



Key Findings and Recommendations Report

NEEDS ASSESSMENT 2018: PUBLIC LEGAL EDUCATION AND
INFORMATION IN LANGUAGES OTHER THAN ENGLISH

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- Victoria Immigrant and Refugee Centre Society
- MOSAIC
- S.U.C.C.E.S.S.
- DIVERSEcity Community Resources Society
- North Shore Community Services
- Abbotsford Community Services
- Langley Community Services Society
- Coquitlam School District CE Department
- Burnaby School District

Second, we extend our heart felt appreciation to the 65 focus group participants and the 102 survey respondents representing the community of service provision; although far too many to name, each participant graciously gave their time to share their experiences, expertise and insights.

Third, our sincerest appreciation goes to the 43 newcomer user-testers who graciously took on the task of reviewing publications and sharing their feedback. Each individual came prepared not only to volunteer their time and perspective, but treated their role as testers very seriously and, as a result, we were able to collect very useful and applicable suggestions and recommendations for future legal information resource development.

Lastly, we would like to acknowledge the guidance and direction provided by the LSS committee assigned to this project:

- John Simpson, Manager, Community and Publishing Services
- Winnifred Assmann, Supervisor, Print, Web, & Multimedia
- Patricia Lim, Publications Development Coordinator
- Tamara Abram, Publications Production Coordinator

We would like to make special mention of the project's coordinator, Patricia Lim. Her responsiveness, enthusiasm and interest in the research and her expertise in the field ensured that our research remained on track and on schedule.

To everyone who helped us with this research, your insights, knowledge, experience and expertise was greatly appreciated.

Sincerely,

Jody Johnson and Trevor Van Eerden

Principals, PEERs Employment and Education Resources

Executive Summary

LSS identified the need for a comprehensive review of the legal information needs of B.C.'s English as an Additional Language (EAL) speakers to identify gaps and to determine areas for improvement in the presentation and distribution of legal information to these communities. In the summer of 2018, LSS issued a Request for Proposals: ***Needs Assessment 2018: Public Legal Education and Information in Languages Other than English*** and contracted PEERs Employment and Education Resources (PEERs).

Between September 2018 and March 2019, an LSS steering committee guided PEERs to conduct a multi-staged needs assessment including a literature review, review and analysis of Census 2016 immigrant related data, focus groups with and an online survey of intermediaries, and user-testing of LSS publications with EAL speakers. In total, 216 individuals provided their experience, expertise and input to this review.

The research was guided by the following objectives identified by LSS within the original request for proposal.

1. Obtain an understanding of legal information needs among Languages Other Than English (LOTE) communities in BC,
2. Identify gaps between the legal information needs of LOTE communities and the legal information publications produced in BC,
3. Understand how different LOTE communities access legal information,
4. Understand the successful practices of PLEI organizations who produce LOTE materials to reach out and help LOTE communities with legal information needs, and
5. Identify areas of improvement in formats, delivery channels, and languages produced to more effectively meet the legal information needs of LOTE communities.

Key Findings

Legal Information Needs and Information Gaps Among English as an Additional Language Communities

1. EAL communities in B.C. require information on a broad range of legal topics.
2. B.C.'s EAL communities are extremely diverse and have some distinct legal information needs.
3. There are numerous sources of legal information in B.C. – 50 different sources were identified by intermediaries
4. Given the numerous sources of B.C. legal information, identifying gaps in legal information is challenging.

Raising Awareness of Legal Information / Promoting Existence of Legal Information

1. Awareness of legal information and services amongst B.C.'s EAL communities is low.
2. Intermediaries play an essential role in facilitating access and use of legal information.
3. A variety of mechanisms must be utilized to ensure intermediaries are aware of and have access to up-to-date legal information.

Improving Access to Legal Information for English as an Additional Language Speakers

1. The linguistic diversity of B.C. is tremendous and the percentage of the population with “English Only” as a Mother Tongue is decreasing
2. Intermediaries use both print and online PLEI materials almost equally.
3. Although there is a preference for shorter publications, publication length is not a significant issue.
4. The design and wording of the covers of publications in English needs to more clearly convey contents.
5. Translations can be improved.
6. Many EAL legal information users prefer to read and use legal information in English.

Recommendations

Legal Information Needs Among EAL communities in BC

1. Conduct more frequent reviews of the legal information needs of EAL communities.
2. Raise awareness of the resources for EAL communities on the Clicklaw website.
3. Review and update “Immigration” section of the LSS website to ensure it holds and points to legal information addressing current needs.
4. Review legal information needs of Temporary Foreign Workers (TFWs) and Refugee Claimants and consider developing additional legal information.

Raising Awareness of Legal Information / Promoting Existence of Legal Information

1. Develop a communications and outreach plan that ensures intermediaries are aware of legal information and are kept current on changes to relevant laws and to new or updated legal publications and resources.
2. Partner with settlement umbrella organizations to promote and distribute legal information to intermediaries.
3. Develop an outreach plan to reach out directly to EAL users.

Improving Access to Legal Information for English as an Additional Language communities.

1. Continue to raise awareness of and distribute PLEI materials in print / hard copies and online.
2. Review “Plain Language” policies and principles followed by LSS to ensure they meet the needs of EAL audiences.
3. Review and update translation policies and guidelines.
4. Review and determine policy for use of Google Translate.
5. Fewer B.C. residents speaking English as a mother tongue dictates a need for ongoing and increased translation of publications.
6. Priority should be given to the largest language groups in determining languages for translation.
7. Need vs. number needs to be carefully considered in selecting languages for translation of publications.
8. In choosing what publications to translate, stages of settlement and related information needs should be considered.
9. Review and update design and format guidelines and apply consistently to all LSS publications developed for EAL audiences.

1. Introduction

The mandate of Legal Services Society (LSS) is to:

- help low income individuals resolve their legal problems and facilitate their access to justice;
- establish and administer an effective and efficient system for providing legal aid to people with low incomes in British Columbia; and
- provide advice about legal aid to the Attorney General.

Legal aid includes legal information, advice, and representation services. Legal information is provided via websites, print publications, and online interactive services.

A growing percentage of B.C.'s communities are foreign born and speak first or home languages other than English. In order for LSS to fulfill its mandate and meet the needs of these communities, LSS staff work in an ongoing fashion to research and work with B.C. community agencies to maintain a current understanding of the composition of these communities, their legal information needs and the means by which they best access, absorb and use legal information.

As much as LSS has been able to maintain a certain level of currency, the last commissioned review of its resources for speakers of English as an Additional Language (EAL) was in 2006. Since then, the province has experienced significant demographic changes as well as tremendous growth in the use of technology to distribute, access and use information. With the release of Census 2016 immigrant related data in B.C. in late 2017 / early 2018, LSS determined that it was the right time for a comprehensive review of its EAL Public Legal Education and Information (PLEI) resources.

To fully understand the impact of these demographic and technological changes, LSS issued a Request for Proposals: ***Needs Assessment 2018: Public Legal Education and Information in Languages Other than English***, in July 2018. The purpose of the needs assessment was to gain a current understanding of the legal information needs of these PLEI users, to provide guidance regarding languages for translation, to review their information access practices, and to identify new means to distribute and to improve access to information.

In September 2018, PEERs Employment and Education Resources (PEERs) was contracted by LSS to take on this research. As an incorporated consulting company that specializes in research, assessment and planning within B.C.'s settlement and education sectors, PEERs has conducted over 40 research and planning, community coordination and capacity building and resource development and awareness projects focussed on supporting the settlement and integration of newcomers and individuals who speak English as an Additional Language. PEERs was selected to conduct the research for this project not only for their comprehensive understanding of the needs of EAL communities and the challenges agencies face in developing, raising awareness and maintaining currency of resources for these populations, but also for their extensive experience building resources and developing and implementing communication plans to enhance awareness and information sharing.

The multi-staged needs assessment was conducted between September 2018 and March 2019 and included a literature review, review and analysis of Census 2016 immigrant related data, focus groups, an

online survey and user-tests of LSS publications. The resulting key findings and recommendations will be used by LSS to guide next steps in the development and distribution of its publications for EAL communities.

2. Project Purpose and Objectives

Within the initial proposal the following were the objectives identified by LSS for this research project.

1. Obtain an understanding of legal information needs among Languages Other Than English (LOTE) communities in BC,
2. Identify gaps between the legal information needs of LOTE communities and the legal information publications produced in BC,
3. Understand how different LOTE communities access legal information,
4. Understand the successful practices of PLEI organizations who produce LOTE materials to reach out and help LOTE communities with legal information needs, and
5. Identify areas of improvement in formats, delivery channels, and languages produced to more effectively meet the legal information needs of LOTE communities.

LSS plans to use the research findings to guide next steps in the development of new and updates to current publications, the adoption of new distribution channels and approaches and increase access to and use of legal information amongst LOTE communities.

Although the initial Request for Proposal and Objectives identified and used the term LOTE, it was recognized early in the research that this term held no meaning for the community of Settlement, Community and PLEI workers in the community, but also that it did not accurately apply to the many newcomers involved in the research as they all spoke and read English. As a result, the term English as An Additional Language was adapted for the research, in place of LOTE.

3. Project Framework and Methodology

A multi-step methodology utilizing both quantitative and qualitative elements was employed in the assessment of LSS EAL resources. Research findings from all elements have guided the development of the comprehensive recommendations held within this report.

