



Portland/Multnomah County Joint Volunteer Information Center (JVIC) and Community- Based Organizations During the Covid-19 Pandemic: An Analysis of Engagement and Collaboration

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¹ We acknowledge that the land on which we live and work, we occupy in Portland, Oregon. "The Portland Metropolitan area rests on traditional village sites of the Multnomah, Wasco, Cowlitz, Kathlamet, Clackamas, Bands of Chinook, Tualatin, Kalapuya, Molalla, and many other tribes who made their homes along the Columbia River creating communities and summer encampments to harvest and use the plentiful natural resources of the area" (Portland Indian Leaders Roundtable, [2018](#)). We take this opportunity to thank the original caretakers of this land, and acknowledge with respect their descendants and continued presence in the greater Portland area. We are grateful to be guests on these lands.

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LIST OF ACRONYMS

501(c)(3)	501(c)(3) organizations, commonly referred to as charitable organizations or nonprofits
BIPOC	Black, Indigenous, and People of Color
CBO	Community-Based Organization
COVID-19	The novel Coronavirus discovered in 2019 that produced the global pandemic beginning in early 2020. The COVID-19 pandemic is ongoing as of the time of writing, Spring 2022
ECC	The Emergency Communication Center of Portland
Interviewee “A-L”	Each research participant was given a letter (A-L) in place of their name in this document for privacy
JVIC	Portland/Multnomah County Joint Volunteer Information Center
OR	Oregon
PBEM	The Bureau of Emergency Management (of Portland, Oregon)
PPE	Personal Protective Equipment
PPS	Portland Public Schools
WA	Washington

EXECUTIVE SUMMARY

This research explores the experiences and perspectives of expert knowledge holders from 12 different Community-Based Organizations (CBOs) that interacted with the Portland/Multnomah County Joint Volunteer Information Center (JVIC) during the COVID-19 pandemic relief effort between March 2020 and September 2021. It utilized semi-structured interviews in order to explore lessons learned from this pandemic response and provides suggested recommendations grounded in CBO leaders' experiences for future emergency preparedness and response. The study reviews some of these key consultants' perceptions, experiences, and suggestions as they served as critical facilitators of much-needed pandemic relief for their constituent communities and conduits for information sharing. The analysis of participant interviews afforded four broad domains with multiple themes and sub-themes within each. These included:

(1): Successes

(2): Challenges

(3): Relationships and Representation

(4): Future Collaboration

The results offer opportunities for specific lessons learned and recommendations from community workers (who are also community members) to be applied to future pre- and post-disaster planning in Portland. This final report aims to supply information on community connections for the Portland Bureau of Emergency Management (PBEM) to enhance their mission and future activities and provide suggestions to advance future collaborative work between PBEM and CBOs as well as participation in networks similar to the JVIC.

INTRODUCTION

Context

On March 8, 2020, Oregon Governor Kate Brown declared a state of emergency to address the spread of the COVID-19 virus in Oregon (Oregon Office of Emergency Management [2020a](#)). Multnomah County Chair Deborah Kafoury declared a county-wide state of emergency on March 11, 2020, and Portland Mayor Ted Wheeler declared a city-wide emergency on March 12, 2020 (City of Portland 2020). The COVID-19 pandemic has subsequently impacted Portland's communities and citizens' health, as well as indirectly stressed livelihoods and the economy in ways that are still unfolding across the region. The impact of the pandemic has been severe and is still ongoing, and the State of Oregon was until April 2022 in a state of emergency (Oregon Office of Emergency Management [2020a](#)).

As a method for community outreach during the pandemic, Portland officials coordinating the City's emergency response employed the Portland / Multnomah County Joint Volunteer Information Center, or the JVIC, as a tool for connecting resources to people as part of their COVID-19 pandemic relief response (City of Portland [2021](#)). The JVIC was an official part of Portland's emergency response that primarily focused on supporting communities who experience institutional barriers and systemic oppression; these communities have also been hit the hardest by the COVID-19 pandemic (City of Portland [2021](#)). As Uscher-Pines et al. (2007:32) state: "people who are already economically and socially disadvantaged will probably suffer [a] pandemic's greatest burdens."

The JVIC was a partnership between the City of Portland and Multnomah County, established to distribute essential resources during the pandemic and to support emerging and grassroots organizations and leaders in communities that are typically underserved by government (City of Portland [2021](#)).

The City of Portland (2021) directly stated this on their webpage, "The City's Response to COVID-19":

The COVID-19 pandemic has disproportionately impacted Black and Indigenous communities, people of color, low-income workers, people

experiencing homelessness, the elderly, and people with disabilities or underlying health conditions.

Hoffman (2009:1499) explains that several population groups are recognized as potentially more vulnerable during disasters, including certain members of underrepresented groups, low-income households, individuals with disabilities, pregnant women, children, elderly persons, prisoners, and people with language barriers. Vulnerabilities that exist in communities are often disregarded in disaster readiness and response initiatives, despite the reality that communities that contain these vulnerabilities are likely to suffer disproportionate harm in disasters (Hoffman [2009](#):1511, Uscher-Pines et al. 2007).

The Portland / Multnomah County Joint Volunteer Information Center (JVIC) was tasked during a portion of the Covid-19 pandemic with outreach to community-based organizations, hereafter referred to as CBOs, focused on serving high-risk and historically underserved populations (City of Portland [2020](#)). The JVIC program provided outreach and pandemic relief to CBOs, where many communities of color, also commonly called BIPOC (Black, Indigenous, and People of Color) communities, and other historically underserved communities in Portland often find support (City of Portland [2021](#)).

BIPOC communities have been historically discriminated against in Portland (Oregon Encyclopedia [2022](#), City of Portland 2020). This has contributed to BIPOC communities being left out of and not participating in proportionate numbers in the City of Portland's emergency management initiatives, such as Neighborhood Emergency Team (NET) training to prepare for hazards (City of Portland [2022e](#)). With research showing disproportionately high Covid-19 infection rates in Portland among Latinx, Black, and Pacific Islander communities, among others, CBOs are a way for relief aid and information to reach community members in need that may otherwise not be connected (Community Pathways [2022](#)).

The JVIC was developed as a program to reach underserved community members in Portland with disaster aid during the COVID-19 pandemic (City of Portland 2020). The JVIC was constructed as a joint effort of the City of Portland and Multnomah County with the aim of completing aid requests for COVID-19 pandemic relief from local CBOs (Portland Oregon Recovers [2022](#)). The JVIC was engaged at the onset of the pandemic emergency by the City of

Portland and Multnomah County to distribute information and resources, such as personal protective equipment, commonly referred to as "PPE" (OSHA [2022](#)), food, and cleaning supplies to CBOs in its networks.

These efforts lasted over a year (though not nearly the entirety) of the pandemic, from March 2020 to September 2021 (City of Portland [2021](#)). The JVIC program was demobilized at the end of its operation period in September 2021 because one-time federal Coronavirus Aid, Relief, and Economic Security (CARES) Act funding was not renewed, and the JVIC program was not approved for future funding by the City of Portland (United States [2022](#), City of Portland [2021](#)).

The emergency coordination center (ECC) of PBEM? supported the food security initiatives of at least 45 Community Based Organizations (CBOs), eight grass roots organizations, and 24 Schools Uniting Neighborhoods, or SUN Schools. Their missions range from offering multiple days' worth of food to students and families of students, to helping underserved youth realize their full potential (Portland Public Schools [2020](#), City of Portland [2021](#)). Many of the CBOs are listed 501(c)(3) nonprofits. A list of the CBOs that were involved in JVIC network is provided in *Appendix A*. The map below visualizes these CBOs and their geographic distribution across Portland. The majority of CBOs in the JVIC network were in north, northeast and southeast Portland.

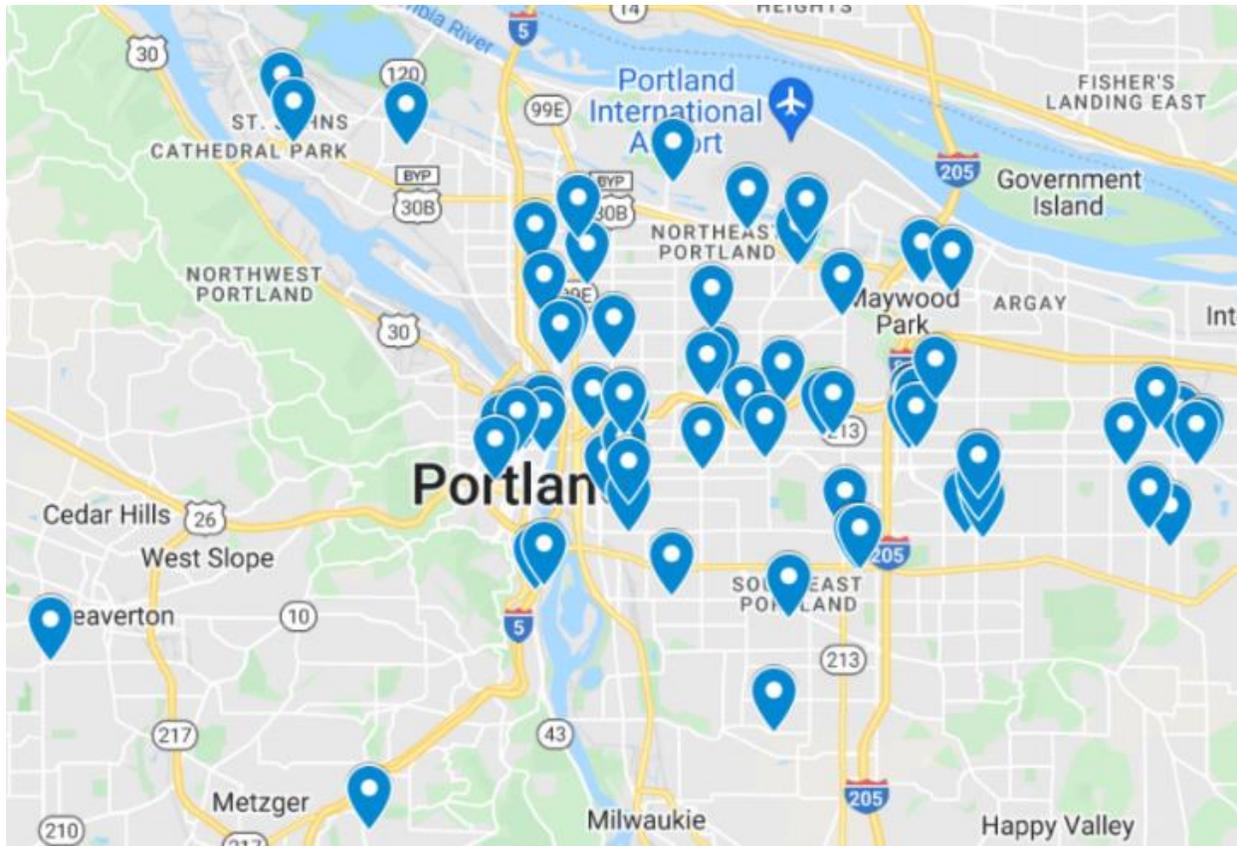


Figure 1: A map to spatially visualize the CBOs in the JVIC network. The CBOs that are in the network of the JVIC and served by the Portland Emergency Communication Center during the COVID-19 pandemic. Note: not all organizations/groups are mapped. This map is based upon the list provided by the City of Portland [HERE](#). Many of these community organizations are also listed on the Multnomah County detail of [Organizations that Serve Specific Racial/Ethnic Populations in Multnomah County](#)

The COVID-19 pandemic provided a specific moment for reflection on aspects of Portland’s emergency response through the eyes of key individuals from CBOs that participated in the unique JVIC network, which has since disbanded. This research therefore focuses on the opportunities and constraints that CBOs experienced being part of the JVIC during the pandemic. It engages 12 CBOs that had experience with the JVIC. Within each CBO, a key consultant was contacted for semi-structured qualitative interviews (Schensul and LeCompte 2013) in late summer 2021, which served as the unit of analysis for this research. These participants were sampled out of convenience and availability from a database of about 80 CBOs that were active with the JVIC (see *Appendix A* for a list of these organizations). Participants were introduced to this project by City of Portland staff who were the professional connections and advocates for the CBOs. Interview questions were designed to allow the research participants to guide the

interview with their own perceptions and experiences, and what they have shared provides insight to “the response to the response” during the COVID-19 pandemic.

Results from participant interviews with JVIC collaborators illustrated four primary domains, each with multiple themes and sub-themes. These broad domains include:

- (1) Successes;
- (2) Challenges;
- (3) Relationships and Representation; and
- (4) Future Collaboration

(1) **Successes** and (2) **Challenges** includes insights on “what worked” and what “needed improvement” according to the study interviewees. (3) **Relationships and Representation** illustrates how communication and connection are keys to success for these organizations, communities, and individuals. Lastly, (4) **Future Collaboration** provides information on proposed future work between PBEM and an institution similar to the JVIC as well as suggestions to better disaster preparedness and response involving these communities.

This report begins by stating the study’s theoretical framework and methodology. The results and a synthesis follow. Data-driven recommendations informed by the results are then shared with the aim of providing experience-grounded context to support future community focused emergency preparedness and response in Portland.

Theoretical Framework & Methodology

In order to analyze the opportunities and constraints that the JVIC offered during this year of pandemic relief, this research employed two theoretical frameworks as guides: *Critical Race Theory* and *Practice Theory*. Theoretical frameworks can help us to understand the context of a social environment, such as that which CBOs encountered when welcomed to the COVID-19 pandemic relief efforts with the JVIC. Critical Race Theory and Practice theory have been selected as lenses for this project because they allow us to view the pandemic relief efforts within historical and social context. This study focuses on ‘how it went’ for CBOs participating in the JVIC during COVID-19 pandemic relief. It recognizes that social structures of Portland have

historically underrepresented and underserved certain Portlanders of color and that CBOs often represent these communities more than the City of Portland (City of Portland 2021). Some BIPOC communities also had disproportionate impacts from the pandemic because of their experiences with racism, being low income, or lacking access to social or medical services. These theories help in understanding how emergencies hit poor and marginalized communities the hardest because hazards amplify the problems that are already there (Uscher-Pines et al. 2007:32, Hoffman 2009).

