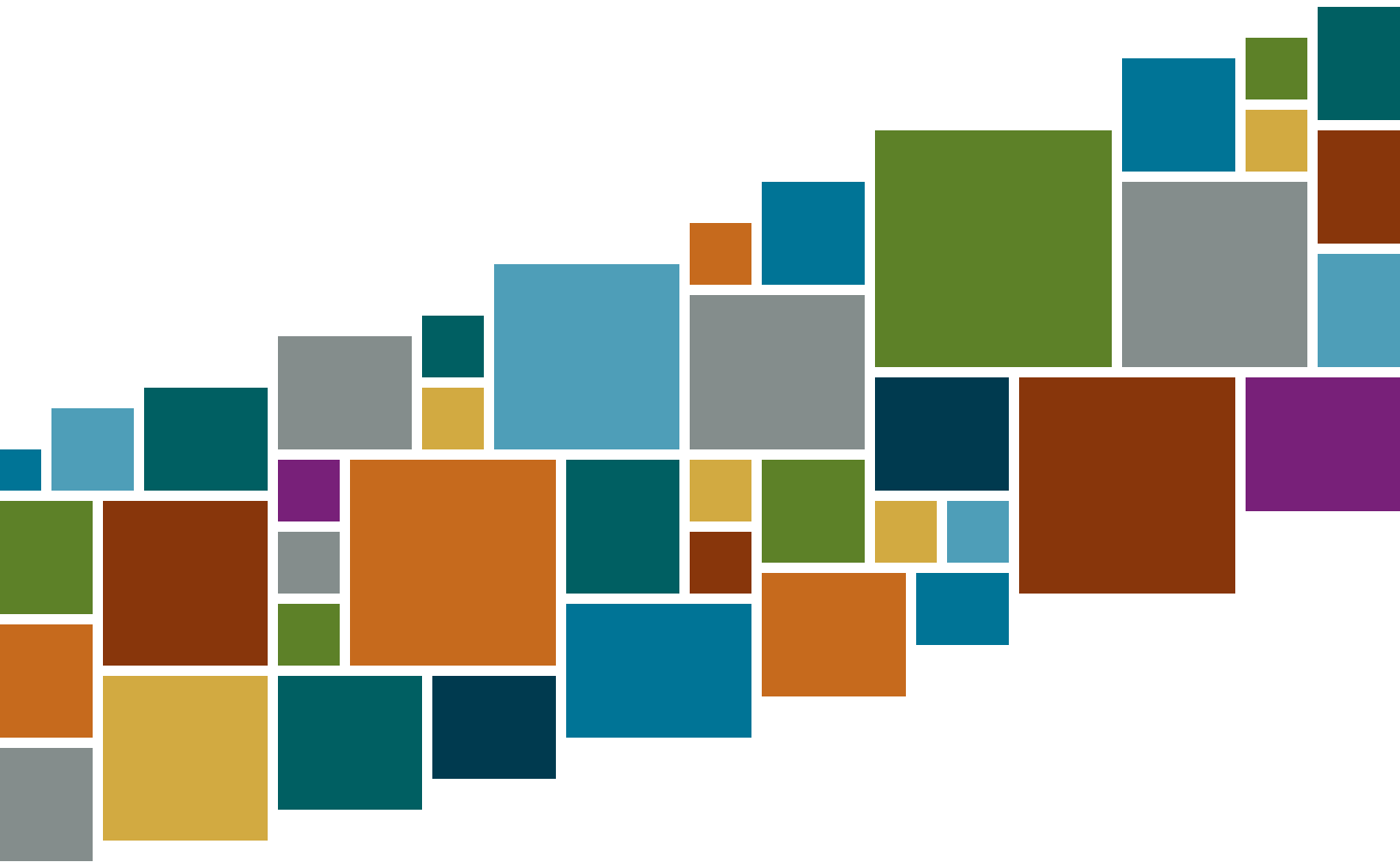


Bonjour Hello

2019-2020  
REPORT  
ON FRENCH  
LANGUAGE SERVICES



## MESSAGE FROM THE MINISTER

It gives me great pleasure to present the 2019/20 Annual Report on French Language Services. It is a key requirement of the Francophone Community Enhancement and Support Act that I must table a report about the measures taken across government to enhance the vitality of Manitoba's Francophone community, and to promote and support its development. The report must include information about the Francophone Affairs Secretariat, the Francophone Affairs Advisory Council, and the progress made by public bodies to implement their French-language service (FLS) plans.

This is the second year since all public bodies started implementing their multi-year strategic French-language service plans. With the activities undertaken in 2019/20, Manitoba continues to build on the foundation established in the previous year for the enhanced delivery of services in French and support to the Francophone community.

The information presented in this report, based on details provided by public bodies, covers three main areas:

- The provision of services based on the concept of the active offer.
- Building our bilingual capacity.
- Consultation with the community.

While some departments and agencies have achieved more progress than others, we all share a clear desire to build concrete strategies to better support all those Manitobans who choose to live in French.

As Manitoba approached its 150<sup>th</sup> birthday, we remembered that, at the time of confederation, this was a bilingual province, led by the Francophone Métis leader Louis Riel. Then, as now, our province benefits from a strong and dynamic Francophonie and we recognize the significant value that bilingualism brings to Manitoba. This is why we continue to support and promote initiatives that aim to reinforce our ability to meet the needs of all French speakers in the province.

Respectfully submitted,

*Original Signed by Rochelle Squires*

Honourable Rochelle Squires  
Minister Responsible for Francophone Affairs

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## INTRODUCTION

Towards the end of 2019/20, on March 4, 2020, new mandate letters were issued to all cabinet ministers. Included in Minister Squires' letter was the following paragraph:

*“As Minister responsible for Francophone Affairs, you will ensure the continued vitality of the Francophonie in Manitoba by reviewing and responding to the recommendations of the recent Annual Report on French Language Services to continue to build bilingual public service capacity, improve consultation and collaboration with the community and support Manitobans who choose to live in French.”*

This formal call by Manitoba's Premier to work towards implementing public bodies' multi-year strategic FLS plans has served as a renewed foundation for the work of the Francophone Affairs Secretariat as it endeavours to support departments, Crown organizations and other reporting entities. The 2019/20 Annual Report provides a portrait of progress made over the year and of the measures put in place by public bodies to improve delivery of services in French and to enhance support of the Francophone community.

The 2018/19 report made a number of recommendations to guide public bodies in implementing their plans in order to improve their results. These included proposals related to human resources, training, internal FLS procedures, bilingual signage, IT solutions and consultation with the community. Some public bodies made a concerted effort in 2019/20 to put these measures in place, while others were able to report on partial implementation. The ability to achieve success, even with a handful of recommendations, is a positive sign and the Secretariat has been encouraged by the willingness of so many government entities to embrace new ways of working to increase the quality and quantity of their services in French.

The ministerial reorganization that took place in October 2019 created some administrative challenges for the affected public bodies when it came to reporting on their FLS results since some program areas were transferred out while others were transferred into the department. The need to create simple mechanisms to ensure ongoing implementation and complete recording in such situations is one of the recommendations contained in this year's annual report.

In many instances, a corporate approach is required. By adopting whole-of-government methods to address gaps in existing services, Manitoba will be better placed to facilitate real progress. This is why it is crucial for leaders at all levels to recognize the importance of respecting the requirements of the Francophone Community Enhancement and Support Act. Their commitment to meaningful change will reinforce the work of the Minister responsible for Francophone Affairs and her mandate to support French-speaking Manitobans. From executive leadership to managers to frontline staff, all Manitoba public servants have a role to play in improving French-language services in the province.

