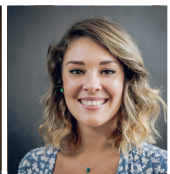




State of Illinois
Department of Central Management Services



Bilingual Needs Survey Report FY21



July 1, 2020 – June 30, 2021

Executive Summary

Governor Pritzker and the Illinois Department of Central Management Services (CMS) are dedicated to the mission of diversity, equity, and inclusion. The primary goal is ensuring that all Illinois residents have full and equal access to the services and opportunities the State provides. It is imperative that no communication barriers exist for any segment of our society if we are to achieve true equity.

The Bilingual Needs and Bilingual Pay Report (BNBPR) is prepared annually to analyze the current communication barriers that exist for residents who do not speak English or have limited English Proficiency (LEP). Most importantly the report also analyzes the progress throughout state government in eliminating those barriers. In addition, this report provides an update on the FY21 action items and lays out the FY22 action items.

As in previous years, the report recognizes the need for State agencies to comprehensively develop and implement formal language tracking mechanism for each of their public interactions. Action items in the FY20 report aimed to address this need and CMS has made progress on the deliverables with new initiatives that promote a comprehensive relationship with bilingual communities. CMS is working to formalize clear guidelines and templates to be used by all state agencies in tracking their bilingual interactions.

In this report, CMS also looks at the number of positions that have been posted as bilingual speaking as well as employees receiving bilingual pay providing a comparison from the previous year. The CMS Data Analytic Team is looking at the comparable data to begin reviewing trends that allow us to better measure progress. Analyzing trends that reflect improvements or challenges offer opportunities for growth for understanding the data. CMS also provides acknowledgement when equitable advocacy is practiced above the curve.

Using this data and the report, CMS collaborates with members of the Asian American Employment Plan Council as well as the Hispanic Employment Plan Council to identify 2022 Action Items. CMS looks forward to continued collaboration to execute these strategies with partner agencies, Employment Plan Council members, educational institutions and community leaders.

Introduction

The Illinois Department of Central Management Services (CMS) is responsible for monitoring and reporting the status and progression for State agencies' bilingual needs and resources. This reporting requires that State agencies are informed about the nature of their public encounters with requests for language assistance. They also must be prepared to successfully ensure access with the appropriate bilingual resources to overcome language barriers when they occur.

Annually, CMS requires each State agency to assess the need for employees with appropriate bilingual capabilities to serve the number of non-English speaking or culturally distinct persons. Pursuant to this legislative directive, each agency completes a survey designed to solicit data and information needed for the agency to assess the extent of its need for bilingual employees.

CMS sent the FY21 Bilingual Needs and Bilingual Pay survey to the 54 coded agencies reporting to the Governor and received a response from 44 of them. An additional 21 non-coded agencies such as Councils, Boards and Commissions were invited to participate in the survey on a voluntary basis. The only non-code response came from the Illinois Liquor Control Commission. Participants answered the survey based on FY21 time period, which began July 1, 2020 and ended June 30, 2021.

CMS is directed by the Illinois Personnel Code to oversee the State's bilingual program through formulation of strategies for language proficiency testing, requiring agencies to annually assess their bilingual programs, and filing an annual report to the General Assembly.

The annual BNPB Report must include:

- A. Each agency's needs assessment.
- B. Number of bilingual job postings.
- C. Number of bilingual positions filled.
- D. Number employees receiving bilingual pay.
- E. Number of employees receiving bilingual pay for languages other than signing or manual communication.
- F. Number of Hispanic/Latinx and non-Hispanic/Latinx employees who receive bilingual pay for languages other than signing or manual communication.

This FY21 Bilingual Needs and Bilingual Pay Report includes all statutory required elements.

Data Collection and Agency Assessment

Methodology

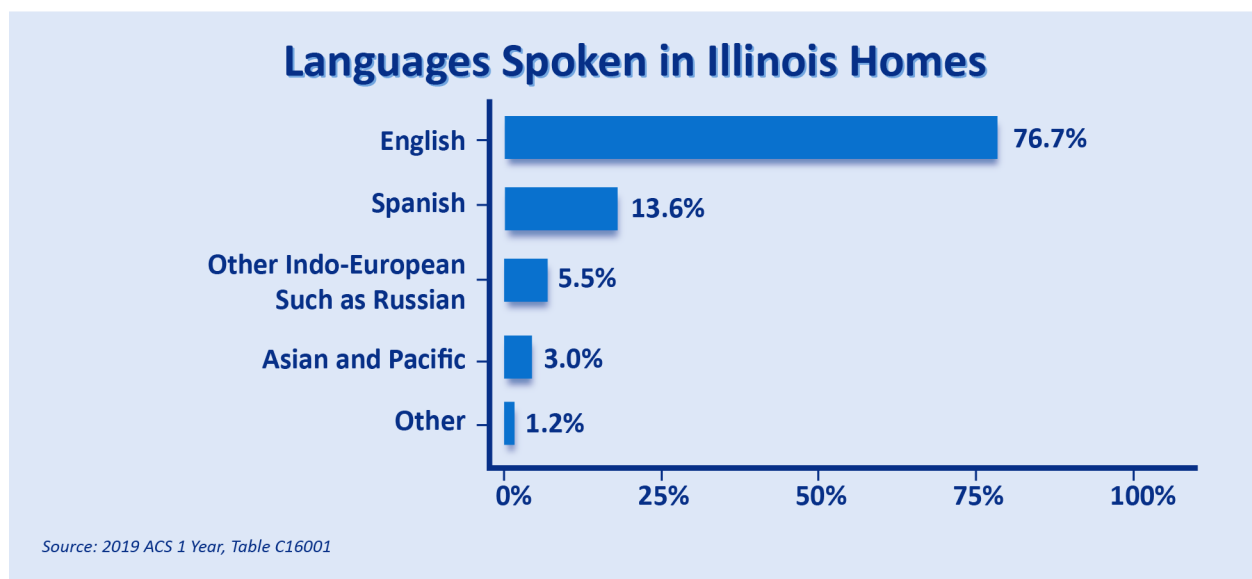
The data included in this report is sourced from the following: The Bilingual Needs Survey of State agencies, the Personnel database which houses transactional data for all state employees, and the NeoGov and Success Factors hiring platforms for state job postings. Unique to this year's Report is the transition to a new Human Capital Management System (Success Factors) which has meant a transition from the NeoGov job posting platform to the Success Factors job posting platform. For this, CMS acknowledges some challenges for the FY21 report regarding data reliability and validity which is noted where appropriate.

