

# **LINGUISTIC ACCESS REPORT**

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## Contents

<b>Introduction</b> . . . . .	<b>4</b>
<b>Part I: Language and literacy</b> . . . . .	<b>5</b>
(a) Canada Census data and low income . . . . .	6
(b) Other indicators . . . . .	8
<b>Part II: Multilingual and multicultural communication methods</b> . . . . .	<b>11</b>
(a) General principles . . . . .	11
(b) Examples . . . . .	14
<b>Part III: Specific linguistic communities</b> . . . . .	<b>18</b>
(a) Effective communication methods . . . . .	18
(b) Pressing legal issues . . . . .	23
<b>Part IV: Recommendations</b> . . . . .	<b>25</b>
<b>Appendices</b> . . . . .	<b>30</b>
A. Terms of reference . . . . .	30
B. Organizations Interviewed . . . . .	35
C. Part II Interview schedule . . . . .	37
D. Criteria for collaborations . . . . .	39
E. Part III Interview schedule . . . . .	40
F. Online survey questionnaire . . . . .	43
<b>References</b> . . . . .	<b>45</b>

## **Introduction**

In the fall of 2002, Community Legal Education Ontario (CLEO) conducted a comprehensive review of the services it provides. In survey responses from almost 300 community service agencies, 51 percent reported that the people they serve have a significant need for legal information in over 37 languages. Over the years, legal clinics and community organizations across the province have contacted CLEO to ask for materials in languages spoken by their clients. In response, CLEO has produced publications in selected languages other than English or French when possible. However, on an ongoing basis, CLEO produces only five to ten publications in languages other than English and French, and is unable to satisfy demand<sup>1</sup>.

CLEO faces significant challenges in meeting the public legal education needs of low-income audiences who speak neither English nor French. In Toronto alone, the population speaks over 100 languages (The Community Social Planning Council of Toronto, 2005). There are 14 languages other than English or French with low-income populations of more than 10 000 people in Ontario<sup>2</sup>. Each linguistic community may need information on specific legal issues of particular concern to their community. In addition to needing information in their own language, each linguistic community has specific preferences for information formats, and its own channels for delivery of information. Many of these communities are served by a number of ethno-specific agencies: linkages with such agencies are important for identifying needs as well as for developing and distributing materials.

This project suggests steps CLEO can take to help meet the public legal education needs of low-income communities in Ontario who speak neither French nor English. In the course of this project, we conducted documentary research and interviews to help better understand these communities and their public legal education needs. Recognizing the unique status of Aboriginal communities, a separate report will be dedicated to Aboriginal access to PLEI (public legal education and information). That research is currently in its final stages and CLEO plans to release that report this autumn.

The terms of reference for this project are included as Appendix A. There were several key components of the linguistic access project, employing a variety of research strategies:

**Part I Language and literacy:** documentary research to obtain background information on low-income non-English, non-French and non-Aboriginal linguistic communities in Ontario.

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<sup>1</sup> The interviews suggested that some agencies and legal clinics would like CLEO to increase its profile in linguistic communities, and produce more materials for their communities. In fact, CLEO has initiated this project to determine how to most effectively use its resources to do so. Based on its awareness of the complexities involved in creating high quality PLEI (public legal education and information) in a multitude of languages, and the number of languages with high PLEI needs, CLEO considers research an essential first step.

<sup>2</sup> Part I (a) of this report discusses this number in more detail.

**Part II Multilingual and multicultural communication methods:** review of the literature on multicultural and multilingual outreach, semi-structured individual interviews and one focus group with agencies that have experience in education outreach, in particular in a multilingual and/or multicultural context.

**Part III Specific linguistic communities:** a second set of semi-structured individual interviews and two focus groups with agencies working within specific linguistic or cultural communities to elicit information on communication methods most effective in those communities and on the most pressing legal issues in those communities, and an online survey for individuals and agencies from whom interviews were not requested.

**Part IV Recommendations:** based on the conclusions from Parts I, II and III.

As indicated above, there were two sets of interviews/focus groups: the first set in Part II addressed multilingual and multicultural communication methods; and the second set in Part III asked about communication methods and legal issues in specific linguistic communities. Most of the individual interviews were conducted by telephone. A list of interview respondents and focus group participants is provided in Appendix B. Respondents agreed to be identified in this list, on the understanding that the final report would be drafted so that responses cannot be attributed to any individual or agency.

There were 74 individuals from over 50 agencies who participated either through an individual interview or focus group. CLEO received 58 responses<sup>3</sup> to an online survey. In combination, the interviews, focus groups and online survey canvassed the views of over 130 individuals from over 100 agencies.

### **Part I: Language and literacy**

The purpose of this part of the research was to identify appropriate target languages for PLEI pilot projects. The research was conducted by using census, immigration and literacy data, and relevant reports to obtain background information on these communities including the extent to which non-English, non-French and non-Aboriginal languages are spoken and read in Ontario, and the prevalence of low income within those linguistic communities.

There is no obvious way to select target languages. In part, this is because of the vast number of linguistic groups in Ontario with high numbers of people living in poverty. Population size is not the only determining factor. Some groups with much smaller populations in total number are among those with the highest rates of poverty. Arguably, smaller and less established groups may have a higher need for PLEI than larger groups with more legal and social services available in their language. As well, although there are many sources of information, certain key data is not available.

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<sup>3</sup> The number of survey responses submitted was greater than 58, but many provided only non-substantive information.

### **(a) Canada Census data and low income**

The most detailed statistical information on language groups and low-income<sup>4</sup> is available through data that Legal Aid Ontario (LAO) commissioned from Statistics Canada based on samples from the 2001 Canada Census. That data provided a breakdown of languages most often spoken at home in private households and low-income status for Ontario legal clinic catchment areas. The data does not indicate whether people are able to speak or read English and/or French in addition to home language or if there is ability to read in home language, as well as to speak it<sup>5</sup>.

Based on the LAO data, after English and French, the languages most often spoken at home by low-income people in Ontario in descending order are Chinese n.o.s. (not otherwise specified), Cantonese, Other, Arabic, Tamil, Urdu, Spanish, Italian, Farsi, Korean, Mandarin, Russian, Punjabi, Portuguese, Polish and Vietnamese. According to the LAO data, all of these languages have low-income populations higher than 10 000<sup>6</sup>. Chinese n.o.s. refers to “anyone responding Chinese with no other precision, along with other dialects” (2001 Census dictionary). Thus, there are a total of fourteen languages with low-income populations above 10 000, excluding “Chinese n.o.s.” and “Other”.

Cantonese and Mandarin speakers read the same Chinese script, but there are two forms of written Chinese. “Simplified Chinese”, a modernized version, is used in the People’s Republic of China and Singapore. “Traditional Chinese” continues to be used in communities outside the People’s Republic of China, with the exception of Singapore. One respondent indicated that her agency is expanding its use of Simplified Chinese as more immigrants arrive from the People’s Republic of China, but that at this time Traditional Chinese remains the default. In combination, the number of low-income Chinese n.o.s., Cantonese and Mandarin speakers is 90 855, far above the next highest language, Arabic, with 25 250 low-income people, and also vastly outnumbering French, with 38 735 low-income people.

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<sup>4</sup> The low-income cut-offs (LICO) were initially based on 1961 Census income data and 1959 family expenditure patterns. At that time, expenditure patterns indicated that Canadian families spent about 50 percent of their total income on food, shelter and clothing. It was arbitrarily estimated that families spending 70 percent or more of their income (20 percentage points more than the average) on these basic necessities would be in “straitened” circumstances. With this assumption, low-income cut-off points were set for five different sizes of families. The low-income cut-offs were revised based on national family expenditure data from 1969, 1978, 1986 and 1992. For 1992, data indicated that Canadian families spent, on average, 34.7 percent of their total income on basic necessities. Since 1992, data from the expenditure survey have indicated that this proportion has remained fairly stable. By adding the original difference of 20 percentage points to the basic level of expenditure on necessities, new low-income cut-offs were set at income levels differentiated by family size and degree of urbanization. Since 1992, these cut-offs have been updated yearly by changes in the consumer price index (2001 Census Dictionary). How to define “low-income” is controversial. According to A. Kazemipur and S. S. Halli, 2000, definitions of “basic needs” differ therefore there are different definitions of poverty. For some alternate definitions, see Canadian Council on Social Development website.

<sup>5</sup> No question in the 2001 Canada Census asks whether people can read or write.

<sup>6</sup> Source: Statistics Canada, 2004. Contract #EO0772. Prepared for Legal Aid Ontario, May 17, 2004.

Although Tamil and Urdu are the only South Asian languages appearing in the top ten for the LAO data, within the top 20 are found Punjabi (13 615 low-income people), Bengali (7585 low-income people) and Gujarati (6130 low-income people). At the time of the 1996 census, 34.6 percent of South Asian families in Toronto were low-income. Among this group, more than 50 percent of all Pakistani, Bangladeshi, Sri Lankan and Tamil families were living in poverty (Ornstein, 2000). More than 40 percent of the Tamil community in Toronto had not graduated from high school, while in contrast Pakistani and Bangladeshi tended to be highly educated. Despite these educational differences, Tamil, Sri Lankan, Pakistani and Bangladeshi populations in Toronto all had unemployment rates above 20 percent in 1996<sup>7</sup>.

The interview respondents referred to in Part III of this report commented that in addition to being highly educated, many Urdu speakers are literate in English. Both the interview respondents and anecdotal information suggests that Hindi and Urdu are very similar when spoken, and orally these are understood by many individuals from other South Asian language groups.

African languages, as well as several smaller language groups<sup>8</sup>, are encompassed under the residual “Other”, containing 31 960 people with low-income status. Most of these are languages with small populations<sup>9</sup>; however, Somali, a relatively large group, is also included in this category. Somalia was the leading birth country for African immigrants to Ontario between 1991 and 2001 (Ministry of Finance, 2003), and over 24 000 people in Ontario spoke Somali at home either exclusively or frequently<sup>10</sup>. In Toronto, at the time of the 1996 census, about 62.7 percent of Somalis lived below the poverty line (Ornstein, 2000).

