

**OXFORD MAYOR AND COUNCIL  
SPECIAL CALLED VOTING MEETING  
MONDAY, DECEMBER 20, 2021 – 6:15 P.M.  
VIA TELECONFERENCE  
A G E N D A**

1. Call to Order, Mayor David S. Eady
2. Motion to accept the Agenda for the December 20, 2021 Mayor and Council Special Called Meeting.
3. **\*Community Development Block Grant (CDBG) Language Access Plan Resolution**  
– The Language Access Plan is attached and is part of the requirements to accept the federal funds for the improvement of water lines at Oxford Road, Keel Street, West Keel Street, Beakhead Court, Cat Paw’s Court, and Perry Circle.
4. Adjourn

\*Attachments

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF OXFORD  
ADOPTING A LANGUAGE ACCESS PLAN; TO AUTHORIZE THE MAYOR TO SIGN;  
TO AUTHORIZE THE CITY CLERK TO ATTEST THE RESOLUTION; AND FOR  
OTHER LEGAL AND LAWFUL PURPOSES.**

**WHEREAS**, the City of Oxford aims to meet all requirements of Title VI of the Civil Rights Act of 1964, as it relates to addressing the needs of Limited English Proficient (LEP) persons within our community; and

**WHEREAS**, the City of Oxford has taken the time and exercised due diligence in the four –factor analysis to determine how to best provide needed language assistance to Limited English Proficient (LEP) persons within this community; and

**WHEREAS**, based on the data from the four-factor analysis; the City of Oxford has developed a Language Access Plan (LAP), now, therefore:

**BE IT RESOLVED** that, the City of Oxford will adopt and abide by all aspects of the requirements set forth in said Language Access Plan.

**BE IT FURTHER RESOLVED** that this Resolution shall be in full force and effect immediately upon its adoption by the City of Oxford City Council and that any and all resolutions or parts of resolutions in conflict with this Resolution shall be, and they, to the extent of such conflict, hereby repealed, and,

**BE IT FINALLY RESOLVED** that the City Council authorizes the Mayor to sign this Resolution on their behalf and authorizes the Clerk of the City of Oxford to attest all signatures and spread this resolution upon the minutes of the City Council.

Adopted this \_\_ Day of \_\_\_\_\_, 2022.

**THE CITY OF OXFORD**

BY:

\_\_\_\_\_  
David S. Eady, Mayor of Oxford

ATTEST

\_\_\_\_\_  
Marcia Brooks, City Clerk



# LANGUAGE ACCESS PLAN

City of Oxford

Adopted January 2022

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**Grantee:** City of Oxford

**Grant Numbers:** 21p-x-107-2-6227

**Project Area:** West Oxford Water Project

**Preparer:** Stuart Swinea, 706-369-5650, sswinea@negrc.org

## Section 1: Introduction

Federal guidance mandates that the City of Oxford, a sub-recipient of federal funds awarded by Georgia Department of Community Affairs (DCA), is obligated to reduce language barriers that could preclude Meaningful Access by Limited English Proficient (LEP) persons of the City of Oxford programs that are funded with such federal financial assistance. The City of Oxford has prepared this Language Access Plan (“LAP” or “Plan”), which defines the actions to be taken to ensure Meaningful Access of the City of Oxford’s services, programs, and activities on the part of LEP persons. The City of Oxford adopted the plan which includes a Four-Factor Analysis, considering (a) the number or proportion of LEP persons eligible to be served or likely to be encountered within the City of Oxford or by federally-funded programs in the area; (b) the frequency with which LEP persons come into contact with the City of Oxford’s programs; (c) the nature and importance of the programs, activities, or services to people’s lives; and (d) resources available to execute the programs and the costs of providing the LEP services.

