

June 21, 2001

Reference No. 49407

Dear Stakeholder:

As you may be aware, the Women's Services Division of the Ministry of Community, Aboriginal and Women's Services (formerly the Ministry of Women's Equality), has been reviewing the Bridging Program to ensure that it meets the needs of women and to ensure that limited financial resources are being used appropriately and efficiently. The program review has been guided by a steering committee with representation from the Women's Services Division, Ministry of Human Resources (formerly the Ministry of Social Development and Economic Security), current program service providers, and past participants.

For stage one of the review, the committee directed an independent contractor to prepare a discussion paper with recommendations. This work included reviewing program materials and previous evaluations, and conducting a survey of a small sample of service providers and program participants. The result is "A Discussion Paper for the Bridging Program" that addresses:

- recommended "core components" (curriculum);
- best practices for an employability program for women who have survived abuse;
 and.
- characteristics of clients, service providers and communities that impact the program's outcomes and materials.

The *Discussion Paper* is available on the Internet at http://www.weq.gov.bc.ca/bridging-employability/report.stm

The Women's Services Division has considered these recommendations and has prepared a response document (attached). For stage two of our review, we are seeking stakeholder feedback on our division's responses to the recommendations. We want to hear from individuals, agencies, current and past service providers, agencies interested in delivering the Bridging Program, program participants, and referral agencies. We welcome broad input. Please feel free to share this information with past bridging participants or other interested individuals.

Please return your feedback to the division by **July 6, 2001**. Although the division will not be acknowledging receipt of individual submissions, your response is important and will be used to ensure the Bridging Program meets the needs of women and limited financial resources are utilized appropriately and efficiently. The next steps are the development of an action plan by August 31, 2001, to implement recommendations.

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If you have questions or require a copy of the *Discussion Paper* or the division response document, please contact the Regional Program Coordinator for your area. Contact information is enclosed for your convenience.

Thank you for participating in this consultation process.

Sincerely,

Liz Gilliland

Assistant Deputy Minister

Enclosures

pc: Regional Program Coordinators

Copy

MINISTRY OF COMMUNITY, ABORIGINAL AND WOMEN'S SERVICES WOMEN'S SERVICES DIVISION CONSULTATION ON "A DISCUSSION PAPER FOR THE BRIDGING EMPLOYABILITY PROGRAM"

INTRODUCTION

Effective June 5, 2001, the Women's Services Division of the Ministry of Community, Aboriginal and Women's Services was established and assumed responsibilities of the former Ministry of Women's Equality, including the Bridging Program. The Ministry of Women's Equality held this program responsibility since 1999. This paper reflects the new ministry structure with the exception of references to the 'Ministry' contained in the recommendations. The language in the recommendations remains intact from the *Discussion Document* that was produced prior to June 5, 2001.

The Bridging Program was established in 1988 to assist women who have experienced abuse and face barriers to employment as a result. The program is not intended to be a general employment program for women, nor to duplicate existing programs provided through other sources. The Women's Services Division funds other programs to meet the needs of women who are victims or survivors of abuse or violence, including transition houses and counselling.

The Women's Services Division is reviewing the program to ensure that it meets the needs of women and to ensure that limited financial resources are being used appropriately and efficiently. A program review was guided by a steering committee including members from the Women's Services Division and the Ministry of Human Resources, current Bridging Program service providers and past participants. The process included a review of background materials and consultation with eighteen service providers and fourteen program participants. The result was a Discussion Paper with recommendations.

At this time, the Women's Services Division wishes to obtain feedback on recommended core components and best practices for the Bridging Program as well as how to best consider the characteristics of clients, service providers, and communities, and how they affect the Bridging Program.

PROCESS and TIME FRAME

A series of recommendations have been provided in the Discussion Document. The Women's Services Division has prepared responses to the recommendations and is seeking feedback on them. Following each of the responses to the recommendations is a feedback section for the reviewer to complete and return to the division by **July 6, 2001**.

Although the division will not be acknowledging receipt of individual submissions, your response is important and will be used to help us develop an action plan by August 31, 2001.

Response Document Bridging Program Review Women's Services Division
Ministry of Community, Aboriginal and Women's Services

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PROGRAM OBJECTIVES

Discussion Paper Recommendations 1 - 3	1.	The ministry clearly defines the objectives of the Bridging Program, within the context of long-term goals, and measurable performance indicators.
	2.	These objectives be developed in consultation with service providers, program participants and ministry field staff.
	3.	The objectives be reflected in program brochures, staff training, contract negotiations with new and existing service providers, and funding requests within the ministry's budget-building process.