Research for this project incorporated the following six methodologies and approaches:

1. Meetings and input from the LSS Project Team
2. A Literature Review
3. Census Data Review and Analysis
4. Focus Groups with key stakeholders
5. Settlement and Legal Services Survey: Access and Distribution of EAL Resources

6. User Testing including: guidelines for testing, print and online questionnaires / surveys, and one to one and group consultations

The following section provides a description of each of these research elements. A summary report of each research element as well as all research tools (interview and guiding questions, survey questionnaire, and user-testing tools and supporting materials) were submitted to LSS.

1. Meetings with LSS Project Team (4 meetings)

Oversight and guidance to the project was provided by Patricia Lim, Publications Development Coordinator, who was assigned the role of coordinator to the research project. Additional direction was provided by an LSS project team made up of the following individuals:

- John Simpson, Manager, Community and Publishing Services, LSS
- Winnifred Assmann, Supervisor, Print, Web, & Multimedia, LSS
- Tamara Abram, Publications Production Coordinator, LSS

At the outset of the project, PEERs met with the LSS project team to determine key dates and project timelines, determine reporting requirements and formats and finalize the work plan. In the subsequent two meetings, PEERs presented findings as they emerged and obtained guidance for next steps in the research and Project Plan. In the fourth and final meeting, PEERs presented the project's findings and resulting recommendations. Meeting agendas developed by PEERs guided the discussions and minutes were taken by LSS and shared with both the committee and the research team.

In addition to the four face-to-face meetings, the work of the project was supported by ongoing communication and liaison, including frequent email exchanges and phone meetings, which ensured that requests for specific information and feedback were promptly addressed.

2. Literature Review

PEERs conducted a review of related research reports and publications. Sources of information were guided by the LSS team and from there expanded. Priority was given to identifying practices at provincial and national levels as they best addressed the needs of BC's demographics and, specifically, the composition of its EAL communities.

3. Census Data Review and Analysis

PEERs analyzed and compiled Census 2016 B.C. community and demographic information for the 20 B.C. municipalities with the largest immigrant populations. Within the Census Data Review the following data has been included for each community:

- Immigrant population by number and percentage of total population;
- Immigrant population growth and trends over last Census period;
- Countries of origin;
- Top 10 Languages spoken; and
- Languages most often spoken at home.

4. Focus Groups

PEERs conducted five focus groups with Community Settlement and PLEI intermediaries between November 14th and November 23rd. Participants included, legal aid workers and lawyers, settlement and community workers and administrators. An LSS staff person attended all sessions except for the one held in Victoria.

PEERs ensured that the focus groups were well-attended by informed individuals by leveraging their networks and existing relationships with many of these stakeholders and by working with LSS and their relationships with their Community Partners and other relevant agencies and individuals. Each focus group was attended by between 9 to 20 individuals for a total of 71 participants.

The sessions were hosted by the following agencies in these communities:

1. Chilliwack / Abbotsford – Abbotsford Community Society
2. Victoria / Nanaimo – VIRCs (Victoria Immigrant and Refugee Centre Society)
3. Vancouver / Burnaby / Richmond – MOSAIC Offices
4. Tri-Cities / Maple Ridge / Pitt Meadows – S.U.C.C.E.S.S. (Coquitlam)
5. Surrey / Delta / Langley – DIVERSEcity Community Resources Society

The purpose of these focus groups was to:

- Obtain the expert opinion and perspectives of participants regarding the legal information needs of EAL communities in B.C.,
- Obtain an understanding of the gaps in legal information currently produced and current needs of EAL communities,
- Obtain an informed understanding on how EAL communities are currently accessing legal information,
- Discuss and identify what other delivery channels and languages should be researched and considered.

Each focus group was facilitated using eleven pre-established guiding questions. All input provided by participants was captured by an experienced recorder and then compiled, themed and presented in a summary report.

5. Settlement and Legal Services Survey: Access and Distribution of EAL Resources

Based on information and input collected from the Literature Review and the Focus Groups, an on-line survey was developed and distributed to front-line community, legal and immigrant service providers including Francophone serving providers across B.C.

The survey was initiated on December 3rd, 2018 and closed December 21st. The purpose of the survey was to gain a fuller understanding of how various EAL communities access legal

information and to obtain input from a broader range of experienced individuals on identifying best information sharing / distribution channels.

The survey included 10 questions using a variety of quantitative, comparable and qualitative questions to gain a full understanding of issues, preferences and needs for EAL access to legal information and recommended information sharing / distribution channels. Draft survey questions were provided to Legal Services Society (LSS) for review and input and the final questions were approved by the LSS Project Coordinator. In the distribution of the survey, PEERs provided a description and the purpose of the research as well as a confidentiality and anonymity statement to assure respondents that all information collected and would be used only for the described research purposes.

To ensure broad distribution of the survey across the province, PEERs and the LSS project manager electronically distributed the survey link to:

- LSS contacts,
- All Focus Group participants and to the agencies that assisted in scheduling and organizing the focus groups,
- Senior level managers and other key settlement / legal related contacts (approximately 20),
- Coordinators of the Settlement Workers in Schools (SWIS) program in 11 communities,
- Municipal social planners known to be active in newcomer integration initiatives, and
- All agencies listed on the Affiliation of Multicultural Societies and Service Agencies. (AMSSA) website that had not previously received the request (approximately 58).

A total of 102 respondents completed the survey. Respondents included settlement managers and front-line workers, legal aid workers and advocates, representatives from libraries and other community agencies. In total, 60 different agencies and organizations from communities across B.C. were represented.

6. User-Testing

To test the *readability* of current LSS EAL publications, six user testing sessions were organized and conducted. Community agencies were contacted and asked to provide space to hold the testing sessions and to assist PEERs in identifying and recruiting appropriate testers. Five community agencies willingly provided space and support including recruiting appropriate testers and offering logistic support on testing day. The six testing sessions were conducted between January 31st and February 28th, 2019 and conducted in:

- Surrey / Delta
- North Shore
- Abbotsford
- Langley – two sessions
- Tri-Cities

Guided by the LSS project team, seven publications were selected for testing. As all publications would be reviewed in English as well as in translation, it was determined that testers should be at a Canadian Language Benchmark 5 (intermediate) or above. In order that testers would have sufficient Canadian context / reference to guide their review, it was also determined that testers should have lived in Canada for a minimum of two years. Finally, to ensure that the fullest range of perspective and opinion was accessed, testers from different age groups and genders were selected.

PEERs, with guidance from LSS, proposed a target number of testers of 35 to 40; in total, 43 testers completed assessments. As some testers spoke languages not represented by LSS translated publications, they were asked to review two English documents and so the total number of tests conducted was 52.

It should be stated that the willingness of participants to take on this task, and the seriousness with which they applied themselves was very impressive. The resulting input and perspectives offered by testers was broad ranging and insightful.

All testing materials were developed, shared and approved for use by LSS. Testing materials included:

- Seven publication specific guided interview questionnaires; one for each publication,
- One generic self-report questionnaire completed by all testers prior to completing the publication specific test,
- An interviewer's guide that was read to each tester and followed by the interviewer prior to each individual interview, and
- Facilitator notes to guide preparation for and facilitate the sessions.

The testing sessions each followed the same format:

1. **Introduction and overview** - the project and its objectives were presented to testers. Testers were given the opportunity to introduce themselves and to ask any questions about the session.
2. **Individual assessment** – approximately 20 minutes was given to testers to read and review a publication in English. They were given a “generic” (same set of questions for all publications) printed questionnaire to guide their review and to provide their responses.
3. **Interviews** – each tester was interviewed by a member of the PEERs project team. Each interview included three steps:
 - a. The interviewer went over the questionnaire completed by the tester and assisted participants to complete the questionnaire, if required, clarified and / or asked for more detail on some responses.
 - b. The interviewer, using a set of guiding questions specific to the publication, then asked more detailed questions about the English version including asking testers to explain certain terms, find specific pieces of information, and provide their opinion on readability and the layout and presentation of the material.

- c. Finally, the interviewer presented the testers with the translated version of the publication and asked questions, again using a set of guiding questions, about the readability, their sense of the of the translation and their thoughts on the layout and presentation of the material. In some cases, individuals did not speak a language represented by the translated LSS publications; these participants were then asked only to provide their feedback on the English version and, in some cases, on two English publications.

Testing at each session was conducted by three testers from PEERs (Trevor, Jody and Iris). Patricia Lim also assisted with testing at the session in North Vancouver.

Project Deliverables

Each of the research methodologies, except for the Project Meetings, culminated in a summary report providing the analysis data and summary of findings. Each report was developed as a stand-alone document for LSS, and while too long to include within this report, the detail of these summaries forms the basis of the key findings and serve as a supplement to this Key Findings and Recommendations Report. The five reports are:

1. *BC & Community Language Profiles, Needs Assessment 2018: Public Legal Education and Information in Languages Other Than English*, October 2018
2. *Literature Review, Needs Assessment 2018: Public Legal Education and Information in Languages Other Than English*, October 2018
3. *Focus Group Summary, Needs Assessment 2018: Public Legal Education and Information in Languages Other Than English*, December 2018
4. *Online Survey Summary Report, Needs Assessment 2018: Public Legal Education and Information in Languages Other Than English*, January 2019
5. *User Testing Summary, Needs Assessment 2019: Public Legal Education and Information in Languages Other Than English*, March 2019

4. Demographic Overview

In order to determine the legal information needs of EAL communities in B.C., it is essential to understand current demographics. To obtain this understanding, the Project Team reviewed and analyzed related Census 2016 data. The twenty communities that had received more than 1,000 immigrants in the last Census period (2011 – 2016) were selected for inclusion for this review. The data and analysis was compiled and presented in a 115 page document called: BC & Community Language Profiles. The following was included for each community:

- Number of Immigrants by Census period
- Top 10 places of Birth for all immigrants and by recent immigrants
- Top 10 Non-Official Home Languages spoken by all immigrants and by recent immigrants
- Top 10 Mother Tongues spoken by all immigrants and by recent immigrants
- Language trend by percentage of population with English only as a mother tongue

The following section provides an overview of B.C.'s immigrant population.

