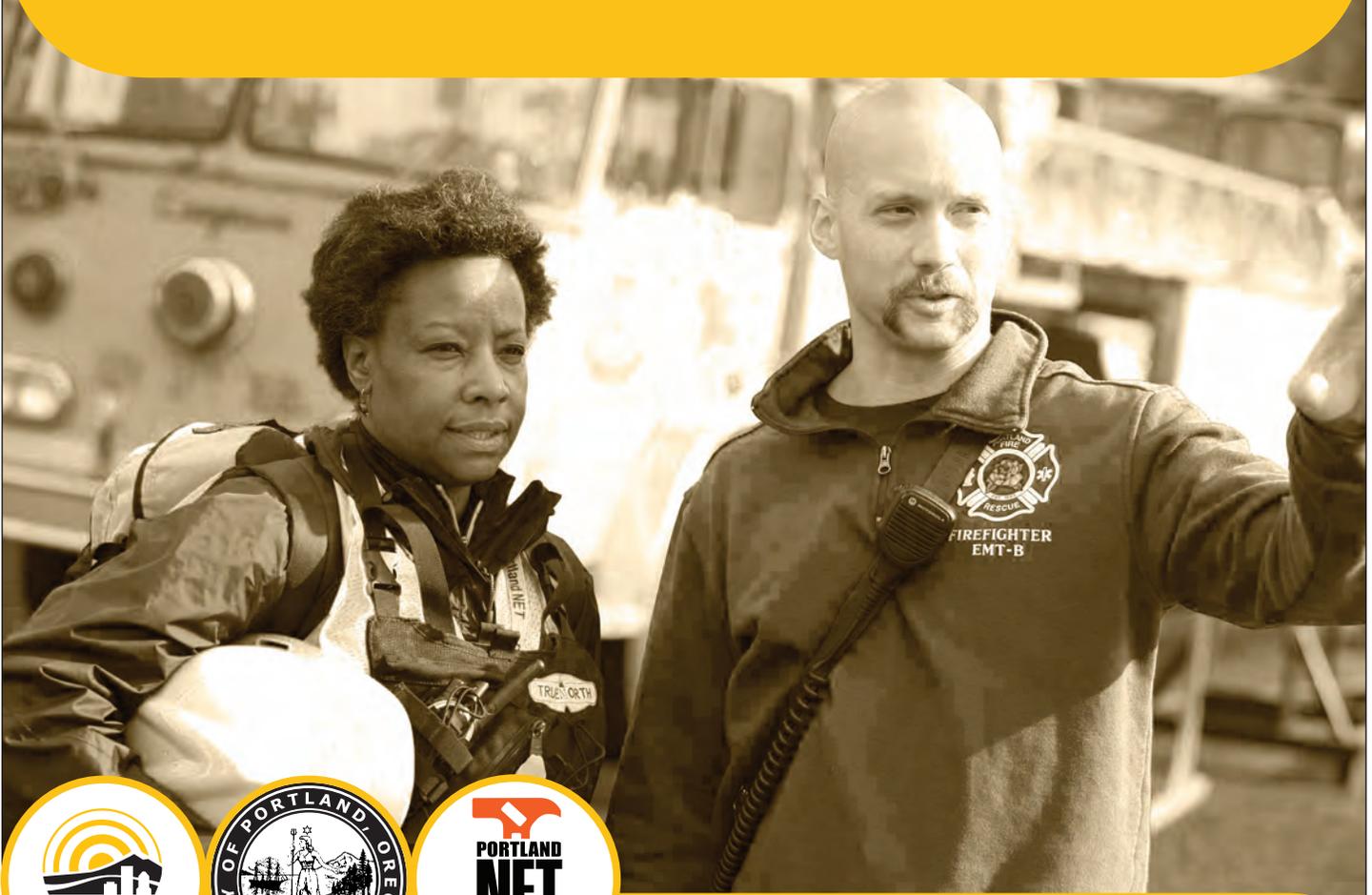


NET Diversity Report

March 2014

Prepared by Kristen Baird
for the Portland Bureau of
Emergency Management



PORTLAND BUREAU OF EMERGENCY MANAGEMENT

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Prepared by Kristen Baird

Portland Bureau of Emergency Management

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Letter from the NET Coordinator to Portland NET Volunteers

Greetings, NET Volunteers.

This report is the product of many hours and hard work that Kristen Baird dedicated to the NET program. It also represents an aspiration for the NET program that I have, that PBEM has, and that NET leadership has: a volunteer program that truly represents Portland. We are not there yet, but this report is an important early step.

Improving diversity in NET is not just the right thing to do. It is imperative for our efficacy as volunteer responders. It is something that we must do. When a disaster strikes, it has no regard for which doors we chose to open to our neighbors and which we neglected to open. What will matter is which doors we opened before the disaster happened.

This report analyzes the issue of diversity in NET, but it also offers helpful recommendations and direction to move forward. Based on that research and the recommendations, PBEM will do the following:

- **Have regular, ongoing check-ins with community leaders of underserved communities (as opposed to reaching out only when we have a very specific reason for doing so).**
- **No less than once a year, plan and conduct preparedness and NET training with a community organization working closely with an underserved Portland community. We recognize this may mean being flexible in how we conduct training (e.g. helping to find childcare resources, translating materials, or waiving or changing the approach to the requirement that all incoming trainees purchase a NET kit in order to become certified).**
- **Make a concentrated effort to develop preparedness and response leaders in underserved communities so that they can return their knowledge and skills to their communities and teach others.**
- **In the upcoming NET Leadership Guide, include a section on diversity and reaching underserved communities.**

PBEM is asking NETs and NET Team Leaders to do the following:

- **All Team Leaders should receive diversity training; at minimum, FEMA IS-240 (which is already part of TL training) or training that is more comprehensive.**
- **Reach out to organizations that lead or work with underserved communities in your service areas, and include them in your operations planning.**
- **Actively engage with community leaders in your service areas of all kinds: church leaders, educators, merchants, the neighborhood “mensch”; any one person or persons who can open a door for your team to build relationships with everyone in your community.**

Thank you for reviewing this report, and for all your hard work as volunteers. Onward! Positive! Stronger!