Critical Race Theory

Delgado and Stefencic introduce Critical Race Theory with the following premises to understand that racism is entrenched in contemporary society:

1. *Racism is ordinary, not aberrational.*
2. *Racism serves important purposes.*
3. *Race and races are products of social thought and relations [and] categories that society invents, manipulates, or retires when convenient (Delgado and Stefencic 2001:7).*
4. *Intersectionality: No person has a single, easily stated, unitary identity [...] everyone has potentially conflicting, overlapping identities, loyalties and allegiances (Delgado and Stefencic 2001:9).*

These aspects of Critical Race Theory suggest that not only does racism exist in society today, but it is part of the common, everyday experiences of many people of color in the United States. Indeed, systems of racism in the United States have served important purposes for some while discriminating against others (Delgado and Stefencic 2001). Eduardo Bonilla-Silva adds that:

1. *Racism is 'embedded in the structure of society'.*
2. *Racism has a 'material foundation.'*
3. *Racism changes and develops over different times.*
4. *Racism is often ascribed a degree of rationality.*
5. *Racism has a contemporary basis (Eduardo Bonilla-Silva 2015: 74).*

Critical Race Theory thus helps to frame the examination of contemporary issues in Portland by considering historical and social context. This project uses this critical theory to acknowledge that racism is embedded in Portland's social structures past and present, and requires visibility to be overcome. When viewing Portland through the Critical Race Theory lens, the role of historical institutional racism in shaping social disparities and community needs comes into focus, especially how responses to the COVID-19 pandemic were historically and socially situated. The JVIC, and the need for the JVIC, are indeed a part of Portland's history and a result of it.

Many of the CBO collaborators that are in the JVIC network represent communities of color with experiences of racism. Their perspectives illustrate not only their experiences as actors within Portland's pandemic disaster relief strategies, but also as community members of color interacting with Portland government institutions at this historical moment. Critical Race Theory allows for an examination related to the histories of rules and societal elements that created the unjust environment that necessitated the JVIC in the first place.

Practice Theory

Practice Theory is a theoretical lens that analyzes the relationships between established structures of culture and power, and looks at how people act within that structure in everyday life (Ortner 1984, 2006). This project uses the lens of practice theory to understand that the CBO collaborators participating in this study professionally and voluntarily 'act within' the political social structures of Portland and emergency management as they interfaced with the JVIC. Practice theory examines the social environment within which CBOs worked with the JVIC, and the relationships the CBO collaborators had with the Portland Bureau of Emergency Management (PBEM). By identifying these social structures and relationships this study can more appropriately analyze the collaborator experiences as a whole with the JVIC.

The JVIC program was unique because it represented and reached many groups not typically represented in Portland, Oregon disaster response and preparedness (City of Portland 2021). Practice Theory unpacks this disaster relief 'event' in the JVIC from March 2020 – September 2021 in its historical and cultural context, illustrating how the collaborators interviewed for this project were a part of social and political structures connected to this ongoing moment.

The creation of the JVIC challenged the typical power structure and appearance of emergency response in Portland by equipping CBOs directly with essential resources and information. This was a very unique situation, creating some greater capacity to act for CBOs, who often do not have much ability to do so in the broader theatre of power that includes the City of Portland's typical emergency management procedures.

Through the intersection of Practice Theory with Critical Race Theory, the work efforts of the JVIC collaborators can be better understood as actors within an established sociopolitical paradigm. Critical Race Theory provides a lens to examine the temporary experience of the JVIC, using history as a key element in situating the dynamics of this case study in relation to disaster relief more broadly. Indeed, Emergency Management is typically white and male dominated in Portland (State of Oregon 2019), and the JVIC was an example of how Portland does have the interest and resources to begin to rectify this and other disparities, when it so chooses. Practice Theory adds that CBO collaborators are actors with shifting access to power on a stage where the City of Portland can offer or take away power. These two theoretical lenses thus afford a better understanding of the historical and social contexts relevant to this study. Both theories were generally used to contextualize the research universe, develop the methodology, interpret the results, and inform on the recommendations.

Data Collection

Qualitative, semi-structured remote interviews over Zoom were conducted using a mix of reputational and convenience sampling (Schensul and LeCompte 2013) of 12 individuals from varying kinds and sizes of organizations (all community-focused) across the Portland metropolitan area. The sampling of interview participants was developed out of availability and convenience from a database of about 80 CBOs (which are listed in *Appendix A*), with guidance and approval from City of Portland staff who professionally liaised with these community groups. Advocates from the City of Portland approved access to reach out to CBOs for this project on a case-by-case basis, and out of that number 12 interviews occurred.

All interviewees received emailed copies of an informed consent form (*Appendix B*) which gave details on all researcher contact information as well as key information, participant rights, and Portland State University contact information. Verbal permission was obtained from all

collaborators prior to the start of each interview to continue with their consent. Each interview was then recorded so that the interviews could be transcribed verbatim; these recordings will be completely deleted upon completion of this project. Each participant was returned the transcription of their interview upon completion, and was then given two-weeks' time to review and redact any information if they so chose.

Interviewees were offered compensation in the form of gift cards of their choosing or donations to a cause of their choosing in thanks for their interview time, of which usually lasted between 45 minutes to one hour. Interviews took place virtually over Zoom out of necessity because of the COVID-19 pandemic, each interview consisting of the same questions (see *Appendix C* for all interview questions each interviewee was asked). All interviews were anonymized and transcriptions were redacted to remove personal or identifying information; each participant was given an alphabetic code (*Interviewee A-L*) identifier in this deliverable. Privacy in anonymity was asserted in this project in order to ensure interviewees were able to feel free with their responses about their relationships and experiences with the JVIC.

Data Analysis

A qualitative grounded or inductive content analysis of participant interviews was completed, looking for common themes across and between all research interviews. Analysis of the information gathered in these interviews revealed similarities in experiences and successes as well as areas that needed improvement, and provided reflections on a shared experience of participating with the JVIC during the COVID-19 pandemic.

ATLAS.ti version 9.0, a qualitative data management software, was used for comparative analysis of the collected research interviews, using an iterative approach to examine common themes that emerged from interviewee responses. The same questions (*Appendix C*) were asked in all interviews, and the questions were open-ended and invited collaborators to share their wisdom, suggestions and critiques about the JVIC, their involvement in the program, and their experiences during the COVID-19 pandemic JVIC response. Transcripts of these interviews were analyzed for common themes that occurred across all interview responses using inductive content analysis. For the purposes of this research project, inductive content analysis is “a research technique for making replicable and valid inferences from texts and other meaningful

matter to the contexts of their use” (Krippendorff 2004: p. 23, 28). Interviews are the content analyzed for this project, and themes emerged from inductive analysis of these transcripts.

Themes that emerged from the research interviews using the inductive analytic approach were organized into codes and subcodes, which then could be analyzed for the frequency of occurrence across all interviews. Frequency of codes is defined as the number of times an idea is coded across all the interviews. A higher frequency of occurrence in the research interviews does not necessarily mean a higher level of importance overall; however, because collaborators had varying levels of participation with the JVIC and varying elements of the needs in their communities. Additionally, some interviewees may have discussed an idea multiple times in their interview, while other collaborators may not have mentioned the idea at all.

Interviews for this project provided insights and nuance into the experiences of the CBO research participants that may be used to improve the JVIC program for all Portlanders. Analysis of qualitative research interviews were synthesized into major thematic takeaway points from collaborator experiences of working with the JVIC during the COVID-19 pandemic. Each of these sections provides direct quotes from the interviews, as well as analysis of the main themes. The following section aims to synthesize the prominent themes of the interviewee responses.

SYNTHESIS

Introduction

This section synthesizes the responses from the participant interviews, unpacking the main domains and themes derived from interview discussions and putting them into conversation with on-the-ground opportunities and constraints relevant to PBEM and the study participants. A total of 12 interviews were completed with individuals from CBOs across the Portland metropolitan area that varied in their size, capacity, and scope of what they are able to provide to their communities. The CBO leaders spoken in this sample are involved in programs that serve varying community groups, such as children's school groups, refugee resource groups, and ethnic resource centers, those that provide varying services such as elder support, low-income housing support, and more. Common themes emerged from these interviews, which are grouped into major domains or theme groups and will be discussed in the following sections.

(1): Successes and **(2): Challenges** discuss the CBO interviewees' experiences working with the JVIC during the COVID-19 pandemic relief. Collaborators shared their experiences with the JVIC in ordering, receiving, storing, and distributing resources. Commentary was provided about these interactions, as well as discussions about what worked in these processes, and what could use some improvements. Understanding how the JVIC pandemic relief operated and was received by CBO workers can improve the experience and efficacy of the JVIC and similar community-focused programs in the future.

(3): Relationships and Representation explores collaborator comments and suggestions about participating with the JVIC and the government. CBO workers interacted with City workers for greater than a year and a half, and interviewees discussed these relationships, as well as connections with other forms of emergency management and their communities. This section is discussed while historically situating the JVIC in Portland's Emergency Response.

(4): Future Collaboration discusses interview commentary on working with JVIC or institutions like it in the future, and how the key consultants suggest that the JVIC and other collaborative community projects can be improved for the future. This section explores interview collaborator suggestions for improvement and unpacks some interviewees' expressions of why

they think the JVIC will continue to be a useful and important facet of Portland community-level emergency response if utilized in the future.

Successes

The majority of interview responses focused on their experiences during their work with the JVIC program. This section unpacks their reflections, highlighting and detailing the major themes. These reflections specify the resources that were useful to the CBOs and their communities, and the themes of positive and negative takeaways from their collaborative work.

The JVIC distributed resources to CBOs that serve Portland's communities with the aim to get these relief resources into the hands of people who really needed them (City of Portland [2021](#)). Interviewees explained that the process took some time to figure out, and that once many thought they had just finally got the process down, the program stopped, which was unfortunate to them. The following collaborator – given a letter (A-L) to protect their anonymity– explained:

I feel like by the time that we finally nailed it and were doing it properly - funds and all that - it was over.
- (Interviewee C)

The resources provided by JVIC during the COVID-19 pandemic included information, such as vaccine information, as well as PPE, hard-to-source items in the pandemic such as toilet paper, cash cards, food, and more (City of Portland 2021). Collaborators mentioned many of the items provided by the JVIC relief in their interviews, which are listed in **Table 1** below in order of frequency. This helps in the visualization of some of the most utilized items by the JVIC during the pandemic relief. While the items below may seem common or simple, they represent real physical resources that the CBOs were able to deliver to community members to help with their cost burden during the pandemic.

Table 1: Most Commonly Mentioned Relief Items Based Upon Interview Responses

	Relief Items
1	Food
2	Diapers (adult and child diapers mentioned)
3	PPE
4	Sanitizers
5	‘Household goods,’ such as toilet paper
6	Cleaning supplies
7	Female products
8	Laundry
9	Shampoo
10	Vaccine information
11	Black hair and skin products
12	Black-owned business products
13	Toothpaste

Interviewees expressed that the resources they received that they were then able to distribute to their community members was useful, and that the JVIC was overall very useful to them, and thereby those they serve, during the pandemic. Another research participant explained:

The best part is that (our organization) makes sure that the resources really get to the most needed and we are sure that we help many families to be more bearable with the economic difficulties in which many still find themselves right now. ...[F]or many it was just laundry soap, shampoo, toothpaste, etc., but for a family of four that makes the minimum wage, could be the difference between having enough to pay their rent, have a good diner or become homeless and go to sleep on an empty stomach.

- Interviewee B

Table 2 unpacks the most common ‘positive’ experiences that JVIC CBO leaders mentioned in the interviews that were most impactful to them. These takeaways highlight some of what interviewees described as ‘what worked’ during the COVID-19 pandemic relief efforts.

Table 2: Positive Takeaways from JVIC Participation Based Upon Interview Responses

	Positive Takeaways	Description
1	Access to Needed Resources	Mentions from collaborators that access to needed resources was hugely helpful for their relief efforts, and their community needs
2	Advocates / Staff Connections	Suggestions that the partnership with JVIC and connections that CBOs worked with; mentions of City staff/advocates and working relationships
3	Freedom with Relief Spending	Mentions of the ability to secure relief items and spending with more freedom, and why this was useful and impactful
4	Informational Emails	Suggestions that emails during the JVIC relief were informational and useful; comments about email support
5	“At the Table”	Suggestions that collaborators appreciated being able to participate, and that they valued being “at the table” to represent their communities
6	Humanity in the Service	Mentions of appreciation for the support received; appreciation for JVIC good will

The following sections unpack the major positive takeaways experienced by contributors, aligning with the **Table 2** illustration above listed in order from highest frequency of interview occurrence. The sections below provide statements directly from the interviewees and aims to synthesize the major takeaways from their responses.

1. Access to Needed Resources

Results expressed that community needs and the demand for resources in Portland’s neighborhoods were exacerbated by the COVID-19 pandemic. Many people turned to the community organizations they are connected with for help during this time. Mentioned unanimously in interviews for this project, CBO interviewees noted that access to needed resources provided by the JVIC was hugely helpful to their relief efforts for their community needs. One participant stated that for them:

The best part is that (our organization) makes sure that the resources really get to the most needed and we are sure that we help many families to be more bearable with the economic difficulties in which many still find themselves right now. I keep saying that for many it was just laundry soap, shampoo, toothpaste, etcetera, but for a family of four that makes the minimum wage, could be the difference between having enough to pay their rent, have a good dinner or become homeless and go to sleep on an empty stomach.
- (Interviewee B)

Access to relief supplies was key for community members in need during the pandemic, and also provided opportunities for CBOs to connect with their communities in a time of need. The following participant explained:

[T]he access to supplies [through the JVIC] has given us the opportunity to get them and to be able to pass them along to the community. That gave us a chance to be able to [reach] the community and send them out with supplies plus information that hopefully kept them safe throughout the pandemic. So, it was great just to be able to get our hands on those supplies.
– (Interviewee C)

The access to relief supplies from the JVIC was also helpful for CBOs because otherwise, collaborators mentioned that they would not have been able to afford those supplies to give to their communities. The following participant explained how working with the JVIC helped them get access to needed resources:

JVIC has allowed for me to have access to some of those supplies, some of those resources, to provide to the community, where we have not had the capacity to obtain them or purchase them. Working with JVIC has enabled us to be able to get some of those scarce resources provided. And so that, that has come a long way... if it wasn't for JVIC and the contributions that we have been able to obtain, I'm not really sure how we would have been able to deliver the services that we have been able to deliver to the community.
- (Interviewee H)

Another collaborator mentioned in their interview that expenses for some of the most basic and important of pandemic needs, such as masks and sanitizer, were a suddenly necessary expense that would have been very hard for them to be able to afford. The JVIC ameliorated some of that need for CBOs during the pandemic, as the following contributor said:

[F]or us, it was huge just not having to source masks and sanitizer. Early on [in the pandemic], it was just impossible, and then it became a huge expense for us. One of our main access points is our grocery store, right? And so, we are giving out hundreds of masks every day. ...[I]t would just have hit our budget really, really hard.

