

**CITY OF OAKLAND**  
*AGENDA REPORT*

2007 SEP -6 PM 12: 17

TO: Office of the City Administrator  
ATTN: Deborah Edgerly  
FROM: Office of the City Administrator, Equal Access Office  
DATE: September 11, 2007

RE: **Revised Follow-Up Status Report On The Implementation Of The Equal Access Ordinance For Fiscal Year 2006-2007**

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**SUMMARY**

This report provides the City Council with supplemental information on compliance efforts for the Equal Access Ordinance.

**FISCAL IMPACTS**

This report is for informational purposes only.

**BACKGROUND**

The Equal Access to Services Ordinance is intended to remove language barriers to City services for Limited English Proficiency residents. On July 11, 2007, the Finance and Management Committee provided the direction to staff.

**KEY ISSUES AND IMPACTS**

The following information responds Council's request.

1. In accordance with the Equal Access Ordinance, departments will hire a sufficient number of Bilingual Employees in Public Contact Positions so as to adequately serve members of the Limited English Speaking Persons Groups in the City of Oakland.

During fiscal year 2006-2007, the City hired 427 employees. Of these total hires, 295 (69%) were PCPs and of the new hires, 196, (46%) were bilingual. Of the approximately 2576 total PCP positions, 267 (10%) are bilingual. Of approximately 4386 positions, 615 (14%) receive bilingual pay. Oakland's bilingual employees also compare favorably with available census data. The data indicates that 22.3% of the City's population 5 years and over spoke English "less than well." Those aged 5 to 17 years represented 8.3% of the population; those 18 to 64 years represented 15.9% of the population; and those 65 years and over were 2.3% of the population. Additional placement opportunities are found among the approximately 559 total vacancies. Of those, approximately 313 (56%) are identified as PCPs.

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2. Look at additional sources of data, such as from the 2005 American Community Survey and Oakland Unified School District, in order to determine the number and the languages of limited English speaking City residents.

Staff reviewed the Oakland Unified School District data and the 2005 American Community Survey. According to the California Department of Education, Educational Demographics Office, total District enrollment was 47,012 students. Only two non-English language groups exceeded 1% of the total student enrollment. These languages are Spanish and Cantonese.

Of these two language groups, the number of English learners whose primary language was Spanish was 10,265 or 21.83%. English learners among Cantonese speaking students were 1,167 or 2.48%. Vietnamese speaking English learning students represented about one percent (0.99%) of the student population. The 44 Mandarin speaking English learning students represented less than one percent (0.09%) of the student population.

Staff also reviewed the 2005 United States Census, American Community Survey. For languages spoken at home (population 5 years and over) the data revealed that in the Spanish language community 43,314 or 12.48% of the population speak English less than "very well." Among the Asian and Pacific Islander language community 30,070 or 8.66% speak English less than "very well."

3. The Public Contact Positions (PCPs) included in the July 10, 2007 report are accepted, with the understanding that additional changes may be made in the Fall.

All currently identified PCPs are included in **Attachment A**.

4. As part of the September report, present a list of every job signed off by department heads, a description of the job duties, whether or not it would classify as a PCP, if that position is vacant or not, if that position is filled by a bilingual employee and what language they speak and/or write.

As requested, every City job is included in **Attachment A**. The spreadsheet includes the following specific information: organization number and name, job classification title, new position (New), full time equivalent (FTE), Public Contact Position (PCP), Bilingual Pay (BP), language tested (Tested), languages spoken, and vacancy information (vacant).

The City maintains more than 800 classifications for more than 4300 individual jobs. The City does not however, currently maintain individual job descriptions. There are approximately 800 classification specifications. A list of authorized positions can be found at **Attachment B**.

5. Examine the idea of multi-language, first point of contact office.

With regard to the multi-language, first point of contact, the Oaklanders Assistance Center, (Mayor's Office) has been identified for this purpose.

6. Look at emerging languages in the City that may reach the threshold for translation.

According to staff's review of emerging languages, and using the enrollment data provided by California Department of Education, Educational Demographics Office, of the Unified School District's 47,012 students, 13,335 (28%) are considered English learners. The language data included 44 languages but only Spanish and Cantonese speaking English learners exceeded 1 % of the District's enrolled students.

The 2005 American Community Survey identifies the language populations into five principal language groupings. They are: English, Spanish, Other Indo-European, Asian and Pacific Islander, and Other languages. Identifying the actual composition of individual languages found within the Asian and Pacific Islander group was not possible because of the collective grouping.

