

# Linguistic fairness in the U.S.: The case of multilingual public health information about COVID-19

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**Lack of high-quality multilingual resources can contribute to disparities in the availability of medical and public health information. The COVID-19 pandemic has required rapid dissemination of essential guidance to diverse audiences and therefore provides an ideal context in which to study linguistic fairness in the U.S. Here we report a cross-sectional study of official non-English information about COVID-19 from the Centers for Disease Control and Prevention, the Food and Drug Administration, and the health departments of all 50 U.S. states. We find that multilingual information is limited in many states, such that almost half of all individuals not proficient in English or Spanish lack access to state-specific COVID-19 guidance in their primary language. Although Spanish-language information is widely available, we show using automated readability formulas that most materials do not follow standard recommendations for clear communication in medicine and public health. In combination, our results provide a snapshot of linguistic unfairness across the U.S. and highlight an urgent need for the creation of plain language, multilingual resources about COVID-19.**

COVID-19 | health equity | health literacy | linguistic fairness | readability

In culturally and linguistically diverse countries, the availability of medical information in multiple languages is a key determinant of health equity, but efforts to increase linguistic fairness in U.S. healthcare remain suboptimal (1–3). Over the past year, the COVID-19 pandemic has required rapid dissemination of critical public health information across the country. Such communication efforts have been complicated by longstanding gaps in the health literacy of the U.S. population (for instance, only 12% of U.S. adults scored as proficient in the 2003 National Assessment of Health Literacy (4)). Similar issues have been identified for information about COVID-19, and individuals with low health literacy report reduced preparedness for the pandemic (5–9). The situation is even more challenging for non-native English speakers; when combined with low health literacy, limited English proficiency is associated with poor health status in the U.S. (4, 10, 11). Accordingly, public guidance about COVID-19 should be equitable in its language coverage and use accessible communication strategies. Moreover, the extent to which these dual imperatives are being met provides a valuable benchmark for the state of linguistic fairness in the country.

The U.S. population includes 48 million immigrants, a figure that is projected to increase to at least 75 million by 2065 (12). Reflecting the diversity of both its immigrant and indigenous

populations, the U.S. is a deeply multilingual country. Of its more than 330 million residents, 67 million speak a language other than English at home (13), and 25 million have limited English proficiency (an increase of 156% since 1980) (14). Aside from English, by far the most widely spoken language is Spanish (40 million speakers), followed by Chinese (3.3 million), Tagalog (1.7 million), Vietnamese (1.5 million), and French (1.2 million) (13). The quality of many health resources for non-English users, however, is far from ideal (15, 16), contributing to health disparities nationwide and amplifying structural inequalities accentuated by the pandemic (17–19).

U.S. residents receive information about COVID-19 from a diverse selection of official sources, ranging from federal agencies such as the Centers for Disease Control and Prevention (CDC) and Food and Drug Administration (FDA) to state, county, and local health departments. Although federal guidance is subject to the requirements of the Plain Language Act and dissemination of actionable, easy-to-use health information is a major goal of the Healthy People 2030 initiative (3), the accessibility of official COVID-19 information has often been limited (20–24). Compounding these issues is a lack of uniform standards for the provision of multilingual resources, as well as the Trump administration’s rollback of a federal rule requiring that patients be informed of their right to language interpretation services (25).

In addition to its immediate relevance for improving the equity of the pandemic response, a thorough understanding of the availability and accessibility of non-Anglophone COVID-19 guidance is likely to have longer-term implications. The scope of material written about COVID-19 is unprecedented, and the existence of extensive guidance from all U.S. states creates an opportunity for comparative evaluation of linguistic fairness. Moreover, the availability and quality of Spanish-language guidance is of particular importance because of the size of the user base and the disparate impact the pandemic has had on the Latinx community (26, 27). To this end, we undertook a two-part analysis, first of the equity of language coverage in state-level guidance about COVID-19 and second of the readability of Spanish information from both federal

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Resource or Tool	Number (%) of Websites
Automated translation	30 (59%)
CDC multilingual resources	29 (57%)
American Sign Language videos	34 (67%)

**Table 1. Prevalence of key resources across all states and the District of Columbia.** Resources were tabulated from a review of official health department websites.

and state sources. We find that many states have substantial linguistic communities not served by existing guidance and that most Hispanophone information, regardless of source, is not in compliance with well-known recommendations for clear communication.

