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***EVALUATION OF THE  
COURT INFORMATION PROGRAM  
FOR IMMIGRANTS***

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**Final Report**

**March 15, 2011**

**Submitted to:**

**Kathryn Platt  
Dispute Resolution Office  
Ministry of Attorney General**

**Submitted by:**

**Catherine Tait  
Catherine Tait Consulting**

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## ***CHAPTER ONE: INTRODUCTION***

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The Court Information Program for Immigrants (CIPI) is designed to enhance access to the courts and justice by eliminating the language and cultural barriers faced by immigrants.

The program is delivered by the Justice Education Society at six court locations in the Lower Mainland and Fraser Valley. CIPI workers, who between them speak six languages, assist people who do not speak English who will be appearing in court.

The program has been in operation for several years. Since 2008 Citizenship and Immigration Canada (CIC) has contributed a significant portion<sup>1</sup> of the funding to support CIPI, in collaboration with the BC Ministry of Attorney General and the Ministry of Regional Economic and Skills Development (RESO). RESO receives funding from CIC to support settlement and integration services for permanent residents in B.C. and transfers a portion of this funding to the Ministry of Attorney General to support the CIPI. A Memorandum of Understanding between the two ministries sets out the funding arrangement and requires that the Ministry of Attorney General obtain an evaluation of the project. The Ministry of Attorney General has contracted with Catherine Tait Consulting to conduct the evaluation of CIPI. This report presents the results of the evaluation.

### **About the Court Information Program for Immigrants**

The program description for CIPI contained in its Court Information Program for Immigrants brochure states the CIPI objective as:

“The Court Information Program for Immigrants aims to enhance access to the courts and to justice by eliminating language and cultural barriers”.

CIPI grew out of a recognition that immigrants with limited or no English ability needed more than translation services when they are involved in court cases – they need legal

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<sup>1</sup> The City of Vancouver contributes some funds for service within the city, and Justice Education Society supports the program with in-kind contributions. CIC funding represents approximately 75% of the program costs overall.

information, assistance with court forms and an understanding of court processes. CIPI is designed to assist immigrants by providing these services to eligible clients. CIPI workers do not give legal advice but do give clients referrals to other useful services where appropriate, including to pro bono and low cost lawyer services.

To achieve its objective, Justice Education Society has hired four CIPI workers who between them speak six languages (in addition to English). The workers assist immigrants who will be appearing in court to understand court processes and Canadian laws by providing service to them, usually in the courthouse. In addition, staff provide individual and group orientations to courthouses, deliver workshops, and network with immigrant serving agencies. They also provide workshops for judges and court staff. The CIPI website provides videos in a variety of languages on topics in Canadian law. The program is promoted by way of networking, brochures, the website and participation in public media such as radio shows. More recently the program has advertised its services with posters, bus and Skytrain ads.

According to the terms of the federal funding that supports approximately 75% of the project costs, clients eligible to receive CIPI services are defined as: permanent residents, refugees and as of August 1, 2010, live-in caregivers with a work permit under the live-in caregiver program. People in the following groups are not eligible (under the federal project funding) to receive CIPI services: temporary visa holders (international students and temporary foreign workers), visitor visa holders, refugee claimants, and Canadian citizens. Service to clients who fall outside the federally defined eligible group is supported by City of Vancouver funding and Justice Education Society in-kind contributions to the program.

CIPI is currently contracted to provide in-person services at six locations. Prior to 2008/2009 service was provided at just two locations, 222 Main Street and Surrey. In that year, Justice Education Society received funding to continue this service, increase the staffing from one FTE to three FTEs and to research the potential to expand service to Abbotsford, Richmond, New Westminster and Robson Street court locations. During the second and third quarters of 2009/2010, CIPI workers began providing service at the new locations. CIPI is currently staffed by four workers whose total time is equal to three full time equivalents<sup>2</sup>. In addition, CIPI is funded to provide 0.2 FTE of a manager's time.

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<sup>2</sup> The Chinese/Vietnamese worker works 31 hours/week; the Spanish/French worker works 28 hours/week; one Punjabi/Hindi worker works 35 hour per week and another works 14 to 16 hours/week.

## **About the Evaluation**

This evaluation was undertaken to assess the processes and strategies employed by CIPI to achieve its intended outcomes and to investigate related evaluation issues. These issues relate to the project's reach and ability to serve its intended audience, and any ways in which the CIPI could be improved. While available information regarding activities, outputs and outcomes was reviewed, the focus of the evaluation will be on CIPI processes.

## **Evaluation Framework, Methodology and Data Sources**

### i. Framework

During Phase One of the evaluation, a framework was designed to guide the evaluation<sup>3</sup>. The framework identified four high level evaluation issues, a number of related evaluation questions, indicators to address the questions, and data sources. The evaluation issues and associated questions addressed by the evaluation are:

- To what extent has CIPI delivered the anticipated activities and outputs?
  - a. Have the proposed number of eligible immigrant clients been served?
  - b. Have services been provided to eligible immigrants?
  - c. To what extent is service provided in all locations?
  - d. What type and number of workshops has CIPI delivered?
  - e. To what extent are the CIPI website and 1-800 line used?
  
- Are effective strategies used to ensure that eligible clients are served?
  - a. Are clients correctly identified as eligible or ineligible?
  - b. Are the eligibility requirements well known and understood?
  - c. Does the CIPI strategy for addressing ineligible clients succeed?
  - d. Are eligible clients referred by Courts and immigrant serving agencies?
  - e. Have problems in meeting eligibility requirements been encountered?  
If so, how have they been addressed?

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<sup>3</sup>“Evaluation Framework for Court Information Program for Immigrants”, Catherine Tait Consulting, September 15, 2010.

- Has the CIPI strategy for service expansion been effective?
  - a. Is there demand for CIPI services in new locations?
  - b. Has CIPI been promoted effectively in new locations?
  - c. Has CIPI built Court Registry and immigrant serving agency cooperation and support in all locations?
  - d. Is the CIPI service delivery strategy for new locations appropriate?
  - e. Have problems in expanding to new locations been encountered? If so, how have they been addressed?
  
- How could CIPI be improved?
  - a. What can CIPI do to ensure that it services its target clients in proportion to its funding for different target groups?
  - b. How could CIPI improve the service delivery model for different locations?
  - c. Do key stakeholders have other suggestions for improvements?

ii. Methodology and Data Sources

The timeframe covered by this evaluation is the period under which CIPI has been funded by CIC, starting in July 2008. Some analyses focus on the 12 months from October 2009 to September 2010, reflecting recent experience. To obtain information needed to address the evaluation questions, data from the following sources were collected and analyzed:

- **Justice Education Society Quarterly CIPI Reports:** The Justice Education Society prepares reports on the CIPI activities and outputs for the Ministry of Attorney General. In accordance with the current Transfer Under Agreement, CIPI produces quarterly activity reports. These reports were reviewed and relevant data extracted and compiled. The reports indicated the numbers of clients served, service hours to eligible and ineligible clients, services provided by location and other activities. The data available from the quarterly reports changed over time as the data template for reporting has changed twice since 2008; as a result, not all information was reported throughout the 2008 - 2010

period, or was reported differently at different times, making analysis of trends difficult.<sup>4</sup> The report information was supplemented with additional detail provided by each CIPI worker (where available), and information obtained through staff interviews.

- **Workshop Activity Reports:** To supplement information provided in the CIPI Quarterly Reports regarding the provision of workshops, court orientations and outreach activities, each CIPI worker completed templates on these activities for the twelve months from October 2009 to September 2010 for the evaluation. The purpose of this was to provide greater detail about the role that the CIPI workers played in these events, who the audience was (i.e. court staff, immigrants, other agencies) and the topic or information provided.
- **Immigrant Serving Agency Interviews:** The CIPI has worked with many immigrant serving agencies in the Lower Mainland. A sample of five agency contacts were interviewed by telephone. Those interviewed represent the locations where CIPI services are provided. The interviews examined questions related to the types of workshops delivered to agency clients and/or staff, agency referrals to CIPI, the eligibility requirements and the demand for CIPI services, support for and cooperation with CIPI and suggestions for improving the program. In addition, an interview was conducted with a representative of an ethnic radio station where CIPI staff have appeared as guests for phone in programs.
- **Court Registry Staff Interviews:** CIPI offers service in the courthouse in three locations and in offices of immigrant serving agencies in two communities. Seven representatives of court staff in five locations where CIPI operates were interviewed by telephone. The interviews examined awareness of CIPI on the part of court staff, the types of workshops delivered to justice system staff, the eligibility requirements for CIPI, the demand for CIPI services in each location, the promotion of CIPI, support for and cooperation with CIPI and suggestions for improving the program.

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<sup>4</sup> For example, prior to April 2010, total hours of worker time per quarter, were reported by location and type of law. Starting in April 2010, a breakdown of hours by activity - client service, workshop and outreach, and administrative activities - was reported. As workshop, outreach and administrative activities were completed prior to April, the time devoted to these were included in the general service hours reported by location. Thus prior to April 2010 it is not possible to say with any accuracy the hours of service devoted to client service per se.

- **Justice Education Society Managers:** The Executive Director of Justice Education Society and the Manager of Provincial Programs, who provides direct oversight and direction to CIPI, were interviewed to obtain information and opinions regarding CIPI.
- **CIPI Staff Interviews:** CIPI staff (four persons) were interviewed in person. These interviews focussed on CIPI workshops delivered, strategies to serve eligible clients, promotion of the program, networking with agencies and court staff, the expansion of CIPI and suggestions for improvement to the program.
- **CIPI Promotional Materials and Website:** CIPI promotional materials, including brochures, posters, advertisements and the CIPI website were reviewed.
- **JUSTIN and CEIS data:** Records are kept by Court Services of appearances where an interpreter is required in court. Court Services prepared statistical reports regarding the use of interpreters at court locations in the Lower Mainland and Fraser Valley for this evaluation. This information was used as an indicator of the demand for CIPI services at various locations.
- **CIPI website usage data:** Data on website usage for the CIPI website was obtained from Justice Education Society indicating frequently the CIPI site is visited. This data is also an indicator of the impact of promotional activities.
- **CIPI 1-800 telephone line usage:** CIPI 1-800 line usage data provided information on the number of calls received and the source (location) of the callers.