Division Response

The Bridging Program is for women who have experienced abuse and face barriers to employment as a result. The government's objectives for the Bridging Program have been developed through consultation with service providers, participants and Women's Services Division field staff. The objectives of the Bridging Program are to promote women's selfconfidence, to succeed at achieving an optimal standard of living by providing personal understanding development skills, job readiness skills and ensuring advocacy, referral and coordination of services provided by other agencies that serve women. These objectives are supported by providing women with the opportunity to explore the effects of abuse; ways to break the patterns of abuse and to improve their lives; to support women to gain the knowledge and skills to actively move toward being independent and self-directed; and providing a safe, supportive environment for women to gain or increase their self-esteem and confidence necessary to participate effectively in education, training and/or employment.

Program changes will be reflected in related materials and staff training.

Instructions: Please rate how strongly you agree or disagree with the Division Response by placing a check mark in the appropriate box.

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Comments:

Response Document Bridging Program Review Women's Services Division Ministry of Community, Aboriginal and Women's Services

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CORE PROGRAM COMPONENTS

Discussion Paper					
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Discussion Paper	The ministry add the following as core program components:	
Recommendation	• counselling; and	
5	follow-up services.	
	In implementing this recommendation, consideration be given to:	
	•how these components may be delivered (e.g. on-site or off-site);	
	•possible sources of funding for these components; and	
	•the impact of adding these core components to existing contracts.	•

Division Response

The Women's Services Division supports the inclusion of counselling and post-program support as core components of the Bridging Program. The manner in which counselling is provided, i.e., on-site or off-site, will be determined locally based on need and availability of community resources. Currently, all Bridging Program contracts contain a post-program support component. Some contracts do not include the timeframe associated with the support, i.e., six months, or the component is not funded. The Women's Services Division considers it necessary for post-program support to be delivered on-site by the service provider to provide program participants with continuity in a safe and familiar environment.

As the addition of these components must be accommodated within the existing budget for Bridging Programs, it is anticipated that the adoption of this recommendation will result in a reduction in the number of program offerings across the province.

Instructions: Please rate how strongly you agree or disagree with the Division Response by placing a check mark in the appropriate box.

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Strongly Disagree Undecided Agree Strongly agree disagree

Comments:

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Discussion Paper Recommendations 6 - 8	6. The language in the ministry's contracts with program service providers support the optimal balance among all of the components.
	7. The contracts reflect the most effective use of available community resources to meet client needs; and avoid duplication of local services.
	8. As financial resources become available, the ministry consider negotiating extra funds in each contract to allow for additional program components, such as those required to enhance accessibility to the program.

Division Response

The Women's Services Division will develop new contracting materials reflecting the recommended core components and expected outcomes. The division and service providers will determine the balance of components and negotiate these elements based on participants' needs and available community resources. The Women's Services Division supports in principle the addition of program components dependant on increased program resources.

Future tendering processes will request proponents to demonstrate how their proposed program meets participants' needs, maximizes available community resources and how the objectives of each of the program components will be met, regardless of whether a component is delivered on-site or available through an alternative community resource. Contract documents will reflect this information.

The Women's Services Division is assessing the opportunity to enhance accessibility. Steps being considered are expansion of eligibility criteria beyond Income Assistance and implementing pilot projects for northern and rural communities to address additional barriers experienced in these areas.

Instructions: Please rate how strongly you agree or disagree with the Division Response by placing a check mark in the appropriate box.

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BEST PRACTICES

Discussion Paper Recommendations 9 and 10

9. The ministry consider the following list as a summary of best practices to be used to assist program development, act as guiding principles for other aspects of the program, and to clarify eligibility criteria for service

• Understand and apply a client-centred approach to facilitating the

• Empower participants by providing encouragement and choices

- While being proficient at providing emotional support, understand and apply professional boundaries with participants
- Be "self aware" of one's assumptions, biases and vulnerabilities and take measures to address any deficient practices that may result

 Thoroughly understand the dynamics of abuse, poverty and addictions,
- and their effects on the lives of women (and their children)
- Know and practice positive group dynamics
- Know and refer to ancillary services in the community, taking into accounts the unique needs of participants
- Know and practice critical incident de-briefing policy and skills
- Understand and model healthy relationships and communications styles
- · Promote pride in cultural identity / sexual orientation/class etc.
- 10. The ministry consult with service providers and program participants to determine best practice(s) with respect to the provision of follow-up services.

Division Response

The Women's Services Division concurs with these recommendations. The Division will consider the best practices listed in Recommendation 9 when implementing Program changes. The following are considered best practices in the provision of post-program support (follow-up) services:

- Available and accessible;
- Provides continuity;
- Supports integration/referral with other community services;
- Provides familiar personal support with planning and implementing goals;
- Provides a place where learned skills can be maintained and enhanced;
- A place for participants to de-brief while managing new training, education and/or work experiences;
- A safe, secure environment.

