



# Summary Report on Awareness to Action:

A Workshop on Motivating the Public to Prepare

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## Contents

<b>Executive Summary .....</b>	<b>3</b>
<b>Workshop Overview .....</b>	<b>7</b>
<b>Setting the Stage.....</b>	<b>9</b>
Leadership Remarks.....	9
Research and Insights .....	10
<b>Discussion Summaries .....</b>	<b>13</b>
Defining Preparedness .....	14
Motivating the Public to Prepare .....	17
Target Audiences .....	18
Defining Success.....	21
Identifying Channels.....	21
<b>Recommendation Summaries .....</b>	<b>22</b>
Points of General Agreement.....	22
Recommendations for a Future Campaign.....	22
Participant Recommendations for Addressing Communication Challenges .....	23
Topics that Warrant Further Discussion .....	25
Final Point.....	25
<b>Appendixes</b>	
A. Invitation to Summit	
B. Participant List	
C. Workshop Agenda	
D. 2011 FEMA National Household Survey Findings	
E. Panelist Presentation Slides	

## Executive Summary

On June 27–28, 2012, the Federal Emergency Management Agency (FEMA) and the American Red Cross (Red Cross) hosted a workshop to discuss how to improve preparedness messaging to encourage the public to prepare themselves and their families for a disaster. After two days of intensive discussions, participants, including academics and researchers, practitioners, and private sector partners, came to an important conclusion—while this is not easy and there is no silver bullet, the potential exists to significantly improve our preparedness messaging strategies.

Participants brought to the workshop their own insights and experiences, which were bolstered by workshop presentations from high-profile speakers including: W. Craig Fugate, FEMA Administrator; Gail McGovern, Red Cross president and CEO; Ali S. Khan, M.D., Director of the Centers for Disease Control and Prevention (CDC)'s Office of Public Health Preparedness and Response; Dennis Mileti, Professor Emeritus of the University of Colorado Natural Hazards Center; Kate Long, Manager, California Emergency Management Agency; and Amanda Ripley, author of *The Unthinkable*.

Researchers from FEMA, the Red Cross, and Columbia University also provided participants with findings from their latest research on preparedness messaging and audiences before participants were asked to discuss the problem statements in small groups. Navigating through questions ranging from the definition of preparedness itself to the definition of success, as well as the channels and messaging to use to reach success, the following insights emerged.

### **Points of General Agreement**

Participants enthusiastically discussed the problem statements and the many communication challenges they raised, but did not agree on all solutions. Overall, they concurred that no silver bullet currently exists in terms of communicating effectively with the public about preparedness. Much work remains to be done to identify and implement the most effective solutions, which besides communication may also include legislative policy or incentives.

Participants did generally agree upon some of the fundamentals on communicating about preparedness, such as use of an emotional messaging and targeting messaging to various groups or by hazard.

### **Recommendations for Future Messaging**

The following chart summarizes participant recommendations for a new national preparedness messaging strategy in comparison to the current FEMA and Red Cross Ready campaigns.



*Summary of Participant Recommendations for Future Preparedness Messaging in Comparison to the Current Ready and Be Red Cross Ready Campaigns*

Element	Current Ready Campaign	Current Be Red Cross Ready Campaign	Future Messaging
<b>Target Audience</b>	Entire population, with customized messages for youth and businesses.	General public.	Segmented audiences based on shared characteristics and information needs.
<b>Primary Message</b>	Be Informed, Make a Plan, Build a Kit (Get Involved).	Get a kit, Make a Plan, Be Informed.	Either a national message with targeted micro campaigns or a single common message for use across demographics. Messages should build upon motivators, which may include a sense of responsibility for others, targeted messages, and an understanding of the risks and consequences.
<b>Primary Channels</b>	Advertising, Web.	Advertising, Web, In-Person Workshops, Talks.	Trusted messengers, social media and mobile, traditional media, and peer-to-peer communication.
<b>Research Base</b>	Primarily focused on the attributes of people who are and are not taking action.	Primarily focused on the attributes of people who are and are not taking action.	Available research from multiple sources on preparedness messaging and actions, supplemented by focus group testing of potential messages with intended audiences.

**Participant Recommendations for Addressing Communication Challenges**

Participants arrived at several recommendations on how to resolve specific communication challenges. Summaries of these recommendations follow.

*Define Success*

Significant discussion took place about the need to define success in terms of preparedness. Such clarity around a shared definition of success is necessary to ground messaging and enable the preparedness field

to develop consistent measures for tracking progress and identifying best practices. Top recommendations for defining success were:

- Survival;
- Self-sufficiency and empowerment; and
- Changing the social norm.

### ***Define the Target Audience(s)***

Workshop participants agreed overall that audience segmentation enables messaging to reach people according to their willingness to take steps toward preparedness and their ability to lead others. While several potential target audiences exist, the majority of participants recommended targeting:

- Those who depend upon themselves for protection from disasters;
- Those who others may rely on to lead during a disaster; and
- Children, who can play a strong and influential role in family preparedness.

### ***Define Preparedness***

Workshop participants agreed that the preparedness field needs clear direction around what they should be asking people to do to become prepared. While they recommended hazard-specific or other tailored messages at the local level, they also generally concurred that a national preparedness message that serves as the backbone or infrastructure for local messaging is needed. Participants most frequently identified the following as the definition of preparedness:

- Learn the risks, know what steps to take, and know what resources to access before, during, and after an emergency;
- Learn the actions that enable survival; and
- Plan ahead, practice, and be ready for a disaster.

### ***Choose the Appropriate Messenger***

Over the course of the workshop, several themes emerged in terms of appropriate messengers to convey preparedness messaging to the public. These themes included the following:

- Call upon **disaster survivors** to share their stories in their own words.
- Facilitate **peer-to-peer** communications.
- Support **local organizations** in their ability to convey targeted preparedness messages.

### ***Modify the “Three Steps”***

A majority of workshop participants recommended that the “three steps” – Be Informed, Make a Plan, Build a Kit – be used as an organizing principle rather than as the primary message of a national preparedness campaign.

***Develop and Test Messaging***

Participants were split between whether there should be a new overarching national “umbrella” message that will allow customization for use in various micro campaigns or a single national message. Different appeals and approaches can be tested as umbrella messages, such as the humor involved in the CDC’s “Zombie Apocalypse” blog. Umbrella messages developed for testing should include societal values and emotional connections and draw upon an individual’s:

- Feelings of responsibility for self and others, including family members, pets, neighbors, employees, and businesses;
- Preference for targeted messages that are narrowly focused; hazard-specific; tailored to a specific demographic, community, or region; or targeted by interest; and
- Understanding of the risks and consequences, including the understanding that something they care about is at risk, that benefits of being prepared outweigh the costs, and that there are potentially significant consequences of not taking action.

## Workshop Overview

### Introduction

On June 27–28, 2012, the Red Cross and FEMA hosted Awareness to Action: A Workshop on Motivating the Public to Prepare. This two-day meeting brought together a select panel of academics and researchers, practitioners, and private sector partners to discuss ways in which preparedness messaging could be improved to encourage the public to take the steps necessary to prepare themselves and their families for a disaster. (See Appendix A for the invitation letter, Appendix B for a list of participants, and Appendix C for an agenda.) According to a series of surveys conducted by FEMA, the public today is little more prepared to respond to a disaster than it was several years ago. Despite nine years of a three-pronged message to: (a) be informed; (b) make a plan; and (c) build a kit, only about one half of households currently have disaster plans and supplies set aside, and only one-third are aware of local hazards. (See Appendix D for a summary of the 2011 FEMA National Household Survey results.)

This report summarizes observations and input from workshop participants about how those in the preparedness field could better communicate with the public about disaster preparedness. The focus is on providing strategies to help move the preparedness field forward, based on an analysis of expert presentations and participant input. In addition to the insights gained during the workshop, FEMA and the Red Cross benefitted from the perspectives shared by preparedness experts, social scientists, marketing specialists, practitioners, and a variety of others through FEMA's [IdeaScale](http://fema.ideascale.com) (<http://fema.ideascale.com>). This online tool enables stakeholders to contribute to the ongoing dialogue about how to better motivate individual and community emergency preparedness, disaster response and recovery, and other emergency management topics. The Red Cross, FEMA, and the many stakeholders in preparedness communication and education are encouraged to share insights gained from these proceedings and use the summarized input to test and better inform their own initiatives as well as support increased coordination of preparedness messaging nationwide.



*Participants work in multidisciplinary discussion groups*

### Workshop Objectives

FEMA and the Red Cross convened this workshop to identify recommendations that would inform and guide the preparedness field in developing the next generation of public preparedness messaging and education and outreach strategies. The workshop's intent was to generate strategies that will ultimately lead to a coordinated messaging platform focused on moving the public from awareness to action; that is, those behaviors necessary for individual self-reliance and community resilience.

## Framing the Discussion

Workshop attendees addressed the following series of questions around the complexities of messaging and messaging strategies to move the public from awareness to action. A summary of workshop discussion on these problem statements appears beginning on page 7: Discussion Results.

- *Defining Preparedness*
  - What is preparedness for individuals?
  - What do you think of the “three steps”—(a) be informed, (b) make a plan, (c) build a kit—as a way of organizing the many actions that encompass preparedness?
  - What are alternatives to how we talk with the public about preparedness?
  - What if we threw away the “three steps” entirely?
- *Motivating the Public to Prepare*
  - What motivates someone to prepare?
  - What do we need to do differently to communicate with the public about preparedness?
- *Target Audiences/Channels*
  - Should we approach preparedness communication with a multi-level segmentation strategy?
  - How can we segment the public, and which way would be most effective?
  - If we use different messages per audience, what should be consistent across our messages and what can be different?
  - What channels should we use?
- *Success*
  - What does success look like in terms of individual preparedness?

## Discussion Process

The two-day workshop included four working group sessions to allow participants to focus on each of the above problematic statements. Each session opened with a presentation by experts in that topic area. (See Appendix E for presentation slides.) Prior to the workshop, participants were organized into multidisciplinary discussion groups. Each participant received a workbook outlining the objective of each session, the problem statements to be discussed, and the format for reporting out responses. The workbooks, which were collected at the end of the workshop, also provided space in which individual participants could add personal thoughts. Trained facilitators guided participants through each session.



*Participants discuss ideas and document feedback in discussion groups.*



## Setting the Stage

### Leadership Remarks

Russ Paulsen, Red Cross' Executive Director for Community Preparedness and Resilience, opened the workshop by welcoming participants, defining the workshop process, and urging participants to consider "everything on the table" in identifying ways to motivate the public to prepare for disasters.

Gail McGovern, American Red Cross President and CEO, drew on her long experience in disaster response to point out that those who have lived through a disaster are most likely to prepare themselves for another. There still are many individuals, however, who fail to acknowledge their risk, despite the fact that unexpected disasters turn people's lives upside down every day. Ms. McGovern noted that there are many opportunities to surround people with preparedness messaging, primarily by "having a consistent message and saying it over and over again."

Ali S. Khan, M.D. from the CDC's Office of Public Health Preparedness and Response, noted that CDC has made tremendous progress in terms of public health over the last decade. Significant challenges still remain—the excellence in public health is not always connected very well across sectors, outreach to vulnerable populations is poor, and communities have not been trained to provide the services that exceed federal disaster response capacity. There are successes from which to learn. The CDC "[Zombie Apocalypse](http://emergency.cdc.gov/socialmedia/zombies.asp)" blog (<http://emergency.cdc.gov/socialmedia/zombies.asp>) went viral soon after its launch in advance of hurricane season. Dr. Khan stressed that the first consideration of this campaign was the message, which must be the basis of any campaign.

W. Craig Fugate, FEMA Administrator, observed that the disappointing results of the 2011 FEMA National Household Survey are a clear sign that changes should be made in preparedness messaging. He pointed out, however, that successes in changing social norms around health and safety exist, such as the increase in seatbelt use and the decrease in smoking. Mr. Fugate asked participants to consider the desired outcome of preparedness. Is it making people comfortable during a disaster? Keeping them alive long enough for help to arrive? Having enough survivors to help each other? His ideal outcome would be having "being prepared" as the new social norm.

Paulette Aniskoff, FEMA's Director of Individual and Community Preparedness Division, together with Russ Paulsen, gave closing



***"We want to  
alleviate  
suffering even  
before it  
happens."***

***— Gail McGovern,  
American Red Cross  
President and CEO***



***FEMA Administrator Craig  
Fugate addresses participants***

remarks. She noted that the Red Cross and FEMA convened the workshop because their agencies know they can do better at messaging and know that they cannot accomplish this alone. Aniskoff called the workshop, with its gathering of experts, “eye opening.” FEMA and the Red Cross will use participants’ input to make informed decisions about messaging with the limited resources available. She thanked participants and stressed that, thanks to their hard work over the course of the workshop, “more people will suffer less the next time something bad happens.”

