FY 2023

Bilingual Needs and

Bilingual Pay Report

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Executive Summary

According to U.S. Census data from the 2021 American Community Survey, 23% of Illinois residents are estimated to speak a language other than English at home. CMS conducted the Bilingual Needs and Bilingual Pay FY23 Survey to determine the prevalence of bilingual employees and needs; a total of 43 agencies completed the survey.

To gather further state workforce bilingual aptitude demographics, CMS Diversity & Inclusion added questions about top language abilities to the annual Employee Engagement Survey which gives every employee an opportunity for direct and personalized answers.

Under the current AFSCME collective bargaining agreement (CBA), bilingual pay is set at $100 per month or 5% of an employee's base salary, whichever is higher.

Of the 43 participating agencies, 27 responded that they track bilingual interactions with the public via computer software, employee estimations, handwritten notes, spreadsheets, or billing from master contractor.

Only 4 of the 43 participating agencies have written policies to address the number of bilingual staff. Of the 11,304 job postings, 559 had an associated bilingual designation. A total of 88 employees were hired with bilingual pay. 47.2% of these hires were for Spanish, 1.1% for Polish, and 1.7% for Manual Communication.

CMS developed 3 strategies whereby it will promote tools, resources, and guides for all agencies to follow as their FY24 Bilingual Needs and Bilingual Pay goals to promote equity in representation and pay of bilingual staff.

A full list of agency responses to the web based FY23 Bilingual Needs and Bilingual Pay Survey can be found online at: https://cms.illinois.gov/personnel/dep/bnbp.html.

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 all State agencies provide information on the nature of their requests for language assistance by the public. Agencies also must be prepared to successfully ensure access with the appropriate bilingual resources to overcome language barriers when they occur.

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 with the General Assembly.

Annually, CMS requires each State agency to assess the need for employees with appropriate bilingual capabilities to allow them to provide services to 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.

The CMS FY23 Bilingual Needs and Bilingual Pay (BNBP) survey was conducted from August 21, 2022, through September 05, 2023, and included responses from 43 agencies. Participants based responses on FY23, which began July 1, 2022, and ended June 30, 2023. New this year, bilingual questions were incorporated into the direct to employees Employee Engagement Survey conducted by CMS June 30, 2023, until July 31, 2023. A total of 11,601 State employees from across the enterprise completed the survey.

The annual BNBP Report must include:

A. Each agency's needs assessment;

B. Number of bilingual job postings;

C. Number of bilingual positions filled;

D. Number of 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 than signing or manual communication.

This FY23 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: Bilingual Needs Survey of State agencies, Employee Engagement Survey of State employees, Personnel database which houses transactional data for all state employees, and SuccessFactors hiring platform for state job postings.
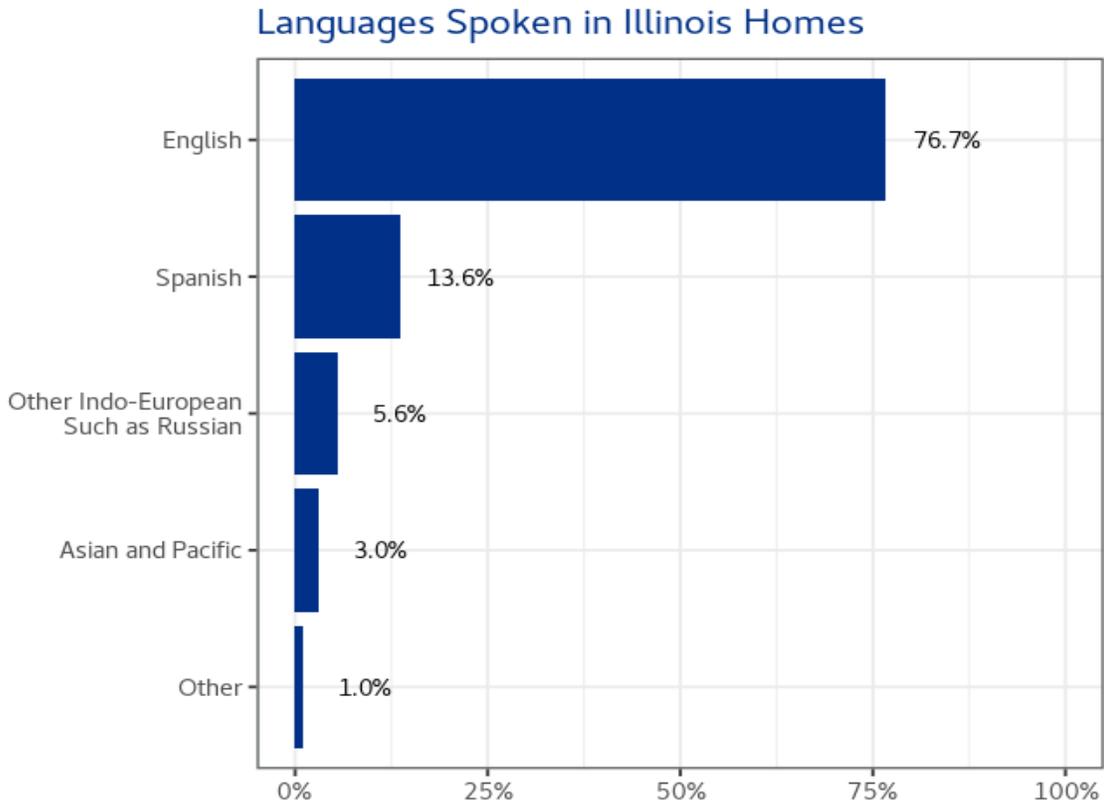
Data collected in this survey reflect actions and policies taken by agencies to provide bilingual services as well as the number of bilingual interactions. This data has also been augmented by the Employee Engagement Survey of all State employees which had 11,601 responses, a roughly 25% response rate. This data allows for perspective into on-the-ground actions of employees, particularly those informally applying bilingual skills to their work.

