers are recruited. Both occur but only detailed analysis of data in Chapter 4 will determine which system is more prevalent.

The coordinator directs a great deal of time and effort into recruiting volunteers. She uses every source at her disposal. She writes to newspapers, appears on Channel 10 television, and appeals to churches, the Vancouver Volunteer Center, and any organization she thinks might be a source of volunteers. One member of the office staff has been delegated the responsibility for volunteer orientation. The orientation observed was gentle, folksy, and geared to the individuals present. All PWA drivers are trained by the office staff. The new volunteers come to the office for orientation. The coordinator said that many of the chairmen bring in volunteers who are friends of theirs so that the office does not have a record of who they are. Once in awhile the chairmen will phone the office when they are stuck. The coordinator believes that many, if not most, of the volunteers are orientated and trained by the office staff.

The area chairman perceived recruitment differently. Most chairmen were convinced that they obtain their own volunteers and only rarely do they find the office to be a source of volunteers. Volunteers bring in spouses, neighbours, bowling and golfing acquaintances, and personal friends as new volunteers. If volunteers are unable to work on a particular day, they are expected to provide a replacement. Chairmen double up when a day captain is not available. The captain will double as a driver when short of volunteers. Volunteers can attend an orientation meeting at the central office. Many do not bother to go. One

seasoned driver attended out of curiosity but felt she was not given any information that she did not already know. The orientation is concerned primarily with procedural measures.

Continuity

Continuity in Meals-on-Wheels does not exist in the sense of the same volunteer for the same client every day. The program is designed to retain volunteers by asking them to work only one day each week. Thus, even perfect continuity would mean five different volunteers per client. With the perpetual shortage of volunteers, volunteer illness and vacations, and volunteer change-over, even this type of continuity is not possible.

Under these circumstances Meals-on-Wheels does not regard continuity as a goal. Whether or not it is desirable is of little significance if it is not achievable. Instead, continuity is perceived as continuity of senior positions in the volunteer hierarchy, especially area chairmen. This goal has been achieved to quite an extent.

Finance

Most decisions regarding finances are made at the VON Board of Directors meetings. Applications for grants are made by the VON Board. Expert advice, in the form of a paid consultant accountant, is well utilized. VON holds the purse strings for Meals-on-Wheels.

Office Procedures

The office staff are flexible in their accommodation to unusual and

unpredictable situations. Their willingness to perform each others' duties is outstanding. There are no job descriptions. The coordinator said she tries to use each staff member in the work she does best.

The forms used in the office are well thought out. The order form and the form used for the Food Supervisor (Appendix K) is colour coded for PWA drivers' ease in checking the number and types of special diets picked up. The districts are ordered so that the one farthest from Eagle Catering receives the meals first.

There is an answering machine on which clients may leave a message when the office is closed overnight. It is the policy of the organization not to give phone numbers of area chairmen or day captains to the clients, but to take messages for them only. Changes are accepted up until 11 a.m. Again, colour coding is used to minimize errors caused by changes.

A universal problem is that meals are not cancelled by the clients for dental appointments, a lunch with daughter, etc. and the meal changes, both diet and preference, are not filtered through. Servers are encouraged not to take the messages themselves but to assist the client in telephoning the office to make any changes in their meal delivery.

The position of food supervisor, which has been held by a food service technician and a part-time dietitian, is now filled by office clerical staff. The coordinator made this change because she is of the opinion that the food supervisor is not supervising food, but drivers, and therefore there is no need for a food service technician or dietitian. She perceives no need to supervise the food component. On Christmas Day, 1984, despite prior arrangements, turkey

roll instead of roast turkey was served and the cranberry sauce was omitted. The office personnel are not authorized to deal with an error of this nature. Had they phoned the coordinator at home she would have had this rectified.

The greatest stress occurs in the office prior to Christmas. Occasionally, charitable organizations give favours directly to a district for a special day. More often Girl Guides, Brownies, church groups, service clubs, and individuals give gifts for distribution to the office. At this time of year the office is inundated with items for distribution. One anonymous lady delivers 200 wrapped and ribbon-tied bags of oranges, home-made candy, fruitcake, etc. annually. The problem is compounded by the fact that client numbers increase in winter; and, available volunteers decrease. Nonetheless, the donations are all distributed.

Communication

Meal changes pose a problem in communication, even in a tightly structured institution. In Meals-on-Wheels the problem is magnified by the number of volunteers and the type of client. The answering machine in the office is available from 4 p.m. to 8 a.m. but is not utilized as much as it could be. Many people, particularly those who grew up before the proliferation of technological devices, are reluctant to use a telephone answering machine. The clients are predominantly of an age where forgetfulness may be more common than among a younger group. Perhaps the clients fail to understand the importance of notifying the office if a meal is to be cancelled. Perhaps the problem is no worse than in any other food system.

A newsletter, begun by a former coordinator is no longer being published. Chapter 5 provides data to clarify whether or not the volunteers want more information regarding the organization.

Communication between government agencies is perceived as a major problem by the coordinator. She is encouraged by the prospect of a possible computer hook-up with LTC and the health units. Information regarding the client would then be available upon referral.

Other Procedures

There are no data on the clients' preferences or satisfactions, although recipients would seem to be the best source of information on how to improve their own satisfaction.

Changes in Process Presently Occurring

Formerly the Advisory Committee met every month. It now meets every two months. The area chairman in Kerrisdale is chairman of this committee. In this capacity, she is also a member of the Board of Directors of VON. The Board sends one delegate to the Advisory Committee. Originally this committee was comprised of the area chairmen but it has been expanded to include the screeners as well. The VON director also attends these committee meetings.

Another change is the coordinator's attempt to enforce the rarely followed policy of two weeks as the minimum service allowed new clients.

One of the changes to which there is strong resistance is method of payment. Originally payment was daily. At present about half the clients pay on Monday for one week in advance. Almost as many pay daily, on a different day, monthly,

or sporadically. One district gives receipts for four week payments only. Others vary in their record keeping. Most triple enter payments. Each chairman uses a different system of bookkeeping, records, and payments, but all submit the money with the same monthly report form. The coordinator wants the clients to pay one month in advance. The objections offered by the volunteers appear to have some merit, although some appear to be simply an expression of resistance to change and potential loss of autonomy. Volunteers mentioned the problem of refunds when so many clients were short-term, some suggested it would present difficulties if the first of a month fell on a Tuesday or a Thursday when fewer clients receive meals and fewer volunteers function as drivers and/or servers. One interesting comment was that the money should be collected daily, not even weekly, and certainly not monthly, because if a client is forgetful and insists he/she has paid when he/she has not, \$15 is too much for volunteers to reach into their own pockets for.

Central control is perceived by the area chairman to be increasing. There is a lack of information on policy regarding subsidies for clients in need. Perhaps this is because the coordinator has a mandate from the Board to make this decision on an individual basis when the need arises.

Structure

Vancouver-Richmond Meals-on-Wheels is sponsored by the Vancouver-Richmond Branch of the Victorian Order of Nurses. The offices of VON are located at 1645 West 10th Avenue. Meals-on-Wheels occupies approximately half the office space on the main floor. The paid staff consists of a full-time coordinator, two full-time office staff (35 hours per week), and two part-time office staff.

There are two governing bodies. The one with the decision-making power is the VON Board of Directors. The Meals-on-Wheels Advisory Committee is responsible to the VON Board of Directors.

VON Board of Directors

The VON Board of Directors consists of 14 members. They are elected at a general meeting of the VON society. One member of the Board of Directors is the Board's representative to the Meals-on-Wheels Advisory Committee. She acts as liaison and is responsible for communication from the Board to the Committee. The Board of VON does not deal with Meals-on-Wheels in detail.

Meals-on-Wheels Advisory Committee

The Meals-on-Wheels Advisory Committee is comprised of the 13 area chairmen, 6 Screeners, the Meals-on-Wheels coordinator, the Director of VON, and one representative from the VON Board. The Meals-on-Wheels Advisory Committee is responsible to the VON Board of Directors for recommendations regarding policy, administration, long-range planning, publicity, public relations, and coordination of the program. The emphasis here is on "recommendations" because, in actual practice, the coordinator is regarded by the VON Board as the decision-maker for the operation of the service. The chairman of the Meals-on-Wheels Advisory Committee is the Committee's representative to the VON Board.

Director of Vancouver-Richmond VON

The Regional Director for the Province of British Columbia for VON is also Director of Vancouver-Richmond Branch VON. She perceives herself as being

professionally responsible to the National Director of VON and administratively responsible to the Vancouver-Richmond Branch VON. Her responsibilities include two adult day care centers; Meals-on-Wheels; a training program for VON nurses across Canada on how to start adult day care centers; and, the administrative function of identifying need, planning projects, starting demonstration pilot projects, and finding the funds to get them started. She does not regard Meals-on-Wheels as one of her most pressing responsibilities. She attends Board meetings but does not have a vote.

Coordinator of Vancouver-Richmond Meals-on-Wheels

The present coordinator assumed this position in May, 1983. Her education and experience do not meet the requirements identified in the job description (Appendix L). If the coordinator's salary is in the range alluded to, it would appear unlikely that an individual with the required education and experience will be forthcoming. Her span of authority is perceived differently by different individuals. She attends Board meetings for the purpose of delivering the Meals-on-Wheels report and is not expected to stay for the rest of the meeting. The original letter requesting permission to undertake this study was addressed to the Board. The coordinator asked that it be addressed to her, yet when her request was complied with, she was unable to grant this permission without the addition of the VON director's signature. There appeared to be some ambiguity concerning delegation of authority.

One of the coordinator's main priorities appears to be promotion of the program by contact with community groups and general public relations. She provided a copy of the August 1984 Richmond News in which her picture appeared

along with an article publicizing the service provided by Meals-on-Wheels. She has appeared on the local community sponsored television station, Channel 10, and has been interviewed on radio.

The coordinator has a difficult role in that her mandate from VON is to assume executive responsibility for the Meals-on-Wheels organization, a situation made difficult by the perceived ownership of the volunteers, particularly those who have been with Meals-on-Wheels before VON assumed sponsorship. She is very sensitive in her avoidance of having VON stamped all over "their" volunteer organization.

The coordinator appears to be caught in a squeeze between the long-term area chairmen whom she sees as adversaries and VON which has control of the money, her position, and the organization.

Office Staff

In addition to the coordinator, there are four people working in the general office. None have been there more than a year and a half. One has been there only a few months. It is difficult to estimate paid man-hours worked as there do not appear to be any records available, and although two of the four were hired as part-time staff, they are working almost full-time (i.e., 35 hours/week).

It is necessary for the operation of the organization that the number of hours worked by both of the part-time office personnel remain flexible. The workload varies greatly from day to day. It varies almost directly with the client load, but is also affected by staff off sick, number of volunteers

available on a given day, and number of clients commencing or discontinuing service.

The office staff perform a variety of tasks including answering phones, typing, completing forms, accounting, making changes in the list of clients receiving meals, preparing the daily meal order sheets (Appendix P), and generally providing attention to the details without which the daily operation of the organization would not occur. There are no job descriptions for any of them except the Food Supervisor (Appendix M). The coordinator decided a person with these qualifications was not needed, so one member of the office staff now goes to Eagle Catering daily to perform this function.

In addition to the paid office staff there are three people from H.I.P. (Handicapped Initiative Program) who act as servers in the Strathcona District. The government pays them \$50 for twenty hours of volunteer work per month. Meals-on-Wheels qualifies for five.

Consultants

Consultant Dietitian/Nutritionist The chief Dietitian/Nutritionist for the Vancouver Department of Health provides the technical expertise for the program. The city nutritionist set up the original guidelines for the part of the service involving the food. When the coordinator wished to change the menus last year, the Vancouver Health Department dietitian advised her on a number of issues and provided a computer analysis of the nutritive value of the meals on the revised menu.

The method used by the coordinator to effect these changes, which were implemented on June 1, 1984, was to go over the present menu and count the

number of times each item appeared in the cycle (e.g. roast beef, mashed potatoes) and even this out to an equal number of each, without regard for the popularity of the item. She eliminated items for which frequent complaints had been received such as ham and sausages. She was of the opinion that ham is hard to digest. This does not coincide with the accepted body of knowledge (Province of British Columbia Diet Manual, 1985). These decisions reduced variety and eliminate some clients' favourites. A better solution might be to reduce the frequency of these items. There was no utilization of available food service data. Food Service and Hospitality magazine publishes biannually those foods most popular in all food outlets in the U.S.A. This shows trends such as salad, soup, and eggs increasing in popularity and fried chicken and ice cream decreasing. The most reliable source of information as to clients' preferences are the clients themselves. There was no formal input sought from the clients.

The Health Department's regular input includes only routine inspections such as regular inspections of Shaughnessy Hospital and Eagle Catering, which would occur even if they were not supplying Meals-on-Wheels, annual inspections of the thirteen depots, and annual evaluation of the food for temperature-control only. This is not for aesthetic reasons, rather for reasons of sanitation.

Consultant Accountant The consultant accountant to the VON Board of Directors is paid a fee for his work. He attends the Board meetings but has no vote. At these meetings he has a voice by tacit consent only. He prepares and submits quarterly statements, assists with business matters, and advises on investments.

Organization of Work Outside the Head Office

Vancouver-Richmond is comprised of thirteen districts (Appendix N). They are:

Burrard
Cedar Cottage
Dunbar
Fraserview
Grandview
Kerrisdale
Kitsilano
Marpole
Mount Pleasant
Richmond
Riley Park
Strathcona
West End

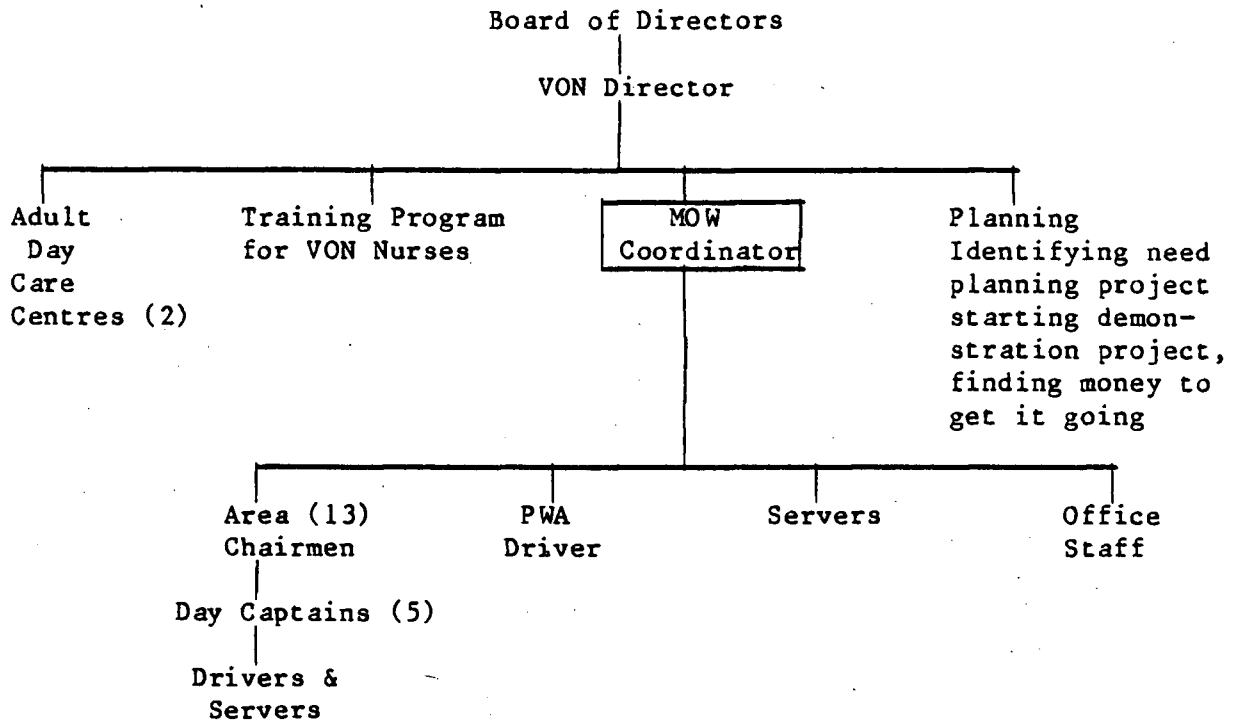
Kerrisdale, Dunbar, and probably Kitsilano are the more affluent districts. Marpole and Richmond cut across all levels of affluence. Strathcona is probably the area with the greatest number of underprivileged clients.

Meals-on-Wheels is a loosely-knit decentralized structure which is slowly undergoing change to greater centralization. It emerged from a number of small autonomous individualistic organizations joining to form one organization. To a large extent, these original organizations determined the geographical boundaries of their respective districts.

The volunteers and their organization and activities has already been discussed. It seemed to be necessary to try to develop some kind of organization chart to sort out lines of authority.

Figure 1 shows the VON organizational structure as it relates to Vancouver-Richmond Meals-on-Wheels.

Figure 1. Organization Chart as Perceived by VON Director



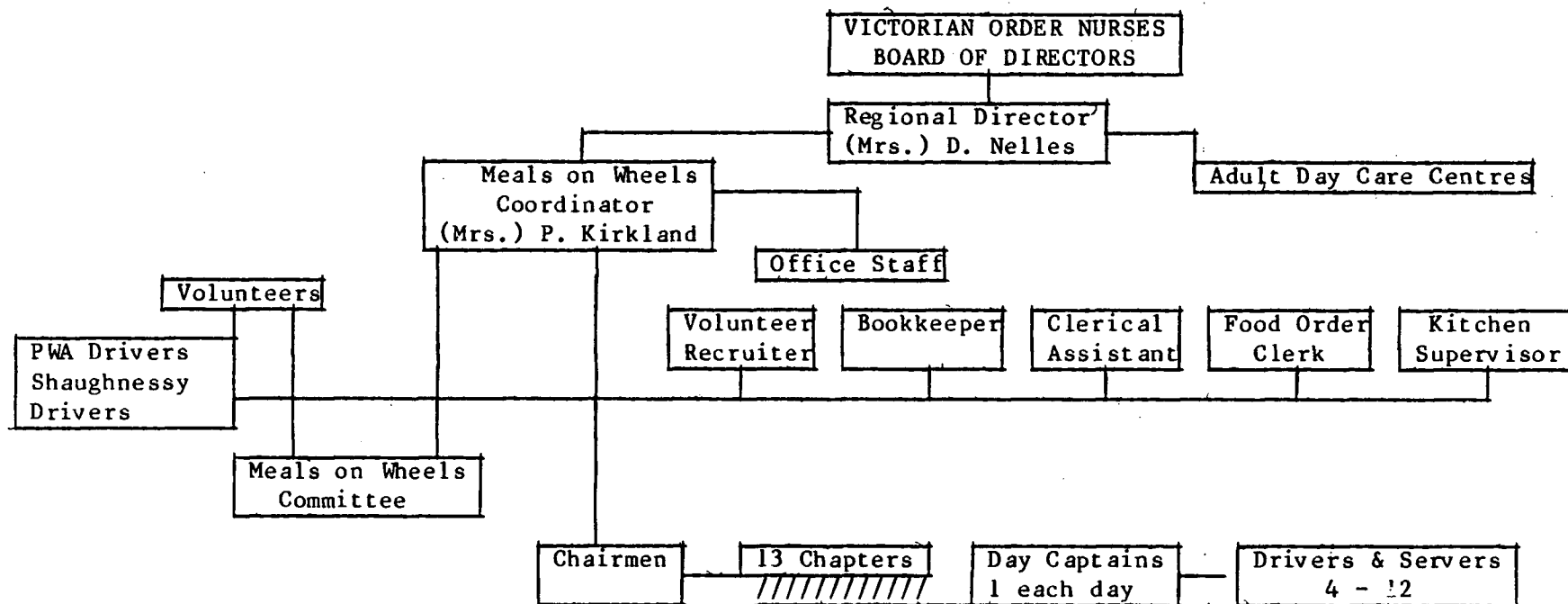
The VON Director's comments were that what works for Meals-on-Wheels in one area (e.g., Strathcona) does not necessarily work in another (e.g. West End). It is essential that there be sufficient freedom for the area chairmen to use their own systems. She believed the service peaked in 1981 and will now continue at about its present demand. She said Wheels-to-Meals is now in the planning stage and thinks it will increase.

The official Meals-on-Wheels organizational chart is presented in Figure 2. It was supplied by the coordinator of Meals-on-Wheels. Figure 3 is the

Figure 2.

OFFICIAL ORGANIZATIONAL CHART MEALS-ON-WHEELS

(Vancouver-Richmond)
December, 1983



Source: Coordinator, Vancouver-Richmond Meals-on-Wheels

organizational chart as produced in the Community Feeding Task Force Report. Figure 4 is the investigator's view of the organizational structure of the Vancouver-Richmond Meals-on-Wheels.

Figure 3. Organizational Chart as Perceived by Task Force

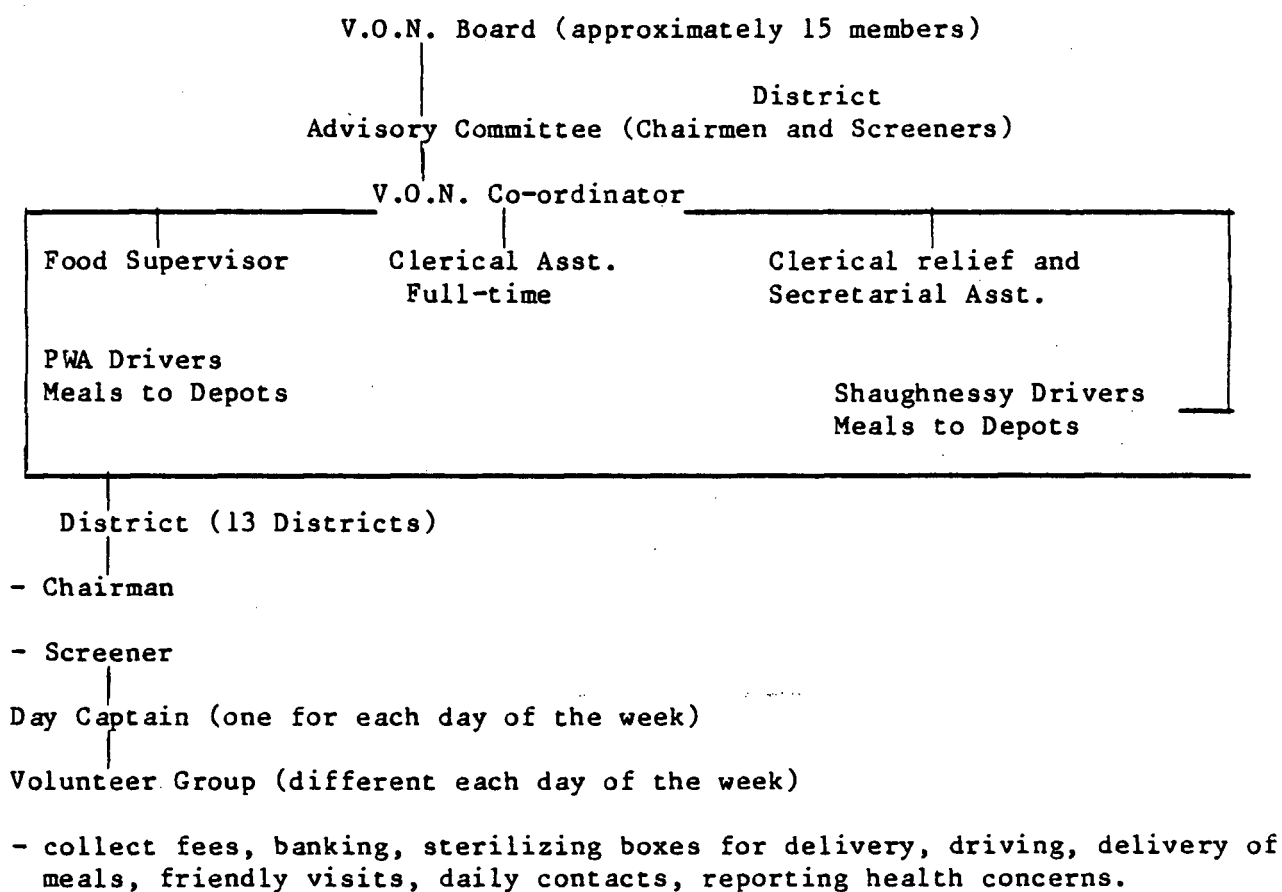
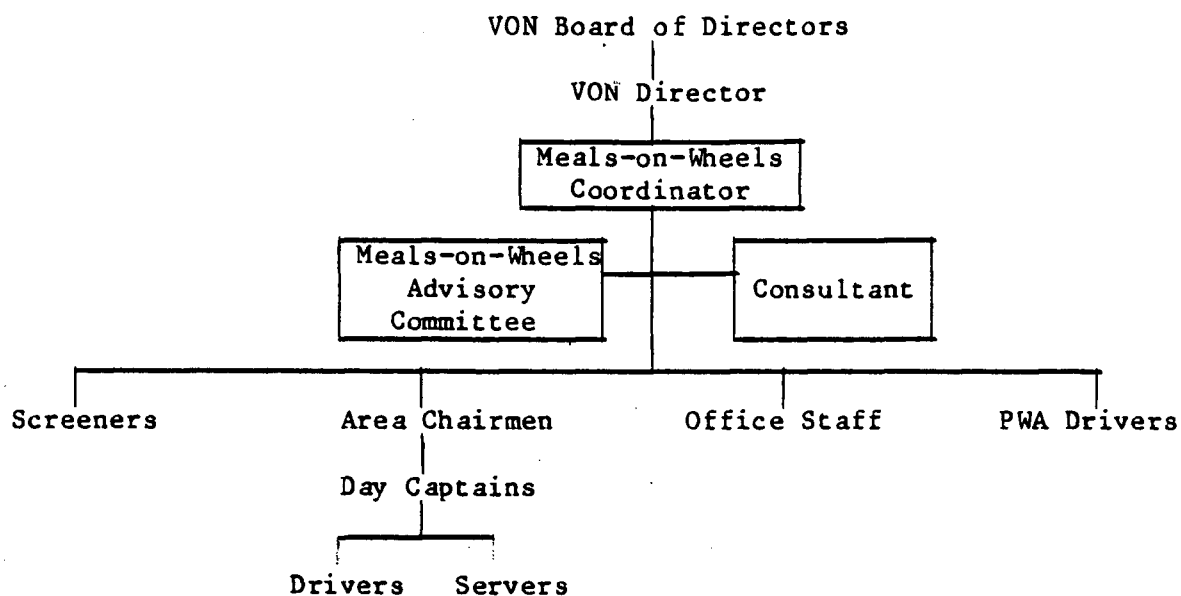


Figure 4. Organization Chart as Perceived by Investigator

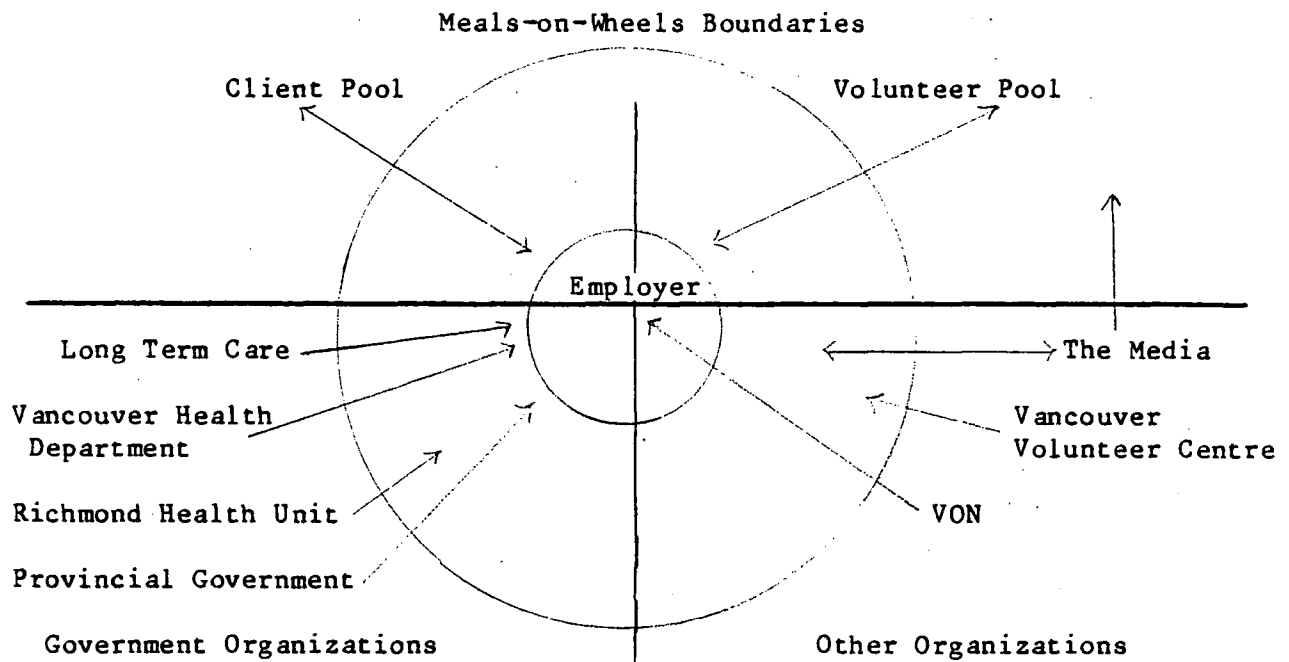


Unsolicited comments from the volunteers on the structure were few in number. One driver remarked that the loose structure, characterized by few controls, was good for the drivers, the servers, and the clients. One area chairman remarked that central control was increasing. A day captain said that the present structure facilitates personal contact, nourishing, and the psychological association of food with the idea of nourishing.