Recent Immigrant Population Growth in British Columbia

B.C. is the third-most populous province in Canada and the 2016 Census reports B.C.'s population at 4,560,235 people, representing 13% of Canada's population. In 2016, over a quarter (28.3% or 1,292,675 individuals) of the province's population was born outside Canada, second only to Ontario's (29.1%) percentage of foreign born, and notably higher than the national level of 21.9%.

Throughout B.C.'s history, immigration has been a key driver of population growth. In the last three Census periods (2001 – 2016), B.C.'s immigrant population has increased by 28%, significantly outpacing the growth of its Canadian born population (15.8%) over the same period. In the immediate future B.C. is projected to maintain its steady population increase through immigration. In 2017, B.C.'s total population grew to 4,849,442, mostly attributed to the influx of new immigrants (38,456)ⁱ. B.C. will also likely be impacted by the federal government's plans to welcome 310,000 new immigrants in 2018, 330,000 in 2019 and 340,000 in 2020ⁱⁱ.

It is worth noting, however, that the percentage of recent immigrants settling in B.C. has decreased for the fourth consecutive census. B.C.'s share of recent immigrants has fallen to 14.5% in 2016 from 20.8% in 2001. Similarly, while B.C. saw a 5.6% increase in its total population (higher than national levels at 5.0%) its immigrant population growth between 2011 and 2016 at 8.5% is below the national level of 11.3%.

Of note, EAL communities in B.C. include not only immigrants (individuals here with permanent residence status – "PRs"), but also individuals here on temporary work visas. In 2016, there were 11,785 in B.C.ⁱⁱⁱ These individuals work in B.C. temporarily under these three main categories: Live-In Caregivers, Agricultural Workers and other Temporary Foreign Workers.

Immigrant Populations by Regions and Municipalities

Approximately 53% of B.C.'s residents resided in Metro Vancouver. The City of Vancouver, Surrey, Burnaby, Richmond and Coquitlam were the largest five municipalities by total population. As indicated in Table 1 below, 20 municipalities in B.C. received over 1,000 new immigrants during the last Census period with many B.C. municipalities recording a faster-than-national-average growth in their immigrant population. The top five B.C. cities for immigrant growth as a percentage were the District of Langley (up by 21.5%), Maple Ridge (19.6%), Surrey (17.2%), Abbotsford (17.2%) and the City of Langley (15.5%).

Table 1: Population Summary in Communities in B.C. Communities with the Largest Immigrant Populations (Census 2016 and NHS 2011)

Community	Total Pop 2016	Imm Population 2016	Imm / Total (%) 2016	Recent Imm Population 2011-16	Imm Pop Growth (%) 2011 - 2016
British Columbia	4,560,235	1,292,675	28.3%	175,555	8.5%
Metro Vancouver	2,426,235	989,540	40.8%	142,530	8.3%
Vancouver	618,210	262,770	42.5%	37,330	1.6%
Surrey	511,545	220,155	43.0%	36,335	17.2%
Burnaby	230,080	115,145	50.0%	16,065	3.6%
Richmond	196,665	118,305	60.2%	15,245	4.8%
Abbotsford	138,555	38,225	27.6%	5,440	12.6%
Coquitlam	138,090	61,060	44.2%	9,530	17.2%
Kelowna	124,135	17,840	14.4%	2,435	11.7%
Langley District	115,835	22,495	19.4%	2,615	21.5%
Saanich	111,830	24,755	22.1%	2,905	5.2%
Delta	100,840	31,240	31.0%	3,355	9.5%
Nanaimo	87,650	13,120	15.0%	1,280	11.0%
North Vancouver, District	84,875	26,505	31.2%	3,240	6.1%
Chilliwack	82,210	10,985	13.4%	1,070	13.8%
Victoria	81,655	15,940	19.5%	2,570	14.9%
Maple Ridge	80,975	15,460	19.1%	1,520	19.6%
New Westminster	69,905	24,375	34.9%	3,500	12.1%
Port Coquitlam	57,900	18,430	31.8%	1,940	12.5%
North Vancouver, City	52,185	19,930	38.2%	3,740	12.2%
West Vancouver, District	41,680	18,615	44.7%	2,940	8.7%
Port Moody	33,450	10,755	32.2%	1,220	3.5%

As of 2016, 989,540 (76.5%) of B.C.'s immigrants resided in Metro Vancouver: The City of Vancouver (260,770 immigrants), Surrey (220,155), Richmond (118,305), Burnaby (115,145) and Coquitlam (61,060) remained the five largest municipalities by immigrant population. In addition, 81.2% of B.C.'s recent immigrants lived in the Metro Vancouver region. Of which 80% resided in Vancouver (26.2%), Surrey (25.5%), Burnaby (11.3%), Richmond (10.7%) and Coquitlam (6.7%).

In recent years a significant number of residents (including immigrants) have moved from urban Metro Vancouver to the surrounding municipalities or districts in suburban areas of the Metro Vancouver region or outside the region. During Census 2011-16, large and well-developed municipalities (Vancouver, Richmond, Burnaby and North Shore) all demonstrated a slowdown in growth or, in some cases, a net loss in their total and immigrant populations. In contrast, some "high growth" municipalities (Surrey, Langley, Coquitlam, Maple Ridge, Abbotsford, Kelowna and Nanaimo) experienced faster-than-average growth in their total population and two-digit increases in their immigrant populations.

Municipalities such as Vancouver, Burnaby and Richmond with well-established ethnic populations, continued to receive large numbers of recent immigrants, but also experienced a significant loss of long-term immigrants to other municipalities. For example, during the census 2011-16 period, Vancouver received the largest number of recent immigrants (37,330) but only reported a net gain of 4,020 in its total immigrant population.

Source Countries of Immigrants to B.C.

During the last census period, B.C. saw an increasing proportion of its recent immigrants coming from Asia. In 2016, 75.1% of B.C.'s recent immigrant population was born in Asia, compared to 61.0% of its total immigrant population. In comparison, European immigrants represented 11.2% of B.C.'s recent immigrant population and 24.7% of its total immigrant population. The proportion of immigrants from the Americas and Africa remained stable.

As indicated in Table 2, China remained the single largest source country of both total immigrants and recent immigrants to B.C. (21.7%) (and Metro Vancouver at 25.2%) during 2016 Census. The number of recent immigrants from the Philippines, China and India showed the greatest increase, while immigrants from the United Kingdom showed a marked decline in the proportion of recent immigrants compared to the total immigrant population.

Of note, Census 2016 shows the Philippines was the top source country of recent immigrants to Canada, and the third largest to B.C. It has become the single largest source country of recent immigrants to many municipalities, especially outside Vancouver: New Westminster (23.4%), Port Coquitlam (20.7%), Maple Ridge (22%), Kelowna (18.5%), Nanaimo (21.5%), Saanich (25.3%) and Victoria (23.5%).

At a municipal level each city is represented by its own ethnic make-up that evolves over time. Community level information on the home countries of the total immigrant and recent immigrant populations for B.C.'s 20 communities with the largest immigrant populations is available in a separate report to this research: *B.C. & Community Language Profiles*, Sept. 2018.

Table 2: Top 10 Places of Birth - by Total & Recent Immigrant Populations (Census 2016)				
British Columbia				
	#	%	#	%
Total Immigrants	1,292,670	100.0%	Recent Immigrants	175,555 100.0%
China	199,990	15.5%	China	38,105 21.7%
India	162,645	12.6%	India	27,455 15.6%
United Kingdom	123,810	9.6%	Philippines	26,685 15.2%
Philippines	112,100	8.7%	Iran	8,645 4.9%
Hong Kong	74,215	5.7%	Korea, South	8,030 4.6%
United States	57,780	4.5%	United Kingdom	6,535 3.7%
Korea, South	41,515	3.2%	United States	6,490 3.7%
Taiwan	38,900	3.0%	Mexico	2,885 1.6%
Iran	37,160	2.9%	Taiwan	2,500 1.4%
Germany	35,045	2.7%	Japan	2,290 1.3%
Other places	409,510	31.6%	Other places	45,935 26.3%

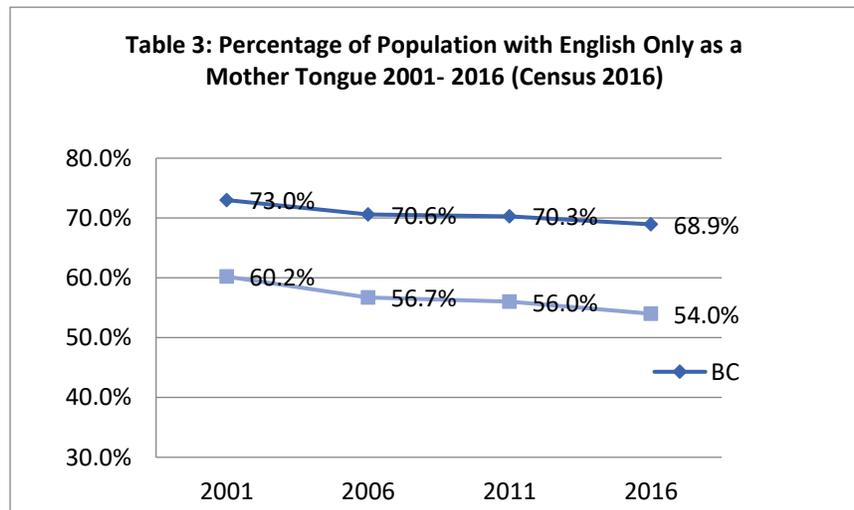
Language Trends

Within the Census **Mother Tongue** refers to the first language learned at home in childhood and that is still understood by the person at the time the data was collected^{iv}. B.C.'S top ten most prevalent mother tongue languages for its recent immigrant population are:

Language	# of Speakers
1. Mandarin	32,380
2. Punjabi (Panjabi)	19,845
3. Tagalog (Pilipino)	17,830
4. Persian (Farsi)	8,870
5. Korean	7,685
6. Cantonese	7,055
7. Spanish	6,095
8. Arabic	5,165
9. Russian	3,140
10. Hindi	3,010

Of note, **Other non-official languages**, which include dozens of languages from around the world, account for 17.0% of B.C.'s recent immigrants or nearly 30,000 people whose mother tongue is other than the top ten languages.

