

Open-Solicitation Process Fails to Meet Community Needs

**A report on the state of Settlement Information and Support Services
for Northeast and East Vancouver Immigrants**

by

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EXECUTIVE SUMMARY

The Government of British Columbia's new open-solicitation process, recently used by the Ministry of Community, Aboriginal and Women's Services to determine the allocation of funds for Settlement Information and Support Services, has resulted in a total loss of funding for certain services MOSAIC has provided to immigrants and refugees living in Vancouver's Northeast Service Corridor (Grandview Woodland, Commercial Drive and Hastings-Sunrise area) for the past 28 years. The impact of this process on the *overall* structure of services available to immigrants and refugees in the Lower Mainland is far reaching, with the effects felt most acutely in the northeast section of the city, which includes a very high concentration of immigrants and refugees. This report documents the effects of the new process on immigrant and refugee services based on a community forum held on February 10th, 2005 at MOSAIC, 1720 Grant Street, Vancouver, and on a review of relevant documentation.

Two main areas of concern exist for community members residing and service providers operating within Vancouver's northeast side. The first relates to the implementation of a competitive-tendering process, used to allocate financial resources for Settlement Information and Support Services. Community organizations are concerned this process, known as Request for Proposal (RFP), compromises collaborative, integrated service delivery, and forces service providers into unhealthy competition. Community organizations also consider the processes and criteria now used to distribute funds disregard important values like equal access to and even distribution of services (values which are, in fact, embedded in the agreement for Canada British Columbia Co-operation on Immigration, 2004), thus deepening the impact provincial cuts have on vulnerable populations by producing geographical service gaps and fragmenting service provision.

The second area of concern relates to the impact the decision *not* to designate any funding to MOSAIC's Settlement Information and Support Services has had on the overall network of immigrant and refugee services throughout the Lower Mainland. The effects of this impact can be summarized as follows:

- The formation of a "geographical vacuum," which has resulted in an uneven distribution of resources and a critical service gap within an area of high concentration of low-income immigrants.
- The erosion of an effective model of integrated service delivery among service providers in Vancouver's Northeast Service Corridor, particularly in the following areas: health, education, legal counsel, language and employment training, housing, immigrant integration, and community capacity building.
- The decrease over the last decade in organizational capacity and accumulated social capital among agencies, community leaders and funders.
- MOSAIC's inability to continue to offer indispensable services to many immigrants for whom Settlement Information and Support Services is the point of entry to a continuum of social services, employment and training opportunities.

Comparing these effects with the objectives stated in the RFP (*Request for Proposal ON-000324 Information and Support Services, Ministry of Community, Aboriginal and Women's Services*) leads to the following conclusions:

- The effectiveness of the open-tendering process has been compromised by the fact funding has been allocated to a geographically uneven distribution of service providers and agencies. However, since the information and selection procedures of the process have not been made public, accountability has been avoided.
- As it stands, the allocation of funds has resulted in service fragmentation, competition among service providers and the deterioration of social capital. Additionally, the system doesn't encourage the accumulation of experience and skills. In Vancouver's East Service Corridor, the RFP will seriously harm the integrated-service delivery model that's currently in place, as the former promotes the bottom line rather than excellence in service provision.
- The fragmentation of services threatens the effectiveness of program delivery. Low-income immigrants and refugees will have less access to support services at the start of their settlement period. As a result, their chances of successful integration and being productive within the community will be greatly reduced. Their limited access to health, ESL and other support services will result in costly future remedial action that could have been prevented.

The following report also documents the need to reassess the RFP mechanism and consider an allocation strategy that better reflects the Ministry's values, promoting transparency, effectiveness and quality of service. To this end, the following measures are recommended:

a) All information regarding RFP allocations should be made public.

The allocation of public money is a public issue. The community should have access to all key components of the decision-making process. Transparency and accountability are essential parts of the government's responsibility to the community. Representatives from service-delivery agencies and community organizations should be included in discussions regarding the best use of resources.

b) Open solicitation should be replaced by a mechanism that better reflects the objectives of funding allocation, as well as the Ministry's own values.

The RFP has failed to achieve its key goals – effectiveness, efficiency and public accountability – as defined by the Ministry itself. Now, the government must take a serious look at the RFP's outcomes, and the impact these outcomes have had on the community. A new funding formula for future resource allocations must be developed.

c) If the RFP process *must* be maintained, it should be streamlined to minimize its negative impacts.

Should the Ministry analyze the RFP outcomes based on criteria and addressing issues beyond the scope of this report, and thereby decide to maintain the RFP mechanism, the Ministry must engage the community in dialogue to discuss public concerns and identify specific areas of the mechanism that need reworking.

d) The continuation of MOSAIC's Settlement Information and Support Services must be ensured.

The Ministry must devise a funding formula that ensures the services provided by MOSAIC's Bilingual Counsellors continue. Clause 6.3.3 of the B.C. Government Core Policy and Procedures Manual on Procurement (p. 14) offers a funding-formula framework, describing the conditions under which a contract for acquisitions (of goods, services and construction) and disposals may be negotiated and directly awarded without a competitive process.

INTRODUCTION¹

The Government of British Columbia’s new open-solicitation process, recently used by the Ministry of Community, Aboriginal and Women’s Services to determine the allocation of funds for Settlement Information and Support Services, has resulted in a total loss of funding for certain services MOSAIC has provided to immigrants and refugees living in Vancouver’s Northeast Service Corridor (Grandview Woodland, Commercial Drive and Hastings-Sunrise area) for the past 28 years. The impact of this process on the *overall* structure of services available to immigrants and refugees in the entire Lower Mainland is far reaching, with the effects felt most acutely in the northeast section of the city, which includes a very high concentration of immigrants and refugees. The report documents the effects of the new process on immigrant and refugee services based on a community forum held on February 10th, 2005 at MOSAIC, 1720 Grant Street, Vancouver, and on a review of relevant documentation.

