FRENCH LANGUAGE SERVICES – FRENCH COMMUNITY ENGAGEMENT

Stakeholder Engagement Summary

Background

French language and culture has played an important role in shaping Winnipeg. The City of Winnipeg (City) recognizes the value of the French language and is committed to improving French language service delivery throughout Winnipeg. On January 30, 2020, Council adopted the French Language Services Review Strategy and directed the Public Service to provide French language service (FLS) upon request, develop a five year-plan, and review and update the Official Languages of Municipal Services By-law. The next FLS five-year plan will be for 2022-26.

On January 17, 2023, the Executive Policy Committee directed the French Language Services Division to meet with key stakeholders to discuss ways to move forward with improving French Language Services delivery for Winnipeggers.

Engagement

In February and March 2023, organizations who 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.

French community organizations were presented with information and questions for their consideration ahead of the meetings to give advanced time to prepare. The package that was sent to stakeholders is in Appendix A. At the meetings, stakeholders identified several barriers to accessing FLS. Further, they reinforced the need to ensure that members of the French community can 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.

Table 1 provides an overview of all public engagement opportunities.

Table 1: Public Engagement Opportunities

Date (2023)	Activity	Details
January 30	Meeting with Councillor Allard, Ward Councillor for St. Boniface	Initial meeting with Manager of French Language Services to discuss the approach to consultation.
March 1	Meeting with Executive Director and Assistant Executive Director of the SFM and Councillor Allard	Review and answer questions related to documents in Appendix A.
March 10	Meeting with Superintendent of the DSFM and Councillor Allard	Review and answer questions related to documents in Appendix A.
March 20	Meeting with Executive Director, Association of Manitoba's Bilingual Municipality (AMBM)	Meeting with Manager of French Language Services to review and plan for additional resource requested for improving the delivery of FLS. Meeting agenda in Appendix B.
March 22 and 24	Meeting with Executive Director, Association des Juristes d'expression française du Manitoba	Review and answer questions related to documents in Appendix A.
March 27	Francophone organizations meeting	Fourteen (14) community partners and their boards were invited to review and answer questions related to documents in Appendix A.

Who we heard from

As was directed by Council, the Public Service consulted with the Société de la francophonie manitobaine (SFM), Division scolaire franco-manitobaine (DSFM), Winnipeg's Francophone communities, and the Councillor for St. Boniface.

To reflect Francophone communities, the Public Service met with:

- Executive Director, *Association des municipalités bilingues du Manitoba*|Association of Manitoba's Bilingual Municipalities (AMBM)
- Executive Director, *Association des juristes d'expression française du Manitoba*|Manitoba Association of French speaking lawyers inc.(AJEFM)
- Executive Director, *Fédération des aînés de la francophonie manitobaine* Association of Francophone Seniors and Elders (FAFM) and board members
- Executive Director, *Union nationale métisse de Saint-Joseph*|National Union of Francophone Métis (UNMSJ)
- Executive Director, *Conseil jeunesse provincial* |Provincial Youth Council (CJP)
- RIF *Réseau de l'immigration francophone du Manitoba*|Francophone Immigration Network (RIF)

What we heard

Notes from this activity are in Figure 1.

- All participants and stakeholders agreed that the greatest barrier to accessing municipal services in French is the inconsistency of Departments to be able to provide it.
- French stakeholder organizations discussed the FLS improvements they would like to see and how they could be achieved.
- Stakeholders explained the need for more accountability in providing services in French by departments and greater consistency in service FLS delivery.
- Stakeholders identified several barriers to accessing FLS. Further, they reinforced the need to ensure that members of the French community can access timely emergency services in French
- Stakeholders continue to want to see services the City instead of what is defined in Part 9 of the City of Winnipeg Charter (Charter) as it should ensure that all Winnipeg residents have an equal right to FLS.
- Stakeholders want to be actively involved in planning FLS with City department heads.
- Stakeholders representing at-risk groups would like a mobile 311-Saint-Boniface offer of service, without losing the current front-counter service.

> ***The Francophone population is now spread throughout the City. Immersion programs are expanding and there are French schools in St. James and East Kildonan/Transcona…it is important for the City to improve its service offering while expanding the area where these services are delivered***
> ***- stakeholder representative***

> ***Ensure that the responsibility for providing all services and programs in French does not fall on the shoulders of parents, especially in an emergency situation. They should not get the round around and/or complain in order to get service in French.***
> ***- stakeholder representative***

> ***I would love to see a French Language Services Advisory Committee and ensure that several community partners are included at the table in order to serve the entire Francophone community: families, multilinguals, refugees, immigrants, indigenous people, young children, school children, seniors, students. – stakeholder representative***

> ***When I request service in French, the response is very often an automatic "we cannot offer this service in French" or "someone will call you in 2 days-time", both are reasons I have stopped asking for the service in French. That's not customer service, that's not even good service. – stakeholder representative***

- Stakeholders continue to see barriers in accessing French leisure, swimming lessons, and open space rental for soccer and community events.
- Stakeholders would like prioritization to access of French materials at a variety of age groups within libraries where there is French elementary, junior high and high schools. Libraries are an initial point for welcoming newcomers and sometimes their first contact with the municipality.
- Stakeholders said the City should continue their focus on providing French on the City's website as well as electronic news; however, third-party software should also be available in French, some examples listed were: ActiveNet, Navigo, and Winnipeg Police Service online reporting.
- Stakeholders would like to see more inclusion in the process of presenting as a delegate or a delegation in French.
- Stakeholders presented a number of different ideas for addressing Council's direction to explore the five-year French language services plan, division reporting structure, the Charter, financial commitment from the Province of Manitoba, and support from other organizations.

Table 2 highlights some of the feedback received and provides a response to the feedback and how it was considered in the recommendations to Council.