## Results

**Prevalence of baseline resources.** Although automated translation services such as Google Translate have substantial limitations (28), providing a machine translation plug-in is a straightforward step to increase the accessibility of a website. We found, however, that only 30 of 51 (59%) health department websites included an option for automated translation of information about COVID-19 (Table 1). Similarly, just 29 (57%) websites referenced or linked to the CDC’s large collection of multilingual resources written for the general public, and 34 (67%) included at least one video in American Sign Language (Table 1).

**Linguistic coverage of COVID-19 guidelines across U.S. states.** We then considered the extent to which state-level information about COVID-19 serves different linguistic communities. In particular, we sought to determine whether the availability of public health guidelines is demographically fair (i.e., if it can be accounted for primarily by the number of users of a given language). For each language and state, we cross-referenced the number of speakers (as reported in the U.S. Census Bureau’s American Community Survey (13)) with the presence of COVID-19 materials for that community (Materials and Methods). Given that Spanish COVID-19 guidelines are available for almost all states (48 of 51 websites), we focused exclusively on speakers of languages other than English and Spanish. We modeled the availability of COVID-19 guidelines for a language  $j$  in state  $i$  following a Bayesian generalized linear model (Materials and Methods):

$$g^{-1}(R_{ij}) \propto \alpha_i + \beta_j + f(n_{ij}), \quad [1]$$

where  $R_{ij}$  is a binary variable (presence or absence of COVID-19 guidelines),  $\alpha$  and  $\beta$  are group-specific effects for state and language, respectively,  $n_{ij}$  is the corresponding number of speakers,  $f(\cdot)$  is a smooth function to be learned from the data, and  $g(\cdot)$  is the logistic function.

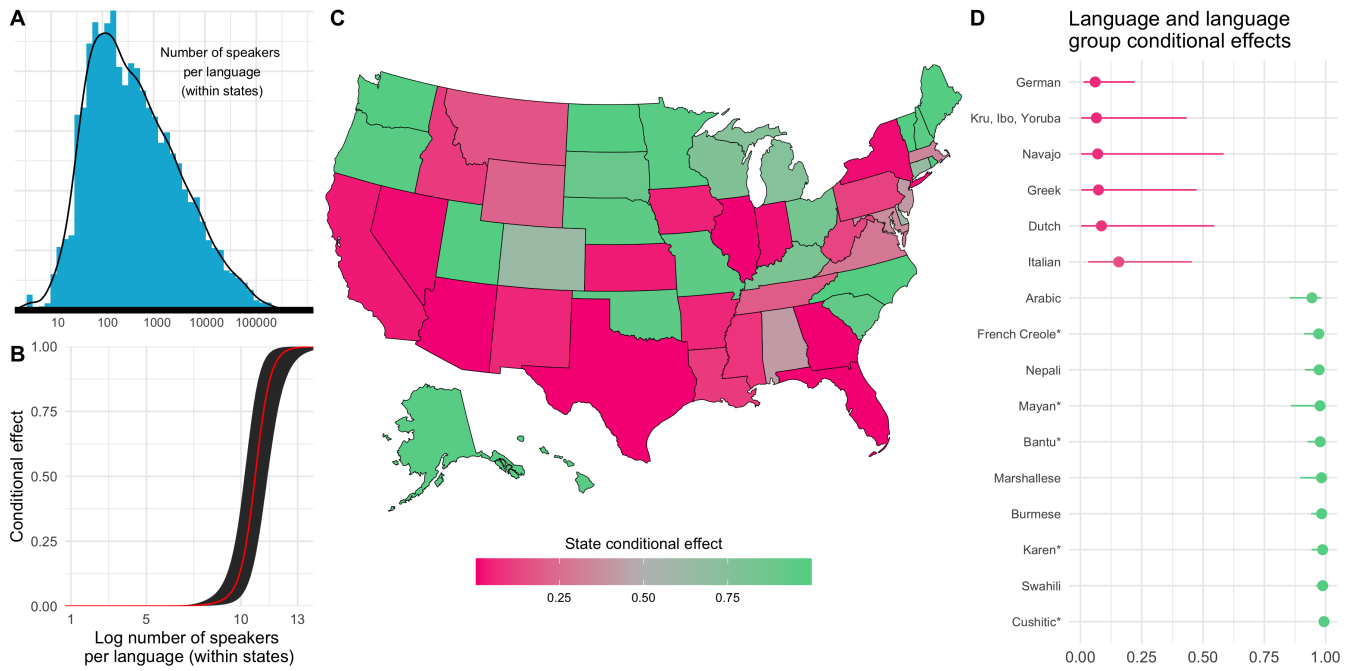
Results of the analysis are summarized in Fig. 1. When considering size alone, only large language communities with 50,000 or more individuals are predicted to be covered. Language and state conditional effects also account for a substantial amount of variance, and large states with many small linguistic communities tend to score worse in the fairness of their coverage. Several East African and Southeast Asian languages are comparatively better represented, whereas some Western European languages (German, Dutch, Greek, and

