Minutes – Executive Policy Committee – July 5, 2023

REPORTS

Item No. 5 French Community Review on French Language Services Delivery

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That the Public Service be directed to review its five-year planning process and identify opportunities to consult with key community stakeholders when developing and implementing its five-year plan, which would include a city-wide delivery of services.

2. That the Public Service be directed to report back to the Executive Policy Committee on French Language Services advisory committees in other jurisdictions and the possibility of the creation of a membership advisory committee on the delivery of French Language Services for the City of Winnipeg.

3. That, in partnership with community organizations, the Public Service be directed to explore potential future opportunities for additional resources or funding that can be accessed through federal and provincial entities to help ensure the City's ability to continue to meet its requirements of Part IX of the City of Winnipeg Charter and By-law 8154/2002.

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

DECISION MAKING HISTORY:

Moved by Councillor Mayes,

That the recommendation of the Winnipeg Public Service be concurred in and forwarded to Council.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 16, 2023, the Executive Policy Committee granted an extension of time of 60 days for the Winnipeg Public Service to report back on the matter.

COUNCIL DECISION:

On January 26, 2023, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the Winnipeg Public Service be directed to consult with the Société de la francophonie manitobaine, Division scolaire franco-manitobaine, Winnipeg's Francophone communities and the St. Boniface Ward Councillor, and report back to the Executive Policy Committee in 120 days with recommendations on the following:

    A. That the Public Service be responsible for implementing the following:

        i. That the City of Winnipeg's commitment to the development of a five-year French language services plan be maintained and that its implementation be prioritized.

        ii. That the City of Winnipeg's French Language Services Division report directly to the Office of the Chief Administrative Officer in order to promote an integrated approach to improving French language services. Currently, each department acts independently, without being required to take the linguistic rights of the official language minority seriously. A commitment that all branches of the City of Winnipeg meet with the Société de la francophonie manitobaine once a year to discuss progress in terms of French language services and that the Mayor chair these meetings.

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

iii. That Part 9 of *The City of Winnipeg Charter* be modernized, according to the following principles:

a. Expanding the geographic boundaries defined in Part 9 so that all residents of the City of Winnipeg have an equal right to French language services;

b. Establishing faster and more effective mechanisms to ensure full compliance with Part 9. This could include penalties for departments that ignore their obligations;

c. Adopting positive measures to improve the delivery of French language services. Winnipeg's Francophone communities must be actively consulted and participate in the implementation of the services intended for them.

iv. That the City of Winnipeg, by adopting this motion, request from the Province of Manitoba and the Government of Canada a new permanent financial commitment to support the improvement, delivery and implementation of French language services for the City of Winnipeg and other bilingual municipalities in Manitoba and Canada.

v. That the City of Winnipeg, by adopting this motion, request that the Association of Manitoba Bilingual Municipalities, and the Federation of Canadian Municipalities, support the objectives set out in this resolution through all means at their disposal.

2. 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 January 17, 2023, the Executive Policy Committee submitted to Council that the Winnipeg Public Service be directed to consider the Council motion of December 15, 2022 and consult with the Société de la francophonie manitobaine, Division scolaire franco-manitobaine, Winnipeg's Francophone communities and the St. Boniface Ward Councillor, and report back to the Executive Policy Committee in 120 days with recommendations.

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

Daniel Boucher, Executive Director, Société de la francophonie manitobaine, submitted a communication in support of the matter.

COUNCIL DECISION:

On December 15, 2022, Council ruled automatic referral of the following motion to the Executive Policy Committee:

Moved by Councillor Allard,
Seconded by Councillor Schreyer,

IL EST RÉSOLU QUE la fonction publique soit chargée de mettre en œuvre ce qui suit:

Que l'engagement de la Ville de Winnipeg envers le développement d'un plan quinquennal sur les services en français soit maintenu et que sa mise en œuvre soit priorisée.