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<sup>7</sup> Recent immigrants are highly educated. In 2001, 42 percent of adult immigrants who had arrived within the previous five year period had a university degree (Picot, 2004). Picot notes that “*immigrants have been more highly educated than Canadian-born for many years, and their education level has increased rapidly, particularly during the late 1990s*”. Nonetheless, recent immigrants had low-income rates 2.5 times that of Canadian-born in 2000.

<sup>8</sup> The Other non-official languages are: Frisian, Icelandic, Germanic languages n.i.e. (not included elsewhere), Romance languages n.i.e., Welsh, Celtic languages n.i.e., Byelorussian, Slavic languages n.i.e., Sindhi, Marathi, Konkani, Sinhalese, Indo-Iranian languages n.i.e., Telugu, Kannada, Dravidian languages n.i.e., Sino-Tibetan languages n.i.e., Austro-Asiatic languages n.i.e., Asiatic languages n.i.e., Malayo-Polynesian languages n.i.e., Semitic languages n.i.e., Amharic, Somali, Tigringa, Turkic languages n.i.e., Swahili, Bantu languages n.i.e., Niger-Congo languages n.i.e., African languages n.i.e., Twi, Malecite, Algonquin, Algonquian languages n.i.e., Carrier, Chilcotin, North Slave (Hare), Athapaskan languages n.i.e., Mohawk, Iroquoian languages n.i.e., Shuswap, Thompson (Ntlakapamux), Salish languages n.i.e., Tsimshian, Gitksan, Nootka, Wakashan languages n.i.e., Haida, Kutenai, Aboriginal languages n.i.e., Attikamekw, Oji-Cree, Dene, Nishga, Other languages.

<sup>9</sup> Several agencies use top immigrant source countries to determine which languages to translate. However, one such agency indicated that they might omit a language if members of that group do not face the same degree of discrimination as a group that is lower on the list. The agency might choose to translate information for a smaller visible minority linguistic group rather than a higher population European language.

<sup>10</sup> Source: Statistics Canada’s Internet Site, < [www12.statcan.ca/english/census01/products/standard/themes/ RetrieveProductTable.cfm?Temporal=2001&PID=55536&GID=431571&METH=1&APATH=3&PTYPE=55440&THEME=41&AID=0&FR EE=0&FOCUS=0&VID=0&GC=99&GK=NA&SC=1&SR=1&RL=0&CPP=99&RPP=9999&DI=0&D2=0&D3=0&D4=0&D5=0&D6=0&d1=0](http://www12.statcan.ca/english/census01/products/standard/themes/RetrieveProductTable.cfm?Temporal=2001&PID=55536&GID=431571&METH=1&APATH=3&PTYPE=55440&THEME=41&AID=0&FR EE=0&FOCUS=0&VID=0&GC=99&GK=NA&SC=1&SR=1&RL=0&CPP=99&RPP=9999&DI=0&D2=0&D3=0&D4=0&D5=0&D6=0&d1=0) [Full website address], 2005.

## **(b) Other indicators**

### **• Immigration data**

Citizenship and Immigration Canada (CIC) has statistics on Ontario landings. From 2002-2004, the top five mother tongue languages in descending order for permanent residents destined to Ontario with no official language ability were Mandarin, Urdu, Punjabi, Russian and Arabic. Additional languages always in the top ten in those three most recent years were Spanish, Cantonese and Gujarati. The remaining top ten positions alternated between Tagalog, Tamil, Farsi and Korean in these years<sup>11</sup>. China was the leading source country of immigrants to Canada in 2003-2004 (CIC, *The Monitor*, 2005). At the time of the 1996 census, Hong Kong was the top place of birth for immigrants to Toronto; China was third from the top. In Ottawa, China was second from the top in 1996, on the heels of Somalia.

A report of educational breakdowns for these language groups could be commissioned from CIC. However, these breakdowns will include permanent residents in middle and high-income brackets, and therefore it is unclear to what extent this information would reflect literacy levels in CLEO's low-income audience. In addition, education levels are not necessarily an indication of literacy: 62 percent of people in Canada's second lowest literacy level are secondary school graduates and 22 percent in that group have attended post-secondary school. The proportion of people at this level with neither English nor French as their first language is roughly similar to their numbers in the population at large, at about 18 percent (Sussman, 2003).

CIC can provide basic language information for refugee claimants. Missing from CIC statistics are migrant workers, as well as undocumented populations, and populations with moratoriums on removals to their country of origin. According to CIC statistics, in 2002, 2003 and 2004, the following eight countries were consistently among the top ten source countries of adult refugee claimants present in the CIC system on December 1 of each of those years: Pakistan, China, Mexico, Sri Lanka, Colombia, India, Hungary<sup>12</sup>, Turkey. The 2004 statistics for the Immigration and Refugee Board (IRB), Refugee Protection Division give the top ten countries by number of decisions finalized as: Pakistan, Colombia, Mexico, China, Costa Rica, Sri Lanka, India, Nigeria, Turkey and Peru. Language groups of most of those top ten refugee-producing countries, by both CIC and IRB statistics, are included within the top twenty low-income linguistic communities in the LAO data. The exceptions are Hungary, Turkey and Nigeria. As mentioned earlier, African languages were not included in the LAO data. According to the LAO data, the number of low-income persons speaking Hungarian in Ontario is only 3945 and the number of those speaking Turkish is only 2775.

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<sup>11</sup> Cited with permission from Immigration Statistics, Citizenship and Immigration Canada, 2005.

<sup>12</sup> Likely claimants of Roma ethnicity. Anecdotal information suggests Roma from Hungary may speak Romanes, and that for some, Romanes will be the mother tongue, while for others it will be Hungarian.

- **1998 Ontario Adult Literacy Survey and 2003 International Adult Literacy Survey**

The 1998 Ontario Adult Literacy Survey, which surveyed 4600 cases from Ontario, includes data on reading level in mother tongue. That survey made a specific attempt to include persons of Spanish, Polish, Portuguese, Italian and Chinese origin. Unfortunately, Statistics Canada has indicated that these variables cannot be applied to the LAO statistics to produce aggregate estimates of literacy levels for low-income language groups. However, the complete results of the more recent 2003 International Adult Literacy Survey (IALS), which delved more deeply into home languages, will be released in autumn 2005. These results may allow for a custom table specific to Ontario providing information on reading levels in official and home languages for low-income linguistic populations.

But further quantitative data may not give a complete picture of the multi-faceted nature of language knowledge. The quantitative information may be inaccurate for a variety of reasons. Many individuals develop coping strategies to hide low literacy. Literacy surveys tend to underestimate the number of persons with low literacy: *“people tend to report a higher than actual literacy ability, and two thirds of those at the lowest reading levels report that they read ‘well’ or ‘very well’ ”* (Dreger, 2002). The Ontario agencies interviewed for this study reported high levels of first language literacy in both genders, with the exception of the elderly, for almost all language groups. Some respondents thought that more men spoke English than women; others differed on this point. But their comments were based on anecdotal experience. Clients can mask their literacy difficulties and so these comments may not be an accurate reflection of actual literacy levels.

According to the 1994 IALS, 21 percent of the total Canadian population over age 16 falls into Canada’s lowest literacy level. Within this group, 80 percent have no secondary diploma, and 55 percent have no primary schooling. This lowest literacy level is composed of an almost equal mix of Anglophone, Francophone and Allophone persons in absolute numbers. However, the proportion of Allophones at this level is comparatively higher than at the other literacy levels: one third of the lowest literacy level is comprised of Allophones (Sussman, 2003). It should be noted that IALS survey participants were tested in either English or French, with no option for testing in any other language. Thus these numbers are not indicative of Allophone literacy in mother tongue.

- **Community-based studies**

Community-based studies support the statistical information available, confirming a correlation between absence of English language ability and low-income (Halton Social Planning, 2000; Khosla, 2003; Urban Poverty Consortium of Waterloo Region, 2000; United Way of Greater Toronto, 2004). Recent reports from Halton indicate that language barriers are becoming an important issue for a growing number of seniors in Burlington, where one in five seniors lives in poverty (Community Development Halton, 2000). Anecdotal information suggests that the Italian non-English speaking group may be composed primarily of seniors. Legal information needs of this linguistic group may differ from those with a wider age disparity within its ranks.

The isolation of immigrant women who are unable to speak English or French is well-documented (MacLeod and Shin, 1994). As a result of language barriers, many women are not even aware of services and resources that may be available to assist them (Khosla, 2003; Roboubi and Bowles, 1995). Somali was one of the top ten languages of assignment for the Ministry of Citizenship Domestic Violence Interpretation Project as of February 24, 2005<sup>13</sup>. The Ministry provides cultural-interpreter services in selected domestic violence courts, hospital-based domestic violence projects and sexual-assault treatment centers. This is relevant because women in abuse situations often need information on a variety of legal topics, and often face financial hurdles in leaving abusive relationships.

Most of the community-based studies did not provide more detailed information on reading comprehension levels in English or home language. In one study, many immigrant women were not literate in their home language (Fung-Lin, 2003); in contrast, another study showed varying literacy levels in official and home languages in women from Italy, India, China and Poland (MacLeod and Shin, 1994)<sup>14</sup>. MacLeod and Shin note that language profoundly impacts these women, and the impact frequently has legal implications<sup>15</sup>.

### **Conclusions: Target languages**

As stated above, there are at least 14 home languages other than English and French with populations of more than 10 000 below Statistics Canada's low-income cut-offs. Those languages are Cantonese, Arabic, Tamil, Urdu, Spanish, Italian, Farsi, Korean, Mandarin, Russian, Punjabi, Portuguese, Polish and Vietnamese. A pilot project should carefully select target languages, and could expand if evaluation of the pilot was positive.

Based on a review of the data, the following six languages are suggested for a pilot: Chinese, Arabic, Tamil, Urdu, Spanish, and Somali. The first five represent the largest language groups based on numbers of low-income people in Ontario. Although not represented in the LAO data, Somali is a community with a high poverty rate, and is the

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<sup>13</sup> List provided by Diane Abraham, Ministry of Citizenship.

