



# *Building on Progress: The Way Forward*

French Language Services  
Strategic Plan 2017-2021 *(extended to 2022)*



Together leading the way for a healthier tomorrow.



*Language has been described as medicine's most essential technology –  
its principle instrument for conducting its work*

(Jackson, 1998)

Cited  
Sarah Bowen, B.A., M.Sc.  
Language Barriers in Access to Health Care  
Health Canada, November 2001

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## Our Inspiration

*"Wanting to live in French is not due to a lack of language ability: Even though I can function very well in English, I live in French, I think in French, I laugh in French, I cry in French, I get angry in French; I'm Francophone and I value that."<sup>1</sup>*

### Linguistic Duality

Access to health services in one's own language "means far more than simply respect for that person's culture: it is, at times, indispensable for improving health and for people's taking ownership of their own health."<sup>2</sup>

In Canada, linguistic duality is one of the fundamental dimensions of history. As a multicultural society, Canada's two official languages, English and French, have retained their special status as languages used in the public domain.

Southern Health-Santé Sud respects the linguistic duality of Canada and undertakes to provide health care services in French to its Francophone population.

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<sup>1</sup> États généraux de la francophonie manitobaine <http://www.sfm.mb.ca/catalogue/rapport-etats-generaux-en.php>

<sup>2</sup> Consultative Committee for French-Speaking Minority Communities. Report to the Federal Minister of Health, 2001

# Our Starting Point

## Introduction

Southern Health-Santé Sud is a designated bilingual Regional Health Authority. (Refer to Appendix A for definitions and terminology used within this document.) In May 2012, South Eastman Health/Santé Sud-Est and the Regional Health Authority – Central Manitoba Inc. amalgamated into Southern Health-Santé Sud to govern, plan, deliver and evaluate the health care system of the newly-formed region according to health needs and priorities. As a designated bilingual Regional Health Authority, Southern Health-Santé Sud within the history of French Language Services (Appendix B) and in accordance with the Manitoba Government's French Language Services Policy (Appendix C), is legislatively responsible to provide bilingual health care services (English and French) within, but not limited to, designated bilingual areas (Appendix D).

**The French Language Services Regulation (46/98) under the Regional Health Authorities Act (C.C.S.M. c. R34) requires that designated Regional Health Authorities (RHAs) in the province of Manitoba develop French Language Services (FLS) Plans.**

Therefore, as a first point of business, the interim Board of Directors mandated the consolidation of the former regions' French language services plans. As important as the plan itself, the process leading to the plan was equally valuable, including extensive community consultation, input and validation from

*Santé en français - Manitoba (Santé en français)*, including the Board of Directors, Managerial Round Table (*Table des gestionnaires*), Regional Round Tables (*Tables de concertation du Centre et du Sud-Est*), as well as the Southern Health-Santé Sud Board of Directors and Senior Leadership.

Southern Health-Santé Sud's initial French Language Services (FLS) Strategic Plan 2013-2016, provided a framework for addressing FLS priorities in the context of a newly-merged organization. The three-year plan provided the occasion and the stimulus for consolidating various FLS practices and designing common and consistent regional approaches for the delivery of services to the community. Integrated within the context of overall regional strategies, it focused on four broad interconnected and interdependent areas:

- Engaged Communities and Partners
- Active Offer in Action
- Strong FLS Policy and Administrative Framework
- Success in FLS Recruitment & Retention

## Our Stories – Our Progress

### Remarkable achievements in three years!

#### Engaged Communities and Partners

- Completely bilingual public newsletter distributed twice a year to 64,000 households
- Monthly radio spots airing on French radio Envol 91
- Participating on *Santé en français* committee to measure client experience relative to French Language Services (FLS)
- Initiating with *Santé en français* a French-speaking Local Health Involvement Group
- Supporting *Dès le début* project sponsored by the *Fédération des parents du Manitoba* to improve the Active Offer of services in French for healthy early childhood development

#### Active Offer in Action

- All stationery, business cards and appointment cards are in bilingual format
- All employees are issued bilingual personal identification (ID) badges; ID badges for French-speaking employees depict '*Je parle français*'
- A completely bilingual website with identification of bilingual sites for ease of access
- A strong presence of our bilingual name in 54 communities in the MTS phone listings
- Active Offer workshops for nearly 200 employees

#### Strong FLS Policy and Administrative Framework

- Comprised of regional leaders, the FLS Advisory Committee meets regularly to provide advice and guidance on matters pertaining to FLS
- FLS policies were completed in 2013-14 and implemented in 2014-15
- A new framework designed for designated bilingual positions includes:
  - Human Resources (HR) procedures and supporting management tools to guide managers in the recruitment and selection process
  - An extensive exercise to determine bilingual designation of over 600 positions in various sites, programs and services
  - QHR payroll system database allowing monitoring of status of hiring into designated bilingual positions
  - An audit process designed to monitor compliance to HR procedures, specifically when hiring into designated bilingual positions

#### Success in FLS Recruitment and Retention

- '*Héros en santé*', promoting various professions in health care, is presented annually by *Santé en français* to high school students within the region
- Collaboratively with the *Université de St-Boniface* (USB), *Santé en français* and community organizations, participated in recruitment bus tours to transport nursing students to designated bilingual sites resulting in subsequent student requests for internship placement and eventual recruitment to nursing positions
- The USB has an agreement to offer the *Division scolaire franco-manitobaine* Grade 11 and 12 students credits for successful completion of the Health Care Aide Certificate
- The monthly staff newsletter features FLS topics and language resource material

- An FLS component on the Internal Portal Service offers staff access to various FLS resources
- Sponsored by *Santé en français*, French language learning opportunities have included: *Français en milieu de santé*; the *Élan* immersion program (immersed/intense for one week); a home-based online French language training pilot project; French health learning sessions offered by the University of Ottawa through the USB via Telehealth; an online course for levels Intermediate 3 & 4, currently in testing stages
- Information on various activities and events taking place in the French community regularly sent to students registered in French language training courses
- Introduction to FLS and Active Offer of services in French included in the Regional Orientation for all staff
- Sponsored by and in partnership with *Santé en français*, attending career fairs where there is a high concentration of Francophone population
- Under the leadership of *Santé en français*, actively participated in a provincial committee to develop a provincial human resources policy
- Attending the USB convocation ceremonies for nursing grads to maintain a close relationship with students and to promote Southern Health-Santé Sud as an employer of choice

### Primary Health Care and French Language Services ... our vision

Various promising projects have been undertaken to enhance access to bilingual primary health care services, including *Mon équipe santé*. Other existing or emerging initiatives that favour access to French-language services include partnerships with community initiatives such as the Centre Albert-Galliot (wellness centre) in Notre-Dame-de-Lourdes, Centre de bien-être St. Claude & Haywood Wellness Centre, Centre de bien-être communautaire – Saint-Agathe, Centre de bien-être communautaire - La Broquerie, Centre de santé Montcalm Health Centre in St. Jean Baptiste; replacement of existing Telehealth units in various Francophone communities; construction of operating room services at Hôpital Ste-Anne Hospital; construction of a new hospital in Notre-Dame-de-Lourdes as well as renovation and expansion of Villa Youville (Designated Affiliate Health Corporation) in Ste. Anne.

## Our quest for quality – Accreditation Linguistic Standards

In 2016, Southern Health-Santé Sud was selected and participated in a national pilot project with a focus to assess the organization's ability to provide health services to linguistic minorities. The emphasis of the Accreditation Survey which took place at the Hôpital Ste-Anne Hospital on March 23, 2016 was to evaluate the French language services framework.

The approach was similar to what is done during an Accreditation Survey, consisting of pre-visit preparations, completion of self-assessments (governance, leadership and service) followed by the visit itself with components including a review of documentation, leadership and governance group discussions as well as a tracer including interviews with staff, physicians and clients and/or

families. In addition to 'testing the assessment tools', Accreditation Canada was seeking to better understand the region's ability to ensure access to high-quality bilingual health care services across the continuum of care.

It is noted that while pilot testing does not lead to an accreditation decision, participating organizations receive a summary of their results based on the findings of the on-site survey. The summary can be used as a guide and a learning tool as part of ongoing quality improvement. Surveyor comments were very validating, sharing that "FLS services in your region is A+ and awesome. I would rate most of the standards met and extremely high. We would rate your status as 'exemplary'".



## Mon équipe santé ... A Compelling Vision

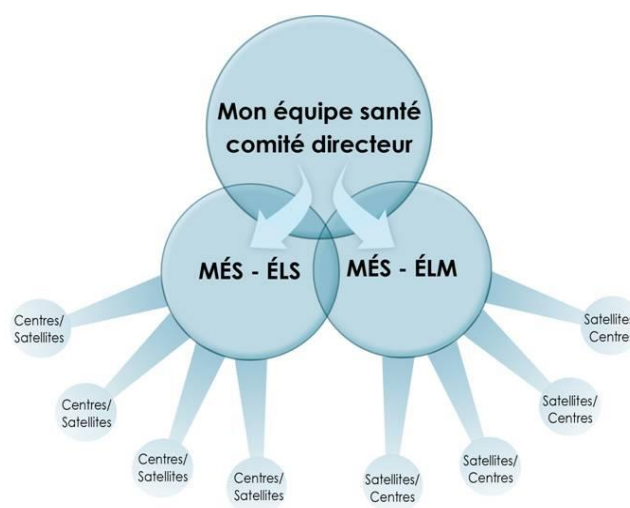
The notion of developing a model supporting a network of French language health care services is a compelling vision that has, for decades, driven Francophones living in Southern Health-Santé Sud. The geography and distribution of Francophone communities in Southern Health-Santé Sud lends well to the concept of Primary Health Networks. It is therefore with full conviction that, under the guidance of Manitoba's vision for Primary Health Care Networks, a partnership was formed with the Centre Medical Seine, Southern Health-Santé Sud (including Clinique Notre-Dame Clinic and Centre de bien-être St. Claude & Haywood Wellness Centre), and the Francophone community of Southern Health-Santé Sud with support of *Santé en français* to develop *Mon équipe santé*. Intended to embody the values, aspirations and traditions of Francophones regarding their health care needs, *Mon équipe santé* links Francophone communities in a cultural, language based My Health Team. *Mon équipe santé* puts the person at the centre of an integrated community of health care providers where team members all work together to provide the service a person needs, whether it's treatment, advice about how to prevent or manage an illness or information about how to stay healthy.

"*Mon équipe santé* integrates services and improves access," says Dr. Denis Fortier, VP - Medical Services. "We are seeing increasing collaboration between private physician clinics and Southern Health-Santé Sud and it's encouraging to be able to work together for a common goal of offering the best health care that we can to the Francophone population."

