



State of Illinois  
Department of Central Management Services

# The Bilingual Needs and Bilingual Pay Report for Fiscal Year 2020



July 1, 2019 – June 30, 2020

# Executive Summary

Governor Pritzker and the Illinois Department of Central Services Management (CMS) are dedicated to the mission of diversity, equity and inclusion. Ensuring that all Illinois residents have full and equal access to services and opportunities the State provides is the primary goal of this administration. Ensuring no communication barrier exists for any segment of our society is essential to achieving this goal.

The purpose of the Bilingual Needs and Bilingual Pay Report (BNBPR) is to first analyze the current communication barriers that exist for residents who do not speak English or have limited English Proficiency (LEP) and how that is creating challenges in obtaining State government services and career opportunities. With full transparency, this report also provides a status update on the progress of State agencies in eliminating any of the barriers that have been identified. CMS is moving forward with our agency partners to analyze the data presented in this report to more effectively leverage the tools and resources available to State government in a valiant effort to address these barriers.

The FY2020 report recognizes the need for State agencies to comprehensively develop and implement formal language tracking mechanisms for each of their public interactions. The data quality improvements for bilingual interactions will achieve a greater understanding of the demand for bilingual services through improved tracking, which will provide the necessary data to target improvements in our bilingual programs and initiatives.

As in years past, U.S. Census data for Illinois' population indicates that residents who experience language barriers continues to increase. It is important that the number of State employees in bilingual positions keep pace with that demand to sufficiently address the growing need. CMS uses U.S. Census data for Illinois populations that have limited English proficiency as a method of gauging how many bilingual employees/services are needed in a geographic area to meet the potential for language assistance requests. This provides agencies with bilingual hiring and process improvement goals.

In addition to these goals, CMS provides agencies additional guidance in this report, to assist in monitoring themselves, make informed decisions and craft targeted initiatives. It is CMS' goal to use the data in these reports to directly engage our agency partners with meeting specific goals and objectives. As a new edition this year, this report will feature an action items check list that will include the overall strategy and tactics planned in place for FY2021.

CMS will continue to work collaboratively to strengthen agencies and their ability to represent everyone in service populations, specifically those populations with limited English proficiency.

# Introduction

The Illinois Department of Central Management Services (CMS) is responsible for monitoring and reporting the status and progression of 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 numbers 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 FY2020 Bilingual Needs and Bilingual Pay survey to the 51 coded agencies reporting to the Governor, plus the Office of the Executive Inspector General (OEIG). The agencies answered the survey based on FY2020, which began July 1, 2019 and ended June 30, 2020.

CMS is directed by the Illinois Personnel Code to oversee the State's bilingual program by formulating strategies for language proficiency testing, requiring agencies to annually assess their bilingual programs, and filing annual reports 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 FY2020 Bilingual Needs and Bilingual Pay Report includes all statutorily required elements.

