**Minutes – Executive Policy Committee – September 17, 2019**

## REPORTS

**Item No. 1 French Language Services Review Strategy**

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee recommended to Council:

1. That an extension of time of up to 120 days be granted for the Winnipeg Public Service to report back on the matter.

DECISION MAKING HISTORY:

Moved by Councillor Allard,

That an extension of time of up to 120 days be granted for the Winnipeg Public Service to report back on the matter.

Carried

COUNCIL DECISION:

On July 19, 2018, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the Public Service implement the strategy outlined in this report to conduct a review of French language services provided by the City of Winnipeg, including consideration of public input and a review of:

   A. The City of Winnipeg Charter, Part 9;

   B. the Official Languages of Municipal Services By-law No. 8154/2002;

   C. The City of Winnipeg Wards and Communities Regulation, 154/92;

   and report back with recommendations to Council for approval in the summer of 2019.

2. That, to ensure continuous French service delivery, the Public Service be directed to implement a transitional plan of 1 year for residents currently in the Saint-Boniface and South Winnipeg – Saint-Norbert Wards that could be affected by the boundary changes in the fall 2018 and will no longer be in the designated Riel Community.

3. That all staffing implications associated with the implementation of the transitional plan that are currently underfunded or unfunded be referred to the 2019-2021 budget processes for consideration.

4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 11, 2018, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

DECISION MAKING HISTORY (continued):

COUNCIL DECISION:

On April 26, 2018, Council concurred in the recommendation of the Governance Committee of Council and adopted the following:

1. That the proposed Community Committees, as outlined in Appendix A, be approved, effective September 17, 2018, in conjunction with the new Ward boundaries.

2. That the Winnipeg Public Service be directed to prepare the necessary amendments to the City Organization By-law No. 7100/97 for approval, as per Recommendation 1, with such amendments taking effect on September 17, 2018.

3. That the Winnipeg Public Service be directed to develop a strategy for the review of French language services provided by the City of Winnipeg and report back to Council in July 2018, with said strategy to include a review of the Official Languages of Municipal Services By-law No. 8154/2002, The City of Winnipeg Charter and The City of Winnipeg Wards and Communities Regulation, 154/92.

4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

# ADMINISTRATIVE REPORT

**Title:** French Language Services Review Strategy

**Critical Path:** Executive Policy Committee - Council

## AUTHORIZATION

| Author | Department Head | CFO | CAO |
|---|---|---|---|
| N. Young | F. Wiltshire | P. Olafson<br>Acting CFO | D. McNeil |

## EXECUTIVE SUMMARY

Some identified services and programs in the City's Departments continue to experience challenges with French language service implementation. These challenges include: limited capacity to provide services in French, competing priorities with limited financial and human resources, and a 20-year-old by-law that does not reflect our current sociocultural landscape.

In addition, the recent changes to the municipal ward boundaries could impact the delivery of services in both official languages to residents who are no longer within the boundaries of the Riel Community.

The French Language Services Branch (FLSB) has identified strategies to be developed to support the City's francophone community. These include both long term strategic planning related to long term operation planning and are essential components to ensure successful French language service delivery.

The FLSB will work with the Office of Public Engagement to develop a public engagement strategy to review and update the City of Winnipeg Charter, Part 9, t*he Official Languages of Municipal Services By-law No. 8154/2002* and propose amendments for Council approval in the Summer of 2019.

The plan would include specific target items that would support our ability to meet our obligations under The City of Winnipeg Charter Act and The City of Winnipeg Wards and Communities Regulation, 154/92, with short and long-term solutions.

## RECOMMENDATIONS

1. That the Public Service implement the strategy outlined in this report to conduct a review of French language services provided by the City of Winnipeg, including consideration of public input and a review of:
    a. The City of Winnipeg Charter, Part 9

b. the Official Languages of Municipal Services By-law No. 8154/2002
c. The City of Winnipeg Wards and Communities Regulation, 154/92.
and report back with recommendations to Council for approval in the summer of 2019.

2. That, to ensure continuous French service delivery, the Public Service be directed to implement a transitional plan of 1 year for residents currently in the Saint-Boniface and South Winnipeg – Saint-Norbert wards that could be affected by the boundary changes in the fall 2018 and will no longer be in the designated Riel Community.

3. That all staffing implications associated with the implementation of the transitional plan that are currently underfunded or unfunded be referred to the 2019-2021 budget processes for consideration.

4. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

## REASON FOR THE REPORT

At its April 26, 2018 meeting, Council concurred in the recommendation of the Governance Committee of Council and adopted the following (shortened for clarity):

- That the Winnipeg Public Service be directed to develop a strategy for the review of French language services provided by the City of Winnipeg and report back to Council in July 2018, with said strategy to include a review of the Official Languages of Municipal Services By-law No. 8154/2002, The City of Winnipeg Charter and The City of Winnipeg Wards and Communities Regulation, 154/92.