The Bureau of Personnel system data — sourced from SuccessFactors and the Personnel Mainframe — allows for a view into bilingual pay, job postings, and bilingual pay by agency and other demographic characteristics. The Personnel Mainframe extracts were taken on August 14, 2023, SuccessFactors extracts were taken on August 28, 2023, and apply to the fiscal year ending June 30, 2023. For job posting data, the date range is based on job creation rather than posting date. Due to processing lags (up to 6 months) 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 the 2021 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%). Of those who spoke a language other than English in the home, 62% speak English "very well," indicating a strong bilingual presence among Illinois residents.

Languages Spoken in Illinois Homes

| Language	Percentage
English	76.7%
Spanish	13.6%
Other Indo-European Such as Russian	5.6%
Asian and Pacific	3.0%
Other	1.0%

Source: 2021 ACS 1 Year, Table C16001

State Agencies' Needs Assessment, Bilingual Interactions

Of the 43 agencies who responded to the survey, 27 track bilingual interactions with the public via: computer software, employee estimations, handwritten notes, spreadsheets, or billing from a master contractor.

The below chart indicates the number of non-English engagements conducted by the 27 agencies who tracked bilingual interactions in FY2023. Numbers are reported as annual totals.

Known Bilingual Interactions by Agency
For Agencies with at least 2000 reported interactions. Annual numbers for FY23.
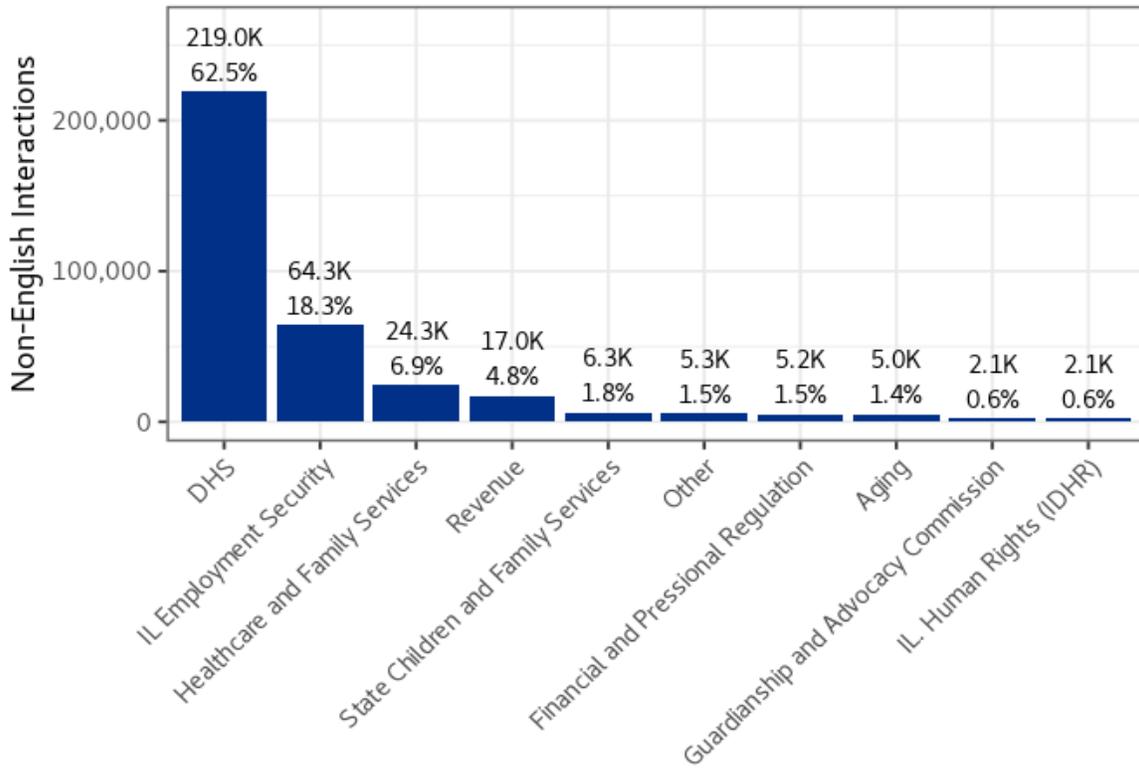
Source: 2023 Bilingual Needs Survey

The chart below denotes the top five agencies with the highest duration of bilingual interactions. The description is the length of time of the interactions.