Italian) and a handful of large West African languages (Igbo, Yoruba, and Kru) and Navajo are less well-covered, other factors being equal. The users of these languages tend to be proficient in English, which might explain why specific health guidelines were not developed for them. We tested this hypothesis on a subset of the Census data for which the number of users who “speak English less than very well” was indicated (67% of the full dataset). Bayesian model selection corroborated that it is the number of users with limited English proficiency - rather than the total number of users - which better predicts the presence of COVID-19 guidelines (Materials and Methods).

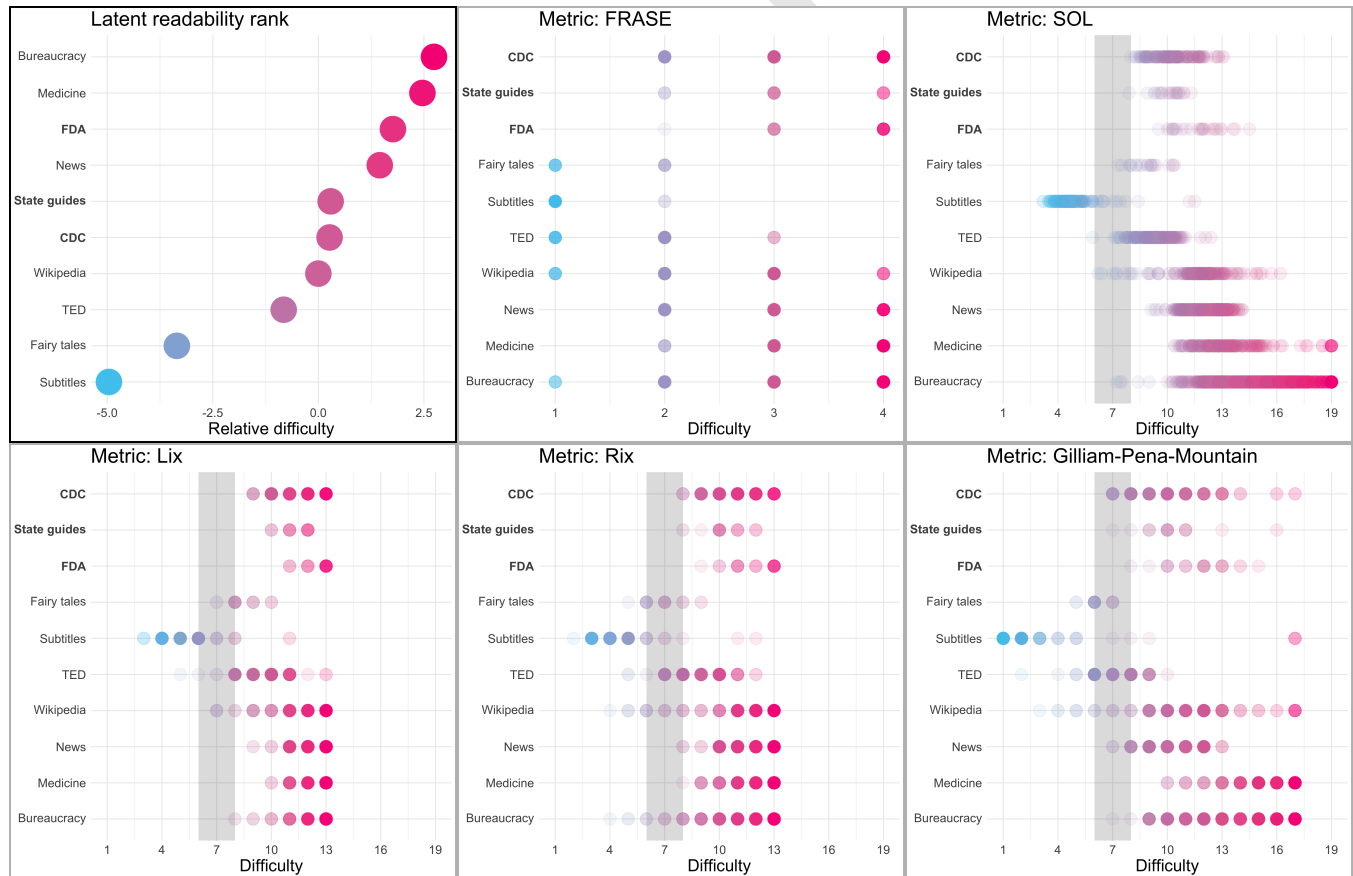
**Readability of Spanish-language COVID-19 materials.** Availability of official guidance in a particular language does not guarantee accessibility and ease of use. Although evaluation of all resources in our multilingual dataset would be challenging, a restricted analysis of the Spanish documents is useful for several reasons. There are more speakers of Spanish in the U.S. than of all other non-English languages combined, and Spanish-language information about COVID-19 is provided by most official sources (Fig. 1). Given the large user base and the wide availability of both manual and automatic English-to-Spanish translation, it is likely that the quality of Spanish resources from the CDC, FDA, and state health departments represents an effective upper bound for the quality of official materials in other languages.