Two main areas of concern exist for community members residing and service providers operating within Vancouver’s northeast side. The first relates to the implementation of a competitive-tendering process, used to allocate financial resources for Settlement Information and Support Services. The second area of concern relates to the impact the decision *not* to designate any funding to MOSAIC’s Settlement Information and Support Services has had on the overall network of immigrant and refugee services throughout the Lower Mainland.

1. BACKGROUND: THE FACTS

a) MOSAIC Settlement Information and Support Services

MOSAIC has been delivering Settlement Information and Support Services to immigrants and refugees since 1972. When the agency became a non-profit society in 1976, these services were formalized. The services consist of 11 Bilingual Counsellors fluent in 22 languages, who provide a variety of settlement services including information, orientation, referral, support and service linkage. Between Sept. 2003 and Dec. 2004 alone, they saw 15,196 clients, exceeding the caseload expectation for that period by 157 per cent.

The Settlement Information and Support Services program is an integral part of MOSAIC’s service continuum – a gateway to other programs and services like Employment, ESL, Family Programs, Paralegal, Interpretation and Translation, and Victim Support Services. The Bilingual Counsellors provide clients with the information they need and make referrals that facilitate immigrants’ and refugees’ access to their other services. Participants in MOSAIC’s programs are also often

MOSAIC Performance Report by Service Output Area Sept. 2003 – Dec. 2004

Area	Performance (# of cases)	Expectation (# of cases)	Increase
Client Caseload	15,196	9,633	157%
Initial Assessment and Action Planning	9,583	7,338	130%
Orientation/Information	8,921	8,529	105%
Enhanced Information and Adjustment Support Referrals	8,377	4,528	183%
Service Linking	6,567	4,628	142%
Service Bridging	6,525	5,094	128%
	5,860	3,356	174%

¹ Bel Uppal, a MSW student at the School of Social Work and Family Studies, UBC, assisted with note taking and data gathering.

referred to a Bilingual Counsellor for one-on-one help with specific issues.

MOSAIC's Settlement Information and Support Services program is a key component of Vancouver's Northeast Service Corridor, providing a gateway through which immigrants and refugees can access health, education, employment, parenting, language training and other services in the area. The Bilingual Counsellors often collaborate with frontline workers from other agencies and organizations to provide such services in a holistic and culturally competent manner.

In 2003/04, MOSAIC's Bilingual Counsellors saw 15,196 clients and made 3,941 client referrals to other agencies.

Although most of MOSAIC's clients are Vancouver-area residents, a significant number of immigrants and refugees from Burnaby/New Westminster (22 per cent), Surrey (4 per cent), the North Shore (4 per cent), Richmond (1.5 per cent) and other parts of the Lower Mainland seek MOSAIC'S bilingual settlement services as well.

The Ministry of Community, Aboriginal and Women's Services (MCAWS) has been funding the Settlement Information and Support Services program since 1992. In 2003/04, 68 per cent of the program's budget was funded by MCAWS. The remainder was obtained from the Ministry of Human Resources and MOSAIC's own subsidy.

b) The RFP Process

In June 2004, MCAWS announced a new funding allocation mechanism and released a Request for Proposals (RFP) for Settlement Information and Support Services.² According to the Ministry, the key goal of the new allocation policy was "to conduct business in an open, accessible, accountable and financially responsible manner, within and outside the Ministry."³ Specific objectives were as follows:

- 1) To achieve an effective third-party contracting system based on accountability of results.
- 2) To enhance the quality of services and products, as well as the manner in which they are delivered.
- 3) To maximize the efficiency and effectiveness of service delivery.

² Until 2004, MCAWS allocated funds through performance-based contribution agreements. The contribution-agreement formula made it possible for each agency to continue to receive funds so long as an annual proposal and reports were submitted, and the agency met all performance expectations. In the 2003/04 funding application, the Settlement Information and Support Services program received a performance score of 189/200; MCAWS told MOSAIC the score was one of the highest an agency can achieve.

³ Ministry of Community, Aboriginal and Women's Services. 2004. Request for Proposal Information and Support Services. Request for Proposal (RFP) Number: ONM-000324, pp. 11-12.

The Ministry identified 15 Provincial Service Areas and requested the submission of a separate and complete proposal for each Area agencies aimed to serve.

Nineteen agencies, including MOSAIC, submitted proposals for the Metro Area (Vancouver, Burnaby and New Westminster). Funding was allocated to four proponents – consortiums comprising 10 agencies in total. The four proponents were as follows:

- SUCCESS Consortium
- Jewish Family Services
- Association of Neighbourhoods Consortium
- Immigrant Services Society of B.C.

Map 1 (Appendix 1) shows the location of the 10 agencies that received Settlement Information and Support Services funding.

MOSAIC did not receive an allocation. The funding that had been provided for 13 years came to an end and MOSAIC has been forced to terminate the services provided by its 11 Bilingual Counsellors. With six months' worth of transition funding, this service will end on June 30, 2005.

