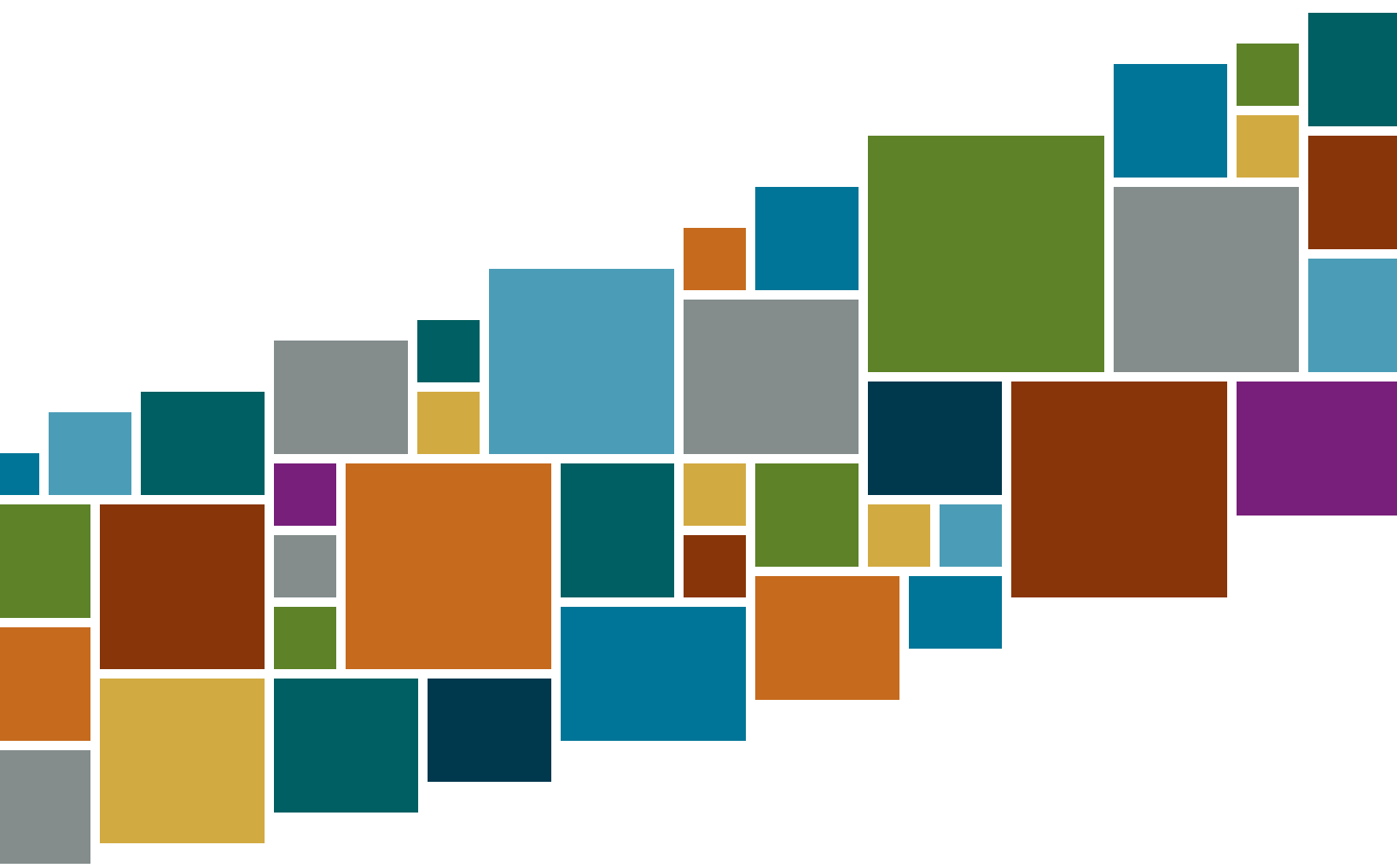


Bonjour (السلامة) Hello

2018-2019
**REPORT
ON FRENCH
LANGUAGE SERVICES**



MESSAGE FROM THE MINISTER

I am delighted to present the 2018/19 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 plans.

As minister responsible for Francophone affairs, I am very encouraged by the results at the end of this historic year – the first in which all public bodies have developed and implemented their multi-year strategic French-language service plans. This report gives an overview of the ongoing activities undertaken by public bodies that aim to support Manitoba's Francophone population. From building our bilingual capacity to enhanced consultation with the community, from creating an increased awareness of the concept of active offer to building concrete strategies to better support all those who choose to live in French, this year's annual report provides a baseline of our strategic priorities for French-language services from which we can measure our future progress.

The transformation strategy at the heart of so many initiatives currently guiding Manitoba's progress is an excellent opportunity for us to rethink how we can improve the delivery of services and information in French to better support our French-speaking population. Seeking innovative solutions and open to the possibilities offered by technology, we are well placed to effect change through foundational projects.

The Francophone Community Enhancement and Support Act is based on four principles:

- recognition of the community's contribution to the province
- the concept of active offer as the cornerstone for the provision of service
- collaboration and dialogue between public bodies and the community
- the steady growth of services available in French

Across all sectors of government activity, public bodies are making renewed efforts to provide the necessary supports to meet the objectives of the Act.

Manitoba's French heritage is a key part of our provincial identity – our bilingualism, our diversity, our joie de vivre. A strong Francophone community benefits Manitoba as a whole, and I look forward to seeing continued measurable progress over the course of the coming year.

