

Albuquerque Human Rights Office - NM Human Rights Coalition

Monolingual and LEP Consumer Access to City of Albuquerque Services

Part I

Page 1

II JUSTIFICATION

Background and History

The New Mexico Human Rights Coalition's 1999 Forum for the Albuquerque City Council Candidates raised questions about provision of City services to monolingual Spanish and Vietnamese speaking immigrant populations and how the City ensured equal access of services to these populations.

With these issues in mind, the Albuquerque Human Rights Office (AHRO) and the New Mexico Human Rights Coalition (NMHRO) arranged with Professor Margaret Montoya, University of New Mexico (UNM) Law School, to have students in her *Lawyering for Social Change* class work on a project regarding City government services to Spanish and Vietnamese speaking immigrant populations. Based on 1990 census data, the largest language groups other than English within the City of Albuquerque were Spanish and Vietnamese. Their overall class project represented a good, usable outline for a two-part survey of City government agencies and specific non-English speaking or Limited English Proficiency (LEP) consumer.¹ The first part of the project was designed to survey city government agencies regarding the adequacy of services to monolingual or LEP consumers. The second part focused on consumer access to the services.

An initial sampling and discovery survey for the consumer segment was conducted.² This survey was translated into both Spanish and Vietnamese. The sampling and discovery survey was conducted at the December 1999 Gran FERIA Informativa.³ The Gran FERIA Informativa is an annual event organized by the

¹ LEP will be used in lieu of limited English proficiency throughout this report.

² See attachment 1

³ A sample of a flyer for the Gran FERIA Informativa is included in appendix A

Albuquerque Human Rights Office - NM Human Rights Coalition

Monolingual and LEP Consumer Access to City of Albuquerque Services

Part I

Page 2

II JUSTIFICATION

Mexican Consulate in Albuquerque, in conjunction with the AHRO and other organizations and agencies serving Spanish-speaking immigrants.

A separate sampling and discovery survey was conducted in Vietnamese for Vietnamese speakers attending English as a Second Language (ESL) classes through Catholic Charities of Central New Mexico. In total, 64 self-administered surveys were completed using these methods. Unofficial results of these surveys reflected a potential problem with access to City services for these immigrant populations.

The AHRO subsequently obtained the services of a student from the UNM Anthropology department to further develop the language survey instruments and to implement the language survey. Through the information gained in the data analysis of the sample and discovery surveys, two new survey instruments were developed: one agency and one consumer. A survey implementation protocol was also developed.

Throughout the initial conceptualization and design processes, several initiatives were occurring on local and national levels that had potential impact on Albuquerque City government and its immigrant populations:

- a. On August 11, 2000, then President Clinton signed the Executive Order 13166, *Improving Access to Services for Persons with Limited English Proficiency*. The Order mandates that all agencies or organizations in receipt of federal funding comply with the terms of Executive Order 13166 in order to improve immigrant access to services ⁴; and

⁴ See attachment 2

Albuquerque Human Rights Office - NM Human Rights Coalition

Monolingual and LEP Consumer Access to City of Albuquerque Services

Part I

Page 3

II JUSTIFICATION

- b. On December 18, 2000, the Albuquerque City Council passed Council Resolution R-151 declaring Albuquerque an immigrant friendly City. The Mayor signed the Resolution on January 11, 2001. The Resolution also established City policies regarding immigrants and their families, regardless of immigration status, and established and appropriated funds for a City of Albuquerque immigrant resource program.⁵
- c. On 2001, the Albuquerque City Council passed Council Resolution R-01-241 that established the Albuquerque Commission on Immigrant Affairs and Services. The Mayor signed the Resolution on June 1, 2001.⁶ The Commission is to serve in an advocacy role for immigrant communities living within the City and to act as a liaison between the City and immigrant communities. The Commission may have between seven and thirteen members. A simple majority of the members must be immigrants. At present the Commission consists of 13 members who are representative of some of the immigrant groups in Albuquerque.

II JUSTIFICATION

⁵ See attachment 3

Albuquerque Human Rights Office - NM Human Rights Coalition

Monolingual and LEP Consumer Access to City of Albuquerque Services

Part I

Page 4

Goals and Objectives

The survey of City agencies was designed to assess whether they provide adequate access to services for monolingual and LEP Spanish and Vietnamese speaking immigrants and to what extent these immigrant groups are able to access services. Primarily this included identifying the groups of consumers the agencies provide services to; whether each agency has a formal plan providing services to non-English or LEP speakers; which materials or services are most requested in Spanish and Vietnamese; whether they have these materials available, and finally, whether each agency provides certified interpreters and translators who are qualified in the appropriate language.

The consumer survey was designed to assess the ability of monolingual and LEP Spanish and Vietnamese Speaking immigrants to access City services and whether language is a barrier to accessing City services.

The ultimate purpose was to provide the City administration with information that would help the City reach its goal of providing adequate and equal services to all of its consumers.