To approximate the text difficulty of Spanish-language COVID-19 information as part of a rapid response to the pandemic, we applied four automated readability formulas to our corpora of public health documents (Materials and Methods). Readability formulas attempt to predict the difficulty of a text, usually expressed as a grade level, and have been used to pinpoint important limitations in Anglophone public health information about COVID-19 (20, 21, 23). These formulas are based on the assumption that, other things being equal, longer linguistic units, such as words and sentences, hinder comprehension. For each of the metrics considered, we found that the vast majority of CDC, FDA, and state documents exceeded an eighth-grade reading level (Fig. 2), which is the CDC, National Institutes of Health, and American Medical Association’s recommended maximum difficulty for health information written for the general public (29–31). Although readability formulas should not be treated as a substitute for reading comprehension data obtained from surveys or focus groups, these results suggest an urgent need for further investigation and development of more accessible communication strategies.

Readability measures are not without problems when used as unbiased estimates of overall comprehension and reading level (32–35), in particular for languages other than English (36). Nevertheless, they may provide partial information about the difficulty of one text relative to another, as word length and sentence length - the basis for most readability formulas - are implicated in reading ease and speed (37, 38). To contextualize the results obtained for the public health documents, we also applied the readability metrics to thirteen other corpora covering a wide range of Spanish prose texts of varying genre and difficulty; these corpora include fairy tales, television and film subtitles, transcripts of TED talks, Wikipedia articles, news articles, and medical and bureaucratic documents. We compared the readability of the CDC, FDA, and state ma-



**Fig. 1. Linguistic diversity and fairness of official COVID-19 information provided by U.S. states.** **A** Distribution of number of users per language within states. **B** Conditional effect of (log) number of users of a language on presence of COVID-19 guidelines. **C** U.S. map depicting state-specific effects on presence of COVID-19 guidelines. **D** Bayesian 95% credible intervals for language conditional effects on presence of COVID-19 guidelines.



**Fig. 2. Readability of official Spanish-language information about COVID-19.** The figure shows difficulty predictions for the public health and benchmark corpora from five readability metrics - FRASE Graph (FRASE), SOL, Läsbarhetsindex (Lix), Rate Index (Rix), and Gilliam-Pena-Mountain Graph (Gilliam-Pena-Mountain) - as well as a latent rank. The gray bars indicate the recommended reading level for medical information written for the general public (grades 6-8).



173 materials to the other corpora using all five measures (Fig. 2),  
174 and we inferred a latent rank from a Plackett-Luce model  
175 (Materials and Methods). As shown in the top left panel in  
176 Fig. 2, CDC and state pages were found to be more difficult  
177 than the simplest corpora (subtitles, fairy tales, and TED talk  
178 transcripts). The FDA documents ranked among the most  
179 complex corpora (news, medicine, and bureaucracy).