### **Research and Insights**

The following section presents key points made by expert presenters to lay the foundation for discussion. A common theme across presentations was that effective messaging is based on a deep understanding of key factors, such as what motivates people to act, the knowledge people need to act, and the use of segmented data. In addition, there is significant value in having people hear the same message from multiple sources.

### **Current State of Preparedness**

#### ***Red Cross Public Preparedness Research in the Gulf Coast and Colorado and Message Testing in California, presented by Sharon Silva, Red Cross***

In 2010 and 2011, the Red Cross conducted an awareness and action survey across two areas—the Gulf Coast and Colorado. Results of the survey indicate the following:

- Concern for the safety of families or others is a key factor motivating individuals to prepare.
- As measured by the number of steps taken, the primary factor promoting preparedness among low-income respondents in the areas surveyed was receiving preparedness information from a number of sources (i.e., hearing a message repeated).

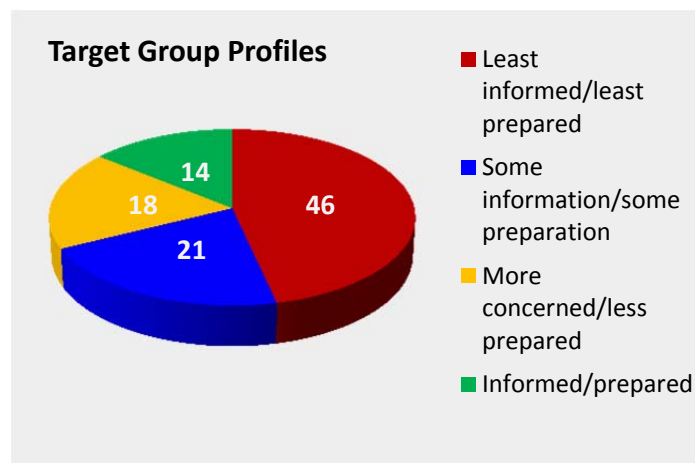
In 2012, the Red Cross tested preparedness messages through focus groups for two very different campaign approaches—Game Plan (San Francisco) and Real Disaster (Los Angeles). While focus group participants viewed both campaigns as acceptable, they indicated that:

- A very specific checklist would be key to helping them take action; and
- They want to feel like heroes in responding to disasters, without being bullied or scared into action.

#### ***FEMA National Surveys, presented by Karen Marsh, FEMA Individual and Community Preparedness Division***

FEMA has conducted national preparedness surveys since 2003 as well as more recent urban and hazard-specific surveys. The results indicate that the percentage of households that have made a plan or built a kit has not increased substantially. Over the years, the preparedness surveys found similar results for increases in knowledge, skills, and training. Despite these findings, there is reason to be optimistic. FEMA survey results from the Central U.S. Great ShakeOut campaign, which focused on community involvement in an earthquake drill and also included earned media outreach focused on a high-profile preparedness event, found that those who heard the campaign messaging were more likely to understand the protective action of “Drop, Cover, and Hold On” and were more prepared.

Based on an analysis of the 2011 FEMA National Household Survey, FEMA identified four psychographic profiles that could be used to better tailor preparedness messaging. Profiles, by percentage of the population, and conclusions follow:



- **Least informed/least prepared:** This group, which is roughly half of the U.S. population, is more likely to be young (18 - 34 years old), does not believe its community is likely to experience a disaster, and expects to rely on the government and nonprofits for support after a disaster.
- **Some information/some preparation:** This group knows how to prepare, and about half will have conducted three or more preparedness behaviors. However, this group tends not to believe preparedness will help it handle a natural disaster, so there is a conflict between awareness and preparedness. This group would benefit from education and understanding.
- **More concerned/less prepared:** This group is more likely to be of lower income and education. Members of the group believe their communities are at high risk of a disaster and that the disaster will be severe. They do not believe preparedness will help and expect to rely on the government and nonprofits for support after a disaster. This group could benefit from support and confidence building.
- **Informed/prepared:** This group is more likely to be between the ages of 35 and 64. More than two-thirds of the group will have demonstrated three or more preparedness behaviors, and have confidence in their ability to respond. This group could be the real champions of change by talking with others about preparedness.

### **Key Considerations in Future Preparedness Messaging**

**Dennis Mileti, Professor Emeritus, University of Colorado Natural Hazards Center (see Appendix E for single slide)**

Dr. Mileti has spent 25 years studying how to motivate people to prepare for disasters. His primary recommendation on messaging, without question, would be having peer-to-peer communication. Research confirms that having neighbors, friends, and relatives show someone what to do is more powerful than having FEMA or the Red Cross tell someone what to do.



**Panelists Dennis Mileti, Kate Long, Tony Foleno, and Amanda Ripley provide messaging insights**

**Kate Long, Deputy Program Manager, California Emergency Management Agency, Earthquake and Tsunami Program (see Appendix E for slides)**

Ms. Long has focused on creating values-based preparedness messages. According to social science, people make decisions on two levels—emotional and rational. The emotional level involves personal values (why I care) and emotional benefits and consequences (how it makes me feel). The rational level involves functional benefits and consequences (what I will experience) and attributes (perceived beliefs about an issue). People tend to be persuaded by reason, but motivated by emotion. Emotion is powerful because it tends to be associated with deeply held and stable values. Preparedness messaging needs to tap into an emotion, such as family protection, that raises preparedness above competing messages.



**Tony Foleno, The Ad Council, Senior Vice President for Research and Evaluation**

Similar to previous speakers, Mr. Foleno emphasized that appealing to emotion may be the key to effective preparedness messaging. He then posed crucial questions for the participants to consider:

- We all agree on the barriers. Can we align on the core motivators?
- What should the tone be? Inspirational? Urgent? Alarmist?
- What is the call-to-action? Broad behavior or one or more specific behaviors?
- Which of the audiences represent low-hanging fruit?

People today are bombarded with competing messages. Great campaigns that can effectively reach people have four attributes:

1. Clear and single-minded—it's easy to get right away.
2. Relevant—it's for people like me and benefits me.
3. Tangible—what is it you want me to do?
4. Contains an emotional component.

**Amanda Ripley, author, "The Unthinkable: Who Survives When Disaster Strikes—and Why"**

Ms. Ripley explained that in terms of preparedness education, people need to have a basis for action, to feel confident in their ability to respond, and to feel as if they own the problem. She stressed that messaging needs to leverage the experiences of the thousands of disaster survivors because real-life stories provide a critical connection between emotion and action. Ms. Ripley also emphasized that information must be useful—for example, interviews with plane crash survivors reveal that about half watched the safety video briefly and only half of them found it useful.

***"If you don't give them a story, they will not remember."***

***— Amanda Ripley***



Dr. Abramson explained that his analysis of NCDP's research indicated that there were two paths leading people to a family emergency plan: the cognitive, experiential, or contextual path (e.g., past experiences or perception of localized risk) and the psychological or attitudinal path (e.g., confidence in government or self-efficacy).

A man with a beard and glasses, wearing a dark suit, white shirt, and grey tie, is speaking into a microphone. He is gesturing with his left hand. The background shows an interior space with a white door and a sign that says "EXIT".

1. **Lions (20 percent)**—those who think others will turn to them to lead;
2. **Lone wolves (60 percent)**—those who will depend on themselves for protection; and
3. **Lambs (20 percent)**—those who expect leadership and assistance from others.

The following section summarizes key themes that emerged from working group discussions, prioritized by the frequency with which they were mentioned. These results do not include insights from other available research or data and showcase the wide range of opinions and ideas on each topic across the field, as evidenced by the word cloud below on the answer to the first question regarding defining preparedness.

[illegible]

## Defining Preparedness

### *What is preparedness for individuals?*

Participants were asked to first define “preparedness” as the basis for the discussions to follow. Their responses were wide-ranging, from awareness and survival to planning and sustainability.

- **Knowledge and awareness.** The most common response from participants was that preparedness was an awareness of potential risks and threats and knowing what steps to take and what resources to access in order to stay safe when a disaster strikes.
- **Survival and adaptability.** Another common response from participants was that preparedness meant that individuals had taken the steps that would enable them to survive on their own until assistance arrived. Participants also viewed preparedness as the ability to withstand and adapt to an external hazard or to absorb the shock of a disaster. “Survival” was defined in terms of community sustainability as well as human life.
- **Planning and readiness.** Participants described preparedness as planning, conducting drills, and being prepared to respond to a variety of disasters and their consequences.
- **Self-reliance and personal responsibility.** Participants saw individual preparedness as the ability of each person to confidently and independently navigate through unforeseen situations.
- **Resilience and sustainability.** Participants responded that individual preparedness meant having the ability needed to help businesses, communities, and themselves recover as quickly as possible. This ability to rebound from a disaster would be key to personal and community sustainability.

### Captured in Conversation

*“First know, then do things,  
then share with people  
around you.”*

*“The word ‘preparedness’  
means absolutely nothing to  
the majority of people.”*

In addition, participants stated that individual preparedness is the understanding that each person exists as part of a network, having peace of mind and the appropriate tools to respond to whatever disaster strikes.

### *What do you think of the “three steps” to (1) be informed, (2) make a plan, and (3) build a kit, as a way of organizing the many actions that encompass preparedness?*

Participants were divided as to the value of the current “three steps” as a message framework, with several feeling strongly that the “three steps” should be retired.

**Positive aspects** were that the “three steps” are:

- **Simple.** The steps are easy to remember, and they follow a familiar pattern of ideas being broken into three. In addition, their simplicity allows for tailoring to different situations.

- **Good organizing tool.** The steps provide an umbrella for other behaviors, which make them a good tool for organizing more specific behaviors and actions.
- **Universal.** The one-size-fits-all steps are broad enough to include varied preparedness actions, and can be used to address multihazard preparedness.
- **Calling for self-reliance.** The steps are valuable in that they place responsibility for preparedness on the individual.

Negative aspects were that the “three steps” are:

- **Too vague and overly simplistic.** The steps are too universal and undefined to be actionable.
- **Unemotional.** The steps lack an emotional punch or connection that might inspire someone to heed a call to action.
- **Incomplete.** The “three steps” do not include a call to action or a timeline. They are not connected to survival. They also lack any references to mitigation actions, getting involved, or the dual-use concept that highlights things people already have and use every day but can be critical to disaster response.

In addition, participants stated that the “three steps” are not memorable, require too many actions, and miss the idea of being connected before and after a disaster with one’s family and community.

#### *What are alternatives to how we talk with the public about preparedness?*

Participants offered many potential ways that messaging might better engage individuals in preparedness and referenced insights shared within presentations made by Amanda Ripley, Kate Long, and Tony Foleno.

- **Include survivor stories.** The most common recommendation from participants was to have survivors share their personal stories, highlighting how they survived, what they needed to know, and what they wished they had known. These stories should come from people “like us” and be told in their own words.
- **Appeal to benefits, emotions, and underlying values.** Survival is an emotional concept, so messaging should include both a cognitive and emotional appeal. The emotional element should tap into a deeply held value associated with it (e.g., family and parent as protector).
- **Be fact based.** Messaging should be frank, based on facts, and provide honest information about specific threats.

#### **Captured in Conversation**

*“There’s a fallacy that the kit will keep you safe.”*

*“It’s the person-to-person connection that stays with people.”*

*“The outcome of a disaster is determined before the fireman leaves the firehouse.”*

- **Connect the individual with others.** Messaging should stress the importance of a person's connection with his or her community and neighbors; that is, each person's role within a larger network.
- **Be actionable.** Messaging should have a call to action that highlights what is important or a single, short message to drive people to act.
- **Be organized by hazard.** All-hazard messages seem too vague to be actionable, so a series of disaster-specific messages may be more effective. Not everyone should receive every message.
- **Connect preparedness to daily life.** Messaging should demonstrate how preparation can be part of daily life and is as essential as efforts to maintain physical health. Similarly, preparedness should be cast as something that is familiar and usable.

### Captured in Conversation

*“There has to be consequences, policies to reinforce messages.”*

*“That’s the bottom line, not just survive, thrive.”*

*“We need an emotional call to action.”*

### *What if we threw away the “three steps” entirely?*

In lieu of the current three-step message, participants described various approaches for the Red Cross and FEMA to consider, some of which included insights shared within presentations made by Dennis Milet, Kate Long, and Tony Foleno.:

- **A national, all-hazards umbrella message that would provide:**
  - An infrastructure and platform for all other supporting, coordinated messaging;
  - Emotional branding for preparedness to unite the effort, encourage peer-to-peer dialogue, communicate dense information, and show specific behaviors to change;
  - A common, uniting, and lasting theme; and
  - An all-hazards approach without all-hazards terminology.
- **Hazard-specific “micro campaigns” that would:**
  - Focus on each individual hazard;
  - Focus on more geographical, targeted, and specific messaging;
  - Target campaigns to individual communities, with messengers closer to home; and
  - Tailor customizable materials to be used by communities nationwide.