As indicated in Table 3, the proportion of B.C.'s residents speaking English as their mother tongue has decreased for the fourth consecutive census, from 73% in 2001 to 68.9% in 2016. This pattern is carried out in similar proportions across Metro Vancouver and, in fact, is reflected in similar degrees in almost all B.C.



communities with a significant immigrant population.

Within the Census “Home Language” refers to the language the person speaks most often at home at the time of data collection^v and is, therefore, likely a better indicator of need for PLEI in languages other than English. In 2016, close to half (44.5%) of B.C.'s immigrants spoke non-official languages most often at home and the recent immigrant population's proportion was even greater at 58.2%. Of note, 15.6% of British Columbia's total population speaks a non-official home language.

Table 4: British Columbia - Top 10 Non-official Home Languages (Census 2016)

Total Population	#	%	Total Immigrants	#	%	Recent Immigrants	#	%
Total	4,598,415	100.0%	Total	1,292,670	100.0%	Total	175,555	100.0%
Non-official languages	717,375	15.6%	Non-official languages	575,035	44.5%	Non-official languages	102,195	58.2%
Mandarin	146,435	3.2%	Cantonese	120,245	9.3%	Mandarin	28,200	16.1%
Punjabi (Panjabi)	139,080	3.0%	Mandarin	115,105	8.9%	Punjabi (Panjabi)	16,860	9.6%
Cantonese	137,075	3.0%	Punjabi (Panjabi)	104,450	8.1%	Tagalog (Pilipino, Filipino)	10,060	5.7%
Korean	38,605	0.8%	Tagalog (Pilipino, Filipino)	32,815	2.5%	Persian (Farsi)	7,245	4.1%
Persian (Farsi)	28,420	0.6%	Korean	29,350	2.3%	Cantonese	6,350	3.6%
Spanish	22,310	0.5%	Persian (Farsi)	24,870	1.9%	Korean	6,025	3.4%
Vietnamese	17,055	0.4%	Spanish	15,920	1.2%	Arabic	4,225	2.4%
Russian	13,310	0.3%	Vietnamese	13,655	1.1%	Spanish	3,440	2.0%
Hindi	12,310	0.3%	Russian	10,730	0.8%	Russian	2,300	1.3%
Arabic	10,415	0.2%	Hindi	9,545	0.7%	Hindi	1,605	0.9%
Other non-official languages	152,360	3.3%	Other non-official languages	98,350	7.6%	Other non-official languages	15,885	9.0%

Mandarin (16.1%) was the single most often spoken language at home by recent immigrants, followed by Punjabi (9.6%) and Tagalog (5.7%). During the recent Census, the percentage of recent immigrants speaking Mandarin at home rose to 18.9% in Metro Vancouver, while 9.1% of Metro Vancouver's recent immigrants spoke Punjabi often at home and 5.5% spoke Tagalog.

As a result of Canada's extraordinary commitment to resettle Syrian refugees, B.C. also saw a growing presence of Arabic speaking recent immigrants: 2.4% of B.C.'s recent immigrants spoke Arabic most often at home, compared to 0.6% by its total immigrant population. Refugee receiving communities that saw a marked percentage of Arabic speaking recent immigrants included:

1. Surrey (1,700 / 4.7%)
2. Coquitlam (425 / 4.5%)
3. Burnaby (395 / 2.5%)
4. Victoria (170 / 6.6%)
5. Abbotsford (100 / 1.8%)
6. New Westminster (90 / 2.6%)
7. Maple Ridge (75 / 5.0%)
8. Nanaimo (70 / 5.5%)
9. Saanich (70 / 2.4%)
10. Delta (70 / 2.1%)
11. Kelowna (40 / 1.6%)
12. Port Coquitlam (45 / 2.3%)
13. City of Langley (25 / 10.5%)

In tandem with the downward trend in English as a Mother Tongue, the proportion of B.C.'s immigrants speaking non-official languages at home continued its increase. In 2016, 44.5% of B.C.'s immigrants and 58.2% of its recent immigrant population spoke non-official languages most often at home. Within Metro Vancouver's the proportion was even larger with 51.2% of immigrants and 62.1% of recent immigrants spoke non-official languages at home.

Like the community-level trends for Source Countries for Immigrants, each municipality portrays a different mix of home languages. For planning and decision-making purposes, a more detailed analysis of Mother Tongue and Home languages can be found in the *B.C. & Community Language Profiles*, September 2018 produced as part of this research.

5. Key Findings

The key findings and recommendations of this report have been categorized and presented within three broad themes that emerged from the research and stem directly from the project objectives. These are:

- a. Legal Information Needs and Gaps Among English as an Additional Language Communities in B.C.,
- b. Raising Awareness of Legal Information / Promoting Existence of Legal Information,
- c. Improving Access to Legal Information for English as an Additional Language Speakers.

A. Legal Information Needs and Gaps Among English as an Additional Language Communities in B.C.

1. EAL communities in B.C. require information on a broad range of legal topics.

Participants of the focus groups were asked to identify, from their experience, the most common current legal issues faced by B.C.'s EAL communities. Several areas of law and specific topics were identified. These were listed and within the subsequent online survey, respondents were asked to rank both area of law as well as the specific legal topics by frequency of request from their clients.

The ten most common issues by area of law (rated as very frequently or frequently requested by clients) identified by respondents were:

1. Tenancy rights and responsibilities – 56%
2. Family law – 49.5%
3. Pensions and Income Assistance – 49.4%
4. Taxes and Tax Law – 44.6%
5. Legal Aid Services – 42.4%
6. Employment law 37.9%
7. Immigration law – 37.9%
8. Refugee Sponsorship – 27.3%
9. Legal Issues pertaining to Temporary Foreign Workers and Provincial Nominees – 21.5%
10. Consumer Rights – 13%

The ten most common issues by **specific topic** (rated as very frequently or frequently requested by clients) identified by respondents were:

1. Rental agreements / leases (53.9%)
2. Responsibilities for landlords and renters (53.4%)
3. Divorce and Separation (45.8%)
4. Responsibilities and requirements to file taxes (45.4%)
5. Legal aid processes and cost limits for newcomers (39.6%)
6. What to expect from the legal aid process and a legal aid contract (38%)

7. Custody, Access and Support (35.6%)
 8. Eligibility and procedures on how to apply for the Canada Pension Plan (CPP) (34%)
 9. Consequences of not reporting income (33%)
 10. Employment Standards (33%)
2. **B.C.'s EAL communities are extremely diverse and have some distinct legal information needs.** EAL communities in B.C. are comprised of many different groups of people including immigrants who arrived many years ago and who are now citizens, immigrants and refugees, refugee claimants and individuals in Canada on temporary work visas. The vast majority of these are landed immigrants and convention refugees (either Government Assisted Refugees or Privately Sponsored Refugees) who have been given permanent residency status. However, the number of refugee claimants and Temporary Foreign Workers (TFWs) has increased significantly over the recent past.

According to the Immigrant Services Society of BC, 2,324 people made refugee claims in B.C. in 2018^{vi}; this number has been steadily increasing over the past several years. In 2018, the top source countries of these individuals were Iran, Afghanistan, Iraq, Mexico, and Colombia.

As well, at any given time, there are an estimated 70,000 individuals in B.C. on various types of work permits. More than 15,000 arrive every year in B.C. within the Temporary Foreign Worker Program under these three main categories: Live-In Caregivers, Agricultural Workers and other Temporary Foreign Workers. Many of these individuals are working “temporarily” for two or more years and many renew their work visas repeatedly. A significant portion apply for permanent residency status.

The majority of these TFWs also speak languages other than English. As a result, Refugee Claimants and TFWs represent sizeable populations in B.C. and, given their unique and complex circumstances, have significant need for distinct and specific legal information and services.

Although the legal information needs of these populations did not make the “top ten” lists of surveyed intermediaries, issues specific to these groups were identified in the Literature Review and by both focus group participants and survey respondents. These included:

- Understanding the claimant process
- Legal aid representation for refugee hearings
- Refugee claimant protection hearings – rules, processes and procedures
- Applying for permanent residency on humanitarian and compassionate grounds
- Safe agreements and information about crossing the border
- Requirements, eligibility and procedures related to refugee sponsorship
- Rights, obligations and responsibilities of group sponsorship
- Legal issues (in general) pertaining to TFWs

3. There are numerous sources of legal information in B.C.

Both focus groups participants and survey respondents had a difficult time identifying specific gaps in legal information for EAL audiences. As described above, they were able to identify what issues were currently common and when asked where they go for legal information to respond with these sources; the list of sources of legal information was extensive and broad ranging. The following is the list of sources of legal information identified by focus group participants and provided within the survey. These are ranked by frequency of use by survey respondents. It is important to note that an additional 25+ other sources were also identified by survey respondents.