Figure 1: Ideas, Priorities and Accountability Activity

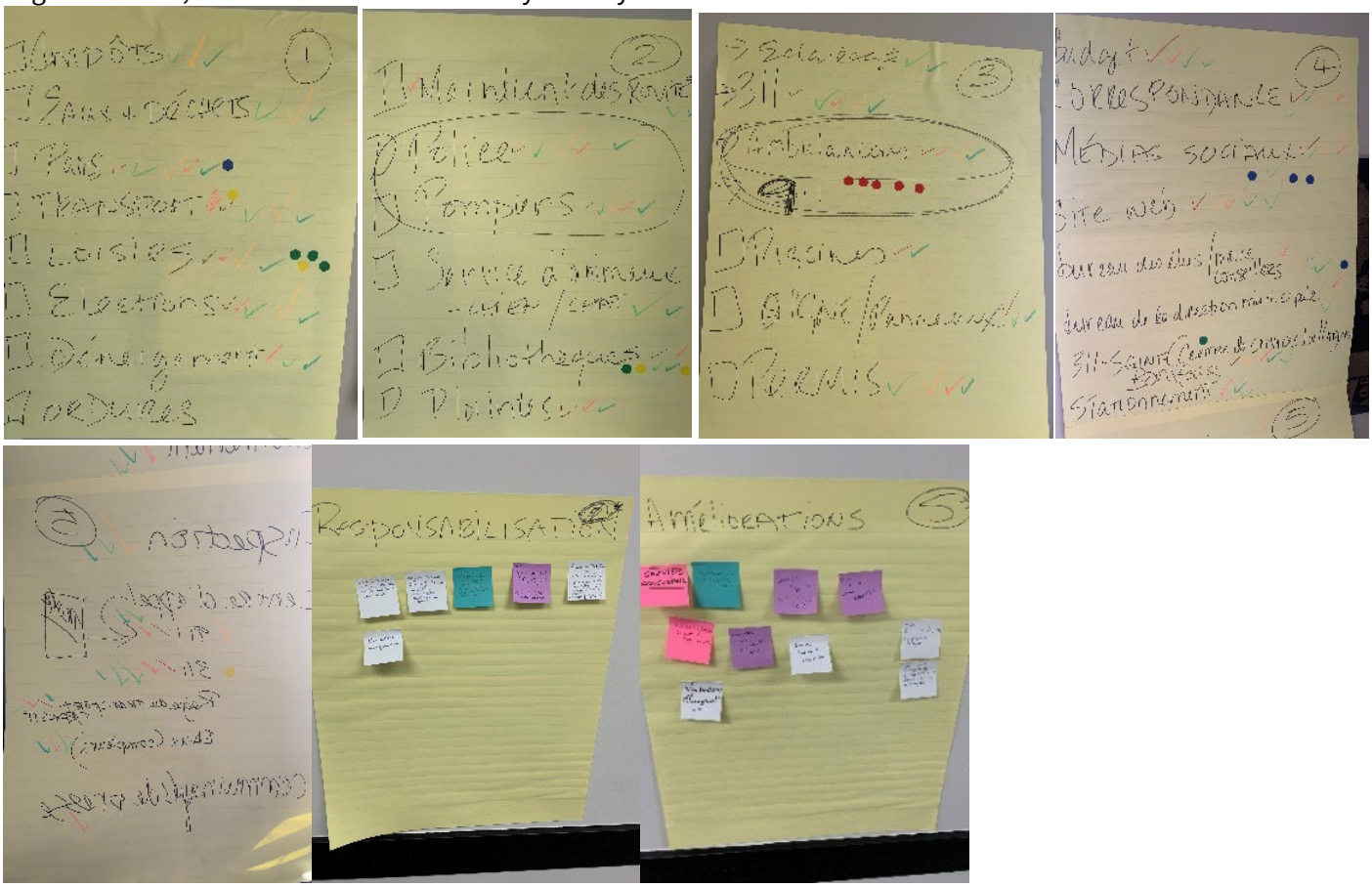


Table 2: What we heard and how it was considered

What we heard	How it was considered
Five-Year French Language Services Plan	
The current plan only addresses the City's current requirements for FLS and was not developed in consultation with stakeholders.	A revised process will be piloted for the development of the 2022-2026 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.
Continue to do the five-year plan but ensure linkages with service budgets reflect FLS.	
The five-year plan should be shared publicly to improve accountability.	The Public Service will publicly post future five-year plans online.
Reporting & accountability	
A better method of evaluation should be the creation of a committee of Council with an annual meeting of department heads and the Francophone community, or an Advisory committee with some structure that would allow Council, administration and the Francophone community to meet to identify priority issues related to municipal services.	The Public Service will research how other jurisdiction's formalize French language advice from the community and will report back with recommendations.
The French Language Services Division should report directly to the Chief Administrative Officer (CAO) to demonstrate the importance of FLS priorities and ensure continuity and commitment.	The Manager of French Language Services will follow-up quarterly with the CAO on the planning, delivery and non-compliance of FLS delivery. The Customer Service & Communications Departments is a corporate department that oversees many organization-wide initiatives. The Manager of French Language Services has the ability to work and support all departments within the current structure.
Revisions and Compliance with Part 9 of The City of Winnipeg Charter	
Expanding the geographic boundaries defined in Part 9 to ensure that all residents of Winnipeg have an equal right to FLS.	When developing the 2022-2026 FLS five-year plan, departments will be asked to work with the French Language Services division to identify ways to expand their services throughout all wards to ensure that all residents of Winnipeg have an equal right to FLS (as adopted by Council on January 30, 2020).