Sincerely,

Jeremy Van Keuren, NET Coordinator

Abstract

The Portland Neighborhood Emergency Team (NET) provides volunteers who reside within the City of Portland the training and skills to help assist citizens within neighborhoods to save lives and remain self-sufficient in the immediate aftermath of a disaster.

In June 2013, the Portland Bureau of Emergency Management (PBEM) queried the NET membership database compiling demographics on active NET members. An overwhelming 89.6% of NET members self-identified as White, non-Hispanic. To validate the rate of ethnic representation within NET, a two-tailed T test was conducted to compare the proportions by race/ethnicity for the eligible NET members residing within the City of Portland and current NET members.

Results highlighted that ethnic minorities were underrepresented in the NET program for African American. After conducting a two-tailed T-test comparing the projected 2010 U.S. Census Bureau population data for City of Portland with NET composition, each ethnic group in comparison to their counterparts in the ethnic makeup of the Portland NET program are statistically low ($\sigma < 0.01$). This finding further confirms that ethnic representation within NET is not only low in respect to the NET program itself, but also significantly low in comparison to the overall ethnic representation of eligible ethnic populations within the City of Portland.

To address this disparity in alignment with the Portland Plan 2025, and PBEM's 2014-2016 Strategic Plan to enhance community outreach and inclusion efforts, a needs assessment survey was conducted to explore perceived attitudes of the NET program and examine behaviors towards individual NET participation.

A total of 32 interviews and four focus groups were conducted recording significant barriers and enablers for ethnically diverse communities to participate in the NET program. Barriers to NET participation of particular relevance included: (1) Lack of NET program awareness, (2) General mistrust, and (3) Doubt in institutional capacity to provide a culturally-sensitive and responsive NET program for diverse membership (4) Access – cost and transportation concerns, (5) Cultural issues & safety concerns.

Significant enablers leading to the positive adoption of the NET program into communities or individual participation included: (1) Social support – faith-based support and influence of community leaders, (2) Access – familiar meeting places and 'piggy-backing' on well-known community events

Study findings and recommendations are intended to provide insight to the sustainable development of a strategic work plan to engage ethnically diverse Portland communities and collaborative partnerships to increased diverse participation within the Portland NET program.

Introduction

In 1994, Portland Fire & Rescue adapted the FEMA Certified Emergency Response Team (CERT) program for the City of Portland renamed the Neighborhood Emergency Team, or NET program. Based on the national model of CERT, the NET program provides members with training from Portland Fire & Rescue and the Portland Bureau of Emergency Management (PBEM) to provide immediate emergency assistance, life saving, and life-sustaining interventions to citizens in the aftermath of a disaster.

In 2012, PBEM began to track NET demographics maintaining a database of active NET members within the City of Portland. Currently 872 volunteers serve as active NET members. As the NET program continues to grow in popularity, PBEM while completing progress reports for their 2011-2013 strategic goals recognized an opportunity to align NET program goals and guidelines with the development of PBEM's 2014-2016 strategic plan and the City of Portland Plan 2025 highlighting the need for inclusion and outreach into 'micro-

communities' and to engage diverse Portland communities to enhance community resiliency.

In order to work toward this goal, in June 2013 demographic data was compiled from the NET database of registered members self-reporting demographic information. From the database, 776 (89%) of active NET members provided demographic information. The average age of NET volunteers was 49. Gender for NET members was equally divided between male and female participants located in neighborhoods throughout the City of Portland [Table 1.1].

However, data for race/ethnicity [Table 1.2] confirmed 89.6% of current NET membership identified as White, non-Hispanic. Additionally, data identified 4.7% of NET members identify as two or more races. Asians make up 1.8% of volunteers, Black or African American 1.5%, Hispanics and Latinos 1.4%. Less than 1% of NET members identified as American Indians or Alaska Natives (0.9%), and Native Hawaiian or Pacific Islander (0.1%).

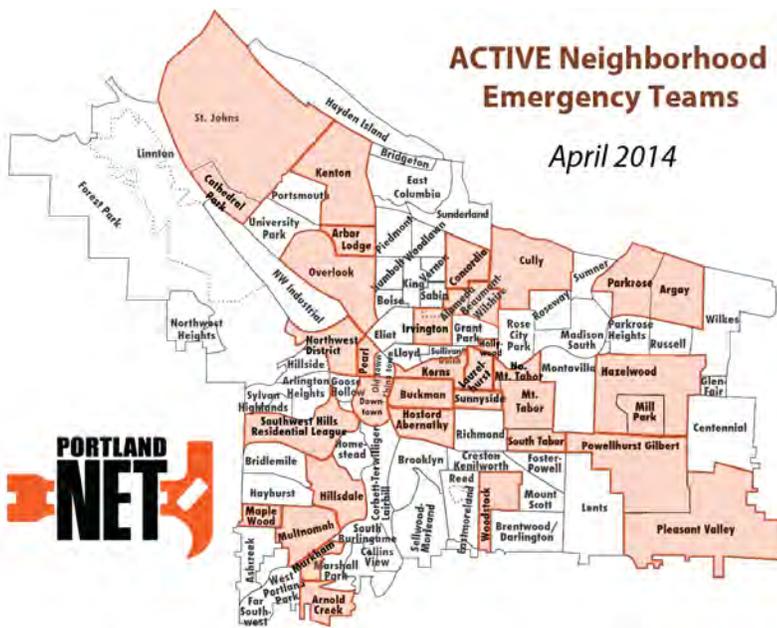


Table 1.1: Approximately 11% live in the Hollywood and Belmont-Hawthorne-Division neighborhoods respectively. Between 5-7% live in Central City, Interstate Corridor, MLK-Alberta, St.Johns, Montavilla, and Lents-Foster neighborhood hubs. Between 2-5% live in the Hillsdale-Multnomah-Barbur, Raleigh Hills, Roseway Cully, Woodstock, Tyron Creek-Riverdale, West Portland, Northwest, Sellwood-Moreland-Brooklyn and Parkrose-Argay neighborhoods. Lastly, 1-3% of NET members live in the Gateway, Forest Park-Northwest Hills, Centennial-Glenfair-Wilkes, South Portland-Marquam Hill and 122nd-Division neighborhoods. Less than 1% live in the Hayden Island-Bridgeton and Pleasant Valley Neighborhood hubs as indicated by the database.

