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Maine Department of Transportation

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MaineDOT Four Factor Analysis

Maine Department of Transportation Limited English Proficiency Analysis for Transit

Introduction

On August 11, 2000, President Clinton signed **Executive Order 13166: Improving Access to Service for Persons with Limited English Proficiency**, which requires meaningful access to all federally assisted programs and activities by persons with limited English proficiency (LEP).

Executive Order 13166 states that individuals who do not speak English well and who have a limited ability to read, write, speak or understand English are entitled to language assistance under Title VI of the Civil Rights Act of 1964 with respect to a particular type of service, benefit or encounter. It reads in part:

Each Federal agency shall prepare a plan to improve access to its federally conducted programs and activities by eligible LEP persons. Each plan shall be consistent with the standards set forth in the LEP Guidance, and shall include the steps the agency will take to ensure that eligible LEP persons can meaningfully access the agency's programs and activities.

In addition to the requirement that federal agencies prepare LEP plans, all recipients of federal financial assistance have to comply with Title VI and LEP guidelines of the federal agency from which funds are provided. The Federal Highway Administration has mandated that all "...recipients must take reasonable steps to ensure that such persons have meaningful access to the programs, services and information those recipients provide, free of charge..."

Who is an LEP Individual?

As defined in the 2000 United States Census, it is any individual who speaks a language at home other than English as their primary language, and who speaks or understands English "not well" or "not at all."

The Four Factor Analysis

Under guidance from the U.S. Department of Transportation, MaineDOT is obligated to determine the extent of its obligation to provide LEP services to its transit population. This determination must be based on an analysis of four factors:

1. The number or proportion of LEP persons who may be serviced or are likely to encounter a program, activity or service;
2. The frequency with which LEP persons come in contact with programs, activities or services;
3. The nature and importance of programs, activities or services to the LEP population; and
4. The resources available to the recipient and overall costs to provide LEP assistance.

Factor #1: The number or proportion of LEP persons who may be serviced or are likely to encounter a program, activity or service. The first step towards understanding the extent of the LEP population in Maine is a review of Census data. The analysis of Census data shows that all of Maine’s 16 counties fall below the 1,000 person/5% Safe Harbor LEP threshold identified by the U.S. Department of Transportation, as do all of the municipalities with fixed route service.

Table 1 shows the number and percentage of persons who speak English “not well” and “not at all” combined, within four major groups in each of Maine’s 16 counties. In all cases, the number and percentage of LEP persons falls below the 1,000 person/5% threshold.

County	Total Persons	Persons Speaking English “not well” and “not at all” combined									
		Spanish		Indo-European		Asian or Pacific		Other		Total #	% of Total
		#	%	#	%	#	%	#	%		
Androscoggin	100,290	91	0.09	824	0.82	37	0.03	0	0	952	0.95
Aroostook	74,452	16	0.02	967	1.30	38	0.05	0	0	1,021	1.37
Cumberland	260,138	288	0.11	897	0.34	550	0.21	250	0.10	1,985	0.76
Franklin	28,453	35	0.12	39	0.14	25	0.09	2	0.01	101	0.35
Hancock	50,450	73	0.14	103	0.20	15	0.03	0	0	191	0.38
Kennebec	113,276	105	0.09	485	0.43	140	0.12	4	0	734	0.65
Knox	38,342	12	0.03	28	0.07	19	0.05	2	0.01	61	0.16
Lincoln	32,649	11	0.03	51	0.16	11	0.03	0	0	73	0.22
Oxford	52,873	29	0.05	148	0.28	6	0.01	17	0.03	200	0.38
Penobscot	140,797	148	0.11	361	0.26	50	0.04	17	0.01	576	0.41
Piscataquis	16,734	10	0.06	27	0.16	7	0.04	0	0	44	0.26
Sagadahoc	33,848	39	0.16	113	0.33	6	0.02	0	0	158	0.47
Somerset	48,862	42	0.09	111	0.23	15	0.03	0	0	168	0.34
Waldo	34,830	19	0.05	88	0.25	0	0	0	0	107	0.30
Washington	33,605	49	0.15	18	0.05	32	0.10	11	0.03	110	0.33
York	180,761	233	0.13	901	0.50	79	0.04	0	0	1,213	0.67
Maine	1,240,360	1200	0.10	5161	0.42	1030	0.08	303	0.02	7,694	0.62

Source: U.S. Census 2000, Table PCT12

Table 2 on the next page shows the number and percentage of persons who speak English “not well” and “not at all” combined, within four major groups in each of Maine’s municipalities served by fixed route transit systems. In all cases, the number and percentage of LEP persons falls below the 1,000 person/5% threshold.

