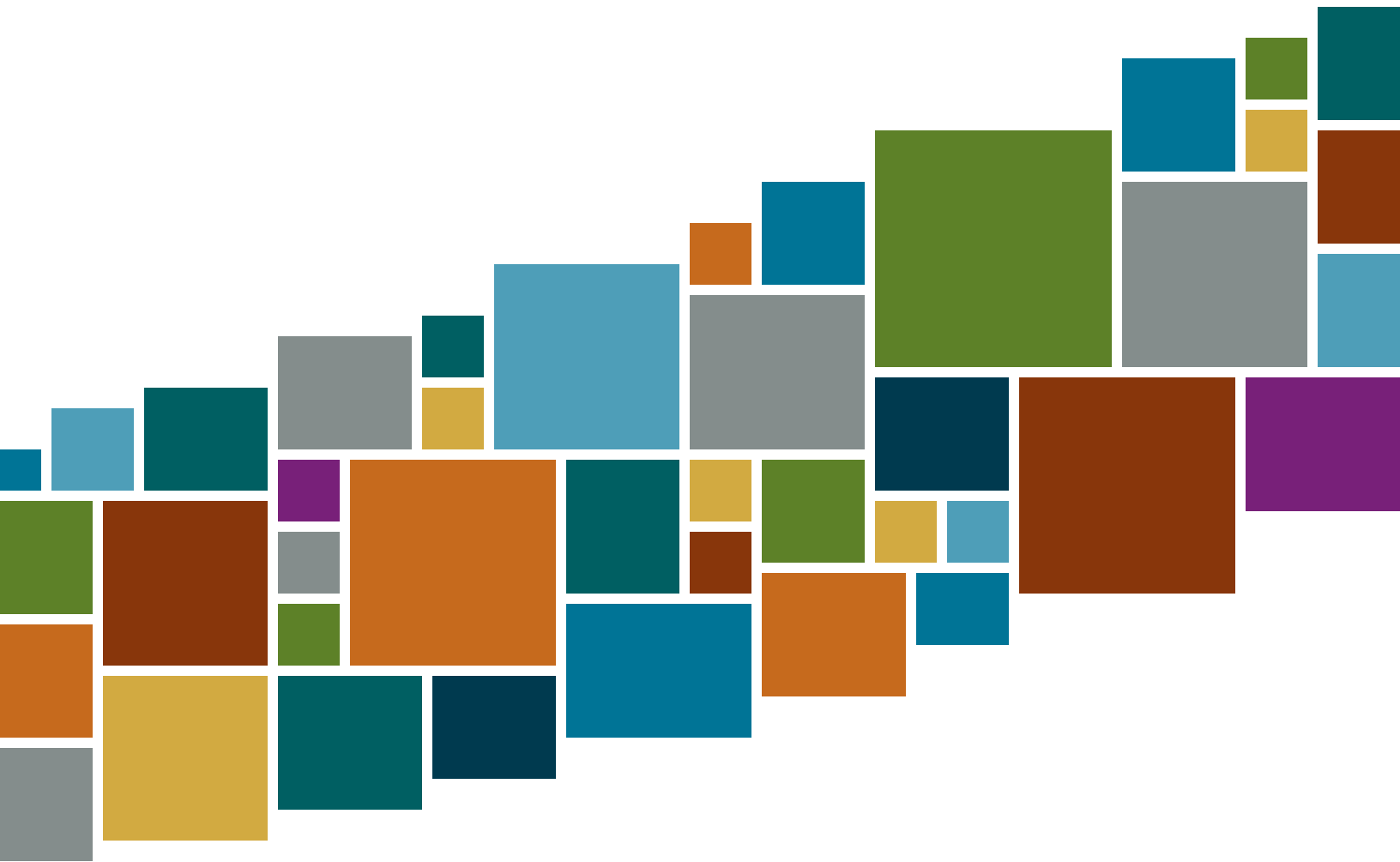


Bonjour (.) Hello

2021-2022  
REPORT  
ON FRENCH  
LANGUAGE SERVICES



## Land Acknowledgement

We recognize that Manitoba is on the Treaty Territories and ancestral lands of the Anishinaabeg, Anishinewuk, Dakota Oyate, Denesuline and Nehethowuk peoples.

We acknowledge Manitoba is located on the Homeland of the Red River Métis.

We acknowledge northern Manitoba includes lands that were and are the ancestral lands of the Inuit. We respect the spirit and intent of Treaties and Treaty Making and remain committed to working

In partnership with First Nations, Inuit and Métis people in the spirit of truth, reconciliation and collaboration.

## MESSAGE FROM THE MINISTER

I am pleased to present the 2021-22 Annual Report on French Language Services. Many public bodies reported significant improvements to the ways in which the Francophone community can access government programs and information. These included:

- more departments making active offer training an obligatory course for all employees
- the addition of provisions to a growing number of third-party contracts to ensure services delivered on behalf of the government are available in French
- the inclusion of sections relating specifically to French language services requirements in regular policy and procedure documents relating to websites, social media, advertising campaigns, etc.
- a 40 per cent increase in the use of active offer greetings for one public body's frontline positions

I was particularly encouraged to see positive movement with the implementation of the active offer concept. Results from this year's report highlight that when public bodies provide an active offer, the number of requests for services in French increases, whether these were accessed in person, in writing or on websites. For example, one agency noted that, after developing a fully bilingual website, visits to the French version increased by over 11 per cent. Another public body who had undertaken to ensure all its forms and evaluation processes were available in a bilingual format reported that French-language applications to its grants programs rose by 145 per cent. This is a clear demonstration that Manitoba's strategy is having positive impacts for the community and the normalization of government services in French.

While I am pleased to see progress, there is still work to do. The notion of progress is enshrined in the four principles of The Francophone Community Enhancement and Support Act, and we can always do more to normalize the use of French across all sectors of government activity. The following report contains a number of best practices implemented by some of our public bodies. I hope they can serve as examples to help other government agencies take those additional steps that will truly support our Francophonie.

Respectfully submitted,

*Original Signed by Rochelle Squires*  
Honourable Rochelle Squires  
Minister Responsible for Francophone Affairs

## TABLE OF CONTENTS

Land Acknowledgement .....	1
MESSAGE FROM THE MINISTER .....	2
INTRODUCTION.....	4
GOVERNMENT ACTIVITIES.....	6
Francophone Affairs Secretariat.....	6
Bilingual Service Centres .....	7
Francophone Affairs Advisory Council.....	8
INTERGOVERNMENTAL COLLABORATION.....	9
Ministers' Council on the Canadian Francophonie.....	9
Intergovernmental Network of the Canadian Francophonie.....	9
FPT Working Group on Access to Justice in Both Official Languages .....	9
Canada–Manitoba Agreement on French-Language Services 2018-2023.....	9
Manitoba–New Brunswick and Manitoba–Quebec.....	10
Ronald-Duhamel Award .....	10
PROVISION OF SERVICES BASED ON ACTIVE OFFER .....	11
HUMAN RESOURCES AND BILINGUAL CAPACITY .....	16
CONSULTATION AND COLLABORATION WITH THE FRANCOPHONE COMMUNITY .....	20
CONCLUSION .....	22
APPENDIX - STATISTICS ON BILINGUAL CAPACITY .....	24
Table One - Departments .....	24
Table Two – Crown Corporations, Offices of the Legislative Assembly and Extra-departmental Agencies.....	25
Table Three – Regional Health Authorities.....	27

## INTRODUCTION

The terms and obligations set out in The Francophone Community Enhancement and Support Act and Manitoba's French-Language Services (FLS) Policy form the basis of a comprehensive framework for ensuring the ongoing vitality of the Francophonie. Adopted in June 2016, the act is an aspirational text that reinforces the administrative structure for its implementation and indicates the measures to be taken by public bodies to enhance the delivery of services in French. Among the four principles upon which the legislation is based, perhaps the most important is the requirement for steady growth in the provision of services across all sectors.