This FLSB would report back to Council and summarize the status of French language service implementation in the City and the learnings from the review process.

## IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations are concurred in, the Public Service will ensure that there is continuous French service delivery with the implementation of a transitional plan.

In the winter of 2020, an updated review of the The City of Winnipeg Charter, Part 9, the Official Languages of Municipal Services By-law No. 8154/2002 and The City of Winnipeg Wards and Communities Regulation, 154/92 could be implemented.

## HISTORY

In June 1992, the Province of Manitoba passed Bill 78, amending The City of Winnipeg Act (Part 3). Part 3 was proclaimed effective May 1, 1994. As required under the new law, a French Language Coordinator was appointed in September, 1993. Part 3 also required that the City report annually to the Minister of Intergovernmental Affairs on the progress it was making on meeting its French language service obligations.

On April 24, 1994 Council passed the first By-law (No 6402/94) for the provision of municipal services in both official languages.

On September 26, 2001 Council approved the final report of the French Language Services Task Force which contained a number of recommendations including that a Councillor be appointed to address future matters relating to the provision of French language services for the City of Winnipeg.

On December 11, 2002 Council passed By-law No. 8154/2002 – Official Languages of Municipal Services By-law. This By-law replaced all previous by-laws regarding French language services, as well as outlining more specifically the obligations of each department.

In 2015, a new full-time position responsible for French language services was approved by Council. On October 3, 2016 a new manager was hired. Under the general supervision of the Director, Customer Service & Communications, the Manager, is responsible for providing leadership and direction to the Public Service, senior administration and Council, in the development and management of French language services. This position is responsible for managing the City's Bilingual Service Centre, and for ensuring bilingual service requirements are being met under Part 9 of The City of Winnipeg Charter. Furthermore, this position is responsible for the development of policies, By-Law(s) and administrative directives, for advising departments and Special Operating Agencies on policy, for liaising regularly with other levels of government, and for following up with community groups on concerns related to French language service matters.

In December 2017, the Wards Boundaries Commission prepared a final report establishing the boundaries and the name of each ward for the City of Winnipeg. This review could affect the level of French language service received to residents previously in the Riel Community in the fall of 2018.

The sociocultural profile of Winnipeg's Francophone community is changing, and existing services do not take this into account. Consider the following trends:

- Francophone immigration signals the need for integration of newcomers who speak in French and not in English and who settle in neighborhoods other than Saint-Boniface for lack of affordable housing available and with increased social needs;
- While the designated areas of Part 9 include the Riel Community, the Francophones remain in every corner of Winnipeg. We must find ways to serve them;
- Francophiles are an integral part of the "Francophone Community" strategy;
- New technologies have an impact on service delivery, not to mention that a human contact is needed to interpret the information. Young people want the snapshot, a brief descriptive of the service/program. The aging population has other needs.

In working with the departments, it is clear that the current framework stated in the City of Winnipeg By-law No. 8154/2002, a by-law that guides the development of strategic plans, needs to be updated and modernized. In addition, a recent change to the ward boundaries could affect the level of French language service received to residents previously in the Riel Community in the fall of 2018.

Therefore there are several actions that will need to be undertaken to achieve this review:

1. Evaluation of municipal French language services provided by the City;
2. Development of the French Language Services Review would be supported by a public consultation strategy intended to:
    a. Inform the public about the current services the City offers in French;
    b. Gather feedback on services currently not offered in French that the public would like available as well as services offered in French that the public does not find valuable;
    *c.* Build public awareness about the current policies and requirements governing the delivery of French language services (The *City of Winnipeg Charter, Part 9* and *The Official Languages of Municipal Services By-Law No. 8154/2002*);
    d. Identify and prioritize opportunities for the delivery of French language services; and
    e. Continue to foster and strengthen relationships with stakeholders and the broader French community that can support the implementation of the French language service plan.
3. Development and implementation of short and long term strategies;
4. Development and implementation of innovative delivery models;
5. Promotion and awareness of review and outcomes of the delivery of French language services.