The primary source for information, the Bilingual Needs survey, was conducted in Fall 2021 and includes FY21 data from July 30, 2021 through August 30, 2021. Data collected in this survey reflect actions and policies taken by agencies to provide bilingual services as well as the number of bilingual interactions. In addition, the Bureau of Personnel system data—from the Personnel Database—allows for a view into bilingual pay, agency and other demographic characteristics. These extracts were taken on August 30, 2021 and apply to the fiscal year ending June 30, 2021. This data reflects current employees and due to processing lags in the Personnel Mainframe, some data or hires into bilingual pay positions may not be full reflected in this data.

For job posting data, which is when a job is available for applicants to apply, the date range is based on job creation rather than the actual posting date. In this report data has been retrieved from the legacy NeoGov platform and the new HCM Success Factors platform to provide the data to report what jobs have been offered during FY21 that require bilingual skills.

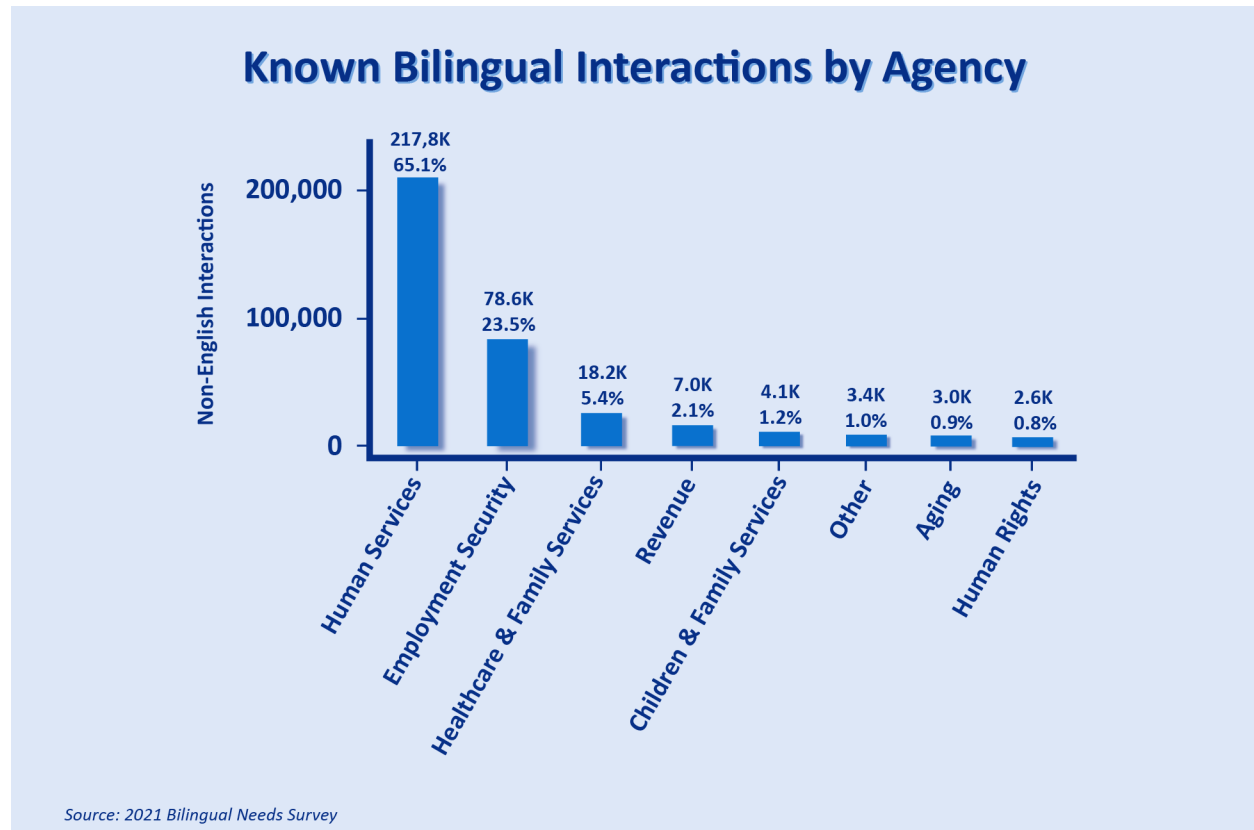
Illinois Non-English-Speaking Residents

According to U.S. Census data from the 2019 American Community Survey, 23% of Illinois residents are estimated to speak a language other than English at home. The most common language spoken at home is Spanish (13.6%). And of those who spoke another language other than English in the home, 64% speak English "very well"; indicating a strong bilingual presence among Illinois residents.



State Agencies' Needs Assessment, Bilingual Interactions

The below charts indicate the number of non-English engagements each agency conducted in FY21.



Top Five Agencies by Length of Interaction (Estimated)

| Description | 1st | 2nd | 3rd | 4th | 5th |
|------------------------------|--------------------------|------------------------------|---|--------------------------------------|------------------------------------|
| Fewer than 15 minutes | Human Services (130,699) | Employment Security (41,632) | Healthcare and Family Services (13,469) | Revenue (5,600) | Aging (2,539) |
| 15-60 minutes | Human Services (65,349) | Employment Security (33,777) | Healthcare and Family Services (4,550) | Children and Family Services (1,503) | Revenue (1,400) |
| 60-240 minutes | Human Services (17,426) | Employment Security (1,571) | Revenue (700) | Healthcare and Family Services (182) | Children and Family Services (163) |
| 240+ minutes | Human Services (4,357) | Revenue (700) | Human Rights (78) | Environmental Protection Agency (12) | Insurance (12) |

CMS Analysis

Forty-five of the 72 agencies who were invited to participate, responded. This includes agencies who were required to respond as well as agencies who volunteered to respond.