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CHARACTERISTICS OF SERVICE PROVIDERS

Discussion Paper Recommendation

- In addition to the provincial government's standard contracting guidelines to ensure program accountability, the ministry refer to the following agency attributes - unique to the Bridging Program - within service contracts, and when tendering the program:
 - ability to adjust program curriculum to best suit the needs of the participants taking part in each offering;
 - consistency of staff approach to program participants;
 - provision of advocacy to support the participants' needs for services; e.g. for people with disabilities, housing, medical and dental attention, school counselling for the children, income assistance programs, English as a second language, dealing with landlords and similar legal situations;
 - close connection with other service providers and the public at large, to ensure a solid understanding of the community's needs, of women's needs;



- sensitivity about women's issues, including the issues of abuse;
- ability to provide a safe environment;
- if possible, on-site child care;
- a policy of having board and management composed of at least 50%
- a policy of open board meetings, where staff and clients can attend;
- payment of equitable wages and benefits.

Division Response

The Women's Services Division supports this recommendation, however, regarding "a policy of having board and management composed of at least 50% women", the division is unable to control an organization's structure. However, the division will request, as part of the tendering process, that organizations demonstrate how their organizational policies and practices support equality for women.

In the provision of services to women, the division's approach and philosophy takes into consideration such factors as women's individual situations and needs; a woman's right to make her own decisions/choices; the impacts of violence/abuse; accessibility of services and personal and physical safety.

The Women's Services Division's perspective on contracting for services to women includes continuity of service, consultation, community-based and equitable wages and benefits. These perspectives and approaches, along with the above characteristics, will be considered when developing contract, tendering and program materials.

Response Document Bridging Program Review Women's Services Division Ministry of Community, Aboriginal and Women's Services

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Instructions: Please rate how strongly you agree or disagree with the Division Response by placing a check mark in the appropriate box.

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Discussion Paper Recommendation

The ministry, in consultation with service providers and other stakeholders as appropriate, develop core competencies for program facilitators, using the following list as a possible guideline for discussion:

- counselling background (to be defined) with a clear understanding of abuse issues;
- personal processing of life experiences;
- sound knowledge of the dynamics of abuse in relationships and the impact of abuse on women's lives;

 and analysis

 understanding of women's realities (poverty, equity, survival, etc.);
- facilitation experience using a learner-centred approach;
- clearly developed and demonstrated professional boundaries in terms of facilitator/participant relationship and personal self-care;
- administrative skills;
- understanding of employment issues from the employer's world as well as the participant's;
- information, referral and advocacy skills;
- knowledge of community resources or ability to quickly acquire knowledge;
- initiative and ability to work within a team.

Division Response

The Women's Services Division supports the recommendation of service providers having skilled and knowledgeable program facilitators to deliver the Bridging Program. The development of core competencies is a longer-term process requiring consultation with stakeholders.

Response Document Bridging Program Review Women's Services Division Ministry of Community, Aboriginal and Women's Services

Page 10

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CHARACTERISTICS OF COMMUNITIES

Discussion Paper Recommendation 18	The ministry establish a working group made up of contract managers, service providers and participants to determine and set priorities regarding "ancillary community services" criteria for the funding of new programs and the assessment of current ones. This working group should make recommendations with respect to optional ways of providing these services if not all of them exist in the same location as the Bridging Program.

Division Response

The Women's Services Division concurs with this recommendation.

Instructions: Please rate how strongly you agree or disagree with the Division Response by placing a check mark in the appropriate box.

1 2 3 4 5

Strongly Disagree Undecided Agree Strongly agree disagree

Comments:	smallu	communi	fies	

BEST PRACTICES FOR PROGRAM FUNDERS

Discussion Paper Recommendations 19 and 20	19. The ministry establish the Bridging Program as one of its core programs.
	20. The ministry establish an annualized budget to provide core funding to approved service providers

Division Response

The Women's Services Division supports, in principle, establishing the Bridging Program as a core program and establishing core funding. Theoretically, longer term, ongoing programs are more effective, cost-efficient and achieve greater results than short-term, rotating programs. However, not all communities have the capacity to sustain long-term, ongoing programs, but may be able to provide a short-term program to support access to women from within their own communities when demand arises.

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We believe that the Bridging Program should have a hybrid funding model - one that features the flexibility to meet some communities' short-term needs as well as providing the stability of core funding in communities that have the capacity to sustain ongoing services. The division's next steps will be the development of a funding allocation model that addresses these varying needs.

Instructions: Please rate how strongly you agree or disagree with the Division Response by placing a check mark in the appropriate box.