Actions and Timelines

| **ACTIONS TO BE TAKEN** | **Timeline** |
|---|---|
| Provide for an effective delivery of French language services (direct service, service at a distance, active offer, use of interpreters, etc.) as required throughout the organization and for all pertinent program activities; and research various bilingual service delivery models that exist in other bilingual municipalities in Canada (ie: Ottawa, Moncton). | Fall 2018 |
| Public Engagement Strategy to work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered. Communicate and collaborate with individuals, groups and organizations concerned with the delivery of French services. | November 2018-March 2019 |
| Ensure thorough environmental assessments at the department and special operating agency level, including establishment of relevant baseline information regarding such matters as current French language services available, French language service delivery locations and methods, bilingual human resources available and their language proficiency levels. | Winter 2019 |
| Identify priority services and programs according to the results of the inventory and knowledge the issues raised by the francophone community. | Spring 2019 |
| Underline the priorities of the Francophone community and update *the Official Languages of Municipal Services By-law* and *The City of Winnipeg, Part 9* to reflect measurable program and service level goals to reflect those priorities. Develop long and short term goals and objectives related to the development and vitality of the francophone community in the city, taking into account up front the particular and different needs of French and English language in various wards. | Summer 2019 |

| | |
|---|---|
| Determine the most appropriate and effective role for the French Language Services Branch in helping the community achieve these needs. | Summer 2019 |
| Promotion and by-law amendments communicated to the public | Summer 2019 |
| Develop a transitional plan to ensure continued service to residents that reside in the Riel Community for a period of time of one year. This would ensure that residents currently in the Saint-Boniface ward receiving municipal services in both French and English would continue to receive these services in the fall when they would be residents of revised Transcona ward. Same would apply to residents of the South Winnipeg\|Saint-Norbert ward, which would be now served by the Waverly West ward. We could support the community committees with interpretation (upon request). | Summer/Fall 2019 |
| Implement an awareness strategy for the Francophone community regarding active offer and importance to request service in French, and to promote services that are available in French. | Fall 2019 |
| Write and implement a joint multi-year action plan with the City of Winnipeg Departments and Special Operating Agencies. | Winter 2019/2020 |
| Ensure regular follow-ups with the Province of Manitoba's Minister of Municipal Relations, Minister responsible for French language services and the Council Francophone Liaison to sensitize the needs of the Francophones in the City of Winnipeg. | On going |
| Offer training services on the active offer to City employees. | On going |
| Annually evaluate the progress achieved by this action plan in the Annual Report on French Language Services and make any necessary changes. | Spring/Summer (annually) |

The FLSB will continue its work and invite representatives of all departments and Special Operating Agencies identified to deliver French language services to discuss:

- the requirements and demands for French language services by residences and the public as it relates to their programs and services;
- the Public Service's capacity to provide French language services;
- other measures to be taken by the Public Service to enhance the vitality of the City's Francophone community and to support and assist in its development including the provision of services and programs by third parties on its behalf
- the development of a five-year French language services plan.

## FINANCIAL IMPACT

### Financial Impact Statement

**Date:** June 15, 2018

**Project Name:**

**First Year of Program** **2019**

**French Language Services Review Strategy**

| | 2019 | 2020 | 2021 | 2022 | 2023 |
|---|---|---|---|---|---|
| **Capital** | | | | | |
| Capital Expenditures Required | $ - | $ - | $ - | $ - | $ - |
| Less: Existing Budgeted Costs | - | - | - | - | - |
| Additional Capital Budget Required | $ - | $ - | $ - | $ - | $ - |
| **Funding Sources:** | | | | | |
| Debt - Internal | $ - | $ - | $ - | $ - | $ - |
| Debt - External | - | - | - | - | - |
| Grants | - | - | - | - | - |
| Reserves, Equity, Surplus | - | - | - | - | - |
| Other | - | - | - | - | - |
| Total Funding | $ - | $ - | $ - | $ - | $ - |
| Total Additional Capital Budget Required | $ - | | | | |
| Total Additional Debt Required | $ - | | | | |
| **Current Expenditures/Revenues** | | | | | |
| Direct Costs | $ 117,342 | $ 120,165 | $ 122,568 | $ 125,020 | $ 127,520 |
| Less: Incremental Revenue/Recovery | - | - | - | - | - |
| Net Cost/(Benefit) | $ 117,342 | $ 120,165 | $ 122,568 | $ 125,020 | $ 127,520 |
| Less: Existing Budget Amounts | - | - | - | - | - |
| Net Budget Adjustment Required | $ 117,342 | $ 120,165 | $ 122,568 | $ 125,020 | $ 127,520 |

**Additional Comments:**

The costs above represents the additional salaries and benefits budget required for the implementation of the Plan, as referred to in Recommendation #3. The Plan includes the addition of a Translator, WAPSO 3 (1 FTE) and a Clerk C change from part-time (.80 FTE) to full time. These changes will be referred to the 2019-2021 budget process.

(Original signed by T. Yanchishyn)
Tanis Yanchishyn
Manager of Finance (Campus)
Corporate Finance Department

## CONSULTATION

**In preparing this report there was consultation with:**

City of Winnipeg Departments
City Clerk's Department
Legal Services (as to legal issues)
Ward Councillors

## SUBMITTED BY

Department: Chief Administrative Officer
Division: Customer Services and Communications
Prepared by: Nicole Young, Manager, French Language Services
Date: June 25, 2018