- (Interviewee L)

This access to support provided some CBOs a feeling of security, which was a comfort during the stress and increased burden of the pandemic. The following interviewee explained:

Having the partnership with PBEM, having the partnership with JVIC, has allowed for the security of us having the resources available and then to be able to deliver them. So, I think we need more, we need more of that.

- (Interviewee H)

For some CBO workers, the connection to the JVIC provided an important information connection that was valued at their CBO, and also passed on to their community members. The following collaborator explained about access to information:

I think access to information, for sure. And they've done some trainings for us, which has been awesome. I just think knowledge is power. So, when we give our community that knowledge, and the understanding of how to react in the moment of disaster, if they're just a little bit more prepared than they were before, then we have a win.

- (Interviewee I)

Having access to critical supplies was considered incredibly useful, especially for community members in need at the beginning of the pandemic when basic supplies in the city were limited and rationed. The following participant noted:

I know people kind of joke about the toilet paper, but it was really nice to be able to give people toilet paper, and some of the cleaning supplies ... cause that's one of the things that food stamps has never bought is toilet paper, paper towels, and cleaning supplies. And so, to be able to have those on a regular basis when people come to our offices ... that's been huge, and now we're like, how can we continue to have that? Cause it's just really nice to have that... That was really helpful.

- (Interviewee J)

Access to resources was considered very helpful for CBOs and their missions to help their community members during the pandemic. The JVIC helped CBOs provide needed resources and information to the Portlanders they serve in a critical time, and supported their community-focused work. Some items, such as masks and hand sanitizer, became suddenly, critically important, and the JVIC helped CBOs source much needed items for their work and for their communities.

2. *Advocates / Staff Connections*

Several CBO collaborators mentioned the professional advocates that they were linked with at the JVIC in their interviews, often mentioning these staff connections by name. Interviewees mentioned that their connections with JVIC, specifically with the staff they interacted with, were some of the highlights for them of their JVIC experience. Some interviewees stated that the professional advocates, and their working demeanor, was very helpful to their JVIC experience. For example:

The helpful part is the people, the staff is very flexible, very respectful to, being open-minded about what different communities need and the fact that different communities will have different needs. They're very responsive on email. ... [T]hey're very responsive, very respectful, very professional. They do what they can to try to get the order that we asked for.
– (Interviewee A)

Others mentioned that the connection with their JVIC advocate provided useful consistency to the program. The following contributor mentioned the bond with their professional advocate:

I've really, really liked having a consistent person there. I think that was really huge, it made it. I definitely felt connected with different people, but just having Linda be the person, and I could just go to her for all the questions, that was amazing, just like that staff resource of having that consistency. Yeah, I thought that was pretty crucial for me.
– (Interviewee L)

Several participants noted that the responsiveness of the professional advocates was helpful, and generated goodwill:

I've had a very pleasant experience with them [JVIC] and they've been really responsive. They've been really helpful, and it's definitely benefited us and the

people that we serve.
– (Interviewee E)

Others shared that when advocates checked in on them and helped them to make sure they were able to do all they could do with the opportunities the JVIC provided, they were able to get more from the program. Several contributors explained:

I think that just working with Leslie is always great. I will always elect to work with Leslie, because she just really does a really great job of covering her bases and asking questions, and then giving information if there's questions that she doesn't have the answer to. She always covers her bases.
– (Interviewee F)

Our contact at JVIC, Linda, has been super communicative, extra, just reminding us of things when things are due, or things to turn in, like all that stuff, as well as just sending out information.
– (Interviewee J)

I would say like my own contact with JVIC has just been through Linda, and she was phenomenal resource. Helped, and was very timely, you know, like responded quickly. ...She's been great as a contact, as a consistent contact.
– (Interviewee K)

I always say I'm fortunate enough, because our advocate, Ms. Leina, she can listen to you even if you take two hours talking to her. And she's so encouraging. When she asks me what is going on, then I explained to her, and she said, oh, you have such a good idea. And she's so flexible and she can guide you on how you can do stuff.
– (Interviewee G)

Some interviewees mentioned that sometimes advocates even went above and beyond their normal duties, and their efforts really paid off for the CBO communities. One collaborator stated:

I feel like we've had a really positive relationship with JVIC overall. And like I said, I really appreciate the people, because Sharon did not have to [help], just casually. I didn't, I wasn't advocating or pressing at all. I was just like, yeah, you know, it'd be nice if we could find another source to get food from. [W]e already were working with Mainspring Portland, which is off of north 82nd avenue and we get canned food from them, and we get bread and dairy, but they don't have a whole lot of fresh vegetables. So, then I just casually told Sharon that, and she was like, oh, I can help you with that. And she hooked it

up. So, um, for that reason alone, I'm impressed with JVIC, and I'm glad that we had the chance to partner. I hope we can continue, and I don't have any real complaints.

– (Interviewee A)

The connection between the professional advocates who orchestrated the JVIC network and the CBOs, who are the links to many community members, was one of the most commonly mentioned positive experience of working with the JVIC during the COVID-19 pandemic. For many contributors to this report, the relationships with the professional advocates in the JVIC made the experience what it was, and allowed them to access the most resources that they could for their communities during the pandemic.

3. Freedom with Relief Spending

Participants shared that most governmental support in the form of supply items and cash cards that CBOs obtain for communities are highly regulated and managed. However, the normal processes for this aid distribution were relaxed during the pandemic emergency in order to allow quicker delivery of the relief to people in need. When, because of the pandemic, the JVIC facilitated CBO collaborators to distribute cash and food cards to their communities with less strict oversight, this was considered “freedom” that was “so humanizing” (*Interviewee E*). This collaborator explained that this was important to them:

[I]t was so freeing, not only for us, but for clients who were just like, oh, I can just buy the things that I need? It is so humanizing like something that I don't think gets talked about nearly enough. 'Cause we've had to oversee their grocery store trips, like, 'Hey, you can't, you can't...' You know what I mean? And just kind of really put them in these boxes about, oh, well, we can't pay for that. We can't pay for that. We can't get that. And it's just like, they know more than anyone what they need and we should trust them. This sort of freedom, in JVIC saying, you guys buy what you need, you guys get what you want, if it's under the amount of money, no questions asked... Right? ... To continue with that, just because I know that it's just so, yeah...

– (Interviewee E)

This participant also provided another example of how the loosening of the spending rules during the pandemic was special to families that they help as part of their CBO work:

One more example: for Thanksgiving, we usually get the Turkey donated from Sunshine Division and then we buy all the cans of stuff and put it in a basket and give it to people. Assuming that they want, you know, green beans in a can, or that they eat Turkey, you know what I mean?

[T]his year we were able to give them \$150 gift cards at Fred Meyer and they were able to buy the Thanksgiving they wanted or just grow or whatever, you know what I mean? And families were like, this was everything, you know, thank you so much. People were crying. I have pictures - they had to sign a receipt - but pictures of people in mass, hugging and crying. It was just a really nice thing to do and a nice thing to be able to do for our community. I think that was huge.

– (Interviewee E)

Another participant also positively mentioned the flexibility of spending to their needs:

I can't express how nice that was, to be able to just be flexible with what our needs are, and not need to jump through any extra hoops to meet the requirements that the city might have. Like we're already doing the work we're already serving the communities that they're trying to reach. So just like, please trust us to do that. And that's what I think was the most phenomenal part was that they were like, okay, whatever you need. And that was great.

– (Interviewee K)

The ability for CBOs to get relief they actually needed during the pandemic was considered empowering, and collaborators appreciated the trust given to their decision-making that was borne from the emergency. The ability to have flexibility at key moments during the relief distribution process allowed CBOs to get much needed support to their community members more quickly.

4. Informational Emails

Informational emails were sent to workers at CBOs that collaborated with the JVIC program throughout the time the JVIC was active. These emails included information about relief supplies and ordering, city/county updates on the pandemic, and disease and vaccine information. These informative emails that the JVIC sent out during the pandemic were mentioned by some interviewees as useful and “really helpful” (Interviewee I). The following collaborator mentioned that they were able to use this information in the newsletters that they provided to their community:

The emails that they've been sending out consistently have been incredibly helpful. Not only the variety of information, but the detailed links to different resources. I share that out constantly. Like, here's the housing stuff - to the housing team, I share it out to them. Or I'll add it to our newsletter to families if it's super important. So that's been really helpful, and it's not the only one I received. I get one from the OHA group, I get one from JVIC, I get a couple more, but they all are super helpful just to find different things that are going on. That's been really nice, like having someone kind of do that work for you.
– (Interviewee E)

They continued:

Finding all of that kind of information and gathering that for our departments so that they could either referral out or call out to different resources as they needed them with different clients - having that kind of come to you instead of having to go find it - has been a blessing, and I hope it continues beyond this.
– (Interviewee E)

Informational emails were mentioned as a useful tool for CBOs, providing an updating knowledge resource during some of the many changing and challenging moments of the pandemic. Participants liked that they were receiving information from a source that they could trust, and many interviewees mentioned that they appreciated the details they regularly received. Some collaborators mentioned that they would distribute the information they received to their communities, further disseminating critical information such as COVID-19 disease knowledge and vaccine updates.

5. “At the Table”

Some interviewees mentioned that they appreciated working with the JVIC because they were able to provide representation for their community as well as gather support for their community members. The following contributor mentioned that they valued participating with the JVIC because they were able to have a voice with a government program while organizing relief for their community members during the pandemic:

We got approached [to be in the JVIC]. We get approached for a majority of these things during COVID... our name was in a lot of rooms... Which is a great thing, because that's where we've been trying to get to for a while, you know? Like try to be at the table, and, you know, we at the table to get funds

and opportunity to continue building our own table, you know? It's difficult, but we finally have been there.

– (Interviewee F)

The JVIC gave CBO collaborators more of an ability to advocate for their communities and provide culturally-specific items for emergency relief. The JVIC was an opportunity for CBOs to be able to speak for themselves in an emergency context, and request relief items that were relevant to them and the people they serve. The JVIC provided CBOs more of a voice and visibility in this emergency response, which historically has not been a common experience for the CBOs interviewed for this project, or the populations they serve in the Portland area.

6. Humanity in the Service

The work of the JVIC and the professional advocates that worked with CBOs was greatly appreciated, and some interviewees noted that some actions even went above and beyond the call for emergency services. At times, the professional advocates at the JVIC went beyond what was expected and really helped out, sometimes for the CBOs they advocated for, and other times on a personal level, showing their humanity with their help during the pandemic crisis. One participant mentioned more than once that they appreciated the JVIC for reaching their community and providing help, especially the willingness of the advocates to help:

...[T]he way they are taking care of everything to the point that they want everything to go well. And they want the satisfaction of the beneficiary. ... [JVIC] was asking you if what you got was enough for your people or not, if you need more, how do you think you can do the next time. That was showing humanity in the service. That was showing people with good willingness to serve. ... They don't yell to you. They don't say, 'you took our time.' No. So you feel really loved, respected, and helped... And this is so encouraging for me.

– (Interviewee G)

The actions and resources provided by collaboration with the JVIC directly impacted the lives of people at the connected CBOs and the community members that they serve. The JVIC was thus able to, in a critical moment, relieve CBOs of some of their cost burdens so that they could better spend their time and budgets directly helping the people they serve in need.

Results illustrated that the JVIC was also able to directly link important information throughout the pandemic to CBOs, and this information was often then distributed to the communities they

support; thus, the JVIC was able to expand the official spread of emergency information messaging and updates in the Portland area. The JVIC was a markedly useful network during the pandemic, with promise that it would be useful for future work, in emergency scenarios pre- and post disaster as well as generally for building a better, more equitable, connected and supported network of community organizations in Portland.

Challenges

This section illustrates contributor comments that were related to challenges or suggestions on how the JVIC could be improved. **Table 3** below illustrates interview responses on what collaborators suggested the JVIC could improve, listed by frequency of occurrence in the recorded interviews for this research. Participants suggested ideas that could better their experience working with the JVIC, including commentary on improved communication and clarification. They also suggested ways in which the JVIC could change that would impact the relief that CBOs were able to connect with their communities, including ordering and stock improvements, and requests for greater availability of culturally-specific foods and products.

Table 3: What Needs Improvement in the JVIC Based Upon Interview Responses

	Needs Improvement	Description
1	Stock Issues	Identifications of issues related to limited relief supplies; unavailability of supplies; incomplete orders
2	Confusion with the Process	Mentions of confusion; figuring out the process to access relief; understanding how things worked
3	Relief Delivery and Storage	Suggestions on understanding and organizing for item deliveries and storing items; issues involving space and time
4	Email Communication	Suggestions on emails; finding information in emails; the overburden of emails during the pandemic
5	JVIC Transparency and Clarity	Concerns about confusion of how the JVIC worked, and who was working as a part of it
6	No Pay for Work Done	Concerns about how work was unpaid; commentary about how this was difficult for CBO workers, especially during the pandemic when money was tight
7	Equitable Community Prioritization	Suggestions that larger orgs received more help and/or funding; comments on prioritizing other groups, especially small groups
8	Culturally-Specific Products	Mentions of need for or appreciation for culturally-specific products such as hair and skin products

Many interviewees expressed that they understood the JVIC program was new and had new-project-pains, but they said the benefits of their relationships with the JVIC greatly outweighed the negative. There were several common themes that came up in collaborator interviews, which are outlined in the table above and explored in the sections below.