7. Make a list of translated materials by the Department available on the City website.

Key materials have been translated into Spanish and Chinese are available (by department) and are planned to be available by September 11, 2007. These materials can be found on the website at <http://www.oaklandnet.com/government/Equalaccess/English/homepage.html>

8. Staff will make complaint forms available on website.

Complaint forms are currently available in Spanish and Chinese on the City's website at <http://www.oaklandnet.com/government/Equalaccess/English/ComplaintForm.pdf> These forms are also available at all receptionist areas in 150 and 250 Frank H. Ogawa Plaza and City Hall, as well as at all libraries, Parks and Recreation Centers, and Fire and Police Stations.

9. Provide an update to its September report, the list of Local Community Based Organizations used for recruitment.

The list of Local Community Based Organizations has been updated as of August 23, 2007 (**Attachment C**).

10. In September report, address whether City has adequate equipment for translation services.

Staff has obtained two price quotations. Design Specialists Interpretation sells Whisper Interpretation Equipment. The system can operate four transmitters simultaneously and facilitate 5 languages. As configured, it costs approximately \$18,000. Pro Lingo offers transmitter equipment that may be tuned to one of five frequencies as 100 headsets for approximately \$10,000. A third vendors' quotation has not yet been received. Upon receipt of the quote and the identification of dedicated resources, the bid process can begin.

11. Ensure that there is bilingual staff working during each police and fire shift.

The City has a wealth of bilingual employees on all fire and police working shifts. Both departments also have an adequate number of bilingual employees assigned during regular

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business hours (shift A) reflecting the City's normal hours of operation from 8:30 a.m. to 5:00 p.m.

Fire Department staff work 24 hour shifts with one day on and two days off. The different shifts (A, B and C) are delineated by which specific days an employee is assigned to work. The information obtained indicates that C-Shift does not currently have Chinese or Vietnamese language capability and the regular City business hours shift lacks a Vietnamese language capability. Other languages represented within the department include Farsi, German, Italian, Korean, Laotian, Russian, Ukrainian, Tagalong, and Cambodian.

The Police Department works four shifts. Shift 1 (graveyard) is from 9 p.m. to 7 a.m. This shift includes employees who speak American Sign Language and Spanish, but not Chinese and Vietnamese. Shift 2 (days) is from 6:30 a.m. to 4:30 p.m. and includes employees who speak Chinese, Spanish, Vietnamese, Greek, Hindi, Italian, Japanese, Russian and Tagalong. Shift 3 (Swing), 3 p.m. to 1 a.m., includes employees who speak Spanish, Chinese, Vietnamese, Arabic, Cambodian, Farsi, German, Korean, Mien, Tagalong, and French. The fourth shift is the regular City business hours. Language capabilities on Shift 4 include American Sign Language, Spanish, Chinese, Vietnamese, French, Italian, Korean, and Tagalong.

## **PROGRAM DESCRIPTION**

Compliance Plan (Language Access Plan) survey was sent to each agency and department. All responded and helped identify internal positions, whether there were paid or unpaid bilingual employees, who tested for language proficiency, what languages the employees spoke, which positions were public contact positions, how many employees were hired in the 2006-2007 fiscal year, and which positions were vacant.

The agencies and departments confirmed which documents had been translated within the reporting period. Those who did not coordinate with the Equal Access Office for translation services identified the methods utilized to respond to translation needs. For example, the City Clerk indicated that Voter Information pamphlets are translated through Alameda County.

Most agencies/departments indicated that they utilize bilingual employees to respond to non-English correspondence or refer it to the Equal Access Office. Some indicated they do contract for interpretive services, such as the City Administrator, City Attorney and Police and Fire Departments. Some of the tools agencies/departments reported using included CITYLINE, the Library's website, the Museum Hotline, NetworkOmni and the AT&T bilingual directory.

Major challenges reported by City agencies/departments included increased operational costs, resource allocations, and the availability of bilingual candidates. Current initiatives include an increased sensitivity to the need for broad multilingual capabilities, improved recruitment outcomes, and modification of the language testing process.

Planned remedial actions include improved recruitment and outreach efforts. Each agency/department was also asked to identify the person(s) responsible for completing program related activity and indicate the timeframes for the specific identified actions.

The City has expanded its current contract with NetworkOmni and significantly broadened its interpretation capabilities. This telephone based interpretation service allows interpretation capabilities from any location with a simple telephone call. **This enhanced service permits each agency/department to provide immediate interpretation services to limited English speaking customers, where and when the need arises.** The capability can also be used in the field via cell phone. In addition, the City continues to explore the introduction of a web-based translation page, similar to that found on the City of San Francisco's website <http://www.ci.sf.ca.us/> and click on Translate (Select Language).