This document follows the format established for the 2018/19 report, with information about public bodies' measurable outputs and outcomes based on the action steps developed in their strategic FLS plans. Using the indicators established in these plans, public bodies were asked to report on the status of each of the action steps due for completion during 2019/20, with four possible status categories:

- Completed, or on track for completion, within the timeframe (On Target)
- Underway and expected to be completed shortly after the timeframe (Monitor)
- Partially completed, but target completion date needs to be re-evaluated (Action Required)
- Minimal or no work done (Urgent)

This data has been collated by the Secretariat to provide an overview of government activities related to the provision of services based on the concept of active offer, bilingual capacity, and consultation and collaboration with the community.

## GOVERNMENT ACTIVITIES

### Francophone Affairs Secretariat

In addition to the regular support and advice offered to the Minister and to public bodies, and the coordination of language training and professional development activities in French, the Francophone Affairs Secretariat participated in a number of working groups and initiatives throughout the year. Sectors covered include justice, immigration, tourism, healthcare and social services.

The executive director sits on the steering committee for the Francophone Welcoming Communities immigration initiative, a collaborative project funded by the federal government that brings together the three levels of government, community stakeholders, employers and immigration organizations. The objective of this project is to support a community interested in attracting an increased number of Francophone newcomers over a multi-year period to create tools and resources to facilitate the settlement and integration of these French-speaking immigrants.

The executive director is a member of the steering committee for two major projects being run in collaboration with Santé en français and Manitoba Shared Health. These projects – one targeting human resources and the other general healthcare services in French – aim to ensure the needs of Manitoba's Francophones are taken into consideration at every phase of the ongoing healthcare system transformation. The executive director also sits on the expert panel supporting these two initiatives.

Finally, staff from the Secretariat sit on a working group on Francophone tourism, comprised of provincial and municipal officials and community stakeholders. This group is supporting the work of Travel Manitoba in creating a provincial strategy for Francophone tourism.

In March 2020, with the outbreak of the COVID-19 pandemic, staff from the Bilingual Service Centres and Translation Services joined government-wide working groups established to deal with issues such as emergency planning response and the potential for creating centralized customer service initiatives.

During 2019/20, two meetings were held with the Consul General of France, and the Executive Director also met a couple of times with the Commissioner for Official Languages as well as with his representative in Manitoba.

### Complaints

When a complaint is submitted, the Secretariat works with the public body to hear their perspective on what happened and to determine which measures should be taken to improve the service and ensure the same issue does not occur again. The Secretariat relies on a collaborative approach to help public bodies meet their obligations under The Francophone Community Enhancement and Support Act and the FLS Policy, and always reports back to the complainant to let them know the outcome.

In 2019/20, the Secretariat received 36 formal FLS complaints, but only 29 were deemed to be valid. This marks an increase over the previous year, when the Secretariat received 22 complaints. The invalid complaints were concerned with entities that do not fall under the jurisdiction of the Secretariat or the Francophone Community Enhancement and Support Act.

Complaints can be broken down into three categories:

- The lack of active offer in person or on the phone.
- The lack of French-language documentation and information, whether in print or online.
- Issues with the quality of French-language services.

Of the valid complaints received, 55 per cent were related to issues in the Healthcare sector. A few complaints targeted the lack of services in French during the provincial election, and – at the end of the year – the Secretariat began receiving complaints about challenges receiving FLS with regards to the COVID-19 pandemic. Specific examples include:

- a client choosing the option for service in French on an automated phone line but having the call answered by a unilingual Anglophone
- ministerial and departmental correspondence sent only in English, even though the recipient was Francophone or the correspondence addressed Anglophones and Francophones
- the unavailability of certain resources in both official languages (such as safety signs)
- a lack of French-language information on various public bodies' websites.

Anyone with a complaint about FLS can contact the Secretariat directly (fls-slf@leg.gov.mb.ca, 204-945-4915) or through the online complaint form at [https://forms.gov.mb.ca/fls-slf/file\\_complaint.html](https://forms.gov.mb.ca/fls-slf/file_complaint.html). The Secretariat also assists the public with general questions, concerns and service requests regarding FLS.

### **Bilingual Service Centres**

Manitoba's Bilingual Service Centres (BSC) offer a wide range of programs and services from all three levels of government and community agencies in the designated bilingual regions of Mountain, Red River, Seine River, Interlake, St. Boniface and St. Vital/St. Norbert.

Annual statistics indicate the number of requests for information. For 2019/20, however, technical difficulties meant that there was a lack of information concerning BSC's website views and no statistical data for four months' worth of service requests from one partner. Using the average amounts from the previous year for these two elements (13,616 web views and approximately 10,000 telephone and email requests), added to the actual recorded statistics (124,749), we can estimate a total of 148,365 requests for information, a slight increase over 2018/19 (148,361 requests).

To enhance access to government programs and services, as well as to support employment-related activities, clients visiting the BSC were granted complimentary use of public access computers, a public telephone for local calls, faxing and scanning services. Staff members provided assistance as required.

Information Specialists were present in each Centre to respond to client needs in a variety of ways, including providing general information, referrals and assistance services. They actively promoted the offer of French-language services by the Manitoba Government in designated bilingual regions by remaining connected in their respective communities and providing outreach services.

In partnership with Service Canada, Information Specialists organized mobile outreach clinics in six communities located in remote or underserved areas within or near designated bilingual regions (St. Lazare, Shilo, Swan Lake, Dominion City, Buffalo Point First Nation and Roseau

River First Nation). Informational kiosks were set up at 10 community events and conferences during this period. These included:

- the annual conference of the Éducateurs francophones du Manitoba
- the conference organized by the Fédération des parents de la francophonie manitobaine and the Division sociale franco-manitobaine
- a job fair organized by Eastman Immigrant Services in Steinbach
- the Parade of Programs at St. Malo
- an immunization clinic at St. Claude, and more.

Information Specialists coordinated the delivery of various presentations in French to targeted groups and the general public. Topics included wills and estates, fraud and scams, cannabis and vaping, tax credits, employment standards, workplace safety for young workers, personal safety, Indigenous relations and the history and evolution of Manitoba's Francophonie. They also supported the implementation of community projects related to government priorities such as immigration, municipal emergency measures, community volunteer tax program, measures to address sex trafficking, healthy communities, services for youth and seniors, heritage tourism and event planning for Manitoba's 150<sup>th</sup> anniversary celebrations in 2020.

The BSC in the Interlake Region offered culturally appropriate Navigator services to the Métis community, facilitating access to government programs and services and promoting healthy living, cultural and recreational programs. Starting in May 2019, the St Boniface BSC hosted two community organizations that offer free monthly services related to mental health, employability and legal information. This partnership improved access to important services available to the Francophone community, as clients were seen on a walk-in basis.

On March 20, 2020, the Government of Manitoba declared a province-wide state of emergency under The Emergency Measures Act to protect the health and safety of all Manitobans and reduce the spread of Covid-19. Effective Monday, March 23, 2020, the BSC suspended in-person services for the remainder of the financial year. Staff continued to respond to client queries remotely by telephone and email.

### **Francophone Affairs Advisory Council**

The Francophone Affairs Advisory Council (FAAC) met in the presence of the minister responsible for Francophone affairs once in 2019/20. A second meeting planned for March 2020 had to be postponed due to the COVID-19 pandemic. Created under The Francophone Community Enhancement and Support Act, the FAAC brings together deputy ministers and community representatives with a mandate to advise and make recommendations to the minister about matters relating to enhancing the vitality of Manitoba's Francophone community.