What we heard	How it was considered
Access to emergency services in French is critical to ensure service and communication during a resident's most vulnerable moments.	When developing the 2022-2026 FLS five-year plan, the French Language Services division will work with emergency service departments and community stakeholders to identify how the emergency services can be provided in French.
The City should identify lack of compliance with the Charter and By-law and prioritize compliance. The City needs to establish a timely and effective mechanism to ensure full compliance with Part 9 of the Charter.	The Chief Administrative Officer (CAO) will: 1. Monitor and enforce compliance with the creation of an Administrative Standard on the delivery of FLS 2. Review progress with each Director regularly
Improving the delivery of services in French	
Further work should be done within departments to identify and address community priorities, always in the context of an incremental progression of French language service improvement.	Community priorities will be incorporated in the process of developing the FLS five-year plan and could be reviewed annually with a possible advisory committee.
Ensure consistent FLS with regards to in-person and telephone service. French-speaking residents should know what to expect if they cannot be served in French when they call or require service in-person.	When developing the 2022-2026 FLS five-year plan, the Public Service will work to identify additional bilingual positions to provide service in both official languages. In addition, the Public Service will develop a plan to ensure the availability of bilingual, including the Bilingual Service Centre – Saint Boniface (311-Saint-Boniface), so FLS are available until additional bilingual positions are filled.
If the City cannot provide leisure services and swimming lessons in French, it should find other ways and or partnerships with community organization to provide these services on the City's behalf.	When developing the 2022-2026 FLS five-year plan, Departments will identify gaps in providing French services and will consult with community stakeholders to identify partnerships and agreements to fill those gaps.
Required resources	
Stakeholders noted the importance of partnerships with other levels of governments and other French-speaking municipalities as they have access to additional funding opportunities.	The Public Service will include the SFM and the AMBM when developing it's FLS plan and together collaborate on working on new funding opportunities that the community stakeholders have access to with the federal and provincial levels of governments to help the City of Winnipeg Public Service in the delivery of French language services.
Additional thoughts or comments	

What we heard	How it was considered
Stakeholders believe that training and awareness is needed, as well as leadership from senior administration, to build an organizational culture that recognizes that providing FLS is an objective of the City.	The Manager of FLS will present annually to the City's Senior Management Team with updates and barriers related to FLS delivery. In addition, the Manager of FLS will continue to meet annually with each Departmental Management team to review their FLS plan, possible barriers, translation requirements, and designation of bilingual employees (recruitment and retention).

Next steps

The project team will use stakeholder feedback on challenges, priority areas, and potential projects, initiatives, and services to provide recommendations for Council's consideration.

Appendices

Appendix A – Stakeholder information and question package
Appendix B – Stakeholder meeting agenda (in French only)
Appendix C – Meeting Notes

Appendix A – Stakeholder information and question package

REVIEW OF MUNICIPAL SERVICES IN FRENCH (CITY OF WINNIPEG)

Five-Year French Language Services Plan

1. The Five-Year French Language Services Plan is in its second year of development.
    a. Are there priorities that are not included in the draft and in its implementation?
    b. Implementation will begin in 2025, Part 9 of the Charter requires municipal departments to use only the municipal By-law No. 8154-2002 for the provision of municipal services in both official languages as a reference document, which is also out of date.
    c. How should we measure the success of the five-year plan? What performance indicators can help evaluate French language services?
        i. We propose a two-step approach:

Annual reports and accountability

2. Council's motion calls on the Public Service to commit to having all City of Winnipeg departments meet with the Société de la francophonie manitobaine once a year to discuss progress on French language services and that these meetings be chaired by the Mayor.
    a. What do you think the purpose of these meetings should be?
    b. Do you think an advisory board or committee would be useful for this purpose and for an ongoing, transparent dialogue between stakeholders, the community and City Council?

Revisions and Compliance with the Charter, Part 9

3. Please review the proposed revisions to Part 9 of the City of Winnipeg Charter and options for compliance.
    a. Will these revisions to Part 9 of the Charter build capacity for community participation and ensure continuity?
    b. What are your thoughts on options for ensuring compliance? Are there other options for ensuring compliance with Part 9 of the Charter?

Improving the delivery of services in French

4. How can the City contribute to ensuring an engaged Francophonie in the digital space or electronic environment?
    a. What do you think the City should do to make French-language service delivery a success?
    b. How can we work together to ensure that Winnipeg's Francophone community is actively consulted?
    c. Who else should we talk to about improving French language service delivery?
    d. The City of Winnipeg's multi-year budget is currently in its consultation sessions (March 3 to March 14 and City Council's review of the budget on March 22), at this time, which is inadequate, what funding model do you propose for advancing and implementing these recommendations?

Additional thoughts or comments

5. The floor is yours
    a. Is there anything that hasn't been addressed in this discussion that you were hoping we would cover?
    b. Do you have any closing thoughts?


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Part 9 Charter of City of Winnipeg.docx


BY-LAW ON MUNICIPAL SERVICES

COUNCILLOR ALLARD'S MOTION TO CITY OF WINNIPEG COUNCIL ON DECEMBER 15, 2022

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.

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.