Annie Bédard, Executive Director of *Santé en français* shares that *Mon équipe santé* is a very innovative model that has been created at the regional level versus just for one specific site. She adds that it reflects *Santé en français*'s provincial vision of care without borders, an integrated network of ongoing, quality primary health care and social services in French.

*Mon équipe santé* has two local operational teams or hubs, both enabling service to the wider community. The hub in the western edge, based in Notre Dame de Lourdes and St. Claude, is known as *Mon équipe santé - Équipe locale La Montagne* (MÉS - ÉLM). The eastern hub is based at the Centre Medical Seine in Ste. Anne and is known as *Mon équipe santé - Équipe locale La Seine* (MÉS - ÉLS). They offer access to additional health care providers and to a broader, regional Francophone population. Additional health care providers join both hubs: a social worker and nurse practitioner at La Montagne, and a social worker, one LPNs and two RNs in La Seine. "The teams are based at the two hubs, but they are working together to better serve the entire Francophone population of Southern Health-Santé Sud," says Bédard.

*Mon équipe santé* is developed based on the needs of the communities and clients it serves. As part of their foundational work, the Steering Committee did a thorough analysis of gaps in services. "*Mon équipe santé* normalizes the fact that French language services are readily available, says Steering Committee community representative, Pierre Beaudoin. "In the past, Francophone people have often used English because that was probably the easiest way of getting a service. But now services are being actively offered in French and people will feel more comfortable to access whatever service they are looking for in the language of their choice."





# Our Framework

## Organizational Scope

### Southern Health-Santé Sud French Language Services (FLS) Unit

The Southern Health-Santé Sud French language services (FLS) Unit provides leadership and serves as a gateway in the region to facilitate decision-making regarding French language services. It provides resources and supports education:

- For the organization on appropriate and consistent implementation of FLS and to support efforts regarding bilingual designation, recruitment and retention
- For managers and employees to facilitate their commitment to Active Offer of services in French
- To the community and partners on Active Offer and request for services in French

Using an integrated approach, the FLS Unit works in concert with sites, programs and services to:

- Improve the health of the Francophone population, through increased access to health services in French
- Promote awareness of and support the delivery of French language services in the Region
- Develop FLS Strategic and Annual Action Plans, pursuant with RHA policy and the Government of Manitoba French Language Services Policy
- Be the focal point for FLS within the RHA
- Encourage networking relating to FLS amongst internal stakeholders and outside partners

### Regional FLS Advisory Committee

Comprised of staff from various programs, services and sites across the region, the FLS Advisory Committee exists to provide advice and guidance on matters pertaining to policies, programs and practices involving the use of French language services and is responsible for:

- Advising on appropriate policies and procedures on FLS and provision of Active Offer of services in French to residents of Southern Health-Santé Sud
- Promoting awareness and supporting the delivery of and access to French language services in Southern Health-Santé Sud
- Assisting in the development of French Language Services Strategic and Annual Plans for Southern Health-Santé Sud
- Promoting and enabling networking regarding French language services.
- Reviewing and evaluating implementation of FLS designation
- Providing recommendations to the Senior Leadership Team with required measures for the implementation and operationalization of the FLS plan
- Fostering and monitoring the commitment of employees in the implementation of the plan
- While respecting the Personal Health Information Act (PHIA), reviewing any concerns or comments received by clients in our care, the public or employees pertaining to French language services

**The French Language Services (FLS) Unit and FLS Advisory Committee are supported by a national and provincial structure:**

**Société Santé en français**

Established in 2007, *Société Santé en français (SSF)* is a national leader that works closely with 16 *Société Santé en français* networks in each province and territory to provide better access to health programs and services in French in order to improve the health of all minority Francophone and Acadian communities. The vision is that the SSF and its networks work to enhance health services in minority Francophone and Acadian communities by promoting an equitable health system that respects their cultural, social and linguistic values. *Société santé en français*:

- Has established and maintains a network that facilitates cooperation between the provincial and territorial networks
- Promotes sharing and national partnerships and facilitates information sharing and coordination of efforts
- Provides technical and professional services that respond to the needs of its member networks
- Represents, as required, the interest of the networks, sectors or groups and supports them in their representations

**Santé en français**

In October 2004, the Government of Manitoba designated the *Conseil communauté en santé du Manitoba (CCS)* inc. - now known as *Santé en français - Manitoba* since March 2014 - as the official representative of the Francophone community in the areas of health and social services. *Santé en français* plays a leadership and coordination role to foster access to quality French language services (FLS) in the areas of health and social services. The composition of the Board of Directors and the various committees of *Santé en français* are based on the general philosophy that the membership of these bodies include representation from government, education and RHAs in order to promote dialogue and the development of solutions together with stakeholders. The composition of the Board of Directors and the various committees of *Santé en français*, including the *Tables de concertation régionales* and the *Table des gestionnaires*, are set out in Appendix E.

**Tables de concertation régionales**

The role of the *Tables de concertation régionales* stems from the need for a strong community presence of *Santé en français*. The *Tables* ensure continual linkages are maintained between communities, RHAs and *Santé en français*.

The *Table de concertation régionale Sud-Est* encompasses the communities to the East of the Red River while the *Table de concertation du Centre*, the communities on the West side of the Red River. These *Tables* are the vehicle by which we ensure representation and participation of members of the Francophone community in identifying needs pertaining to access to health care and social services in French.

Together, *Santé en français*, Southern Health-Santé Sud and the *Tables de concertation régionales du Centre et du Sud-Est* continue to work closely to ensure access to bilingual services in areas of higher Francophone concentration and where there is a rich Francophone vitality.

**Table des gestionnaires**

The *Table des gestionnaires* is a management round table, responsible for informing, supporting and advising the Executive Director of *Santé en français – Manitoba* regarding operational issues in French language health and social services, especially with health and social service institutions. The members of the FLS Unit are active members of this round table and its relevant sub-committees.

### Francophone Affairs Secretariat

The Francophone Affairs Secretariat, established in 1981, has a mandate to advise the Government of Manitoba and the Minister responsible for Francophone Affairs in particular, on the development of government services in the French language, and on matters relating to the French Language Services Regulation in general. Among the responsibilities of the Secretariat is assisting and guiding the administrative bodies covered by the French Language Services Policy, including designated bilingual RHAs. The Secretariat also addresses representations or complaints from the public about French language services.

## Our Guiding Principles for French Language Services (FLS)

Principles guiding Southern Health-Santé Sud in its implementation of FLS include:

1. The Government of Manitoba's FLS Policy provides the foundation for all relevant decisions and actions, ensuring that, *Above All, Common Sense*<sup>3</sup> prevails.
2. Southern Health-Santé Sud recognizes that health outcomes are influenced by language congruence.
3. Southern Health-Santé Sud engages in Active Offer of services in French. To this end, it ensures that:
  - a. Appropriate sites and programs are designated bilingual;
  - b. Designated sites and programs are located in, but not limited to areas of higher Francophone population, in communities with a high degree of Francophone vitality, and/or in locations serving the Francophone population;
  - c. Designated sites and programs communicate with their external audience, be it verbally, in print or electronically, in both official languages, from the first point of contact and proceed in the language of the clients' choice.
4. Designated bilingual sites and programs communicate in both official languages with their external audience (general public).
  - Through verbal, written and electronic communications
  - At a comparable level of quality to those offered in English
  - In a manner that is:
 

<i>Evident</i>	Sites, services and staff offering French Service are well identified to the public
<i>Readily available</i>	People should receive little to no delay in service
<i>Easily accessible</i>	Service is maintained at appropriate levels to meet demand when and where needed.
5. Southern Health-Santé Sud promotes its commitment to the Active Offer of services in French (promotional activities, articles, etc.) in order to make the public aware that FLS are available.
6. FLS and its Active Offer of services in French is supported by leadership, who plays an active role in creating an ambience, culture and organizational structure where Active Offer is embraced.
7. Southern Health-Santé Sud seeks partnerships favoring collaboration on the implementation of FLS throughout the province.

<sup>3</sup> *Above All, Common Sense* – Report and Recommendations on French Language Services within the Government of Manitoba (prepared by the Commissioner Honourable Judge Richard Chartier/May 1998)

## Southern Health-Santé Sud Policy Statements

Southern Health-Santé Sud policies are in place to guide the delivery of services in both official languages. These policies reflect the purpose of the Government of Manitoba French Language Services (FLS) Policy.

### **FLS-General Policy**

The purpose of this policy is to facilitate the Active Offer of services in French and the delivery of health services in both official languages, the implementation of the region's FLS Strategic Plan and policies, to provide leadership and to support decision-making and education.

### **FLS-Communication in Official Languages**

This policy guides Southern Health-Santé Sud in adhering to Active Offer principles. More specifically it stipulates that all written (printed, digital) communications targeted at the general public or destined to clients in designated bilingual sites, programs and services or bilingual communities are published in both official languages. Clients' official language of choice, be it verbal or written, is welcome and respected.

The primary language of operation in Southern Health-Santé Sud is English inclusive of designated sites, programs and services.

### **FLS-Designation of Francophone Bilingual Site & Positions**

Southern Health-Santé Sud recognizes that bilingualism is a bona fide qualification within all designated bilingual positions. This policy identifies a framework for designation of bilingual positions. The process of designating new positions or reviewing designation of existing ones is based on current targets being met, geographic assignment of the position, client needs and role expectation of the position. This ensures that the specific services we offer in French meet the needs of the greatest number of Francophone clients.

Policy and procedures support managers in the recruitment process to designated bilingual positions.

### **FLS-Translation**

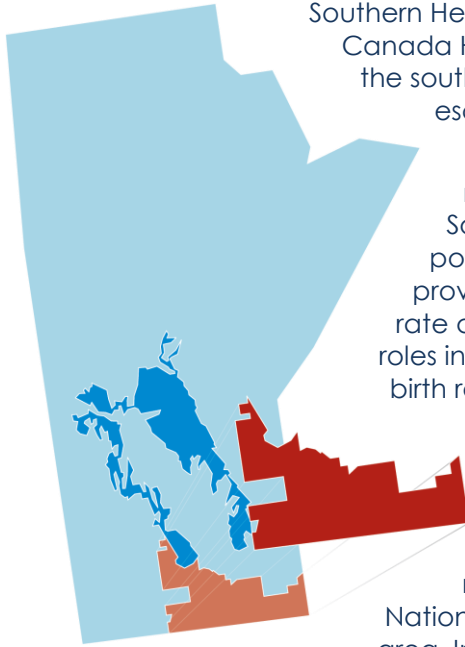
This policy provides a process for translating documents to ensure that quality, timely and consistent translation of RHA-authored and externally copyrighted material is used.