## **INTERGOVERNMENTAL COLLABORATION**

### **Ministerial Conference on the Canadian Francophonie**

The Honourable Rochelle Squires, minister responsible for Francophone affairs, participated in a federal-provincial-territorial (FPT) telephone conference with her colleagues to discuss areas of concern to Canada's Francophone and Acadian communities. She was represented by the executive director of the Francophone Affairs Secretariat at the 24<sup>th</sup> Ministerial Conference on the Canadian Francophonie (MCCF) in Iqaluit, Nunavut, on June 26 - 28, 2019. The MCCF, created in 1994, is the only intergovernmental forum that brings together the ministers responsible for the Canadian Francophonie. The theme of this year's meeting was "Respect and Inclusivity", inspired by the societal values of the Inuit people.

Ministers reiterated their commitment to Canada's Francophonie by adopting a broad and more inclusive vision, which will guide all future initiatives. The MCCF undertook to intensify its activities related to the promotion of the Francophonie and approved a plan to facilitate horizontal collaboration between government agencies responsible for Francophone affairs and other program areas, in order to advance priority issues. Ministers also discussed measures taken in their jurisdictions to increase and improve the delivery of information and services in French. Manitoba presented on how the modernization of Family Law in the province is taking into consideration the needs of the French-speaking community and working in collaboration with Francophone organizations to ensure the complete range of services are available in both official languages.

### **Intergovernmental Network of the Canadian Francophonie**

Over the course of the year, the executive director of the Francophone Affairs Secretariat attended three in-person meetings of the Intergovernmental Network of the Canadian Francophonie (INCF) in 2019/20, including a meeting hosted in Winnipeg. This group of government officials is charged with carrying out follow-up activities to implement priorities of the Ministerial Conference on the Canadian Francophonie and preparing for the next edition of the conference. The INCF undertook a significant restructuring of its committees in order to be more strategic and better support ministers. The executive director was named president of the French Language Services committee and participated in numerous telephone conferences with her federal, provincial and territorial counterparts.

The executive director also participated in a number of discussions about the modernization of the Official Languages Act. These include a provincial round table, a national community symposium and a working group with representatives from all provinces and territories.

### **FPT Working Group on Access to Justice in Both Official Languages**

The executive director, accompanied by a Crown Attorney from Manitoba Justice, represented Manitoba at the annual meeting of the Federal, Provincial, and Territorial Working Group on Access to Justice in Both Official Languages, held in Ottawa on November 21, 2019. The working group brings together representatives from Francophone Affairs and Justice to discuss initiatives and strategies to improve ways in which Francophones can better interact with the justice system.



## Canada–Manitoba Agreement on French-Language Services 2018-2023

The Francophone Affairs Secretariat administered funding under the 2018-2023 Canada–Manitoba Agreement on French-Language Services (CMAFLS). Under this cost-sharing mechanism, Canada matches Manitoba expenditure in the amount of \$1.4 million per year (for a total of \$7 million over five years) to support the development, delivery and expansion of quality government services in French for Manitoba’s Francophone community and to support initiatives with structuring effects intended to enhance its vitality. A wide variety of projects were supported in 2019/20, including in the priority sectors of healthcare and social services, early childhood, municipal services, economic development and tourism and culture. Funds from the CMAFLS also support language learning for provincial civil servants, certain translation initiatives and the operation of the Bilingual Service Centres.

## Manitoba–New Brunswick and Manitoba–Quebec

The Francophone Affairs Secretariat negotiated, on Manitoba’s behalf, the projects to be funded in 2019/20 under the Agreement for Cooperation and Exchange between the Government of Manitoba and the Government of Quebec with Respect to the Francophonie and the Memorandum of Understanding on Interprovincial Cooperation between the Governments of Manitoba and New Brunswick. Manitoba contributed a total of \$25,000 towards seven Manitoba–Quebec projects and \$7,250 towards three Manitoba–New Brunswick projects, with matched funding from its counterparts. This funding allowed community organizations to benefit from exchanges, mentoring, training and sharing of expertise in the fields of culture, education and economic development.

## Ronald-Duhamel Award

The *Prix Ronald-Duhamel – Ronald Duhamel Award* is a joint initiative of the Société de la francophonie manitobaine (SFM), Manitoba’s Federal Network of Official Languages, the Francophone Affairs Secretariat, and the Association of Manitoba Bilingual Municipalities (AMBM). The award is presented every two years. Officially launched in March 2005, the award was created to recognize an employee or group of employees of a government or quasi-governmental body at the federal, provincial or municipal level for distinguished service to Manitoba’s Francophone community.

The call for nominations for the next edition of the Prix Ronald-Duhamel – Ronald Duhamel Award was scheduled to be launched on March 20, 2020, as part of the Rendez-Vous de la Francophonie celebrations. However, the event was postponed due to the outbreak of the COVID-19 pandemic.

Members of the general public and public sector employees at the federal, provincial and municipal level are invited to submit nominations for the award. Additional information is available online at [www.prixronaldduhamelaward.mb.ca](http://www.prixronaldduhamelaward.mb.ca).

## PROVISION OF SERVICES BASED ON ACTIVE OFFER

The active offer concept is the cornerstone for the provision of French-language services (FLS). It is therefore important that the multi-year strategic FLS plans include a solid foundation based on this concept. The provision of services can further be broken down into three categories:

- Internal FLS Policies, Governance and Resources
- FLS Training and Awareness
- Client Services

### Internal FLS Policies, Governance and Resources

This category examines what a public body is doing to integrate FLS into their regular internal operations. While the province has a government-wide FLS Policy, many bodies decide to enact internal policies and procedures to ensure a more efficient and complete implementation. As was mentioned in last year's annual report, these measures are particularly important because they serve as the foundation for subsequent action steps and for future versions of a public body's multi-year strategic FLS plan. Indeed, the report recommended that these internal procedures be completed by the end of 2019/20 in order to work towards improved delivery of services in French to Manitoba's Francophones.

While not all public bodies have reached this goal one year after the full implementation of their multi-year strategic FLS plans, progress has still been made in regard to this objective. The majority of public bodies did act upon this recommendation, with most of them being on target (60 per cent) or slightly delayed (22 per cent) in completing these action steps. However, about 15 per cent indicated that action was still required because, while portions of the work have been completed, they could not meet their target date. A very small number reported their progress status as urgent, since minimal work had been completed (one per cent).

As was reported in 2018/19, FLS Coordinators and FLS Committees are critical in ensuring the success of current and future improvements of a public body's delivery of FLS. The Secretariat is glad to see that the majority of public bodies are on target (77 per cent), having defined and established the role of their coordinators and committees. There are a few public bodies who have almost completed this work (monitor, 13 per cent), but others have yet to advance meaningfully on this front (action required, 10 per cent).

**RECOMMENDATION 1:** All public bodies must have in place a functioning and fully supported FLS committee to implement appropriate FLS measures and to monitor and report on progress respecting the initiatives and objectives of their FLS plan. These committees should report to the public body's deputy minister or chief operating officer, who is accountable for the plan.

Some public bodies have explained that the delay in implementing internal FLS policies is due to structural changes and challenges such as internal reorganizations and the reorientation of government's goals and mandates. It would appear that some public bodies have accorded a higher importance to ensuring their internal FLS mechanisms are in place than others. While the Secretariat recognizes the challenges public bodies face due to such realignments, we need to find a way to make sure that any work relating to FLS is not lost and that progress can continue regardless.

**RECOMMENDATION 2:** Procedures should be put in place across all government departments to ensure that, when there is an administrative reorganization, a process exists to facilitate the seamless transfer of outgoing and incoming FLS initiatives associated with any given program, branch or division so that progress can continue to be monitored and reported on accordingly.