<sup>14</sup> *"Literacy levels vary considerably as well, but very few of the women interviewed could read and write English or French. Of the Italian women, ten of 14 can read and write Italian and one can read and write a little Italian. None of the Italian women can read and write English or French. Almost all the women from India are literate in their own languages (19 of 21 can read and write Punjabi, 7 of these women can also read and write Hindi). However, only three can read and write English. The Chinese women are all literate in their own language and eleven of fifteen can read English. Six can write it. However, only two can read any French and none can write it. The Polish women are also fully literate in their own language and they can all read and write to some extent in English. Four can also read and write in French".* (MacLeod and Shin, 1994).

<sup>15</sup> *"Some women experienced this type of discrimination [language discrimination] much more profoundly than discrimination based on race or ethnicity, while others described discrimination based on language as well as race/ethnicity. . . Women described becoming invisible to others because they couldn't speak English or French. They spoke of being taken advantage of, being dismissed as stupid, being misunderstood, being purposefully exploited."* (MacLeod and Shin, 1994).

top country of birth of African immigrants to Ontario. Thus it should be included in any pilot efforts.

Given the extremely large population of low-income Chinese, the needs of this group could be addressed separately from initiatives for other linguistic communities. As mentioned earlier, there are two major forms of Chinese script: Simplified and Traditional. For print projects, perhaps one of these scripts could be included in a pilot that involves other languages. The other script could receive separate treatment.

## **Part II: Multilingual and multicultural communication methods**

This part of the project canvassed methods of providing substantive education and information in order to identify effective methods for meeting the needs of several language groups. The research and interviews focused on agencies with expertise in providing information to a multitude of linguistic groups. While the emphasis was on print materials, other methods were also of interest and the reports and interview respondents did not exclusively focus on print. The research was conducted through a review of the literature, as well as through a set of interviews and one focus group. In addition to PLEI, both the literature and the interviews included research on methods used in health promotion and other areas of community education. However, since legal information changes constantly, the need to update information is a much more significant factor when developing PLEI materials.

The research provided some general principles on successful outreach in a variety of languages; these will be discussed in the first subsection. Examples of projects that employ these principles are included in the second subsection.

### **(a) General principles**

The findings from the literature review will be discussed first, followed by the information from the interviews.

#### **1. Literature review**

Studies and reports relating to the provision of substantive information were reviewed for outreach and education strategies, available evaluations of these strategies, and other indicators of effectiveness. The literature indicates that a variety of methods must be used in combination for successful delivery of educational information to non-English and non-French linguistic groups (Eagly, 1998<sup>16</sup>; Rouboudi and Bowles, 1995; Sy and Chodin, 1993).

PLEI projects that focus on only one particular linguistic or cultural community allow for material that is not translated from English, but is developed independently as a unique piece for each cultural and/or linguistic group (Brustin, 1993; Eagly, 1998; McDonald, 2000; Law Courts Education Society, 1994). This is considered most effective for a single linguistic community since content and language developed with the point of view

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<sup>16</sup> Eagly offers details and tips on PLEI delivery through media campaigns, education materials, training for social service providers and workshops for community members.

of the target audience in mind is more likely to respond directly to their needs (Broad, 2001). Although the PLEI literature addresses the process for preparing such unique programs and materials, it does not suggest a strategy for using resources to meet the many competing needs in an environment as linguistically diverse as Ontario.

Fortunately, the health education literature does provide some guidance on this issue. Many health reports discuss the needs of several language groups (Bui, 2003; Masi, 1994; Multicultural Heart Health, 2001; Paisley, 2002)<sup>17</sup>. As it is often not feasible to develop unique materials from scratch in each language, Osbourne (2000) and Fortier (1999) suggest alternatives for educational outreach in the field of health promotion. Osbourne provides the following guidelines: (1) acknowledge culture as well as language; (2) collaborate with bicultural/bilingual people in the community; (3) test materials with the audience for whom they are intended; and (4) budget for multiple ways to disseminate information. Osbourne suggests treating print as the basis for other types of materials and interactions; thus budgets should include funds for alternate formats to print, and for ongoing testing, to monitor achievement of intended outcomes.

Fortier's suggestions include: (1) supporting development of a centralized database of translated materials that include regular review and updating, ideally online; (2) supporting consensus development, adoption and dissemination of glossaries and dictionaries that attempt to standardize terminology, especially for small language groups; (3) supporting certificate training programs for community-based interpreters/translators, especially from small language groups; and (4) promoting adoption of translation protocols.

Translation protocols generally involve using qualified professional translators. Not only do volunteer translators sometimes lack sufficient command of both languages (Fortier, 1999), even perfectly bilingual individuals are unlikely to have the specialized knowledge required to produce accurate translations. *"Although [achieving linguistic equivalence] may seem a relatively straightforward problem, it entails far more than using a dictionary to find an appropriate term in the language of translation"* (Edwards, 1994). Technically competent translation requires careful treatment of grammatical and syntactical structures, vocabulary and usage, special characters, metaphor, graphics and expansion space (Coe, 1997). Furthermore, translators need sensitivity to and knowledge of both cultures in order to produce material that is accurate and easily understood (Hernando, 1994). Even with qualified professional translators, field-testing is still necessary to ensure accessibility and sensitivity to dialects and cultures within a language group (People's Law School, 1992; Edwards, 1994).

## **2. Interview respondents**

Semi-structured interviews were solicited with respondents who have expertise in providing information to several linguistic or cultural groups. Individual interviews were

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<sup>17</sup> The review of the literature on multicultural health education is not exhaustive, due to the breadth of that literature. For example, multicultural diabetes prevention projects are abundant (examples include Brown et al, 2002; Garcia et al, 2001; Lasater et al, 2001; Piette et al, 2003; West-End Urban Health Alliance, 2004).

conducted with representatives of 20 agencies throughout Canada, mostly by telephone<sup>18</sup>. Most of these agencies provide material in a variety of languages, of a legal, health or social service nature; one focus group was conducted with workers at a multicultural health agency. In addition, three English as a Second Language (ESL) professionals were interviewed.

This set of interviews covered the themes of how to connect with multiple non-English and non-French linguistic communities, effectiveness of print material, appropriateness of translations, and production considerations. The interview schedule is included as Appendix C to this report; interview questions were adjusted for individual respondents as appropriate.

In addition to providing information on communication methods, interview respondents were asked how they build the coalitions needed to produce multilingual material. Respondents indicated that these are formed on an ad hoc, case-by-case basis, and are often established through pre-existing connection with a given agency. Some respondents noted that encouraging diversity among board and staff is important. In determining whether to collaborate with a given agency, respondents have used several criteria. Based on this feedback, some suggested guidelines for CLEO to consider are attached as Appendix D.

Approximately four of the agencies interviewed have had the opportunity to produce material from scratch specifically for one cultural and linguistic group, rather than translating existing resources. Other respondents speculated that this is probably the best way to reach target audiences, but that they lack resources to approach their work in this way. Two of these respondents wondered if culture-specific materials might conserve resources. Since the material would focus only on the needs of the target audience, perhaps less material would need to be produced. Those agencies that do not produce unique materials for each community indicate that they strive for cultural sensitivity by using translators and reviewers with cultural and legal knowledge, and field-testing the translation with members of the target audience. Field-testing is also a mechanism that encourages use of universal terms between dialects. One respondent involves individuals in the field-testing who have experienced the particular problem.

Respondents indicated that ensuring translations are accurate and keeping translated material up-to-date is always arduous, with the exception of materials that do not change with time. One agency strongly suggested that translations be simple, both in content and design. On occasion this agency simply provides translated messages indicating that the English information is very important and should be immediately shown to someone who can explain it to the recipient. Another respondent indicated it has used this same technique. One PLEI respondent commented that its office only translates crucial information to protect immigrants, such as material on child discipline in Canada and common scams.

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<sup>18</sup> Some of these individuals/agencies have experience in multicultural outreach, as well as outreach to Aboriginal communities. Thus some names will appear on the respondent list for both this report and the forthcoming Aboriginal access report.

Interview respondents indicated that accessing resources such as qualified translators, legal reviewers, culturally sensitive editors and designers remains a constant challenge, even when working in partnership. This is especially true when preparing materials for smaller or less established linguistic communities. In addition to translation skills, respondents from the legal field indicated the importance of finding translators who are familiar with legal concepts. Two respondents have found law schools a useful source of individuals who understand the law, and also have language skills. As discussed in the literature review, respondents reiterated the importance of using qualified professionals, as opposed to volunteers, including law students, to translate materials. However, law students fluent in the target language can proofread translated materials with consideration for language as well as the legal context.

One non-PLEI respondent noted that given the limited resources for this type of work, her agency does not undertake projects if high quality materials on the topic in question are already available in the target language. Another PLEI agency attempts to map available multilingual PLEI resources to prevent duplication.

The consensus among this group of interview respondents was that both ESL materials and translations are effective: however, translations are required for essential information, or in crisis situations. One respondent suggested that ESL teachers would benefit from a quarterly newsletter, updating them on relevant legal developments. As well, respondents noted that access to ESL is restricted for individuals without status and that individuals in the workforce may not be able to attend classes.

Respondents noted that individuals need to be familiar with some key English terms even if they receive assistance from an interpreter. One respondent indicated that English terms incorporated into translations are useful because this helps frontline workers recognize the topic of material in a language they cannot read. Respondents generally considered print effective, including for learners from oral traditions, because basic literacy is necessary in order to navigate the system. However, as preferred learning styles differ between cultures, integrating print materials into a delivery or program strategy is key.

Finally, respondents that provide information in multiple languages almost unanimously<sup>19</sup> indicated that they lack the resources to formally evaluate their communication strategies.

## **(b) Examples**

The following projects elaborate on some of the general principles and themes articulated above. The projects are not categorized by principle because most of them involve more than one of the principles. Information on these projects was obtained both from the literature and the interviews.

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<sup>19</sup> With the exception of one agency which may have relatively more funding.

- **Multilingual coalition**

The Multilingual Health Care Coalition in Rhode Island provides a model of representatives from different cultural and linguistic groups collaborating to produce material useful for all of their communities. In this case, health education was delivered in six languages (Clabots and Dolphin, 1992). The coalition consisted of three hospitals, one community health centre, and leaders from Hispanic and Southeast Asian communities. The collaboration used a \$100 000 grant received in 1986 to produce nine videotapes translated and adapted into six languages. Each videotape was 15 minutes long. Tapes were chosen to demonstrate difficult health concepts; to circumvent literacy concerns; and because all the agencies involved owned VCRs and reported that a large percentage of community members owned VCRs.