## Regional Profile

Southern Health-Santé Sud, a multicultural, designated bilingual, rural regional health authority in Manitoba, covers an expanse of 27,0252 kilometers of southernmost Manitoba. (Appendix F). An important gateway to the province from the U.S. international border, Southern Health-Santé Sud stretches from the 49th parallel up to the Trans-Canada Highway from the Ontario border to Winnipeg, and then follows the southwest edge of Lake Manitoba down to the Pembina escarpment in the west.

As a thriving cultural region and the most populated of the rural Regional Health Authorities with just over 194,000 people, Southern Health-Santé Sud accounts for 15% of the provincial population and ranks as one of the fastest-growing areas in the province. Over the past decade, it has grown by 20%, a growth rate double the provincial average. Two factors have played major roles in this impressive population growth: the region's above average birth rate, and immigration movement from overseas and elsewhere in Canada. The health of residents is among the best in the province.

There are 4 cities, 4 towns, 1 village, 7 municipalities<sup>4</sup>, 20 rural municipalities, 1 unorganized territory. There are 7 First Nation communities and over 56 Hutterite colonies throughout the area. Indigenous people in the region represent 10% of the overall population, and there is also a large and growing populace of Mennonite, German-speaking, Ukrainian and other cultures.



<sup>4</sup> Amalgamated municipalities as of January 1, 2015

## Francophones in Southern Health-Santé Sud

The region's Francophone residents have a deep connection to their language and culture and "the experience of health and well-being is closely linked to having opportunities to use French"<sup>5</sup> Through its collective convictions and aspirations, the Francophone community has collaborated and persevered to promote access to French language services. With a high degree of vitality, the "regional" community is an integral part of the process to enhance services and solve related challenges. The Francophone community is proud of its strengths and the cooperative efforts of the RHA. The RHA recognizes its responsibilities under the French Language Services Regulation of the Regional Health Authorities Act as a value-added opportunity. Accordingly, the *Tables de concertation régionales du Centre et du Sud-Est*, are the official representatives of the Francophone community and work closely with the RHA regarding matters of health and social services.

Eleven percent (11%) (n=19,555) of the population residing in the area served by Southern Health-Santé Sud speaks French.<sup>6</sup> Nearly one third (n=27,865) of Francophone Manitobans live outside Winnipeg. Seventy percent of them live in the area served by Southern Health-Santé Sud.

Francophone Population in Southern Health-Santé Sud			
Area	Total Population	Population with knowledge of French <i>Able to conduct a conversation in French only or in French and another language</i>	
	n	n	% of the local population
Manitoba	1,208,268	104,630	9%
Rural Manitoba	478,250	27,865	6%
Southern Health-Santé Sud	175,698	19,555	11%

Source: 2011 Census, Statistics Canada

The majority of these Francophone residents live in villages and parishes founded by Francophones in the 19<sup>th</sup> and 20<sup>th</sup> centuries. Eleven of the 16 municipalities/Local Urban Districts (LUDs) that are members of the Association of Manitoba Bilingual Municipalities (AMBM) are located in the area served by Southern Health-Santé Sud.<sup>7</sup> These Francophone communities have diverse origins and geographies. After the Métis Nation emerged, several Francophones of various origins settled in the area starting in the second half of the 19<sup>th</sup> century, including French Canadians from Quebec and Acadia, some of whom had first resided in the United States, and Frenchmen, Belgians and Swiss.<sup>8</sup> Many municipalities that

<sup>5</sup> Deroche, Francine; Identifying the Perceived Health Issue and Needs of Francophones in Manitoba, 2009

<sup>6</sup> This includes people who have some knowledge of French, i.e. they are able to have a conversation in French or in French and another language. 2011 Survey data.

<sup>7</sup> Information provided by the Association of Manitoba Bilingual Municipalities; November 30, 2016.

<sup>8</sup> Fédération des communautés Francophones et acadienne du Canada (2009). Profile of Manitoba's French-speaking community.

belong to the AMBM are located in southeastern Manitoba: St-Pierre-Jolys, De Salaberry, La Broquerie and Ste. Anne des Chênes. The municipalities of Lorette and Ritchot are located in south-central Manitoba and the municipality of Montcalm is in the southern portion of the province. St. Claude, Notre-Dame-de-Lourdes, St. Léon and Somerset are located in southwestern Manitoba.<sup>9</sup> See Appendix F for population of Francophone Manitobans by community in Southern Health-Santé Sud.

Chartier et al. (2012) found that “Francophones tended to be older than the Manitoba average. According to the 2006 Census, 20.8% of Francophones were over 65 compared to 13.0% of non-Francophones”<sup>10</sup>. The median age of Southern Health-Santé Sud residents whose first official language spoken is French or French and English is 48.1 years; 20.47% of whom are 65 years and over.<sup>11</sup>

A provincial study conducted in 2009 found that, for Francophone communities, the experience of health and well-being is closely linked to having opportunities to use French and connect with their culture in daily life. This study confirmed the vitality of Francophone communities. What ensures this vitality is a range of French-language activities, services, organizations and institutions in the areas of education (particularly schools of the *Division scolaire franco-manitobaine*), health, early childhood (in particular daycare centres, nursery schools and Francophone early childhood and family centres), social environment (i.e. parishes and seniors' clubs) and culture (in particular, cultural committees). Francophone communities also recognize the positive influence of the following on their health status and well-being: physical environment, health programs and services in general, sports and leisure activities, and community support and help.<sup>12</sup>

This 2009 provincial study also noted the diversity of the Francophone communities in the southern Manitoba. They were heterogeneous rural communities that were dealing with different issues. “The Francophone identity is also fluid and constantly evolving... Manitoba's current *Francophonie* is a highly diverse blend of descendants of families who settled in Manitoba generations ago, Métis, immigrants and Francophiles. A shared language is what connects them all.”<sup>13</sup>

“Generally speaking, rural Francophone communities are seeing a decline in the number of French speakers, with young people moving to urban centres for job-related and economic reasons (i.e. Montcalm region, St. Claude), and it is a challenge to keep seniors in communities when the local core of health, support and housing services is limited. The communities of St. Jean Baptiste, St. Claude and Notre-Dame-de-Lourdes all have services in French, including health services. [...] some Francophone communities (i.e. La Broquerie) are experiencing a population increase owing to job creation and an economic boom. The communities of Ste. Anne, St-Pierre-Jolys, Ste. Agathe and La Broquerie all have French-language health services. Other communities, [...i.e. Ile des Chênes] where there are no

<sup>9</sup> Information taken from the Association of Manitoba Bilingual Municipalities website on May 26, 2016.  
<http://directionmanitoba.com/en/nos-municipalites/>

<sup>10</sup> Chartier, M., Finlayson, G., Prior, H., McGowan, K., Chen, H., de Rocquigny, J., Walld, R. and Gousseau, M. (2012). Health and Healthcare Utilization of Francophones in Manitoba. Winnipeg: Manitoba Centre for Health Policy. 2006 Survey data.

<sup>11</sup> Information taken from an analysis performed by *Santé en français* in 2015 involving Manitoba residents whose first official language spoken is French or French and English. 2011 Survey data.

<sup>12</sup> Deroche, F. (2009). Identifying the Perceived Health Issues & Needs of Francophones in Manitoba. Page 18. Final report prepared for the Manitoba Community Health Assessment Network's Francophone Community Consultation Working Group.

<sup>13</sup> États généraux de la francophonie manitobaine <http://www.sfm.mb.ca/catalogue/rapport-etats-generaux-en.php>



health services on site are located near Winnipeg and face significant challenges because of a tendency among residents to seek services outside the community."<sup>14</sup>

In 2012, Manitoba Centre for Health Policy (MCHP) led a study called *Health and Healthcare Utilization of Francophones in Manitoba*, a groundbreaking in understanding the health status of this group. Among the conclusions drawn is the understanding that for the most part, the health status and health services utilization of Francophones in Manitoba is not much different from that of the majority, but there is however some variation according to when and where one was born.

Some key differences were observed between Francophones and other Manitobans; and based on these findings, several recommendations were made:

- Ensure that Francophone children have access to early childhood programs
- Ensure that Francophones have access to mental health promotion resources and mental health services
- Ensure that older Francophones have adequate access to health services and educational resources
- Facilitate knowledge exchange between the *Division scolaire franco-manitobaine* and other school divisions
- Promote research on the role and mechanisms underlying the role, that linguistic and other policies have on health and education outcomes of linguistic and cultural groups
- Continue efforts at recruiting and training French-speaking physicians and other health professionals

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<sup>14</sup> Deroche, F. (2009). Identifying the Perceived Health Issues & Needs of Francophones in Manitoba. Page 19. Final report prepared for the Manitoba Community Health Assessment Network's Francophone Community Consultation Working Group.

## Student Population Profile

There are 32 schools providing education in French in the Region including the following:

- 12 French schools
- 20 immersion programs
- Approximately half of these schools include grade 12.

This is a significant representation of the Francophone community and a pool of potential future bilingual employees.

### School Enrolments by Language Program (2015-2016)

<i>(Including public and independent schools)</i>	<b>Manitoba</b>	<b>Southern Health-Santé Sud</b>
<b>Enrolments in the Français program</b> Students completing their education in this program will be fluent in both official languages and have a sound knowledge and sense of belonging in the Francophone culture.	5,626	2,280
<b>Enrolment in the French Immersion Program</b> Students completing their education in this program will be fluent in both official languages.	23,547	2,227
<b>Enrolments in the English Program</b> Students completing their education in this program will have a core French course. They will have an appreciation of the language but do not receive adequate education to use French fluently.	170,000	30,185
<b>Total number of students</b>	<b>199,173</b>	<b>34,692</b>

Source: Bureau de l'éducation française, 2015-2016 enrolment data

# 13%

of the region's student population is enrolled in a French or French immersion program. This currently represents approximately 200-250 bilingual graduates annually.

# Our Journey

Several significant events impacting French language services occurred since the 2013-2016 FLS Plan.

## États généraux de la francophonie manitobaine<sup>15</sup>

Organized by the *Société franco-manitobaine*, the *États généraux de la francophonie manitobaine* was an extensive individual and group consultation exercise with Manitoba's Francophone and Francophile populations that ran from December 2014 to September 2015. It invited a discussion on the Francophone community's current situation, accomplishments, challenges, memories and dreams.