## FLS Training and Awareness

As was mentioned in last year's report, public bodies use a variety of means to inform their staff about FLS and associated policies, regulations, and laws in Manitoba. While there has been some improvement among public bodies who had not completed their action steps during the last reporting period – approximately half of them reported being on target for informing both new and current staff (53 and 40 per cent respectively) – the Secretariat still has some concerns. This should be a relatively straightforward action step to implement, but about a quarter of public bodies were unable to meet their own deadlines for this work (16 per cent for new staff and 24 per cent for current staff), another quarter were significantly behind in implementing these measures (26 and 32 per cent respectively), and a small number had done almost no work at all on informing either new or current employees (five and four per cent respectively).

Formal training regarding the active offer concept and Manitoba's FLS Policy was another key initiative identified by most public bodies in their multi-year strategic FLS plans. Formal active offer training is provided by the Francophone Affairs Secretariat, either by onsite group training or through the online course provided in partnership with Organization and Staff Development (OSD). These sessions provide a good understanding of the history of French-language rights in Manitoba, the requirements for public bodies to provide services in both official languages, and what this means in practice for the day-to-day tasks of government.

However, it seems that public bodies are having some trouble ensuring both new and current employees complete this training with 50 per cent of public bodies reported being on target implementing these training initiatives for new employees, while 44 per cent had been able to ensure active offer training for current employees. Approximately one fifth were unable to respect their timelines for implementation and almost one third needed to re-evaluate their timelines since they were far from completing the work.

Regardless of these apparent difficulties, it is important to note that the overall number of employees who have completed active offer training increased by 72% over 2018/19. It is clear that the training completion rate goes up significantly when senior leadership of a public body supports this initiative. The public body that reported a 75% completion rate for their staff in 2018/19 was able to announce that, even after a major departmental reorganization that took place in the fall of 2019, 98% of their employees have now completed active offer training.

## Client Services

Building on their achievements from the previous reporting period, Manitoba's public bodies continued in their efforts to better serve Manitobans in both official languages. It is worth mentioning that, before last year's report, most public bodies had never undertaken any kind of in depth self-assessment or self-reflection with regard to their delivery of services in French. In keeping with the spirit and intent of the Francophone Community Enhancement and Support

Act, the action steps being proposed in their strategic FLS plans allow for gradual progress when it comes to providing FLS across Manitoba's public sector as a whole. While the rhythm and pace of progress vary between public bodies and sectors of activity, we must acknowledge that, in the main, there is a certain momentum and it is in the right direction.

Frontline services are the foundation of Manitoba's delivery of FLS. As the first point of contact for the public interacting with the provincial government, most public bodies have prioritized actions steps that aim to enhance their provision of direct services. 57 per cent of them reported being on target in their completion of frontline FLS initiatives, while one fifth indicated that their scheduled projects were almost complete and 21 per cent reported that further action was required and deadlines needed to be extended.

In 2018/19, the majority of public bodies reported being on target in providing the various types of active offer identifiers within their workplaces. This includes the "Bonjour-Hello" active offer countertop signs, posters, as well as the identifying lanyards and badges worn by bilingual staff. Additional progress was made for public bodies who were still to implement these actions after 2018/19 (59 per cent on target). However, over a third (35 per cent) reported that action was still required on these initiatives. Given that most of these materials are readily available from the Secretariat, we would have expected to see a higher completion rate among public bodies. These initiatives should be completed as soon as possible so that Francophones know where they can receive services in French and from whom.

Signage is another important identifier that helps the public navigate government services. As was highlighted in last year's report, this is a significant undertaking – even for public bodies with a solid provision of FLS. Unfortunately, the reorganization which took place approximately halfway through the fiscal year meant that many public bodies had to reassess their work on this action, so just over a quarter of them are behind on their timelines and require more action to get back on track (27 per cent). The Secretariat is encouraged to report that 41 per cent of public bodies reported to still be on target with regards to their bilingual signage initiatives, with a further 30 per cent having almost completed their work. Public signage, whether located on the exterior or interior of buildings, is not something that can easily be changed. Costs are significant and planning is on a long-term basis. The Secretariat recognizes these constraints and will work with public bodies to support strategies that will lead to concrete progress on this issue without incurring additional costs.

**RECOMMENDATION 3:** All public bodies should complete a review of their public signage and implement policies indicating that when signs are in need of replacement, bilingual ones should be procured. Furthermore, public bodies should adopt specific plans to ensure that public signage within or adjacent to designated bilingual areas, or on buildings providing province-wide services, is bilingual.

As part of government's effort to better inform Manitobans and become more transparent, public bodies continue to develop online resources. Work is still underway, as was the case in 2018/19, but the push towards digital content is a key part of Manitoba's public service transformation strategy, launched in 2019. There has been some progress on this front, with over half of public bodies (55 per cent) being on target and a small number (14 per cent) being slightly delayed in implementing planned actions. However, 30 per cent of public bodies reported being significantly behind schedule, requiring significant action to move them forward. It is still important to mention the willingness of public bodies to provide more, not less,

information to the public. The trend towards primarily online resources obviously requires public bodies to ensure they have the capacity to create these materials in both English and French. The Secretariat is pleased to note that 14 public bodies reported that 80 to 100 per cent of their website presence is now available in French.

A further element to consider is the use of interactive portals offering virtual services. These platforms have become an increasingly important communication tool allowing for more direct interactions between public bodies and the general public. However, such tools tend to favour unilingual English contacts, and there are concerns that public bodies are not paying sufficient attention to the requirements of the FLS Policy – in particular when planning, developing and implementing interactive portals. This is particularly evident in instances where third-party service providers are put in charge of these projects.

**RECOMMENDATION 4:** Central government and public bodies should fully consider FLS requirements when developing interactive applications. This includes adding language clauses in Requests for Proposals or contracts to ensure the expectation to create bilingual tools is clearly articulated by the public body and understood by the third party.

When it comes to making forms and other public information documents available in French, some public bodies are finding that progress has been slower than anticipated. This is due in large part to the fact that the review of existing document inventories and verifying where updates are required has taken longer to complete. That being said, public bodies remain committed to continuing this work, with the majority reporting that they are still on target (54 per cent). Unfortunately, 26 per cent of public bodies have fallen behind on their translation initiatives, noting that immediate action is required to get back on track. Some public bodies have made exemplary strides forward. One is now proud to report that all its communications and reports are automatically published in both official languages, while another has reported an increase of 90% in words translated since it started to implement its FLS plan. In addition, this public body could also report that the number of rush translation requests fell from 12 per cent of all requests in 2018/19 to just seven per cent 2019/20 thanks to improved planning. This has resulted in direct translation savings.

**RECOMMENDATION 5:** Public bodies who have yet to make meaningful progress on their frontline services, signage and French-language websites and other translation initiatives need to review and revise the goals and timelines in their multi-year strategic FLS plans as necessary, and dedicate the appropriate resources to get them back on track.

Supporting the community through the enhanced provision of services can take many forms, including offering information sessions relating to government programs and services in both languages, as well as organizing workshops on specific topics. Some public bodies have improved their delivery of bilingual communications, from ensuring a bilingual representative is available for media calls to posting on social media in French.