Strategic Constituencies

Figure 5 provides a model of Vancouver-Richmond Meals-on-Wheels structure in relation to its strategic constituencies. The question of how Meals-on-Wheels related to these constellation groups is perhaps best worded as how much does it need to relate to these groups.

Figure 5.



Client Pool The client pool could be immense. The population is aging. Statistics Canada data are available for age stratification information on a district by district basis. Other categories of need may exist (e.g. post-partum, post day-surgery, group homes). Meals-on-Wheels has not availed itself of any outside sources that might indicate the extent of the client pool. The organization was not seeking clients. Meals-on-Wheels did not appear to be concerned with the potential client pool, nor with input from those who are presently its clients. Clients, on the other hand, expressed a strong desire to have input into the organization.

Volunteer Pool The potential volunteer pool is a large one. Canadians are willing volunteers. Meals-on-Wheels does not have a list of the day captains, drivers, or servers. Management had no information prior to this study of sources for recruitment nor degree of satisfaction of the volunteers. There were no data on which to base an estimate of volunteer turnover. Management did not solicit input from volunteers. The interaction between Meals-on-Wheels and the volunteer pool was far less than it could have been.

Other Organizations Vancouver-Richmond Meals-on-Wheels utilized as many facets of the media as it could in order to publicize the organization. Management regarded the media as a recruitment tool for obtaining volunteers. The media has been very cooperative. The coordinator has interacted extremely well with this boundary group.

The Vancouver Volunteer Centre provided an estimated 10% of the volunteers. There were no data to confirm this. The Volunteer Centre has not been utilized to recruit specific categories of volunteers such as volunteer dietitians, social workers, and evaluators. Interaction between Vancouver-Richmond Meals-on-Wheels and the Volunteer Centre has not reached its full potential.

The VON had a great deal of input into Meals-on-Wheels. Policy decisions, financial control, and staffing were all controlled by VON.

Government Organizations The Vancouver Health Department interacted with Vancouver-Richmond Meals-on-Wheels by providing expertise. They analyzed nutrient content of menus, inspected area depots, and checked food temperature. Management of Meals-on-Wheels has not availed itself of all the technological and expert services available (at no cost) from this source.

Long Term Care homemakers are a boundary group but neither the government, the health units, nor Meals-on-Wheels itself appeared to be particularly concerned about any aspect, except perhaps duplication of service -- a concern which was only given lip service. The general attitude was that they are two different services with the same goal of keeping the elderly in their own homes. Perhaps this is so, for certainly those receiving Homemaker Service one day per week could not use this as a substitute for five meals per week. On the other hand, meal preparation was not excluded from the list of functions performed by the Homemakers.

The person responsible for Meals-on-Wheels programs in the Ministry of Health said that provincial government funding was provided for approximately 2/3 of the Meals-on-Wheels programs in the province. Funding was based on the actual meals delivered the previous year. Funding required a signed grant application from the non-profit Board of Directors responsible for the operation. It was granted only after the Long Term Care Home Support Coordinator in the district had made written comment on the efficiency of the program. She said there was nothing published regarding funding or accounting.

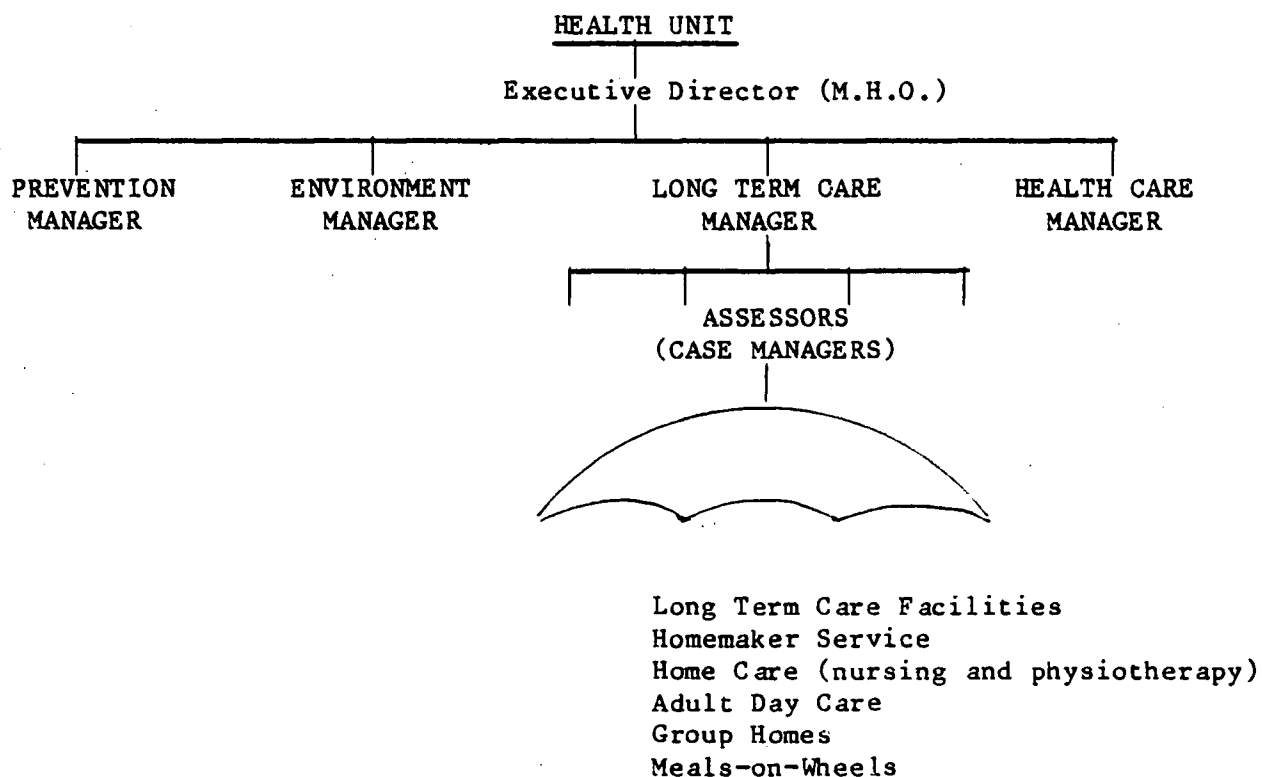
When asked what type and degree of accountability was required, she replied that it was threefold. The sponsoring Board of Directors must submit a copy of

their constitution and by-laws, the executive must sign the application grant, and the Board must file an annual statement under the Societies Act. She could not see any need for more accountability than that.

When pressed for government pressures or controls that could be applied she said a letter was sent to any Meals-on-Wheels organization reminding them if they failed to submit an annual statement.

The Administrator of Richmond Long Term Care supplied the following organizational chart.

Figure 6. Organizational Chart for Health Units



She pointed out that Long Term Care met need, not demand. She estimated that the percentage of the population receiving some form of support was:

5%	of the population age 65-74 years
20%	" " " " 75-84 years
50%	" " " " 85 years and older.

She said Long Term Care planning was based on an historical base (i.e., the status quo), wait-list or utilization data, population or age adjusted per capita base, and surveys of community needs.

Long Term Care refers people to Meals-on-Wheels. Meals-on-Wheels can refuse the referral, but never does. There is no formal planning link between the Meals-on-Wheels program and LTC.

The boundary between Long Term Care in the health units and Meals-on-Wheels appeared to be a shifting one. If Meals-on-Wheels perceives a threatened invasion of its territorial imperative (e.g. LTC wanted to assume responsibility for assessing the perspective client) then Meals-on-Wheels defends its territory (in this instance, fairly successfully). One method of defence appears to be the reluctance of supplying the constellation group with any useful information.

When asked what liaison existed between Vancouver-Richmond Meals-on-Wheels and other Meals-on-Wheels program in B.C., Canada, and throughout the world, the VON director replied that it was by informal networking. Home Support Service in Victoria has a start-up kit.

Duplication of Services

The coordinator perceived a duplication of services between Home Care, LTC, and Meals-on-Wheels. The consultant dietitian's attitude was that duplication of service was to be avoided and if the volunteer observed such, it should be

reported. The investigator observed instances in which a Home Care worker was not performing any observable function except giving companionship. Perhaps shopping or meal preparation by a Home Care worker would reduce the need for Meals-on-Wheels or else improve the other meals of the client.

The data from the existing clients' files on whether or not the client is receiving other services, such as Home Care or Long Term Care services, was predominantly "missing."

Outcome

Volunteer Meal Output

The number of meals served over recent years is as follows:

1978	112,915
1979	122,630
1980	131,882
1981	138,685
1982	140,332
1983	129,201
1984	117,484

No investigation has been conducted to account for the recent drop in number of meals served (117,484 in 1984 as opposed to 140,332 in 1982).

The cost to the client in Vancouver-Richmond Meals-on-Wheels was \$3.00 per meal. The volunteer/client ratio was roughly 1:1. There was no hard data on the number of volunteers available, however, the estimated number is approximately 650. The number of meals served per day varied because some clients received only three meals per week, but it was estimated at approximately 600. This compared favourably with similar organizations.

	<u>Burnaby</u>	<u>North Shore</u>	<u>Delta</u>	<u>New Westminster</u>
Estimated average number of meals served per day	110-120	100	18	25-30
Number of meals served in 1984	16,182	14,600	4,800	6,689
Estimated number of volunteers	100	100-200	30	55
Charge per meal	\$2.75	\$3.00	\$2.50	\$2.75
	(cost is @ \$2.90)			

CHAPTER 4: THE VOLUNTEERS' POINT OF VIEW

Introduction

The literature on Meals-on-Wheels organizations is sparse. Descriptive accounts of such organizations are available, however, any evaluation of Meals-on-Wheels as a voluntary organization in Canada is non-existent.

To date, no evaluation has been undertaken on the Vancouver-Richmond Meals-on-Wheels volunteers. Hence, this study is the first of its kind to examine and evaluate the volunteers associated with the Vancouver-Richmond Meals-on-Wheels.

There is, however, ample literature about volunteers in general (Schwartz, 1984; Pifer, 1982; Beveridge, 1948); volunteer-oriented journals (Voluntary Action Leadership, Volunteering, Exchange Networks); volunteers in Canada (Carter, 1975; Bellamy & Wells, 1974; Anderson & Moore 1974); and, specific aspects of volunteering such as the needs of volunteers (Francies, 1983) and volunteer satisfaction (Parkum, 1982).

It soon became apparent that a shortage of volunteers posed a perpetual problem for the Vancouver-Richmond Meals-on-Wheels organization. Information was required on which to base strategies for reducing the shortage of volunteers.

Since no study of volunteers in this organization has been undertaken, some vital questions remain outstanding: Who are they? How are they recruited? How are they kept? Why are they lost? Prior to data collection, it was anticipated that the information gleaned from the results of the survey would be more qualitative than quantitative in nature.

The purpose of this chapter is to present information about Vancouver-Richmond Meals-on-Wheels volunteers in the areas of commitment, satisfaction,

socialization with the recipient, sources for future recruitment, and the volunteers' perception of Vancouver-Richmond Meals-on-Wheels.

Method

Design

A questionnaire, with an accompanying explanatory letter (Appendix O) was used to obtain information directly from the volunteers as regards length of service, time devoted to this program, entry, perception of goals, training, support, and their prime function in relation to the program's recipients.

Those surveyed were all active volunteers in Vancouver-Richmond Meals-on-Wheels operation.

Sample

A random selection of volunteers was not possible because there was no master list of volunteers to use as a basis for selection. The only randomization possible was to select a date randomly and distribute the questionnaires to all volunteers working on that particular day. If there are 650 volunteers, it would appear highly unlikely that there would be more than 130 working on any one day. The actual number could be anticipated to be far less because there were not 13 area chairmen nor were there 13 PWA drivers available on any given day. Many volunteers doubled up as area chairmen/day captains, day captains/PWA drivers, and drivers/servers. If Tuesday or Thursday was the day randomly selected then this number would be greatly reduced because fewer meals were delivered on these days.

Distribution

The coordinator agreed to distribute the questionnaires accompanied by a letter from the investigator. She saw to it that the questionnaires were distributed through the PWA drivers to the area chairmen or day captains, who in turn, distributed them to the drivers and servers. The questionnaires and accompanying letters were delivered to the coordinator on January 17, 1985 for distribution at her discretion.

Collection

The sequence of collecting the questionnaires was from the volunteer, to the day captain and/or the coordinator, and finally to the investigator. Since it was impossible to determine the exact number of questionnaires distributed, calculation of the percentage returned was likewise impossible. Questionnaires continued to be returned up to and including March 19, 1985. A total of 65 questionnaires were returned.

Instrument

The questionnaire consisted of 26 questions. Questions 1, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 23, 25, and 26 were taken from the Basic Feedback System National Information Center on Volunteerism, Boulder, Colorado, (1977). The remainder were peculiar to Vancouver-Richmond Meals-on-Wheels and had no outside source. The information obtained provided data on 25 variables. The last question was a request for comments. The variables for which data were obtained included:

<u>Variables Chosen</u>	<u>Used to:</u>	<u>Measure Volunteers:</u>
Length of service. >		
Number of days worked per week. >		Degree of Commitment
Number of meals delivered per day. >		
Reasons for volunteering.		Reasons for volunteering
Satisfactions. >		
Good features. >		
Improvement needed. >		
Frustrations. >		
Recommendations to others to join. >		
Type of training received. >		
Adequacy of training received. >		Level of Satisfaction
Support from staff. >		
Work recognition. >		
Degree of trust. >		
Adequate information received. >		
Minutes spent with each client. >		
Perceived prime functions. >		Level of Socialization
Frustrations. >		
Method of recruitment.		Method of Recruitment
Principal activity.		Principal Activity
Perceived goals of the organization.		Perceived Goals of the Organization
Comments		Volunteers' Perceptions

Coding

The questionnaire was tested on a non-random sample of eight volunteers. Coding was tested for reliability by a non-random duplicate coding by a fellow graduate student. The coding system is shown in Appendix P.

The length of service was coded numerically in years to one decimal point to record those working less than one year (e.g., 3 months = 0.2, 4 months = 0.3, 5 months = 0.4). If the second digit after the decimal point was less than 5, the lesser numbers were used.

Number of days worked per week, number of meals delivered per day, and time spent with client were all recorded numerically. If a range was given, the lesser of the midpoint was used.

The newspaper advertisements alluded to in this category appeared to be those placed by the Vancouver Volunteer Bureau.

Where multiple answers were given for prime function and satisfaction, the answers given first and second were recorded. Only the first answers given were recorded for least important function, frustrations, good features, needed improvements, and principal activity.

Analytical Approach

Some of the variables (listed on p.85) chosen to assess the volunteer's evaluation of the Vancouver-Richmond Meals-on-Wheels organization were grouped for analytical and discussion purposes. For example, the variables "length of service," "number of days worked per week," and "number of hours worked per month" were measured on an interval scale and each is examined to assess the level of volunteer "commitment." However, a few variables such as "method of recruitment" are assessed under the heading "method of recruitment," because questions relating to this topic were open-ended. A number of discrete responses were given under this general open-ended question(e.g., influenced by friends, relatives, advertisements, news reports, etc.).

Ethics

Since the primary instrument used in this investigation was a questionnaire involving human subjects, approval was sought and obtained from the University

of British Columbia's Behavioural Sciences Screening Committee for graduate research.

Results and Discussion

The results of the questionnaire survey are presented below. As noted above, the variables used to assess the Vancouver-Richmond Meals-on-Wheels organization were grouped into discrete categories for discussion purposes.

Degree of Commitment

Volunteer commitment, in this study, was measured on the basis of the volunteer's length of service, the number of days worked per week, and the number of hours worked per month. The statistical summary of these variables is produced in Table II.

Table II

Indicators of Degree of Commitment

<u>Variable</u>	<u>Mean</u>	<u>Median</u>	<u>Mode</u>	<u>Range</u>	<u>Missing cases</u>
Length of service in years	6.6	5	2	01 - 18	2
Days worked/week	1.2	1	1	1 - 5	0
Hours worked/month	11.9	8	8	>1 - 60	8

Number: 65

The division of hours worked per month into hours with clients, paid staff, at meetings, and doing paperwork had a range of 38.5% to 44.6% missing cases and, therefore, was of little value. Only 25% of those answering spent any time in contact with paid staff. Only 16.2% of volunteers who responded spent any time at meetings; 75% spent no time on paperwork.

Length of Service. Length of service was expected to be the most decisive of the questions used to elicit information on volunteer commitment. Length of service data (Table II) showed that the average length of time volunteers had worked with Vancouver-Richmond Meals-on-Wheels was just over 6 1/2 years. Anderson and Moore's (1974) B.C. study showed the average time spent by volunteers with the present agency to be 3 1/2 years. Using their data as means of comparison, Vancouver-Richmond Meals-on-Wheels volunteers showed far greater commitment than the average volunteer in Canada.

Hours Worked Per Month. Anderson and Moore (1974) showed that 44% of volunteers worked less than 4 hours per week and 6% worked more than 80 hours per month. The average number of hours worked per month by Vancouver-Richmond Meals-on-Wheels volunteers (Table II) was 11.9 or 2.7 hours per week (11.86 - 4.3). There was only one individual who worked 80 hours per month. Conversations with Vancouver-Richmond Meals-on-Wheels volunteers indicated that many performed other volunteer work as well, so that the total number of volunteer hours worked per week may well exceed the national average. Certainly if Meals-on-Wheels is not their only form of volunteerism, they are devoting a very large portion of their time to Meals-on-Wheels.

Days Worked Per Week. Meals-on-Wheels is structured so that the average volunteer is required to work only 2 hours one day each week. There were 9 individuals (13.1%) in the sample (Table II) who worked more than 1 day per week. Fourteen did multiple jobs (e.g., driver and day captain, PWA driver, and driver/server, etc.). There did not appear to be any standard of comparison in

Meals-on-Wheels organizations in Canada by which to measure this, but multiple jobs were considered an indication of commitment. Further data on volunteer commitment is shown from the client interview data presented in Chapter 5.

Reasons for Volunteering

The reasons given for volunteering were:

To help others	25.8%
Asked by friend or volunteer	14.5%
Meals-on-Wheels a worthwhile program	19.4%
Needed interesting & useful leisure time	16.1%
Answered a call for help	11.3%
Duty	4.8%
Other	8.1%

There were 3 missing cases. "Others" included: "Meals-on-Wheels helped my husband when I was away"; "My aunt in Ontario set a good example"; "I joined after my Mother's death"; "I enjoy working with seniors"; "Someday I may need the service and it must be there"; and "It interested me more than other activities."

Level of Satisfaction

Walster et al. (1978) showed volunteerism not to be altruism in its absolute form (acting without any reward, internal or external, real or psychological). Kennett (1980) defined it as quasi-altruistic behaviour, which appears to be altruistic but has hidden motives (peer recognition, status, etc.). Francies (1983) concluded that satisfactions for volunteers are similar

to those for paid workers but, aside from social aspects of the work, they are ranked differently.

Francies (1983) defined these needs-motivations as the need:

- For experience.
- To express feelings of social responsibility.
- For social contact.
- To respond to the expectations of others.
- For social approval.
- For future rewards.
- To achieve.

The Meals-on-Wheels volunteers who answered the questions did not appear to perceive their reasons for volunteering in this light. Some of Francies' (1983) categories would have had only 1 answer (e.g., need for future rewards or need for social approval). However, their answers to the question on satisfaction did fit this model to some extent. Need for social contact was further divided into "contact with client" and "contact with other volunteers". The need to express feelings of social responsibility was also divided into "helping others", "seeing clients improve", and "satisfying a community need".

"Need for future rewards" was not included because there was only one answer in this category. Although the categories differed, the underlying reasons were retained.

The answers that were used to determine satisfaction were the replies to those questions concerning satisfaction, frustrations, good features, improvement needed, recommended joining, opinion re: training, support from staff, opinion re: work recognition, degree of trust and information required.

Table III

Volunteer Satisfaction - 1st Answers

Value Label	Value	Frequency	Percent	Valid Percent
Help Others	1	23	35.4	39.7
Client Appreciation	2	11	16.9	19.0
Client Contact	3	9	13.8	15.5
See Client Improve	4	2	3.1	3.4
Community Need	5	4	6.2	6.9
Avoid Institution- alization	6	4	6.2	6.9
Volunteer Contact	7	1	1.5	1.7
Accomplishment	8	3	4.6	5.2
Other	9	1	1.5	1.7
	0	7	10.8	Missing
		-----	-----	-----
TOTAL		65	100.0	100.0

Valid Cases 58 Missing Cases 7 Mode 1

Table IV

Volunteer Satisfaction - 2nd Answers

Value Label	Value	Frequency	Percent	Valid Percent
Help Others	1	5	7.7	18.5
Client Appreciation	2	7	10.8	25.9
Client Contact	3	3	4.6	11.1
See Client Improve	4	1	1.5	3.7
Community Need	5	1	1.5	3.7
Avoid Institution- alization	6	1	1.5	3.7
Volunteer Contact	7	3	4.6	11.1
Accomplishment	8	3	4.6	11.1
Other	9	3	4.6	11.1
	0	38	58.5	Missing
TOTAL		65	100.0	100.0

Valid Cases 27 Missing Cases 38 Mode 2

Satisfaction Tables III and IV show the first and second answers given to the question: "What are some of the main satisfactions you are getting from your volunteer work now?" The one "other" answer in first answers was "a somewhat clearer conscience." 84.5% of first answers (Table III) and 59.2% of second answers (Table IV) were client-oriented. The positive answers, the multiple answers (some volunteers did not have enough space to list them all and made an arrow to the bottom of the page), and the enthusiasm expressed all indicate a high degree of satisfaction.

Frustrations. Over 1/4 of the respondents replied that they had no frustrations with the Meals-on-Wheels organization. The most frequent reply from those who did have frustrations were related to factors beyond the control of the organization. "Weather," "traffic," and "parking-related" were cited as second most frustrating elements of the organization. Thirdly, was "collection-related" problems at 15.1%. "Client not home" (9.4%) and "not told of changes" (7.5%) were next, respectively. "Food related" and "Lack of time with client" were low at 5.7% each. Other frustrations were: "Often get clients too late to help them," "shortage of spare volunteers," and "when no one answers the door or phone it's a worry wondering what happened."

Good Features. Good features mentioned were primarily "food related," "social support," and "prevention of institutionalization." Others included a variety of answers: "Helping elderly couples stay together;" "helping to maintain dignity and independence;" "the meal is a necessity for many;" "for some a visit would appear to be almost equally important;" "it gives the client something to look forward to;" and "keeps a check on their health problems."

Improvements Needed. An indication of the high degree of satisfaction experienced by volunteers was that 19.5% stated that no improvement was needed; while 34.1 perceived a need for improvement in the quality of the food. Less than half saw any room for improvement in the organization or the service.

Improvements perceived as being needed were first: "Food-related;" second, "other;" and third, "none needed." "Other" answers appeared to follow no

pattern. They covered sanitation, communication, philosophy, policy, and administration. They were as follows:

Directions in finding the streets.

More volunteers.

Becoming too business oriented and getting away from the personal touch. We should remember we are dealing with people (not always alert or well) not figures on a page.

Follow up. We never know where our clients are or how they are progressing when meals are cancelled due to hospitalization, etc.

Appreciation shown by the clients.

Better communication with staff.

Not my business.

Adequate reporting on cards e.g. "off today" instead of "cancelled".

Maybe contacting other authorities if a recipient needs help in other ways.

This is outside Meals-on-Wheels' role but sometimes a word in another direction might help.

Some plan to clean the empty (styrofoam containers) more efficiently, but if administration is satisfied, I am.

Sometimes I would like fuller cooperation from someone at head office.

Feel area chairmen should be informed more fully on what is going on and volunteers given more chance to participate in new regulations and change policy.

Recommendations to Others to Join. The overwhelming number that expressed satisfaction by recommending to others that they too become Meals-on-Wheels volunteers is perhaps the strongest indication of satisfaction expressed. To the question: "Have you ever recommended joining this volunteer program to any of your friends or family?", 42 replied "yes, definitely," 17 replied "general mention," and 6 replied "no, not really." There were no missing cases.

