

TALKING ACCESS & EQUITY:

A Profile of City of Toronto Residents Who Speak Neither Official Language

July, 2018

ABOUT SOCIAL PLANNING TORONTO

Social Planning Toronto is a non-profit, charitable community organization that works to improve equity, social justice and quality of life in Toronto through community capacity building, community education and advocacy, policy research and analysis, and social reporting. Social Planning Toronto is committed to building a “Civic Society” one in which diversity, equity, social and economic justice, interdependence and active civic participation are central to all aspects of our lives - in our families, neighbourhoods, voluntary and recreational activities and in our politics.

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CITY OF TORONTO RESIDENTS WHO SPEAK NEITHER OFFICIAL LANGUAGE:

BY THE NUMBERS

POPULATION SIZE

- 132,765 people
- 4.9% of Toronto's population
- Toronto has the second highest percentage of residents who do not speak English or French among the Greater Toronto and Hamilton Area regional municipalities – second to York Region at 5.6%

GENDER

- 59.9% are women and girls (while women and girls make up only 51.9% of Toronto's overall population)

AGE

- 44.6% are seniors, aged 65 and over (while seniors make up only 15.6% of Toronto's overall population)
- 27.6% are 75 years of age and over (while older seniors make up only 7.4% of Toronto's overall population)
- 9.6% are under age 5 (while young children make up only 5% of Toronto's overall population)

RACE

- Three-quarters are members of racialized groups

PERIOD OF IMMIGRATION

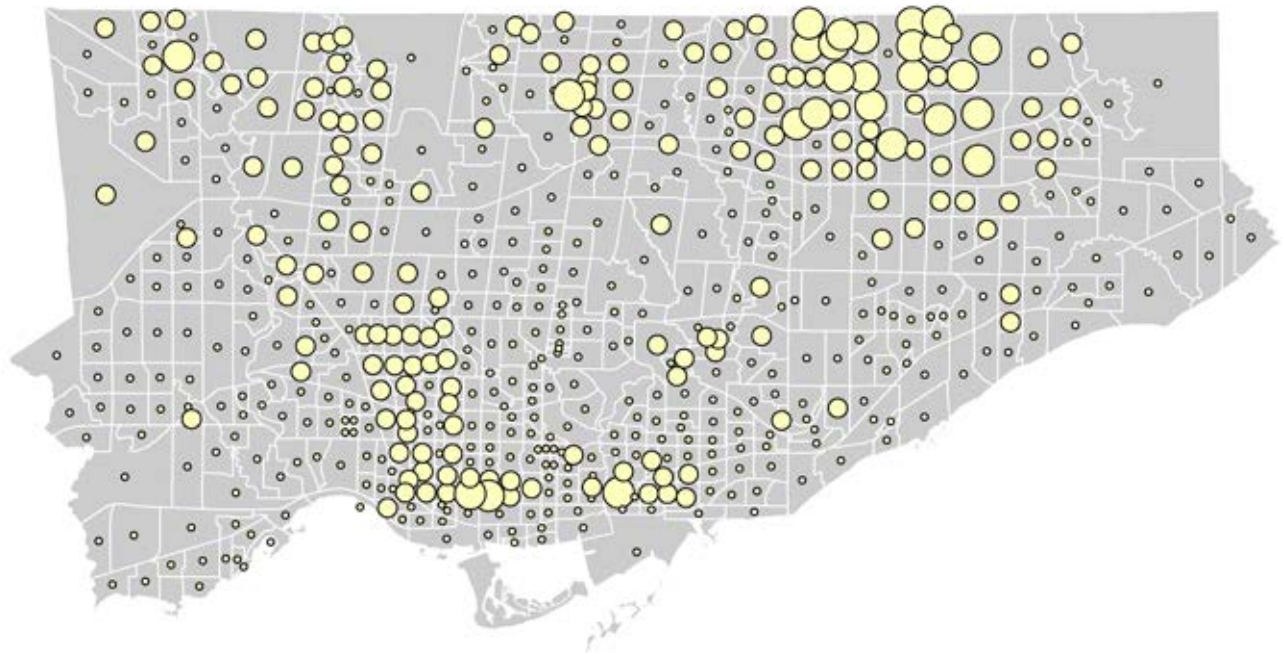
- 18% are recent immigrants who gained their Permanent Resident status between 2011-2016; 82% immigrated prior to 2011
- 10.8% of recent immigrants do not speak English or French

INCOME & EMPLOYMENT

- 35.7% live in poverty compared to 20.2% of Toronto's overall population
- 11.4% who are in the labour force are unemployed compared to 8.2% of Toronto's overall population
- 61.3% who are employed have part-time and/or part year work compared to 50.1% of Toronto's overall population

GEOGRAPHY

- Residents without official-language skills are concentrated in various areas of the city, particularly in areas where their mother tongue is commonly spoken
- Over 30,000 individuals who do not speak English or French live in the northwest area of Scarborough



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EXECUTIVE SUMMARY

The city of Toronto is home to a large and diverse population speaking more than 200 different languages. According to the 2016 census, over 130,000 individuals living in Toronto are unable to have a conversation in English or French. Toronto residents without official-language skills make up 4.9% of the city's population.

Talking Access & Equity: A Profile of City of Toronto Residents Who Speak Neither Official Language

delves into the demographics of this population, considers policy and program implications and makes recommendations to support the social, cultural and economic inclusion of these residents. It is the third report in Social Planning Toronto's census research series.

BACKGROUND

Residents without official-language skills enter Canada through three main immigration classes: as individuals sponsored by family members who are Canadian citizens, as partners or children of immigrants who are admitted under the economic class (where the principal applicant meets admission criteria related to their education and employment qualifications and usually speaks one of the official languages), and as Convention Refugees fleeing situations of violence and persecution in their country of origin.

In Toronto, residents who do not speak English experience significant barriers to participating in community and civic life, accessing public and community services, finding employment, and achieving a decent standard of living.

This report draws upon census data from the past twenty years, including extensive use of the most recent census conducted in 2016 to create a socio-demographic profile of city of Toronto residents who speak neither official language.

KEY FINDINGS

- Toronto is home to a diverse group of residents who speak neither official language
 - Women and seniors are significant subgroups of this population
 - Residents with a Chinese mother tongue make up a significant subgroup of this population
 - Residents who do not speak either official language tend to live in areas where their mother tongue is commonly spoken
 - Residents who do not speak either official language have a high poverty rate
 - Residents who do not speak either official language have a high unemployment rate, and most of those
-

with paid employment lack full-time, full-year work

This report examines barriers that residents face in accessing English as a Second Language instruction, linguistically- and culturally-appropriate services, and professional interpretation services.

RECOMMENDATIONS

Our recommendations focus on:

- Improving access to appropriate & effective language instruction
 - Reducing barriers to community and public service access
 - Meeting the needs of linguistically-diverse seniors
 - Ensuring that city plans and strategies address the cultural and linguistic needs of residents who do not speak English
 - Conducting further research to better understand the diverse needs of this population
-

INTRODUCTION

The city of Toronto is home to a large and diverse population who speak more than 200 different languages.¹ Its immigrant communities have played a major role in the city's history and growth and have shaped Toronto as a dynamic urban centre attracting newcomers from countries and regions around the globe. While most Toronto residents speak English or French, the latest census data show that over 130,000 individuals, or 4.9% of the population, are not able to have a conversation in either official language.²

Many Toronto residents who do not speak English experience significant barriers to participating in community and civic life, accessing public and community services, finding employment and achieving a decent standard of living. As a result, our communities and city are deprived of the full social, cultural and economic contributions of these residents.

A. CONNECTING & PARTICIPATING IN COMMUNITY AND CIVIC LIFE

An ability to speak a common language is essential for individuals to connect, feel a sense of belonging, form relationships, and participate in community and civic life. Research has demonstrated that many people with language barriers experience social isolation in the broader society and sometimes within their own

families where the younger generation speaks one language and the older generation speaks another.³ Linguistic and social isolation go hand-in-hand, undermining mental health and wellbeing and presenting barriers to successful settlement for immigrants.

Language barriers can limit people's opportunities to be active in their communities. National data show that people who speak a non-official language most often at home are less likely to attend or participate in a community meeting, engage in volunteer work or hold a membership in a group or organization.⁴ Related research finds that immigrants with a non-official mother tongue who arrived in Canada at age 25 or older have lower rates of sports club or team membership and participation in charitable organizations, service agencies or service clubs compared to immigrants with English or French as a mother tongue and people born in Canada.⁵

Volunteer and philanthropic organizations identify limited English and/or French language skills as a barrier to volunteering.⁶ However, ethno-specific and immigrant organizations do provide important opportunities for engagement where residents whose mother tongue is neither English nor French are more likely to volunteer.⁷

1 <https://elalliance.com/toronto-languages/>

2 Statistics Canada, 2017a

3 Nawyn, Gjokaj, Agbényiga & Grace, 2012

4 Baer, 2008

5 Boyd, 2009

6 Hall, McKechnie, Davidman & Leslie, 2001

7 Boyd, 2009

Individuals who lack official-language skills also face barriers to participating in the political and civic life of the city. Residents who do not speak English may have difficulty finding out how our government bodies work, the role of elected representatives, and the avenues for making change in their communities. Language barriers make it more challenging for residents to gain comfort and experience in civic engagement, undermining their political voice.

Language barriers can also directly impact a person's ability to become a Canadian citizen and gain the right to vote in elections. Residents under the age of 55 are required to complete a language test demonstrating a level of English or French language fluency in order to become a citizen.

Access to English as a Second Language (ESL) instruction plays a key role in facilitating the civic engagement of immigrant communities and supporting access to Canadian citizenship. Many ESL classes include discussions about Canadian systems of government and civic life that support resident engagement. At the same time, as will be discussed in this report, immigrants who become Canadian citizens are not eligible for ESL instruction delivered through the federally funded Language Instruction for Newcomers to Canada (LINC) program, leaving many people with a difficult choice between becoming a citizen or continuing to learn English through their LINC class.

Even when immigrants gain citizenship, national data suggest that language can still act as a barrier for new Canadians to exercise their right to vote. Research shows that those with a non-official mother tongue are less likely to cast a ballot in federal, provincial and municipal elections compared to immigrants whose mother tongue is English or French and people born in Canada.⁸ Multilingual community initiatives focused on newcomer and immigrant communities can help reduce barriers and facilitate greater civic participation.

B. ACCESSING PUBLIC AND COMMUNITY SERVICES

Access to public and community services is critical for every resident and essential to the settlement process for newcomers. Language barriers present significant challenges for immigrant and newcomer access to these services, including health and mental health services, settlement services, long-term care and legal supports.^{9, 10, 11, 12}

A scoping review on the experiences of Chinese immigrants accessing health care in Canada determined language to be the most important barrier to accessing health care.¹³ Research with various immigrant groups shows that newcomers with language barriers have less access to primary

⁸ *ibid.*

⁹ Kalich, Heinemann & Ghahari, 2016

¹⁰ Durbin, Sirotych & Durbin, 2016

¹¹ Lo, Wang, Wang & Yuan, 2007

¹² City of Toronto, Long-Term Care Homes & Service, 2016

¹³ Kalich, Heinemann & Ghahari, 2016

and preventative health care.¹⁴ Language barriers, if not addressed, can undermine or inhibit informed consent which is central to appropriate, effective and person-centred health care and essential from a human rights perspective.^{15, 16} Lacking official-language proficiency makes it difficult for immigrants to navigate the health care system or understand information about public programs designed for them and their families.¹⁷ These residents are more likely to have trouble comprehending details regarding medical situations, instructions and other critical information provided by their health professionals, and are more likely to experience confusion about, or bad reactions to their medication.¹⁸

Lack of official-language proficiency can contribute to depression and isolation and compound poor mental health. Linguistic barriers can be especially problematic for accessing mental health diagnoses and supports, as those rely less on objective testing and more on communication between people and their care providers.¹⁹

According to a scoping research review, health care professionals and policymakers recognize language barriers as a significant obstacle to self-advocacy, which they described as a necessary skill for navigating Canada's health care system. They recognized that immigrants face structural barriers to accessing health care and the necessity

of integrating supports to reduce these barriers.²⁰ Accessing programs and supports for specific and complex conditions in the Canadian health care system can require self-advocacy skills from the patient, making it difficult to access care overall. Language barriers and limited access to information about available supports can pose a serious threat to non-English speaking immigrants in Toronto who require specialized health care.

Residents with language barriers not only face greater obstacles to accessing health services but may also be in greater need of these services. For example, in the GTA, seniors whose mother tongue is English are more likely to report excellent or very good general health compared to seniors with a non-English mother tongue.²¹ Self-reported health is associated with several objective measures of health. Despite poorer self-reported health, seniors whose mother tongue is not English face greater barriers to health care access.²²

Research also underscores the increased vulnerability that some residents experience who do not speak an official language. For seniors facing elder abuse and women experiencing intimate partner violence, access to culturally- and linguistically-appropriate services are critical.^{23, 24} Lack of action to address language barriers can compromise personal safety and endanger lives.

14 Khandor & Koch, 2011

15 Alaggia, Maiter & Jenney, 2017

16 Hyman, 2009

17 Murphy Kilbride, Tyyskää, Ali & Berman, 2008

18 Wilson, Chen, Grumbach, Wang & Fernandez, 2005

19 Durbin, Sirotich & Durbin, 2016

20 Kalich, Heinemann & Ghahari, 2016

21 Um & Lightman, 2017

22 Kalich, Heinemann & Ghahari, 2016

23 Alaggia, Maiter & Jenney, 2017

24 Podnieks, 2008

Studies have also documented the difficulties that immigrants with language barriers face in accessing settlement services, long-term care and legal supports.^{25, 26, 27} For example, research has documented that despite the dramatic growth in the older seniors population, and continued projected growth in this population, the number of long-term care beds across Ontario, and particularly, in Toronto, is inadequate.²⁸ For linguistically-diverse seniors in the GTA in need of long-term care, the situation is even worse with longer wait times for this population.²⁹

C. ATTAINING EMPLOYMENT & A DECENT STANDARD OF LIVING

Research studies have also documented significant employment barriers and economic hardships faced by residents who lack official-language skills. Longitudinal research on immigrants to Canada demonstrates that English language proficiency, particularly high levels of English language skill, is not only associated with higher employment rates but also greater chances of acquiring a high-skilled job, a position in the person's field, a position similar to that held prior to immigrating to Canada, a position related to their education and training, and a job that garners a higher hourly wage.³⁰

Studies also demonstrate the economic benefit for immigrants with official-language proficiency. For immigrants entering Canada as principal applicants

in the economic class category (i.e. skilled workers and business professionals), having official-language skills was one of the best predictors of annual earnings in the first two years after arrival.³¹ While these language skills were less predictive of earnings in the long-term, principal applicants with higher educational attainment garnered a much greater economic return from their education when they had strong rather than weak official-language skills. These researchers also found that working-age immigrants who arrive in Canada at an older age tend to have lower annual incomes than those who arrive at a younger age. However, age at entry to Canada was not negatively associated with earnings for principal applicants who had English or French as a mother tongue.

National data on residents who use a non-official language at work show lower incomes and poorer employment outcomes for these workers. As a group, these workers have lower incomes and higher unemployment and poverty rates, work in a smaller range of industries and occupations, occupy jobs that require less formal training, are more likely to hold part-time jobs and have fewer opportunities to utilize their educational qualifications.³² The poorest outcomes are shown for workers who only use a non-official language at work. Limited formal education may, in part, play a role in the employment and income circumstances of residents who use a non-official language at work.³³

25 Lo, Wang, Wang & Yuan, 2007

26 Um, 2016

27 Cohl & Thomson, 2008

28 Desta & Wilson, 2017

29 Um, 2016

30 Grondin, 2007

31 Bonikowska, Hou & Picot, 2015

32 Thomas, 2009

33 *ibid.*

While official-language proficiency is not a cure-all for the marginalization and disadvantage that many immigrants experience³⁴, it is an important contributor to improving the income security and employment outcomes of immigrants.

Effective plans, policies and programs are necessary to support the social, cultural and economic inclusion of residents who experience language barriers. This report delves into the demographics of city of Toronto residents who do not speak either official language, considers the program and policy implications, and makes recommendations to address challenges faced by this population.

Talking Access & Equity: A Profile of City of Toronto Residents Who Speak Neither Official Language is the third report in Social Planning Toronto's census profile series. As a companion piece to this report, Social Planning Toronto created the ***Toronto Language Map***, an online interactive map that allows users to explore Toronto's evolving linguistic diversity over the past decade. Using 2006, 2011 and 2016 census data, the Toronto Language Map reveals the changing linguistic makeup of the city based on the languages that residents speak most often at home. The map is available at www.socialplanningtoronto.org.

34 Experiences of discrimination and racism, including language- and accent-related discrimination are well documented, as well as the significant barriers that many internationally-trained immigrants face in having their credentials recognized in Canada. For example, see Ibrahim, 2018; Munro, 2003; Environics Research Group, 2014.

METHODS

This report draws upon census data from the past twenty years, including extensive use of the most recent census conducted in 2016. This data was used to develop a profile of city of Toronto residents who do not speak English or French. A variety of socio-demographic variables were used including language measures (knowledge of official languages and mother tongue), socio-demographic variables (gender, age, period of immigration, visible minority status, lone parent status), and labour and income measures (unemployment rate, employment type, and low-income rate). Data was accessed through two sources: the Statistics Canada website (www.census.gc.ca) and the Community Data Program (www.communitydata.ca).³⁵

According to Statistics Canada, “knowledge of official languages” refers to whether a person can conduct a conversation in either, both, or neither of the official languages, English and French. For children who have not yet learned to speak, this definition includes the language the child is being taught to speak at home.³⁶

This report focuses on residents who identify as having “knowledge of neither of the official languages”. Throughout the report, we use the

following terms interchangeably to refer to this population: residents and populations that “report not being able to have a conversation in English or French”, “report not being able to have a conversation in either official language”, “do not speak English or French”, “do not speak either official language”, “have knowledge of neither official language” and “lack official-language skills”.

Using data about knowledge of official languages, this report focuses on one important group of residents that experience language barriers in Toronto. However, many Toronto residents who are able to have a conversation in at least one official language may experience language barriers, to varying degrees, and also require programs and services to address these barriers. As well, Toronto residents who speak French only also experience language barriers as minority official-language speakers.³⁷

The report concludes with a discussion of key findings, policy and program implications, and recommendations for change.

35 The Community Data Program supports data access and capacity building in data utilization for member organizations including public, nonprofit and community sector organizations across Canada. It is coordinated by the Canadian Council on Social Development. Social Planning Toronto is a member organization and participant in the Toronto consortium led by the City of Toronto. For more information: www.communitydata.ca

36 Statistics Canada, 2017b

37 According to the 2016 census, 2,725 Toronto residents can have a conversation in French but not English. Francophones in Toronto who are unable to speak English are likely to experience some of the same barriers as the population who speak neither official language.

FINDINGS

A. KNOWLEDGE OF OFFICIAL LANGUAGES

As shown in Figure 1, 648,970 (1.9%) people in Canada report being unable to conduct a conversation in either English or French in their daily lives according to the 2016 census. One in five (132,765, 20.5%) of these residents live in the city

of Toronto. The number of people with knowledge of neither English nor French has increased by more than 175,000 people in Canada and by more than 80,000 in Ontario since 1996. However, as a percentage of the overall population, national and provincial rates have only fluctuated slightly over the past two decades.

Figure 1. Population Who Speak Neither Official Language, 1996-2016



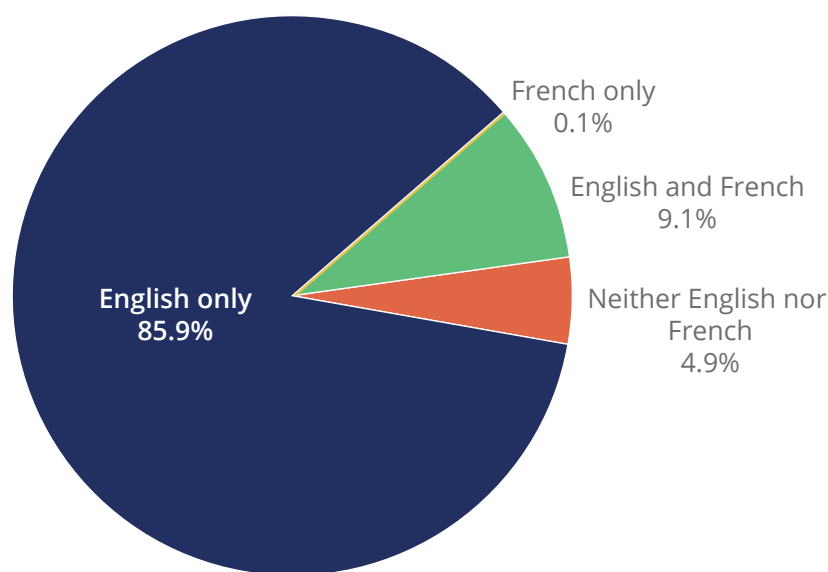
Source: Statistics Canada, 1996-2016 Censuses

According to the 2016 census, 132,765 residents in the city of Toronto, 4.9% of the city's population, report not being able to have a conversation in English or French. The number of Torontonians with knowledge of neither English nor French is almost 10,000 fewer in 2016 compared to 1996 with a decrease in the percentage of residents who do not speak either official language as well.³⁸

However, Toronto's percentage of residents who do not speak English or French has consistently remained above national and provincial rates for the past twenty years.

As shown in Figure 2, 85.9% of Torontonians speak English only, 0.1% speak French only, 9.1% speak English and French, and 4.9% speak neither English nor French according to the 2016 census.³⁹

Figure 2. Population by Knowledge of Official Languages, City of Toronto, 2016



Source: Statistics Canada. 2017. *Toronto, CDR [Census division], Ontario and Ontario [Province] (table). Census Profile. 2016 Census.* Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017. <http://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E> (accessed March 26, 2018).

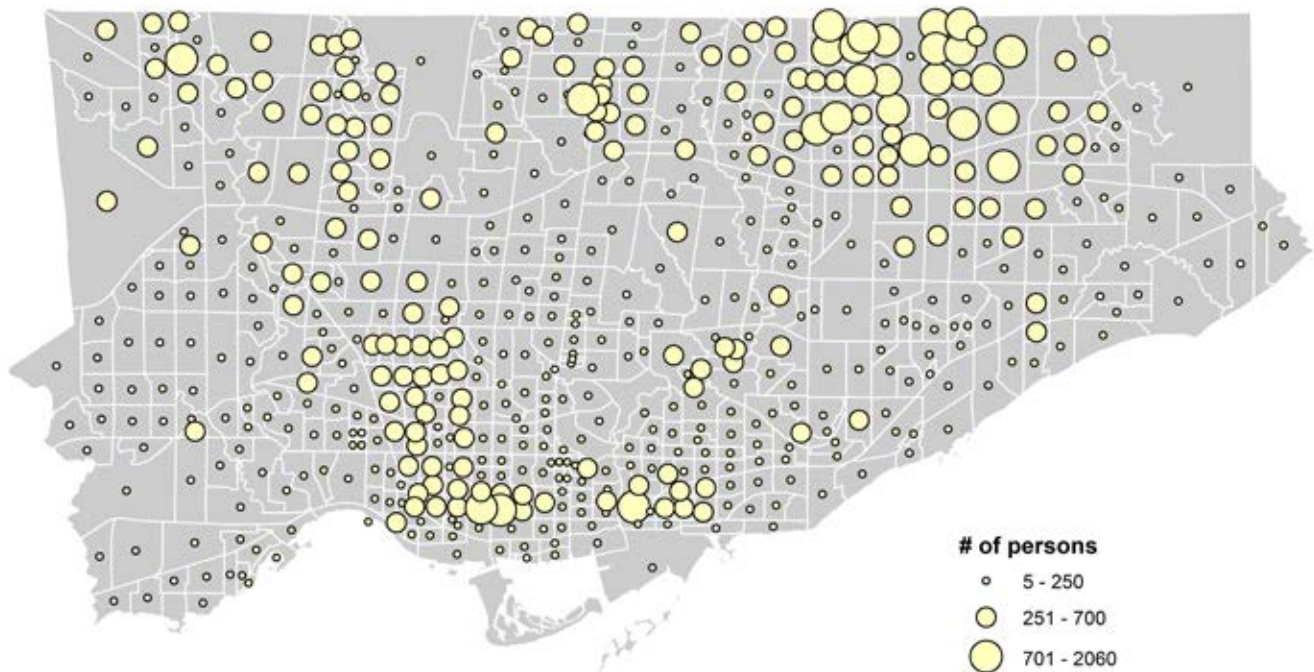
³⁸ In the past 20 years, Toronto CMA's (i.e. region) share of residents who speak neither official language has remained about the same (40.4% lived in Toronto CMA in 1996 and 39.9% in 2016). However, the city of Toronto's share has declined from 30.1% in 1996 to 20.5% in 2016 (i.e. a greater share is living in other parts of the region).

³⁹ Categories refer to knowledge of official languages only. Residents reporting "English only", "French only" and "English and French" may speak languages other than English and French as well.

Among the six regional municipalities in the Greater Toronto and Hamilton Area, Toronto's percentage ranks second after York Region (5.6% of York Region residents do not speak either official language).⁴⁰ Peel Region stands at 4%⁴¹ followed by Hamilton at 1.8%⁴², Halton at 1.3%⁴³ and Durham at 0.8%.⁴⁴

Figure 3 shows that populations without conversational English or French mostly reside in the west end of North York, throughout the former city of York, in the old City of Toronto, and in northwestern Scarborough.