## Section 2: Policy

It is the policy of the City of Oxford to comply with all federal statutes and regulations in the administration of federally-funded programs. Pursuant to the requirements of Title VI, sub-recipients of federal funds received through an administration grant/award made by DCA are required to make reasonable efforts to provide timely, meaningful access for LEP persons to programs and activities. In order to do so, the City of Oxford will comply with the assessment which determines the need for language assistance within its service area. This is accomplished by conducting the Four-Factor Analysis. After completion of the Four-Factor Analysis, the City of Oxford is be aware of all spoken languages in its service area and can then determine how to provide needed language assistance. Based upon the findings of the Four-Factor Analysis, and when deemed necessary, the City of Oxford will prepare an LAP addressing its plan for ensuring Meaningful Access to programs and activities for LEP persons. The City of Oxford, along with any other sub-recipients, retain flexibility in determining how to appropriately address the needs of the LEP population(s) they serve. The City of Oxford will take timely and reasonable steps to provide LEP persons with meaningful access to programs and activities conducted therein. An individual’s inability to speak, read, write or understand English should not prevent them from accessing federally- funded programs and services by the City of Oxford. DCA encourages each sub-recipient to review and update its LEP Four-Factor Analysis and LAP at least every five years. The City of Oxford administrators will receive training from DCA on procedures to implement and continuously monitor and evaluate the implementation of LAPs in the State of Georgia. The City of Oxford is also required to select an individual responsible for LEP compliance, train staff involved in programs and activities on LEP requirements, keep records of assistance provided and actions taken, and update the Four-Factor Analysis and LAP, as needed.

### Section 3: Purpose and Plan Overview

The purpose of this Plan is to analyze the location and needs of any LEP individuals in the City of Oxford's service area, through the Four-Factor Analysis of Census data. The Plan establishes guidelines in accordance with Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency, 65 Fed. Reg. 50,121 (Aug. 16, 2000). The Plan will also describe how the City of Oxford will promote Meaningful Access and provide substantially equal and meaningfully effective access to the City of Oxford's programs and services for LEP individuals, as well as eliminate or reduce LEP as a barrier to receipt of services offered. Under this plan, the City of Oxford will provide two primary types of language access services; oral and written. Both oral language access services and written language access services will meet the standards for Meaningful Access as described in this Plan, including interpretation and translation services being conducted by a demonstrably qualified bilingual staff member communicating directly in an LEP person's language or a qualified contractor providing interpretation or translation services. The City of Oxford will continually monitor the effectiveness of its Plan in eliminating barriers to Meaningful Access for LEP individuals, as well as regularly report compliance to DCA, as outlined below. The City of Oxford will engage in outreach efforts to ensure that LEP persons are aware of the language access services available to them.

### Section 4: Definitions

**Beneficiary:** The ultimate consumer of federally-funded programs who receives benefits from a federally-funded recipient.

**Bilingual:** Fluent in two languages and is able to conduct the business of the workplace in either of those languages. This is to be distinguished from proficiency in more than one language. Interpretation and translation require the interpreter or translator to be fluently bilingual and also require additional specific skills for interpretation and translation.

**Customer:** Any individual or organization communicating with a DCA program. Direct "In-Language"

**Communication:** Monolingual communication in a language other than English between a multilingual staff and an LEP person (e.g., Korean to Korean).

**Effective Communication:** Communication sufficient to provide an LEP individual with substantially equivalent levels of service access received by non-LEP individuals. Staff must take reasonable steps to ensure communication with an LEP individual is as effective as communication with non-LEP individuals when providing similar programs and services.

**External Stakeholder:** A person who is not a sub-recipient employee and who has contact with, or is seeking information or services from, sub-recipient programs or activities. External stakeholders include, but are not limited to, members of the general public, renters, homeowners, and small business owners.

**Federal Financial Assistance:** Grants, loans, and advances of federal funds; the grant or donation of federal property and interests in property, or any other assistance as specified in 24 CFR Part I § 1.2(e).