2. IMPACTS OF THE FUNDING ALLOCATION

A community forum was held on Feb 10, 2005, to discuss the repercussions of the RFP allocations. Fifty-three representatives from various agencies and community organizations – including neighbourhood houses, family centres, immigrant and refugee services, the municipality, and the academic sector – participated in the forum, embodying the health, education, legal and social services fields. The following sections of this report describe the impacts of the RFP allocations and, when appropriate, support them with relevant documentation.

a) **The RFP funding mechanism is part of a provincial environment that is systematically creating barriers for immigrants and refugees.**

Forum participants made numerous comments regarding policies and regulations implemented by the provincial government in the last three years and their effects on services provided by MOSAIC and other agencies. MCAWS' funding decision deepens the impact that previous cuts on income assistance benefits and other social programs have on immigrants and refugees.

“With refugees and refugee claimants, it is important to build personal relationships in order to ease their process of adjustment. As we move toward electronic systems, these relationships will break down...”

Forum participant

People on income assistance experienced substantial reductions in their rates and increased pressure to find work. Letters informing recipients of the imminence of being cut off, benefits review meetings and regular changes to the conditions surrounding the reception of benefits increased dramatically, as did the frequency of calls and visits to

MOSAIC's Bilingual Counsellors by clients seeking help in understanding the information and new procedures.

One of the most damaging measures was the discontinuation of transportation funding. Welfare recipients are no longer entitled to a bus pass and, as a result, their ability to search for work, travel and access services in other areas of the city has been greatly reduced. The Canadian Centre for Policy Alternatives recently published a report examining the implications of reduction and cuts to income assistance.⁴ The authors conclude changes in income assistance are creating hardship and making it difficult for recipients to maintain a telephone line, purchase bus fare and access Internet services, further isolating them and creating more barriers to seeking services and employment.⁵

Cuts to legal services also impacted immigrants and refugees. Services for family law and immigration were discontinued or severely reduced. The demand for information increased the workload of Settlement Information and Support Services staff, as well as the referrals to the Legal Advocacy Project.

The shift to Web-based client services, as implemented by the Medical Services Plan of B.C., also impacted newcomers, who experienced difficulty obtaining MSP cards and numbers in order to gain access to medical services they had already been billed for. Currently, newcomers continue to turn to MOSAIC's Bilingual Counsellors to help them resolve these issues.

Other government services have also become less accessible. Until recently, labour-related complaints were dealt with over the phone or through a meeting with a labour standards officer. At present, anyone wishing to make a complaint must make a phone call and leave an address; in return, he or she receives a 23-page Self Help Kit Questionnaire by mail. The complainant must fill out this questionnaire and submit it for review. While this approach may result in savings for the government, it is a daunting task for a newcomer or multi-barrier (low English level, low income, un/under employment, seniors, visible minority, etc.) immigrant to complete without the support of a Bilingual Counsellor.

The impact of new government policies and regulations has been felt by other service agencies, as well. A participant from the Tenants Rights Coalition (TRAC) expressed that people with language and literacy barriers are feeling the effects of new mechanisms adopted by the Tenants Arbitration Branch. All information on arbitration and complaint procedures is now managed electronically, via the Internet, and available in English only, making it inaccessible to newcomers with limited language ability and/or no access to a computer with an Internet connection. At present, TRAC works with MOSAIC's Bilingual Counsellors to assist such newcomers, as TRAC does not have the financial means to provide support in other languages.

⁴ Klein, Seth and Andrea, Long. 2003. *A Bad Time to be Poor. An Analysis of British Columbia's New Welfare Policies*. Vancouver: Canadian Centre for Policy Alternatives and Social Planning and Research Council of B.C. www.policyalternatives.ca/documents/BC_Office_Pubs/welfare.pdf

⁵ Another recent report by Simon Fraser University documents how immigrants in BC are having less access to services than immigrants in other Canadian provinces. See "A System in Crisis. 2004 Inter-Provincial Report Card on Language and Settlement Services in Canada." www.immigrantsandrefugees.ca

b) The allocation of Settlement Services funds by a competitive bidding system disregards accumulated social capital and expertise.

The open-solicitation process disregards accumulated knowledge and skills, organizational capacity and social capital of agencies, communities and funders in the Northeast Service Corridor. Participants in the community forum expressed concern regarding the open-tendering process as a suitable allocation mechanism for immigrant information and settlement services.

“One of the worst impacts is the pitting of agencies against each other; there is resentment because of the sense of forced competition ...”

Forum participant

Under the previous funding allocation mechanism – a performance-based contribution agreement – agencies were ensured relative funding continuity subject to their meeting previously defined goals and expectations. This mechanism also gave agencies the opportunity to develop skills and experience, as well as enough flexibility to build partnerships, explore new areas of collaboration and build a social capital with other agencies and leaders in the community. A continuous dialogue between government, agencies and community representatives also provided opportunities for mutual learning and making the most effective use of available resources.

“This whole process is dismantling and freezing the community from becoming better.”

Forum participant

Under the RFP, agencies are forced to compete through an annual bidding process for short-term funding. This loss of funding continuity jeopardizes the agencies’ ability to capitalize on workers’ skills and experience, and to build on the social capital created by collaborative and continued work.

“The RFP competition results in bottom line, not excellence in services...”

Forum participant

Agencies perceive this process as a piecemeal and fragmented approach to funding. They fear the end result will be an overall deterioration of the quality of services that are provided.

c) The geographic distribution of the agencies receiving allocation creates inequalities and is not conducive to effectiveness in service delivery.

Map 1 (Appendix 1) shows the location of the agencies that were successful in the RFP process. The map reveals a geographically uneven distribution of resources that leaves the Northeast Service Corridor without any agencies providing settlement information and support services. Most of the successful agencies are located in areas of moderate-to-high income brackets, with lower presence of other social-need indicators. Forum participants felt this uneven distribution of resources deepens spatial and socioeconomic disadvantages in areas containing a significant concentration of low-income inhabitants, immigrants and refugees.