1	2	3	4	(5)
Strongly disagree	Disagree	Undecided	Agree	Strongly agree

omments:
There are women who are ready for and wanting Bridges
The get put on a waiting list somewhere it the community.
When a nogram smally tets rolling the women have
moved or are back with their partners or dushing etc.
Its cutual for women, facilitators, community
agencies, employers - everyone 1 to have knowledge
of a stable moram with a consistent deliver
I agency (preferably community-based, not institutionslessed)

Discussion Paper Recommendation 21	The ministry consult with northern contract managers and service providers to determine how best to meet the unique needs of women in their rural and remote communities.
1	*

Division Response

The Women's Services Division concurs with this recommendation. Rural and northern communities experience additional barriers to service provision and applying urban delivery models in these communities may not meet women's needs. The following strategies are being considered:

- Initiate a tendering process requesting innovative service delivery models which address the unique needs and barriers of small, rural, northern, and/or isolated communities; the successful proponent(s) would receive a contract for a pilot project.
- Create a service delivery model establishing one consistent service provider with the capacity to deliver the program in several communities over a specified period of time; the successful proponent(s) would receive a contract for a pilot project.
- Develop a long-term (three-year) plan which outlines what community the program will be delivered
 in and when. This may address issues of capacity for some communities which cannot sustain a longterm, ongoing program, as well as the concern that communities are unable to plan adequately to
 deliver a program because they don't know when/if the program will be available within their
 communities.

Response Document Bridging Program Review	
Women's Services Division	
Ministry of Community, Aboriginal and Women's S	ervices

disagree	Disagree	Undecided	Agree	Strongly agree	
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<u>Division Respon</u>	ise				
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Discussion Paper Recommendation	The ministry, in	partnership with ot	ner funding partne	ers (e.g. Human	
23	Resources Development Canada, Indian and Northern Affairs Canada,				
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		women in need.			
Response Document	Bridging Program	Review		Page 14	
Women's Servic					

06/22/01

Ministry of Community, Aboriginal and Women's Services

Instructions: Please rate how strongly you agree or disagree with the Division Response by placing a check mark in the appropriate box.

Division Response	<u>.</u>			
eligibility criteria in	n response to Recor	nmendation 8. Exp	anded eligibility co	ed to the expansion of uld include Band Assistance velopment of further criteria
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Undecided

Comments: ,
405. And MSDES (or MAR or whatever it is now)
should cover 1000/0 of child care costs for women
saturative in the singram. Its but sacous
that they don't and not just for Bridger for
all "net- employment" mograms they force
single scients to lendine.

Agree

Strongly agree

06/22/01

Discussion Paper Recommendation 24	The ministry employ longer timeframes and a flexible range of post- program outcomes to determine program effectiveness.
24	program outcomes to determine program effectiveness.

Division Response

1

Ministry of Community, Aboriginal and Women's Services

Strongly disagree Disagree

This recommendation may be considered further in conjunction with Recommendation 19 regarding establishing the Bridging Program as a core program. If long-term, ongoing programs are established, then long-term post-program support would naturally be included. The flexibility of post-program outcomes has been addressed in the response to Recommendation 10.

Instructions: Please rate how strongly you agree or disagree with the Division Response by placing a check mark in the appropriate box. 2 3 5

Strongly disagree	Disagree	Undecided	Agree	Strongly agree
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	ment Bridging Prograr	n Review		Page 1

NEXT STEPS

Discussion Paper Recommendations 25 - 29

- 25. The ministry distribute the report to as many past, present and potential service providers and participants as possible, along with other provincial and federal government funders and institutions such as community colleges.
- 26. The consultation process be facilitated by an independent contractor, assisted by the ministry's regional staff with respect to names of contacts and methods of collecting feedback.
- 27. A "discussion guide" (i.e. list of standardized questions) accompany the document, in order to assist the analysis and summary of findings.
- 28. The contractor document the findings from the consultation and incorporate commonly identified themes into a draft report for review by an advisory committee representing participants and service providers. This committee would also consider the implications of implementing the report's recommendations.

The feedback obtained through the consultation and the deliberations of the advisory committee be incorporated into a final report, including recommendations, to the ministry, and be made publicly available.

29. All of the above occur between May and July, 2001.

Division Response

This Response Document will be forwarded to numerous stakeholders. In addition, the "Discussion Paper for the Bridging Program" will be accessible through the Women's Services Division's website for stakeholders to review and use for reference to the Response Document. The website address is:

http://www.weq.gov.bc.ca/bridging-employability/report.stm

The Women's Services Division will utilize internal resources to facilitate the feedback process.

The Women's Services Division will implement changes based on input to this Response Document. Where possible, implications of changes have been identified within the responses. It is not considered necessary at this time to establish an advisory committee.

The stakeholder feedback will be completed by **July 6, 2001**. The next steps are the development of an action plan by August 31, 2001 to implement recommendations.

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