In addition to individual participation, communities within Southern Health-Santé Sud were given the opportunity to take part in a series of meetings organized by *Santé en français*<sup>16</sup> that took place from March to May 2015.

## Adoption of Key French Language Services Policies (Manitoba's Provincial Government)

On August 28, 2013, Manitoba Health, Seniors & Active Living approved the 'Designation Policy for Francophone and Bilingual Facilities, Programs and Services' policy, providing direction to designated bilingual Regional Health Authorities, as well as facilities, programs and services with a health-related mandate (offered locally or provincially), on a mechanism to achieve a bilingual or a Francophone designation.

On March 8, 2016, Manitoba Health and Healthy Living and Seniors adopted the 'Human Resources French Language Policy for Health Care Services' affirming that bilingualism (fluency in French/English) is a legitimate qualification for all positions where French language proficiency is a requirement. Proficiency in French/English is a legitimate skill and valid selection criteria for the recruitment into positions that are designated as bilingual or have a bilingual/French requirement.

## The Francophone Community Enhancement and Support Act

In 2016, the Manitoba government adopted the 'Francophone Community Enhancement and Support Act', which establishes in law, existing administrative structures and tools used to serve the Francophone community.

<sup>15</sup> États généraux de la francophonie manitobaine <http://www.sfm.mb.ca/catalogue/rapport-etats-generaux-en.php>

<sup>16</sup> *Santé en français* (2015). The ability to think, act and dream: for French-language health care in Manitoba. Position paper submitted by the *Santé en français* Board of Directors to the *Société franco-manitobaine* regarding the États généraux de la francophonie manitobaine.

The act expands the definition of 'Francophone' for the purpose of the Act stating: "Manitoba's Francophone community means those persons in Manitoba whose mother tongue is French and those persons in Manitoba whose mother tongue is not French but who have a special affinity for the French language and who use it on a regular basis in their daily life."

"This definition recognizes new social and demographic realities in Manitoba, including the ever-growing numbers of bilingual Anglophones who have studied French not only for utilitarian reasons (such as for jobs) but who are active in the Francophone community's social and cultural institutions, where they are greeted with open arms. It recognizes as well the arrival of growing numbers of Francophone immigrants, whose cultural traditions are often far removed from those of Manitoba's traditional Francophone community. .. the new act goes much further not only in terms of its inclusiveness but also because of its overriding objective of ensuring development of the Francophone community as a dynamic element in Manitoba society, including the concept of the "Active Offer" of services in French".<sup>17</sup>

## Current Reports and Documentation

To meet the challenges and opportunities of the years ahead, we reassessed and affirmed our strategic directions with current information and additional consultation. Acknowledging that previous FLS plans incorporated broad community consultation, we started by gathering relevant documentation to provide a foundational status update. A Risk Management process was also undertaken. While initiating the process, it was recognized that feedback from employees would offer different perspectives on the provision of French language services and provide important insight in shaping a meaningful approach to planning for the future.

In that spirit, consultations were therefore conducted in September and October of 2016 with Southern Health-Santé Sud employees. Two focus groups were initially organized at the regional leadership level - one with the FLS Advisory Group and one with the leaders of FLS designated facilities (12 participants). As well, four additional focus groups with front-line employees in designated positions (32 participants) were conducted. In total there were 44 participants. With the exception of the FLS Advisory Group, all focus groups were held in French.

The focus group questions explored access services in French and Active Offer and recruitment and retention issues from the perspective of the daily experience of employees either managing or occupying a designated position. Ultimately, the aim was to describe how FLS practices performed within Southern Health-Santé Sud. Common themes emerged which corroborated with evidence from other various meetings, studies and research:

Francophone communities in Southern Health-Santé Sud face five major challenges in the area of French-language health care:

1. French-speaking human resources
2. Organization of services
3. Assessment of the health status and needs of the Francophone population
4. Community engagement
5. Active Offer and request for services in French

<sup>17</sup> Hebert, Raymond (2016) Winnipeg Free Press Opinion. Manitoba rises above its history on Francophone rights. Retrieved Nov. 8, 2016 at <http://www.winnipegfreepress.com/opinion/analysis/manitoba-rises-above-its-history-on-Francophone-rights-385505381.html>

## Major Challenges of French Language Services

### 1. French-speaking Human Resources

Human resources are essential to improving the Francophone community's access to French language health services.<sup>18</sup> Despite progress in recruiting, training, developing, retaining and encouraging bilingual staff to return to areas where there are shortages, the fact remains that there is a shortage of professionals able to provide French language services. For example in 2006, only 14% of Francophone adults could communicate in French with their family doctor.<sup>19</sup>

The community coffee meeting held with the *Tables de concertation régionales*<sup>20</sup> confirmed that recruiting bilingual staff is one of the major challenges to ensuring that the *Francophonie* (Francophone Vitality) continues to thrive. Southern Health-Santé Sud is facing a shortage of bilingual staff because there are not enough bilingual high school graduates in the area to meet bilingual human resource requirements and the opportunities for professional training in French in Manitoba are limited. The limited pool of bilingual human resources (HR) hinders the ability to provide French language services, acknowledging that HR challenges are not limited to designated bilingual positions.

Southern Health-Santé Sud recently undertook a regional initiative in collaboration with all its programs to identify positions to be designated bilingual. This initiative is based on the Southern Health-Santé Sud policy. By designating bilingual positions, we recognize that the ability to speak French is a skill reasonably related to the needs of the population, i.e. linguistic competence comes down to providing quality services to the population.<sup>21</sup> In May 2016, 339 of the 609 designated bilingual positions were filled by bilingual candidates. Therefore, 44% of designated bilingual positions are vacant (n=35) or filled by candidates who are not bilingual (n=237).

Thus, designating and staffing bilingual positions remain major challenges to ensure the Region's capacity to provide French language health care now and in the future. Given these realities, there is a strong imperative to create enabling strategies for the future.

### 2. Organization of Services

*Santé en français* has adopted its provincial vision for the organization of French-language health and social services in Manitoba.<sup>22</sup> The vision is as follows: "Care without borders, an integrated network of ongoing quality primary health care and social services in French to better serve all Francophone Manitobans."

Various studies remind us of the importance of taking into account the needs of vulnerable clients. "Access to French-language health and social services is critical for Franco Manitoban seniors [...] because of their sociodemographic profile, their precarious state of

<sup>18</sup> Consultation Deroche Consulting (2011). Document de travail sur l'état de la situation actuelle et les enjeux pour l'avenir du Conseil communauté en santé du Manitoba. [Working paper on the status of the current situation and challenges for the future of Conseil communauté en santé du Manitoba] Final version, September 15, 2011.

<sup>19</sup> Corbeil, J.P., Grenier, C., and Lafrenière, S. (2006). Minorities Speak Up: Results of the Survey on the Vitality of Official-Language Minorities. Ottawa: Statistics Canada. Accessed at <http://www.statcan.gc.ca/pub/91-548-x/91-548-x2007001-eng.pdf> on May 31, 2015.

<sup>20</sup> Held on May 26, 2015 as part of the États généraux de la francophonie manitobaine

<sup>21</sup> Gauthier, H. and Reid, M.-A. (2012). Linguistic Competence and Quality of Services: Business Case for Quality French-Language Health Care Services. Report produced for Santé en français.

<sup>22</sup> Conseil communauté en santé du Manitoba (2013). Provincial vision for the organization of French-language health and social services in Manitoba.

health and the importance they attach to expressing themselves in their mother tongue.”<sup>23</sup> Chartier et al. (2012) documented the specific needs and mental health needs of seniors and young children.<sup>24</sup> A study by Bernier (2012) confirmed that “newcomers clearly express the need for French language services; 20% believe their health was put at risk because there was linguistic discordance between them and the health care provider.”<sup>25</sup>

Although we are making progress, there is still work to be done to establish and maintain an integrated network focusing on the needs of Francophone clients. One of the Region's challenges in this regard is that the Francophone communities are far apart. We must find sustainable ways to organize programs and services for Francophones living over a vast area (see Appendix F). Because resources are limited, all French language programs and services cannot be provided in all Francophone communities; we need to continue to innovate.

### 3. Assessment of the Health Status and Needs of the Francophone Population <sup>26</sup>

A lack of data on health and health care service utilization among Francophones in the region hinders the planning and delivery of quality services that meet the needs of Francophones. Access to this data would also make it easier to improve health services in French.

In 2012, the *Manitoba Centre for Health Policy* published a study on the health and health care utilization of Francophones in Manitoba. It was the first research study to present findings on the health status of Francophones in Manitoba based on quantifiable administrative data.<sup>27</sup> However, this exercise revealed major challenges in measuring health status and health care service utilization among Francophones. The challenges included a variable, narrow definition of the *Francophonie* (Francophone Vitality), insufficient sample size, and few surveys and administrative data that capture the language variable.

There is no provincial system for measuring the client experience within the health care system, with respect to French language services. However, a new Accreditation Canada requirement that client experience be measured in various sectors makes it possible to integrate experience with French language services. The bilingual hospital care survey can now identify people who speak French well enough to have a conversation. The hospital survey also includes two new questions specific to the quality of French language services. Currently, surveys on the patient experience in other areas, such as long-term care and primary health care, do not capture these elements. However, a working group at Manitoba Health, Seniors and Active Living is currently in the process of developing a provincial policy on surveys that measure the patient experience in all areas. This provincial policy will also address requirements for language identification and experience in relation to French language services.

<sup>23</sup> de Moissac, D., Savard, S., Ba, H., Zellama, F., Benoit, J., Giasson, F., and Drolet, M. (2014). Le recrutement et la rétention des professionnels de la santé et des services sociaux bilingues en situation minoritaire. [Recruitment and retention of bilingual health and social services professionals in minority communities] Université de Saint-Boniface and University of Ottawa.

<sup>24</sup> Chartier, M., Finlayson, G., Prior, H., McGowan, K., Chen, H., de Rocquigny, J., Walld, R. and Gousseau, M. (2012). Health and Healthcare Utilization of Francophones in Manitoba. Winnipeg: Manitoba Centre for Health Policy.

<sup>25</sup> Bernier, A.-M. (2012). Une enquête sur l'accès aux services de soins de santé en français pour les immigrants Francophones à Winnipeg. [A survey on access to French-language health care services for French-speaking immigrants in Winnipeg] Summary of the study accessed at <http://ustboniface.ca/page.aspx?pid=4836> on May 28, 2015.