Sources of Legal Information Being Used by Survey Respondents / Intermediaries

LSS website, services, workshops and bulletins

1. LSS Website (60.9%)
2. Family Law Website (44.6%)
3. MyLawBC (35.7%)
4. LSS Newsletter / Bulletin (20.9%)
5. Duty Counsel (17.5%)
6. LSS hosted conferences (15.7%)

External websites related to legal information

1. Services Canada Website (62.4%)
2. Clicklaw (44.6%)
3. Employment Standards Website (44.3%)
4. TRAC – Tenancy Resources Advisory Centre (38.5%)
5. Access Pro Bono (37.5%)
6. People’s Law School (23.9%)
7. PovNet (11.9%)

Other professional websites and workshops

1. AMSSA website and e-newsletters (40.9%)
2. Webinars (41.8%)
3. Sources BC (19.5%)

Personal networks

1. Personal Network of settlement workers (36.3%)
2. Personal Network of Legal Aid Workers and Lawyers (22.1%)

Internal websites, resources and training

1. In-house training provided at settlement agencies (24.7%)

Library resources and other publications

1. Public Libraries (19.0%)
2. Courthouse Libraries (15.5%)
3. University Law School Publications (8.5%)

A review of the list indicates that although a good percentage of respondents, almost 61%, are using LSS resources, they are going to and using many different sources to address their clients' legal information needs. This does not identify gaps in information, in fact, it demonstrates how legal information needs are currently being filled. The list begins to paint a picture of the labyrinth of sources available and the challenges not only intermediaries, but users face in finding the appropriate source of information and then understanding and using the information.

It is also important to note that more than half (58.4%) of survey respondents stated that they relied heavily on their personal networks to give or help them find legal information.

Also noteworthy is the prevalent use of AMSSA (The Affiliation of Multicultural Societies and Service Agencies) resources; nearly 41% of respondents cited the AMSSA website and newsletters as a source of legal information.

4. **Given the numerous sources of B.C. legal information, identifying gaps in legal information is challenging.**

As listed above, there are many sources of legal information and rightly so; LSS is not solely responsible for the development and distribution of all legal information in B.C. Unlike some other provinces in Canada, B.C. has a distributed system of PLEI with several organizations responsible for the development, production and distribution of PLEI. LSS develops publications in core areas of law including family, child protection, criminal and immigration and works in partnership with other organizations to produce materials covering other areas of law.

Clicklaw.ca, a centralized online repository of legal resources for people in B.C., holds 74 legal information resources for immigrants and refugees. Although beyond the scope of this project to review all these resources, a search of the site reveals that all of the legal areas and specific topics of law identified by the survey respondents are in some manner covered by the resources provided there; i.e. there appear to be few, if any gaps, in legal information resources. However, although Clicklaw does provide an access point to information about different areas of law for immigrants and refugees, the sheer number of resources made it difficult for the research group to determine if the resources identified fully addressed the specific legal information needs that were identified in the survey and focus group results. The issue is less about identifying gaps and more about ensuring information is up-to-date and easily understood by newcomers and improving awareness of these resources amongst intermediaries and end-users.

B. Raising Awareness of Legal Information / Promoting Existence of Legal Information

1. Awareness of legal information and services amongst B.C.'s EAL communities is low.

The vast majority of the immigrants who participated in the user-testing sessions had never heard of LSS and had very limited understanding of the existence of public legal information. This limited awareness is notable given the varying lengths of time participants had been in B.C. Of the

43 participants, most had arrived since 2015 although some had been in Canada more than 20 years. Participants were surprised and pleased to learn of the existence of legal information and free legal aid services for low income individuals and families. Participants showed a great level of interest and appreciation for the legal publications introduced to them within the sessions, both the English and the translated versions.

This limited awareness of the existence of legal information and services is even more striking given that participants were recruited by community agencies who reached out to current and previous participants of their settlement, English language training, employment and volunteer programs. Given the number of legal issues faced by new immigrants while in these stages of settlement, it was surprising that so very few had been introduced to or presented with information from LSS by their settlement and employment counsellors, instructors, etc.

Focus group participants also shared that their newcomer clients had limited to no awareness of available legal information. It was stated repeatedly that newcomers go to their settlement workers or to their friends and family to get help and find legal information.

2. Intermediaries play an essential role in facilitating access and use of legal information by English as an Additional Language speakers.

In line with what is described above, the literature reviewed for this report consistently spoke to the important role “intermediaries” play in ensuring access to information for EAL communities. Intermediaries can include representatives from a variety of agencies including social services, immigrant settlement, libraries, community centres, healthcare, education, advocacy, or faith or ethno-cultural groups. These are often the first points of contact and newcomers often obtain assistance from these individuals in their home language and build trusted relationships. Before seeking information on their own, newcomers will often go first for help and support from these trusted intermediaries. To be effective, intermediaries must have a solid understanding of and reliable easy access to available pertinent legal information and services. It is important that there are mechanisms in place to keep them informed to ensure they are aware of the legal information sources available, and of changes to the laws.

The intermediaries that participated in the focus groups and in the survey strongly stated the need to improve their access to legal information as well as to changes and updates to legal information. When asked in the survey, “*what are the most effective ways to raise awareness of the legal information that exists for non-English speaking communities?*”; it is interesting to note that 76% stated that “more in-depth training to settlement workers” was extremely or very effective, indicating again the critical role intermediaries see themselves playing in assisting newcomers to access and use legal information.

3. A variety of mechanisms must be utilized to ensure intermediaries are aware of and have access to up to date legal information.

In direct support of the point above regarding the fundamental role intermediaries play in facilitating access and use of PLEI, there were multiple means identified to ensure awareness and

currency of information amongst intermediaries and their clients. Focus group participants identified common methods used for the distribution of legal information to intermediaries and their clients. These methods were presented within the survey and respondents were asked to rate the effectiveness of the methods listed below.

The following 10 **methods of PLEI distribution** were rated by respondents as extremely effective or effective:

1. Send email announcements when there are changes or updates to legal information – 72%
2. Distribute online publications (links) to intermediaries – 61%
3. Provide print publications for display in community organizations' offices / resource room – 60%
4. Display print publications at community centres, libraries and other public institutions – 54%
5. Mail print publications to organizations – 49%
6. Provide links to LSS or other PLEI organizations on community organizations' websites – 48%
7. Display / feature links or online publications on community organizations' websites – 43%
8. Distribute online information through social media platforms – 42%
9. Distribute legal information through AMSSA's website and / or newsletters – 41%
10. Forward links or online publications to clients – 40%

In the results above it is important to note that intermediaries have a distinct preference for active distribution of materials, i.e. those methods where the material is sent, mailed or presented, even in an online format, as opposed to simply being posted on a site for their reference.

C. Improving Access to Legal Information for English as an Additional Language Speakers

Access, in the context of these findings, is used broadly to include findings related to not only improving access via improvements to awareness and distribution but also to making the content more accessible by improving means of presentation, and publication layout, format, language use, etc.

It is important to note that LSS works in partnership with other agencies to develop some publications; working with other agencies influences content and length and can limit LSS's ability to refine and / or reduce content.

1. The linguistic diversity of B.C. is tremendous and the percentage of the population with “English Only” as a Mother Tongue is decreasing.

As described in Section 4, Demographic Overview, the linguistic diversity of B.C. is increasing and the number of people in B.C. speaking English as a Mother Tongue is declining. The top ten languages spoken by B.C.’s **recent immigrants** population are listed here in Table 8.

These ten are spoken by approximately 83% of recent immigrants; however, it is important to note that the remaining 17% or 30,000 newcomers speak dozens of other languages. In addition to this linguistic diversity, fewer and fewer B.C. speak English as their mother tongue. In 2001, 73% spoke English as their mother tongue; in 2016, this had declined to 68.9%.

Rank	Language	# of Speakers
1.	Mandarin	32,380
2.	Punjabi (Panjabi)	19,845
3.	Tagalog (Pilipino)	17,830
4.	Persian (Farsi)	8,870
5.	Korean	7,685
6.	Cantonese	7,055
7.	Spanish	6,095
8.	Arabic	5,165
9.	Russian	3,140
10.	Hindi	3,010

2. Intermediaries use both print and online PLEI materials almost equally.

Focus group and survey participants were asked to identify and rank the way intermediaries present and use PLEI. The following nine means of presenting and using PLEI were identified.

1. Provide print publications in the office / resource room – 64%
2. Print online publications as needed to give to clients – 63%
3. Give print publications to clients in person – 59%
4. Read online publications with clients to explain issues – 58%
5. Forward links to online publications – 50%
6. Read print publications with clients to explain issues – 48%
7. Use print publications in workshops or presentations – 48%
8. Display / feature links or online publications on the organizations’ website – 28%
9. Use print publications with clients in classrooms (e.g. LINC: government funded English classes) – 17%

The Literature Review and the focus groups explored the value of digital / online PLEI materials. Ever-increasing use of technology and access to technology and the Internet across the province has made digital formats more and more practical and appealing. In 2016, the Canadian Radio-Television and Telecommunications Commissions (CRTC) reported that “98% of Canadian households have access to fixed broadband internet access and more than 87% of Canadian households have a home Internet subscription”^{vii}. (CRTC, page 10)

Cost-efficiency, convenience, searchability, and ease of distribution and access were raised as reasons to adopt more online usage. Most importantly, however, the increased ability of PLEI developers to maintain currency of legal information in electronic formats was seen as the most critical reason for promoting online publications.