Figure 3. Population Who Speak Neither Official Language by Census Tract, City of Toronto, 2016



Source: Statistics Canada. 2017. *Census Profile, 2016 Census*. [by census tract]. Statistics Canada Catalogue no. 98-316-X2016001

40 Statistics Canada, 2017c

41 Statistics Canada, 2017d

42 Statistics Canada, 2017e

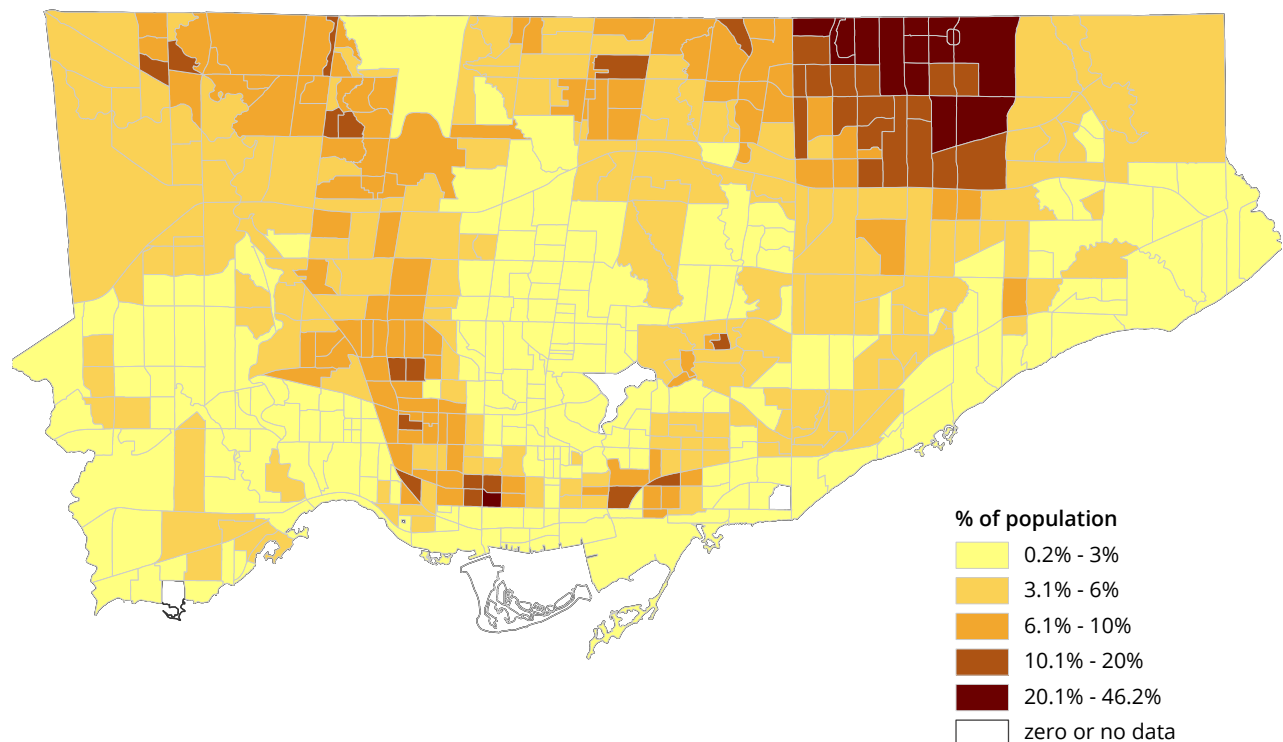
43 Statistics Canada, 2017f

44 Statistics Canada, 2017g

Figure 4 shows the concentration of the population with knowledge of neither official language by census tract. Sixteen census tracts have one in five to nearly one in two residents who do not speak either official language with most of those areas

located in the northwest corner of Scarborough and a few scattered across the downtown and in north Etobicoke. These areas will be explored further in the report.

Figure 4. Percentage of Population Who Speak Neither Official Language by Census Tract, City of Toronto, 2016



Source: Statistics Canada. 2017. *Census Profile, 2016 Census*. [by census tract]. Statistics Canada Catalogue no. 98-316-X2016001

B. MOTHER TONGUE LANGUAGES FOR POPULATION WHO SPEAK NEITHER OFFICIAL LANGUAGE

Among Toronto residents who speak neither English nor French, 99.6% reported having a single mother tongue and 0.4% reported having more than one mother tongue. Using single responses only, Figure 5 shows the top mother tongue languages of Toronto residents who do not speak English or French.⁴⁵ Cantonese, Mandarin, Portuguese, Italian, Spanish, Tamil and Vietnamese speakers represent almost two-thirds of Toronto residents with knowledge of neither official language. A total of 43.5% of Toronto residents who do not speak an official language reported a Chinese language as their mother tongue.

Among the population with knowledge of neither official language, female residents outnumber males overall and in each of the top mother tongue language groups.⁴⁶ Among Toronto residents with knowledge of neither official language, 59.9% are female.⁴⁷ The ratio of female residents to males is highest for the following mother tongue groups: Bengali (71.4% female), Tamil (68.3%), Urdu (66.4%), Gujarati (66.4%), Vietnamese (65.8%),

Italian (65.6%), Punjabi (65.6%), Chinese, not otherwise specified⁴⁸ (65%), Russian (64.9%) and Polish (64.8%).

Further analysis using 2016 census data reveals that female residents make up a larger part of the group who do not speak either official language than would be expected given their numbers in the overall population. This is true across various mother tongues and age groups.

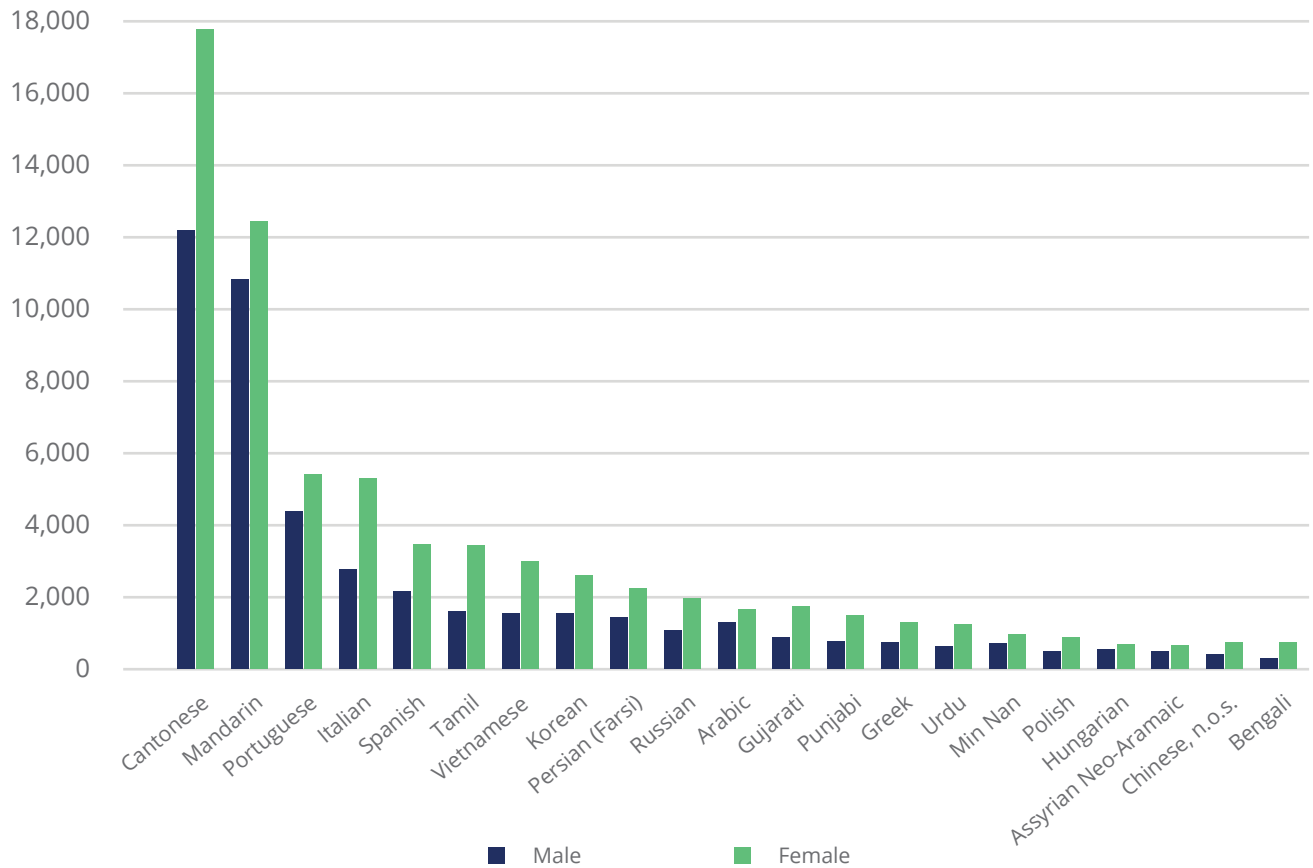
45 The data shown represent 88% of Toronto residents with knowledge of neither English nor French. A total of 12% have another mother tongue language not listed.

46 Census data is limited as it only records gender as male and female and does not reflect the full range of gender identities in the population.

47 Statistics Canada, 2017a

48 Chinese “not otherwise specified” includes Chinese languages other than Cantonese, Mandarin, Hakka, Min Dong, Min Nan and Wu. It can also include individuals who indicated that their mother tongue is “Chinese” without reporting a specific Chinese language.

Figure 5. Population Who Speak Neither Official Language by Gender and Mother Tongue, City of Toronto, 2016



Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054. Note: Min Nan is a Chinese language with dialects including Chaochow, Teochow, Fukien and Taiwanese. Chinese, n.o.s. refers to Chinese languages that were “not otherwise specified” (i.e. Chinese languages other than Cantonese, Mandarin, Hakka, Min Dong, Min Nan and Wu; It can also include individuals who indicated that their mother tongue is “Chinese” but did not provide a specific Chinese language).

Figure 6 shows the percentage of each mother tongue group that does not speak either official language. Mother tongue groups with the highest proportions of individuals who do not speak either official language are shown.

Among mother tongue groups, Min Nan (which includes Chaochow, Teochow, Fukien and Taiwanese) had the largest proportion of residents who did not speak either official language. However, this was a relatively small group including only 1,655 residents with knowledge of neither official language. More than one in four residents from the Cantonese mother tongue group and more than one in five from the Assyrian Neo-Aramaic and Mandarin mother tongue groups did not speak English or French. Similar to the Min Nan group, the Assyrian Neo-Aramaic group was relatively small with only 1,150 people who did not speak either official language. In contrast, the Cantonese and Mandarin groups comprised the two largest populations with knowledge of neither official language including a total of 53,270 individuals. Almost one in four (23.4%) residents with a Chinese mother tongue language did not speak English or French.

Assyrian Neo-Aramaic is commonly spoken in parts of Iran, Iraq, Syria and Turkey.⁴⁹

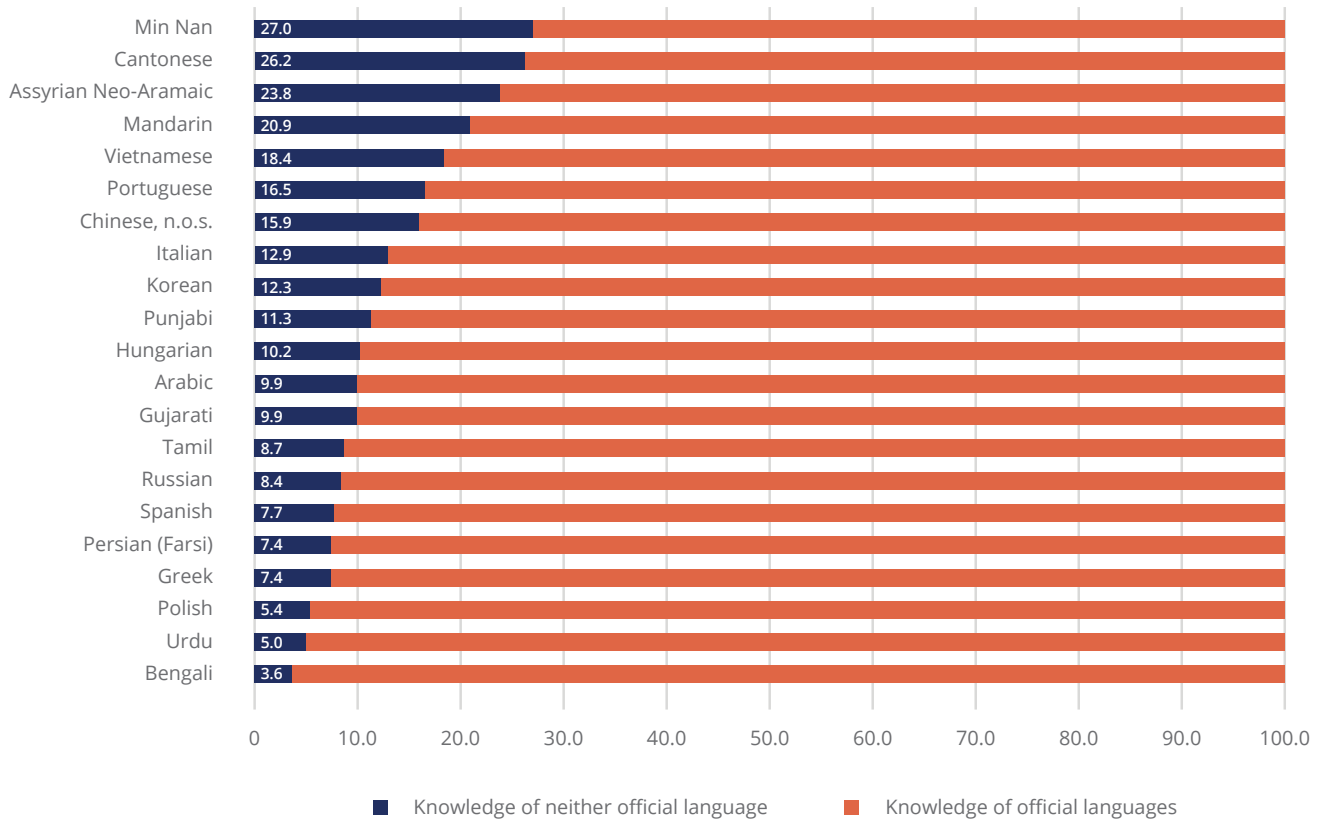
In Figure 7, the red bars show the percentage of Toronto residents whose mother tongue is not English or French by mother tongue. The yellow bars show the percentage of Toronto residents who do not speak either official language by mother tongue.

Cantonese and Mandarin speakers make up the largest mother tongue groups for both of these populations. This graph also shows that Cantonese and Mandarin speakers make up a much larger part of the population who do not speak English or French than would be expected based on their numbers in the overall population.

Cantonese speakers make up 22.7% of Toronto residents who do not speak either official language but only 9.7% of Toronto residents whose mother tongue is not English or French. Similarly, Mandarin speakers make up 17.6% of Toronto residents who do not speak either official language but only 9.4% of Toronto residents whose mother tongue is not English or French.

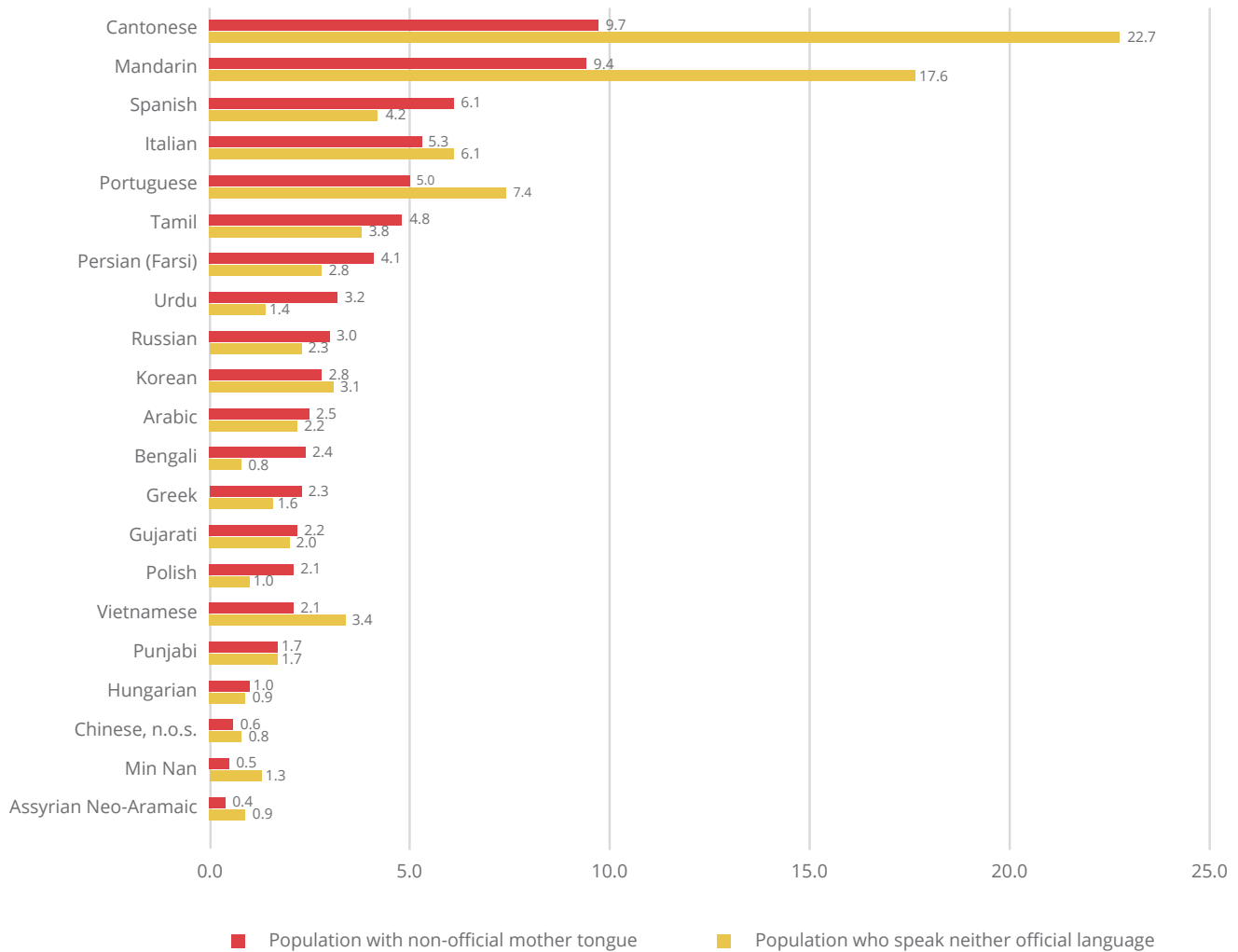
49 www.omniglot.com

Figure 6. Percentage of Population Who Speak Neither Official Language for Selected Mother Tongue Groups, City of Toronto, 2016



Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

Figure 7. Population with a Non-Official Mother Tongue Language and Population Who Speak Neither Official Language by Mother Tongue, City of Toronto, 2016



Source: Statistics Canada. 2017. *Toronto, CDR [Census division], Ontario and Ontario [Province] (table)*. Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017.
<http://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E> (accessed March 6, 2018).
 Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

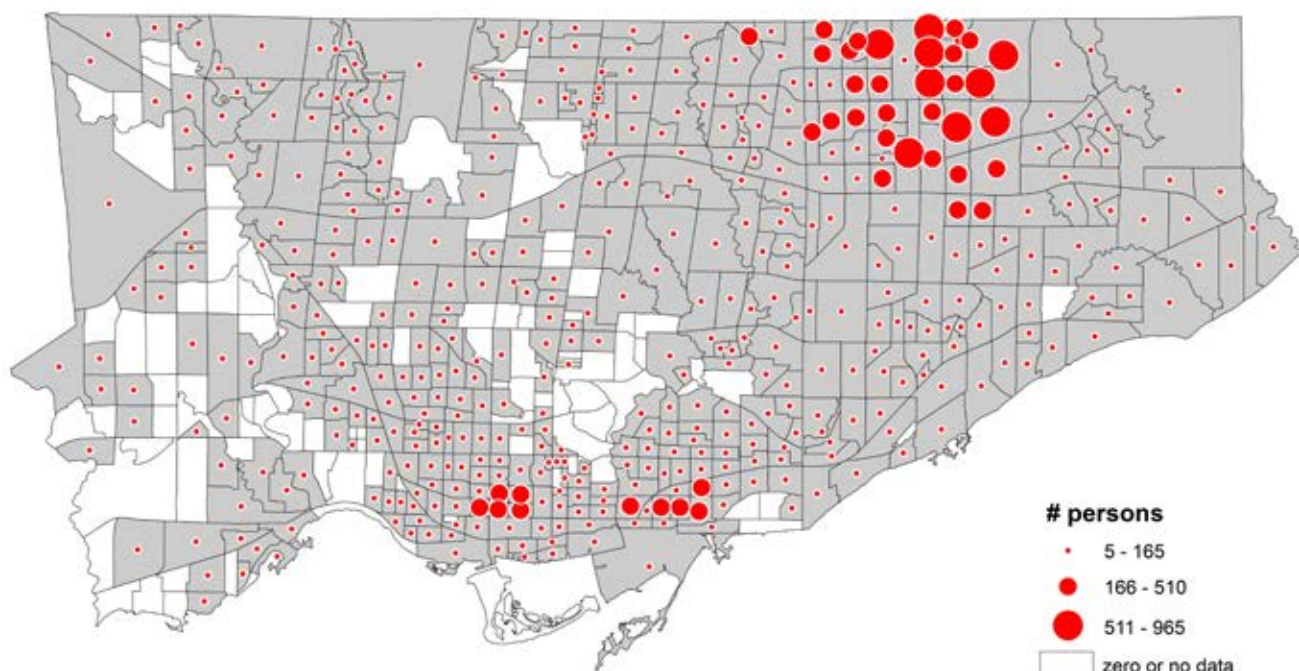
Figures 8-13 show maps where residents who speak neither official language live for selected mother tongue groups. The languages shown have the largest populations in Toronto of residents who speak neither official language.

Residents who do not speak either official language are concentrated in areas of the city where their mother tongue is common (e.g. residents who do not speak either official language and whose

mother tongue is Cantonese are concentrated in the same areas of the city where residents whose mother tongue is Cantonese are concentrated).

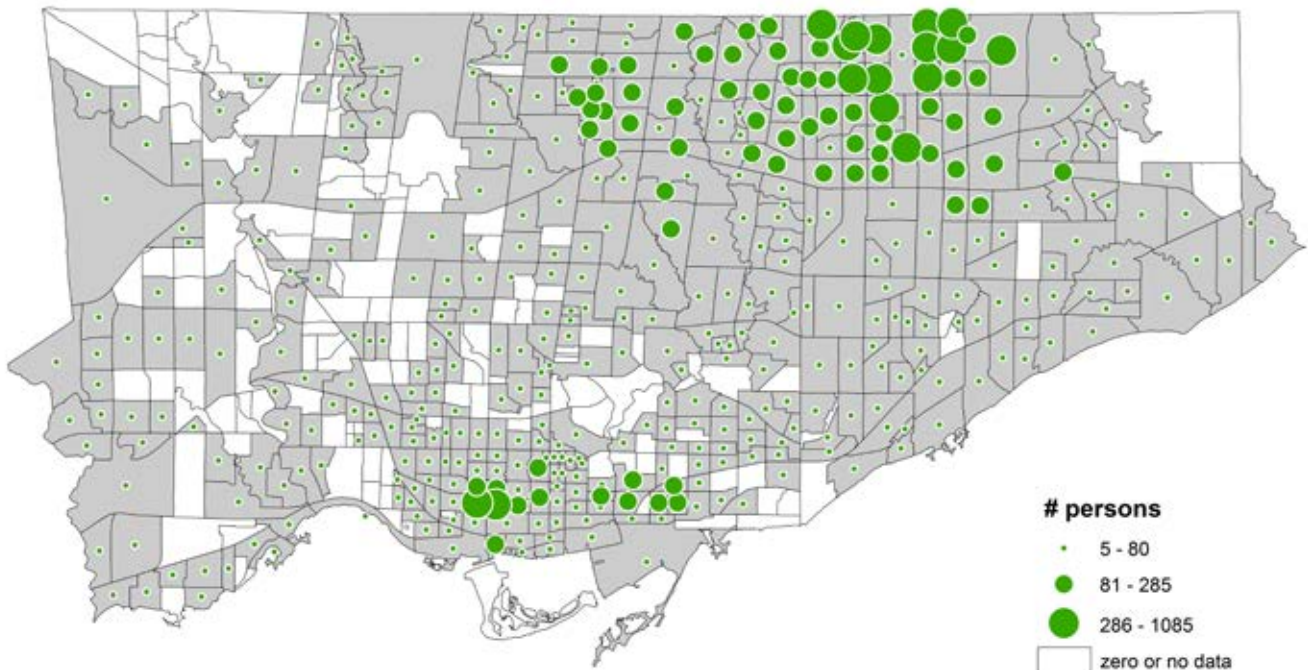
The Cantonese (Figure 8) and Mandarin (Figure 9) groups with knowledge of neither official language are largely concentrated in a small area of the downtown core, northwestern Scarborough and parts of North York.

