



**PUBLIC PREPAREDNESS**  
A NATIONAL IMPERATIVE  
SYMPOSIUM REPORT

**F**rom rural America to the suburbs to a busy metropolitan area, no one is immune to the effects of an unforeseen emergency, let alone a terrorist attack. Yet, the latest research indicates that only a fraction of Americans have taken the most basic steps to prepare themselves for a natural disaster or terrorist attack.

Among national leaders and experts in emergency preparedness, there is consensus that the time to act is now in order to get Americans more prepared. Yet, despite the urgency and the growing number of government leaders and nonprofit organizations now engaged in these efforts, the concept of individual preparedness is not a part of the social fabric. Too few citizens are taking it upon themselves to develop personal and family plans or to educate themselves about their communities' plans. The public remains largely disengaged in the very activity that could safeguard their health and safety.

To better understand the barriers to personal preparedness and to develop more effective ways of engaging the public, the American Red Cross, The George Washington University Homeland Security Policy Institute, the U.S. Department of Homeland Security and the Council for Excellence in Government formed a partnership to host "Public Preparedness: A National Imperative" in July 2004—a symposium designed to convene experts from across the country and gather a variety of perspectives. The symposium brought together leaders in disaster preparedness and response from government, the private sector, nongovernmental organizations and academia to identify the barriers to public preparedness and to begin a dialogue on possible solutions for quickly and effectively breaking through those barriers.

This report summarizes the thoughts of the experts and community leaders who are on the front lines of emergency preparedness every day. It is a compilation of the ideas expressed during the symposium and represents a vital first step in improving the public preparedness climate by hopefully serving as a catalyst for future discussion and action. The thoughts and ideas in this report should not be interpreted as having been agreed upon by all participants, as the symposium was not designed to generate consensus recommendations. The recommendations and best practices highlighted in this report can serve as an inspiration for future public preparedness initiatives by pointing to the next critical steps that must be taken by individuals, families and communities in order to create a more prepared America.

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# Introduction

“We cannot secure America from inside the Beltway. Neither can we prepare citizens from an office or a boardroom. Homeland security must be a priority in every home, every city and every neighborhood across America.”

—Secretary Tom Ridge, U.S. Department of Homeland Security

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## About the Symposium

In July 2004, the American Red Cross, The George Washington University Homeland Security Policy Institute, the U.S. Department of Homeland Security (DHS), and the Council for Excellence in Government convened a symposium of recognized leaders in disaster preparedness and response from government, private sector, nongovernmental organizations and academia, many of whom have not had the opportunity to work together in a problem-solving forum before. Attendees took part in panel discussions and breakout sessions to define the barriers to public preparedness and to share insight on ways to engage the public. (*A complete list of attendees and panel members is found in Appendix A. The agenda for the symposium is found in Appendix B.*)

Primary objectives of the symposium were to:

- Define public preparedness.
- Identify barriers to engaging the public in preparedness activities.
- Develop recommendations and ideas for helping the public become more prepared.
- Identify best practices that help the public become more prepared.

## About the Report

This report summarizes the themes and recommendations generated at the symposium. These themes and ideas will be considered by the Department of Homeland Security as it creates the “National Strategy for All Hazards Preparedness” under Homeland Security Presidential Directive 8 (HSPD8): National Preparedness (*See Appendix D*). This report will also be released directly to all participants, Congress, state legislatures and organizations involved in public preparedness, with the request that it be shared widely throughout their networks.

# Key Recommendations

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## SUMMARY OF KEY RECOMMENDATIONS

### Communications

- ➔ Define what public preparedness means.
- ➔ Teach the benefits of being prepared and consequences of not.
- ➔ Develop clear, compelling and easy-to-understand messages.
- ➔ Deliver realistic, audience-appropriate messages.
- ➔ Deliver messages using multiple messengers to reach different communities.

### Disaster Preparedness and Response Operations

- ➔ Develop and communicate community prevention and readiness planning.
- ➔ Improve the ability of governments and first responders to work across jurisdictions.
- ➔ Develop and improve systems that allow information sharing before and during a disaster.
- ➔ Develop systems to allow for the sharing of best practices and success stories.
- ➔ Consider the establishment of benchmarks that allow communities to assess progress and set goals.
- ➔ Prepare for post-event community recovery.

### Partnerships

- ➔ Establish enhanced relationships within the disaster preparedness and response community before a disaster occurs.
- ➔ Establish partnerships that draw on the strengths of the media, businesses, nonprofit and nongovernmental organizations.