Table 2 lists municipalities by transit region. Note that there are no fixed route municipal services in Region 1 and Region 2, although West’s and Downeast Transportation operate regional fixed route systems in Washington and Hancock Counties, respectively.

Table 2
Summary of Maine Limited English Proficiency (LEP) Persons 5 Years and Older
Communities with Fixed Route Transit Service*
2000 Census

Region/City or Town	Total Persons	5 % Threshold	Persons Speaking English “not well” and “not at all” Combined			
			Spanish	Indo-European	Asian or Pacific	Other
Region 3						
Bangor	29,712	1,486	11	86	29	5
Brewer	8,512	426	10	20	0	0
Hampden	5,984	299	0	6	0	0
Old Town	7,723	386	7	23	7	0
Orono	8,838	442	14	30	0	0
Veazie	1,648	82	0	2	0	0
Region 4						
Augusta	17,629	881	16	116	14	0
Fairfield	6,205	310	0	22	0	0
Farmingdale	2,600	130	0	16	0	0
Gardiner	5,849	292	16	0	0	0
Hallowell	2,370	119	0	5	8	0
Waterville	14,789	739	19	131	99	0
Winslow	7,368	368	0	86	0	0
Region 5						
Brunswick	19,903	995	18	49	7	0
Region 6						
Falmouth	9,583	479	8	17	0	0
Portland	61,046	3,052	156	433	382	232
South Portland	21,997	1,100	13	57	106	4
Westbrook	15,146	757	14	40	5	0
Region 7						
Auburn	21,862	1,093	18	131	7	0
Lewiston	33,751	1,688	11	510	25	0
Region 8						
Biddeford	19,626	1,007	38	352	10	0
Old Orchard B.	8,414	421	11	49	20	0
Saco	15,760	788	27	121	0	0
Sanford	19,512	976	30	92	37	0

Source: U.S. Census 2000, Table PCT12

*Does not include seasonal or one-day/week service

Factor #2: The frequency with which LEP persons come in contact with programs, activities or services. In general transit providers throughout Maine do not come into frequent contact with LEP persons, but there are some exceptions:

- **Region 1: Aroostook Regional Transportation Program (ARTS).** A significant portion of the population speaks English and French, and in the St. John Valley, French is the primary language of some of the region's elderly population. Most French-speaking people also speak English. Language has not been a barrier. There is daily contact with French/English speaking persons.
- **Region 2: West's Bus Service.** Approximately 20% of the riders on West's Bus Service speak Spanish. Many of these riders are migrant workers who have been recruited for work in blueberry fields, pickle-canning and sea urchin operations. There is daily contact with Spanish-speaking persons.
- **Region 6: METRO.** Most of the LEP population served by METRO resides in Riverton Park in Portland. There is minimal contact with LEP persons.
- **Region 6: Regional Transportation Program (RTP).** There is a diversity of languages that are spoken in Cumberland County. Contact frequency with an LEP person is one to three times per month.
- **Region 7: Western Maine Transportation Services (WMTS).** There is a French-speaking population in Lewiston-Auburn, but most of the population speaks English as well. There is also a Somali population, many of whom speak a language that is based on French. There is periodic contact with LEP persons.
- **Region 7: Lewiston-Auburn Transit Committee.** The fixed-route system, citylink, serves Lewiston-Auburn where there is a sizable Somali population. Contact is infrequent because most Somali people have their own cars.

Factor #3: The nature and importance of programs, activities or services to the LEP population. Except in Region 2, the importance of providing transportation services to the LEP population may not be as great as other services such as housing, medical services or legal services to a person who has been arrested. However, the availability of transportation services to the LEP population is important. An LEP person's inability to effectively utilize public transportation may adversely affect his or her ability to obtain health care, education, or employment.

In particular, in Region 2, West's transportation service is very important for migrant workers needing to get to their places of important. Most of the migrants do not have their own vehicles, and there are no other transportation options.