### Captured in Conversation

*“It has to be peer-to-peer and day-to-day.”*

*“It’s overwhelming to think all hazards.”*

*“We need a message that kids all know.”*



- **A combination of an umbrella campaign and hazard-specific plans that would provide:**
  - A broad, motivational umbrella statement paired with narrow, local statements;
  - A link between a macro message and local messages based on context such as demographics, geography, hazard, and seasonality; and
  - Consideration of public-private partnerships and use of trusted, known messengers.
- **Modifications recommended to the current “three steps” would include:**
  - More guidance on using the “three steps” at the state or local levels;
  - A re-ordering of the steps;
  - A change of focus to present the “three steps” as an organizing tool; and
  - Revisions to the messaging around the steps.

## Motivating the Public to Prepare

### *What motivates someone to prepare?*

Participants identified the following as potential motivators in promoting preparedness, some of which included insights shared within presentations made by Dennis Mileti and Tony Foleno.

- **Responsibility for others.** Many individuals appear driven by their responsibility for others, such as being their family’s first responder; protecting family or pets from harm; and helping to ensure the well-being of their property, neighbors, employees, and businesses.
- **A targeted message.** Individuals may find messages that are narrowly focused; hazard-specific; tailored to a specific demographic, community, or region; or targeted by interest as more relevant and actionable.
- **Understanding risk and consequences.** Individuals may be more motivated to prepare if they have a clear perception of the risk and consequences and that the risk involves something they value. Individuals also need to understand the reason for the call to action and that the benefits of being prepared outweigh the costs.
- **Safety.** Being safe and secure or keeping others and property safe is a familiar motivator.
- **Self-efficacy.** Many individuals will act on the belief that they and their actions can help resolve problems. Similarly, individuals can be motivated to act by appealing to their “I can do it” self-image, a sense of their own mastery, and contributions to family and community survival.
- **Being a hero.** Individuals can be motivated to prepare by making them feel that they can save lives or will be a role model or leader to others.
- **Survival.** Self-preservation is one of the most basic human motivators.

### **Captured in Conversation**

*“You want your business to survive.”*

*“I think basic survival is a motivator.”*

*“I started taking it seriously the day my wife brought home my daughter.”*

In addition, participants stated that peer-to-peer interaction, fear-based messaging, actionable messages, and an emphasis on self-reliance would be worth exploring to motivate the public to prepare.

*What do we need to do differently to communicate with the public about preparedness?*

Participants recommended wide-ranging approaches to preparedness messaging, from content to development and testing, some of which referenced insights shared by Dennis Mileti, Kate Long, Tony Foleno, and Amanda Ripley.

- **Segment messaging.** Instead of a universal, one-size-fits-all hazards approach, organizations communicating about preparedness should segment messages by location, hazard, demographics, culture, motivation, or by timing of disaster.
- **Focus on survival and quality of survival.** Messaging should be personal and discuss the role of self-reliance, self-preservation, comfort and quality of survival, and thriving or recovering after a disaster.
- **Be direct and specific.** Messaging should tell individuals exactly what they should do, in clear, frank, specific, and honest wording.
- **Tap into fear.** Messaging should consider leveraging fear or doubt as these can be an individual's reason to act when paired with the support needed to take the actions.
- **Create an umbrella message.** An umbrella message is needed to unite various efforts and be a rallying point. This message should apply to variety of situations, work at all levels, and be the platform upon which tailored campaigns could be built.
- **Reinforce connectivity.** Messaging should connect individual preparedness to family, peers, neighbors, social networks, organizations, and services.
- **Test messages.** The validity and value of proposed messaging should be tested through evidence-based strategies and practice drills, such as during the Great ShakeOut for earthquakes.

In addition, participants stressed that messaging should address the costs and benefits of preparedness at the individual and community level, leverage the power of family and children, include survivor stories, and better define preparedness and success. Participants also noted that the current “three steps” might serve communication in some capacity.

**Target Audiences**

*Should we approach preparedness communication with a multi-level segmentation strategy?*

Segmentation is a messaging strategy that divides a broad target audience into smaller groups based on shared characteristics and information needs. Messaging is then tailored to each audience segment, with the intent of making it more relevant and actionable to that group. Participant opinions fell into three distinct camps as to whether messaging around audience segments or a universal message would be more effective.

- **A slight majority disagreed with a multi-level segmentation strategy.** Those who disagreed with a multi-level segmentation strategy believed that there should be one common, overarching message that cuts across demographics and serves as a connection point. This group felt that

segmentation would cost more to implement and that this approach would be premature because we have yet to determine a specific call to action.

- **A slightly smaller set of participants agreed with a multi-level segmentation strategy.** Those who agreed with a multi-level segmentation strategy felt, in some cases strongly, that it needed to promote preparedness among special populations such as those of differing abilities or at different stages of change. This group also believed in “micro campaigns” and the value of filtering and targeting messages.
- **Others supported a combined approach.** Those who agreed with a combined approach felt that a national, universal message would be helpful, supplemented by micro campaigns at the local level.

**Captured in Conversation**

*“Once we get attention, then we need to get them to more complex messages.”*

*“We’ve got to make it easy.”*

***How can we segment the public, and which way would be most effective?***

Participants agreed that different groups offer different opportunities to promote preparedness, and that segmentation could help by “meeting the audience where they are.” They identified several possible audience segments, with many references to Dr. Abramson’s research into lions, lone wolves, and lambs:

- **Those who will depend on themselves for protection, or the “lone wolves.”** Lone wolves make up the largest segment of the public, so targeting this group could produce the “biggest bang for the buck.” In addition, the only group from which to get more “lions” (i.e., self-perceived leaders) is from the self-sufficient wolves.
- **Those who think that others will turn to them as leaders, or the “lions.”** This segment of the public may already see themselves as likely protectors of the vulnerable. Because they already indicate a willingness to adopt a desired behavior (e.g., self-sufficiency, leadership), they are a low-hanging fruit and can be urged to influence and lead others. Lions are potential force multipliers.
- **Children.** Children can influence their parents, are future leaders, and can be influenced more than adults.
- **Caregivers.** Caregivers already feel responsible for others, which casts them in a decision-making role every day. Messaging can appeal to their existing connections and responsibility for others.

**Captured in Conversation**

*“It is shocking how unprepared businesses are.”*

*“We need to stop future lambs.”*

- **Other vulnerable populations.** This segment includes the elderly, low-income individuals, migrants, and those with chronic health conditions, all of whom pose unique challenges during disasters and depend upon others or community services.
- **Family chief operating officers.** This segment of the public is whoever the principal planner within a family is, and may be parents, caregivers, children, or teenagers.

In addition, participants mentioned a variety of additional potential audiences, such as specific age or regional groups, mothers, schools, those who expect leadership and assistance from others (i.e., “lambs”), and non-English speakers.

*If we use different messages per audience, what should be consistent across our messages and what can be different?*

Participants identified the following elements of consistent and different, or tailored, messages, some of which reference insights shared by Kate Long, Tony Foleno, and Amanda Ripley.

- **Consistent across messages**
  - **Science based.** Messages should be based on facts, with a clear presentation of risk.
  - **Survival as ultimate goal.** Messages should stress that the goal of preparedness is to save as many lives as possible.
  - **Manage expectations.** Messages should be realistic in what preparedness can achieve. While some disasters cannot be prevented, their impact can be mitigated.
  - **Research based.** Messaging should be based on formative research into the attitudes, behaviors, and motivating factors of different audience segments.
  - **Focused on engaging the community.** Messages should take a whole community approach to preparedness. In addition, messaging should stress each individual’s connection to the larger community and his or her role in resilience.
- **Different across messages**
  - **Messengers.** Those who deliver the message, such as federal and local agencies, survivors, or peers, can differ according to the message being shared.
  - **Sense of urgency.** Messages can differ in their sense of urgency; the greater the risk of a disaster, the more urgent the call for preparedness should be.
  - **Gateway events or hazards.** Messages can reflect that not all communities are at the same risk of the same hazards. Engaging individuals in preparing for the most relevant risk can also result in their taking preparedness steps that apply to other hazards.
  - **Population- or geographic-specific issues.** Messaging can focus on issues that are most relevant to a particular population (e.g., families) or a geographic region (e.g., hurricanes).
  - **Words used (vocabulary).** The vocabulary used to convey a message will be more effective if it is understandable and relevant to the target audience.



## Defining Success

More than one expert presenter urged attendees to consider messaging in terms of what success—or the desired outcome—would look like. Participants offered the following ways to describe success in terms of individual preparedness, some of which reference insights shared within presentations made by Dennis Mileti and Tony Foleno.

- **Survivability.** Success is measured in terms of fewer casualties and injuries or the ability to survive a catastrophic event.
- **Self-sufficiency and empowerment.** Success is represented by a collective responsibility and ownership in preparing for and responding to disasters so that individuals do not need to rely on first responders.
- **Changing the social norm.** Success is a newly formed culture of preparedness and readiness, where preparedness becomes part of day-to-day routines and communication.
- **Understanding and preparing for protective actions.** Success means that people know the steps to take, have the tools required, and have taken action to protect themselves.
- **Increasing the dialogue on disasters.** Success is demonstrated by peer-to-peer communication and an increase in the dialogue around emergency and disaster preparedness.
- **Ability to bounce back.** Success is when individuals and communities have the capacity to return to their daily activities as quickly as possible and to a healthy economy. Success also is being a more resilient nation.
- **Policy and incentives.** Success is reflected in policy and legislative components that support preparedness and offer incentives for participation.

### Captured in Conversation

*“We need a rallying call, then once you’ve got them, here’s the action.”*

*“We’ve got to figure out something we can evaluate and work toward it.”*

*“I think it’s definitely survival, but we can’t stop there.”*

In addition, participants stated that communicating well after a disaster, making incremental improvements toward preparedness, and preparing for the entire lifecycle of events would result in greater success.

## Identifying Channels

When asked which channels we should use to reach the public regarding preparedness, participants’ responses were mostly grouped into the following themes, presented in the order in which they were most frequently mentioned.

- **Trusted Messengers.** As individuals tend to listen more intently to messengers they trust, participants recommended working with the faith community, employers, teachers, elected officials, doctors and nurses, scientists, academia, and local first responders.

- **Social Media and Mobile Communications.** With the continued growth of social networks, participants recommended using tweets, texting, other social media, and mobile applications (e.g., weather app) to reach individuals' social streams.
- **Traditional Media.** Participants also recommended traditional media, which remains a significant source of information nationwide, including TV and radio, and leveraging the interplay between traditional and social media.
- **Talking to Other People.** A frequent theme mentioned throughout the workshop by participants was the importance of peer-to-peer communication and word of mouth as key information channels.

In addition, participants noted transportation messaging, hazard-specific drills, survivor stories, and additional trusted messengers such as caregivers, disability leaders, and celebrities.

## Summary of Recommendations

This section summarizes insights generated during the workshop from both expert panel presentations and participant expertise that inform messaging strategies around preparedness.

### Points of General Agreement

Participants enthusiastically discussed the problem statements and the many communication challenges they raised, but did not agree on all solutions. Overall, they concurred that no silver bullet currently exists in terms of communicating effectively with the public about preparedness. Much work remains to be done to identify and implement the most effective solutions, which besides communication may also include legislative policy or incentives as supportive infrastructure.

Participants did generally agree upon some of the fundamentals on communicating about preparedness, such as use of emotional messaging and targeting messaging to various groups, by hazard, or other segmentation strategy.



*Marcus Coleman, Program Specialist,  
FEMA Individual and Community  
Preparedness Division*

### Recommendations for a Future Campaign

The following chart summarizes participant recommendations for a new national preparedness messaging strategy in comparison to the current FEMA and Red Cross Ready campaigns.

*Summary of Participant Recommendations for Future Preparedness Messaging in Comparison to the Current Ready and Be Red Cross Ready Campaigns*

Element	Current Ready Campaign	Current Be Red Cross Ready Campaign	Future Campaign
Target Audience	Entire population, with customized messages for youth and businesses.	General public.	Segmented audiences based on shared characteristics and information needs.
Primary Message	Be Informed, Make a Plan, Build a Kit (Get Involved).	Get a kit, Make a Plan, Be Informed.	Either a national message with targeted micro campaigns or a single common message for use across demographics. Messages should build upon motivators, which may include a sense of responsibility for others, targeted messages, and an understanding of the risk and consequences.
Primary Channels	Advertising, Web.	Advertising, Web, In-Person Workshops, Talks.	Trusted messengers, social media and mobile, traditional media, and peer-to-peer communication.
Research Base	Primarily focused on the attributes of people who are and are not taking action.	Primarily focused on the attributes of people who are and are not taking action.	Available research from multiple sources on preparedness messaging and actions, supplemented by focus group testing of potential messages with intended audiences.

**Participant Recommendations for Addressing Communication Challenges**

Participants arrived at several recommendations on how to resolve specific communication challenges. Summaries of these recommendations follow.