The 2021/22 annual report marks the fourth year that departments, Crown organizations, health authorities and other government agencies have been implementing their FLS plans. It also marks the second complete year of the COVID-19 pandemic. This document provides a portrait of how public bodies have progressed in carrying out the action steps described in their plans, and allows us to gain a global picture of Manitoba's efforts to increase services that better support the Francophone community. The ongoing challenges and opportunities resulting from the public health situation are an added complexity, since – in different instances – they have both hampered and helped this work.

Depending on their service delivery models, some public bodies have been able to adopt new technology to improve access to services in French across the province, while others have been obliged to deal with the closing of government offices under public health orders. Francophones have seen an increase in virtual services in French while at the same time the number of certain in-person services has decreased. The same is true for provincial employees: public servants living and working outside Winnipeg have been able to access online French-language training. Conversely, opportunities for equally important informal learning and networking in a shared in-person workspace in French have been limited.

Last year's annual report noted the importance of a top-down commitment to the implementation of multi-year FLS plans. With more plans coming to the end of their term and public bodies looking to develop new strategy documents to replace them, deputy ministers and chief executive officers have an excellent opportunity to evaluate how well this work has been done and to assess their progress. The Francophone Affairs Secretariat has created an evaluation rubric and accompanying guidelines to support understanding of the steps taken by a public body over the life of its plan to enhance services in French, to build its bilingual capacity and to improve consultation and collaboration with the Francophone community.

This evaluation provides insight on positive accomplishments as well as on the challenges and difficulties that may have prevented the realization of certain objectives. The ability to clearly understand which initiatives were more successful and why will help determine the next steps for the new plan – how some work actions can be modified to ensure better results, which steps were unnecessary or less relevant, and how performance indicators can be more closely aligned with desired outcomes. Such an approach closely mirrors Manitoba's use of balanced scorecards, with the emphasis placed on measuring results and working toward concrete improvement.

The information provided by public bodies for the 2021/22 annual report indicates that while many elements like website translations and bilingual signage are becoming normalized for departments and Crown organizations, there are still gaps in the delivery of services in French

and more work is needed before we can reach a broad and complete recognition of Manitoba's obligations to the Francophone community. The key principle of progress needs to be held up as the guiding light for efforts going forward. Public bodies must build on the foundation of their positive results to date in order to develop an even stronger framework for implementing The Francophone Community Enhancement and Support Act through their future multi-year strategic FLS plans.

## GOVERNMENT ACTIVITIES

### Francophone Affairs Secretariat

The Francophone Affairs Secretariat provided regular support and advice to the minister responsible for Francophone affairs and public bodies regarding implementation of Manitoba's FLS legislation in 2021/22. As of April 1, 2018, all public bodies have had FLS plans in place. Since these are implemented for different lengths of time, plans must be renewed as they conclude. The Secretariat continues to assist in the evaluation and development of these essential tools. Fourteen multi-year strategic FLS plans were signed, and four other renewals were being developed and approved in 2021/22.

While no in-person active offer training sessions were held due to the ongoing public health concerns, the Secretariat did organize a virtual session attended by 16 public servants. Furthermore, approximately 660 departmental employees completed the online version available on the learning management system. Toward the end of the year, the Secretariat launched an online learning portal accessible to public servants working in Crown organizations and other government agencies so they can also follow online active offer training. This will allow for a uniform application of the concept, with Manitobans guaranteed to receive the same level of service regardless of the public body with which they are working.

The Secretariat coordinated French language training at the Alliance Française du Manitoba and the Université de Saint-Boniface for government employees. 310 students registered for classes in 2021/22 – a year-over-year increase of 60 per cent. The ability of both institutions to develop and enhance online learning opportunities played a key role in this increase, since language learners were able to attend virtual classes regardless of where they reside. It is hoped that in the future, online language training will continue to be offered to those living outside Winnipeg.

Staff from the Secretariat also participated in a number of community-led working groups throughout the year. Sectors covered included justice, immigration, tourism, economic development, healthcare and social services. This work ensures the Secretariat is kept informed of community priorities and can leverage its position to ensure increased collaboration between public bodies and Francophone stakeholders on strategic objectives. The executive director worked closely with Shared Health as it developed the provincial plan for healthcare services in French, and supported a new tool being developed by the Association des municipalités bilingues du Manitoba (AMBM) to support municipalities trying to build their bilingual capacity and increase their provision of services in French.

The executive director was asked by the Manitoba chapter of the Institute of Public Administration of Canada (IPAC) to deliver a presentation on the Secretariat's work and vision to celebrate its 40<sup>th</sup> anniversary. She also sits on steering committees for a variety of sectors and participated in the evaluation of several strategic plans and programs that aim to support the Francophone community.

### [Complaints](#)

When a complaint is submitted, the Secretariat works with the public body to hear their perspective on what happened, determine measures 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 share the outcome.

The Secretariat received 57 complaints regarding French language services in 2021/22. This is a significant decrease over 2020/21, when it processed 86 receivable complaints. In that year, nearly 50 per cent of complaints were directly related to the COVID-19 pandemic. In 2021/22, almost half of the complaints received were once again linked to the government response to the public health crisis (27 complaints).

Issues raised included:

- no active offer of services in French at testing and vaccination centres
- the lack of information in French posted to COVID-19 pandemic websites in a timely manner
- an absence of telephone services in French, particularly at call centres.

Staffing problems seemed to be at the root of many of the challenges public bodies faced in providing these services. A large number of positions in testing and vaccination centres were not filled on a permanent basis, either relying on secondments or the hiring of staff for a determined period of time. As was the case in 2020/21, this resulted in a lack of awareness regarding Manitoba's obligations to provide FLS. The Secretariat also noted ongoing planning issues that meant print and electronic materials were not produced simultaneously in both official languages.

The remaining complaints concerned program areas like healthcare, parks, infrastructure, justice and immigration. Among the issues mentioned were the lack of information in French, inadequate or non-existing French language services, and problems with translation. Specific examples include:

- the communication of emergency alert messages in English only
- the lack of bilingual web pages for a number of different public bodies
- the absence of active offer for certain government services offered by telephone.