# Setting the Scene

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## SETTING THE SCENE

The symposium included two panel sessions, which were attended by all participants, and two breakout sessions. The goal of the panel sessions was to identify the current state of public preparedness. Panel members discussed the mindset of the American people and where preparedness fits into their priorities, as well as the existing operational environment in which responders work. Participants in the breakout sessions expanded on these topics, sharing expertise and experiences from the field. This process enabled attendees to work together to identify barriers to public preparedness, develop recommendations for overcoming barriers and share tangible best practices that are helping citizens prepare across the country. (*A chart of best practices, which attendees were invited to fill out at the end of the symposium, is found in Appendix C.*)

Although the focus of the symposium was on the needs and expectations of the public, discussions led to valuable insight on the needs of responders that can enable public preparedness. Related comments are interspersed throughout the report.

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“It’s as if we have recruited a secret army and they haven’t gotten their orders. It’s such a secret, in fact, that the troops don’t even know they’re expected to serve. . . . it’s our hope that continued discussion will allow us to emerge with a clear blueprint of the steps we need to take to markedly improve public preparedness.”

—Marsha Johnson Evans, President and CEO, American Red Cross

## State of Public Preparedness Today

A variety of surveys have been conducted to assess the public’s receptivity to personal preparedness messages. All surveys generally demonstrate that, while some inroads have been made, there is more work to be done to achieve preparedness goals. Two such surveys were presented at the symposium.

The American Red Cross and the Council for Excellence in Government presented research data on the level of awareness that Americans have about preparing for disasters and the specific steps they have taken. This research will be presented throughout this section, as applicable.

The disaster preparedness and response community has made great strides in preparing for disasters. It has improved training, acquired equipment and developed plans for emergency response. Those plans, however, assume that the public knows its role and is ready to act appropriately. This is problematic, as research shows that only:

- 18% of Americans are aware of their state’s emergency plans<sup>1</sup>
- 19% of Americans are aware of their local emergency plans<sup>1</sup>
- About 50% of Americans are familiar with the disaster plan at their workplaces<sup>2</sup>
- About 50% of parents know the disaster plans of their children’s schools or day care centers<sup>2</sup>
- 34% of Americans have sought information about what to do in the event of a disaster or developed a plan for communicating with their families<sup>1</sup>
- 30% of Americans have taken a training class in civil preparedness, first aid or CPR<sup>1</sup>
- About 10% of American households have a family emergency plan, a disaster kit, and training in first aid and CPR<sup>2</sup>
- About 20% of Americans feel very prepared for a catastrophic event<sup>2</sup>

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“Americans say that they are ready, willing and able to help, but most are still not informed or prepared to prevent or respond to a terrorist attack.”

—Patricia McGinnis, President and CEO, Council for Excellence in Government

## The Gap between Public Concern and Public Action

Despite shortfalls in preparedness, Americans are aware that it is important to plan for disasters. They feel safer today than before September 11, but most believe that there will be another terrorist attack, and they believe that they have a direct hand in safeguarding the nation if one occurs.<sup>1</sup> Top concerns are bioterrorism, chemical weapons and attacks on power plants and water facilities.

Specifically, research indicates that:

- 76% of Americans believe that there will be another terrorist attack<sup>1</sup>
- 50% of Americans think that the attack may be near where they live or work<sup>1</sup>
- 84% of Americans agree that when all Americans are prepared for all types of disaster, it strengthens national security<sup>2</sup>
- About 67% of Americans say that they would volunteer their time to get trained and prepare to help, but they do not know how<sup>2</sup>

<sup>1</sup>The council presented data derived from national polls of citizens and first responders and town hall meetings that were conducted through the *Homeland Security from a Citizen's Perspective* initiative in 2003.

<sup>2</sup>The Red Cross presented findings from a national survey of 1,001 adult Americans that was conducted in conjunction with Wirthlin Worldwide in 2004.

# Challenges and Barriers

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“How do we prepare the American public, recognizing that thousands of local jurisdictions, hundreds of organizations, 50 states and a plethora of federal agencies all have messages about preparedness?”

—George Foresman, Assistant to the Governor for Commonwealth Preparedness, Virginia

## Communication Issues

Research indicates that Americans are willing to volunteer their time to get training and to help but most do not know how.<sup>2</sup> The disaster preparedness and response community says that the information is available but is aware that it may not be visible, accessible or easily understood. In fact, 60% of first responders rate the communications between their agency and the citizens they serve as only somewhat effective.<sup>1</sup> Symposium attendees cited the following communication-related issues as major challenges to overcome in order to educate the public about preparedness and engage citizens in preparedness activities.

*There is no clear, consistent definition of what “preparedness” means across the local, state and federal levels.*

- Terms used to discuss public preparedness are not well defined.