Respectfully submitted,
Original Signed by Rochelle Squires
Honourable Rochelle Squires
Minister Responsible for Francophone Affairs

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INTRODUCTION

The Francophone Community Enhancement and Support Act was adopted unanimously by the Manitoba government in June 2016. The Act provides a framework for enhancing the vitality of Manitoba's Francophone community, and for supporting and assisting its development. This is to be realized in large part through the implementation of multi-year strategic French-language services plans. The Act also requires the Francophone Affairs Secretariat to prepare an annual report on measures taken by public bodies to ensure progress in the provision of services in French.

Manitoba first introduced a French Language Services (FLS) Policy in November 1989. Comprehensive guidelines for its implementation were created in the following years, based on the concept of active offer. This concept ensures that services in French are to be evident, readily available and easily accessible to the public, and of comparable quality to services offered in English. As the result of a thorough review of FLS in 1998 by Judge Chartier, designated bilingual areas were established in regions with a high concentration of Francophone residents. There was an increase in positions across government designated as requiring a bilingual incumbent, and several working groups were established between government bodies and community organizations to improve access to services in French in a variety of sectors. These include access to justice, health and social services, economic development and immigration.

Regulations were passed with regards to the provision of services in French by regional health authorities and child and family services authorities. Manitoba also entered into a number of cooperation agreements, including with New Brunswick, Quebec, Bas-Rhin and Normandy. Other legislation with sections relating to the Francophone community includes The Bilingual Service Centres Act, The Centre culturel franco-manitobain Act, The Université de Saint-Boniface Act, The Public Schools Act, the City of Winnipeg Charter, and The Municipal Act. The adoption of The Francophone Community Enhancement and Support Act established in law a broad array of existing administrative structures and tools used to better serve the Francophone community.

Since April 1, 2018, all public bodies have developed and implemented multi-year strategic FLS plans. The aim of this annual report is to describe measures taken, in defined areas of activity, to create conditions to ensure progress in the provision of services in French and support for the Francophone community. The report will look at the accomplishments of the Francophone Affairs Secretariat and the Francophone Affairs Advisory Council, before turning its attention to the activities of government departments, Crown corporations named in The Francophone Community Enhancement and Support Act, offices of the Legislative Assembly, and designated regional health authorities.

34 public bodies submitted reports to the Francophone Affairs Secretariat, setting out their accomplishments for 2018/19. These reports, containing information about their measurable outputs and outcomes, are 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 2018/19, 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
- consultation and collaboration with the community

This report also contains examples of positive practices that could be adopted across government to enhance results in the three areas listed above, as well as recommendations for future actions.

2018/19 marks the first full year in which all public bodies are reporting against their strategic FLS plans. Data from this year will create a baseline against which future progress can be measured. This approach to reporting on French-language services is significantly different from that used in previous annual reports. As part of Manitoba's comprehensive transformation strategy – focused on outcomes, citizen engagement and service delivery modernization – to find ways to be more responsive to the needs of all Manitobans, the Secretariat is happy to adopt a more results-oriented model for its report. Key information on government-wide delivery of services in French will now be available in a single document, making it easier for government bodies and the general public to assess Manitoba's progress.

GOVERNMENT ACTIVITIES

Francophone Affairs Secretariat

The Francophone Affairs Secretariat participated in a number of working groups and initiatives aimed at facilitating the implementation of The Francophone Community Enhancement and Support Act and Manitoba's French Language Services (FLS) Policy. This work is 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 (see Provision of Services Based on Active Offer, Human Resources and Bilingual Capacity, and Consultation and Collaboration with the Francophone Community).

In the field of education, the Secretariat worked with Manitoba Education and Training (MET) to help organize the Forum on Education in French, held in April 2018. It was also involved in a number of meetings between community stakeholders and MET officials to discuss the specific needs and challenges of Francophones regarding access to education in French. The executive director sits on the steering committee for the new 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 identify a community interested in attracting an increased number of Francophone newcomers. This community will then be supported 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 health care services in French – aim to ensure the needs of Manitoba's Francophones are taken into consideration at every phase of the ongoing health care system transformation. The executive director also sits on the expert panel supporting these two initiatives.

Finally, the executive director is a member of 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 (to be released in 2019/20).

Complaints

In 2018/19, the Francophone Affairs Secretariat dealt with 22 formal complaints (compared to 23 in 2017/18). Three complaints were deemed inadmissible: two of them concerned public bodies not under the jurisdictional authority of the Secretariat, and one was deemed not to be a valid complaint once all the facts were established. Complaints addressed issues in multiple program areas, but were primarily about challenges with frontline service delivery.

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

Examples of complaints in 2018/19 include:

- correspondence sent in French with multiple errors (use of automatic translation instead of having the document professionally translated)
- a client choosing the option for service in French on an automated phone line but having the call answered by a unilingual Anglophone clerk
- ministerial correspondence sent only in English, even though the recipient was Francophone or the correspondence addressed Anglophones and Francophones
- unavailability of certain resources in both official languages
- a lack of simultaneous French-language news releases

When a complaint is submitted, the Secretariat works with the public body to find out 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.

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. The Secretariat also assists the public with general questions, concerns and service requests regarding FLS.

Bilingual Service Centres

The Bilingual Service Centres (BSCs) continued to offer a wide range of programs and services from all three levels of government and community organizations. At the provincial level, services were offered by Manitoba Families, Manitoba Housing, Manitoba Sustainable Development, Manitoba Education and Training, Manitoba Justice, Manitoba Sport, Culture and Heritage, and the Southern Health-Santé Sud Regional Health Authority. Service Canada service centres are located at St-Pierre-Jolys, Notre-Dame-de-Lourdes and Saint-Vital/Saint-Norbert, with regularly scheduled mobile services at the St. Boniface, Interlake and Seine River locations. The City of Winnipeg offered services in the St. Boniface region, and the offices of the rural municipalities of Lorne, St. Laurent and the Town of St. Anne are located either within or in close proximity to the BSCs.