**Four-Factor Analysis:** The analysis that recipients of federal funding are required to use to determine what language assistance measures are sufficient to assist LEP persons in the different programs and activities in

which the recipient engages, as described in “Final Guidance to Federal Financial Assistant Recipients regarding Title VI Prohibition against National Origin Discrimination, affecting Limited English Proficient Persons” published in the Federal Register (January 22, 2007). The four factors include:

- 1.) The number or proportion of LEP persons eligible to be served or likely to be encountered in the service population ("served or encountered" includes those persons who would be served or encountered by the recipient if the persons received adequate education and outreach and the recipient provided sufficient language services);
- 2.) The frequency with which LEP persons come into contact with the program;
- 3.) The nature and importance of the program, activity, or service provided by the program; and
- 4.) The resources available to execute the program and costs of providing the LEP services.

**Fluent:** The ability to express oneself easily and articulately in conversations and public speaking.

**Interpretation:** The act of listening to a communication in one language (source language) and orally converting it to another language (target language) while retaining the same meaning.

**Language Access Plan (LAP):** A written implementation plan that addresses identified needs of the LEP persons served.

**Language Assistance Services:** Oral and written language services needed to help LEP individuals communicate effectively with staff, and oral and written language services that provide LEP individuals with Meaningful Access to, and an equal opportunity to participate fully in, the services, activities, or other programs administered by DCA.

**Limited English Proficient (LEP) Individuals:** Individuals who do not speak English as their primary language and who have a limited ability to read, write, speak, or understand English because of their national origin. For purposes of Title VI and the LEP Guidance, persons may be entitled to language assistance with respect to a particular service, benefit, or encounter. (HUD LEP Guidance). LEP individuals may be competent in English for certain types of communication (e.g., speaking or understanding), but still demonstrate LEP for other purposes (e.g., reading or writing).

**Meaningful Access:** Accurate, timely, and effective participation in, or benefit from, federally-funded programs that is meaningfully equivalent to that of non-LEP individuals, at no cost to the LEP individual.

**Multilingual staff or employee:** A staff person or employee who has demonstrated fluency in English and reading, writing, speaking, or understanding at least one other language as authorized by his or her Division.

**Primary Language:** The language in which an individual most effectively communicates.

**Proficient:** The ability of a person to speak, read, write, and understand a language. An individual who is proficient in a language may, for example, be able to greet an LEP individual in his or her language or facilitate access to translation services, but not conduct Agency business in that language.

**Qualified Translator or Interpreter:** An in-house or contracted translator or interpreter who has demonstrated his or her competence to interpret or translate.

**Recipient:** Qualified applicants in compliance with 24 CFR §1.2(f) who are awarded federal, financial assistance. According to 24 CFR §1.2(f) Recipient is defined as "any State, political subdivision of any State, or instrumentality of any State or political subdivision, any public or private agency, institution,

organization, or other entity, or any individual, in any State, to whom Federal financial assistance is extended, directly or through another recipient, for any program or activity, or who otherwise participates in carrying out such program or activity (such as a redeveloper in the Urban Renewal Program), including any successor, assign, or transferee thereof, but such term does not include any ultimate beneficiary under any such program or activity."

Sight Translation: Oral rendering of written text into spoken language by an interpreter without change in meaning based on a visual review of the original text or document.

Sub-recipient: Any public or private agency, institution, organization, or other entity to whom federal financial assistance is extended, through DCA for any program or activity, or who otherwise participates in carrying out such program or activity, but such term does not include any Beneficiary under any such program.

Translation: The replacement of written text from one language (source language) into an equivalent written text in another language (target language).

Vital Document: Any document that is critical for ensuring Meaningful Access to the recipients' major activities and programs by beneficiaries generally and LEP persons specifically. Whether or not a document (or the information it solicits) is "vital" may depend upon the importance of the program, information, encounter, or service involved, and any consequences the LEP person might face if the information in question is not provided accurately or in a timely manner. For instance, applications for auxiliary activities, such as certain recreational programs in public housing, would not generally be considered a vital document, whereas applications for housing would be considered vital. However, if the major purpose for funding the recipient were its recreational program, documents related to those programs would be considered vital. Where appropriate, recipients are encouraged to create a plan for consistently determining, over time and across its various activities, what documents are "vital" to the Meaningful Access of the LEP populations they serve.