It is important to note that although the publications may live online and some intermediaries and users will use the publications online, it was stated by many focus groups attendees that they download, print, share and use publications with their clients from the LSS website particularly in assisting those with lower literacy levels and limited digital literacy skills.

3. Although there is a preference for shorter publications, publication length is not a significant issue.

Forty-three EAL speakers tested seven different LSS publications; each publication was reviewed between three and eleven times. The publications were also tested in the following six languages (Arabic, Simplified Chinese, Traditional Chinese, Spanish, Punjabi and Farsi). The details of the user-testing process and results was captured in a user-testing summary report previously submitted to LSS.

Overall, the user-testers were satisfied with the design and contents in both the English and translated versions. Regardless of their country of origin, the participants demonstrated a much higher level of understanding of publications in their first language than in English.

Although the length of some PLEI publications were seen as too long by some focus group attendees, user-testers overall did not indicate this as a significant problem. As indicated within Table 7 below, when user-testers were asked to rate their level of agreement with the statement: “I think the number of pages was good for this information,” the average rating was 4.16 on a five-point scale.

Table 6: Level of agreement 1- 5	Legal Aid Brochure	Family Law	Sponsorship Breakdown	Living Together Living Apart	Live Safe, End Abuse	For Your Protection	Is It Legal?	All
If I had a friend with this legal problem, I would tell them to use this information.	4.45	4.57	4.60	4.50	5.00	4.88	4.67	4.67
The English was clear and easy to understand.	4.36	4.43	4.60	4.33	4.14	4.25	4.67	4.40
I prefer to read this information in my home language.	3.45	4.00	3.20	3.50	4.29	3.50	3.00	3.56
I think the number of pages was good for this information.	4.45	3.71	4.22	4.17	4.57	4.00	4.00	4.16
I feel I can trust this information.	4.36	4.71	4.50	4.33	4.57	4.63	4.67	4.54
The layout of this document is clear and appealing.	4.27	4.43	4.50	4.00	4.86	4.50	4.33	4.41

Not only did user-testers not see a significant problem with the length of the publications but reported a relatively high level of understanding of the contents across the English versions of the publications. However, as indicated Table 8, the longer the publication, the lower the level of understanding.

Table 8: Level of understanding (1-5)	Legal Aid Brochure	Family Law	Sponsorship Breakdown	Living Together Living Apart	Live Safe, End Abuse	For Your Protection	Is That Legal?	All
Cover	NA	4.57	3.40	4.67	4.13	3.88	3.67	4.05
Content	4.11	4.00	3.83	4.50	3.90	4.56	4.08	4.14

Despite these rankings, when asked for additional feedback on the publications, numerous recommendations regarding document length were provided by user-testers:

- Make the information and publications as short as possible. Lengthy publications, like “For Your Protection”, are very hard for users to plow through and find information, especially in emergency and / or stressful situations.
- Present key information on each publication and keep it as short as possible. Lengthy publications look scary.
- Add a short summary at the beginning of a long publication, or at the beginning of each chapter to help users follow and understand.
- Include a concise summary of key information, e.g., categorizing different types of sponsorship breakdown with an example and presenting them in a chart/table might really help.
- Make sentences concise and leave more space within the publications so they won’t look daunting.
- “If you are in immediate danger” on the “For Your Protection” should be very simple, in clearer and bigger font, and should be right at the front of the booklet to assist people in stressful situations.
- Make publications short. Lengthy publications look intimidating.

4. The design and wording of the covers of publications in English needs to clearly convey contents.

Although not a significant issue, the data within the table below indicates room for improvement in the design and wording of the covers of the tested publications. User-testers’ ability to understand the covers of English publications is depicted in the two tables below. Those with intermediate or lower English language skills (Canadian Language Benchmark 5 and below) had much greater difficulty understanding the cover of the English versions than testers at a higher intermediate or advanced level of English (Canadian Language Benchmark 6 and above).

Testers with Lower English Skills (Canadian Language Benchmark 5 or lower)

Table 9: Level of understanding (1-5)	Family Law, Quick Ref. Tool	Sponsorship Breakdown	Living Together Living Apart	Live Safe, End Abuse	For Your Protection	Is That Legal?	All
Cover	4.00	2.00	4.50	3.00	2.00	2.00	2.92

Testers with Higher English Skills (Canadian Language Benchmark 6 or above)

Table 10: Level of understanding (1-5)	Family Law, Quick Ref. Tool	Sponsorship Breakdown	Living Together Living Apart	Live Safe, End Abuse	For Your Protection	Is That Legal?	All
Cover	4.80	3.75	5.00	4.50	4.14	4.50	4.45

5. The wording of the covers of the translated publications need to be more precise.

User-testers' ability to understand the covers of translated publications was also assessed. As would be expected, the level of understanding is quite high. However, it is worth noting that their understanding of the cover information was not perfect, even when presented in their home language.

Level of Understanding of Covers of Translated Publications

Table 11: Level of Understanding (1 = lowest / 5 = highest)	Family Law, Quick Ref. Tool	Sponsorship Breakdown	Living Together Living Apart	Live Safe, End Abuse	For Your Protection	Is That Legal?	All
Arabic	NA	4.00	NA	NA	NA	5.00	4.50
Simplified Chinese	3.50	5.00	NA	4.00	4.00	NA	4.13
Traditional Chinese	5.00	NA	5.00	NA	NA	NA	5.00
Farsi	NA	2.00	NA	5.00	5.00	NA	4.00
Punjabi	5.00	4.00	2.00	5.00	5.00	NA	4.20
Spanish	5.00	2.00	NA	5.00	NA	5.00	4.25
All languages	4.50	3.89	4.00	4.67	4.60	5.00	4.44

*NA within this table indicates that the publication was not reviewed in that language.

In addition to the input provided by the testers, the project team also had some observations about the covers based on their experience facilitating the testing sessions and working with the user testers.

1. It was not easy to identify the language the publications are translated into. The translated language and its placement on each publication varies, as does the font size which in some cases is very small. Although at a glance not a significant issue, a more consistent and clear

approach for identifying the translated language would facilitate distribution by intermediaries to end-users and help intermediaries more easily manage their inventory of printed publications.

2. The “completeness” of the translation also varies on the covers; in some cases, both the main title and the sub-titles are fully translated and others not.
3. The title and sub-title of “Is That Legal?” does not adequately describe the contents. Given the potentially sensitive nature of some of the contents, the cover should be clear that the booklet includes information about giving sexual consent and what that means.

6. Translations can be improved.

A comprehensive review of translated publications was out of the scope of this project; the LSS Project Team did, however, guide the research team to obtain a sense of overall readability and presentation from user-testers. Overall, the understanding of the information held within the translated versions was quite high, as indicated by the table below.

Level of Understanding of Contents

Table 12: Level of Understanding (1 lowest – 5 highest)	Legal Aid Brochure	Family Law, Quick Ref. Tool	Sponsorship Breakdown	Living Together Living Apart	Live Safe, End Abuse	For Your Protection	Is That Legal?	All
Arabic	4.50	NA	5.00	NA	NA	NA	5.00	4.83
Simplified Chinese	4.75	4.50	4.83	NA	5.00	4.50	NA	4.72
Traditional Chinese	NA	4.00	NA	5.00	NA	NA	NA	4.50
Farsi	NA	NA	4.50	NA	5.00	5.00	NA	4.83
Punjabi	5.00	5.00	5.00	1.00	5.00	4.00	NA	4.17
Spanish	5.00	5.00	2.50	NA	5.00	NA	4.00	4.30
All languages	4.60	4.67	4.61	3.67	5.00	4.60	4.33	4.50

*NA within this table indicates that the publication was not reviewed in that language.

Yet, many participants identified issues with the translations. Detailed summaries of feedback provided by user-testers on each publication have been submitted to LSS. The following summarizes the feedback provided by user-testers regarding the translations:

- Many user-testers suggested that there was room for improvement with the translations to make them more accurate and concise. In some publications, the wording was seen as unnecessarily complex and more complicated than its English version.
- Some participants shared that it looked like an automated translation tool had been used to assist the translator.

- User-testers speaking the same language but coming from different countries noted differences in word choice; although for some this made the translation read a little oddly, it was still understandable.

7. Many EAL legal information users prefer to read and use legal information in English.

The report titled Community Review of LSS Publications on Violence Against Women in Relationships summarizes community-based evaluation of several publications dealing with violence against women in relationships. Although the paper only briefly touched on the needs of EAL communities, it raised interesting points when determining the need for translation. The points raised in this report were confirmed during by the user-testing component of this project. These include:

- Many legal concepts and terms are specific to the Canadian legal system and may not translate easily to another culture or language.
- English-language documents help familiarize the client with the legal terms they are likely to encounter in Canada; in fact, several user-testers clearly stated their preference for having the document in English for this reason.
- Translated versions sometimes use formal language rather than popular plain language and can impact not only the approachability of the information but also how well the information is understood.

6. Recommendations

Recommendations have been organized and presented below by the themes identified within the Key Findings section of the report.