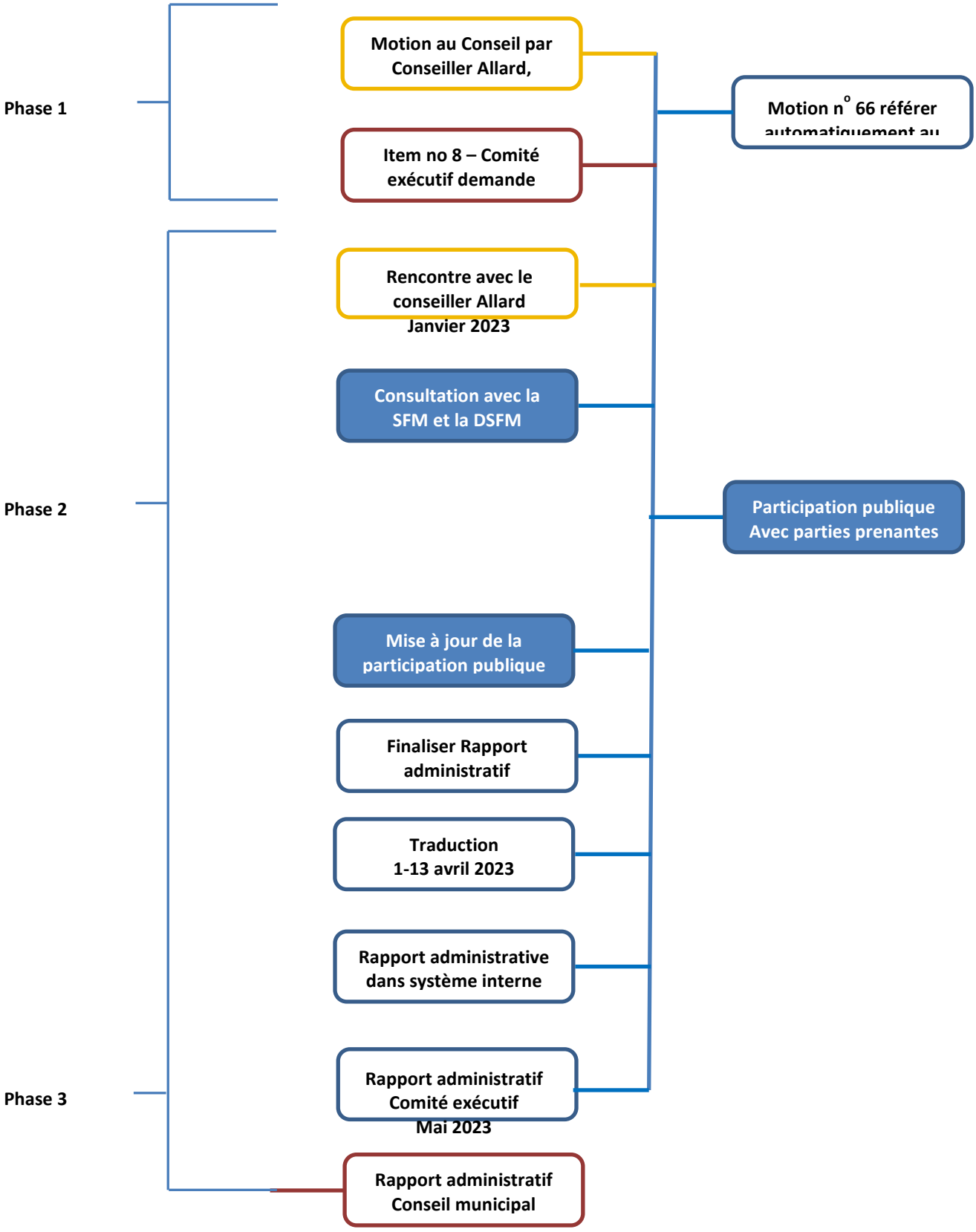
That the City of Winnipeg, by adopting this motion, request that the Association of Manitoba Bilingual Municipalities, and the Federation of Canadian Municipalities, support the objectives set out in this resolution through all means at their disposal.

Appendix B – Stakeholder Meeting Agenda

Consultation auprès la Société de la francophonie manitobaine, Division scolaire franco-manitobaine et les organismes responsables des groupes des ainées, la jeunesse, les parents, les métisses, les nouveaux-arrivants et les personnes vulnérables francophones accédant aux services en français

Ordre du jour

1. Bienvenue (**MA**)	**1 minute**
2. Revue et historique	**4 minutes**
• Objectifs du projet (MA)	1 minute
• Processus du projet (NY)	2 minutes
• Calendrier (NY)	1 minute
3. Revue et discussion de la motion (**NY**)	**50 minutes**
• Plan quinquennal des services en français	4 minutes
• Comptes-rendus annuels et responsabilisation	10 minutes
• Révision de la Charte de la Ville de Winnipeg, Partie IX	20 minutes
• Amélioration des services en français	10 minutes
• Ressources additionnelles	4 minutes
• Commentaires supplémentaires	2 minutes
4. Prochaines étapes (**NY**)	
• Aperçu des groupes des parties prenantes (approx 5 groupes : AJEFM, CJP, FAFM, Accueil francophone, Union nationale métisse Saint-Joseph du Manitoba)	**5 minutes**
• Mise à jour auprès de la SFM après les rencontres à venir	
5. Fin de la rencontre	


Phase 1
Motion au Conseil par Conseiller Allard,
Item no 8 – Comité exécutif demande
Motion n° 66 référer automatiquement au
Phase 2
Rencontre avec le conseiller Allard
Janvier 2023
Consultation avec la SFM et la DSFM
Participation publique
Avec parties prenantes
Mise à jour de la participation publique
Finaliser Rapport administratif
Traduction
1-13 avril 2023
Rapport administrative dans système interne
Phase 3
Rapport administratif
Comité exécutif
Mai 2023
Rapport administratif
Conseil municipal

Appendix C – Meeting Notes

Comments (in green) from the *Société de la francophonie manitobaine*

REVIEW OF MUNICIPAL SERVICES IN FRENCH (CITY OF WINNIPEG)