“Public preparedness” means different things to different people—even within the disaster preparedness and response community. There are different ideas about:

- Items that citizens should set aside.
- Response actions they should be prepared to take.
- Benchmarks to know when they are sufficiently prepared.

In their discussions, symposium attendees formed a basis for beginning to define “public preparedness.” They recommended that the overall unifying message to all Americans be rooted in the concepts of personal responsibility and self-reliance. This message can promote the empowering idea that Americans can take steps to save their lives and those of their families and employees through the preparedness actions they take in advance.

The release of Homeland Security Presidential Directive 8 (HSPD8) on December 17, 2003, triggered the process to establish a national definition, goals and metrics for preparedness. The directive

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“[Public preparedness] relieves some pressure from the first responders to concentrate on issues and not worry about the things that the average citizen should be and can be doing themselves. It frees our first responders up. And if people understand that they are playing a role in our security by solving problems on their own, they will appreciate and understand the need a little better.”

—Alan McCurry, Chief Operating Officer, American Red Cross

calls for federal, state and local governments, and other external stakeholders to come together and establish measurable readiness priorities that appropriately balance the potential threat and magnitude of major disasters.

Yet symposium attendees noted that local communities still must tailor public preparedness messages to specific communities based on their location, possible targets in the area, and other factors. Participants recommended that the messages include sufficient specifics and action steps that enable citizens to be self-reliant during the first hours of an event. Empowering citizens to be more independent during the first 24 hours of a disaster will prevent them from overwhelming emergency personnel and 9-1-1 with calls and help them initially address less critical matters.

- Specific advice on how to be better prepared is not reaching the public and is not breaking through other information that is presented to them.

The information that is released to the public is vague, according to symposium attendees. Americans have been given only a general picture of preparedness, and they are asking for more specifics. In particular, they feel that they lack detailed information about:

- Procedures to prepare/respond (e.g., what items to have on hand to shelter-in-place).
- Why threat levels are raised and how they should respond.
- What suspicious activities are and how, when and to whom to report them.

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*“We are frustrated right now in America because we want to ask the public to do something [that will increase the national level of preparedness]. And, we don’t know exactly what it is we want to ask of them.”—Mike Carona, Sheriff, Orange County, California*

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*Messages and methods used to reach the public with the messages have not been effective.*

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Americans are savvy navigators of the Information Age,

picking and choosing the messages to which they will pay attention and respond. Preparedness information, however, often gets lost in the stream of clutter because accessibility and use of the most effective channels varies across local, state and federal efforts. In particular, some symposium attendees expressed concern that messages about preparedness are:

- **Not user-friendly.**

Some materials, such as lengthy and technical community emergency plans that can be downloaded online, are impractical for the area resident to understand and use.

- **Too long.**

Too much general information is given—the public wants bite-sized, action-based specifics with rationale as to why they should do these things. For example, in addition to telling the public that they should have their personal identifications and medical information handy, they can be told that this is important because they may have to go to a mass immunization dispensing site where they will need this information.

- **Communicated through less effective messengers.**

Some people distrust two of the disaster preparedness and response community's most used voices—the federal government and the police. In many communities, people are more likely to pay attention to trusted community leaders (e.g., clergy, city council members, American Red Cross chapters). It is important to reach people where they work, live, play and pray, and through trusted, local sources/messengers.

- **Not compelling.**

Messages about preparedness do not make it clear that lives may be at stake.

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“The lower the economic level of a particular area, the less the participation because the threat of terrorism just doesn’t seem to be a priority when you are worrying about how to put shoes on your children’s feet.”

—Russell Gardner, Disaster Recovery Manager, Washington, DC Emergency Management Agency

## Audience Vulnerabilities, Attitudes and Priorities

Symposium attendees identified other barriers that prevent citizens from finding and using preparedness information. These include different life situations and personal circumstances that can limit access to information and resources about how to become better prepared. Competing day-to-day priorities rarely place preparedness efforts at the top of the list.

Research shows the most vulnerable groups include:

- Older Americans
- Those with no postsecondary education
- Those who are unemployed
- Lower-income families

Additionally, attitudes toward preparedness may also be a barrier. Some Americans say that they:

- Do not know where to get the information to prepare
- Are not concerned—being prepared is not necessary
- Feel they are already prepared, even if they are not
- Are too busy—they have no time to prepare
- Have not thought about preparedness at all

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## Coordination between Organizations in the Disaster Preparedness and Response Community

While not directly a public preparedness communication issue, symposium discussions often included issues related to disaster response operations, which is natural because public preparedness and disaster response operations are inextricably linked.