Since the budget did not allow for the production of unique tapes for each community, the coalition worked to compromise among the communities regarding topics and issues of cultural sensitivity. Coalition members and agencies received the tapes free of charge but were requested to complete evaluation forms<sup>20</sup>. The respondents reported that they could use the tapes in a variety of contexts such as clinic waiting rooms, individual teaching situations, staff training and loan to patients for home use. In seven categories dealing with usability on a scale of one through five, where five meant excellent, the evaluations rated the tapes at three or higher. Another indicator of success was that coalition members have continued to work cooperatively on a variety of projects and have indicated that they would like to produce more tapes if there is funding.

- **Post-natal radio spots**

Another project provided information on the five-month post-natal immunization schedule in Spanish via two 60-second radio spots (Nuncio et al, 1999). The radio spots were pre-tested through individual interviews with 64 low-income, Spanish-speaking parents at clinic sites in urban, suburban and rural California counties. Of these respondents, 95 percent said the message was clearly received after hearing one of the radio spots; those who did not understand after the first radio spot indicated understanding once they had heard the second spot as well. Over 90 percent of respondents thought the radio spots helped them to remember the immunization schedule, but only 31 out of 64 could recite the order correctly after hearing both commercials. A simpler message that did not require memorizing a numerical sequence might have yielded less retention errors: the scores show a decline in correct monthly recall as the months progressed, suggesting the message contained too much information. The study lacked resources to conduct further follow-up on the impact of the commercials. The author speculated that the positive response rate was influenced by the health clinic context in which the study took place, as the interviews occurred in an environment where other information on immunization was also available. This suggests that information must be reinforced through other means in order to be absorbed.

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<sup>20</sup> Only eight of the additional 25-30 agencies (outside of the coalition members) completed evaluations.

- **Women’s multilingual legal pamphlets**

An Ontario agency focusing on women’s issues provided a helpful model of translated print. That agency produces free multilingual legal pamphlets on ten topics available in Chinese, Farsi, French, Punjabi, Russian, Spanish, and Tamil. These pamphlets are black and white, printed on a double-sided page, either 8 x 11 or 8 x 14. One page incorporates an entire topic and folds into a brochure. The pamphlets cannot be downloaded, but the topic and language can be ordered online. Community agencies may make as many copies as they wish to distribute, once they have received the master. The brochures have a space to insert local referral numbers. The simplicity of the brochures makes them cost-effective both for the producing organization and for the frontline service agencies that distribute them.

The agency producing these brochures is currently conducting a formal evaluation of the process, the results of which should be available in several months. Production starts from a master document in English at about a grade eight level, developed from more detailed materials that are used in delivering training. The English master is then translated professionally, proofread by a second professional translator, and sent to an advisory committee for review to ensure the material is appropriate for the audience. This same advisory committee keeps the agency apprised of legal information needs as they change over time.

The brochures are introduced during training for frontline workers. This increases the likelihood of the proper use and distribution of these brochures. Some interview respondents suggested that training to supplement distribution can be helpful in many cases.

- **Audio and text project for radio broadcast, print distribution and online access**

The research included interesting Aboriginal projects to be discussed in the report on Aboriginal access. One of these, developed in another province by an Aboriginal women’s association and a PLEI agency, may also be a model for multilingual communication. Online materials, available in English, French and Aboriginal languages, are accessible on the PLEI agency’s website in both text and audio.

The audio version was prepared first, and was initially broadcast on community radio channels, allowing the information to enter homes and reach individuals who might not access print information. The text version was adapted from the audio format and both versions were made available online. There has not yet been any formal evaluation of the project, but the agency is confident that the materials are used because 50 000 persons each month are on its site for at least six minutes.

- **Online collection of multilingual PLEI materials**

In the area of online access, an advisory group in another province has overseen the creation of an online inventory of selected PLEI materials in nine languages. There were initial advisors for the planning stage, and another group, including some of the same individuals, for the implementation stage. The materials were not prepared for the online inventory; they were existing translations or adaptations that were print and web-friendly,

prepared by reputable organizations. When materials in the target languages were unavailable, the advisory group advocated for more materials, but did not produce them itself. This is reminiscent of Fortier's recommendation for a centralized database of material, preferably online. CLEONet is already pulling together an online collection, although its scope is broader than multilingual materials.

- **ESL**

A provincial PLEI organization in another province maintains a manual on legal topics for ESL instructors to use in their classes<sup>21</sup>. The respondent indicated that the four most popular chapters in the manual deal with employment standards, housing law, family law and criminal law. The ESL teachers rarely use the chapters dealing with tax law or the court system. That agency also employed an ESL teacher to do outreach to ESL centers. In 2003-2004 the ESL teacher visited 155 classes, and taught basic legal topics to over 2000 students. Informal feedback indicates that the ESL teacher was effective in both promoting use of the manual, and providing information to students<sup>22</sup>.

- **Visual-only methods**

One PLEI organization in another province is considering creating a video for newcomers that would not involve spoken language or subtitles, but would rely completely on visuals to introduce major Canadian legal concepts. The video could be shown in waiting rooms of community agencies. The agency is only beginning to explore this idea, and has not decided whether to actually pursue it. Such a possibility is intriguing because it would allow for use by all language groups, and reach people with no literacy skills. As well, due to the large number of languages spoken in Ontario, some groups will not have either text or audio materials available in their language. The video alternative may be a way to reach these audiences. Similarly, ESL at the lowest level uses pictures to teach basic concepts such as equality before Canadian law. During the interviews discussed in Part III, respondents working with low literacy groups indicated that they have created very basic materials using visuals, and that feedback suggests these materials increased the community's awareness of their rights.

## **Conclusions: Multicultural and multilingual communication methods**

Where the goal is to produce material for many language groups, the literature and interviews have suggested several guidelines. Projects should recognize diversity through collaborations involving community members, and translations should be field-tested to ensure cultural sensitivity and accessibility across dialects. Translation involves a specialized skill set; thus qualified professional translators should be used. Translated material should focus on crucial points that are unlikely to change over time, informing

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<sup>21</sup> Some respondents were concerned that intermediaries such as ESL teachers be cautioned on the difference between legal information and advice.

<sup>22</sup> In Ontario, some legal information is already available on [www.settlement.org](http://www.settlement.org). The Language Instruction for Newcomers to Canada (LINC) program includes settlement information within its curriculum. Various schools and settlement agencies receive federal funding to operate arms-length LINC programs. LINC offers computer lab time to all of its students and thus has the potential to facilitate access to online PLEI. In addition, LINC may have insight into literacy levels through its placement screening.

people that they have a legal right or an obligation which they should investigate further. Key English terms may assist the audience in using the material. Where possible, print material should be supplemented with alternate formats. An online database of multilingual materials allows sharing of resources and prevents duplication. Agencies producing multilingual material should participate in advocacy for improved resources for their work.

### **Part III: Specific linguistic communities**

In this part of the research, another set of interviews was conducted to seek input from respondents working primarily within specific non-French, non-English and non-Aboriginal linguistic and cultural communities throughout the province. Once again, most of the interviews were conducted over the phone. The purpose of these interviews included supplementing the first set of interviews from Part II with information on communication methods most effective in each specific linguistic community, obtaining a snapshot of current legal information needs in that community, and starting to identify organizations for ongoing linkages.

Semi-structured interviews were solicited from a variety of respondents (hereafter, “interview respondents”). Some respondents work in languages spoken by large numbers of low-income people, while others work in smaller communities with high rates of poverty<sup>23</sup>.

The schedule for this second set of interviews is provided in Appendix E. The interview questions were modified for legal clinics as appropriate. Representatives of 32 agencies were interviewed, including four specialty legal clinics and representatives from two settlement agencies assisting the general immigrant population at centers near the US border<sup>24</sup>.

An online survey was available for other individuals/agencies who wished to give input. The survey received 58<sup>25</sup> complete responses, primarily from individuals working in non-English, non-French and non-Aboriginal communities (hereafter, “survey respondents”). That survey is included as Appendix F.

The large number of respondents yielded a variety of responses. Nonetheless, there were several areas of commonality.

#### **(a) Effective communication methods**

Almost unanimously, interview respondents indicated that they lack financial resources or staff time to conduct formal evaluations of their communication strategies. However,

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<sup>23</sup> Although it was beyond the scope of this project, an interview respondent and two survey respondents indicated a need for PLEI in American Sign Language.

<sup>24</sup> Many of these agencies indicated that they also assist individuals outside of the specific community, but they were asked to focus on their target community in their responses.

<sup>25</sup> As stated earlier, the number of survey responses submitted was greater than 58, but many provided only non-substantive information.

interview respondents generally share the same informal mechanism for evaluation. That is, interview respondents assess whether a poster, workshop, pamphlet, newspaper, radio or TV spot is effective on the basis of whether they receive inquiries for further information or assistance after using that particular method. For the remainder of this report, where interview respondents have indicated a particular method is effective in their community, this is because they received many inquiries after using that method. If a method is considered effective for a reason other than such inquiries, that is explicitly stated.

There has been some recognition of the impact of trauma on learning. McDonald (2000) provides a summary of this literature. The interview respondents also raised this issue. One agency that assists newcomers from every continent evaluated communication strategies using focus groups. The groups indicated that individuals under stress must receive the same type of information at least five times in order to retain it. Another interview respondent from a refugee-receiving agency in a metropolitan area echoed this comment. This second respondent characterized his major clientele as a linguistic group that is highly educated in their first language, and the respondent provides service in that language. Despite the absence of a language barrier, most clients repeat the same questions over three or four encounters with the worker.