III METHODOLOGY

⁶ See attachment 4

Albuquerque Human Rights Office - NM Human Rights Coalition

Monolingual and LEP Consumer Access to City of Albuquerque Services

Part I

Page 5

Survey Designs

There were several design considerations involved in the agency survey. A major concern was development of a self-administered instrument that would provide the most complete and accurate information possible. Identification of City agencies likely to have the highest level of direct service delivery was also a parameter of interest as well as collecting suggestions from the individual respondents on what measures, if any, could the City take to provide the best possible service to this population of consumers.

The findings of the aforementioned AHRO self-administered sample and discovery survey aided in the design of a larger survey which included two systematic surveys that would meet the specific objectives of this study. The first survey targeted City agencies.⁷ The second targeted City of Albuquerque consumers who are monolingual or LEP Spanish or Vietnamese speakers. These are the two largest non-English/LEP speaking immigrant groups in the City of Albuquerque.

Agency Survey

City departments, divisions and programs, whose mission includes direct contact with the residents, were identified and sent a letter from, Lawrence Rael, the City's Chief Administrative Officer, informing them of the upcoming survey. The letter endorsed the project and asked for their help and cooperation in achieving a 100 percent return rate.⁸ The AHRO sent the survey to the director of each selected department, division, or program.⁹

III METHODOLOGY

⁷ See attachment 7

⁸ See attachment 5

⁹ See attachment 6

Albuquerque Human Rights Office - NM Human Rights Coalition

Monolingual and LEP Consumer Access to City of Albuquerque Services

Part I

Page 6

An intake protocol was designed specifically for tracking survey response and return time. This method was incorporated to evaluate the effectiveness of the survey distribution and rate of return in a self-administered survey.¹⁰

Alternative means of survey administration were explored to determine whether one would be more successful than another. This information was used to help determine administration protocol for the second segment of the consumer survey.

As responses were returned the data were entered and analyzed . Open-ended answers were coded and aggregated.¹¹

Consumer Survey

One basic survey instrument was designed in English. Two instruments were then translated from the basic design, one to Spanish and the other to Vietnamese.¹² Each was formatted for its specific target population. Certified translators selected by the AHRO translated the survey instruments.

A survey instrument for LEP Spanish and Vietnamese speaking consumers within the City of Albuquerque was developed. In order to feasibly access a proportionate number of consumers from these populations, it was necessary to calculate a target sample size. The sample size was calculated using 95 percent confidence intervals of 3.8 and 8.0 for the Spanish speaking and Vietnamese speaking populations respectively. Using these criteria, it was determined that the target samples included 624 Spanish-speaking consumers and 146 Vietnamese-speaking consumers. To adjust for errors in the survey process, 25 extra surveys were allotted for the sample population of Spanish speaking consumers. Four extra surveys were allotted for the sample population

III METHODOLOGY

¹⁰ See appendix D

¹¹ SPSS: 233 South Wacker Dr, 11th floor Chicago, IL 60606-6307

¹² See attachment 8

Albuquerque Human Rights Office - NM Human Rights Coalition

Monolingual and LEP Consumer Access to City of Albuquerque Services

Part I

Page 7

of Vietnamese speaking consumers. This brought the total number of allotted surveys to 650 and 150 from each target population.

Target population and sample size were calculated based on 1990 census data. While 2000 census data would have been helpful, it was not scheduled for release until after the surveys were conducted.

Constructing Sampling Frames for the Consumer Survey

In order to obtain a representative sample of the targeted populations, it was decided to construct a systematic stratified sampling frame of high-density LEP consumers. Albuquerque Geographic Information systems (A.G.I.S.) generated several maps using 1990 census data. Two separate maps were generated illustrating city streets within the city limits. "Language spoken at home" census data overlays identified Spanish and Vietnamese speaking populations. However, these parameters appeared too broad for the purposes of our survey, therefore A.G.I.S. suggested using census 'block data". These new maps provided feasible subsets of the City's highest density monolingual and LEP populations, improving the chances of finding the target populations.

Using these maps, the City was divided into quadrants and each quadrant was further divided into four sections. The result delineated 16 potential survey sections. The Consumer Survey Coordinator and the interviewers helped corroborate the sections as communities with high-density target populations. There was some concern that outward migration and upward mobility may have significantly altered the target populations since the 1990 census and so a protocol for rejecting a section was developed.

Additionally, due to the overall low density of Vietnamese speaking populations, the above protocol was not considered feasible. A separate

III METHODOLOGY

Albuquerque Human Rights Office - NM Human Rights Coalition

Monolingual and LEP Consumer Access to City of Albuquerque Services

Part I

Page 8

sampling frame of the most common Vietnamese surnames was constructed using a genealogy web site. Using these surnames a list of 450 separate addresses was compiled from the Albuquerque phone directory. Duplicate entries were omitted as were names, to protect the privacy of the individuals. The final list included 200 physical addresses.

Outreach

Based on initial concerns regarding access to the target populations and advice from the Consumer Survey Coordinator and several community consultants, steps were taken so that the target populations would be aware of the upcoming surveys. For this purpose, two separate flyers were designed, one in Spanish and the other in Vietnamese, containing basic information about the survey and the survey interviewers.