Retrieved from: <http://www.portlandoregon.gov/pbem/article/456221>

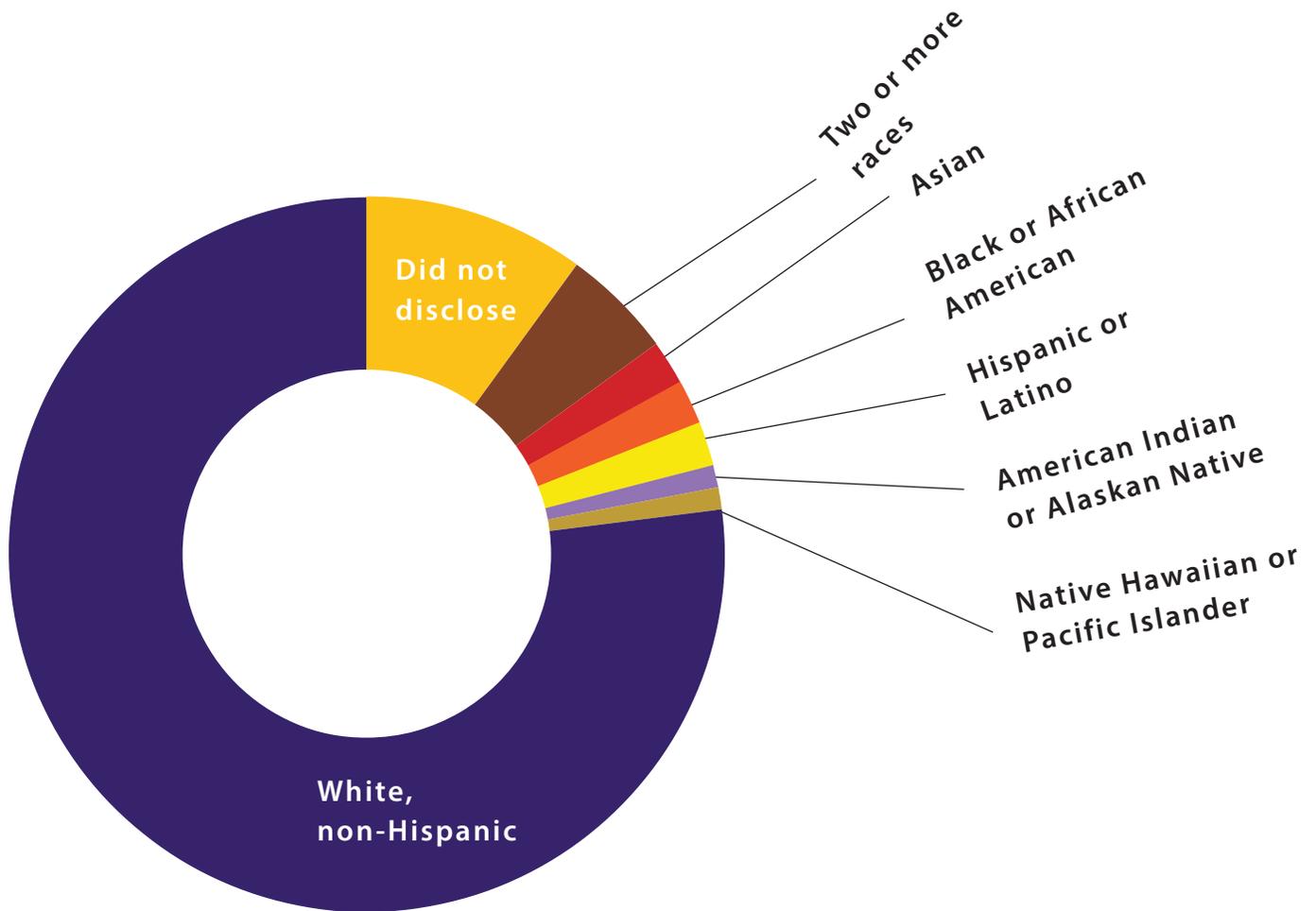


Table 1.2 2013 Reported NET Membership by Race/Ethnicity

Findings from preliminary data reinforced the need to develop an action plan to identify and then reach out to ethnic communities within the City of Portland to understand their lack of participation in the NET program.

It is essential to understand the racial and ethnic makeup of Portland, Oregon. Portland Oregon currently within the state of Oregon is the most populous city with the highest rate of ethnic

diversity. Census Bureau data from 2010 and 2012 estimates were used to confirm demographics for the State of Oregon and the City of Portland [Table 1.3].

The Portland Plan 2010 neighborhood population estimates and statistics from the United States Census Bureau provided a basis for the identification of ethnic communities within the City of Portland.