### iii. Data validity and reliability caveats

Some data sources used for the evaluation proved to be more limited in the information they could provide than had been expected when the evaluation framework was developed. The following are comments and cautions about particular data sources:

- **Limited response from Court Registries:** The interviews with court managers and staff were intended to provide significant information about the relationship between CIPI and courts. Unfortunately, managers and staff in a number of locations were not familiar with the program and so could not answer or comment on a number of the interview questions. In total, five managers and two court staff were interviewed. The manager at a sixth location declined to participate.

- **Court Interpreter data:** Court data regarding requests for interpreter services was intended to serve as an indicator of demand for services that CIPI provides, as it reflects the number of people in the court system who face language barriers. JUSTIN provides information about criminal cases in BC courts, and information regarding requests for interpreters for criminal matters was provided by Court Services using JUSTIN data. Court Services attempted to provide similar information for civil cases. Unfortunately, CEIS, the civil case tracking system for BC courts does not appear to have information regarding requests for interpreters. (This may be due to the fact that Court Services pays for interpreters in criminal matters but not civil matters). As a result, available interpreter request data provided only an incomplete indication of the level of demand for the type of services offered by CIPI. The level of demand for service on civil matters, which likely varies between CIPI service locations, could not be inferred from the available data on interpreter requests.
- **CIPI Quarterly Reports and Workshop Activity reports:** Some data problems were found in both these reports. First, Quarterly Reports that document CIPI activities during the 2008/2009 period are incomplete and contain some discrepancies within the reports related to the number of clients served. Second, Workshop Activity reports contained most, but not all, of the requested information. Some information was missing either because it had not been recorded originally, or had not been retained by the workers, who have a practice of shredding detailed data once it has been compiled for quarterly reports. As a result, it was not possible to refer to records to complete the data, and the data presented in this report gives an incomplete picture of these activities.

The next four chapters present results of the evaluation and the answers to the evaluation questions posed in the framework. The final chapter presents a summary of conclusions and recommendations arising from the evaluation.

I would like to extend my thanks to those who contributed their time and effort to this evaluation, including all of the CIPI workers and staff, who participated in interviews, provided requested data and supplied contact information for interviewees. I would also like to thank those court staff and staff of immigrant serving agencies who participated in the interviews about CIPI, and Court Services for providing reports regarding interpreter requests. Thanks also to Justice Education Society staff who compiled data on the usage of the CIPI website. Finally, I would like to thank Kathryn Platt of the Ministry of Attorney General for her guidance, feedback and support during this evaluation.

## ***CHAPTER TWO: TO WHAT EXTENT HAS CIPI DELIVERED ANTICIPATED ACTIVITIES AND OUTPUTS?***

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The Transfers Under Agreement (Agreements) between the Ministry of Attorney General and the Justice Education Society for the delivery of CIPI indicate targets for numbers of clients to be served and proportion of hours devoted to serving eligible immigrant clients. The evaluation issue addressed in this chapter asks the degree to which the project has met those targets. It also considers other aspects of service delivery as outlined in the Agreements, including service provided in six locations, the delivery of educational workshops and the use of the CIPI website and 1-800 line.

### **2a. Have the proposed number of eligible immigrant clients been served?**

Targets for the numbers of clients to be served by CIPI are set out in the Schedule A to the 2008/2009 and 2010/2011<sup>5</sup> Agreements between the Justice Education Society and the provincial government. The target is to provide one-to-one service to up to 6,000 clients per year, and the indicator is the actual number of clients who received service. The data sources for this indicator are the quarterly activity reports prepared by the Justice Education Society.

#### **Results**

CIPI is very close to achieving its target of providing one-to-one service to 6,000 clients per year.

#### First year:

The CIPI Agreements with the Ministry of Attorney General started on July 4, 2008. Between July 2008 and January 2009 (seven months) program reports indicate that CIPI staff provided one-to-one service to 3,067 clients. Data for the remaining five months of the first year of the CIPI Agreement is incomplete. However, the average number of clients served per month for the first seven months was 438; if CIPI maintained that average for the last five months of the

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<sup>5</sup> The 2009/2010 year was covered by an amendment to the 2008/2009 Agreement which extended the contract end date and added funding. Service targets were not amended.

first year, this would have resulted in service to an estimated 5,258 clients over a 12 month period. This is about 12% below the target of 6,000 clients. If a shortfall in clients served did occur it was possibly due to a staff vacancy (for the Spanish speaking worker) that occurred from July through September 2008.

Second year:

In 2009 / 2010 CIPI targets for client service remained the same: provide one-to-one service for up to 6,000 clients in the year. During this fiscal year, CIPI reports indicate that a total of 5,935 clients received one to one service, very close to the target. All positions were fully staffed during the year.

Third year:

The Agreement for the 2010/2011 year changed the target wording slightly, to: “Provide one on one public legal education information and referral services to a minimum of 6,000 Immigrants and Ineligible Immigrants seeking guidance on the court system.”

CIPI program reports show that the program had served 2,969 clients for the first six months of the fiscal year<sup>6</sup>. If this rate of service is sustained for the remainder of the year, the CIPI will again come very close to the 6,000 clients served target.

**2b. Have services been provided to eligible clients?**

Under the federal funding, clients are considered to be “eligible” if they are: permanent residents, refugees and, as of August 1, 2010, live-in caregivers with a work permit under the live-in caregiver program. Targets set out in the Schedule A to the 2010/2011 Agreement require that 75% of service hours will be spent serving eligible clients. Indicators for this evaluation question include the number and proportion of total clients served who meet the “eligible” definition, and the number and proportion of staff hours spent serving eligible clients. The data sources for this indicator are the quarterly activity reports prepared by the Justice Education Society.

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<sup>6</sup> Reports for the last six months of the year were not available at the time of writing.

## Results

In 2008/2009 and 2009/2010 the Agreements between Justice Education Society and the Ministry of Attorney General for the CIPI program did not set targets for the numbers of clients served who were eligible for service. There was an expectation however, that because most of the CIPI funding came from Citizenship and Immigration Canada (CIC), that most clients served would meet the federal eligibility criteria for this service<sup>7</sup>.

CIPI program reports provide information on the numbers of eligible and ineligible clients served. The following Exhibit shows that the proportion of clients served by CIPI who are eligible for the service (i.e. Permanent Residents) has increased steadily.

### Exhibit 2.1 CIPI Clients, by Immigrant Status<sup>8</sup>

	Permanent Resident	Naturalized Citizen	Other	Unknown	Total
<b>2008/09 (7 months)</b>	1,020	1,169	210	435	2,834
	36%	41%	7%	15%	100%
<b>2009/10 (12 months)</b>	3,305	2,185	301	144	5,935
	56%	37%	5%	2%	100%
<b>2010/11 (6 months)</b>	2,234	648	64	23	2,969
	75%	22%	2%	1%	100%

Source: CIPI Quarterly Reports

<sup>7</sup> Approximately 25% of CIPI costs are supported by funding provided by the City of Vancouver, and by in-kind contributions provided by the Justice Education Society. Therefore, 75% of the funding, provided by CIC, is aimed at serving clients who met the eligibility requirement.

<sup>8</sup> The total number of clients served in 2008//09 as broken out in this Exhibit (2,834) does not agree with the total number of clients served (3,067) reported elsewhere in the CIPI reports for this period. This is due to discrepancies contained within CIPI reports for this 2008/09. In this Exhibit, Permanent Residents include other categories of eligible clients: refugees and starting in August 2010, live in caregivers working on a caregiver program visa. The months reported for 2008/09 are July 2008 to January 2009.

Beginning in 2010/2011 the Agreement for CIPI established a target that 75% of client hours be spent providing service to permanent residents. In the first six months of 2010/2011, CIPI reports indicate that workers provided 1,770 hours of service to individual clients; 82% of these hours were spent working with Permanent Residents who are eligible for service. Staff indicate that they make an effort to provide ineligible clients with brief services and referrals to other resources. This allows more time to be spent on fuller services for eligible clients. This issue is discussed in more detail in Chapter Three.

### **2c. To what extent is service provided in all locations?**

Under the funding Agreements, CIPI is contracted to deliver in-person service to clients in six locations, with service to four of these locations starting in 2009/2010. The indicator for this evaluation question are the number and proportion of clients served by location, and the number and proportion of service hours and service days, by location. The data sources for this indicator are the Quarterly Reports prepared by the Justice Education Society and staff interviews (regarding days per month at each location).

#### **Results**

Scheduled service is currently being provided in person by CIPI workers in five out of six locations, with the greatest level of service provided to the two original locations, Main Street and Surrey.

Service to the new locations began in the second quarter of 2009/2010 when staff served ten clients in Robson Square and New Westminster. Service to Richmond, Abbotsford began in the next quarter. Since the beginning of October 2009 to the end of September 2010, 94% of CIPI clients have been served at either Main Street or Surrey. Exhibit 2.2 indicates the number of clients served by location and language group during this period.

In addition to one-to-one service, CIPI workers provide court orientations, information sessions and workshops. During October 2009 through September 2010, 24 events were provided in Vancouver, 25 in Surrey, 4 in Richmond /

Delta, 3 in Abbotsford, and 2 in Burnaby<sup>9</sup>. (See section 2d for more information on these events.)