Five-Year French Language Services Plan

1. The Five-Year French Language Services Plan is in its second year of development.
    a. Are there priorities that are not included in the draft and in its implementation?
        i. The current plan only addresses the City's current requirements for French language services and was not developed in consultation with stakeholders. We recognize that the current action plan format is a valuable exercise that addresses the City's compliance with its requirements. However, there does not appear to be an effort to prioritize actions based on community priorities or to encourage the administration's collaboration with community partners.
        ii. We would also like to point out that the current plan, with the exception of the draft that was just shared with us, does not appear to be shared with the public. Making the action plan public allows the City to be accountable and to evaluate its progress. In addition, the Winnipeg's Francophonie is able to identify gaps and make recommendations related to the plan and its implementation.
        iii. The current plan asks the departments themselves to identify areas for improvement and actions to be taken. This approach seeks incremental improvements and takes into account the capacities of individual departments. We believe, however, that further work should be done within departments to identify and address community priorities, always in the context of an incremental progression of service improvement.
    b. Implementation will begin in 2025, Part 9 of the Charter requires municipal departments to use only the municipal By-law No. 8154-2002 for the provision of municipal services in both official languages as a reference document, which is also out of date.
        i. While we agree with the City that the Charter and By-law need to be reviewed and modernized, we would like to point out that in the vast majority of cases the City's failures are not due to this situation. In the majority of cases, it is negligence. As evidence, when requirements are not met, alternative solutions are not put in place to meet the intent of those requirements. For example, the Charter requires the City to publish an "access guide to municipal services in French", not only does the City no longer publish a guide, but it has not taken alternative measures to clearly communicate with Winnipeggers how they can avail themselves of all municipal services in French.
        ii. We also wish to comment on what we understand to be the City's interpretation of its requirements under the Charter and its By-law. As evidenced by the draft five-year plan presented to us, the City has a history of understanding its requirements in a restrictive and limiting manner, without taking into account "the spirit of the law, the purpose of the law and

the intent of the legislator" [1]. In this regard, Justice Bastarache concluded in ***R. v. Beaulac*** [1991] 1 S.C.R. 768 that :
"Language rights must in all cases be interpreted purposively, in a manner consistent with *the preservation and development of official language communities in Canada[.]* " As such, the City should not simply interpret its requirements with a view to minimally satisfying them. Rather, the city should explore innovative ways to meet its requirements in order to meet the needs of the Francophonie. For example, the City could work with stakeholders to develop partnerships for service delivery. As with all of its services, the City would be able to prioritize its actions, always with a view to continuous improvement.

c. How should we measure the success of the five-year plan? What performance indicators can help evaluate French language services?
    i. We propose a two-step approach:
        1. The first method of evaluation is similar to the five-year plan that was shared with us. The City should continue to assess its success in meeting the requirements under the Charter and its By-law. The plan should, however, identify specific activities that have been identified by departments to either approach, achieve or exceed compliance. Departments should be encouraged and supported to identify their priorities in consultation with stakeholders from the Francophonie.
        Consideration of complaints received by the City should also be included in this approach.
        2. A second method of evaluation should be the creation of a committee of Council, an annual meeting of department directors with the Francophone community, or some other structure that would allow Council, the administration and the Francophone community to meet to identify priority issues related to municipal services. This committee would also be responsible for identifying courses of action or solutions and contributing to the development of five-year plans. Please note that this committee could also identify funding opportunities from other levels of government and identify possible partnerships with organizations for service delivery.

Annual reports and accountability

2. Council's motion calls on the Public Service to commit to having all City of Winnipeg departments meet with the Société de la francophonie manitobaine once a year to discuss progress on French language services and that these meetings be chaired by the Mayor.
    a. What do you think the purpose of these meetings should be?

[1] ***Bell ExpressVu Limited Partnership v. Rex*** 2002 SCC 42 (CanLII) [2002] 2 SCR 559

i. We believe that an annual meeting with the departments is necessary and that the presence of the mayor could demonstrate Council's political will to improve the offer of services in French. In particular, this meeting could include a review of the annual report that the City is already required to produce on its French language service offer, but which the City has not made public since 2017. This meeting would allow and ensure that the public tabling of the report is predictable and in return, Manitoba's Francophonie would have the opportunity to share with departments the opportunities for growth, the sticking points and the successes regarding French language services in the city. We are, however, very open to exploring other models that could meet the same objectives, such as a committee of council or other format as described elsewhere in this document.

b. Do you think an advisory board or committee would be useful for this purpose and for an ongoing, transparent dialogue between stakeholders, the community and City Council?
   i. As mentioned earlier, an advisory board or committee could play a very important role not only in the development but also in the evaluation of a French language services plan for the City. Such a board or committee would allow for much greater collaboration between the Francophone community and the City administration.
   ii. In addition, this would allow for a higher level of transparency and accountability.

*ADDED on March 26, 2023 - *There is one message I missed sharing in our comments – the importance of a direct link between the City Manager and the French Language Services Branch.*

This was a specific request in the municipal elections and remains a community priority. Currently, priorities for French language services are too often diluted by departmental priorities. A direct link to the City Manager ensures continuity and commitment from the municipal level. Jean-Michel Beaudry

Revisions and Compliance with the Charter, Part 9

3. Please review the proposed revisions to Part 9 of the City of Winnipeg Charter and options for compliance.
   a. Will these revisions to Part 9 of the Charter build capacity for community participation and ensure continuity?
      i. We fully support the principles outlined for modernizing the Charter:
         1. Expanding the geographic boundaries defined in Part 9 to ensure that all residents of the City of Winnipeg have an equal right to French language services (as adopted by Council on January 30, 2020);
         2. The establishment of more timely and effective mechanisms to ensure full compliance with Part 9. This could include sanctions for departments that ignore their obligations;
         3. The adoption of positive measures to improve the City of Winnipeg's French-language service offer. Winnipeg's Francophone communities must be actively consulted and involved in the implementation of services for them.