People QuickFacts	Portland	OR
Population, 2012 estimate	603,106	3,899,353
Population, 2010 (April 1) estimates base	583,776	3,831,073
Population, percent change, April 1 2010 to July 1, 2012	3.3%	1.8%
Population, 2010	583,776	3,831,074
Persons under 5 years, percent, 2010	6.0%	6.2%
Persons under 18 years, percent, 2010	19.1%	22.6%
Persons 65 years and over, percent, 2010	10.4%	13.9%
Female persons, percent, 2010	50.5%	50.5%
White alone, percent, 2010	76.1%	83.6%
Black or African American alone, percent, 2010	6.3%	1.8%
American Indian and Alaska Native alone, percent, 2010	1.0%	1.4%
Asian alone, percent, 2010	7.1%	3.7%
Native Hawaiian and Other Pacific Islander alone, percent, 2010	0.5%	0.3%
Two or More Races, percent, 2010	4.7%	3.8%
Hispanic or Latino, percent, 2010	9.4%	11.7%
White alone, not Hispanic or Latino, percent, 2010	72.2%	78.5%

Table 1.3 U.S. Census Bureau People Quick Facts for City of Portland and State of Oregon
 Retrieved from U.S Census Bureau applied statistics Portland, Or and City of Portland. Retrieved from <http://quickfacts.census.gov/qfd/states/41/4159000.html>

Additionally, Portland Plan 2020 maps were used to locate diverse populations within Portland neighborhoods using 2009 population estimates by district coalitions for race and ethnicity [Table 1.4]

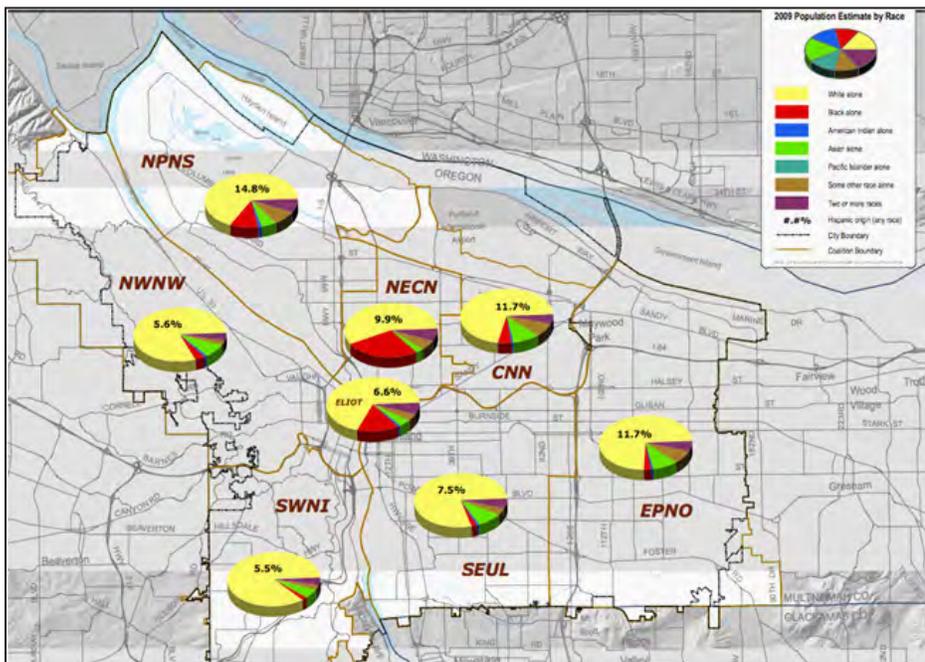


Table 1.4: This map shows 2009 population estimates by race for Portland, as well as the percent Hispanic for each neighborhood. In all categories, the Eastside is more racially diverse than the Westside. Hispanics are most concentrated in North Portland at nearly 15% of the population. NE Portland has the highest concentration of African Americans at 30%. The concentration of Asians in Portland are mostly within NE, SE, and outer East Portland, with a percent population of 11%, 10%, and 9% respectively. Whites are the most common race group citywide.

Retrieved from Portland Online, Portland Plan Atlas. Race and Ethnicity Population Estimates. Retrieved at <http://www.portlandonline.com/portlandplan/index.cfm?c=52257&a=288623>

Statistics further highlighted the contrast in the ethnic makeup of the NET program using a two-tailed T-test probability for represented ethnic minorities [Table 1.4]: White alone, not Hispanic or Latino; Hispanic or Latino, Two or More Races, Native Hawaiian and Other Pacific Islander alone, Asian alone, American Indian and Alaska Native alone, Black or African American alone. Population proportions for each Portland ethnic group in comparison to their counterparts in the composition of the Portland NET program are statistically low

(sigma < 0.01). This finding further confirms that ethnic representation within NET is not only low in respect to the NET program itself, but also significantly low in comparison to the overall ethnic representation of eligible ethnic populations within the City of Portland.

Findings further highlighted the largest disparity in ethnic representation in comparison to NET membership lies within, from greatest to least, African American/Black communities, Asian, and Latino.

Race/Ethnicity Breakdown PDX	Portland Population (P1)	Raw/Crude Population	T-Stats
Population City of Portland: 603,106 (n1)			
African American/Black	6.3%	37995.678	6.3
American Indian	1.0%	6031.06	1
Asian	7.1%	42820.526	7.1
Hawaiian	0.5%	3015.53	0.5
Two or more races	4.7%	28345.982	4.7
Hispanic	9.4%	56691.964	9.4
White alone	72.2%	435442.532	72.2

Race/Ethnicity Breakdown NET	NET Membership (P2)	Raw/Crude Population	T-Stats
Total NET members: 872 (n2)			
White	89.6%	781.312	89.6
African American/Black	1.5%	13.08	1.5
American Indian	0.9%	7.848	0.9
Asian	1.8%	15.696	1.8
Hawaiian	0.1%	0.872	0.1
Two or more races	4.7%	40.984	4.7
Hispanic	1.4%	12.208	1.4

Table 1.5 2009 Population Estimates by Race and Ethnicity, Portland Plan

Method and Analysis

Overall, NET membership did not adequately reflect Portland's ethnic diversity. In alignment with PBEM's strategic plan to incorporate vulnerable communities into emergency planning while maintaining a 'whole community approach' to preparedness, the NET program proposed an action plan to increase diversity within NET membership to enhance the overall resiliency for communities throughout Portland.

However in order to move toward this goal, it was important to first understand why the NET program lacked the desired diversity within membership. Since no previous research had been conducted by PBEM to evaluate community needs and explore perceived attitudes and behaviors towards the NET program a needs assessment survey study was proposed to conduct interviews with males and females from ethnically diverse populations living in Portland to identify main barriers and enablers to participation in the NET program. Results gathered from interviews would then be used to help direct and implement outreach strategies geared toward ethnically diverse communities to increase NET membership.