## Section 5: Four-Factor Analysis

### ***Factor 1: Number or Proportion of LEP Persons Served or Encountered in Eligible Service Population***

To determine the proportion of LEP persons served or encountered in any service area in the City of Oxford, demographic data was used in an analysis of Factor 1.

The City of Oxford reviewed LEP data to identify if the city exceeded 5 percent of the area population or 1,000 individuals within a geographic area (City of Oxford). The City of Oxford has a population of 2,308 people. It was determined that City of Oxford does not reach the aforementioned thresholds as 2.6 percent of the population "speaks English less than 'very well'" according to the Census Bureau's American Community Survey (ACS) 5-year file (2015–2019) – Table "B16001: Language Spoken at Home by Ability to Speak English for the Population 5 Years and Older." In raw numbers, this is not above the threshold of 1,000 individuals with 57 non-English-speaking individuals speaking English "less than 'very well'". (Copies of these reports may be found in Appendix A)

Utilizing the DCA mapping tool it was determined that the City of Oxford does not fall within areas which have LEP persons within the set thresholds. Neither the City of Oxford jurisdiction nor the CDBG project area cross the 5% or 1,000 individual thresholds.

The City of Oxford will update this information using ACS data and the DCA mapping tool every five years in accordance with the overall update of its LAP policy.

***Factor 2: Frequency with which LEP Individuals Come into Contact with the Program(s)***

The City of Oxford determined LEP persons will predominantly come into contact with DCA programs on an annual basis. The Community HOME Investment Program Grant annual competition and its set asides are the primary programs through which contact will occur. Engagement with the public may occur at the below listed steps:

- a. When notifying the public about a grant award application and its proposed activities
- b. When notifying the public about the grant award and its funded activities
- c. When seeking applicants to participate in the program (e.g., when seeking homebuyers about new housing opportunities)
- d. When seeking qualified contractors
- e. When working with homeowners selected for assistance
- f. When seeking bids from builders to construct homes
- g. When notifying the public about a grant award closeout and its accomplishments

Additional contact may occur between residences and the City of Oxford regarding other programs receiving HUD funding. Those residents provided housing through the FVHA would have a higher frequency of contact that may occur on a daily or weekly basis.

LEP individuals will receive direct language assistance commensurate with the frequency with which these individuals interact with the programs.

***Factor 3: Nature and Importance of the Program, Activity, or Service Provided by Program(s)***

While the City of Oxford will provide outreach regarding services available to LEP individuals across all program(s), the city will prioritize vital document translation and subsequent LEP outreach based on the importance of the activity, information, service, or program or possible consequences of a lack of service to the LEP persons.

LEP outreach will focus on the programs that provide critical services to program recipients, including but not limited to: homeowners, landlords, renters, and small business owners. Those programs that provide a means of helping individuals obtain or rehabilitate housing or supporting businesses are critically important to LEP individuals.

The City of Oxford will be replacing and upgrading water lines in the western portion of the City. The purpose of replacing and upgrading water lines in this area is provide much needed improvements in water infrastructure. This is a predominantly low-to-moderate income area and will be served by improved water service by the City.

***Factor 4: Resources Available and Costs of Providing LEP Services***

The City of Oxford takes all reasonable steps to ensure Meaningful Access for LEP persons to city programs and activities. The availability of resources, however, may limit the provision of language services in some instances. “Reasonable steps” may cease to be reasonable when the costs imposed substantially exceed the benefits. The City of Oxford’s LAP balances the needs of the LEP community with the funding resources available.

The City of Oxford has determined that due to its limited resources and small number of LEP individuals within the city the translation of all vital documents is not cost effective. The city, however, does recognize the importance of providing Meaningful Access for LEP persons. City of Oxford has determined that public notices, fliers, and any applications for assistance should have notifications of available translation services. In an effort to further provide services to LEP persons, City of Oxford will make LEP individuals aware of the forms that are available in multiple languages on the HUD website. City of Oxford may also, when appropriate, utilize free websites to translate written materials. The costliest option for providing LEP services would be to contract with outside persons that are proficient in interpretation of spoken word and in translation of documents. City of Oxford will do this when necessary. It is expected that the cost of obtaining such services will vary depending upon the nature of the services requested, and the service provider selected.