Type of Training Received. Satisfaction with respect to training was not as high. The mean was about mid-way between average and good. Room for improvement exists here. The level of sustaining and corresponding intervention is of

an informal, neighbourly (family, friend, neighbour) type. Implications for training are that intervention training (e.g., social work, dietetics) would not be appropriate in this non-case-finding organization. However, further or different training of Meals-on-Wheels volunteers might increase volunteer satisfaction.

60.9% were trained on the job by other volunteers. 15.4% received no training; and 12% were trained at a central office orientation program. Other methods of training were verbal instruction, observation, common sense, and by working in other volunteer programs.

More than 2/3 thought the training was "average or good;" 7.7% replied "excellent;" and 4.6% claimed training as "fair to poor." There were 12 missing cases.

Support from staff. Again, high satisfaction was expressed regarding staff support. 52.7% responded "good;" 23.6% "average;" 21.8% "excellent;" and, 1.8% "fair to poor." There were 10 missing cases. Some specified that the volunteers were very supportive but that there was no contact with paid staff.

Work Recognition. Work recognition again showed high satisfaction. The mean was half way between good and excellent. Even those who replied that there was none, did not mark their opinion of this as poor or fair. The unexpected replies were the source of recognition. Only 9.6% perceived it as being from administration. Apparently the recognition from recipients and fellow volunteers was sufficient for most volunteers.

In rank, work recognition was good (54.8%), average, excellent, fair and poor. Work recognition was perceived to be by "clients" (34.6%), "by other volunteers" (19.2%), "none" (17.3%), "don't know" (9.2%), "by administration" (7.7%). "Other" included:

I don't look for recognition.
I receive (there is) a free lunch every Monday.
Newspaper, radio, word of mouth.

I don't want recognition but it would be nice to have a pat
on the back once in a while.
My church knows and a bulletin is posted and mention made from
the pulpit.
By volunteer week.

Degree of Trust. Although there were 21 missing cases, of those who answered, most were of the opinion they were trusted. The negative and other answers indicated considerable dissatisfaction. The majority appeared to be very pleased with the degree of trust placed in them.

88.6% responded "yes" to the question: "Are you trusted to do important things?" 9.1% answered "no." In addition to the 21 missing cases there were two unrelated answers of "not interested;" and "have been but new regulations are curtailing trust and responsibility of volunteers with relation to clients." The respondent did not specify what new regulations.

Information Received. Satisfaction with the amount of information received was positive. Over half replied that they did not want further information. Those who did were usually specific in their requests or they were very critical.

72.5% replied "no" to the question: "Would you like more information about the organizations?" 27.5% replied "yes." There were 14 missing cases.

Level of Socialization

Questions that related to time spent with each client, perceived prime function, and frustrations were an attempt to elicit information on the degree of socialization with the client. Parkum (1982) argued that volunteers can make a contribution toward alleviating feelings of helplessness and that the contribution volunteers can make is substantially different from the services of health care professionals. Granovetter (1973) argued that "weak ties" are important, contrary to "received wisdom" which takes for granted the primacy of close intimate relationships and regards more distant ties as alienating. Granovetter (1973) pointed to the indispensable role of weak ties in providing individual access to community integration and to a wide range of socially distant opinion and information. More recently, others have looked at the significance of these weak ties in the extended network and their role in identity formation (Hirsch, 1979).

Minutes Spent with Clients. Time spent with clients may or may not be important. Quality of time spent with clients appeared to be very good. The volunteers expressed contact with clients as a considerable source of satisfaction. Contact by telephone was not included in the question, due to the policy of Meals-on-Wheels, but one suspects that it existed. The time spent with clients will be compared from the clients' and volunteers' points of view in Chapter 5.

Perceived Prime Functions. Although volunteers perceived their prime function to be "food-related," their second most important function was perceived as "social support." It was anticipated that lack of time with recipients would have rated higher on the list of frustrations than it did.

The overall data indicated that contact did exist on more than a "deliver the meal only" basis and that this basis was beneficial to both clients and volunteers.

Only 23 volunteers answered the question "Least important function." Of these, 11 gave answers categorized as "other." The remaining 12 answers were fairly evenly divided among "food-related," "social support," and "remove foil plate." "Other" included the following replies:

Filling out unnecessary forms. (3)
Washing up containers when returned to the kitchen. (2)
Talking about their ailments too much.
Everything I do is important. (2)
Nothing, Nothing, Nothing.

Method of Recruitment

Why and how an individual became a Vancouver-Richmond Meals-on-Wheels volunteer was detailed and had few missing cases. This type of information could be acted upon immediately for recruitment. There is little sense in wasting great effort on sources that do not yield much result (e.g., TV, radio, posters, and pamphlets) when newspaper advertisements and churches both yield double the number. Additional data are required to determine which, if any, sources of recruitment yielded the most likely sources of long-term volunteers.

The most frequent method of recruitment was unsolicited volunteerism. Variations on "I just phoned in and offered" were given by 20 volunteers. The next most frequent, at 14, was that they were asked by a friend, neighbour, or relative. Asked to help by active Meals-on-Wheels volunteers was third with a frequency of 9. Church associations and answering an advertisement in the paper both occurred 6 times. Advertisements on T.V., radio, posters, and pamphlets accounted for only 4. There were 5 missing cases.

Principal Activity

Driver, server, or both comprised 78.5% of the volunteers who replied. 10.8% were day captains, 6.2% area chairmen, and 4.6% PWA drivers. It should be noted that screeners were frequently also drivers, and/or servers, hence, those listed as drivers and servers first were recorded as being in the category. Thus, there were no screeners recorded, even though there were 4 screeners who answered the questionnaire.

Perceived Goals of Meals-on-Wheels

The data from the questions re: prime function, least important function, good features, improvements needed, method of training, how work was recognized, and goals provided an overview of how the volunteer perceived Meals-on-Wheels.

Table V shows the volunteers' perception of their prime function in answer to the question: "What is the most important thing you do for your client?" Other answers included "getting to know them;" "understanding and relating to their handicaps;" "whatever I can do within my power;" "calling on them twice

a week;" "helping with the shopping;" "mailing letters and running errands;" "perhaps you should ask the clients;" and, "I don't know, ask the client."

The volunteers perceived their prime function to be 62% food-related and 25% social support in the first answer, and 21% food-related and 67% social support in their second answer (Table V). It was apparent that their perception of Meals-on-Wheels was a social-support-related food service. The number who cited "prevention of institutionalization" and the "performing of unrelated tasks" reinforced this notion.

Table V

Prime Function as Perceived by Volunteers

Prime Function	Most Important		Next Most Important	
	Frequency	Valid Percent	Frequency	Valid Percent
Food-related	37	61.7	5	20.8
Social support	15	25.0	16	66.7
Prevent institutionalization	1	1.7	0	-
Perform unrelated tasks	4	6.7	3	12.5
Other	3	5.0	0	-
Missing data	5		41	

Number: 65

Their perception of the good features of Meals-on-Wheels were 38% "food-related," 22% "social support," and 21% "prevention of institutionalization" which, in itself, is a form of "social support."

Their perception of their least important function was in the category of "other" which included "everything is important". "Food-related" functions and "social support" were only 4% and 3% respectively.

Their concepts of needed improvements were first in the area of food; secondly, a firm statement that none were needed; and, thirdly, a recommendation for increased social support activities.

Only 9.4% of volunteers were trained by the central office. The volunteers appeared to be satisfied with this system and comments such as "as it should be" indicated that they regard their district as an autonomous unit. Recognition by administration was only 9%, yet the volunteers thought this was "very satisfactory."

The goals of the organization were not clearly defined. They varied among individuals and among categories of workers. "Food-related" goals were only 29% while "prevention of institutionalization" and "helping others" were each 22.7% (Table VI).

Table VI
Volunteers' Goals

Value Label	Value	Frequency	Percent	Valid Percent
Help Others	1	14	21.5	22.6
Food Related	2	18	27.7	29.0
Social Support	3	6	9.2	9.7
Prevent Institution- alization	4	14	21.5	22.6
Don't Know	5	2	3.1	3.2
Good, Fine, Etc.	6	3	4.6	4.8
Meet a Need	7	3	4.6	4.8
Other	8	2	3.1	3.2
	9	3	4.6	Missing
TOTAL		65	100.0	100.0
Valid Cases	62	Missing Cases	3	Mode 2

Comments The comments were not precoded. All comments were recorded without regard to ordering for multiple answers. They were as follows:

More volunteers needed. (7)
Excellent program. (6)
Poor communication from office. (4)
Friendly volunteers. (3)
Enjoy it. (3)
Clients appreciate it. (2)
Need recruitment from the media. (2)
Need younger volunteers. (2)
Visit is important. (2)
And ONE each of the following:
A pleasure not a chore.
A privilege not an obligation.
Keep it people-oriented.
Nice office staff.
Not much help from office.
Clean up collection system.
Volunteers need a thank you.
Wish I could do more.
Invaluable service.
Social get togethers are very enjoyable and allow a marvellous opportunity to become acquainted with other workers. This is always a plus.
Does anyone show appreciation for the use of church kitchens?
A complete survey of clients needed.
When we take initiative from people we are not helping them.
I found the Christmas card to be offensive. Who wants to be reminded of being frustrated, etc. None of us are getting any younger.
Suggest that someone from the office visit the various Meals-on-Wheels groups to get to know the volunteers, hear their concerns and suggestions to perhaps make the system work better.

Analysis

After the data were perused and cleaned, SPSS condensation for all variables provided the basic descriptive statistics of frequency, modes, mean, median, and standard deviation. Cross tabulations were performed for four sets of variables for which positive correlations were expected:

Type of training and opinion re: training
Source of recruitment and length of service.
Perceived prime function and time spent with client.
Volunteer hours/month and work recognition.

The sample size was 65. Therefore, in order to achieve a reasonable number in each cell, the data were collapsed in the following manner:

Source of recruitment was collapsed to three categories: friend, neighbour, relative or volunteer; just offered; and, all remainder.

Length of service was collapsed to: 0 - 2 years, 2.1 - 5.5 years, 5.6 - 10 years, 10.1 - 18 years.

Perceived prime function was collapsed to: food-related, social support, and all remainder. Time spent with each client was collapsed to 1 - 4 minutes, 5 minutes, and 6 - 12 minutes.

Volunteer hours per month was collapsed to 0 - 8 and 9 - 60. Work recognition was collapsed to: none by client, by other volunteers, all remaining categories.

Type of training was collapsed to: none, on the job by volunteers, and all remaining categories.

Opinion regarding training was collapsed into one category for fair and poor because there were only 3 answers in the two categories.

In each instance continuous variables (interval scales) were bracketed to provide categories of nearly equal number. Nominal scales were bracketed to maintain the most relevant categories.

It was assumed that on the job training by other volunteers would be the most realistic and, therefore, receive a higher rating by the volunteers. Those receiving no training were expected to show marked dissatisfaction. The data did not confirm this (Table VII).

Table VII

Opinion Re Training/Type of Training

Opinion Re: Training	Count Row Pct Col Pct	Type of Training			Row Total
		None	On Job By Volunteers	All remain- der	
Excellent	1		4 80.0 11.8	1 20.0 9.1	5 9.8
Good	2	1 4.8 16.7	15 71.4 44.1	5 23.8 45.5	21 41.2
Average	3	4 17.4 66.7	14 60.9 41.2	5 21.7 45.5	23 45.1
Fair & Poor	4	1 50.0 16.7	1 50.0 2.9		2 3.9
COLUMN TOTAL		6 11.8	34 66.7	11 21.6	51 100.0
Chi-Square	D.F.	Significance	Min E.F.	Cells with E.F. < 5	
5.45812	6	0.4865	0.235	10 of 12 (83.3%)	

Number of Missing Observations = 14

It was expected that volunteers recruited by their peers would remain longer with the organization. This was not proven. There was a borderline trend toward greater length of service by unsolicited volunteers (Table VIII).

It was anticipated that volunteers who perceived the service as primarily social support would spend more time with clients than those who perceived it as food related. The data may show this as a slight trend, but does not prove it (Table IX).

Length of Service

<u>Chi-Square</u>	<u>D.F.</u>	<u>Significance</u>	<u>Min E.F.</u>	<u>Cells with E.F. < 5</u>
9.37306	6	0.1537	3.117	6 of 12 (50.0%)

Table IX

Time spent with client in minutes

<u>Chi-Square</u>	<u>D.F.</u>	<u>Significance</u>	<u>Min E.F.</u>	<u>Cells with E.F. < 5</u>
2.23238	4	0.6931	2.000	5 of 9 (55.6%)

Number of Missing Observations = 5

It was expected that work recognition from administration would result in longer hours worked. Source of work recognition did not appear to be a factor in amount of time worked (Table X).

Table X
Cross-Tabulation of Hours Per Month
by Work Recognition

Hours per Month	Count Row Pct Col Pct	Work recognition				ROW TOTAL
		None	By Client	By Other Volunteers	All Others	
		1	2	3	4	
0-8	1	5	9	4	6	24
		20.8	37.5	16.7	25.0	46.2
		55.6	50.0	40.0	40.0	
9-60	2	4	9	6	9	28
		14.3	32.1	21.4	32.1	53.8
		44.4	50.0	60.0	60.0	
COLUMN		9	18	10	15	52
TOTAL		17.3	34.6	19.2	28.8	100.0

<u>Chi-Square</u>	<u>D.F.</u>	<u>Significance</u>	<u>Min E.F.</u>	<u>Cells with E.F. < 5</u>
0.80820	3	0.8475	4.154	3 of 8 (37.5%)

Number of Missing Observations = 13

Chi-square analysis showed no significance in any case. The data are, therefore, not sufficiently robust to show significant correlation between any of these four sets of variables.

The National Center on Volunteerism Scoring Method (Appendix Q) was used for those questions selected from this data gathering tool to be included in the volunteer questionnaire. The scoring system used was graded by percentage of volunteer organizations that the score exceeds. Aggregate answers given by Meals-on-Wheels volunteers were higher than 75% of volunteer programs.

Limitations to the Responses

Although the sample size was probably adequate (10%) the fact that it was a non-randomized sample, and the method of distribution and collection, made it impossible to state with any certainty that the study had reliability or validity, or was unbiased. The sample distribution was fairly representative of the distribution of volunteers in the various categories working on a given day. Doubt was cast on the probability that they were all volunteers working on a Monday when one questionnaire was returned with the reply to the question, "How many days do you work per week" as "1 day -- Wednesday." A further problem with the replies was that there was no consistency in the answers. The answers to goals, good features, and prime functions did not produce similar percentages of answers in each category. One proof of sincerity of answers was that, although the questionnaire was designed to provide anonymity, many of the respondents signed their names.

Generalizability

Given the limitations of the study, the results can be stated to be representative of the entire population of Vancouver-Richmond Meals-on-Wheels volunteers only if qualified by reliability and validity limitations. It was not within the scope of this study to determine profile, turnover, etc. A data base would be required for this type of analytical study. None exists at present.

Summary

As anticipated, the results were more qualitative than quantitative.

Certain facts were stressed repeatedly. The volunteers were dedicated, concerned, caring individuals. Their satisfaction came from knowing they were providing a worthwhile and badly needed service. Commitment was strong.

Meals-on-Wheels is far broader than just a nutritional service. It is a valuable social service and one that contributes to the maintenance of the individual in his or her own environment. It bears out Carter's (1975) theory that volunteer services have many advantages over private or government services. These are: the freedom to criticize, advocacy role on behalf of particular groups, involvement, flexibility, and the ability to individualize need. All these merits were expressed by the volunteers in this study.

CHAPTER 5: THE CLIENTS' POINT OF VIEW

Introduction

There has been no previous attempt to assess client satisfaction in Vancouver-Richmond Meals-on-Wheels. The organization has not attempted any formal assessment of the recipients' perception of the service. Evaluation of food by the general public is totally subjective. "Good food" is food that satisfies emotional, local, cohort group, ethnic preconceived conceptions, and ingrained habits of eating.

There was ample literature for assessing patient and/or client satisfaction under the general theme of volunteerism (Bellamy & Wells, 1974; National Information Center on Volunteerism, 1977; Parkum, 1982). Tested instruments for meal satisfaction were those designed primarily for hospitals. B.C.H.A. has a detailed food satisfaction questionnaire which has been available for several years. Its programmed computer analysis is simple enough to be understood by anyone. In addition, dietetic departments in most hospitals have tray audit forms for department use and patient satisfaction questionnaires. Each provincial dietetic association has developed some standard forms for quality assurance. There does not appear to be any tested instrument available in Canada for assessing Meals-on-Wheels client satisfaction. The only evaluation of Vancouver-Richmond Meals-on-Wheels was that performed by Vancouver Health Department dietitians for nutritive content.

Previous studies of Vancouver-Richmond Meals-on-Wheels have not been concerned with client satisfaction or any aspects of food quality. The one study that was intended to be nutrition status-oriented was not allowed to proceed.

No one can better determine the needs of the recipients than the recipients themselves. The data in the client interview presented in this chapter provides information on meal satisfaction and social interaction with the volunteer, as well as comments on the clients' perception of the overall service.

Method

Design

This was a descriptive cross-sectional study to determine recipients' attitudes towards the food, the volunteers, and general satisfaction with Vancouver-Richmond Meals-on-Wheels. It was anticipated that this study would be more descriptive than analytical. The decision to use interviews, rather than questionnaires, was based on the physical limitations of many of the subjects. Questionnaires require less time, but are better suited to individuals who are not physically impaired. Many of the subjects in this study have impaired eyesight, some degree of mental confusion, and/or poor coordination for writing. Given these constraints, it seemed more likely that an interview would be less threatening than a questionnaire and, therefore, more likely to yield a reply. Eight non-randomly selected recipients were asked their preference. Two said they would try but felt they would be unable to answer a questionnaire. All eight said they would enjoy an interview if their names were selected.

The sample population chosen were all recipients of Vancouver-Richmond Meals-on-Wheels who were receiving meals between January 14, 1985 and January 24, 1985. Cessation of service between this date and the time of the interview did not preclude anyone. The sample comprised 100 randomly selected subjects.

The interviews took place between March 18, 1985 and April 1, 1985 in each recipient's home.

Sampling

The coordinator estimated the population to be 600. Previous sampling of this population for profile data had revealed a population of 528 at that time. It was, therefore, assumed that the population would more closely approximate the latter.

Using the first three digits from a table of random numbers, the first random number was selected blind. Random numbers were then recorded in order, discarding those over 530, until 100 numbers were obtained. These numbers were then rearranged in numerical order. The client cards were filed in alphabetical order. They were assumed to be numbered in the order filed. Cards were pulled in accordance with the random numbers.

Sample Size

In the data from the past client profile, it was determined that the mode for length of service was 5 days and the median was 28 days. Cancellation of service was not deemed to disqualify any interviews but many cancellations were due to hospitalization and admission to Long Term Care facilities. Therefore, it was desirable to obtain names and addresses in as short a time period as possible in order not to lose subjects. A sample size of 100 (19%) was obtained during the period from January 14 to January 24, 1985. A total of 39 interviews were completed.

No follow-up of those not replying was contemplated. If the client had mislaid the consent form (and confusion and poor memory are not uncommon in this type of sample); if they were unable to walk to a mail box; or, if they were unable to read, write, or understand the form, follow-up cards would not be of any great value in increasing replies and, furthermore, they could cause stress to the recipient. If the recipient were deceased, follow-up could prove distressing to the family.

Instrument

The interview form consisted of 17 questions (Appendix R). Questions 1, 2, 3, 4, 6, 7, and 8 were extracted from the University of Alberta Hospital Dietary Department Patient Meal Satisfaction Questionnaire, 1984. This instrument was selected because of all the dietary department food satisfaction questionnaires perused, it contained the most simply worded questions. Questions 12, 13, 14, 15, and 17 were from the Basic Feedback System, National Information Center on Volunteerism, Boulder, Colorado, 1977. These questions were chosen to solicit answers on degree of satisfaction and social contact with volunteers. Questions 5, 9, 10, 11, and 16 were peculiar to Meals-on-Wheels and had no outside source. Less than half the questions were open-ended. These provided data on 19 variables:

- Serving size.
- Temperature of hot food.
- Temperature of cold food.
- Appearance.
- Left overs reheated.
- Satisfaction with delivery times.
- Foods liked best.
- Foods liked least.
- Rating of meals.
- Length of wait.

Price.
Length of volunteers' visit.
Good things done by volunteer.
Less helpful things done by volunteers.
New things volunteer could do.
Suggestions.
Preference re: location.
Comments.

The interview was tested on fellow students and dietitians for clarity, ease of answering, and time required.

Interview coding is shown in Appendix S. Where possible, a Likert scale was used for measurement. It was anticipated that some subjects would have a spouse also receiving Meals-on-Wheels. Despite the temptation to increase the sample size, it was decided that only the individual selected would be interviewed in order to ensure complete randomization.

In the coding, the term "starch" was used to include potato, despite the fact that it is a vegetable in the tuber class. Experience in working with the lay public is such that starch is a more readily accepted term for potatoes -- despite the fact that the public classifies rice pudding as a dessert. Carbohydrate would have been too encompassing because it would have included grains, vegetables, and fruits. The term starch was deemed appropriate for a cohort group that grew up at a time when the word was in common use.

Ethics

The instrument of measurement was an interview technique involving human subjects. Therefore, approval for this research was sought and obtained from the University of British Columbia's Behavioural Sciences Screening Committee.

Distribution of Questionnaires

Letters and consent forms were mailed on February 13, 1985. Only 98 of the original 100 were mailed because the office staff requested two people be deleted, one because she had been admitted to hospital, and one because, although he did receive one box lunch per week, he was primarily a volunteer who delivered meals. Three clients phoned and refused. One client's son phoned and explained that his Mother did not speak English and that she wished to convey her regrets. He felt the language barrier was such a problem that an interview would not be feasible even with an interpreter.

Three letters were returned, unopened, and marked: "No longer at this address." 42 written replies were received. One read "no thank you." The other 41 gave signed consent. One included a written note which read:

"I am 92 1/2 years old but although very deaf I still have my Scottish accent, mind, and I can be outspoken when necessary."

During the course of the interviews, two of the recipients cancelled, one because he was just out of hospital and was too ill, and one because she had shingles and "didn't feel up to it." In all, 51 of the sample were accounted for and 39 interviews were completed. The overwhelming positive response was far greater than expected.

Interviews

The interviews were completed by three unpaid interviewers between March 18 and April 1, 1985. Each interviewer was trained by the investigator. Each was given a letter of introduction for the clients and a copy of the precoded

answers in order to assure reliability. The interviewers phoned each client and arranged an appointment prior to the interview. Each interviewer consulted with the investigator after the first two interviews were completed. As all three were competent and experienced, no difficulties were encountered during the interviews. The clients so enjoyed the visits from the interviewers that many interviews were longer than anticipated.

Reliability of coding was ensured by having a fellow graduate student code five returned interviews. They agreed with that done by the investigator.

Results and Discussion

The recipients interviewed were a varied group. Four were in their mid-nineties. Many received Homemaker Service as well as Meals-on-Wheels. This varied from 1 day every two weeks to five days/week. One recipient was a retired physician who lived with her husband. One gentleman was deaf and mute. One gentleman was a retired caterer; one lady had worked in foods all her life. One couple shared one meal at noon and reheated and shared the other meal at night. Two recipients were just back from vacation. One 92 year old, who has arthritis, had not been out of her senior citizen housing apartment for over a year and a half. One lady had a car which had been in her garage for three years because she was no longer able to drive. One lady lived in her kitchen with a bed in it, because she was confined to a wheel chair. This did not stop her from taking a trip around the world last year. One had cancelled Meals-on-Wheels service. Of the 39 interviewed, six represented one of a married couple, both of whom received Meals-on-Wheels. Even their constructive

criticism of the service was understanding. It was usually sandwiched between statements of appreciation and praise.

They were not quite so enthusiastic about the food itself. Criticism of food was mainly constructive criticism of specific items.

Variety

Considerable concern was expressed by those who felt there was insufficient variety in food served. Yet 48.7% said there was "always" sufficient variety and 23.1% replied "usually". Sometimes was 5.1%, "rarely" 10.3%, and "never" 12.8%. None of the recipients interviewed were without an opinion on variety.

These data are somewhat confusing. 71.8% were satisfied "usually or always" with the variety, and yet the open-ended question re: comments (Table XIV) resulted primarily in suggestions that would add variety to the menu. In addition, six people answered "more variety." Possibly the nine responders of "rarely" and "never" were particularly concerned with this aspect of the food service, and the others offering menu suggestions were merely expressing food preferences. Further information gathering from a larger sample of recipients might serve to clarify this.

Price

Price was deemed to be "all right" by 64.1% of the respondents. 10.3% considered it "too high", 10.3% considered it "too low", and 12.8% volunteered the information that they would be willing to pay more for better quality food,

better choice, and/or more variety. There were no missing cases. The comments included:

If I was a cook my \$15 could do better.
Not worth it.
High for quality of food.
Too expensive for value delivered. Would be willing to pay
50¢ more for better quality.
If food was good it would be alright. Generally price too
high for quality of food delivered.
Good quality for the price.
Couldn't get it by myself for that price.

The price appeared to be satisfactory (64.1%) but many clients were not satisfied with the quality received for the price. It is unlikely they were unaware of the rise in cost of food because they purchase food for their other meals (11 - 18 out of 21 meals per week). Some said they would be willing to pay more for better quality food. This may have a great deal to do with the rapid turnover of clients but, without further data, this remains speculative.

Pearson correlation coefficients were performed for rating of meals and variety and rating of meals and price. As anticipated, there was a high correlation between how the meals were rated and how variety was rated.

Pearson $r = .6411$.

There was far less correlation between how the meals were rated by the recipients and price. (Pearson $r = -.3699$).

Serving Size

Serving size was satisfactory to 31 (79.5%) respondents. One replied "a little too large"; three, "a little too small"; and four, "much too small". Again, there was no missing data.

Thus serving size appeared to be very satisfactory. Since 35% reheat leftovers to some degree it would appear that the large servings provided are consumed -- even if it is at two separate meals. There is no way to check returns (i.e., food not consumed) in a service such as this, nor would it be desirable to do so. Thus, size of serving evaluation is dependent on the recipient's satisfaction and cost.

Temperature

The temperature of the cold food was "satisfactory" to 88.2%. There was room for improvement in temperature control for hot foods. Only 69% replied that the temperature of the hot food was "satisfactory", yet 41% "reheated the food" (Table XI). This did not include those who reheated the entire meals for use as an evening meal. The Vancouver Health Department checks food temperatures only infrequently as is to be expected with their workload. Food temperature can be easily and quickly tested with a temperature probe designed for this purpose. Meals-on-Wheels does not employ any individuals whose training has been food- or nutrition-oriented. Eagle Catering does attempt to provide hot food of the correct temperature. However, it is a service geared to the chill/freeze system of delivery. Part of the problem may be in the closure of the styrofoam carrying boxes. A nutritionist could easily rectify the problem and, in all probability, would have prevented it by monitoring temperature at point of service and point of delivery.

Appearance

"Appearance" did not receive as high a rating as "variety". Equal numbers (11) replied "acceptable" and "good"; 8 replied "excellent"; 1, "fair"; and 7, "poor". There was 1 missing case. One person replied "yes, except for white fish."