Figure 8. Cantonese Mother Tongue Population Who Speak Neither Official Language by Census Tract, City of Toronto, 2016



Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

Figure 9. Mandarin Mother Tongue Population Who Speak Neither Official Language by Census Tract, City of Toronto, 2016

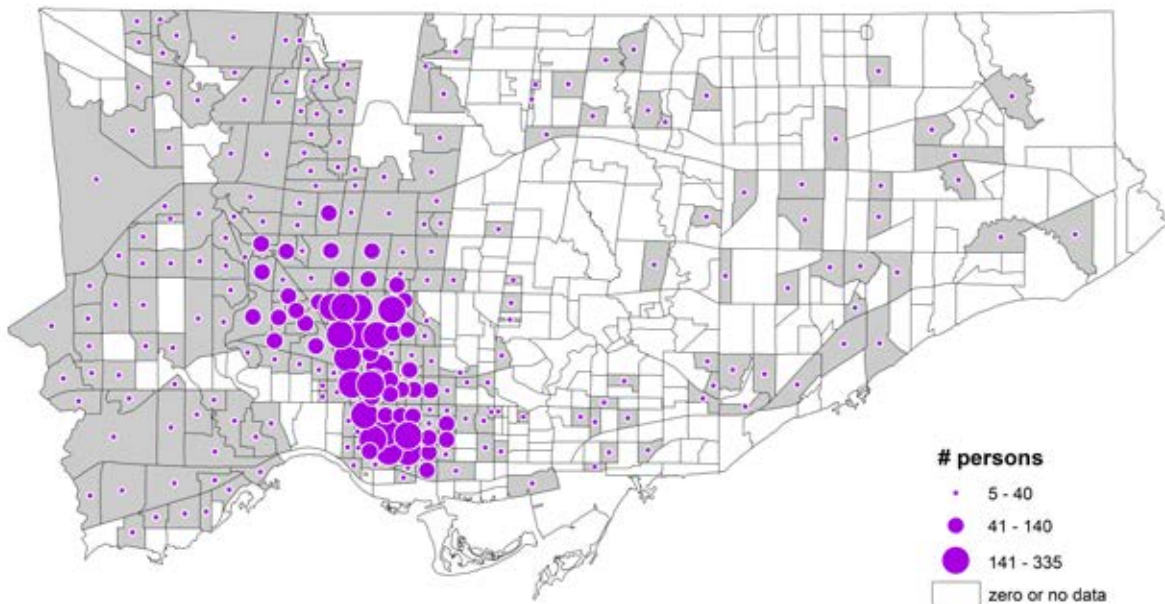


Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

Portuguese, Italian, and Spanish mother tongue groups with knowledge of neither official language are largely concentrated on the west side of the city. Large pockets of Portuguese speakers (Figure 10) reside throughout the former city of York and on the west side of the old City of Toronto, while the Italian group (Figure 11) is concentrated on the

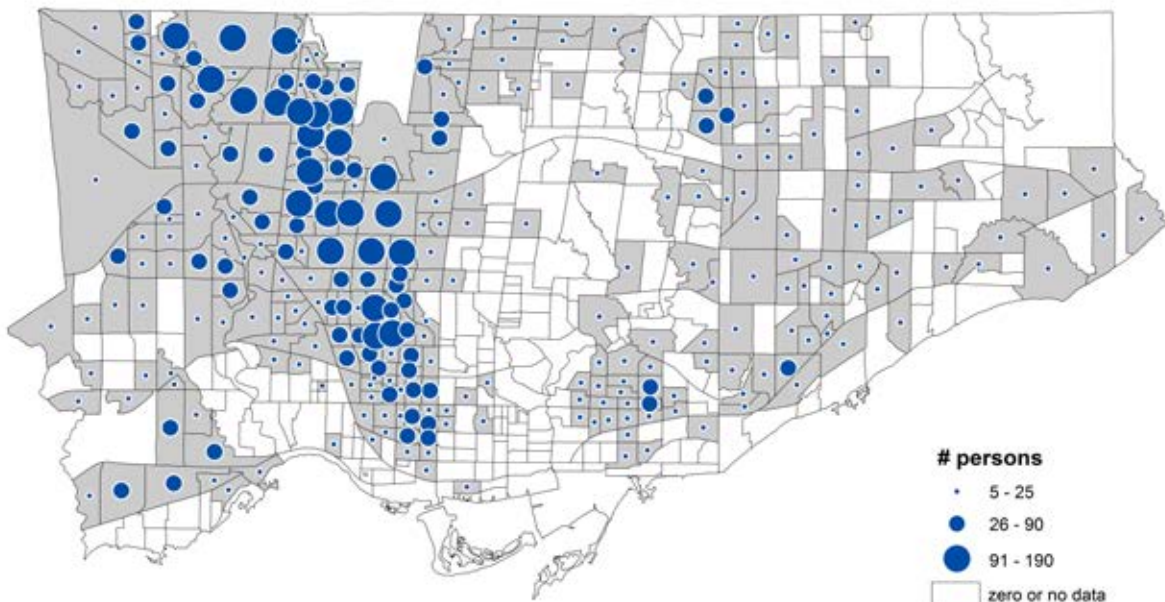
west side of North York and the old City of Toronto, the east side of the former city of York and in a few small areas in Etobicoke. The Spanish group (Figure 12) is concentrated on the west side of North York, the east side of central and north Etobicoke, the northwest side of the old City of Toronto and throughout the former city of York.

Figure 10. Portuguese Mother Tongue Population Who Speak Neither Official Language by Census Tract, City of Toronto, 2016



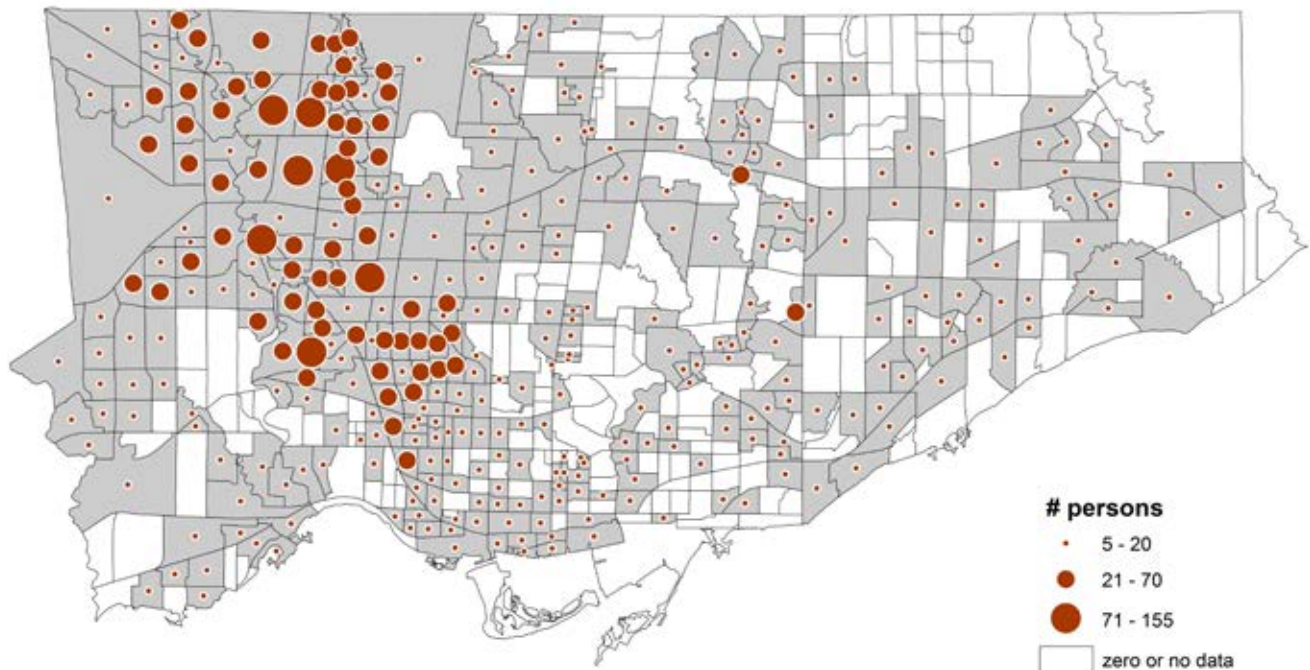
Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054

Figure 11. Italian Mother Tongue Population Who Speak Neither Official Language by Census Tract, City of Toronto, 2016



Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054

Figure 12. Spanish Mother Tongue Population Who Speak Neither Official Language by Census Tract, City of Toronto, 2016

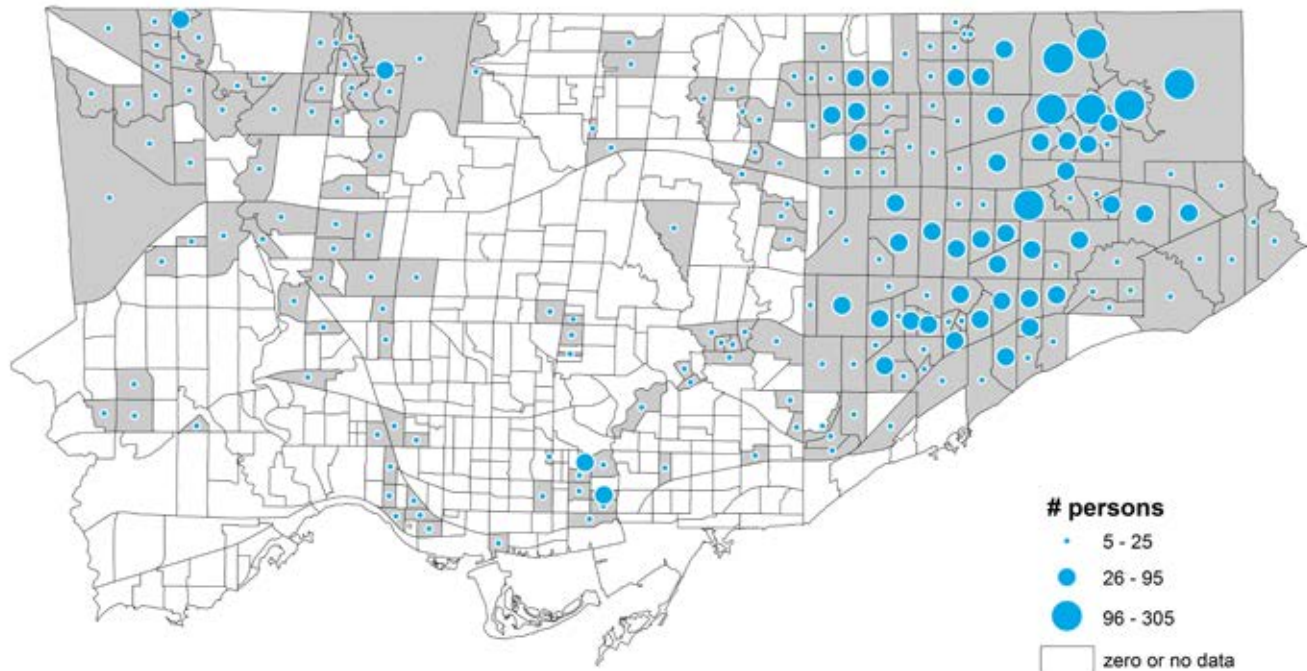


Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

As shown in Figure 13, the distribution of Tamil speakers with knowledge of neither official language is mostly spread out across Scarborough,

with pockets in northern Etobicoke and the east side of the old City of Toronto.

Figure 13. Tamil Mother Tongue Population Who Speak Neither Official Language by Census Tract, City of Toronto, 2016



Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

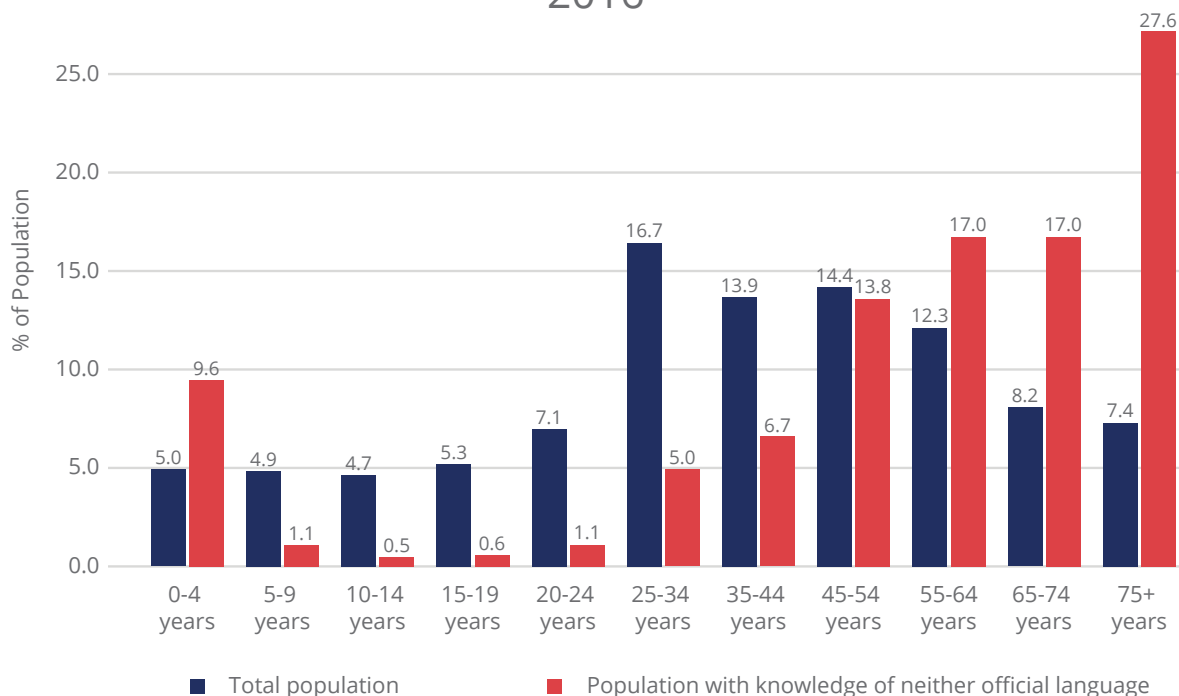
C. AGE AND GENDER BREAKDOWN OF POPULATION WHO SPEAK NEITHER OFFICIAL LANGUAGE

Figure 14 shows two distributions: 1) the percentage of Toronto residents by age group and 2) the percentage of Toronto residents who do not speak either official language by age group. The graph highlights a few important differences between these two populations.

Older adults, aged 55 and over, make up almost two-thirds of the population who do not speak English or French compared to just over one-quarter of the city's overall population. Older seniors, aged 75 and over, make up an especially large part of the group that speaks neither official language (27.6%) than would be expected by their numbers in the overall population (7.4%).

Also shown in the graph, young children under age 5 make up almost 10% of the population that speak neither official language compared to just 5% of the overall population.⁵⁰

Figure 14. Percentage of Total Population and Population Who Speak Neither Official Language by Age Group, City of Toronto, 2016



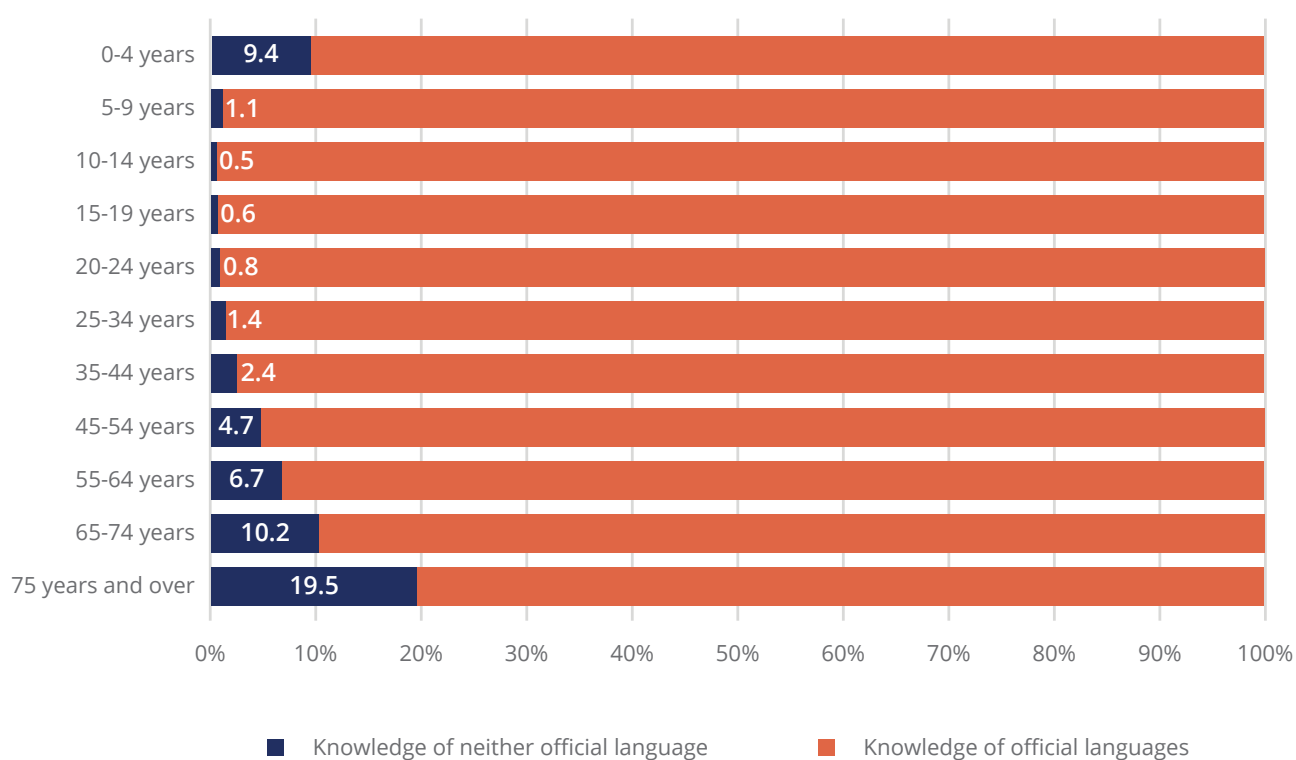
Source: Statistics Canada. 2017. Toronto, CDR [Census division], Ontario and Ontario [Province] (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017. <http://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E> (accessed March 26, 2018). Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

⁵⁰ For children who have not yet learned to speak, knowledge of official languages is based on the language the child is being taught to speak at home.

Figure 15 shows the percentage of each age group that does not speak English or French in the city of Toronto. This graph demonstrates that seniors, particularly older seniors, are more likely to report not speaking either official language compared to other age groups. Almost one in five residents

aged 75 years and over and one in ten residents aged 65-74 years do not speak either official language. Census data also show that nearly one in ten children under the age of 5 have knowledge of neither official language.

Figure 15. Percentage of Population Who Speak Neither Official Language for Selected Age Groups, City of Toronto, 2016

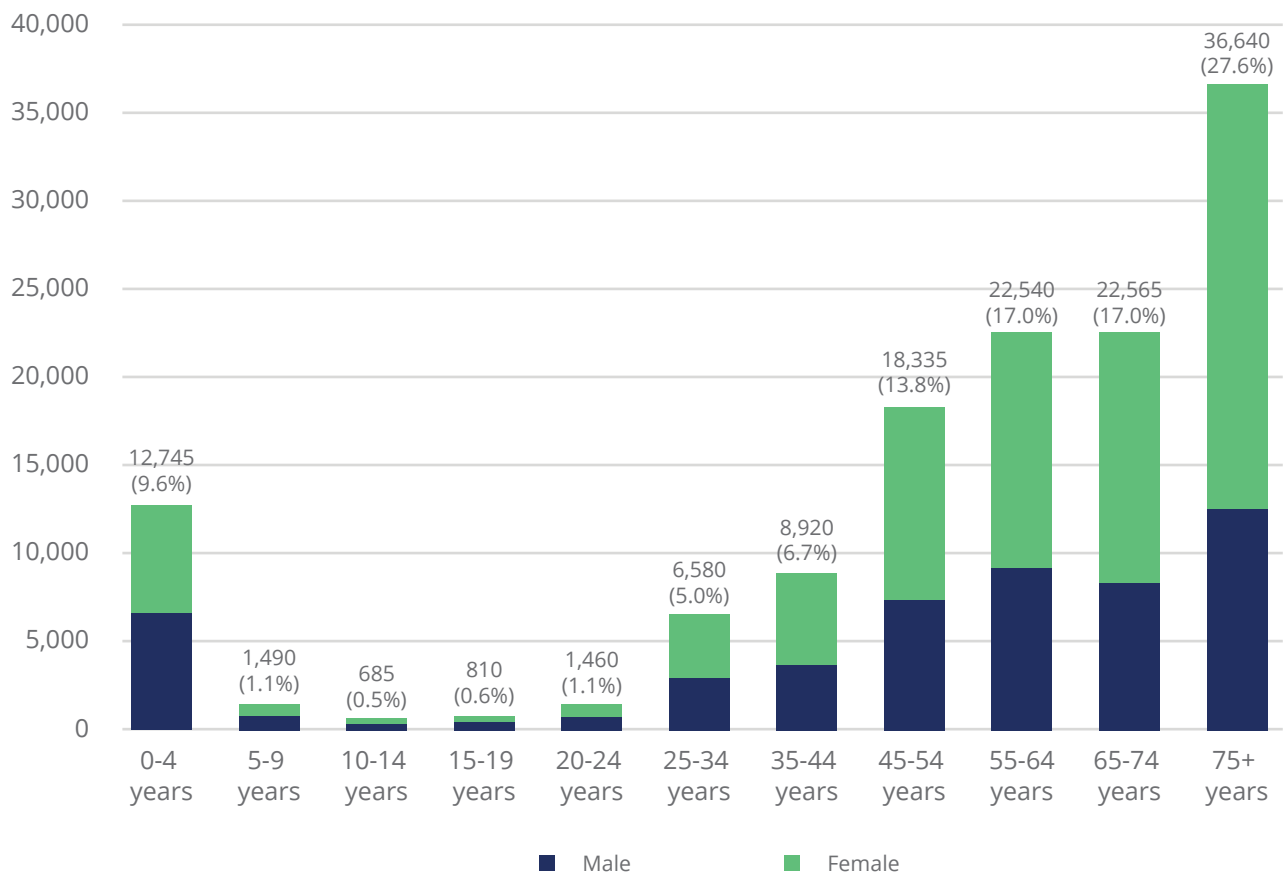


Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

Figure 16 shows the age distribution of Toronto residents with knowledge of neither official language by gender. For the child and youth population under age 25, males slightly outnumber females among residents who do not speak English or French. A total of 52.6% of children and youth who do not speak English or French are male with individual children and youth age groupings ranging from a low of 51.7% male (for 20-24 year olds) to a high of 57.3% male (for 15-19 year olds).

For the working-age adult and senior population aged 25 and over, women outnumber men among residents with knowledge of neither official language. A total of 61.8% of working-age adults who do not speak either official language are women. Among this population, the proportion of women increases with each successive age group from a low of 54.7% women (for 25-34 year olds) to a high of 65.7% women (for 75 years and over).

Figure 16. Age Distribution of Population Who Speak Neither Official Language by Gender, City of Toronto, 2016

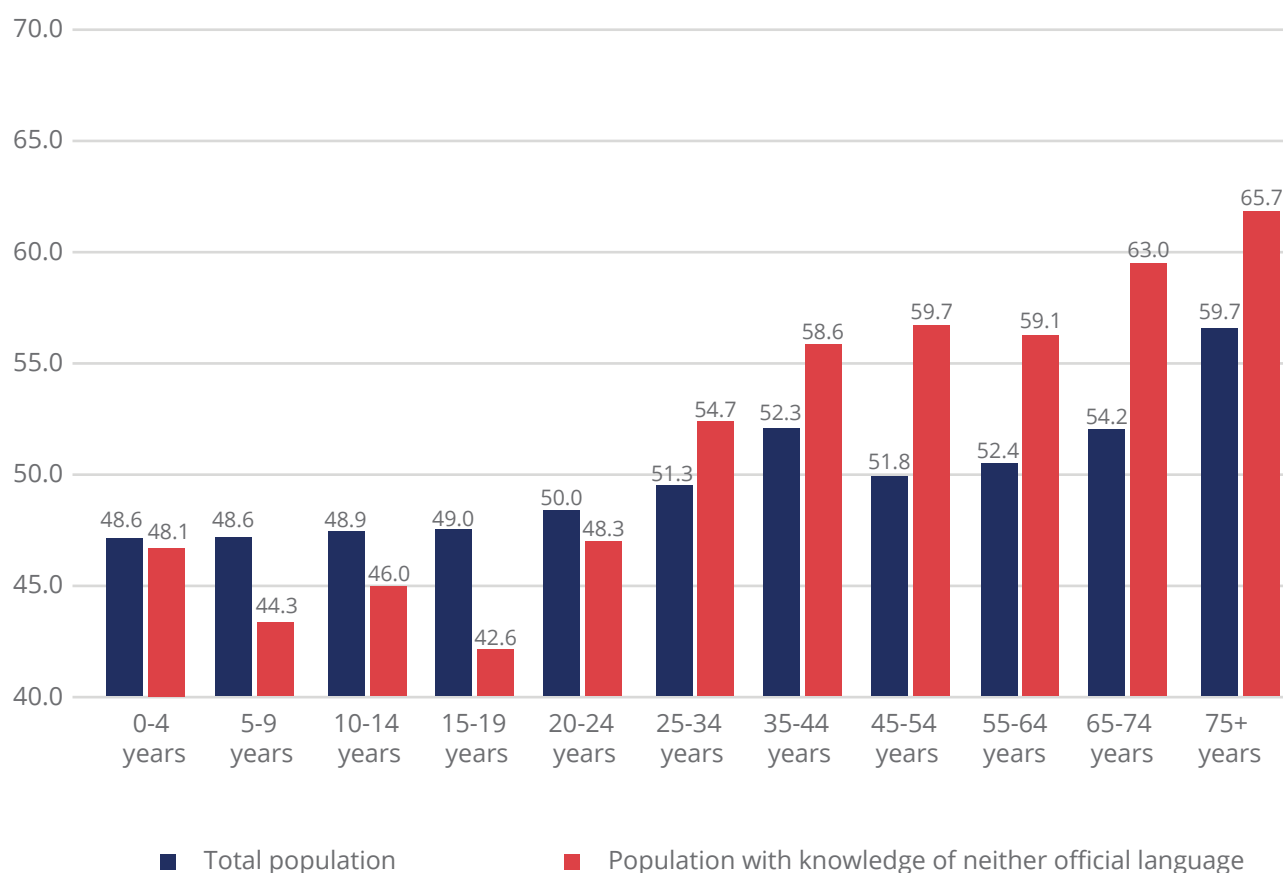


Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

As shown in Figure 17, the gender split by age group among Toronto residents who do not speak English or French follows a similar pattern to that found for the city overall where males outnumber females in childhood and women outnumber men among working-age adults and seniors. However, for most age groups, there is a larger gender split among residents who do not speak English or French than that found for the overall population.

For example, 51% of 15-19 year olds in Toronto are male and 49% are female. In contrast, 57.4% of 15-19 year olds who do not speak English or French are male compared to 42.6% who are female. Among 65-74 year olds in Toronto, 54.2% are women and 45.8% are men. In contrast, 63% of residents who do not speak English or French in this age category are women compared to 37% who are men.

Figure 17. Percentage of Total Population and Population Who Speak Neither Official Language that are Female by Age Group, City of Toronto, 2016



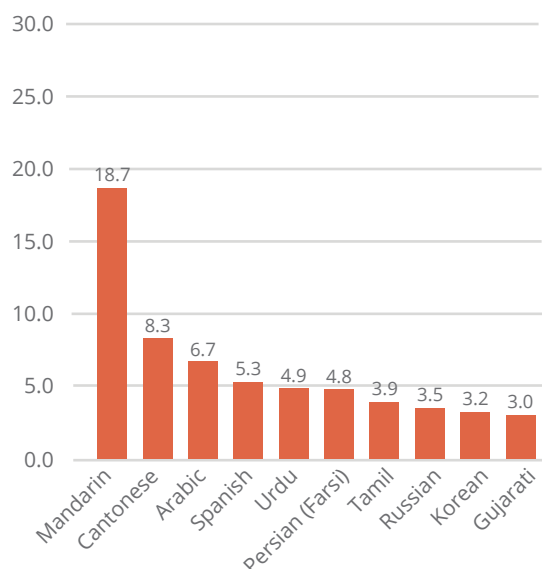
Source: Statistics Canada. 2017. *Toronto, CDR [Census division], Ontario and Ontario [Province] (table). Census Profile. 2016 Census.* Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017. <http://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E> (accessed March 26, 2018). Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

Figures 18A-D show the top 10 mother tongue languages among Toronto residents who speak neither official language for each age group. Differences between age groups are a reflection of changing immigration patterns. Among residents who speak neither English nor French, some mother tongue groups are common across all age groups (such as Mandarin, Cantonese and Spanish). However, other mother tongue groups are prominent in some age groups and not in others.