Top Five Agencies by Length of Interaction (Estimated)

Description	1st	2nd	3rd	4th	5th
Fewer than 15 min	Human Services (129,188)	Healthcare and Family Services (184,67)	Employment Security (147,92)	Revenue (7,648)	Financial and Professional Regulations (5,168)
15-60 minutes	Human Services (81,016)	Employment Security (11,576)	Revenue (6,798)	Healthcare and Family Services (4,860)	Children and Family Services (2,441)
60-240 minutes	Human Services (6,569)	Revenue (1,700)	Employment Security (643)	Corrections (317)	Central Management Services (286)
240+ minutes	Human Services (2,190)	Revenue (850)	Children and Family Services (313)	Deaf and Hard Hearing Commission (300)	Corrections (176)

Source: FY23 Bilingual Needs Survey

Agency Participation and Bilingual Engagement Findings

A total of 65 agencies were invited to participate. A total of 43 (66%) agencies responded to the FY23 Bilingual Needs and Bilingual Pay survey. This includes agencies that were required to respond as well as agencies who volunteered to respond.

A full list of agencies and their individual survey responses can be found on this document's appendix which can be found at https://cms.illinois.gov/personnel/dep/bnbp.html.

Bilingual Policies

The following agencies identified bilingual policies through the FY23 Bilingual Needs and Bilingual Pay Survey conducted by CMS.

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

Agency
Department of Employment Security
Department of Juvenile Justice
Guardianship and Advocacy Commission
Prisoner Review Board

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

Agency
Central Management Services
Deaf and Hard of Hearing Commission
Department of Children and Family Services
Department of Employment Security
Department of Financial and Professional Regulation
Department of Human Services
Department of Juvenile Justice
Department of Revenue
Department on Aging
Guardianship and Advocacy Commission
Lottery
Prisoner Review Board

The following agencies noted to have a process in place to evaluate whether a new position ought to be categorized as bilingual.

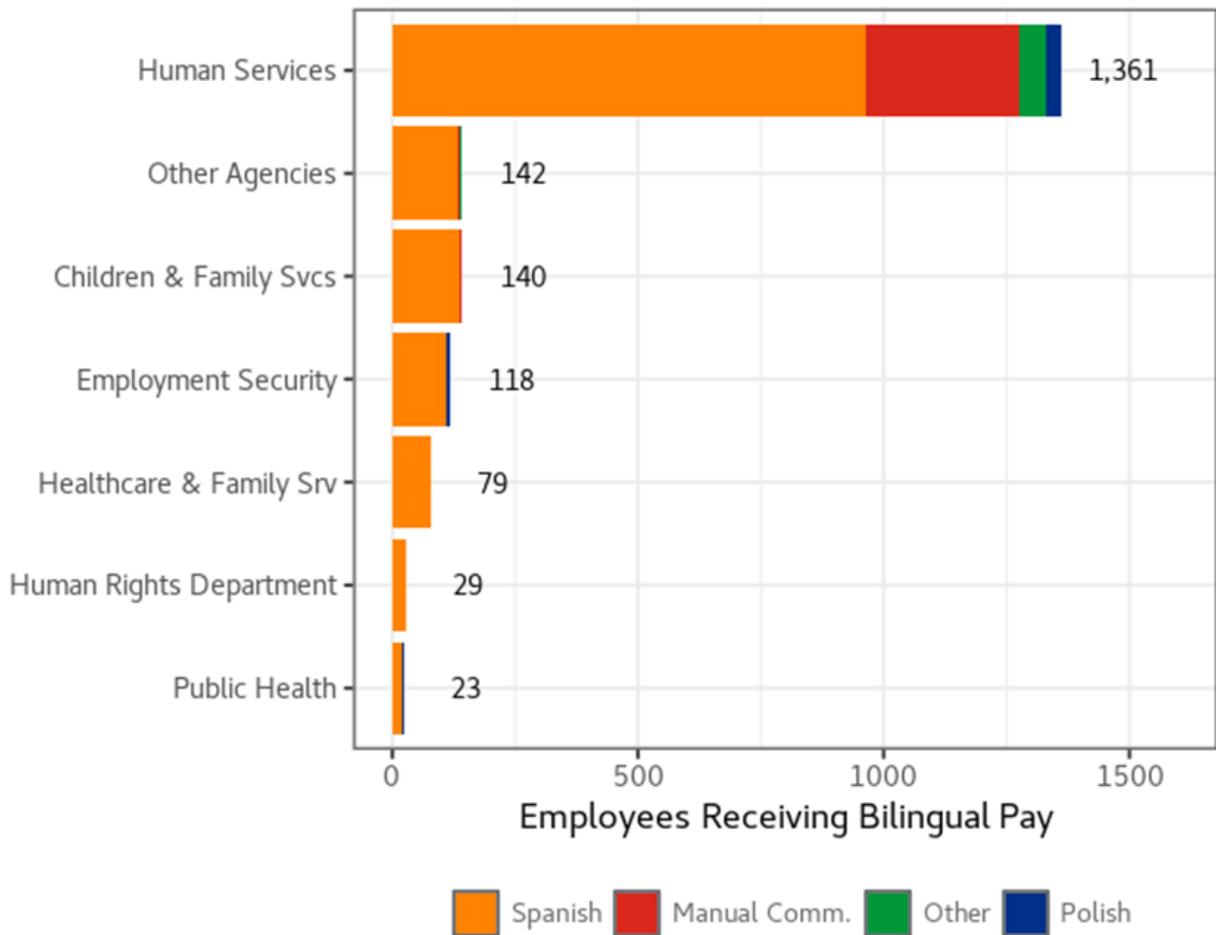| Agency |
|---|
| Commerce Commission |
| Deaf and Hard of Hearing Commission |
| Department of Employment Security |
| Department of Financial and Professional Regulation |
| Department of Human Services |
| Department of Innovation & Technology |
| Department of Juvenile Justice |
| Department of Natural Resources |
| Department on Aging |
| Fire Marshal |
| Guardianship and Advocacy Commission |
| Human Rights Commission 542 |
| Labor |
| Law Enforcement Training & Standards Board |
| Lottery |
| Prisoner Review Board |
| State Police |
| State Police Merit Board |
| Workers' Compensation Commission |

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

The Department of Human Services continues to lead with representation of bilingual job postings at 60% (329) followed by the Department of Children and Family Services at 14% (77). The third top agency with top job postings is the Department of Healthcare and Family Services with 12.4% (67). The remaining agencies who participated in the survey have less than 4% representation in bilingual job postings.