### *Define Success*

Significant discussion took place about the need to define success in terms of preparedness. Such clarity around a shared definition of success is necessary to ground messaging and enable the preparedness field to develop consistent measures for tracking progress and identifying best practices. Top recommendations for defining success were:

- Survival;
- Self-sufficiency and empowerment; and
- Changing the social norm.

### *Define the Target Audience(s)*

Workshop participants agreed overall that audience segmentation enables messaging to reach people according to their willingness to take steps toward preparedness and their ability to lead others. While several potential target audiences exist, the majority of participants recommended targeting:

- Those who depend upon themselves for protection from disasters;
- Those who others may rely on to lead during a disaster; and
- Children, who can play a strong and influential role in family preparedness.

### *Define Preparedness*

Workshop participants agreed that the preparedness field needs clear direction around what they should be asking people to do to become prepared. While participants recommended hazard-specific or other tailored messages at the local level, they also generally concurred that a national preparedness message that serves as the backbone or infrastructure for local messaging is needed. Participants most frequently identified the following as the definition of preparedness:

- Learn the risks, know what steps to take, and know what resources to access before, during, and after an emergency;
- Learn the actions that enable survival; and
- Plan ahead, practice, and be ready for a disaster.

### *Choose the Appropriate Messenger*

Over the course of the workshop, several themes emerged in terms of appropriate messengers to convey preparedness messaging to the public. These themes included the following:

- Call upon **disaster survivors** to share their stories in their own words.
- Facilitate **peer-to-peer** communications.
- Support **local organizations** in their ability to convey targeted preparedness messages.



***Modify the “Three Steps”***

A majority of workshop participants recommended that the “three steps” – Be Informed, Make a Plan, Build a Kit – be used as an organizing principle rather than as the primary message of a national preparedness campaign.

***Develop and Test Messaging***

Participants were split between whether there should be a new overarching national “umbrella” message that will allow customization for use in various micro campaigns or a single national message. Different appeals and approaches can be tested as umbrella messages, such as the humor involved in the CDC’s “Zombie Apocalypse” blog. Umbrella messages developed for testing should include societal values and emotional connections and draw upon an individual’s:

- Feelings of responsibility for self and others, including family members, pets, neighbors, employees, and businesses;
- Preference for targeted messages that are narrowly focused; hazard-specific; tailored to a specific demographic, community, or region; or targeted by interest; and
- Understanding of the risk and consequences, including the understanding that something they care about is at risk, that benefits of preparing outweigh the costs, and that there are potentially significant consequences of not taking action.

**Topics that Warrant Further Discussion**

Participants did not reach a consensus on some aspects of preparedness messaging that were highlighted during the course of the discussions, including:

- Whether the “three steps” should remain with modifications or be discontinued;
- Whether fear would be an effective motivator for behavior change;
- Whether survival should be the goal or something else such as quality of life post-disaster; and
- Whether segmenting the public as “lions, lambs, and lone wolves” is the most effective strategy.

**Final Point**

Overall, workshop participants expressed enthusiasm for continuing the conversation into the future, with many indicating their availability and interest to contribute as needed. FEMA and the Red Cross are committed to establishing a national messaging framework, built upon existing social science research, the findings of this workshop, and new audience research, which can be leveraged by all organizations that conduct outreach regarding preparedness and that can help promote the use of consistent, compelling messages nationwide.

## **Appendixes**

- A. Invitation to Summit
- B. Participant List
- C. Workshop Agenda
- D. 2011 FEMA National Household Survey Findings
- E. Panelist Presentation Slides

## Appendices

- A. Invitation to Summit**
- B. Participant List**
- C. Workshop Agenda**
- D. 2011 FEMA National Household Survey Findings**
- E. Panelist Presentation Slides**

## Appendix A: Invitation to Summit

The American Red Cross and FEMA invite you\* to:  
*Awareness to Action:*

*A Workshop on Motivating the Public to Prepare*

at

The historic American Red Cross headquarters

1730 E Street, NW, Washington, DC 20006.

June 26-27, 2012

Our nation's resilience depends upon individuals and families preparing for potential hazards in their communities. However, public preparedness remains elusive. We seek to develop a set of messages and a coordinated approach to disseminating those messages which will result in greater public preparedness.

This workshop is the first step in that process. The American Red Cross and FEMA are inviting preparedness experts, social scientists, marketing specialists, and practitioners to a two-day workshop to wrestle with some of the most critical questions in preparedness messaging and chart a path forward to more effective communication and messaging strategies.

A sampling of the issues to be discussed are as follows:

- What motivates people to prepare? Should we focus on their values, social norms, their risks, and/or the benefits of preparedness?
- Are the "3 steps" (a disaster plan, kit, information) what we want to ask the public to do?
- Should preparedness messaging be the same for all audiences or differ by target audiences?

\* Note: Attendance is extremely limited for this event and this invitation is non-transferable.

## Appendix B: Participant List

First Name	Last Name	Business Name	Title
<b>David</b>	Abramson	National Center for Disaster Preparedness	Deputy Director and Director of Research
<b>Bill</b>	Andrews	American Red Cross	Vice President
<b>Paulette</b>	Aniskoff	FEMA	Director of Individual & Community Preparedness
<b>Tomara</b>	Arrington	U.S. Fire Administration	Program Manager
<b>Harvey</b>	Ball	US Department of Health and Human Services	Senior Public Health Advisor
<b>Debra</b>	Ballen	Insurance Institute for Business & Home Safety (IBHS)	General Counsel and SVP of Public Policy
<b>Mitchell</b>	Bass	New York City Office of Emergency Management	Program Manager
<b>Mark</b>	Benthien	Southern California Earthquake Center	Director for Communication, Education, and Outreach
<b>Kellie</b>	Bentz	Points of Light	Director, Disaster Services
<b>Chris</b>	Bernstein	FEMA	Web Program Manager, Ready Campaign
<b>Brian</b>	Blake	Central U.S. Earthquake Consortium	Program Coordinator
<b>Jake</b>	Bogoch	Leo Burnett	Senior Strategist
<b>Selma</b>	Bouhl	American Red Cross	VP - Marketing Strategy & Integration
<b>Jenelle</b>	Cardone	DHS/FEMA	Supervisory Program Specialist
<b>Aretha</b>	Carter	FEMA	
<b>Marcus</b>	Coleman	FEMA	
<b>Ben</b>	Curran	FEMA	NGO Coordinator
<b>Suzy</b>	DeFrancis	American Red Cross	Chief Public Affairs Officer
<b>Kelly</b>	DeGraff	Corporation for National and Community Service	Director, Disaster Services
<b>Dan</b>	Desantis	ICF International	
<b>Elizabeth (Liz)</b>	DiGregorio	American Red Cross	Senior Director, Programs
<b>Daniel</b>	Dodgen	HHS/ASPR	Director, ABC Division
<b>Joseph B</b>	Donovan	Beacon Capital Partners	Senior Vice President
<b>Nancy</b>	Dragani	Ohio Emergency Management Agency	Executive Director
<b>Angi</b>	English	Texas Governor's Committee on People with Disabilities	Executive Director
<b>Tony</b>	Foleno	The Ad Council	Senior Vice President, Research & Evaluation
<b>Carol</b>	Freeman	ICF International	Vice President
<b>Craig</b>	Fugate	FEMA	Administrator
<b>CC</b>	Gachet	AARP	Campaign Optimization Lead
<b>Amy</b>	Gibson-Grant	Ad Council	VP, Campaign Director
<b>Corey</b>	Gruber	FEMA	Assistant Administrator, National Preparedness Directorate



**Summary Report on Awareness to Action:  
A Workshop on Motivating the Public to Prepare**

*February 2013*

<b>Katherine</b>	Herbst	American Red Cross	Program Associate
<b>Douglas</b>	Hilderbrand	Dept. of Commerce	NOAA Policy Adviser
<b>Nicole</b>	Hoffman	USAonWatch-The National Sheriffs' Association	Program Coordinator
<b>Kristin</b>	Hogan Schildwachter	San Francisco Department of Emergency Management	Strategic Communications Planners
<b>Laura</b>	Howe	American Red Cross	Vice President, Public Relations
<b>Steve</b>	Jensen	American Red Cross Scientific Advisory Council	
<b>Ana-Marie</b>	Jones	Collaborating Agencies Responding to Disasters (CARD)	Executive Director
<b>Elleen</b>	Kane	HHS/ASPR	Public Affairs Specialist
<b>Mike</b>	Kangior	DHS Policy Office	Director of Resilience Policy
<b>Allen</b>	Kay	Korey Kay & Partners	Chairman/CEO
<b>Kevin</b>	Kelley	American Red Cross	Sr. Director, Operations, Community Preparedness and Resilience Services
<b>Paul</b>	Kesner	U.S. Department of Education	Lead, Center for School Preparedness
<b>Ali</b>	Khan	Centers for Disease Control and Prevention	Director, Office of Public Health Preparedness and Response
<b>Butch</b>	Kinerney	Federal Insurance and Mitigation Administration, FEMA	Chief, Strategic Communications
<b>Diane</b>	Klopach	U.S. Department of the Treasury	Deputy Program Manager, Emergency Management & Continuity
<b>Sara</b>	Kuban	U.S. Department of Homeland Security	Director of External Engagement, Office of Public Affairs
<b>Sharon</b>	Kushnir	DHS/FEMA	Program Manager
<b>Donovan</b>	Leighton	NBCUniversal	Vice President - Threat Analysis
<b>Kate</b>	Long	California Emergency Management Agency	Earthquake and Tsunami Program Deputy
<b>Rocky</b>	Lopes	Representing: International Assoc. of Emer. Mgrs.	Manager, Education and Outreach
<b>Keri</b>	Lubell	Centers for Disease Control and Prevention	Senior Scientist
<b>Leslie</b>	Luke	County of San Diego Office of Emergency Services	Group Program Manager
<b>Darryl</b>	Madden	Ready Campaign	Director
<b>Karen</b>	Marsh	FEMA Individual and Community Preparedness Division	Program Specialist
<b>Harry</b>	Mayer	US Dept Health and Human Services	HHS PPD #8 Coordinator
<b>Gail</b>	McGovern	American Red Cross	President and CEO
<b>Nicole</b>	McKoin	Target	Sr. Business Partner- Strategic Partnerships
<b>Dennis</b>	Mileti	University of Colorado, Natural Hazards Center	Professor Emeritus
<b>Amy</b>	Mintz	American Red Cross	Senior Director, Government Operations, Disaster Services
<b>Jeannie</b>	Moran	FEMA	Youth Director
<b>Tom</b>	Moran	All Hazards Consortium	Executive Director
<b>Paul</b>	Myers	Save the Children: Domestic Emergencies Unit	Program Specialist

**Summary Report on Awareness to Action:  
A Workshop on Motivating the Public to Prepare**

*February 2013*

<b>David L.</b>	Myers	DHS Center for Faith-based and Neighborhood Partnerships	Director
<b>Bob</b>	O'Connor	National Science Foundation	Program Director, Decision, Risk and Management Sciences
<b>Courtney</b>	Partlow	ICF International	
<b>Alicja</b>	Patela	Disaster Distress Hotline	Communications Coordinator
<b>Jacqueline</b>	Patterson	NAACP	Director, Environmental and Climate Justice
<b>Russ</b>	Paulsen	American Red Cross	Executive Director, Community Preparedness and Resilience
<b>Dennis</b>	Petroskey	U.S. Travel Association	Senior Vice President, Communications
<b>Steve</b>	Precker	Teracore	
<b>Tod</b>	Pritchard	Wisconsin Emergency Management	Emergency Preparedness Coordinator
<b>Karen</b>	Quarles	American Red Cross	Director, Federal Relations
<b>Dante</b>	Randazzo	FEMA ICPD	Program Specialist
<b>Clarice</b>	Ransom	U.S. Geological Survey	Congressional Affairs (detail), Office of Communications and Publishing
<b>Richard</b>	Reed	American Red Cross	Vice President, Preparedness & Resilience Strategy
<b>Jeff</b>	Rent	Miss. Emergency Management Agency	Dir. of External Affairs
<b>Amanda</b>	Ripley		
<b>Marcie</b>	Roth	FEMA	Director, Office of Disability Integration and Coordination
<b>Randolph</b>	Rowel	Morgan State University	FEMA Public Sector Representative
<b>Sharron</b>	Silva	American National Red Cross	Director, Market Research
<b>Margaret</b>	Silver	Centers for Disease Control and Prevention	Health Communication Specialist
<b>Jessica</b>	Smith	FEMA	Director, External Affairs
<b>Jackie</b>	Snelling	FEMA	FEMA Individual and Community Preparedness
<b>Daniel</b>	Stoecker	National VOAD	Executive Director
<b>Dan</b>	Stoneking	FEMA	Director, Private Sector, Office of External Affairs
<b>George</b>	Sullivan	American Red Cross	Director of Preparedness
<b>Cindy</b>	Taylor	FEMA	Deputy Director, External Affairs
<b>Dom</b>	Tolli	American Red Cross	Vice President Product Management and Development for Preparedness Health and Safety Services
<b>Rachel</b>	Welborn	Southern Rural Development Center	Program Manager
<b>Rose</b>	Whitehair	National Congress of American Indians	
<b>Lynda</b>	Williams	FEMA	
<b>Michele</b>	Wood	CSU Fullerton	Assistant Professor
<b>Chad</b>	Wood	Department of Homeland Security	WMD Advisor
<b>Jacqueline</b>	Yannacci	American Red Cross	Program Manager
<b>Ashley</b>	Zohn	FEMA	Program Analyst