Arabic is the third largest mother tongue for younger people who do not speak either official language, but ninth among working-age people and does not rank in the top 10 among seniors. In contrast, Italian is the second most common mother tongue language among seniors who do not speak either official language but is not in the top 10 for any other age group. Portuguese is in the top 10 for age groups 15 years and over but more prominent among seniors and working-age adults. Urdu is the fifth most common mother tongue for children but not in the top 10 for the other age groups.

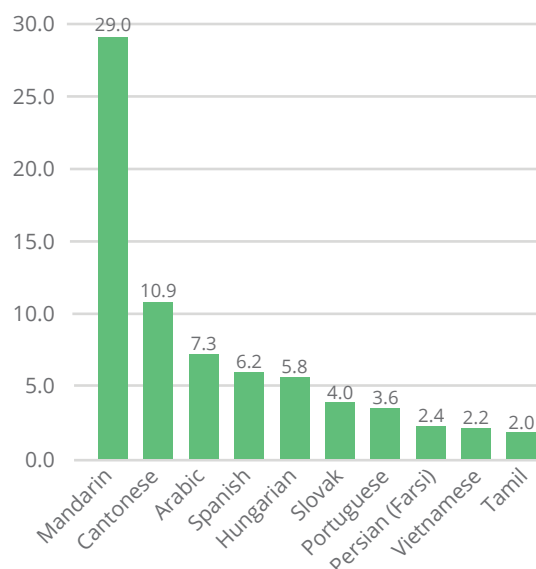
Figures 18A to D. Percentage of Residents Who Speak Neither Official Language by Mother Tongue for Selected Age Groups, City of Toronto, 2016

A. Under Age 15



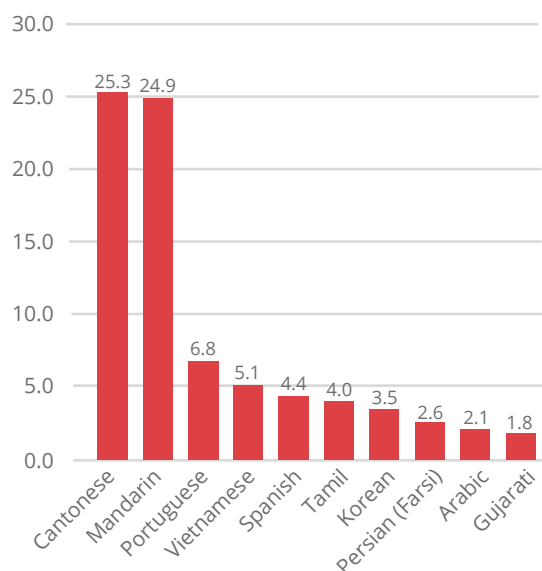
n=14,655 (single mother tongue only)

B. 15-24 Years



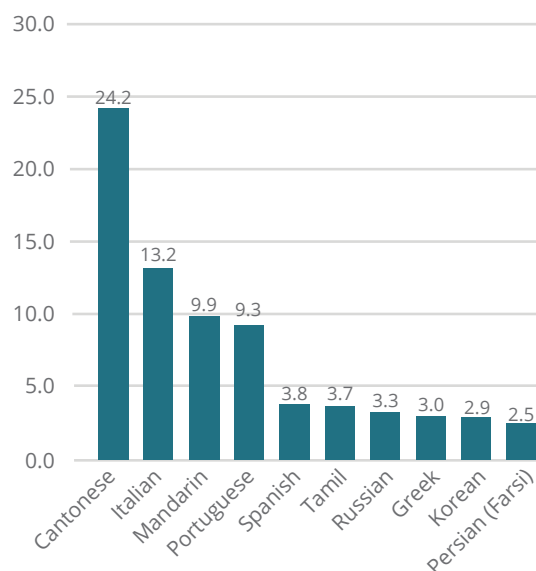
n=2,245 (single mother tongue only)

C. 25-64 Years



n=56,205 (single mother tongue only)

D. 65 Years and Over



n=59,100 (single mother tongue only)

Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

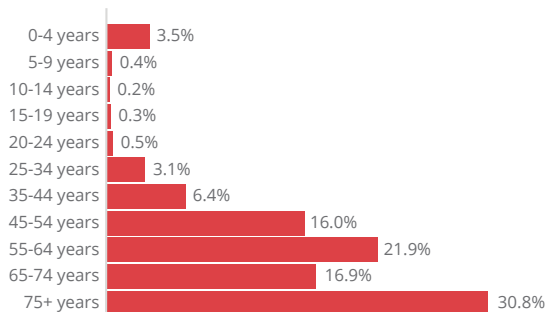
Figures 19A-J show the age distributions of residents with knowledge of neither official language by mother tongue for the 10 largest linguistic groups who do not speak either official language. For all 10 of the mother tongue groups, older adults⁵¹ make up the majority of residents who do not speak English or French. However, the age distributions of these linguistic groups with knowledge of neither official language vary.

For example, children under age 5 make up a substantial portion of the population with knowledge of neither official language for the Mandarin, Spanish, Tamil, Korean, Persian (Farsi), and Russian groups, ranging from 9.8% (Korean) to 17.3% (Persian/Farsi) of these group. In contrast, the Italian mother tongue group with knowledge of neither official language is made up almost entirely of seniors, particularly older seniors (80% are 75 years and older). Among residents with knowledge of neither official language, over 60% of Mandarin and Vietnamese mother tongue groups are working-age adults from 25-64 years old.

51 For all mother tongue groups except Mandarin, residents aged 55 and over make up more than half of the population with knowledge of neither official language. For the Mandarin mother tongue group, residents aged 55 and over make up 41.5% of the population who do not speak English or French; 45-54 year olds from the Mandarin group make up an additional 22.7% of this population.

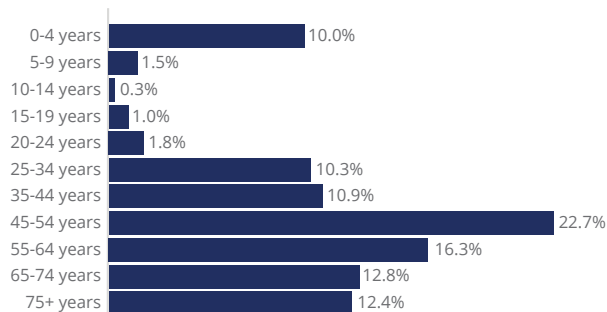
Figures 19A to J. Percentage of Residents Who Speak Neither Official Language by Age Group for Selected Mother Tongue Groups, City of Toronto, 2016

A. Cantonese



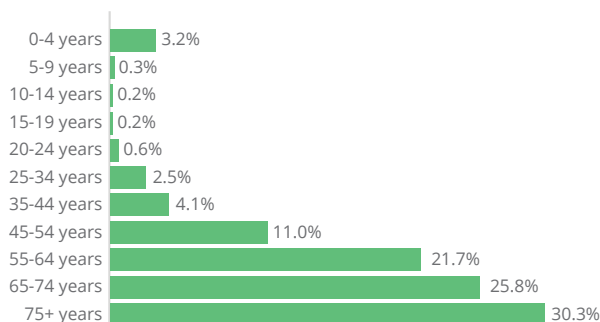
n=29,995

B. Mandarin



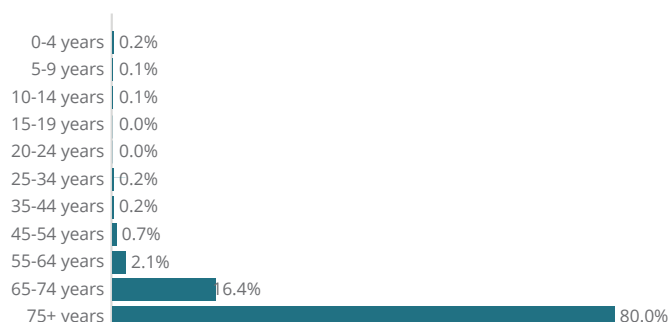
n=23,275

C. Portuguese



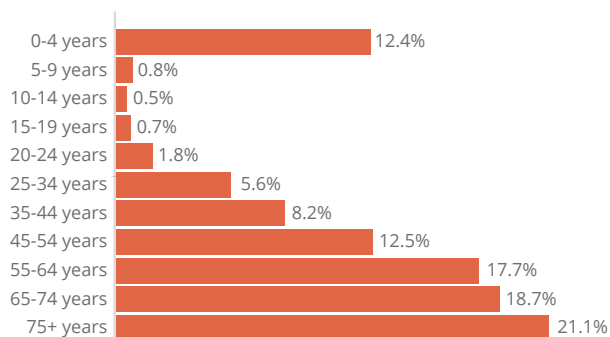
n=9,770

D. Italian



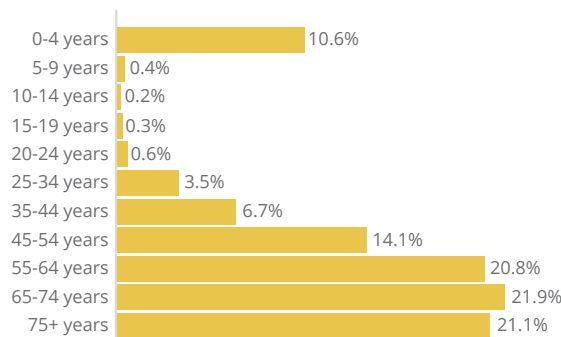
n=8,080

E. Spanish



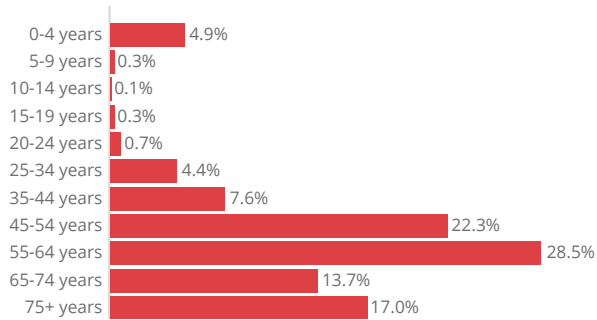
n=5,605

F. Tamil



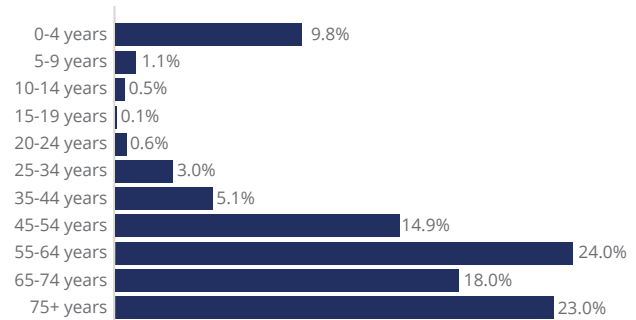
n=5,030

G. Vietnamese



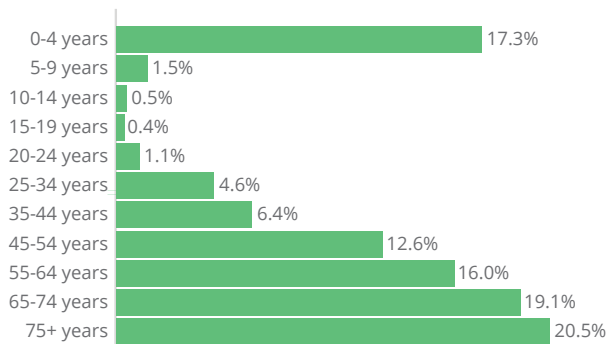
n=4,550

H. Korean



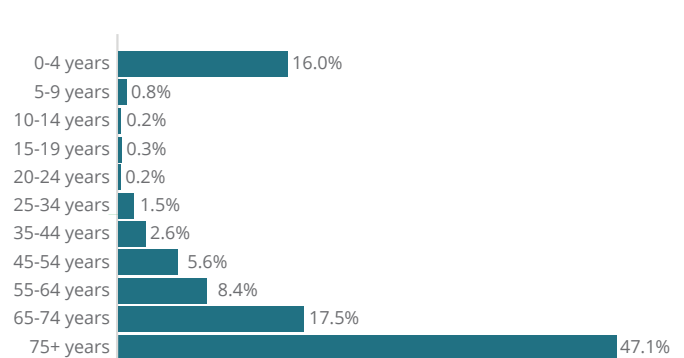
n=4,150

I. Persian (Farsi)



n=3,660

J. Russian



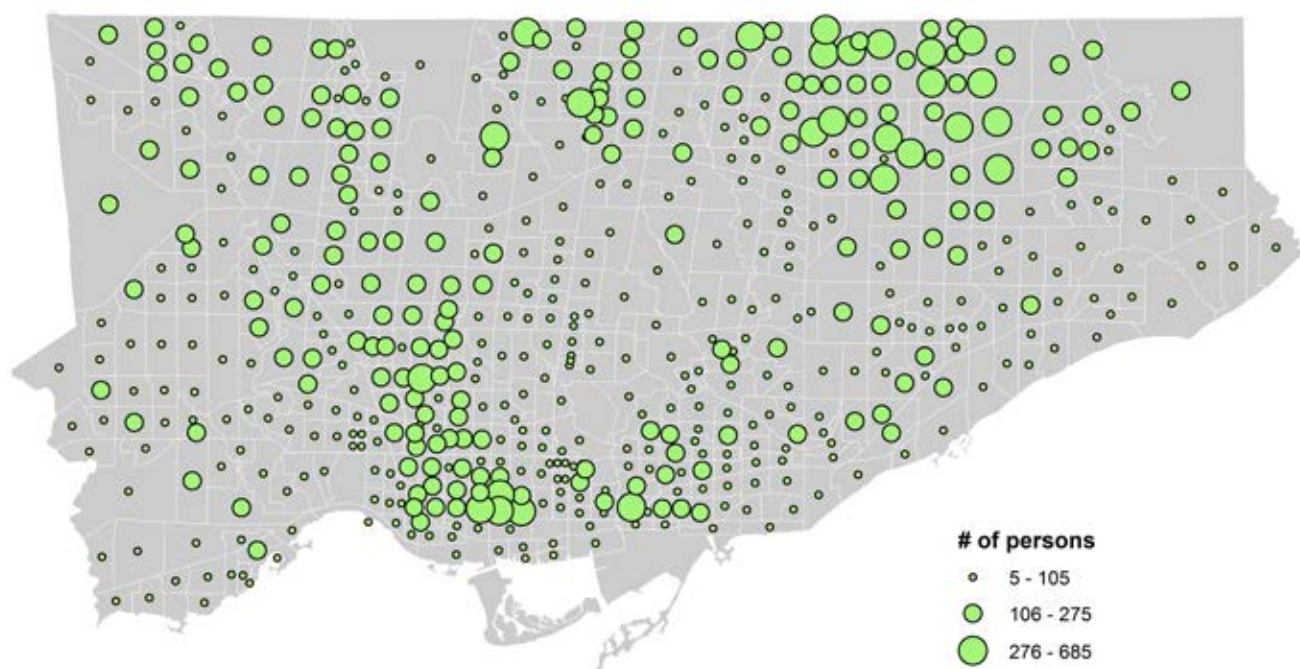
n=3,035

Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

Figure 20 shows the areas of the city where the population of seniors who speak neither English nor French reside. As the map illustrates, this population is largely concentrated in northwestern

Scarborough, the northeastern corner of North York, throughout the former city of York, and in the old City of Toronto, particularly in the west end.

Figure 20. Population, Aged 65 Years and Over, Who Speak Neither Official Language by Census Tract, City of Toronto, 2016



Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

Among seniors, aged 65 years and older, living in the city of Toronto who do not speak either official language, 99.8% reported a single mother tongue in the 2016 census. Figure 21 shows the top single mother tongue languages for Toronto seniors with knowledge of neither official language. The mother tongue groups shown represent 82.1% of all Toronto seniors who do not speak English or French and report a single mother tongue. Cantonese, Italian, Mandarin and Portuguese speakers represent over half (56.6%) of seniors

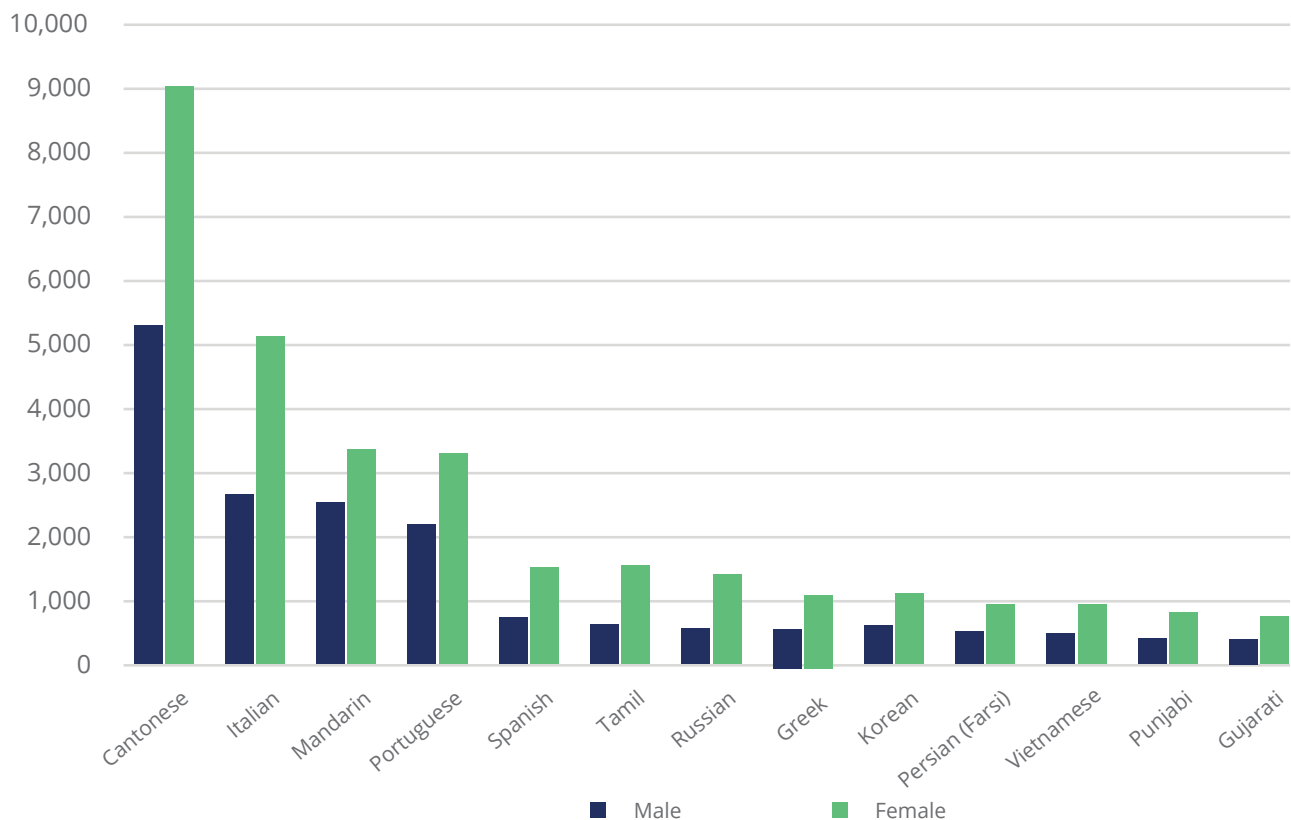
who do not speak English or French. A total of 37.9% of Toronto seniors who do not speak an official language report a Chinese mother tongue language.

Among seniors who do not speak either official language, women outnumber men for each mother tongue group with the largest percentage of women among the Tamil (71.5% women), Russian (71.4%), Spanish (67.5%), Punjabi (66.3%) and Vietnamese (66.1%) mother tongue groups.

While senior women outnumber senior men in the overall population and in almost all mother tongue groups⁵², the gender split is greater among the population of seniors who do not speak English or French.⁵³ For example, 55% of seniors whose mother tongue is Tamil are women and 45% are men. Among Tamil seniors who do not speak

either official language, 71.5% are women and 28.5% are men. Similarly, 48.7% of seniors whose mother tongue is Punjabi are women and 51.3% are men. In comparison, 66.3% of Punjabi seniors who do not speak either official language are women and 33.7% are men.

Figure 21. Population, 65 Years and Over, Who Speak Neither Official Language by Gender and Mother Tongue, City of Toronto, 2016



Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

52 Among Toronto seniors, women outnumber men in the following mother tongue groups: Cantonese, Italian, Mandarin, Portuguese, Spanish, Tamil, Russian, Greek, Korean, Vietnamese and Gujarati. Senior men outnumber senior women among the Persian (Farsi) and Punjabi mother tongue groups.

53 Statistics Canada, 2017h

D. POPULATION WHO SPEAK NEITHER OFFICIAL LANGUAGE BY SELECTED SOCIO-DEMOGRAPHIC, LABOUR AND INCOME GROUPS

As shown in Figure 22, some demographic groups have a higher proportion of residents who do not speak English or French compared to others. In Toronto, 4.9% of residents do not speak English or French according to the 2016 census. In contrast, higher proportions of immigrants, recent immigrants, members of racialized groups⁵⁴ and lone parents do not speak either official language, while a lower proportion of non-racialized groups⁵⁵ do not speak English or French.

As shown in the graph, just over one in ten recent immigrants (i.e. gained permanent resident status between 2011 and 2016) in the city of Toronto do not speak either official language. According to the 2016 census, recent immigrants make up 18% of Toronto residents who speak neither official language.^{56, 57, 58}

54 We use the term “racialized group” in place of Statistics Canada’s term “visible minority”. In the city of Toronto where 51.5% of residents are members of racialized groups, the word minority gives a false impression of the size of this population. Unlike visible minority, the term racialized group implies systemic processes through which individuals and groups are targeted, excluded and discriminated against as communities of colour. For these reasons, we use the term racialized group.

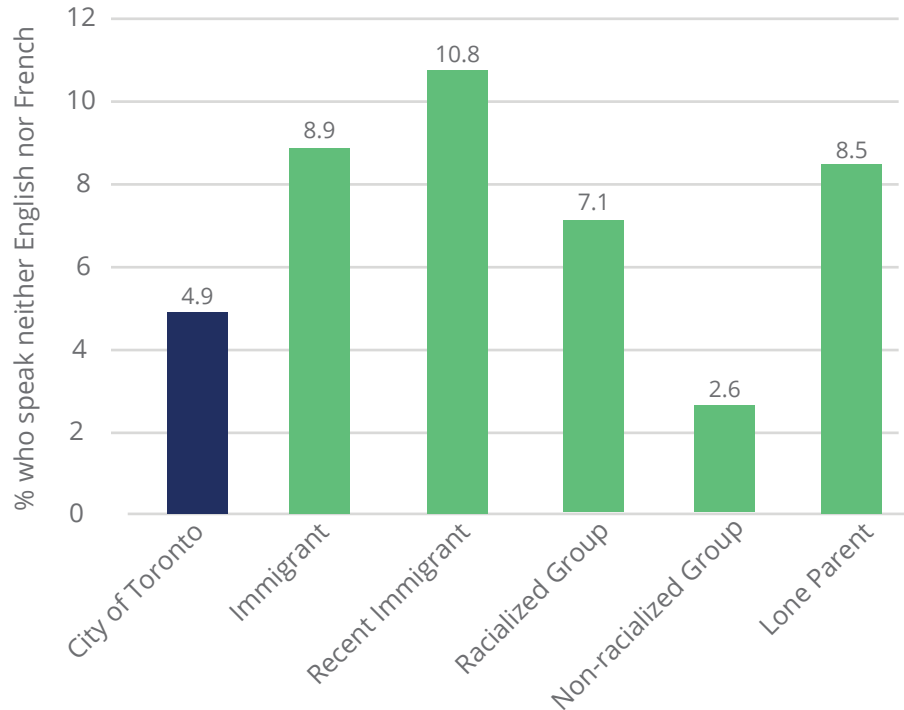
55 Non-racialized group includes individuals who responded white to the visible minority question and individuals who were not asked the visible minority question because they identified as Aboriginal in a previous question. The great majority of this group is white.

56 Statistics Canada, 2018a

57 Statistics Canada, 2018b

58 Toronto regional data show a split in period of immigration among residents who do not speak either official language: 29% immigrated between 2014-06, 40% between 2005-1991, and 31% before 1991 (Statistics Canada, 2018c).

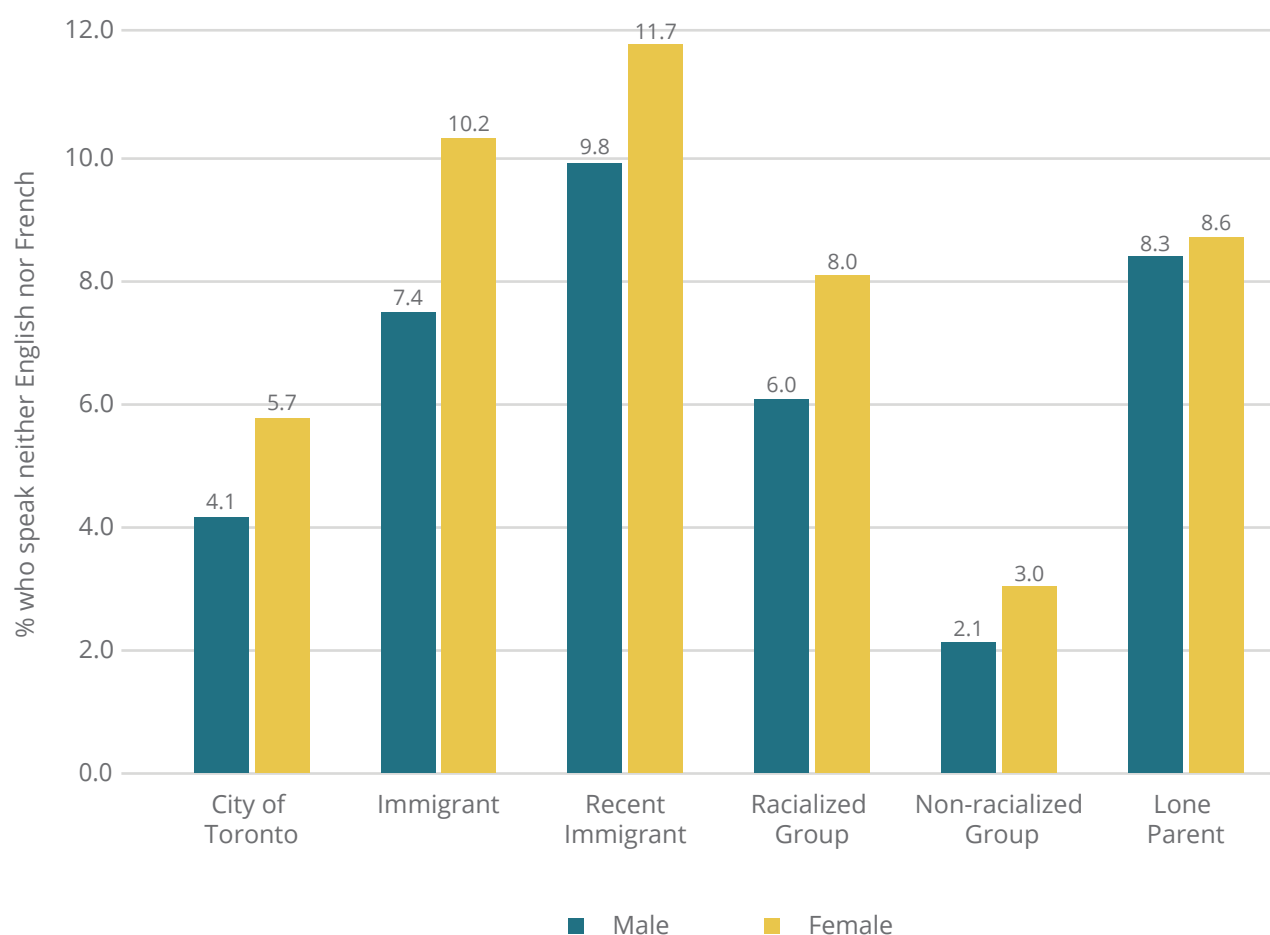
Figure 22. Percentage of Population Who Speak Neither Official Language for Selected Socio-demographic Groups, City of Toronto, 2016



Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 3 – Recent Immigrants TGP CD CSD DA – Part 2. Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 4 – Immigrant Population CSD CD DA – TGP – Part 2. Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 5 – TGP_Lone Parents_CDCSD – Part 2. Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 6 (CD_CSD)-TGP_VisMin – Part 2. Accessed through the Community Data Program. Note: Non-racialized group includes individuals who responded white to the visible minority question and individuals who were not asked the visible minority question because they identified as Aboriginal in a previous question. The great majority of this group is white.