### **RECOMMENDATIONS AND RATIONALE**

Staff recommends that Council continue to monitor progress and provide input as necessary to ensure that program objectives continue to be achieved.

### **ACTIONS REQUESTED OF THE CITY COUNCIL**

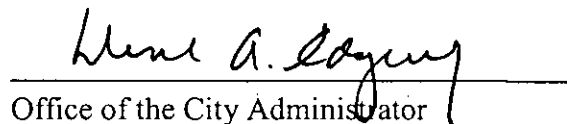
Staff recommends the Council accept this report.

Respectfully submitted,



Monique Tsang,  
Director, Equal Access Office

APPROVED AND FORWARDED TO THE  
FINANCE & MANAGEMENT COMMITTEE:



Office of the City Administrator

### **Attachments:**

- A. Position Control Spreadsheet
- B. List of Authorized Positions 2007-2008
- C. Updated Listing of Local Community Based Organizations
- D. PowerPoint Presentation
- E. Equal Access Office Multilingual Complaint Forms
- F. July 10, 2007 Finance and Management Committee Motion on Item # 3
- G. Language Access Plans

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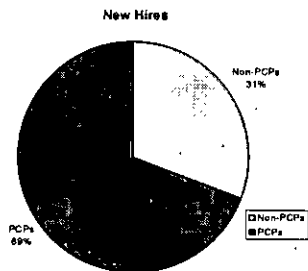
## City of Oakland Equal Access Ordinance

Follow-up Report  
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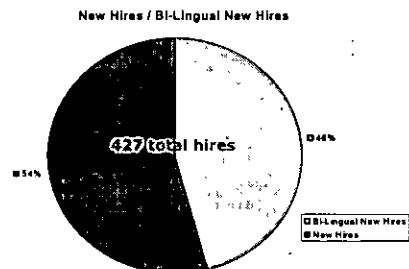
### Ordinance Objective

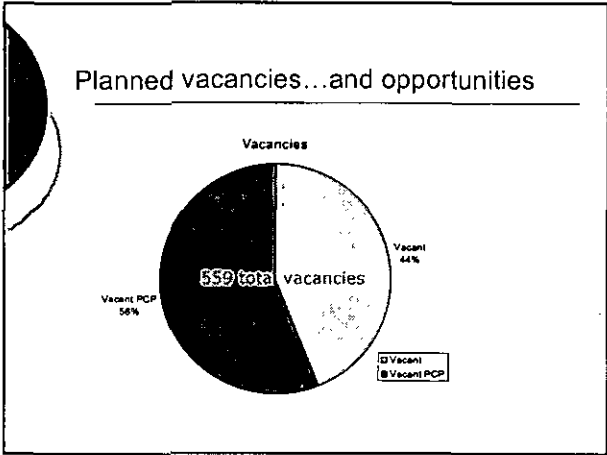
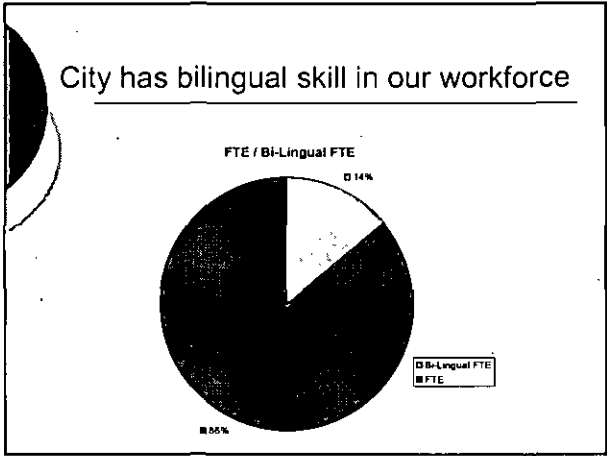
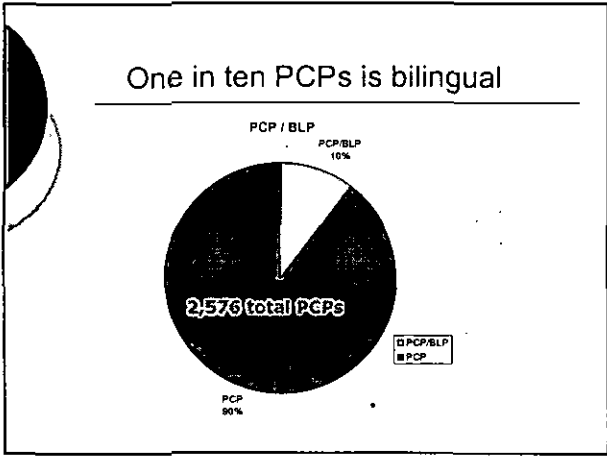
- o Provide equal access to city services and programs to all Oaklanders, including those with limited proficiency in English.