**Exhibit 2.2**  
**Clients Served by Location**

Location	Language	2009 / 2010				2010 / 2011		Total
		Apr - Jun	Jul - Sept	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sept	
Main Street	Vietnamese	537	673	404	457	537	292	2,900
	Spanish	265	253	210	431	508	259	1,926
	South Asian	0	0	4	30	1	0	35
Surrey	South Asian	627	658	571	612	647	564	3,679
Richmond	Chinese	0	0	60	58	47	24	189
Abbotsford	South Asian	0	0	12	34	12	26	84
Robson Square	Spanish	0	8	0	0	0	0	8
	South Asian	0	0	0	2	0	0	2
New Westminster	Spanish	0	0	0	20	28	24	72
	South Asian	0	2	5	2	0	0	9
<b>Total</b>		1,429	1,594	1,266	1,646	1,780	1,189	8,904

Source: CIPI Quarterly Reports

The numbers of clients served by location is a function of the demand for service at these locations and the availability of CIPI staff in each location (see Chapter Four). The following provides further information on service at each location:

- **Main Street:** The Provincial Court Registry at 222 Main Street in Vancouver is one of the original locations for CIPI. CIPI workers are able to serve clients in a Justice Education Society office located in the registry. During the first six months of 2010/2011, nearly 1,600 clients were served at Main Street, representing 54% of CIPI clients served during that period. Two staff are based at this location and are usually available five days per week, except for the two days per month when they

<sup>9</sup> In total 78 events were provided where the CIPI workers were the presenter or facilitator. Two were radio show appearances, and so were not location specific, and in 18 cases the location was not recorded or could not be determined from the information provided.

serve clients at other locations. In total, CIPI workers are available 192 hours per month at Main Street:

- The Chinese/Vietnamese speaking worker is available 30 hours per week for two weeks a month and 21 hours per week for the other two weeks, for a total of 102 hours per month. (This worker provides service to Richmond two days per month).
- The Spanish/French speaking worker is available 25 hours per week for two weeks a month, and 20 hours a week for the other two weeks for a total of 90 hours per month. (This worker provides service to New Westminster two days per month).
- **Surrey:** The Surrey Provincial Court is the second original location for the CIPI program. As in Main Street, CIPI workers are able to serve clients in a Justice Education Society office located in the registry building. During the first six months of 2010/2011, just over 1,200 clients were served in Surrey, representing 41% of CIPI clients served during this period. Two South Asian staff are based at this location. CIPI workers provide up to 175 service hours per month at Surrey:
  - One worker is available four days per week, for 10.5 hours per week or 42 hours a month.
  - The second worker is available 5 days per week for seven hours a day, three weeks per month. One week per month she is available for four days, for seven hours each day. This equals a maximum of 133 hours per month. (This worker provides service in Abbotsford one day per month; she also travels to other locations occasionally to serve clients and does much CIPI outreach activity which reduces her availability at Surrey somewhat.)
- **Richmond:** CIPI began service in Richmond in the October – December period of 2009. Because the Justice Education Society does not have an office at the Richmond Provincial Court Registry, service is provided at

the SUCCESS<sup>10</sup> office in Richmond. Richmond is served by the Vietnamese/Chinese speaking worker on the first and third Tuesday each month for four hours per day, for a total of 8 hours per month. SUCCESS staff refer their clients to CIPI and book appointments for the CIPI worker. During the first six months of 2010/2011, CIPI provided service to 71 clients in Richmond, which represents 2% of CIPI clients served during this period.

- **Abbotsford:** CIPI began service in Abbotsford in the October – December period 2009. As in Richmond, the Justice Education Society does not have office space at the Abbotsford Provincial Court Registry. CIPI began service in Abbotsford at the court registry (in the waiting areas) but has since operated from space at the Abbotsford Community Services and now at the Women’s Resource Society of the Fraser Valley. A South Asian worker provides service for four hours on the third Friday each month. During the first six months of 2010/2011, CIPI served 38 clients in Abbotsford, representing 1% of CIPI clients during this period.
- **Robson Square:** CIPI began service at Robson Square in the July – September period of 2009. Although Justice Education Society has an office in the Provincial Court building at Robson Square, CIPI does not have scheduled service at this location; on occasion, staff will travel to meet a client at Robson Square. CIPI did not serve any clients at Robson Square during the first six months of 2010/2011.
- **New Westminster:** CIPI began service at the New Westminster Law Courts in the July – September 2009 period. Service was first provided on a limited basis by a South Asian speaking worker, but starting in the January – March 2010 service has been provided by the Spanish/French speaking worker. She is available in New Westminster to serve clients the first and third Thursdays each month for 5 hours per day, for a total of 10 hours per month. During the first 6 months of 2010/2011, 52 CIPI clients received service at New Westminster; this represents about 2% of all

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<sup>10</sup> SUCCESS is an immigrant serving agency that provides a range of settlement services.

clients served during the period. Justice Education Society has an office in the New Westminster Law Court building that the CIPI worker can use.

The following Exhibit summarizes the level of scheduled service offered by CIPI at each location, and the number of clients served during the April to September, 2010. This illustrates recent experience, rather than the start up period, for new sites.

**Exhibit 2.3**  
**Hours of Service and Clients Served by Location, April – September 2010**

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<b>Location</b>	<b>Scheduled Hours per Month</b>	<b>Clients Served Apr – Sept 2010</b>
Main Street	192	1,597
Surrey	175	1,211
Richmond	8	71
Abbotsford	4	38
Robson Square	0	0
New Westminster	10	52

Source: CIPI Quarterly Reports, staff interviews

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The data in Exhibit 2.3 needs to be viewed with some caution because:

- The number of clients served refers to clients served in-person at, or by telephone from, these locations. In interviews, all staff indicated that they provide some service over the telephone to people living in other communities. In addition, because service at Abbotsford, Richmond and New Westminster is limited to one or two days per month, clients who live in these areas sometimes travel to Surrey or Main Street to receive more timely service. Thus this data is not an accurate representation of the number of CIPI clients who reside in these locations, but rather the number of clients who received service at, or from, these locations.

- Not all of staff time is devoted to providing one-to-one client service; staff also spend time providing workshops, court orientations, and outreach, and some time is devoted to administrative work. Thus, the hours of service indicated above represent the maximum amount of time that staff are available in each location; workshops and staff meetings will take staff away from their scheduled locations<sup>11</sup>.

## **2d. What type and number of workshops has CIPI delivered?**

CIPI workers deliver educational workshops to immigrant serving agencies, general immigrant audiences and justice system staff. Indicators for this evaluation question are the number of workshops provided to each audience group. The data sources are the quarterly activity reports prepared by the Justice Education Society, staff interviews and interviews with immigrant serving agencies and justice system staff. Supplemental information on these activities was prepared for the evaluation by CIPI staff.

### **Results**

Collectively CIPI workers conduct an average of 6 to 7 workshops, court orientations and outreach activities per month, to immigrants, legal professionals, other agencies and teachers and students.

Staff provided detailed information on the workshops and other events that they delivered or participated in for the 12 month period from October 2009 to September 2010. During this period, CIPI staff participated in 78 events where they acted as the presenter or facilitator. Exhibit 2.4 summarizes these events by the type of audience that attended. (Note that this Exhibit does not include events where CIPI staff were in attendance but did not act as presenters or facilitators.)<sup>12</sup>

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<sup>11</sup> Beginning in April 2010, CIPI staff reported their hours of service broken into three categories: client service delivery; workshop, court orientation and outreach services; and administration. Between April and September 2010, staff spent an average of 74% of their time in direct client service delivery, 12% providing workshops, court orientations and outreach, and 14% on administrative tasks.

<sup>12</sup> Workshop activity data was submitted by each staff person individually. When it was compiled it became evident that some events were attended (and recorded and reported) by more than one CIPI worker. For the purposes of this report, such events were counted only once.

**Exhibit 2.4**  
**CIPI Workshops and Events, October 2009 – September 2010**

Audience	Event Type					Total
	Workshop / Information session	Court Orientation	Radio Show	Outreach	Not recorded	
Immigrants	20	13	2	2		37
Community workers / service agencies	16	4		1	1	22
School students and teachers	2	3				5
Legal professionals				1		1
Not recorded		12		1		13
Total	38	32	2	5	1	78

Source: CIPI Workshop Activity Reports

The following provides further information on events provided by CIPI staff by audience.

Immigrants

CIPI staff provided 20 workshops where the audience was immigrants with a total of 453 immigrants participating. The most frequent topics for these workshops were: family law (6 workshops), courts in BC or court processes (6 workshops), “Learning About the Law” or general legal information (6 workshops) and the CIPI program (4 workshops)<sup>13</sup>.

In addition to providing workshops CIPI workers provided 13 court orientations to 115 immigrants during this same period<sup>14</sup>. They also participated in two

<sup>13</sup> Some workshops addressed more than one topic.

<sup>14</sup> In fact, the number of immigrants who received a court orientation from CIPI staff may have been higher than 115. CIPI staff reported providing 12 orientations where the type of audience was not recorded, and these may have included immigrant participants.

outreach events where the primary audience was immigrants (one event was a Newcomers Fair, and the other outreach event topic was not reported). CIPI staff acted as guests for radio phone-in shows on stations with immigrant listeners twice during this period.

#### Immigrant serving agencies and community workers

CIPI workers also reach immigrants indirectly by providing workshops and information sessions for other community workers and service agencies who work with immigrants. During October 2009 to September 2010 they presented or facilitated 22 such events. The topics of these sessions were the CIPI program itself (12 sessions) or the annual “We Can End Violence” campaign (3 sessions). Two sessions included general legal information, one session was a forum on domestic violence and one other session was described as “service bridging”. Four court orientations were also provided to community workers and service agencies<sup>15</sup>.

#### Legal professionals

During the same 12 month time period, CIPI workers facilitated a forum on domestic violence where legal professionals were part of the audience. In addition, CIPI staff attended (but did not present at or facilitate) 3 other events where legal professionals were also participants. The topics of two of these events were described as human rights in Guatemala and Central American Crime and the third was an event to celebrate the 100<sup>th</sup> anniversary of the Supreme Court.

#### Students and teachers

During the same 12 month time period, CIPI workers provided three court orientations to students (150 participants) and presented two workshops, one to teachers (12 participants) and one to students (30 participants). Both workshops were on the “We Can End Violence” campaign.

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<sup>15</sup> Some events addressed more than one topic.

## **2e. To what extent are the CIPI website and 1-800 line used?**

Besides delivering in-person service and workshops, CIPI reaches additional immigrants through their website and 1-800 line. This question asks the extent to which these methods of communication are used. The indicators are the number of website visits and the number of 1-800 calls by source. The data sources are Justice Education Society website usage data for the CIPI site and the 1-800 line charge invoices for the CIPI toll free line.

### **Results**

The CIPI website has frequent visitors but the toll free telephone line is seldom used.

The CIPI toll free number appears on the program brochure and the CIPI website. Justice Education Society records indicate that use of the 1-800 telephone is very limited - during a five month period (March to July 2010) only 12 calls were made using the line. Four of these calls were from locations in the United States and the remainder were from locations in the Lower Mainland (where long distance charges would not have applied if the caller had dialled direct). It is possible that callers from the US found the 1-800 number through the CIPI website, or dialled the number in error.

Despite the limited use of the 1-800 number, CIPI staff report providing service over the telephone (on local lines<sup>16</sup>) to clients on a regular basis.