# Data Collection and Agency Assessment

## Methodology

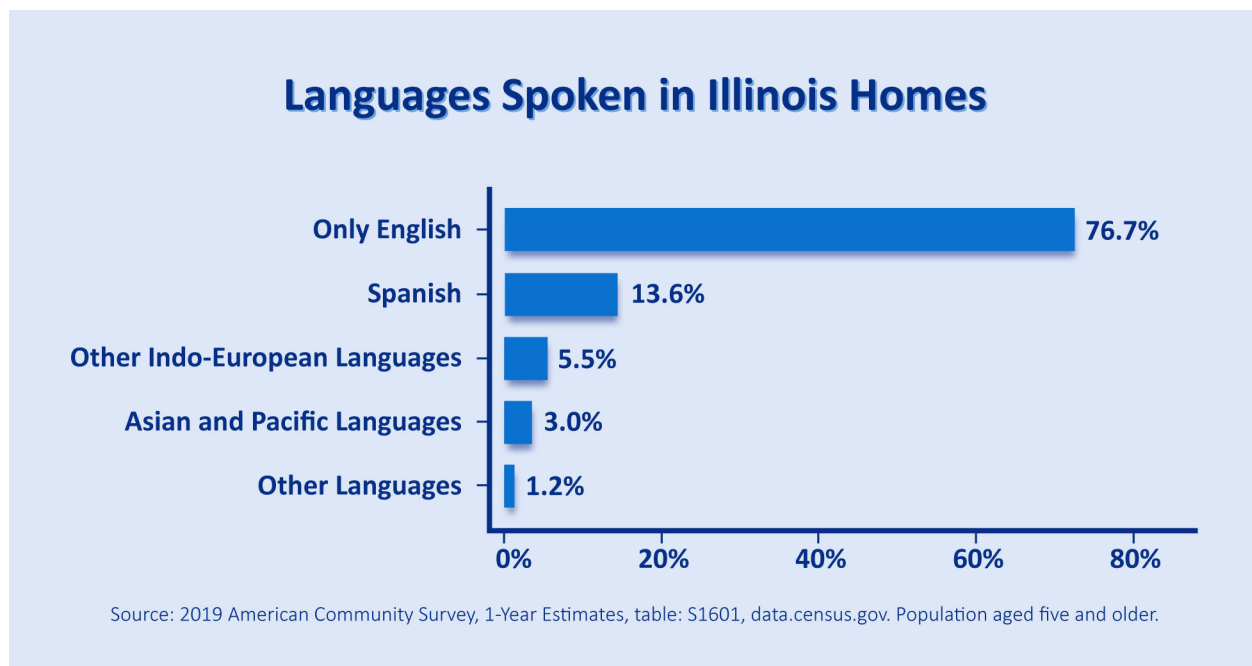
The data included in this report is sourced from the following: The Bilingual Needs Survey of State agencies, the Employee Engagement Survey of State employees, the Personnel database which houses transactional data for all state employees, and the NeoGov hiring platform for state job postings.

The Bilingual Needs survey was conducted from August 13, 2020 through September 14, 2020 and included 48 responses from participating agencies. Data collected in this survey reflect actions and policies taken by agencies to provide bilingual services as well as the number of bilingual interactions. This data has also been augmented by the Employee Engagement Survey of all State employees which had 12,672 responses, a roughly 25% response rate. This data allows for a perspective into on-the-ground actions of employees, particularly those informally applying bilingual skills to their work.

The Bureau of Personnel system data—from the Personnel Database —allows for a view into bilingual pay, job postings, and bilingual pay by agency and other demographic characteristics. These extracts were taken on July 1, 2020 and apply to the fiscal year ending June 30, 2020. For posting data, the date range is based on job creation rather than posting date. Note that, due to processing lags in the Personnel Mainframe, some data on hires into bilingual pay positions may change as additional hiring is processed.

## Illinois Non-English-Speaking Residents

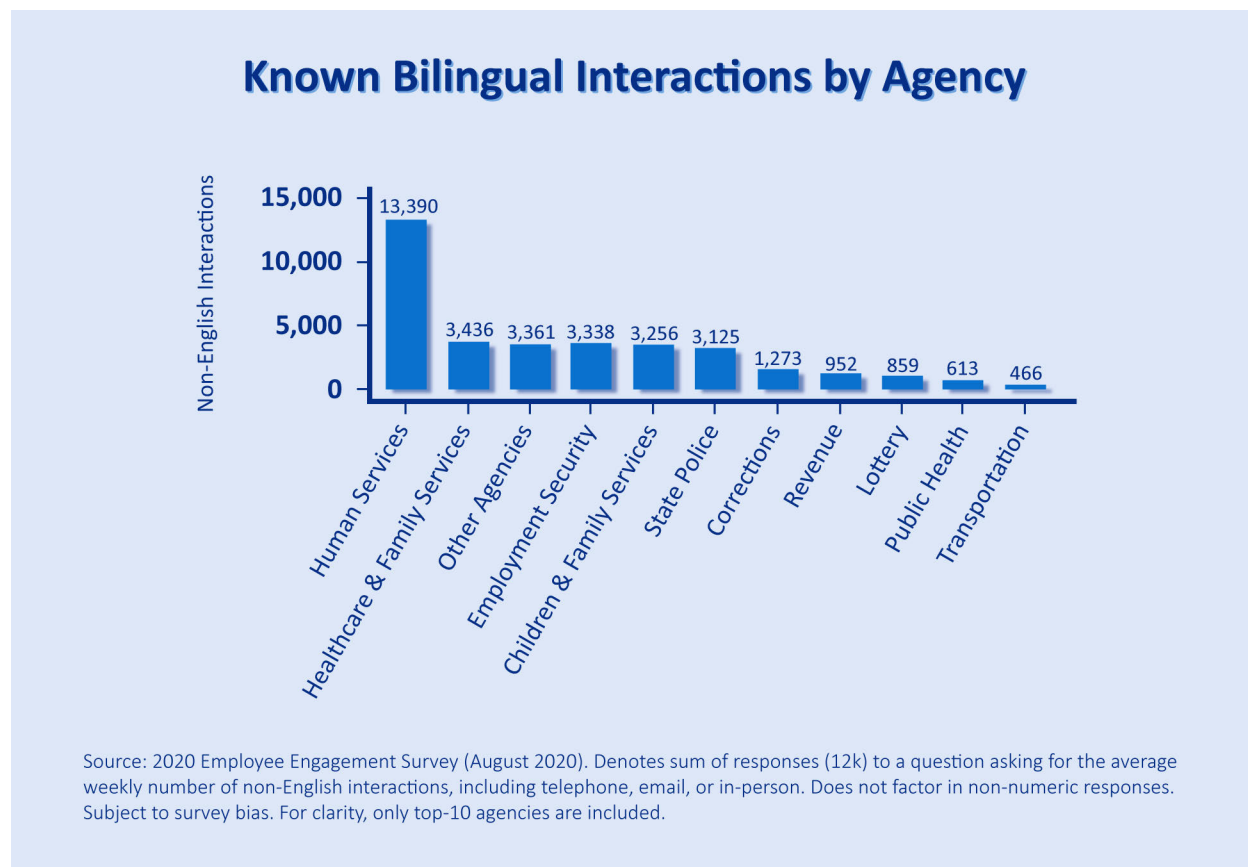
According to U.S. Census data from 2014-2018, 23% of Illinois residents were estimated to speak a language other than English at home (population of aged five years and older).<sup>1</sup> The data also showed that Spanish (13.6%) is the predominant non-English language spoken at home in Illinois. And of those who spoke another language other than English in the home, 62% speak English “very well”; indicating a strong bilingual presence among Illinois residents.