These experiences suggest that the impact of stress on information retention is significant, even for individuals with a high level of formal education. While both of these interview respondents work primarily with refugees, this issue can be expected to arise in situations such as fear of eviction or domestic violence. A communication strategy that allows for repetition of the same information over time in a variety of ways is more likely to be effective<sup>26</sup>. As McDonald states: *“Research with the impact of trauma on learning demonstrates that there needs to be a continuum of learning strategies to respond to individual and collective needs. For example, in times of crisis, there may be significant cognitive changes that affect the way one responds to information and support. One-on-one, individualized information sessions may be the most appropriate way to address legal issues at hand. As time goes on, there may be a greater need to feel less alone with the issues, the experience, and the legal process going on.”*<sup>27</sup>

Interview respondents were asked what methods they have used to get information into their communities. They were later asked what other ways could be used to deliver legal education to members of their communities located throughout the province. Several specific examples were provided to assist respondents in answering this second question. The following methods will be discussed in more detail, using the order given in the question: (1) community radio, (2) community television, (3) community newspapers, (4) ESL teachers and classes, (5) identifying and translating existing legal information, and

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<sup>26</sup> Interview respondents distinguished preventative education from education in response to a problem. Respondents who raised this distinction frequently commented on the need for preventative PLEI at the same time as they indicated that community members are unlikely to be interested in PLEI prior to an actual problem.

<sup>27</sup> See discussion of Gorman’s framework of survival learning, struggle learning and resistance learning as applied to PLEI in McDonald, 2004.

(6) online materials that can be printed, photocopied and distributed. Comments from the interviews indicated that respondents believe these would all be good ways to deliver information to the specific linguistic communities in which they work. The numbers of interview respondents who supported each method are not exact, for a variety of reasons. For example, interview respondents often qualified their answers. As well, the large number of focus group participants made it difficult to determine the precise number of individual responses for each question.

The question for survey respondents differed slightly from the interview question in that they were asked what ways could be used to effectively deliver legal education to their community, and were asked to choose as many as apply from a list that included all the methods mentioned above. Of the 58 survey respondents referred to earlier, three did not complete this particular question. Of the 55 survey respondents who did answer this question, a significant number indicated methods they considered effective, as is discussed in more detail below.

- **Radio**

A clear majority (about 60 percent) of interview respondents indicated that people in their community listen to radio channels in their own language. Five interview respondents used the phrase “*good way*” to describe the role of radio in delivering legal information. Other interview respondents answered the question by immediately listing names of channels favoured by their community, suggesting the popularity of this method. One interview respondent referred to radio as a “*powerful tool*”. In one linguistic community, radio has been effective in promoting a phone line that provides recorded information<sup>28</sup>.

Several interview respondents did not believe that members of their community listen to radio. Most of these respondents indicated that this was due either to lack of programming in their language, or programming at inappropriate hours.

Many survey respondents (35/55) selected radio as one of their choices on the list of effective methods for delivering legal information.

- **Television**

A significant majority of interview respondents (about 70 percent) indicated that community television is popular with members of their community. As with radio, respondents named channels frequently watched in their reply, although they were not

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<sup>28</sup> Community radio broadcasts have explained how to access the phone line, and the messages are often replayed during radio shows. There are three components to this particular phone line: if the caller presses “one”, they can speak to a crisis counselor. If they press “two”, they will get recorded health information on issues such as breast cancer and smoking. The health fact option started in 2000, and due to its popularity, a press “three” option was added in 2003. This third option gives recorded community information on topics such as elections and voting, citizenship classes and child discipline. The recorded messages have received over 800 calls in a two-month period. Although many interview respondents indicated that clients are frustrated when they are unable to speak to someone directly, this project is interesting because of the potential to recycle information and to reach an audience from an oral culture, as well as persons with limited literacy.

asked to do so. One interview respondent described television as “*my best way to do outreach, lots of response*”. Two interview respondents noted that programs in target languages are shown at inconvenient times, and that reception quality may be poor. In general, television was most popular with interview respondents from larger language groups. Smaller or less established groups reported limited access or lack of programming in the language of their community.

A great number of survey respondents (38/55) chose television as an effective way to reach their community.

- **Newspaper**

An extremely large number of interview respondents (about 77 percent) indicated that community newspapers are widely read. Comments included, “*works well*”, “*very good*”, “*very useful*”, “*definitely*”, “*effective, very popular . . . strong readership*”. One interview respondent described newspapers as “*the most effective*” way to reach her community; this respondent had also favoured radio, but stated that she considers newspaper more effective because radio has a short range. Respondents noted that clients pick up community newspapers in local grocery stores<sup>29</sup>, malls and community restaurants. At least two interview respondents indicated that newspaper information also reaches individuals who cannot read, because in some cultures it is common to read the newspaper aloud to others<sup>30</sup>.

Based on the interview responses, smaller communities are more likely to have culture or language-specific newspapers than culture or language-specific television or radio programs. Each major urban center has its own community newspapers. The variety of community newspapers suggests a distribution strategy via newspaper announcements could be very labour-intensive.

Three interview respondents working in a particular language community differed on whether print media is a good way to deliver information to their community. Two of these respondents, both working in the same city, indicated that radio is much more effective than newspaper for reaching their communities. The third respondent works in another city. Although he noted some limitations of newspapers, he also stated that the papers are picked up in community restaurants and shops, and that when copies of a new issue arrive at his agency, they are gone within one day. This community has recently launched a detailed website providing information in both their own language and English. The website and the comments of the third respondent suggest that at least a portion of that community would benefit from print PLEI.

A very large number of survey respondents (44/55) chose community newspapers as an effective way of delivering legal information to their community.

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<sup>29</sup> Many respondents noted that distributing information at ethnic grocery stores and malls is a very effective way to reach members of their communities.

<sup>30</sup> Note that this may allow for censorship by the reader.

- **ESL**

A significant majority of interview respondents (about 77 percent) indicated that ESL teachers and ESL classes are a good way to get legal information to people in their community. Three of the interview respondents providing legal services indicated that ESL teachers have referred clients to them. But this was not the main reason respondents consider ESL a vehicle to reach their community. Interview respondents linked the effectiveness of ESL to the unique role of the ESL teacher. The teacher has access to many immigrants, can provide context for PLEI materials and assists with difficult vocabulary. The teacher often becomes aware of students' problems, and can then refer them to appropriate agencies for assistance. As well, the teaching profession appears to be a symbol of knowledge. This echoes comments made by respondents interviewed for the research on multicultural and multilingual communication methods.

ESL was also popular with survey respondents, many of whom (44/55) chose ESL teachers and classes as an effective way to reach their community.

- **Identification and translation of existing legal information**

Almost all interview respondents (about 90 percent) were in favour of identifying and translating existing legal information on useful topics. Three interview respondents described this as “*very useful*”; other descriptors included, “*wonderful*”, “*excellent*”, “*great*”, “*definitely*”, “*100 percent*”, “*most certainly*”, “*would definitely help*”. Based on their comments, interview respondents assumed that translations would be in the form of print materials that could be distributed to clients. Although interview respondents frequently stated that one-on-one conversation and workshops are the most effective way to provide information, they almost unanimously indicated that print in the client's language is a necessary tool to support those sessions.

At least two interview respondents commented that translating existing print supplied by other sources requires special care. These respondents explained that materials aimed at an English language audience do not reflect the culture of their communities, or the context of life as a member of a minority. Thus English language versions must be adapted as well as translated in order to be effective.

Two other interview respondents were concerned about the complexity of translations. One of these respondents indicated that in order to be useful translations must contain “*simple information and simple language*”. Another interview respondent favoured translation, “*if it's concise*”, stating that “*people don't like to read long papers and technical words. . .*”

Among survey respondents, there was broad support (42/55) for identification and translation of existing legal information.

- **Online material**

About 87 percent of interview respondents commented favourably on the use of online materials that can be printed, photocopied and distributed. This method was referred to as a “*perfect way*”, “*very important*”, “*really useful*”, “*very effective*” and “*great*”.

Comments suggested that interview respondents expect online materials to take the form of translated print<sup>31</sup>. Five interview respondents described such resources as being useful for workers, who would then transmit the information to clients.

Four interview respondents said they lack the financial resources to print online materials in desired quantities. At least two other interview respondents were concerned that accessing such resources online could be overly time-consuming for social service staff. Both of these respondents thought such materials have the potential to be very useful, but as one of them commented, *“you’d have to design the website really well and simply, nobody has the time to look for half an hour”*.

One interview respondent discussing the use of these materials by staff at frontline agencies stated that, *“having resources online are great, but the person has to have some training and understanding not to change the information but to verify and support the information.”* Although educational information for frontline workers is available, another interview respondent commented, *“we are frustrated by the amount of information that people are producing just for the sake of producing, we have no time to read everything sent to us.”* This suggests a need to formally introduce materials to frontline workers. Workshops presenting materials may encourage distribution as workers will have a specific opportunity to assess the usefulness of those materials.

A vast majority of survey respondents (47/55) also listed online materials as an effective way to reach their community.

## **(b) Pressing legal issues**

There was broad agreement among both interview respondents and survey respondents as to pressing legal issues. This does not simplify matters: all the communities gave a lengthy list of pressing legal issues, and the respondents were not asked to rank issues that they considered high-priority. The following broad topic areas were generally categorized as pressing for the linguistic groups recommended for pilot projects:

- (1) Immigration status, including refugee issues and sponsoring family members
- (2) Child discipline: differences in Canadian law from country of origin
- (3) Family law issues<sup>32</sup>
- (4) Youth criminal issues, both for youth and parents
- (5) Policing issues for racial minorities, including the interaction with immigration law
- (6) Tenant rights<sup>33</sup>
- (7) Worker’s rights

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<sup>31</sup> Respondents noted that clients’ online access varied. Factors mentioned were education, income, and whether work hours allow for library access.

<sup>32</sup> The Metropolitan Action Committee on Violence Against Women & Children (METRAC) provides print materials on spousal issues including interaction of these issues with criminal and immigration law in French, Chinese, Farsi, Punjabi, Russian, Spanish and Tamil.

<sup>33</sup> The Centre for Equality Rights in Accommodation (CERA) is currently redesigning its booklet on housing and discrimination in French, Chinese, Spanish, Punjabi, Arabic, Tagalog and Vietnamese.

These areas may seem to be similar to the pressing legal issues facing English and French-speaking low-income communities. But the sub-categories of issues that arise in each of the seven areas above reflect the particular experience of linguistic minorities. As well, a newcomer perspective often influences the type of information that is needed. In addition, the experience of visible minorities is of particular significance for many of these communities and impacts the kind of information needed and the treatment of information within each issue area.