Forty-five agencies responding to the Bilingual Needs and Bilingual Pay Survey that reported that they regularly engage in customer service, whether with members of the public or with other agencies.

Agencies that reported they **do not regularly engage in customer services**, whether with members of the public or with other agencies:

- Criminal Justice Information Authority.
- Department of Military Affairs.
- Illinois Capital Development Board.
- Illinois Council on Developmental Disabilities.
- Illinois Department of Agriculture.
- Illinois Department of Corrections.
- Illinois Department of Juvenile Justice.
- Illinois Gaming Board.
- Illinois Law Enforcement Training & Standards Board.
- Illinois State Police Merit Board.

Agencies with **no recorded instances** in which interpretation or translation of a source language into English was necessary to assist limited English-speaking clients were:

- Central Management Services.
- Civil Service Commission.
- Criminal Justice Information Authority.
- Department of Innovation and Technology.
- Department of Military Affairs.
- Educational Labor Relations Board.
- Illinois Capital Development Board.
- Illinois Council on Developmental Disabilities.
- Illinois Department of Financial and Professional Regulation.
- Illinois Labor Relations Board.
- Illinois Law Enforcement Training and Standards Board.
- Illinois State Police Merit Board.
- Property Tax Appeal Board.
- Pollution Control Board.
- State Retirement Systems.

Twenty-six agencies indicated that they were tracking bilingual interactions across several modes of communication.

Agencies who stated **do not track** bilingual interactions are:

- Abraham Lincoln Presidential Library and Museum.
- Central Management Services.
- Civil Service Commission.
- Department of Transportation.
- Illinois Capital Development Board.
- Illinois Department of Financial and Professional Regulation.
- Illinois Department of Veteran Affairs.
- Illinois Gaming Board.
- Illinois Law Enforcement Training and Standards Board.
- Illinois Labor Relations Board.
- Illinois Lottery.
- Illinois Prisoner Review Board.
- Illinois Racing Board.
- Illinois State Police.
- Illinois State Police Merit Board.
- Property Tax Appeal Board.
- State Retirement Systems.

On the opposite end, 12 agencies track bilingual interactions using computer software, spreadsheets or other means of formal documentation.

Agencies **that track bilingual interactions** using computer software, spreadsheets or other means of formal documentation are:

- Illinois Commerce Commission.
- Illinois Department of Aging.
- Illinois Department of Children and Family Services.
- Illinois Department of Corrections.
- Department of Human Services.
- Department of Human Rights.
- Department of Innovation and Technology.
- Illinois Department of Insurance.
- Illinois Department of Employment Security.
- Illinois Department of Juvenile Justice.

- Illinois Department of Revenue.
- Pollution Control Board.

Four (8.9%) of the 45 agencies reported they had written policies in place to address the number of bilingual staff required at satellite offices.

Agencies **with written policies** to address number of bilingual staff are:

- Central Management Services.
- Department of Commerce and Economic Opportunity.
- Human Rights Commission.
- Illinois Prisoner Review Board.

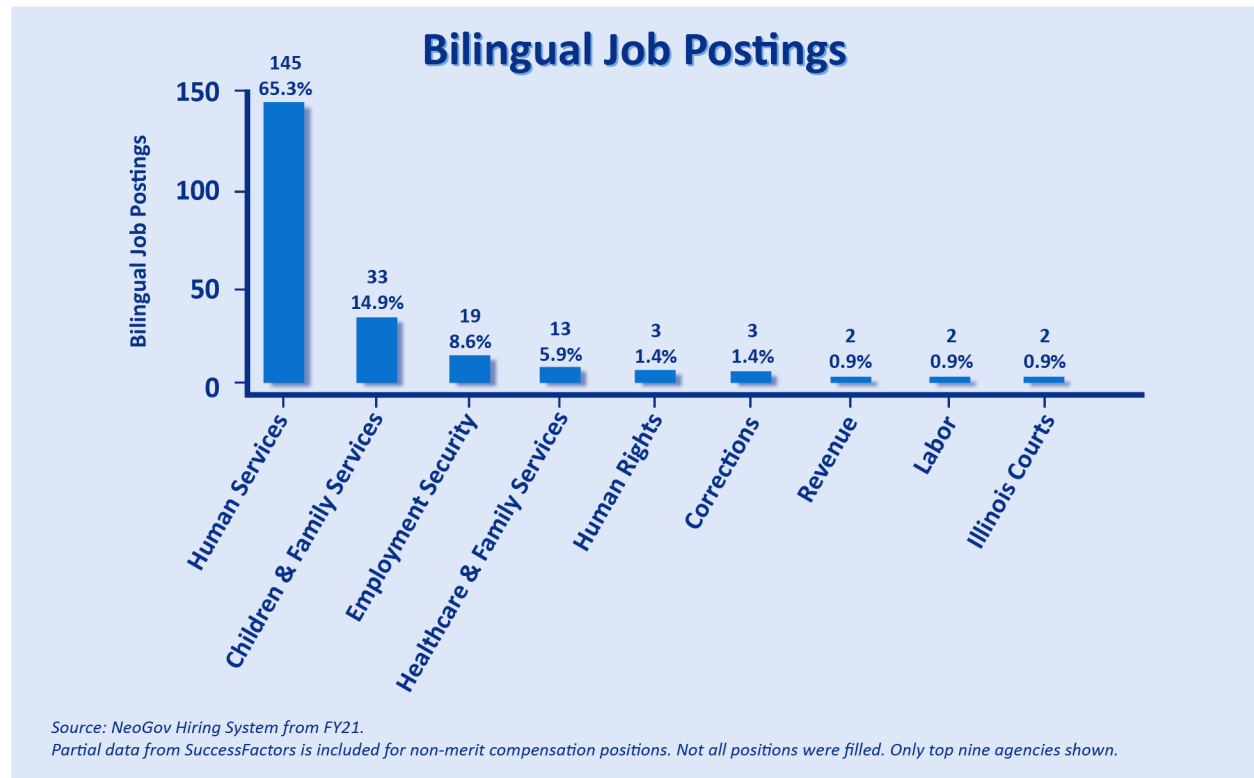
Of agencies interacting with the public, 15.2% agencies reported that they had policies in place to determine whether their employees had enough linguistic ability to interact with the public when facing a bilingual interaction.