A total of 32 interviews were conducted from June to October 2013 by a 2-person team comprised of a community liaison and volunteer researcher representing PBEM. Interviews were approximately 1.5 hours long in length covering 12 questions and reviewing NET material (**Appendix I**). However, being respondent to the unique cultural traditions of communities, interviews at times far exceeded this time or were conducted over several meetings to gain trust while gathering insightful response. Interview participants agreed to be interviewed on the condition that the final results from the needs assessment would be shared with participants, all quotes would be left anonymous, and the results would be used as an internal document only and not published for the public.

Criteria for interview participation included those residing within the city of Portland, Oregon and over 18 years of age. Interviews were open to both male and females self-identifying their race/ethnicity using Department of Health and Social Services minimum data collection standard definitions for race and ethnicity categories (**Appendix B**).

Participants were asked to self-identify as a single race/ethnicity including: Asian, American Indian or Alaskan Native; Black or African American; Hispanic or Latino; Native Hawaii or other Pacific Islander; White; or 'Other.' For the purpose of this assessment, four additional small focus groups were conducted with religious communities including Muslim, Islamic, Hindu, and Sikh communities identifying as varying race/ethnicities.

Each interview was conducted with the help of a community liaison, either a respected community leader or elder. Community liaisons maintained a long-standing relationship or belonged to the ethnic group, or religious community, being interviewed. Names of possible liaisons were obtained and relationships established by the

researcher from new connections with a local immigrant and refugee community center. In addition, the local office of Equity and Inclusion and office of Neighborhood Involvement helped to leverage relationships and conduct additional outreach to neighborhood associations and public involvement advisory committees doe participation. Once informed of preliminary goals for interviews, leaders volunteered their time to participate in

interviews further enhancing trust and dialogue between PBEM and community members.

Interviews were mainly conducted in English, however, if clarification was needed community liaisons served as translators. This dual capability of liaisons posed convenient as interviews progressed and personal experiences shared often reverted back to participants’ native language.

Name	Number of participants (n)	Language	Male (m)/ Female (F)
Asian	5	English, Mandarin, Cantonese, Korean	M - 2 F - 3
American Indian or Alaskan Native	3	English	M - 2 F - 1
Black/African American	8	English, Somali, Urdu, Afrikaans, French	M - 4 F - 4
Hispanic or Latino	3	English, Spanish	M - 1 F - 2
Native Hawaiian or other Pacific Islander	6	English, Malay	M - 4 F - 2
White	11	English, Arabic, Farsi	M - 7 F - 4
Other	0	-	-

Table 1.6 Description of Interview Participants* (n=32)

(*Data for White, Black, Asian, and Pacific Islander do not include Hispanics. Hispanic ethnicity includes persons of any race.)

Results

BARRIERS

Several themes emerged as barriers to participation in the NET program for interviewed participants. Personal, institutional, and environmental barriers were expressed among participants preventing their participation in NET program within Portland (Table 1.7).

BARRIERS	Examples
Personal	
Lack of time	Family, caregiving, community projects, religious obligations, multiple jobs, family business
Lack of motivation	Fatigue, no social support, economic concerns
Awareness	Knowledge of PBEM, NET/CERT programs
Mistrust	History of little/no outreach, treatment of disparate populations, past ill-fitting government programs for minorities
Economic status	Low economic status, low-paying jobs, irregular work, lack of extra money for non-essentials
Institutional	
Program capacity	Availability of tailored NET program materials for diverse populations, sustainability of diversity efforts, program requirements
Leadership	Culturally sensitive leaders, leaders unfamiliar with cultural traditions, leaders lack of inclusion, lack of ethnically diverse leaders/trainers
Environmental	
Race/Cultural issues: Language & literacy	Language issues, English proficiency, prejudice, cultural understanding of disaster
Access	Cost, lack of transportation
Safety Concerns	Cultural dress, limited abilities

Table 1.7 Perceived Barriers to NET Program Participation

Personal barriers

Lack of time, lack of motivation, lack of awareness, general mistrust, and personal economic concerns were cited repeatedly across ethnicities as personal barriers to participate in the NET program or other similar volunteer emergency preparedness organizations and training.

Lack of time

Lack of time, which participants described as resulting from obligations to work, family, and religious commitments were primary responsibilities leaving participants to feel they were unable to participate in the NET program. For example, a young male community leader said, "Even though I'm respected within my community and give my time to other organized religious programs, I'm already spreading myself thin."

It is also important to note that approximately half of panelists had either: multiple jobs, were in families with young children where two parents worked at least part-time, worked jobs that had irregular work schedules, owned family-run businesses.

As one woman pointed out during conversation, "I just don't see how as a young family where one or both parents work there's that extra time when I'm struggling to get to the gym."

Similarly, comments expressing lack of time were made from a single man with no children, "I work in two restaurants so my free time is spent at our family's other restaurant, taking classes, and tutoring my nephews till my sister gets home."

Lack of motivation

While participants understood the importance of being prepared and benefits of the NET training, the majority did not agree that being a NET member necessarily guaranteed them any further benefit than receiving training from the American Red

Cross. Likewise, when given examples of deployed CERT/NETs during disaster there was a strong feeling that naturally they themselves, their community leaders, and houses of faith were able to provide those immediate actions needed in the aftermath of a disaster before help from the government and responder agencies were available.

Furthermore, the concept of 'knowing your neighbor' appeared ingrained within their culture and way of life.

As one community elder leader stated, "If there was an emergency and I had training I would help others in my community but that's not something I learned from CERT it's something that my community does regularly. Births, naming ceremonies, watching over the dead, celebrating the holy days – we connect with our community probably more than most here in America."

Awareness

The majority of participants interviewed, were not aware of PBEM, or the CERT/NET program. Furthermore, when it came to emergency preparedness education and training participants recognized the American Red Cross as their primary go to if they needed emergency information or services.

Participants either having experience with the American Red Cross through their work or religious organization holding CPR, First Aid, and childcare classes; or through personal experience during disaster, participants were not aware of the national CERT program, or availability of the local NET program in Portland.