The CIPI website (Courtinformation.ca) underwent significant changes in early 2010 and the revamped website went live on March 31, 2010. The website provides content and videos in English, French, Spanish, Chinese, Vietnamese and Punjabi on a variety of legal topics. Between April and October 2010 Courtinformation.ca received 3,297 visits. Visitors accessed an average of 7 pages per visit. Six out of the top ten referring keywords (that visitors use to find the site) are in languages other than English, suggesting that the site is being accessed by people who use languages other than English.

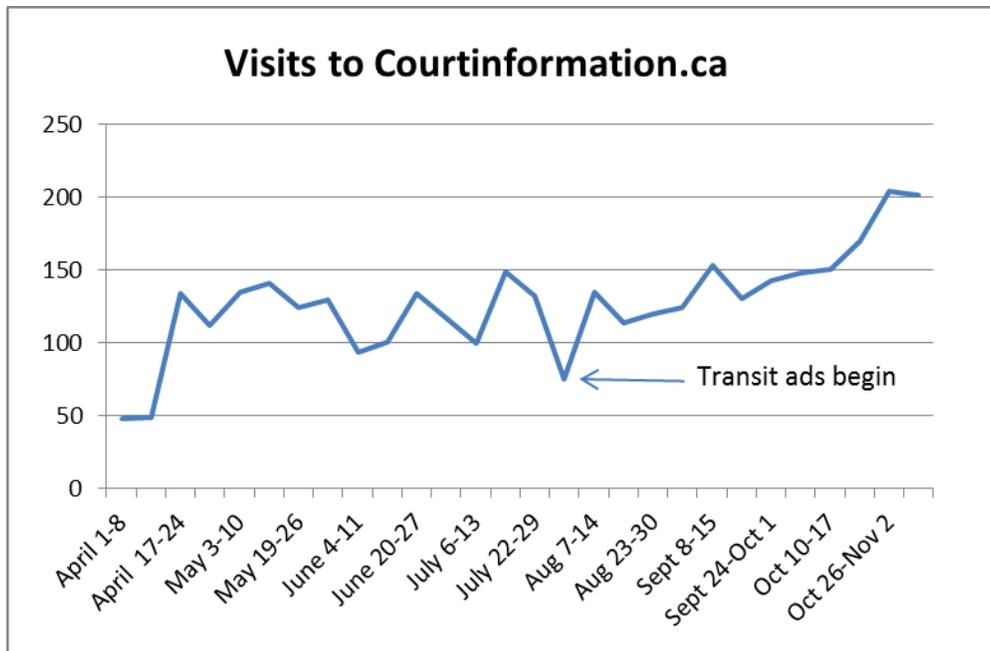
The number of visits to the site increased during a transit advertising campaign promoting CIPI, which began at the end of July and continued until late

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<sup>16</sup> Regular telephone service is provided over local telephone lines, not the toll-free 1-800 line, which is seldom used.

November, 2010. This campaign placed bus shelter ads at 10 locations (for 4 weeks), and ran ads on 100 buses operating in Vancouver, Richmond, Surrey, Burnaby and Port Coquitlam (for 8 weeks) as well as ads on two Skytrain lines (for 8 weeks). In the four months prior to the ad campaign, visits to Courtinformation.ca averaged 113 per week; during the campaign, the visits increased 27%, to an average of 144 per week. See Exhibit 2.5. The CIPI program manager comments that the increase in website visits may also be due in part to the networking activities that staff have undertaken, which includes promotion of the website.

**Exhibit 2.5**  
**Weekly Visits to CIPI Website, April 1 – November 10, 2010**



Source: Justice Education Society

## ***CHAPTER THREE: ARE EFFECTIVE STRATEGIES USED TO ENSURE THAT ELIGIBLE CLIENTS ARE SERVED?***

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A key component of the federal funding requirement is that most (75%) of service delivery hours be provided to clients who are permanent residents, refugees and live in caregivers with a work permit under the live-in caregiver program. Because CIPI is supported in part by funding from other sources (City of Vancouver and Justice Education Society in-kind support) a portion of clients who do not meet this definition may be served by CIPI. However, in order to meet the federal requirements, CIPI must have effective strategies to ensure that at least 75% of service time is devoted to serving eligible clients. This evaluation issue examines the strategies that CIPI employs to meet that requirement.

### **3a. Are clients correctly identified as eligible or ineligible?**

A first step to ensuring that most service is provided to eligible clients is to determine which clients meet this definition. The indicator for this issue is that the process and methods used by CIPI staff to determine their eligibility status is adequate. The data source for this indicator is interviews with CIPI staff regarding their methods used to assess client eligibility.

#### **Results**

Currently about 75% of the clients that CIPI workers serve meet the eligibility requirement (see Chapter Two, section 2b). In their interviews CIPI staff indicated that they ask clients whether they are permanent residents along with a few other questions, such as their home country, when they begin service with a client. Staff know the eligibility requirements. They also indicated, however, that on some occasions, they do not have time to ask the introductory questions because the client is in need of immediate assistance (for example, they are about to enter court). This accounts for the “unknown” eligibility status indicated in Exhibit 2.1. Over time, the proportion of clients for whom eligibility status is “unknown” has declined, and for the first six months of 2010 / 2011 was only 1% of all clients served. This is an indication that the screening process is improving and now most clients, are in fact, determined to be eligible for service.

### **3b. Are the eligibility requirements well known and understood?**

In addition to staff screening, it is important that agencies that refer clients to CIPI understand the eligibility requirements so that they can make appropriate referrals to CIPI and understand what services clients may or may not be eligible to receive. Similarly, CIPI promotional materials should accurately describe the eligibility requirements so that clients understand what CIPI service they are eligible to receive. The indicators for this question are that court and immigrant serving agency staff who work with CIPI know and can explain the CIPI eligibility requirements and that the CIPI promotional materials accurately explain the requirements.

Data sources are interviews with court and immigrant serving agency staff and the CIPI promotional materials.

#### **Results**

CIPI eligibility requirements are not well known among court staff, and immigrant serving agency staff have a limited understanding of the requirements. Promotional materials suggest, but do not explain, that eligibility requirements exist. CIPI staff prefer to screen clients themselves as they can and do provide some service to clients who are ineligible.

Those interviewed for this evaluation who work at court registries did not know that CIPI has eligibility requirements for service, and were surprised to learn of these requirements during the evaluation interviews. Even at the court locations where CIPI has been in operation for several years, the fact that some clients are considered ineligible was not known. Court managers volunteered however, that they would not want the task of screening clients for eligibility to be taken on by their staff – they would prefer that CIPI staff continue to screen clients that court staff refer to them. There was a suggestion that CIPI could provide a handout explaining their service and the eligibility requirements that court staff could give to clients when referring them to CIPI. (The handout would be in the language(s) of service offered by CIPI at the particular court location).

Staff of immigrant serving agencies who were interviewed for this evaluation were somewhat more likely to be aware of CIPI's eligibility requirement. One service had a clear and accurate understanding of the requirement, while staff at two other agencies were aware that CIPI had eligibility requirements but did not know what they are. Two others were unaware that CIPI has such requirements.

For their part, CIPI staff indicate that they prefer that courts and agencies refer anyone who appears to need their services to CIPI and that CIPI staff screen for eligibility. This is because CIPI does provide limited service to clients who are considered to be ineligible (see below) and without the referral from court or agency staff, these clients would not benefit from this service.

CIPI promotional materials vary in the degree to which they indicate that services are intended for permanent residents and refugees. The CIPI brochure states that services “are provided to new immigrants” and the CIPI website states “We provide free information and referrals to new immigrants and refugees”. The bus stop poster also refers to “free legal information for new immigrants”. The bus ads and program poster simply refer to service provided “to immigrants”.

The use of the term “new immigrants” is meant to indicate that service is provided to people who have yet to become Canadian citizens. While it is difficult to put a great deal of information on brochures, posters and advertising, it is unclear whether most readers of these materials would understand that the program has eligibility requirements based on the client’s immigration or citizenship status. A dilemma for CIPI stems from the fact that within the City of Vancouver only, funding from the City supports service to anyone who cannot speak English regardless of their immigration status. Thus the program has different eligibility criteria in different parts of its service area. Creating promotional materials suitable for all areas necessitates that the language regarding eligibility requirements be somewhat general.

### **3c. Does the CIPI strategy for addressing ineligible clients succeed?**

Inevitably CIPI staff will encounter clients seeking service who do not meet the eligibility definition. The indicators for this question are that CIPI staff have a strategy to address this situation and that this strategy is viewed as succeeding. (In this context, success is defined at a minimum as ensuring that the contracted proportion of service hours are devoted to providing service to eligible clients. Additional elements of success may be identified by those interviewed, including such things as the service and referrals provided to ineligible clients are appropriate and that ineligible clients appear satisfied with this level of service.) Data sources are interviews with CIPI staff, court staff and staff of immigrant serving agencies.

## **Results**

CIPI staff indicate that when someone comes to them who is not eligible for service, they provide a short service only, answering a few questions and providing a referral to another service that is able to assist that person.

Program statistics indicate the proportion of clients served by CIPI who are eligible for service has grown steadily, and during the first six months of 2010 – 2011, 75% of clients served were eligible. Starting in April 2010, statistics on the hours of service provided to eligible and ineligible clients has been recorded; during the first six months of 2010/2011, 82% of actual client hours were spent serving eligible clients. During this period CIPI workers spent an average of 39 minutes with each eligible client, and 26 minutes with each ineligible client. This shorter length of service on average, combined with the fewer number of ineligible clients served, results in an overall high proportion of staff time devoted to serving eligible clients. In this respect, the strategy for addressing the eligibility requirement appears to be succeeding.

CIPI staff interviewed indicated that they feel the “short service” strategy for addressing ineligible clients is successful because it allows them to spend more time with eligible clients while still providing some useful service to those who are not eligible. Staff of immigrant serving agencies and courts were asked whether they felt this approach was a good one; generally speaking they did not have an opinion on this question, and did not know if the ineligible clients they referred to CIPI were satisfied with short services. Staff of two immigrant serving agencies and one court manager do however, believe that this strategy is appropriate and helpful to non-eligible clients. One other immigrant agency staff person did feel that clients would be frustrated if they were continually referred to services that could not help them.

### **3d. Are eligible clients referred by court staff and immigrant serving agencies to CIPI?**

Much of the networking and promotion of CIPI is intended to increase referrals to CIPI on the part of court and immigrant serving agency staff. The indicators for this question are that the staff of these agencies indicate that they refer eligible clients to CIPI and that CIPI staff indicate that the clients referred are in fact, eligible. Data sources are interviews with CIPI staff, court staff and staff of immigrant serving agencies.