Overall appearance was "acceptable", "good", or "excellent" to 75% of those receiving the meals. The importance of appearance in food service cannot be overemphasized in relation to satisfaction. If even 1 client in 4 found the appearance to be only "fair" or "poor" then careful evaluation of colour combinations, visual shapes, and spillage should be conducted.

Food Consumption

Heating of leftovers revealed an interesting pattern of consumption of food:

TABLE XI
Descriptive Statistics for Reheating of Food

VALUE LABEL	VALUE	FREQUENCY	PERCENT	VALID PERCENT	CUM PERCENT
Always	1	8	20.5	20.5	20.5
Sometimes	3	4	10.3	10.3	30.8
Rarely	4	2	5.1	5.1	35.9
Never	5	11	28.2	28.2	64.1
Entire Meal Reheated	6	4	10.3	10.3	74.4
Reheated for Later Consumption	7	10	25.6	25.6	100.0
TOTAL		<u>39</u>	<u>100.0</u>	<u>100.0</u>	
VALID CASES	39	MISSING CASES	0	MODE	5.000

Over 1/4 consumed the food as an evening meal. One in five recipients always consumed the food as two meals. The 10.3% who reheated the entire meal

(Table XI) was a further indication that the temperature of the hot food was not satisfactory.

Mealtime was "satisfactory" to 86.5%. The one answer categorized as "other" was "no preferences". Two other comments were added to this answer. One was "garbage disposal is a problem with chicken leg" and the other was "good nourishing meal for people who can't get around".

The reason mealtimes were so satisfactory may be that some clients use the meal for both lunch and dinner and prefer to eat the food on the day it is prepared, rather than keeping it until noon the next day. It may also be because some clients keep the entire meal refrigerated and eat it for their evening meal. It was not indicated specifically, but the concern for, and appreciation of, the volunteers that was expressed repeatedly may also be a factor. Many recipients were aware of the difficulties of driving in 5 o'clock traffic and the likelihood that some volunteers would be unable or unwilling to deliver meals when they were expected to be preparing dinner at home.

Food Preferences

Foods "liked best" and foods "liked least" fell primarily in the "entree class" (71.8% and 51.4%), although "starch" was mentioned by 21.6% as a food "liked least". The following shows a breakdown of categories into actual food preferences:

<u>Item</u>	<u>Foods liked best</u>	<u>Foods liked least</u>
A. <u>Soup</u>	1	2
B. <u>Entree</u>		
Chicken	19	1
Chicken a la king	1	1
Fish	9	-
Fish with white sauce	-	12
Fish sticks with tartar sauce	4	-
Meat	1	4 (tough)
Roast beef	3	7 (too dry, too tough)
Hamburger	4	1
Meatloaf	2	-
Meatballs	2	-
Shepherd's pie	3	2
Rolled braised beef	4	-
Stew	3	2 (tough)
Stroganoff	-	-
Pork	0	1
Macaroni & cheese	1	-
Gravy	-	1 (poor quality)
C. <u>Vegetables</u>		
Vegetables	5	-
Carrots	3	1 (served too often)
Peas	2	2
Yellow beans	1	1
Hot tomatoes	1	1
Mixed vegetables	1	2
Salad	-	1
Green beans	-	1
Zucchini	-	1
D. <u>Starch</u>		
Pasta (no sauce)	-	14
Potatoes	4	-
Mashed potatoes	3	1
Baked potatoes	1	2 (dried out)
Bare boiled potato	-	1
Escalloped potato	1	-
Rice	-	2

<u>E. Desserts</u>	<u>Foods liked best</u>	<u>Foods liked least</u>
Desserts	8	1
All desserts with raisins	1	-
Cream desserts	1	1
Jello	-	1
Fruit jello	1	1
Canned fruit	-	1
Mixed fruit	1	-
Brown betty	1	-
Apple pie	1	-
Chocolate pudding	1	-
Dream whip	-	1
Bread pudding	-	1

The recipients were not hesitant to state food preferences, nor were they lacking in imagination and sound nutritional concepts. Pasta headed their dislikes. This was to be expected in a cohort group that grew up with bread and potatoes as their most common starch intakes. Since no one listed plain pasta as a food liked best, it would appear that it should either be removed from the menu or served infrequently. In the list of foods disliked, white fish with white sauce was a close second to pasta. Fish is recognized as a controversial food by anyone knowledgeable about food. There were almost equal numbers pro and con for fish. Therefore, it would seem desirable to provide an alternate when fish is served. Theoretically, this is done, yet two people interviewed said they had asked Meals-on-Wheels for an alternate when fish was on the menu and were told they could not have this. There were no missing cases for the variable "food liked best." This is a strong indication that the recipients know what they like and are eager to state their preferences. There do not appear to be any contradictions to asking the clients what they want, providing all clients understand that the final decision rests on majority preference.

Cost is easily balanced by menu adjustment of expensive items to a slightly lower frequency. The general rating of meals only served to emphasize that satisfactory food is food that the clients liked.

Rating of Meals

General rating of meals was "Good": 50%, with remaining answers fairly evenly distributed. Table XI shows the distribution for this variable.

TABLE XII
Rating of Meals

VALUE LABEL	VALUE	FREQUENCY	PERCENT	VALID PERCENT	CUM PERCENT
Excellent	1	4	10.3	10.5	10.5
Good	2	19	48.7	50.0	60.5
Acceptable	3	4	10.3	10.5	71.1
Fair	4	5	12.8	13.2	84.2
Poor	5	6	15.4	15.8	100.0
	9	1	2.6	MISSING	
TOTAL		39	100.0	100.0	
MEAN	2.737	STANDARD	1.288	MINIMUM	1.000
MAXIMUM	5.000	DEVIATION			
VALID CASES	38	MISSING CASES	1		

Waiting Time for Acceptance

Length of waiting period before acceptance by Meals-on-Wheels showed: "right away", 13; "few days", 10; "1-3 weeks", 9; "can't remember", 2; "other", 3; and missing cases, 2. One of the other answers was 6 months and two did not give an answer relevant to the question (e.g. fine).

These data on length of waiting period before being accepted by Meals-on-Wheels relied on respondents' memory and, therefore, may not be as valid as the answer to other questions. For everyday events, accuracy of recall tends to

vary inversely with distance in time from the event. Data for this variable would be more accurate if it were obtained by observation over a given period. This was not within the scope of this study.

Socialization with Volunteers

The length of the volunteers' visit in minutes was reported as having a mean of 3.0, a median of 2, and a mode of 2. The data from the volunteers' questionnaire in answer to this question showed a mean of 5.6, a median of 5, and a mode of 5.

The actual length of volunteers' visits was not anticipated to agree with that reported in the volunteers' questionnaires. It is common wisdom that pleasurable experiences often are perceived as shorter in duration than they actually are. A comparison of the perceptions of the volunteers and the clients is:

	<u>Volunteers' Report</u>	<u>Clients' Report</u>
Mean	5.6	2.2
Median	5	2
Mode	5	2
Minimum	1	1
Maximum	12	8
Standard Deviation	2.6	1.9
Valid Cases	47	38
Missing Cases	18	1

The responses to the question: "What are some of the good things your volunteer does that helps you?" varied from none (18), to praise of the

volunteer (8), to specific answers. The following were some of the most frequent comments:

Volunteers are A-1, always a smile.
Nice people, courteous, very pleasant.
Service good, meals good.
A wonderful service, wonderful people.
The "angels" are very pleasant and cooperative.
Bring meal.
Will store food in appropriate place if not home.
Visited with spouse.
Send Valentine cards.
Flowers on Thanksgiving and other occasions.
Find telephone numbers.
Xmas goodies, cakes, etc.
Brings odd gift.
Brings reading material.
Posts letters.
Goes to bank for me.
Gifts at different seasons.
Stayed with me until ambulance arrived.

Less helpful things done by volunteers were "none": 87.5%, "food spillage": 9.4%, and "use of aluminum plate": 3.1%.

New things the volunteer could do that would help resulted in an answer of "nothing required" by almost all the clients (valid percent equalled 81.3) Many added comments such as:

Would interfere with meal delivery to others.
Too much to ask of the volunteers.
None. They don't have to because they have a delivery schedule to keep.

Only three suggestions were given: "mailing", "cut food when necessary", and "might inquire whether meal brought the previous day was alright".

Change

Suggestions for change were as shown in Table XIII.

TABLE XIII
Suggestions for Improvement

VALUE LABEL	VALUE	FREQUENCY	PERCENT	VALID PERCENT	CUM PERCENT
Nothing needed	1	10	25.6	28.6	28.6
Satisfied as is	2	2	5.1	5.7	34.3
Less food spillage	4	1	2.6	2.9	37.1
Better food	5	16	41.0	45.7	82.9
Specific item	6	1	2.6	2.9	85.7
Other	8	5	12.8	14.3	100.0
	9	4	10.3	MISSING	
TOTAL		<u>39</u>	<u>100.0</u>	<u>100.0</u>	

MODE 5.000

VALID CASES 35

MISSING CASES 4

Other included:

Previous caterer was better (2).
Meals better now (2).
Does salt free have to be diabetic?
Would appreciate extra food or meal on weekend.
Better quality for meats.
Improved packaging to lessen spillage.
Would appreciate improvement of the meals (3).
Food too bland.
More variety in desserts.

Nothing more was required of the volunteers. Improvement in "quality of food", "prevention of spillage", and "dislike of the aluminum plates" was expressed. The latter problem may be due to the fact that volunteers were asked to collect used aluminum plates for recycling and some clients expressed unfounded apprehension that the collection might be for reuse.

The questions re: "good things", "less helpful things", and "possible new things" done by volunteers resulted in effusive and enthusiastic praise of the volunteers, understanding of the needs of other clients, appreciation of the

basic tasks and all the extra things done by the volunteers, and an unwillingness to ask for more from those who so generously give of their time.

Location

Preference of location was overwhelmingly "at home". All 39 recipients answered. Twenty-nine preferred to eat "at home", 4 replied they had no option because they were unable to go out, and 5 replied they would like to eat out (some stipulated only occasionally). One answered he much preferred to eat at home but would enjoy an outing but not to eat out.

The investigator knows the advantages of socialization. The literature bears this out. The client does not want socialization in a group setting at mealtime. Once again, needs are in danger of becoming confused with wants. The prevention is simple: consult the user. One lady mentioned that poor sight resulted in spotted clothing and eating in a group would be embarrassing. One gentleman said occasional incontinence would force him to cancel Meals-on-Wheels if he were forced to eat in a group setting because he didn't always "smell too good." Another gentleman said his manners were not fit to eat in a group -- he had been eating alone too long and, besides, his dentures didn't fit too well. Some clients said they had no choice because they were unable to go out due to physical disabilities. There was general agreement that socialization should not be associated with mealtimes.

Comments

The comments were primarily food-related, although praise for volunteers and praise for Meals-on-Wheels were also expressed repeatedly. Table XIV shows the comments.

TABLE XIV
Comments

VALUE LABEL	VALUE	FREQUENCY	PERCENT	VALID PERCENT	CUM PERCENT
Food related	1	15	38.5	48.4	48.4
Praise for volunteer	2	6	15.4	19.4	67.7
Praise for service	3	8	20.5	25.8	93.5
Other	8	2	5.1	6.5	100.0
	9	8	20.5	MISSING	
TOTAL		39	100.0	100.0	

MODE 1.000

VALID CASES 31 MISSING CASES 8

The food-related comments (Table XIV) were mainly menu improvement suggestions. They were as follows:

A. Soups

More soups (2)

B. Entrees

Stuffing with roast pork

Same meats too often

Stew is tough

Serve pineapple slice with ham

Sausages please (2)

Meat pie

Ham back on menu

C. Vegetables

Salad (10)

Turnips and carrots mashed together (3)

Lettuce with dressing (2)

More greens

Beet root (pickled beets) (2)

Parsnips (3)
Carrots overused (2)
Coleslaw (2)
More tender green beans
Cut salads fine

D. Starch

Potatoes instead of macaroni (2)
Improve baked potatoes (2)

E. Desserts

Rice pudding with lots of raisins (5)
Bread pudding with raisins (4)
Fewer jellos (4)
Sago pudding
Banana loaf (3)
Fresh fruit (3)
Pie
Prune whip
English muffins
Carrot cake
Bread pudding
Raisin pie
All desserts with raisins
Fresh fruit salad
White cake
Custard
Apple turnover
Less chocolate pudding
More creamed desserts
Rice pudding

F. Other menu suggestions

More variety (6)
Substitute tartar sauce for white sauce with fish
Pickles
Strong cheese
Improve the gravy
More orange juice

Other comments were:

Same foods Monday/Wednesday/Friday - may cancel.
People are fortunate to have this service.
Volunteers are absolutely great.
Foods are tasty.
Delightful.
Prefer Meals-on-Wheels to food provided by my own children.
Swanson TV dinners are a better deal but I can't manage foil,
lifting, oven.

Not happy with meals but not readily mobile.

Meals are second grade. Use Meals-on-Wheels because TV dinners contain MSG which I cannot have.

Not able to get a hold of nutritionist at Meals-on-Wheels despite repeated calls.

Volunteers are wonderful people.

Flat noodles are difficult to manipulate; shells are impossible with fork because of oil. Meals-on-Wheels should ask clients about food needs, especially diabetics. Never asked by Meals-on-Wheels about this. Shouldn't oil vegetables. When pasta a main course - protein not adequate. Prefer 4 meatballs (they recently reduced this number). Would like potato with roast beef. Would like to have fruit not puddings, because of diabetes.

Service great. The meals are good. Delighted to have them but they could be a little more tailored to the receivers' tastes.

Appetite has improved with Meals-on-Wheels.

Pleased the service is available so we can stay in our own environment.

Homemaker service is not frequent enough to substitute for Meals-on-Wheels.

Have a flashlight to make sure oven temperature is right for reheating (blind except for peripheral vision). Quit drinking tea and coffee - up too much in the night. Have one drink with lunch and one with dinner.

Couldn't get along without Meals-on-Wheels. I understand you cannot cater to individual preferences, but couldn't you consult the group?

I think it's excellent and am very happy to have it because I feel so much better.

The suggestions regarding menu improvement were reasonable and most could be implemented without increased cost. Desserts requested were, for the most part, nutritionally sound. There is no excuse for jello on a menu for this clientele. Sausages are not expensive as a main entree. However, pickles and cheese are additions that would increase cost. They require no preparation and, therefore, should be provided by the clients themselves, although cheese and crackers for dessert might be economically feasible.

The other suggestions given or implied are also sound. They include consultation of the user, availability of nutrition advice, and more praise for the volunteers and the organization.

The unsolicited comments in praise of the volunteers and all the nice little extras that the clients mentioned, served to reinforce the conclusion that the volunteers are committed beyond the norm for voluntary organizations.

Limitations of the Study

Reliability was increased by precoding, training of interviewers so that they all asked the same question in the same way and in the same order, and recoding of 5 interviews by another student. Indications of reliability were identical results in the recoding and the similarity of answers received by all three interviewers.

Interviewer bias was reduced by careful selection of interviewers, training, and the use of three people instead of one.

As soon as one gets into verbal data, the question of validity arises. Three factors that affect validity in an interview are accessibility, cognition, and motivation. The respondents had the information and the experience of Meals-on-Wheels service was an ongoing one. They certainly were not lacking in opinion. Cognition was enhanced by using previously tested questions selected from two sources. Motivation was reaffirmed by initial decision to cooperate (signing of consent form) and the subsequent decision to continue (granting of interview). The knowledge that the interviewers and the investigator were engaging in an educational research project and were not collecting data for Meals-on-Wheels should have diminished any desire to ingratiate. The additional

unsolicited comments and the fact that there were only 43 missing cases for 741 responses (39 x 19) is indicative of their lack of fear, suspicion, embarrassment, or dislike. Validity should be assured by random sampling, pretested questions, and precoding, as well as consideration of the foregoing factors.

The limitations of the study were that the analysis of correlation between "rating of meals" and "variety" and "rating of meals" and "price" was based on a rather small number for Pearson correlation coefficients. Possibly the size of the sample may also be a limitation.

Generalizability

The findings should be representative of the entire population receiving Meals-on-Wheels in Vancouver and Richmond. However, the food preferences were so individual in nature that a similar study with a larger sample would probably be of even greater use in determining user preference of clients in Vancouver-Richmond Meals-on-Wheels.

Summary

Four things were repeated over and over again in the comments and the answers. Appreciation of the service and the volunteers was far greater than anticipated. Most recipients were unstinting in their praise for the volunteers. The second was an acceptance and understanding of the volunteers' problems and time constraints. The third was a forgiving attitude toward any shortcomings in Meals-on-Wheels service. The fourth was a mild disappointment in the actual food and an eagerness to offer suggestions for improving it. Quality was a subjective value judgment based primarily on preferences, although

a few clients were conversant with food service and offered some constructive suggestions based on knowledge of limitations of time, distance, and cost.

The areas where satisfaction was particularly high were with serving sizes, temperature of cold food, meal times, promptness of acceptance on Meals-on-Wheels service, cost, and of course, contact with volunteers.

Areas where there was room for improvement were variety, appearance, temperature of hot food, lack of opportunity for client input, and to some degree, a wistful comment that it would be nice if the volunteers had more time for socializing when the meal was delivered.

The one area where improvement is sorely needed is failure to consult the user. The clients welcomed both the social aspects of the interview and the opportunity to participate in evaluation of the service. Client input should be an ongoing process. It is not difficult. The clients were eager to cooperate. Assessment tools are available for food satisfaction which could readily be adjusted to be suitable for Meals-on-Wheels. Perhaps the interview form used in this study could serve as a model for obtaining client input.

The attitude of the volunteers expressed in Chapter 4 and the obvious rapport between clients and volunteers, indicated that it would be feasible to distribute questionnaires through the volunteers. If this were not suitable, in all probability the Volunteer Center could find individuals capable and willing to conduct interviews.

The implications of this data are two-fold. First, it could be used as a source of information for use in making improvements right now. Secondly, the findings could be used as a data base for future evaluations of Meals-on-Wheels client satisfaction.

CHAPTER 6: CAN ORGANIZATION THEORY HELP TO PROVIDE A BETTER MODEL OF ORGANIZATION?

Introduction

There is a lack of information on Meals-on-Wheels organizations in the literature. It was not possible to find a model there against which to measure Vancouver-Richmond Meals-on-Wheels organization. Furthermore, the concept of Meals-on-Wheels organization has not been worked out by other important constituents in B.C. who might have helped with the definition of role and function.

This study was not concerned with clarifying the assumptions about the social support role of Meals-on-Wheels. It was taken for granted that such a role was socially approved, though lacking in clarity. Possibly there could be further studies on Meals-on-Wheel's contribution to domiciliary care of the elderly, its cost effectiveness, and so on, but these issues were not dealt with here. The main focus was upon internal organization and management of immediate boundary problems, not on these broader political issues. The questions which were of concern to the investigator were listed in Chapter 1 as follows:

Who are the clients?

Have they changed over the years?

Are they satisfied with the food and the service?

Are the volunteers satisfied?

How can recruitment of volunteers be increased?

How can volunteers be retained?

Who are the staff? Are they a good fit for the organization and its purposes?

What are the goals of Vancouver-Richmond Meals-on-Wheels?

Do clients, volunteers, management, related agencies, and government view Meals-on-Wheels differently?

Is it an effective organization?

How does Meals-on-Wheels compare with recognized best practice organizational management theory?

Is improvement needed, and if so, what?

Two questions were added after observing the workings of the organization:

Why does it work even with deficiencies in management (i.e. planning, implementation, control, and evaluation)?

Are deficiencies due to lack of expertise or fear of change?

Chapter 5 showed that the clients were relatively satisfied, with the exception of certain foods, so it was decided to move from a client model to an organizational management model in order to provide a basis for diagnosis of Meals-on-Wheels.

It was thought that help in diagnosis of organizational problems might be found in the organization and management literature and so this was consulted. There is a considerable volume of organization theory literature, so it was decided to be very selective in using it, focusing only upon the areas identified in Chapter 3, assuming these to be most relevant to an organization in this class, namely a voluntary organization delivering food to peoples' homes. It was hoped to identify "best practices" by aligning Gordon's (1983) diagnostic model with that of Donabedian (1966), but to draw on volunteer literature as well.

Best Practices

Gordon is not preoccupied with models, but her book is clearly written and it was not difficult to pull out a model from it that was consistent with her writing and useful for diagnosis of Vancouver-Richmond Meals-on-Wheels. Most of the organization theory literature is concerned with manufacturing organizations, though some books discuss service industries. Thus, the concept that clients are inputs would not be considered in these terms except in specific publications about volunteer organizations (reviewed in Chapter 2). In organization theory, service to clients is part of the output and they would be considered at that end of the continuum, rather than as inputs.

Gordon's model, as interpreted by the investigator is:

Inputs

- Human Resources
- Motivation
- Materials
- Finance
- Management systems
- Goals

Process

- Materials flow
- Power
- Leadership
- Conflict
- Groups
- Communication
- Change
- Defense mechanisms

Structure

- Differentiation
- Integration
- Balance
- Controls

Outcome

- Quality of service
- Commitment

Satisfaction
Effectiveness

Gordon, and those quoted by Gordon, appeared to provide a relevant model for diagnosis. Volunteer literature was included in order to increase this relevance to Vancouver-Richmond Meals-on-Wheels.

Inputs

In Chapter 3, inputs were discussed under a series of subheadings namely: clients, volunteers, food, financing, and the organization. In Gordon's model, inputs are comprised of human resources, motivation, materials, finance, management systems, and goals.

Human Resources The four principles of scientific management are workers' selection, training, task analysis, and motivation. The importance of exposure to significant others and opportunity for upward mobility are common wisdom in human resource management. Gordon (1983) indicates that internal sources of recruitment, particularly employee referrals, are the most satisfactory source of personnel. Turnover is related to recruitment. Three recognized best practices for reducing turnover are realistic job previews, suitable training, and matching the job to the employee.

Motivation Motivation influences the prioritization of goals. Beveridge (1948) concludes that the prime motive in volunteerism is a specialist motive. It is a desire to make life happier for others by one's personal action. Carter (1974)

states that the most frequent motive in volunteerism is a mixture of altruism and self-interest. Briggs (1982) states:

Volunteers then, are distinctly different from paid workers, in that they value different aspects of a job assignment. People who are prospective volunteers arrive at the program's door, for the most part, not with overflowing altruistic motives, but with real needs for self-growth, for work experience, for building self-esteem, for enjoyment, for building relationships with others, for contributing to valued goals, for affiliating with an organization or its staff, and so on. (p. 4)

Francies (1983) categorizes volunteers' needs under seven headings:

1. The need for experience.
2. The need to express feelings of social responsibility.
3. The need for social contact.
4. The need to respond to the expectations of others.
5. The need for social approval.
6. The need for future rewards.
7. The need to achieve.

Motivation is a complex process. Gordon (1983) cited best practice as planned process which satisfies unmet needs, directs behaviour, evaluates performance, and provides rewards.

Materials Materials should be appropriate for the organization. They should result in a product that is competitive in the marketplace. Best practice involves careful planning by knowledgeable personnel. Part of this knowledge should be acquired by ongoing research.

Financial Resources All organizations require planning as part of their financial policy. Add-on budgeting is not recognized as proper planning. Program Planned Budgeting System is too complex for an organization with only one program. Zero Based Budgeting would be the most appropriate practice for Meals-on-Wheels.

Economic efficiency is the relationship between inputs and outputs. Best practice is the production of a given output at least cost. Volunteer literature emphasizes the importance of funding that does not destroy the freedom of the volunteer agency.

Management Systems Management systems should be consistent with (1) the demands of the organizational task, (2) external environment or technology, and (3) needs of the members of the organization.

Goals All organizations have goals, whether stated or implied. Goals are multiple. Every organization and every individual within the organization has more than one goal. Thus, prioritization of goals is essential for communication as well as measured outcome and evaluation. Management by Objectives is an organizational management theory that has remained in vogue longer than most.

Goals are essential for planning, management, and evaluation. Szilagyi (1981) lists the four criteria for good goals as clarity and specificity, timing, consistency, and achieveability. Goals should be clear and specific to all members of the organization concerning desired outcomes. In order to achieve the desired outcome, goals should specify a time frame so that all members of

the organization have similar expectations. Goals should be ordered by time frame, but much more importantly, by order of importance. Gordon (1983) adds to this that goals should be consistent with the boundaries imposed by the internal resources and the external environment. Goals should not be so difficult that they cause frustration, but they should be sufficiently difficult to stimulate improved performance. They should be worded in such a way that degree of attainment of the goals can be measured.

Conflicting goals may result in goal displacement. Best practice is a planned strategy for avoiding goal displacement. The more heterogenous the goals, the more complex the structure required to respond to them. Removal of uncertainty as to official and operative goals reduces goal displacement.

Inputs will not result in goal achievement unless appropriately utilized.

Process

Process is the way inputs are transformed into outcomes. The investigator concentrated on those processes relevant to volunteer organizations such as Meals-on-Wheels. Process encompasses many facets of the organization. The discussion in this study will be limited to materials flow, power, leadership, role conflict, groups, communication, change, and defence mechanisms.

Materials Flow With the advent of the computer, tools and techniques for flow of materials have changed. The tenets have remained the same. Production should be integrated into the system, not tacked-on. Area managers should be consulted regularly. Observation must be ongoing. Feedback is essential to

effective production. Production must be appropriate for the environment (e.g., type of work force).

Power Under power, Gordon discussed a number of ideas about relationships which seemed particularly pertinent. Many theorists use the term power to describe social relationships or mutual dependence or influence. Power can be coercive, remunerative, or normative. It has three dimensions: weight, domain (number of persons affected), and scope (range of behaviour determined). Sources of power vary. They are often multiple. Bacharach and Lawler (1980) identify five bases of power. Legitimate power derives from the individual's position in the organization. Expert power occurs because the individual possesses special knowledge. It can be formal (e.g., the physician) or informal (e.g., the indispensable secretary).

Referent power arises when an individual aligns with a powerful person. Reward power stems from an individual's control over rewards (salary, work assignments, promotions). Coercive power occurs when the individual has sufficient authority to arouse fear in others. Bacharach and Lawler's (1980) description of bases of power was almost identical to Gordon's (1983).

Perrow (1963) claims an organization will be controlled by those individuals who perform the most difficult tasks. The characteristics of this dominant group will determine major operating policies, and thus organizational goals. Sometimes two or more groups share power.

Cumming (1968) regards best practice as symmetry of control between the client and the agency. The client has the balance of power when the organization seeks the client, the wait for service is short, the client is

screened individually instead of in a group, the client has the freedom to quit the agency, pays for the service, and is served by a supportive (rather than a controlling) agency. The agency has the balance of power when in-referral has a long scalar configuration, the client is seeking something scarce, the client seeks the agency, the agency controls entrance, the wait for service is long, and the agency is supplying a specialized service not available elsewhere.

Kotter (1983) suggests best practice to be the reduction of job-related dependence so that managers do not feel the need to spend great energy and vast quantities of time on gaining, maintaining, or using power.