<sup>1</sup>US Census. “Illinois Quick Facts.” 2019 | <https://www.census.gov/quickfacts/IL>

## State Agencies' Needs Assessment

The below charts indicate the number of non-English engagements each agency conducted in FY2020.



### CMS Analysis

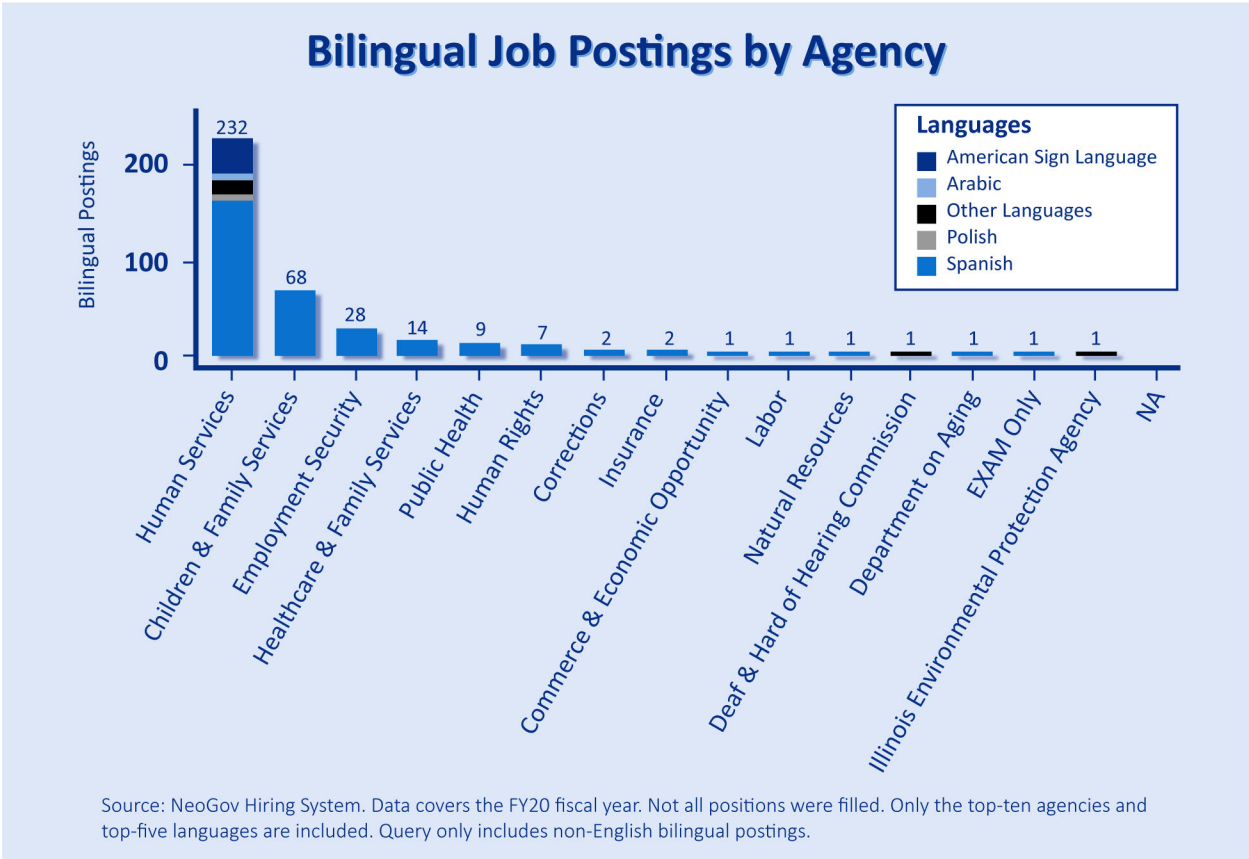
Forty-two of the 49 agencies responding to the Bilingual Needs Survey reported that they regularly engage in customer service, whether with members of the public or with other agencies. Six of the 42 reported they had written policies in place to address the number of bilingual staff required at satellite offices.