## Appendix C: Workshop Agenda

### Day 1

8:00-8:30am	Registration
8:30-8:45am	Welcome from <b>Gail McGovern</b> , <i>President and CEO of the American Red Cross</i>
8:45-9:15am	<b>Presentations:</b> American Red Cross Civic Preparedness Survey and FEMA National Survey
9:15-10:30am	Key Considerations for Future Preparedness Messaging <b>Moderator:</b> <ul style="list-style-type: none"><li>• <b>Richard Reed</b>, <i>Vice President Preparedness and Resilience Strategy, American Red Cross</i></li></ul> <b>Panelists:</b> <ul style="list-style-type: none"><li>• <b>Dr. Dennis Mileti</b>, <i>Professor Emeritus, University of Colorado Natural Hazards Center</i></li><li>• <b>Kate Long</b>, <i>Earthquake and Tsunami Program Deputy, California Emergency Management Agency</i></li><li>• <b>Tony Foleno</b>, <i>Senior Vice President for Research, Ad Council</i></li><li>• <b>Amanda Ripley</b>, <i>Author of The Unthinkable</i></li></ul>
10:30-10:50am	<b>BREAK</b>
10:50-11:00am	<b>Introduction of Working Group Activities</b>
11:00am-12:00pm	<b>Work Session 1:</b> Working Group Discussion: How do we define preparedness for the public? Do we have a better option than the 3 steps?
12:00-1:15pm	<b>LUNCH ON YOUR OWN</b>
1:15 – 2:00pm	Continue Work Session 1 and report outs
2:00-2:15pm	<b>BREAK</b>
2:15-2:30pm	<b>Remarks</b> from <b>Dr. Ali S. Khan</b> , <i>Director CDC Office of Public Health Preparedness and Response</i>
2:30-3:30pm	<b>Work Session 2:</b> Working Group Discussion: How do we motivate the public to prepare?
3:30-3:45pm	<b>BREAK</b>
3:45-4:30pm	Continue Work Session 2 and report outs

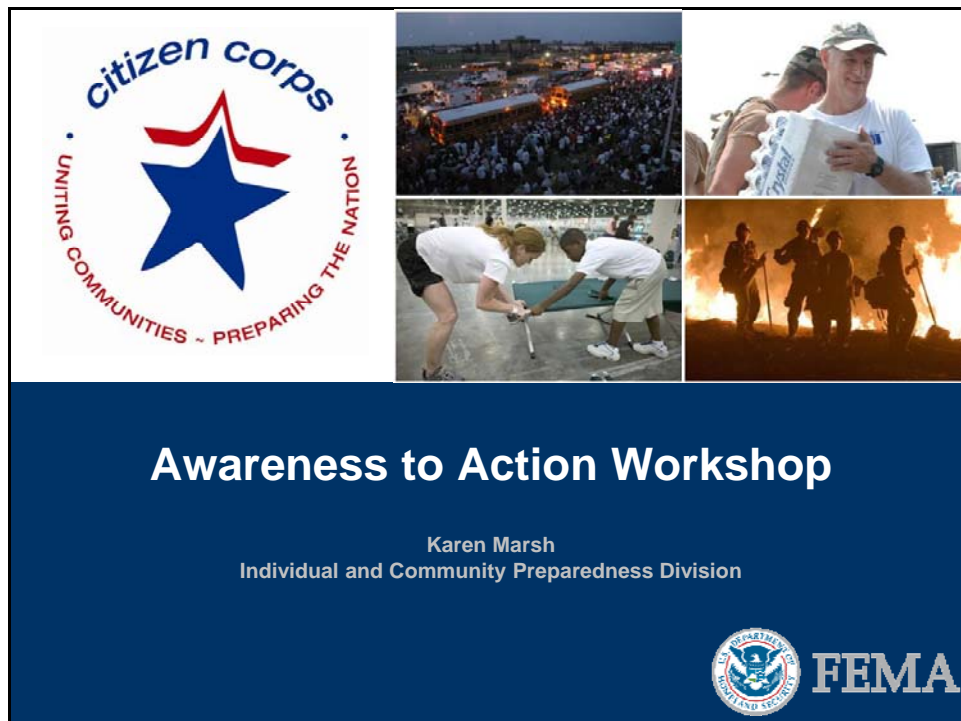
**Summary Report on Awareness to Action:  
A Workshop on Motivating the Public to Prepare**

*February 2013*

**Day 2**

<b>8:30-9:00am</b>	<b>Remarks</b> from <b>Craig Fugate</b> , <i>FEMA Administrator</i>
<b>9:00-9:20am</b>	<b>Framing</b> by <b>Dr. David Abramson</b> , <i>Director of Research, National Center for Disaster Preparedness</i>
<b>9:20-10:40am</b>	<b>Work Session 3:</b> Working Group Discussion: Who should be targeted with preparedness education and should different audiences receive different messages?
<b>10:40-11:00am</b>	<b>BREAK</b>
<b>11:00-11:45am</b>	Continue Work Session 3 and report outs
<b>11:45am-1:00pm</b>	<b>LUNCH ON YOUR OWN</b>
<b>1:00pm-2:30pm</b>	Final reports and large group discussion
<b>2:30pm-3:00pm</b>	Workshop wrap up and next steps

## Appendix D: 2011 FEMA National Survey Findings



### FEMA Research on Individual Preparedness

- **National Surveys:**
  - Personal Preparedness in America: 2007, 2009, 2011
  - Ready Campaign Tracking Surveys: 2004-2011, periodic Hispanic focus
- **Urban Area Surveys:**
  - Indianapolis, New York City, Houston, San Francisco: 2007
  - Chicago, Houston, Los Angeles/Long Beach, New York/Newark, San Francisco, National Capital Region: 2009
- **Hazard Specific Surveys:**
  - Central States Earthquake Preparedness Survey: 2011
  - Flood Awareness Survey: 2010





## Framing Preparedness



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3

## Snapshot of the 3 Steps: Plan and Kit

Make a Plan	2007	2009	2011
Developed household plan	42%	44%	46%
Discussed with other household members	37%	41%	42%

Build a Kit	2007	2009	2011
Reported having supplies	53%	57%	52%
Reported having updated supplies and named three or more supplies	26%	35%	33%



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4

## Snapshot of the 3 Steps: Be Informed

Knowledge, Skills, Training	2007	2009	2011
Knows local hazards	-	34%	32%
Familiar with community alerts and warning systems	45%	50%	44%
Familiar with community evacuation plan	-	-	17%
Attended a meeting on how to be better prepared	23%	25%	27%
Participated in workplace shelter-in-place drill	27%	27%	28%
Attended first aid skills training	33%	37%	37%
Attended community emergency response training	10%	13%	13%

“-” indicates question not asked for survey fielded that year



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## Snapshot of the 3 Steps: Be Informed

Protective Actions: Ability to Respond	2007	2009	2011
Sudden Natural Disaster (earthquake/tornado) -- first 5 min	57%	53%	51%
Weather Emergency (hurricane/snowstorm)	-	-	67%
Flood	-	-	52%
Wildfire	-	-	44%
Terrorist Act -- first 5 min	19%	20%	22%
Hazardous Materials Accident (release of chemical agent) -- first 5 min	23%	26%	25%
Disease Outbreak	-	-	35%

“-” indicates question not asked for survey fielded that year



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## Snapshot of the 3 Steps: Be Informed

Protective Actions Earthquake	Correct Answers	Incorrect Answers	Don't Know
<b>Correctly Stated</b>			
Get down close to the ground	71%	24%	5%
Get under a big piece of furniture or other cover	59%	38%	3%
Hold on to something	55%	40%	5%
<b>Incorrectly Stated</b>			
In an earthquake, you should get in a doorway	32%	64%	3%



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## A Fourth Step: Get Involved

Get Involved	2007	2009	2011
Volunteered to support emergency responder organizations or community prep/safety	23%	23%	22%
Volunteer to help in a disaster	32%	34%	34%



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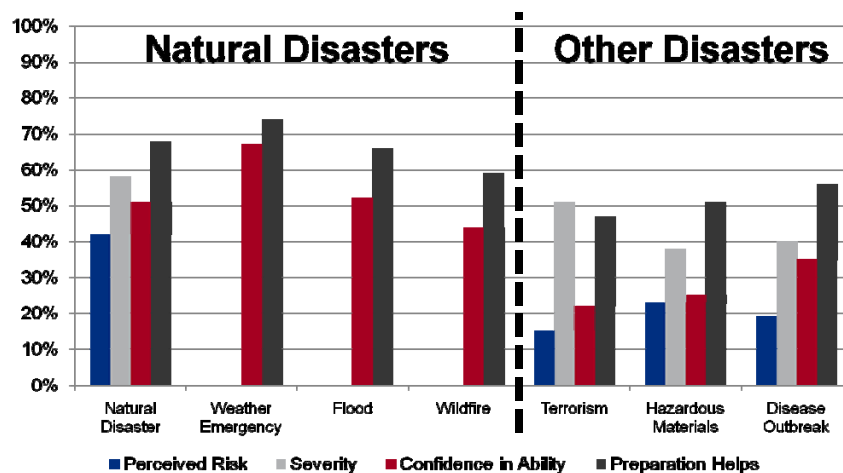
## Motivating the Public to Prepare



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### People's Attitudes Toward Natural Disasters are Different than Other Types of Disasters



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10

## Preparedness Behavior Composite for Drivers Analysis

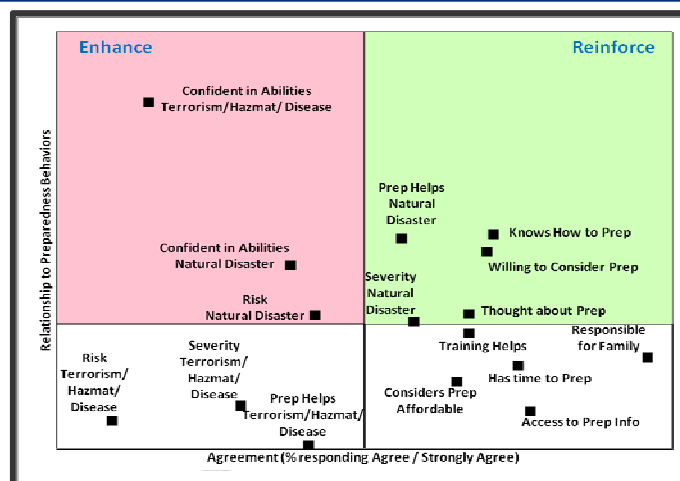
- Knowing about alerts and warnings systems
- Having a plan; discussed the plan with family members
- Having supplies and naming three or more updated supplies
- Participating in trainings and meetings
- Participating in drills



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11

## Identifying Critical Relationships: Attitudes and Preparedness Behaviors

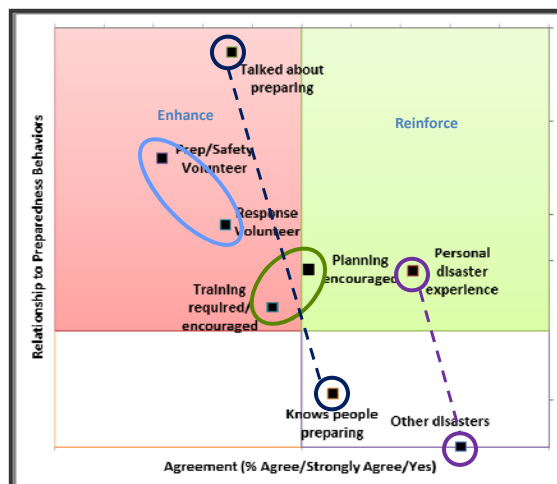


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## Identifying Critical Relationships: Personal Experience and Preparedness Behaviors



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## Target Audiences



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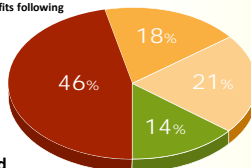
14