“I see a geographical hole in the allocations... the hole is precisely in the area where the need is greatest.”

Forum participant

Mapping by the Human Early Learning Partnership (HELP) indicates that the northeast section of the city has a high concentration of unemployment, people living below the low-income cut-off (LICO) and single-parent families (see Maps 2 and 3). Overlapping this geography of poverty with maps showing recent immigration and linguistic isolation (see Maps 4 and 5) shows immigrants who settle in this area tend to be low-income individuals with little knowledge of English or French.⁶ The overlap between immigrant settlement and poverty exemplifies a trend of spatial concentration of poverty and immigrant settlement in specific areas of Vancouver.⁷ For these reasons, the vicinity of the Commercial Drive Corridor is concentrated with a large number of services.

The geographic distribution of funding in areas of higher income exacerbates existing inequalities between Vancouver's neighbourhoods and reinforces a trend of concentrated poverty and isolation. For example, immigrants and refugees on income assistance are already facing the loss of the transportation subsidy, and will not be able to cover the travel costs necessary to reach the services that were allocated funding under the new process. Inequalities resulting from the distance between available settlement services and existing service agencies in the Northeast Corridor will also decrease the effectiveness of the successful agencies in reaching and serving the immigrant and refugee population.

d) The allocation process has not been transparent.

Forum participants expressed frustration regarding the lack of information available about the Ministry's decision process and the absence of dialogue between the Ministry and the community.

The Ministry's decisions were not in compliance with the B.C. Government Core Policy and Procedures Manual on Procurement, which states: "The competitive selection process must take into account: continuity of service, service provider availability, degree of community participation and investment, efficiency of operations, and effectiveness demonstrated by past performance."⁸

"This is public money; why don't we have the information?"
Forum participant

Participants felt that, as a result of this lack of transparency, mistrust in the government is likely to increase.

e) MOSAIC will lose more than Settlement Information and Support Services.

MOSAIC's Settlement Information and Support Services play a central role in the agency's overall functioning. Following an integrated service-delivery model, their various departments work together to address the needs of clients. Within this model,

"Our integrated model will fall apart, it will become fragmented..."
Forum participant

⁶ The Human Early Learning Partnership (HELP) Web site, www.earlylearning.ubc.ca (March 2, 2005).

⁷ Smith, Heather. 2004. *The Evolving Relationship between Immigrant Settlement and Neighbourhood Disadvantage in Canadian Cities, 1991-2001*. Research on Immigration and Integration in the Metropolis Working Papers No. 04-20, October 2004. http://riim.metropolis.net/frameset_e.html

⁸ Ministry of Finance, Office of the Comptroller General. *Core Policy and Procedures Manual*, p. 12: 6.3.2.d.

the Bilingual Counsellors not only provide clients with orientation and information, but also serve as an initial point of contact, a gateway through which clients may learn about and access other valuable services and programs offered by MOSAIC. Their Employment, ESL, Family, Paralegal Advocacy, Interpretation and Translation programs, as well as Victims' Support Services, all view the referrals made by the MOSAIC's Bilingual Counsellors as a vital part of their outreach work.

In a period of 16 months (September 2004 – December 2005), MOSAIC's Bilingual Counsellors made 2,626 referrals to other programs and services within the organization. Now, the loss of funding they have experienced will erode this system and weaken the functioning and future effectiveness of their other programs and services. Without the Bilingual Counsellors, MOSAIC staff members will be forced to allocate extra time to reach out to potential clients, thereby reducing the time that is spent on the delivery of service itself. Staff will no longer be able to interact directly with the Bilingual Counsellors, and the ability to provide an integrated and multi-angled response to client needs will be lost.

f) Services in Vancouver's Northeast Service Corridor will be disrupted.

Participants in the forum represented the various service agencies that deliver services to the Northeast Corridor; these include Britannia Community Centre and School, the North Community Health Office, the East Side Family Place, TRAC, and others. They stressed the work done by the Bilingual Counsellors is vital to the effective delivery of their own services. The Counsellors make other agencies' services accessible to immigrants and refugees by providing information and making referrals. Other agencies also rely on the Counsellors to attend to the specific needs of the immigrant community, including providing language interpretation, addressing cultural differences and engaging in collaborative initiatives of program development. The Bilingual Counsellors often also hold information and orientation sessions on behalf of and within other agencies.

"MOSAIC is the one agency that gives good service, the one agency I can count on..."

Forum participant

"We will lose an important link – someone to make referrals to other agencies; we will lose an important entry point to other services."

Forum participant

Vancouver East agencies lack the financial resources to do the kind of outreach work that alerts immigrants to available services, or to provide interpretation and other services that address cultural and lingual issues. The loss of the support they presently receive from the Bilingual Counsellors will undermine their ability to provide effective and beneficial services to the immigrant community; over time, this will result in less cost-effective service delivery. Forum participants clearly expressed their apprehension that the entire model of integrated services in the area may break down. They also expressed concern that future remedial actions, like health-care treatment, prolonged unemployment or welfare subsidies, will prove a greater financial burden for taxpayers.

In 2003/04, MOSAIC delivered workshops and information sessions to clients at various venues: VCC, East Side Family Place, Mid-Town Mental Health Centre and Ross Street Temple, among others.