Three additional complaints were deemed to be inadmissible, since they concerned private sector organizations that do not fall under Manitoba's FLS legislation.

FLS complaints provide government with an opportunity to learn from its shortcomings and enhance services to better respond to the Francophone community's needs. If public bodies do not know where issues exist, they cannot work to address them. This is why the Secretariat welcomes feedback from Francophones who use government services.

Anyone with a complaint about FLS can contact the Secretariat directly ([fls.slf@gov.mb.ca](mailto:fls.slf@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**

The Bilingual Service Centres (BSCs) continued to help Francophones access a wide array of programs and services offered by all three levels of government and community organizations in the following designated bilingual regions:

- Mountain (Notre-Dame-de-Lourdes)



- Red River (St-Pierre-Jolys)
- Seine River (Ste. Anne)
- Interlake (St. Laurent)
- Urban (St. Boniface/St. Vital).

However, the effects of the COVID-19 pandemic still had an impact on the BSCs in 2021/22. The St. Vital centre was closed all year, with the provincial partner ensuring virtual services throughout this period. The St. Boniface centre was also faced with the prolonged suspension of services from its federal and municipal partners, which meant this centre was closed between April 1 and October 20, 2021. Staff were deployed to Manitoba's Communications and Engagement Division to support requests for information in French.

Rural BSCs stayed open and were able to offer essential services to these communities. Access to information about the ongoing pandemic, including vaccinations and financial assistance programs, was supported by the work of the information specialists and the Métis navigator. Indeed, these staff also worked at 35 vaccination clinics, providing services in French at different regions across the province.

The personnel of the rural centres also continued their regular work of facilitating access to government programs and services in both official languages. Outreach activities and community partnerships remained at the heart of the work of the BSCs. Information specialists collaborated on presentations on subjects like mental health for adolescents, cultural awareness and diversity training, fraud and scams, wills and testaments, programs for seniors, and accessibility. Staff supported community projects related to government priorities, including accessibility and immigration, and also promoted Manitoba's public service in local career fairs.

### **Francophone Affairs Advisory Council**

[The Francophone Affairs Advisory Council](#) (FAAC) met in the presence of the minister responsible for Francophone Affairs twice in 2021/22: in person on December 8, 2021, and virtually on February 24, 2022. The planning and evaluation process for multi-year strategic FLS plans was discussed in general terms, and the council worked specifically with one public body on assessing and finalizing its new plan.

## **INTERGOVERNMENTAL COLLABORATION**

### **Ministers' Council on the Canadian Francophonie**

The Ministers' Council on the Canadian Francophonie (MCCF), created in 1994, is the only intergovernmental forum that brings together the ministers responsible for the Canadian Francophonie.

The 2021 annual MCCF meeting scheduled to be held in Quebec City in June was moved to a virtual format due to the COVID-19 pandemic. The Honourable Rochelle Squires, minister responsible for Francophone Affairs, participated in federal-provincial-territorial (FPT) and provincial-territorial (PT) video conferences on June 17 and 18, 2021 to discuss areas of concern to Canada's Francophone and Acadian communities.

Ministers discussed the need for all orders of government to adopt a concerted and more collaborative approach – differentiated according to the unique realities of provinces and territories – in order to achieve their common objective of protecting and promoting French. The crucial nature of bilingual communications in crisis situations, the availability of French language services in the field of mental health and elder care, Francophone immigration, the shortage of bilingual workers, the recognition of professional skills and interprovincial mobility are the major concerns that the ministers identified as priorities for the next year.

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

There were no in-person meetings of the Intergovernmental Network of the Canadian Francophonie (INCF) in 2021/22, but the group – charged with carrying out follow-up activities to implement priorities of the MCCF and preparing for the next edition of the conference – held multiple video conferences throughout the year. The Secretariat's executive director continued to chair the French-Language Services Committee and, along with her Ontario counterpart, led the work to create a national portrait on the unmet needs for a bilingual workforce. This included meetings with Employment and Social Development Canada and the Labour Market Information Council. Manitoba also took the lead on commissioning a report on best practices related to online government services in French.

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

The ongoing COVID-19 pandemic meant there were no in-person meetings of the Federal-Provincial-Territorial Working Group on Access to Justice in Both Official Languages. However, the Secretariat's executive director and a Crown attorney from the Department of Justice represented the Manitoba government at two semi-annual meetings, held virtually on May 10 and December 7, 2021. The executive director also participated in meetings of a smaller ad hoc committee created by the larger working group in order to develop a strategic action to implement initiatives to improve the ability of Francophones to 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

arrangement, the federal government matches the Manitoba government's expenditure up to a maximum of \$1.4 million per year (\$7 million over five years) to support the development, delivery and expansion of quality government services in French, and to support foundational initiatives that enhance the community's vitality. The agreement supported a wide variety of projects in 2021/22, including in the priority sectors of healthcare and social services, early childhood, Francophone immigration, municipal services, economic development and tourism, and culture. Funds from the CMAFLS also supported language learning for public servants, translation initiatives and the operation of the BSCs.

### **Manitoba–New Brunswick and Manitoba–Quebec**

The Francophone Affairs Secretariat negotiated, on Manitoba's behalf, the projects to be funded in 2021/22 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 almost \$25,000 toward seven Manitoba–Quebec projects and \$20,000 toward six 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). It 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 would normally have been launched in March 2021. However, the partners decided to change the process in an effort to encourage a broader participation in the nomination process. The call for proposals for the next recipient of this award will be issued in the fall of 2022 in the hope that a shorter window for submissions will lead to a greater number of nominations being received.

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. 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

As most public bodies approach the end of their first multi-year strategic FLS plans, it has become increasingly important to assess which action steps are still on track for completion and which ones are proving to be more difficult to implement. In the second case, this allows for an additional effort in the final year to move forward on these unfinished commitments or to rethink them as new plans are being developed for the next few years. While some departments and government agencies have been able to show steady progress toward the normalization of services in French, this has not been the case for others. The following pages set out some of the issues, strategies and accomplishments regarding service delivery for 2021/22.

### Internal FLS Policies, Governance and Resources

This category examines the steps public bodies are taking to integrate services in French in their regular operations. While the government has a corporate policy, many public bodies used their plans to commit to developing internal procedures to enhance their own implementation of Manitoba's FLS Policy.

Reports submitted to the Secretariat for 2021/22 indicate almost half of the actions related to policies and procedures earmarked for completion during the year were on target (48 per cent). Thirty-eight per cent of proposed initiatives saw little or no progress, with public bodies reporting that urgent action was required. This is an improvement on the previous year's statistics when 49 per cent of action steps needed immediate attention.

Some public bodies noted that the COVID-19 pandemic was still affecting their ability to implement policy and procedures to support their FLS infrastructure. For example, planned "mystery shopper" events to assess how well program areas are implementing the active offer of service were put on hold due to the public health crisis, and a survey on client satisfaction with services in French was also delayed. Reorganizations of government departments were another challenge to implementing governance measures.