## 180 Discussion

181 Here we analyzed the U.S.-wide distribution of COVID-19  
182 guidelines written in languages other than English. The emerg-  
183 ing picture is that official COVID-19 information is available  
184 for languages with many users who have limited English pro-  
185 ficiency but scarce for smaller linguistic communities. While  
186 this trend is modulated by the state and the specific language  
187 under consideration, the sheer numbers are disheartening (21).  
188 Roughly half of all individuals (47%, or 4.2 million people) who  
189 are not proficient in either English or Spanish lack access to  
190 COVID-19 guidelines in their native language (Materials and  
191 Methods). Compounding this inequity in language coverage  
192 is the limited availability even of baseline, easy-to-implement  
193 resources for non-English users; for instance, more than 40% of  
194 state health departments do not offer automated translation of  
195 their online information about COVID-19. Although guidance  
196 in Spanish is widely available (coverage by the CDC, FDA,  
197 and 48 out of 51 state websites), we find that the readability  
198 of this material far exceeds the recommended eighth-grade  
199 level according to five automated metrics (29–31).

200 Despite the well-known limitations of readability formulas,  
201 including focus on shallow linguistic features and often  
202 incomplete validation (32–35), we were able to confirm their  
203 reliability for relative assessment of text difficulty; in partic-  
204 ular, all metrics considered yielded intuitively reasonable  
205 difficulty rankings across a diverse collection of Spanish prose.  
206 While our results identify points of urgent concern for the  
207 ongoing pandemic response, further work is needed to expand  
208 the scope of evaluation to include multimedia resources and  
209 traditional, offline media, as well as guidance issued by mun-  
210 icipal and county health officials (39). Such an expanded  
211 evaluation should seek to integrate statistical and computa-  
212 tional evidence with empirical assessments of comprehension  
213 and usability testing of multilingual resources (9, 40).

214 Despite extensive efforts to address the COVID-19 “info-  
215 demic” (41), proliferation of misinformation, especially about  
216 COVID-19 vaccines, remains a persistent issue (42, 43). Our  
217 results thus point to a concerning combination of structural fac-  
218 tors - incomplete coverage of multilingual resources, restricted  
219 availability of plain language materials, and, as documented  
220 previously, poor media ecology - that make it particularly  
221 challenging for U.S. residents with limited English proficiency  
222 to access trustworthy information. In light of the limitations of  
223 official information, many private groups have worked during  
224 the pandemic to improve health equity through crowdsourced  
225 translation projects, creation of accessible, multilingual pub-  
226 lic service announcements, and other initiatives (39, 44, 45).  
227 These efforts could serve as a blueprint for future efforts that  
228 address the challenges identified by our analysis and increase  
229 the accessibility of health information for diverse audiences.

## 230 Materials and Methods

232 **Annotation of multilingual state resources.** Between March 1, 2021  
233 and March 15, 2021 we reviewed the websites of the health depart-  
234 ments of all 50 states and the District of Columbia for availability  
235 of non-English information about COVID-19. For each state we  
236 recorded the number of languages represented, as well as the pres-  
237 ence or absence of an option for automated translation of the  
238 website, reference to the CDC’s large collection of multilingual re-  
239 sources (<https://www.cdc.gov/pubs/other-languages?Sort=Lang%3A%3Aasc>),  
240 and American Sign Language videos. To minimize sub-  
241 jectivity in the annotation process we did not assess content or  
242 accessibility of resources; a state received credit for a language if  
243 its website included any content (whether original or linked directly  
244 from an outside resource) in that language.

245 State-level information about the number of users of each lan-  
246 guage considered was obtained from the 2009-2013 American Com-  
247 munity Survey of the U.S. Census Bureau (<https://www.census.gov/data/tables/2013/demo/2009-2013-lang-tables.html>). This information  
248 was used in our language coverage model and to estimate the total  
249 number of individuals not served by state COVID-19 guidance. The  
250 linguistic annotation in the Census data is of widely varying quality.  
251 While language names often are given directly, a number of coarser  
252 language labels are used as well (e.g., by aggregating all users of  
253 a language family under a single label or by using coarse regional  
254 terms). Whenever possible, we cross-referenced our dataset with  
255 the Census information using the widest language label available,  
256 so as to overestimate the coverage of state guidelines (see Appendix  
257 for details).  
258

259 **Linguistic coverage model.** We implemented the model described in  
260 Eq. (1) in a Bayesian framework, utilizing the No-U-Turn Sampler  
261 as our Markov Chain Monte Carlo algorithm of choice (46). We used  
262 the default weakly informative priors provided by the `brms` package,  
263 version 2.15.0 (47). Posterior predictive checks revealed that the  
264 models succeeded in capturing the distribution of the observed data.