1. Stock and Supply Issues

Overall, issues with resource orders and deliveries were one of the most heavily emphasized themes when CBO interviewees were asked about what the JVIC could improve. Participants expressed issues with the consistency of the ordering process (this was often because of the

iterative nature of PBEM figuring out how to organize ordering supplies during an emergency). Interviewees also mentioned that the timing of the deliveries, and storage of the supplies themselves, were difficult to manage because of a number of complications due to the pandemic.

Some interviewees said that changing availability of stock affected the help they needed. The following contributor explained:

I think the negative [of the JVIC experience], if there is one, is that the supplies that [we] were able to order are limited. So, there's certain things that can't be ordered. Certain things that aren't in stock, or aren't being stocked by the city. Which is understandable, you know, it's a pandemic... But one of the big items that people needed was, I only know the brand name for this, but, Depends, like adult diapers, that's a huge need that people have, especially as the population ages. We got them for the first few months, and then it changed where it was no longer an option. So, we've had to find other ways to get those products, but that would be the only negative.

– (Interviewee A)

Another CBO worker emphasized that they had to sometimes cancel events because items that their organization ordered did not arrive. This led to issues for them:

On top of not getting paid for distributing the products to an underserved, underrepresented community, we canceled many events because the orders were many times incomplete.

– (Interviewee B)

When collaborators would put in orders and then not receive what they ordered (for any number of reasons), this made their distribution processes more complicated and took up important time. Because of the impact of the strain that lack of stock or changing stock of emergency supplies had on the relief recipients, it could be suggested that stock and supply issues are the most notable thing that the JVIC could improve.

2. Equity in Community Prioritization

Some participants mentioned that the relief resources were not always distributed by the JVIC to all groups in the network equally, which was a cause of some frustration. The following interviewee said they saw other groups get preferential treatment because of the communities they serve, which were more prioritized:

I think they prioritized the communities [who] in some ways were certain community members, Black and Indigenous and Latin communities were on the priority list. We weren't on that list, so it took some time and some convincing and just showing the need that there was in the community. And then we ended up getting some diapers, but it was kind of at the end of that program. We got them for a couple of months and then the City decided to allocate the funds elsewhere.

– (Interviewee C)

Some mentioned their frustration that the JVIC would prioritize certain groups over others. The following contributor stated that they heard a lot at their CBO about inequity in the JVIC service between larger and smaller community organizations:

But I was seeing overall, what I heard was that the large organizations... the NAYA's, ERCO, Urban League... they were getting lots of assistance. Whereas some of these [smaller] places that I'm talking about, [such as] an African-American church... [did not].

– (Interviewee D)

Another participant mentioned that the prioritization of some communities over others was disappointing, because their community still had need, especially during the pandemic, but they were often overlooked for some other prioritized groups:

[T]he need was much bigger in the community, because with the Slavic community it's... we're kind of on one of those communities that is being disproportionately impacted and we kind of were neglected for such a long time because we fall into that White category, even though the community itself is pretty diverse and consists of people of color as well. ... [I]t's definitely been difficult for us to get the resources that we need. So, the need was big. But because of that [categorizing], I feel like we didn't get enough to support the community...

– (Interviewee C)

Another collaborator agreed that the JVIC prioritization and resource distribution was not always equal between CBOs, or at least did not appear to them that way. They explained that to them it looked like the level of establishment of a CBO determined the help they would receive from the JVIC:

You know, me and [person], we're still the foundation of this organization and we do a lot of work in the community, regardless if there's funds or not. Whereas you would have an organization that's a little bit or a lot more established, and then they will be eligible for more assistance. And I don't think that's very equitable.

– (Interviewee F)

This collaborator also explained that they were concerned that the more established, larger, and better funded CBOs got more help during the pandemic when smaller and less established CBOs, who also reached many community members, needed more help in the moment:

If you already have a lot of resources and connection [the CBOs], yet you're siphoning off this connection, or you're utilizing this resource [the JVIC] - to service people also, but it's not in an equitable way that it's distributed - it could come across as favoritism. It could come across as a lot of things. So just being mindful of, you know, acknowledging that all of the community partners that you work with serve the community. You know, if you need our track record, we can provide that. But with all community-based organizations, just trying to be as equitable and fair as possible, also helping us help the people that need it.

– (Interviewee F)

Another participant mentioned that supporting small community organizations should be an improved priority for the JVIC. By supporting smaller community groups and including them in networks like the JVIC, many more community members would then be included across Portland, the following interviewee explained:

[Smaller organizations] don't get the same amount of funding that [bigger organizations] get, but they get funding. They are also obviously dealing with folks in need. If they are immigrants, refugees, they're even more in need... So, those are groups that should be included and of course they have their networks. Right? So, I think if that's what you're kind of seeking, like how to make this better, who else to reach out to, you know, the neighborhoods, the churches... You know, the joke is, bars. Bars, right? Beauty salons - that's really how you find a community.

– (Interviewee D)

Several contributors mentioned that they were concerned with favoritism and/or prioritization of groups and resources from the JVIC. Collaborators suggested that the JVIC could do better at supporting smaller groups and expanding the number of groups in the organizational network.

3. *Confusion with the Process*

Some collaborators noted that the JVIC processes were not always clear, and sometimes changed, and that this could be confusing. The following participant noted that they were confused sometimes about who was who, and what was what, during their work with the JVIC:

I think also just being confused about who was what. I was getting communicated with by a bunch of different people [and I got confused]. I don't know, who do I reach out to for what? That was a bit confusing. And I know that's just kinda the nature of it, but again, coming into it late in the game, I was like, um...

– Interviewee E)

Another collaborator suggested that the JVIC could have done a better job to reduce some of this confusion:

I feel like JVIC itself could have done a better job of finding a way to get the information out or having ordering happen, you know? And that's only in the beginning stages of the year. Towards the end, it was like, it's this amount and now it's this amount. And then it's, oh wait, send us an invoice for this amount. And, actually, you need to send the invoice for this amount... It just got to be very confusing and not organized.

They continued:

I feel like, it was a bit much because there was so much need. And when there's a lot of need, you really want to prioritize the need and figure out how to organize it. That is the first step in getting the need met: prioritize the need and organize it.

– (Interviewee F)

While the JVIC provided CBOs with useful resources and information, several interview participants noted that there were improvements the JVIC could make to reduce confusion and extra work, and increase understanding. The JVIC was expected and trusted to make these changes, as it was a network looked at with official/governmental capacity. Things kept

changing during the pandemic, from disease knowledge, to laws, to relief supply and demand, which could sometimes make things confusing for CBO collaborators.

4. Relief Delivery and Storage

Many of the groups in the JVIC, even those that serve large numbers of people, do not have large offices and storage space, or even offices at all. This proved to be a challenge during the pandemic, especially when CBOs needed to organize emergency relief supply deliveries from the JVIC to distribute to their community members. Some collaborators noted that trying to figure out how to store items with the space they had was stressful. For example:

[W]e are in an office that like people are having to return to work, and our HR department was like, so this office has a lot of diapers... And we're like, yeah, it's moving, it's moving. Like, yeah, I get it... [His] office needs to be [his] office again, not a storage room.

– (Interviewee J)

Another collaborator also had to organize their relief items in their office, and they ran into trouble with the physical labor aspect of storing the resources:

We have a very small office. We don't have a huge area where we can have an extensive amount of people come and socialize. ...[T]he office is on the second floor. In the beginning, she (Sharon from PBOT) would order the supplies for us, and then they would show up at a random time. And we'd have laundry detergents and things, you know, hand sanitizers, cleaning spray, which were really heavy ... Because we're on the second floor, we would carry everything upstairs (upon delivery). Then before the distribution [to the community], we would carry everything downstairs, ask the neighbors downstairs if we can use their office to just kinda back everything up, and then give it all away the next day.

– (Interviewee C)

Because of where their office was situated and the delivery schedule that was available to them with the JVIC during the beginning of working with the network in the pandemic, Interviewee C and their coworkers had to manually move large numbers of items. This labor stage was able to be somewhat smoothed over by the end of the pandemic:

[A]t the end, we finally were able to talk to Sharon [their JVIC advocate] and then Sharon talked to the JVIC people, and the last two supplies they were able

to deliver on Friday, like right before we would give it away. So, it would show up Friday morning, we'd take two, three hours just to kind of pack everything up, and then just give it all away the same day. So, it kind of saved our backs after they were already kind of exposed to all this carrying back and forth things. So yeah, I mean that stood out, it might not be as pleasant, but you know, it definitely was something to remember.

– (Interviewee C)

Another participant had a similar storage experience, noting that they were forced to make smaller orders with the JVIC, regardless of the number of people they actually serve, because they just didn't have the space to store the relief items:

We didn't do a massive order like a lot of the organizations did because we still don't have our own space. We don't have a contract with any space to have a container where we can hold all of our stuff like some other partner organizations of ours does.

– (Interviewee F)

They continued:

We, as an organization, we didn't have a storage space, or facility, to hold items. For a while last year, we did utilize [another nonprofit's space], but ... we can't just be taking up space and another nonprofits area like this. And it gets messy and, well, I mean it was COVID. ... we literally were holding stuff in our apartments, and it's like, this is not how we want to live. [A coworker] had stuff in his apartment for a month. So, I'm just like, yeah, let's get storage.

– (Interviewee F)

Many collaborators expressed that storage issues for relief items caused some problems in figuring out how to take advantage of the JVIC resource opportunities that would serve their communities. Figuring out how to temporarily store what were often varying sizes of a number of items could be tricky, because the items varied from masks and other PPE to large bottles of laundry detergent. Storage was made more difficult for CBOs when relief items were delivered at rough but not necessarily approximate times. Some participants mentioned that finding the time to organize the order deliveries, especially in a pandemic when most people were not in their offices. The following collaborator explained:

[P]eople were ordering whenever they were remembering. And then, so the orders weren't coming consistently, on a timed schedule, which was difficult.

And then the deliveries themselves were sometimes difficult ... meeting them at random doesn't work for me. Like if I know I have to be out of the house and I have a few things I can do, that works. But if I'm sitting on my computer in a work zone, and I get a random phone call that they want to deliver the JVIC order, today. I'm like, what?! Sure... Cause it's the only time?! [...]
[A] little bit more planning and timing on when the orders would come and when the deliveries could happen, I think that would suffice. That was frustrating for me, the orders and deliveries, the way in which we would do it.
– (Interviewee F)

Results suggested that the pandemic stretched peoples' time and resources thin. Interviewees suggested that it was difficult for them to organize around the last-minute nature of the emergency relief deliveries from the JVIC. Management, storage, and distribution of the relief items fell to the CBOs, which was a burden that several organizations were not spatially prepared for, especially during a pandemic when individuals were supposed to be limiting or eliminating time in the same spaces. The emergency relief was worth the work, but participants suggested that processes could be streamlined to reduce the burden on the CBOs.

5. Email Communication

Findings indicated that “Paperwork during an emergency” (Interviewee F, Interviewee L) was an extra burden for CBO leaders that wasn't exactly unexpected, but could be exhausting. While some collaborators expressed that the informational emails they received were a useful part of their connection to JVIC, the interviewees also mentioned that email communication was problematic for them. The following participant elaborated on their frustrations:

For me, the thing that I was frustrated with when I jumped back in with the JVIC and doing the ordering and all of that was, emails are a nightmare at this time. Before COVID emails were the go-to because not a lot of people were using email every time, and they actually checked it. And now it's like, everybody's using email, so nobody's checking their emails. There's an overabundance of emails. So, people are like, 'I don't want to check that.' I'm one of those people.
- (Interviewee F)

Sometimes, as another collaborator noted, it became a burden to try to find important emails when they were already saturated with emails during the pandemic. When they needed to find specific information for the JVIC, sometimes this meant searching through a plethora of emails,

because there was nowhere else they knew or trusted to find the information that they needed. One contributor explained:

I found myself going back and like really needing to reread many emails just to find out when [a] date was. And it was buried in like the very first email we got. And so, I think each time they sent out each time they send out a thing to, you know, place an order, reminding people of the deadlines so that you don't miss it.

– (Interviewee K)

Another participant said that, with everything else they had going on, emails and forms were that much more difficult:

I think just at a time when like, you know, I didn't really need like another form to fill out, you know, is this sort of like crisis stage? That was frustrating, but it also had a really good outcome, you know, and we got what we needed.

– (Interviewee L)

Collaborators found that information, sometimes critical, was hard to find because of the nature of emails and the pandemic over-burdening their inboxes. Some suggested that this form of communication, and access to information for them, was not the best and that perhaps a more centralized space (such as a website) for this information might perform better in such an emergency response situation.

6. JVIC Transparency and Clarity

Some collaborators mentioned that the JVIC could improve how they explained who they were and what they were doing, especially to CBO workers themselves. The following interviewee stated that they weren't sure how the program works:

I don't know, it wasn't transparent to me to see how JVIC and the ECC worked. And it still isn't.

– (Interviewee D)

Another interviewee noted that it was often hard to keep track of what was going on in the JVIC, especially during the extra-busy time of the pandemic:

In bureaucracies, faces, names, acronyms, they change a lot. And from my perspective, it's just really hard to keep track and know who does what at the

city level, like who's being funded. What group is an umbrella of another group.... Like, that's all very confusing and I don't have the time or capacity to like figure it out.

– (Interviewee K)

When it came for distributing information to communities, one participant mentioned that they were not sure how this was done:

[A]s far as reaching the communities or organizations or reaching the organizations in the community that are doing the work, I think [JVIC] did a good job as they could with the times. But how else was the information disseminated? I don't know. Was there fliers, you know? I don't know if there was like a TV broadcast.

– (Interviewee F)

Some participants were not completely sure how the JVIC or its parent organizations worked, and this indeed created some confusion.

7. No Pay for Work Done

Collaborators expressed that the extra work that they did to get the resources for their community was worth it, but it would be preferred if they and their collaborators could be paid for their time. One participant noted that it was hard to volunteer, and to have people volunteer, when people needed money for themselves:

Our capacity has been so small as an organization, you know, and we have ultimately been volunteer-based this whole time. And that's difficult, during COVID especially when everybody's like, 'I need to be making money. People have money, pay me.' And so it's like, they're forcing our hand to make us apply for funding and to these things, which is great really because I mean, it's ultimately where we wanted to go... Maybe not this fast, but it's happening.