## HUMAN RESOURCES AND BILINGUAL CAPACITY

### Bilingual Capacity

The bilingual capacity of a public body represents its ability to provide services in French to the Francophone community. Linguistic duality in Manitoba has long been promoted – one need only look to the increasing numbers of parents enrolling their children in immersion schools for proof that possessing competences in both of Canada’s official languages is considered an advantage. Government, like any other employer, is looking to benefit from the growing number of potential employees who are bilingual. It is worth remembering that capacity is not only made up of those in designated positions, but also includes employees in non-designated positions who are willing and able to provide services in French (see tables in the Appendix for statistical information).

In 2018/19, many public bodies undertook a detailed inventory of their designated bilingual positions. These positions for government departments are now fully recorded and can be tracked in the SAP human resource database. In 2019/20, those public bodies who do not use SAP (such as a number of Crown organizations and the regional health authorities) continued to work on their inventories. While 44 per cent of the action steps related to this important work were on target, 28 per cent were delayed and a further 28 per cent still needed to be implemented. The challenges in completing this work are particularly hard for the health authorities, where employee counts are often based on the shift structure rather than actual workers. In collaboration with Santé en français, the designated bilingual regional health authorities have been working with a new reporting tool, Ozi, developed in Ontario, which they hope will facilitate the ongoing tracking of employees and positions.

The inventory of designated bilingual positions allows public bodies to determine the percentage of bilingual positions filled with bilingual incumbents and also provides the data that can then be used to assess whether these positions are actually meeting the needs of the Francophone community in terms of French-language services. Having already completed their inventories in 2018/19, a number of public bodies built on this initial work and began to review their designated positions to see if they match community priorities. Different strategies were adopted in 2019/20: some bodies based their study on positions with direct contact with the public, others assigned the review to managers so that they could evaluate designated positions in their respective program areas, while a few consulted the Francophone community to see if there are any gaps in service. Half of these action steps were on target, 34 per cent were somewhat delayed and 16 per cent still required significant efforts to be made.

When it came to work related to the inventory of bilingual staff working in non-designated positions, most public bodies reported being on target (64 per cent) with their proposed action steps, 18 per cent were unable to meet their scheduled timelines but the work was almost complete and a further 18 per cent were considerably behind. This element of a public body’s bilingual capacity is usually based on a self-declaration process. Some entities have created surveys asking employees for information about their French-language skills and their willingness to serve as back up to staff in designated positions. Others have worked on updating self-declaration forms while one has actually included the self-declaration process in its hiring process. One Crown organization now offers staff the opportunity to declare their linguistic competences at any time through an online form that was added to each employee’s profile on

the staff portal. Two thirds of the action steps related to self-declaration initiatives were on track in 2019/20 (67 per cent), six per cent were slightly delayed, 22 per cent required action to advance progress and six per cent had not been implemented at all.

There are obviously issues with basing the evaluation of bilingual capacity solely on self-declaration. Some bilingual employees are reluctant to let managers know that they can speak both official languages since they worry that they will be tasked with additional work (for example, translating correspondence). For other employees, they may underestimate or overestimate their actual linguistic ability. On the one hand, it is important that public bodies try to remove any potential barriers that could prevent bilingual employees from coming forward – for example, one department conducted a comprehensive study on the challenges associated with working in French and proposed solutions to a number of the issues raised. On the other hand, public bodies would also benefit from implementing less subjective methods to ascertain bilingual capacity.

**RECOMMENDATION 6:** Departments and Crown organizations should collaborate with the Civil Service Commission in the creation of a working group to explore ways to enhance administrative procedures associated with bilingual capacity. Potential subjects for discussion might include: exploring options to include required bilingual competencies in position description documents; establishing a standardized linguistic competence evaluation process for designated positions; determining whether such an evaluation could be extended to all employees who self-declare as bilingual.

Evaluating linguistic competence is also a concern for recruitment competitions (see below).

Departments use their inventories of bilingual employees to create referral lists of staff who are able to provide services in French. In 2019/20, more than half of the action steps related to the creation, diffusion or update of these referral lists were on track (58 per cent), one quarter were delayed (25 per cent), and just under one fifth still required actions (17 per cent). Referral lists are an important tool for supporting services in French. Whenever a unilingual Anglophone employee is in contact with a customer requiring service in French, they can refer to the list and ask a bilingual employee to step in and serve the Francophone client. To optimize their use, referral lists must be updated regularly and distributed to all the staff. A number of public bodies have implemented steps to ensure the information on referral lists is current and easily available to staff through intranet postings.

The internal reorganizations mentioned above also caused some challenges for public bodies with regard to their human resources. Positions are frequently moved as part of administrative shuffles, which creates difficulties for FLS coordinators when it comes to maintaining and updating information on bilingual capacity. This is the case with self-declared bilingual employees and designated bilingual positions. In some instances, the employee in the FLS coordinator position was transferred as a result of the reorganization. This too had a negative impact on a department's ability to maintain accurate statistics. Since all designated bilingual positions are now recorded and tracked in SAP, though, it should not be too onerous for departments to follow up on how internal reorganizations affect these statistics. If FSL coordinators can maintain a close working relationship with their Human Resource consultants, this should facilitate the work.

Equally important, however, is ensuring the availability of clear guidelines on all aspects of designated bilingual positions. The October 2019 reorganization highlighted the difficulties

associated with tracking positions, but it also raised questions with regards to processes for transferring and eliminating positions generally. Procedures were put in place by the Civil Service Commission in 1993, but they have not yet been fully updated. Human Resource consultants are therefore not all following the same processes when requests are made to change designated positions. The lack of uniform directives can cause an obstacle for public bodies trying to ensure adequate consideration is taken of the need to provide services in French when positions are moved due to program changes and internal reorganizations.

**RECOMMENDATION 7:** The Civil Service Commission, in collaboration with the Francophone Affairs Secretariat, should finalize and publish the corporate guideline related to designated bilingual positions. Human Resource Consultants and departmental FLS Coordinators should be made aware of the directives and ensure they are implemented appropriately whenever staffing changes are made to program areas.

### Recruitment and Retention

Many public bodies have followed the recommendation of the 2018/19 Annual Report and are now working to increase their bilingual capacity by indicating that bilingualism is a preferred competency on job postings. Depending on the goals established in their strategic plan, some public bodies choose to indicate that French is an asset for positions requiring direct interaction with the public, while others go further and include French as an asset on all their job postings, regardless of the level of public interaction. With regard to considering French as an asset in the recruitment process, half of the action steps proposed by public bodies for 2019/20 were on target (50 per cent), just under a quarter were slightly delayed (22 per cent) and another 22 per cent required significant action to be taken. Six per cent did not report on this subject at all.

It must be noted, however, that there are challenges associated with this approach. Not all public bodies have determined the levels of competency required, nor whether they need candidates to have oral or written abilities or both. There is also no consideration at this point for testing a candidate's bilingualism in a competition for a non-designated position. While the willingness to use a preferred criteria on an increasing number of job postings is a positive development, care must be taken to better define the logistical and administrative management of these competitions.

**RECOMMENDATION 8:** In order to facilitate consistent practices and a uniform application of bilingualism preferred competitions across government departments, the Civil Service Commission should work with the Francophone Affairs Secretariat on establishing clear guidelines for hiring processes that aim to support an increase in Manitoba's bilingual capacity. These guidelines should then be promoted in all departments.

The question of evaluating linguistic competence is obviously also important when it comes to hiring for designated positions. One Crown organization works on a regular basis with Université de Saint-Boniface (USB) on testing potential candidates, and has worked with the university on developing context-specific written and oral tests for frontline staff in designated bilingual positions.