Figure 23 shows a similar pattern among the female and male populations. However, the female population in each group has a higher proportion of residents with knowledge of neither official language compared to the male population.

Figure 23. Percentage of Population Who Speak Neither Official Language for Selected Socio-demographic Groups by Gender, City of Toronto, 2016

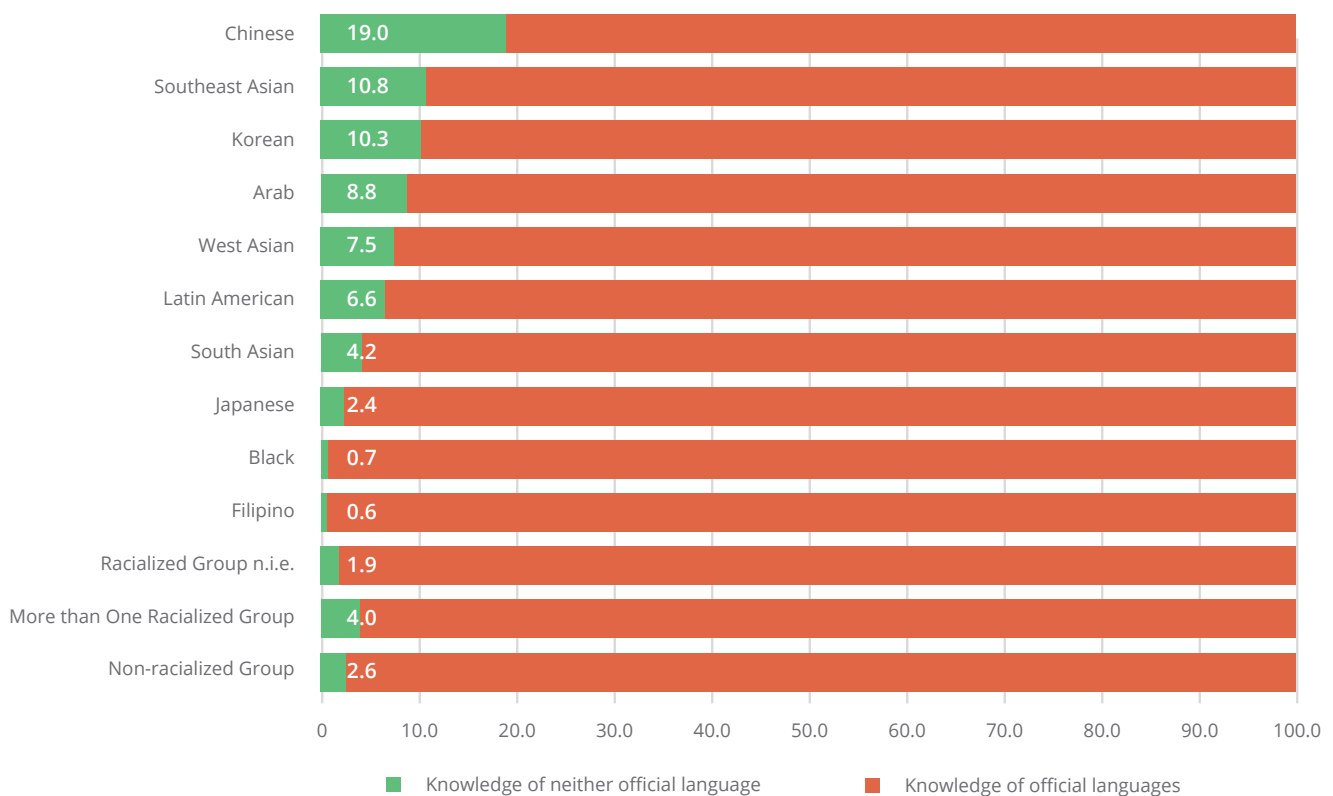


Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 3 – Recent Immigrants TGP CD CSD DA – Part 2. Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 4 – Immigrant Population CSD CD DA – TGP – Part 2. Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 5 – TGP_Lone Parents_CDCSD – Part 2. Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 6 (CD_CSD)-TGP_VisMin – Part 2. Accessed through the Community Data Program. See note under Figure 22 for details regarding non-racialized group.

While residents from racialized groups, collectively, are more likely to report not speaking English or French compared to non-racialized groups, there are substantial differences among racialized groups. As shown in Figure 24, ethnoracial groups with the highest proportion of residents who do

not speak either official language include: Chinese (19%), Southeast Asian (10.8%), Korean (10.3%), Arab (8.8%), West Asian (7.5%), and Latin American (6.6%). All other ethnoracial groups have smaller proportions of members who do not speak either official language, below the city's total of 4.9%.

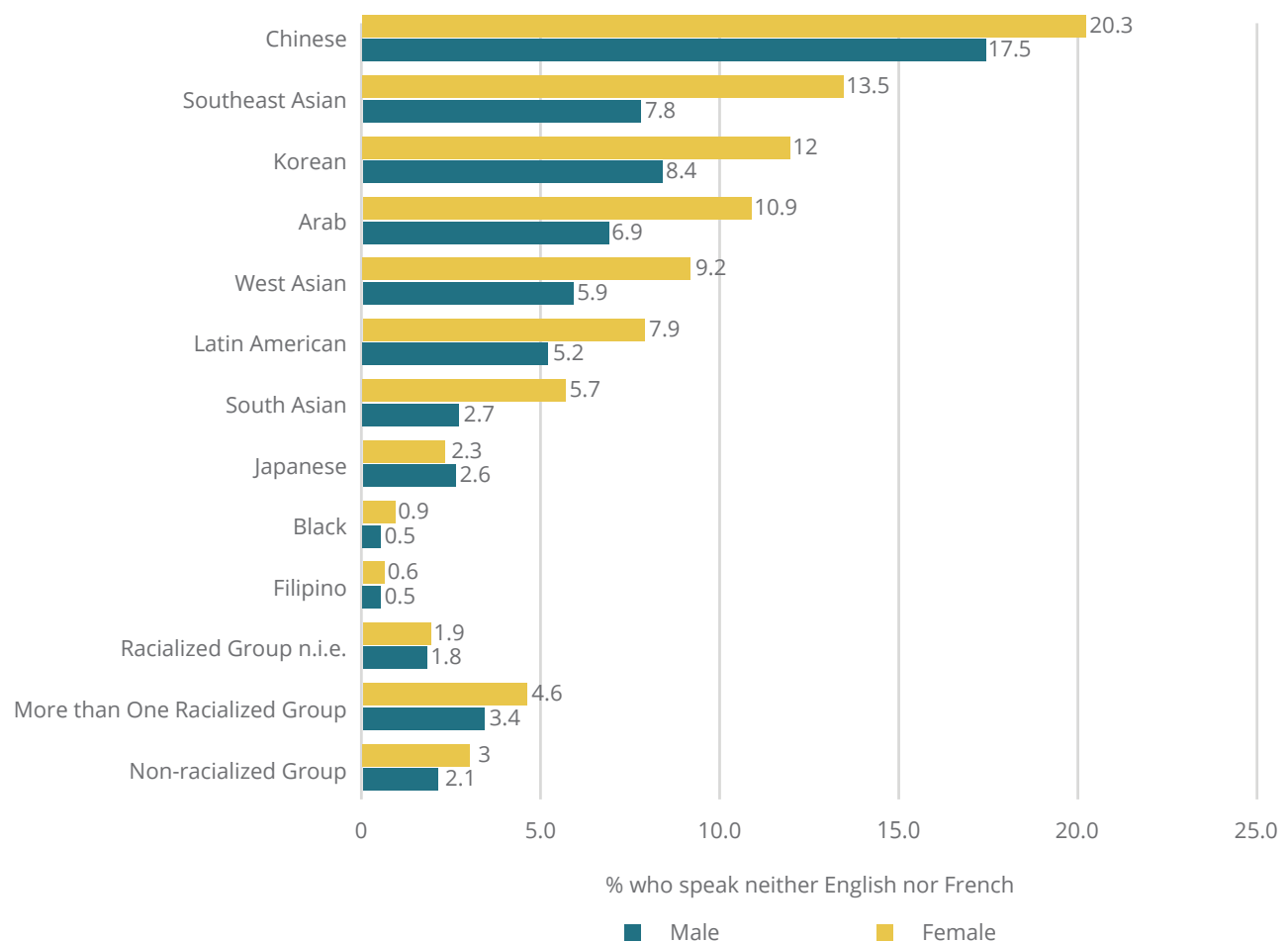
Figure 24. Percentage of Population Who Speak Neither Official Language for Selected Ethnoracial Groups, City of Toronto, 2016



Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 6 (CD_CSD)-TGP_VisMin – Part 2. Accessed through the Community Data Program. Note: Racialized Group n.i.e. means “not indicated elsewhere”. This group includes all individuals who identified as a member of a racialized group/visible minority other than those specific groups listed in the chart (i.e. other than Chinese, Southeast Asian, Korean, etc.).

Figure 25 shows similar findings among the ethnoracial groups by gender, with higher proportions of the female population in most of these groups reporting knowledge of neither official language compared to the male population.

Figure 25. Percentage of Population Who Speak Neither Official Language for Selected Ethnoracial Groups by Gender, City of Toronto, 2016

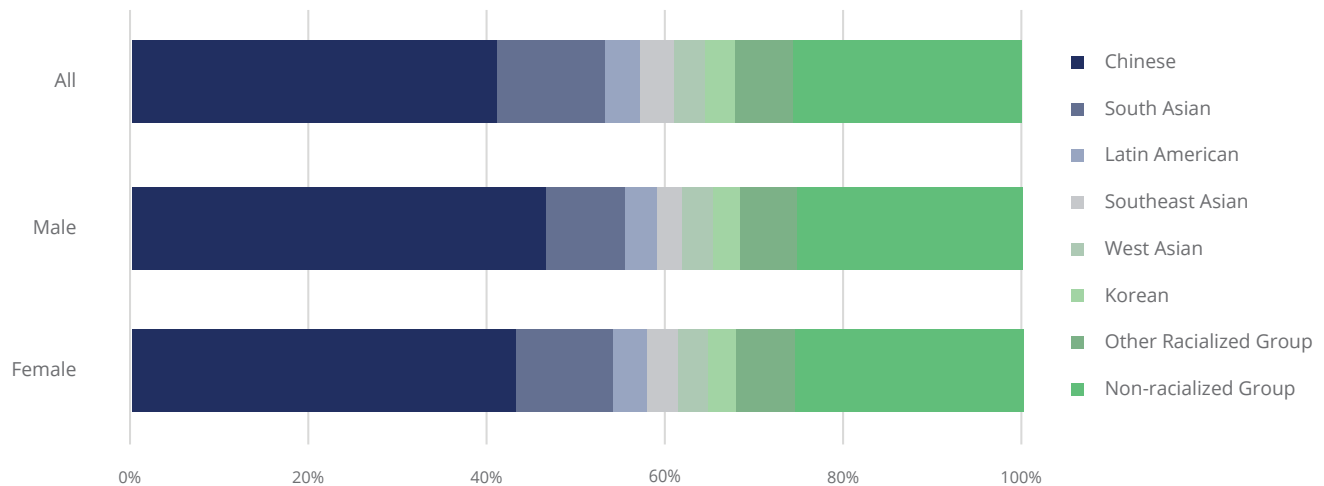


Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 6 (CD_CSD)-TGP_VisMin – Part 2. Accessed through the Community Data Program. Note: Racialized Group n.i.e. means “not indicated elsewhere”. See note under Figure 24 for further information.

Figure 26 shows the composition of the population who do not speak English or French by ethnoracial group and gender. Racialized groups make up about three-quarters of the population with knowledge of neither official language. The Chinese group comprises the largest ethnoracial group in this population, making up two out of five residents

with knowledge of neither official language. The non-racialized group makes up the next largest group with just over one-quarter of the population who do not speak English or French, followed by the South Asian group making up over one in ten residents who do not speak either official language.

Figure 26. Breakdown of Population Who Speak Neither Official Language by Ethnoracial Group and Gender, City of Toronto, 2016

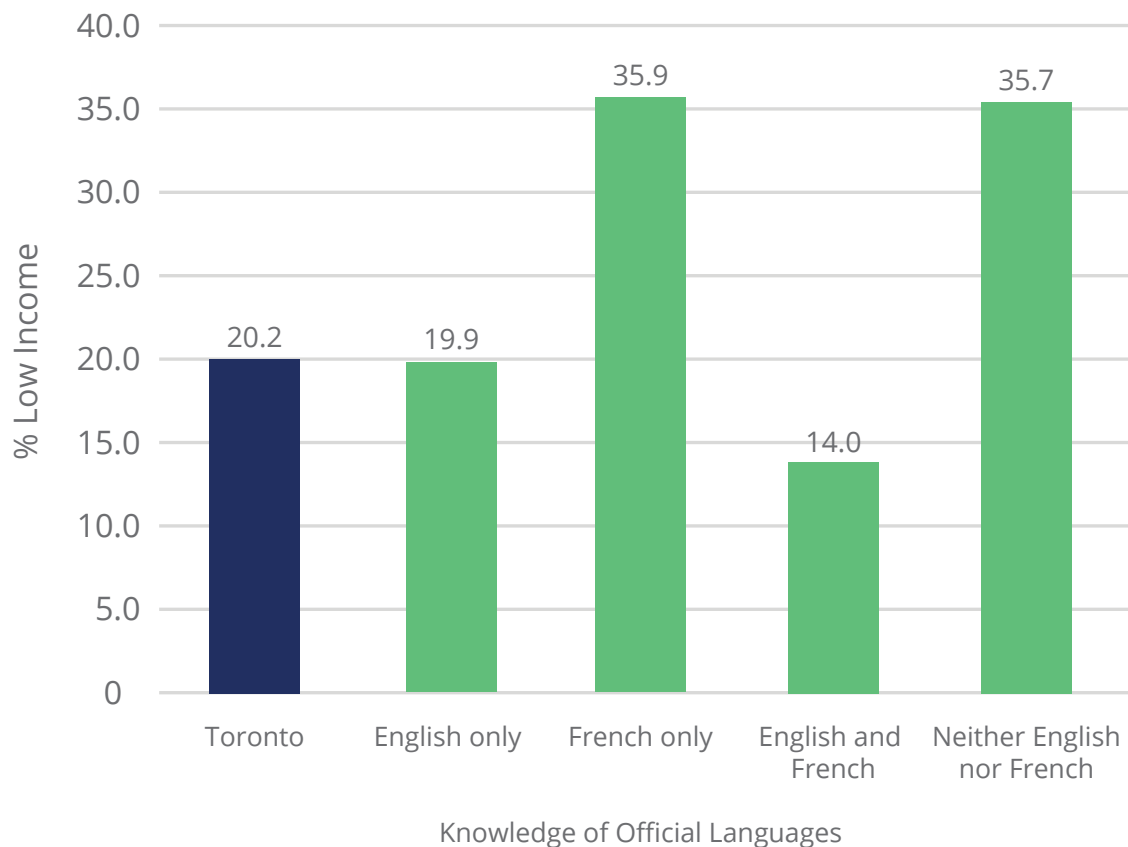


Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 6 (CD_CSD)-TGP_VisMin – Part 2. Accessed through the Community Data Program.

Income and labour data demonstrate the economic vulnerability of residents who do not speak English or French. Figure 27 shows the poverty rates for Toronto residents by knowledge of official language. A total of 35.7% of residents who do not speak either official language has a household income below the poverty line (based

on the After-Tax Low Income Measure; LIM-AT) compared to 20.2% of Toronto residents overall. Residents who speak French but not English also have a high poverty rate, affecting one-third of this group of Francophones. Residents who can speak both official languages have the lowest poverty rate among these linguistic groups.

Figure 27. Prevalence of Low Income by Knowledge of Official Languages, City of Toronto, 2015

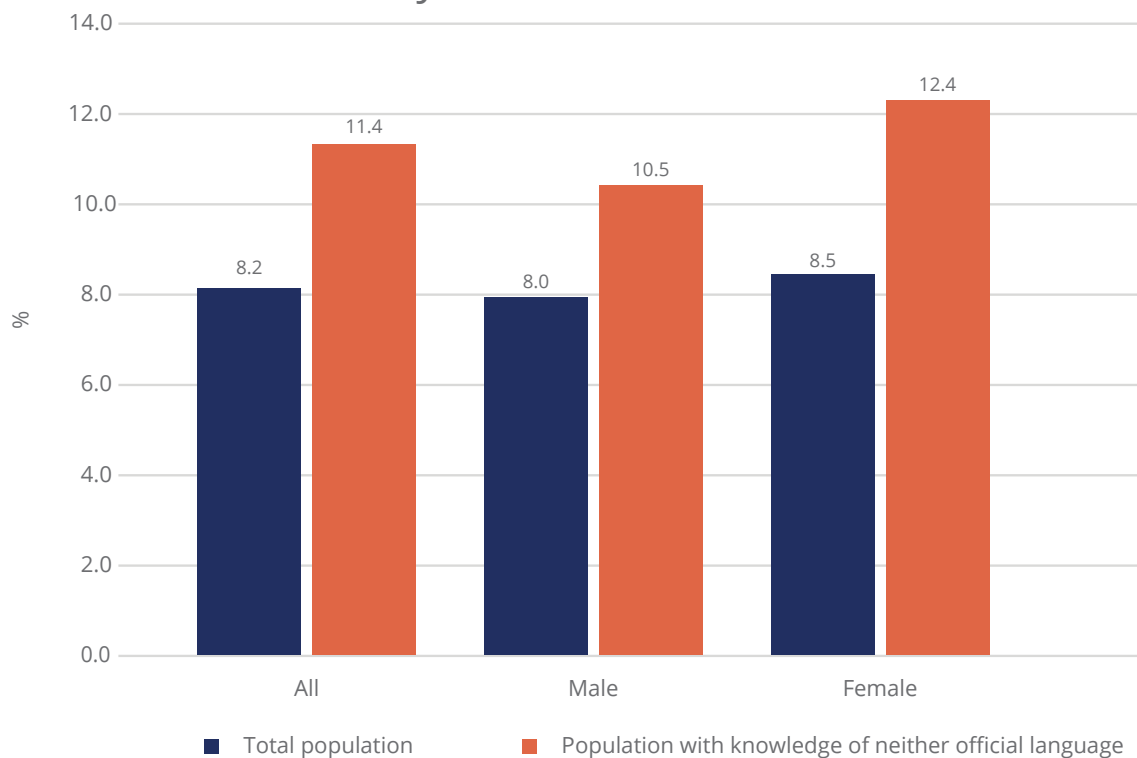


Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 1 – TGP_LIM-AT CSD CD DA – Part 2. Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 8 – TGP_Age Groups Part 2 (CD-CSD). Accessed through the Community Data Program. Note: Low income is based on the Low Income Measure – After Tax (LIM-AT) using 2015 household incomes accessed for the 2016 Census. Total population by knowledge of official languages in the Age Groups Target Group Profile is used as the denominators to calculate the percentage low income for the four knowledge of official languages groups.

Figure 28 shows that residents who do not speak English or French have a substantially higher unemployment rate compared to Toronto residents overall. This is true for male and female residents as well.

The unemployment rate is calculated based on residents, aged 15 and over, who either have paid employment or are seeking paid employment. Most seniors are not part of the labour market and therefore, not included in the calculation of the unemployment rate.

Figure 28. Unemployment Rates for Total Population and Population Who Speak Neither Official Language by Gender, City of Toronto, 2015

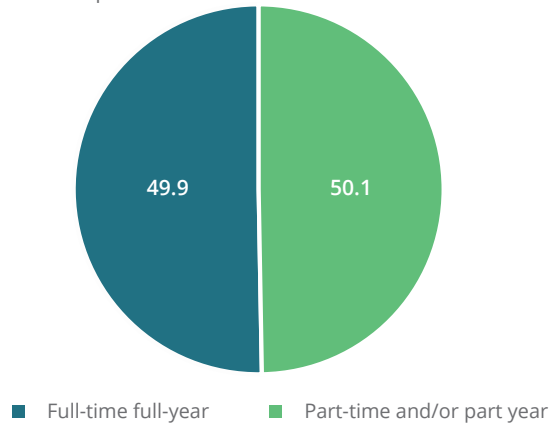


Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. EO2766 Table 9 – TGP_Employment Status – Part 2. Accessed through the Community Data Program.

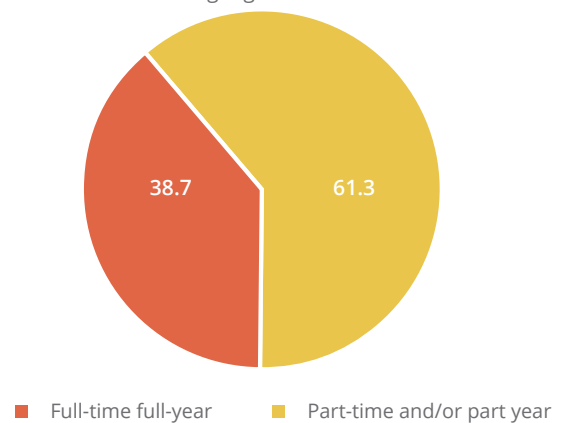
Figures 29A-F show that even when residents who do not speak English or French have access to paid employment, a greater percentage work part-time and/or part year compared to the total population. This is true for male and female residents. For male residents, 53.5% of the total population with employment work full-time, full-year compared to only 40.5% of residents who do not speak either official language – a 13 percentage point difference. For female residents, the gap is also substantial with 46.2% of the total population with employment working full-time, full-year compared to only 36.6% of residents who do not speak either official language – a 9.6 percentage point difference.

Figure 29A to F. Type of Employment for Residents, Aged 15 and Over, with Paid Work by Population Group and Gender, City of Toronto, 2015

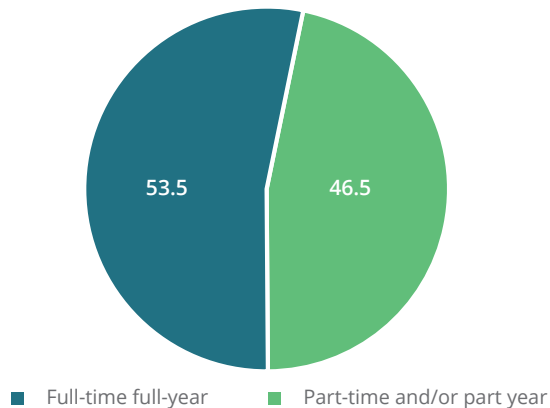
A. Total Population



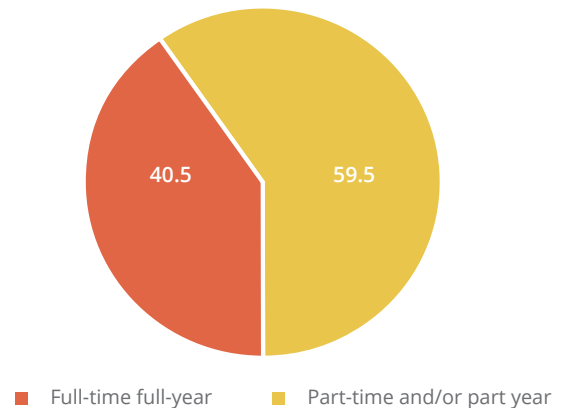
B. Neither Official Language



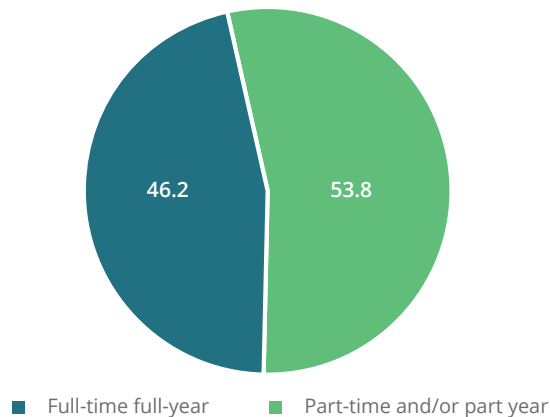
C. Total Population, Male



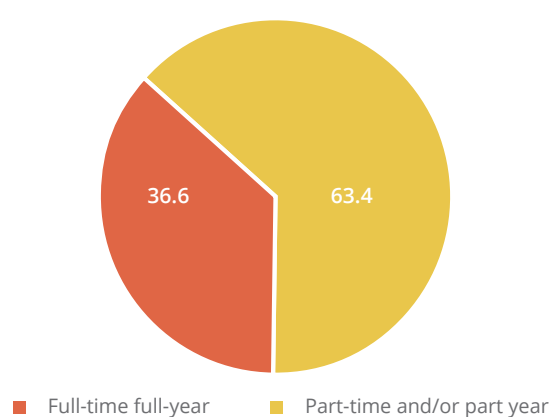
D. Neither Official Language, Male



E. Total Population, Female



F. Neither Official Language, Female



Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. E02766 Table 9 – TGP_Employment Status – Part 2. Accessed through the Community Data Program.