There were a number of positive and interesting measures over the year. One health authority noted that it had revised the FLS lens used in its patient experience survey to ensure consistent reporting across program areas. This approach has allowed them to enhance services based on evidence-based analysis. Another has created a formal process to develop remediation plans whenever a complaint is received to ensure the issue at hand is resolved and concrete steps are taken to avoid such challenges in the future. A public body created an audit mechanism to verify whether the active offer is being properly used on its customer service telephone lines. It established a baseline for compliance in 2021/22 so that it will be able to measure progress in future years. Yet another ensured that bilingual access was included in the scope of work for a third party charged with reviewing its website. One Crown organization added an FLS component to its procurement guidelines to ensure that the consideration for services in French

was always part of the process – three new contracts issued in 2021/22 all contained language clauses.

Clear policy guidelines and processes are essential to create an environment where consideration of FLS requirements is normalized. FLS coordinators and committees also play a critical role in improving the delivery of services in French, and the monitoring of a public body's multi-year strategic FLS plan. It is encouraging that public bodies demonstrated significant progress regarding work undertaken to strengthen these roles. Fifty-eight per cent of associated action steps were on target – over double the percentage reported in 2020/21. One health authority reported that its FLS program was now fully validated within the governance structure at a leadership level. Another public body indicated that it had invited its web developer to sit as a permanent member of the FLS committee to facilitate the implementation of action steps related to the provision of online information in French.

One government department has adopted a project management model, replacing the traditional FLS committee with a working group mandated to find innovative solutions and propose concrete measures to resolve some of the department's long-standing FLS issues. The implementation of its multi-year FLS plan is seen as a shared responsibility, and results have been extremely promising. Another public body noted that it was using a balanced scorecard approach – accountability for FLS is pushed down to the level of individual work units, which are supported in their efforts to enhance services by the development of clear metrics and multi-year timelines to facilitate implementation.

### **FLS Training and Awareness**

In order to ensure the broadest possible implementation of services in French, it is essential that all provincial employees have at least a basic comprehension of Manitoba's obligations regarding its Francophone community. While it is true that staff in designated bilingual positions provide the majority of services in French, *all* staff should be able to respond to FLS requests and to recognize the implications on the French-speaking community of policy and programming changes. Supervisors need to understand and make allowances for the additional work that is sometimes necessary in order for their employees to offer French language services. Policy analysts should be aware that sometimes it will be necessary to adapt a program or service to ensure it responds to the needs of the Francophone community, rather than simply translating it from English into French. Executive leadership will be better able to facilitate the implementation of FLS plans if they know why such plans are important and what they intend to achieve. This awareness about the requirement to provide FLS and to promote the use of the active offer concept is the foundation for all of Manitoba's efforts to enhance the vitality of its French-speaking population.

Many public bodies, however, are still reporting delays in rolling out training to raise awareness about services in French and the associated legislation and policies in place in the province. Barely one fifth of measures to be taken on this subject were on target. While many public bodies have established action steps based on the requirement for staff to follow formal active offer training – either online or in person – over half of the actions relating to training for new employees or first-time training for current employees still needed urgent attention (51 per cent and 52 per cent respectively). There was more success when it came to the smaller number of

actions steps proposing refresher active offer training (two out of five measures – 40 per cent – were on target).

There has been little improvement in the status of these actions steps over the past three years. The COVID-19 pandemic slowed down efforts for certain public bodies where staff were deployed to crisis response teams and where resources were assigned to other priorities. Some public bodies still referenced the pandemic as the reason why they were not able to meet the training targets in 2021/22. Administrative reorganizations were also named as an obstacle to timely implementation of these measures, as was the lack of access to the government's intranet site for seasonal workers. The online active offer training module provided through Organizational Staff Development (OSD) was available free of charge throughout the year for all government employees who have access to the government's managed environment. Crown organizations outside this IT environment were also provided access to the online training thanks to the development of a new portal that was launched by the Secretariat toward the end of 2021/22.

Certain public bodies were more successful than others in reaching their targets. One created an incentive scheme during Festival du Voyageur to encourage employees to take the active offer training. A health authority has added the active offer training as a standard requirement for all nursing positions, and all new senior leaders must now also follow this training. One public body developed an automatic mechanism to register all new hires to take online active offer training within 30 days of their start date, and a department announced that 93 per cent of its staff have now completed the mandatory online active offer training.

Departments have achieved greater success in meeting the FLS training and awareness targets established in their multi-year strategic plans when there has been a commitment from executive leaders to make the active offer training module mandatory for all employees. The Secretariat will continue working with the Public Service Commission on a proposal to add this training to the list of mandatory courses that must be taken within a certain time of being hired (in the case of new employees) or by the end of each calendar year (for current employees). Executive leaders can also decide to follow this route by calling on all their staff to take the training and to track whether this has been done.

2021/22 saw a number of examples of innovation when it came to completing FLS awareness activities. One such incentive was reported by a health authority that has established an FLS Champions Award to celebrate staff who demonstrate exceptional leadership. The names of ten candidates were put forward for consideration for the fourth edition of this award. The same authority also indicated that the weekly English-language newsletter sent from the chief executive officer to all employees now includes a bilingual greeting and sign-off.

Creating intranet pages or internal sites where all staff can easily access information about FLS requirements is another tool often used by public bodies to promote awareness. One public body noted that, since revamping its intranet site and adding links to additional resources – including a new section about the active offer – there were 378 distinct visits. Others created new intranet sites containing information and resources. The inclusion of referral lists of bilingual employees who can help provide service in French to unilingual English-speaking colleagues is often cited as a positive tool that supports FLS.

## Client Services

Client services are at the heart of the relationship between the government and the public. Whether transactions are carried out in person, by phone, online or through virtual platforms, the ability to get information and services in both official languages without unreasonable delay or issues with quality is essential. All Manitobans can face barriers to accessing government services from time to time – geography, technology, socio-cultural background and other demographic factors play a role in how clients interact with public bodies. Language can also be a key determinant in how comfortable a client is accessing government services and information. A Francophone should never be made to feel that their request for service in French is perceived as an inconvenience or an imposition. When public bodies are able to create an inclusive and welcoming environment where active offer identifiers and greetings, bilingual signage and information in both English and in French are the norm, then Manitoba's French-speaking population will always feel as comfortable as their English-speaking neighbours.

In 2021/22, public bodies reported having made considerable strides to improve their frontline services in French. Fifty-three per cent of action steps were on target, and a further 29 per cent were only slightly behind their planned timelines. This is significant progress compared to the previous year when a full 32 per cent of action steps required urgent attention. However, there were still some issues related to the support for the implementation of client services in French.