The below chart identifies 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.
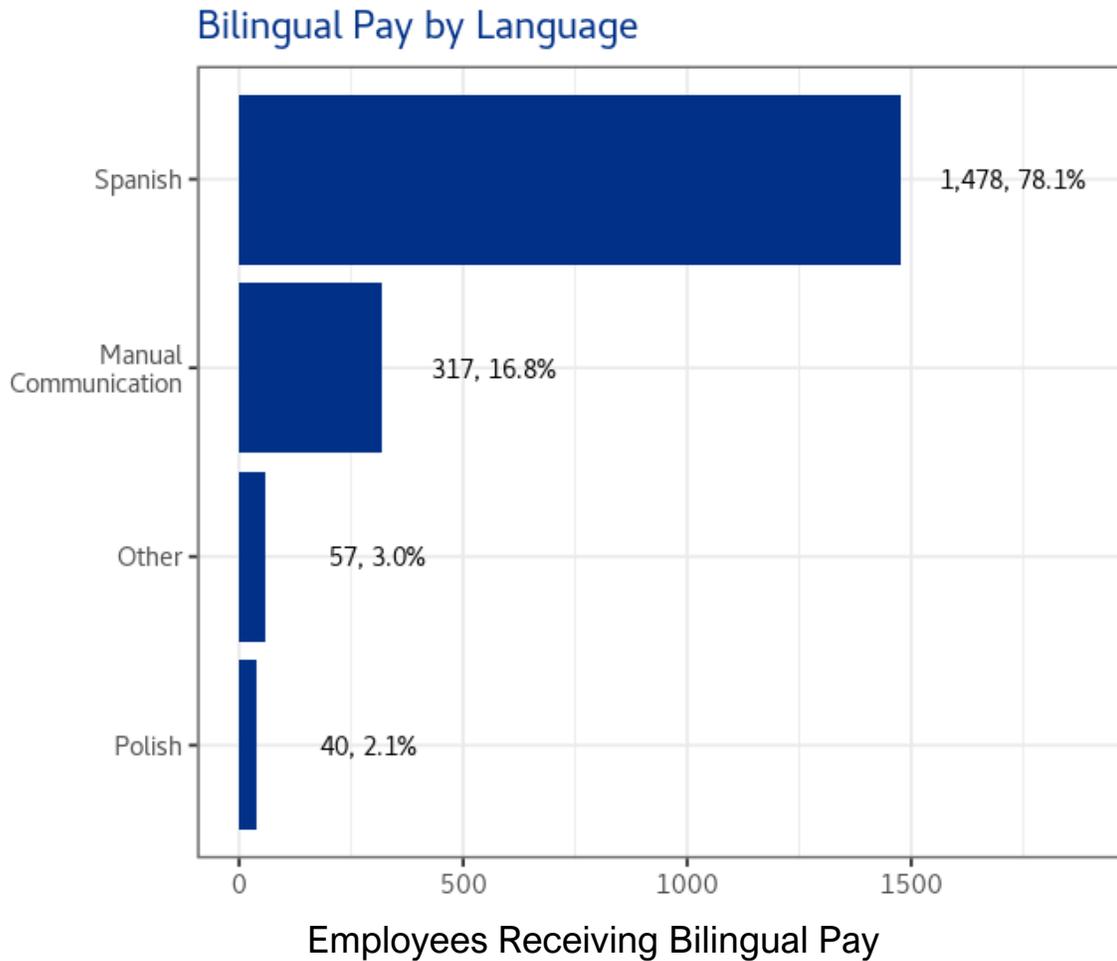
Bilingual Pay by Agency and Language