Agencies indicated that they were tracking bilingual interactions across several modes of communication. Telephone is the most common medium tracked: 22 of 42 agencies interacting with the public indicated they were tracking bilingual telephone interactions. Fifteen indicated that they were tracking in-person interactions, and twelve indicated that they were tracking email interactions. Of agencies interacting with the public, the most common approach for tracking interactions was with employee estimates (15 agencies) and the next most common approach was computer software tracking (10 agencies).

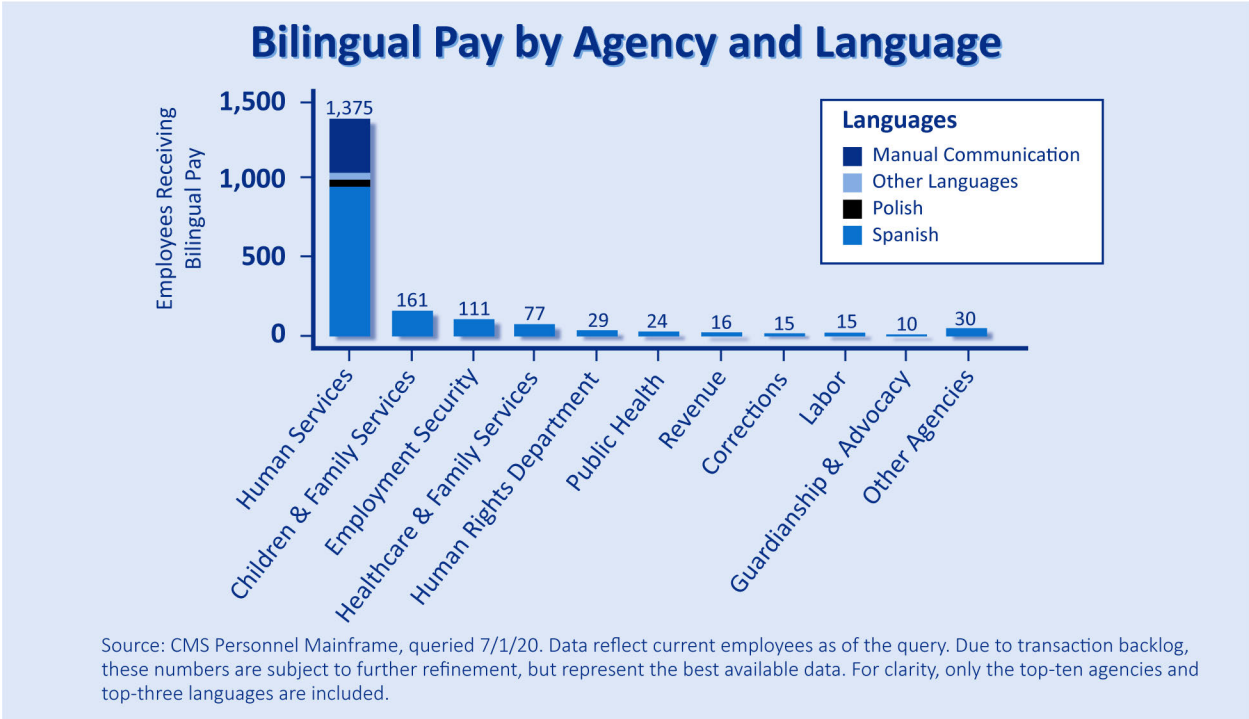
Of agencies interacting with the public, 79% reported that they had policies in place to determine whether their employees had enough linguistic ability to interact with the public when facing a bilingual interaction.