Interview respondents who assist newcomers from several continents expressed concern about paralegals and consultants. These respondents indicated that immigrants frequently pay consultants exorbitant sums of money for assistance with legal and quasi-legal problems. Consultants sometimes charge for work that is poorly done, unnecessary, or even prejudicial. Often immigrants could receive free assistance with these problems from community agencies and legal clinics.

Two interview respondents, in reflecting on the question of pressing legal issues, stated that many legal problems arise because immigrants are unaware of the impact of documents in Canadian society. These respondents thought that information on the importance of documents would assist in reducing legal problems in all areas.

The interview respondents mentioned social assistance and income maintenance less frequently than the other topics mentioned above. At least in part, this may be due to the fact that the question on pressing legal issues was open-ended in both the interviews and in the survey; no examples of legal issues were offered. Thus, it would be worthwhile to further explore the needs of low-income linguistic communities for information on social assistance and related topics.

### **Conclusions: Specific linguistic communities**

Radio, television and newspapers in the specific language, translation of existing materials, and online resources are generally considered effective ways to reach specific linguistic communities. ESL provides a helpful venue for presenting legal information to those with access to classes.

Use of community newspapers should be pursued as a large majority of the respondents indicated that newspapers are highly effective in reaching their communities. Although not as popular as community newspapers, radio is also important because of the need to reach individuals who cannot read or are homebound. Community radio has the potential to accomplish this in a cost-effective way. As well, individuals under stress need to receive information repeatedly over time. Thus methods should be chosen that allow information to be disseminated in a variety of ways, and a combination of print distribution and audio broadcast could support this strategy.

The respondents identified many pressing legal issues. However as the language communities recommended for a pilot have broad agreement on what those issues are, it should be possible to produce similar material that can be adapted for different languages.

## **Part IV: Recommendations**

The research suggested principles to guide in formulating recommendations. These principles underlie the recommendations, in combination with recognition of CLEO's mandate and expertise. The principles may be summarized as follows:

- (1) Recommendations should recognize the diversity of Ontario, while at the same time carefully selecting the number of languages for projects. New initiatives require significant learning, and ample opportunities to build credibility and undertake evaluation.
- (2) Collaboration is required to ensure that materials are culturally appropriate and that translated material is field-tested and adapted for each culture.
- (3) Multilingual material should focus on crucial points that are unlikely to change over time, informing people that they have a legal right or an obligation which they should investigate further.
- (4) Where possible, print material should be supplemented with alternate formats.
- (5) Since multilingual materials will not be available in all languages, alternatives, such as visual representations, should be explored.
- (6) Recommendations should maximize resources and avoid duplication. This can be facilitated through a centralized online collection of materials.

Recommendations are divided into first steps, next steps and ongoing monitoring. Budget costs have been requested from agencies whose projects are models for these recommendations.

### **FIRST STEPS**

#### **Item 1: Seek funding and community advisors for multilingual text and audio project for non-English, non-French and non-Aboriginal linguistic communities**

Target languages<sup>34</sup>: The project should start by developing an English master for adaptation into Chinese, Arabic, Tamil, Urdu, Spanish and Somali. If sufficient funding is obtained, additional languages may be considered. The first five languages represent the top home languages based on number of low-income people according to the LAO data. The sixth language, Somali, is the language of the top country of birth of African immigrants to Ontario, is a community with a high poverty rate, and ensures representation of an African language.

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<sup>34</sup> Some of the selected languages differ from those selected for translation by agencies that provide information in several languages. Most of those agencies do not focus on a low-income audience, and in addition, those agencies did not have access to the LAO data.

Community Advisors: Using the suggested guidelines from Appendix D, a coalition of community advisors should be developed with membership drawn from agencies representing each target language. Agencies that serve a large variety of language groups, such as Access Alliance Multicultural Community Health Centre, COSTI Immigrant Services, and Fort Erie Multicultural Center could also be included. Support should be sought from ethno-specific legal clinics; some might be willing and able to serve as community advisors. Several interview respondents might also be approached. In addition, the LAO data can be used to find general service legal clinics serving a high number of people in a particular language. Those clinics can be approached to suggest community agencies that provide service in that language.

Dissemination of these research results may bring other possible community advisors to CLEO's attention. Special attention should be given to dissemination to key players such as the Ontario Council of Agencies Serving Immigrants (OCASI) and the Canadian Council of Muslim Women, among others. Community groups such as these might be requested to write letters of support for funding proposals.

Topics: CLEO should work with the community advisors to determine five to ten topics (exact number will depend on funding obtained). CLEO should consult with the Centre for Equality Rights in Accommodation (CERA), the Metropolitan Action Committee on Violence Against Women and Children (METRAC), and other relevant agencies to avoid duplication. The materials should deal with legal principles that are unlikely to change substantially over time so that they are sustainable. The advisors should report to CLEO periodically on changing legal information needs in their communities.

Method: For each topic, CLEO should produce online material in both text and audio formats<sup>35</sup>. The materials should deal with one or two important points that are unlikely to change. The goal is to inform the audience that they have a right, and that they should seek more information on that right: *"to assist those who would otherwise not engage in the naming, blaming, and claiming process to do so"* (Mosher, 1997). Some interview respondents favored one medium over others. However, since respondents generally indicated that both print and audio may be effective, it is recommended that both formats be available for all the target language groups.

The text versions should be no more than one page, which could be downloaded, photocopied and distributed by community agencies. The overleaf could contain the English version, and/or key words highlighted both in English and the target language, as well as local referral information. The format of the text versions should be appropriate for placement in community newspapers.

The audio version should be available online, from where it could be downloaded and listened to. The audio version should also be put on tapes or CDs for broadcast on community radio, both to supplement the text version, and to reach individuals without

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<sup>35</sup> If there is sufficient funding, the audio for Chinese could be both in Cantonese and Mandarin, as the Mandarin speaking group is large and additional Mandarin speakers may be subsumed under Chinese n.o.s.

access to the text version. CLEO may consult with the community advisors regarding culturally appropriate music to enhance the audio version.

Production: CLEO should work with the community advisors to develop an English master and a design compatible with the characters for each target language. CLEO should work with the advisors so that the English master is culturally appropriate for all six communities to the greatest degree possible. Since CLEO's expertise is in text publications, the print-friendly text versions should be developed initially, and then reviewed to assess how to make them appropriate for audio.

Qualified professional translators should be hired to prepare translations in each target language (respondents based in Toronto recommended translation services that they use). Community advisors should assist in finding participants, including recent newcomers to Canada, for focus groups to field-test the translations. Based on the focus group feedback, the materials may be adapted in some of the languages if necessary to ensure that they are culturally appropriate. Thus there may be some differences between the materials for each language group.

Distribution: In addition to CLEO's existing distribution network, community advisors should be asked to initiate contacts with radio, newspaper and other community media. With the assistance of the community advisors, CLEO should seek strategic publication of the materials in community newspapers in the target languages. Interview and survey respondents indicated that these newspapers have a wide readership. As with newspaper, the community advisors should be asked to assist CLEO in developing relationships and seeking broadcast with appropriate radio stations. The audio version could also be played as a recorded message on information phone lines. Thus the same message will be available in some of the methods favoured by the interview and survey respondents: online, print and radio.

Workshops to introduce the materials to settlement and social workers in agencies working in the target languages could encourage and support distribution. The workshops should give the workers context for the materials and discuss proper use, distinguishing between legal advice and legal information.

Evaluation: CLEO should explore how to evaluate this project, and budget for evaluation. If the evaluation is positive, additional funding could be sought to expand to other languages and topics.

## **Item 2: Online collection**

CLEO should use CLEONet to create a portal for a centralized, online collection of legal information materials in languages other than English and French, following the model referred to earlier in the report. In addition to the target languages for Item 1, above, CLEO should select additional languages, considering the LAO data.

An advisory committee may be helpful in developing criteria for materials to be included in the portal, and provide another way to monitor emerging legal issues in non-English and non-French linguistic communities.

CLEONet has developed practices for maintaining a high-quality collection of resources. For example, CLEONet works to identify organizations with known expertise and credibility in the production of legal education materials for their communities. CLEO should consult either with an advisory committee or with individuals with relevant experience and expertise to adopt these practices for the multilingual context, and to find and select multilingual resources which meet this high standard.

In addition to maximizing resources and preventing duplication, the portal will allow for inclusion of language groups and agencies not represented in the multilingual text and audio project. It can be used as a vehicle to ensure that the multilingual text and audio project does not replicate already existing resources where those are already of high quality. There should be coordination between the text and audio project and the online portal project. Supplementary funding must be sought to support this new component of CLEONet.

Once materials have been identified for the portal, these should be used to assess the relative availability of high-quality legal information between language groups. Thus future projects can select target languages on other criteria in addition to population size.

### **Item 3: Explore pilot Chinese translations and adaptations of selected CLEO pamphlets**

Given the relative size of the Chinese population (Chinese n.o.s, Cantonese and Mandarin), CLEO should consider collaborating with Metro Chinese and Southeast Asian Legal Clinic regarding possible print adaptations of existing CLEO materials. These materials would be translated and adapted to ensure they are culturally sensitive and appropriate. CLEO could share the findings of this project with that clinic. This might offer a point of comparison with the pilot development and adaptation project. CLEO could explore whether such a comparison would lend itself to evaluation. CLEO would also need to seek funding for such an initiative.

## **NEXT STEPS**

### **Item 4: Explore pilot ESL project**

CLEO should identify appropriate ESL networks for discussions regarding possible collaboration. Agencies hosting Language Instruction for Newcomers to Canada (LINC) programs are a source of such networks. CLEO could provide members of these networks with information on the ESL teacher outreach program in another province and discuss with them the application of a similar program in Ontario. Another possibility would be a newsletter for ESL teachers. Evaluation should be built into any initiatives. In addition,

CLEO could request collaboration from ESL beginner-level teachers on the visual-only project (Item 5) referred to below.