<sup>26</sup> This section is based on the following source: Santé en français (2016). Information on Health and Health Care Service Utilization among Manitoba Francophones: For Better Planning and Informed Decision-making. Position Statement on the Linguistic Variable prepared by Consultation Deroche Consulting Inc. for the Working Committee on the Linguistic Variable Internal working paper.

<sup>27</sup> Chartier, M., Finlayson, G., Prior, H., McGowan, K., Chen, H., de Rocquigny, J., Walld, R. and Gousseau, M. (2012). Health and Healthcare Utilization of Francophones in Manitoba. Winnipeg: Manitoba Centre for Health Policy.

#### 4. Community Engagement

Southern Health-Santé Sud is pleased to be able to work closely with the Francophone community, through *Santé en français* and its structures including: the *Tables de concertation régionales*. Moreover, Southern Health-Santé Sud and the *Tables* have worked together to establish a cooperation strategy that enables the *Tables de concertation régionales* to jointly assume the role of Local Health Involvement Groups, which report to the Southern Health-Santé Sud Board of Directors. The Southern Health-Santé Sud Board of Directors also has representative(s) from the Francophone community.

Leaders of the Francophone community must be encouraged to become more involved in improving French language health care. The community coffee meeting held with the *Tables de concertation régionales*<sup>28</sup> confirmed that one of the major challenges to ensuring that the *Francophonie* (Francophone Vitality) continues to thrive is leadership within the Francophone community, including volunteers to sit on the *Tables de concertation régionales* and executives within the health care system to promote French language services. Several challenges hinder community engagement, such as:

- Large geographic area of the region
- Isolation or small size of Francophone communities
- Decline in the density of the Francophone population
- Changes in rural demography (exodus of young people, increase in senior population)

#### 5. Active Offer and Request for Services in French

Southern Health-Santé Sud has provided its staff with several awareness sessions on Active Offer of services in French over the years. It would also be desirable to make citizens more aware of what constitutes and what they should expect.

That being said, it is also important that the Francophone population request French language services. As highlighted by the *Tables de concertation régionales*,<sup>29</sup> the new realities of the Francophone community, including newcomers and exogamous families, mean we have to change the ways in which we contact members of the community to encourage them to request and use French language services.

A survey recently conducted on behalf of the *Coalition francophone de la petite enfance du Manitoba* confirmed that there were few formal mechanisms within the health care system to identify and refer Francophone families during pregnancy and at childbirth.<sup>30</sup> Some forms, such as the Families First and postpartum referral forms, identify 'language preference' for services (either English or French). Based on these findings, Southern Health-Santé Sud participated in the 'Live life in French! Do it for your child right from the start!' initiative to educate primary health care and public health care providers on the benefits of identifying Francophones during pregnancy and at birth and to refer them to French language services, including Francophone Early Childhood and Family Centres.

<sup>28</sup> Held on May 26, 2015 as part of the États généraux de la francophonie manitobaine

<sup>29</sup> Community coffee meeting held on May 26, 2015 as part of the États généraux de la francophonie manitobaine

<sup>30</sup> McCarthy, J. and Deroche, F. (2015). Inventaire des mécanismes pour identifier la variable linguistique et aiguiller la clientèle francophone durant la grossesse et à la naissance. [Survey of existing mechanisms for identifying the linguistic variable and referring Francophone clients during pregnancy and at childbirth] Submitted to the Working Committee of the *Active offer of French-language programs and services for FrancoManitoban children aged 0 to 6 years and their families* project.



# The Way Forward



## *Vision*

Together leading the way for a healthier tomorrow.

## *Mission*

To support people and communities in achieving optimal health by providing innovative, sustainable and quality health services.

## *Our Core*

## *Values*

Integrity ~ Compassion ~ Excellence ~ Respect

## *Board ENDS and Strategic Directions*

### **Healthy people and healthy environment**

- Optimize community engagement partnership opportunities through purposeful alignment with our vision
- Strengthen and focus our commitment on health equity and health promotion

### **Accessible health services**

- Design programs and services for better access and optimal service delivery

### **Safe, people-centred, quality health care**

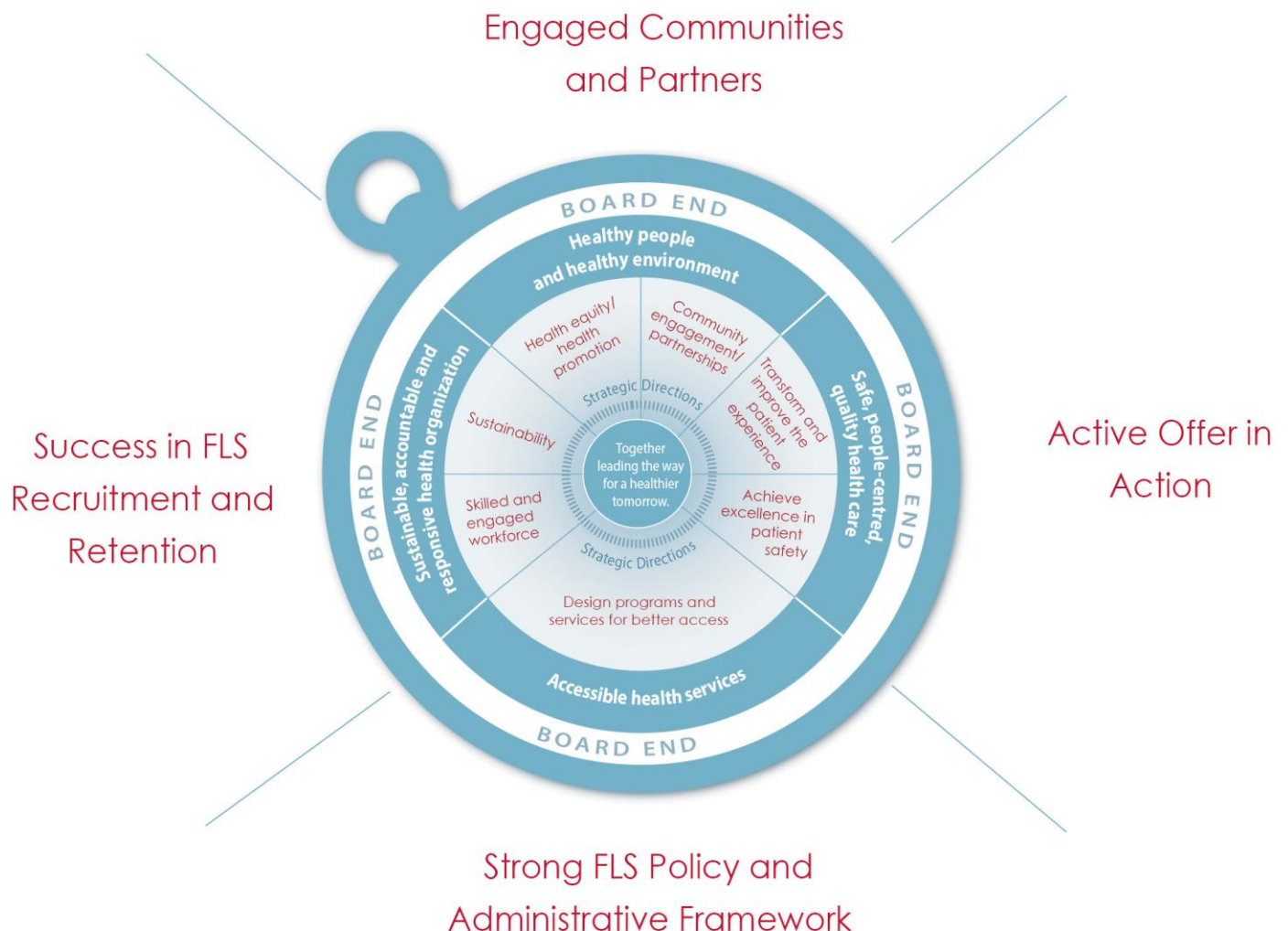
- Transform and improve the patient experience
- Achieve excellence in patient safety

### **Sustainable accountable and responsive health organization**

- Pursue sustainability through a diligent focus on continuous program and service review and evaluation
- Attract and retain a skilled and engaged workforce

We believe in our vision, mission and values just as strongly today as we did four years ago. While great progress has been made in FLS since 2013, Southern Health-Santé Sud launched its first 5-year Strategic Health Plan in 2015. Strategic Health Plan 2016-2021 is now the compass that guides our organization.

It is acknowledged that although the 2013-16 FLS Strategic Plan is still fundamentally very relevant in its capacity to produce meaningful results, it is nevertheless critical that we now build on the progress achieved and move forward. Accordingly, instead of beginning anew, and to make best use of our resources, it was deemed appropriate to basically update and roll over the plan into the next four years aligning it with Southern Health-Santé Sud's Strategic Health Plan 2016-2021. Even as the renewed FLS Strategic Plan 2017-2021 emerges with some of the original elements of the first document, it builds on the achievements of the first years while incorporating lessons learned and also turns our attention to Southern Health-Santé Sud's Strategic Directions.



# Our Focus

## French Language Services (FLS) Transformational Strategies 2017-2021

Today we face significant pressures and major challenges that impact on our capacity to deliver bilingual health care services through the region's various programs and services (Appendix G) and more specifically, with a focus on our designated bilingual sites, programs and services (Appendix H). In addressing these, a successful outcome hinges on providing focus in our strategic efforts. French Language Services Strategic Plan 2017-2021 sets out strategic initiatives under four broad Transformational Strategies that are highly interconnected and interdependent and align well with the four Board ENDS.



We will continue to engage in strategic conversations with all our partners as we work through and implement these initiatives. While building on our past progress, we will persist in being innovative and in discovering new possibilities on the way forward to achievement of our plan.