Que la direction des services en français de la Ville de Winnipeg relève directement de la direction municipale afin de favoriser une approche intégrée à l'amélioration des services en français. À l'heure actuelle, chaque département agit de façon indépendante, sans être tenu de prendre au sérieux les droits linguistiques de la minorité de langue officielle. Un engagement afin que toutes les directions de la Ville de Winnipeg rencontrent la Société de la francophonie manitobaine une fois par année, et ce, afin de discuter des progrès en matière des services en français et que la mairesse ou le maire préside ces rencontres.

Que la Partie 9 de la Charte de la Ville de Winnipeg soit modernisée, selon les principes suivants:

a. L'élargissement des limites géographiques définies dans la Partie 9 pour que tous les résidents de la Ville de Winnipeg aient un droit égal aux services en français ;

b. L'établissement de mécanismes plus rapides et efficaces pour assurer le plein respect de la Partie IX. Cela pourrait comprendre des sanctions pour les départements qui ignorent leurs obligations;

c. L'adoption de mesures positives pour améliorer l'offre de services en français. Les communautés francophones de Winnipeg doivent activement être consultées et participer à la mise en œuvre des services qui leur sont destinés.

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

Que la Ville de Winnipeg, par l'adoption de cette proposition, demande à la Province du Manitoba et au Gouvernement du Canada, un nouvel engagement financier permanent pour appuyer l'amélioration, la prestation et la mise en oeuvre de services en français pour la Ville de Winnipeg et les autres municipalités bilingues du Manitoba et du Canada.

Que la Ville de Winnipeg, par l'adoption de cette proposition, demande à l'Association des municipalités bilingues du Manitoba, et la Fédération canadienne des municipalités, d'appuyer par tous les moyens à leur disposition les objectifs énoncés dans cette résolution.

English Translation

THEREFORE BE IT RESOLVED that the Public Service be responsible for implementing the following:

That the City of Winnipeg's commitment to the development of a five-year French language services plan be maintained and that its implementation be prioritized.

That the City of Winnipeg's French Language Services Division report directly to the Office of the Chief Administrative Officer in order to promote an integrated approach to improving French language services. Currently, each department acts independently, without being required to take the linguistic rights of the official language minority seriously. A commitment that all branches of the City of Winnipeg meet with the Société de la francophonie manitobaine once a year to discuss progress in terms of French language services and that the Mayor chair these meetings.

That Part 9 of *The City of Winnipeg Charter* be modernized, according to the following principles:

a. Expanding the geographic boundaries defined in Part 9 so that all residents of the City of Winnipeg have an equal right to French language services;

b. Establishing faster and more effective mechanisms to ensure full compliance with Part 9. This could include penalties for departments that ignore their obligations;

c. Adopting positive measures to improve the delivery of French language services. Winnipeg's Francophone communities must be actively consulted and participate in the implementation of the services intended for them.

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

That the City of Winnipeg, by adopting this motion, request from the Province of Manitoba and the Government of Canada a new permanent financial commitment to support the improvement, delivery and implementation of French language services for the City of Winnipeg and other bilingual municipalities in Manitoba and Canada.

That the City of Winnipeg, by adopting this motion, request that the Association of Manitoba Bilingual Municipalities, and the Federation of Canadian Municipalities, support the objectives set out in this resolution through all means at their disposal.

ADMINISTRATIVE REPORT

Title: French Community Review on French Language Services Delivery

Critical Path: Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
N. Young	F. Wiltshire	N/A	M. Jack

EXECUTIVE SUMMARY

This report reflects the French community's priorities on French Language Services (FLS) delivered by the City of Winnipeg with more accountability placed upon the Public Service. A more collaborative and inclusive approach is recommended by key stakeholders to better understand the French community's needs. This approach should include regular dialogue with key community leaders to achieve their priorities and support, improve and increase the delivery of municipal services to our French-speaking residents.

In February and March 2023, key French-speaking organizations that provide services to, and advocate for, Francophone Winnipeggers were invited to participate in an engagement process to collect their feedback on French City services and the future of FLS delivery.