The City of Oxford has identified those vital documents for each federally-funded program it operates that directly affects LEP individuals and for which a delay in service provision might significantly, negatively impact the wellness of any individual that program serves. The City of Oxford has determined that, when appropriate, public notices, fliers, and any applications for assistance are considered vital. In addition to any vital documents, the City of Oxford will also disseminate federally-provided fair housing documents and brochures to clients, whenever applicable.

## Section 6: Staff as Resources

City of Oxford has undertaken or will undertake the following tasks to ensure that LEP individuals have Meaningful Access to federally-funded services, programs, and activities. These tasks are predominantly focused on addressing the needs of LEP individuals accessing sub-recipient-administered housing assistance and other programs.

The City of Oxford names the City Manager as its LAP Coordinator.

Broadly speaking, the LAP Coordinator will coordinate compliance with DCA’s and City of Oxford’s respective LAPs. The LAP Coordinator is expected to:

- Communicate City of Oxford staff’s responsibility to provide language access services to the local LEP population, including the dissemination of DCA’s and the City of Oxford’s LAP to staff;
- Train staff involved in programs and activities on LEP requirements;
- Keep records of assistance provided and actions taken; and
- Update the Four-Factor Analysis and LAP, as needed.

## Section 7: Language Assistance Measures

### Provision of Language Access Services to LEP Individuals

All of the City of Oxford programs with direct contact with the public are responsible for providing written or oral language services. “I Speak” cards are used by all staff who may have direct interaction with LEP individuals to identify language needs and begin the provision of access services. The “I Speak” card used by DCA is included within this document.

#### Plan for Providing Language Access Services to Meeting Participants and Attendees

The City of Oxford will leverage translation services and bilingual staff to provide interpretation services as needed for all meetings related to program eligibility determinations. The City of Oxford is committed to providing interpreters for large, medium, small, and one-on-one meetings with any LEP individuals or organizational representatives as needed and as appropriate.

The City of Oxford will include a statement in its meeting notices indicating that 1) the City of Oxford is prepared to provide appropriate language services for LEP individuals and 2) requesting that the respondent identify any language services needed within a specified period of time, including which language(s) such services are required.

The City of Oxford’s ability to provide an in-person interpreter upon request is limited by available resources and the scheduling availability of the translation service(s).

#### Plan for Translating Informational Materials Detailing Provided Services and Activities

The City of Oxford will ensure that all important documents—whether “vital” or relating to public engagement — are translated into the relevant language upon request.

Those programs identified in the Four-Factor Analysis (in which LEP individuals may directly interact with the City of Oxford programs or staff) are prioritized in the translation of vital documents, identified in step four. Classification of a document as “vital” depends upon the importance of the program, information, encounter, or service involved, and the consequence to the LEP person if the information in question is not provided accurately or in a timely manner.

City of Oxford will assess the considerations in this Plan, including the Four-Factor Analysis, and make decisions within agency discretion, and consistent with component language access plans as to how to provide Meaningful Access to written texts.

#### *Translation of Notices, Public Hearings, and Citizen Participation Periods*

Any printed materials disseminated by City of Oxford intended for public outreach will include a “language disclaimer” at the bottom of the document, stating that further information is available and that an interpretation of materials is available upon request for those who plan to attend associated public hearings.

#### Complaints and Appeals

Any person who believes they have been denied the benefits of this LAP or that DCA has not complied with Title VI of the Civil Rights Act of 1964, 42 U.S.C. 2000(d) and Executive Order 13166 regulations may file a complaint with City of Oxford LAP Coordinator. The department or program POC may be the first point of contact for any complaints or appeals, but City of Oxford LAP Coordinator must be informed of all complaints and appeals. The LAP Coordinator will provide oversight of the complaint/appeal resolution process. To file a complaint, submit the written complaint to:

City of Oxford  
23 N. Main Street  
Watkinsville, GA 30677

## Section 8: Monitoring, Evaluating and Updating LAP

City of Oxford will monitor and maintain Language Access Plan year-round. The LAP will be updated every five years to reassess the number of LEP individuals in the city and the effectiveness of the services provided. City of Oxford will review American Community Survey data as it is updated to determine the size of LEP populations and the languages of LEP populations within City of Oxford, review additional guidance provided by HUD, and update the Language Access Plan accordingly.