## BOARD END

*Healthy People and  
Healthy Environment*

## STRATEGIC DIRECTIONS

- Optimize community engagement partnership opportunities through purposeful alignment with our vision
- Strengthen and focus our commitment on health equity and health promotion



## FLS Transformational Strategy: Engaged Communities and Partners



## Strategic Initiatives

- Monitor the demography, health status and needs of the Francophone community through consultation and survey processes for inclusion in the Southern Health-Santé Sud Community Health Assessment
- In partnership with *Santé en français*, actively encourage, support and participate in meetings of the *Tables de concertation régionales* and the French Local Health Involvement Group, bringing forth FLS focus and initiatives to continually enhance access and delivery of bilingual health care services
- Develop, share and incorporate new best practices and innovative processes among peer FLS organizations
- Together with local stakeholder groups, explore a “Welcoming Communities” concept enabling greater success in recruitment initiatives and retention strategies

## Measures of Success

- Evidence of assessing Francophone population health within the Community Health Assessment
- Achievement of a total of 10 innovative opportunities by 2021, including but not limited to new initiatives, collaboration with partners and introducing or sharing best practices.
- “Welcoming Communities” concept presented and explored with four community partners



## BOARD END

*Accessible Health  
Services*

## STRATEGIC DIRECTION

- Design programs and services for better access and optimal service delivery



## FLS Transformational Strategy: Active Offer in Action



## Strategic Initiatives

- Continue education efforts to normalize the concept and implementation of Active Offer of services in French and requests for services in French
- Expand orientation opportunities and develop relevant tools for staff to provide Active Offer of services in French
- Support growth and development of *Mon équipe santé*
- Enhance and increase mechanisms to identify where and how to access bilingual health care services in Southern Health-Santé Sud

## Measures of Success

- All new staff are orientated to Active Offer of services in French and Southern Health-Santé Sud's legislative obligations at Regional Orientation
- All staff in designated bilingual sites or in designated bilingual positions receive more in-depth orientation to Active Offer of services in French and Southern Health-Santé Sud's legislative obligations through site, program and service orientation
- Networking opportunities are organized for employees in designated bilingual positions to share information, knowledge, experiences, stories and best practices (such as lunch and learn)
- In partnership with Primary Health Care, all positions connected to *Mon équipe santé* are filled and mechanisms are in place to engage coordination and liaison between locals and the overall *Mon équipe santé*
- Three new mechanisms to identify where and how to access bilingual health care services in Southern Health-Santé Sud are enhanced, developed and implemented

**BOARD END***Safe, People-centred  
Quality Health Care***STRATEGIC DIRECTIONS**

- Transform and improve the patient experience
- Achieve excellence in patient safety



## FLS Transformational Strategy: Strong FLS Policy and Administrative Framework

**Strategic Initiatives**

- Continue building on FLS Policy and Practices to ensure regional directions are aligned with provincial policy, framework and new directions
- Continue expanse and refinement of data entry, monitoring and reporting mechanisms through the regionalized payroll system to measure trending related to hiring processes into designated bilingual positions
- Analyse audit data to measure compliance to procedures relevant to designated bilingual positions, i.e. hiring practices, French Language Assessment, Letters of Offer, progressive competency, etc.
- Prepare for and participate in the Linguistic Access and FLS Standards of the Accreditation Canada 2019 Survey
- Submit an FLS Leading Practice to Accreditation Canada
- Develop and Implement Interpretation Services – Language Access policy, including staff education to minimize risk and improve patient safety

**Measures of Success**

- Southern Health-Santé Sud FLS policies and practices are formally reviewed to ensure they ongoingly align with new developments, with an ongoing focus to pro-actively support the organization and managers
- Audit tool and benchmarks are established to measure compliance to procedures related to designated bilingual positions and identify opportunities for improvement i.e. hiring practices, French Language Assessment, achieving progressive competency, etc.
- Southern Health-Santé Sud meets or exceeds all FLS Accreditation Standards in the 2019 Survey
- An FLS Leading Practice is recognized by Accreditation Canada by 2019
- Interpretation Services – Language Access policy is implemented and staff education and tools are rolled out for new staff through Regional Orientation and education is provided for existing staff

## BOARD END

*Sustainable, Accountable and  
Responsive Health Organization*

## STRATEGIC DIRECTIONS

- Pursue sustainability through a diligent focus on continuous program and services review and evaluation
- Attract and retain a skilled and engaged workforce

## FLS Transformational Strategy: Success in FLS Recruitment and Retention



## Strategic Initiatives

In partnership with Human Resources, create a sustainable bilingual workforce for current and future needs with a focus on strategic initiatives and approaches such as:

- Implement new, innovative and targeted recruitment initiatives that include collaboration with communities and education partners
- Develop and implement a formalized tracking and reporting mechanism to monitor targeted initiatives and update progress on recruitment and retention efforts
- Hire candidates who meet the language qualification with intent to provide additional training options to meet the other qualifications
- Develop and implement effective techniques to monitor achievement of conditions of employment for employees not meeting the language qualification and hired into designated bilingual positions
- In partnership with *Santé en français* and other partners, explore a new approach for French language training programs tailored to the needs of employees, providing staff with greater FLS course availability, more varied course delivery platforms and generation of new and innovative instructional approaches
- Actively engage employees in language training as a shared responsibility throughout the organization
- Forge strategic partnerships aimed at increasing the number of bilingual graduates in secondary educational institutions to expand recruitment opportunities

## Measures of Success

- The rate of designated bilingual positions filled by bilingual incumbents increases to 75% by 2021
- An increase of 25% staff participation in FLS courses is achieved by 2021



## Annual Action Plans

A strategic plan is only as valuable as the attention, inspiration, and engagement that it stimulates and channels. Annual action plans are developed by the French Language Services (FLS) Unit in collaboration with the *Tables de concertation régionales du Centre et du Sud-Est* to identify measurable actions that will be undertaken to achieve the objectives of this plan.

## Evaluation

Observing the Manitoba Health, Active Living and Seniors policy and guidelines on French Language Plan Reporting, every year a review is made of the progress in each of the FLS strategies and included in the region's annual report.

The FLS Unit also reviews the actions and accomplishments to address emerging trends and performance with the *Tables de concertation régionales* and the Southern Health-Santé Sud Board of Directors.

This process assists Southern Health-Santé Sud and the community to progress through the FLS plan most effectively and efficiently. Furthermore, before end of 2021, a comprehensive strategic plan consultation, review, and update will be undertaken to inform the next strategic plan.

# Appendix A

## Definitions

**Active Offer of services in French:** The set of measures taken to ensure that French language services are readily available, publicized, easily accessible and that the quality of these services is comparable to that of services offered in English. The Active Offer of services in French ensures that the services offered by the region, whether they are provided by oral, written or electronic methods, are easily accessible in both official languages in designated areas where there is a large Francophone population.

**Bilingual:** Both official languages (English and French).

**Bilingual Format:** English and French content are presented with equal visual weight.

**Communications in Official Languages:** The set of written, verbal, audio-visual and digital communications by which information or assistance is provided to the Francophone community, and which are comparable to those offered in English.

**Designated Bilingual Position:** A position that is to be filled by an individual who is proficient in both official languages (English and French). These positions are designated in accordance with the requirements of the Manitoba French Language Services Policy, the Active Offer concept and the Southern Health-Santé Sud policies and French Language Services Plan. The framework for designation of bilingual positions addresses the types of bilingual designation:

1. **Site Designation:** where designation is applied within an institution located in an area with a higher concentration of Francophone population, all positions are designated;
2. **Position Designation:** where a specific position (site, program and service) is designated to offer and deliver health services in both official languages;
3. **Target Designation:** where an optimal target number of designated bilingual employees are identified to offer and deliver health services in both official languages within a regional program and service.



**Designated Affiliate Health Corporation:** A designated independent legal entity, that is to say, a non-devolved institution that is not directly administered by Southern Health-Santé Sud.

**Designated Bilingual Site:** A site that delivers its services in both English and French and whose primary language of operation is English.

**Francophone (n. or adj.):** Reflective of persons whose mother tongue is French and those persons in Manitoba whose mother tongue is not French but who have a special affinity for the French language and who use it on a regular basis in their daily life.

**Francophone Vitality:** A set of characteristics or resources that promote or contribute to the linguistic advancement of the community.

# Appendix B

## French Language Health Services in Manitoba

### A Recent Brief History

**1989** – Adoption of the Government of Manitoba French Language Services Policy (46/98) by legislature

**1990** – Gauthier Report recommends designation of bilingual and Francophone health care institutions

**1992** – *Conseil communauté en santé du Manitoba* (now known as *Santé en français*) Resource Unit is established to support the designated institutions in Manitoba, following the Gauthier Report

**1996** – Regionalization of health services in Manitoba. 11 RHAs are created. The RHAs Act designates 7 bilingual RHAs and mandates that they develop FLS plans

**1998** – Chartier Report, *Above All, Common Sense*, defines designated bilingual areas and means of ensuring French language services

**1999** – Revision of Government of Manitoba FLS Policy, based on recommendation of the Chartier Report

**2001** – Report by the Consultative Committee for French-speaking Minority Communities submitted to the federal Minister of Health

**2004** – Incorporation and designation of the *Conseil communauté en santé du Manitoba* (now known as *Santé en français* since March 2014) by the Government of Manitoba as the official representative of the Francophone community in the areas of health and social services

**2012** – Merging of the 11 RHAs into 5 RHAs, four of which have bilingual designation, including Southern Health-Santé Sud.

**2013** – Adoption of the 'Designation Policy for Francophone and Bilingual Facilities, Programs and Services' provincial policy, providing direction on a mechanism to achieve a bilingual or francophone designation

**2016** – Adoption of the 'Human Resources French Language Policy for Health Care Services' affirming that bilingualism (fluency in French/English) is a legitimate qualification for all positions where French language proficiency is a requirement

**2016** – Adoption of the 'Francophone Community Enhancement and Support Act', establishing in law existing administrative structures and tools used to serve the Francophone community

# Appendix C

## French Language Services Policy (Province of Manitoba)

The French Language Services policy of the Government of Manitoba recognizes the fact that the French-speaking population of Manitoba is a constituent of one of the fundamental characteristics of Canada. The policy's purpose is to allow this community and the institutions serving it to access comparable government services in the language of the laws of Manitoba.

The services provided by the Government of Manitoba are offered, to the extent possible, in both official languages in areas where the French-speaking population is concentrated. The designated areas are shown on the accompanying map.

Administrative bodies covered by this policy consider the objectives of this policy and possible impacts on the Francophone community when planning and carrying out administrative or legislative reorganizations and reforms, including boundary reorganizations.

French language services are provided in completely bilingual service centres located in the designated areas. They are also provided, as approved or specified by the Minister responsible for French Language Services, in partially bilingual service centres that have a sufficient number of designated positions and bilingual employees to ensure an effective delivery of such services.

French language services are actively offered by the administrative bodies covered by this policy. The concept of active offer means that services in French, whether provided by oral, written or electronic methods, are evident, readily available and easily accessible to the general public, and of comparable quality to those offered in English.

All correspondence with individuals or groups is in the official language preferred by the recipient.

Unless specified otherwise by the Minister responsible for French Language Services, all forms, identity documents and certificates intended for the general public are in a bilingual format.

All information materials (written, audio-visual or electronic) intended for the general public are produced in a bilingual format, unless cost and distribution considerations justify separate language versions. The French language equivalent can be the version posted on the administrative body's Internet site in circumstances specified by the Minister responsible for French Language Services. Separate language versions are released simultaneously.