The community organizations were presented with information and questions for their consideration ahead of the meetings to give them advanced time to prepare. At the meetings, stakeholders identified several barriers to accessing FLS. Further, they reinforced the need to ensure that members of the French community should be able to access timely emergency services in French. Participants identified the services their clients use to support discussion on prioritization and where energy should be focused to improve FLS delivery.

In order to support the Public Service in administering the recommendations below, key local French community groups have offered to support the City with cost-sharing to help fund the priorities of the French community in the integral delivery of municipal services. Currently, these services aren't meeting the needs of the French-speaking residents of the City, especially those most vulnerable in accessing emergency services.

The following recommendations are the first step in a more collaborative approach and partnership with key French community stakeholders.

RECOMMENDATIONS

1. That the Public Service be directed to review its five-year planning process and identify opportunities to consult with key community stakeholders when developing and implementing its five-year plan, which would include a city-wide delivery of services.

2. That the Public Service be directed to report back to the Executive Policy Committee on French Language Services advisory committees in other jurisdictions and the possibility of the creation of a membership advisory committee on the delivery of French Language Services for the City of Winnipeg.

3. That, in partnership with community organizations, the Public Service be directed to explore potential future opportunities for additional resources or funding that can be accessed through federal and provincial entities to help ensure the City's ability to continue to meet its requirements of Part IX of the City of Winnipeg Charter and By-law 8154/2002.

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

On January 26, 2023, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the Winnipeg Public Service be directed to consult with the *Société de la francophonie manitobaine*, *Division scolaire franco-manitobaine*, Winnipeg's Francophone communities and the St. Boniface Ward Councillor, and report back to the Executive Policy Committee within 120 days with recommendations on the following:

    A. That the Public Service be responsible for implementing the following:
        i. That the City of Winnipeg's commitment to the development of a five-year French language services plan be maintained and that its implementation be prioritized.
        ii. That the City of Winnipeg's French Language Services Division report directly to the Office of the Chief Administrative Officer in order to promote an integrated approach to improving French language services. Currently, each department acts independently, without being required to take the linguistic rights of the official language minority seriously. A commitment that all branches of the City of Winnipeg meet with the Société de la francophonie manitobaine once a year to discuss progress in terms of French language services and that the Mayor chair these meetings.
        iii. That Part 9 of *The City of Winnipeg Charter* be modernized, according to the following principles:
            a. Expanding the geographic boundaries defined in Part 9 so that all residents of the City of Winnipeg have an equal right to French language services;

b. Establishing faster and more effective mechanisms to ensure full compliance with Part 9. This could include penalties for departments that ignore their obligations;

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iv. That the City of Winnipeg, by adopting this motion, request from the Province of Manitoba and the Government of Canada a new permanent financial commitment to support the improvement, delivery and implementation of French language services for the City of Winnipeg and other bilingual municipalities in Manitoba and Canada.

v. That the City of Winnipeg, by adopting this motion, request that the Association of Manitoba Bilingual Municipalities, and the Federation of Canadian Municipalities, support the objectives set out in this resolution through all means at their disposal.

IMPLICATIONS OF THE RECOMMENDATIONS

An initial review of the current process of planning French Language Services (FLS) and implementing the City of Winnipeg's five-year plan would be done in order to include dialogue with the *Société de la francophonie manitobaine* (SFM) and *Division scolaire franco-manitobaine* (DSFM) as key French community stakeholders to ensure their priorities and proposed suggestions are considered. Both the SFM and DSFM would support City departments to finalize and implement their plan which would include dialogue and conversations with department heads in order to adopt positive measures and changes to improve FLS delivery throughout the City.

The proposed recommendations would ensure a more inclusive dialogue between French community organizations and their elected officials and senior administration. This would allow for a better understanding of priorities for both the community and Public Service and a better working relationship when barriers arise.