ii. The Francophone population is now spread throughout the city. Immersion programs are expanding and there are French schools in St. James and East Kildonan/Transcona. However, it is important for the City to improve its service offering while expanding the area where these services are delivered.
iii. The City is currently failing to meet many of its requirements for the provision of French language services. The Charter must therefore be modernized to ensure that its obligations are respected. Bill C-13 in the Canadian Parliament, for example, would allow the Commissioner of Official Languages to impose administrative monetary penalties on non-compliant parties. Different options can be considered, but the objective must remain the same: to ensure compliance with the provisions of Part 9 and its By-law.
iv. The Francophone Community Enhancement and Support Act includes "collaboration and dialogue" as one of its fundamental principles. As such, a modernization of Part 9 should include a duty to consult with Manitoba's Francophone community in the implementation of Part 9 and the development of policies and programs with an impact on the Francophone community.

b. What are your thoughts on options for ensuring compliance? Are there other options for ensuring compliance with Part 9 of the Charter?
    i. The City could put in place incentives to reward departments that meet the French Language Services Action Plan. This could be done as part of the annual employee evaluation, or through other mechanisms.
    ii. Administrative sanctions, such as administrative monetary penalties, could be imposed on non-compliant departments.
    iii. Oversight by the French Services department could be imposed on departments that demonstrate a pattern of non-compliance. As such, French Services could modify the policies and programs of these departments to strengthen their compliance.
    iv. Language rights should be interpreted broadly and liberally to achieve its purpose: the preservation and development of Winnipeg's francophone community.

Improving the delivery of services in French

4. How can the City contribute to ensuring an engaged Francophonie in the digital space or electronic environment?
    a. What do you think the City should do to make French-language service delivery a success?
        i. The City should strive to build relationships with Francophone community organizations that work with and often offer a wide range of services. In some cases, concrete partnerships may result, but otherwise these relationships allow for better communication of the French service offer directly with Francophone residents.
    b. How can we work together to ensure that Winnipeg's Francophone community is actively consulted?

i. It is important to note that there is no single solution for consultation. In some cases, open consultations such as surveys may be prioritized. However, Francophone community organizations are often an effective conduit for identifying the needs of the Francophone population. In addition, the City could certainly benefit from partnerships with these organizations for the delivery of services.
ii. Consult and partner for service delivery.

c. Who else should we talk to about improving French language service delivery?
   i. Francophone community organizations – among other things to jointly develop solutions for service delivery.
   ii. The federal and provincial governments, in particular Service Canada and the Francophone Affairs Secretariat, which have even developed strategies for the provision of French-language services in Winnipeg. They are also trying to innovate in the means and methods of offering services in French.
d. The City of Winnipeg's multi-year budget is currently in its consultation sessions (March 3 to March 14 and City Council's review of the budget on March 22), at this time, which is inadequate, what funding model do you propose for advancing and implementing these recommendations?
   i. Depending on the priorities identified by the community and the priorities of the departments, funds could be used directly to implement solutions to improve the City's French language services.
   ii. Francophone community organizations are also interested in supporting the City in obtaining additional provincial and federal funding for French language services.
   iii. The administrative sanctions model could also partially fund the implementation of the action plan.

Additional thoughts or comments

5. The floor is yours
   a. Is there anything that hasn't been addressed in this discussion that you were hoping we would cover?
   b. Do you have any closing thoughts?
      i. I believe it is important to address French language services in the City as a result of an organizational culture. At present, not only does it seem to be acceptable to ignore the requirements for French language services, but the goal too often seems to be to meet the minimum requirements. When a request for service in French is received, the response is very often an automatic "we are not obligated to offer this service in French", regardless of whether this is true or not. As such, I believe that training and awareness-raising is needed, as well as leadership from senior administration, in order to unlearn this way of doing things and to build an organizational culture that recognizes that offering services in French is an objective of the City.

Comments from the *Division scolaire franco-manitobaine*

REVIEW OF MUNICIPAL SERVICES IN FRENCH (CITY OF WINNIPEG)

Summary of the discussions

1. Welcome (MA)	*Councillor Allard welcomes Alain and Bernard and thanks them for welcoming us.*
2. Review and background • Project objectives (MA) • Project process (NY) • Calendar (NY)	*Nicole provides an update and the scope of the Executive Policy Committee's request, including important dates to note. A meeting summary will be sent to AL and BL after the meeting. Comments should be sent to nyoung@winnipeg.ca by Friday March 24, 2023.*
3. Review and discussion of the motion	
• Five-year plan for French language services	- *Continue with the five-year plan, but ensure that links with service budgets reflect French language services.*
• Annual reports and accountability	- *The idea of a French language advisory committee to meet with department heads, the Mayor and FLS management on a regular basis was supported.* - *This committee should be open to the public, like other Council meetings, to ensure accountability.* - *We could better identify solutions and raise challenges if our voices were heard more often.* - *The advisory committee should not only include the SFM, we would like to have a broad representation of different sectors (for example: health, youth (Francophone and immersion), education (French and immersion programs), parents (Francophone as well as children in immersion programs), newcomers, elders, Métis community, etc.; the DSFM does not report to the SFM but would like to be part of the discussions.* - *We recommend adding school divisions with immersion schools and possibly add parents of children attending immersion schools as well.*

- Revision of the *City of Winnipeg Charter*:
  - *Better inform parents of services available at the municipal level – not many know how to access them (Our City Newsletter, social media, etc.)*
  - *Ensure that schools (French and immersion) have an evacuation plan in French throughout the city.*
  - *Ensure that schools (French and immersion) can have an ambulance service in French throughout the city.*
  - *French language services should be available throughout the city of Winnipeg, or at least in one neighborhood as soon as a French school is established in a neighborhood.*
  - *Since immersion schools are located in most neighborhoods, it would be preferable to notify school principals and parent committees of the availability of French language resources and services near them.*
  - *It should be borne in mind that not all parents have access to a computer or take the time to register by phone on the morning of registration. There are very few choices in French, and the system operates mainly in English. Not all low-income families are located near St. Boniface's pools, libraries and recreation centers, so we need to provide French language services in all neighborhoods.*
  - *We need to do a better job of promoting French language services in immersion schools, especially from Kindergarten to Grade 8.*
  - *We have to consider the fact that bilingual newcomers choose Manitoba (Winnipeg) because they expect to be able to access swimming lessons, recreation centers and gyms in French in order to integrate; for example, many children who attend École Précieux-Sang live downtown, because housing is not affordable in St. Boniface, so we have to ensure more access to various services: swimming pools, skating rinks, recreation centres, libraries, etc. in French. Don't make them travel by bus during the evening when the system isn't accessible in French (online or by phone) and isn't frequent enough.*
  - *French class times are often inconvenient or taught in English.*
  - *French class times do not allow enough time for travel (sessions starting at 4:30 pm or very early on Saturday morning), which is impossible for people who travel by bus.*