Leadership Some theorists believe certain personality traits predict effective leadership. This trait theory has not proven to be very reliable. Some theorists propound behavioural theory. This can be viewed as production-oriented versus employee-oriented. It can also be categorized by leadership style. Is the leader's style authoritarian, democratic, or laissez-faire? Theories of single best leadership style do not stand up well to empirical research. The contingency theory, which Gordon advocates as best practice, postulates that appropriate behaviour depends on the circumstances at a given time.

Multiple leadership is not regarded as ideal, but if it does exist there are theories of best practice for this contingency. Perrow (1963) discusses multiple leadership in volunteer organizations. This tends to occur when goals are multiplistic, lack precise criteria for achievement, and allow considerable tolerance with regard to achievement. Other situations that foster the emergence of multiple leadership concern groups. If the interests of the group

diverge, or if each group has the power to protect its own interests, then multiple leadership may occur. If this multiple leadership exists, it requires facilitating leadership. Best practice in this situation is someone who will keep explosive issues from erupting and can maintain easy relationships among the groups. These are facilitated by maintaining an open door policy, socializing with the workers, and keeping communication channels open. Multiple leadership relies on accommodation. It requires that those involved put a premium on harmony.

Conflict Role conflict or confusion is a source of stress. It stems from a number of situations. It can result from inappropriate structure. It can occur when there is conflict in the expectations of the authoritative body. It occurs when different people have different expectations of the leader. It occurs frequently when the leader has conflicting roles.

Personal role conflict results when a leader is expected to violate personal values. Conflict can result when a leader is expected to fill too many roles. Role ambiguity and the role of integrator with too many facets often contribute to leadership stress. Individuals occupying positions at the organization's boundaries are potentially susceptible to conflict. Best practice is to reduce stress by reducing or eliminating as many of the foregoing causes as are feasible.

Conflict within the organization can be lessened, if not resolved. Lawrence and Lorsch (1968) offer three prescriptions for resolving conflict. They present confrontation as the best practice. The discussion of differences and working until a solution is found are far more effective than using power to

win a point or smoothing over differences. They also recommend an effective system of organization — one in which decision-making is at those levels where the knowledge about the factors affecting decisions are located. The use of integrators is an effective way of resolving conflict. Allan (1967) offers two additional solutions. He suggests that improving upwards and downwards communications flow and rapid response to divisional requests reduce conflict.

Groups Group interdependence can be pooled, sequential, or reciprocal. Groups have different perceptions. They tend to have different goals and social orientations. Individuals within the groups differ. Little wonder that conflict exists. Members of cohesive groups are more capable of dealing with stressful situations than members of loosely structured groups. Competition, forcing, and avoidance have limited effectiveness, and then only under certain circumstances. Compromise may result in sharing positions, but it does not maximize satisfaction of any group. Collaborating and accommodating appear to be the best practice under most conditions.

Communication Communication accuracy is often poor. Receivers filter information through their personal perceptual and attributional processes. Lower status members in an organization tend to suppress the upward flow of unfavourable information. Interpersonal relationship between sender and receiver affect accuracy of communication.

Gordon's (1983) concept of best practices of communication are:

1. Use descriptive, not evaluative speech. Do not imply that the receiver needs to change.

2. Do not try to control the listener. Use a problem-oriented approach.
3. Be honest and spontaneous. Do not try to conceal strategy or true purpose.
4. Show empathy for the listener. Acknowledge the legitimacy of the listener's problem.
5. Express equality rather than dominance.
6. Avoid being dogmatic. Be open to change.

Change Particular attention was paid to the volunteer literature on change. Wolfenden (1978) believes the voluntary movement is a living thing; changing, some being born, some dying. Carter (1974) envisages volunteer organizations changing and improving in administration, decision-making, priority-setting, and communication. Mintzberg's (1979) theory illustrates that change is essential to survival. Change is inevitable. Forces for change are both external and internal. Change is rarely a welcome process. It is usually resisted because it is inconvenient, disrupts social interactions, and generates fear of the unknown. Best practices include accepting the inevitability of change, identifying the causal elements, and planning the implementation of it. Evaluation provides the tool for corrections during the process. Kaluzy and Hernandez (1983) suggest best practice to be to identify the type of change as rational, resource dependency, or population ecology. The nature of the task, internal resources, structure, and values will affect the responses to change. Increased knowledge about the type of change will determine the combinations of strategy. They suggest best practice to be re-education, persuasion, facilitating, and coercion.

Defence Mechanisms Gordon (1983) suggests that demand by external elements can be reduced by reducing dependence on those elements. Carter recommends self-evaluation. Beveridge (1948) illustrated the efficacy of showing a social need for the organization. Strong statements such as his, "We need philanthropy to make and keep something other than personal gain as the dominant force in society" or the media's "We need to increase health care in B.C." are believed by some of the people some of the time -- veracity notwithstanding.

Perrow (1963) shows that avoidance of goal setting is a defence mechanism. He states that one of the consequences of the accommodation of group interests under multiple leadership is the avoidance of long-range planning. By avoiding the question of what is its distinctive competence and its responsibility, the organization is no longer a means for achieving goals that are rationally established and publicly offered for community inspection and support. Defence mechanisms are seldom discussed in the literature from the viewpoint of justification.

Structure

Most volunteer organizations have complex structures. There are a number of ways to analyze structure. Some theorists place more emphasis on structure than others. The type of structure the organization develops is influenced by the environment and the organization's technology. Some theorists believe diagnosis of appropriateness of an organization's structure is by its goals. There are reliable theories of structure to be found in all four schools of management thought: classical, behavioural, scientific, and contingency. Most use diagrams to explain structure.

Mintzberg (1979) provides five, and possibly six, paradigms by which to analyze structure. He divides the organization into five basic parts: operating core, middle line, strategic apex, technostructure, and support staff. He shows the relationship to each of these parts of coordinating mechanism design parameters, key part, and contingency factors. Best practice in this model is appropriate structure for size, age, environment, technology, specialization, complexity, markets, etc. His organization paradigms show the extent and manner in which division of labour occurs and the nature of formal coordinating mechanisms.

As far as volunteer organizations such as Meals-on-Wheels is concerned, Mintzberg (1979) would recommend the divisionalized form of structure. However, this type of analysis has limitations for volunteer organizations, so other models for analyzing structure were sought.

Some of the organization theory is mainly concerned with internal response to boundary situations.

Lawrence and Lorsch (1967) present structure as relationship to environment. They show that market information, scientific information, and technology have different degrees of certainty, rates of change, and time span of feedback. They view best practice as synerism balance between differentiation and integration. Gordon (1983) supports Lawrence and Lorsch's (1967) theory.

Differentiation Potential for conflict is related to the degree of organizational differentiation. People work together but have different ideas about problems. Differentiation can be measured by formalization of structure, goal

orientation, time orientation, and interpersonal orientation. Formal rules and regulations accompany a tight span of control. Goals can be oriented towards different parts of the environment. They may be concerned with markets or science, or they may be concerned with internal factors of cost quality efficiency. Time orientation may be short- or long-term. Interpersonal relationships are a measure of differentiation. Emphasis can be on work itself or it can focus on relationships with others. Lorsch and Lawrence state that orientation should be consistent with the organization's task environment. Differentiation is important so that management can deal effectively with other parts of the organization.

Integration The nature of volunteer organization is to be free and independent. Enterprise comes before coordination. Volunteer agencies find integration difficult. Beveridge (1948) claims that no central body should be established to break or weaken the connection between volunteer agencies and government departments which wish to use them. Coordination and consultation must be free, not forced. Integration is achieved by rules and procedures, mutual adjustment, face to face contact, and the use of individual integrators. If a division of an organization is doing well, management feels less need for integration.

Balance There is an inverse relationship between differentiation and integration. How can synergy be achieved? Best practice indicates three criteria for this. The whole should be greater than the parts. The structure should be appropriate. Behaviour for managing conflict should be appropriate. Mechanistic management systems have characteristics similar to those described in the

scientific and classical management tradition. Mechanistic management is appropriate for stable conditions. Organic management systems are more flexible. They are loosely structured. They allow more employee influence over decisions than mechanistic systems. They are appropriate for changing conditions. Best practice in organizational structure is consistent with the demands of the organizational task, consistent with its external environment or technology, and consistent with the needs of the members.

Controls Both external and internal controls exist. Cumming (1968) states:

Support has the diffusely positive quality of encouragement or reward...control always has at least the overtones of punishment. (p. 6)

She claims best practice occurs when external informal controls are symmetrical.

The degree of internal control associated with Japanese business organizations appears to be the ideal. The theorists have not found a satisfactory means of reconciling this with North American culture. Best practice would appear to be alignment of goals between the organization and the individual (Cubert & McDonough, 1980). This should be achieved by support rather than by control.

Outcome

Outcomes are the end product of inputs, process, and structure. According to Gordon, they encompass quality of service, commitment, satisfaction, and effectiveness.

Quality of Service In order to survive, an organization must produce an outcome that is acceptable in the marketplace, in a reasonable time frame, at a price and quality that are competitive. There are two models of supply and demand. One is the market model in which demand is consumer-induced. The other is the medical model in which demand is partially supplier-induced and third party payment exists. In the latter model, demand expands to fill supply. The market model is best practice in organizational theory because resources are finite.

Donabedian (1966) base measurement of quality of service on actual care provided, actual care perceived, and capacity of providers to provide care. He cautions that best care for an individual may not be best care for the community.

Commitment There is a dearth of literature on the subject of commitment. This may be because it is assumed volunteers are committed. It may be because it is common wisdom that a high degree of commitment of the personnel is fundamental to a high degree of success of the organization.

Satisfaction Satisfaction is the degree of feeling of contentment felt by a person toward his organizational role or job. It is the degree to which individuals perceive they are equitably rewarded by various aspects of their job situation and the organization to which they belong. Theorists relate satisfaction to meeting needs. Early work relating to needs was pioneered by Maslow and also by Drucker. Francies (1983) related the needs-satisfaction theory to volunteer organizations. Satisfaction occurs when unresolved needs are met and recognition of contributions are fulfilling. Empirical experiments show high

satisfaction to be directly related to high productivity. Best practice strives for a high degree of satisfaction. Measurements used in this study were designed to provide information on satisfaction for both the volunteer and the client.

Effectiveness Organizations pride themselves on their effectiveness. Pondy (1977) argues that effectiveness cannot be measured accurately. Gordon states common measurements in use today are productivity, efficiency, adaptation to change, stability, goal attainment, turnover, motivation, employee satisfaction, client satisfaction, profit, growth, etc. Perhaps the best measurement of effectiveness is survival.

Summary

It would appear that organizational management theories can be useful in achieving a better understanding of the Meals-on-Wheels volunteer organization.

Inputs, process, structure, and outcome are all interrelated. The foregoing categories will be used to analyze these components of Vancouver-Richmond Meals-on-Wheels. This model will be used to examine actual practices as they presently exist.

CHAPTER 7: A COMPARATIVE ANALYSIS OF ACTUAL PRACTICE AND BEST PRACTICE

Introduction

It was concern that the management systems in Vancouver-Richmond Meals-on-Wheels were deviating from "best practices" in organization theory that led to this analysis. While structure was of some concern, meeting all members' needs seemed to be a greater problem. Members are taken to be clients, volunteers, staff, and sponsors. Since voluntary organizations are a variant on most of the organizations studied by theorists, particular attention was paid to the incorporation of ideas from the voluntary organization literature where appropriate volunteer organizational theory is similar to organizational management theory in general. One major difference is that volunteer organizations are dependent on free labour. Obtaining and keeping this free labour is a major preoccupation of all volunteer organizations. Much of management's energy is directed toward keeping the public's goodwill by creating a good public image. Behind this nice front often lies organizational chaos. Most volunteer organizations are slow to do anything to resolve this mess. This is easily understood when the goal of survival, which is such a high priority in all organizations, is dependent on perception by outside organizations, government, and volunteers. This difference in dependency is frequently overlooked and may explain why volunteer organizations appear constrained to prove continually the legitimacy of the organization.

Another major difference between business organizations and volunteer organizations is perceived ownership. In a business organization, ownership is defined and the degree felt by an individual is to a great extent dependent of

his defined role rather than his assumed role. In a volunteer organization, ownership is certainly perceived, but by all manner of individuals. The area chairmen and drivers feel a great deal more ownership than a corresponding middle manager in business or a direct care giver in a hospital. Their place in the organizational structure has far less influence on their degree of perceived ownership and hence on their perceived authority to set goals.

Although major differences exist, the similarities far outnumber the differences between volunteer and other organizations.

Actual practices in Vancouver-Richmond Meals-on-Wheels are now compared with organizational management theory best practices as they relate to volunteer organizations. Table XV provides a summary of the findings. Actual practice, as it occurs in Vancouver-Richmond Meals-on-Wheels, will be discussed in detail following Table XV. Similarities and differences will be discussed in Chapter 8.

TABLE XV

COMPARATIVE ANALYSIS

CATEGORIES	PRESCRIPTIONS FOR ORGANIZATIONAL THEORY RELATING TO VOLUNTEER ORGANIZATIONS	ACTUAL PRACTICE IN VANCOUVER- RICHMOND MEALS-ON-WHEELS
	<u>Inputs</u>	
<u>Human Resources</u>	Employee referrals Suitable training Exposure to significant others Opportunity for upward mobility Realistic job previews Job matched to employee	15% haphazard yes encouraged selected categories only yes
<u>Motivation</u>	Satisfy unmet needs Planned process for satisfaction Direct behaviour Evaluate performance Provide rewards	yes no no no some
<u>Materials</u>	Appropriate for the organization Competitive in the marketplace Planning by knowledgeable people Research	yes yes not well utilized no
<u>Financial Resources</u>	Zero Based Budgeting Least cost for meals Autonomy maintained	Add-on-budgeting Yes Yes
<u>Management Systems</u>	Consistent with organizational task Consistent with external environment Consistent with needs of members	no yes unknown
<u>Goals</u>	Written Clear and specific Priorized Consistent with boundaries Achievable Certain	no no no yes unknown, presumed yes no

TABLE XV (continued)

COMPARATIVE ANALYSIS

CATEGORIES	PRESCRIPTIONS FOR ORGANIZATIONAL THEORY RELATING TO VOLUNTEER ORGANIZATIONS	ACTUAL PRACTICE IN VANCOUVER- RICHMOND MEALS-ON-WHEELS
	<u>Process</u>	
<u>Materials Flow</u>	Integrated into the system Area managers consulted On-going observation Feed-back Production suitable to work force	yes partially yes poor yes
<u>Power</u>	Symmetry of control Reduce job-related dependence	ideal no
<u>Leadership</u>	Facilitating multiple types Open door policy Socialize with workers Keep communication channels open Emphasize harmony	confrontational reduced no low priority no observable attempt
<u>Conflict</u>	Reduce causes Confrontation Decision-making at level of knowledge Use integrator Communications Respond promptly to area requests	no within groups partially insufficient by coordinator requires improvement partially
<u>Groups</u>	Collaborate and accommodate	not enough
<u>Communication</u>	Non-controlling Non-accusing Open and honest	no yes partially
<u>Change</u>	Re-education Persuasion Facilitating Coercion	no no little yes

TABLE XV (continued)

COMPARATIVE ANALYSIS

CATEGORIES	PRESCRIPTIONS FOR ORGANIZATIONAL THEORY RELATING TO VOLUNTEER ORGANIZATIONS	ACTUAL PRACTICE IN VANCOUVER- RICHMOND MEALS-ON-WHEELS
<u>Defence Mechanisms</u>	Self-evaluation Low dependence on external elements Show a "need" Avoid goal setting	no yes yes yes
<u>Differentiation</u>	<u>Structure</u> Degree of formalization Goal orientation Interpersonal orientation	low people-oriented yes
<u>Integration</u>	Rules and regulations Face-to-face contact Individual integrators	increased attempts little area chairmen -- yes coordinator -- insufficient
<u>Balance</u>	Task Environment Needs of the members	partially yes no
<u>Controls</u>	Symmetry of informal controls Support versus control	excellent insufficient
<u>Quality of Service</u>	<u>Outcome</u> Acceptable in the marketplace Reasonable time frame Competitive price Competitive quality Market model Care provided Care perceived Capacity to provide care	fairly yes yes yes but could be improved yes outstanding very good under utilized

TABLE XV (continued)

COMPARATIVE ANALYSIS

CATEGORIES	PRESCRIPTIONS FOR ORGANIZATIONAL THEORY RELATING TO VOLUNTEER ORGANIZATIONS	ACTUAL PRACTICE IN VANCOUVER- RICHMOND MEALS-ON-WHEELS
<u>Commitment</u>	The higher the better	high
<u>Satisfaction</u>	Planned process to promote satisfaction	none
<u>Effectiveness</u>	Productivity	not known
	Growth	decline
	Turnover	not known
	Motivation	high
	Goal attainment	presumed
	Volunteer satisfaction	work - yes; organization - probably
	Client's satisfaction	moderately high

Actual Practices

Inputs

The five categories of human resources, motivation, materials, management systems, and goals will be used to recount actual inputs in Vancouver-Richmond Meals-on-Wheels.

Human Resources Human resources includes clients and employees, as well as volunteers. Subsidies give the organization a price-advantage in the marketplace. The social support aspect makes it a unique service not available elsewhere. However, the existence of the organization is dependent on there being clients to serve. Clients have the option of leaving the service. Unless clients are regarded as being a valuable source of input, satisfaction could be such that client members decrease. Meals-on-Wheels subsidies and criteria for entry to the service make Meals-on-Wheels less than a pure market-model. Under these circumstances, process should include input from the clients.

Recruitment of paid employees does not appear to be by internal referral. Lack of job descriptions for paid office staff decreases the probability of realistic job previews. Recruitment in a volunteer organization such as Vancouver- Richmond Meals-on-Wheels is primarily non-selective. Publicity is aimed at the type of volunteers the organization is seeking. However, none are rejected and few are deliberately discouraged from becoming active volunteers. The area depots foster close association with significant others. The shortage of area chairmen and day captains provides constant opportunity for upward mobility. The organization encourages this progression from server to driver, to day captain, to area chairman.

Only 15% of the volunteers were obtained by volunteer referrals. One-third just offered their services. The remainder were channelled through outside sources. The job was matched to the volunteer insofar as the volunteer was able to choose the type of position he wished to fill. Realistic job previews were rare, except for screeners and PWA drivers. Training was haphazard. No data were kept on turnover.

Motivation Francies' (1983) seven categories of needs appear to be met by the nature of the work. In the present situation of high unemployment, many young people use volunteerism as a learning experience. Quite often it resulted in breaking into the job market after two to three months. The need to express feelings of social responsibility (i.e., altruism) was evident over and over again. There were repeated instances of home baking, cards, flowers, minor repairs, and social visits. The goal of social contact was not so evident. Most volunteers were busy people. Many were retired, however, but they were predominantly the active retired. Many expressed regret that they were not able to spend more time in this particular form of volunteerism. Less than 2% replied that their prime source of satisfaction was contact with other volunteers. The need to respond to the expectations of others was typified by those who replied they joined in answer to a call for help. The need for social approval was more difficult to observe. It was typified by the volunteer who found need satisfaction in the recognition of her work from the pulpit. The need for future rewards became evident in the number who joked that it was "their turn" next. The need to achieve, or goal orientation, was expressed by those who found doing a job well to be their prime satisfaction.

The task itself provided satisfaction. Helping others and client appreciation were the main sources of satisfaction.

Meals-on-Wheels does not place much emphasis on motivation. Management is not concerned with planned processes which satisfy unmet needs, perhaps because most of these needs are being met. It does not attempt to direct behaviour by motivation. There is no evaluation of performance. Rewards are minimal. Volunteer week was instituted by an outside agency. Ten-year pins are a tangible reward, but ten years is a long time to remain motivated before recognition by the organization.

Materials The food is wholesome and nutritionally correct. The quantity is good. It is appropriate for the organization. Management has not conducted any evaluation to determine if it is appropriate for the clientele. The price is competitive. It would be impossible to purchase a TV dinner, soup, juice, and dessert for three dollars. The organization is deficient in personnel trained in food. It relies solely on outside sources for food production and special diets. It does not use these sources as effectively as it could.

Best practices of planning by knowledgeable personnel and ongoing research are considered unnecessary by Meals-on-Wheels.

Financial Resources One of the major reasons for area group coalition was to obtain government funding. When Vancouver-Richmond Meals-on-Wheels received its first grant from the government in 1977, it relinquished its fund raising rights. This did not prohibit the organization from accepting gifts, donations, or bequests. Autonomy has been maintained by spreading funding sources over

three areas -- municipal, provincial, and private -- and thus decreasing dependency upon any one external element. In addition, grants allow less external control than other forms of government funding. The charge to the client is highly competitive. The clients' payments of three quarters of the cost is a major factor in the good balance of control between agency and client that Cumming (1968) recommends as best practice. The major hurdle to obtaining an increase in grants and, thereby, cost containment for the client, appears to be Meals-on-Wheels system of budgeting. Requests for funding are based on add-on budgeting rather than Zero Based Budgeting.

Management Systems The management system used is not necessarily the most appropriate for the demands of the organizational task. Decision-making should be at those levels where the knowledge about the factors affecting decisions are located. The area chairmen have this knowledge but their input into decision-making has been reduced. Meals-on-Wheels is consistent with its environment. It employs successful defence mechanisms to prevent encroachment. There is no attempt to ascertain whether it is consistent with the needs of the members. Clients wanted input and were eager to cooperate in any evaluation.

Goals Goals are not written. They are not prioritized. The volunteers are uncertain about the goals of the organization. Since they are not clear or precise, no one knows if they are achieved. This ambiguity is a prime defence mechanism of management. The goals do appear to be consistent with boundaries.

Process

Materials Flow Production is integrated into the system. The process for determining numbers and types of meals, movement of meals, and delivery is well thought out and carefully followed. Meals are produced and delivered on time. Production is suitable to the workforce. Area managers are not consulted as regularly as best practice dictates. Observation is ongoing. Feedback is poor.

Power There is symmetry of external control between the agency and the client. The client seeks the agency, but other agencies seek the client and refer them. Meals-on-Wheels has control over entrance, but exercises this control loosely. Threat of expulsion is low. Wait for service is short. The clients are interviewed individually and the hierarchy for gaining entrance is flat. The client has total control over exit from the service. Meals-on-Wheels is not a sorting and screening agency. The client pays a fee. Meals-on-Wheels does have a monopoly on this type of service.

Internal control by the coordinator is not as ideal. VON keeps her job-related dependence high. The structure fosters multiple leadership.

Leadership Lack of goal specificity has resulted in multiple leadership. The groups are able to protect their own interests because volunteers can quit when they wish. Area chairmen have considerable power because it is difficult to fill these positions. Given this existing structure, facilitating leadership is best practice. This philosophy is not evidenced by observation. The coordinator does not keep an open-door policy. She does not visit the area depots. She rarely comes in contact with the volunteers, either in the work situation

or in planned social situations. Communication with volunteers is low priority. Harmony is not an expressed goal.

Conflict The coordinator's role conflict has multiple causes. She perceives herself to suffer from role overload, which may be only role ambiguity. VON does not provide clear signals regarding its expectations. It has not made clear to the volunteers the extent of the coordinator's authority and decision-making role. These causes can be almost eliminated. This would leave only the stress of the integration role, which could then withstand increase. The coordinator does not utilize collaboration and accommodation as the main practice in dealing with the various groups.

Groups Conflict resolution within the area group is by discussion of differences and working until a solution is found. Conflict is minimal within any given group. This type of confrontation is used between area groups. It is not employed to lessen conflict between the groups and the coordinator. Decision-making is coming more under the jurisdiction of the coordinator, although much decision-making still occurs at the level of contact with the client. The attempt to wrest this power from the area groups is causing conflict. Area chairmen do not perceive rapid response to their requests. Communication is poor — especially upwards communication. The coordinator does not make the most of her integrator role in dealing with the groups.

Communication The monthly newspaper has been discontinued. The coordinator has reduced the number of Advisory Committee meetings. Information is not forth-

coming to the area chairmen about client subsidies, nor about amounts and sources of donations. No one acknowledges the legitimacy of their request for this information. Over a quarter of the other volunteers wanted more information about the organization. There is no follow-up to provide them with information on clients lost from the system.

Change Change is resisted by the organization. Data collection is not deemed necessary. Re-education, persuasion, and facilitation are not common practice. When change does occur it is usually by coercion -- and that is usually not successful (e.g., payment one month in advance).

Defence Mechanisms Dependence on external elements is kept to a minimum. The services of the Vancouver Health Department are under-utilized. Investigations and studies of Meals-on-Wheels are discouraged. As previously discussed, goal-setting is avoided. The "need" is shown by frequent public relations events. Self-evaluation is rejected, despite the fact that established instruments exist.²

Structure

Lorsch and Lawrence's (1970) theory of differentiation -- integration will be used as a model to discuss the structure of Vancouver-Richmond Meals-on-Wheels.

²Volunteers Feedback forms for volunteer motivation profile, staff reaction, self-assessment for volunteer coordinators and directors.

Differentiation There is sufficient differentiation for management to deal effectively with the volunteer portion of the organization. Differentiation among the paid office personnel is so low that ambiguity of task assignments has resulted. Differentiations in the entire organization is very low if measured by degree of formalization. Formal rules and regulations are sparse. The span of control is loose. Goal orientation is client-oriented.

Integration The coordinator perceives need for improvement. This is evidenced in her attempt to increase integration. She is attempting to impose rules and regulations (e.g., minimum two weeks service). The use of area chairmen as integrators is inherent in the structure of the organization. This role could be greatly improved. The coordinator has little, if any, face-to-face contact with other volunteers. The coordinator's integrator role is primarily with the media.

Balance The structure is reasonably consistent with the external environment. The demands of the organizational task require greater differentiation in the main office in order to be consistent with the organizational task. Behaviour of management is not consistent with the needs of the members of the organization.

Controls Using Cumming's (1968) analysis, Vancouver-Richmond Meals-on-Wheels can be classified as a client-oriented protective-controlling agency. Symmetrical external controls exist between the organization and the client.

Internal controls are, of necessity, low. Volunteers can leave the organization and give their volunteer time elsewhere. Meals-on-Wheels management does not place sufficient emphasis on support for volunteers.

Outcome

Quality of Service The service is fairly acceptable in the marketplace. Meals-on-Wheels has survived for fourteen years in Vancouver-Richmond. The numbers of clients increased steadily until 1982. Since then, it has declined. In 1984 it was below the 1979 level. This is not consistent with an environment in which the age of the population is increasing annually. The acceptability problem is one of food preferences, not of volunteers' inputs. The time of delivery is acceptable to the clients. The price is considered very fair by those receiving the meals. The quality of the food is rated as good to excellent by less than two-thirds of the clients.

The market model of supply and demand is still in existence. Money received as grants results in lower control and accountability than other types of government funding. The care provided is outstanding. The care perceived requires more suitable food. The volunteers are capable of providing more than that required of them.

Commitment The commitment of the volunteers is extremely high. They are more committed to the clients and their area group than to the organization as a whole.