- a. Legal Information Needs and Gaps Among English as an Additional Language Communities in B.C.,
- b. Raising Awareness of Legal Information / Promoting Existence of Legal Information,
- c. Improving Access to Legal Information for English as an Additional Language Speakers.

It is important to note that the following recommendations have not been costed and the availability of the required financial resources will determine Legal Service Society's ability to prioritize and implement the recommendations. As a first step in responding to the research findings and recommendations, it is recommended that LSS identify the cost implications of each recommendation and prioritize them according to financial and organizational resources available to support them.

A. Legal Information Needs Among EAL communities in BC

1. Conduct more frequent reviews of the legal information needs of EAL communities.

To ensure legal information is addressing the most common current legal issues faced by EAL communities, more frequent assessments need to be conducted. The last comprehensive review of LSS legal information for EAL communities was conducted in 2006. Much has changed in this period of time impacting the legal information needs and priorities of newcomers. Housing, increased acceptance of separation and divorce, influx of Syrian refugees, increasing number of refugee claimants have all had a noticeable impact on legal information needs.

Comprehensive reviews such as this one may be cost prohibitive on an annual basis but should be scheduled to be conducted at least once every five years, perhaps timed to align with release of Census data. To maintain ongoing currency with issues and trends in immigration and legal information needs within EAL communities, LSS could consider an annual online survey of intermediaries.

Currently, LSS hosts a settlement conference every three to four years. A roundtable or guided consultation within these conferences to gather input on changing and emerging legal needs should be a standing conference session. In addition to these conferences, LSS should look for additional opportunities, ideally annually, to convene settlement and community workers and obtain input.

2. Raise awareness of the resources for EAL communities on the Clicklaw website.

Focus group and survey participants identified nearly 50 different legal information sources.

Approximately 44% cited using the Clicklaw website as a resource; however, given the wealth of information held here for EAL communities, there is room to raise awareness of this repository. LSS should consider placing a prominent link on its website to the Clicklaw EAL resources held here: <https://www.clicklaw.bc.ca/global/search?f=Immigrants+%26+refugees> and posting information about this resource more frequently via social media.

3. Review and update “Immigration” section of the LSS website to ensure it holds and points to legal information addressing current needs.

The project team noted that the “Immigration” section of the LSS website (https://lss.bc.ca/legal_aid/land_immigration.php) focuses largely on the needs of refugee claimants, sponsorship breakdown and leaving abusive relationships. Although, these are critical topics, there is no information on other immigration processes. As these processes are well covered by Immigration, Refugees and Citizenship Canada (IRCC) and other agencies, it is not required that LSS build new resources; however, providing direction / pointers and links to legal information related to immigration would be valuable and help accurately clarify the purpose of this portion of LSS’ website. As an interim and less resource intensive alternative, LSS might consider renaming this section to more clearly describe its contents.

4. Review legal information needs of TFWs and Refugee Claimants and consider developing additional legal information.

These two populations have significant and very specific legal information needs. These needs should be reviewed and determinations on the development of information made. Also given the circumstances of these groups, often their access to information is limited and special attention will have to be given to ensure information is being effectively distributed. As identified in the focus groups and survey several legal topics have already been identified for consideration in the development and distribution of legal publications and information:

- Understanding the claimant process
- Legal aid representation for refugee hearings
- Refugee claimant protection hearings – rules, processes and procedures
- Applying for permanent residency on humanitarian and compassionate grounds
- Safe agreements and information about crossing the border
- Requirements, eligibility and procedures related to refugee sponsorship
- Rights, obligations and responsibilities of group sponsorship
- Legal issues (in general) pertaining to TFWs

B. Raising Awareness of Legal Information / Promoting Existence of Legal Information

- 1. Develop a communications and outreach plan that ensures intermediaries are aware of legal information and are kept current on changes to relevant laws and to new or updated legal publications and resources.**

The critical role intermediaries play in facilitating access to and usage of legal information amongst EAL communities was confirmed in every element of this research. Intermediaries are a diverse group with varying needs for information and limited resources and time to spend finding, navigating and absorbing legal information. In addition, there is significant movement and turnover amongst frontline staff and so ongoing and repeatedly contact and information sharing is required. Participants repeatedly acknowledged and appreciated the information they obtained through LSS's annual conferences, workshops and webinars and requested more of these opportunities.

Many suggestions were made for increasing intermediaries' access to legal information and could be included within a comprehensive communications and outreach plan. Based on input provided by research participants, the following should be considered for inclusion within the plan:

- Maintain and update an inventory of programs for newcomers. A national call for proposals is currently in progress; changes to service providers will result and be announced likely in the fall of 2019.
- Build a database of intermediaries; allocate time to growing and maintaining the database to ensure its currency and reach.
- Conduct an annual survey of intermediaries to identify current legal information needs.
- Schedule more frequent conferences and workshops for intermediaries and ensure they are well-promoted.
- Connect with key immigrant serving agencies to build a calendar of presentations at staff meetings.
- Distribute a monthly or quarterly bulletin highlighting new legal information or updates.
- Distribute "alerts" when important related legal news emerges.
- Review social media use and consider allocating resources to growing followers and to increasing the number of agencies and individuals LSS is following. Suggestions include but are not limited to: government agencies at all levels, all other PLEI providers, immigrant and community serving agencies, libraries, and media outlets.
- Work with community and immigrant serving organizations to identify opportunities to guest speak and to provide appropriate legal information to LINC classes, and in settlement and employment workshops for newcomers.
- Request that community and immigrant serving organizations add links to LSS on their websites.

2. Partner with settlement umbrella organizations to promote and distribute legal information to intermediaries.

In the focus groups and survey, settlement and community organizations pointedly identified AMSSA as a key source of information for their organizations and individual staff and settlement workers within them. Participants further pointed out that AMSSA is not only a source of settlement information, but an obvious choice for the distribution and sharing of legal information to intermediaries. However, within the AMSSA website (www.AMSSA.org) much of the legal information is held within a password protected database; on the public-facing web

pages there is only a single link under the “Other” heading in the Resources section. LSS should work with AMSSA as well as other such B.C. umbrella organizations such as BC Teal, and NewToBC to publicly represent legal resources to the settlement sector.

A mutually reciprocated website linking strategy or recognition through a Partners and Supporters page may assist in establishing relationships with potential partners like AMSSA and facilitating the sharing and posting of publications.

3. **Develop an outreach plan to reach out directly to EAL users.**

Besides sending information to end-users through intermediaries, the research also identified many effective ways for providing legal information directly to EAL legal information users. An outreach plan should be developed and include the following:

- Offer more face-to-face presentations to newcomers; when possible, offering the presentations in English and an additional language as participant / audience need dictates
- Include legal information within LINC classes by working with instructors to develop lessons and / or by presenting as guest speakers in classes
- Host regularly scheduled workshops for newcomers at community libraries and settlement agencies
- Display legal information in public spaces frequented by newcomers, i.e. language centres, libraries, community centres, neighbourhood houses, places of worship, etc.
- Feature LSS and its resources on websites with immigrant audiences; e.g. immigrant serving agencies, NewToBC, BC Refugee Hub, etc.

C. **Improving Access to Legal Information for English as an Additional Language communities.**

Access, in the context of this research, is used broadly to not only improving access via improvements to distribution but also to making the content more accessible by improving means of presentation, and publication layout, format, language use, etc.

Distribution

1. **Continue to raise awareness of and distribute PLEI materials in print / hard copies and online.**

The research revealed that both print / hard copies and online PLEI materials are used almost equally and so efforts to distribute both “hard” and “soft” copies should be made. Multiple means of raising awareness and increasing distribution have been included within the two communication and outreach plans outlined in the previous section.

It is important to note, however, that survey respondents demonstrated a marked preference for active distribution of resources. As can be seen from the responses below for

the top preferred methods of distribution, the majority of respondents preferred to have material actively distributed as opposed to having it simply placed online and made available.

1. Send email announcements when there are changes or updates to legal information – 72%
2. Distribute online publications (links) to intermediaries – 61%
3. Provide print publications for display in community organizations' offices / resource room – 60%
4. Display print publications at community centres, libraries and other public institutions – 54%
5. Mail print publications to organizations – 49%

Translation

Given the linguistic diversity of B.C.'s residents, some translation is required and has to be considered carefully given varying needs and limited budgets. Focus group participants and user-testers encouraged / stated a need to translate legal information into as many languages as possible and, of course, if budget was unlimited, this might be ideal. However, given the number of languages spoken in B.C. and the wide range of legal information needs of EAL speakers, the selection of publications for translation must be done very judiciously. The research identified several considerations related to translation.

1. Review “Plain Language” policies and principles followed by LSS to ensure they meet the needs of EAL audiences.

Given the critical nature of legal information to new immigrants speaking English as an Additional Language, there will likely always be reason to translate some publications into some select languages. But what has more value to the most legal information users, is having access to information presented in “plain language”. It is the research team's understanding that plain language principles are applied to all LSS legal information publications; however, LSS should consider having principles reviewed, and if necessary updated, to ensure they meet the language needs of EAL users.

2. Review and update translation policies and guidelines.

Some user-testers felt a program like “Google Translate” may have been used in the translation of the LSS publications they reviewed. It is the research team's understanding that LSS always uses experienced translators; nonetheless, several user-testers commented that the language chosen seemed out of date, odd and overly complex. It is important to note, that each publication was reviewed by a limited number (5 – 11) of users and the users represent a variety of educational and professional backgrounds and are not professional translators or editors. Nonetheless, given these observations LSS might consider a review of its policies and practices in relation to translation and perhaps add a policy that all translated publications be user-tested by groups of native speakers of the language of translation.