- Improving service delivery

	• *Ensure that the responsibility for providing all services and programs in French does not fall on the shoulders of parents. They shouldn't always have to run and/or complain in order to get service in French. The offer should always be there and easy to find.* • *Ensure that the transportation authority's software and services (Navigo and TeleBUS) are always accessible in both languages. It's impossible for newcomers and vulnerable people to understand how to access these services.* • *Ensure French summer camp (with earlier registration), add more variety including literacy, swimming and recreational activities.* • *Reach out to students from the two French language high schools (Centre scolaire Léo-Rémillard and Collège Louis-Riel) and immersion high schools to train young people who could offer swimming lessons, recreational activities, skating, etc.* • *Try to develop more partnerships with schools (French and immersion) and municipal services.* • *We need to better understand how we can work together to fill service gaps. We need to make sure that presentations in schools are made by municipal employees and that all tools are also in French.*
• Resources	• *The funding or lack of resources to offer services in French should be a priority for all service implementations and projects, and is therefore the responsibility of each service director.*
• Reflections	Not applicable.

Comments from the *Association des municipalités bilingues du Manitoba*

REVIEW OF MUNICIPAL SERVICES IN FRENCH (CITY OF WINNIPEG)

The following is a position paper from the AMBM regarding Councillor Allard's motion:

The AMBM and the strengthening of municipal services in both official languages

The Association of Manitoba Bilingual Municipalities (AMBM) is the voice of Manitoba's 15 bilingual municipal governments that have voluntarily chosen to adopt a policy of offering municipal services in both official languages, both out of respect for the Francophone communities within their jurisdiction and out of a desire to support their development, vitality and growth. In addition to the capital, the City of Winnipeg, the AMBM has 14 rural municipalities as members. Together, they represent the majority of the province's population.

Initial issue: non-recognition of municipal investment in official languages

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, to date, this investment has not been recognized by the other two levels of government. As a result, there is no direct matching process to create a leverage effect between municipal, provincial and federal investment in official languages.

Although there is a financial matching mechanism between the provincial and federal governments (Canada-Manitoba Agreement on French Language Services [CMFSA]), the problem remains that the municipal investment is not directly recognized and integrated (leveraged) at its fair value (although it represents a contribution from local taxpayers). It is a question of equity and distribution of funds according to certain criteria and real needs (e.g. official languages). There are two consequences to this failure: 1) it delays any tangible and concrete improvements in government services in French (in both official languages) at all levels: municipal, provincial and federal; and 2) the Francophone minority communities (FMCs) are the big losers, having little access to services in both official languages, thus hindering their development in the longer term.

Although the Department of Canadian Heritage's Development of Official-Language Communities and Enhancement of Official Languages programs both promote the use of English and French, they are not available to municipal governments, as applications are restricted to not-for-profit organizations, associations, professional institutions and provincial/territorial governments. Municipalities can only access funding for these initiatives if their respective provincial/territorial government applies on their behalf.

The AMBM: Bold and pioneering leadership in official languages

When it comes to the delivery of municipal services in both official languages, the AMBM is moving beyond the usual rhetoric to take a pragmatic and solution-oriented leadership approach. In order to build the long-term capacity of its members, the AMBM is taking a bold approach and creating a paradigm shift by focusing on strengthening the

municipal-provincial-federal partnership on official languages. The fundamental objective is to acquire the financial means to improve government services in both official languages at all levels, for the benefit of our FMCs.

To do this, the AMBM relies on one of the key principles of Canadian federalism, namely subsidiarity. The principle of subsidiarity states that power should be exercised as closely as possible to the citizens and their local communities, and that only those matters that cannot be managed fairly and efficiently at the local level should be entrusted to the central government.

Indeed, all levels of government have an essential role to play in fostering the vitality and growth of FMCs. Municipalities are the level of government closest to the citizens and best able to respond to the specific needs of local populations.

By enshrining the principle of subsidiarity in the preamble and in Part VII of its new Bill C-13 on official languages, the federal government would make it possible for the three levels of government to work together to implement the Act. The new Action Plan for Official Languages (APOL) could then become a lever for all governments to participate fully and actively in the development and vitality of FMCs within their respective jurisdictions.

Strategic actions taken by the AMBM to mobilize significant financial support for the delivery of municipal services in both official languages

In order to gain recognition for the principle of subsidiarity, which would subsequently make it possible to create and integrate a mechanism for matching the investments of local governments in official languages with those of other levels of government, the AMBM has been exerting its influence and has been carrying out a range of strategic and complementary actions for at least three years:

- Creation and implementation of a Municipal Maturity Model (3M): a practical tool to support its members in advancing their delivery of municipal services in Canada's two official languages.
- Appearance before the Standing Senate Committee on Official Languages and submission of briefs, position papers and other official documents to the federal government calling for the application of the principle of subsidiarity within Bill C-13, an Act to amend the *Official Languages Act*, in order to recognize the complementarity of the three levels of government in the promotion and protection of the official languages within their respective areas of jurisdiction.
- Submission of a brief as part of the renewal of the next Action Plan for Official Languages (APOL) to significantly improve the delivery of municipal services in both official languages over the next five-year period of the Canada-Manitoba French Language Services Agreement (CMFSA 2023-2028) and to leverage existing municipal and provincial investments to access additional federal funding.
- Strengthening the partnership with the Province of Manitoba (in particular the Department of Municipal Relations) on the issue of French-language municipal services, in particular through the creation of a Working Group on collaboration and cooperation between the AMBM and the Manitoba government. This historic move demonstrates the Province's sensitivity to the asymmetrical needs of municipalities to improve municipal services in both official languages.