Participants also worry about the loss of opportunities for service improvement, as the Bilingual Counsellors have been active participants in the development of a number of initiatives for collaborative work to identify and address gaps in the delivery system.

g) The human factor: Immigrants and Refugees will face additional barriers and isolation.

The uncertain nature of future funding for MOSAIC Settlement Information and Support Services happens at a time when Bilingual Counsellors already face additional workloads resulting from cuts to other services and programs in B.C. Immigrants and refugees affected by those cuts are seeking support from Bilingual Counsellors in areas like income assistance, legal support and help accessing information that's now only available in English and in electronic format. MOSAIC staff members who attended the forum said their clients are already facing much stress, confusion and hardship as a result of previous cuts.

"I came to Canada four years ago. MOSAIC gave me the emotional support and the help I needed to get my credentials and be able to work as a psychiatrist, as I did in Guatemala. Without MOSAIC's help, I think I would still be washing dishes..."
Forum participant

Now, immigrants and refugees will not only lose the support of Bilingual Counsellors (and, thus, their primary entry point to a myriad of other services), they will also experience additional barriers to accessing health, education and employment services. The result will manifest in the form of additional costs in health care and remedial responses to problems that could have been prevented.

3. SUMMARY AND CONCLUSIONS

The effects of the loss of funding examined in previous sections can be summarized into the following areas of impact:

- The formation of a “geographical vacuum,” which has resulted in an uneven distribution of resources and a critical service gap within an area within an area of high concentration of low-income immigrants.
- The erosion of an effective model of integrated service delivery among service providers in the Northeast Vancouver Service Corridor, particularly in the following areas: health, education, legal counsel, language and employment training, housing, immigrant integration, and community capacity building.
- The decrease over the last decade in organizational capacity and accumulated social capital among agencies, community leaders and funders.
- MOSAIC’s inability to continue to offer indispensable services to many immigrants for whom Settlement Information and Support Services is the point of entry into a continuum of social services, employment and training opportunities.

A comparison between these impacts and the objectives stated in the RFP leads to the following conclusions:

Objective a: “To achieve an effective third party contracting system based on accountability of results.”

The effectiveness of the open tendering process has been compromised by a geographically uneven distribution of successful proponents. Since the information and selection procedures of the process have not been made public, accountability has been avoided. In addition, MOSAIC’s demonstration of past performance was not taken into consideration.

Objective b: “To enhance the quality of services and products and the manner in which they are delivered.”

As it stands, the allocation of funds has resulted in service fragmentation, competition among service providers and the deterioration of social capital. Additionally, the system doesn’t encourage the accumulation of experience and skills. In the East Vancouver Service Corridor, the RFP will seriously harm the integrated service delivery model that is currently in place, as it promotes the bottom line rather than excellence in service provision.

Objective c): “To maximize the efficiencies and effectiveness of service delivery.”

The fragmentation of services threatens the effectiveness of program delivery. Low-income immigrants and refugees will have less access to support services at the start of their settlement period. As a result, their chances of successful integration and being productive within the community will be reduced. Their limited access to health, ESL and other support services will result in costly future remedial action that could have been prevented.

4. RECOMMENDATIONS

The above conclusions emphasize the need to reassess the RFP mechanism and consider an allocation strategy that better reflects the Ministry's values, promoting transparency, effectiveness and quality of service. To this end, the following measures are recommended:

a) All information regarding RFP allocations should be made public.

The allocation of public money is a public issue. The community should have access to all key components of the decision-making process. Transparency and accountability are essential parts of the government's responsibility to the community. Representatives from service delivery agencies and community organizations should be included in discussions regarding the best use of resources.

b) Open solicitation should be replaced by a mechanism reflecting the true objectives of the allocations, as well as the Ministry's values.

The RFP has failed to achieve its key goals – effectiveness, efficiency and public accountability – as defined by the Ministry. Now, the government must take a serious look at the RFP's outcomes and their impact on the community, and develop a new funding formula for future resource allocations.

c) If the RFP process must be maintained, it should be streamlined to minimize negative impacts.

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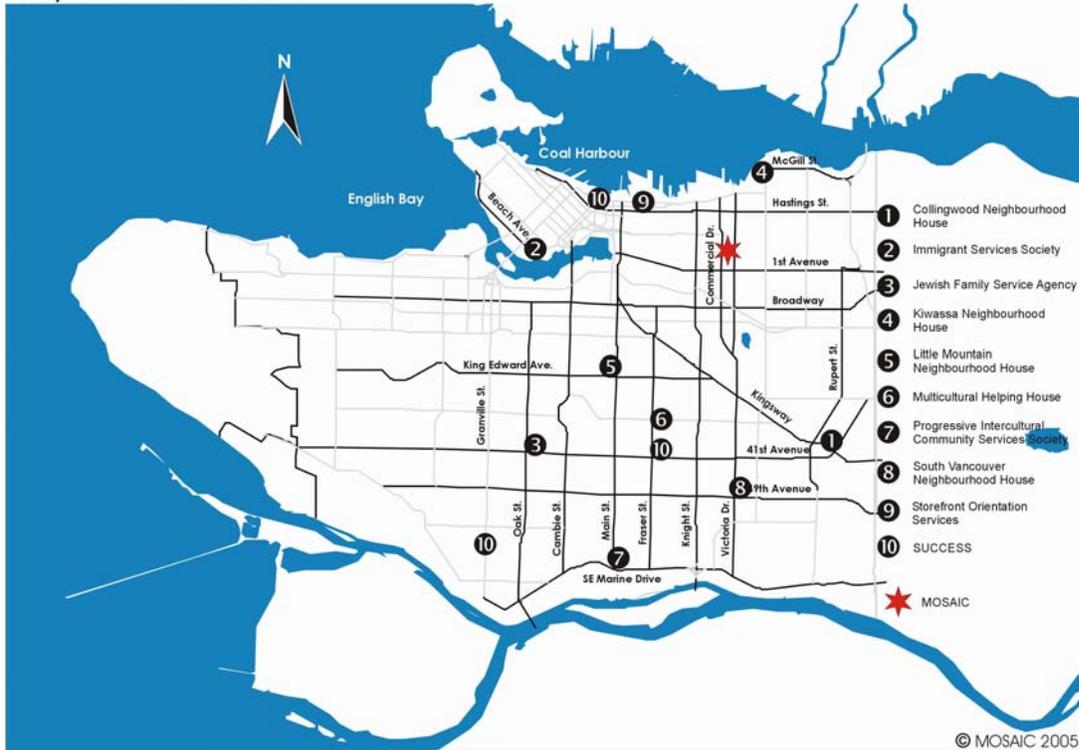
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The Ministry must come up with a funding formula that ensures the services provided by Bilingual Counsellors continue. Clause 6.3.3 of the B.C. Government Core Policy and Procedures Manual on Procurement (p.14) offers a framework for a funding formula, describing the conditions under which a contract for acquisitions (of goods, services and construction) and disposals may be negotiated and directly awarded without any competitive process.