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

The below chart details the number of job postings that required bilingual skills, as well as indicates if the agency has a policy in place to review each posting, to identify if bilingual skills should be required.



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 basesalary, whichever is higher.



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

Code-covered Employees Receiving Bilingual Pay Supplement As of June 30, 2020		
Race / Ethnicity	Total	Percent
Hispanic or Latinx	1,367	72%
White	429	23%
African American	61	3%
Asian American	37	2%
Native American / Alaska Native	3	0%
Hawaiian or Pacific Islander	0	0%
<b>TOTAL</b>	<b>1,897</b>	<b>100%</b>

### CMS Analysis

Of the 8,882 job postings, 422 (5%) had a bilingual designation associated with the posting. Agencies reported a total of 293 employees were hired to positions with a bilingual designation. A total of 100 employees were hired with bilingual pay, with 95% for Spanish, 2% for Polish, 2% for Manual Communication, and 1% for Chinese.

The Department of Human Services hired the most with bilingual pay, accounting for 81% of all these hires. Thirty-three percent of agencies surveyed indicated that they had policies in place to determine whether a new job posting ought to be categorized as bilingual. (This rate was slightly higher, 36%, among the subset of agencies reporting that they are engaged in customer service with other agencies or members of the public).

According to the Bilingual Needs Survey, 45 positions were revised to include a bilingual designation and 16 had the bilingual designation removed from the position description. Agencies also reported 88 employees vacating positions designated with the bilingual option.

A significant majority of employees receiving bilingual pay with designation for Manual Communication went to 368 staff in the Department of Human Services (99%). All twelve employees receiving bilingual pay for Braille also worked for the Department of Human Services.

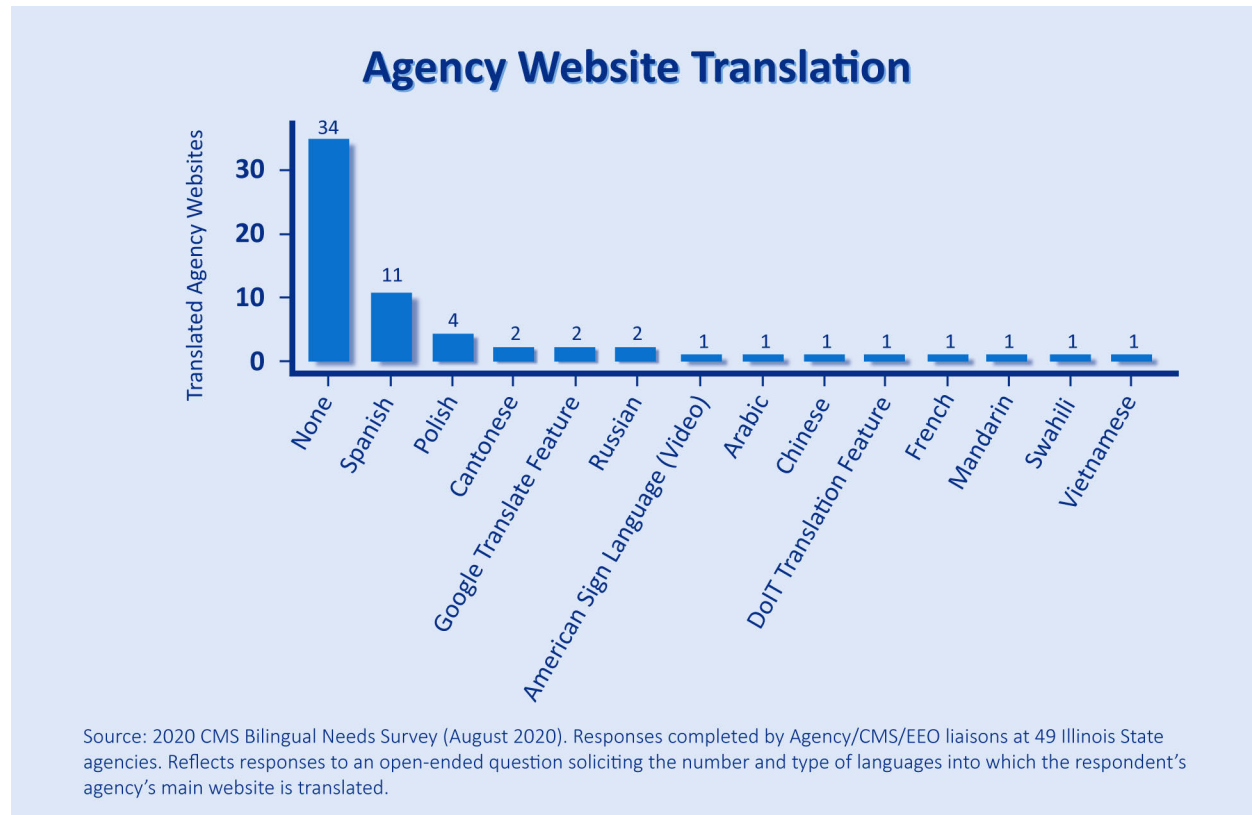
Of bilingual employees responding to the Employee Engagement Survey who also reported working in positions that require them to interact with the public, 64% reported that they did not receive bilingual pay.