Agencies that **have policies** in place to determine whether their employees had enough linguistic ability to interact with the public are:

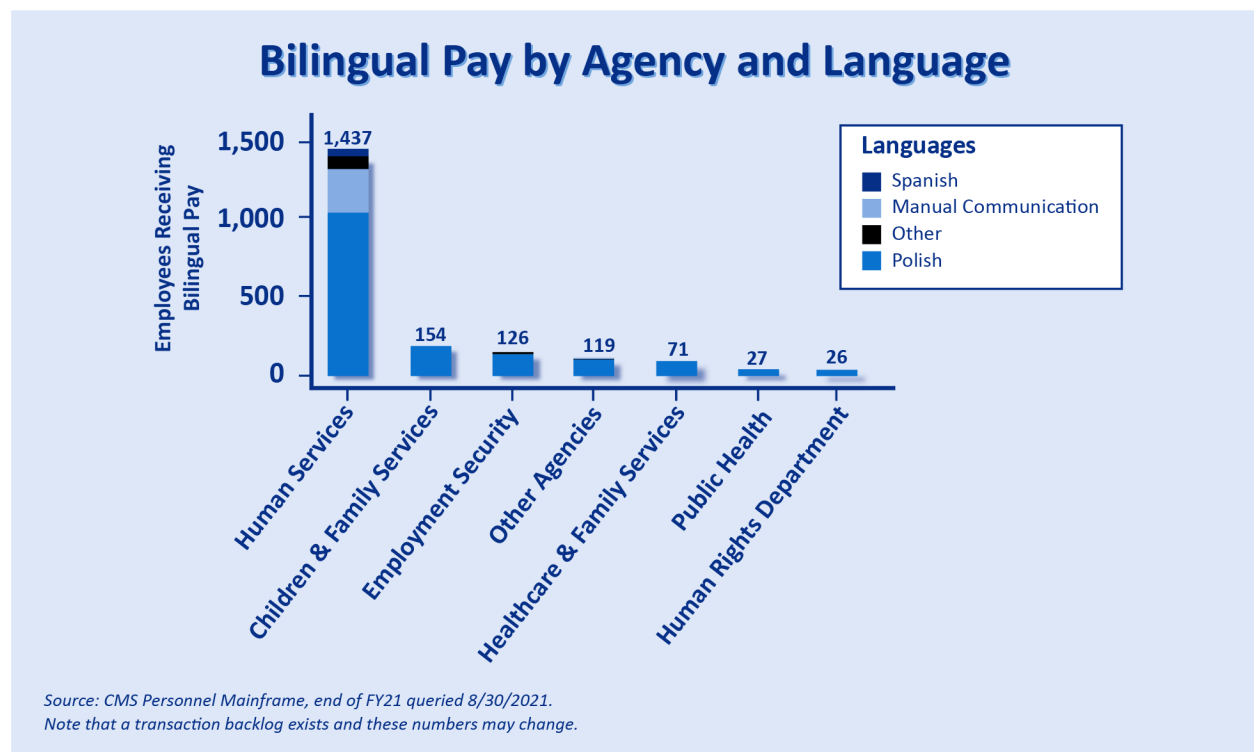
- Department of Children and Family Services.
- Department of Commerce and Economic Opportunity.
- Department of Human Services.
- Human Rights Commission.
- Illinois Lottery.
- Illinois Prisoner Review Board.
- Illinois Department of Revenue.