In addition to not being well known by the public, symposium attendees expressed that response plans may not be coordinated among different groups. In particular, plans that are developed and exercised by different local, state and national groups are not always linked to each other. As a result, the public may receive conflicting information about what to do and where to go for help.

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# Recommendations

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“We all have a stake in emergency preparedness. But it’s important to define our roles and responsibilities in advance so we know what we need to be doing and, most importantly, how we should work together to do it.”

—Susan Neely, Assistant Secretary for Public Affairs, U.S. Department of Homeland Security

In light of the identified challenges, symposium attendees brainstormed ways to break through barriers and motivate the public to take an active role in preparing for disasters.

Overall, the recommendations were discussed primarily as directives for government at all levels as well as the stakeholders in disaster preparedness and response—including private businesses, nonprofits and nongovernmental organizations. Local organizations and community groups are a critical link for putting the recommendations into action.

## COMMUNICATIONS

Public preparedness hinges on successful communication. The majority of the symposium was spent discussing issues related to defining, tailoring and positioning public preparedness messages.

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### ➤ *Define what public preparedness means.*

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ACCORDING TO SYMPOSIUM attendees, there should be a high level of consensus and a clear understanding among all members of the disaster preparedness and response community about the reasons *why* it is important for the public to be prepared for disasters, *what* “public preparedness” is and *what* the public is being asked to do. Once this is achieved, Americans will be able to complete and act upon sentences such as:

- “It is important for me to be prepared for a disaster because ...”
- “To be prepared for disasters, I must know information about ...”
- “To be prepared, I must know how to ...”
- “I must have ... readily available.”
- “I know that I am prepared when I ...”

A starting point at the national level is to refine the definition of “preparedness” in Homeland Security Presidential Directive 8

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“We have not yet defined the goal of what a well-prepared region might be in terms of business preparedness, public sector preparedness or public preparedness, and thus accomplished, we would then be able to assign priorities in the way that we assign our resources, financial and otherwise.”

—George Vradenburg,  
Founding Chairman of Task  
Forces on Emergency  
Preparedness for the Greater  
Washington Board of Trade and  
the Community Foundation of  
the National Capital Region;  
Private Sector Senior Advisory  
Committee to the Homeland  
Security Advisory Council

(HSPD8): National Preparedness, which refers to “the existence of plans, procedures, policies, training and equipment necessary at the local, state and federal level to maximize the ability to prevent, respond to and recover from major events.” Critical components missing from this definition are the individual citizens and their roles and responsibilities in preparedness.

Symposium attendees offered their thoughts on what might be folded into preparedness messages:

- More information could be provided on core procedures, such as how to shelter in place and how to create a family emergency plan/kit. Attendees felt that it is more efficient to teach citizens the specific actions that they may be called to take.
- Sheltering in place is a key teaching point. People’s natural instincts are to flee and evacuate when there is a disaster. The preparedness message can acknowledge those instincts, explain what is meant by the term “shelter in place” or, more specifically, explain what to do if they are asked to “seal the room.” The message could inform the public that they may be asked to stay where they are and emphasize why it is critical to their health and safety that they follow shelter-in-place instructions. Additionally, the preparedness message can assure the public that community prevention and readiness planning provides the option for extended shelter in place by making available necessary supplies, such as food and water. (See the Disaster Preparedness and Response Operations section for more information on community shielding.)
- The preparedness message can help manage the expectations of the public in the immediate hours after a significant emergency. Symposium attendees recommend that Americans be made aware that the government and services arms of the disaster preparedness and response community have limits to what they can do. The public should be encouraged to take on preparedness because they understand that these steps are the best things they can do to protect themselves and their families.

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- Managing expectations also means giving the public a realistic picture of what they may be asked to do in an emergency. For example, messages can inform them that they may not only be asked to shelter in place, but also, that they may be asked to do so for three or more days with the aid of community shielding plans.

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➔ *Teach the benefits of being prepared and the consequences of not*

WHILE WORKING TO define the message, it is important for stakeholders to also come up with an approach for how they will position information to elicit public buy-in and engage the public in preparedness activities. One effective approach is two-pronged, with messages that both:

- Promote self-empowerment and self-efficacy in order to motivate individuals to take responsibility for their own health and safety.
- Provide rationale for specific preparedness and response activities (why it matters) to validate and gain public support and adherence to them.

The consumer safety industry, led by nongovernmental organizations, such as the National Fire Protection Association and the American Safety Council, offers one good model to follow to put this approach into action. In motivating Americans to take precautions against various risks, consumer safety advocates:

- Increase awareness of a particular risk (e.g., death by car accident, home fire).
- Craft messages showing the public that they can mitigate the risk by their own actions (e.g., wearing a seat belt, installing smoke detectors).