3. Review and determine policy for use of Google Translate.

As stated above, caution in using automated translation must be heeded. However, the research team noted that a number of user-testers very naturally pulled up a variety of translation tools on their phones when presented with the English versions of the publications. Although the research team is not recommending the use of automated translation in translating its publications, given the “go-to” nature of users to this feature, the use of a translation feature like Google Translate on the LSS website to facilitate navigation should be considered. While it may not be appropriate to use this application for all contents of the site, the immigrant / EAL user focused pages and the descriptions held within these pages could benefit from the use of a translation feature. Use of this feature on the “Immigration” section and the “Immigrants and refugees” section of “Our Publications” would facilitate navigation and be used, with a “caution”, to facilitate understanding and usage.

A good example of a “caution” used by a government institution is the one used by the City of Surrey on its website. On the home page is a translate button that leads to page titled “Translation – Explanation and Caution”. The caution is captured in the first paragraph:

“The electronic translation service on the City of Surrey’s website is hosted by Google Translate. The quality of the translation may vary in some of the languages offered by Google. The goal of the basic translation is to capture the general intention of the original English material.” <https://www.surrey.ca/>

4. Fewer B.C. residents speaking English as a mother tongue dictates a need for ongoing and increased translation of publications.

B.C.’s growing immigrant population, coupled with the federal projections for increased immigration levels, indicates a greater need / demand for PLEI resources for EAL communities than ever before. This is further supported by both the downward trend among B.C.’s immigrant populations with English as their mother tongue, and the increasing trend for immigrants and, in particular recent immigrants, to use a home language other than one of the official languages of Canada.

5. Priority should be given to the largest language groups in determining languages for translation.

B.C. residents speak a few non-official languages in very large numbers. The top five non-official languages (Mandarin, Cantonese, Panjabi, Tagalog and Persian) represent some of the largest language needs in the province and also represent the largest new immigrant populations in the province and, therefore, it is likely that PLEI materials accessible to these language groups is essential. It is also important, however, to keep abreast of changes to recent immigrant arrivals and demographics as immigration trends do change over time. For example, in recent years the largest populations arriving to Canada were from the Philippines and China, however, in 2018 these have been eclipsed by the number of Punjabi arrivals to Canada.

6. **Need vs. number needs to be carefully considered in selecting languages for translation of publications.**

Survey respondents were presented the list of the top languages spoken by recent immigrants to B.C. pulled from Census 2016 data and asked to identify, based on their experience, the top ten languages for translation. The table provides an interesting comparison: languages identified by respondents as being priority for translation (need) vs. languages spoken by the most in B.C. (number):

Table 13

Language identified as priority for translation by respondents	Languages spoken by greatest numbers of recent immigrants in B.C.
1. Arabic – 73.27%	1. Mandarin
2. Spanish – 62.38%	2. Punjabi
3. Simplified Chinese – 62.38%	3. Tagalog
4. Persian (Farsi) – 61.39%	4. Persian
5. Traditional Chinese – 48.51%	5. Cantonese
6. Korean – 48.51%	6. Korean
7. Punjabi (Panjabi) – 47.52%	7. Arabic
8. Tagalog (Pilipino, Filipino) – 44.55%	8. Spanish
9. Hindi – 29.70%	9. Russian
10. Vietnamese – 27.72%	10. Hindi

As stated within the findings, the top source countries of refugees to B.C. in 2018 were Iran, Afghanistan, Iraq, Mexico, and Colombia. The languages deemed as priority by survey respondents, with the exception of Vietnamese, align with the language needs of refugees from these countries.

It is interesting to note that although Punjabi and Tagalog are spoken by the second and third largest immigrant populations in B.C., the need for translation in these languages was seen by intermediaries as having lower priority than other languages. Although the research team cannot be certain, there are a few factors that may explain this prioritization. Firstly, many Punjabi and Tagalog newcomers are bilingual. Secondly, as two of the largest ethno-cultural groups in B.C., they have access to a significant amount of support provided by ethno-specific agencies and large numbers of “older” immigrants. That said, India is projected to be the largest source country of immigrants to Canada for the foreseeable future and so translation of legal information is likely required.

Although the need to translate some specific legal information into a language may emerge, the research conducted for this report supports translation into the top seven languages identified by intermediaries as listed in Table 13.

7. In choosing what publications to translate, stages of settlement and related information needs should be considered.

It is also important to consider that in exploring the legal information needs of EAL communities, it is important to examine legal information needs at different stages of settlement. Four stages are often identified:

1. Pre-arrival,
2. Immediate,
3. Intermediate, and
4. Long-Term or Integration

At the pre-arrival, immediate and possibly into the intermediate stages of settlement, immigrants need to address specific needs such as housing, food, transportation, education, employment and healthcare. At the long-term or integration stage, immigrants may be looking for information regarding identity; e.g. citizenship, discrimination, human rights, etc. With this continuum in mind and to ensure successful settlement, it stands to reason that legal information related to these needs should be developed and distributed, especially at the early stages of settlement. It may also lead to guiding what types of information should be translated; e.g. the need for translated information is likely to be in demand by immigrants in the early stages of settlement as they are learning English. Translated legal information addressing legal issues immigrants face in the long-term stage(s) of settlement, may be needed less as individuals gain English language skills.

Format and Design

1. Review and update design and format guidelines and apply consistently to all LSS publications developed for EAL audiences.

In the application of Plain Language principles (recommended above) some design and format issues are addressed. However, to ensure readability, additional design and formatting should be considered. User-testers made the following suggestions for improving readability:

- a. **Use a Q&A format** – many user-testers identified the use of questions as headings as facilitating locating and understanding specific information within publications.
- b. **Include a “glossary” of legal terms** – although some did not know the concept of a glossary or, in fact, the word glossary, testers appreciated having terminology defined. It was suggested that the glossary be called “key terms”, “terminology and definitions” or something similar and that it be placed at the beginning of the publication to prepare the reader for what is to come.
- c. **Provide key terms in English within the body of the translated versions** – many testers made this suggestion so that they could become familiar / learn the English; e.g. they suggested placing the English in brackets as the term appears in the body of the publication.
- d. **Use more images and less text** – testers understanding was notably better of publications with more images and less text.

- e. **Provide summaries for longer publications** – several testers suggested providing a one or two-page summary of the information held in the longer documents and / or providing short summaries at the beginning of every main section or chapter.
- f. **Make emergency and additional contact numbers easier to find** – testers suggested that contact numbers should be at the front of the publication as many readers are accessing these publications when they are in distress and need assistance. One tester suggested the insertion of a “tear-out” page for contact numbers.
- g. **Include overview / introduction of LSS, its services and contact information in a prominent place within every publication** – testers appreciated the availability of the legal information presented to them and wanted to know where they could find more and learn more about LSS.
- h. **Choose a consistent binding format** – testers liked the aesthetic of the “folder” presentation of the English version of “Life Safe, End Abuse” but struggled to use the document effectively; several said it would be hard to “keep” meaning that it would be hard to keep organized. The “rivet” style binding used for “Family Law in BC” was also noted as awkward to use, not only for its binding but also that some pages were landscape and other portrait.
- i. **Include a Table of Contents and use a consistent presentation** – although not all testers used the TOC to find information, several did and noted that there should be consistent approach to presentation.
- j. **Use page numbers consistently** – it was noted that page numbers were used differently across publications and should be placed in the same location on the page and should use simple numbering systems; e.g. the use of roman numerals appears quite academic, uncommon to many and makes the document somewhat unapproachable.
- k. **Prominently state the language of the translation in the same place on every cover of every translated publication** – to ease distribution and use of translated publications, it should be easy to find the language on the cover.
- l. **Provide English titles and sub-titles on covers of translated versions** – this will assist users and also intermediaries to distribute.
- m. **Design and layout translations so that the page numbers are the same** – several users wanted to cross-reference the translation with the English version to support their familiarization with the English terms. This would be facilitated if the pages aligned.

End Notes

ⁱ Stats BC: Quarterly population and migration estimates for BC (April 2018) <https://www2.gov.bc.ca/gov/content/data/statistics/people-population-community/population> , Accessed Sept. 2018.

ⁱⁱ IRCC: Notice – Supplementary Information 2018-2020 Immigration Levels Plan, <https://www.canada.ca/en/immigration-refugees-citizenship/news/notices/supplementary-immigration-levels-2018.html>, Accessed Sept. 2018.

ⁱⁱⁱ IRCC 2017, The Canadian Magazine of Immigration, Canada Temporary Foreign Workers by Province – 2016, (May 2017), <http://canadaimmigrants.com/canada-temporary-foreign-workers-by-province-2016/>, Accessed Oct. 2018.

^{iv} Statistics Canada, *Dictionary, Census of Population, 2016*, <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/pop186-eng.cfm>, Accessed Sept. 2018

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^{vi} ISSofBC, BC REFUGEE HUB BULLETIN, Refugee Claimants // 2018 Arrival Highlights, (January 2019) http://bcrefugeehub.ca/wp-content/uploads/2019/02/BC-Refugee-Hub-Bulletin_2018_Roll_Up.pdf, Accessed Feb. 2019.

^{vii} Canadian Radio-Television and Telecommunications Commission (CRTC), (2018), *Communications Monitoring Report, Communications Services in Canadian Households: Subscriptions and Expenditures 2012-2016*, <https://crtc.gc.ca/eng/publications/reports/PolicyMonitoring/2018/cmr2018-cdn.pdf>, pg. 10.