Unless specified otherwise by the Minister responsible for French Language Services, Web sites provide information and facilitate interactions with the public in both official languages.

Unless specified otherwise by the Minister responsible for French Language Services, signs and public notices in the designated areas and in the bilingual service centres are in both official languages. The availability of French language services is made evident with appropriate signage and reception messages.

Public information campaigns in the English language have a counterpart in the French language, subject to cost and distribution considerations.

The administrative bodies to which the policy applies use the French-language media to advertise vacant staff positions where French is a requirement or an asset.

Unless otherwise specified by the Minister responsible for French Language Services, only bilingual employees are recruited in the bilingual service centres and designated positions until such time as the bilingual personnel requirements are met.

Where the staff of a bilingual service centre is completely bilingual, the administrative body encourages the use of French as the language of work.

Nominations to boards, commissions, agencies, etc., take due account of the language dimension of government policy, as well as the right of any Manitoban to use either official language before quasi-judicial tribunals.

This policy applies to and is implemented by the following administrative bodies:

- All government departments and boards, commissions, corporations and special operating agencies reporting to them;
- Crown corporations and extra departmental organizations;
- Offices of the Legislative Assembly and quasi-judicial agencies subject to the requirements of Section 23 of the Manitoba Act, 1870;
- Public utilities governed by the Public Utilities Board and serving designated areas;
- Designated health facilities, social services agencies and Regional Health Authorities;
- Others as may be specified by the Minister responsible for French Language Services.

The implementation of this policy is guided and monitored by the Francophone Affairs Secretariat, whose mandate applies to all the administrative bodies covered by this policy. In fulfilling its mandate, the Francophone Affairs Secretariat seeks and facilitates the implementation of this policy in a manner consistent with the concept of active offer and makes recommendations to that effect.

The Minister responsible for French Language Services may direct the administrative bodies covered by this policy to carry out certain actions to better meet the objectives of this policy.

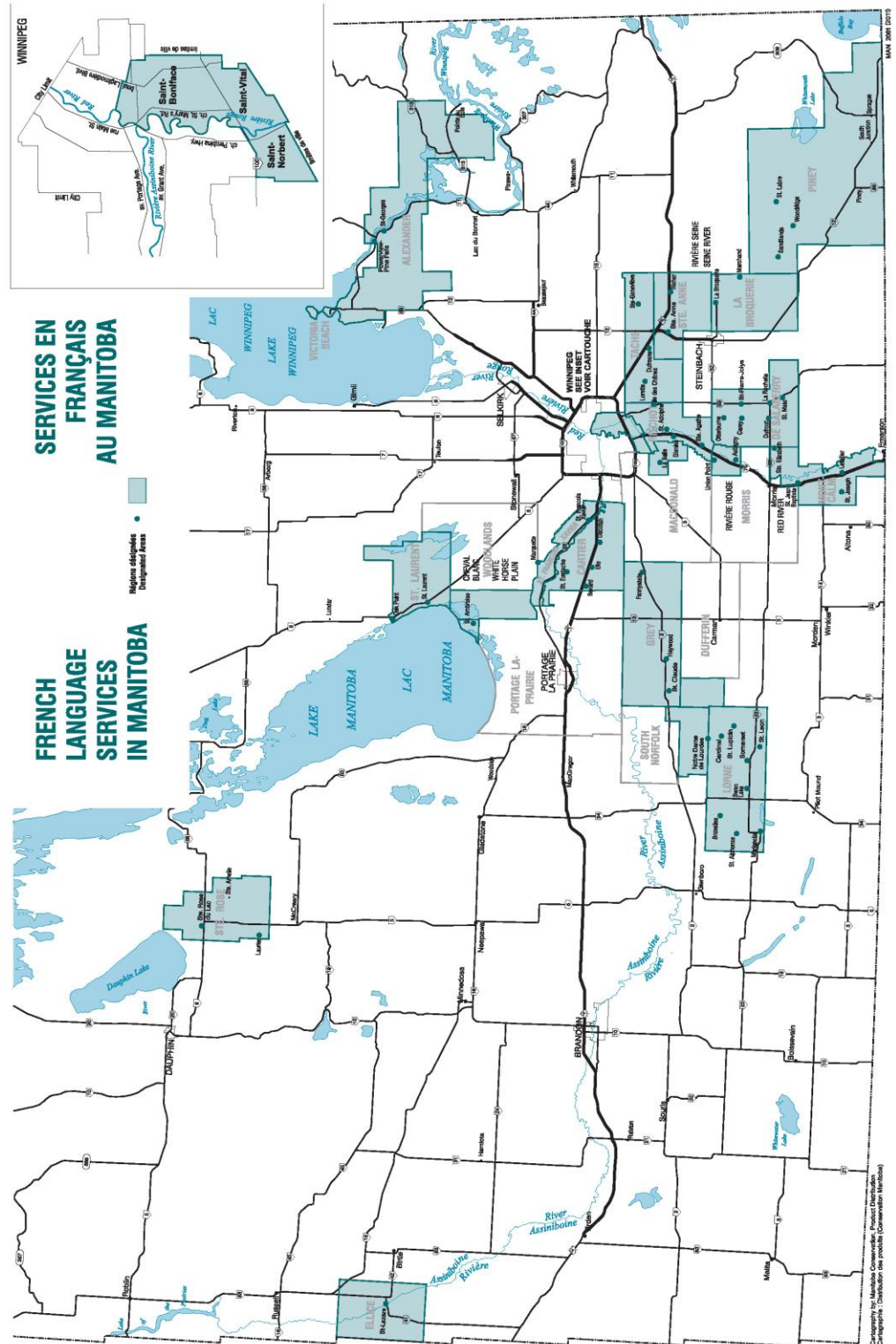
In order to ensure public accountability, the Francophone Affairs Secretariat publishes an annual report detailing the results of this policy's implementation by the administrative bodies covered by this policy. The annual report is prepared in collaboration with these administrative bodies.

Note: The policy was adopted in 1989 and revised in 1999.

# Appendix D

## French Language Services in Manitoba – Designated Areas

UNDER THE GOVERNMENT OF MANITOBA'S FRENCH LANGUAGE SERVICES POLICY





# Appendix E

## Provincial Structure: Santé en français Organizational Chart



### <sup>1</sup> Santé en français

In October 2004, the Government of Manitoba designated the *Conseil communauté en santé du Manitoba (CCS) inc.* - now known as *Santé en français - Manitoba (Santé en français)* since March 2014 - as the official representative of the Francophone community in the areas of health and social services. *Santé en français* plays a leadership and coordination role to foster access to quality French language services (FLS) in the areas of health and social services. The composition of the Board of Directors and the various committees of *Santé en français* are based on the general philosophy that the membership of these bodies include representation from government, education and RHAs in order to promote dialogue and the development of solutions together with stakeholders.

### <sup>2</sup> Regional Round Tables

The role of the regional round tables stems from the need for a strong community presence of the *Santé en français*. The Tables ensure continual linkages are maintained between communities, RHAs and *Santé en français*.

The Southeast round table encompasses the communities to the East of the Red River while the Central round table, the communities on the West side of the Red River. These Tables are the vehicle by which we ensure representation and participation of members of the Francophone community in identifying needs pertaining to access to health care and social services in French.

Collaboratively, the RHA and these two regional round tables have participated in the development and validation/approval of the 2017-2021 FLS Strategic Plan. Together, *Santé en français*, Southern Health-Santé Sud and the Central & Southeast round tables continue to work closely to ensure access to bilingual services in areas of higher Francophone concentration and where there is a rich Francophone Vitality.

### <sup>3</sup> Santé en français-Support Services

The *Santé en français*-Support Services carries out *Santé en français* functions in five major sectors:

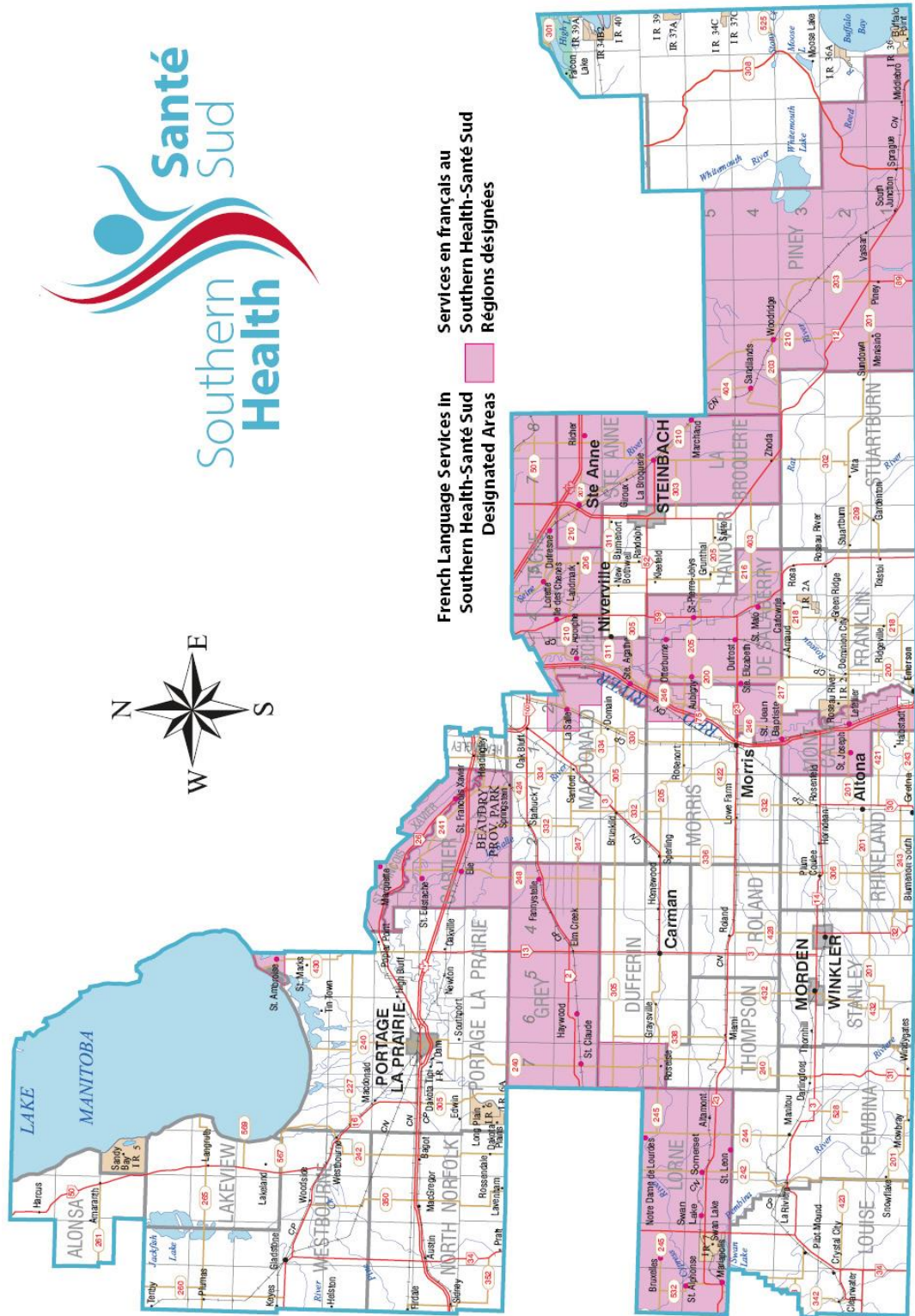
- assistance with planning of FLS;
- assistance with the development and implementation of FLS plans;
- communications and networking;
- training, recruitment and retention of human resources;
- support services (translation, language training, resource materials, etc.)