## Attitude and Behavioral Segmentation

### 46% "It's not on their radar"

#### Least Informed, Least Prepared

- 17% have conducted three or more preparedness behaviors
- Not knowledgeable about local risks and plans and don't perceive disasters as likely
- Fewer experiences related to preparedness (e.g., less likely to talk about preparedness)
- Lower levels of belief that preparing is affordable or that it helps
- Expects to rely on the government and non-profits following a disaster
- More likely to be between 18 and 34 years
- Less likely to volunteer for community disaster response



### 18% "It's on their mind"

#### More Concerned, Less Prepared

- 30% have conducted three or more preparedness behaviors
- Perceived terrorism/hazmat/disease disasters as likely and severe and perceives natural disasters as severe
- Expects to rely on the government and nonprofits following a disaster
- Not informed about local risks and plans
- More likely to be female, have a household income under \$25,000, have a high school education or less, be between the ages of 35 and 54, be unemployed, have a disability that prevents them from preparing or responding and assist an individual with a disability
- Less likely to own their home, have a bachelor's degree or higher education

### 14% "It's part of their life"

#### Informed and Prepared

- 68% have conducted 3 or more preparedness behaviors
- Informed about local risks and familiar with community plans
- Confident in abilities to respond
- Likely to volunteer for community preparedness/safety or disaster response
- Likely to have planning encouraged by job or school
- More likely to be male, be between 35 and 64 years, have an income of \$75,000 or higher and have full-time employment

### 21% "They're working on it"

#### Some Information, Some Preparation

- 51% have conducted three or more preparedness behaviors
- Knows how to prepare
- Mixed information about local risks and unfamiliar with community plans
- Low levels of risk perception and belief that preparedness helps
- Likely to volunteer for community preparedness/safety or disaster response
- Less likely to have planning encouraged by job or school
- More likely than the sample to own their home and have a bachelor's degree or more education



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## Socio-Demographic Highlights

- **Individuals who reported having a disability or health condition that might affect their capacity to respond (13%):**
  - Are much more likely to need help evacuating (36% v 22% N)
  - Are not any more likely to have a household plan (44% v 46% N)
  - Have the same low level of knowing their community evacuation plan (17% v 18% N)
- **Individuals with reported income below \$25K have higher expectations for assistance in the first 72 hours from:**
  - Fed/State government (47% v 35% N)
  - Non-profit organizations (56% v 43% N)
  - Faith community (44% v 38% N)**and have a lower expectation of reliance on family (62% v 73% N)**

*N represents aggregate national data*



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16

## Socio-Demographic Highlights

- **Individuals who live in densely populated areas are more likely to expect terrorism (26% v 15%N), hazmat (26% v 23%N), and disease (23% v 19%N), BUT are less confident in their ability to respond:**
  - Natural Disaster (40% v 51%N)
  - Terrorism (16% v 21%N)
  - Hazardous Materials (18% v 26%N)
  - Disease Outbreak (30% v 35%N)
- **Individuals who would need to rely on public transportation or transportation from the government to leave the area (22% nationally; 50% in population dense areas):**
  - As likely to know community's plans for evacuation (20% v 17% not rely)
  - Indicate a higher expected reliance on responders (66% v 47% not rely), non-profits (60% v 38% not rely), and government (48% v 31% not rely)

N represents aggregate national data; "not rely" represents those that indicated they would not need to rely on public transportation or transportation from the government



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17

## Communications Can Have an Effect

Central States ~ Outreach Awareness	Total	Aware	Not Aware
Perceived risk of major earthquake	18%	28%	16%
Familiar with community alert and warning systems	69%	80%	65%
Developed a household emergency plan	57%	71%	53%
Gathered disaster supplies	55%	69%	51%
Completed any mitigation activity	58%	71%	55%
Participated in an EQ drill at home, work, or school	14%	30%	9%
Attended a meeting on earthquake preparedness	5%	15%	2%
Talked about getting prepared with others in your community	30%	43%	27%

Respondents were coded "aware" if they had read, seen, or heard about earthquake drills, education or advertising in their state



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## **Your Thoughts**



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19

## **Appendix E: Panelist Presentation Slides**

- **American Red Cross Civic Preparedness Survey**
- **FEMA National Survey**
- **Dr. Dennis Mileti, Professor Emeritus, University of Colorado Natural Hazards Center**
- **Kate Long, Earthquake and Tsunami Program Deputy, California Emergency Management Agency**
- **Tony Foleno, Senior Vice President for Research, Ad Council**
- **Amanda Ripley, Author of the Unthinkable**
- **Dr. David Abramson Director of Research, National Center for Disaster Preparedness**



## Public Preparedness: Gulf Coast (SE Louisiana and South Mississippi) and Colorado

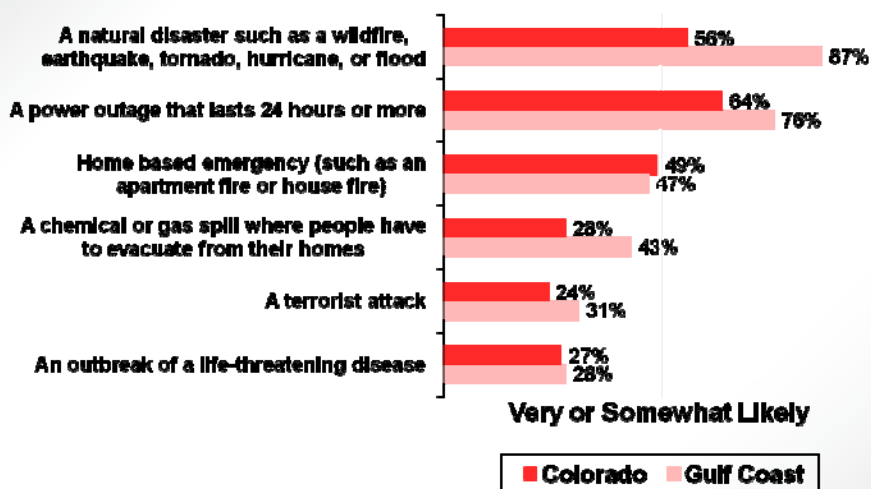
and a few findings from other studies

For each location, a 15-minute general telephone survey was conducted from mid-October through early-December 2010, with roughly 1,000 survey completes (Gulf Coast 1,005 and Colorado 1,016). The overall sample size of 1,000 yields a margin of error of about  $\pm 3.1$  percent. A follow-up survey about motivators and barriers was conducted in February and March 2011. IFC Macro assisted in survey development, conducted the surveys and returned the results to the American Red Cross for analysis

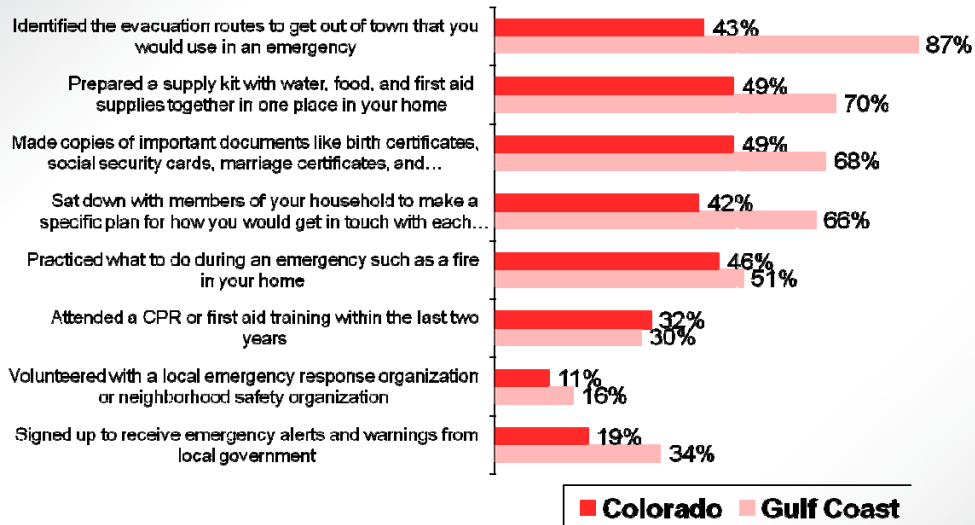
Presentation: June 2012



## Gulf Coast residents have a greater sense of risk for some types of disasters



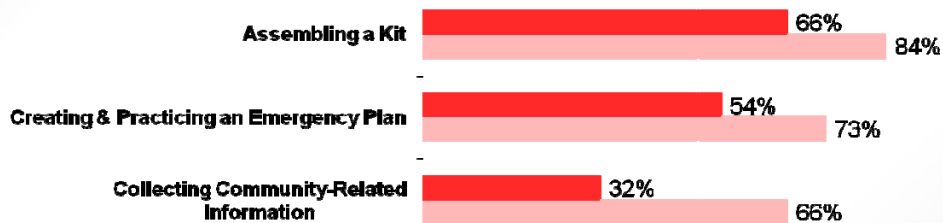
## In most areas, Gulf Coast residents have taken more steps to prepare



## Many have seen or heard recommendations on how to prepare (Past Two Years)



### Heard specific recommendations about

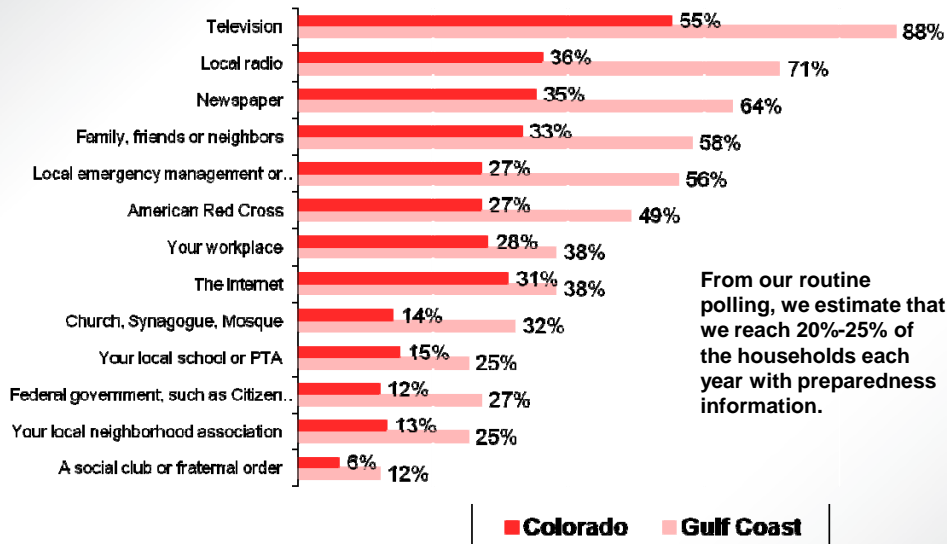


**Very or Somewhat Likely**

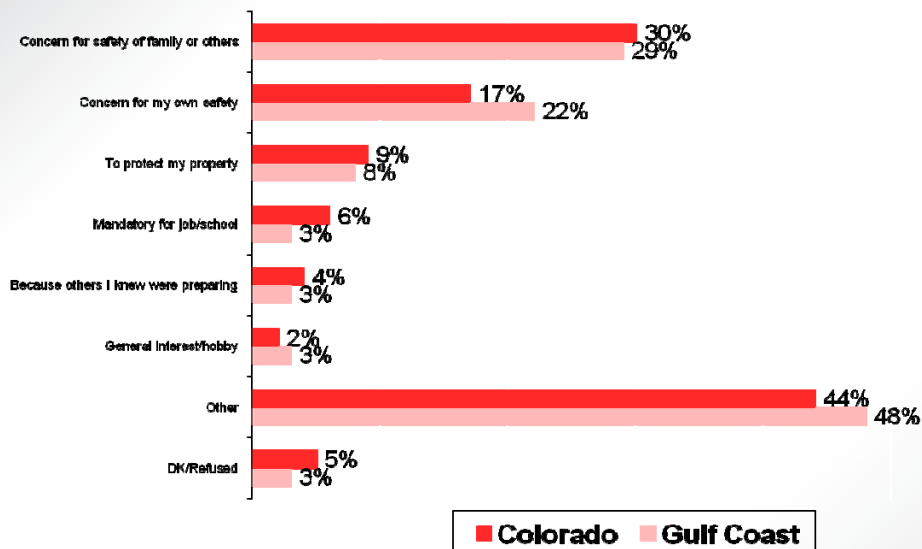
■ Colorado ■ Gulf Coast



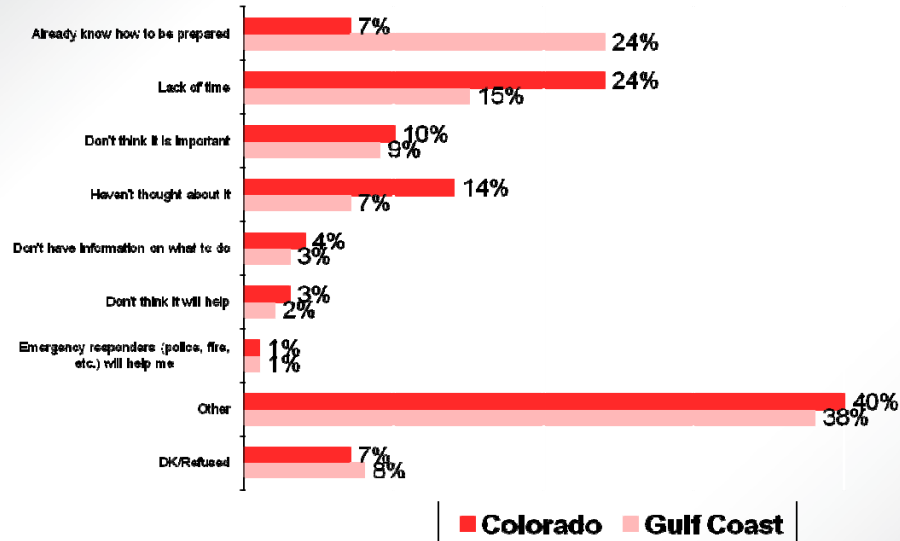
## Sources of information are diverse (Past Two Years)