Factor #4: The resources available to the recipient and overall costs to provide LEP assistance. Despite the small number and percentage of LEP people in Maine, there are a number of resources that are being provided. MaineDOT has distributed to all transit providers "I Speak" language Identification cards. Highlights of other resources are described below. In all cases except West's, the costs of these services are minimal.

- **Region 1: Aroostook Regional Transportation Program (ARTS).** A number of ARTS' bus drivers speak French, as do some members of the central office staff.
- **Region 2: West's Bus Service.** A company, Escort Inc, contracts with West's to provide migrant worker transportation. Escort provides translators and has helped West's publish its timetable in Spanish. Several of West's bus drivers speak Spanish. The costs of translator services are not known because there is no charge to West's for this service.
- **Region 6: METRO.** METRO has a Multi-Language Ride Guide. In addition, METRO participates with Catholic Charities of Maine, the Department of Health and Human Services for the City of Portland, and other service providers, in "Cultural Orientation"

sessions that includes translators who help attendees better understand how to use METRO's services.

- **Region 6: Regional Transportation Program (RTP).** RTP has a contract with Language Line Services. Translator services are utilized on average about one to three times per month.
- **Region 7: Western Maine Transportation Services (WMTS).** One of WMTS' customer service representatives speaks French. Less than 5% of WMTS' ridership consists of Somalis, including Somali children who are fluent in English and often act as interpreters for their parents. Many of the rides for Somalis are arranged through Child Development Services, Catholic Charities or Lutheran Services, whose staff serve as translators.
- **Region 7: Lewiston-Auburn Transit Committee.** In the few instances where language is a barrier (once every two months or so), drivers utilize language I.D. flash cards and can call into the dispatch center and receive French language assistance.

LEP Analysis of Factors 2, 3 and 4 by Provider

The following analysis has been compiled based on interviews with each of the providers.

Region 1

Aroostook Regional Transportation Program (ARTS)

- Factor 2 – Frequency of Contact: There is daily contact with French/English speaking persons.
- Factor 3 – Importance of Program: The service is presumed to be very important to LEP persons who use it.
- Factor 4 – Resources: ARTS has "I Speak" language Identification cards. A number of ARTS' bus drivers speak French, as do some members of the central office staff.

Region 2

Washington-Hancock Community Agency

- Factor 2 – Frequency of Contact: Language barriers have not been an issue.
- Factor 3 – Importance of Program: Not applicable.
- Factor 4 – Resources: WHCA has "I Speak" language Identification cards as well as a poster displayed in the office. WHCA also has the number of Language Line Services if the need arises.

Downeast Transportation, Inc. (DTI)

- Factor 2 – Frequency of Contact: Language barriers have not been an issue, in spite of the fact that many summer visitors come to Mount Desert Island from foreign countries.
- Factor 3 – Importance of Program: Not applicable.
- Factor 4 – Resources: DTI has "I Speak" language Identification cards.

West's Transportation

- Factor 2 – Frequency of Contact: There is daily contact with Spanish speaking persons, including many LEP persons.
- Factor 3 – Importance of Program: West's transportation service is presumed to be very important for migrant workers needing to get to their places of important. Most of the migrants do not have their own vehicles, and there are no other transportation options.

- Factor 4 – Resources: A company, Escort Inc, contracts with West’s to provide migrant worker transportation. Escort provides translators and has helped West’s publish its timetable in Spanish. Several of West’s bus drivers speak Spanish.

Region 3

Penquis Transportation Program

- Factor 2 – Frequency of Contact: Language barriers have not been an issue.
- Factor 3 – Importance of Program: Not applicable.
- Factor 4 – Resources: Penquis has “I Speak” language Identification cards on its buses.

BAT Community Connector

- Factor 2 – Frequency of Contact: Language barriers have not been an issue.
- Factor 3 – Importance of Program: Not applicable.
- Factor 4 – Resources: BAT has “I Speak” language Identification cards on its buses.

Cyr Bus Line

- Factor 2 – Frequency of Contact: Language barriers have not been an issue.
- Factor 3 – Importance of Program: Not applicable.
- Factor 4 – Resources: Cyr has “I Speak” language Identification cards on its buses.