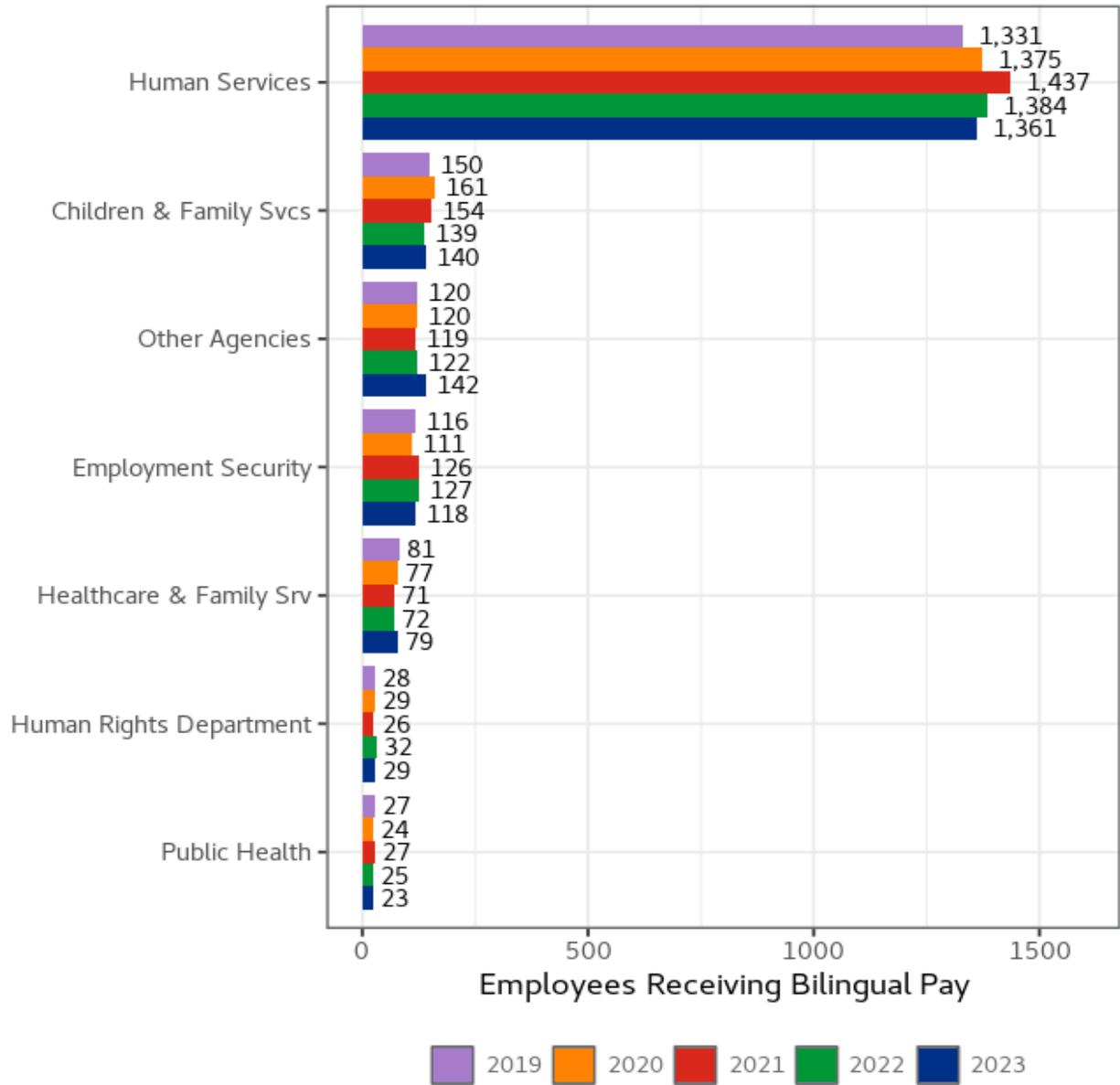| Agency	Employees Receiving Bilingual Pay
Human Services	1,361
Other Agencies	142
Children & Family Svcs	140
Employment Security	118
Healthcare & Family Srv	79
Human Rights Department	29
Public Health	23

Legend: Spanish, Manual Comm., Other, Polish

Source: CMS Personnel Mainframe, end of FY23 queried 8/14/2023
Note that a transaction backlog exists, and these numbers may change.

The chart below identifies bilingual pay by language and provides percentage representation.

Bilingual Pay by Language

Employees Receiving Bilingual Pay

Historic Bilingual Pay by Language and Agency

The following graphs show Bilingual Pay by Language and Agency for FY19 to present.

Bilingual Pay by Agency and Year

Agency	2019	2020	2021	2022	2023
Human Services	1,331	1,375	1,437	1,384	1,361
Children & Family Svcs	150	161	154	139	140
Other Agencies	120	120	119	122	142
Employment Security	116	111	126	127	118
Healthcare & Family Srv	81	77	71	72	79
Human Rights Department	28	29	26	32	29
Public Health	27	24	27	25	23

Employees Receiving Bilingual Pay

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

Code-covered Employees Receiving Bilingual Pay Supplement as of August 31, 2022

Race/Ethnicity	Total	Percent
Hispanic/Latinx	1407	74.40%
White	393	20.80%
African American	54	2.90%
Asian	36	1.80%
American Indian/Alaskan	2	0.10%
Total	**1,892**	**100%**

Bilingual Pay Findings

Of the 11,304 job postings, 559 had a bilingual designation associated with the posting. A total of 88 employees were hired with bilingual pay. 47.2% of these hires were for Spanish, 1.1% for Polish, and 1.7% for Manual Communication.

The Department of Human Services hired the most employees with bilingual pay, accounting for 67.0% of all these hires. 19 agencies surveyed indicated that they had policies in place to determine whether a new job posting ought to be categorized as bilingual. (16 out of 19 agencies reporting these policies were also engaged in customer service with other agencies or members of the public).

According to the Bilingual Needs Survey, 103 positions were revised to include a bilingual designation and 15 had the bilingual designation removed from the position description. Agencies also reported 85 employees vacating positions designated with the bilingual option and 141 employees hired into positions designated with the bilingual option.

The vast majority of employees receiving bilingual pay with designation for Manual Communication went to 311 staff in the Department of Human Services. 12 employees receiving bilingual pay for Braille also worked for the Department of Human Services.