Planned action steps around the Hello-Bonjour identifiers (badges, lanyards, countertop signs, etc.) were more successful this year than in 2020/21 (38 per cent on target compared to 30 per cent the previous year), but little or no work had been carried out to ensure the use of active offer identifiers in 44 per cent of cases. The pandemic was often given as a reason for these delays. These small touches ensure Francophones know they can expect to receive comparable services in French on entering a government building. When these immediate visual clues are not present, French-speaking clients are less likely to ask for services in their own language.

The lack of requests for FLS is often used as a reason why such services are not available, and it is true that actively asking for services in French is as important as actively offering them. In a 2017 survey, when asked why they did not ask for services in French, a third of Francophone respondents who frequently interact with the government stated that it was because they knew they would receive services more quickly if they asked for them in English. Almost one fifth noted that they did not want to appear 'difficult' or 'demanding', while a further fifth felt that services in English would be of a higher quality. It is only when the concepts of the active offer and the active request are put in place together, as a shared responsibility between public bodies and clients, that services in French based on the concept of active participation will be fully normalized.

The presence of regular bilingual signage – for example, directional signage in government offices or in public places like parks or at the Legislative Building – is another visual cue that supports the concept of active offer. The review and renewal of signage continued to pose challenges in 2021/22 for most public bodies whose FLS plans include actions steps on this component. Only 25 per cent of measures were on target. Eleven per cent were slightly delayed, and a full 57 per cent had seen little or no work. The pandemic was given as the reason for delay in seven per cent of cases. For many government departments, however, it was internal reorganizations that hampered efforts to move ahead on ensuring signage in



French. As departments, divisions and branches often change name as a result of these administrative shuffles, it is not always feasible to invest in new bilingual signs. Indeed, this is an issue for English-language signs as well. The Secretariat will continue to work with public bodies on trying to find solutions to this recurrent issue, especially for offices in designated bilingual regions and those serving Francophone communities.

Public bodies also struggled to meet the targets that support their ability to provide information in both official languages. Only 33 per cent of website action steps were on track, and just under half of the initiatives to increase the availability of forms and other public information documents were on target (45 per cent). While about one fifth of these steps were only slightly behind target, too many public bodies reported that urgent attention was required to be able to move forward (48 per cent of actions for website materials and 31 per cent of actions for forms and other documents). Reasons given for the delay in implementing these steps varied. One public body mentioned that reductions in the workforce hampered efforts, since human resources were not in place to manage translation requests or post translated information on its website. COVID-19 and internal reorganizations were also mentioned as causing delays.

Conversely, one public body noted that, after it had made significant efforts in previous years to ensure its website was 100 per cent bilingual, the rate of program applications from Francophones increased by 145 per cent in 2021/22. This is a clear indication that, when services are accessible and clearly promoted to the public, Francophones will actively avail themselves of the opportunity to request services in French. A Crown organization reported that web hits on its French-language pages went from 609 in 2020/21 to 8,321 in 2021/22 – over 13 times as many visits. This is a result of its ongoing efforts to include original content in French and to ensure the site is fully bilingual.

One area where there has been success is the ability to leverage online platforms to enhance service delivery. An online format allows for wider participation, since geographical location is not an issue (as no travel is required). For example, one public body reported that by using an online meeting format, it was able to present to over 7,500 French-speaking clients over three events held in 2021/22. Furthermore, specific targeted services can also be created and implemented virtually, giving greater freedom of access to users. One public body was able to develop virtual professional development supports for its clientele that could be accessed at each user's convenience. Another was able to record training segments in both official languages, and was even able to use French sign language – LSQ. When there is a lack of staff able to facilitate such presentations in French, the ability to record one presentation and then make it available to multiple clients is a definite advantage.



## HUMAN RESOURCES AND BILINGUAL CAPACITY

### Bilingual Capacity

While we have seen that an increasing number of Manitobans are choosing to access services online – through programs and information they can find on websites – public bodies will always need to provide services in person or over the telephone. It is therefore essential that they ensure the necessary human resources are in place to support the implementation of FLS. This capacity relies on the well-established model of designated bilingual positions. However, more and more public bodies are also recognizing that bilingual staff in non-designated positions are also an important resource. When a department or government agency is able to increase the number of bilingual staff it employs, its ability to enhance the provision of services in French grows at the same time.

Public bodies that included action steps to undertake inventories of their designated bilingual positions or of the number of bilingual employees in non-designated positions reported considerable success in meeting their targets in 2021/22. Fifty-six per cent of action steps for designated positions and 72 per cent of steps for bilingual capacity were on track, while just under a quarter of these activities required urgent attention (24 per cent and 22 per cent respectively). For many of these public bodies, the inventory had been delayed in previous years – primarily due to the COVID-19 pandemic – so it is encouraging to see them back on target. The equivalent figure for assessing bilingual capacity in 2020/21, for example, was much lower (59 per cent).

However, in order to really understand if the available capacity is adequate to meet the needs of Manitoba's Francophone community, public bodies should also be reviewing their designated bilingual positions. Such reviews can help determine if existing designations – some of which may have been established decades ago – are still relevant or whether they should be moved to other program areas where the need for services in French is greater. These reviews also provide an opportunity to designate additional positions based on evidence-based analysis.

Most public bodies noted that they had challenges trying to implement the action steps related to position reviews – only 25 per cent of activities were on target, with 45 per cent of steps needing urgent attention. The pandemic was given as a reason for the delay in five per cent of cases, while a number of government departments also stated that internal reorganizations were an obstacle to progress. On the other hand, one health authority was able to report on the successful enhancement of the FLS module within its payroll system, which has allowed it to be better able to support data collection and monitoring of bilingual staff and positions.

Public bodies also reported difficulties in moving forward on initiatives to encourage bilingual staff to put their names forward to be included on referral lists of staff willing to help unilingual English-speaking colleagues with Francophone clients. Thirteen per cent of action steps were on target, while little or no work had been undertaken for 50 per cent of activities. One public body even noted that bilingual staff were refusing to be listed as a resource for unilingual colleagues. While no explanation was provided for this situation, it is possible that these employees are reluctant to put their names forwards since they fear it will increase their workload. Managers need to be made aware that bilingual staff on referral lists are helping the public body enhance its services and programs. Therefore, special consideration could be made if they are often being called on to provide services in French and potentially falling behind on their regular tasks.

## Recruitment and Retention

Understanding its existing capacity is the first step for any public body hoping to enhance its ability to provide services in French. Once a clear portrait of available resources has been established, strategies can be developed to start ‘filling in the gaps’. Most public bodies have action steps in their multi-year FLS plans related to recruitment.

Advertising all positions with bilingualism in English and French as a desired criterion is a relatively simple way to start building capacity. The inability to speak both official languages is not an obstacle to selection should someone meet all the obligatory criteria. Bilingualism is simply considered at the end of the interview – when two candidates have scored equally well throughout the process, additional points will be given to the one who can speak English and French. Many public bodies have included this as an action step, but challenges to implementation obviously remain, with only 21 per cent of public bodies reporting they were on target and 63 per cent stating that little or no work had been done on this matter.