At the community level, employment and career direction services were offered by the Community Employment and Resource Centre in the Red River and Seine River regions and the Employment Resource Centre in the Mountain Region. During this period, the Seine River Region expanded services in the immigration sector, with the addition of the Francophone Welcoming Communities (Communautés francophones accueillantes) pilot project, funded by Immigration, Refugees and Citizenship Canada.

The information specialists at the BSCs offered general information, referral and client-assistance services, and actively promoted French language services by the Manitoba government in the designated bilingual regions. The navigator in the Interlake BSC provided outreach services for the Métis community in a culturally appropriate manner, assisting with access to government programs and services and promoting healthy living, and cultural and recreational programs. In partnership with Service Canada, information specialists held mobile outreach clinics in several communities to ensure access to government services in more remote areas within or in proximity to designated bilingual regions.

Information kiosks were offered at various community events and conferences to promote the BSCs and general government programs and services. Information specialists coordinated presentations in French on topics such as:

- wills and estates
- fraud
- income taxes
- employment standards
- safe work for young workers
- business start
- Indigenous relations
- the history and evolution of Manitoba's Francophonie

They also provided information to business owners and organizations about the customer service standard under The Accessibility for Manitobans Act on how to make their services more accessible. Information specialists also assisted with community projects that align with government priorities, such as:

- immigration
- municipal emergency measures
- community volunteer income tax program
- sex trafficking
- regional conferences on community health

Francophone Affairs Advisory Council

The Francophone Affairs Advisory Council (FAAC) met in the presence of the minister responsible for Francophone affairs twice in 2018/19. 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. Broad-ranging discussions on the application of a Francophone lens on specific sectors of government activity, along with a debate on how the FAAC can be most effective in allowing constructive dialogue between the community and the public service, were at the forefront of the meetings. The strategic French-language services plans were studied and perspectives were shared about how public bodies can best consult with the community. An additional extraordinary council meeting was called by the minister in 2018 to discuss changes to the operating model of the provincial Translation Services branch.

INTERGOVERNMENTAL COLLABORATION

Ministerial Conference on the Canadian Francophonie

The Honourable Rochelle Squires, minister responsible for Francophone affairs, and the executive director of the Francophone Affairs Secretariat attended the 23rd Ministerial Conference on the Canadian Francophonie (MCCF) on July 5 and 6, 2018. The MCCF, created in 1994, is the only intergovernmental forum that brings together the ministers responsible for the Canadian Francophonie. The meeting was held in Whitehorse, Yukon, around the theme “Keeping in Touch”.

The ministers discussed important issues that affect Francophone communities across the country. They undertook to continue their collaboration with ministers responsible for Justice and Immigration, as well as with Francophone communities, on identifying ways to improve services in these domains. Ministers discussed how to make better use of technology to create innovative new service delivery models, and committed to developing a strategy to support horizontal collaboration between governments to advance priority issues for Francophones across Canada.

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). 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 executive director also participated in numerous telephone conferences with her federal, provincial and territorial counterparts. These meetings touched on sectoral issues, such as immigration, access to justice, and government services in French, as well as more general issues, such as communication and strategic reflection.

FPT Working Group on Access to Justice in Both Official Languages

The executive director also 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 28, 2018. 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 Honourable Rochelle Squires, minister responsible for Francophone affairs, and the Honourable Mélanie Joly, federal minister of Official Languages and La Francophonie, signed the 2018-2023 Canada–Manitoba Agreement on French-Language Services (CMAFLS) in February 2019. 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. The Francophone Affairs Secretariat administered the funding of a wide variety of projects in various sectors of activity in 2018/19.

Manitoba–New Brunswick and Manitoba–Quebec

The Francophone Affairs Secretariat negotiated, on Manitoba's behalf, the projects to be funded in 2018/19 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 toward six Manitoba–Quebec projects and \$10,750 toward four 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 and education.

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 2019 prize was awarded to the staff of the St. Boniface Library for their delivery of services, programming and resources to their clientele throughout Winnipeg, but particularly within St. Boniface and the Francophone community.

Over the last number of years, staff from the St. Boniface Library have been innovative, reaching out into the community to support those who need it most, and attracting new users through engaging and creative programming. The library offers programs for all ages, focusing on programs in French on a range of topics that celebrate and encourage learning French language, literature and culture. All library programs are free to attend to ensure equal access for all. Staff at the St. Boniface library deliver almost 200 programs in service to the community, many of which extend beyond the library's walls and are in partnership with community stakeholders and organizations.

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.

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 corporate FLS Policy, many bodies decided to enact internal policies and procedures to ensure the efficient and complete implementation of Manitoba's FLS Policy. Examples include:

- formalizing the necessary steps to have a document or form translated
- maintaining an up-to-date employee referral list to direct non-bilingual staff toward those who are willing and able to provide client services in French
- reviewing third party contracts that require language clauses to ensure the continued provision of services in French

The majority of public bodies reported to the Secretariat that they were either on track (56 per cent) or slightly delayed (16 per cent) in completing the action steps necessary to meet these goals. However, about one-fifth indicated that action was required (21 per cent), and a small sample was reported as urgent (six per cent).