Explain to the public the benefits and consequences of their action or inaction through compelling examples and messages.

The disaster preparedness and response community can incorporate this proven process in communications with the public, as is currently being done as part of the *Ready* campaign and Citizen

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“The preparedness message does not sink in unless people believe that there is a reason to be prepared and that preparing will work.”

—Jacqueline Snelling,  
Chairman, Arlington County,  
Virginia, Citizen Corps Council

Corps efforts. These national programs also can serve as a catalyst for local efforts.

In addition to articulating risks and the power that the public has in mitigating them, a key point will be explaining the reasons why specific actions are called for in different disaster scenarios. It is not enough to tell the public that they should take a particular preparedness step. The information should be expanded to include the reasons and benefits for taking that step as well as the life-threatening consequences of not doing so.

Messages need to be audience-driven and tap into the motivations of specific audiences. Not everyone has the same reasons for doing things. It is important to recognize that the one-size-fits-all message is doomed to fail.

Additionally, tone—the mood created by language—will play an important part in motivating the public. Symposium attendees recommend that the tone of messages includes the following characteristics:

- *Show an appropriate level of concern and seriousness.* Any town is a potential target for a disaster so preparedness is imperative.
- *Be encouraging and hopeful.* The actions that citizens take to prepare will make a difference in their safety.
- *Be realistic.* Messages can acknowledge that preparedness is not achieved overnight—it is a long-term commitment.
- *Be empowering.* It is important for Americans to keep perspective and maintain a sense of confidence about their place in the world.

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 *Develop clear, compelling and easy-to-understand messages.*

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INCREASING PUBLIC PREPAREDNESS through effective communications will rely on striking the right balance between information and simplicity. There must be enough substance to support the validity of

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The “stop, drop and roll” message was cited as an example of a short, non-threatening phrase. It has been used successfully to be more prepared in case of a fire and mitigate possible destruction, injury or death.

the messages, but not so much that it saturates—and turns off—intentions to prepare.

Social marketing and communications experts are crafting clear-cut messages that are highly informative and appealing, and can be involved throughout communications development. While the *Ready* campaign is engaged in these efforts, more work can be done at all levels, from the community level on up.

Symposium attendees generated a basic list of actions, simply stated, that the public can take to prepare for disasters:

- Make emergency plans.
- Communicate plans with their families.
- Practice drills in schools and at workplaces.
- Attend preparedness training (e.g., first aid, CPR, fire prevention, safety).
- Volunteer (e.g., through Citizen Corps).
- Be informed about potential risks to your area and how to respond.

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 *Develop realistic, audience-appropriate messages.*

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AUTHENTICITY OF MESSAGES is important. They can be tailored to meet the information needs and communication styles of different audiences within the American public. This includes persons from/with different:

- Racial/ethnic backgrounds
- Geographic locations
- Age groups
- Physical disabilities
- Mental/emotional disabilities
- Socioeconomic situations
- Professions

Social marketing and communications experts can research the

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needs and preferences of each of these target audiences. They can help the disaster preparedness and response community synthesize the findings and use these findings to customize message points that will resonate as powerful calls to action within different communities.

State Farm Insurance, for example, has a partnership with The Children’s Hospital of Philadelphia, which seeks to determine how and why children are killed or injured in car crashes. Findings from this research, such as the significant benefits of using age- and size-appropriate child restraints, are converted into understandable messages for child caregivers. The research findings are delivered to safety advocates, pediatricians, child seat inspectors, legislators and others and are converted into messages that are appropriate for their specific audiences. For example, State Farm develops messages for their policyholders, as a customer service, to help them provide the best protection for their children in case of an unfortunate serious car crash.

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*➔ Deliver the message using multiple messengers to reach different communities.*

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AUTHENTICITY OF MESSENGERS is important and different messengers will be needed to reach different audiences. This is true for all communities, not just those that are “hard to reach.” Disaster preparedness and response groups can refer to the research on target audiences to determine what spokespersons exist within their communities who are trusted and respected. Leaders of community groups, such as civic- and faith-based organizations, for example, are often the trusted, reliable messengers who can help deliver preparedness messages and conduct related activities.

Other trusted, credible messengers that can help deliver preparedness messages and conduct related activities include:

- Community groups active in disaster response, such as the American Red Cross and other voluntary organizations.

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“We need to translate the concepts into action and take this whole notion of terrorism and preparing for it from the 10,000-foot-level to the muddy boots of the first responders and the public.”