New bilingual survey questions were added to the Employee Engagement Survey sent directly to employees across the enterprise. Bilingual survey responders who also reported working in positions that require them to interact with the public, 64% reported that they did not receive bilingual pay.

A total of 24 of the 38 agencies engaged in customer service have budgets that include a specific allocation for bilingual employment. The American Federation of State, County and Municipal Employees (AFSCME) has 1,892 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 responses from agencies on their progress on translating their websites.

Agency Website Translations
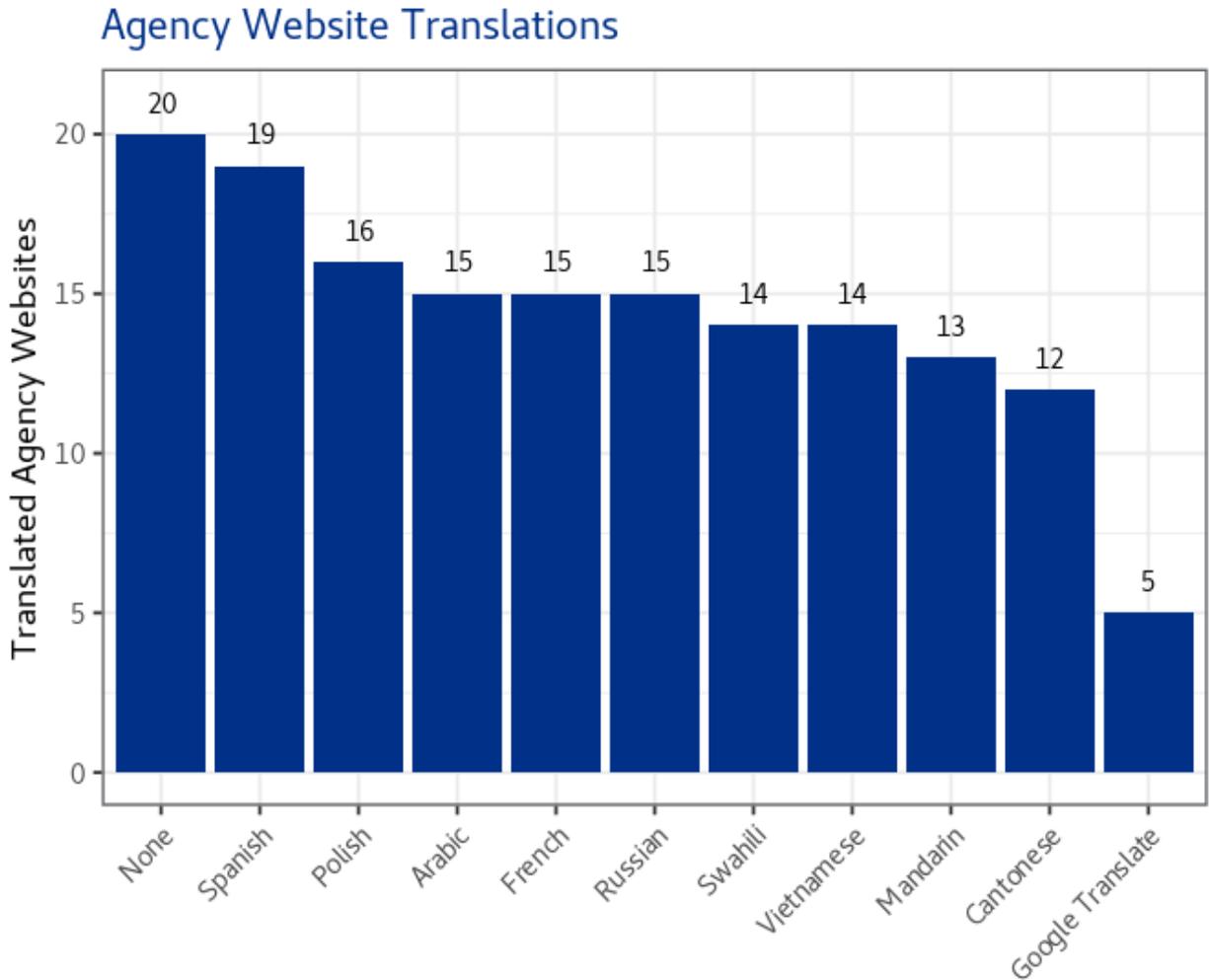
Source: 2023 Bilingual Needs Survey

A total of 19 agencies reported having websites with Spanish translation and 16 with Polish. (Counts are inclusive of agencies translating into multiple languages.) 29 agencies reported having written materials translated into Spanish, 14 reported having materials translated into Polish, and 4 reported having materials translated into Cantonese (again, counts are inclusive). Of agencies engaged in customer service, 11 of the 38 reported not translating materials into languages other than English.

Out of 43 agencies who completed the survey, 11 utilize external translation services outside the State's master contracts provided by CMS and DoIT.

Out of the 43 agencies responding to the Bilingual Needs Survey, 38 (88%) reported that they regularly engage in customer service, whether with members of the public or with other agencies. 28 agencies reported that they engaged in at least one interaction in which interpretation was needed.

Agencies indicated that they were tracking bilingual interactions across several modes of communication; 14 agencies tracked email interactions, 23 agencies tracked telephone interactions, 19 agencies tracked in-person interactions, and 9 agencies tracked interactions from all employees regardless of bilingual status.