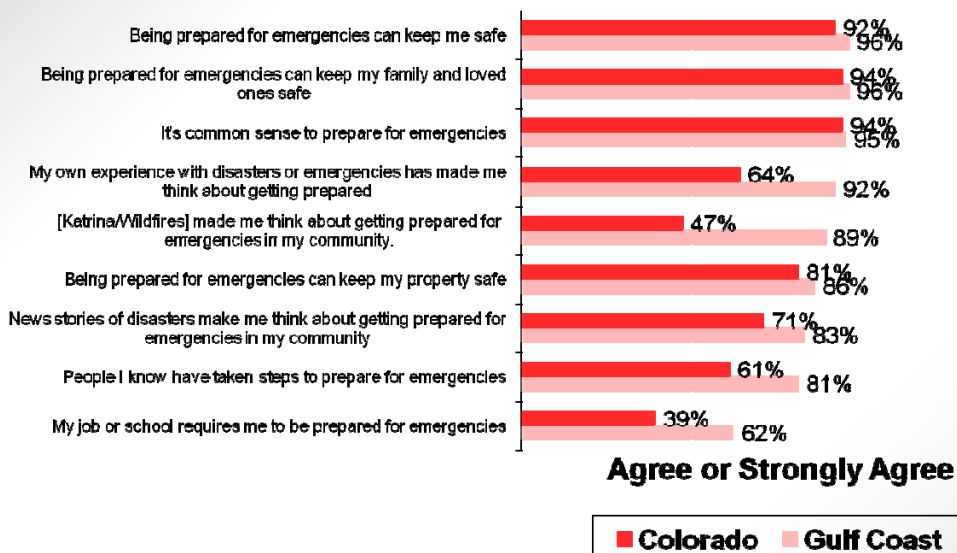
## What Motivated People to Take Some Action in Getting Prepared



## What Has Prevented You from Taking All These Steps to be Prepared



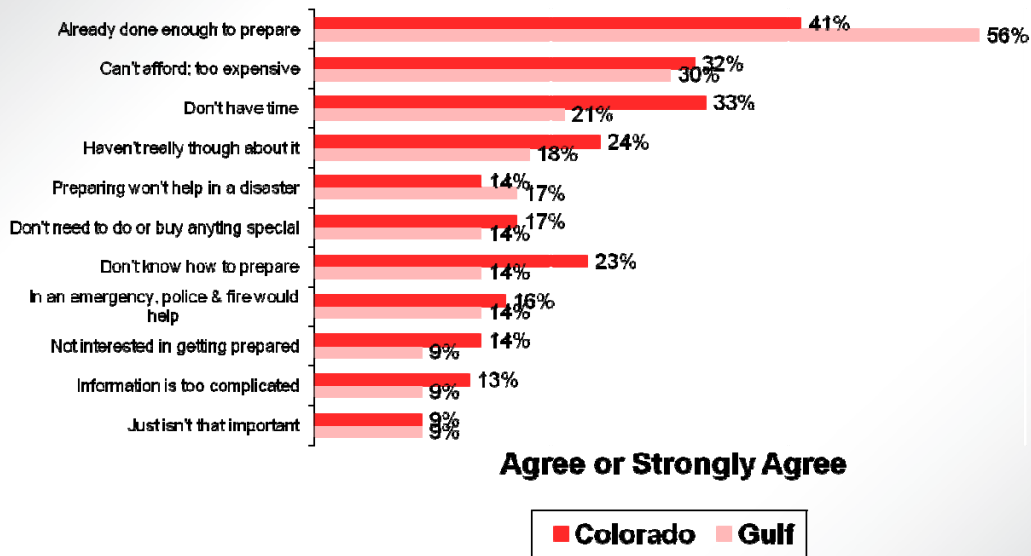
## Preparedness Motivators



**Agree or Strongly Agree**



## Barriers to Preparedness



Gulf Coast: What factors correlate with increased preparedness (as measured by number of steps taken)?

- Receiving preparedness information from more sources
- A strong belief that being prepared for emergencies can keep my family and loved ones safe.
- Community connections— the number of organizations that the person participates in at least once a month
- Hearing specific recommendations about kit supplies, making and practicing an emergency plan, and collecting community-specific information



Colorado: What factors correlate with increased preparedness (as measured by number of steps taken)?

---

- Less overall agreement with the barriers-to-preparedness statements
- Receiving preparedness information from more sources
- Being male
- Agreement with more of the motivation scale statements
- Hearing specific recommendations about kit supplies, making and practicing an emergency plan, and how to collecting community-specific information



Gulf Coast Low-Income Residents: What factors correlate with increased preparedness?

---

- Receiving preparedness information from more sources
- Strong agreement with "My own experience with disasters and emergencies has made me think about getting prepared."
- A higher overall motivation score
- Disagreement with "I just don't have time to take all the steps I have heard about to prepare for emergencies."
- Hearing specific recommendations about kit supplies, making and practicing an emergency plan, and how to collecting community-specific information



## Other Definitions of Preparedness

### Do More Than Cross Your Fingers December 2010

Put together an emergency kit with a 3-day supply of water, food, medications, flashlight, radio, first aid kit and other supplies for you and your household members

Identify an out-of-town contact person that you and your household members know how to call or send a text message to in case you become separated during an emergency

Choose a place outside your neighborhood to meet in the event you cannot return home or are asked to evacuate

Practice your emergency plan by either having a home fire drill or driving your evacuation route

Complete first aid or CPR training

**10% had completed all five actions,  
No change October 2009-October 2010**

Also asked: Volunteer to prepare for and respond to an emergency or disaster

### Public Readiness Index July 2008

Prepared a disaster supply kit with emergency supplies like water, food and medicine that is kept in a designated place in your home

Prepared a small kit with emergency supplies that you keep at home, in your care, or where you work to take with you if you had to leave quickly

Made a specific plan for how you and your family would communicate in an emergency situation if you were separated

Established a specific meeting place to reunite in the event you and your family cannot return home or are evacuated

Practiced or drilled on what to do in an emergency at home

Volunteered to help prepare for or respond to a major emergency

And, IN THE PAST FIVE YEARS, have you taken first aid or CPR training

**4% had taken all seven actions**



## Specific Emergency Supplies

Supplies	Percent
Flashlight	90%
Family and emergency contact information	77%
Sanitation/Personal hygiene items	77%
Extra batteries	75%
First aid kit	72%
Medical supplies	70%
Multi-purpose tool	70%
Non-perishable food for each person	67%
Copies of personal documents	65%
Water for each person	56%
Battery-powered radio	52%
Extra cash	52%
Cell phone and a way to charge it without power	50%
Pet supplies	45%
Baby supplies	11%

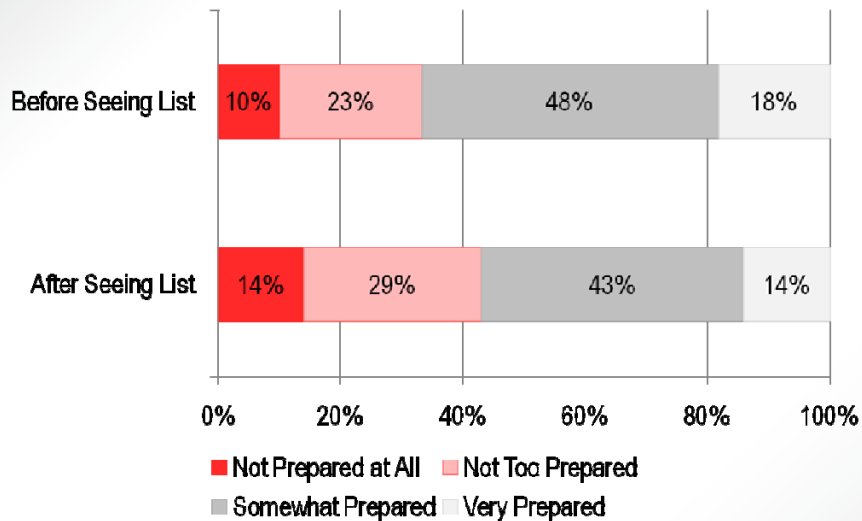
**On average,  
respondents had  
between 9 and 10 of  
these items in their  
homes.**

**Do More Than Cross Your Fingers, Harris Interactive, 2010**





After seeing this list of 15 items, the percent of respondents who felt they were not prepared increased by 9 points



## More Recent Qualitative Research February 2012 Focus Groups

- Testing creative for preparedness campaigns in San Francisco and Los Angeles
  - Independently developed
  - Two very different approaches
- Some insights into what consumers mean by a “specific recommendation.”



## San Francisco “Game Plan”



## San Francisco “Game Plan”

### ➤ Strengths

- Made the issue of disaster prep very personal, very grounded: “You’re asking me to take responsibility”
  - Playing on a latent understanding that they are the only line of defense if things go bad
  - Guilt tripping in a calm and acceptable fashion
  - Giving them a plan – a “shopping list” – the thing they crave and feel stressed that they don’t have

### ➤ Concern

- “Neighborhood” was a big stretch for most – they’re struggling to feel confident about household prep never mind their community



# Los Angeles “Real Disaster”



## ➤ Strengths

- Tagline is undeniable
- Very much in Red Cross familiar territory – something very bad can happen; we can help
- PrepareLA – Led them to expect to get locally customized information at the website

## ➤ Concerns

- Needs more resolution – ‘You’ve got me scared...but what do I do??’  
What is a kit? What is a plan? I’m not informed and that scares me!



## Insights

- Each campaign was viewed through the lens of ‘OK, but what do I do?’
- No one was looking for perfection or for total security
  - Want a Wal-Mart style check list – this is the key bridge to them actually taking action
  - Want to feel like they are the hero  
Not being bullied, No need to be scared – just clear directions



# PREPAREDNESS CATEGORIES



1

## Means-End Theory "Pathway"

### Emotional Level

How the communicator identifies with the audience's feelings and personal experience to elicit emotional responses aligned with the audience's core values.

### Rational Level

How the communicator conveys facts and relates them to practical effects on the audience.