APPENDIX 1: MAPS

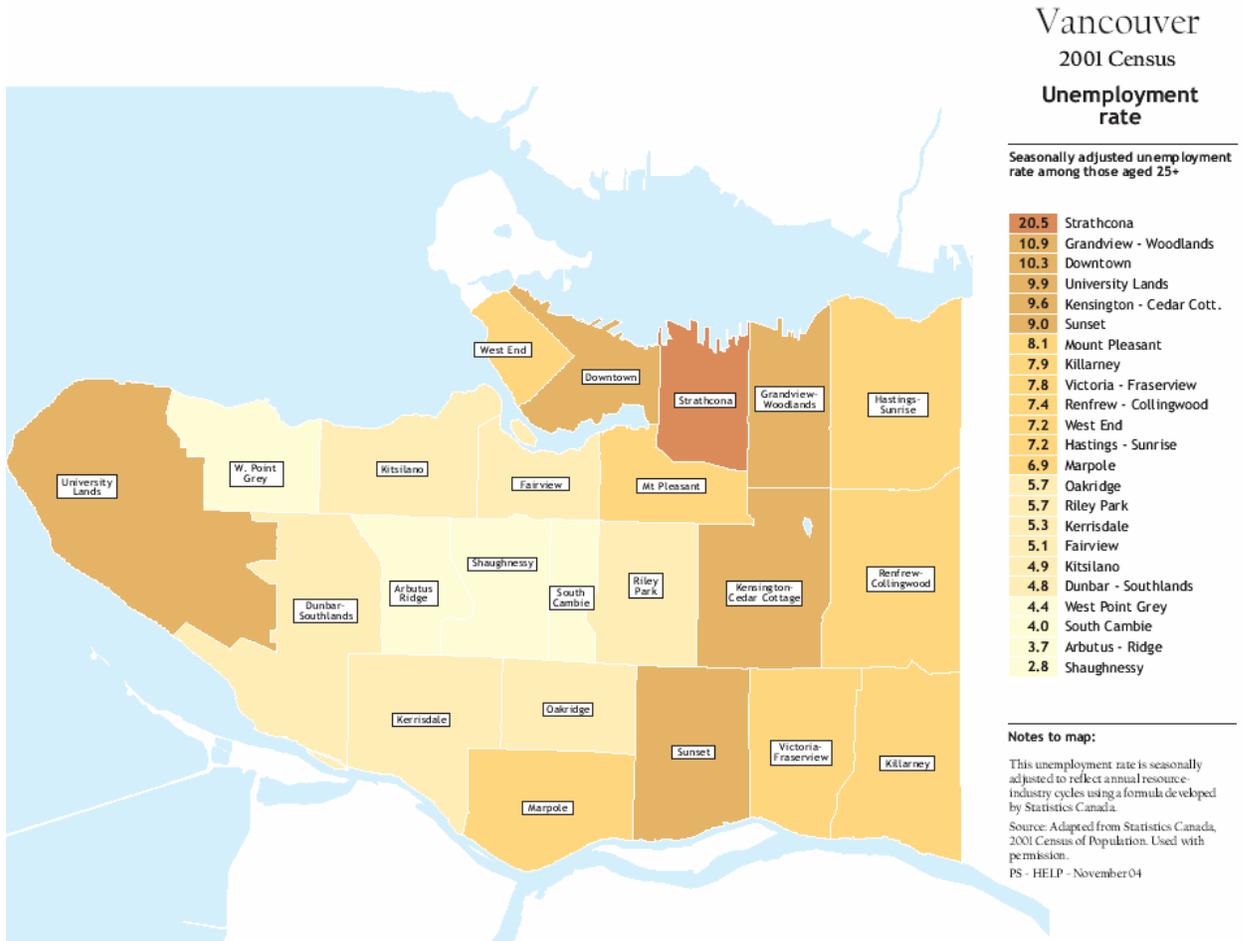
Map 1): Geographic distribution of successful proponents in Vancouver, 2004