While the majority of action steps relating to recruitment for designated bilingual positions were reported to be on track (59 per cent), many public bodies mentioned ongoing and significant issues in finding suitable candidates for certain positions. Different strategies have been



adopted to address this, primarily based on increased collaboration with Francophone organizations. The regional health authorities in particular have found considerable success working with community associations to publicize vacant positions as well as working with USB on more targeted recruitment initiatives. Other public bodies use French-language media to advertise job postings. Informal networks are increasingly popular as a tool to broaden the potential candidate pool, and social media is also frequently used. Finally, a number of public bodies share their job postings with the Bilingual Service Centres who publish the information on their website.

Recognizing the challenges, more work could be done to explore additional measures and innovative new action steps aimed at increasing the number of successful designated bilingual competitions. Public bodies could look at how other jurisdictions are managing to overcome the lack of qualified bilingual candidates, or they could consider how to implement mentorship and in-house training projects to help bilingual employees gain the professional skills and competences required for hard-to-fill positions.

The importance of ensuring that bilingual employees stay in the public service cannot be overstated, given the obstacles to hiring them. In this regard, it is worth noting that a few public bodies are engaging in activities that aim to show bilingual employees how much they are valued. Others have made concerted efforts to put resources and tools in place to better support these workers. An informal network of French-speaking employees was developed, and proposals to develop conversation groups have also been put forward. Some of these projects have come about as the result of employees taking the initiative to support themselves. Supervisors and senior management can encourage these retention efforts by promoting such activities and recognizing employees who have been inspired to create their own opportunities to enhance government's bilingual capacity.

## Training

One of the key tools Manitoba can use to support the development of its bilingual capacity is French language training. Not only does this provide an opportunity for bilingual staff to improve their ability to offer service in French, but it also helps create confidence in those employees who do not often get to practise their language skills. The Francophone Affairs Secretariat funds French language training for staff in designated bilingual positions in departments and Crown organizations, as well as those in back-up positions. The Secretariat can also support language training for senior government executives and ministers. In 2019/20, the Secretariat financed 170 registrations for various levels of French language training, both at the Alliance Française and USB. This represents an increase of almost 17 per cent compared to the previous year. French language training for employees of the regional health authorities continues to be coordinated by Santé en français. There was a slight increase in these registrations (253 in 2019/20 compared to 245 in 2018/19).

In addition to the formal classes funded by the Secretariat, some public bodies have put in place their own training. For example, one Crown organization works with the Canadian Centre for Diversity and Inclusion to propose different webinars in French to its bilingual employees. The Francophone Affairs Secretariat also continued to offer its DVD français sessions, giving public sector employees a chance to practise their conversation and oral comprehension skills. Five

sessions took place, with a total of 51 participants. This represents a slight increase compared to 2018/19, when there were 47 participants.

Public bodies have adopted different strategies to encourage their staff to participate in French language training opportunities. Some use internal bulletin, emails, or e-newsletters, or send out departmental memos. Other public bodies use the annual performance evaluation and learning plan discussions to promote this training. A number of public bodies continue to cover the costs of the training materials and books in order to support bilingual staff. More than two thirds of the action steps relating to French language training initiatives were on target (68 per cent), 16 per cent were delayed, and a further 16 per cent needed significant action to move forward.

It should be noted that employees working in rural areas outside Winnipeg continue to face issues when it comes to accessing French language training, since there are extremely limited approved institutions providing such classes. This obstacle to successfully implementing action steps was mentioned by a number of government departments. An obvious solution is to develop and increase the use of virtual learning tools. One of the regional health authorities has put in place an online platform providing access to training specifically adapted for healthcare settings. Employees are able to follow this training from all over the region. Both the Alliance française and USB have been working on an increased number of online learning options. This was particularly the case at the end of the fiscal year, which saw the start of the COVID-19 pandemic. As we move through 2020/21, it is to be expected that the opportunities for virtual learning – which will enable employees in the regions to participate – will increase. Organization and Staff Development (OSD), the branch of the Civil Service Commission mandated to provide training opportunities for government employees, has been moving many of its regular professional development offerings to an online format, so the platforms exist to support courses in French. The Francophone Affairs Secretariat, in partnership with OSD and USB, launched its first online professional development activity in French in 2019/20 – Communiquer avec assertivité (Assertive Communication). Should this pilot project prove to be successful, additional training offerings in French could be developed.

**RECOMMENDATION 9:** The Francophone Affairs Secretariat should continue its collaboration with Organization and Staff Development to explore new and innovative learning opportunities to support and increase Manitoba's bilingual capacity. This could include additional professional development training in French, as well as virtual language training. The Secretariat should establish a learning portal that will be accessible to bilingual staff from core government and Crown organizations.

## CONSULTATION AND COLLABORATION WITH THE FRANCOPHONE COMMUNITY

While the ability to provide government services in French is a major element of all FLS plans, public bodies must also work on developing their relationships with French-speaking Manitobans in order to meet the objectives of the Francophone Community Enhancement and Support Act. Indeed, where other jurisdictions have legislation relating specifically to services in French, Manitoba made a conscious decision to create an act that would serve a broader purpose: that of enhancing the lives of all Manitobans who choose to live, work and play in French. The relationships take the form of consultations between public bodies and community stakeholders, collaboration with organizations on specific projects, or government support of groups and individuals through a variety of grants, service agreements and sponsorships. Other public bodies work with the Bilingual Services Centres – an effective intermediary between public institutions and the Francophone community.

### Consultation

Consultations are recognized as a key element in the ongoing support and development of the community's vitality. They are especially useful to get feedback regarding services provided and new initiatives. For if public bodies are to ensure the specific needs of Francophones are taken into consideration and that the Francophone lens is properly applied, they need to have a clear understanding of the needs of the community on one hand and the impact of their services and programs on the other.

The goal of consultations carried out in 2019/20 varied. Some public bodies consulted with Francophones to determine their needs and the kind of services required to meet them. In other cases, the consultation solicited feedback on how well the entity is delivering its services and if improvements are needed. One public body proposed an annual meeting with Francophone organizations to ask for their input regarding both their services and their programming policy. Consultations aimed at developing appropriate strategies were held in response to a particular challenge (ex: recruitment of qualified bilingual personnel) or to proposed changes to existing programming. The impact of budget changes was also the basis for targeted consultation. Finally, one consultation was held to study the possibility of creating a future partnership between the public body and the community.

Depending on the objectives, consultation with the Francophone community took different forms: meetings, surveys, ensuring the appointment of Francophone members to the boards of certain public bodies, and creating working groups to ensure community needs are respected.

It is clear, however, that most public bodies had significant challenges achieving their consultation goals. Among the reasons mentioned were departmental reorganizations, the inability to develop actions steps in cases where FLS committees did not have stable membership, the competing priorities of implementing cross-government transformation initiatives and COVID-19. Less than one third of actions were on track (32 per cent), approximately a quarter were slightly delayed (23 per cent), 27 per cent required actions and 18 per cent needed to be urgently addressed.

**RECOMMENDATION 10:** As Manitoba develops increasingly sophisticated tools for facilitating and encouraging public engagement, such as the Engage Manitoba portal, consideration should be given to ensure the surveys and requests for feedback are delivered simultaneously in bilingual format. A new policy specifically addressing public engagement projects should be developed and implemented so that the voice of Manitoba's French-speaking population is clearly heard on all issues where government is looking for public input.

### Cooperation with the Francophone Community

Not all public bodies have the same level of cooperation or the same opportunities to work with the Francophone community, but many of them are making efforts to improve this element of their FLS plans, including some bodies who have never actively cooperated with the community before. Almost two thirds of the action steps proposed by the public bodies when it comes to cooperation with the Francophone community were successfully completed (64 per cent), 13 per cent were slightly delayed and 22 per cent required action.