### **Item 5: Visual-only project**

Using video effectively to reach low-income people has many challenges. However, CLEO should monitor the possible production of a video without spoken words or subtitles by the PLEI organization mentioned earlier. In the meantime, CLEO should seek funding to develop picture-only posters on basic Canadian legal concepts addressing issues such as the importance of documents, equality between men and women, or child discipline. This would require advisors from a variety of cultural communities to ensure appropriate colours, symbols and sensitivity to the newcomer experience. For example, newcomer ability to parent should be acknowledged. ESL teachers with experience in beginner-level classes should also be sought as advisors. Evaluation methods should be investigated.

## **ONGOING MONITORING**

### **Item 6: Monitor needs and developments in linguistic communities and new multilingual communication strategies**

Advisors from the multilingual text and audio project and the online portal project should be asked to update CLEO as pressing legal issues in their communities change over time. In addition, CLEO needs to periodically update its knowledge of developments such as changing numbers in the linguistic communities, changing rates of poverty, top immigration source countries and new information on literacy levels. LINC could be an additional source of this information. CLEO should monitor sources of this information annually. In particular, CLEO should examine the Ontario-specific results of the IALS to be released this autumn.

CLEO should take an active role in developments relevant to linguistic access to legal information, and be open to pursuing or participating in timely initiatives in addition to these recommendations. For example, CLEO could participate in current discussions regarding PLEI on the issue of Ontario family arbitration. While CLEO will need to analyze whether other agencies may be better placed to lead such initiatives, CLEO could initiate dialogue on these issues. As well, CLEO should consider participating in new or existing networks advocating for improved linguistic access. These groups may provide a network for monitoring shifts in demand for particular languages.

## Appendix A

### **CLEO PROJECT: DEVELOPING STRATEGIES TO REACH OTHER LINGUISTIC COMMUNITIES December 1, 2004**

#### **Brief description of the project**

CLEO is conducting a project to look at how we can better respond to the needs of low-income non-English and non-French linguistic communities for legal education and information. In this project, we will also look at how we can better respond to the public legal education needs of Aboriginal communities.

#### **Background on CLEO**

Established over 25 years ago, Community Legal Education Ontario (CLEO), a specialized community legal clinic, is the primary provider of community-based public legal education for Ontario's low-income and disadvantaged communities. CLEO, working with hundreds of partners in local legal clinics and community coalitions, identifies and develops practical, clear-language materials that help Ontario's most vulnerable communities understand and exercise their legal rights. We currently produce about 90 titles. Most are pamphlets that range from four to forty pages in length. All of our publications are written in English, most in French, and some in a variety of other languages. Our website is in English and French.

#### **Need for the project**

Statistics Canada census data documents the relatively high incidence of poverty in households where neither of Canada's official languages dominates. Figures for 2001 show the total percentage of all Ontarians living below the Low Income Cut-Off (LICO) at 14.39 percent (or 1,611,505 people). However, people living in Ontario who most often speak neither English nor French at home are about twice as likely to be poor, with 26.8 percent below LICO. For some, the incidence of poverty is over 50 percent. (Where English is most often spoken at home, 12.09 percent of the people live below the LICO and, in homes where French is most often spoken, 13.48 percent live below the LICO.)

The above-noted census data shows that in homes where Ojibway is most often spoken the incidence of poverty is 62.50 percent.

Despite the over-representation of poverty in non-English and non-French speaking communities, CLEO does not receive dedicated funding to develop or provide public legal education in languages other than English. Over the years, community

organizations across the province have contacted us frequently to ask if we have or can produce translations in languages spoken by their clients. In response, we have occasionally produced publications in selected languages other than English or French. For example, we produced *OHIP coverage for children born in Canada* -- a publication targeted to parents without immigration status -- in English, French, Chinese, Portuguese, Spanish and Tamil. On an ongoing basis, we are able to produce only about five to ten of our publications in languages other than English and French.

In the fall of 2002, CLEO conducted a comprehensive review of our services. In survey responses from almost 300 community service agencies that use our materials, 51 percent reported that the people they serve have a significant need for legal information in languages other than English and French. These participants identified a total of 37 other languages. As well, community legal clinics have identified language barriers as a major concern in relation to access to justice and the provision of service to clinic clients.

CLEO wants to explore ways to enable us to better respond to the legal education and information needs of low-income non-English and non-French linguistic communities in Ontario (hereinafter "other linguistic communities" or OLCs). When we refer to OLCs in the remainder of this proposal, we are also referring to Aboriginal communities in Ontario, although the project will be conducted with an understanding of the unique status of those communities and the need for a different stream of research and response for those communities.

CLEO faces significant challenges in reaching these audiences and meeting their public legal education needs. Among these challenges are lack of funding, absence of cogent information on the most effective methods to use in reaching these audiences and the need to develop closer partnership linkages with agencies serving OLCs. Several complex questions must be addressed before CLEO can develop materials for these communities. We believe that research into the issues is an essential first step in developing an effective strategy to enable us to better reach OLCs.

### **Objectives of the project**

The objectives of the project are to assist us in:

- beginning to identify the legal education and information needs of OLCs and how best to monitor those needs on an ongoing basis,
- determining how CLEO can address some of those needs,
- creating a framework for establishing linkages and partnerships between CLEO and other organizations serving OLCs, and
- determining what additional resources we would need and identifying possible sources of funding.

## **Main tasks of the project**

### *1.(a) Collecting quantitative information about OLCs*

To enable strategy development, we need data on the OLCs.

With cooperation from Legal Aid Ontario, we can access information being collected by LAO as part of its current Interpretation and Translation Services Review Project. Through this Project, we can obtain useful statistical information regarding OLCs, which languages are spoken and read in which communities, and the prevalence and location of OLCs and low-income communities within OLCs.

As well, we will compile and review other research studies, such as relevant studies conducted by Statistics Canada, the United Way, or the Community Social Planning Council of Toronto, that have collected or analyzed data on OLCs in Ontario.

### *1.(b) Researching the effectiveness of communication strategies used with OLCs*

We will examine studies and reports on this topic in order to locate relevant information. We will interview people in other organizations that have done outreach in OLCs and find out about the work they have done, methods they have used, any evaluation of their work, and effectiveness of their techniques. In addition to soliciting this information from the community organizations and agencies referred to in 2, below, we will also identify and approach other organizations that provide information to OLCs and have approaches, processes, or best practices to suggest, such as the Heart and Stroke Foundation, and public legal education organizations in other provinces, e.g., the Legal Services Society in B.C.

The research will focus on how information is effectively communicated to OLCs with particular emphasis on (but not exclusive attention to) print materials. In particular, we are concerned with information that is substantive in nature, i.e., not merely about services provided by such organizations.

### *2. Collecting qualitative information about the legal education/ information needs of OLCs*

We will interview (in person or by telephone) representatives from approximately 20 agencies and groups that work primarily within OLCs throughout the province, selected in order to help us get a snapshot of current legal information needs of the communities they serve. In addition to these interviews, we will explore other methods of collecting this information. For example, if appropriate, we may conduct a short e-mail survey with a broader reach (about 200 agencies and groups).

We plan to approach selected organizations to serve as community advisors for this project, such as immigrant serving-agencies (e.g., Access Alliance Multicultural Community Health Centre, St. Christopher House).

In this stage of the project, we can also begin to identify agencies and organizations with whom we might establish ongoing linkages and partnerships with a view to monitoring needs on an ongoing basis.

### *3. Relating the research findings to CLEO's work*

To evaluate the effectiveness of strategies used by others, we will assess the relevance for CLEO of the experience, best practices, and lessons learned by others, in light of the specific type of information we provide, viz., legal rights and remedies.

Some of the relevant issues to be considered at this stage include:

- sustainability of materials, given time-sensitive nature of legal information
- translations vs. other methods of reaching OLCs, i.e., how to determine if translation of existing materials is appropriate and effective for a given community
- when and for whom are written materials appropriate, having regard to such factors as mother tongue literacy levels within particular OLCs, oral traditions, and resort to print materials within those cultures
- the usefulness and cost-effectiveness of culturally-sensitive adaptations
- distribution strategies within OLCs: how will materials reach people? are there existing pathways?
- whether OLCs, and community service providers in OLCs, receive information provided online and, if so, how this information is used (e.g., read online, printed off and read, printed off and distributed)
- preference within OLCs for translations vs. Adult Basic English materials, having regard to literacy issues, cultural concepts, legal concepts, perceived credibility of information, utility of information
- availability of resources needed to respond effectively to needs, e.g., qualified translators, bearing in mind the nature of the materials (plain language legal information), legal reviewers, culturally sensitive editors and designers, necessary technology, and
- how to ensure legal accuracy and readability of the translated materials.

### *4. Suggesting possible strategies and next steps*

The project report will include identification and discussion of possible strategies for CLEO to pursue to better respond to the legal education and information needs of OLCs, and the feasibility and resource implications of those strategies. For example, we will be better able to assess strategies such as the facilitation of translation, production, and distribution by and within OLCs with permission from CLEO, or the effectiveness of distributing materials online only given print costs and distribution numbers.

The project report will also identify OLC-serving community partners for ongoing linkages -- a critical part of developing an effective and sustainable strategy for reaching OLCs.

The report will also give an estimate of costs involved in moving forward with new initiatives as well as identify possible sources of funding.

### **Deliverables**

The deliverables for this project are:

- a report with results of the research on OLCs
- a report with results of the research on OLCs legal education and information needs
- a framework for establishing linkages and partnerships between CLEO and other agencies and organizations serving OLCs, and
- proposed strategies for CLEO in moving forward, along with resource implications and potential funding sources.