Mistrust

Finally, there was robust conversation on the NET application process revolving around priority applicants and background checks. Community leaders questioned the need for background checks citing that as ethnic minorities, they often face

daily discrimination and didn't understand if it was appropriate or even necessary for a NET member to undergo a background check to receive the proposed training or provide emergency assistance for others to save lives.

One senior community leader stated:

"The background check would act as a deterrent for me since I don't want to be further investigated for a volunteer organization than I am daily. And I'm noticing that reading this the goal is to create resilient communities providing NET members with the knowledge and training, but it seems in order to attain those benefits of emergency preparedness to bring back to their community they have to have a background check to participate. So the program seems a little less inclusive than presented."

In follow-up another panelist added, "...if they only understood the war and bloodshed that goes on in my county they would know an emergency or the persons' life you're saving doesn't care if you passed a background check."

Further opinions were expressed if NET members within neighborhood teams shared the same goal to grow diversity. This opinion was shared among community leaders who pointed out over the span of 10 years the NET program has been active in Portland at least in their geographical communities, no one could recall a NET member or group approaching leaders reaching out to collaborate.

Participants also spoke about examples drawn from their personal experience where institutions wanted to instill change, however, the public did not embrace the same desire for change citing attitudes in the South during desegregation and local intolerance for Blacks as they tried to purchase housing in parts of the greater Portland area.

The subsequent question was posed would panelists rather see NET teams composed entirely of members from their community even if their

members lived in multiple NET jurisdictions. The panels were divided citing both positives and negatives of the separation of NET programs. This suggestion satisfied some members with concerns for cultural accommodations and language barriers. Others believed a separate NET may be good to start to funnel people in the program within their own geographic program. However, particularly with the African American community with high English proficiency this was not a resolution and those believed separating NET groups would further exacerbate divisions between races.

Economic Status

Even though a conversation about earnings can be rather sensitive, those interviewed were concerned if potential members from their respected communities would be able to put forward the money for NET kits cautioning extra costs discourage potential members.

"An extra 20 dollars at the end of the month is a lot. So spending even a one time \$80 for a kit, or not taking on extra hours to go to NET training or events – it adds up and your left with the hit to the pocket," one participant shared.

In response, another participant referenced a readiness calendar she received at a community training. The calendar by the week planned how to build a home preparedness kit over the course of several months storing canned goods and other significant items to illustrate not all materials had to be purchased at one time.

However, community leaders did bring forward the idea of having members of their own community to each donate an item for a potential member which would be culturally acceptable within their community and lead to a larger sense of buy-in to the NET program as a true community asset.

Participants were particularly interested if PBEM supplied expensive preparedness supplies for

all members including hats, vests, flashlight and additional training. Additionally leaders asked if PBEM had considered upon planning to increase NET diversity writing grants to attain additional funding for NET members either from the State or other agencies for supplies to promote an equitable base for all Portland NET programs.

Institutional barriers

Even when exploring with community leaders of delivering a NET program that was able to overcome all personal barriers expressed, there were major concerns surrounding the current capabilities of the NET program leadership and service provided by PBEM to be culturally sensitive to the unique needs of their community.

Program Capacity

First, would the program be respondent and relevant to participants' unique needs. This concern was echoed by several focus group participants questioning if the overall goal of NET was to increase only ethnic representation within NET, or if NET was genuinely focused on engaging a wide range of diverse participants including those of varying socioeconomic status.

One participant shared during a long conversation on this topic:

"It's just not us. It's so much like the military. My people live in affordable housing. I would have to make special trip to go to the library to put in my time – no. But how does a NET happen if members cant pay for supplies, training, radios, whatever it is. I mean are we all just talking about what could happen when there's really no way a program like this could support more diverse members than it already has."

A second concern centered on if local NET leaders were trained in cultural sensitivity. One religious leader explained, "This may be a limitation to growing a more diverse NET membership if leaders

are unable to be culturally competent and integrate the cultural differences within their teams."

The third concern of program capacity included if the NET program was able to provide materials and training in multiple languages.

A majority of participants pointed out if the ultimate goal of a NET program is to take back what they learn into their communities current NET materials and trainings were not suitable in only English formats. Especially when referencing the foreign born populations in Portland or those with low education and literacy levels to understand materials.

Leadership

The importance of having NET leaders or educators from their community was important to all group members to encourage participation and teach preparedness initiatives.

As one young woman stated, "Having a leader that speaks our language – not just speaking Arabic, but also understanding what we go through in this country, our cultural values, what is expected of a woman in public would be a great benefit to the program."

Another man mentioned that his wife recently took the kids to a community outreach event sponsored by the Portland Police Department, "... they [police] all had their cars and kids could meet them and pet their search dogs. My son got a flashlights and my wife felt comfortable talking to the officers since two spoke Spanish."

Not only did participants want to see diverse NET leadership within community teams to encourage participation but also from diverse experts leading training from Portland Fire & Rescue and other involved organizations.

Environmental Barriers

Race/Cultural Issues: Language & literacy

A majority of participants questioned if NET materials and trainings were available in multiple languages. Additionally, would materials on relatively unfamiliar topics of preparedness able to be easily comprehended by members from their community who were largely foreign-born with limited English proficiency and education. A great amount of time was given to commend the emergency preparedness materials prepared by the American Red Cross providing online videos, written materials, and in-person training in multiple languages using community educators.

Secondly, interviews included often a long discussion on what 'emergency' and 'disaster' meant in varying cultures. This led to how would one appropriately and effectively deliver a preparedness program keeping in mind their cultural perception to disaster preparedness.

Emergency and disaster was used interchangeably throughout discussion. However, the majority of participants had personal experience in large-scale disaster outside of the United States. Others who remained within the United States often shared accounts of disaster from their families back home as if they were there, and had experienced it for themselves. It is also important to note, all ethnic communities brought up Katrina and the large disparities seen in the aftermath of disaster.