## **Results**

Where referrals are made to CIPI, the referring agency generally does not attempt to ensure that the client who is being referred is eligible for service.

Staff at one court location (Surrey) indicated that they refer clients to CIPI but were unaware of the eligibility requirement for CIPI service; they have been in the practice of referring anyone who appears to need the service. Those interviewed at other court locations were not making referrals to CIPI (see next chapter).

Staff of most immigrant serving agencies interviewed for the evaluation do make referrals to CIPI. The number of clients referred to CIPI ranged from about one per month to about 10 per month. One agency does an assessment of the client to be referred to see if they fit the CIPI mandate and eligibility requirements, and if they do, will make the referral. Staff of other agencies were less familiar, or unfamiliar, with the eligibility requirements and tended to refer any client who appeared to need assistance. In one case, the agency worker indicated that she usually makes a phone call to the CIPI worker in advance of referring a client to ensure that the client could benefit from CIPI services and fit the program mandate. In another case, the agency worker was not aware of CIPI eligibility requirements before the interview, but felt that a very high proportion of his clients that he refers to CIPI would meet these requirements.

CIPI staff confirm that the referrals they receive from courts and agencies include some non-eligible clients. However, they are satisfied with this as they prefer to screen clients for eligibility themselves, rather than ask court or agency staff to do this for them.

### **3e. Have problems in meeting eligibility requirements been encountered? If so, how have they been addressed?**

This question considers CIPI's response to any problems it may have had in meeting its target proportion of service devoted to eligible clients. The indicator is that problems (if any) have been identified and a strategy to mitigate them has been implemented. The data source for this question is an interview with the Justice Education Society Manager of Provincial Programs.

## Results

Prior to 2008/2009 CIPI was supported by funding from the Law Foundation and the City of Vancouver, and CIPI served anyone who could not speak English. Starting in 2008/2009, CIC funding replaced the Law Foundation funding, and the need to focus service on clients who are permanent residents and refugees was introduced. In the 2010/2011 funding Agreement a formal target was set: CIPI is expected to provide 75% of its service delivery hours to eligible clients. This requirement recognizes that CIPI receives funding from sources other than CIC, which can support service to ineligible clients.

For reporting purposes staff began to track the clients as permanent residents, refugees, citizens or “other”. When it became evident that CIPI was not serving eligible clients in proportion with its funding from CIC and other sources, three things were done:

- First a process to screen clients was implemented. The screening occurs early during the first interview with the clients to identify whether a client meets the eligibility requirement or not. Related to this was the implementation of a short service process for ineligible clients, which entailed listening to the client problems and providing them with a referral to another service that is able to assist them.
- Second the client service numbers for eligible and ineligible clients were monitored, and staff were reminded of the need to screen clients and provide only brief service to those who were ineligible.
- Finally, CIPI staff began to track the time they spent serving eligible and ineligible clients, in addition to the numbers of clients served in each category. This allowed the program manager to confirm that the majority of staff time is being spent providing service to eligible clients.

Following this strategy has allowed CIPI to increase services to eligible clients and meet the CIC funding Agreement target. In the first six months of 2010/2011 82% of client service hours have been spent serving eligible clients.

## ***CHAPTER FOUR: HAS THE CIPI STRATEGY FOR SERVICE EXPANSION BEEN EFFECTIVE?***

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In 2009 CIPI expanded its service from two to six locations. This evaluation issue examines the approach taken by CIPI to ensure that this expansion has been effective. Elements to be considered are the level of demand for service in the new locations, the promotion of CIPI and the creation of relationships with courts and immigrant serving agencies in new locations, the matching of resources and schedules to the demand in each location, and CIPI's strategies for addressing expansion issues as they have arisen.

### **4a. Is there demand for CIPI service in new locations?**

CIPI staff provide one-to-one service to clients in a variety of languages with the intent of assisting people who are attending court. As was demonstrated in Chapter Two (see section 2c) the number of clients served at new locations (Richmond, New Westminster, Abbotsford and Robson Square) is very low compared to the numbers served at the two established sites of Main Street and Surrey. To understand why this might be, this evaluation question considers whether there is demand for service in the new locations. The indicators of demand for CIPI services are that court statistics indicate a demand for interpreters in these court locations, and that court managers and CIPI confirm demand for services at these locations. Data sources include CIPI staff interviews, court staff interviews and JUSTIN data on the use of court interpreters (by language required) at CIPI service locations.

### **Results**

Court managers and immigrant serving agencies in the expansion locations perceive a demand and need for CIPI services. Despite this, the number of requests for court interpreter services in criminal matters is significantly less in the expansion sites than in the original sites. CIPI staff also report less demand at the new sites compared to the original sites.

## Court Managers

CIPI expansion sites are Richmond, New Westminster, Abbotsford and Robson Square. Interviews were conducted with court managers in three of these sites; the manager at the fourth site declined to be interviewed. In general, those interviewed feel that there is a need for services, such as those that CIPI offers, in their court locations. They base this assessment on the number of non-English speaking people who have difficulty accessing court at their registries, and in particular, the fact that free interpreter services (paid for by Court Services) are only available for criminal court matters. People involved in family cases or other civil actions must provide their own interpreters in these cases. Often potential litigants cannot even get through the process of filing applications at court due to language and cultural barriers, as well as a lack of information and understanding of court processes.

## CIPI Staff

CIPI staff who work itinerantly at Abbotsford, Richmond and New Westminster<sup>17</sup> also work at Surrey or 222 Main Street. When asked about the demand for service in the new locations, they compared it to the demand they experience at their base sites. Generally, they have not experienced nearly the same demand for service at the new sites that they do at their base sites; they all expressed the view that Surrey and Main Street are very busy locations. They attribute the lower demand at the new sites in part to a lack of an established presence at these sites, but also to the fewer numbers of people attending at these courts.

The staff member who works at Richmond comments that the type of service delivered there differs from that at Main Street. At Main Street, service is often quite brief, answering questions and directing people to the correct resources. In Richmond, clients often bring more personal and detailed problems that require more time to address. Thus while far fewer clients are seen in Richmond than in Main Street, the time per client is higher in Richmond. In Richmond, service is provided at the offices of SUCCESS, not at the registry itself.

In New Westminster, Justice Education Society has an office in the registry, but the CIPI worker who serves New Westminster feels that the court is much quieter than Main Street. Also, because it is a Supreme Court location, many potential

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<sup>17</sup> Regular service is not provided at Robson Square at this time.

clients have lawyers with them when they come to the courthouse. At times the CIPI worker has suggested that her clients who live elsewhere come to New Westminster to see her as she is less busy at this location than at Main Street.

Because of the limited demand experienced for one-to-one services, the CIPI worker who serves Abbotsford has put more emphasis on outreach and workshops as a way to reach immigrants in that community. She has recently begun working with the Women's Resource Society of the Fraser Valley to provide workshops to their clients. When outreach activities are not planned for the monthly visit to Abbotsford, the CIPI worker attends at the court to provide one-to-one client services.

### Court Interpreter Requests

Data on the use of interpreters in criminal court at CIPI locations was obtained from the JUSTIN system and provided by Court Services. This data gives a partial indication of the demand for services such as those provided by CIPI – partial because it does not reflect civil and family clients who could benefit for interpreter assistance<sup>18</sup>. This is unfortunate because court managers indicated that it is particularly in non-criminal matters that there is a great need for assistance for non-English speaking clients. Nonetheless, the data from JUSTIN is presented here as a partial indication of the need for services such as those provided by CIPI.

Exhibit 4.1 indicates the total number of requests for interpreters, by language and court location, for the three year period from April 2007 to March 2010. This data demonstrates that a high level of demand at the original CIPI sites: in Surrey for Punjabi and Hindi speaking interpreters (about 47 per month on average), and at Main Street for both Chinese/Vietnamese interpreters (average of 123 per month) and Spanish/French (51 per month) interpreters. Observations regarding the new sites are as follows:

- Richmond: The demand for Chinese/Vietnamese interpreter services has been quite high, but still less than a quarter of that seen in Main Street. During the three years covered by the data, Richmond Provincial Court

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<sup>18</sup> JUSTIN is used only for criminal cases. Another system, CEIS, is used for civil cases; however, technical limitations prevent the extraction of data on use of interpreters from CEIS. Further, because interpreter services are paid for by Court Services only in criminal cases, it is not clear that CEIS contained information on the use of interpreters in civil and family matters.

saw an average of about 28 requests per month for Chinese or Vietnamese interpreters.

- Abbotsford: Similarly, the demand for Punjabi/Hindi interpreter services was reasonably high, but still less than 40% of that experienced in Surrey. During the three years covered by the data, Abbotsford Provincial Court saw an average of about 18 requests per month for Punjabi or Hindi interpreters.
- New Westminster: Demand for interpreter services at New Westminster law courts was low compared to other locations. This location is currently served by the CIPI worker who speaks Spanish and French. Over the three years covered by this data, New Westminster Law Court had requests for about 2 Spanish or French interpreters per month, on average.
- Robson Square: Demand for interpreters in any of the CIPI languages was much lower at this location than other locations.

**Exhibit 4.1**

**Requests for Interpreters in Criminal Court, 2007/2008 – 2009/2010**

Court	Interpreter Requests by Language				
	CIPI Languages				All Languages
	Chinese/ Vietnamese	Spanish/ French	Punjabi/ Hindi	Total	Total
Surrey	764	307	1,708	2,779	3,285
Main Street	4,431	1,842	343	6,616	8,224
Richmond	1,023	9	97	1,129	1,198
Abbotsford	212	122	634	968	1,010
New Westminster	167	86	92	345	605
Robson Square	107	19	23	149	254

Source: JUSTIN, Court Services

Because this data reflects only criminal cases these results should be viewed with some caution, particularly as the mix of civil and criminal cases varies from court

to court<sup>19</sup>. For example, at Main Street only criminal cases are heard but at other locations, a mix of civil and criminal cases are heard.

Because court interpreter data examined does not reflect civil volumes, the total number of criminal and civil cases by court location was examined as another indicator of demand at each CIPI site. This data provides a general indication of the level of business at each location, but does not speak to the number of non-English speaking people attending court. The following Exhibit indicates the number of new cases initiated at each court location during 2010. Both Main Street and Surrey have high volumes of new criminal cases. Richmond and Abbotsford have relatively low volumes of civil and criminal cases. New Westminster has low volumes of civil and criminal cases at Provincial Court, but higher volumes at Supreme Court. Surrey has a high volume of civil cases (small claims and family), as does Robson Square.