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# Appendix A: ACS Data Reports

## Census Bureau’s American Community Survey (ACS) 5-year file (2012–2016) – Table “S1601: Language Spoken at Home”

Label	Oxford city, Georgia													
	Total		Percent				Percent of specified language speakers							
	Estimate	Margin of Error	Speak English only or speak English "very well"		Percent speak English only or speak English "very well"		Speak English less than "very well"		Percent speak English less than "very well"		Percent of specified language speakers			
			Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error		
Population 5 years and over	2,221	±261	00	00	2,144	±277	97.0%	±2.4	57	±55	2.6%	±2.4		
Speak only English	1,977	±266	89.0%	±4.6	00	00	00	00	00	00	00	00		
Speak a language other than English	224	±123	10.2%	±4.6	167	±79	74.6%	±4.2	57	±55	25.4%	±16.2		
<b>▼ SPEAK A LANGUAGE OTHER THAN ENGLISH</b>														
Spanish	99	±70	4.5%	±2.2	54	±39	54.5%	±26.1	45	±49	45.5%	±28.1		
5 to 17 years old	18	±27	0.7%	±1.2	10	±19	55.7%	±14.6	8	±8	38.9%	±16.6		
18 to 64 years old	84	±56	3.8%	±2.6	44	±29	52.4%	±21.6	40	±45	47.6%	±21.8		
65 years old and over	0	±13	0.0%	±1.8	0	±13	-	±	0	±13	-	±		
Other Indo-European languages	28	±26	1.2%	±1.1	24	±25	85.7%	±21.9	4	±5	14.3%	±21.9		
5 to 17 years old	0	±10	0.0%	±1.8	0	±10	-	±	0	±10	-	±		
18 to 64 years old	21	±24	1.0%	±1.1	21	±24	100.0%	±71.9	0	±19	0.0%	±71.9		
65 years old and over	7	±8	0.3%	±0.3	3	±5	42.9%	±27.1	4	±6	57.1%	±27.1		
Asian and Pacific Island languages	92	±54	4.2%	±2.9	84	±55	91.2%	±14.0	8	±17	8.7%	±16.0		
5 to 17 years old	0	±19	0.0%	±1.8	0	±19	-	±	0	±19	-	±		
18 to 64 years old	92	±54	4.2%	±2.9	84	±55	91.2%	±14.0	8	±17	8.7%	±16.0		
65 years old and over	0	±13	0.0%	±1.8	0	±13	-	±	0	±13	-	±		
Other languages	8	±10	0.2%	±1.4	8	±10	100.0%	±100.0	0	±19	0.0%	±100.0		
5 to 17 years old	0	±10	0.0%	±1.8	0	±10	-	±	0	±10	-	±		
18 to 64 years old	8	±10	0.2%	±1.4	8	±10	100.0%	±100.0	0	±19	0.0%	±100.0		
65 years old and over	0	±10	0.0%	±1.8	0	±10	-	±	0	±10	-	±		
<b>▼ CITIZENS 18 YEARS AND OVER</b>														
All citizens 18 years old and over	1,708	±224	00	00	1,686	±224	98.7%	±1.2	22	±20	1.2%	±1.2		
Speak only English	1,585	±227	92.8%	±3.9	00	00	00	00	00	00	00	00		
Speak a language other than English	123	±57	7.2%	±3.9	101	±55	82.1%	±14.8	22	±20	17.9%	±16.8		
Spanish	57	±44	3.2%	±2.0	29	±28	50.4%	±28.8	18	±19	21.6%	±28.8		
Other languages	66	±44	3.9%	±2.0	62	±44	93.9%	±18	4	±6	6.1%	±18		