Number of Bilingual Job Postings, Position Review Process, and Bilingual Pay

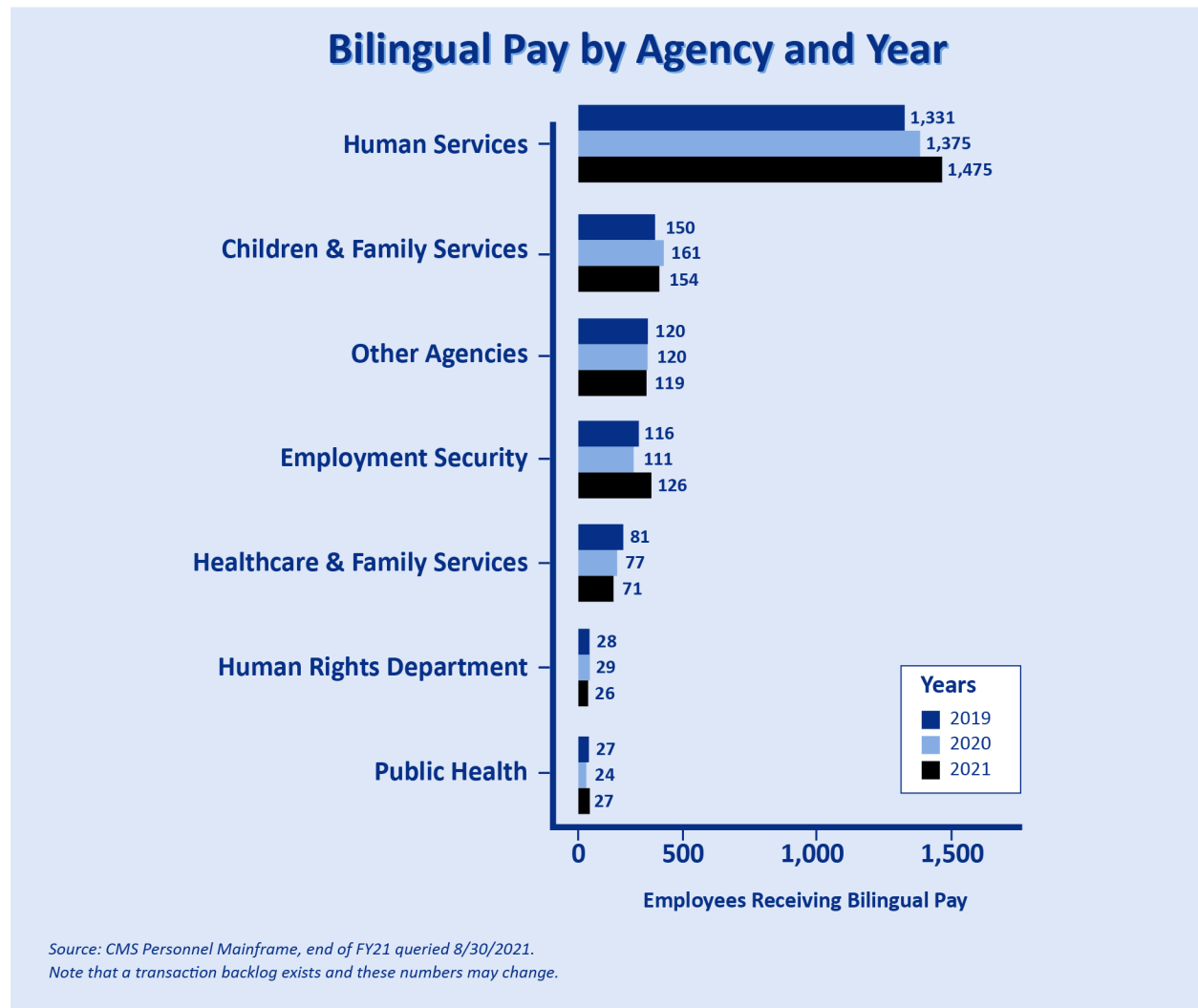
The below chart details the number of job postings that required bilingual skills.



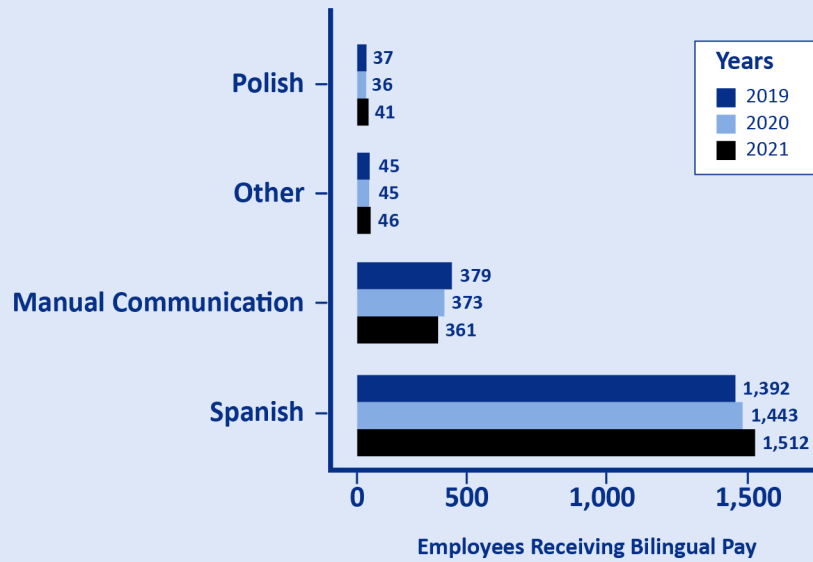
The below chart breaks out by agency, the number of employees by language who are receiving bilingual pay. Bilingual pay is guided by the AFSCME collective bargaining agreement (CBA), providing employees utilizing bilingual skills to serve the public, additional compensation. Under the current CBA bilingual pay is set at \$100 per month or 5% of an employee's base salary, whichever is higher.



CMS compared this year's bilingual pay by agency to report results from FY19 and FY20. The chart illustrates that consecutively, Department of Human Services continues to grow the number of employees receiving bilingual pay regardless of total number of new hires.



Bilingual Pay by Language and Year



Source: CMS Personnel Mainframe, queries for FY19-present.
Note that a transaction backlog exists and these numbers may change.

The below chart details the breakdown of bilingual pay recipients by race/ethnicity.

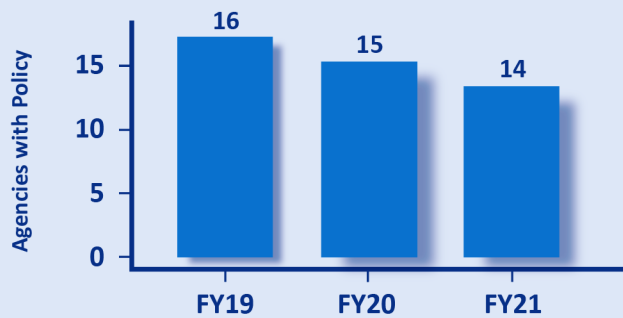
Code-covered Employees Receiving Bilingual Pay Supplement as of August 31, 2021

| Race / Ethnicity | Total | Percent |
|-------------------------|-------------|-------------|
| Hispanic or Latinx | 1,445 | 73.7% |
| White | 418 | 21.3% |
| African American | 60 | 3.1% |
| Asian | 36 | 1.8% |
| American Indian/Alaskan | 1 | 0.1% |
| Total | 1960 | 100% |

Of the 3,848 job postings for FY21, 183 (4.8%) had a bilingual designation associated with the posting. A total of 131 employees were hired with bilingual pay, 46.4% of these hires were for Spanish, 0.75% for Polish, 1.9% for Manual Communication, and 0.4% for Chinese.