**Exhibit 4.2**  
**New Court Cases, January – December 2010**

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Court	Provincial Court			Supreme Court			
	Small Claims	Family	Adult Criminal	Family	MVA*	Civil	Other
Surrey	2,460	1,204	11,287				
Main Street			11,623				
Richmond	823	194	2,607				
Abbotsford	633	648	4,176				
New Westminster	509	456	1,498	2,679	3,371	2,799	2,327
Robson Square	5,161	935	3,287				

\*Motor Vehicle Accident  
Source: CORIN and CEIS\_ODS, Court Services

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These data generally support the observations made by CIPI staff that demand is high in the two original sites, more modest in Richmond and Abbotsford and lower in New Westminster (for provincial court). While Robson Square has a fairly high number of civil and family cases and moderate number of criminal

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<sup>19</sup> Overall, about 49% of the clients that CIPI workers served during the first six months of 2010 / 2011 who had specific legal issues had criminal issues, 37% had family issues and 11% had other civil issues. This did vary by location: In Surrey the proportion of clients with criminal issues was only 42% but Main street it was 57%.

cases, it is interesting to note that even with over 3,000 criminal cases in 2010, Robson Square typically sees very few requests for interpreters at criminal court (See Exhibit 4.1). When asked if additional hours were needed at the new locations, most staff responded that extra hours were needed at the two original sites.

#### **4b. Has CIPI been promoted effectively in new locations?**

Even with sufficient demand for service, potential clients must learn about CIPI in order to access its services. This evaluation question examines what has been done to promote the CIPI service in new locations, and the effectiveness of this promotion.

Indicators for this evaluation question include:

- The type and timing of activities to promote CIPI are appropriate;
- Court contacts at new locations report having discussions with CIPI staff regarding service implementation;
- Immigrant serving agencies in new locations are aware of CIPI and how to refer clients to CIPI; and
- CIPI has experienced an increase in clients at each location that can be attributed to promotional activities.

Data sources include interview with CIPI staff, court staff and staff of immigrant serving agencies; a review of promotional materials and campaigns, and the numbers of clients served over time at each location<sup>20</sup>.

#### **Results**

The interviews conducted and data reviewed indicate that CIPI does not have very close or strong connections to the court registries in the new locations. Relationships with the immigrant serving agencies are better, but there are still gaps in the information that these agencies have about CIPI. Impacts of a recent advertising campaign on client numbers could not be determined, but generally, client numbers at new sites have not been increasing.

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<sup>20</sup> Originally, there was an intent to review CIPI statistics on how clients heard about CIPI. However, collection of this data began only recently and was not available for the evaluation.

### Court Managers

CIPI began service in four new locations in the summer and fall of 2009. Interviews were conducted with three out of the four court managers in the new CIPI locations in late fall 2010. Two managers were not aware that CIPI was operating in their area. In both these locations CIPI does not have office space to use at the court registries. However, given that the mandate of the CIPI is to serve clients who are going to court, the court managers interviewed indicated that they would like to learn more about the service.

In the third location, the court manager had very recently received a letter from the CIPI worker introducing the program. In response the manager has suggested that the CIPI worker attend their regular Court Users meeting to introduce the program and explain how referrals could be made. The manager indicated that she was absolutely supportive of the program's concept, and would look for ways to promote it within the court once she has a better understanding of the services, target clients and referral processes.

The Justice Education Society's Executive Director and Provincial Programs Manager attended meetings of a committee struck to discuss the Justice Access Centre (JAC) that started service in June 2010 at Robson Square. The Society offered the services of CIPI staff to the JAC, but the JAC was unable to take the Society up on this offer. Similarly, the Society met with senior staff of the Provincial Court to discuss the possibility of providing CIPI services at the Robson Square Small Claims Court. However, these discussions did not result in an agreement for CIPI to operate in Small Claims at that time.

### Immigrant Serving Agencies

Staff of immigrant serving agencies in three of the new locations were interviewed. In one location, a legal advocate is very familiar with the CIPI worker and program, both through client referrals but also through networking and joint participation in the We Can End Violence campaign and the Immigrant PLEI Consortium. Even so, this person did not know the CIPI eligibility requirements nor the schedule for the CIPI worker to be in their area. He commented that this makes it difficult to make a referral for in-person service with the CIPI worker at the new location, and was inclined to instead refer clients to one of the existing locations where there was a greater chance that the CIPI worker would be present.

The representative of the second immigrant serving agency was very familiar with CIPI, the eligibility requirements and the CIPI worker schedule for their area. This agency regularly refers about 10 clients a month to CIPI.

The staff person for the third agency was aware of the CIPI worker, but has only recently begun to refer clients to the Spanish speaking worker at both Main Street and New Westminster. She knows this worker personally and asked her to provide a workshop for her clients in the past two and a half months. She is uncertain whether other staff at her agency know about, or refer clients to CIPI. Until recently she had not understood that CIPI is able to assist both victims and accused in criminal matters (she had believed that only accused could receive assistance).

A fourth community services agency has just started to work with CIPI. To date, CIPI has provided one workshop to clients of this agency; agency staff have not yet referred clients to CIPI for one-to-one service. The person interviewed for the evaluation indicated that she had learned that CIPI was operating in her community by reading a CIPI brochure. She then made contact with CIPI and made arrangements for a workshop to be provided to her clients.

#### Promotional Activities

Activities undertaken to promote CIPI include general networking with agencies and actual advertising of the services. Staff report contacting immigrant serving agencies, sending letters and pamphlets to Transition Houses, attending multicultural festivals and events at temples, as well as networking at meetings as ways that they have promoted CIPI (generally, in all locations). Overall staff made over 250 contacts for service bridging between October 2009 and September 2010 (all locations<sup>21</sup>). All staff described contacting agencies and organizations in the new locations, and felt that this had resulted in referrals. They also expressed a desire to do more of this type of work, especially making in person contacts with agencies to introduce the CIPI program.

The August to November 2010 transit advertising campaign promoted CIPI through the use of bus shelter, bus and Skytrain advertisements. The bus shelter ads were placed in Vancouver; bus trolley ads ran on buses operating in Vancouver, Richmond, Burnaby, Surrey and Port Coquitlam. Skytrain ads ran on lines that connect Vancouver to Burnaby, New Westminster and Surrey. Thus, all

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<sup>21</sup> Source: CIPI Quarterly Reports. Data for service bridging at individual locations is not provided in the Quarterly Reports.

of the new locations where CIPI is offered were covered by this campaign, with the exception of Abbotsford. The ads referenced the CIPI website and 1-800 telephone number. While the impact of this promotional campaign may have positively impacted the number of website visits (see section 2e) the impact on client numbers in new locations is unknown<sup>22</sup>. In interviews conducted in December 2010, staff indicated that only a very few clients had learned about CIPI as a result of seeing one of these ads.

Taken together, the advertising campaign, and other outreach and service bridging efforts that have been undertaken had not resulted in increased client numbers in the new locations by the end of September 2010. Data on the number of clients served in these sites does not show a steady pattern of increase (see Exhibit 2.2). Rather, the data indicate that the numbers of clients served in the first six months of 2010/2011 is similar the numbers served in the previous six months.

#### **4c. Has CIPI built Court Registry and immigrant serving agency cooperation and support in all locations?**

Indicators for this question are that court registry staff and immigrant serving agencies give positive reviews of CIPI and indicate a willingness to work with CIPI by referring clients and providing other assistance. Data sources are interviews with CIPI staff, court staff and staff of immigrant serving agencies.

#### **Results**

All of the court managers and immigrant serving agencies at the new CIPI locations interviewed for this evaluation expressed strong support for CIPI's mandate and activities, even if they had not known that the program was operating in their location. They feel that there is a need for the type of assistance that CIPI offers, and either do now, or would, refer clients to the program. They would also encourage their staff to participate in workshops or information sessions about CIPI if they were offered. One immigrant serving agency actively supports CIPI and cooperates with the program by providing its worker space to meet clients and by booking client appointments for them.

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<sup>22</sup> At the time of this evaluation, client data for the October – December 2010 period was unavailable. Data for the July – September period was available only at the quarterly level (i.e. not at a weekly or monthly level) so it was not possible to isolate client numbers for weeks prior to the campaign for those for weeks during the campaign.

#### **4d. Is the CIPI service delivery strategy for new locations appropriate?**

When expanding to new service locations, a delivery approach should be designed to match the community need with the resources the program can provide, to the extent possible and desirable. For CIPI, this means providing service hours appropriate to the level of demand and providing an appropriate style of delivery for the new locations, while considering existing services, available facilities, travel times and a desirable frequency and timeliness of service provision. The indicator for this question is that the CIPI service delivery strategy for new locations is appropriate in these ways. Data sources for this question include CIPI quarterly reports, staff interviews and the interviews with court and immigrant agency staff.

#### **Results**

In 2009/2010 CIPI expanded service to three out of four proposed new locations. The model of service delivery was to be similar to that which was successful in the original locations – primarily providing one-to-one client service to immigrants involved in court processes but also providing workshops and court orientations. To provide service in this way, staff travel from their homes or base communities to the new service locations once or twice per month for four to five hours per visit.

There is considerable challenge in designing an appropriate and workable service delivery model for four new sites, three of which are quite distant from the original sites, have lower client volumes than the original sites, and where Justice Education Society lacks office space in the court registry. Observations regarding the current service delivery model are discussed below.

#### Client numbers and hours of service

Data on requests for court interpreters (for criminal hearings) indicate that the numbers of immigrants attending court in the new CIPI service locations are lower than in Surrey and Main Street. However, in Richmond and Abbotsford, the number of CIPI service hours is even smaller than would be suggested by court data on requests for interpreters. For example, Exhibit 4.1 indicates that the number of Chinese/Vietnamese interpreters requested in Richmond is about 23% of the number requested in Main Street; however the number of Chinese/Vietnamese CIPI hours in Richmond court is only about 8% of those in Main Street. Yet even with proportionately fewer hours of service at the new

locations, staff indicate that they are less busy at the new sites than they are at Surrey and Main Street. It appears that potential demand for service has not translated fully into actual demand. Some of this may be due to the lack of connection to courts in the new sites as discussed in section 4b above. But, the low number of hours of service may also be a factor in limiting demand for service because:

- Staff are not often in the new locations, and so it is difficult for them to become well known as an established service; other service providers are uncertain when the CIPI staff will be their locations, and so are hesitant to refer clients for in-person service.
- The limited time staff spend in each community makes it more difficult to spend a portion of that time in networking and outreach, to promote awareness of CIPI.
- Because there is a gap of two to four weeks between CIPI visits to a community, clients who have an immediate need for service cannot benefit from timely in-person service and may seek assistance elsewhere or proceed without assistance.