Equally critical in conversation was the lack of sense for vulnerability within populations. There was a common concept if participants experienced disaster outside the United States they felt highly confident that a disaster in Portland would be manageable. Even when participants discussed subduction zone earthquakes resulting in stops or delay of regular service participants were confident they were prepared to handle situations.

The majority of members agreed keeping NET training as light as possible was important. Fear-tactics, apocalypse, zombie nation was needed to motivate them anymore than explaining how preparedness could benefit their family and their cultural community.

One participant shared:

"Someone said the word resilient. I like this. That is a much better approach for me because in my culture we focus on the positive even in times where it may be sad or people die."

Similar comments about the approach of the NET program and integration of personal experience or storytelling was important to communities.

"Storytelling is a part of our culture. We use it to explain even the worst of disaster. So for me, incorporating stories with what to do with this specialized NET training would be something we're used to hearing. And it's better than the doom and gloom approach to preparedness or using fear to motivate us to be prepared."

Access

A final note within this discussion centered on transportation. Many communities pointed out their members had limited transportation or relied on public transportation. Participants were concerned if drills, training, and other NET events were all held locally near public transportation. Additionally, leaders recommended using some of their facilities as meeting places, which could dually provide increased awareness within their community of the NET program and be a familiar location for their members to travel.

Safety concerns

Groups of participants discussed engaging their community to promote NET participation. There were many questions citing limited mobility or those wearing religious garments which may

impede basic training. Participants were open to the idea of all NET members participating to their ability level including restrictions based on dress. However, leaders stressed good planning to anticipate issues that may arise during training or drills with trainers before members become involved in NET which would alleviate stress and possible embarrassment for persons having to adjust or modify involvement.

ENABLERS

Facilitating factors that contributed to the possibility of participants joining a community emergency response team or NET program were limited to personal and environmental influences [Table 1.7]

ENABLERS	
Personal	
Social Support	Friends, family, community elders
Self-motivation	Desire to be more knowledgeable for community/ family and assist in emergencies
Knowledge	Past experience and success with preparedness training
Environmental	
Access	Job, home, community, church

Personal Enablers

Means of social support from within the concept of community (i.e. family, religious organizations, cultural organizations, and fellow members of their cultural community); self-motivation through disaster or emergency experience; and increased knowledge of PBEM and available NET programming were factors that respondents indicated would motivate them to participate in the NET program.

Emerging Community Topics

All persons interviewed felt that linking actual emergency events incurred by their communities either within the United States or abroad increased their likelihood of participating in emergency preparedness training or a NET program.

Participants also shared they would enjoy receiving tips regarding emergency preparedness that they could share with their loved ones abroad. They

were interested in understanding how emergencies would be managed not only in Portland, but also in their home countries as many served as the main family contact and maintained strong connections with their family members living internationally.

Social Support

Along with participants talking about their strong family connections to loved ones back home, they also spoke of maintaining strong connection with others within their cultural community living in Portland. These individuals were highly influenced by others within their community to join organizations, attend events, and frequent community-owned businesses.

“The church I go to across town all the way to my food store are because that’s where people in my community shop, pray, and enjoy celebrating together,” as a respondent shared within the group.

This opinion was expressed frequently from participants especially among those who had newly arrived to the United States and those who spoke primarily a language other than English at home.

“You know bottom line if my kids are involved then I get involved,” another participant responded.

Self-Motivation

Self-motivation also seemed to connect to social support from community members and family. Especially among those interviewed with children and singles, participation in groups where other parents from their community or single people from their cultural background would be motivated participation.

Additionally, those with families concluded that they would be open to participating in a workshop that would benefit the overall safety of their family. Many spoke about a recent CPR class put on by the American Red Cross for babysitters at their faith-based facility.

Environmental Enablers

Access

Interviewed participants gave multiple examples of their affiliated community organizations and houses of faith hosting events for outside agencies or participating in joint events with city agencies.

“The only reason I knew about the free movies in the park was because last year my church made baked goods to sell at the event. And that’s how I knew who to talk to this year to request Russian movies at Parks [Portland Parks and Recreation]. Usually I get my news about events, local services or other important stuff in church.”

Additionally, the assessment indicated a need for improvement in developing and disseminating culturally appropriate preparedness information to reach target communities. Leaders suggested placing prominent PBEM and/or NET materials at locations where community members frequently visited including faith-based facilities, community houses, schools, and food markets.

“You know the less work I have to do to find info on things the better. Just have the event where I go normally, and have my kids bring home the information from school or email. Easy,” one woman responded.

“...And if my wife knows, our neighbors will know, and my sister and her kids will know. That’s how we work,” added her husband.

Discussion

Analysis from interviews produced many interesting results informing strategies to achieve goals of increased diversity within NET participation. First, it was apparent that facilitating NET participation from the diverse communities of Portland must be presented as a thoughtful, culturally sensitive, equitable, and inclusive outreach plan at all levels of NET program involvement. This finding is particularly consistent with research for culturally diverse communities receiving programming and intervention within the fields of health and medicine[2,4,9].

However, issues of mistrust were highly significant themes repeated across race/ethnicities interviewed. Participants questioned PBEM's ability to create a program that is able to be responsive to their needs after a history of little to no outreach by PBEM or local NETs within their communities, and general issues of mistrust.

At the crux of why diverse communities are not today involved in NET was a lack of awareness about the NET program or PBEM. Furthermore multiple times during the interview clarification was made that NET was not affiliated with the American Red Cross.

Initially participants, felt the NET program overall would be of benefit to their communities. However, upon further review of material, training expectations and member requirements NET membership participants were unsure if the program would be of interest to others from their community. Participants expressed a desire to instead receive basic preparedness training and sharing practical knowledge and application on preparedness with their community. Those interviewed expressed they were not necessarily interested in deploying as a NET but as an asset within their community to use if needed.