Region 4

KVCAP

- Factor 2 – Frequency of Contact: Several times a year, there are one or more riders who do not speak English well.
- Factor 3 – Importance of Program: The service is presumed to be very important to LEP persons who use it.
- Factor 4 – Resources: KVCAP has “I Speak” language Identification cards on its buses. Several people on KVCAP’s staff speak French, and one is fluent in Spanish. KVCAP would use the service of Language Line on a fee basis if the need arises.

Region 5

Coastal Trans

- Factor 2 – Frequency of Contact: Language barriers have not been an issue.
- Factor 3 – Importance of Program: Not applicable.
- Factor 4 – Resources: None.

Waldo Community Action Program

- Factor 2 – Frequency of Contact: Language barriers have not been an issue.
- Factor 3 – Importance of Program: Not applicable.
- Factor 4 – Resources: None.

Bath City Bus

- Factor 2 – Frequency of Contact: Language barriers have not been an issue.
- Factor 3 – Importance of Program: Not applicable.
- Factor 4 – Resources: None.

Region 6

Regional Transportation Program (RTP)

- Factor 2 – Frequency of Contact: Contact frequency with an LEP person is one to three times per month.
- Factor 3 – Importance of Program: The service is presumed to be very important to LEP persons who use it.
- Factor 4 – Resources: RTP has “I Speak” language Identification cards on its buses. RTP also has a contract with Language Line Services which RTP uses on average about one to three times per month.

Greater Portland Transit District (METRO)

- Factor 2 – Frequency of Contact: Contact frequency with an LEP person is minimal.
- Factor 3 – Importance of Program: The service is presumed to be very important to LEP persons who use it.
- Factor 4 – Resources: METRO has “I Speak” language Identification cards on its buses and has a multi-lingual Ride Guide available for users. METRO participates in Catholic Charities’ “cultural Orientation” workshops at which a translator helps METRO describe its services. The agency also participates in follow-up “route finder” sessions with Catholic Charities and the Portland Department of Health and Human Services. METRO has also begun to work with the Greater Portland Chamber of Commerce on an LEP outreach program.

South Portland Bus Service

- Factor 2 – Frequency of Contact: Occasional contact with an LEP person.
- Factor 3 – Importance of Program: The service is presumed to be very important to LEP persons who use it.
- Factor 4 – Resources: South Portland Bus Service has “I Speak” language Identification cards on its buses.

Casco Bay Island Transit District

- Factor 2 – Frequency of Contact: Language barriers have not been an issue.
- Factor 3 – Importance of Program: Not applicable.
- Factor 4 – Resources: None.

Region 7

Western Maine Transportation Services

- Factor 2 – There is periodic contact with LEP persons – mostly the French-speaking population in Lewiston/Auburn, and the Somali population, many of whom speak a language that is based on French.
- Factor 3 – Importance of Program: The service is presumed to be very important to LEP persons who use it.
- Factor 4 – Resources: WMTS has “I Speak” language Identification cards on its buses. One of WMTS’ customer service representatives speaks French. Less than 5% of WMTS’ ridership consists of Somalis, including Somali children who are fluent in English and often act as interpreters for their parents. Many of the rides for Somalis are arranged through Child Development Services, Catholic Charities or Lutheran Services, whose staff serve as translators.

Lewiston-Auburn Transit Committee (citylink)

- Factor 2 – Frequency of Contact: Contact is infrequent because most of the Somali people living in citylink’s service area have their own cars and most of Lewiston-Auburn’s French-speaking population also speaks English.
- Factor 3 – Importance of Program: The service is presumed to be very important to LEP persons who use it.
- Factor 4 – Resources: In the few instances where language is a barrier (once every two months or so), drivers utilize language I.D. flash cards and can call into the dispatch center and receive French language assistance. Citylink informational meetings are periodically held at apartment complexes where there are large concentrations of LEP persons.

Region 8

York County Community Action Corporation (YCCAC)

- Factor 2 – Frequency of Contact: Once every two months or so, there are one or more riders who do not speak English well.
- Factor 3 – Importance of Program: The service is presumed to be very important to LEP persons who use it.
- Factor 4 – Resources: YCCAC has “I Speak” language Identification cards on its buses. YCCAC relies on family members, social service groups, family-based organizations or medical providers to provide translator services when necessary.