#### Office locations

Location of the CIPI service itself may be another contributing factor to the low client numbers in new locations. Space in courthouses is at a premium, and it is not realistic to expect that CIPI could acquire space in the registries if Justice Education Society does not already have an office there. Justice Education Society does have an office in the New Westminster registry that the CIPI worker uses, but not in Abbotsford or Richmond.

The strategy of seeking space with another agency – as has been done in Richmond – can work if there is a mutual interest and client base. However, this too creates some challenges because the program is physically distant from its primary target client group – people going to court. It also means that the program is less likely to be known by court staff, and referrals from this source are likely to be lower. This problem could be overcome, however, if the partner agency itself can refer enough eligible clients to fill the time that the CIPI worker has available. The CIPI worker at Richmond reports that he gets some client referrals from his host agency, but also spends time at Richmond serving clients located elsewhere over the phone.

In Abbotsford, the CIPI worker is attempting to reach more people by providing workshops and outreach events; this is a departure from the one-to-one client service that is the primary model for CIPI elsewhere.

### Travel time

Another issue with the Richmond and Abbotsford locations is staff time required for travel. In both Richmond and Abbotsford<sup>23</sup>, CIPI workers spend 3 hours in travel time in order to provide 4 hours of service for each day of service they provide in these sites. However inefficient this may seem, it is unavoidable if in-person service is to be provided in these locations by staff who live in other communities.

CIPI workers all commented on the fact that providing service to a limited number of clients at the new locations takes away time that they could spend serving higher numbers of clients at their base locations. The fact that it takes a full day away from their scheduled hours at their base locations in order to provide half a day of service in the new locations (Richmond and Abbotsford), is also a concern for the workers.

### Summary

In summary, new services in Richmond, New Westminster and Abbotsford have been provided itinerantly, with staff visiting the sites once or twice per month for half a day per visit. In two locations, CIPI is not located at the court and there has been limited contact with the court in all three locations (though contact with the New Westminster court has begun recently). These factors make it difficult for CIPI to be recognized as an established service that can provide timely in-person assistance to clients going to court. The high level of travel time required per hour of service delivered, and the consequential impact on service hours that can be provided at the original sites, make it difficult to increase CIPI's presence at the new sites by simply shifting staff hours from the original to the new sites. This is particularly true when expected client numbers (based on Court data regarding interpreters requests) are relatively low at the new sites compared to the original sites. Given these factors it may be that an alternative service approach is needed if CIPI service is to continue in some locations.

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<sup>23</sup> The CIPI worker who serves New Westminster lives relatively close to this location and does not travel on work time to get to the site.

**4e. Have problems in expanding to new locations been encountered? If so, how have they been addressed?**

This question considers CIPI's response to any problems it may have had in expanding service to four new locations. The indicator is that problems have been identified and a strategy to mitigate them has been implemented. The data sources for this question are interviews conducted with the Justice Education Society Executive Director and the Manager of Provincial Programs.

**Results**

In its funding proposal for 2008/2009 Justice Education Society requested additional resources to increase the CIPI staff complement in order to meet unmet demand at Main Street and Surrey, and to expand service to four new locations. In the past (at least five years ago), CIPI had operated for a period of time in Abbotsford, and this, combined with the potential for some additional funding, prompted Justice Education Society to renew its efforts to provide CIPI in outlying locations.

Beginning in 2008/2009 CIPI received funding from CIC (through RESD and Welcome BC) that allowed for an increase in staffing from 1 FTE to 3 FTEs. In the summer and fall of 2009 staff hours at new locations were established and workers began to travel to the new sites. A review of court interpreter statistics for various court locations was undertaken at this time that allowed CIPI managers to identify which courts the workers should visit, based on the languages spoken. However, due to time and resource constraints little more was done to analyze the level of demand at each site, or to match the timing and number service hours in each site to the circumstances of the court in each location<sup>24</sup>. Targets for client service by location were not established, nor was a promotion strategy developed. Consideration was not given to hiring staff locally or contracting with another service provider to provide CIPI services in these locations. Implementation at new sites was complicated by staff turnover and lack of premises at two sites, and by general funding pressures experienced by Justice Education Society during this period that reduced the time available to manage CIPI.

Although the funding for CIPI to expand to new locations included sufficient funds to increase staffing levels from one to three FTEs, the funding also came

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<sup>24</sup> The CIPI funding proposal for 2008/2009 included a reference to researching demand at additional court sites. An attempt was made to engage a researcher on a pro bono basis for this work but it did not proceed.

with added statistical reporting requirements so time that staff spent on administrative tasks increased. Part of the added funding was also used to support service at Main Street and Surrey. Thus not all of the increased staff time was devoted to providing service at the new locations.

CIPI staff began service in the new locations by using the same approach that they used successfully in Main Street and Surrey – to visit the court registry waiting rooms and offer services to people who appeared as though they may need assistance. They found however, that there were many fewer people at the new court registries and this approach did not result in many clients being served.

Since then, in both Richmond and New Westminster staff have established service by appointment, rather than the drop in style of service that has worked in the Main Street and Surrey registries. In Richmond a willing partner was found with SUCCESS, which supplies space and appointment books for the CIPI worker.

In Abbotsford, CIPI worked first with Abbotsford Community Services and now with Women’s Resource Society of the Fraser Valley. The CIPI worker provides workshops in Abbotsford; if none are planned for the day of her visit, she does attend the Abbotsford court registry.

No scheduled service hours are provided in Robson Square. Initial discussions with Court Services indicated that there was potential for CIPI workers to assist Small Claims litigants, but this would have required training for staff on Small Claims forms and procedures, and CIPI lacked the budget for such training. CIPI also contacted the new Justice Access Centre (JAC) located in the Robson Street court house, but the JAC was itself in its initial phase of implementation, and was not yet prepared to partner with CIPI for service delivery.

Promotion of CIPI has been focussed on networking with immigrant serving agencies, particularly by participating in PLEI Consortium workshops for settlement agencies. Although letters to court managers had been prepared in the summer of 2010, these were not sent to the new locations<sup>25</sup>. CIPI staff reported to their manager that they made contact with a member of the court staff in Richmond, but not with the Court Manager, and information about CIPI was not communicated to other court staff.

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<sup>25</sup> One letter was subsequently sent to one Court Manager at a new CIPI location, in late October.

The Executive Director of the Justice Education Society views the service provision at new sites that has occurred in the past 18 months as an exploration of how CIPI services might be expanded. In retrospect, the level of service provided (half a day once or twice per month) is, in his view, not sufficient to create an established presence in these locations, and an appointment based services may not meet clients' needs for timely service.

Part of the dilemma that faces CIPI managers is that any service hours provided to new locations reduces the level of service that can be provided at the original locations where there is more client demand. CIPI thus has competing objectives; it needs to meet its overall client number targets, but also provide service to outlying areas where fewer clients served per hour of staff time. The target of providing one-to-one service to 6,000 clients per year has proven to be just attainable. The target itself appears to be based on past experience when CIPI served only the two original locations and has not been adjusted to reflect the reduced client numbers that could be served when staff need to travel to deliver services.

## ***CHAPTER FIVE: HOW CAN CIPI BE IMPROVED?***

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This issue examines ideas and suggestions for how CIPI can ensure that it provides service primarily to eligible clients, for improvements to the CIPI service delivery model for different locations, and for improvements for the program generally.

### **5a. What can CIPI do to ensure that it serves its target clients in proportion to its funding for different target groups?**

This evaluation question flows from the second evaluation issue regarding the strategies to ensure that eligible clients are served. Indicators are that stakeholders offer workable suggestions for improving CIPI's strategy to ensure it serves clients in proportion to its funding by source. Data sources are interview with CIPI staff, court staff and staff of immigrant serving agencies.

#### **Results**

Results from the evaluation indicate that CIPI is now serving clients in proportion to its targets: approximately 75% clients meet the eligibility requirement, and 82% of client service hours are provided to eligible clients. Stakeholders had the following comments and suggestions for CIPI regarding this question.

One stakeholder interviewed thought that CIPI should be transparent with court staff and staff in agencies that refer to CIPI about the eligibility requirement and the levels of service that can be provided to ineligible clients. However, CIPI should also make it clear that CIPI staff will screen the clients and provide at least some assistance to anyone.

Some stakeholders feel that the current approach to dealing with client eligibility is appropriate and is working. Others though, objected to the policy in principle, feeling that anyone who needs assistance should be able to receive full service from CIPI. However, the funding arrangements that support most of CIPI costs at present require that clients be immigrants, refugees or live-in caregivers with a work permit under the live-in caregiver program in order to be eligible – this policy is beyond the control of CIPI.

Staff are satisfied with the current process to screen clients and serve eligible and ineligible clients. They also feel that the new approach of recording the hours of service provided to each group provides more an accurate picture of the actual service rather than just reporting client numbers.

### **5b. How could CIPI improve its model for serving different locations ?**

This evaluation question flows from the third evaluation issue regarding the expansion of CIPI to new locations. The indicator is that stakeholders offer workable suggestions for improving CIPI's model of serving a variety of locations throughout the Lower Mainland and Fraser Valley. Data sources are interview with CIPI staff, court staff and staff of immigrant serving agencies.