As in 2020/21, a number of reasons were provided to explain these difficulties. A number of managers and human resource consultants believe that including bilingualism as a preferred criterion limits the number of applicants for any given position. There does not seem to be any data that would demonstrate if this is true or not, and it is possible that further research needs to be undertaken in order to prove or disprove this perception. Another public body mentioned that because a quarter of its employees were bilingual, they no longer needed to include the preference on job postings. A couple of public bodies explained that – due to the nature of their work and their primary clientele – they are mandated to give priority to employment equity candidates or to those who have a certain lived experience. This means that English-French bilingualism is rarely considered in the hiring process. These public bodies indicated that they would need to develop other strategies to try and build capacity to provide services in French.

Of the 27 action steps related to the recruitment of bilingual employees planned for implementation in 2021/22, 41 per cent were on target, and seven per cent were slightly delayed. In 52 per cent of cases urgent action was required to get public bodies back on track.

One health authority noted that it had undertaken to work more closely with bilingual municipalities on advertising opportunities for bilingual employees. Another reported that it was working proactively with community organizations to promote recruitment for positions that will be opening up in the future. Such an approach will hopefully support the development of a wider pool of potential candidates for bilingual positions, especially among students who may not have completed their studies but who may also not be aware of future possibilities for employment within the public sector.

One Crown organization explained that it had started working with the École technique et professionnelle at the Université de Saint-Boniface on developing summer placements to align with the internship needs of students who require a certain amount of practical work experience in order to graduate. Another public body reported that, due to a steady increase in its bilingual capacity over the past few years, it was now able to provide more information sessions in French to its clients. Conversely, one agency noted that, due to a lack of bilingual staff, grant requests from Francophone organizations could not be processed as quickly as English submissions.

It is clear that recruitment is affected by factors beyond the government’s control. Since the COVID-19 pandemic, employers across the country have been impacted by workforce

shortages. This applies equally to the private and public sectors, and would seem to be exacerbated for employers looking to hire bilingual staff. The problem is compounded when positions also have specific technical competency requirements, and a number of public bodies noted that it was difficult to think of strategies that might support this type of recruitment. The Secretariat will continue to study this question and to work with the Public Service Commission on potential best practices from other jurisdictions so that Manitoba can improve its processes to better meet the demand for bilingual staff.

The Secretariat has noted in previous annual reports that public bodies need to start developing concrete strategies to ensure that they can retain bilingual staff, especially given how challenging it can be to hire them. This recommendation has not yet been adopted - only three agencies included such measures in their plan in 2021/21 and none of these action steps were on target.

A handful of public bodies introduced new action steps with a view to developing language assessment procedures for bilingual staff. All three action steps were on target. One of the health authorities noted that it was exploring the possibility of introducing a standardized competence assessment with other service delivery organizations working in the healthcare sector. This could provide interesting opportunities for collaboration and act as a model other public bodies might adopt to ensure a more uniform approach to evaluating employees' ability to speak, understand, write and read in French. The other action steps concerned the development of wording in position descriptions for designated bilingual positions to establish the specific level of competence needed for specific roles (ex. the ability to speak and understand at an intermediate level; the ability to read and write at an advanced level, etc.).

Ongoing recruitment and retention issues inevitably result in a higher number of vacancies in designated bilingual positions. There was a slight improvement over the previous year (14 per cent vacancy rate in 2021/22 compared to 15 per cent vacancy rate in 20/21). This is still higher than the rate from 2019/20, when 11 per cent of designated bilingual positions were vacant. There was a minimal increase in the rate of designated positions filled with non-bilingual incumbents compared to the previous year (less than one per cent). More detailed information is provided in the Appendix.

As has been noted in previous reports, vacancy rates of over ten per cent not only have a negative impact on the ability of public bodies to provide services in French, but they can also create long-term issues for succession planning when the pool of internal bilingual candidates is smaller. There are undeniable issues when it comes to finding bilingual candidates who possess the required skills for any given position, but efforts need to continue to facilitate improvements.

## Training

Most public bodies that have included training initiatives as action steps in the plans were able to make good progress in 2021/22. Sixty-three per cent of planned actions regarding strategies to promote and encourage French-language training among bilingual staff were on target, with just under one fifth requiring immediate attention (18 per cent). Public bodies also reported positive results for measures to provide additional resources or other learning opportunities, with 66 per cent of these activities on target and a further seven per cent only slightly delayed. For example, one Crown organization reported that it was now providing Antidote software to all

bilingual employees, and even provided training so staff can benefit as much as possible from this sophisticated language correction tool. It was noted that sectors relying on technical training provided by the federal government continued to see opportunities to participate in such learning opportunities hampered by the pandemic.

The public body that had reported in 2020/21 it had purchased Rosetta Stone licences to support self-guided language learning provided results from the second year of this innovative pilot project. While early feedback had been positive, staff mentioned that it was increasingly difficult to maintain the same level of commitment over the long term, and so it is unlikely that the project will be expanded at this time. Conversely, one agency noted that, through a partnership with the Alliance française, it was able to offer on-site French-language training for 17 employees at three different skill levels. This investment in time and money clearly demonstrates management's commitment to supporting the public body's capacity to provide services in French. For many employees, the ability to take classes at the work site is a significant incitement.

Supporting professional development opportunities in French is another way in which public bodies can promote the use of French in the workplace. One organization completed an employee survey in 2021/22 to learn more about training requirements for bilingual staff. The results will be used to develop new training programs that will include such elements as industry terminology and work-specific scenarios. Work is now being undertaken to find service providers able to offer specialized training. Furthermore, this same agency has created three focus groups – two for employees in designated bilingual positions and one for other bilingual employees – to gain a deeper understanding of different needs.

Depending on the nature of their position and where they are located in the province, many incumbents in designated bilingual positions receive more requests for service in English than in French. In order for them to maintain their skills, it is important to create opportunities to practise spoken French. Health authorities often lead the way in developing such initiatives, with formal and informal conversation groups designed to support bilingual employees through targeted scenarios and vocabulary-learning. One department is also looking at ways to provide this type of targeted language training that helps build confidence as it develops employees' ability to use French terminology that is appropriate for their position.

## CONSULTATION AND COLLABORATION WITH THE FRANCOPHONE COMMUNITY

### Consultation

In 2021/22, action steps based on increased consultation with the Francophone community continued to see limited improvement. Of the 50 measures proposed in public bodies' FLS plans, only 16 (35 per cent) were on track. While it was noted that the pandemic was an obstacle to progress in nine percent of cases, a further 39 per cent of action steps required urgent attention. These numbers are very similar to those reported in 2020/21, when the public health crisis had a far greater impact on how government engaged with the public. The ongoing use of the Engage MB web portal would normally have allowed for increased opportunities to consult Francophones, but not all departments prepare engagement materials in both languages simultaneously.