– (Interviewee F)

CBOs worked with the JVIC because it was good for the people they served, which forwarded the missions of their organizations. However, this extra work was an extra burden with many nuances, which was entirely unpaid. Indeed, collaborators at the CBOs that worked with the JVIC appeared to do an extraordinary service to Portland, down to the individual level, by working through a pandemic and connecting aid resources to people in need. However, these individuals were not paid for their extra time, and this is something that collaborators suggested

could be addressed and supported by those governing bodies that support this kind of emergency work.

8. *Culturally-Specific Products*

Some participants mentioned that the relief items the JVIC provided could be significantly improved by providing more culturally-specific options in available products to order. Some products, such as those made specifically for black hair, are just as needed as other shampoos available as relief resources, but these were not available for ordering during the JVIC relief. The following contributor explained:

They [JVIC] provided a form for us, but they ended up purchasing what was on that form, and sometimes it wasn't very specific. It was something that most people could use. Like shampoo - that was on the list of supplies. The sample that was provided though, it wasn't stuff that my son, or my partner, or I would necessarily use because my hair is a little different. Same with skin products. So, if you give community-based organizations a budget to work with, and request or have the expectation that they'll either turn in or provide proof that it was utilized properly, that might be a little bit more beneficial in the long run. I know it might be a little bit more legwork on our end, but it will give us more freedom to their specific needs instead of providing the few things that are available.

– (Interviewee 600)

Another interviewee mentioned that food products that were provided or were allowed to be purchased were also sometimes not culturally-specific enough for the needs of their community:

[W]e have definitely have a variety of cultural backgrounds in our buildings, but we're not always able to meet their needs as far as food goes, just their particular foods that they want...

– (Interviewee J)

By providing culturally-specific supplies, or allowing people the flexibility to purchase the food, toiletries, and other care items that suit their personal needs, the JVIC could provide more resources that people want to actually use.

Relationships and Representation

Research participants commonly mentioned their social experiences with the JVIC pandemic relief effort, and unpacked what their experiences had meant to them and their communities.

Table 4 quickly organizes the major themes discussed in this section below.

Table 4: Discussions on Relationships and Representation Based Upon Interview Responses

	Theme	Description
1	Communication and Networking	Discussion about communication and networking in the JVIC-CBO relief efforts
2	Community Representation	Discussion about CBOs representing their communities, and the importance of that representation

Collaborators discussed the relationships that were made between themselves, their CBO, and the Portland Bureau of Emergency Management, as well as those relationships that they wish had been more utilized, such as intra-JVIC collaboration. Participants also discussed representation of their communities in the JVIC and the pandemic’s emergency management, and included further commentary on being “at the table” during the pandemic relief efforts. The following section explores these themes.

1. Communication and Networking

Findings suggested that communication was one of the most useful parts of CBO experiences, as well as often the most pleasant. This was especially true with the City of Portland advocates which CBOs often worked with throughout the entirety of the pandemic. Several interview participants stated that having one contact throughout the entire pandemic response was helpful for their experience, as well as for getting the emergency relief streamlined and into people’s hands that needed it.

Several collaborators noted that they wished this networking could have extended to link the CBOs in the JVIC to each other. Participants suggested that many of the issues they had organizing what resources they needed could have been greatly helped by knowing what other CBOs had done. Interviewees suggested that the JVIC network, used and really only ever seen

by the City of Portland and County of Multnomah advocates, could be made more visible, and participant leaders in the JVIC could have more agency in interacting with each other.

2. *Community Representation*

Commonly mentioned in the interviews for this research were comments on community representation, particularly of BIPOC communities, and ideas and concerns about the importance of the relationships of these communities with the JVIC and Portland emergency management as a whole. The JVIC was fundamentally unique in the emergency response programs of Portland simply because the JVIC served such a variety of Portland communities, and because it directly engaged CBOs that were working with and are from those communities. Portland's Neighborhood Emergency Teams (NETs), the largest community disaster preparation and response network in Portland, does not have nearly the amount of diversity or close to the numbers of persons of color involved (City of Portland [2022b](#)). By NET's own data, the majority of NET participants are white men with master's degrees – not nearly a representative makeup across all of Portland neighborhoods, despite much action by the NETs to get more Portlanders involved in their initiatives. The JVIC, by its broad inclusion of varying types of community-serving groups across Portland, opened up the world of “emergency management,” and broadened the City/County's response to directly include and thus reach more people in the Portland area. By its very nature, this group network challenges the white majority in emergency management, and provides a case study for inclusive emergency work in action.

The inclusion and focus on BIPOC community needs by the JVIC program was both celebrated and critiqued by interview participants. Some collaborators noted with appreciation their ability to provide more resources and information in an emergency response setting to their diverse communities. Other participants said that they valued being “at the table,” (*Interviewee E*) and that the ability to participate made them feel valued. Some collaborators mentioned that the JVIC's urgency to serve these groups sometimes went off the rails with treating groups equally – especially organizations that were of different sizes. Some interviewees stated that “popular” CBOs seemed to be getting all the help when other CBOs, who may serve as many people even within the same community, were left out because they were not as known or as organized. Others argued the JVIC's approach to BIPOC communities as problematic, because their

community, while too systemically underserved, did not “fit” in the BIPOC category either (*Interviewee C*).

By the JVIC providing information and resources to CBOs, participants suggested that the JVIC supported CBO abilities to help people and increased the agency of these community workers. Further, the emergency work within the JVIC between City of Portland/Multnomah County workers and CBO leaders were directly putting emergency response relief straight into the hands of the community members the JVIC was intended to serve. The JVIC provided resources at a critical time, and these resources were able to be successfully distributed to people in need, notably BIPOC communities that have been historically left out of the focus point of Portland emergency initiatives.

Results afford that the JVIC was an example of work for communities, with communities. The JVIC was an invitation to the emergency “management” table, allowing members of their own communities to collaborate and define their own needs. The lack of re-funding of the JVIC and the subsequent dismantling of the program removed this community access to emergency management and response in Portland. When asked if the interviewees and their respective CBOs would like to continue a working relationship with the JVIC in the future, the answer from all 12 participants was a unanimous *YES*, as shown **Table 5** below.

Table 5: Responses to Question Number 10, “Do you think you would like to continue to work with the JVIC in the future?”

Continue w/JVIC?	Frequency
YES	12
NO	0

The JVIC gave some much-needed support to many CBOs across Portland during the pandemic when community needs amplified exponentially, especially in BIPOC communities. This ability to provide gave CBOs a greater capacity to help their community members. The subsequent dismantling of the JVIC in September 2021 via lack of funding from the City of Portland inherently means a loss of that gained ground of opportunity and community support.

When asked if they thought their communities were prepared for another emergency, most collaborators said ‘No,’ and just less than half said ‘Yes and No,’ or somewhere in-between. No interviewees expressed that ‘Yes,’ they thought their communities were prepared for another emergency, as shown in **Table 6**. This shows that there is still a need for programs like the JVIC, because there is a gap in community preparedness for another disaster, similar or not to the COVID-19 pandemic, and a need for community-supporting projects like the JVIC to fill that gap.

Table 6: Responses to Interview Question Number 11, “Do you think your community/group is prepared for another emergency?”

Prepared?	Frequency
NO	7
Yes AND No	5
YES	0

One participant doesn’t think their community members, especially the low-income individuals that their CBO serves, are prepared for another disaster at all:

Unfortunately, I don't think they are prepared at all. I get training to become an emergency preparedness specialist and help my community. Unfortunately, working as a volunteer is not realistic, doable or sustainable. I'm doing my part and sharing the information with the people that I serve, but what about the rest of the community? There is a lack of information about emergency preparedness and too little interest in delivering this information to the low-income families.

– (Interviewee B)

Another collaborator agreed, stating that we had not fixed any problems during the pandemic. Instead, they likened the disaster response during the pandemic to only ‘patching a leak’:

[We're] not prepared. I mean, right now we've just been patching a leak, technically, because it was neglected and now people are not vaccinating. People are gathering information from sources that were not verified, conspiracy theories... Our organization group is just kind of scrambling and trying to patch a hole when there's an outbreak. When community members reach out to us and ask for help, we'll help them, but then something else

happens, fire happens, riots happen, and right now the community is struggling. The reality is a lot of community members are leaving Oregon, they're going to other states because they don't feel like they're getting the support from the government and from the City. And so, I don't think it's prepared because again, we're just patching holes, we're not doing outreach, we're not doing education. ... I don't think that enough is being done.
– (Interviewee C)

The JVIC was extra support for patching the ‘holes’ during the pandemic, but that support has now ended. Another participant stated plainly that cost is a huge inhibitor to preparedness for their community:

I mean, to be prepared costs money. I think that's the barrier for a lot of folks, especially right now. They're living in the moment because of money. And so what we've tried to do at our fairs too, is provide some more resources like air purifiers and little swamp coolers and things like that, that can, you know... if we can help one or two people, you've helped a little teeny, teeny chunk, but feels like it's not a very big dent.
– (Interviewee I)

A collaborator that chose the ‘Yes and No’ option for if their community was prepared, stated that people in their community were at the threshold of what they believed they could take:

[F]rom a financial point of view, from a stress tolerance point of view, I think people are at the threshold. They're already fatigued and worn out and ready for this to end. And so if something else happened, you know, to compound their stress levels, I think it would be overwhelming and there would need to be an organized, efficient disaster response within the city of Portland to help - targeted toward communities of color and communities. But they are prepared in the sense that people will find a way to survive and people find a way to adapt. But I definitely think [another disaster] would be, it would be traumatizing for people.
– (Interviewee A)

CBO collaborators, who are key knowledge holders in the city, do not have confidence that their communities will be ready for another emergency right now or in the future. The interview participants unanimously responded that they are all interested in continuing a relationship with the JVIC, and developing a better model for the future if possible.

The JVIC was indeed an extraordinary case study in how emergency response in Portland can successfully reach more people in an emergency than typically represented, and then support them with relief that reflects their actual needs in a critical moment. Communication and allowing CBOs the agency with the JVIC to direct their own aid allowed for a greater number of Portlanders access to targeted relief that they actually wanted and used. The JVIC example provides Portland insights in how our City and County can address representation in emergency response in our city, by cultivating and supporting relationships with community groups that support Portlanders.

Future Collaboration

This section unpacks interviewee commentary on future work with the JVIC, or programs like it, connecting their organizations with the government. As illustrated in **Table 5**, CBO workers that participated in this study unanimously agreed that they would like to continue a relationship with JVIC. While the program has been defunded from its pandemic-time engagements, the relationships made while participating in the JVIC are still an opportunity that the City of Portland and Multnomah County can recognize and support to cultivate a lasting network.

Collaborators interviewed for this study recognized the JVIC as a huge opportunity for their CBOs and for their community members, and they provided suggestions for how the City of Portland and Multnomah County could improve the JVIC or a network like it in the future, as detailed in **Table 7** below.

Table 7: Improvement Suggestions by Interview Participants

	Improvement Suggestions	Description
1	Cultural Competency	Suggestions about how the JVIC could be culturally flexible, and thus reach more people
2	Increased Funding for CBO Collaborators	Mentions that more funding to support CBOs would be hugely helpful in JVIC-like efforts
3	Centralization	Statements that there needed to be a central link for CBOs to not only reach advocates at the JVIC, but each other
4	Serve Smaller Groups & Small Minority Groups	Suggestions to support smaller CBO groups that have different needs than large organizations. Some mentioned the need to help smaller groups get going so that more neighbors can be helped.
5	CBO-JVIC Connections	Discussions how to preserve and improve CBO-JVIC connections

The following sections unpack the improvement suggestions outlined in **Table 7**, listed in order from the highest frequency of interview commentary.

1. Cultural Competency

Some interviewees spoke to the need for the JVIC to reach and link with diverse groups across the city, but they said that in order for such networks to reach many members of these groups, CBOs were the most important link because of community trust. The following collaborator stated that ‘trusted members of the community’ could be important links between some groups and governmental programs like the JVIC:

How do you reach these different subsets of any community? ... [W]hen you're speaking of our community, like marginalized communities, it gets tricky. And then... is the trust factor. Like the trust factor is everything. And so being very considerate of who's speaking, who's leading the charge, who's doing the talking... I think [it is] really important to find those trusted folks in any community that will do that.

Cause when a stranger comes in, it's just not going to be heard in the way that it needs to be heard. You know, and I'll just be honest, if an older white person just being like, 'come to the...' They'll be like, 'nah...' You know what I mean? The message will not be received as if it were a trusted member of a community, someone that they recognize, someone that they know.

– (Interviewee E)

In order for the JVIC to have validity and thus be worth often overdrawn time for folks working at CBOs, trust is an important factor. Trust is an important factor in participation for many of the community members that CBOs in Portland serve; people need to trust the organizations they participate with.

A way to build trust in many communities was considered through representation and shared understanding. Being “at the table” meant more than representation, it was defined as being able to be “a part of the dialogue” and serve unique community needs, as the following contributor shared:

In these sort of emergency scenarios and in these sorts of tragedies, I think marginalized communities are thought of last. And I think unless they're at the table and I think unless they're advocating for themselves, it will continue just to go that way. Because if it's a bunch of, you know, Westside Portlanders at the table, they're going to think about Westside Portland, right? Like everyone else would, right, you're going to think of your community first. And so, I think just being able to be a part of the dialogue as well, and part of that conversation...

– (Interviewee E)

Collaborators considered the different community groups being a part of the dialogue in emergency response and relief scenarios as benefitting not only CBOs and their initiatives, but the sometimes very diverse communities which they serve. For example, an interviewee expressed that they serve a number of people with different cultural backgrounds, and that it is difficult to cover some bases because of the diversity:

I think about like, we have definitely have a variety of cultural backgrounds in our buildings, but we're not always able to meet their needs as far as food goes, just their particular foods that they want.