## **Appendix B**

### **Organizations Interviewed**

Canadian Mental Health Association  
Afghan Women's Counseling & Integration Community Support Organization  
Fort Erie Multicultural Centre  
United Food & Commercial Workers Agricultural Migrant Support Workers Centre  
Community Legal Services of Niagara South  
Arab Community Centre  
Algoma University  
COSTI Immigrant Services  
Community Law School (Sarnia- Lambton)  
Centre for Information and Community Services of Ontario  
Tamil Service Providers' Coalition & Scarborough Hospital Family Wellness Centre  
Heart and Stroke Foundation of Ontario  
Law Courts Education Society of British Columbia  
Metropolitan Action Committee on Violence Against Women & Children  
Research and Statistics Directorate, Department of Justice  
Catholic Immigration Center  
Intercede for the Rights of Domestic Workers, Caregivers, and Newcomers  
Africanadian Mediation and Community Services  
Centre for Equality Rights in Accommodation  
Metro Toronto Chinese and Southeast Asian Legal Clinic  
Toronto District School Board Danforth LINC  
ESL Professionals (2)  
People's Law School  
Canadian Council of Muslim Women  
New Canadians' Centre of Excellence Inc.  
COSTI Immigrant Services  
Alliance for South Asian AIDS Prevention  
Patricia MacDonell & Maryse Boucher, City of Toronto Multilingual Services  
Heritage Skills Development Centre  
Vietnamese Association  
YMCA Korean Community Services  
Portuguese Interagency Network  
Ontario Justice Education Network  
Law Society of Upper Canada, formerly Barbra Schlifer Commemorative Clinic  
Legal Services Society of British Columbia  
Ethiopian Association in Toronto  
Colin Browne & Marie Chen, African Canadian Legal Clinic  
ESL Professional  
Centre for Addiction and Mental Health  
MultiLingoLegal.ca  
South Asian Women's Centre  
Educalo!

Centre for Spanish-Speaking Peoples  
Plainspeak  
FCJ Hamilton House  
Roma Community Centre (Culturelink)  
Midaynta Association of Somali Service Providers  
Somali Women's Info Hotline (Carlington Community Health Services)  
Education Wife Assault  
Hamilton Tenants Education Project

**Focus groups**

- Access Alliance Multicultural Community Health Centre
- Polycultural Immigrant and Community Services
- South Asian Legal Clinic of Ontario (SALCO)
- Council of Agencies Serving South Asians (CASSA)
- Regent Park Resident Council
- SALCO

## Appendix C

### **Part II Interview schedule: Multilingual and multicultural communication methods**

CLEO wants to explore how to better respond to the legal education and information needs of low-income non-English and non-French linguistic communities in Ontario. We are also referring to Aboriginal communities, although the project will be conducted with an understanding of the unique status of those communities and the need for a different stream of research and response for those communities.

**Confidentiality:** Only persons working on the project will have access to interview notes. The report will be drafted so that responses cannot be attributed to you. We would like to thank persons/agencies who assisted us in the final report. May we include your name/agency on that list?

My questions will cover four areas: (1) Connecting with Communities, (2) Print Material, (3) Translations, (4) Producing Materials

#### **Connecting with Communities**

- how do your materials reach people/are there existing pathways?
- how do you establish partnerships with other organizations serving non-English and non-French linguistic communities?
- are any of these partnerships outside of Toronto?
- how do you identify the education and information needs of non-English and non-French linguistic communities?
- do you monitor those needs on an ongoing basis and if so how?
- what methods/materials have you used to provide information to non-English and non-French linguistic communities?

#### **Print Materials**

- how have you used print materials and when do you think they are useful?
- what experience do you have with print materials in cultures with oral traditions?
- do members of non-English and non-French linguistic communities and community service providers in non-English and non-French linguistic communities receive information provided online and if so how this information is used (e.g., read online, printed off and read, printed off and distributed)?

### **Translations**

- do you have any information about what portion of your client base is literate in their first language (e.g., numbers, qualitative description)?
- how do you ensure accuracy as well as plain language in translated materials?
- when are ESL materials preferable to translations (e.g., literacy issues, cultural concepts, legal concepts, perceived credibility of information)?
- how do you determine whether translation of existing materials is appropriate / effective for a given community?
- what is your experience in developing culturally-sensitive adaptations (e.g., when is it appropriate to modify content, how can costs be balanced)?

### **Producing Materials**

- what challenges do you face in accessing resources such as qualified translators, bearing in mind the nature of the materials (plain language legal information), legal reviewers, culturally sensitive editors and designers, necessary technology?
- how do you address these challenges?
- how do you maintain accurate materials given the time-sensitive nature of legal information?

### **Concluding Questions**

- has there been any formal evaluation of the effectiveness of the techniques you have used to provide education/information to non-English and non-French linguistic communities?
- what do you consider the most effective methods of reaching non-English and non-French linguistic communities with information, in particular legal information?
- any other comments/suggestions?
- could we contact you again?

## Appendix D

### Criteria for collaborations

The following are proposed as guidelines to assist CLEO in determining whether to collaborate with a given agency:

#### (1) Agency information

- Organizational capacity of agency, including accountability of agency, their reputation and credibility in the community (research background and history of agency)
- Ensure agencies have complementary mandates
- Has the agency collaborated previously; do they have experience working in collaborations and what has been the outcome of this previous work?

#### (2) Conditions of collaboration

- Correspondence on mandate and mission of project
- Work complements strategic plan
- Fair distribution of work; collaboration must be financially viable
- Agreement on responsibilities of each collaborating agency

#### (3) Translation and adaptation

- Agreement to use qualified professional translators, to focus group/field test all translated and adapted documents, and to ensure professional review
- Where no lawyer who knows the topic and language is available to review an adaptation, comments from focus groups are translated to an English-speaking lawyer. The lawyer can raise concerns about focus group amendments if necessary.

## Appendix E

### **Part III Interview Schedule: Specific linguistic communities**

Community Legal Education Ontario (CLEO) produces plain language legal information for low-income people. CLEO wants to explore how to better respond to the legal education and information needs of low-income non-English and non-French linguistic communities in Ontario.

**Confidentiality:** Only persons working on the project will have access to interview notes. The report will be drafted so that responses cannot be attributed to you. We would like to thank persons/agencies who assisted us in the final report. May we include your name/agency on that list?

#### **PHASE 2 INTERVIEW SCHEDULE AGENCY BACKGROUND**

What kinds of services do you provide?

What is your role at the agency?

Which community or communities do you serve?

Which language groups do you serve?

Which of these languages do your staff members speak? How do you serve clients who speak languages other than those spoken by your staff?

#### **LANGUAGE AND LITERACY**

What percentage of your community can read in their first language, where that language is not English or French? Can they read a few words, a few sentences, a community newspaper?

What percentage can read English? For example can they read a few words, a few sentences, an article in the Toronto Sun [grade 6 level], an article in the Toronto Star [grade 8 level]?

What percentage of your community understands English when it is spoken? For example can they understand a few words, a few sentences, radio news blurbs?

What percentage can read French? For example can they read a few words, a few sentences, French equivalent of an article in the Toronto Sun, French equivalent of an article in the Toronto Star?

What percentage understands French when it is spoken? For example can they understand a few words, a few sentences, a radio news clip?

Other than English, French, or their first language, please tell me about any other languages which many people in your community can usually read or understand . . . at what levels can they read, at what levels can they understand?

We are also interested in how age, gender and cultural issues affect these questions. . . . how do these issues affect the ability of people in your community to read in their first language, or to understand English or French when it is written or spoken? For example do abilities differ between men and women, between age groups, between people from different places in their country of origin?

For the issues that we just discussed, what are your sources of information, for example do you keep intake stats, or do you know this from day to day experience?

### **COMMUNICATION STRATEGIES**

Other than information about your services, what kind of information does your agency provide to community members?

What methods have you used to get this information into the community/communities you serve?

In terms of providing information, what formats are most useful to your clients? (Print based, brochures/flyers, web-based, audio/video, workshops, peer programs)

Why do you consider these most effective? Have you tried other methods that you found less successful?

How do community members learn from or use information once they receive it?

What opportunity has your agency had to study or evaluate any of these methods or to study how community members use the information? What were the results of the evaluation? Would you be willing to share a copy with CLEO?

Within the community/communities you serve, which groups are more difficult to reach with information? Why?

Of the methods you talked about before, which ones are you using currently? Why?

To what degree has your agency worked to provide information electronically to community members, for example, through CD-ROM, websites or email?

Are there any specific barriers that your clients face with respect to accessing information electronically? What strategies have you used to help overcome these challenges?

## **ASSET MAPPING**

Please tell me about the ways people in your community/communities get legal information.

What areas of law are covered by these materials/programs?

What are the most pressing legal issues facing your community?

What access do community members have to information on these issues [other than material/program from your agency that we have already discussed]?

What other ways could be used to deliver legal education to your community throughout the province, for example

- Do people listen to community radio channels
- Watch community television
- Read community newspapers
- Are ESL teachers and classes a good way to get information to people in your community
- Identifying and translating existing legal information on topics useful to your community
- Online materials that your agency could print, photocopy and distribute to clients
- Other ways

What use do community members make of CLEO materials?[probes: which groups within your community use them, for what do they use them, why don't they use them]

For what agencies or groups in your community would improving access to legal information be a priority? Why?

## **CONCLUDING QUESTIONS**

Any other comments?

May we contact you again?

## Appendix F

### Online Survey Questionnaire

#### Linguistic Access Project Questionnaire

##### Part 1

Please provide the following information:

(1) Your name/position \_\_\_\_\_

(2) Your agency \_\_\_\_\_

(3) Contact Information \_\_\_\_\_

(4) Language groups you work with \_\_\_\_\_

##### Part 2

In the following questions, the term “information ” does not include information on agency services or referrals to other agencies.

Please answer any or all of the following questions:

(1) Other than individual client appointments, what methods are most effective for providing information to community members who do not understand English or French? [For example, brochures/flyers, web-based, audio/video, workshops, peer programs.]

\_\_\_\_\_

\_\_\_\_\_

(2) Why do you consider these most effective? [For example, have other methods been less successful, have you had any opportunity to evaluate these methods, other feedback, etc.]

\_\_\_\_\_

\_\_\_\_\_

(3) What are the most pressing legal issues facing your community?

\_\_\_\_\_

\_\_\_\_\_

(4) What access do community members have to information on these issues?

\_\_\_\_\_

(5)What other ways could be used to effectively deliver legal education to your community? Choose as many as apply.

- community radio
- community television
- community newspapers
- ESL teachers and ESL classes
- identifying legal topics important to your community and translating existing legal information on these topics
- online materials that your agency could print,photocopy and distribute to clients
- other ways (please specify)

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(6)Any other comments?

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Thank you! We appreciate your input and the time you took to answer our questions.

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