There were a couple of targeted consultations undertaken with French-speaking Manitobans, most notably within the context of the creation of a new provincial strategy. The department mandated to coordinate the necessary consultations made a point of specifically reaching out to Francophone service providers and individuals with lived experience in order to organize a Francophone feedback session. This ensured that the unique needs of the community could be taken into consideration within the larger portrait of Manitoban responses and that a Francophone lens could be applied to policy and program development. Such an approach goes beyond providing interpretation services for a bilingual event, with the consultation actually taking place in French. This is an excellent example of going one step further to optimize services in French.

### Cooperation With the Francophone Community

Nearly all public bodies included action steps to improve collaboration with the Francophone community in their multi-year strategic plans. Success in implementing the 39 proposed measures was not as high as in 2020/21 – 31 per cent were on target (compared to 43 per cent in the previous reporting year) and 49 per cent saw little or no progress (compared to 22 per cent). Both 2020/21 and 2021/22 compare badly with 2018/19 when 64 per cent of action steps were on target. The impact of the pandemic was named as an obstacle to success in only ten per cent of cases, so the delays would seem to be the consequence of other factors.

A few public bodies reported on their ongoing efforts in 2021/22 to implement enhanced collaboration through sectoral working groups. One department noted that its work with the community on one such group was enabling it to move beyond simply ensuring that its public information is made available in both official languages to planning meaningful improvements in how it supports Francophone clients. The close relationships created as a result of the working group dynamic provide concrete opportunities to ask questions to better understand the perspective of French speakers. This approach is another positive way to ensure the best possible services are being made available.

Service purchase agreements and other forms of financial support to Francophone organizations are another way that public bodies can enhance collaboration and cooperation

with the community. In 2020/21, the pandemic meant that minimal progress was made on almost half of action steps concerning this type of support. 2021/22 saw a complete turnaround, with public bodies reporting 100 percent of these activities were either on target (89 per cent) or slightly delayed (11 per cent).

### **Cooperation With the Bilingual Service Centres**

Public bodies proposed 18 action steps regarding cooperation with the BSCs in their FLS plans. This cooperation typically involves information-sharing (ex. job postings, brochures, resources and other materials that the public body would like the BSCs to communicate to the Francophone community on their behalf). Despite the relative simplicity of such activities, only six per cent were on target in 2021/22. Nineteen per cent were slightly delayed, and 75 per cent had received little or no attention. As with measures related to collaboration with the Francophone community, the public health crisis was given as a reason for inaction in 13 percent of cases: other factors must be responsible for the inability to implement these steps.

On the other hand, one department was proud to announce the success of a pilot project to sell licences and permits at the Seine River Region BSC at St. Anne. The hope is that this model can be replicated in other rural centres, allowing more Francophones to access this service closer to home. A Crown organization signed a formal cooperation agreement with the BSCs to share resources and facilities to make it easier for French-speaking clients to access their services in designated regions.

The BSCs were created in 2002 to be a one-stop shop for government services in both official languages. Twenty years after they first opened their doors, there is room for improvement in how public bodies can take advantage of government centres staffed with bilingual employees whose mandate is to support access to services in French. Departments could use the BSCs as an itinerant workspace for staff undertaking outreach activities, for example, or even to house French-speaking staff on a full-time basis in designated bilingual regions. Information agents from the centres can support program delivery by offering workshops to target Francophone clientele including seniors, newcomers or youth. While the COVID-19 pandemic led to the cancellation of a variety of in-person activities between 2020 and 2022, the subsequent relaxing of public health protocols will hopefully facilitate progress on proposed steps to promote and increase cooperation between public bodies and the BSCs.

## CONCLUSION

There is no established standard for what progress in the provision of services in French and support to the community should look like, but two elements of the basic dictionary definition are an excellent guide:

- A forward or onward movement (as to an objective or goal)
- Gradual betterment.

Over the four years since public bodies first started implementing their strategic FLS plans, many advances have been made. For some agencies that previously had no measures in place to support services in French, the changes have been significant. For others who were already following the tenets of Manitoba's FLS Policy, the improvements have been more subtle. In both cases, public bodies have had to think about the level of service and support being provided and put steps in place to ensure 'forward movement' and 'gradual betterment' to normalize the use of French within the provincial government.

Change can sometimes be on a large scale. For example, two departments continued work in 2021/22 on their designation policies whereby third party service providers are designated to provide their services in both official languages. This has a huge impact on the community: the commitment by the province to ensure that services offered on its behalf by organizations operating with funding from the government are available in English and in French means that more Francophones can access programs in their official language of choice.

Smaller considerations can also make a difference. One Crown organization took the simple step of including French songs on the playlist for its service centre phone lines, so that clients on hold get to hear music in both languages. This is a small action, but it sends a strong message about its support for the Francophone community. Whether it is thinking beyond basic translation of websites to actually include original French content on social media posts, or taking the opportunity to include Francophone culture by mounting French-themed displays in public spaces, there are a multitude of small gestures already being made to normalize the use of French.

These best practices could be adopted by all public bodies. This is especially important for entities that have achieved their goals related to fully bilingual websites and public information documents or for those that have managed to ensure a high level of bilingual staff through earlier recruitment efforts. Having met one level of requirements, public bodies should be thinking creatively as they move into the next round of strategic planning. They should be giving themselves new objectives that will further enhance the relationship between the government and its French-speaking clients. There is always room for improvement.

New FLS plans should contain concrete elements that build on the successes of the previous plan. Where procedures were put in place to translate web materials, for example, the requirement to provide bilingual information could become a formal obligations set out through policy development. Where an administrative tribunal put resources in place to provide interpretation services at hearings to support French-speaking participants, they could now work



to ensure more bilingual board members are named, which would mean hearings could be heard directly in French.

The transactional components that underpinned the first FLS plans should not be forgotten, but public bodies should be looking to include more aspirational and strategic elements in future plans. These elements do not need to be complicated or onerous. One organization has introduced a tracking mechanism that includes clients' postal codes to assess all FLS requests and determine how far customers are willing to travel if they can be guaranteed to receive services in French. By gaining a better understanding of the motivation and habits of its clients, it will be able to plan more effective delivery models for all its programs.

Consulting with the community is at the heart of ensuring enhanced services and supports. This leads to a better understanding of actual needs, as well as providing an opportunity to see where there are potential areas of collaboration with community service providers already working on certain priorities. While the use of online portals to engage with Manitobans is a positive step toward getting a Francophone perspective, it is sometimes limited by the specific subjects under discussion and the questions being asked, which tend to be more general in nature.

It is far more effective when a public body reaches out to the French-speaking population directly to discuss program delivery and community priorities with regard to its own sector of activity. This can be as simple as organizing regular meetings with the Société de la francophonie manitobaine – the umbrella advocacy group for the community – or asking the Francophone Affairs Secretariat for help establishing a focus group to look at specific issues.

Under the guidance of the Francophone Affairs Advisory Council, one department is undertaking a pilot project for drafting its new multi-year strategic FLS plan. The council recommended adopting a 'living lab' model that brings together multiple stakeholders – including clients and end users – in a collaborative and creative process to develop, validate and implement new service delivery models that will help improve services. The Secretariat will include the results of this innovative idea in the 2022/23 annual report.