- Providing leadership to the Federation of Francophone and Acadian Communities of Canada (FCFA) in a project to consolidate and expand the national network of Francophone and bilingual municipal associations to strengthen the delivery of official languages services to Francophone and bilingual municipalities.
- Publication of the Municipal Economic Recovery Strategy (2021-2024) for Manitoba's Bilingual Municipalities highlighting the importance of tripartite government investment in infrastructure and economic development actions that benefit the vitality of FMCs.
- Filing of multiple letters of support with the federal and provincial governments for infrastructure and economic development projects in member municipalities. These actions have resulted in an investment of $15 million for 500 community projects in Manitoba's bilingual municipalities. More recently, the Province of Manitoba announced a significant increase in municipal core funding ($19 million for bilingual municipalities, including the City of Winnipeg).
- Continued capacity building of the two AMBM subsidiaries: the Economic Development Council for Manitoba Bilingual Municipalities (CDEM) and Eco-West Canada in the area of green economy.

Conclusion

In conclusion, the AMBM welcomes and strongly supports the resolution presented by Councillor Mathieu Allard to the City of Winnipeg, addressing new responsibilities for the public service, including: 1) maintaining the City's commitment to the development and implementation of a five-year plan on French language services, 2) moving the French language services Branch into the City's organizational chart to report directly to the Chief Administrative Officer to foster an integrated approach and improvement of French language services, and 3) modernizing Part 9 of the City of Winnipeg Charter according to three defined principles.

AMBM also supports the final two sections of the proposal that are consistent with our organization's focus on this issue, namely:

- "That the City of Winnipeg, through the adoption of 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, through the adoption of this motion, calls upon the Association of Manitoba Bilingual Municipalities, and the Federation of Canadian Municipalities, to support by all means available to them the objectives set out in this resolution."

In light of this resolution, the AMBM wishes to confirm to the City of Winnipeg its full and complete cooperation in creating favorable conditions for its implementation and in strengthening the City's capacity to provide municipal services in both official languages.

Justin Johnson, Executive Director, AMBM

Comments from key stakeholders (seniors, elders, youth, parents, newcomers and low-income residents)

REVIEW OF MUNICIPAL SERVICES IN FRENCH (CITY OF WINNIPEG)

Thank you for considering FPFM for our feedback on the French Language Municipal Services Review.

Question 2

a) To ensure that the need for French language services in the community is met

b) Yes, be sure to include several community partners at the table in order to serve the entire francophone community: families, multilinguals, refugees, immigrants, Aboriginals, young children, schoolchildren, seniors, students.

Question 4

a), b), c)

- Offer more programs and services in French for all age groups, and run a publicity campaign to keep people properly informed.
- Consult organizations such as FPFM, DSFM, SFM, CJP, Sport en français, l'Union nationale métisse de Saint-Joseph, ACFM, FAFM, ACMB that already have a network and a contact with francophone families in Manitoba.
- Use electronic surveys written in a French that can be understood in our region

Question 5

- Offer activities such as swimming, art classes and sports at times that suit families' schedules.
- Make sure you have realistic expectations about the number of registrations for activities and services offered in French; at first it will be minimal, but as word of mouth spreads, the groups will grow.
- Survey parents directly and more often, so we can better meet the needs of Francophones.
- We encourage you to come and see us, the FPFM, because we serve young francophone children in Manitoba, and we'd be happy and able to support you.

Comments from key stakeholders (seniors, elders, youth, parents, newcomers and low-income residents)

Ability to discuss and receive and access information, in both official languages, related to following services and programs regardless of where you live in the City **in order of importance (only top 10 identified below)**:

- 911 PRIORITY – Including when contracted out for triage
- Onsite ambulance personnel
- Onsite police services personnel ie: tickets, follow-ups, non-emergency phone; online forms (including educational materials presented in schools, seniors, newcomers, etc.)
- Onsite firefighters (including educational materials presented in schools, seniors, newcomers, etc.)
- Leisure, swimming, skating lessons - currently registration is only in English, limited to classes and French-speaking leaders (online, in person, over the phone)
- General ability to communicate or find information (web site; 311, in person service, elected official offices;
- Libraries services and reading/visual materials (should not be at the St. Boniface library only)
- Water billing and recycling related information;
- Navigo and Tele-bus
- Reservation for parcs and eating areas

Need more accountability

- Want to see the creation of a Council Advisory Committee on French Language Service Delivery - all participants
- Need more interaction between stakeholders and city divisions
- Would like to see more consistent presentations to stakeholders and their members/clients on municipal programs and services available
- Municipal public service needs to be more present at events/meetings or activities at community organized events
- Municipal public service needs to keep stakeholders updated on services and events in person – not only on the website or through social media
- Actions/Consequences for city divisions that don't respect the delivery of services in French
- CAO needs to support the FLS Division
- Departments need to be held accountable by the CAO's office

Improvements

- Recognize and appreciate bilingual employees
- Consistent services in both official languages (currently hit and miss) – all participants
- Support French community by ensuring quality services and programs
- Ensure that from the start of event, program, service delivery – including through 3 party vendor or service provider – French capacity is an essential criterion
- See how to better work with French stakeholders and not try to fix after the fact
- Need to see accountability and support and resources for FLS