—Frank Cilluffo, Executive Director, Homeland Security Policy Institute, Associate VP for Homeland Security, The George Washington University

- Health professionals (doctors and nurses).
- Teachers and school principals.

Disaster preparedness and response groups should consider that, often, the most powerful messengers are those who have experienced a disaster firsthand. Testimonials—true stories of loss and resilience—are a good way to enhance authenticity of messages and messengers. Personal lessons learned about disaster preparedness can motivate others to take action.

Children can also be effective messengers. They are a proven channel for influencing the behavior of their parents and caregivers by sharing and encouraging what they learn in school (e.g., recycling, the value of being physically active). Public preparedness can be added to the positive behaviors we teach our children.

Delivery of messages also involves creative marketing of usable information. Symposium attendees discussed putting simple preparedness phrases on refrigerator magnets and index cards, as well as publishing a quarterly newsletter on emergency preparedness issues. It is important to look beyond basic brochures and fact sheets to find creative solutions that are practical and appealing. Creative materials selection can help the public use the information before, during and after disasters.

## Disaster Preparedness and Response Operations

While the emphasis was on public preparedness, discussions of ways to overcome communication barriers led naturally to some discussion of how procedures and operations within the disaster preparedness and response community might be improved to enable information sharing.

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*➤Develop and communicate community prevention and readiness planning.*

BIOLOGICAL, NUCLEAR, CHEMICAL and explosive threats are a present-day reality. When a terrorist

attack or other disaster occurs, individual and community responses will be the most important predictors of survival. Despite the natural inclination to flee from a disaster, in some cases, the wisest choice for survival will be staying in place in one's own community. For example, highways and public transport offer the seduction of escape from a disaster-stricken city. But gridlock in a mass, spontaneous evacuation can be deadly, leaving citizens trapped and vulnerable in vehicles.

Efforts should be made to educate citizens about the benefits of community shielding because staying in place by remaining in the community preserves options for survival. Citizens should be trained to practice a wider form of sheltering in place known as community shielding, where they can support each other and help persons in their communities requiring special assistance. The benefits of community shielding are numerous, including:

- Being in a familiar environment allows community members and response groups to make decisions based on the specific needs of the community.
- Being in a familiar environment provides some mental and emotional reprieve in dealing with a disaster.
- While neighbors in shielded communities take care of each other, government, medical, disaster response, faith-based, private sector and other groups are freed up to offer critical services to persons with unique needs, such as the homeless and persons with physical limitations.
- Government and private sector groups can target shielded communities for delivery of essential supplies.

The Amber Alert program, which alerts law enforcement, the media and the public to cases of child abduction, is an established successful program. The program works because of the way in which the media disseminates the information and the fact that the public is highly engaged. Child abduction is an issue that most people feel passionately about and will do anything to stop.

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***➤Improve the ability of governments and first responders to work across jurisdictions.***

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LOCAL AND STATE governments must continue to assess

their current operations and identify where their vulnerabilities lie. They can develop plans to work together and to share resources and personnel across jurisdictions, if needed. (For example, jurisdiction A needs to know that they can go to jurisdiction B, which has larger pump capacity, if they run out of water during a mass fire response.) Symposium attendees recommend that local and state governments clearly define the roles and responsibilities of their responders and how disasters will be handled if they cross city, county or state lines.

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***➤Develop and improve systems that allow information sharing before and during a disaster.***

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SYSTEMS CAN BE put in place to allow better data gathering and information sharing by responders at all levels and across all jurisdictions. The systems can allow circular communications so that local groups have access to national information and national groups can easily access local information. Response groups can use a variety of communication media, including radio and Internet, to allow continued communication if one system fails during a disaster.

Systems can also be developed and implemented to share information quickly with the public during disasters. Response groups can exercise these systems by organizing and conducting communications-specific drills that focus on public affairs and public communication functions.

Symposium attendees also recommend a system for citizens to sign up with their local government or response group to receive emergency information and instructions through whichever channel they choose, including phones, cell phones and e-mail. The Arlington Alert System in Arlington County, Virginia, for example, uses the Roam Secure Alert Network to immediately contact county residents and

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The Office for Domestic Preparedness within the Department of Homeland Security recently launched the “Lessons Learned Information Sharing” Web site ([www.llis.gov](http://www.llis.gov)). The national network allows first responders and homeland security officials to upload their experiences and learn what others are doing to increase public preparedness in their communities.

persons working in the county during emergencies. The system delivers electronic alerts and updates to e-mail accounts, cell phones, pagers, Blackberry devices and personal digital assistants (PDAs). Additionally, Arlington County Emergency Management personnel notify citizens who are registered for this service of emergency information using the Community Alert System.