Satisfaction The volunteers felt a high degree of satisfaction towards their roles. Less than ten percent perceived recognition from management. Recognition was primarily from clients and other volunteers. The clients expressed extremely high satisfaction with the volunteers and the service in general. They were not as satisfied with the food. There was no planned program by management for promotion of satisfaction for either group. This study is the first evaluation to determine whether or not either group is satisfied. No regular follow-up is attempted when clients quit the service to determine whether or not satisfaction was a factor in their decision to stop receiving meals.

Effectiveness Productivity, if measured by ratio of volunteer to client, is not out of line with the rest of the province. Productivity, if measured by clients' perception of the quality of contact with volunteers, was outstanding. It is impossible to measure productivity without goals. Productivity is assumed by management to be good because all the meals are delivered on time every day. This is a questionable measure. Vancouver-Richmond Meals-on-Wheels is not growing. It has declined for the past two years. Turnover of volunteers is not known, nor is it a concern of management. Management is not concerned with increasing motivation. Management assumes the implied goals are met. Goal attainment cannot be measured unless goals are defined. Volunteer satisfaction is high. This is not due to management planning. Client satisfaction is high. This is due to the volunteers more than the food.

Summary

The field of organizational theory is so vast that a discussion of all aspects would not be within the scope of this study. Therefore, using the Gordon model as a guide, only important segments applicable to Meals-on-Wheels were selected for discussion. In some instances there are sound reasons for departing from best practices. Areas where paradox or weakness exist will be discussed in Chapter 8.

CHAPTER 8: MAJOR DIFFERENCES IN THEORY AND PRACTICE

Major Differences

This chapter examines the major differences between Vancouver-Richmond Meals-on-Wheels actual practice and organizational theory best practice and offers some reasons why these differences occur.

The major differences that occur between Vancouver-Richmond Meals-on-Wheels and organizational theory best practice as it relates to volunteer organizations will be organized by Gordon's (1983) model of inputs, process, structure, and outcome. Those headings under which major differences do not occur will be omitted.

Inputs

Major differences existed in certain aspects of human resources, materials, finance, management systems, and goals.

Human Resources Only 15% of the volunteers who replied to the questionnaire had been recruited by volunteer referral. Best practice indicated employee referral provides the most satisfactory personnel. Until this study was completed there was no data to indicate sources of volunteers. The coordinator had no knowledge of how many active volunteers there were in the organization. It is difficult to imagine an organization that does not have a list of its workers. There was no planned program of training for paid office staff, area chairmen, day captains, drivers, or servers. The area chairmen have not received instruction or equipment for training other volunteers. Written information for volunteers was sketchy and out-of-date. Meals-on-Wheels pamphlets emphasized the program,

rather than volunteers' tasks. Job previews for screeners and PWA drivers were realistic. For other categories of volunteers, job previews appeared to be limited to individual opinions of those referring them, if they occurred at all. With the exception of those referred by the Vancouver Volunteer Centre (an estimated 10%), formal job previews did not exist for four categories of volunteers.

There was no planned process in Vancouver-Richmond Meals-on-Wheels for increasing volunteer satisfaction. Most organizations expend considerable effort to meet their members needs. Vancouver-Richmond Meals-on-Wheels did not attempt to direct the behaviour of the volunteers, except, perhaps, that the area chairmen did so when there was a clash of opinions between them and the coordinator. Meals-on-Wheels did not attempt to evaluate performance. Thus, the basic tool for determining the need for directing behaviour was non-existent.

Materials Planning by knowledgeable people was not well utilized. The Vancouver Health Department has dietitians with the expertise to assist in menu planning, temperature control, assessment of quality of food, assessment of client satisfaction, and nutritional status of the clients. The service is readily available to Meals-on-Wheels. Dietitians are very generous with their time and expertise. There are numerous retired dietitians in Vancouver, yet no attempt has been made to recruit this category of volunteer. Dial-a-Dietitian is a local service without any charge. The coordinator has not consulted it even on specific problems; nor has she referred those clients who have questions about their special diets. Free expert advice is usually eagerly sought, as many an

accountant will confirm. Best practice proposes utilization of expert advice. Research on food services and nutrition is available. Books, journals and magazines pertaining to these subjects were absent from the library on the premises.

Financial Resources. The major difference between best practice in organizational theory and actual practice in Meals-on-Wheels was the system of budgeting. Add-on budgeting, as practiced by Meals-on-Wheels, does not provide as much credibility as Zero Based Budgeting when seeking increased grants from government sources.

Management Systems The organization did not know who its members were, let alone their needs. Therefore, it is impossible to state whether or not the management system is consistent with the needs of the members. Areas of decision-making were ill-defined. It is expedient for members of even volunteer organizations to have some type of mandate regarding the areas in which they are responsible for making decisions. The area chairmen appeared to lack this mandate. The considerable knowledge of the area chairmen was not consistent with their reduced decision-making role.

Goals Clear, precise, prioritized, written goals were lacking in Meals-on-Wheels. Organizational theory best practice is adamant about the importance of goals. Official goals were uncertain. Operational goals were to provide food, improve nutrition, supplement social support, and prevent institutionalization. No one was certain which goal was the most important. These operational goals were sufficiently consistent with boundary organizations to avoid open conflict

and take-over attempts. Whether or not they prevent duplication of service does not appear to be a concern of the Vancouver Health Department or Long Term Care.

Process

Materials Flow External power and defence mechanisms were the portions of process that most closely resembled organizational theory best practice. There were major differences in internal power, leadership, conflict, communications, and change.

Power Balance of external controls between client and organization approached the ideal. Internal power did not. The coordinator's job-related dependence was high. Her base of power narrow. She lacked remunerative power. What rewards existed were universal. She had very little expert power. She had no training in dietetics, social work; or nursing. Many area chairmen felt they had equal expertise in management. Her coercive power was limited to the paid office personnel. The volunteers had nothing to fear. Some referrent power was derived from her association with the director of VON. She did have legitimate power because of her position, but even this was diluted because area chairmen performed the most difficult task. Much energy was wasted in attempts to gain or use power.

Leadership The history of Meals-on-Wheels offered an explanation of how and why the structure evolved into one of multiple leadership. Goal uncertainty contributed to this structure. Organizational theory indicates that facilitating leadership is best practice in multiple leadership structures. The leadership in Meals-on-Wheels appeared to be more adversarial. The techniques of

facilitating leadership -- open-door policy, socializing with workers, and open communication channels -- were not in evidence.

Conflict Role conflict was high for the coordinator. Expectations of VON were unclear. Area chairmen and VON had differing expectations of the coordinator. Accurate communications could reduce conflict from both these causes. The role of integrator was stressful. The coordinator viewed her integrator role as primarily with the media and other external boundaries. Little emphasis was placed on an internal integration role. VON encouraged the external integrator role. Shift in priority of areas of integrator role would increase leadership effectiveness without increasing role conflict.

Collaboration and accommodation between groups has not improved with the reduction in the number of Advisory Committee meetings. The coordinator did not utilize her integrator role to promote collaboration and accommodation among the groups nor between management and the area groups.

Needed improvement in communication, and better methods of non-aggressive confrontation for resolving conflict, have been discussed earlier. Decision-making was not assigned to those levels where the knowledge for this decision-making existed. The coordinator could upgrade integrator skills for internal conflict resolutions. Conflict remained higher than that prescribed in organizational theory best practice.

Communication Best practice in organizational theory prescribes open, honest, non-controlling, and non-accusing communication. Communication between the volunteers in the area depots is excellent. Communication between the volunteers and the coordinator and between the volunteers and the office staff

had considerable room for improvement. Gordon's (1983) precepts of best practice for accurate communication were not followed by the coordinator. Feedback was the area in which actual practice differed most from best practice. It is essential to effective production. The area chairmen were formally consulted only once very two months. This study was the first time clients have ever been formally asked for feedback.

Change Best practices for coping with change are accepting, identifying cause and type, planning, and evaluation. Meals-on-Wheels resists both internal and external change, thereby negating the use of good coping techniques. VON did not encourage continuing education for the coordinator. The coordinator did not promote continuing education for the paid office personnel or the volunteers. Persuasion and facilitating were employed less often than coercion.

Defence Mechanisms Although Meals-on-Wheels avoided goal setting, showed a "need," and maintained low independence on external elements, it has made no attempt at self-evaluation, despite the fact that the latter is recommended as best practice in organizational theory.

Structure

A differentiation-integration model was used for comparison between organizational theory and actual practice. The structure of Meals-on-Wheels exhibited a multiple group leadership pattern. It had an informal structure with low controls and few formal rules and regulations. The goal orientation appeared to be totally people-oriented. This can only be assumed because no

formal goals were documented. The span of control was loose. The volunteers prioritized interpersonal relationships. The coordinator prioritized internal work factors. The degree of differentiation was low, but sufficient to accomplish the task, except, perhaps, in the office. This is nearly as prescribed by best practice theory. Balance and control also showed tolerable differences between theory and actual practice. The only major difference was in integration.

Integration The coordinator perceived the need for more integration. More face-to-face contact between the coordinator and the volunteers would improve the organizational structure. Improvement in the coordinator's integrator role with the area chairmen is desirable to improve integration. The use of area chairmen as integrators is inherent in the structure and did not appear to be in need of enhancement. With the two foregoing improvements in the coordinator's role, the structural balance would be acceptably synergistic. The structure is relatively consistent with its external environment, its organizational task, and possibly the needs of its members. Without evaluation, the latter cannot be determined accurately.

Outcomes

The outcomes were not as close to theoretical best practice as anticipated. Effectiveness was much lower than anticipated. Satisfaction and quality of service left room for improvement.

Quality of Service Quality of service was generally good. Originally there was little with which to compete. With the advent of palatable pre-prepared

food of good nutritional content and wide variety, competition has arisen. The clients have choice in frozen foods to suit individual preferences. Meals-on-Wheels did not seem to recognize this. No attempt has been made to determine client preferences in what has become a highly competitive market in regard to quality. Meals-on-Wheels relied on price differential to combat competition in the marketplace. The care provided was what distinguished Meals-on-Wheels from other food services (e.g. grocery delivery does not provide sufficient assistance for severely impaired clients). Another difference between theory and practice is under-utilization of the volunteers' capacity to provide care.

Satisfaction The major difference between theory and practice was that there was no planned process to meet unmet needs and thus improve satisfaction.

Effectiveness Best practice dictated that productivity, motivation, goal attainment, and satisfaction be high; turnover, low; and, growth, accelerating. These require measurement to determine outcome. In Vancouver-Richmond Meals-on-Wheels, productivity and turnover were not known. Goal attainment was only presumed. Rate of growth was not just declining; the entire organization was decreasing in size. The potential number of clients would appear to be increasing with an aging population and stalled expansion of institutional facilities. Meals-on-Wheels delivered 11,131 fewer meals in 1983 than in 1982 and 11,717 fewer meals in 1984 than in 1983. The rate of decline is increasing. Perhaps frequency of Home Care service is increasing. Possibly care by family members is increasing with higher unemployment. Perhaps the reason lies within the organization.

CHAPTER 9: A DIAGNOSIS: WHY DIFFERENCES SEEM TO OCCUR

Introduction

Vancouver-Richmond Meals-on-Wheels is at present a viable body with many strengths. However, this chapter will be concerned mainly with identifying its weaknesses. It will focus on the differences between best practice and actual practice and thus will emphasize the negative aspects of the organization. The next chapter will try to balance strengths and weaknesses in suggesting a plan for moving forward.

It is not certain whether either the VON director or the Meals-on-Wheels coordinator has had any formal organizational management training and could therefore be expected to know about theoretical best practices and managerial strategies which could be applied. The organization may not expect such training in its personnel. Certainly the job advertisement indicated that training and experience were of lesser priority than commitment to altruistic service. If the desire to help others is the trait considered most important in hiring, then management training may not receive much emphasis. There were some indications that salaries may not be competitive. If the administrative portion of the budget is underfunded, then Meals-on-Wheels can more easily hire well motivated individuals than experts in management organization.

Data showed that the volunteers and clients felt a great deal of satisfaction with the service. Good motivation and dedication on the part of the coordinator and the paid office staff deserve credit for much of this. Additional strengths of the organization will be discussed more fully in Chapter 10.

The same structure of analysis will be used in this chapter to identify what would appear to be the reasons for failure to adopt "best practices". It is recognized that this is, to a large extent, a subjective view based on one person's observations.

Why Differences Occur

There are so many compounding variables in each category of organizational inputs, process, structure, and outcome that it is impossible to account for them all. However, an examination of some of the more important variables that affect these differences may shed light on why they occur.

Inputs

Human Resources Efforts at recruitment seem to have been misdirected because of lack of information which is available only from data. Again, training appears to have been haphazard because management had no information about turnover. Job previews were given low priority. Perhaps this was because management assumed the supply of volunteers was inexhaustable or else because management was unaware of the value of job previews.

Management has delegated its responsibility here. It relied on the volunteers to arrive at the door fully motivated or else it relied on the area chairmen to provide motivation -- a task they performed exceedingly well. Evaluation of individual performance would not be appropriate in this volunteer organization where social contact is as important as number of meals delivered. Recognition as a reward was not utilized as well as it might be. Again, the

lack of action on the part of the coordinator may be based on lack of knowledge or a decision to leave that territory to the volunteers.

Materials Refusal to utilize available expert advice may have been a defence mechanism. The coordinator did not determine whether or not it was a threat to autonomy. Her lack of expert power may make it difficult for her to evaluate the degree of threat.

If the sponsoring organization clearly delineated her area of responsibility, her legitimate power might then be sufficient to allow her to accept the advantages of utilizing external expert advice or recruiting volunteers with this expert advice, or even hiring part-time personnel who were knowledgeable in food production and nutrition.

Management systems The ambiguity of who had the legitimate decision-making authority was the result of lack of mandate by the sponsoring body or the VON director. It may also have been lack of communication to the members, if this mandate has been given.

Goals The reasons Meals-on-Wheels differed so markedly from organizational theory in goals was because avoidance of goal setting appears to have been its prime defence mechanism. If no goals are set, no one can levy accusations of poor goal attainment. Self-evaluation is recognized in the literature as a more desirable form of self-defence. Total lack of evaluation attempts make avoidance of goal-setting the next most effective defence mechanism.

Process

Again, lack of evaluation was a reason for failure to improve alignment between actual practice and theoretical best practice. Interdependence of the categories that make up process tend to make departures from best practice a vicious circle.

Power Both internal and external factors contributed to the coordinator's lack of power. The internal factors were her narrow base of power, lack of expert power, the degree of ownership felt by the volunteers, and the multiple leadership structure of the organization. External factors were dependency on outside organizations (e.g., area depots in churches), government, and volunteers. The use of unpaid labour reduced management power. VON usurped some of her legitimate power.

Leadership The reasons why organizational theory of facilitating leadership in multiple leadership structures was not practiced may have had its roots in power balances and leadership style.

Conflict The coordinator's role conflict resulted from inappropriate structure, poor communication, lack of clarity of expectations of VON, and operation at the organization's boundaries. Perhaps lack of direction expressed by VON may be a defence mechanism. Perhaps VON overemphasized the importance of her operating at the organization's boundaries.

Conflict appeared to have its base in unequal power in multiple leadership. The power of the coordinator should at least equal that of the group leaders.

VON was reluctant, or else unaware, that responsibility without authority is not theoretical best practice.

Communication Communication may differ from theoretical best practice because internal power was not defined or because the coordinator's power was diluted by VON.

Change Lack of managerial training in diagnostic approaches to organizational change may have contributed to management's reluctance to change.

Structure

The structure was determined by the organization's internal environment. Historical factors set it up. Circumstances maintained it. Goal ambiguity and the difficulty of the task performed by area chairmen reinforced it. Although multiple leadership may not be best practice under ideal circumstances, it seems to be appropriate for the task and environment of Vancouver-Richmond Meals-on-Wheels. Improvement to align structure with best practice in multiple leadership would be more appropriate than radical change to a structure inappropriate for the organization. The discrepancies between organizational theory and actual practice in multiple leaderships were most evident in integration.

Integration This major difference may have resulted from too little face-to-face contact between management and workers, attempted control instead of

support for group leaders, or insufficient emphasis on the internal integrator role of the coordinator. The cause of these symptoms may have been inappropriate power distribution between VON and the coordinator.

Outcomes

The basis of major differences between organizational theory, best practice, and actual practice lies in lack of information. Until this study was completed, no one knew what most of the outcomes actually were. Failure to evaluate outcomes may be a faulty defence mechanism or it may be management's failure to recognize evaluation as an important part of good management.

Quality of Service Management refused to recognize that the market is becoming more competitive. They ignored the need to satisfy the clientele in the mistaken belief that input equaled outcome, regardless of process or structure. It did not even recognize the advantages of scrutinizing outcomes as a tool for improvement.

Effectiveness Effectiveness was not as good as it should be because there was no evaluation to determine effectiveness. A lack of recognition for the need for improvement precludes planned improvement in the areas where it is required.

CHAPTER 10: RECOMMENDATIONS TO THE AGENCY

Overview of Gordon's Model

Gordon's model as the prescription for best practice has been described. Certain variations from this practice have been identified. This chapter will be concerned with making recommendations to the organization in areas which concern Vancouver-Richmond Meals-on-Wheels. It will begin with an overview of best practice under the four headings of inputs, process, structure, and outcome.

Inputs

Human resource management theory recommends that recruitment be through employee referrals, where possible, because their source provides the best employees. It advocates a policy of encouraging upward mobility and exposure to significant others. Turnover reduction is facilitated by suitable training, realistic job previews, and matching the job to the employee. Motivation requires a planned process for satisfying unmet needs and directing behaviour. Strategies include performance evaluation and rewards. Materials should be appropriate for the organization and competitive in the marketplace. Planning should be by knowledgeable people and include sufficient research. Most of the emphasis on inputs in Gordon's (1983) model is on goals. She states that we diagnose the appropriateness of an organization's structure by its goals. As in so much of the literature, there is emphasis on the importance of clear and concise prioritized achievable goals.

Process

In process, the emphasis is on communication, groups, leadership, and power. Communications are analysed from the receivers' perception, the structure of the organization, and the interpersonal relationship between the sender and the receiver. Considerable attention is focussed on prescriptions for improving communication accuracy. Group behavior is discussed in detail. Intergroup behaviour and conflict is analyzed and modes of handling this conflict are presented. Gordon cites Kurt Lewin's experiment which shows that participation in group discussion is ten times more effective than a lecture. Gordon (1983) shows how role conflict contributes to stress. She provides a discussion of symptoms for diagnosing them and offers a prescription for reducing it. Her discussion of power parallels that of most authors (e.g., Bacharh & Lawler, 1980).

Structure

Gordon shows that the type of structure an organization should -- and does -- develop is influenced by the environment and the stability of the organization's technology. She suggests various design responses to the environment (e.g., reducing demands by external elements by reducing dependence on those elements). She shows that as an organization ages, communication no longer occurs primarily through mutual adjustment. With age, structure becomes more mechanized and bureaucratic. She recommends Lorsch and Lawler's (1970) theories as a prescription for improving the appropriateness and effectiveness of structure.

Outcome

Gordon's outcomes are diagnosed in a methodical manner by use of a checklist. Effectiveness measurements are provided.

In this study, Gordon's (1983) theories have been tempered by the bounded rationality of volunteer organizations. Gordon's model for theoretical best practice, superimposed on Donabedian's (1966) model of best patient care appeared to be appropriate for making this study of Vancouver-Richmond Meals-on-Wheels.

Possibilities for Improvement

This diagnostic analysis conducted by an outsider may be regarded as a consultant's paper prepared for the beginning of a series of discussions to be instituted by the organization if it intends to change more towards best practice.

Inputs

Human resources The number of clients receiving the service has declined steadily for two years. Whether this is due to client turnover or lack of demand is not known. There was no evaluation to determine this. There was insufficient recognition of the correlation between client input and satisfaction. Emphasis was not placed on the clients' perceptions of the food. The clients were eager and willing to provide input. The organization could determine the reasons for declining clientele and probably reduce the turnover factor by evaluation and input from the clients.

The volunteers comprise the bulk of the workforce. The number of clients

served by the organization is limited by the availability of active volunteers. The existing shortage of volunteers requires data to determine whether the cause is recruitment or turnover. If the cause is turnover, then the first step is to consult the volunteers to determine why. This data gathering should include those who quit the Vancouver-Richmond Meals-on-Wheels to determine organizational weaknesses and those who remain to determine organizational strengths.

This information is vital to meet the needs of the volunteers. Once this is determined, planned processes for improvements should reduce turnover. In the interim, a short-range plan to reduce turnover could include a concerted attempt to encourage each active volunteer to recruit one person, because internal referral reduces turnover. Another method of reducing turnover is to provide realistic job previews for every volunteer. Better training might also reduce turnover. Long-range planning to reduce turnover requires a data base to determine cause.

Insufficient recruitment is another factor responsible for the shortage of volunteers. If the data shows this to be a cause, then the remedy is at hand. This study shows the most likely sources of recruitment for this particular volunteer agency. Meals-on-Wheels should stop wasting time and effort on non-productive sources and concentrate on encouraging the most profitable sources. The Vancouver Volunteer Centre could assist with strategies to accomplish these objectives. The value of recruitment by active volunteers should not be neglected.

Materials Better utilization of expert advice would improve the service. The material is food. Therefore, it would seem advisable that one paid employee,

even if only part-time, be knowledgeable about food. If lack of funds preclude a dietitian -- and this seems unlikely since a dietitian was formerly employed part-time -- then a qualified Food Service Technician should be hired as part of the paid personnel. The food depots require ongoing observation to prevent mix-ups (such as the one that occurred last Christmas) and ensure quality control (e.g., correct temperature of hot food).

The services of a consultant dietitian are necessary to ensure suitable menus and optimum special diets and to answer questions posed by those receiving this form of treatment. The Vancouver Health Department is willing to provide this expertise. A retired dietitian could probably be recruited as a regular consultant volunteer. A dietitian could be hired as a part-time consultant. The expertise is there. Vancouver-Richmond Meals-on-Wheels should avail itself of this expertise.

Better cooperation with non-intrusive people wishing to study the organization might benefit the clients, the volunteers, and the management, at no cost to the organization. Meals-on-Wheels should avail itself of free outside help.

Finance Financial resources are fairly consistent with theoretical best practice, except in the area of budgeting. Improvement in funding could probably be increased if Zero Based Budgeting were to replace the present add-on system. If this is not feasible, it might be worthwhile to try for add-on from the beginning, not the end, of the fiscal year. Dependency on external elements precludes the efficacy of a large funding increase, but care should be taken not to allow the meal to be priced out of the market.

Goals The avoidance of goal-setting, as a defence mechanism, should be reduced and self-evaluation used to replace part of this form of defence of boundaries. If formal goals are considered risky by the organization, then perhaps Management by Objectives could be used by VON to direct the coordinator and reduce her role ambiguity. Short-term internal goals such as reduction of client turnover from 10% per month to 8% per month may not be perceived as high risk.

Process

Conflict The coordinator is under stress from role ambiguity. If VON were to give the coordinator a clear mandate from the Board of Directors with a statement of the Board's goals, policies, and priorities, the coordinator's role ambiguity would be lessened considerably. In the future, care should be taken to make this part of a realistic job preview. If VON defined the coordinator's task to include more power, specific areas of decision-making, and mutually agreed objectives, its authority could become more supportive and less controlling. If the coordinator's power were legitimized in this manner, and VON encouraged her to pursue knowledge and increase managerial skills, she might then modify her managerial style to include greater emphasis on an integrator role with the area chairmen.

Two further suggestions for possible improvement are: increased contact with the volunteers and continuing education.

Increased face-to-face contact with the volunteers could be accomplished by regular informal visits by the coordinator to each depot. This would encourage feedback from volunteers and improve two-way communication. Volunteers could be

encouraged to submit letters and articles, thus making reinstatement of the monthly newspaper relatively simple. It would also provide a first-hand observation of those volunteers who might have potential and willingness to fill the vacant area chairmen positions. Education should be ongoing. Face-to-face contact might provide an indication of the direction this should take for different categories of volunteers. VON should encourage the coordinator to attend volunteers' conferences and to upgrade her communication skills, possibly by financial assistance for continuing education courses.

Structure

The structure of Vancouver-Richmond Meals-on-Wheels is appropriate for the organization. Modification of differentiation and integration might improve it. The main area where there is room for improvement in differentiation is with the paid personnel. Ambiguity of task responsibility provides flexibility and promotes cooperation, but it also creates duplication of effort. Job descriptions which allowed flexibility but defined areas of responsibility would provide sufficient differentiation to increase efficiency and effectiveness of these members of the organization. It would also reduce the stress of role ambiguity for them.

Integration is often a problem in multiple leadership. If the coordinator were allowed by VON to exercise more power, she might be willing to delegate more authority for decision-making at the area chairman level. This could be accomplished without loss of control. An example would be to delegate the authority for decisions on client subsidy to the area chairmen. At the same time, it would be necessary to set a global limit on funds for each area, with a

large degree of latitude for negotiation of transfer between groups. The coordinator's integrator role should be enhanced to facilitate better integration. A first step in this direction would be to reinstate monthly meetings of the Advisory Council without the added presence of the screeners, except perhaps on an occasional basis.

Outcome

Nowhere is the need for evaluation more evident than in lack of knowledge of the outcomes. The best evaluation is self-evaluation. It provides the information on which to plan, implement, and control. It is also an excellent form of self-defence for the organization. Evaluation is required in all aspects of the Vancouver-Richmond Meals-on-Wheels. This study is only a beginning. Evaluation is needed in all indicators of effectiveness. It is required for those who leave the organization -- both clients and volunteers. Evaluation must be ongoing for maximum effectiveness. The importance of evaluation cannot be over-stressed. Data are required on volunteers to reduce turnover, increase recruitment, improve satisfaction. Data are required on the clients in order to understand the market, increase satisfaction, and reduce turnover. Information is required on which to base strategies for better utilization of the volunteers' capacity to provide care. For example, client contact could be encouraged by allowing each volunteer to "adopt" a client and socialize with him/her. The most basic evaluation required is to consult the recipient. There is no way of checking food returns. Thus, the only evaluation of client satisfaction with food is a subjective report by the client. This study has shown that the clients know what they want. Menu changes could be

implemented on the basis of this study. A program of ongoing evaluation is essential when clientele turn-around is less than one year.

Possibilities for improvement exist in all organizations. It is hoped that any suggestions offered will be accepted as constructive and not accusative. They are offered by an investigator whose respect and admiration for Meals-on-Wheels has increased as the study progressed.

Vancouver-Richmond Meals-on-Wheels is, at present, a viable organization. It performs a much needed and highly appreciated service. It has a large body of committed volunteers. It has sufficient grants to make the cost to the recipients competitive. It has the sponsorship of an established, experienced organization which provides it with office space, accounting and managerial support, and a highly respected reputation. The satisfaction of the volunteers and the clients is higher than in most volunteer organizations. It has access to excellent cooperative sources of supply for meals. It has managed to keep all its boundary constituencies at bay, thereby retaining its autonomy. The volunteers are caring, generous people. It has all the strengths of philanthropic volunteerism in a pluralistic society.