Regardless of whether their FLS plans have led to significant advancement or more limited success, this is a good time for public bodies to evaluate their achievements so far, and to assess whether their proposed action steps are helping them meet their overall objectives. By following the example of those agencies that are actively thinking outside the box of translation and designated positions, as well as by looking for feedback on their program delivery from Francophone clients, all government entities can take concrete measures to enhance services in French and provide meaningful support to the vitality of Manitoba's Francophonie.



## 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 2021/22	Total bilingual capacity 2020/21
Advanced Education, Skills and Immigration	7	4	0	3	23	30	47 <sup>1</sup>
Agriculture <sup>2</sup>	3	1	1	1	11	12	25
Economic Development, Investment and Trade	17	11	2	4	14	25	-
Education and Early Childhood Learning	87	75	3	9	8	83	77
Environment, Climate and Parks	8	2	2	4	13	15	16
Families	95	69	6	20	57	126	133
Finance	14	11	0	3	24	35	51
Francophone Affairs Secretariat	27	22	0	5	0	22	24
Health <sup>3</sup>	6	3	0	3	15	18	22
Indigenous Reconciliation and Northern Relations	0	0	0	0	4	4	4
Justice	65	59	0	6	116	178	173
Labour, Consumer Protection and Government Services <sup>4</sup>	26	15	0	10	Unknown	15	Unknown
Municipal Relations	15	9	3	3	5	14	11
Natural Resources and Northern Development	6	0	3	3	Unknown	Unknown	Unknown
Public Service Commission	11	7	4	0	13	20	20
Sport, Culture and Heritage	13	10	2	1	7	17	13
Transportation and Infrastructure	3	1	0	2	32	33	28
<b>Subtotal</b>	<b>403</b>	<b>299</b>	<b>26</b>	<b>77</b>	<b>342</b>	<b>647</b>	<b>644</b>

<sup>1</sup> In January 2021, Economic Development and Training became Advanced Education, Skills and immigration and Economic Development, Investment and Trade. Combined bilingual capacity was provided for 2020/21.

<sup>2</sup> The resource development division was moved to Natural Resources and Northern Development in 2021/22.

<sup>3</sup> Includes statistics for departments of Mental Health and Community Wellness, and Seniors and Long-Term Care.

<sup>4</sup> New department formed in 2021/22, including divisions from departments of Finance and Central Services.

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

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 2021/22	Total bilingual capacity 2020/21
Auditor General	0	0	0	0	3	3	3
CancerCare	1	0	0	1	28	28	29
Efficiency Manitoba	0	0	0	0	4	4	Unknown
Elections Manitoba	0	0	0	0	1	1	1
Liquor, Gaming and Cannabis Authority of Manitoba	5	2	1	2	3	5	3
Manitoba Advocate for Children & Youth	0	0	0	0	6	6	5
Manitoba Agricultural Services Corporation	5	5	0	0	7	12	9
Manitoba Arts Council	2	2	0	0	4	6	5
Manitoba Film and Music	2	0	1	1	4	4	6
Manitoba Hydro	24	19	0	5	275	294	292
Manitoba Liquor and Lotteries Corporation	135 <sup>5</sup>	119	8	8	64	183	206
Manitoba Ombudsman	2	1	1	0	8	9	9
Manitoba Public Insurance Corporation	88	65	14	9	43	108	132
Shared Health	50	41	8	1	9	50	Unknown
Sport Manitoba	6	4	2	0	5	9	9
Status of Women	2	2	0	0	2	4	2
Travel Manitoba	5	4	0	1	1	5	7
Workers' Compensation Board	6	4	2	0	26	30	31
<b>Subtotal</b>	<b>333</b>	<b>268</b>	<b>37</b>	<b>28</b>	<b>493</b>	<b>761</b>	<b>749</b>
<b>Total</b>	<b>736</b>	<b>567</b>	<b>63</b>	<b>105</b>	<b>835</b>	<b>1,408</b>	<b>1,393</b>

<sup>5</sup> The analysis for 2021/22 took place before seasonal positions were added to the designated bilingual position count. This explains the 15 position decrease compared to 2020/21.

It is harder than usual to compare statistics from 2021/22 to those reported in 2020/21 since there were considerable administrative reorganizations among government departments, which has made tracking bilingual capacity particularly challenging this year. For this reason, the Secretariat cannot guarantee the accuracy of the statistics provided – they are a “best guess” effort undertaken by FLS coordinators, many of whom had to deal with unprecedented changes in 2021/22. Designated bilingual positions are tracked in SAP, but even these numbers are not completely reliable due to manual processes associated with administrative reorganizations. The Secretariat will continue to work with the Public Service Commission on finding ways to streamline tracking of designated bilingual positions to support the work of FLS coordinators charged with reporting this information on a yearly basis.

As was the case in the previous reporting year, the total number of designated bilingual positions rose: there was an increase of five percent. Crown corporations and other reporting agencies account for the majority of the new positions. There was a four-percent increase in the number of designated positions occupied by a bilingual incumbent, and the number of vacant positions stayed relatively stable compared to the previous year. The overall bilingual capacity showed a slight increase (1,408 compared to 1,393 in 2020/21), although these figures cannot be considered definitive given that a number of public bodies were unable to provide detailed numbers last year or this year for bilingual employees not occupying designated positions.

While the statistics for 2021/22 are encouraging, they still form part of an overall downward trend. The total bilingual capacity across public bodies (excluding health authorities) has decreased from 1,459 in 2018/19 – a drop of approximately four and a half percent. However, the total number of departmental employees over the same period of time also decreased - from 12,839 to 12,515 (2.5 percent). This shows that the ratio of bilingual to non-bilingual employees remains positive.

**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 2021/22	Total bilingual capacity 2020/21
<b>Interlake-Eastern</b>	46 33.42 (FTE)	11 8.90 (FTE)	35 24.62 (FTE)	0	107 75.44 (FTE)	118 84.34 (FTE)	100 74.73 (FTE)
<b>Prairie Mountain</b>	5	3	2	0	22	25	18
<b>Southern Health</b>	695	369	275	63	23	392	475
<b>Winnipeg</b>	1,010 (FTE)	467.24 (FTE)	542.76 (FTE)	0 (FTE)	Unknown <sup>6</sup>	467.24 (FTE)	1,281 (FTE)

Data reported by the four designated bilingual health authorities for 2021/22 continues to show a high number of designated positions occupied by non-bilingual incumbents (an average of 52 percent). This is a four-percent increase over the year before, and it speaks to the fact that it is still very difficult to find candidates who possess both the technical and linguistic competences required for these positions. Statistics for the overall bilingual capacity cannot reasonably be compared to the previous year, since the largest health authority was unable to provide information about the number of non-designated bilingual positions filled with a bilingual incumbent (685 FTE in 2020/21).

<sup>6</sup> Previous year's data was gathered by a AON Hewitt survey that was not repeated in 2021/22. Capacity cannot currently be tracked in SAP.