Successful Proponents for BCSAP Stream 1 Services in the City of Vancouver



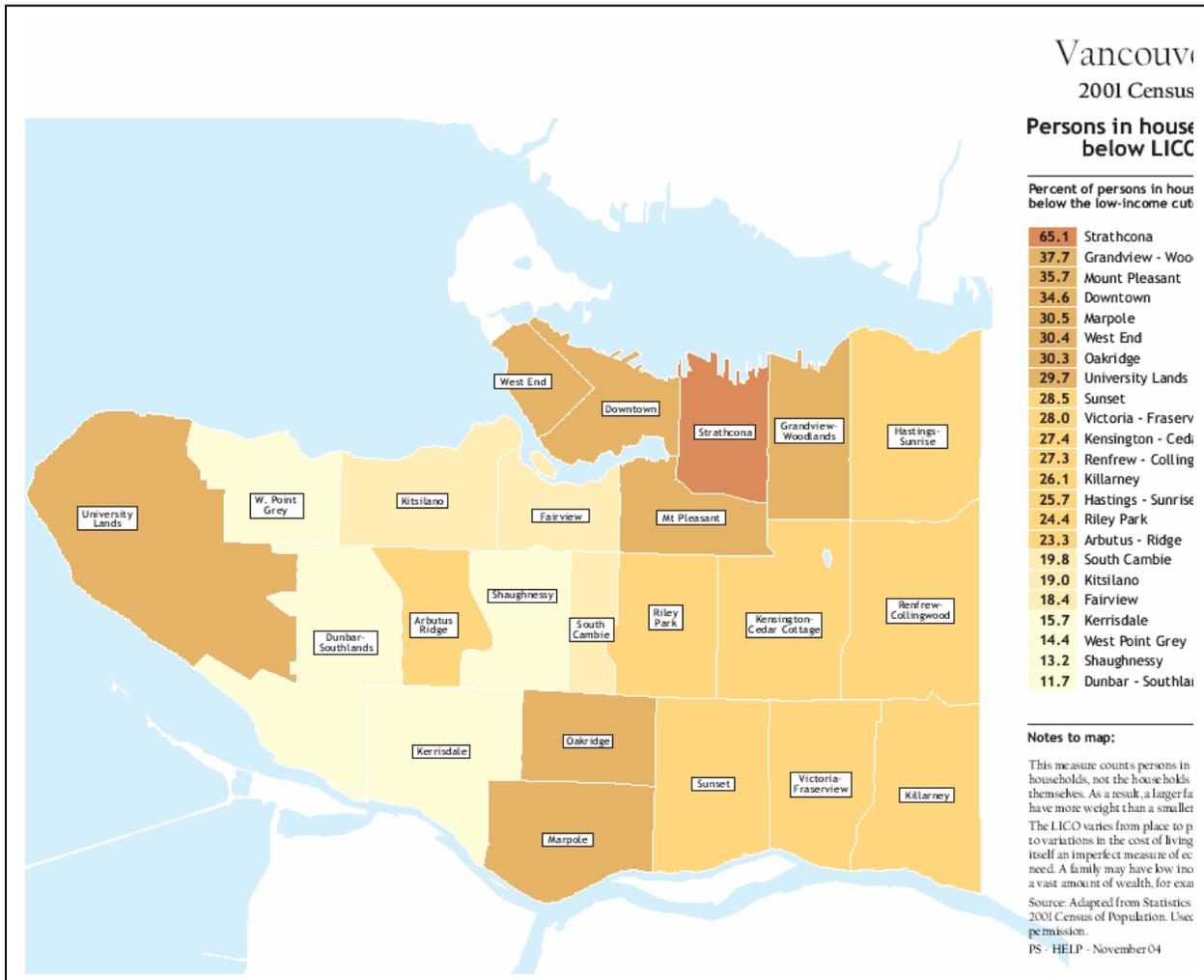
SOCIO-ECONOMIC INDICATORS MAPS

Map 2. Unemployment rate in Vancouver, 2001



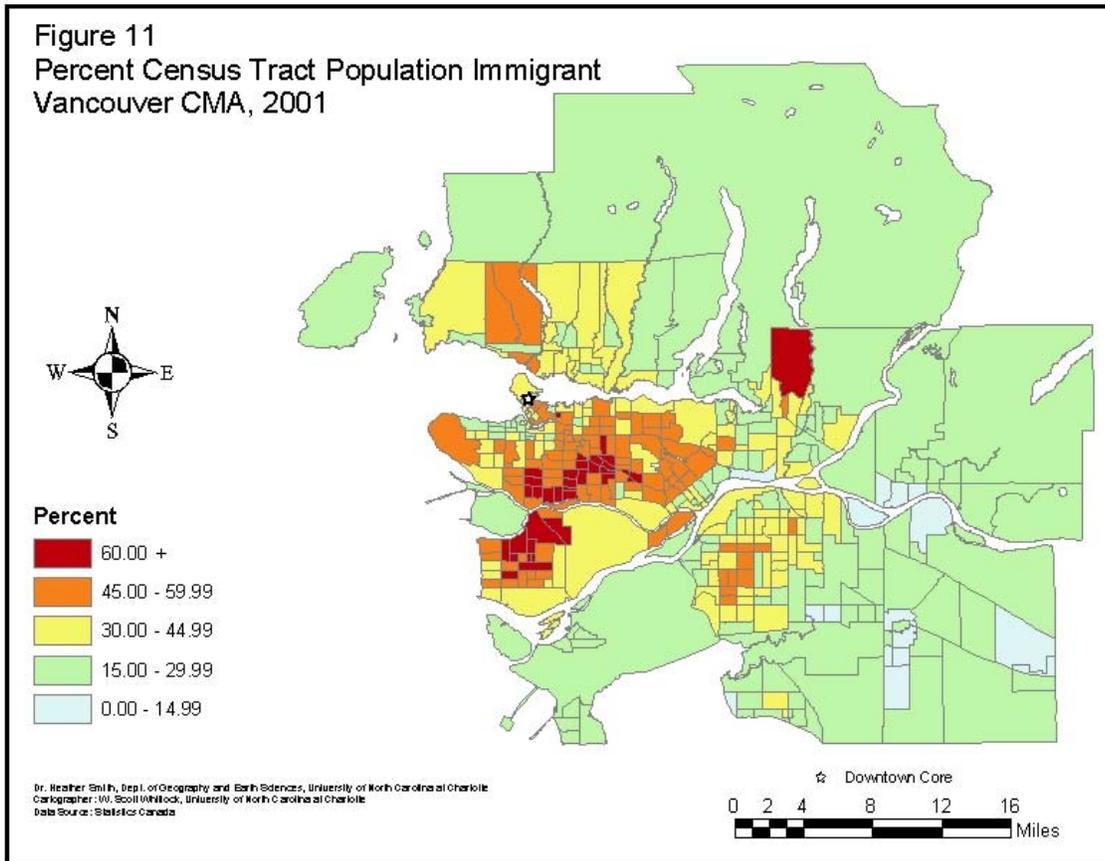
Source: The Human Early Learning Partnership www.earlylearning.ubc.ca