As part of the community feedback received, there was concern about the lack of delivery of French language services on a consistent basis where the impact is felt on the most vulnerable and at-risk French-speaking residents trying to access emergency services related to their health and safety which is an integral part of their basic needs. This was seen in a review done in 2021 of Part XI of City of Winnipeg Charter and of the Official Languages of Municipal Services By-law 8154/2002, at which time, the City was meeting 17% of its Charter obligations and 24% of its By-law obligations. The Council's Strategic Priorities Action Plan aligns with at least two key themes that the Community stakeholders' prioritize:

- Offer quality French services required by the City of Winnipeg Charter.
- Modernize and broaden these services so all Francophone residents have equal right to access these services.

HISTORY/DISCUSSION

Pursuant to section 23 of the *Manitoba Act*, 1870, English and French have an official status in Manitoba's legislative and judicial spheres. The fundamental purpose of this is to ensure that government departments and agencies provide their services in both English and French in all areas of the City where the French-speaking population is concentrated. Part 9 of The City of Winnipeg Charter Act and Official Languages of Municipal Services By-law No. 8154/2002 set out the requirements and delivery of French-language municipal services in Winnipeg.

The City conducted consultation with the Société de la francophonie manitobaine (SFM), the Division scolaire franco-manitobaine (DSFM) and groups that represent some of our more vulnerable residents from February to March 2023. A summary of the consultation is attached as Appendix A to this report. Feedback received from the key French-speaking community stakeholders reiterated the need in equality of rights and privileges for both linguistic groups in light of services offered and the inconsistency of departments being able to provide it. The stakeholders indicated the importance of needing better dialogue and that the City reaffirms to the community and to its employees its commitment to bilingualism and that it will develop a plan in consultation from the community for furthering its priority on bilingualism.

The City of Winnipeg, like all bilingual municipalities in Manitoba, invests significant amounts of money annually in the provision of municipal services in both official languages. However, this investment currently has been the same amount for over a decade. While there is a financial matching mechanism between the provincial and federal governments (Canada-Manitoba French Language Services Agreement [CMFSA]), the municipal investment is not directly recognized, which results in::

1. Delays of any tangible and concrete improvements in government services in French (in both official languages) at all levels: municipal, provincial and federal; and

2. Francophone minority communities (FMCs) are faced with limited services, having little access to services in both official languages, thus hindering their longer-term development.

Since 2017, the French Language Services Division has supported departments and special operating agencies in preparing their multi-year strategic plan as well as assisting the Public Service in fulfilling their compliance obligations with regard to Part 9 of City of Winnipeg Charter and Official Languages of Municipal Services By-law 8154/2002, a bylaw that guides the development of strategic plans. Both would need to be updated and modernized in order to better reflect the current priorities and services of the French community.

All departments continue to struggle and encounter obstacles in implementing French language services. The French Language Services Division continues to see an increased amount of complaints in being unable to provide consistent service in French across our organization.

A revised process will be piloted for the development of the 2022-2026 French Language Services (FLS) five-year plan using the Municipal Maturity Model (3M): a practical tool developed for Manitoba's Bilingual Municipalities members in advancing their delivery of municipal services in Canada's two official languages. The Manager of French Language Services Division and departments will include key community stakeholders in this process.

A review of service delivery could be done annually with department heads, key stakeholders and elected officials to advise of needs and priorities in order to find short- and long-term solutions that would also include human and financial resources. This could include a review of designated positions and where their positions are identified in the Official Languages of Municipal Services By-law 8154/2002.