E. NEIGHBOURHOOD FOCUS

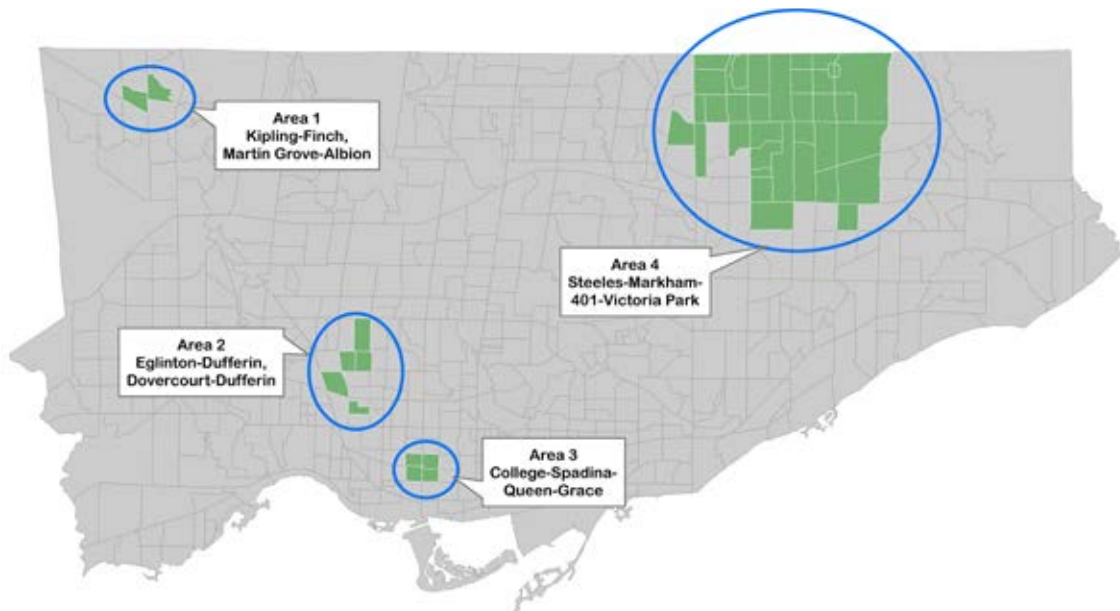
The following section takes a closer look at areas of the city with large populations of residents who do not speak either official language. Using census tract level data from the 2016 census, we identified four distinct areas. Each area is made up of two or more adjacent census tracts with populations of 500 or more individuals in each census tract who do not speak English or French and/or with a high proportion of residents who do not speak English or French.⁵⁹

Figure 30 shows the four identified areas.

Descriptions are provided using major streets and intersections that border or are part of each area:

- Area 1: Kipling-Finch, Martin Grove-Albion (in north Etobicoke)
- Area 2: Eglinton-Dufferin, Dovercourt-Dufferin (in the northwest end of the old City of Toronto, extending into the former city of York)
- Area 3: College-Spadina-Queen-Grace (in the west end of the old City of Toronto)
- Area 4: Steeles-Markham-401-Victoria Park (in northwest Scarborough)

Figure 30. Four Areas in the City of Toronto with Large Populations Who Speak Neither Official Language, City of Toronto, 2016



Source: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

59 The majority of selected census tracts include 500 or more individuals with knowledge of neither official language. Only six of the selected census tracts have smaller populations but each of these tracts had a higher concentration of residents who do not speak English or French compared to the city's

overall rate of 4.9%. These six census tracts were included because they are adjacent to other selected census tracts and have high concentrations of residents who do not speak English or French.

Figures 31-34 show street maps including ESL program locations for each area and a breakdown of the mother tongue and age groups of the population with knowledge of neither English nor French for each of the four areas.⁶⁰ Table 1 provides a comparison of socio-demographic, labour and income characteristics of the city of Toronto overall and the total population in each of the four areas.

While all four areas have relatively large numbers and concentrations of residents who do not speak English or French, these areas vary considerably with respect to the size, mother tongue and age breakdown of residents with knowledge of neither official language. They also vary in terms of the socio-demographic, labour market and income characteristics of their overall populations.

Areas 3 and 4 (College-Spadina-Queen-Grace and Steeles-Markham-401-Victoria Park) have the highest percentage of residents with knowledge of neither official language (17.8% and 17.5%, respectively) compared to Areas 1 and 2 (Kipling-Finch, Martin Grove-Albion and Eglinton-Dufferin, Dovercourt-Dufferin; 11.5% and 9.4%, respectively).

These four areas share a few characteristics: compared to the city of Toronto, these four areas have higher proportions of residents, aged 25-64, with no certificate, diploma or degree (i.e. no high school diploma), lower proportions of residents, aged 25-64, with a university certificate, diploma or

degree at the bachelor level or above, and higher proportions of residents who speak a non-official language most often at home. Next, we describe the population with knowledge of neither official language and the overall socio-demographic, labour market and income statistics for the total population in each of the four areas.

AREA 1: KIPLING-FINCH, MARTIN GROVE-ALBION (IN NORTH ETOBICOKE)

Area 1 in north Etobicoke is the smallest of the four areas. It includes two census tracts with a population of 13,083 residents. A total of 1,495 residents, representing 11.5% of the population in the area, do not speak either official language.⁶¹ Among residents who do not speak either official language, over one-third (37.6%) report Assyrian Neo-Aramaic as their mother tongue, almost one-quarter (23.2%) speak Arabic, one in ten speak Gujarati (10.1%), almost one in ten speak Punjabi (9.4%), and almost one in twenty speak Chaldean Neo-Aramaic (4.7%). Assyrian Neo-Aramaic and Chaldean Neo-Aramaic are languages spoken in parts of Iran, Iraq, Syria and Turkey.⁶²

Among residents who do not speak English or French, Area 1 has the smallest proportion of seniors, representing about one-quarter of the group (26.7%) compared to over one-third for Area 4 and nearly half for Areas 2 and 3. Area 1 has the

60 Sources for Figures 31-34: Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054. The City of Toronto, Social Policy Analysis & Research Unit kindly provided a GIS shapefile of ESL program locations based on 211 Toronto data.

61 For each respective area, the percentage of residents with knowledge of neither official language is based on the number of residents with knowledge of neither official language divided by the total number of residents with a valid response to the knowledge of official languages question. The denominator (i.e. total number of residents with a valid response) is slightly smaller than the total population for each area as shown in the table.

62 www.omniglot.com

highest proportion of residents with knowledge of neither official language who are under age 15 (15.3%). It also has the highest proportion with knowledge of neither official language who are working age, 25-64 year olds (55.3%).

Table 1 shows the socio-demographic and income characteristics for the city of Toronto and the total populations in Areas 1-4. Compared to the city of Toronto and Areas 2, 3 and 4, **Area 1 has:**

- the youngest average age
- a much larger proportion of families with children and a much smaller proportion of one-person households
- a much larger proportion of working-age adults with no high school diploma and a lower proportion with a university education at least at the bachelor level or above
- the highest proportion of residents who are immigrants, recent immigrants, and individuals from a racialized group
- one of the highest proportions of residents who speak a non-official language most often at home
- the highest proportion of households that are tenant households
- the highest unemployment rate and one of the lower employment participation rates
- the lowest average after-tax household income
- the highest poverty and child poverty rates

Area 1 is located within one of the City of Toronto's Neighbourhood Improvement Areas (#2 Mount Olive-Silverstone-Jamestown), an area of the city where residents face greater inequities requiring action under the Toronto Strong Neighbourhoods Strategy 2020.⁶³

AREA 2: EGLINTON-DUFFERIN, DOVERCOURT-DUFFERIN (IN THE NORTHWEST END OF THE OLD CITY OF TORONTO, EXTENDING INTO THE FORMER CITY OF YORK)

Area 2, located in the old City of Toronto and the former city of York, includes five census tracts and has a population of 26,116 residents. In total, 2,450 people, or 9.4% of the area's population, speak neither English nor French. Among residents who do not speak English or French, over half (57.2%) report Portuguese as their mother tongue, about one in five (19.3%) speak Italian, one in twenty (5.1%) speak Spanish and almost one in twenty (4.5%) speak Cantonese.

Among the four areas, Area 2 has the highest proportion of seniors (49.4%) who make up the population who do not speak either official language. As well, a large proportion are working-age, 25-64 years old (44.7%).

⁶³ <https://www.toronto.ca/city-government/data-research-maps/research-reports/social-reports/toronto-strong-neighbourhoods-strategy-2020/>

Comparing the overall population in Area 2 to the city of Toronto and the total populations in Areas 1, 3 and 4, **Area 2 has:**

- one of the lowest proportions of residents who are recent immigrants
- the lowest proportion of residents who speak a non-official language most often at home among the four areas (however, higher than the percentage for the city overall)
- the lowest proportion of residents who are from a racialized group
- the highest employment participation rate
- the lowest poverty and child poverty rates

Part of Area 2 (the western portion around Old Weston Road and St. Clair Avenue) is located within one of the City of Toronto's Neighbourhood Improvement Areas (#91 Weston-Pellam Park), an area of the city where residents face greater inequities requiring action under the Toronto Strong Neighbourhoods Strategy 2020.

AREA 3: COLLEGE-SPADINA-QUEEN-GRACE (IN THE WEST END OF THE OLD CITY OF TORONTO)

Area 3, located in the west end of the old City of Toronto, includes four census tracts with a population of 15,985 residents. A total of 2,800 people speak neither official language, representing 17.8% of the area's population, a rate over three and a half times higher than the city's. Among residents who speak neither

official language, more than four out of five have a Chinese mother tongue language. Mandarin (38.6%) followed closely by Cantonese speakers (35.9%) make up the top two groups of residents who do not speak English or French. Portuguese (11.6%), Vietnamese (3.0) and Min Nan (2.9%) speakers make up the next three top mother tongue groups who do not speak either official language. Working-age adults (50.5%) and seniors (43.4%) make up the two largest age groups among residents who do not speak either official language.

Comparing the overall population in Area 3 with the city of Toronto and the total populations in Areas 1, 2 and 4, **Area 3 has:**

- the lowest proportion of households comprised of families with children
- the highest proportion of households with one person
- one of the lowest proportions of residents with no high school diploma among the four areas (however, the city percentage is lower)
- the highest proportion of residents with a university certificate, diploma or degree at the bachelor level or above among the four areas (however, the city percentage is higher)
- the lowest proportion of residents who are immigrants and recent immigrants
- the lowest unemployment rate

- the highest average after-tax household income among the four areas (however, the city average is considerably higher)

AREA 4: STEELES-MARKHAM-401-VICTORIA PARK (IN NORTHWEST SCARBOROUGH)

Area 4, located in northwest Scarborough, is the largest of the four areas. It includes 36 census tracts with a population of 176,380 residents. A total of 30,545 people speak neither official language, representing 17.5% of the area's total population.

Among residents who do not speak English or French, almost nine out of ten (89.4%) report a Chinese mother tongue language. Cantonese (48.6%) and Mandarin (34.8%) make up the largest groups among the population with knowledge of neither official language. Tamil speakers are the third largest group making up 2.8% of this population. Working-age adults (54.5%) are the largest age group among residents who do not speak English or French, followed by seniors (34.2%) and children under age 15 (9.2%).

Comparing the overall population in Area 4 with the city of Toronto and the total populations in Areas 1, 2 and 3, **Area 4 has:**

- the oldest average age
- the lowest proportion of residents with no high school diploma among the four areas (however, the city percentage is lower)
- the highest proportion of residents who speak a non-official language most often in the home
- one of the highest proportions of residents who are immigrants and members of racialized groups
- the lowest proportion of households that are tenant households
- the lowest employment participation rate
- one of the higher unemployment rates

Area 1: Kipling-Finch, Martin Grove-Albion

Figure 31A. Area 1:
Kipling-Finch, Martin Grove-Albion & ESL Program Locations



Figure 31B. Area 1:

Mother Tongue Languages of Population Who Speak Neither Official Language

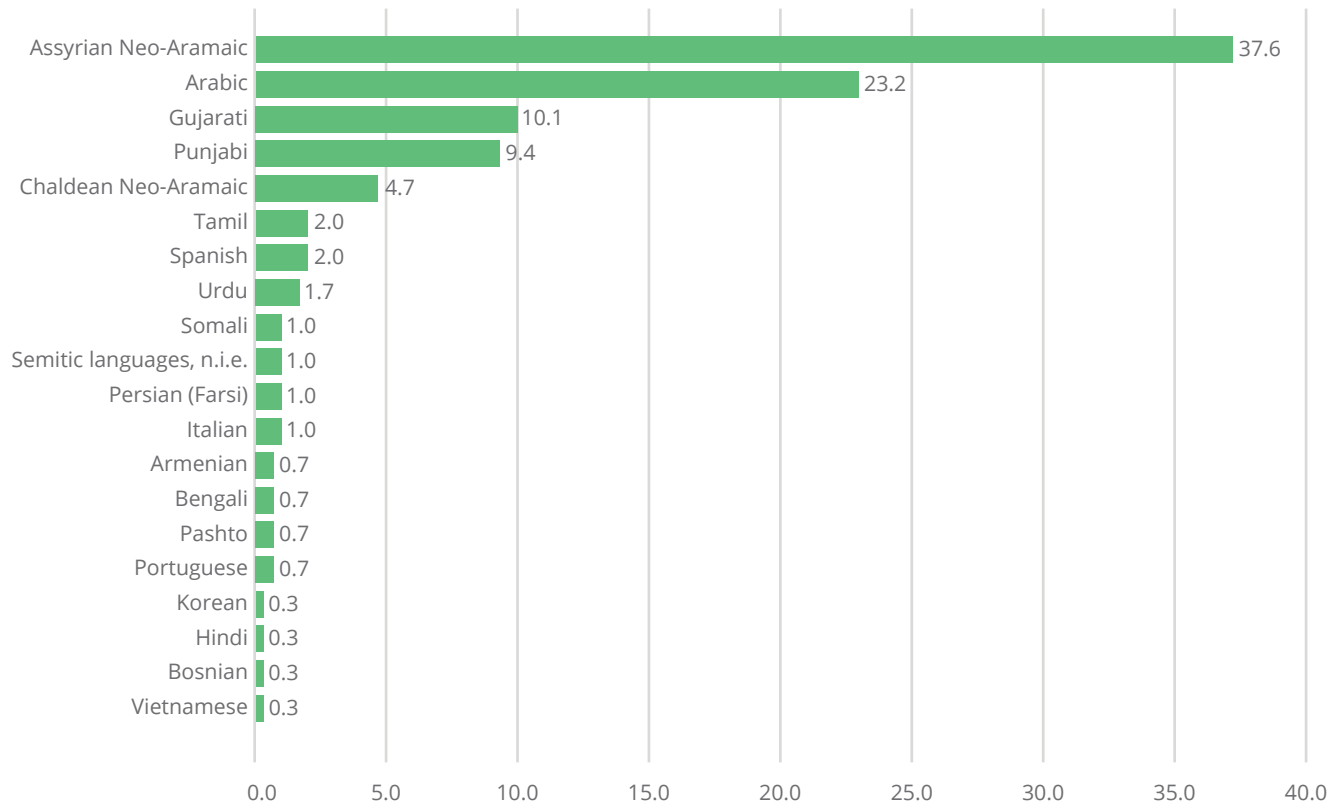
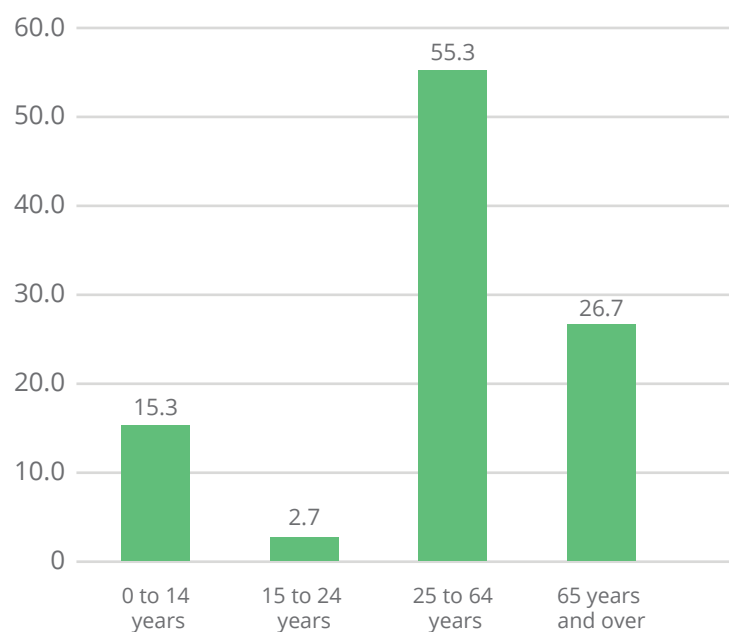


Figure 31C. Area 1:

Age Range of Population Who Speak Neither Official Language



Area 2: Eglinton-Dufferin, Dovercourt-Dufferin

Figure 32A. Area 2:
Eglinton-Dufferin, Dovercourt-Dufferin & ESL Program Locations

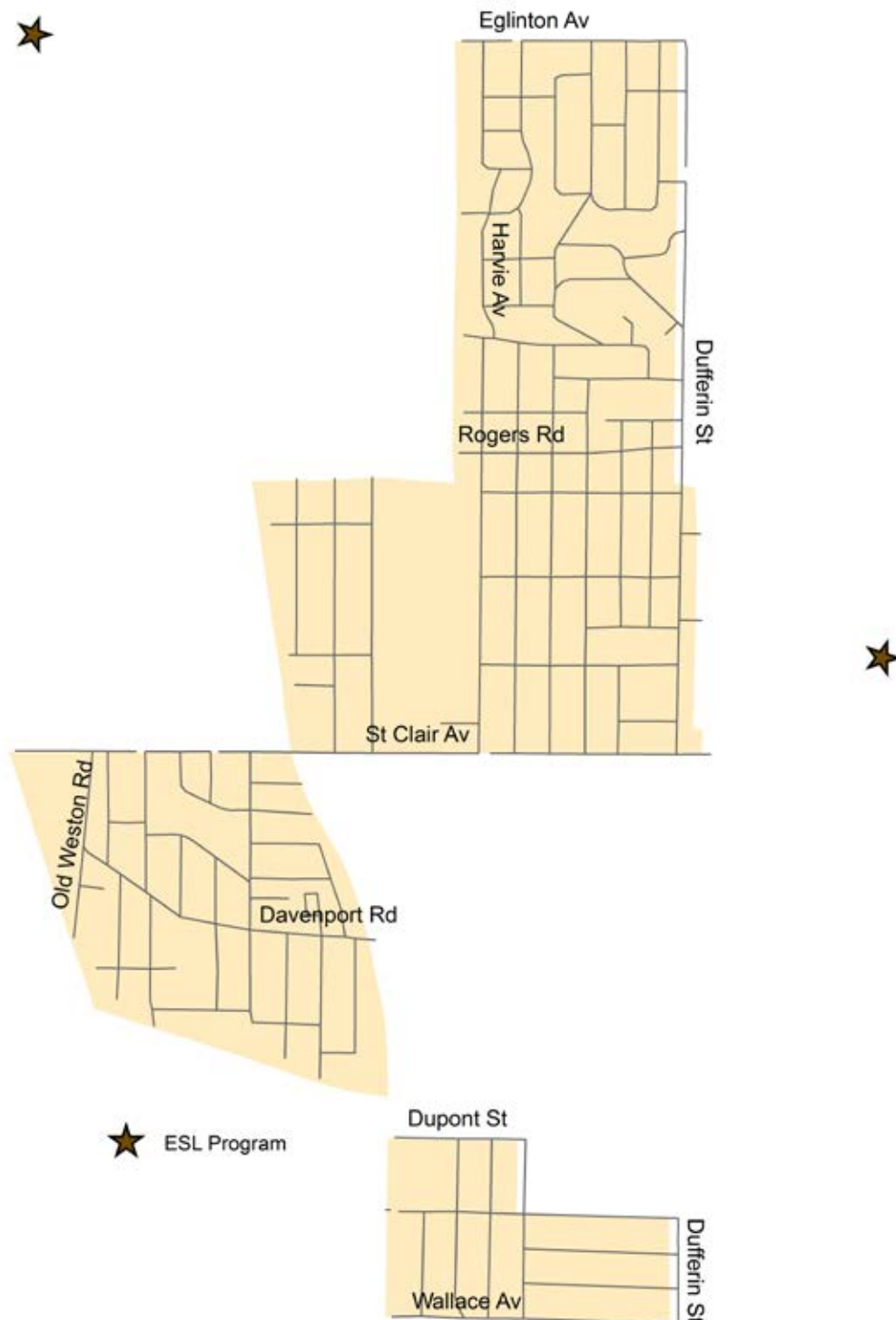


Figure 32B. Area 2:
Mother Tongue Languages
of Population Who Speak
Neither Official Language

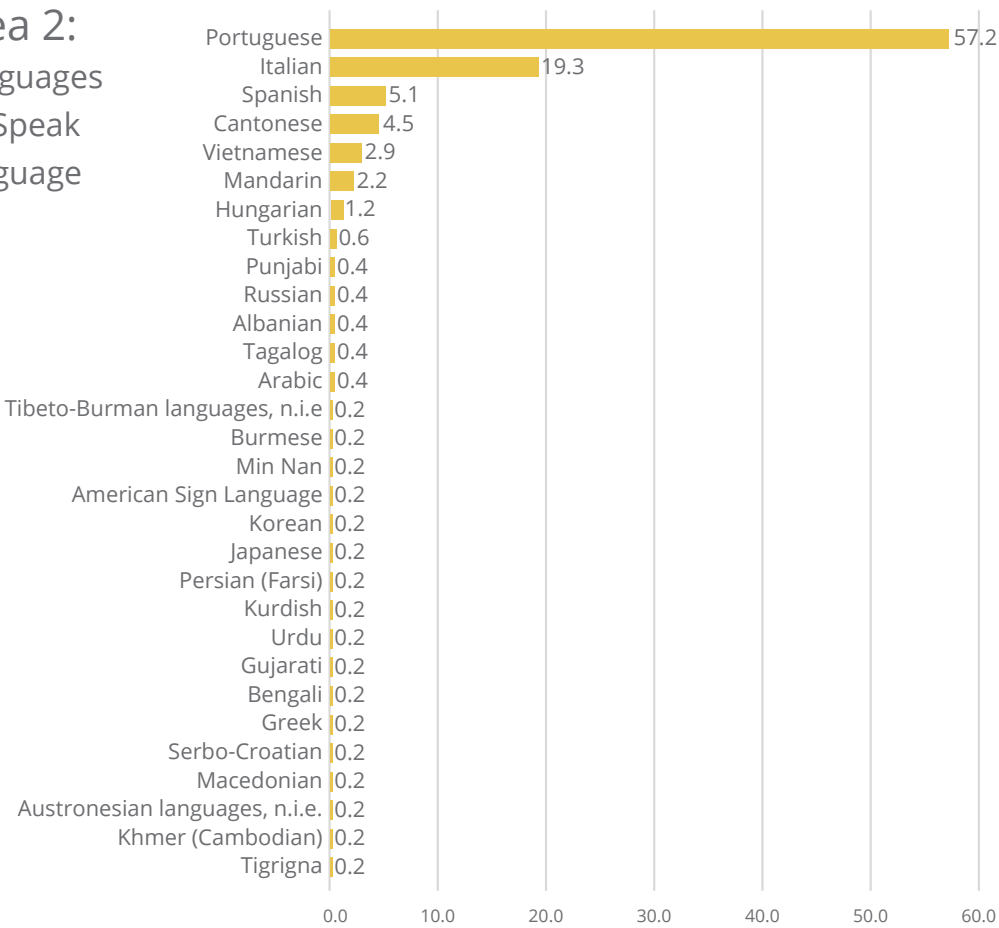
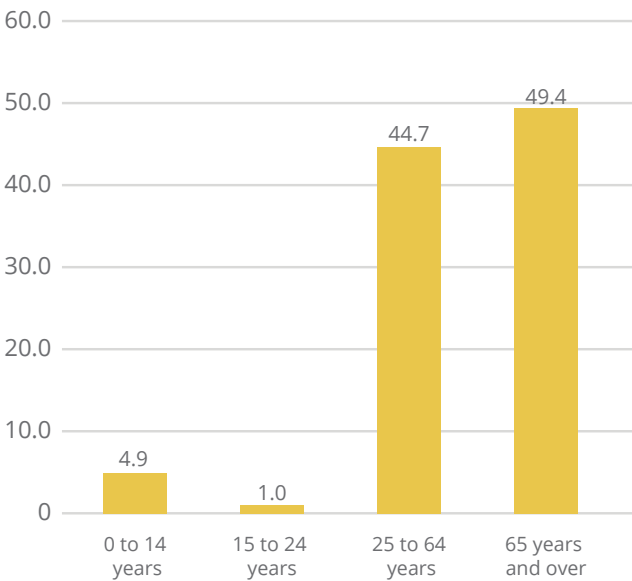