CHAPTER 11: FURTHER COMMENTS AND RECOMMENDATIONS

Areas Where Theory Needs Improvement

More theory is needed in three areas: commitment, volunteer profile, and volunteer management theory.

Organizational theory does not place much emphasis on commitment. Most volunteers are committed to volunteerism, but there is little information on their degree of commitment to the particular agency to which they devote their time. Knowledge about transferability of volunteers from one agency to another is essential to studies of efficiency. It is not efficient for society to eliminate an inefficient volunteer service if those volunteers are going to be lost to society.

The profile of the volunteer is changing. Carter (1975) and Anderson and Moore (1974) provided a comprehensive picture of the Canadian volunteer. In order to develop theory on how volunteerism is changing, a more up-to-date profile is required. Glaser and Strauss (1967) in their discussion of grounded theory, view theory as a process; an ever-developing entity. It is not a perfected product or one to be just modified. Theory must be grounded in data. New data are needed to contrast with the old. The model exists.

The third area where more theory would be advantageous is the organizational management theory as it relates to volunteer organizations. There has been little major work in this field for nearly a decade.

Areas for Future Investigation

Immediate investigation is required on volunteers and outcomes. Ongoing investigation should be planned for clients' food preferences, client satisfaction and volunteer satisfaction.

Data are required to answer questions about volunteers. Who are the volunteers? Does their profile differ from that in other voluntary organizations? How committed are they? How do you keep them? Why do you lose them? Strategies for recruiting and retaining volunteers should be based on empirical grounds.

Outcome evaluation is needed now to reverse the trend of a decreasing number of clients being served. Productivity, volunteer turnover, and client turnover require data for assessment. Effective remedies can be planned only if the facts are known.

Advantages of Pluralism in Society

The social safety net in Canada is provided by four sectors:

1. Statutory (i.e., social services provided by local or central government),
2. The commercial or private market place,
3. Voluntary agencies,
4. Informal network of support by family, friends, and neighbours.

Pluralism is the principle that the government and the voluntary sector should be partners. Voluntary organizations interact in a pluralistic setting. They are intended as a supplement, not a substitute for state-provided services, because there are many levels of need where social services are inadequate.

Volunteer organizations extend existing services, improve the quality of government provision, offer services where little or nothing is available, and help meet the needs created in society by a changing environment.

Extension of the scope of existing provisions is accomplished by innovation, expansion, and providing complementary or supplementary services which allow the citizen to choose between government and non-government services. Volunteerism also extends the absolute amount available. It can provide direct support to statutory services as occurs in Meals-on-Wheels.

Volunteer agencies improve the quality of government provision by offering alternatives which prevent a monopoly. Sometimes this is accomplished by the volunteer agency's advocacy role on behalf of particular groups. Volunteer organizations are free to criticize or champion.

Volunteerism can make contributions to society that would be lacking in government social services. The volunteer can provide what the helping professional cannot: time and attention to personal circumstances. The flexibility of volunteer agencies allow them to offer personalized service delivery because they have the ability to individualize need.

Volunteerism benefits society. It satisfies unmet needs of volunteers and provides training in social responsibility. It helps to meet social needs created by a changing social environment where income and leisure distribution are changing, church influence is declining, and modern life is becoming more complex. Volunteerism fills needs that remain even in a social service state. More programs are started than terminated. Beveridge (1948) stated:

Vigour and abundance of voluntary action outside the citizen's home, both individually and in association

with others for bettering his own and his fellows' lives are the distinguishing marks of a truly free society.... must put their hands into their pockets and their hearts into their leisure. (p. 121)

Questions Answered

Answers have been sought to the questions posed in Chapter 1. Some have been provided as the study progressed. The answers arising in this study are now summarized.

Who are the clients?

The clients are "old, old." Two-thirds are female. The percentage of males was higher than the corresponding percentage in this age-group of the population. Referrals come equally from agencies and the clients themselves. Nearly half receive only three meals per week. Many receive Homemaker Service as well. A more detailed analysis of the profile data is provided in Chapter 4.

Have they changed over the years?

The clients have remained similar over the years. Significant changes occurred only in age, number of times on service, and length of service. Data on changes in clientele are provided in Chapter 4.

Are they satisfied with the food and the service?

The clients are delighted with the service. Most have nothing but praise and appreciation for the volunteers. They expressed less enthusiasm for the

food. Chapter 6 provides data and detailed answers to the question of client satisfaction.

Are the volunteers satisfied?

The degree of satisfaction of those volunteers who replied was high. The data indicated some dissatisfaction with recognition from management. The method of distribution of the volunteer questionnaires precluded follow-up of lost cases. Non-randomization casts doubt on validity. Volunteers who have left the organization could not be contacted. It can be stated with certainty only that those volunteers who were retained were satisfied.

How can recruitment of volunteers be increased?

Volunteer recruitment can be increased by encouraging internal sources of recruitment and concentrating effort on those sources which have provided the most volunteers. Chapter 5 provides detailed answers to this question.

How can volunteers be retrained?

This is uncertain. Some possibilities can be inferred from the data in Chapter 5, but valid reliable answers can be obtained only by further evaluation. More research is required. A record of present and past volunteers is essential to accurate data gathering.

Who are the staff? Are they a good fit for the organization and its purposes?

The staff are caring individuals dedicated to helping others. They are perhaps not as expert in management skills as theoretical best practice

recommends. Rather than lose the altruism and commitment of these employees by replacing them with management-oriented staff, VON might consider a planned course of skill upgrading by continuing education. In this way, the organization could have the best of both worlds.

What are the goals of Vancouver-Richmond Meals-on-Wheels?

Deficiencies exist in goal-setting and prioritization. The formal goals are ambiguous. The operational goals are to provide food, improve nutrition, supplement social support, and prevent institutionalization. As self-evaluation replaces avoidance of goal-setting as the prime defence mechanism, fear of setting clear, concise, prioritized goals should decrease.

Do clients, volunteers, management, related agencies, and government view Meals-on-Wheels differently?

Yes. The clients view it as primarily a food-related service. The volunteers view it as a food-related service in which the social support aspects are almost as important as the food. Management views it more as a people-oriented business. Related agencies appear to be pleased it exists and are content to leave it alone. Occasionally an ambitious individual in a related agency initiates take-over behaviour. Meals-on-Wheels usually protects its territorial imperative by non-cooperation and secretiveness about the operation of the organization. Governments view Meals-on-Wheels as a support to statutory services and a means of preventing institutionalization. It does not

appear to be of concern to government that Meals-on-Wheels' goals are ill-defined.

Is it an effective organization?

Vancouver-Richmond Meals-on-Wheels is not as effective as anticipated. Its service is declining, not expanding. Productivity and turnover of volunteers are not known, and turnover of clients is only estimated. Remedial action is not currently planned.

How does Meals-on-Wheels compare with recognized best practice organization management theory?

Vancouver-Richmond Meals-on-Wheels compares favourably with recognized best practice management theory only in certain areas. Chapter 7 and 8 provide a detailed analysis of differences and offer reasons why they may exist.

The organization continues to work, even with deficiencies in planning, implementation, control, and evaluation because of the dedication of the volunteers and because it provides a unique service not available elsewhere.

Deficiencies in process and structure are due to lack of expertise (e.g., management is unaware of the need for statistical information, rather than guesswork, on which to base planning). Goal deficiencies are due to fear of change.

Is improvement needed, and if so, what?

Improvement is needed. Vancouver-Richmond Meals-on-Wheels is perceived as a necessary service by over 500 people in the community who receive it. It is

one of the few services for the elderly that is not geared primarily to the "have-nots." It accomplishes a vital service — it reduces rate of change for the elderly. In order to ensure survival of this worthwhile service, improvement is needed in evaluation, managerial skills, and effectiveness.

Summary

Vancouver-Richmond Meals-on-Wheels performs a valuable function. Society and government approve its existence. It satisfies both volunteers' and clients' needs. The service should be expanding rather than shrinking in a society that is aging. Areas for improvement exist. Feasible strategies for improvement are not too difficult to accomplish. This study provides an analysis of areas where improvement is possible. The data base provided by this study could be used as a basis for short-term planning and as a foundation for future evaluation and planning.

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APPENDIX A

Community Feeding for Seniors Task Force Report Results

I. BURRARD HEALTH UNIT - Population over 65: 11,090

Meals-on-Wheels

Fairview - Mount Pleasant District - 55 to 60 meals + wait list

Dunbar District - 70 to 80 meals

Kitsilano District - 35 to 40 meals

Delivery to Seniors' Buildings:

Maple Crest - 4 meals

Seven Maples - 1 to 2 meals

Evangelical Towers - 6 meals

Seniors Buildings Meal Programs - nil

II. EAST HEALTH UNIT - Population over 65: 6,803

Meals-on-Wheels

Cedar Cottage - 30 to 40 meals. No wait list.

Riley Park District - 45 to 50 meals + wait list. No Thursday delivery.

Delivery to Seniors' Buildings: none

Seniors' Building Meal Program: nil

III. MID-MAIN HEALTH UNIT - Population over 65: 9,102

Meals-on-Wheels

Marpole District - 40 to 50 meals

Riley Park District - 45 to 50 meals + wait list. No Thursday delivery.

Delivery to Seniors' Buildings:

South Van Manor - 6 meals

Southwynd - 2 meals

Kiwanis Manor - 2 meals

IV. NORTH HEALTH UNIT - Population over 65: 11,675

Meals-on-Wheels

Grandview District - 40 to 50 meals + wait list

Burrard District - 40 to 50 meals + wait list

Strathcona District - 50 to 60 meals + wait list

Delivery to Seniors' Buildings:

Beulah Gardens - 7 meals
Skeena Terrace - 3 to 4 meals
MacLean Park - 7 meals
Antionette Lodge - 6 to 7 meals
Roddan Lodge - 4 meals
Oppenheimer - 5 to 6 meals

Seniors' Building Meal Programs

Grandview Terrace - 30 meals, 3 times per week
Thunderbird/Skeena Terrace - 25 to 30 meals, Tuesdays only
Raymur Park - 13 to 16 meals, twice a week

V. ROBSON HEALTH UNIT - Population over 65: 8,000

Meals-on-Wheels

West End District - 70 to 80 meals - at capacity.
Burrard District - 40 to 50 meals + wait list

Delivery to Seniors' Buildings:

Twin Arms - 8 to 10 meals
Nicholson Towers - 8 to 12 meals
Sunset Towers - 12 to 15 meals
West Sea - 4 to 6 meals
Haro Park - 4 to 6 meals

Seniors' Building Meal Programs:

Sunset Towers - 20 meals/day, 7 days/week
Nicholson Towers - in the planning stage

VI. SOUTH HEALTH UNIT - Population over 65: 7,199

Meals-on-Wheels

Fairview District - 40 to 50 meals (seasonal wait list)
Marpole District - 40 to 50 meals

Delivery to Seniors' Buildings:

Fairhaven - 2 to 3 meals
German Canadian - 1 meal
Finnish Canadian - 1 meal
Menno Court - 8 meals
Killarney Gardens - 8 meals

Seniors' Building Meal Program: nil

VII. WEST HEALTH UNIT - Population over 65: 11,896

Meals-on-Wheels

Kerrisdale District - 75 to 80 meals - at capacity

Dunbar District - 70 to 80 meals

Delivery to Seniors' Buildings:

Steeves Manor - 10 meals

King Edward Court - 5 to 6 meals

Parkdale Manor - 9 meals

Seniors' Building Meal Programs:

Steeves Manor - meal program attempted. Residents voted against acceptance and project abandoned.

It should be noted that some Meals-on-Wheels districts are cited more than once.

RECIPIENTS ON PROGRAM FROM JULY 1, 1981 TO JUNE 30, 1982

RECEIVING HOME CARE SERVICES	RECEIVING HOMEMAKER SERVICES
------------------------------------	------------------------------------

REFERRED BY FAMILY,
FRIENDS OR OTHER

REFERRED BY
L.T.C.

RECEIVED
HONOLULU
SERVICESRECEIVING
HOMEMAKER
SERVICES[illegible]

RECIPIENTS ON PROGRAM FROM JULY 1, 1981 TO JUNE 30, 1982

[illegible]

RECIPIENTS ON PROGRAM FROM JULY 1, 1981 TO JUNE 30, 1982

RECEIVING
HOME CARE
SERVICES

RECEIVING
HOMEMAKER
SERVICES

REFERRED BY
SELF

REFERRED BY FAMILY,
FRIENDS OR OTHER

REFERRED BY
L.T.C.

RECEIVING
HOME CARE
SERVICES

RECEIVING
HOMEMAKER
SERVICES

RECIPIENTS ON PROGRAM FROM JULY 1, 1981 TO JUNE 30, 1982

REFERRED BY SELF	REFERRED BY FAMILY, FRIENDS OR OTHER	REFERRED BY L.T.C.	RECEIVING HOME CARE SERVICES	RECEIVING HOMEMAKER SERVICES
---------------------	---	-----------------------	------------------------------------	------------------------------------

-	-	"	-	-
-	"	"	"	-
-	"	-	-	-
"	-	-	-	-
"	-	-	-	-
-	"	-	-	-
-	-	"	-	-

Data Supplied by B. Kaminsky, September, 1982
MEALS ON WHEELS PROGRAM
1982-83

APPENDIX C

Sept 7/82

12%
56
18

PROGRAM	# of days/wk.	av. # meals/mo.	# of volunteers 1981/82	av. # of persons served/mo.	projected # meals 1981/82	1981/82 subsidy per meal	actual # meals 1981/82	1981/82 subsidy	projected # of meals 1982/83	1982/83 requested subsidy	1982/83 recom. subsidy	1982/83 subsidy per meal	provides to home care
Agassiz-Harrison Community Services Society	3	45	18	8	1,500	.66	540	1,000	1,092	1,000	612	.56	yes
Armstrong - Spallumcheen Comm. Service Centre	5	139	12	11	2,750	.50	1,665	1,375	2,000	2,296	1,120	.56	no
Burnaby Meals On Wheels	3	1,447	150	90	22,714	.50	19,100	11,567	21,000	13,199	11,760	.56	yes
Campbell River & Dist. Meals On Wheels	6	280	18	30	3,025	.47	3,328	1,440	3,500	2,450	2,450	.70	no
Castlegar & Dist. Homemaker Ser. Assoc.	3	260	60	20	3,500	.66	3,116	2,318	3,120	2,343	2,343	.75	no
Chilliwack Comm. Service Society	5	754	1,566	51	9,480	.56	9,264	5,339	9,000	6,875	6,875	.76	yes
Cranbrook Homemaker Service	3	129	6	120	1,872	.70	1,560	1,310	1,600	2,200	1,248	.78	no
Creston Valley Homemaker Service	3	209	25	25	2,200	.47	2,503	1,038	3,000	1,401	1,401	.46	yes
Dist. 69 Society (Parksville)	3	167	44	13	3,200	.70	1,999	2,240	2,100	3,000	1,638	.78	yes
Duncan Meals On Wheels	6	550	30	20	n/a	n/a	n/a	nil	7,000	2,700	2,700	.38	yes
Fernie & District Homemakers Society	7	180	12	25	2,000	.60	2,100	1,200	2,400	1,200	1,200	.50	no
Golden & District Homemakers Society	3	not prov.	21	not prov.	950	.50	366	475	500	728	280	.56	no
Hope Comm. Chimo Serv.	3	100	6	13	n/a	n/a	n/a	nil	2,000	1,000	1,000	.50	yes

PROGRAM	# of days/wk.	av.# meals/mo.	# of volunteers 1981/82	av.# of persons served/mo.	projected # meals 1981/82	1981/82 subsidy per meal	actual # meals 1981/82	19 82 subsidy	projected # of meals 1982/83	1982/83 requested subsidy	1982/83 re i. subsidy	1982/83 subsidy per meal	provid. to home care
James Bay Comm. School Society	4	24	12	1,240	11,000	1.00	13,020	11,000	15,500	11,000	11,000	.70	no
Kamloops Meals On Wheels	3	345	85	32	4,100	.36	4,276	1,500	5,500	2,500	2,500	.45	yes
Kimberley & Dist. Homemakers Services	3	120	17	10	1,700	.70	1,400	1,190	1,400	1,200	1,092	.78	yes
Kiwanis Ladies Aux.	6	739	71	not prov.	8,550	.50	8,871	4,275	8,900	6,000	6,000	.67	yes
Langley Community Services	3	300	35	27	6,000	.70	4,262	4,100	4,500	6,584	3,510	.78	yes
Lr. Similkameen Comm. Services Society	3	94	10	18	2,800	.50	1,034	1,440	2,080	1,440	1,440	.66	no
Maple Ridge-Pitt Meadows Comm. Serv.	6	342	75	22	3,210	.70	4,100	2,247	4,200	5,413	3,276	.78	yes
Matsqui-Abbotsford Community Services	5	410	25	50	5,000	.70	4,980	3,500	5,500	4,500	4,290	.78	yes
Mission Community Services Society	3	140	20	--	1,900	.50	1,671	950	1,800	1,500	1,008	.56	yes
Nakusp Dist. Homemaker Services	3	103	24	12	1,560	.50	1,211	780	1,560	2,592	874	.56	no
Nanaimo Meals On Wheels Program	6	1,114	101	61	14,000	.28	(est.) 12,076	4,000	14,000	5,000	5,000	.35	yes
Nelson & District Homemakers Service	5	374	20	25	5,680	.50	4,500	2,850	5,000	2,500	2,500	.50	yes
New Denver Silverton & Dist. Homemakers	2	125	14	10	1,248	.70	785	874	930	1,327	521	.56	no
Nicola Valley Reg. Nurses Assoc.	3	111	36	13	2,000	.50	1,460	1,000	2,520	1,600	1,400	.56	yes
North Shore Meals On Wheels Society	3	1,447	350	1,239	18,000	.47	17,365	8,500	18,000	9,000	9,000	.50	yes

PROGRAM	# of days/wk.	av. # meals/mo.	# of volunteers 1981/82	av. # of persons served/mo.	projected # meals 1981/82	1981/82 subsidy per meal	actual # meals 1981/82	1981/82 subsidy	projected # of meals 1982/83	1982/83 requested subsidy	1981/83 recurr. subsidy	1982/83 subsidy per meals	provides to home care
North Surrey Meals On Wheels	3	641	94	46	5,700	.66	4,722	3,800	8,050	3,960	3,960	.49	yes
Port Alberni Meals On Wheels	6	380	30	23	4,100	.47	4,566	1,956	4,800	2,400	2,400	.50	yes
St. James Social Service Society	5	330	not prov.	300	3,960	.95	5,500	3,772	4,000	6,996	3,120	.78	no
Salt Spring Island Meals On Wheels	3	278	17	18	3,000	.70	not prov.	2,100	2,505	2,200	1,954	.78	no
Silver Threads Serv.	5	4,030	124	266	56,000	.55	48,893	31,000	51,500	41,000	40,170	.78	yes
Sparwood & Elkford Homemakers Service	3	72	8	7	1,200	.70	859	840	1,200	840	840	.70	no
Spencer-Pr. Rupert Homemakers Service	3	66	8	7	780	.33	795	260	825	270	270	.32	yes
Sunshine Coast Comm. Services Soc.	3	175	15	15	3,000	.70	1,687	2,100	3,150	2,520	1,764	.56	yes
Terrace & Dist. Comm. Serv. Society	3	245	9	166	3,500	.70	(est.) 2,777	2,450	3,500	3,841	2,730	.78	yes
Trail & Dist. Homemakers Rossland	3	78	72	7	1,000	.50	941	500	1,000	550	550	.55	yes
Trail	3	12	16	152	2,080	.70	1,820	1,456	2,080	1,959	1,622	.78	yes
Vernon & Dist. Homemaker Society	5	520	180	34	8,800	.50	6,209	4,400	7,000	6,505	5,460	.78	yes
V.O.N. Rmd./Van,	5	11,664	630	800	143,520	.59	139,967	85,045	148,106	93,500	91,331 ²¹⁶⁹	.63	yes
Western Society for Senior Services	5	711	53	711	11,450	.50	(est.) 8,601	5,725	9,550	6,400	5,348	.56	yes
					388,029		353,687	222,412	396,968	275,489	249,557		

APPENDIX D

Methodology for Client Data in Chapter 3

The objectives, policy, and process of Meals-on-Wheels organizations have remained fairly static over the eighty years of operation since its inception.

Meals-on-Wheels has been in operation in the Vancouver area since 1967. Records were available from 1971, when it became the Vancouver-Richmond Meals-on-Wheels under the auspices of the Victorian Order of Nurses.

A computer search has not revealed information on the profile of the Meals-on-Wheels recipient in Canada. Five previous studies or attempted studies of Vancouver-Richmond Meals-on-Wheels have not produced a profile of the recipient. Improvements in client satisfaction, volunteer recruitment, and organizational management will likely require a data base. The profile will answer the basic unknowns of who receives Meals-on-Wheels and why. It may also provide sufficient information on other variables on which to base decision-making, goal setting, and prioritization.

It is assumed that the findings would be similar to those for the entire population receiving Meals-on-Wheels in Vancouver-Richmond. This data base will be useful as a basis for further studies of Meals-on-Wheels and perhaps for the future studies of this age group receiving other social services.

This appendix will provide a profile of the present recipients, show the similarities and differences between present and past recipients, and highlight any significant changes in the recipients of this service.

Appendix D continued.

Method

Design

The study of the past recipients was a retrospective examination of available data on 200 past recipients of Vancouver-Richmond Meals-on-Wheels for a period of 14 years, and 100 recipients who were receiving Meals-on-Wheels from December 10, 1984 to January 8, 1985.

Trained volunteers (screeners) visit each applicant and fill in an interview form. When the applicant is accepted this information is transferred to a file card by salaried office staff. Reliability was checked by the investigator, who cross-checked the non-random sample of interview forms against file cards for accuracy in the transfer of information. Completed interview forms were available for 1981 and 1982 only. Since it was mostly straightforward background data with no threatening questions, the data should have face validity.

Sampling

The population can be divided into two parts: past and present.

Past

The population was those clients who have ceased meal service during the period January 1, 1971 to December 31, 1984. The sample was a random selection of 200 cards from those on file. The actual sample size was 202 because 2 cards contained information on a husband and wife, both of whom had received Meals-on-Wheels.

Appendix D continued.

Meals-on-Wheels estimated the number of past clients (1971-1984) at 5,000. The actual number was 6,397, unless of course there are more instances of two people on one card.

The cards were in chronological order of discharge, except for the 1984 cards which are filed in alphabetical order at the end. The cards were assumed to be numbered in the order in which they were filed. Using the last four digits of a table of random numbers, the first number selected was by blind selection. The next numbers were then recorded in order, discarding any numbers over 6400 until 200 numbers had been recorded. These numbers were then arranged in numerical order. Cards were pulled to correspond with these numbers. The data were collected on the premises of Vancouver-Richmond Meals-on-Wheels between May 1, 1984 and December 9, 1984.

Present

The identical method was used for the selection of the sample of 100 present recipients, using the current 600 client cards. A sample of 10% might have been adequate, but because of the missing data encountered in the past recipient records, a size of 15% was considered desirable. The actual sample size was slightly above this. 100 random numbers were listed between 1 and 600. The actual population was 528. The random numbers between 1 and 528 were 88 in number. Thus, the sample size was 88 or 16.6% of the population. The higher number estimated by Meals-on-Wheels may have been due to the fact that in some instances husband and wife were on the same card. It may have been due to the fact that at any given point in time cards had been temporarily removed from the

Appendix D continued.

file because the client may not have required a meal on that particular day. Or, it may have been due to an erroneous estimate on the part of the coordinator, although a meal count is kept by both the office staff and the caterers for purposes of accounting.

The data were collected on the premises of Vancouver-Richmond Meals-on-Wheels between December 10, 1984 and January 8, 1985.

Instrument

The advantages of using available data are its economy and time series analysis potential. It shows trends over time. It does not require the cooperation of the individual about whom information is being sought. The measurement procedure does not have any effect on the behaviour of the subjects being studied. On the other hand, there are many disadvantages. Available data may not contain all the information required. Differing definitions over time can create ambiguity and inaccuracy. The decision to use existing data were influenced by three factors -- many of the present subjects would not remember the exact date service commenced, who referred them, or the reason for the referral. There was no other choice for past recipients. Many have been admitted to LTC, hospital, or died. In order to achieve any relevance between the two samples it was essential that the method of sampling be the same. One difference did exist. Time constraints, due to limited accessibility to the

Appendix D continued.

files, necessitated collecting the data over a one month period, instead of one week as originally planned. Hence, some of the short-term clients may have been lost. Meals-on-Wheels estimated the number of drop-outs at 60 per month. The sample size was 16.6%, thus the number lost could be as high as 10. Since approximately the same number (60) enter the service each month, it is possible that one compensates for the other.

Pretesting was done by pulling 20 cards non-randomly and recording the information on a code sheet to ascertain that the data were obtainable and reasonably complete.

Data were available for 13 variables:

- Age
- Sex
- Type of accommodation
- Marital status
- By whom referred
- Reason for referral
- Reason for discharge
- Date started
- Date stopped
- Number of times on service
- Number of meals per week
- District
- Whether or not receiving Homemaker service

Method of payment was originally included but was abandoned when it became apparent that there was not sufficient information available for it to be of any significance. The reason for this was that almost all recipients paid for the meals themselves. At any given time there were 4-5 paid for by the government as a hospital replacement cost. This is usually for a period of one week only. Approximately 8-10 recipients paid directly to the office. An additional 6-8

Appendix D continued.

were paid by their family, their attorney, or their trustee. In a sample of 202 past recipients, information with respect to method of payment was available in only six instances.

Data on sex of client was obtained by noting "Mr.", "Mrs.", or "Miss." Where these prefixes to the name were missing it was obtained by reading the comments and noting whether "he" or "she" was used.

Age recorded was at commencement of service. Where age was missing, date of birth was usually included which allowed calculation of age by subtracting date of birth from date started.

Referral by agencies included those clients referred by Long Term Care, Home Care, VON, D.V.A., Community Health Associations, and specific disease-related societies (e.g., Diabetic Association, Cancer Institute, etc.).

In order to achieve numerically correct (i.e., valid) length of service data, it was necessary to adjust the "date-stopped" variable when service was provided more than once. Therefore, total length of service in days was calculated. This number was then added to date started to arrive at the adjusted (fictional) date stopped. This number was then entered as the date service stopped.

Appendix D continued.

The following example uses Identification #019:

Actual dates of service were : July 7, 1975 - August 6, 1976 and
August 8, 1977 - August 11, 1977

76, 08, 06	77, 08, 11	365	75,07,04 + 401 = 76,08,09
75, 07, 04	77, 08, 08	31	.
365 + 31 + 02	0 + 0 + 3	02	.. number entered was 76,08,09
		03	
		401	

Ethics

A letter of permission was obtained from Vancouver-Richmond Meals-on-Wheels. Since there were no personal interviews or questionnaires directly involving the sample selected, it was not necessary to obtain consent other than from the agency, nor was it necessary to request approval from the UBC Behavioural Sciences Screening Committee.