The sociocultural profile of Winnipeg's Francophone community is changing, and existing services do not take this into account. When accessing services, several challenges were identified in recent consultation:

- The responsibility of requesting services in French, where those services are not actively offered by the Public Service, should not be shouldered by the minority speaking residents;
- While the designated areas of Part 9 of the Charter include the Riel District, Francophones remain in every corner of Winnipeg and the City must find equitable ways to serve them;
- Francophone immigration cannot integrate as quickly or properly when affordable housing is often found outside the Riel district. This population continues to become more vulnerable and face increased social and safety needs;
- Residents who have children attending French immersion schools want the ability to access French municipal services and we should continue to ensure they are an integral part of the "Francophone Community" strategy;
- French-speaking Métis face different barriers in being able to access services and may fall through our policy requirements when we speak about our Indigenous and Francophone communities;
- Offering English-only software prohibits access to French municipal programs and services;
- Ability to access French services through a variety of mediums (in person, online, phone, email, written correspondence, etc.) is inconsistent from department to department.

Winnipeg stands out nationally as a bilingual, multicultural city. It is the incarnation of the Canadian identity and of the official languages system. The SFM wants to see the francophonie make our city shine economically, socially, and culturally. It is important to enhance French-language services in the City as the result of a shift in the Public Service’s organizational culture.

FINANCIAL IMPACT

Financial Impact Statement Date: June 1, 2023

Project Name:

French Language Services Alignment

COMMENTS:

There are no immediate financial implications from recommendations in this report.

Lioubov Gavrilova-Crozier, June 1, 2023

Lioubov Gavrilova-Crozier, CPA, CA
Manager of Finance & Administration
Campus Departments

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services

OURWINNIPEG POLICY ALIGNMENT

This report is in accordance with the OurWinnipeg 2045 through:

Leadership & Good Governance: Achieve community-responsive service delivery through an aligned, integrated, collaborative and results-oriented organizational culture.

- 1.1 Organizational Alignment
- 1.07 Equitable Service Access
- 1.10 Representative and Participatory Democracy
- 1.12 Integrated Regional Planning
- 1.14 Youth Leadership
- 1.16 Equitable Funding Distribution
- 1.17 Neighbourhood Needs Assessment
- 1.18 Responsive, Representative and Resilient Workforce
- 1.19 Equitable Service Access

Economic Prosperity

- 3.4 Community Economic Development
- 3.10 Indigenous Economic Development
- 3.12 & 3.13 Poverty Reduction
- 3.16 Optimize Facility Access
- 3.18 Digital Communications
- 3.19 & 3.21 Community Capacity Development
- 3.20 Strategic Enterprise Supports

Good Health & Well-Being

- 4.1 Health Equity
- 4.2 Evidence-Informed Health Action
- 4.3 Proactive Health Intervention
- 4.6 & 4.7 Community Safety
- 4.9 Inclusive Public Places
- 4.10 Transportation Safety
- 4.11 Equitable Service Access
- 4.12 Inclusive Public Places
- 4.13 Inclusive Public Places
- 4.14 Community Safety
- 4.15 Digital Communications

Social Equity

- 5.1 Equitable Service Access
- 5.4 Reconciliation with Indigenous Peoples

- 5.5 Indigenous Lens
- 5.6 Equitable Service Access
- 5.7 & 5.8 Community Cohesion
- 5.9 Heritage Conservation

City Buildings
- 6.2 Complete Communities Characteristics

The Charter and By-law 8154/2002 include representation and inclusivity, reflecting the need to offer access to services and programs in both official languages. It also helps support and address community issues by considering input and feedback on any municipal project in the language of their choice.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Climate Action Plan (CAP), and it was determined that the CAP is not applicable to this specific report.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

- GOAL 1: Equity and a Culture of Caring are Demonstrated through Strategy Implementation and Systems
- GOAL 3: Equity is Embedded in all City Employment and Income
- GOAL 4: Community Well-Being Supports for those in Greatest Need are Increased
- GOAL 5: Transportation System Equity is Enhanced
- GOAL 6: All City Services are Equitable, Inclusive and Accessible
- GOAL 8: Equity in Community Safety is Increased through Collaboration

SUBMITTED BY

Department: Customer Service & Communications
Division: French Language Services
Prepared by: Nicole Young
Date: June 5, 2023
File No: N/A

Attachment: French Language Services - French Community Engagement