Figure 32C. Area 2:
Age Range of Population Who
Speak Neither Official Language



Area 3: College-Spadina-Queen-Grace

Figure 33A. Area 3: College-Spadina-Queen-Grace & ESL Program Locations

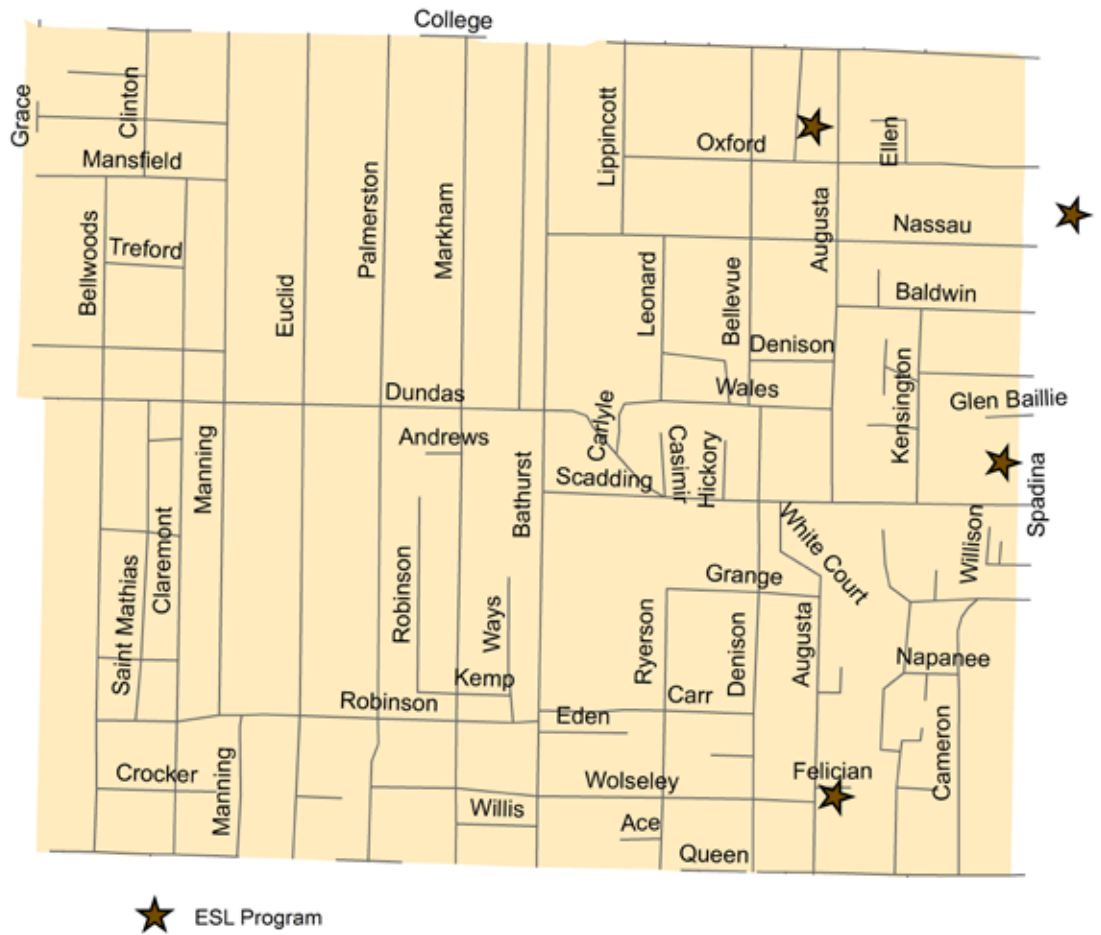


Figure 33B. Area 3:
Mother Tongue Languages of Population Who Speak Neither Official Language

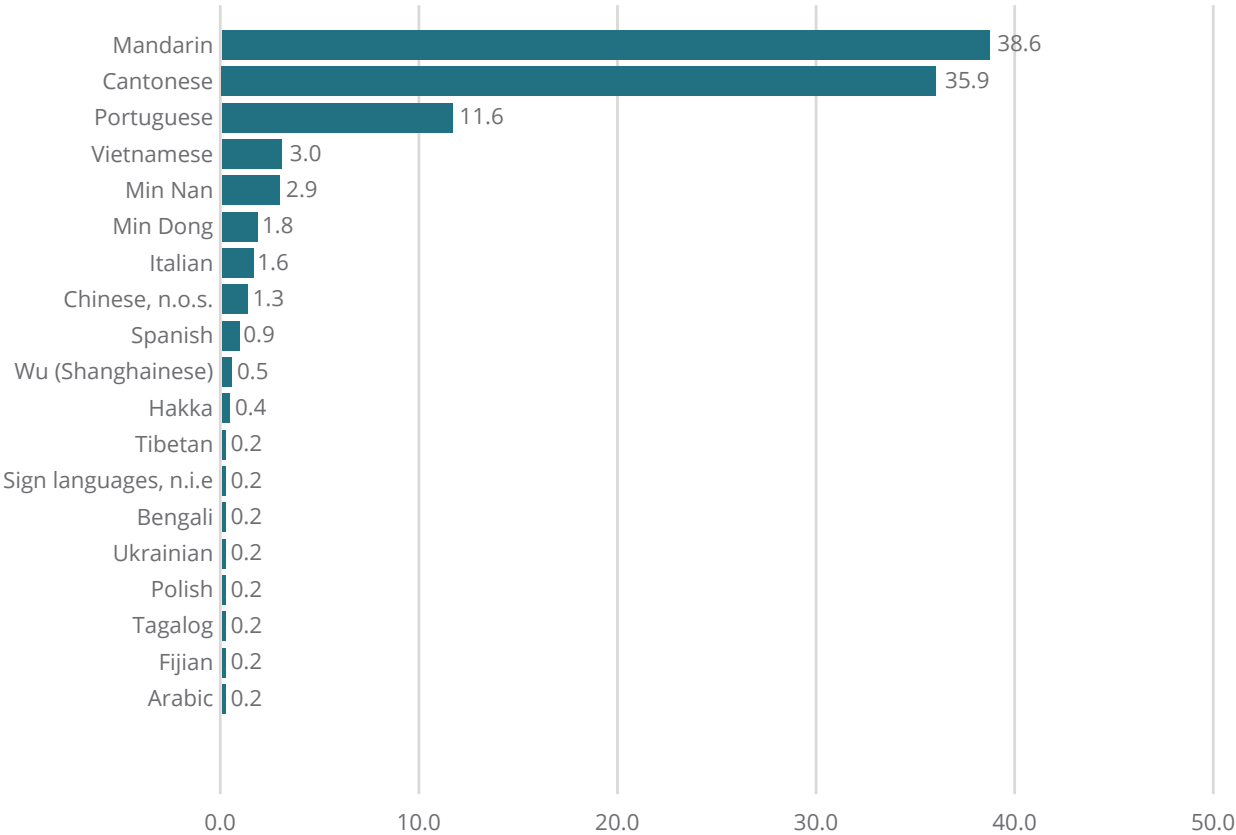
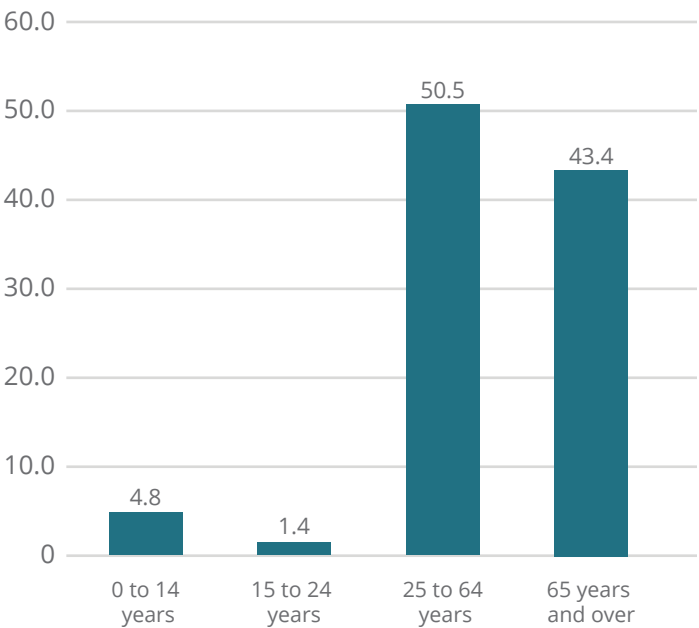


Figure 33C. Area 3:
Age Range of Population Who
Speak Neither Official Language



Area 4: Steeles-Markham-401-Victoria Park

Figure 34A. Area 4: Steeles-Markham-401-Victoria Park & ESL Program Locations

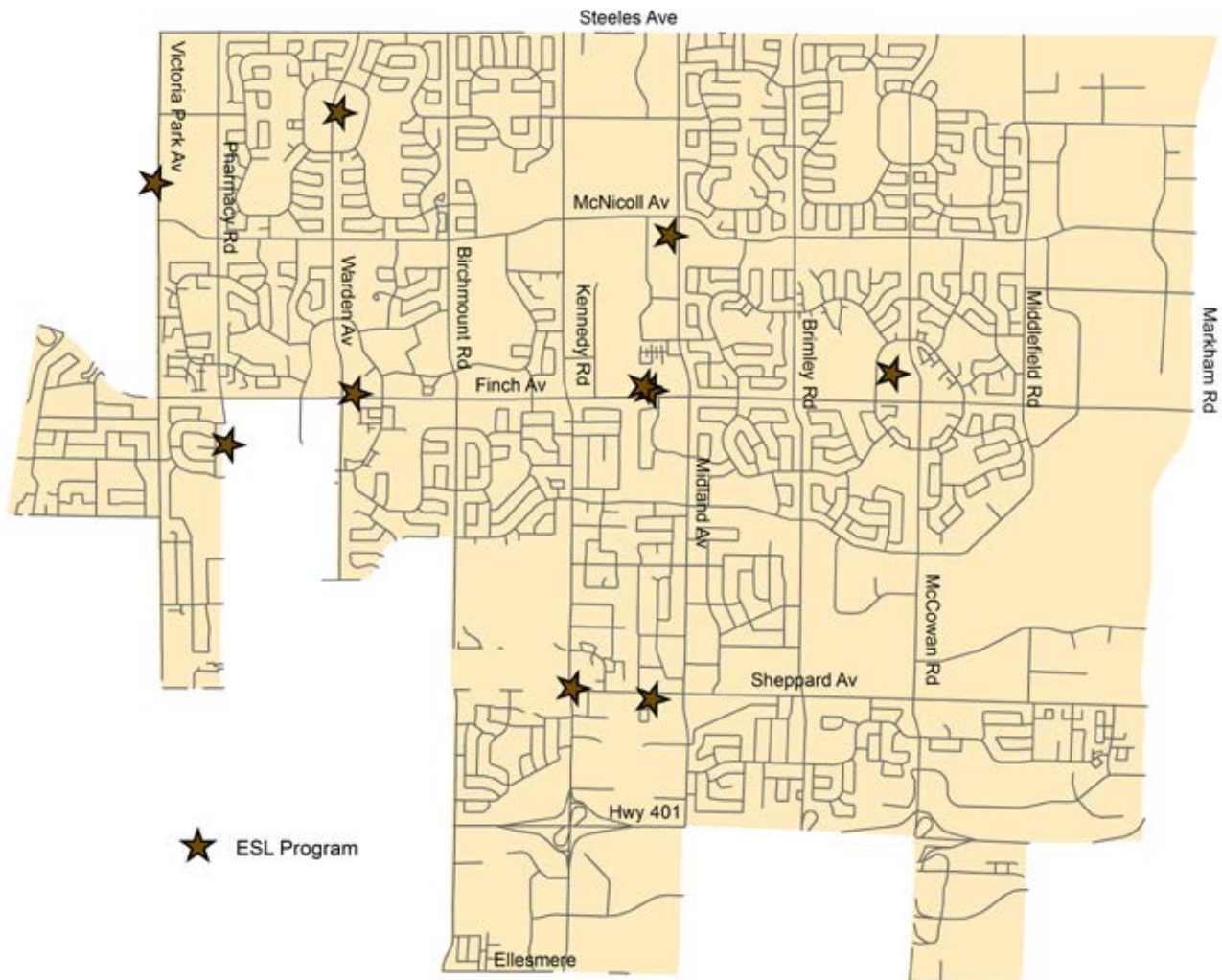


Figure 34B. Area 4:
Mother Tongue Languages
of Population Who Speak
Neither Official Language

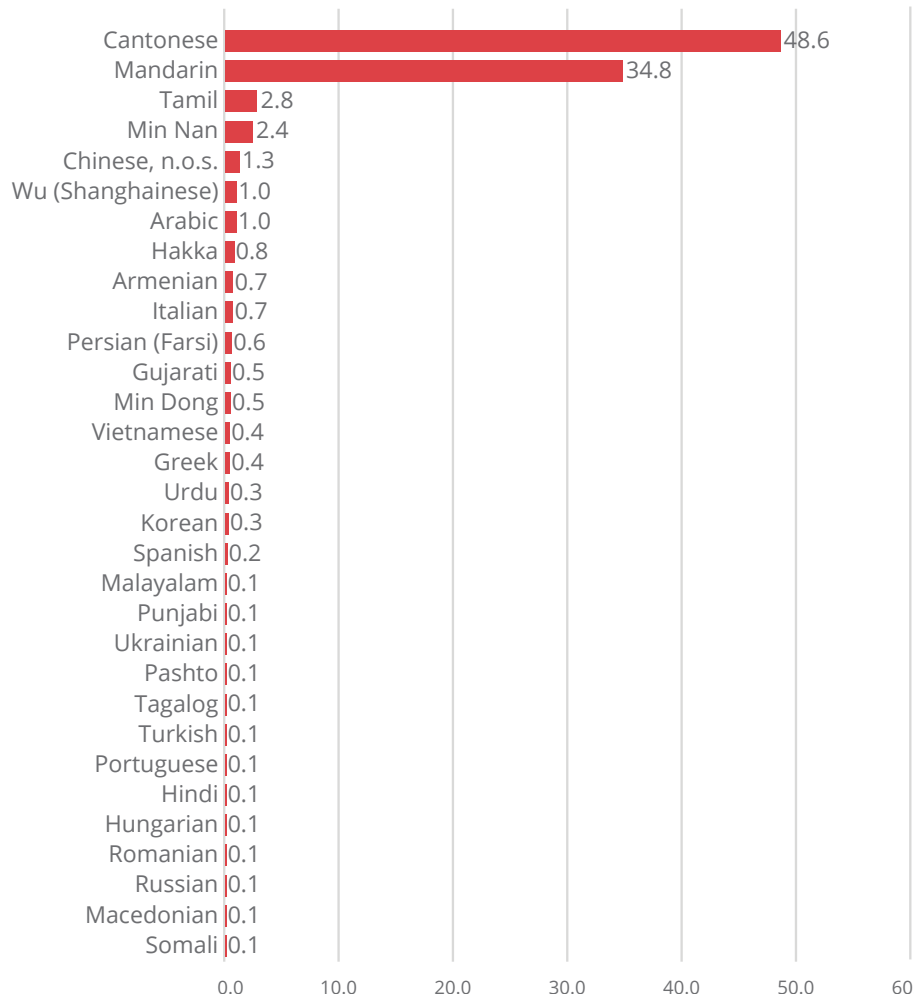


Figure 34C. Area 4:
Age Range of Population Who
Speak Neither Official Language

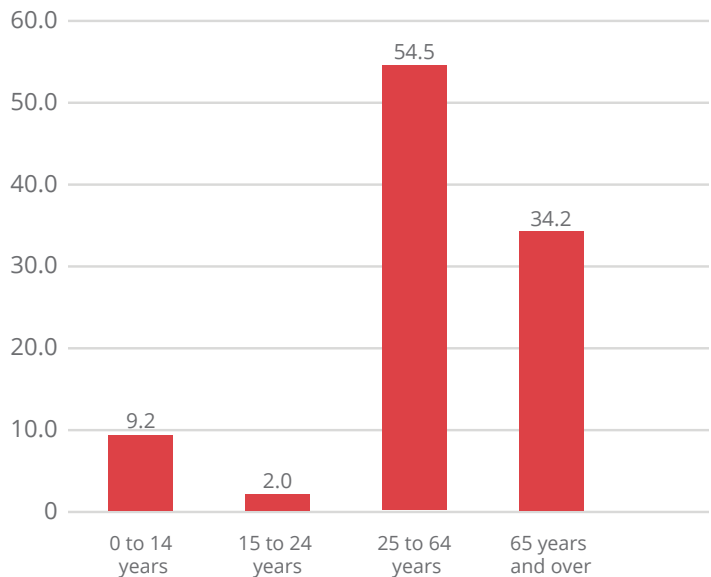


Table 1. Socio-demographic, Labour and Income Statistics for the City of Toronto and Four Areas with Large Populations Who Speak Neither Official Language⁶⁴

	City of Toronto	Area 1 (Kipling-Finch, Martin Grove- Albion)	Area 2 (Eglinton- Dufferin, Dovercourt- Dufferin)	Area 3 (College-Spadina- Queen-Grace)	Area 4 (Steeles- Markham- 401-Victoria Park)
Population	2,731,571	13,083	26,116	15,985	176,380
# of residents with knowledge of neither official language	132,765	1,495	2,450	2,800	30,545
% residents with knowledge of neither official language*	4.9%	11.5%	9.4%	17.8%	17.5%
Average age	40.6	34.6	39.6	40.3	43.1
% households with children**	38.4%	65.8%	40.8%	27.8%	48.8%
% one-person households	32.3%	11.2%	28.0%	34.7%	19.3%
% no certificate, diploma or degree, 25-64 years	10.3%	30.3%	23.0%	18.7%	17.9%
% university certificate, diploma or degree at bachelor level or above, 25-64 years	44.1%	24.5%	26.8%	39.6%	31.8%
% non-official language most often spoken at home	28.5%	58.1%	34.3%	36.7%	58.7%
% population who are immigrants	47.0%	71.5%	47.3%	43.4%	67.5%
% population who are recent immigrants (2011-2016)	7.0%	21.7%	5.4%	4.1%	8.4%
% population who are members of a racialized group	51.5%	87.4%	33.6%	51.8%	86.8%
% tenant household	47.2%	65.6%	42.2%	56.0%	27.6%
% tenant households that pay 30% or more of income toward shelter***	46.8%	43.5%	46.8%	45.9%	48.1%
2015 employment participation rate	64.7%	56.5%	66.7%	62.9%	56.0%
2015 unemployment rate	8.2%	13.3%	8.1%	7.5%	10.0%
2015 average after-tax household income	\$81,495	\$55,502	\$64,154	\$68,343	\$65,366
2015 % persons with low income (AT-LIM)	20.2%	31.0%	17.0%	25.4%	23.3%
2015 % children in low income household (AT-LIM)	26.3%	42.2%	21.7%	25.8%	31.5%
* based on population with valid data for knowledge of official languages					
** one-census-family households with children					
*** using 2015 household income and 2016 shelter costs					

Source: Statistics Canada. 2017. *Toronto, CDR [Census division], Ontario and Ontario [Province]* (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017.
<http://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E> (accessed March 26, 2018).
 Statistics Canada. 2017. *Census Profile, 2016 Census*. [by census tract]. Statistics Canada Catalogue no. 98-316-X2016001. Statistics Canada, 2016 Census, Statistics Canada Catalogue no. 98-400-X2016054.

64 This table shows statistics for the entire population in each of the four areas (i.e. not only the populations who speak neither official language).

DISCUSSION

A. TORONTO IS HOME TO A DIVERSE POPULATION OF RESIDENTS WHO DO NOT SPEAK EITHER OFFICIAL LANGUAGE.

While most city of Toronto residents are able to have a conversation in English or French, almost one in twenty speak neither official language according to the most recent census. As an immigrant-receiving centre where almost half of all residents were born outside of Canada⁶⁵, it is not surprising to have a significant population without official-language skills.

The city of Toronto's share of residents who speak neither official language has declined in the past twenty years from 30.1% of all Canadian residents with knowledge of neither official language in 1996 to 20.5% in 2016.^{66, 67, 68} At the same time, Toronto region's share stayed about the same at around 40%.^{69, 70, 71} This is consistent with immigration trends in general where the city's share of the immigrant population fell from 22.6% of all immigrants in Canada in 1996 to 16.8% in 2016, while Toronto region's share remained relatively unchanged at about 36%.^{72, 73, 74, 75}

Immigrant families may be settling in neighbouring communities outside of the city of Toronto for a variety of reasons. Toronto region's outer suburbs may provide employment and educational opportunities, offer a more affordable cost of living including the cost of housing, and hold appeal due to the presence of large immigrant communities that have developed in these areas over the years.^{76, 77, 78}

As our analysis shows, Toronto residents with knowledge of neither official language are not a monolithic group. This diverse population varies by mother tongue, age group and geography. Residential patterns for this population also vary by mother tongue. As such, the needs of this population are likely quite diverse.

B. WOMEN AND SENIORS ARE SIGNIFICANT SUBGROUPS OF THIS POPULATION.

Among Toronto residents who do not speak either official language, three out of five are female. However, the gender breakdown for this population varies by age. Women, aged 25 and older, make up a larger part of the population who speak neither official language than would be expected from their numbers in the overall population.

65 Statistics Canada, 2017a

66 *ibid.*

67 Statistics Canada, 2017i

68 Statistics Canada, n.d.

69 Statistics Canada, 2017i

70 Statistics Canada, 2017j

71 Statistics Canada, n.d.

72 Statistics Canada, 2017a

73 Statistics Canada, 2017i

74 Statistics Canada, 2017j

75 Statistics Canada, n.d.

76 Canada Mortgage and Housing Corporation, 2017

77 Community Development Halton, 2017

78 Mohanty & DeCoito, 2009

The admission system through which immigrants gain entry to Canada is important to understanding why women are more likely than men to lack official-language skills. Women are less likely to enter Canada through an immigration admission class that prioritizes official-language skills. Among the economic immigrant class, men are more likely to enter Canada as principal applicants where official-language skills are prioritized, while women are more likely to enter as secondary applicants without these requirements.⁷⁹ Women also make up the majority of immigrants who are sponsored by family members where official-language skills are not a requirement. Compared to men, women may also have fewer opportunities to learn English or French in their country of origin which affects their immigration class options and knowledge of official languages.⁸⁰

Seniors, aged 65 and older, make up 44.6% of Toronto residents who speak neither official language, while representing only 15.6% of the overall population. Older seniors, aged 75 and over, represent a large part of this linguistic group at 27.6% while they comprise only 7.4% of the overall population. Over two-thirds of the seniors who do not speak English or French are women, while only 56.8% of seniors in the overall population are women.

Toronto region data show that immigrants who were aged 65 and older in 2016 were much more likely to enter Canada as sponsored family

members rather than economic class applicants to Canada.⁸¹ This is true for immigrants who were 65 years of age and older in 2016 and immigrated between 1991 and 2016. Individuals immigrating to Canada under this family reunification category did not need to meet official-language requirements.

Seniors may also be less likely to speak English or French as a result of barriers to acquiring official-language skills. Researchers have documented barriers to English language acquisition for older adults including cognitive challenges associated with age such as short-term memory loss and lower rates of processing speed; physical and psychological health challenges that take priority over language learning, some of which may be associated with the migration experience; lack of previous English as a Second Language instruction in their country of origin; hearing impairments related to age; a lack of comfort or experience with technology that may aid in second language acquisition; ESL instruction that is not tailored to meet the needs of older language learners; and a lack of confidence that, as older adults, they have the ability to learn a new language.^{82, 83, 84, 85, 86}

⁷⁹ Statistics Canada, 2017a

⁸⁰ UNESCO & Education for All Global Monitoring Report, 2013

⁸¹ Statistics Canada, 2017a

⁸² Long, 2007 in Hsiao, 2018

⁸³ Wang, 1999 in Hsiao, 2018

⁸⁴ Hsiao, 2018

⁸⁵ Mast, Zimmerman & Rowe, 2009 in Hsiao, 2018

⁸⁶ Singleton, 2001

C. TORONTO RESIDENTS WITH A CHINESE MOTHER TONGUE MAKE UP A LARGE SUBGROUP OF THE POPULATION THAT LACK OFFICIAL-LANGUAGE SKILLS. AMONG RESIDENTS WHO DO NOT SPEAK ENGLISH OR FRENCH, CANTONESE IS THE MOST COMMONLY REPORTED MOTHER TONGUE LANGUAGE, FOLLOWED BY MANDARIN.

Census data show that residents with a Chinese mother tongue language make up a much larger part of the population who do not speak English or French than would be expected based on their numbers in the overall population. In total, over two in five residents who speak neither official language report having a Chinese mother tongue language, while only one in five residents with a non-official mother tongue report a Chinese language.

Canadian studies have documented the challenges that many Cantonese and Mandarin speakers face in developing English language skills. In 2004, Citizenship and Immigration Canada (now Immigration, Refugees and Citizenship Canada) examined the English language listening and speaking scores of over 3,800 newcomers at the time of their citizenship test (a minimum of 3 years after arrival in Canada).⁸⁷ Mandarin and Cantonese speakers had some of the lowest scores, ranking 17th and 19th out of 20 language groups, respectively. The researchers noted that the majority of these speakers were likely well-educated, based on their immigration admission

class, but struggled with acquiring English language skills. A recent evaluation of Immigration, Refugees and Citizenship Canada's Settlement Program similarly noted the challenge that immigrants from China face in gaining English language skills.⁸⁸

Research shows that language learners face greater challenges acquiring new language skills when their mother tongue is linguistically distant from the language that they are learning.⁸⁹ Chinese speakers likely experience greater barriers to acquiring English or French due to the dissimilarity between their mother tongue and Canada's official languages. Cantonese, Mandarin and other Chinese languages are linguistically distant from English and French. They sound very different from Canada's official languages and use different alphabets and language structures.

Social and cultural factors may also play a role in the challenges Chinese language speakers face in acquiring English language skills. One small-scale longitudinal study found that, after seven years in Canada, Mandarin speakers had considerably greater difficulties being understood in English compared to Slavic speakers where both groups received English language instruction.⁹⁰ While Mandarin speakers had expanded their vocabularies, their English-speaking skills were still limited. Compared to Slavic speakers, the study found that the Mandarin speakers were less likely to be exposed to English, start conversations with others in English, and speak or listen to English

⁸⁷ Derwing, Munro, Mulder & Abbott, 2010 in Derwing & Waugh, 2012

⁸⁸ Immigration, Refugees and Citizenship Canada, Evaluation Division, 2017

⁸⁹ Schumann, 1976 in Derwing & Waugh, 2012

⁹⁰ Derwing & Munro, 2013

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outside of class. This reduced exposure to and engagement in English may be related to cultural differences between the Mandarin and Slavic speakers.

Age may also contribute to the difficulties that some Chinese speakers face in developing English language skills. Older adults, aged 55 and over, make up 58.3% of Chinese speakers who do not speak English or French in Toronto.⁹¹ As discussed previously, older adults can experience greater challenges in learning a new language.^{92, 93, 94, 95, 96} Linguistic distance, age, social and cultural reasons may all contribute to a greater learning curve for Chinese speakers to develop fluency in English.

Finally, while it is difficult to live in Toronto without some fluency in English, people can find work, create connections and make community, particularly in areas of the city where their mother tongue is commonly spoken. Almost a quarter of a million residents in Toronto have a Chinese mother tongue.⁹⁷ Our research shows that Cantonese and Mandarin speakers who lack official-language skills tend to live in areas of Toronto where their mother tongue is commonly spoken. These ethnocultural and linguistic enclaves can provide critical support to Chinese speakers with limited English skills.

91 Statistics Canada, 2017h

92 Long, 2007 in Hsiao, 2018

93 Wang, 1999 in Hsiao, 2018

94 Hsiao, 2018

95 Mast, Zimmerman & Rowe, 2009 in Hsiao, 2018

96 Singleton, 2001

97 Statistics Canada, 2017a

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D. RESIDENTS WHO DO NOT SPEAK EITHER OFFICIAL LANGUAGE TEND TO LIVE IN AREAS WHERE THEIR MOTHER TONGUE IS COMMON.