The Fourteen (31.1%) of 45 agencies have a process in place to evaluate where there a new position ought to be categorized as bilingual. This is a consecutive decrease from previous years where FY20 reported 15 and FY19 reported 16 agencies with a process in place for categorizing a position as bilingual.

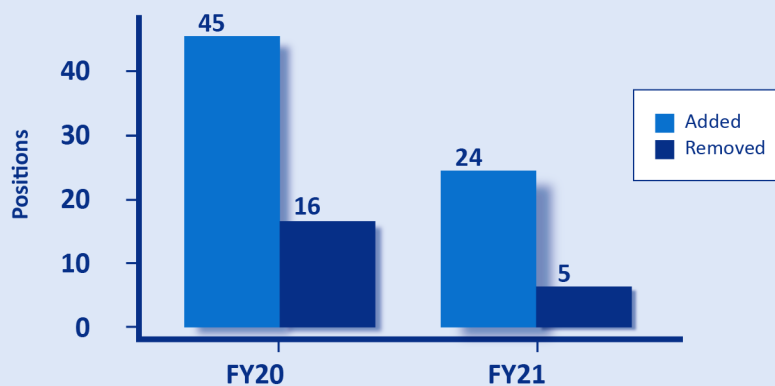
Agencies with Process for Bilingual Categorization of New Positions



Source: FY19-21 Bilingual Needs Survey

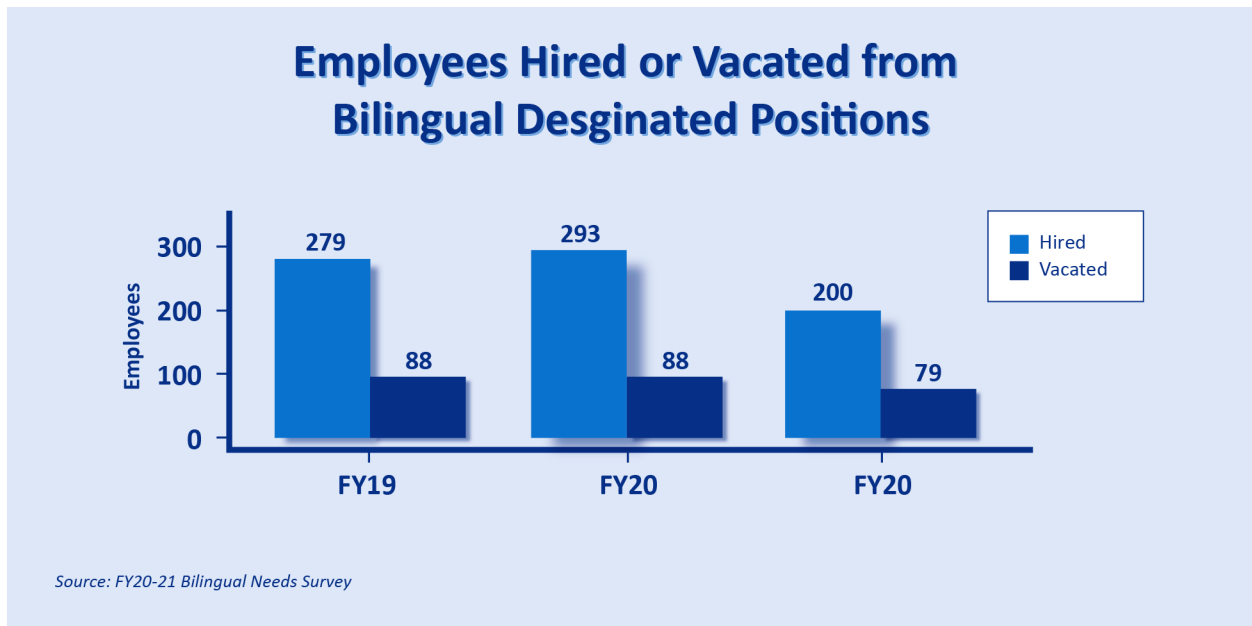
According to the Bilingual Needs Survey, 24 positions were revised to include a bilingual designation and 5 had the bilingual designation removed from the position description. FY20 reported 45 revisited to include and 16 removed. FY19 survey did not pose this question.