Leaders expressed that before recruiting people to join the NET program a significant effort to build trust and develop relationships between PBEM/ NET leaders and their community was important and culturally expected. [11,12] Examples of efforts by public safety institutions, mainly police, who routinely conduct a broad spectrum of outreach including sponsoring athletics, attendance or financial sponsorship at cultural celebrations and block party events, or providing no-cost safety classes at local community venues for small groups were seen as positive outreach efforts [###]. Additionally, leaders indicated that they took comfort in seeing the same faces from organizations conducting outreach which was attractive to them if they had to call upon services. Community leaders emphasized that this relationship was mutually beneficial since senior leaders sat on community panels for the police and were regularly asked to weigh in on upcoming policies or help to intervene in public safety matters within their communities.

Second, while leaders explored their feelings on the foundation of the NET program the majority within foreign-born communities and those with limited English proficiency felt their community already practiced some, if not all of the basics concepts of the NET program to know your neighbor, assist others who may need help, and were able to be self-sufficient in the aftermath. However among those interviewed, this strong feeling of self-sufficiency was not expressed within communities with high English proficiencies, high acculturation, and longer time spent in the United States.

Perceived vulnerability was a particular area of significance gathered from interviews. A strong perception of reduced vulnerability to disaster within Portland echoed with foreign-born participants who had personally experienced large-scale, or long-term disaster with little, if any, social

support from governments [1,8,13,16]. This theme emerged not only as a barrier to self-motivation but also social support noting the high level of influence the community has on other members.

A third result from analysis was a list of barriers to participating in a volunteer NET program within their community. Consistent with the social ecological model [17], several social and cultural themes emerged as both barriers and enablers in the study. Although lack of time is a common barrier to the majority of adults, regardless of ethnicity/ race, participants tended to view this barrier through a cultural lens in interviews [8, 16,36]. Among the most common reasons for 'lack of time' included care giving. This included responsibilities for women looking after both children and elders within the family and community. Furthermore, both men and women expressed primary obstacles as familial obligations in addition to their work. Young families even with time were hesitant to take their child to babysitters during a NET meetings if the other parent was working. For that reason,

promoting a NET program that is 'family friendly' and considers familial influences in the structure, curriculum, promotion, and execution may be vital to effectively recruit new diverse members.

Furthermore, for all populations interviewed they shared a particular tie to their faith. Religion held a prominent place within their culture or daily way of life [6].

Examining the perceived link of religion to adaptation of behavior and participation in other community events or organizations could be a worthwhile pathway to expand the promotion of NET programs either by word-of-mouth or with faith-based organizations partnerships.

Overall interviews were very informative which will provide a solid basis of framework [5,6,7] for PBEM to continue to tailor the NET programs to be an attractive option for ethnically diverse populations within the City of Portland.

Implications for Practice

- Develop inclusive promotional NET program material featuring increased diversity (ethnicity, age, gender etc.) in Portland's predominate languages beyond English.
- Target educational institutions to implement their own NET programs within student populations which statistically share a more ethnically diverse population base and are of younger ages further diversifying the average NET.
- Implement and recruit community educators through IRCO as first cadre of NET members which is respondent to multiple barriers indicated to NET participation.
- Empower local NETs to strategically plan and commit to implement an outreach plan within their own jurisdictions to promote diversity outreach as a goal for each NET.
- Instill a cultural of community-based participatory research to accurately and collaboratively with community leaders build community-specific NET programs for target audiences based on an informed panel of experts.
- Build stronger awareness of NET and maintain positive perceptions of PBEM within culturally diverse communities through increased culturally specific outreach and resource sharing.
- Create faith-based or culturally-specific partnerships to recruit new members to implement tailored NET programs or routinely 'piggy back' on cultural community events.
- Working with community leaders, develop list of priorities within specific cultural communities to find if any intersects or similar points to integrate NET program curriculum
- Secure funding or grants for NET supplies and future trainings free of cost to NET members addressing barriers to participation

Conclusions

Among the diverse panel of interview participants, the unique needs of cultural communities in Portland and role of 'family' within their communities was highly valued and greatly influenced participation in organizational events to where participants frequently shopped. This assessment also highlighted the participants link to their faith. This assessment provides useful information for understanding the attitudes and experiences of disaster preparedness

and participation in volunteer NET programs among culturally diverse populations within the City of Portland that could assist in the sustainable development of culturally specific NET programming and tailored promotion for communities.

Appendices

APPENDIX A: MODERATOR'S GUIDE (bulleted follow-up questions, probes in italics)

1. What are some major projects or topics that your community is actively involved in within the City of Portland?
2. Prior to reviewing NET materials, were you aware or had you heard of the Portland Bureau of Emergency Management or the Neighborhood Emergency Team program?
3. What is your experience with emergency preparedness and disaster within your community?
 - How does your community perceive disaster?
 - *Story: Haiti 'juju'*
4. What could you possibly see that would promote your participation in a program such as NET?
 - What would impede you or your community members to participate in the NET program?
5. If you were to create a NET program to engage your community what would you include?
 - What would be your feeling on developing NETs comprised of specific ethnic groups?
 - What would be your feeling on developing NETs comprised of specific religious groups?
6. Do you volunteer your time with other organizations and or projects within your community?
 - What attracted you to participate in this organization?
 - *(No) Follow up what takes up their time*
7. What would your community like to know about emergency preparedness?
 - Have you attended any kind emergency preparedness training in the past?
 - *American Red Cross, your job, school, Kaiser Permanente*
8. Can you think of any additional names/contacts that I should speak with in your community?

Appendices

APPENDIX B: Department of Health and Social Services (DHSS) Race and Ethnicity Coding Guideline Definitions

Race/Ethnicity	Definition
American Indian or Alaska Native	Origins in any of the original peoples of North and South America (including Central America), and tribal affiliation or community attachment.
Asian	Original peoples of the Far East, Southeast Asia, or the Indian subcontinent, including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand and Vietnam.
Black or African American	Origins in any of the black racial groups of Africa.
Native Hawaiian or Other Pacific Islander	Origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands.
Hispanic	Cuban, Mexican, Puerto Rican, South or Central American or other Spanish culture or origin
White	Origins in any of the original peoples of Europe, the Middle East, or North Africa.
Other	Persons who identify as a race outside of the minimum standard racial categories.

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