Of agencies interacting with the public and tracking interactions, the most common approach for tracking interactions was with employee estimates (18 agencies) and the next most common approach was computer software tracking (12 agencies).

Only 4 of the 43 reported they had written policies in place to address the number of bilingual staff required at satellite offices. Of agencies interacting with the public, 12 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.

FY24 Action Items

1. **Bilingual Need Guidelines:** To support agencies in developing a process by which they can identify how many bilingual individuals should be part of their staff, CMS will produce a set of guidelines.
   a. Agencies will have the opportunity to review guidelines and identify the minimum number of bilingual staff needed to provide equitable service and participation by their agency.
   b. Agencies will have an opportunity to develop a plan of action for hiring the expected increased number of bilingual individuals.
   c. Employment Plan Advisory Council members will have an opportunity to ask agencies to present their CMS guide assessment results on how many bilingual individuals should be part of their staff.
   d. Employment Plan Advisory Council members will have an opportunity to ask, support and help disseminate new bilingual positions.

2. **Bilingual Pay Memo:** To support an increase in bilingual staff representation, CMS produced a Salary Treatment of Bilingual Staff Memo on May 3, 2021. This bilingual memo noted that, "…agencies should include the value of bilingual skills in their salary offers."
   a. CMS will recirculate this Bilingual Memo to all agencies via Human Resource meetings, Employment Plan Advisory Councils, Agency Equal Employment Officers, and established Employee Resource Groups
   b. This will allow the agencies to identify additional promotional spaces that allows all Human Resources, Senior Leadership, and staff to be informed and advocate.
   c. Employment Plan Advisory Council members will have the opportunity to inquire on the distribution methods and actions of the CMS Bilingual Memo.

3. **Employee Engagement Survey:** To better assess the State workforce's language aptitudes, CMS has incorporated bilingual questions to the annual Employee Engagement Survey. This allows individual employees to complete the survey. Promoting this opportunity with the goal of increasing employee survey completion, would allow further insight into any missed bilingual pay opportunities. CMS will continue to produce the survey in Fall of 2024.
   a. CMS will circulate link and highlight opportunity for bilingual insights through Human Resource meetings, Employment Plan Advisory Councils, Agency Equal Employment Officers, and Employee Resource Groups.
   b. This will allow agencies to identify additional promotional spaces that allows all staff to receive link and information.
   c. Employment Plan Advisory Council members will have the opportunity to inquire on the distribution methods and actions taken by each agency to promote the Employee Engagement survey.

Conclusion

CMS continues to strive for equity in representation and in building an inclusive workplace. An example of these efforts is the revamping of this annual report and goals to ensure increased collaboration, leveraging of existing resources and collective growth. To do so, all State agencies will receive a copy of these goals and be given the opportunity to join quarterly meetings of the four Employment Plan Advisory Councils through CMS invitations and facilitation.

Future reports will measure what recommendations from councils were received and implemented by each agency.

A full list of agency responses to the web based FY23 Bilingual Needs and Bilingual Pay Survey can be found online at: https://cms.illinois.gov/personnel/dep/bnbp.html.
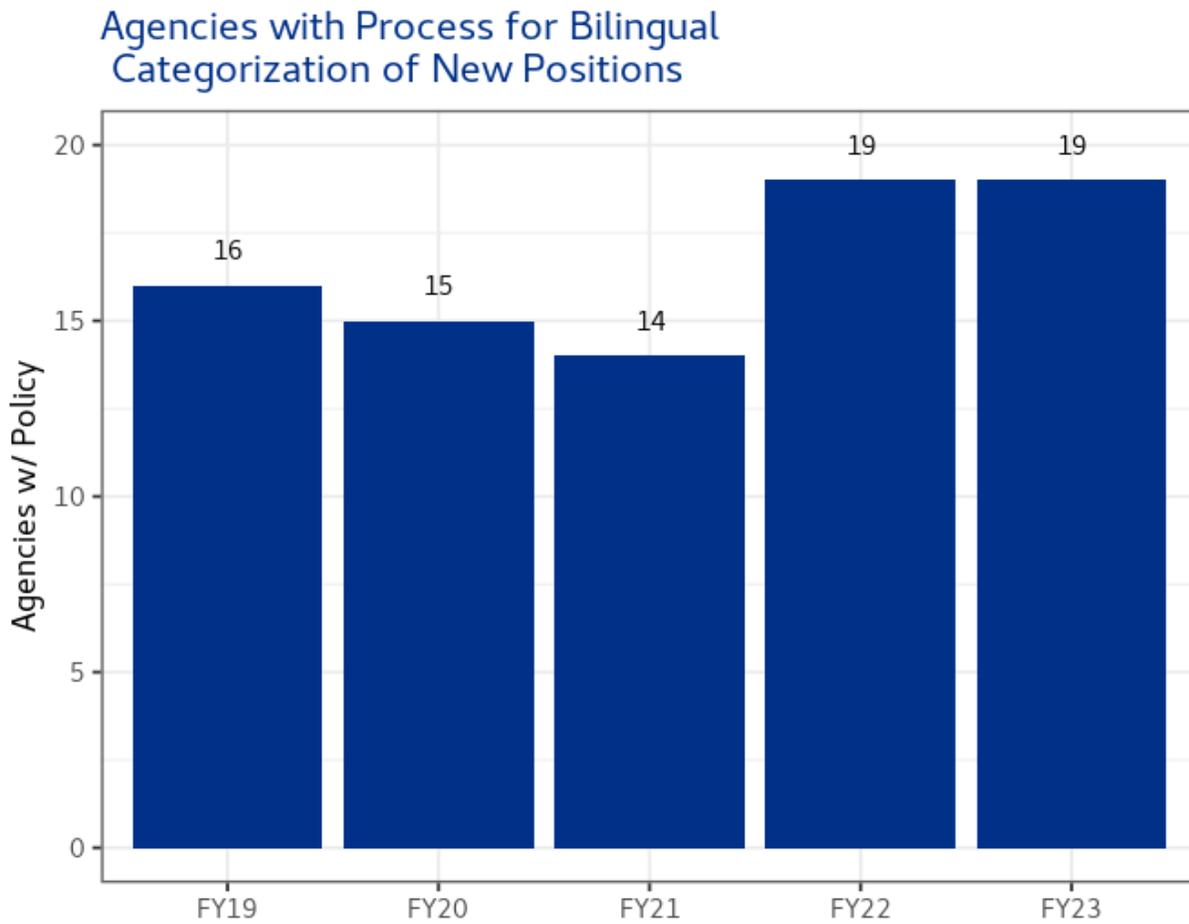
Contact Information