### Hire sufficient bilingual employees...



### Nearly half of all new hires were bilingual



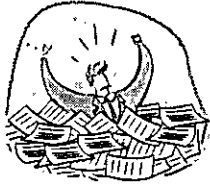


### PCPs: Changes may be made...

- o 4,386.38 identified positions
- o 2,576 Public Contact Positions
- o PCPs are more than 58% of City's workforce

List and describe jobs by department, if PCP, vacant, bilingual and language(s) spoken

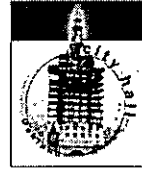
- o Most data provided in spreadsheet
- o More than 4300 individual jobs
- o Over 800 classification specifications



Examine multi-language, first point of contact office

The Oaklanders Assistance Center  
(Mayor's Office)

1 Frank H. Ogawa Plaza  
Room 123,  
Oakland, CA 94612  
(510) 444-CITY (2489)

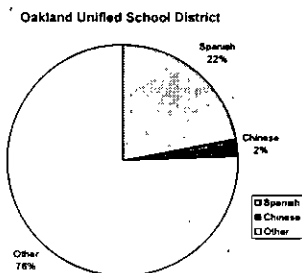


Look at emerging languages...

- |                    |            |
|--------------------|------------|
| o Spanish          | o Mandarin |
| o Cantonese        | o Lao      |
| o Vietnamese       | o Russian  |
| o Khmer            | o Hindi    |
| o Mien (Cambodian) | o Turkish  |
| o Arabic           | o Thai     |
| o Tongon           | o Japanese |
| o Pilipino         | o Punjabi  |
| o Korean           | o Farsi    |



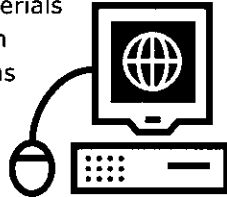
Review additional sources of data on numbers and languages





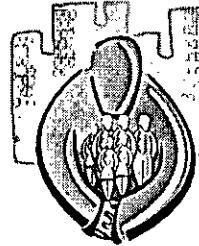
### Better utilization of City website

- o Translated materials
- o Job Information
- o Complaint forms
- o Classification specifications



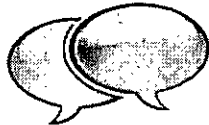
### Local Community Based Organizations

- o Outreach
- o Recruitment
- o Communication
- o Information
- o Liaison
- o Relationships



### Adequate translation equipment?

- o Evaluated compatibility issues with existing equipment
- o Reviewed technical specifications
- o Identified sources for equipment
- o Obtained vendor quotations



### Bilingual capabilities for Police

Shift	Language Coverage			
	Spanish	Chinese	Vietnamese	Other
Shift 1 (graveyard)	✓			ASL
Shift 2 (days)	✓	✓	✓	Greek, Hindi, Italian, Japanese, Russian, Tagalog
Shift 3 (swing)	✓	✓	✓	Arabic, Cambodian, Farsi, German, Korean, Mian, Tagalog, French
Shift A (regular)	✓	✓	✓	ASL, French, Italian, Korean, Tagalog



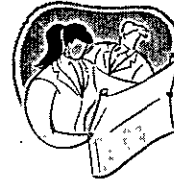
## Bilingual capabilities for Fire

Language Coverage				
Shift	Spanish	Chinese	Vietnamese	Other Languages
A Shift	✓	✓	✓	German, Italian, Russian, Ukrainian, Cambodian
B Shift	✓	✓	✓	
C Shift	✓			Farsi, Korean, Laotian, Tagalog
Shift A (regular)	✓	✓		Korean



## Compliance Plans

- o All Plans returned
- o Position control data confirmed
- o Bilingual positions and hires
- o PCP and all current vacancies
- o Translated materials
- o Initiatives



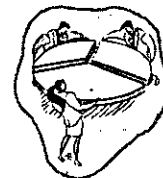
## Existing City contracts for interpretation and translation services

- o City Administrator
- o City Attorney
- o Police
- o Fire



## Program challenges...

- o Increased operational costs
- o Appropriate resource allocations
- o Availability of bilingual candidates



### Initiatives and remedies...

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- Broader NetworkOmni
- Improve recruitment outcomes
- Better focused outreach efforts
- Modified testing process
- Assigned responsibility
- Monitoring and reporting results
- Make adjustments

Thank you. Questions?

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