For many public bodies, it is also important to define the roles and responsibilities of their FLS coordinator to ensure that the position could appropriately interact with various internal committees. One key role of the coordinators relating to the plans was the creation of an FLS committee. This included establishing its membership composition, as well as assisting in its functioning. These FLS committees took on a few different models, with some public bodies deciding to have independent committees just for FLS, with representation from major branches or divisions of the organization. Others merged these responsibilities with already existing committees, such as the public body's Accessibility Committee. Public bodies reported that the overwhelming majority of actions steps required to define the role of FLS coordinators and establish their FLS committees were on track (65 per cent) or slightly delayed (12 per cent), with a smaller number citing a status of action required (18 per cent) or urgent (six per cent).

RECOMMENDATION 1: To ensure a proper foundation for the progress of subsequent action steps and future versions of multi-year strategic FLS plans, all outstanding internal policies, governance or resource FLS plan activities should be completed by the end of the next reporting period.

FLS Training and Awareness

This category involves awareness and training initiatives undertaken by public bodies to educate and raise awareness among their staff when it comes to the provision of FLS in Manitoba. Promoting awareness is accomplished in a variety of ways. Some of the more prominent

examples include adding the related laws, regulations or policies concerning FLS and its delivery to the public body's intranet page, and the publication of this information in an employee newsletter.

Other public bodies have developed their own training materials and fact sheets on FLS, or their FLS coordinators have informed different internal committees on how the legislation and policies apply to them and their roles in providing their services to Manitobans. Public bodies reported that their actions steps to share the relevant FLS information with both current and new employees are largely on target (68 per cent and 74 per cent respectively). Getting this information to current employees is taking slightly longer than for new hires.

Having staff receive formal training on Manitoba's FLS Policy and the active offer concept was a key commitment in most of the plans, with many public bodies hoping to complete this action step in the first year. The Francophone Affairs Secretariat provides these sessions either by onsite group training or through the online course provided in partnership with Organization and Staff Development (OSD). These sessions give employees 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 their daily functions and day-to-day tasks.

However, of all of the action steps proposed by public bodies to have new and current employees undergo active offer training, less than half were on target (46 per cent and 43 per cent respectively), and approximately one-third were reported as action required (32 per cent). This issue was effectively overcome in one government department where the deputy minister required all staff to undergo mandatory active offer training. While the department was not successful in having all staff complete the training within the timeframe, approximately 75 per cent of staff did finish the online course. As a result, most of the employees are now familiar with the FLS Policy and the active offer concept.

RECOMMENDATION 2: The Secretariat's active offer training helps employees at all levels become aware of their own responsibility to ensure Manitoba's Francophones feel comfortable in requesting services in the official language of their choice. Therefore, the online active offer training should be defined as mandatory by the Civil Service Commission, and FLS coordinators should seek senior executives' approval for a broad push to have the training completed by the end of the next reporting period.

Client Services

Perhaps the most important category related to the provision of FLS is client services. This first full implementation year for FLS plans provides an opportunity for public bodies to establish the foundation to build on. As such, self-assessment and self-reflection on the current status and delivery of FLS play a crucial role.

Manitoba's public bodies provide a wide variety of services across a multitude of program areas. Client services can be broken down into smaller components to better understand the breadth of Manitoba's FLS delivery to the public. Action step commitments for the first year of public bodies' plans therefore included:

- frontline services (ex., in person, by phone, by written correspondence and online)

- meetings, hearings and tribunals
- signage
- websites
- availability of forms, documents and information in French

The FLS Policy calls for government services to be offered in both official languages in all designated bilingual areas of the province where the Francophone population is concentrated, and – to the extent possible – to all Francophones in Manitoba. One of the ways that the government can proactively convey the availability of FLS is by the “Bonjour>Hello” active offer signage. This signage is comprised of counter signs, posters, and identifying lanyards and badges worn by bilingual staff. Some public bodies were unaware of the current availability or inventory of such elements being used by their frontline operations. The majority of them are now on track to fulfill their action steps to ensure this important part of the active offer concept is present, so that Francophones know they can access services in French.

Perhaps the most concrete aspect of the active offer concept is the equivalent availability of client services in both French and English. While many public bodies already followed the FLS Policy to some extent, other areas needed to develop strategies to implement the basics of the active offer. This included training staff to greet clients with Hello-Bonjour, and ensuring that automated phone lines or messages provide an option to select either official language. However, it was reported that, in too many instances, Francophones need to actively request services in French, instead of public bodies automatically offering services in both languages. This is something that needs monitoring and public bodies must work to continue improving this aspect of the active offer. Nonetheless, the majority of action steps targeting client services were on track (64 per cent). 15 per cent were slightly delayed, eight per cent required action and four per cent reported no progress.

RECOMMENDATION 3: Public bodies should work toward ensuring that the basic principles of active offer – signage and greetings – are available in all designated areas, in offices providing province-wide services and programs, and in offices adjacent to or serving large Francophone populations, by the end of the next reporting period.

While the availability of active offer signage and frontline services are essential to Francophones, they also need to be able to navigate to those frontline areas to receive their services. Exterior and interior signage in both official languages are therefore extremely important. A comprehensive review of what signage currently is installed in designated bilingual areas and in other offices is required. To do this, many public bodies needed to develop a whole strategy for studying issues concerning the availability of public signage in French. Questions included:

- the total number of unilingual English signs compared to bilingual signs
- the number and type of signs located in designated areas
- the current lifecycle stage of the signs
- how signs are replaced in the future

Understandably, this is a major undertaking, even for a smaller public body. However, the task became more complicated by the fact there is no evidence that such a public signage language review, on this scale, has ever been undertaken. It is not surprising, then, that less than half (38 per cent) of the public bodies are on track to complete action steps associated with this work within the first reporting year, and that over a quarter (27 per cent) reported action required. Of

all the active offer provisions reported on, bilingual signage commitments have the highest rate of no work done (12 per cent). While it may seem as though public bodies are not acting quickly enough, there have been improvements. For example, some public bodies have committed to ensure that as signs need replacing, they will be replaced with bilingual ones. This incremental approach will ensure that the presence of English-French signage will become more common across Manitoba, without incurring additional costs. Others underestimated the resources required to review all their signage, resulting in the actions steps to be completed taking longer than expected. The Secretariat will continue to monitor the reported progress on this issue.