SCREENERS JOB DESCRIPTIONDuties

Interpretation of Meals on Wheels service to potential or actual recipients in the designated area;

assessment of suitability of applicants to program and their ability to pay for meals and recommend the amount;

follow up visits re problems reported by volunteers;

follow up on any difficulty in service delivery encountered by volunteers;

interpretation of problems of recipients to the District Chairman either directly or through the Meals on Wheels office.

Communication

Referrals will come through the Meals on Wheels office. After the visit has been made a request for commencement of service and information about the recipient should be given to the Meals on Wheels office, and will be relayed to the area Chairman.

DISTRICT CHAIRMAN

JOB DESCRIPTION

The District Chairman is the key person in each chapter or area. He or she should have good organizational ability, have a pleasing personality and relate well to both volunteers and recipients.

The District Chairman's position should be held by a volunteer, preferably from the local community.

(Terms of Reference, February 1970)

THE ROLE

The District Chairman's chief role is that of coordinator in the area. It is his or her responsibility to see that the service is carried out in accordance with the accepted practice and policy of the organization so that recipients are given the care and consideration they need. It is also the District Chairman's responsibility to foster good relationships between all those involved in Meals-on-Wheels to the benefit of the recipient.

SPECIFIC RESPONSIBILITIES

The District Chairman is responsible for the day to day organization of her chapter. However some aspects of the job may be delegated to Day Captains and other responsible volunteers.

The responsibilities are as follows:

a) On a daily basis:

1. Keeping up to date records on recipients.
2. Daily arrangement of volunteer schedules.
3. Checking list of recipients and meals required with the Office staff
4. Instructing the Day Captains (including giving information regarding changes in recipient or volunteer lists, specific needs or problems) and receiving a report back after all meals have been delivered.
5. Referring specific problems requiring follow-up to the coordinator for appropriate action.

b) On a continuing basis:

1. Orientation and training of new volunteers.
2. Knowledge of resources for the homebound person in the community.
3. Support of and assistance to volunteers.
4. Noting special events such as birthdays, anniversaries, Christmas, Easter etc. so that volunteers may mark the occasion in some special way.
5. Communication with staff regarding the needs of recipients and progress of the chapter.
6. Monthly reports.
7. Regular checking of recipients cards and records.
8. Attendance at monthly V.O.N. Meals-on-Wheels Committee meetings.

APPENDIX G

MEALS ON WHEELS - MONTHLY FINANCIAL REPORT

CHAPTER _____ MONTH _____

.....meals @ \$.....

.....meals @

.....meals @

.....meals office to bill - specify no charge to chapter

.....meals no charge - specify no charge to chapter

.....TOTAL MEALS SENT TO CHAPTER

TOTAL OF AMOUNTS SHOWN \$.....

ADD: ANY AMOUNT TO BE REFUNDED TO RECIPIENT SPECIFY

ADD: ANY AMOUNT COLLECTED FOR OFFICE BILLINGS SPECIFY

ADD: BANK INTEREST

ADD: DONATIONS.....

.....

TOTAL

SUBTRACT: ANY PREVIOUS CREDIT BALANCE.....

SUBTRACT: ANY PREVIOUS OVERPAYMENT SPECIFY.....

SUBTRACT: BANK CHARGES

SUBTRACT: PETTY CASH SPECIFY

TOTAL OF SUBTRACTIONS

TOTAL AMOUNT DUE TO OFFICE _____

AMOUNT SUBMITTED _____

CREDIT OR DEBIT BALANCE TO CHAPTER _____

BANK BALANCE AFTER PAYMENT _____ DATE _____

November 1978

Day Captains:-

JOB DESCRIPTION

The Day Captain is responsible for the distribution of meals on a designated day.

Early on the day of service the Day Captain will receive up-to-date information from the District Chairman in regard to the number of meals required and changes in recipients or volunteers.

The Day Captain will arrive in good time at the meeting place (at least 15 minutes ahead of the other volunteers), check recipients' cards and await the arrival of the meals. When the meals arrive will carefully check the numbers before the driver leaves, when the volunteers arrive will give them delivery instructions, cards with information pertaining to the clients and the appropriate number of meals.

The Captain will remain until the volunteers return with the payments for the meals and the "route cards", will check that everything is in order and will supervise the washing of the boxes.

As each area has their own way of banking monies, the Day Captain will attend to this in the way arranged for the area.

The Day Captain will ensure a full slate of volunteers - if someone is to be absent will attempt to find substitutes from a list of volunteers available from the Chairman.

APPENDIX I

VICTORIAN ORDER OF NURSES

MEALS-ON-WHEELS

FACT SHEET

THE PROGRAM

V.O.N. Meals-on-Wheels is a voluntary community service providing one hot nutritious noon-meal delivered three days each week on Monday, Wednesday and Friday.

THE PEOPLE

During 1971, 1132 people have availed themselves of Meals-on-Wheels.

Anyone may receive this service who, by reason of age, physical or mental handicap, or illness, is temporarily or permanently unable to prepare meals. Service may be given on a long or short term basis.

The majority of clients are elderly people living on a moderate or low income who are able to maintain themselves with some help in their own home. Many are convalescing after illness or injury or are chronically ill. Approximately 14% of the clients are younger handicapped or convalescent persons.

THE VOLUNTEERS

Volunteers are drawn from many segments of the community. Over 750 men, women and high school students give at least an hour and a half once a week to deliver meals and visit clients. Twelve local districts in Vancouver and Richmond each have a chairman and three day captains to coordinate activities.

THE MEAL

39,886 meals were served during 1971. A uniform minimum standard was set up with advice from the city nutritionists and periodic spot checks are made to see that these standards are maintained. Menu variations and limitations are suggested to the caterers. In addition, the requirement of an annual permit from the City Health Department involves an inspection of all aspects of the program. Catering for Meals-on-Wheels are Pacific Western Airlines, The Tartan Restaurant, Carlsbad Private Hospital and The Bay in Richmond.

DIETS

A limited variety of simple therapeutic diets is available to those who need them in areas served by Pacific Western Airlines Flight Kitchen and some variation can be made in exceptional circumstances in the meal pattern. At present 20% of the meals served are in this category. However due to lack of proper dietetic facilities we are not able to encourage clients to have special meals.

FINANCE

A maximum of \$1 per meal is charged when the client can afford to pay, otherwise meals are subsidized as necessary. Most clients prefer to pay the volunteer daily for their meal but monthly billing arrangements may be made with the office. The fee is discussed with each client before he or she is admitted to the program. Fees provide the main source of income for the program and the remaining 26% of the budget has been provided by grants from the City of Vancouver and the Vancouver Foundation and donations from churches, service clubs and individuals.

REFERRALS

Clients may be referred by staff of hospitals and all health and welfare agencies or they may request the service themselves. When recommended by professional staff of a recognized agency, clients are accepted immediately and a visit may be made for clarification if necessary. Self-referred clients or those recommended by family or friends are visited by a representative of Meals-on-Wheels. Meals-on-Wheels staff and a group of volunteers with professional skills (nursing, social work etc.) under the supervision of the coordinator carry out all such screening visits. Clients are usually admitted to the program within two days of the referral and in an emergency can be admitted until 9 a.m. on a meal day.

to make a referral,

ADMINISTRATION

The program is administered by the Victorian Order of Nurses. A Meals-on-Wheels Committee of the V.O.N. Board of Management has representation from all districts and resource people from several agencies. The Chairman of this Committee sits on the Board.

A staff of two, the coordinator and a clerical assistant, work from an office at 1645 West 10th Avenue and are responsible to the District Director of the V.O.N.

FOOD STANDARDS

1. protein food, at least 3 ounces (before cooking) boneless meat, fish or poultry.
2. vegetables - 1 serving cooked - $\frac{1}{2}$ cup or one #12 commercial disher or scoop.
 * 1 serving other vegetable - cooked, salad, or 4 fl. ounces juice or soup.
3. potato or rice or macaroni products - $\frac{1}{2}$ cup.
4. dessert - milk or fruit pudding or fruit pie or tart, $\frac{1}{2}$ cup or 4 ounces.
5. beverage and bread - optional.

*soup, salad and juice should be provided in rotation once each week.

VON FOR CANADA

STATEMENT
OF
PHILOSOPHY

VON for Canada, a national voluntary health agency, believes that:

- all people have a right to comprehensive, coordinated, compassionate health care and that, whenever possible, care should be provided in the familiar surroundings of the home;
- individuals and families should be encouraged and assisted to be as independent as possible in meeting their health care needs;
- programs emphasizing the promotion and maintenance of health, the prevention of injury and disease, the care and restoration of the sick and disabled and the comfort of the dying should be available to help individuals and families;
- nursing and other community care services needed to maintain individuals at home are vital components of the health care system and should be of the highest standard;
- continuing educational preparation for staff is essential to meet changing community needs;
- volunteers should play an active role in promoting, planning and providing health care services at the local, provincial and national level.



As adopted by the Board of Management of the
Victorian Order of Nurses for Canada,
November 23, 1979

APPENDIX K
EAGLE CATERING LTD
#273 4438

Food Order Form
DATE _____

MEAL _____

Driver _____

CHAPTER	REG.	DIAB. #2	N.P.P. #3	BLAND #4	SOFT #5	TOTAL DIETS	NoFISH #10	SUPP. PAC.	TOTAL MEALS
BURRARD									
CEDARCOTTAGE									
DUNBAR									
FRASERVIEW									
GRANDVIEW									
KERRISDALE									
KITSILANO									
MT. PLEASANT									
MARPOLE									
RICHMOND									
RILEY PARK									
WEST END									
OFFICE									
TOTALS									

CHANGES

BURRARD	KERRISDALE
CEDAR COTTAGE	MARPOLE
DUNBAR	MT. PLEASANT
FRASERVIEW	RICHMOND
GRANDVIEW	RILEY PARK
KITSILANO	WEST END

JOB DESCRIPTION - MEALS ON WHEELS COORDINATORRole or Function:

Coordination and support of all aspects of the Meals on Wheels Program, including activities of volunteers and volunteer groups; responsible to the District Director for the administration, promotion, planning and delivery of the service.

Duties:

The Coordinator is responsible for the following:

1. Recruitment, orientation, training and placement of volunteers.
2. Routine administrative procedures in regard to record keeping, budgeting, service delivery, information and referral.
3. Promotion of the program by contact with community groups (churches, service clubs, etc) and by use of the media.
4. Liason with health, social service and related agencies in regard to the utilization of the Meals on Wheels Program.
5. Ability to negotiate with caterers for the provision of meals to meet standards determined by the program.
6. Keeping abreast of developments in the field of health and social services and making recommendations to the Meals on Wheels Committee, and District Director for necessary changes in the Meals on Wheels program.
7. Supervision and evaluation of Meals on Wheels staff.
8. Assessment of eligibility of potential clients and determination of length and extent of service needed.

Experience and Qualifications:

Extensive experience in working with volunteers and community groups; an understanding of the physical, psychological and social needs of the elderly and homebound; basic knowledge of special nutritional needs of the elderly; an ability to communicate with volunteers, professionals and community agencies using the service; administrative ability.

Professional training in nursing, social work or dietetics or extensive experience in running a Meals on Wheels program is desirable.

Special Skills or Needs:

An ability to work with a variety of people in informal or formal situations; an enthusiastic and warm personality; a commitment to the principles and policies developed by the VON Meals on Wheels Program; communication skills.

JOB DESCRIPTION - MEALS ON WHEELS FOOD SUPERVISOR P/T 4 hrs. daily

Job Description: Supervision of application and standards of menu, working with the Coordinator and caterer in planning of suitable menus and seeing that the meals meet the standards required for the program; responsible for the serving, packaging and dispersal of meals from caterer to depots.

Person with training and experience in food service and nutrition, preferably with some knowledge of the special requirements for therapeutic diets; must have an understanding of the special role of the volunteer in the delivery of this type of service.

Burrard - St. Andrews Westly Burrard at 1011 Nelson
Cedar Cottage - St. Mathews 3015 - East 23 Ave.
Dunbar - West Point Grey Baptist Church - 4509 - West 11th

Fraserview - Fraserview United Church 7317-Victoria
Grandview - St. David's Anglican 2475 Franklin St
Kitsilano - St. Mark's Anglican Church 2nd & Larch



VOLUNTEER QUESTIONNAIRE

1. How long have you been in this volunteer program? _____
2. How many days per week do you deliver meals? _____
3. How many meals per day do you deliver? _____
4. How long do you spend with each client? _____
5. Why did you become a Meals-on-Wheels volunteer? _____

6. How did you become a Meals-on-Wheels volunteer? _____

7. Please describe briefly your volunteer job(s) in this volunteer program
(driver, server, day captain, etc.) _____
8. Where does your volunteer time go in an average month? (Please fill in all
the lines as best you can.)
____ Hours per month
____ Hours with clients, or otherwise on the job, per month
____ Hours consulting with regular staff per month
____ Hours in various volunteer meetings per month
____ Hours filling out reports, paperwork (not part of the job itself)
9. What is the most important thing you do for your client? _____

10. What is the least important? _____

11. What are some the main satisfactions you're getting from your volunteer
work now? _____

12. What are some of the main frustrations? _____

13. What do you see as some of the good things about this volunteer program now? _____

14. What do you see as some of the things that could be improved? _____

15. Has anyone in the organization ever asked you before what you thought of this volunteer program? (Please check the closest to right for you)
- No, never directly
Once or twice, maybe
Many times
16. Have you ever recommended joining this volunteer program to any of your friends or family?
- Yes, definitely
General mention, might not have been strong recommendation
No, not really
17. How were you trained? _____

18. What do you think about that? _____

19. What support do you receive from staff and other volunteers? _____

20. What do you think about that? _____

21. How is your work being recognized? _____

22. What do you think about that? _____

23. Are you trusted to do important things? _____

24. What do you think are the goals of Meals-on-Wheels? _____

25. Would you like more information about the organization? _____

26. Any other comments you'd care to make would be appreciated. _____

I am requesting your assistance in part of a study. I would appreciate your participation in this project. I realize you already give generously of your time. Would you take another twenty minutes to answer this questionnaire? If you complete the questionnaire it will be assumed that consent has been given. If you do not, it will in no way affect your standing as a valued volunteer. All answers will remain confidential.

Please give me the benefit of your frank opinion on these questions. Your answers are important. They will be generalized as representative for the whole group.

Would you please return the questionnaire to your Day Captain or Area Chairman as soon as possible. Thank you for your help.

Mona C. McKinnon

CODING - VOLUNTEER QUESTIONNAIRES

Identity number	numerically		1,2
	missing data	00	
Length of service	numerically in years with one decimal point		3,4,5,6
	missing data	00	
Number of days worked/week	numerically		7
	missing data	00	
Number of meals delivered per day	numerically		8,9
	missing data	00	
Time spent with each client	numerically in minutes		10,11
	missing data	00	
Reasons for volunteering	to help others	1	12
	asked by friend or volunteer	2	
	Meals-on-Wheels worthwhile program	3	
	needed interesting and useful leisure time	4	
	answered call for help	5	
	duty	6	
	other	8	
	missing data	9	
Method of recruitment	friend, neighbour, relative	1	13
	asked by active volunteer	2	
	just phoned in & offered	3	
	church	4	
	advertisement in newspaper	5	
	ad on TV, radio, poster	6	
	pamphlet	7	
	other	8	
	missing data	9	
Principal activity	driver	1	14
	server	2	
	driver & server	3	
	PWA driver	4	
	Day captain	5	

	Area chairman	6	
	screeners	7	
	other	8	
	missing data	9	
Hours per month	numerically		15,16
	none	00	
	missing data	99	
Hours with clients	numerically		17,18
	none	00	
	missing data	99	
Hours with paid staff	numerically		19,20
	none	00	
	missing data	99	
Hours at meetings	numerically		21,22
	none	00	
	missing data	99	
Hours paperwork	numerically		23,24
	none	00	
	missing data	99	
Prime function - first answer	food related	1	25
	social support	2	
	prevent institutionalization	3	
	performing unrelated tasks	4	
	helping or serving	5	
	other	6	
	missing data	9	
Prime function - second answer	food related	1	26
	social support	2	
	prevent institutionalization	3	
	performing unrelated tasks	4	
	helping or serving	5	
	other	6	
	missing data	9	
Least important function	food related	1	27
	social support	2	
	prevent institutionalization	3	
	performing unrelated tasks	4	
	helping or serving	5	
	other	6	
	remove foil plate	7	
	missing data	9	

Satisfaction - First answer	helping others	1	28
	appreciation from the client	2	
	enjoy contact with client	3	
	seeing clients improve	4	
	satisfying a community need	5	
	avoiding institutionalization	6	
	contact with other volunteers	7	
	sense of accomplishment	8	
	other	9	
	missing data	0	
Satisfaction - Second answer	helping others	1	29
	appreciation from the client	2	
	enjoy contact with client	3	
	seeing clients improve	4	
	satisfying a community need	5	
	avoiding institutionalization	6	
	contact with other volunteers	7	
	sense of accomplishment	8	
	other	9	
	missing data	0	
Frustrations	none	1	30
	insufficient time with client	2	
	collection related	3	
	not notified of changes	4	
	client not home	5	
	weather & traffic & parking	6	
	food related	7	
	other	8	
	missing data	9	
Good Features	prevents institutionalization	1	31
	food related, e.g. improves		
	nutrition	2	
	meeting a need	3	
	social support	4	
	health related	5	
	enjoy social contacts	6	
	makes me feel good	7	
	other	8	
	missing data	9	
Improvement needed	not needed	1	32
	food related	2	
	more social support	3	
	more volunteers	4	
	collection related	5	
	other	8	
	missing data	9	

Previous evaluation	no, never directly	1	33
	once or twice, maybe	2	
	many times	3	
	other	4	
	missing data	9	
Recommended joining	yes, definitely	1	34
	general mention	2	
	no	3	
	other	4	
	missing data	9	
Training	none or very little	1	35
	on the job by other volunteers	2	
	told what to do	3	
	common sense	4	
	office orientation	5	
	observation	6	
	literature	7	
	other	8	
	missing data	9	
Opinion re: training	excellent	1	36
	good	2	
	average (satisfactory)	3	
	fair	4	
	poor	5	
	other	7	
	missing data	9	
Support from staff	excellent	1	37
	good	2	
	average (acceptable)	3	
	fair	4	
	poor	5	
	other	8	
	missing data	9	
Work recognition	none	1	38
	by clients	2	
	by other volunteers	3	
	by administration	4	
	don't know	5	
	other	8	
	missing data	9	

Opinion re: recognition	excellent	1	39
	good	2	
	acceptable (average)	3	
	fair	4	
	poor	5	
	other	8	
	missing data	9	
Degree of trust	yes	1	40
	no	2	
	not applicable	3	
	other	8	
	missing data	9	
Goals	help others	1	41
	food related	2	
	social support	3	
	prevent institutionalization	4	
	don't know	5	
	good, fine, etc.	6	
	meeting a need	7	
	other	8	
	missing data	9	
Information	yes	1	42
	no	2	
	other	8	
	missing data	9	
Volunteers	yes	3	43

APPENDIX Q

National Centre on Volunteerism Scoring Method

A. VOLUNTEER FEEDBACK FORM

The Volunteer Feedback Form is designed for any active volunteer, and it attempts to assess volunteers' satisfactions, frustrations, and effectiveness of time investment. The exact definition of the index is not clear, but additional elements include volunteer dependability and perseverance, and the volunteers' perception of program leadership.

The form should be administered to a sampling of volunteers every three or four months. Volunteer inservice meetings are an excellent forum for completing the forms and subsequent group discussion. The results can be useful for redesigning job descriptions, volunteer training, and general program management. Also, volunteers who have recently resigned from the program can provide important feedback.

B. SCORING

It is important to note that a great deal of useful information is not included in the scoring index below.

- Question 1: 0-3 mos. = 0 points; 4-6 mos. = 1; 7-12 mos. = 2; 13-23 mos. = 5; 2-5 yrs. = 8 points; more than 5 yrs. = 10.
- 2: One job only = 0 points; 2 jobs = 5; 3 or more = 10.
- 3: Total hours less than 2 = 0 points; 3-5 hrs. = 2; 6-10 hrs. = 5; 11 or more total hours = 7. If ratio for total hours/"hours filling out reports" is more than 5 to 1, add 3 points.
- *6: 3 or more frustrations = 0 points, 2 frustrations = 3; only 1 frustration = 6; no frustrations or "none" = 10.
- 7: No good things listed or "none" = 0 points; 1 good thing = 3; 2 good things listed = 6; 3 good things = 8; 4 or more good things = 10.
- 10: (a) = 0 points; (b) = 5 points; (c) = 10 points.
- 11: (a) = 10 points; (b) = 0 points; (c) = 5 points.

*Count of separate units will be somewhat judgmental here.

12: (a) = 10 points; (b) = 5 points; (c) = 0 points.

13: Add total of points circled in all four items.
Ranges from 0 - 20.

Total number of points (raw score)

C. NORMS

The norms for the Volunteer Feedback Form are based on responses from a total of 187 volunteers. The volunteers are from a wide range of programs: hospital auxiliaries, public schools, Red Cross, criminal justice agencies, RSVP, YMCA, and youth service organizations.

Raw scores range theoretically from 0 to 100. However, practically speaking, it is almost impossible to get a volunteer feedback score of less than 20 to 25; these are virtually free points.

NORMS FOR VOLUNTEER FEEDBACK FORM

If your Volunteer Feedback
raw score is:

You are higher than
approximately:

0 - 40	5% of programs
41 - 43	10%
44 - 47	15%
48 - 50	20%
51 - 53	25%
54 - 56	30%
57 - 58	35%
59 - 60	40%
61 - 62	45%
63 - 64	50%
65 - 66	55%
67	60%
68	65%
69 - 70	70%
71 - 73	75%
74 - 75	80%
76 - 77	85%
78 - 81	90%
82 - 87	95%
88 - 100	You are in the top 5%

INTERVIEWS WITH CLIENTS

1. Is there enough variety in the menu selection? _____

2. Are the serving sizes suitable to you? _____

3. Was the temperature of the hot food satisfactory? _____
_____ The cold food? _____
4. Does the food look appetizing when you receive it? _____

5. Do you reheat any left over food? _____
6. Do you find the present meal times satisfactory? _____

7. Which of the foods you received did you like best? _____
_____ The least? _____

8. In general, how would you rate the meals? _____

9. How long did you wait to be accepted for Meals-on-Wheels? _____

10. How do you feel about the price of the meals? _____

11. How long does your volunteer spend with you when he/she delivers the meal?

12. What are some of the good things your volunteer does that help you? _____

13. What are some of the things your volunteer does that maybe don't help as much? _____

14. What are some new things your volunteer could to that would be good? _____

15. Do you have any suggestions how Meals-on-Wheels might be changed? _____

16. If you have a choice, would you prefer to eat your noon meal at home or in a group setting away from home? _____

17. Any other comments you'd care to make would be appreciated. _____

INTERVIEW CODING

			<u>COLUMN</u>
Identification number	001 - 100		1,2
Variety	Always	1	3
	Usually	2	
	Sometimes	3	
	Rarely	4	
	Never	5	
	Other	8	
	Missing data	9	
Serving sizes	Far too much	1	4
	A little too much	2	
	Just right	3	
	Little too small	4	
	Too little	5	
	Other	8	
	Missing data	9	
Hot food - hot?	Yes	1	5
	No	2	
	Other	8	
	Missing data	9	
Cold food - cold?	Yes	1	6
	No	2	
	Other	8	
	Missing data	9	

Appearance	Excellent	1	7
	Good	2	
	Acceptable	3	
	Fair	4	
	Poor	5	
	Other	8	
	Missing data	9	
Leftovers reheated	Always	1	8
	Usually	2	
	Sometimes	3	
	Rarely	4	
	Never	5	
	Entire meal re- heated	6	
	Entire meal re- heated for con- sumption at a later time	7	
	Other	8	
	Missing data	9	
Meal times	Yes	1	9
	No	2	
	Other	8	
	Missing data	9	
Foods liked best	Soup	1	10
	Entree	2	
	Vegetable	3	
	Starch	4	

	Dessert	5	
	Liked all	6	
	Liked none	7	
	Other	8	
	Missing data	9	
Foods liked least	Soup	1	11
	Entree	2	
	Vegetable	3	
	Starch	4	
	Dessert	5	
	Liked all or liked none	6	
	Other	8	
	Missing data	9	
Rating of meals	Excellent	1	12
	Good	2	
	Acceptable	3	
	Fair	4	
	Poor	5	
	Other	8	
	Missing data	9	
Length of wait	Right away	1	13
	A few days	2	
	1-3 weeks	3	
	Can't remember	4	
	Other	8	
	Missing data	9	

Price	Much too high	1	14
	A little too high	2	
	Allright	3	
	A little too low	4	
	Much too low	5	
	Fair, but difficult to afford	6	
	Would be willing to pay more for better variety and/or quality	7	
	Other	8	
	Missing data	9	
Length of volunteer's visit	Numerically in minutes		15,16
Good things (open-ended)	None	1	17
	Cheerful, pleasant, helpful volunteer	2	
	Specific item	3	
	Other	8	
	Missing data	9	
Not helpful things (open-ended)	Nothing further required	1	18
	Food spillage	2	
	Specific item	3	
	Dislikes aluminum plate	4	
	Other	8	
	Missing data	9	

New things (open-ended)	Nothing more required	1	19
	Reduction in food spillage	2	
	More socialization	3	
	Specific items	4	
	Other	8	
	Missing data	9	
Suggestions (open-ended)	Nothing more needed	1	20
	Very satisfied as is	2	
	Reduced food spillage	4	
	Better food and/or variety	5	
	Specific item	6	
	Other	8	
	Missing data	9	
Preference of location	Home	1	21
	Away from home	2	
	No option due to physical disability	3	
	Other	8	
	Missing data	9	
Comments (open-ended)	Food related	1	22
	Praise for volunteers	2	
	Praise for service	3	
	At home but would like to go out on occasion	4	
	Other	8	
	Missing data	9	

Dear

I am requesting your assistance in answering questions regarding your opinion of Meals-on-Wheels.

If you would be willing to be interviewed in your own home, you will be contacted by telephone during the next four weeks to arrange a time suitable to you. The interview will take approximately thirty-five minutes.

All information collected will remain confidential. Upon completion of analysis, all data containing any names will be destroyed.

It should be clearly understood that you may withdraw from the study at any time you wish and that neither your answers nor your refusal to participate will affect in any way your receipt of Meals-on-Wheels.

If you would be willing to assist in this study would you please sign the attached consent form and return it to your volunteer.

Thank you for your help in this project.

Yours truly,

Mona C. McKinnon

CONSENT FORM

I, _____, agree to be part of this study.
(Name, please print)

I understand that it involves one interview in my own home at my convenience and that the interviewer will maintain confidentiality. I realize I am free to withdraw from the study at any time.

Dated this _____ day of _____, 1984.

Signed _____ Phone Number _____