The desire to improve cooperation is centred on seeking initiatives where public bodies can work in partnership with the community. This can either be through developing new relationships with current partners or developing relationships with new community partners. In a number of instances, a public body's FLS coordinator plays a key role in supporting improved cooperation, notably by participating in different working groups that also include representatives from community organizations. Furthermore, one public body encouraged its employees to become more involved in supporting community projects by creating an annual calendar that identifies opportunities for participating and volunteering in French-language cultural activities.

Unlike consultation, cooperation targets concrete actions that involve meaningful collaboration between Francophone groups and government entities. In 2019/20, these included activities in the sectors of health and social services, immigration, culture and community development.

**RECOMMENDATION 11:** Manitoba's Francophone community has long advocated for an innovative approach to service delivery that places Francophones at the heart of the work. The 'pour et par' model (for and by) recognizes that those who are best able to provide services in French to the community are the community members themselves. Whenever opportunities arise to look at outsourcing initiatives, public bodies should ensure that, where appropriate, the 'pour et par' model is always given full consideration.

### Cooperation with the Bilingual Service Centres

Located as they are at the heart of five designated bilingual regions, the Bilingual Service Centres (BSCs) play a key intermediary role between public bodies and Manitoba's Francophone community. The centres are seen as an important source of government information, and so creating mechanisms for public bodies to share documents and knowledge should be a priority. A number of departments and Crown organizations have developed or built on existing relationships to provide BSCs with training on new programs and services, bilingual resources (ex: posters or brochures) and government job postings that can be displayed in the buildings. They benefit from the broader visibility the BSCs can offer and therefore improve their

outreach with French-speaking Manitobans. Almost half of the action steps relating to cooperation with the BSCs were on target during 2019/20 (43 per cent), with one quarter slightly delayed (27 per cent) and just under one third requiring action (30 per cent).

## CONCLUSION

While steps forward have been made in some sectors, there is still much to be done to fully implement public bodies' multi-year strategic FLS plans. Government entities have demonstrated their willingness to rethink how their services are delivered in order to better meet the needs of Manitoba's Francophone community, but underlying structural and administrative issues too often create obstacles that hinder progress. A whole-of-government approach needs to be taken in order to overcome the systemic problems that still get in the way of enhanced services in French. The recommendations below provide a starting point for ensuring real long-term change.

The outbreak of the COVID-19 pandemic at the end of the 2019/20 fiscal year will undoubtedly have a significant impact on French-language services in the future, so it is vital that we learn from every achievement and best practice. The development of FLS plans has allowed public bodies and the community to have a better sense of what success will look like. We must continue our efforts to follow through on the knowledge we have gained over the course of the year and always strive to meet increasingly meaningful objectives related to the support of all French-speaking Manitobans.

**RECOMMENDATION 1:** All public bodies must have in place a functioning and fully supported FLS committee to implement appropriate FLS measures and to monitor and report on progress respecting the initiatives and objectives of their FLS plan. These committees should report to the public body's deputy minister or chief operating officer, who is accountable for the plan.

**RECOMMENDATION 2:** Procedures should be put in place across all government departments to ensure that, when there is an administrative reorganization, a process exists to facilitate the seamless transfer of outgoing and incoming FLS initiatives associated with any given program, branch or division so that progress can continue to be monitored and reported on accordingly.

**RECOMMENDATION 3:** All public bodies should complete a review of their public signage and implement policies indicating that when signs are in need of replacement, bilingual ones should be procured. Furthermore, public bodies should adopt specific plans to ensure that public signage within or adjacent to designated bilingual areas, or on buildings providing province-wide services, is bilingual.

**RECOMMENDATION 4:** Central government and public bodies should fully consider FLS requirements when developing interactive applications. This includes adding language clauses in Requests for Proposals or contracts to ensure the expectation to create bilingual tools is clearly articulated by the public body and understood by the third party.

**RECOMMENDATION 5:** Public bodies who have yet to make meaningful progress on their frontline services, signage and French-language websites and other translation initiatives need to review and revise the goals and timelines in their multi-year strategic FLS plans as necessary, and dedicate the appropriate resources to get them back on track.

**RECOMMENDATION 6:** Departments and Crown organizations should collaborate with the Civil Service Commission in the creation of a working group to explore ways to enhance administrative procedures associated with bilingual capacity. Potential subjects for discussion might include: exploring options to include required bilingual competencies in position

description documents; establishing a standardized linguistic competence evaluation process for designated positions; determining whether such an evaluation could be extended to all employees who self-declare as bilingual.

**RECOMMENDATION 7:** The Civil Service Commission, in collaboration with the Francophone Affairs Secretariat, should finalize and publish the corporate guideline related to designated bilingual positions. Human Resource Consultants and departmental FLS Coordinators should be made aware of the directives and ensure they are implemented appropriately whenever staffing changes are made to program areas.

**RECOMMENDATION 8:** In order to facilitate consistent practices and a uniform application of bilingualism preferred competitions across government departments, the Civil Service Commission should work with the Francophone Affairs Secretariat on establishing clear guidelines for hiring processes that aim to support an increase in Manitoba's bilingual capacity. These guidelines should then be promoted in all departments.

**RECOMMENDATION 9:** The Francophone Affairs Secretariat should continue its collaboration with Organization and Staff Development to explore new and innovative learning opportunities to support and increase Manitoba's bilingual capacity. This could include additional professional development training in French, as well as virtual language training. The Secretariat should establish a learning portal that will be accessible to bilingual staff from core government and Crown organizations.

**RECOMMENDATION 10:** As Manitoba develops increasingly sophisticated tools for facilitating and encouraging public engagement, such as the Engage Manitoba portal, consideration should be given to ensure the surveys and requests for feedback are delivered simultaneously in bilingual format. A new policy specifically addressing public engagement projects should be developed and implemented so that the voice of Manitoba's French-speaking population is clearly heard on all issues where government is looking for public input.

**RECOMMENDATION 11:** Manitoba's Francophone community has long advocated for an innovative approach to service delivery that places Francophones at the heart of the work. The 'pour et par' model (by and for) recognizes that those who are best able to provide services in French to the community are the community members themselves. Whenever opportunities arise to look at outsourcing initiatives, public bodies should ensure that, where appropriate, the 'pour et par' model is always given full consideration.

## APPENDIX - STATISTICS ON BILINGUAL CAPACITY

**Table One - Departments**

Public Body	Designated bilingual positions	Designated bilingual positions filled with bilingual incumbents	Designated bilingual positions filled with non-bilingual incumbents	Vacant designated positions	Non-designated positions filled with bilingual incumbents	Total bilingual capacity 2019/20	Total bilingual capacity 2018/19
<b>Agriculture and Resource Development<sup>1</sup></b>	13	6	3	4	28	34	12
<b>Central Services<sup>2</sup></b>	3	2	0	1	Unknown	2	---
<b>Civil Service Commission</b>	8	4	2	2	18	22	25
<b>Conservation and Climate<sup>3</sup></b>	7	2	3	2	13	15	26
<b>Crown Services<sup>4</sup></b>	0	0	0	0	Unknown	Unknown	---
<b>Economic Development and Training<sup>5</sup></b>	25	21	0	4	32	53	24
<b>Education<sup>6</sup></b>	79	64	3	12	19	83	142
<b>Families</b>	93	73	11	9	71	144	155
<b>Finance</b>	36	32	1	3	31	63	63
<b>Francophone Affairs Secretariat</b>	27	25	0	2	0	25	34
<b>Health, Seniors and Active Living</b>	7	4	3	0	18	22	25
<b>Healthy Child Manitoba Office<sup>7</sup></b>	---	---	---	---	---	---	3
<b>Indigenous and Northern Relations</b>	0	0	0	0	2	2	3
<b>Infrastructure</b>	4	3	0	1	28	31	28
<b>Justice</b>	64	56	0	8	106	162	136
<b>Municipal Relations</b>	15	7	4	4	Unknown	7	15
<b>Sport, Culture and Heritage</b>	20	7	4	9	6	13	24
<b>Subtotal</b>	<b>401</b>	<b>306</b>	<b>34</b>	<b>61</b>	<b>372</b>	<b>678</b>	<b>715</b>

<sup>1</sup> Agriculture became Agriculture and Resource Development in 2019.