Manitoba's online content is another important navigation tool that facilitates access to services in French. Generally speaking, much of Manitoba's bilingual web content needs review. Many public bodies have websites with large amounts of content available uniquely in English, containing hundreds of pages with links to forms and additional PDF documents. Others have not kept the French pages up to date as the English content has changed.

Most public bodies are committed to improving their online content in French. To do so, many of them have created strategies that not only focus on what information is currently available, but also on developing and implementing the necessary steps to ensure that any future content includes a French-language component. However, the relaunch or updating of a public body's website can pose several issues when it comes to French content, often because of technical difficulties that limit the ability to create and host fully bilingual sites. In a number of instances, public bodies were not able to export their existing French content when they changed over to a new platform. This commitment to improving French web content must therefore be considered when public bodies are modernizing their digital infrastructure and will likely take several years to complete.

Given these challenges, the fact that barely half the action steps were on target (51 per cent), approximately one-fifth were delayed (18 per cent) and another fifth requiring action (20 per cent) is not unexpected. Even so, one department's diligent planning has resulted in 85 per cent of the new platform's content being available in both official languages. Another public body saw a 27 per cent increase in French-language users during the eight-month period since their bilingual website became functional.

RECOMMENDATION 4: Program areas responsible for IT solutions and technical support need to be educated on the importance of procuring software and computer infrastructure products that allow for bilingual content so that, when changes are made to websites and other electronic tools, French content is not lost.

Many of the services Manitobans rely on are supported by additional documentation, such as forms, guidelines or other materials. Under Manitoba's FLS Policy, all such documentation should be available in both official languages. However, this is not always the case. To eliminate the gaps related to bilingual public information, the same process that has been applied to reviewing public signage and bilingual website content has been adopted by a number of public bodies. One example of working to address this issue is ensuring that after a predetermined date, all new documentation is to be created either in a bilingual format or by developing equivalent versions in both English and French. Another public body indicated that its requests for translation rose by 27 per cent year over year, and by 100 per cent compared to two years earlier. Another was proud to report that it had simultaneously published full translations of its specialized reports, including accompanying news releases, to better serve the interests of the

Francophone community. It should be noted, however, that there were some instances of public bodies not acting as effectively as others when it came to ensuring their documentation was available in both English and French. This was attributed to delays in the creation and approval of English documents, the lack of available resources to ensure the French versions were created, and the work simply taking longer than anticipated. Regardless of this, the majority (60 per cent) of the action steps committed to within the first year by public bodies were on target, with 17 per cent being delayed, 15 per cent requiring action and just four per cent with no progress.

RECOMMENDATION 5: Public bodies should dedicate the appropriate resources and amount of time necessary to complete their reviews of existing documentation, and to implement their strategies to ensure all new documentation is available in both official languages. This includes planning for translation time for all new documents.

HUMAN RESOURCES AND BILINGUAL CAPACITY

Bilingual Capacity

To ensure the effective delivery of French-language services, public bodies must have sufficient human resources to support all elements of the active offer concept. Since the 1980s, Manitoba has adopted a policy of designating a certain number of positions as bilingual, especially in program areas where there are frequent and direct interactions with the public. The Francophone Affairs Secretariat also encourages public bodies to track the number of employees who do not occupy a designated bilingual position, but who have declared that they are bilingual and willing to offer services in French when necessary. These two statistics, when combined, provide a far more accurate portrait of Manitoba's capacity to offer services in French (see Appendix).

One of the most important accomplishments of this first year of multi-year strategic FLS plans is the completion of a comprehensive review of all designated bilingual positions across government departments. To ensure the most accurate records are maintained for designated positions, government departments have worked diligently and collaboratively with the Francophone Affairs Secretariat and the Civil Service Commission to update all designated positions in the SAP system. SAP is the main database where human resource information is stored for positions in the government. From now on, all positions identified as designated bilingual have been updated and recorded in SAP with three identifiers:

- addition of bilingual to the job title
- addition of F to the legacy number
- use of a designated bilingual identifier code

This exercise was necessary to ensure the designated positions are clearly identified, accounted for and tracked. Conflicting information in the past – often due to changes in HR personnel, different FLS coordinators, and reorganizations where program areas and their staff move from one department to another – had led to inconsistent reporting and an inability to know exactly how many designated bilingual positions exist. This work has also allowed public bodies to review their current designated positions and implement changes where appropriate to make sure that services in French are available where they are needed.

For example, the FLS Coordinator of one department spent considerable time and effort meeting with all program areas within the department to evaluate FLS requirements and ensure that designated positions were properly aligned to meet the needs of French-speaking clients. Some positions were designated over 30 years ago. Program objectives and service delivery methods may have changed greatly in the interim, meaning that some designations were no longer effective. Through this comprehensive review, the department was able to transfer designations to positions where the presence of bilingual staff is a definite asset for the Francophone community seeking to access services in French. Not all changes could be acted upon in 2018/19, but a regular evaluation and realignment of resources and needs will undoubtedly help strengthen the provision of FLS.