The Archdiocese of Santa Fe provided a list of Catholic churches in Bernalillo County that have masses in Spanish and Vietnamese. The New Mexico Conference of Churches provided location of Protestant churches with services in Spanish or Vietnamese. Flyers and a cover letter explaining the survey were sent to churches in the target population areas whose priests or pastors had agreed to make announcements about the survey. The AHRO phone number was also included on the flyers in anticipation that the flyers would serve the dual purpose of outreach into these communities.¹³

The Vietnamese flyer was inserted into the HỖŽNG VIœT Giai Ph-m Xu□ n T□n TŪ 2001, an annual Vietnamese community directory that is distributed to local businesses and individual households. Moreover, community advocates distributed the flyer at cultural

III METHODOLOGY

¹³ See appendix C

Albuquerque Human Rights Office - NM Human Rights Coalition

Monolingual and LEP Consumer Access to City of Albuquerque Services

Part I

Page 9

events and at Buddhist temple. One Vietnamese community member served as a contact person and volunteered her time to interpret questions about the information on the flyers.

Additionally, several public service announcements were scheduled through a variety of media.

III METHODOLOGY

Survey Language

Due to the unique design of the survey process and the language needs of its target populations (monolingual and LEP Spanish and Vietnamese speakers), it was determined that the surveys would be conducted entirely in the respondent's primary language. A major concern was to ensure that the interviewers were bilingual. The NMHRC contracted with a former Census 2000 Recruiting Specialist/Field Operations Manager as an independent contractor to serve as the Consumer Survey Coordinator and to oversee this part of the project. The contractor was able to contract former census enumerators who were bilingual Spanish and English. Members of the Vietnamese community recommended several former Vietnamese census enumerators who were bilingual in Vietnamese and English.

Training and Orientation

An initial survey orientation was conducted for all prospective interviewers. Each was asked to complete an interest form. Information on the form indicated their bilingual abilities and their availability to work. The prospective interviewers were informed that the independent contractor would make the final selections.

Training was subsequently scheduled for the interviewers who were selected. At that time they contracted with the Consumer Survey Coordinator, receiving their handbooks and payroll and safety information. Other instruction included interview role-playing in both Spanish and Vietnamese in order to help perfect their interviewing techniques and to anticipate where problems in

Albuquerque Human Rights Office - NM Human Rights Coalition

Monolingual and LEP Consumer Access to City of Albuquerque Services

Part I

Page 11

III METHODOLOGY

conducting the survey might occur. The survey was scheduled to begin on the day following this training.

Tracking

Using the maps and an Address Atlas (April 2001) generated by A.G.I.S, booklets outlining exact 1990 Census block section boundaries with target populations demarcated, were issued to each interviewer. Each interviewer was then assigned a section and issued approximately 30 surveys at a time. Interviewers reported to the Consumer Survey Coordinator on a daily basis, informing him of their progress, any difficulties or any interesting aspects of the survey process that they encountered. Minor adaptations were made according to individual needs.

Field implementation was carried out using a baseline protocol. All interviewers began on the same date. The survey was conducted between the hours of 9 am and 8 pm, seven days a week for approximately three weeks. Once an interviewer arrived at his/her assigned section, he/she was instructed to conduct the survey in a box and cross pattern. The pattern consisted of an interviewer beginning in an extreme corner of their assigned census block, attempting one in every three houses. Each side of the box was to be attempted. After the box was completed the interviewers were to return to the original starting point and attempt interviewing two sections within the box, one parallel and the other horizontal to the center. In this way samples were taken from each quadrant of a census block. Once the box and cross pattern was completed, if they still had surveys remaining, the interviewers were instructed to survey the remaining section until a total of 30 surveys was collected.

Albuquerque Human Rights Office - NM Human Rights Coalition

Monolingual and LEP Consumer Access to City of Albuquerque Services

Part I

Page 12

III METHODOLOGY

The survey was conducted door to door, and every third home was surveyed. In the event that the interviewer arrived when a resident was not at home, they were instructed to move to the next home and continue the pattern from there. Interviewers received a handbook designed to help with questions concerning the interview process, as well as instruction on coding procedures.¹⁴

Completion Rate and Intake

A three-week time frame was established for the interviewers to complete their surveys. They completed their surveys at a rate of up to 80 per interviewer per week and were turned in to the Consumer Survey Coordinator on a daily basis. When an interviewer finished with his/her section, the section was closed and marked on a master map, at which time a new section and additional surveys were then assigned to the interviewer. The survey ended when the target numbers of 650 Spanish and 150 Vietnamese interviews were completed within two weeks. One of the 650 Spanish surveys was subsequently eliminated, leaving a total of 649 Spanish surveys. Of the total 799 Spanish and Vietnamese surveys, 31 were subsequently disqualified, leaving a total of 768 surveys that were used.

¹⁴ See appendix B