Map 3. Persons below the low-income cut-off line in Vancouver, 2001

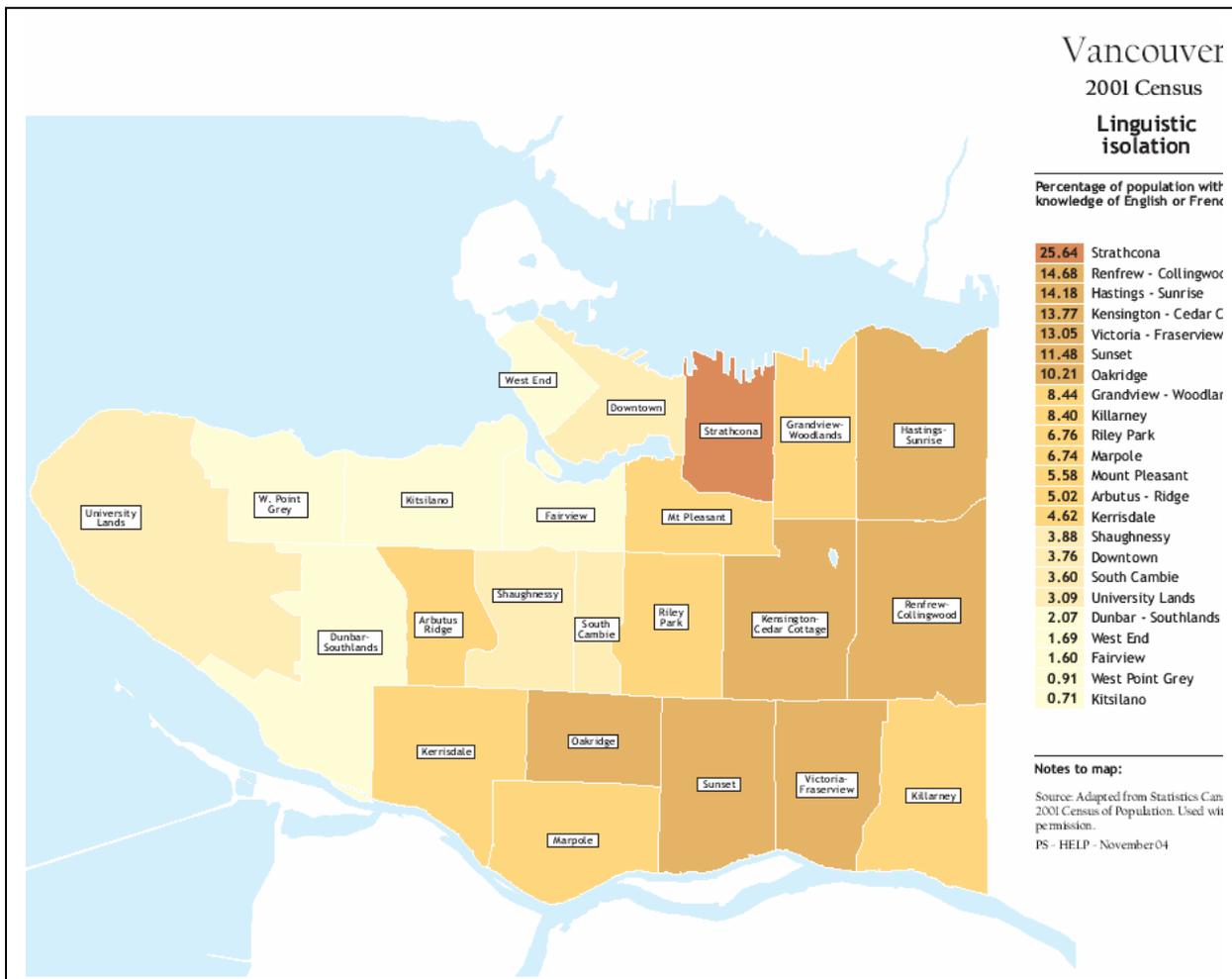


Source: The Human Early Learning Partnership www.earlylearning.ubc.ca

Map 4. Immigrant Population of Vancouver, 2001



Map 5. Linguistic isolation in Vancouver, 2001



Source: The Human Early Learning Partnership www.earlylearning.ubc.ca