265 We then considered the subset of data for which information  
266 about English proficiency was available. On this dataset we deployed  
267 the model described above, which we contrasted with an equivalent  
268 model in which the predictor  $n_{ij}$  of Eq. (1) was replaced by the  
269 number of users of that language with limited English proficiency  
270 (plus one, as some languages are reported to have no proficient  
271 English users). We performed model selection using the difference  
272 in expected log pointwise predictive density between the two models  
273 (48), which yielded -15.3 (SE=5.3), favoring the second model over  
274 the first one.

275 **Readability and text complexity analysis.** We analyzed the readabil-  
276 ity and text complexity of online public health information about  
277 COVID-19 and 14 benchmark corpora containing a diverse selection  
278 of Spanish prose. The public health corpora were drawn from three  
279 sources, the CDC, FDA, and state health departments. The CDC  
280 corpus contains 153 web pages from the organization’s main Spanish-  
281 language website (all pages under the “Su salud” and “Vacunas” tabs  
282 of <https://espanol.cdc.gov/coronavirus/2019-ncov/index.html>, except for  
283 landing pages and those with primarily non-textual content). The  
284 FDA corpus contains 26 web pages, such as lists of frequently asked  
285 questions and vaccine information sheets, from <https://www.fda.gov/about-fda/fda-en-espanol/enfermedad-del-coronavirus-covid-19>. The  
286 state corpus contains 21 web pages from the 12 states that provided  
287 a list of frequently asked questions or similar material in Spanish  
288 and rank in the top 20 by fraction of Spanish speakers (Texas, Cali-  
289 fornia, New Mexico, Florida, Arizona, New Jersey, Illinois, Rhode  
290 Island, Utah, Oregon, Washington, and Kansas). CDC and FDA  
291 web pages were scraped on March 24, 2021; state web pages were  
292 scraped on April 24, 2021. Readability Studio Professional, version  
293 2020 (Oleander Software) was used for text preprocessing, such as  
294 removal of headers and footers, figure captions, and other extraneous  
295 content.  
296

297 The benchmark corpora include Spanish translations of 21 of  
298 Grimm’s Fairy Tales ([https://www.grimmstories.com/es/grimm\\_cuentos/favorites](https://www.grimmstories.com/es/grimm_cuentos/favorites)), as well as 11 sections of the Spanish Unannotated Cor-  
299 pora (SUA) resource (<https://github.com/josecannete/spanish-corpora>).  
300 These corpora are large (the SUA contains approximately 3 billion  
301 tokens in total) and cover a range of document types, including  
302 Wikipedia and news articles, government documents, and tran-  
303 scriptions of speeches. For our analysis we downsampled the corpora  
304

305 by choosing 200 documents at random from each corpus.

306 We applied five standardized readability formulas, the FRASE  
307 Graph, Gilliam-Peña-Mountain Graph, Läsbarhetsindex (Lix), Rate  
308 Index (Rix), and SOL, to the public health documents and bench-  
309 mark corpora. Each formula was developed or adapted specifically  
310 for Spanish and has been applied in previous health literacy stud-  
311 ies (30). The output of the FRASE formula is a categorical estimate  
312 of text difficulty (beginning, intermediate, advanced intermediate,  
313 advanced); the output of the other four formulas is a predicted  
314 grade level. For our analysis, texts scoring as “13+” by Lix or Rix  
315 or “19+” by SOL were reassigned scores of 13 and 19, respectively,  
316 and texts scored as “too difficult to be classified” by Gilliam-Peña-  
317 Mountain were reassigned a score of 17 (the maximum possible  
318 value). Readability scores were calculated using Readability Studio  
319 Professional.

320 Finally, we inferred a latent readability rank for each corpus  
321 class across all five readability measures using the R package  
322 `PlackettLuce` implementation of the Plackett-Luce model, which  
323 represents rankings through a continuous latent variable (49).

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