Positions with Bilingual Designation Added or Removed



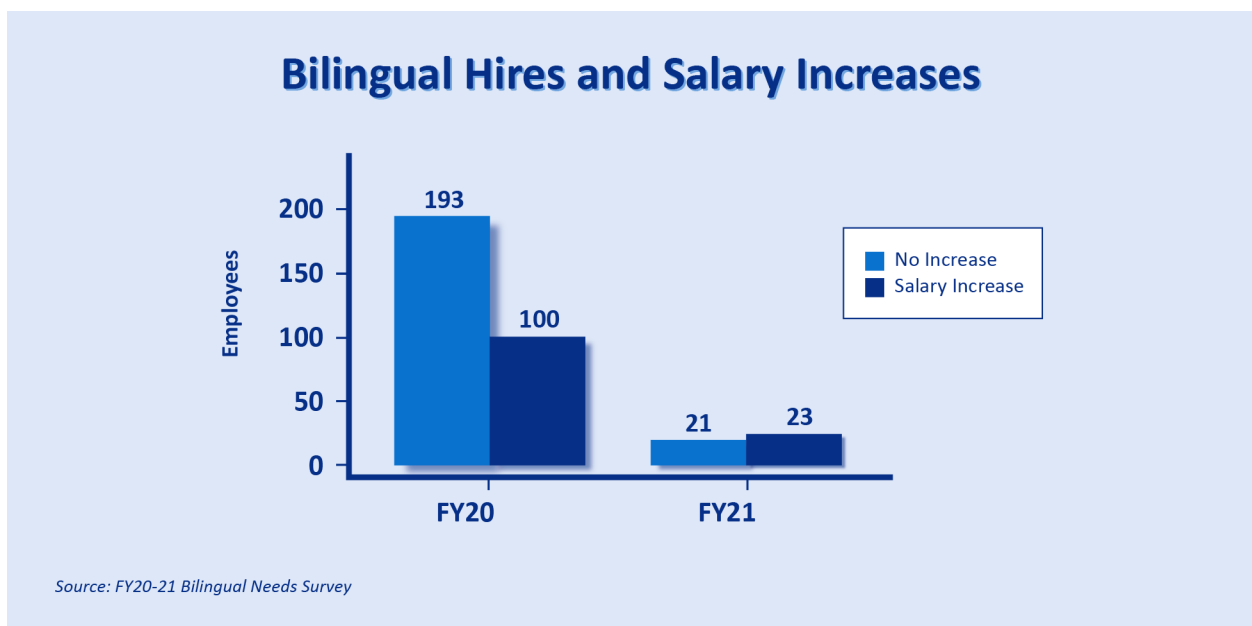
Source: FY20-21 Bilingual Needs Survey

Agencies also reported 79 employees vacating positions designated with the bilingual option and 200 employees hired into positions designated with the bilingual option. FY20 reported 88 employees vacated bilingual positions while 293 employees were hired into positions designated with the bilingual option. In FY19, 88 employees vacated bilingual positions and 279 employees were hired into positions designated with the bilingual option.



The vast majority of employees receiving bilingual pay with designation for Manual Communication went to 356 staff in the Department of Human Services. Thirteen employees receiving bilingual pay for Braille also worked for the Department of Human Services.

Agencies collectively reported 1,342 new hires of which 44 were bilingual (regardless of position requirement) and 23 (52.27%) received an increase in salary due to the value of bilingual skills. This is a sharp increase from the FY20 where 100 (34.13%) of the 293 bilingual new hires received an increase in salary due to the value of their bilingual skills.



FY21 provides continuous growth as 19 of the 35 agencies engaged in customer service have budgets that include a specific allocation for bilingual employment. FY20 responses only recorded 16 agencies with allocation for bilingual employment while there were 17 for FY19.

In addition, CMS distributed a memo to all Agency Personnel Officers on May 3, 2021 titled, Salary Treatment of Bilingual Staff. This memo noted that when negotiating salaries for new-to-the-State candidates and salary offers to existing employees for positions for which bilingual skills are not required, agencies should include the value of bilingual skills in their salary offers. As a result, the FY21 survey, agencies were for the first time, asked to describe how they encouraged bilingual staff to seek promotions to all levels of agency. The period between the memo and the survey was only two months but may have had minimal impact.

Nine agencies noted specific examples of how they encourage bilingual staff to seek promotions that go beyond a universal job posting. These agencies were either implementing this practice this prior to the memo or expedited equitable outreach immediately and should be highlighted for this advocacy:

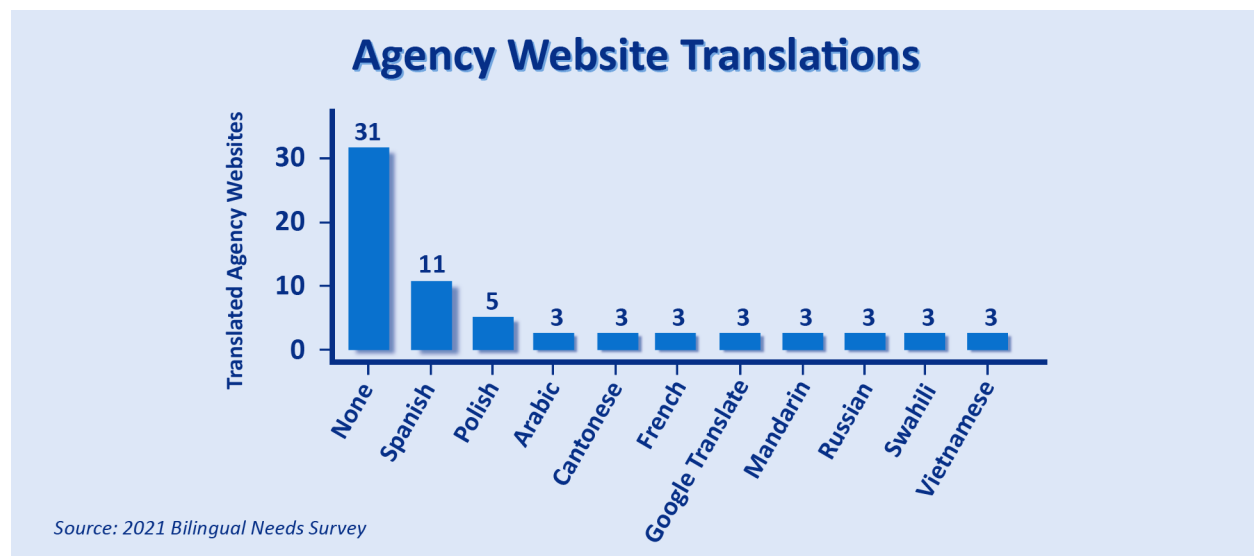
Agencies that encourage bilingual staff to seek promotions that go beyond a universal job posting:

- Department of Children and Family Services.
- Department of Commerce and Economic Opportunity.
- Department of Innovation and Technology.
- Illinois Department on Aging.
- Illinois Department of Corrections.
- Illinois Department of Healthcare and Family Services.
- Illinois Gaming Board.
- Illinois Lottery.
- Illinois Workers' Compensation Commission.
- Illinois Workers' Compensation Commission.

Promoting Awareness of Bilingual Services

The public and agencies serving the public must be aware of the bilingual services available to support any non-English speaking interaction. State agencies are responsible for ensuring that all public communication tools are fully translated and accessible to all Illinois residents to use despite any language barrier.