<sup>2</sup> Central Services was established in October 2019 and did not have an FLS plan as of March 31, 2020.

<sup>3</sup> Sustainable Development became Conservation and Climate in 2019.

<sup>4</sup> Crown Services was established in October 2019 and did not have an FLS plan as of March 31, 2020.

<sup>5</sup> Growth, Enterprise and Trade became Economic Development and Training in 2019.

<sup>6</sup> Education and Training became Education in 2019.

<sup>7</sup> Health Child Manitoba Office was disestablished in 2019.



**Table Two – Crown Corporations, Offices of the Legislative Assembly and Extra-departmental Agencies**

<b>Public Body</b>	<b>Designated bilingual positions</b>	<b>Designated bilingual positions filled with bilingual incumbents</b>	<b>Designated bilingual positions filled with non-bilingual incumbents</b>	<b>Vacant designated positions</b>	<b>Non-designated positions filled with bilingual incumbents</b>	<b>Total bilingual capacity 2019/20</b>	<b>Total bilingual capacity 2018/19</b>
<b>Auditor General</b>	0	0	0	0	3	3	3
<b>CancerCare</b>	3	1	2	0	28	29	Unknown
<b>Efficiency Manitoba<sup>8</sup></b>	Unknown	Unknown	Unknown	Unknown	Unknown	Unknown	Unknown
<b>Elections Manitoba</b>	0	0	0	0	1	1	1
<b>Liquor, Gaming and Cannabis Authority of Manitoba</b>	3	2	1	0	5	8	7
<b>Manitoba Advocate for Children &amp; Youth</b>	0	0	0	0	4	4	1
<b>Manitoba Agricultural Services Corporation</b>	5	5	0	0	8	13	16
<b>Manitoba Arts Council</b>	1	1	0	0	2	3	3
<b>Manitoba Film and Music</b>	2	1	0	1	4	5	5
<b>Manitoba Hydro</b>	23	23	0	0	282	305	306
<b>Manitoba Liquor and Lotteries Corporation</b>	136	118	10	8	86	212	207
<b>Manitoba Ombudsman</b>	2	1	1	0	8	9	9
<b>Manitoba Public Insurance Corporation</b>	88	68	16	4	65	133	141
<b>Shared Health<sup>9</sup></b>	Unknown	Unknown	Unknown	Unknown	Unknown	Unknown	Unknown
<b>Sport Manitoba</b>	0	0	0	0	9	9	11
<b>Status of Women</b>	2	2	0	0	0	2	0
<b>Travel Manitoba</b>	4	4	0	0	2	6	6
<b>Workers' Compensation Board</b>	6	6	0	0	27	33	28
<b>Subtotal</b>	275	232	30	13	534	775	744
<b>Total</b>	676	538	64	74	906	1453	1459

<sup>8</sup> Efficiency Manitoba is a new entity, created under Manitoba Hydro. Bilingual capacity is not yet established.

<sup>9</sup> Shared Health is a new entity. Bilingual capacity is not yet established.

Compared to 2018/19, the data shows that there was a slight increase in the overall bilingual capacity of departments, Crown organizations and other reporting agencies.

In core government, there were one per cent decreases in the number of designated bilingual positions and the number of designated positions filled with bilingual incumbents. This can be explained in part by the change in the operating model of Translation Services, whose staffing component of designated bilingual positions was reduced as part of a move to outsource translation. Decreases in some program areas have been partially offset by increases elsewhere, and there has been no change in the overall number of departmental designated bilingual positions filled with bilingual incumbents (76 per cent).

The overall bilingual capacity in Crown organizations and other reporting agencies has increased by four per cent (33 per cent have increased their bilingual capacity, 40 per cent have remained the same, and 27 per cent have seen a decrease). The number of designated positions filled with bilingual incumbents has increased by two per cent and 84 per cent of their bilingual positions are filled with bilingual incumbents.

We should note that, following the provincial election in 2019, a significant reorganization of government departments took place. Multiple divisions were moved from one department to another, including many program areas of particular importance to the Francophone community. For example: immigration and post-secondary education moved from the old Education and Training department to the new Economic Development and Training department; the Healthy Child Manitoba Office was disestablished, with staff and programming moved to Families; Communications Services Manitoba moved from Sport Culture and Heritage to Finance (under the Clerk of Executive Council), etc. In the case of Health, Seniors and Active Living, there was a considerable shuffle of positions as the department was entirely restructured to better fulfil its mandate under the ongoing healthcare system transformation.

This transfer of duties and functions from one public body to another obviously involves the transfer of employees. Since bilingual incumbents occupying non-bilingual positions are not systematically recorded, many departments had trouble determining the exact number of bilingual employees that joined (or left) their department. (See Recommendation 2 above.) However, even if the figures indicate a decrease in the departments' number of non-bilingual positions filled with bilingual incumbents (372 in 2019/20 compared to 407 in 2018/19) and a reduction in bilingual capacity (678 in 2019/20 compared to 715 in the previous year), the overall percentage of bilingual employees in government has not actually been reduced, since the number of full-time equivalent positions (FTEs) has decreased at a higher rate than for bilingual employees.

### Table Three – Regional Health Authorities

NOTE: The regional health authorities do not have a uniform method of tracking bilingual capacity, with some using the number of positions and others the number of full-time equivalents (FTE). It is therefore impossible to compare this data to that of other public bodies.

Public Body	Number of designated bilingual positions	Number of designated bilingual positions filled with bilingual incumbents	Number of designated bilingual positions filled with non-bilingual incumbents	Number of vacant designated positions	Number of non-designated positions filled with bilingual incumbents	Total Bilingual capacity 2019/2020	Total bilingual capacity 2018/2019
<b>Interlake-Eastern</b>	52 39.355 (FTE)	14 11.85 (FTE)	38 27.505 (FTE)	0 0	74 57.08 (FTE)	88 68.93 (FTE)	Unknown 47.92 (FTE)
<b>Prairie Mountain</b>	6	3	3	0	11	14	3 <sup>10</sup>
<b>Southern Health</b>	712	427	235	50	Unknown	427	358
<b>Winnipeg</b>	1022 (FTE)	519 (FTE)	445 (FTE)	30 (FTE)	681 (FTE)	1200 (FTE)	1116 (FTE)

Data reported by the regional health authorities show that they have increased their bilingual capacity compared to 2018/19. Interlake-Eastern Regional Health Authority has increased its bilingual capacity by 44 per cent, Southern Health by 19 per cent and Winnipeg Regional Health Authority saw an increase of 7.5 per cent. Even if these numbers are encouraging, RHAs still face challenges when filling their designated bilingual positions. In fact, on average, only 47 per cent of their designated positions are filled with bilingual incumbents (Interlake 27 per cent, Prairie Mountain 50 per cent, Southern Health 60 per cent and Winnipeg 51 per cent).

<sup>10</sup> This number did not include the number of non-designated positions filled with bilingual incumbents, which was unknown at the time.