### **Results**

Stakeholders interviewed had a number of suggestions for how CIPI could approach service delivery over a wide geographic area. Their ideas included:

- Hiring staff that reside in the communities where CIPI operates, so that service can be provided without the need for travel;
- Provide service to outlying areas by telephone; ensure this aspect of service delivery is promoted and well known; emphasize that telephone service can be provided in a timely way if the worker isn't going to be in the community for some time;
- Be clear about when the CIPI worker will be at each location and remind referring agencies on a regular basis of the schedule;
- Liaise with court even in locations where the service cannot be provided at the court itself;
- Consider the days that court sits for different reasons when deciding the schedule, for example, visit the court on busy remand or first appearance days;
- Increase the hours of service in new sites to create a more established presence in these locations;
- Network with agencies in new locations, and in surrounding communities to form a broader catchment area for the service; come by the agency in person to introduce the program and worker to staff;
- Continue to book client times at new locations by appointment. This ensures that the time available is allocated as fully as possible and everyone can be served without waiting. A drop in system may create confusion and frustration if a worker is present in a location on a limited basis;

- Base all staff in central locations where they are present every day, and serve outlying communities only by telephone. Serving outlying communities in person creates absences at the base sites, which makes it difficult to know for certain where the CIPI worker will be on a given day.

CIPI staff also had suggestions for serving the new locations:

- Increase outreach activities so CIPI is in the community where and when immigrants gather – at temples for example. As these immigrants may not be involved in court cases, focus on providing legal information that may prevent problems from arising;
- Enhance the website to serve people remotely;
- Promote the use of telephone service to provide timely service;
- Increase the hours of service at new location so that the service in these locations is not so limited;
- Do in-person visits to agencies and provide more workshops through these agencies.

### **5c. Do key stakeholders have other suggestions for improvements?**

This question is posed to solicit any other suggestions that stakeholders may have for improving CIPI service delivery. The indicator is that stakeholders offer workable suggestions for improving CIPI. Data sources are interviews with CIPI staff, court staff and staff of immigrant serving agencies.

#### **Results**

Court staff and staff of immigrant serving agencies had the following suggestions for how to improve the CIPI:

- Maintain on-going publicity and promotion, with both the general public and with agencies. This creates awareness of the program that leads to word of mouth promotion within the immigrant community;
- Increase staff hours to increase capacity to serve additional clients;
- Coordinate staff days available in various court locations with the court schedule;
- Liaise with the court manager in each location regarding how referrals are to be made;

- Provide cards that court staff can hand out with CIPI phone number, days of work, and address if not located at the court registry. The cards should be printed in the language of the CIPI worker that serves the particular location;
- Attend Court Users meetings to meet other court workers, court staff and representatives of the local bar and educate them about CIPI;
- Ask if CIPI pamphlets can be displayed at the court;
- Do workshops for court staff on a regular basis to educate new staff who are always coming on.

CIPI staff had the following suggestions:

- Provide training for CIPI staff in legal topics, court rules, listening skills and how to handle conflicts (serving both parties). Training opportunities to date have been limited and this suggestion was made by all CIPI workers interviewed;
- Ensure that the training is on-going so that workers stay up to date as the law changes;
- Hire workers who speak additional languages (Korean, Farsi, Filipino, Russian) as there are clients who speak these languages who need assistance;
- Create a “brand” for CIPI so that it is more readily recognized; perhaps change the title of the worker position to something more descriptive and meaningful;
- Consider expansion to other locations where Justice Education Society has offices;
- Devote one person to outreach activities with the use of translators so they can reach more immigrant communities (not all staff are comfortable doing outreach);
- Spend less time travelling;
- Increase hours of service at Surrey and Main Street;
- Develop resources on specific legal topics that can be used as presentation tools for workshops;
- Provide workshops to ESL classes;
- With additional funding, add one more staff position to serve Robson Square and New Westminster on a more frequent basis, as Justice Education Society does have office space at these courts to serve clients;
- Adjust one-to-one client service targets to allow time for staff training and program planning.

## ***CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS***

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CIPI is well established in two court locations and provides services to thousands of clients each year. It is largely meeting its service targets and has successfully changed its practice to focus its service on clients who are eligible for its service. CIPI does however face challenges in delivery of service at its new locations and has yet to create an awareness of the program at courts in these locations. This Chapter reviews the conclusions of the evaluation and outlines recommendations for CIPI in the future.

### **Conclusions**

The CIPI delivers the anticipated client services and workshops activities:

- CIPI is very close to achieving its target of providing one-to-one service to 6,000 clients per year.
- Collectively CIPI workers conduct an average of 6 to 7 workshops, court orientations and outreach activities per month, to immigrants, legal professionals, other agencies and teachers and students. While a high number of immigrants and staff of other agencies attend CIPI workshops, events aimed at legal professionals have been provided only occasionally.
- The CIPI website has frequent visitors but the toll free telephone line is seldom used.

CIPI has recently achieved its targets for serving eligible clients, but most referring agencies and courts are largely unaware of these requirements:

- The proportion of CIPI clients who are eligible for the service has increased steadily and CIPI is currently meeting its targets regarding eligible clients.
- CIPI eligibility requirements are not known by court staff, and immigrant serving agency staff have a limited understanding of the requirements. Promotional materials suggest, but do not explain, that eligibility requirements exist.

- Where referrals are made to CIPI, the referring agency generally does not attempt to ensure that the client who is being referred is eligible for service. CIPI staff prefer to screen clients themselves as they can and do provide some service to clients who are ineligible.
- The screening process used by staff to determine which clients are eligible for service has been applied more consistently with time and now, most clients are screened.
- When someone is not eligible for service, the CIPI worker provides a short service only, answering a few questions and providing a referral to another service that is able to assist that person. Most of those interviewed (of those who had an opinion) indicated that this is a reasonable approach to take.

Client numbers at new CIPI sites have been quite limited due to a variety of factors:

- Scheduled in-person service is currently being provided by CIPI workers in five out of six locations, with 94% of clients served at the two original locations, Main Street and Surrey. Client numbers at new locations have not increased significantly since service started in these locations in 2009.
- CIPI is not well known by court registry managers in the new locations. Immigrant serving agencies in these communities had a better awareness of CIPI but some were uncertain of important details such as when the CIPI worker is in their area. Both groups however support CIPI's mandate and expressed willingness to support the program with client referrals and other ways if possible.
- Court managers in the new sites perceive a need for CIPI services. Court data on requests for interpreters (in criminal matters only) indicate a lower demand at the new locations compared to the original CIPI sites. CIPI staff also note that the court registries at the new sites are not as busy as at the original sites.
- The service delivery strategy for the new locations may itself contribute to low client numbers in these locations. CIPI service hours are very low, which makes it difficult for the program to become established in these communities. In two out of the four new sites, CIPI lacks office space at the courts, which puts CIPI workers at a distance from its primary target group. The time required to travel to Richmond and Abbotsford takes away from client service hours.

For all of these reasons, it is difficult to know whether the demand that does exist for CIPI services has been fully felt by the program.

## **Recommendations**

The evaluation conclusions outlined above indicate that CIPI has processes in place that are working to ensure that eligible clients are served, and in the original locations, much one-to-one service is provided. Outreach and workshop provision, with some exceptions, appear to be working as well. The following recommendations are offered for the consideration by the project funders and Justice Education Society as potential ways to improve other areas of CIPI:

1. Increase liaison with courts in all locations. Ensure that each court manager knows about the program. Work with them to develop a strategy to inform other court staff about CIPI and explore the potential for other ways that the court can support provision of CIPI services. Ask to attend Court Users meeting to introduce CIPI to court staff and other users. Provide workshops about CIPI for court staff regularly, to maintain awareness of CIPI as court staff turnover and maintain liaison with court managers.
2. Explain CIPI eligibility requirements to court managers and referring agencies. Transparency about these requirements will help referring agencies to understand that not all of their clients may receive a full service from CIPI, and the reason why. This will help to create realistic expectations about the services that CIPI is able to provide. Take care to emphasize that CIPI will continue to screen clients for eligibility and will provide short services to ineligible clients.
3. Consider seeking funds from sources that would support service to ineligible clients. While CIPI is reaching its targets in this area, it would be appropriate to have a margin of funding to support service to ineligible clients.
4. Increase liaison with immigrant serving agencies. While some agency staff (interviewed for this evaluation) know about CIPI and make referrals to the program, it is not clear that other staff in these agencies also know about CIPI. Create a schedule to visit the Executive Directors of individual agencies in their

offices, to promote awareness of the program and what CIPI can offer clients. Repeat liaison activities annually to build and sustain awareness of CIPI.

5. Create business cards or one page pamphlets with CIPI phone numbers for court staff and immigrant serving agencies to hand out to clients who seem like they could benefit from CIPI services. Visit courts frequently to replenish supplies.
6. Revise staff record keeping practices. Retain data regarding client service and activities at daily level. As keeping paper records may create a burden or result in confidentiality problems, create a simple electronic template that can be completed daily that rolls up to monthly and quarterly statistics. This ensures that detail will not be lost, and questions that are raised about activity at a monthly or finer level can be answered. This practice could also give managers more timely information about the trends in the program, allowing for earlier corrective action should problems be identified.
7. Change service delivery at new locations. CIPI managers and funders should consider pursuing one of the following two options:
  - First option: Add sufficient resources to the program so that CIPI can be offered on a more frequent basis at the new sites. One day per week is suggested as a minimum needed to create an established presence in any location. If this option is to be pursued, it is recommended that CIPI first liaise with the local court manager to determine the best times to be available and ways for CIPI to support immigrants going to court. It is also recommended that CIPI hire local employees, who do not have lengthy travel times, on a six month contract initially to provide this service at the new sites, or that CIPI contracts with a local agency to provide the service on a six month trial basis. Because the true level of demand for CIPI services could not be definitively determined through this evaluation and remains uncertain, it is recommended that progress in achieving a client and referral base at new locations be monitored for six months; if significant client numbers have not developed after six months at any given location, CIPI should consider ceasing operations there. This option should only be considered if additional resources can be invested in added staff time, so as to not dilute the established services at Main Street and Surrey where presence and demand are clearly established.

- Second option: Stop providing in-person service to one or more of the new locations. It is doubtful that a truly established presence can be created by providing half day service once or twice a month, and the time lost to travel for Richmond and Abbotsford is nearly equal to the hours of service actually provided in these locations. An alternative to in-person service would be to provide service over the phone to people living in outlying communities (not restricted to the four new sites). Staff serve many clients by phone now; actively promoting telephone service could result in more clients overall being served, as staff would not have the need to travel.
8. Enhance staff training. All staff interviewed suggested that they would benefit from training opportunities, which have been limited to date. In order to provide clients with accurate legal information and assistance with court processes, it is essential that staff have knowledge of changes in the law, court rules and forms. Therefore an on-going training program should be created and followed. Participation in Court Users committees will help staff stay informed of changes at each registry.