– (Interviewee J)

The JVIC offered relief items for the CBOs to choose, but because CBOs often served communities within which have a variety of cultural differences and needs, sometimes it was hard to cover everybody's supply needs week to week. If the JVIC was more flexible with how they served the connected CBOs in the network in the future, in ways that let CBOs or the community recipients themselves select or suggest their own needed items, do their own shopping and return receipts, or some other method that gives people more autonomy over the items of relief selected for themselves, emergency need would be able to be more specifically targeted and the supplies utilized where and when they are needed.

2. Increased Funding for CBO Collaborators

Results suggested that funding provided to workers at the CBOs who worked with the JVIC would be helpful. Some noted being that not being paid for their work they did for the JVIC was unfortunate. For example:

It was very helpful for my community to get these resources. Unfortunately, I done all the work as a volunteer, because JVIC provide the products but no funds to pay for staff time to do the distribution. Sadly, this is something very common among services and resources offered to the Latino community and BIPOC community in general.

– (Interviewee B)

Some interviewees suggested that money should be given directly from the JVIC to the community organization they work for, so that their CBO can at their discretion provide resources to those they serve, reducing paperwork and streamlining the process:

[G]iving the organizations funding so that they can purchase the necessary resources for their community members that they serve might be a better approach. And then we could maybe turn in our receipts at the very last cycle.

– (Interviewee F)

Another collaborator said that the JVIC could do more to support CBOs get started, become stabilized, and do more than emergency work in their communities:

[Y]es, we are getting helped ... but are we growing? Are we getting something that can help our organization to be stable, to sustain?

– (Interviewee G)

The JVIC has the potential to reach many CBOs in Portland on their journey to serving the communities of Portland. The JVIC has the opportunity to help people, and help organizations, become better by providing them ongoing support, and a network which they can engage with and learn from.

3. Centralization (of the JVIC)

Several participants noted that they would appreciate some centralization of JVIC services so that processes could be streamlined and reduce waste (time spent as well as relief items). The next step in being part of a network, contributors frequently suggested, was to put together a way to interact within the JVIC network.

During the pandemic, the following interviewee suggested that knowledge and resource sharing between CBOs could have been better utilized amongst the JVIC network:

...[M]aybe having us have access to [knowing] if there's going to be large supply ordering, cause I'm sure we're ordering some of the same supplies that people in other organizations are. ...The ability to order in bulk from places, if we could get in on something like that, I think that would be really helpful. And I think about sometimes the storage capacity that we probably don't have and they might have, for things like when there is larger emergency situations or pandemics, that we could know, and then we could have access to things, like recently the access to water...

– (Interviewee J)

Having a centralized network that active CBOs could collaborate within could strengthen the supportive capacity of the JVIC, and provide opportunities for more Portlanders to be effectively reached and aided in culturally relevant ways during emergencies. Utilizing the network of the JVIC could support more informed relief ordering, and could reduce waste. If some organizations over or under-ordered, being able to reach out to each other could help move around the relief they received and reach more people, easier. One participant explained:

There was tons of times where we could have been like, 'Hey, we can come through, we have 18 bazillion masks, or we have all the hand sanitizer in the world right now, do you guys need it?' Just being able to leverage resources quickly, because, you know, as a nonprofit, you're constantly at a scarcity. But sometimes, you know, and this year was totally crazy with that. Sometimes we

were at a bit of the opposite. We had way too much of something, and what are we going to do?

– (Interviewee E)

During the pandemic CBOs had to be flexible and sometimes had to change their emergency response approach quickly, especially when some organizations saw sudden and changing need in their communities. The previous contributor shared further:

...when they stopped handing out lunches for PPS, we were like, okay, our families are going to need food this weekend. What are we going to do? So those sorts of really quick and responsive things. We were all just utilizing our own networks to figure stuff out. But if there were to be some like central, you know, almost like an intranet page, you know what I mean? Just something where everyone could go post, 'Hey, we're going to be here with this resource. We're going to, you know, we have extra this, or we're in need of this.'

– (Interviewee E)

Some participants noted that a central 'place' to receive, access, and submit information, such as they did during the pandemic to apply for relief resources, could be a better system than via emails and forms. The following contributor suggested a singular website for a point of access for CBOs in the JVIC:

I think having that information in a singular site versus in an email. ... I think that there's some benefit from that, versus like the chaos of emails everywhere. Cause we all know our inbox can be missed. And checking a blog can be missed as well, so it's not a perfect solution, but... something that could work.

– (Interviewee I)

A centralized "place" for the members of the JVIC to interact would also support CBOs in understanding their options, like what relief items to order for example. Some collaborators did not always know what to order for their communities, as this collaborator further explained:

I think also knowing what other [CBOs] were requesting... [We wondered] what could we be thinking about that we might be missing? So, some sort of scope of, or an idea list of, what other places were also requesting I think could have helped with that collective knowledge... Because we're not culturally specific or group specific, we have so many different places and so many different households that we try to be as culturally responsible,

responsive as possible...
– (Interviewee K)

Results illustrated that a centralized place for CBOs to connect and resource share could be a useful and far-reaching cultural support for community groups, expanding beyond emergency scenarios. The following contributor suggested creating a centralized point of access for CBOs in the JVIC network so that they could effectively communicate, because during the pandemic, events overlapped because of a lack of ability to communicate:

[S]pecifically like COVID vaccine events - we would not know that Urban League down the street was having an event, or that PCC was doing something and other people knew. Right? So we were building events on the same days. ... [R]esource sharing as well, amongst CBOs, to say we're doing X, Y and Z, we have 800 backpacks and do you need any, you know what I mean? Just more of a communication hub I think is what's always been lacking. I think COVID made that abundantly, painfully clear to us. Everybody has bits of information and everyone kind of knows what's going on, but there's no centralization on that. ... I think that JVIC, who had brought together all these CBOs, or someone who had that connection piece, could have worked to help us communicate with each other, if that makes sense.
– (Interviewee E)

Indeed, the JVIC provided an opportunity for CBOs to link emergency relief from the government to their community members. CBO participants felt like they could have adjusted their approach to the JVIC aid if they had had an opportunity to be informed by example of what other community groups were doing and ordering. Several collaborators noted that they would have like to be able to share information and resources with other CBOs in the JVIC network, and that the JVIC could be improved by providing a streamlined place to access the network, place orders, and share amongst groups. Resource and information sharing was commonly mentioned by research participants, and creating a centralized hub within the JVIC network could strengthen the bonds between CBOs and the network, and between the CBOs.

4. Serve Smaller Minority Groups / Help Small Groups

Several interviewees said that they believed the JVIC could do more to support smaller groups, especially those that serve small minority groups in Portland. One collaborator, noting they themselves were representing a small CBO and representing a small minority group in Portland,

suggested that the services provided by the JVIC could do more to educate about the processes of the pandemic relief, making sure everyone is on the same page:

Maybe having sessions, or just kind of educating us as leaders of some stuff going on. Because we are at different levels, some are just not leaders. Some, they don't have much education, background education. ... And some people, even if we are speaking English now, we're still struggling with some vocabulary. We are not as fluent as people think. ... So, having kind of educational sessions can be more helpful too.

– (Interviewee G)

Some participants noted that with the distribution of resources into the JVIC network itself, there was at times a bias of what organizations the funding went to:

The problem is that the funds for minority groups are being given to these big organizations that might not have the proper understanding or work with the community on the level that a grassroots organization would work. [...] So, I think that the City and PBOT, they should probably try and find those grassroots organizations because nobody's going to have a closer relationship with the community than those organizations. I mean, [large organizations are] great, they're doing a lot of work in the community, but you can't be a Jack of All Trades, you know, because you're not going to be a master of one.

– (Interviewee C)

Collaborators suggested that the JVIC could do more to include smaller groups, even those who are not fully fledged organizations, because they would then be able to reach even more Portlanders that may not necessarily be reached or represented in current emergency response. By including more groups in a network such as the JVIC, made up of community groups, those groups would have a link to education and support for their CBO, and the community members they serve would, too, be better connected, especially in the case of an emergency.

5. CBO-JVIC Connections

Connections between CBOs and the JVIC became an important way during the pandemic for some to access critical resources and information. Preserving these connections, and creating more of these connections, is something several collaborators brought up in their interviews. Some participants suggested more opportunities for CBOs to interact with the JVIC and each other in the JVIC network, including learning opportunities for them:

[T]he newsletters are always fantastic, but maybe even like a semi-quarterly meeting, where there's a way to stay connected and stay a part of this [JVIC] and just learn about different things that are happening or opportunities, that kind of stuff. I'm not exactly sure, but I'm all for it.

– (Interviewee E)

Another collaborator mentioned that working groups, especially between and among the CBOs, could be useful for learning opportunities:

I think that, just because of who they are [JVIC] and how they're positioned, potentially I think that there might be an opportunity to do work groups. To talk to CBOs, to talk to different community leaders, and say, 'Hey, look, we're looking at ways to...' you know, do whatever different topic it is and have it be an opt-in work session.

I know what I'm saying right now, which is like, 'we should have more meetings,' which is not what I love to say, [laughs] but I just think that there's so many factors to talk about and so many kind of threats facing communities and people in general, that it's worth diving into together, you know?

– (Interviewee E)

The following participant mentioned that these kinds of meetings could also improve the success of networks like JVIC, because they can improve how they operate and serve:

[B]efore creating things in a sort of vacuum, [ideas] should be brought to CBOs, to get feedback before they [governing bodies] just go forward with plans. To get people's thoughts on things before they just start going. I think, talk about ways that might be successful to get information into folks' hands, resources and stuff. Cause, I mean, the Bureau of Emergency Management's pretty vast. I'm sure that they've got a lot going on. But again, just involving the people on the ground and getting thoughts from the different communities that maybe they don't know very much about, or don't have a lot of representation from, is always I think a good first step into building resilient communities.

– (Interviewee E)

Another interviewee stated that the JVIC processes could be more specific and deliberate to reduce confusion:

Be more clear about what the resources can be used for, who it could be used for. For instance, if we have a \$1,600 budget, what can those funds be spent

on? How would you guys like the proof or the evidence that you want receipt? Do you want us to, in advance say, 'Hey, this is what I would like for my community. Will you approve this?' Because with my day job, that's what we do. We request funding for certain items and it's a nice little form.
 – (Interviewee F)

Additional to the previous five major improvement themes listed in **Table 7**, with less frequency collaborators also mentioned the following themes, listed in **Table 8** below, for JVIC improvement in their interviews.

Additional Improvement Suggestions

While some major themes emerged from participant responses, as discussed in the sections above, there were additional key suggestions from interviewees in the findings that are grouped together in this section.

Table 8: Additional Improvement Suggestions by Interview Participants

1	Outreach	Suggestions about how to reach people, including more people in the communities the CBOs serve
2	Permanent Solution	Suggestions that the need for the JVIC to be made permanent
3	Hire More (Multiple Language) Speakers and Translators	Suggestions on how many communities need emergency services and information translated
4	Include the youth	Suggestions about the need for the inclusion of young members and support for them
5	More funding for advocates / staff	Suggestions about the need for JVIC advocates to be better supported
6	Increased frequency of deliveries / supplies	Suggestions about increasing the amount of relief and supplies given to CBOs

One participant suggested that an option for outreach to community members should be a priority, especially in an emergency. They suggested texting as a means to reach people:

I think, you know, everyone has a phone, everyone has text messages. We work with a lot of people that don't have email, or don't really check it, or are not really social media savvy. But every single person I know can text... [J]ust

thinking of ways to get that [rapid texting], because I think that would be a game changer, especially in sensitive and fast-moving situations.

– (Interviewee E)

Additionally, many communities in Portland need emergency services and information translated. Some interviewees mentioned the need for the JVIC to hire additional language speakers/translators for the work and output, and the outreach the JVIC aims to provide.

Another collaborator suggested that a more permanent solution for the JVIC be created. A permanent option for CBO collaboration with the JVIC network could provide time for the JVIC to become established as a useful tool for the CBOs and the community members they serve.

Some participants expressed the need for the inclusion of young members and support for them:

I would love to see this as a continuance of support in addition to...the youth and the preparing our youth and everything. We can't be a great community of resilience if everyone is not included. So, I think that trying to use every able body, every able participant, as a means to community resilience, should be their approach.

– (Interviewee H)

One collaborator expressed the need for JVIC advocates themselves to be better supported, so they can do more work. Some interviewees said that, as supported in the ‘positive takeaways’ section of the first main theme of this synthesized report, “*Collaborator Reflections on Successes*,” working with the JVIC advocates was one of the most positive experiences during their time working with the JVIC. Supporting the folks at the City of Portland who did this work should be prioritized as an objective of the JVIC and similar programs by the governing bodies. By supporting these roles, the JVIC could be expanded in its capacity to support more CBOs.

Another participant suggested increasing the amount of relief and supplies given to CBOs, or increasing the frequency possibility of orders:

I would like [supply deliveries] to be more frequent than just a month, every month. If we could have our funding expanded, or our service delivery expanded to maybe twice a month, I think that would be more helpful, more useful. In addition to, you know, I can put in my requests for supplies for this month, and then before two weeks is out, we're looking at they've already been exhausted. And so we were able to multiply what we do have, and I know that

that is based on funding, right? It's based on what's available. But if somehow we can get the service delivery multiplied, I think that that would be a great improvement, at least from my end of things.

– (Interviewee H)

Throughout the pandemic it remained true that different CBOs had varying capacity for how they were able to respond to the COVID-19 pandemic. Some organizations needed more help than others, and community needs continued to change throughout the pandemic emergency. The greatest strength and limitation of the JVIC is that it served such a wide variety of organizations, who served an even greater diversity of Portlanders. However, while CBO needs and suggestions varied, notably all participants in this research project provided feedback with the aim to support the JVIC and continue participating with the network.

CONCLUSION

In response to the Portland Bureau of Emergency Management's initiatives to reach and support more Portlanders in emergency scenarios like the COVID-19 pandemic, this project aimed to explore "the response to the response" of the JVIC network for lessons learned. 12 research interviews were completed with representatives from different CBOs that collaborated with the JVIC during the COVID-19 pandemic. Data from these interviews was synthesized to identify similarities and differences in the interview responses, and ultimately to provide major domains or theme groups used in the analysis and organization of this report.