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*➤ Develop systems to allow for the sharing of best practices and success stories.*

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BEST PRACTICES OFFER tangible examples of strategies and programs that have yielded successful results. A system could be established where local response groups can regularly share their best practices with each other, as well as with the federal government. The system can include names and phone numbers so that detailed information about how to implement similar programs and activities can be obtained from the source of the best practice, if needed. The federal government can glean lessons learned from the communities and incorporate them into their national strategies.

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*➤ Consider the establishment of benchmarks that allow communities to*

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IMPROVING PUBLIC PREPAREDNESS takes time, but being able to measure progress along the way is critical. Disaster preparedness and response groups can help citizens set goals and assess their progress by establishing benchmarks that they can work to achieve and that will indicate to them their level of preparedness. These benchmarks could be based on specific preparedness steps, such as participating in CPR training or preparing a disaster supply kit.

Benchmarks could also be developed at the local, state and national levels, being flexible to account for variations in location and

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TSHA Inc. in Oklahoma partnered with the Tulsa Mayor's Citizen Corps program in 2004 to teach members of the deaf community about bioterrorism, home hazard awareness, and handling language and diversity in emergencies. The local American Red Cross chapter presented information on family preparedness, and staff at the association received a disaster recovery toolkit to help them develop a contingency business plan that will allow them to resume operations quickly in the event of a disaster.

risk factors (e.g., high-risk terrorist target areas, hurricane-prone areas). For communities with long-range plans, symposium attendees recommend assessing progress with benchmarks that include short-term deadlines. Local and state governments can look within their communities to determine if their citizens are more prepared, based on the achievement of specific preparedness steps, than they were 30 days prior or during another time interval that works for the community. Awards programs could be established to recognize communities and individuals that achieve benchmarks and meet deadlines.

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 *Prepare for post-event community recovery.*

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IN ADDITION TO preparing for disasters, it is important to prepare for recovery from them. Response groups at all levels may consider how to help promote economic recoverability and community stability after the event is over. In particular, they can make plans to take care of human services needs such as shelter and water, help businesses resume operations quickly and get citizens back to school and work. One way of doing this involves communicating with businesses on specific threats that could interrupt their operations during a disaster. A cyber security education and awareness campaign, for example, could be launched with information aimed at helping small businesses recover from cyber attacks.

Post-event exercises also could be used to identify effective ways to respond to long-term human services needs. The National Exercise Program, for example, serves as a framework for the design of response exercises at all levels but does not currently address how the long-term human services needs of disaster victims will be addressed. The program, which is established by Homeland Security Presidential Directive 8 (HSPD8), could be extended to explore the long-term effects of disasters on populations, geographic areas and local economies and implement related response exercises.

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Plans could also be put in place to examine what resources will be needed in the aftermath of a disaster and how those resources will be supplied. Blood, for example, is one vital public health resource that must be available at all times. Preparations should be made to manage this—possibly through a national blood reserve—and other resources in order to ensure an adequate supply and efficient delivery to the public.

Symposium attendees shared other ideas for how disaster response operations might be improved to enable public preparedness. The ideas that were discussed are presented here in no order of priority:

- *Identify community-specific networks and anchors that will facilitate community shielding preparation, coordination, and implementation.* Service organizations, such as the American Red Cross and Citizen Corps, can facilitate this type of planning. Distribution and dissemination of Department of Homeland Security and community-specific information can be done through public sector channels like schools and private sector channels such as local shopping centers, which can serve as community preparedness clearinghouses.
- *Regionalize the threat warning system.* There is concern that the current color-coded system does not provide specific directions for what citizens and responders should do at each level in different parts of the country. If the system is adapted to other locations outside of Washington, DC, states would be able to communicate more detailed information about why threat levels are raised and what actions to take.
- *Continue to use September as National Preparedness Month to heighten awareness about the importance of public preparedness and offer related activities and information.*
- *Establish an easy-to-use phone number, such as 3-1-1, for citizens at the local level to report homeland security threats.*
- *Institute civil defense drills in schools—an updated version of the type that was used in the 1950s.* Students would be trained in age-appropriate exercises, and teachers would know how to respond to disasters in the school environment.

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The Department of Homeland Security (DHS) and the American Red Cross have each launched citizen preparedness campaigns to deliver messages about the importance of preparedness to the public. Both the DHS *Ready* campaign and the American Red Cross *Together We Prepare* campaign rely on multiple partners to maximize visibility of the information.