### <sup>4</sup> Santé en français- Managerial Round Table

The *Santé en français* managerial round tables is advisory to the *Santé en français*-Resource Centre and includes representation by RHAs and social services. The purpose is to discuss and initiatives on a provincial level as it relates to facilitating access to health care services in French.

# Appendix F

## French Language Services in Southern Health-Santé Sud - Designated Areas





# Appendix G

## Southern Health Santé Sud Programs & Services

- CancerCare/Cancer Navigation Services
- Elderly Persons Housing
- Emergency Medical Services (Ambulance)
- Home Care
  - Adult Day Programs
  - Meals on Wheels
  - Personal Care at Home
  - Respite Care
  - Treatment Clinics
- Medical Clinics
- Medical Officer of Health
- Mental Health
  - Adult Counselling Services
  - Adult Inpatient Psychiatric Treatment (Eden Mental Health Centre)
  - Child & Adolescent Services
  - Crisis Services
  - Intensive Case Management Services
  - Mental Health Promotion, Housing and Supports
  - Psychiatry Services
  - Seniors Consultation Team
  - Shared Care
- Midwifery
- Nutrition Services
- Palliative Care
- Pharmacy
- Primary Health Care
  - Chronic Disease Education
  - Family Doctor Finder
  - Medical Clinics
  - Mobile Clinic
  - My Health Teams
  - Nurse Practitioners
  - Primary Health Care Centres
  - QuickCare Clinic
  - Teen Clinic
- Public Health-Healthy Living
  - Families First
  - Healthy Baby
  - Healthy Living Services
    - Get Better Together
    - Healthy Communities Conference
    - Healthy Living Grants
    - Local Health Promotion
    - TeleCARE Manitoba
  - Public Health Nursing Services
    - Communicable Disease Prevention & Control
    - Immunizations/Child Health Clinic
    - Postpartum & Breastfeeding Support
    - Prenatal Education
    - Reproductive Health
    - School Health
    - Travel Health
- URIS- Unified Referral Intake System

- Rehabilitation
  - Audiology
  - Occupational Therapy
  - Physiotherapy
  - Speech Language Therapy
- Services to Seniors/Congregate Meal Program
- Supports for Seniors in Group Living

### Other Services

- Corporate Communications/Media Relations
- Disaster Management
- Finance
- French Language Services
- Human Resources
- Indigenous Program
- Information and Communication Technology (ICT)
- Quality of Care & Patient Safety
- Spiritual Health Care
- Support Services
- Telehealth

### Facility-Based Services

- Acute Care
  - CancerCare/Cancer Navigation Services
  - Emergency Care
  - Extended Treatment/Rehabilitation
  - Hemodialysis
  - Medical Care
  - Obstetrical Care
  - Outpatient Services
  - Respiratory Services
  - Special Care Unit
  - Surgery/Surgical Care
- Affiliate Health Corporations
- Community Owned Not for Profit
- Lab & Imaging Services
  - Cardiac stress testing
  - Computed Tomography (CT Scans)
  - Electrocardiogram (ECG)
  - Laboratory
  - Magnetic resonance imaging (MRI)
  - Mammography
  - Ultrasound
  - X-ray
- Personal Care Homes
- Transitional Care

# Appendix H

## Southern Health-Santé Sud Bilingual Facilities, Programs & Services As of June 2016

### Bilingual Sites

- Centre médico-social De Salaberry District Health Centre (Hospital & PCH)
- Centre de santé Notre-Dame Health Centre (Hospital & PCH)
- Centre de santé St. Claude Health Centre  
(Transitional Care Unit, PCH & Wellness Centre)
- Hôpital Ste-Anne Hospital

### Bilingual Programs and Services

Southern Health-Santé Sud is a designated bilingual Regional Health Authority. As such, all programs and services are considered designated bilingual. The majority of designated bilingual programs and services are offered within communities with a higher French-speaking population. These programs and services are offered within the above-noted sites and in many communities in the region, acknowledging the distribution of French-speaking population across the region. Southern Health-Santé Sud also provides bilingual programs in collaboration through various partnerships with community centres including but not limited to: Centre de bien-être communautaire – La Broquerie, Centre de bien-être communautaire – Saint-Agathe, Centre Albert-Galliot (Notre-Dame-de-Lourdes), Centre de santé Montcalm Health Centre (St. Jean-Baptiste) and Somerset Place Somerset. A public notice visible in these relevant service areas indicates availability of health services in French.

# Appendix 1

## Francophone population Data Table

RM/City/Town/ Village/FN	Population StatsCan/2016	Population StatsCan/2011	Knowledge of French <sup>1</sup>	French Percentage 2016
Alonsa, RM of – LGD	1247	1270	50	4.0%
Altona, Town of	4212	4088	175	4.2%
Carman, Town of	3164	3027	120	3.8%
Cartier, RM of	3368	3153	480	14.3%
De Salaberry, RM of	3580	3450	1550	43.3%
Dufferin, RM of	2435	2394	125	5.1%
Emerson-Franklin, RM of	2537	1768(+671)	230	9.1%
Grey, RM of	2648	2025(+590)	450	17.0%
Hanover, RM of	15733	14026	595	3.8%
Headingley, RM of	3579	3215	240	6.7%
La Broquerie, RM of <sup>2</sup>	6076	5198	1220	20.1%
Lorne, RM of (see LUD <sup>2</sup> )	3041	1884(+683+439)	1355	44.6%
Louise, RM of	1918	913(+384+635)	40	2.1%
MacDonald, RM of	7162	6280	710	9.9%
Montcalm, RM of <sup>2</sup>	1260	1309	615	48.8%
Morden, City of	8668	7812	505	5.8%
Morris, RM of	3047	2999	205	6.7%
Morris, Town of	1885	1797	190	10.1%
Niverville, Town of	4610	3540	440	9.5%
North Norfolk, RM of	3853	2799(+963)	95	2.5%
Pembina, RM of	2347	1561(+808)	105	4.5%
Piney, RM of	1726	1720	220	12.7%
Portage la Prairie, City of	13304	12996	780	5.9%
Portage la Prairie, RM of	6975	6525	400	5.7%
Rhineland, RM of	5945	4373(+556+843)	95	1.6%
Ritchot, RM of <sup>2</sup>	6679	5478	2365	35.4%
Roland, RM of	1129	1058	30	2.7%
Ste. Anne, RM of	5003	4686	1255	25.1%
Ste. Anne, Town of <sup>2</sup>	2114	1626	870	41.2%
St. François Xavier, RM of	1411	1240	205	14.5%
St. Pierre Jolys, Village of <sup>2</sup>	1170	1099	720	61.5%
Stanley, RM of	9038	8356	140	1.5%
Steinbach, City of	15829	13524	695	4.4%
Stuartburn, RM of	1648	1535	75	4.5%

RM/City/Town/ Village/FN	Population StatsCan/2016	Population StatsCan/2011	Knowledge of French <sup>1</sup>	French Percentage 2016
Taché, RM of <sup>2</sup>	11 568	10 284	2 950	25.5%
Thompson, RM of	1 422	1 397	40	2.8%
WestLake-Gladstone, RM of	3 154	18 78(+879+311)	50	1.6%
Winkler, City of	12 591	10 670	210	1.7%
Buffalo Point FN IRI36	481	162	-	-
Dakota Plains FN IRI6A	76	111	0	-
Dakota Tipi FN IRI1	156	164	0	-
Long Plain FN IRI6	1 232	1 078	0	-
Roseau River FN IRI2	558	588	0	-
Sandy Bay FN IRI5	2 515	2 509	5	0.2%
Swan Lake FN IRI7	347	371	0	-
<b>TOTAL</b>	<b>192,441</b>	<b>175,698</b>	<b>20,600 <sup>3</sup></b>	<b>10.7%</b>
<b>Southern Health-Santé Sud Population</b>				
Manitoba	<b>1,278,365</b>	<b>1,208,268</b>	<b>109,945</b>	
Winnipeg	<b>705,244</b>	<b>663,617</b>	<b>71,225</b>	
Rural Manitoba	<b>573,121</b>	<b>544,651</b>	<b>38,720</b>	

<sup>1</sup> Source: Statistics Canada (2016 Census)

a) "Knowledge of official language: English and French"

b) "Knowledge of official language: French only"

<sup>2</sup> Members of the Association of Manitoba Bilingual Municipalities within Southern Health-Santé Sud boundaries:

- De Salaberry, RM of - 43.3%
- La Broquerie, RM of - 20.1%
- Montcalm, RM of - 48.8%
- Ritchot, RM of - 35.4%
- Ste-Anne, Town of - 41.2%
- St-Pierre-Jolys, Village of - 61.5%
- Taché, RM of - 25.5%
- LUD of St-Léon (RM of Lorne) - not available
- LUD of Somerset (RM of Lorne) - 45.8%
- LUD of Notre-Dame-de-Lourdes (RM of Lorne) - 68.0%

<sup>3</sup> Over half of Rural Manitobans with Knowledge of French live in Southern Health-Santé Sud (53%), ie. 20,600 of the 38,720 Francophone Manitobans reside in Southern Health-Santé Sud.

## Signature and Approval of the FLS Plan for Southern Health-Santé Sud

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Chief Executive Officer, Southern Health-Santé Sud

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Date

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Executive Director, Santé en français

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Date

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Kelvin Goertzen, Minister of Health, Seniors and Active Living

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Date

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Rochelle Squires, Minister responsible for Francophone Affairs

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Date

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