Analysis of the participants' experiences revealed four major domains, including: successes, challenges, relationships and representation, and future collaboration. Interviewees enumerated on "what worked" in their experiences with the JVIC, including but not limited to these successes: access to needed resources [for their communities]; advocates / staff connections with the City of Portland; freedom with relief spending; informational emails; their community being "at the table" during an emergency response; and the expressed humanity in the emergency services. Collaborators also noted what needed improvement during their work with the JVIC, including but not limited to: relief supplies stock issues; confusion with the [JVIC] processes; relief delivery and storage; email communications; JVIC transparency and clarity; no pay for work done; equitable community prioritization; and the need for culturally-specific product options in the relief supplies. Participants unpacked some of their thoughts on collaborating with the JVIC, and what that relationship meant to them. Further, some participants noted what it meant for them and their CBO to represent as well as provide resources for their community in a critical time. Finally, interviewees discussed working in the future with the JVIC, or a government program like it. All participants (12 people, all from different CBOs) agreed that they would like to continue working with the JVIC, noting that they would like to preserve the relationships built and/or made stronger by working together through the COVID-19 pandemic.

CBOs were introduced to a program that was new and imperfect, but that brought some unity and relief during a really tough time. The experiences of the CBOs with the JVIC can help guide us in the next iteration of community-level disaster response in Portland. An overarching theme

that came out of this research is that CBO-JVIC relationships were helpful to CBOs and their community constituents, and that unanimously, interviewed participants are interested in a continued relationship with the JVIC network or something like it.

Research participants described their pandemic experiences in their interviews and explained ways in which they experienced successes with the JVIC, and where the JVIC could use improvement. The results of this research suggest that CBOs found value in the JVIC.

Emergency relief provided by the JVIC directly, positively affected how CBOs were able to support their community members. CBOs were able to provide COVID-19 pandemic resources for their communities, and this provided unique opportunities for CBOs to become better-known hubs in their neighborhoods for future interactions. The City of Portland declined to re-fund the JVIC, and the program that supplied relief in the forms of financial assistance, cleaning and protective products, food and other items monthly to the involved CBOs demobilized in September 2021, 18 months after the program began.

Based on the results of this report, the JVIC can be used as an example for current community initiatives, such as NET training, in providing a bridge for understanding and support between emergency management and community members who have historically not participated or have been excluded from these initiatives. The JVIC shows how a community-focused method of engagement can broaden inclusivity in disaster scenarios. The JVIC brought emergency information and relief to CBOs who brought these to their community members, which could prove to be a model for success for other programs. Neighborhood Emergency Team (NET) training is currently engaged by community members seeking out the emergency groups; the data from this project suggests that if the emergency and training information was instead brought to community-based organizations such as the ones that were engaged in the JVIC network, this information could potentially have great utility for reaching more Portlanders. Indeed, the success of the JVIC for CBOs was also a success for PBEM, the City of Portland, and Multnomah County. The JVIC provides lessons on how Portland disaster planning and response initiatives were able to reach many Portlanders, especially Portlanders of color who are typically under-represented in emergency initiatives.

The JVIC provided a bridge and a bond between the governmental emergency services in Portland and people who needed help during an extremely challenging pandemic. Noting the first-hand experiences of the participants in this collaboration can serve to improve future work and community support. By understanding the perspectives of the individuals who directly worked with the JVIC, Portland can address the challenges that existed with the program and learn how to better support community groups in the future.

The JVIC was a special moment in Portland's history because of its inclusivity and the reach that the program had in getting relief items to Portlanders. The social structures of Portland have historically underrepresented and underserved Portlanders of color (City of Portland 2021), and the JVIC was a marked success in the face of that history. Participants in this research acted within the political social structures of Portland and emergency management as they interfaced with the JVIC, and the success of these relief efforts challenge the status quo of Portland's emergency management structure.

Preserving the relationships cultivated by this shared aid experience is an asset to future disaster preparedness and response as it provided a direct example of how to broaden aid pathways in Portland's communities, showing great promise for success in future applications. This study provides primary sources of feedback about how CBOs thought that working with the JVIC went. The recommendations that follow are guided by the input from these community leaders.

RECOMMENDATIONS

The recommendations provided below are informed by participant suggestions and their subsequent analysis as part of this study.

- ✦ Rejuvenate, fund, and support programs like the JVIC, because by doing so, the government directly supports and better connects with BIPOC communities, and underserved and under-reached communities in Portland, especially in disaster scenarios.
- ✦ Continue the JVIC program, even immediately; this could help Portlanders still in need due to COVID-19 effects. The effects of the pandemic have been far-reaching, and Portlanders would immediately benefit from continued relief and support.
- ✦ Cultivate relationships and building trust – the JVIC has done a really good job in creating relationships and building trust during the pandemic, and those connections should be preserved, if possible.
- ✦ Support aid and information groups. NETs and other existing preparedness groups should be supported in bridging their missions with active CBOs in the city. The City of Portland could bring NET training and workshops directly to interested CBOs and they may garner more interest and connection than if those community members had to reach out to NET on their own to participate.
- ✦ Connect with CBO leaders and identify needs. Culturally specific products in projects like the JVIC are important. Diapers, period products, culturally-specific hair and food products, and more are needed every day, but also in emergency situations. By connecting with CBOs and community leaders, emergency relief can begin with understanding the real need from real people before providing a good response.

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Annotated Bibliography

The following is a bibliography of Portland-local and informational resources that has been briefly annotated to describe the sources. It has been created in order to provide readers a concise collection of local resources and relevant information that may be useful for community groups in Portland and those who support them.

A. Community Resources

A.1 Resource Lists and Access Information

Community-Based Organizations (in Portland)

Multnomah County. 2022a. Organizations that Serve Specific Racial/Ethnic Populations in Multnomah County. Multnomah County. Retrieved from: <https://www.multco.us/diversity-equity/community-resources>

This is a list of community-based organizations around the Portland metropolitan area with short descriptions of what the organizations do. Many of the community groups on this list participated with the JVIC.

Community Health Resources

North by Northeast. 2022. Local Community Resources. North by Northeast: Community Health Center. Retrieved from: <https://nxneclinic.org/resources/>

A list of community health resources in Portland.

Community Resources and Services

Historic Parkrose. 2022. Parkrose Community Resources. Historic Parkrose. Retrieved from: <https://historicparkrose.com/resources/>

This is a resource list was compiled by Historic Parkrose for the Parkrose neighborhood in Portland, but this page details local resources for all Portlanders and includes information like what the resource options provide and who is eligible to access them. This page includes information and links for job openings, for BIPOC community members, for immigrant and refugee communities, for LGBTQIA2S+, employment resources, senior and youth resources,

resources for those unhoused or who are housing insecure, and local resources for those experiencing food insecurity.

Culturally Specific Organizations

Coalition Clinics 2022a. Culturally Specific Organizations. Coalitions of Community Health Clinics. Retrieved from: <https://coalitionclinics.org/resources/culturally-specific-organizations>

A short list of culturally specific groups in PDX.

LGBTQI2S+ Resources

Coalition Clinics 2022b. LGBTQI2S Resources. Coalitions of Community Health Clinics. Retrieved from: <https://coalitionclinics.org/resources/lgbtq-resources>

A short list with descriptions of LGBTQI2S resources and specific groups in PDX. This page also includes links for more information and important care.

Mental Health Resources

Coalition Clinics 2022c. Mental Health Resources. Coalitions of Community Health Clinics. Retrieved from: <https://coalitionclinics.org/resources/mental-health-resources>

A resource list with descriptions of crisis lines, counseling services, urgent clinics and other community mental health resources around Portland.

Recovery and Withdrawal Community Resources

Central City Concern. 2022. Recovery. Central City Concern. Retrieved from: <https://centralcityconcern.org/services/recovery/>

This page provides information and options for those seeking approaches to treating addiction and substance abuse, including links for inpatient and outpatient care, withdrawal treatment, recovery groups, counseling, and culturally specific addiction services.

Immigrant and Refugee Cultural Services Directory

Multnomah County. 2022c. Cultural Services Directory. Multnomah County. Retrieved from: <https://www.multco.us/global/cultural-services-directory>

A directory created by Multnomah County of nonprofits, faith groups and government programs that serve immigrants and refugees in the Portland metropolitan area.

Social Justice Nonprofits

Giving Compass. 2022. Social Justice Nonprofits. Giving Compass Network. Retrieved from: <https://givingcompass.org/nonprofits>

This is a vetted list of nonprofits in the Portland area that focus on strengthening democracy, racial justice, climate justice, and support immigrants and refugees. Charities in this list must [meet these criteria](#):

- Focus explicitly on equity, effectiveness, systems change and transparency. Explicitly address racial disparities in their giving strategy.
- Use a participatory grantmaking process and share the process transparently to the public
- Are BIPOC and/or LGBTQIA+ – led
- Detail components of systems change strategies in their materials (advocacy, organizing, policy change, voter engagement, public-private partnerships, sustained legislative accountability to communities)
- Center those who have been historically least-well served in their giving strategies (funding those furthest from opportunity first)

Portland Plan Communities

Portland Online. 2022. Portland Plan Communities. City of Portland. Retrieved from:

<https://www.portlandonline.com/portlandplan/index.cfm?c=51565>

A site of factsheets about Portland’s major regions and geographic communities.

A.2 Official Oregon COVID-19 Pandemic Emergency Information

Oregon COVID-19 Official Information and Resources

Oregon Office of Emergency Management. 2020a. Resources. COVID-19 Response.

Retrieved from: <https://www.oregon.gov/covid19response/Pages/Resources.aspx>

This is a list on the official State of Oregon website that names some COVID-19-specific statements and resources of official agencies. This list includes federal and state resources; employer, employee, and buyer resources; health insurance resources; childcare resources; homeless resources; mental health wellness resources; housing resources; utility resources; trucking advisory; court information on trials, hearings, and services; and COVID-19 visitation information from the Department of Corrections.

Oregon Health and Human Services Resources During COVID-19

GovStatus. 2022. Oregon Health and Human Services Resources During COVID-19.

Department of Homeland Security. Retrieved from: <https://govstatus.egov.com/or-dhs-community-resources>

This site lists vital information for Oregon during the COVID-19 pandemic, including COVID-19 official information, COVID-19 grant information, and information about official Oregon community services.

Portland COVID-19 Public Health Resources and Information

City of Portland. 2022d. COVID-19 Public Health Resources and Information. City of Portland. Retrieved from: <https://www.portland.gov/omf/covid-19-resources-and-information>

The City of Portland lists here city and regional resources to support communities during the pandemic, including resources to help access health care and information for assistance.

City of Portland's COVID-19 Response

City of Portland. 2021. The City's Response to COVID-19. City of Portland. Retrieved from: <https://www.portland.gov/pbem/news/2021/3/8/citys-response-covid-19>

This page publishes the City of Portland's emergency COVID-19 response that ultimately supported the JVIC during the pandemic, explaining funding and emergency coordination with community organizations.

Portland/Multnomah Joint Volunteer Information Center (JVIC) Official Page

City of Portland. 2022c. Portland/Multnomah Joint Volunteer Information Center (JVIC). City of Portland. Retrieved from:

<https://recovers.org/organizations/5eb1ccb6b028143f44006a73>

This page is the official JVIC page on the City of Portland website; it has limited information.

B. Resources for Community-Based Organizations and Groups

B.1 Funding Resources

Oregon's Funding Opportunities

Nonprofit Association of Oregon. 2022. Funding Opportunities. The Nonprofit Association of Oregon. Retrieved from: https://nonprofitoregon.org/resources/funding_opportunities

A directory of funding opportunities for community nonprofits in the Portland area.

Grants and Resources

Metro. 2022. Grants and Resources. Oregon Metro. Retrieved from:

<https://www.oregonmetro.gov/tools-partners/grants-and-resources>

A current directory with descriptions of grants to support community projects and programs in the Portland region.

Nonprofit Management and Fundraising Resources

OCF. 2022. Nonprofit Management and Fundraising Resources. Oregon Community

Foundation. Retrieved from: <https://oregoncf.org/grants-and-scholarships/grants-resources/nonprofit-management-and-fundraising-resources/>

A list with descriptions of resources for nonprofits, including information for leadership, management, funding, and networking.

B.2 Other Resources for Nonprofits

Resources for Nonprofit Organizations

Hands on Portland. 2022. Resources for Nonprofit Organizations. Hands on Greater Portland. Retrieved from: https://www.handsonportland.org/resources_for_organizations

This site gives a short list of volunteer recruitment and management resources, associations, and networks.

Oregon Charity Information

ODOJ. 2022. Resources for Nonprofit Organizations. Oregon Department of Justice.

Retrieved from: <https://www.doj.state.or.us/charitable-activities/>

This Oregon Department of Justice site lists information for the activities of charitable organizations in the state, including official information for starting, registering, and closing charities, an Oregon charity database, and useful laws and guidelines for nonprofits.

State of Oregon Nonprofit Resources

State of Oregon. 2022. Charitable Activities. Retrieved from:

<https://www.doj.state.or.us/charitable-activities/>

This official State of Oregon site lists state and federal nonprofit resources, including a database of charities and a guide to service from the Oregon Department of Justice. Also

included on the site are guidelines for getting started with a nonprofit, including step-by-step instructions with links.

C. Guiding Lenses and Educational Concepts

C.1 Equity and Empowerment

Equity and Empowerment Lens of Multnomah County

Multnomah County. 2022b. Equity and Empowerment Lens. Multnomah County Office of Diversity and Equity. Retrieved from: <https://www.multco.us/diversity-equity/equity-and-empowerment-lens>

Multnomah County's official webpage outlines the County's approach to equity in policies and programs, listing summaries, models, and resources.

Equity Information

City of Portland. 2022c. Equity and The Portland Plan. City of Portland. Retrieved from: <https://www.portlandonline.com/portlandplan/index.cfm?c=52630>

As part of the Portland Plan created by the City of Portland to address equity, this website lists information about equity in Portland including reports, coalitions, and documents for supporting information.

C.2 Social Capital and Collective Action

Social Capital, Collective Action, and Adaptation to Climate Change

Adger, W.N. 2003. Social Capital, Collective Action, and Adaptation to Climate Change. *Economic Geography*; Oxford Vol. 79, Iss. 4, (Oct 2003): 387-404. Permanent link: <https://doi.org/10.1111/j.1944-8287.2003.tb00220.x>

This article presents case studies of community responses to disasters in Southeast Asia and the Caribbean, demonstrating the importance of collective action when it comes to resilience in coping with climate change.