Not all public bodies use the SAP system. Those public bodies that do not have the same system were still encouraged to complete inventories of designated bilingual positions and to track them manually or using their own HR software. Since regional health authorities (RHAs) have so many shift employees, their tracking mechanisms are not able to simply use the fulltime

equivalent position (FTE) headcount when it comes to counting designated bilingual positions. Counting employees (including those who work less than 100 per cent shifts), instead of positions, means that their statistics cannot be directly compared to other public bodies. (Note: bilingual capacity statistics for RHAs are listed in a separate table from other public bodies – see page 25.) The RHAs will work with the Francophone Affairs Secretariat in 2019/20 on exploring ways to standardize their tracking methodology to be able to provide statistics that can be more easily compared to designated bilingual figures for other public bodies.

Another key element of work relating to human resource management is completing inventories of self-declared bilingual employees willing to offer services in French. All government departments have been able to undertake this task, but the work has been more difficult for RHAs. Some have chosen to create a self-declaration form that will be rolled out in the next fiscal year. Others have included the self-declaration in their hiring process.

RECOMMENDATION 6: Public bodies should work with HR services to explore ways to track and record those employees who have declared themselves bilingual, studying the potential to include this information in SAP or similar HR databases.

The clearer portrait of the overall bilingual capacity has also allowed up-to-date referral lists to be created by the majority of public bodies. These referral lists, which are shared either in hard copy or electronically via internal websites, are an integral part of actively offering services in French. Should an employee be serving a customer who has requested services in French and the employee is not able to provide them, they can contact an employee from the referral list and ask them for assistance. The Secretariat strongly encourages those public bodies that have not been able to create their referral lists to make this a priority for the second year of their plans. Regular maintenance is also essential to ensure the referral lists stay up-to-date and are useful for frontline staff.

Recruitment and Retention

A number of public bodies have committed to indicating that French is an asset on all job postings, regardless of their designation status. In the event that two or more candidates have demonstrated that they are fully qualified for a position after all relevant interviews and tests, priority will be given to the bilingual candidate. This measure allows public bodies to hire employees with French-language skills, without limiting their pool of candidates. Bilingualism complements the essential skills required for the position, and thereby increases the public bodies' overall bilingual capacity. This addition to job positions has been implemented by 33 per cent of public bodies, while others are examining strategies to determine how to roll out this concept to best suit their business requirements.

RECOMMENDATION 7: Continued efforts must be made to raise awareness of the benefits of indicating that French is an asset on all job postings and the positive impacts that will result from this action, with a view to having all public bodies adopt this measure by the end of the next reporting period.

Recruitment and retention strategies aimed at better supporting bilingual capacity in the public sector were in the process of being developed and implemented in a handful of public bodies in 2018/19. These strategies include collaborating with Francophone educational institutions and community organizations that have direct knowledge of potential employees for designated

positions, especially in more technical fields such as nursing or family services. For example, the designated bilingual RHAs have been collaborating on an initiative chaired by Santé en français and Shared Health Manitoba on the elaboration of a comprehensive HR strategy to facilitate the hiring of bilingual medical professionals.

RECOMMENDATION 8: Public bodies can do more to improve their chances of finding bilingual candidates for vacant positions by working with community organizations on promoting and publicizing job postings. By the end of the next reporting period, all public bodies should have strategies in place to systematically share their job postings with targeted Francophone groups.

Training

In 2018/19, the Francophone Affairs Secretariat coordinated a total of 146 registrations for French-language training with Université de Saint-Boniface (USB) and Alliance française du Manitoba. This is an increase over 2017/18, when there were 132 registrations for French-language training. The Secretariat pays the tuition fees and any administrative or membership costs. Employees are responsible for purchasing all required class materials and textbooks. The language training program targets government departments and is promoted throughout the year, with employees having an opportunity to sign up for sessions at any time. Traditionally, the Secretariat has given priority to employees who occupy designated bilingual positions or for their back-ups. Successful applicants are registered according to their knowledge and ability, with classes ranging from beginner to advanced levels. This program allows government departments to enhance their bilingual capacity at minimal cost. Some departments support their staff by covering the cost of the learning materials required for the courses. The Secretariat appreciates and encourages such assistance.

As already noted, the Secretariat only supported employees from government departments in 2018/19. (Funding has been earmarked in 2019/20 to widen the scope of this support to include other public bodies.) One Crown organization offered in-house French-language training to their employees, and others have developed or are in the process of developing language-specific lexicons to assist their employees with their communications in French. The RHAs work with Santé en français and USB to offer French-language training to their employees. In 2018/19, 245 participants benefited from this French-language training.

There are challenges for employees who do not work in Winnipeg, since there are limited options for approved French-language training elsewhere in the province. The RHAs have adopted the use of technology to facilitate language learning for regional employees, who access training through the MBTelehealth network of online classrooms. Others have developed self-directed learning resources, such as online grammar capsules.

For staff who have at least an intermediate level of French-language skills, the Francophone Affairs Secretariat offers a professional development series called DVD français, which provides public body employees the opportunity to work on their conversation and oral comprehension skills. There were four sessions in 2018/19 and 45 employees participated. The participation was lower than the previous year, when there were 77 participants. This may be the result, in part, of one less session being offered in 2018-19. Furthermore, some employees have indicated that it is not always easy to have their supervisor's approval to be in training for the half-day

duration of these sessions. More consideration needs to be given to the benefits of language training, where an investment by public bodies is just as valuable as that provided by other training programs offered by the Organization and Staff Development (OSD) branch of the Civil Service Commission.

The Secretariat is working to develop additional French-language professional development opportunities with OSD and USB, with a particular focus on online training.

RECOMMENDATION 9: Since the Secretariat will assign additional funds to language-learning and professional development initiatives in 2019/20 to augment the number of employees who can benefit from this training, public bodies should increase their promotion and support of the program to encourage more employees to participate, recognizing the potential impacts on bilingual capacity of these activities.