This report includes maps of the areas where residents who speak neither official language live based on their mother tongue. Maps were produced for the top six mother tongue groups among this population: Cantonese, Mandarin, Portuguese, Italian, Spanish and Tamil. Each map revealed a unique residential pattern. We compared these residential patterns to maps showing where Toronto residents live based on the language they speak most often at home for the same six languages. This analysis showed that residents who do not speak English or French tend to live in areas where their mother tongue language is commonly spoken.⁹⁸

For individuals who do not speak English, it is clearly beneficial to live in an area where their mother tongue is commonly spoken as they will have greater ease communicating with others. Living in these areas, residents without official-language skills may have greater access to work, services and supports. They may also have more opportunities to make social connections and build relationships. This could aid their migration process and reduce social isolation. In addition, living in a community where others share your cultural background and local businesses cater to your food preferences can facilitate a sense of inclusion, particularly for newcomers. These areas provide benefits for newcomers and longer-term

immigrants alike.

Research on ethnic enclaves (i.e. residential areas with a high concentration of residents from a particular ethnocultural group) in Canada tends to focus on positive aspects such as those described above.⁹⁹ However, potential disadvantages have also been discussed such as limited employment opportunities for newcomers due to reduced access to networks with individuals from other cultural backgrounds and reduced opportunities for social connections that build a sense of social inclusion with the broader multicultural community. Still, the benefits for residents who do not speak English would appear to outweigh any disadvantages.

E. RESIDENTS WHO LACK OFFICIAL-LANGUAGE SKILLS HAVE A HIGHER POVERTY RATE AND TEND TO LIVE IN AREAS WITH HIGHER POVERTY RATES.

Over one-third of residents without official-language skills live in poverty compared to about one in five Toronto residents overall. Residents who speak neither official language are also more likely to live in areas with high rates of poverty.¹⁰⁰

For immigrants who arrive in Canada at an older age, many are not eligible for Canadian pension and income support programs. For example, amounts provided through the Canada Pension Plan are dependent on the eligible employment

⁹⁸ For home language residential patterns, see our Toronto Language Map at www.socialplanningtoronto.org.

⁹⁹ Agrawal, 2010

¹⁰⁰ 51.1% of residents who do not speak English or French live in census tracts with poverty rates above the city average of 20.2% compared to 41.0% of the overall population; Statistics Canada, 2017k

earnings of individuals. Older adult immigrants may have little to no employment experience in Canada. At retirement, they would receive little or no income from the Canada Pension Plan as a result. Old Age Security and the Guaranteed Income Supplement which provide income support to seniors are only available to older adults who have lived in Canada for 10 years or more since the age of 18.^{101, 102} For these reasons, immigrants who arrive in Canada at an older age may have limited incomes.

Seniors may have income support from family members, particularly those who were admitted to Canada as immigrants sponsored by family members. However, the high rate of poverty among residents without official-language skills, a group that includes a large portion of seniors, raises concerns about income adequacy for these seniors.

As discussed in the next section, working-age immigrants who do not speak either official language face barriers to accessing employment and are limited in their employment options, resulting in higher poverty rates. The connection with low educational attainment is also examined.

F. INDIVIDUALS WHO DO NOT SPEAK EITHER OFFICIAL LANGUAGE HAVE HIGH UNEMPLOYMENT RATES. FOR THOSE WITH EMPLOYMENT, MOST LACK FULL-TIME, FULL-YEAR WORK.

An ability to communicate in English is a prerequisite for many jobs in Toronto, particularly for positions that utilize advanced training and education. Our results show that Toronto workers without official-language skills experience disadvantage in the labour market with an unemployment rate that is 3 percentage points higher than that found in the general population.¹⁰³ Even among those with employment, this group is less likely to work full-time, full-year than the general population.

Our findings are consistent with the literature documenting poorer employment outcomes and lower income levels for residents who lack official-language skills.^{104, 105} Longitudinal research shows that employment rates, access to jobs that are appropriate to a person's employment history and skill set, and income levels rise with greater fluency in English.

Educational attainment plays a role in the labour market experience of individuals who lack official-language skills. According to the most recent census, working-age adults in the Toronto region who do not speak English or French have

101 <https://www.canada.ca/en/services/benefits/publicpensions/cpp/old-age-security/eligibility.html>

102 <https://www.canada.ca/en/services/benefits/publicpensions/cpp/old-age-security/guaranteed-income-supplement/eligibility.html>

103 The unemployment rate is based on individuals in the labour force (i.e. with employment or seeking employment). Most seniors are not in the labour market and therefore, not included in the calculation of the unemployment rate.

104 Grondin, 2007

105 Bonikowska, Hou & Picot, 2015

lower levels of educational attainment than the general population.¹⁰⁶ Over 80% of Toronto region residents who speak neither official language have not completed college or university. More than half have not completed high school.

Lower education levels, in turn, are associated with greater unemployment and lower incomes.¹⁰⁷ However, limited formal education is not the sole factor contributing to poor employment outcomes and earnings for individuals without official-language skills. According to census data for the Toronto region, individuals, aged 25-64, who do not speak English or French are less likely to have paid work, have lower median after-tax and employment incomes, and for those with work, are less likely to have full-time, full-year work compared to the general population *at different educational levels*.¹⁰⁸ For example in the Toronto region, working-age adults who do not speak either official language and have not completed high school have poorer employment outcomes and lower incomes and earnings than the overall working-age population who have not completed high school.

The employment and income gap is particularly large for residents with higher levels of formal education who lack official-language skills. In the Toronto region, half of working-age adults with a university education who lacked official-language skills did not have work in 2015 compared to 13% of university graduates in the general working-

age population.¹⁰⁹ The median employment income of working-age university graduates who did not speak either official language was almost \$40,000 lower than that of working-age university graduates in the general population.

Together, lack of official-language skills and lower educational attainment create multiple barriers to labour market entry and achieving a decent standard of living. Research also shows that people with lower educational attainment have a harder time developing proficiency in English.¹¹⁰ All in all, supports are needed to promote the successful settlement of working-age adults who do not speak the dominant language.

Research studies make clear the importance of official-language skills in the labour market. However, it is important to note that strict language requirements can be a mask for employment discrimination. Some positions do not require a high level of English language fluency. Under the Ontario Human Rights Code, employers can only require applicants to have a high level of language fluency if it is essential for the job.^{111, 112} Some employers use language requirements as a way to screen out groups on the basis of immigration status or race. Through protected grounds such as ancestry, ethnic origin, place of origin and race, the Ontario Human Rights Commission offers protection against language and accent discrimination in employment, as

109 *ibid.*

110 Immigration, Refugees and Citizenship Canada, Evaluation Division, 2017

111 Ontario Human Rights Commission, 2013

112 Ontario Human Rights Commission, 1996

106 Statistics Canada, 2018c

107 *ibid.*

108 *ibid.*

well as accommodation, services, contracts and membership in a union.

G. OFFICIAL-LANGUAGE PROFICIENCY IS ASSOCIATED WITH SEVERAL POSITIVE OUTCOMES FOR IMMIGRANT COMMUNITIES. HOWEVER, MANY RESIDENTS FACE BARRIERS IN ACCESSING APPROPRIATE AND EFFECTIVE LANGUAGE INSTRUCTION.

The federal and provincial governments play a central role in funding official-language instruction in Canada.

Federal Role

Immigration, Refugees and Citizenship Canada (IRCC) (formerly Citizenship and Immigration Canada; CIC) funds English language instruction for adults through the Language Instruction for Newcomers to Canada (LINC) program and the Enhanced Language Training (ELT) program. These language instruction programs are delivered by a broad range of community organizations, school boards and academic institutions.¹¹³ LINC programs provide free language instruction at various levels. The ELT program is a free full-time program that provides advanced English language instruction for skilled immigrants from selected employment sectors who have a higher level of English fluency. It aims to support newcomers in accessing employment in their field.

LINC and ELT programs are open to Convention Refugees, Permanent Residents and individuals

whose Permanent Resident status is being processed and who have received a letter from IRCC indicating that their application has received initial acceptance subject to an admissibility assessment (i.e. ensuring that they meet criteria for admission). Canadian citizens, refugee claimants, migrant workers and non-status immigrants are not eligible.

A 2017 evaluation of IRCC's Settlement Program found IRCC-funded language instruction helped participants to gain official-language skills.¹¹⁴ Factors associated with language skill gains included country of citizenship, age (younger people showed greater gains), years in Canada (people living in Canada longer showed greater gains), educational attainment (people with higher educational attainment showed greater gains) and level of official-language knowledge at time of entry to Canada (people with lower official-language skills at time of entry to Canada showed greater gains).

One critical finding was that while language training improved language skills for economic immigrants, it showed no measurable effect for refugees and family class immigrants. That is, refugees and family class immigrants in language training programs showed no greater language skill development than those who had not taken language training.

Further analysis from this evaluation showed that individuals with higher levels of formal education

¹¹³ The French language equivalent to LINC is called Cours de langue pour les immigrants au Canada (CLIC).

¹¹⁴ Immigration, Refugees and Citizenship Canada, Evaluation Division, 2017

and those who possessed some official-language skills made greater progress than those with lower levels of formal education and those who had knowledge of neither official language. Census data show that refugees and family class immigrants in the Toronto region have lower levels of formal education than economic immigrants.¹¹⁵ A higher proportion of refugees and family class immigrants cannot have a conversation in either official language compared to economic immigrants.¹¹⁶ As well, family class immigrants in the Toronto region tend to be older than economic immigrants which is also a factor in acquiring official-language skills.¹¹⁷

The evaluation authors recommended that IRCC “review and assess its language training delivery and implement appropriate changes to improve its effectiveness” and that this review consider the needs of different groups of learners. This review may help identify the language instruction models, approaches and supports that will better facilitate the language learning of refugees and family class immigrants. The review is expected to be completed in 2018-19.

A 2010 evaluation of the LINC program demonstrated positive outcomes.¹¹⁸ However, it also found a dropout rate of approximately 25% for Ontario LINC students.¹¹⁹ Barriers to taking

LINC classes included needing to work to support themselves and their families, lack of child care, lack of information about LINC, feeling their English language skills were sufficient, and class schedule problems. According to the 2010 evaluation, while nearly 80% of LINC service providers offered child care, provisions varied where some programs did not provide care for infants and most did not provide care for school-age children over the summer months. Waiting for a child care space delayed entry into the LINC program as well. The evaluation showed that almost 80% of LINC providers offered transportation supports, but focus group participants noted that some programs had strict criteria for transit support that limited access.

Provincial Role

The Ontario provincial government funds official-language instruction for adults and children. The Ontario Ministry of Citizenship and Immigration funds school boards to provide adult ESL courses through the Province’s Adult Non-Credit Language Training Program.¹²⁰ Compared to the federally-funded LINC program, provincially-funded adult ESL courses serve a broader range of residents including Canadian citizens (i.e. individuals born outside of Canada who subsequently become Canadian citizens), Permanent Residents, refugee claimants, Convention Refugees and Live-In Caregivers.

115 Statistics Canada, 2017l

116 Statistics Canada, 2018d

117 Statistics Canada, 2017m

118 Citizenship and Immigration Canada, Evaluation Division, 2010

119 The authors note that an exact dropout rate is difficult to calculate because of lack of documentation on when each student joined, transferred and quit the program. The dropout rates calculated likely underestimate the actual rate because

the evaluation was conducted when most classes were only part way through.

120 The Ministry of Citizenship and Immigration funds French as a second language instruction through this program as well.

Unlike the LINC program, provincially-funded adult ESL courses allow for greater flexibility in program delivery. For example, one class could focus on speaking and listening skills, while another could offer instruction to improve reading and writing which would aid different groups of learners. In contrast, LINC courses focus on all four of the language learning skill areas. The provincial government funds school boards to deliver the adult ESL program, while the federal government funds school boards, academic institutions and community organizations to provide LINC courses.

The Ontario Ministry of Education provides funding to school boards throughout the province to support ESL and English Literacy Development (ELD) programs for school-age immigrant children.¹²¹ Several reports have documented funding problems associated with elementary and secondary school language instruction programs.^{122, 123, 124, 125, 126, 127} These problems include: a) insufficient funding provided to school boards through the provincial government's Language Grant to meet the language learning needs of immigrant students, b) no recognition that additional funds are needed for schools that have a large population of English language learners from a diversity of cultural and linguistic backgrounds, c) no provincial requirement to use

ESL/ELD funding for ESL/ELD programs, and d) a lack of transparency in reporting on how ESL/ELD funds are used by school boards.

The provincial government puts no restrictions on how Language Grant funds are used by local school boards.¹²⁸ As a result, significant portions of these funds intended for ESL/ELD programs have been diverted to cover other educational costs, bringing to light a larger ongoing problem with the provincial government's education funding formula.

Reports have documented the use of Language Grant funds for non-ESL/ELD programs in the Toronto District School Board and Toronto Catholic District School Board.^{129, 130, 131} Most recently, in 2017, the Auditor General of Ontario noted that the "Language grant provided for English-language learners is being spent on other purposes".¹³² The audit included a review of the use of the Language Grant in a few school boards, including the Toronto Catholic District School Board (TCDSB). In the 2015/16 school year, the TCDSB used \$13.9 million (58% of the \$23.9 million Language Grant provided to the TCDSB) for its intended purpose of providing students with English language instruction, while diverting \$10 million (42% of the Language Grant) to address other cost pressures, despite the board's own acknowledgement of the need for investment in English language instruction. The Auditor General called for a comprehensive review

121 The Ministry of Education funds French as a second language instruction as well as French language schools in Ontario.

122 Johnston, Queiser & Clandfield, 2013

123 Mackenzie, 2015

124 Elementary Teachers' Federation of Ontario, 2017

125 People for Education, 2017

126 Office of the Auditor General of Ontario, 2005

127 Office of the Auditor General of Ontario, 2017

128 *ibid.*

129 *ibid.*

130 Johnston, Queiser & Clandfield, 2013

131 Toronto District School Board, 2018

132 Office of the Auditor General of Ontario, 2017

of the provincial education funding formula, for the Ministry to assess whether funds intended for specific uses are being used accordingly, and for the Ministry to assess whether those funds are achieving their stated purpose.

Barriers to Accessing Official-Language Instruction

Related research has identified barriers to accessing English language instruction.¹³³ These authors have noted that a one-size-fits-all approach cannot meet the diverse needs of second language learners. Studies with immigrant women identified challenges with engaging in language learning while juggling other responsibilities including acting as a primary caregiver for children and older adults in the family and working to contribute financially to the family. Barriers to participating in ESL classes included lack of child care, challenges navigating the transit system and the high cost of transit, lack of information about available language instruction programs, need for flexibility in course scheduling, lack of family support for women learning English, and experiences of discrimination within ESL classes. Immigrant women recommended that financial support be provided to facilitate women's engagement in language learning, outreach materials be provided in multiple languages, and child care be made available.

Service providers have identified the importance of women-specific classes and informal women's conversation circles, commenting on the success of these approaches for engaging women across diverse backgrounds in a comfortable environment for language learning.^{134, 135} Other ideas include engaging mothers in language learning groups where they can connect and share their experience with other mothers while learning English.

In addition, providers of ESL instruction have suggested that online learning programs offer a flexible option for newcomers to engage in independent language learning and address barriers to participation.¹³⁶ As well, use of technology in all modes of ESL instruction can support language learning, create interest in learning activities, and provide greater flexibility in participation.

Service providers have also offered advice on tailoring language instruction classes to meet the unique needs of seniors. Recommendations have included providing bilingual rather than unilingual classes, reducing the length of classes, using social settings to deliver instruction such as during excursions within the community, and incorporating exposure to real life English language interactions.^{137, 138} Accessible and effective language instruction can benefit seniors by reducing social isolation, increasing community involvement, increasing independence and reducing reliance

133 Murphy Kilbride, Tyyskää, Ali & Berman, 2008

134 L. Soda, personal communication, June 5, 2018

135 F. Filippi, personal communication, June 4, 2018

136 L. Soda, personal communication, June 5, 2018

137 J. Hallett, personal communication, June 1, 2018

138 L. Soda, personal communication, June 5, 2018

on other family members, increasing self-worth contributing to positive mental health, providing a means to develop a support network, and increasing knowledge of civic rights.

Studies have also identified the importance of a welcoming host community to support newcomers in the settlement and language learning process.¹³⁹ This support may take the form of friendly, informal connection with language learners in the workplace, in faith-based settings, and in the community, as well as volunteering in settlement programs including conversation circles with newcomers.

H. ACCESS TO COMMUNITY AND PUBLIC SERVICES IS CRITICAL FOR INDIVIDUAL WELL-BEING. HOWEVER, LANGUAGE BARRIERS HINDER ACCESS FOR MANY RESIDENTS WHO DO NOT SPEAK ENGLISH.

Access to culturally- and linguistically-appropriate services is essential for residents who experience language barriers. Studies have focused primarily on access to physical and mental health services.^{140, 141, 142, 143, 144, 145} Research emphasizes the importance of services delivered in the individual's mother tongue or alternatively, through high quality professional language interpretation

services.^{146, 147, 148} When language barriers are addressed, access to health care and the quality of health care received are improved while also protecting patient safety.

Earlier this year, the Wellesley Institute released two reports on language interpretation services in health care.^{149, 150} This work made clear the essential role that trained interpreters play in reducing barriers to health care access, supporting high quality health care services and promoting health equity. These researchers called for coordinated language interpretation services that would allow health care organizations to quickly and efficiently access language interpretation services for their clients, as needed. These services should be available through a variety of modes including trained in-person and phone-based interpretation and accredited bilingual providers. The researchers identified promising practices in language interpretation services in the GTA, including services provided at the Centre of Addiction and Mental Health, the Hospital for Sick Children and the William Osler Health Care System, and through a telephone-based service implemented across the Toronto Central Local Health Integration Network. These examples provide a foundation from which to develop a comprehensive system of coordinated language interpretation services in Toronto and across the province.

¹³⁹ Adamuti-Trache, Anisef & Sweet, 2018

¹⁴⁰ Hyman, 2009

¹⁴¹ Durbin, Sirotich & Durbin, 2016

¹⁴² Kalich, Heinemann & Ghahari, 2016

¹⁴³ Ngo-Metzger, et al., 2007

¹⁴⁴ Wang, Rosenberg & Lo, 2008

¹⁴⁵ Wilson, Chen, Grumbach, Wang & Fernandez, 2005

¹⁴⁶ Laher, Sultana, Aery & Kumar, 2018

¹⁴⁷ Sultana, Aery, Kumar & Laher, 2018

¹⁴⁸ Wang, Rosenberg & Lo, 2008

¹⁴⁹ Laher, Sultana, Aery & Kumar, 2018

¹⁵⁰ Sultana, Aery, Kumar & Laher, 2018

Linguistic access to public and community services is also important for residents facing language barriers. There is a lack of research on linguistic access to non-health related services in Toronto. However, we are aware that several community services are available in multiple languages. The City of Toronto has a Multilingual Information Provision Policy, which it updated in 2017, that “sets out principles and criteria for translation and interpretation of information about the City of Toronto’s services, programs and engagement activities. The Policy aims to ensure that information about the City’s programs, services and engagement activities reflect the linguistic diversity of the City and helps the public to engage, participate and be informed of City services, programs and engagement activities.”¹⁵¹ The City of Toronto’s 311 Toronto telephone line for information on city services offers service in over 180 languages. Other telephone service lines including 211 Toronto for community service information and the Federation of Metro Tenant Associations’ tenant hotline also provide multilingual services.

Many community organizations have bilingual and multilingual staff that can provide services and support in a variety of languages, including those languages that are commonly spoken within the agency’s catchment area. However, service providers have noted that they are not adequately resourced to meet interpretation needs, including to support newcomers when

accessing government services and health care appointments. As well, interpretation services in community and social service settings are rarely funded.¹⁵² More information is needed about the extent to which non-health related services are available in required languages and the degree to which service providers are able to address the needs of residents who experience language barriers.

Study Limitations

This study focused on residents who are unable to have a conversation in either official language. However, this population is only a subset of those who experience language barriers, would benefit from English language instruction and may require interpretation services. Additional research is needed that takes into account the diversity of this population. For example, with additional data, we would be able to differentiate the trends, issues and needs of newcomers and longer-term immigrants who do not speak either official language. Longitudinal data would allow us to understand the employment, educational and income trajectories of residents who do not speak English or French and how best to support the social, cultural and economic inclusion of this group. Research is also needed to develop an up-to-date profile of Francophones to better understand the needs of this official-language minority in Toronto.

¹⁵¹ <https://www.toronto.ca/311/knowledgebase/kb/docs/articles/purchasing-and-materials-management/purchasing-services/professional-services/translation-services-interpretors-for-city-divisions.html>

¹⁵² L. Soda, personal communications, June 5, 2018

RECOMMENDATIONS

A. IMPROVE ACCESS TO APPROPRIATE & EFFECTIVE LANGUAGE INSTRUCTION.

Adult Programs

We recommend that:

- The federal government engage with school boards, academic institutions, community organizations and program participants in the review of its official-language instruction programs. Effective programs will reflect and respond to the complex issues and needs of this diverse group of program participants. Service providers have identified the potential of online instruction to support independent language learning and respond to barriers to accessing ESL instruction.
- The federal government assess its official-language instruction programs through an intersectional gender equity lens and make changes to these programs to better meet the diverse needs of Canada's immigrant communities, including those who are not experiencing sufficient benefit from the current programs.
- The federal government expand eligibility for its official-language instruction programs to include refugee claimants, migrant workers, immigrants who have become Canadian citizens, and other excluded groups, and commit appropriate funding to support access to these programs.

- The Ontario government examine the role that community organizations could play in the delivery of provincially-funded ESL instruction for adults. The provincial adult ESL program provides greater flexibility in service delivery than the LINC program. Community organizations may be able to reduce gaps in ESL instruction and improve service for residents if they are able to provide a combination of LINC and ESL classes at their sites.
- All official-language instruction programs ensure that supports are available, including transportation and child care supports, to facilitate access to these programs.

Children's Programs

We recommend that:

- The Ontario Ministry of Education require school boards to use all ESL/ELD funds for ESL/ELD programs to benefit students who require official-language instruction. To ensure that language funding is not diverted by school boards to cover other costs, the Ministry needs to overhaul its education funding formula to provide sufficient funding to support Ontario's educational system, including official-language instruction programs.
- The Ministry require school boards to report specifically on each board's use of language funding to ensure that funds are spent

appropriately.

- The Ministry establish measures to assess students' official-language fluency and that official-language instruction be provided to students until they meet a measurable level of fluency in English or French.

B. REDUCE BARRIERS TO COMMUNITY AND PUBLIC SERVICE ACCESS FOR RESIDENTS WHO DO NOT SPEAK ENGLISH.

We recommend that:

- The Ontario government, Local Health Integration Networks and health care providers build on the success of existing language interpretation services to develop a comprehensive coordinated language interpretation service to ensure high quality health and mental health care access for residents with language barriers.
- Funders of community services work with service providers to identify needs and gaps in service provision for linguistically-diverse groups and establish appropriate funding support and systems to facilitate service access for these groups.

C. MEET THE NEEDS OF LINGUISTICALLY-DIVERSE SENIORS.

We recommend that:

- The City of Toronto ensure that the linguistic and cultural needs of seniors are addressed in the implementation of its Toronto Seniors

Strategy 2.0, a City Council-adopted strategy that aims to identify and meet the needs of Toronto's diverse aging population. Actions to meet those needs should be clearly articulated in the plan.

- The Ontario government make new investments in the expansion of the province's long-term care homes to address current waiting lists and meet the needs of the city and province's aging population. Access to linguistically- and culturally-appropriate long-term care services should be central in the planning and implementation of long-term care services in Toronto and across the province.
- The federal government review its Old Age Security and Guaranteed Income Supplement eligibility criteria that requires recipients to live in Canada for at least 10 years since the age of 18, assess the impact of this eligibility criteria on immigrant seniors, including residents without official-language skills, and make changes to ensure the income security of these groups.

D. ENSURE THAT CITY PLANS AND STRATEGIES ADDRESS THE LINGUISTIC AND CULTURAL NEEDS OF RESIDENTS WHO DO NOT SPEAK ENGLISH.

We recommend that:

- The City of Toronto ensure that linguistic and cultural needs of residents are addressed in the development, implementation and

evaluation of its plans and strategies in order to promote social inclusion and reduce inequities for residents with language barriers. Toronto City Council develops plans and strategies to address urgent community issues and advance the social, cultural and economic goals of the city. These plans focus on a broad range of issues and communities. The Toronto Seniors Strategy 2.0, Newcomer Youth Strategy and TO Prosperity: Poverty Reduction Strategy stand out as three particular Council-endorsed strategies that require action to support linguistically-diverse communities.

- Each plan and strategy include a section on linguistic and cultural needs of residents and committed actions to promote accessibility. Annual report cards and reviews should include an assessment of actions taken to address linguistic and cultural accessibility, identification of service and system gaps, and next steps needed to address these challenges.

E. CONDUCT FURTHER RESEARCH TO BETTER UNDERSTAND THE DIVERSE NEEDS OF RESIDENTS WITHOUT OFFICIAL-LANGUAGE SKILLS AND INFORM PROGRAM AND POLICY DEVELOPMENT TO FACILITATE THE FULL PARTICIPATION AND INCLUSION OF THESE RESIDENTS.

We recommend that:

- Further research, including longitudinal studies, be conducted to better understand the language learning, employment, educational and income trajectories of residents without

official-language skills. Understanding the diverse range of needs of residents experiencing language barriers will aid in developing effective programs to support the inclusion of these groups.

- Research be conducted on language instruction models, approaches and supports that will better facilitate language learning for refugees and family class immigrants.
- Research be conducted that examines the effectiveness of different models of interpretation service, including in-person, telephone and video-conferencing, for a variety of populations in different public and community service settings.
- An up-to-date profile of Toronto's Francophone population, including those who do not speak English, be developed to inform policy and program development for this official-language minority community in Toronto.
- Research initiatives apply an intersectional gender equity lens to understand the diversity of experience, needs and priorities for residents without official-language skills.

CONCLUSION

Toronto is home to over 130,000 people who do not speak either official language, representing 4.9% of the population. This is a diverse population that varies by mother tongue, age group and geography. Women, seniors and people who speak a Chinese language make up significant parts of this group in larger numbers than would be expected based on their size in the overall population. Residents who do not speak English or French tend to live in areas where their mother tongue is commonly spoken. These residents have higher poverty and unemployment rates and are more likely to live in areas with high poverty rates. For those with employment, they are more likely to work part-time and/or only part of the year. Lower formal education levels play a role in the labour market outcomes and employment earnings of residents without official-language skills.

Residents who do not speak either official language face barriers in acquiring English language skills, accessing English language instruction, accessing community and public services including physical and mental health services, and participating fully in community and civic life. This report lays out a series of recommendations to support the social, cultural and economic inclusion of residents who do not speak either official language.

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