The Power of the People

Aldrich, D.P. 2011. The Power of People: Social Capital's Role in Recovery from the Kobe Earthquake. *Natural Hazards* 56:595-611. Retrieved from (download available here):

https://www.researchgate.net/publication/45380282_The_Power_of_People_Social_Capital's_Role_in_Recovery_from_the_1995_Kobe_Earthquake

This article investigates several neighborhoods in Kobe, Japan, after the 1995 earthquake, illustrating how social capital, such as community ties and usable knowledge, was important to community recovery.

Social Capital's Importance in Disaster Survival and Recovery

Aldrich, D.P. and Meyer, M.A. 2014. Social Capital and Community Resilience. In *Community Resilience Theory*. American Behavioral Scientist. Vol. 59(2) 254–269. Retrieved from: <https://doi.org/10.1177/0002764214550299>

This article highlights the critical role of social capital and networks in disaster survival and recovery and provides recent literature and evidence on the topic. The article concludes with recommendations.

C.3 Resiliency

Resilience: A Commentary

Barrios, R. 2016. Resilience: A commentary from the vantage point of anthropology. *Annals of Anthropological Practice*, 40(1), 28-38. Retrieved from:

<https://doi.org/10.1111/napa.12085>

This article critiques the analysis of resilience in communities and provides recommendations for practice that include an emphasis on equity and systemic transformation.

Resilience to What? Resilience for Whom?

Cutter, S. 2016. Resilience to What? Resilience for Whom? *Geographical Journal*, 182(2), 110-113. Retrieved from: <https://doi.org/10.1111/geoj.12174>

This is a collection of five independent papers that explore vulnerability and resiliency, how these are measured, and how their measurement helps inform disaster preparedness and recovery.

Resilience is Not Enough

Derickson, K. D. 2016. Resilience is not enough, *City*, 20:1, 161-166. Retrieved from:
<https://doi.org/10.1080/13604813.2015.1125713>

This article argues that ‘resilience’ is inadequate for promoting social justice, and that instead communities, governing groups, and researchers should use the alternative framework of ‘resourcefulness.’ Using case studies in Glasgow, Scotland, and Atlanta, Georgia, this article unpacks how resilience is not adequate because of inequalities and historical marginalization.

Urban Resilience Efforts Must Consider Social and Political Forces.

Eakin, H. et al. 2017. Urban Resilience efforts must consider social and political forces. *Proceedings of the National Academy of Sciences in the United States of America* 114(2):186-189. Retrieved from (full access): <https://www.pnas.org/doi/10.1073/pnas.1620081114>

This article explores socio-political sources of vulnerability that affect risk management and disaster planning and response.

APPENDIX A:

Community-Based Organizations

Below is a list of the community-based organizations (CBOs) that were in the network of the JVIC and served by the Portland Emergency Communication Center during the COVID-19 pandemic:

AFRICAN FAMILY HOLISTIC HEALTH ORGANIZATION	AFRICAN REFUGEE IMMIGRANT ORGANIZATION	AFRICAN WOMEN'S COALITION
AFRICAN YOUTH AND COMMUNITY ORGANIZATION (AYCO)	ASIAN FAMILY CENTER – IRCO	ASIAN PACIFIC AMERICAN NETWORK OF OREGON (APANO)
BEYOND BLACK CDC	BHUTANESE REFUGEES	BIENESTAR DE LA FAMILIA
BLACK COMMUNITY OF PORTLAND	BLACK PARENT INITIATIVE	BLACK RESILIENCE FUND
BRADLEY ANGLE HOUSE	CAREGIVING PROGRAM	CENTRAL CITY CONCERN
COALITIONS COMMUNITIES OF COLOR	COMMUNITY ALLIANCE OF TENANTS	DE ROSE COMMUNITY BRIDGE AND HOLISTIC WELLNESS
DISABLED REFUGEE ALLIANCE	DIVISION MIDWAY ALLIANCE	EBONY COLLECTIVE
ETHIOPIAN AND ERITREAN CULTURAL AND RESOURCE CENTER	FACT OREGON	FAMILIAS EN ACCION
FIRST CHURCH OF THE APOSTOLIC FAITH	GUERRERAS LATINAS	HACIENDA CDC
HAKI COMMUNITY ORGANIZATION	HISTORIC PARKROSE NPN	HOLLA MENTORS
HOME FORWARD	HUMAN SOLUTIONS	IMPACT NW
INDEPENDENT LIVING RESOURCES	INTERFAITH MOVEMENT FOR IMMIGRANT JUSTICE	IRAQI SOCIETY OF OREGON
IRCO - ALL PROGRAMS	IU MIEN ASSOCIATION OF OREGON	KAREN AND ZOMI REFUGEES
KIRKLAND UNION MANOR	LATINO NETWORK	LCS - ARABIC SPEAKERS
LUTHERAN COMMUNITY SERVICES NW	MADRONA PARK HOMELESS CAMP	MATT DISHMAN COMMUNITY CENTER
MERCY CONNECTIONS	METROPOLITAN FAMILY SERVICES - BELMONT	MINGALA GROCERY
MOTHER & CHILD EDUCATION CENTER	NAACP	NAMI MULTNOMAH
NATIVE AMERICAN YOUTH & FAMILY CENTER (NAYA)	NAYA	NEPALI BHUTANESE COMMUNITY
NEW AVENUES FOR YOUTH (NAFY)	NGOC CHAU TEMPLE	NORTHWEST ASSOCIATION OF SIERRA LEONE
NW SOMALI COMMUNITY ORGANIZATION OF OREGON	OPAL	OREGON FOOD BANK
OREGON LATINO HEALTH COALITION	OREGON PUBLIC HEALTH INSTITUTE (OPHI)	PACIFIC ISLANDER COMMUNITY THROUGH AFC
PLAY GROW LEARN	PORTLAND COMMUNITY REINVESTMENT INITIATIVE (PCRI)	PORTLAND DISABILITY JUSTICE COLLECTIVE
PORTLAND OPPORTUNITIES INDUSTRIALIZATION CENTER	PP&R MANAGED SUN SCHOOLS	PP&R TEENS PROGRAM
PROJECT DART PDX	PUEBLO UNIDO	REACH CDC
REAL CHOICE INITIATIVE	REAP	RISEN
ROSE CDC	ROSEWOOD INITIATIVE	RUSSIAN AND EASTERN EUROPEAN COMMUNITIES
ROHINGYA YOUTH ASSOC OF PDX (RYAP)	SAMOAN/CHUUKESSE COMMUNITY (NORTH PORTLAND)	SELF ENHANCEMENT INC (SEI)
SLAVIC COMMUNITY CENTER OF NW	SOLUTION WOMEN INTERNATIONAL FOUNDATION	SOMALI AMERICAN COUNCIL OF OREGON
SOMALI BANTU CITIZEN GROUP	SOMALI EMPOWERMENT CIRCLE	ST. JOHNS FOOD SHARE
SW SOMALI COMMUNITY	TOGO CORE	UNITED CONGOLESE COMMUNITY ORGANIZATION OF OREGON (UCCO)
URBAN LEAGUE	UTOPIA PDX	VERDE
VIETNAMESE COMMUNITY OF OREGON	VILLAGE GARDENS	VOZ WORKERS' RIGHTS
WENO PHS FONOTON OREGON ORGANIZATION	YELLOW BRICK ROAD	

(List provided by the [City of Portland, 2021](#))

This is a map created for this project to see the list of CBOs in Portland (not comprehensive, some are not mapped, and may not be up to date):

<https://www.google.com/maps/d/u/0/edit?mid=1KBfPeG81VTzIBQkabVmL&sKHC8yfPdXH&usp=sharing>

APPENDIX B: Informed Consent Form

Verbal permission from subjects was obtained by the researcher prior to the start of each interview.

The consent script was as follows:

Thank you for agreeing to participate in this research study. Please be aware that we will not ever connect any of your statements with your name, and any research publications or reports would never include your name or any identifying information. You can stop participation at any time and choose not to answer any questions during this discussion.

All participants will be given a Consent to Participate in Research form which gives details on all researcher contact information as well as key information, participant rights, and university contact information.

Consent to Participate in Research

Project Title: Participation and Perceptions of Community-Based Disaster Preparedness and Response in Portland, Oregon

Population: Adults / In-depth Semi-structured Interviews

Sponsor: Portland Bureau of Emergency Management

Researchers: Sarah Smalley (Clay), Anthropology Department

Jeremy Spoon, Anthropology Department

Amy Lubitow, Sociology Department

Portland State University

Researcher Contact: Sarah Smalley (Clay): [Smalley \(Clay\)3@pdx.edu](mailto:Smalley(Clay)3@pdx.edu) / 530.526.1231

Amy Lubitow: alubitow@pdx.edu / 503-725-3989

Jeremy Spoon: jspoon@pdx.edu / 503-725-9729

You are being asked to take part in a research study. The box below highlights key information about this research for you to consider when making a decision about your participation.

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Carefully look over the information in this form and ask questions about anything you do not understand before you make your decision.

Key Information for You to Consider

- **Voluntary Consent.** You are being asked to volunteer for a research study. It is up to you whether you choose to participate or not. There is no penalty if you choose not to participate or discontinue participation.
- **Purpose.** The purpose of this research is to review participation and perceptions of community preparedness and response to disasters in Portland, Oregon. This research aims to provide supporting information such as program review, participant perspectives, and lessons learned to the Portland Bureau of Emergency Management, Neighborhood Emergency Teams, and other community mutual aid programs.
- **Duration.** It is expected that your participation will last approximately 30 to 90 minutes.
- **Procedures and Activities.** In the interviews, you may be asked a series of questions that pertain to your volunteer or professional work and experience in disaster preparedness and response.
- **Risks.** There are no known risks from participating in this study.
- **Benefits.** While there are no direct benefits from participating in this research, the researcher(s) hope to gather information that will be returned to participants and organizing groups that may support community voice, participation, and representation in Portland disaster work.
- **Alternatives.** Participation is voluntary and the only alternative is to not participate.

Who is conducting this research?

The researchers Sarah Smalley (Clay) and Amy Lubitow from Portland State University are asking for your consent to this research.

What happens to the information collected?

The final outcome of this research will be a final report that will synthesize research findings and provide lessons learned to the Portland Bureau of Emergency Management, Neighborhood

Emergency Teams, all other research participants, and any interested parties. Referencing the information gathered from this work, we will also write a critical applied thesis paper to address my research questions, which will also be made available to interested parties. Identifiable information will not be included.

How will my privacy and data confidentiality be protected?

We will take measures to protect your privacy and to protect the security of all of your personal information, including changing all names and storing all information on a password-protected computer. Your name will never be used in any reports or publications without your consent. Despite these precautions, we can never fully guarantee the confidentiality of all study information. Individuals and organizations that conduct or monitor this research may be permitted access to inspect research records. This may include private information. These individuals and organizations include the Portland State University Institutional Review Board that reviewed this research and the graduate research advisor.

What if I want to stop participating in this research?

Your participation is voluntary. You do not have to take part in this study, but if you do, you may stop at any time. You have the right to choose not to participate in any study activity or completely withdraw from participation at any point without penalty or loss of benefits to which you are otherwise entitled. Your decision whether or not to participate will not affect your relationship with the researchers or Portland State University.

Will I be paid for participating in this research?

This research is voluntary. You will not be paid to participate.

Who can answer my questions about this research?

If you have questions, concerns, or have experienced a research related injury, contact the research team at:

Sarah Smalley (Clay) (Graduate Student Researcher)

530.526.1231

[Smalley \(Clay\)3@pdx.edu](mailto:Smalley (Clay)3@pdx.edu)

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Jeremy Spoon (Faculty Advisor/ PI)

503-725-9729

jspoon@pdx.edu

Amy Lubitow (Faculty Researcher/ PI)

503-725-3989

alubitow@pdx.edu

Who can I speak to about my rights as a research participant?

The Portland State University Institutional Review Board (“IRB”) is overseeing this research. The IRB is a group of people who independently review research studies to ensure the rights and welfare of participants are protected. The Office of Research Integrity is the office at Portland State University that supports the IRB. If you have questions about your rights, or wish to speak with someone other than the research team, you may contact:

Office of Research Integrity

PO Box 751

Portland, OR 97207-0751

Phone: (503) 725-5484

Toll Free: 1 (877) 480-4400

Email: psuirb@pdx.edu

APPENDIX C: Interview Questions

This research employed semi-structured interviews as the primary form of data collection. Below is the list of questions vetted by the Portland State University Internal Review Board that participants interviewed for this research project were asked. Interviewees were welcomed to elaborate and provide details to these questions with their verbal responses.

Questions for Community-Based Organization Interviewees:

1. What is your affiliation with (your organization, or with Portland/Multnomah Joint Volunteer Information Center (JVIC))?
2. How/why did you get involved with (JVIC)? (Were you recruited, invited by a friend, did you reach out on your own?)
3. How did you learn about (JVIC)?
4. Did you experience any obstacles in trying to participate (at any stage, with your organization or JVIC)? If yes, have you heard of others experiencing any issues?
5. Do you think the JVIC makes efforts to reach out to underrepresented communities in your area? Can you describe some of these efforts?
6. What do you think could be done to support more robust participation of underrepresented community members from your neighborhood in JVIC? Do folks volunteer? If yes, what are the roles of the volunteers?
7. What was the best or most helpful part of working with the JVIC?
8. What has been the most frustrating part of working with JVIC?
9. What could the JVIC improve upon: something to stop doing, start doing, expand on, reduce?
10. Do you think (your organization) would or would not like to continue affiliation/work with the Portland/Multnomah Joint Volunteer Information Center (JVIC) after COVID-19? Why or why not?
11. Do you think your neighborhood is prepared for another public health emergency, such as an earthquake? What are your thoughts/concerns?
12. Do you think that has changed since the COVID-19 pandemic? (Regarding thoughts to the above question)
13. What would you like to see more/less of in the future (with the JVIC)?

Is there anything that you would like to add? (Open session)