CONSULTATION AND COLLABORATION WITH THE FRANCOPHONE COMMUNITY

Collaboration and dialogue are one of the four pillars of The Francophone Community Enhancement and Support Act. Working together to ensure the specific needs of Francophones are taken into consideration and that the Francophone lens is applied when making any changes to government policies, services and programs, is recognized as a key element in the ongoing support and development of the community's vitality. Therefore, all public bodies are expected to make consultation and collaboration an important part of their multi-year strategic FLS plans.

A number of public bodies collaborated with sector-specific community stakeholders in 2018/19. Some sit on working groups or committees to discuss specific issues, such as staffing challenges in the fields of education, health care, social services, and tourism and economic development in designated bilingual areas. Others ensured that their open house and public consultation materials were available in both official languages, with interpretation services provided upon request.

The RHAs work very closely with entities officially mandated to represent French-speaking communities. They also presented wellness campaigns at Francophone and immersion schools in designated bilingual areas, and participated in regional and provincial committee meetings such as the Shared Health Expert Committee for FLS.

There is still a lot of work to be done so that community consultation becomes an automatic part of all outreach activities by public bodies. Certain departments and agencies have identified their external stakeholders, but have not yet established a relationship with them. Others have not yet started to work on this component of their FLS plan.

RECOMMENDATION 10: Continued efforts need to be made by all public bodies to build strong consultative relationships with the Francophone community. Strategies – including public open houses, forums, group meetings with stakeholders, one on one meetings with specific stakeholders and satisfaction surveys – should be established before the end of the next reporting period.

There is also room for improvement when it comes to increased collaboration between public bodies and the Francophones they serve. Nearly all government departments work with community organizations through a variety of memoranda of understanding, with organizations either being supported by government to continue their operations or offering government services as third-party providers. Some of these relationships are already well established, with a couple of public bodies even participating in the development of strategic plans for community organizations.

The Francophone Affairs Secretariat would also like to see public bodies work more collaboratively with the Bilingual Service Centres to promote job opportunities, advertise programs and discuss priorities and needs for Francophones in the designated bilingual areas. Some public bodies have been very successful at sharing their information and knowledge with the staff at the BSCs, but there is room for improvement.

RECOMMENDATION 11: All public bodies should establish regular contact with the Bilingual Services Centres to explore possible partnerships relating to outreach and service delivery

activities, especially in regions outside Winnipeg.

CONCLUSION

This first year of the implementation of multi-year strategic FLS plans by public bodies covered by The Francophone Community Enhancement and Support Act has been mainly positive. All departments and government agencies have shown their willingness to adopt new practices and procedures to improve their delivery of services in French and create an environment where Francophones are supported and have their needs taken into consideration. Some have progressed more quickly and further than others, and it will be important for public bodies to maintain – or even accelerate – the rate at which they are implementing the action steps of their plans.

The Francophone Affairs Secretariat will continue to work with the FLS coordinators and FLS committees of all public bodies to facilitate the development of strategies and guidelines to support the provision of services in French, and to help assist and enhance the vitality of Manitoba's Francophonie. While the fast pace of transformation and challenges associated with internal reorganizations have caused delays and missed targets, the government understands that the status quo is no longer a viable option. By learning from one another's accomplishments and failures, public bodies will be better equipped to meet the needs of Francophones and ensure the success of their plans.

RECOMMENDATION 1: To ensure a proper foundation for the progress of subsequent action steps and future versions of multi-year strategic FLS plans, all outstanding internal policies, governance or resource FLS plan activities should be completed by the end of the next reporting period.

RECOMMENDATION 2: The Secretariat's active offer training helps employees at all levels become aware of their own responsibility to ensure Manitoba's Francophones feel comfortable in requesting services in the official language of their choice. Therefore, the online active offer training should be defined as mandatory by the Civil Service Commission, and FLS coordinators should seek senior executives' approval for a broad push to have the training completed by the end of the next reporting period.

RECOMMENDATION 3: Public bodies should work toward ensuring that the basic principles of active offer – signage and greetings – are available in all designated areas, in offices providing province-wide services and programs, and in offices adjacent to or serving large Francophone populations by the end of the next reporting period.

RECOMMENDATION 4: Program areas responsible for IT solutions and technical support need to be educated on the importance of procuring software and computer infrastructure products that allow for bilingual content so that, when changes are made to websites and other electronic tools, French content is not lost.

RECOMMENDATION 5: Public bodies should dedicate the appropriate resources and amount of time necessary to complete their reviews of existing documentation, and to implement their strategies to ensure all new documentation is available in both official languages. This includes planning for translation time for all new documents.

RECOMMENDATION 6: Public bodies should work with HR services to explore ways to track and record those employees who have declared themselves bilingual, studying the potential to include this information in SAP or similar HR databases.

RECOMMENDATION 7: Continued efforts must be made to raise awareness of the benefits of indicating that French is an asset on all job postings and the positive impacts that will result from this action, with a view to having all public bodies adopt this measure by the end of the next reporting period.

RECOMMENDATION 8: Public bodies can do more to improve their chances of finding bilingual candidates for vacant positions by working with community organizations on promoting and publicizing job postings. By the end of the next reporting period, all public bodies should have strategies in place to systematically share their job postings with targeted Francophone groups.

RECOMMENDATION 9: Since the Secretariat will assign additional funds to language-learning and professional development initiatives in 2019/20 to augment the number of employees who can benefit from this training, public bodies should increase their promotion and support of the program to encourage more employees to participate, recognizing the potential impacts on bilingual capacity of these activities.