Patricia Santoyo-Marin
Deputy Director, Diversity & Inclusion
Illinois Department of Central Management Services

Patricia.Santoyo-Marin@Illinois.gov

Ad Hoc Graphs

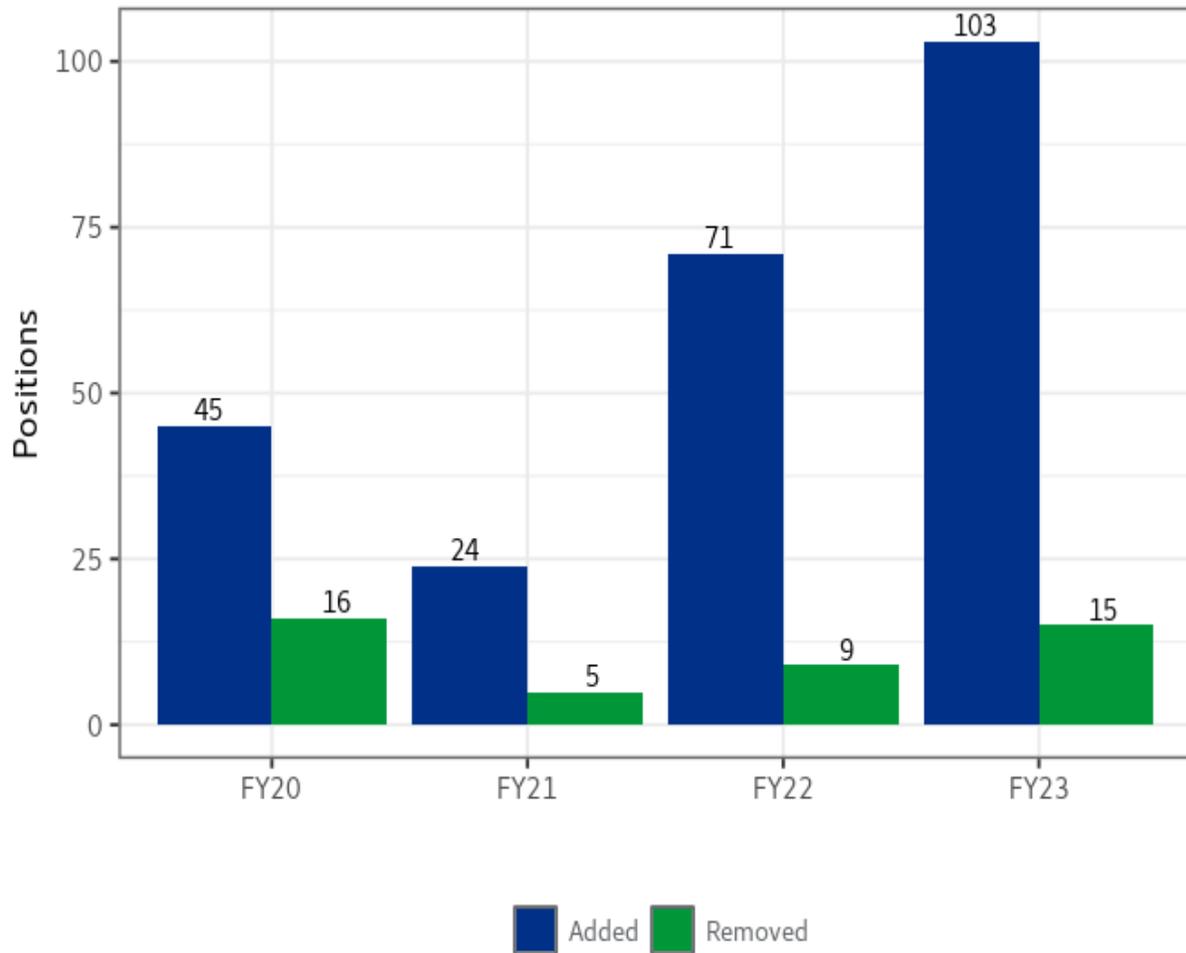## Agencies with Process for Bilingual Categorization of New Positions

Source: FY19-23 Bilingual Needs Surveys

Positions with Bilingual Designation Added or Removed

FY20-23 Bilingual Needs Surveys