Sixteen of the 42 agencies engaged in customer service have budgets that include a specific allocation for bilingual employment. Nine of the 42 utilize external translation services outside the State's master contracts (CMS and DoIT). The American Federation of State, County and Municipal Employees (AFSCME) has 1,728 employees receiving the bilingual pay supplement.

## 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 despite any language barrier.

The below chart breaks down the response from agencies on their progress on translating their websites.



### CMS Analysis

Ten agencies reported having websites with Spanish translation, three with Polish, and two with other languages. Two agencies reported using automated Google Translate services for myriad other languages (they are not included in the above counts). Another agency referenced using DoIT website translation services. Counts are inclusive of agencies translating into multiple languages. Twenty-two agencies reported having written materials translated into Spanish, seven reported having materials translated into Polish, and eight reported having materials translated into other languages (again, counts are inclusive). Of agencies engaged in customer service, 48% reported not translating materials into languages other than English.

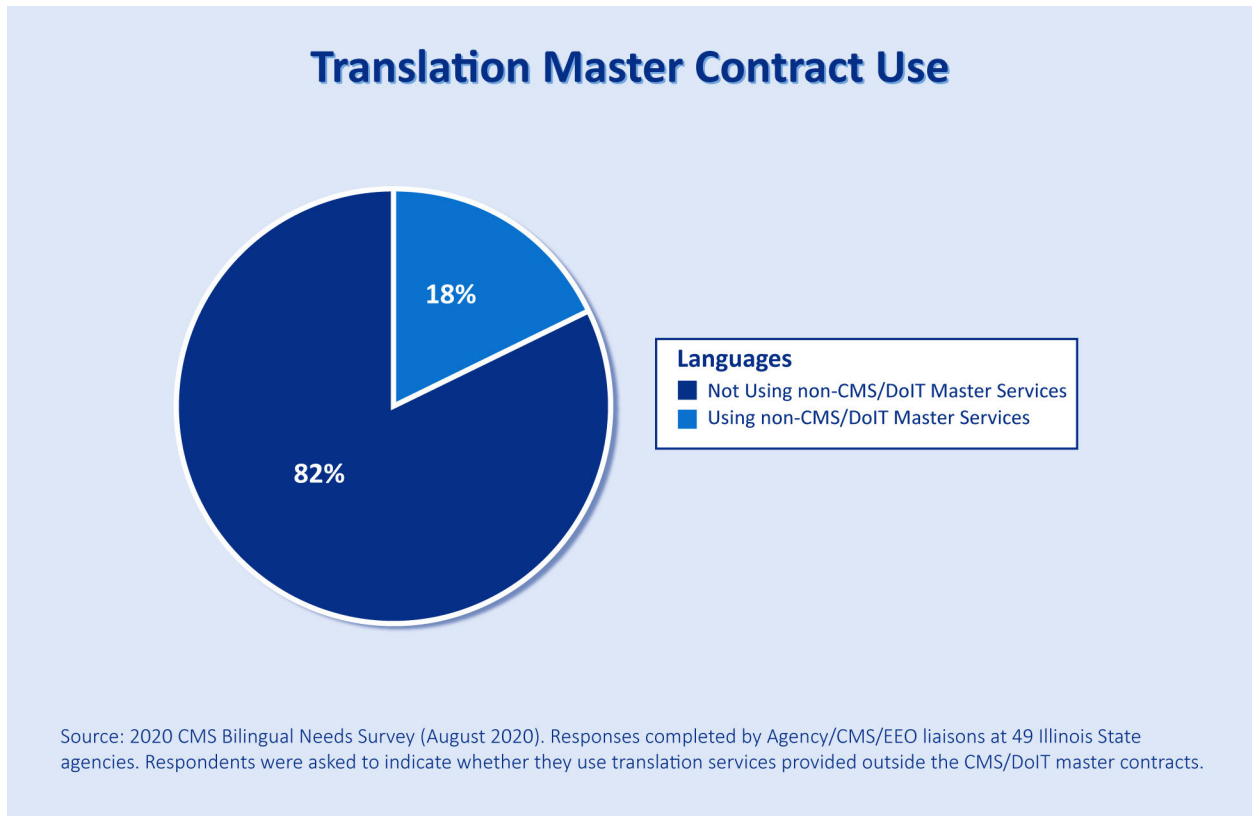
Seven agencies reported having signage translated into Spanish and one reported having signage translated into Polish.