RECOMMENDATION 10: Continued efforts need to be made by all public bodies to build strong consultative relationships with the Francophone community. Strategies – including public open houses, forums, group meetings with stakeholders, one on one meetings with specific stakeholders and satisfaction surveys – should be established before the end of the next reporting period.

RECOMMENDATION 11: All public bodies should establish regular contact with the Bilingual Services Centres to explore possible partnerships relating to outreach and service delivery activities, especially in regions outside Winnipeg.

APPENDIX - STATISTICS ON BILINGUAL CAPACITY

Table One - Departments

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	2018/19 Total Bilingual Capacity (Bilingual Incumbents in Designated and Non-Designated Positions)	2017/18 Total Bilingual Capacity (Bilingual Incumbents in Designated and Non-Designated Positions)
Agriculture	14	1	13	2	11	12	12
Civil Service Commission	8	4	3	1	21	25	21
Education and Training	99	82	3	14	60	142	158
Healthy Child Manitoba Office	5	3	0	2	0	3	6
Families	88	70	6	12	85	155	130
Finance	11	9	1	0	54	63	59
Francophone Affairs Secretariat	38	34	0	4	0	34	34
Growth, Enterprise and Trade	16	10	4	2	14	24	32
Health, Seniors and Active Living	7	5	2	0	20	25	36
Indigenous and Northern Relations	0	0	0	0	3	3	3
Municipal Relations	13	9	3	1	6	15	20
Infrastructure	3	1	0	2	27	28	47
Justice	78	65	3	10	71	136	174
Sport, Culture and Heritage	15	11	0	4	13	24	25
Sustainable Development	10	4	5	1	22	26	28
SUBTOTAL	405	308	43	55	407	715	785

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

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	2018/19 Total Bilingual Capacity (Bilingual Incumbents in Designated and Non-Designated Positions)	2017/18 Total Bilingual Capacity (Bilingual Incumbents in Designated and Non-Designated Positions)
Auditor General of Manitoba	0	0	0	0	3	3	Unknown
CancerCare*	Unknown	Unknown	Unknown	Unknown	Unknown	Unknown	Unknown
Elections Manitoba	0	0	0	0	1	1	1
Liquor and Gaming Authority of Manitoba	1	0	0	1	7	7	7
Manitoba Advocate for Children & Youth	0	0	0	0	1	1	1
Manitoba Agricultural Services Corporation	5	5	0	0	11	16	4
Manitoba Arts Council	1	1	0	0	2	3	5
Manitoba Film and Sound Recording Development Corporation	2	2	0	0	3	5	5
Manitoba Hydro	19	19	0	0	287	306	Unknown
Manitoba Liquor and Lotteries Corporation	141	119	12	10	88	207	209
Manitoba Ombudsman	2	1	1	0	8	9	7
Manitoba Public Insurance Corporation	90	69	18	3	72	141	139
Sport Manitoba	0	0	0	0	11	11	11
Status of Women	2	0	0	2	0	0	Unknown
Travel Manitoba	4	4	0	0	2	6	7
Workers Compensation Board	5	4	1	0	24	28	17
SUBTOTAL	272	224	32	16	520	744	429**
TOTAL	677	532	75	71	927	1,459	1,214**

*2018/19 is the first year in which Cancer Care is reporting as a separate entity. Bilingual capacity is not yet established.

**Includes staff in designated bilingual positions in public bodies where total bilingual capacity was unknown in 2017/18.

Table Three – Regional Health Authorities

NOTE: RHAs do not currently have a uniform method of tracking staff. It is done either through position numbers or through full-time equivalent (FTE) numbers. The position numbers include part-time positions. For this reason, the following table does not allow for the same composite portrait of positions that is provided in the previous two tables. However, the RHAs have committed to preparing uniform statistics for the next reporting year (2019/20).

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	2018/19 Total Bilingual Capacity (Bilingual Incumbents in Designated and Non-Designated Positions)	2017/18 Total Bilingual Capacity (Bilingual Incumbents in Designated and Non-Designated Positions)
Interlake-Eastern (FTE)	27.69	11.29	7.90	8.50	47.38	58.67	47.92
Prairie Mountain (Position)	6	3	3	0	Unknown	Unknown	Unknown
Southern Health-Santé Sud (Position)	607	358	195	54	Unknown	358	Unknown
Winnipeg (FTE)	1031	557	440	35	559	1116	1129.52

In 2018/19, the total number of civil servants in public bodies (excluding RHAs) who were able to provide services in French was 1,459. This is an increase of 20 per cent compared to 2017/18. This significant growth can be explained in part by more complete reporting on bilingual employees in non-designated positions, since a number of public bodies did not have this information available in 2017/18.

There has been a nine per cent decrease in bilingual capacity in government departments, from 785 in 2017/18 to 715 in 2018/19. This decrease does not denote a cut in designated bilingual positions. Rather, previous years' statistics were incorrect due to the lack of consistent tracking in SAP (see page 16). A number of designated positions were counted in duplicate in instances where branches or divisions were transferred from one department to another and the corresponding designated positions were not removed from the old department's statistics. Now that better tracking is in place, it will be easier to eliminate such duplicate counts in the future.

The Secretariat also continues to monitor changes in the bilingual capacity of boards and commissions, the members of which are appointed by the Manitoba government, to ensure that the number of bilingual appointees allows the Francophone community to be well served. There are ongoing challenges in finding Francophone candidates for a number of boards, but the Agencies, Boards and Commissions Office is working with the Secretariat to find ways to encourage a broader participation from community members.

The overall picture for Manitoba's bilingual capacity is therefore positive, with a tendency to see fewer designated positions filled with non-bilingual incumbents, and an increase in the number of employees who identify as bilingual and are willing to provide services in French.