This FY21, 33.3% of agencies (15 out of 45 who participated in survey) noted to have their websites translated. FY20, 38.8% (19 out of 49 who participated in survey) reported their website to offer translation into languages other than English. FY19 reported 30% (15 out of 50 who responded) of agencies with website translation. The below chart breaks down the response from agencies on their progress on translating their websites.



Eleven agencies reported having websites with Spanish translation and 5 with Polish, the following languages were all reported in use by three agencies: Arabic, Cantonese, French, Mandarin, Russian, Swahili, Vietnamese, Google Translate. Counts are inclusive of agencies translating into multiple languages. Twenty agencies reported having written materials translated into Spanish, 7 reported having materials translated into Polish and 3 reported having materials translated into Cantonese (again, counts are inclusive). Of agencies engaged in customer service, 17 of the 35 reported not translating materials into languages other than English.

In addition to in-person staff members, agencies can supplement their bilingual services with the telephone language interpreter services available through CMS. Seven (15.56%) of the 45 participating agencies in FY21 utilized external translation services outside the State's master contracts that provide three-way telephone interpretation. This is a decrease from the 18% reported in FY20. Fifty percent of agencies who participated in the FY19 survey reported to have supplemented their bilingual services with the telephonic language interpreter services available through CMS. This may be a result of increased website translations and bilingual staff.

FY21 Action Items aimed to support agencies best prepare to serve individuals with LEP through recommendations on how to assess agency bilingual needs and suggestions for translation tools. To date, CMS has made progress in researching tools and processes. Collaboration with the Illinois Association of Hispanic State Employees, Illinois Department of Innovation and Technology and review with CMS' Data Management team has allowed the Diversity and Inclusion team to home in on resources that are moving forward in testing. A software platform is undergoing review for translation efficacy and United States Census tools are in packaging stages for agencies to assess bilingual needs based on service demographics. While unable to deliver by end of FY21, CMS expects to provide all agencies with recommendations and tools by Spring 2022.

FY21 Action Items

Governor's Office of Equity (Established in 2021)

- CMS will provide quarterly updates to the Chief Equity Officer to identify State-wide approaches to accelerate bilingual services and equitable bilingual employee hiring.
- CMS will identify partner agencies who can initiative a fast-track for implementation and practice.
- CMS will provide updates to quarterly Employment Plan Council meetings.

Required Diversity, Equity and Inclusion Training (Established in 2021)

- CMS will incorporate FY21 Bilingual Needs and Bilingual Pay Report into the newly required DEI training for all employees.
- CMS will highlight importance, relevant data and encourage to support the annual Bilingual Needs Action Plan.

Non-English Interaction Tracking

- CMS will continue the work started in FY21 to provide a standard operating procedure (SOP) detailing a preferred method for collecting non-English language interactions.
- Agencies to adopt and implement the CMS SOP on data collection.

Bilingual Employee Pay

- CMS will provide recommendations for encouraging bilingual staff to seek promotions to all levels of the agency.
- CMS will provide recommendations for including the value of bilingual skills in salary negotiations.

Bilingual Access Communication

- CMS will review newly available tools and technologies available to the State via pandemic-related resources to identify spaces for continued use.
- CMS will provide a guide of any available and recommended tools and technologies for all agencies to use.

Agency Progress Report Card

- CMS will work with the Governor's Office Equity to create an agency Bilingual needs progress report measuring success by completion of following:
 - Agency bilingual policies and procedure in place.
 - Agency compliance with CMS tracking and reporting guidelines.
 - Agency completion of translating websites into non-English for identified language interactions.
 - Agency promoting/marketing non-English to public to those who may have limited English proficiency.
 - Agencies budgeting for non-English interactions.

Conclusion

A global pandemic brought forth unique challenges to the workforce that expedited opportunities for building structures that promote equal access to bilingual services. While CMS began to research tools to address past year's action items, opportunities exist to leverage collaboration with newly established teams and structures.

In FY21, CMS hosted two recruitment calls with bilingual community leaders who served as panelist and presented best practices in recruitment efforts to over 50 agencies. Members of our Asian American and Hispanic Employment Plan Councils were also present and provided guidance through this process.

In May of 2021, CMS welcomed a new bilingual and bicultural Deputy Director for Diversity and Inclusion. Demonstrating the value of our diverse workforce, CMS has made strides in expending inclusive initiatives that promote bilingual outreach and recruitment. With two bilingual staff within Diversity and Inclusion, CMS continues to move forward in delivering action plans originally scheduled for FY21 as well as those that are identified for FY22.

An example of these efforts includes immediate action on recommendations from the Asian American Employment Plan Council and community leaders on connecting with bilingual spaces in Central and Southern Illinois that aims to promote resources for inclusion to current and prospective bilingual applicants by building relationships with bilingual parents of first-generation to-be, career seekers.

Recruitment and retention processes have been revamped to promote in depth, authentic relationship building that allows acknowledgment and encourages bilingual and bicultural-centered approaches. CMS is scheduling bilingual high school district outreach for connecting with Bilingual Parent Councils to highlight career paths with the State. Our goal is to develop relationships with families who speak different languages at home and to leverage language identity to help the State of Illinois best serve all its residents.

CMS also initiated relationships with Hispanic Serving Institutions in FY21 through newly created educational outreach plan that includes inviting bilingual staff to serve as panelist in classrooms, career exploration programs and identity-based educational initiatives. This aims to allow students to see themselves and their language as part of the fabric that creates a diverse and promotes an inclusive workforce within State government. At the time of this report, CMS has connected and initiated programming and drafted upcoming career development opportunities with Joliet Junior College and City Colleges of Chicago- Harold Washington Community College.

CMS looks forward to achieving the goals laid out for FY22 as we continue to expand access and opportunity for all Illinois residents. Through this work, we will continue to strive to full equity for all.