Agencies must be proactive about ensuring public awareness of the availability of free bilingual services to overcome the opposite presumption. To counteract individuals with LEP self-selecting out of our data pool on the false assumption that attempts at communication will be futile, agencies should proactively and widely publicize the availability of free bilingual services.



Agencies have the resources to reach the LEP population through their websites and written materials. To that end, agencies should translate the most important and most visited portions of their websites into the languages most commonly encountered along with the agency's most important and most disseminated written materials.

In addition to the LEP population that contacts an agency, we must consider the potential LEP population that would contact the agency absent perceived language barriers, some of which we are not yet aware. Otherwise, we hinder our ability to accomplish our goal of equal and meaningful access to State government for all.



To counteract individuals with LEP self-selecting out of our data pool on the false assumption that attempts at communication will be futile, agencies should widely publicize the availability of free bilingual services and examine factors that could positively influence communication flow between State government and LEP populations.

# FY21 Action Items

## Governor's Office Language and Disability Access Agency Assessments

- State agencies will complete two surveys: the State of Illinois Language Access Self-Assessment and disability Access Self-Assessment to aid the Governor's Office in beginning the process of determining the necessary resources needed to enhance and provide for those with limited English proficiency and visual, auditory, learning, physical or speech impairments.

## Non-English Interaction Tracking

- CMS to provide agencies with a standard operating procedure (SOP) detailing the preferred method of collecting non-English language interactions.
- Agencies to adopt and implement the CMS SOP on data collection.

## Bilingual Job Posting Review Process

- CMS to provide training to agency Human Resources offices through hiring reform implementation in 2021 on the importance and process for reviewing job descriptions for bilingual skills needs.
- CMS to develop a compliance check off for bilingual needs review during the implementation of the new automated hiring process.

## Bilingual Employee Hiring

- Agencies to identify by region how many bilingual employees they need to meet their non-English interaction communications.
- CMS guidelines for tracking bilingual interactions will provide recommendations to agencies on how to break down data for reporting.

## Bilingual Access Communication

- CMS to provide training on website and material translation plans and services for agencies.
- Agencies to translate websites and most utilized printed material based on volume of identified non-English language interactions.

# Conclusion

The FY2020 Bilingual Needs and Bilingual Pay Report provides an account of the available data for assessing the State's bilingual interactions and needs. Further, the report identifies the ongoing need to improve and enhance data collection and to expand the number of bilingual employees who will be responsible for managing the growing need for bilingual services.

To move forward CMS has identified FY2021 action items that will allow for more collaboration and accountability from State government in addressing the need for expanded bilingual services. For the first time, CMS and our agency partners will be working closely together on clear and direct action items with both achievable and measurable objectives and goals.

CMS looks forward to achieving the goals laid out for FY2021 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.