#### Personal Values

Stable, enduring personal goals

*Why I care*

#### Emotional Benefits/Consequences

Emotional or social consequences derived from the issue or functional consequences

*How it makes me feel*

#### Functional Benefits/Consequences

Functional consequences derived from the traits or beliefs about the issue

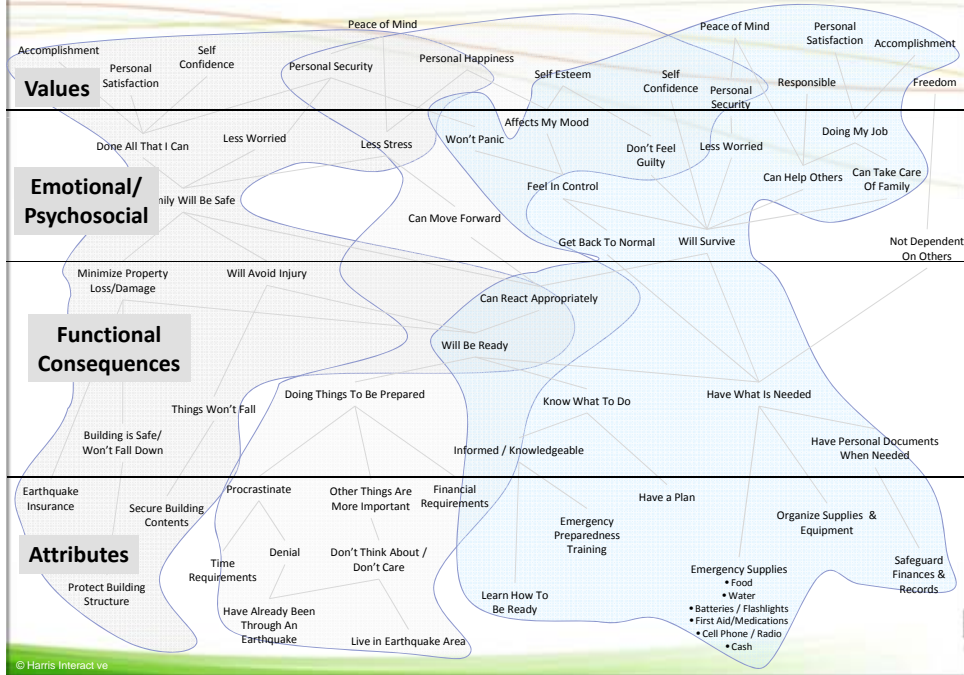
*What I will experience*

#### Attributes

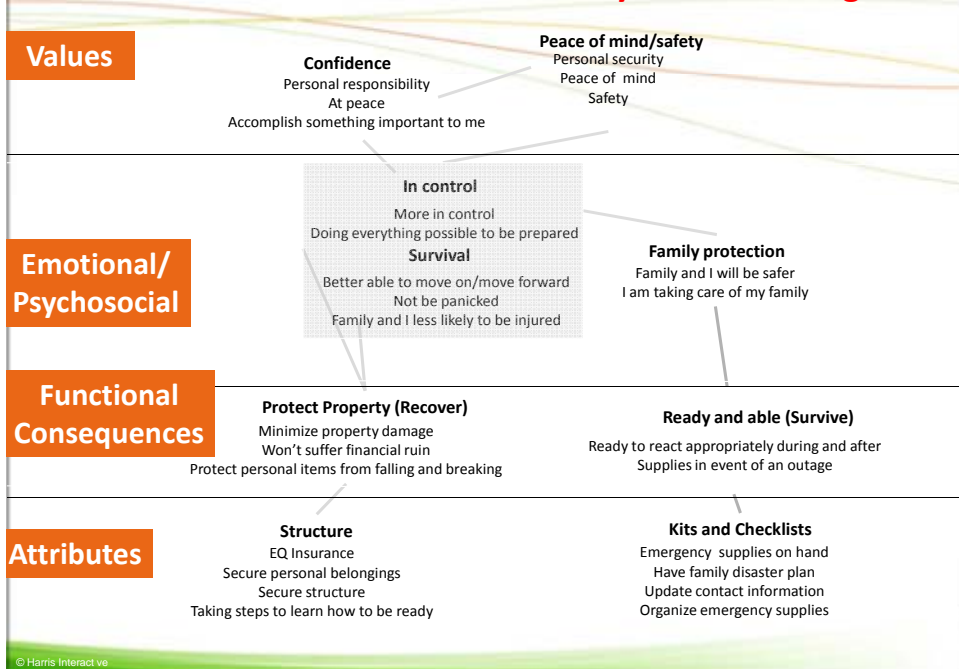
Perceived beliefs about a issue/Desired characteristics of a product

© Harris Interactive ve

## Key Decision-making Pathways Identified for Earthquake Preparedness:



## Two Streamlined Positive Pathways from Findings



# Partnering with TV News Reporters

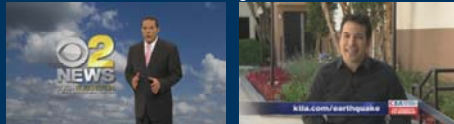
Sacramento



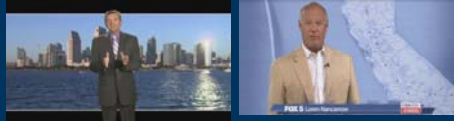
San Francisco



Los Angeles



San Diego



California Earthquake Authority CBS Promo Tip Script (1x) 30-sec Station TIPS Script V2		
California Earthquake Authority Your Responsibility 30-sec Station TIPS (SC)		
TIME	VIDEO	AUDIO
[00]	Weather Personality on camera	(Station Weather Personality) I know that preparing to survive and recover from California's next damaging earthquake will help keep all of us safe.
	Station Website Graphic	Learn about the simple steps we can take to get ready at <a href="http://CBSSacramentoDotCom">CBS Sacramento Dot Com</a> (or Station Website)
	Weather Personality on camera	Preparing today also will help us get back to normal sooner after the next big quake strikes.
		Let's work together to be one of the (region's) next earthquake survival stories.
[30]	End graphic with "Sponsored by CEA" logo	(Station Voice Over) This message is sponsored by the California Earthquake Authority - the Strength to Rebuild.

# Partnering among ECA Stakeholders, ECA and ARC

**Get peace of mind that no earthquake can shake.**

Most residential insurance policies do not cover earthquake damage - a separate earthquake policy is required.

**CEA**  
THE STRENGTH TO REBUILD

**American Red Cross AUCTION**

Get Prepared California

Help support the American Red Cross in April by bidding to win one of 28 amazing auction items, including:

- a flyaway to Paris to see Coldplay,
- the same Grammy gift package as the stars, or
- a celebrity-escorted visit to Six Flags Magic Mountain.

[www.GetPreparedCalifornia.org](http://www.GetPreparedCalifornia.org)

Learn about new CEA policy coverages and take action with the help of resources and tips from the American Red Cross.

[www.EarthquakeAuthority.com](http://www.EarthquakeAuthority.com)

**CEA**  
THE STRENGTH TO REBUILD

**CEA**  
THE STRENGTH TO REBUILD

Your CEA policy will give you the financial strength to help get your life back to normal after the ground stops shaking.

The CEA is always working to help you prepare to survive and recover from California's next damaging earthquake.

New to your CEA coverage with your 2012 policy renewal is access to \$1,500 for emergency repairs - which is not subject to your deductible - to let you secure your property and avoid further damage after an earthquake.

CEA's new alliance with the American Red Cross can help you take simple steps to be ready when the time comes - like getting a preparedness kit, making a family disaster plan, and being more informed.

**American Red Cross**



What to do?



Why you do it?



Kate Long  
Earthquake & Tsunami Program  
[kate.long@calema.ca.gov](mailto:kate.long@calema.ca.gov)



**Earthquake Country Alliance**  
*We're all in this together.*





## Awareness to Action: Motivating the Public to Prepare

Tony Foleno  
SVP, Research & Evaluation



## Four Attributes of Great Campaigns

1. **Clear and single-minded** (Easy to get right away.)
2. **Relevant** (It's for people like me, benefits me.)
3. **Tangible** (What is it you want me to do?)
4. **Contains an emotional component**  
(Don't assume that simply providing information/  
rational argument is going to be motivating.)

52



## Key Questions To Ask and Answer

- **We all agree on the barriers. Can we align on the core motivators?**
  - Reason/facts vs. emotion/values
- **Tonality?**
  - Inspirational → Urgent → Alarmist
- **Call-to-Action?**
  - Broad behavior
  - A suite of smaller behaviors
  - One specific behavior
- **Audience?**
  - Who are the "low hanging fruit"? Demographically? Psychographically?
  - Should we concentrate most or all of our efforts on them?

53





purpose	<b>To create an urgency for preparedness.</b>
cultural fuel	<b>We're so focused on the here and now that we don't think about the things that could 'never happen to us.'</b>
people	<b>The head of every household.</b>
behavior	<b>Though people have a hero's mentality about protecting their families, they seldom act the part when it comes to emergency prep.</b>
key message	<b>Preparedness is something you own (up to).</b>
call-to-action	<b>Make a plan.</b>
support	<b>Ready.gov is an activator and primary resource for preparedness that can mobilize families, educators and communities.</b>
tone	<b>Provocative, direct.</b>

54



**TODAY IS THE DAY BEFORE.**

55





# Slicing the Preparedness Pie: Segmented Markets & Differentiated Outcomes

David Abramson, PhD MPH  
National Center for Disaster Preparedness  
Columbia University

"Awareness to Action": A FEMA/ARC Workshop  
Washington DC, 28 Jun 2012

# 1. What does the failure of individual preparedness look like?

Columbia University National Center for Disaster Preparedness



Columbia University National Center for Disaster Preparedness

*Houston contraflow, as Hurricane Rita approaches, 2005*



Columbia University National Center for Disaster  
Preparedness

*New Orleans Superdome,  
Hurricane Katrina 2005*

- Is it running out of gas as you evacuate from a looming hurricane?
- Is it running out of food or water in your home during an extended blackout?
- Is it forgetting your medications if you sought shelter during a wildfire?
- Is it not knowing where you can take your pets, or your disabled grandparents
- Is it not knowing WHEN to go, WHERE to go, or whom to TRUST?

Columbia University National Center for Disaster  
Preparedness

- Failures of individual preparedness may relate to insufficient SKILLS, STUFF, or SAVVY
- Or...they may relate to social inequality, vulnerabilities, marginalization, or disengagement
- Either way, the marketing questions are
  - WHO do we need to reach?
  - To tell them to DO WHAT ?
  - To accomplish what END?

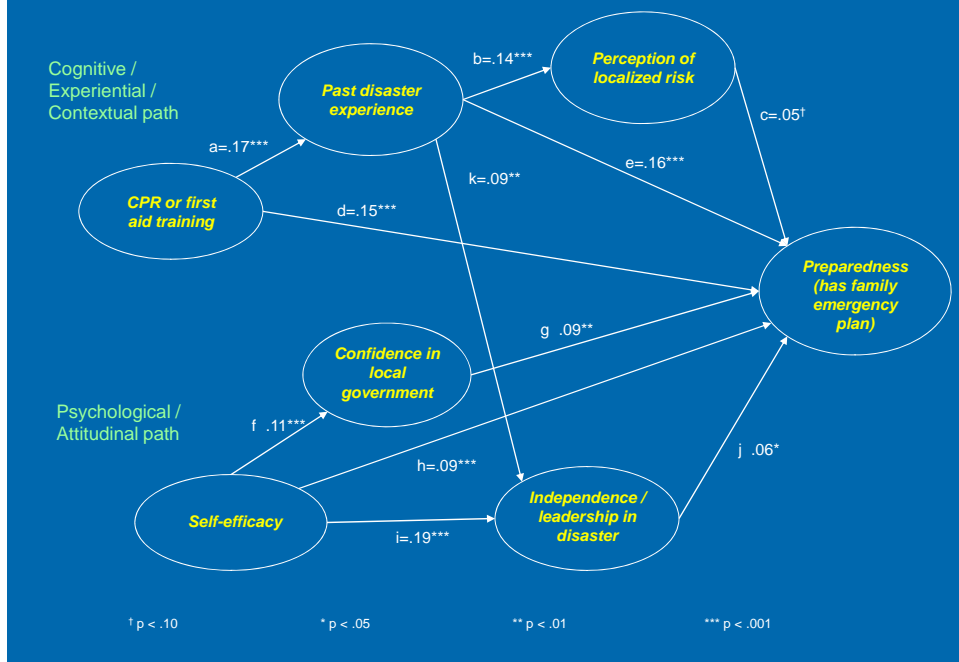
Columbia University National Center for Disaster Preparedness

## 2. What drives individual preparedness?

Columbia University National Center for Disaster Preparedness



Figure 1. Psychosocial Model of Emergency Preparedness, path analysis



### 3. Should we be thinking “Whole Community” or... Herd Preparedness?

## 4. Preparedness market segments: Lions, Lone Wolves & Lambs

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Preparedness

### Preparedness Roles: Lions, Lone Wolves & Lambs

Which statement best characterizes what you think might happen in a disaster situation ...	2007 (%)	2008 (%)
<i>Others will turn to you to lead the way [LIONS]</i>	22	20
<i>You will work on your own to protect yourself and your family [LONE WOLVES]</i>	56	57
<i>You will turn to someone else for leadership [LAMBS]</i>	10	10
<i>You will wait for help to arrive [LAMBS]</i>	12	13

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Preparedness

## Differentiated objectives

- Give Lions more tools
  - *Integrate in to formal & informal response structures*
  - *Enhance situational awareness*
- Support Lone Wolves
  - *Increase knowledge base of resources & skills*
- Enhance self-efficacy of Lambs
  - *Increase training opportunities such as CPR & 1st Aid*
  - *Address problems of social disengagement, or of underlying vulnerabilities*

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## Vulnerable + At-Risk Groups

- Groups with mobility (homebound) or transportation access issues are sensitive to messages that imply an allocation of a scarce resource – Last in Line Syndrome
- Groups with stigma or disclosure issues are sensitive to messages that imply eligibility criteria or patient identification requirements
- Households are as prepared or as resilient as their weakest / most vulnerable member
- Teens can function as critical fulcrums for families (translation, access to new technologies and information sources)
- With exception of teens, internet use and texting was very limited among these at-risk groups
- Unanticipated peer influence led to enhanced preparedness – suggests a role for community-based tabletops as preparedness intervention

## Two examples

- A “classic” Hearts & Minds social marketing ad (Consider for addressing the problem, “Does preparedness matter?”)
- A targeted ad (Consider for its appeal to a very specific demographic)
- Both use...
  - Appeal to social/cultural values
  - Archetypes as heroes
  - Implicit behavioral cues

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