For instance, the U.S. Postal Service carries brochures on terrorism preparedness in every post office across the country and the Salvation Army distributes brochures in its stores as well as wherever they interact with communities.

The Yellow Pages phone book includes a section about terrorism preparedness, and nearly 1,000 American Red Cross chapters and Blood Services regions nationwide are partnering with communities to enable individuals to be better prepared for all kinds of disasters.

- *Involve groups with special needs, such as the elderly and those with physical limitations, in the disaster preparedness and response planning process to ensure that their needs are met.* Disaster preparedness and response planners, for example, can learn about the needs of the hearing-impaired community by collaborating with Project Access, a project of the Consumer Action Network, which is documenting the breakthroughs in and obstacles to access to response care and resources experienced by that community on September 11 and during other disasters.
- *Allocate more resources and funding to volunteer organizations such as Citizen Corps.* Disaster preparedness and response planners can create and train their communities on the concept of staging areas where volunteers can meet during a disaster and be dispatched to help, as needed.
- *Develop plans to ensure that the nation's blood supply needs will be met during disasters, in part through the establishment of a National Blood Reserve.*
- *Establish relationships with local government representatives.* Local and state responders can benefit from established relationships with their congressional representatives, including staffers who work on disaster preparedness and response issues. They can update them regularly on their community's state of preparedness and work with them to fulfill requests for personnel, equipment and information.

## Partnerships

Enhancing relationships between members of the disaster preparedness and response community, in addition to establishing partnerships with the media, business and civic groups, among other organizations, is essential to strengthening public preparedness. Partnerships enable diverse groups to share critical information and

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A local television affiliate in San Diego, California, for example, aired a town hall meeting on disaster preparedness in prime time with no advertising as a service to the community in 2003. The town hall meeting was held as part of the Council for Excellence in Government's "Homeland Security from the Citizen's Perspective" initiative.

resources, thus expanding the ability of the disaster preparedness and response community to reach the public, increase public preparedness capabilities and improve incident response.

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*➤ Establish enhanced relationships within the disaster preparedness and*

MEMBERS OF THE disaster preparedness and response community often meet each other for the first time during a disaster. A system could be established to enable relationships between nongovernmental organizations, private businesses, government and responders at all levels beforehand. Formal partnerships allow these groups to draw from each other's strengths and lead to better communications and operations overall.

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*➤ Establish partnerships that draw on the strengths of the media,*

POTENTIAL PARTNERS IDENTIFIED by symposium attendees include:

**Media**

The media play an important role in improving public preparedness, and their involvement makes the public better informed. The media are interested in doing stories that teach the public how to prepare as well as those stories that examine how resources and tools are being used. Members of the disaster preparedness and response community, including government and nongovernmental organizations and response groups, could convene a working group with the media to identify salient, newsworthy preparedness topics and to explore what steps they can take in partnership to help the public prepare for disasters. This group could examine how to promote National Preparedness Month in September as well as how to promote safety and preparedness as a year-round priority. A

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“Journalists take very seriously their obligation to serve the public interest.”

—Barbara Cochran,  
President, Radio–Television  
News Directors Association

media campaign could be launched through which stories are released weekly or monthly, focusing on issues, such as fire, severe summer weather, severe winter weather and homeland security awareness.

Media members are generally willing to collaborate with each other. The Federal Communications Commission’s Security and Reliability Council, for example, is developing plans to enable media groups to share broadcast frequencies if communities lose power and signals are lost.

Additionally, reporters, editors and other media practitioners experience disasters personally, as well as professionally. They take seriously the public service they provide in communicating valuable health and safety information. Some are willing to donate time and resources, and response groups can work proactively with them to identify ways they can help the public prepare for disasters.

### Businesses

Employers have the capacity to speak to their employees in a systematic way and over a long period of time. Response groups can work with the private businesses in their local communities to help them train their employees in lifesaving techniques and steps to ensure continuity of operations. They can post preparedness information in buildings, offer first aid and safety training, and create staff councils dedicated to developing workplace emergency plans and improving workplace preparedness. Labor unions are another employee-centered group that can help engage its members in preparedness activities.

Additionally, the disaster preparedness and response community can continue partnering with large businesses that sell goods related to disaster preparedness, such as Home Depot, Lowe’s, Wal-Mart and the American Red Cross online store. Retailers could offer already-assembled emergency preparedness kits to make it easier for the public to purchase the items they need, and they could offer discounts on specific items, such as batteries, flashlights and hand-held radios.

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“Journalists take very seriously their obligation to serve the public interest.”

—Barbara Cochran,  
President, Radio and Television  
News Directors Association

Symposium attendees also explored the idea of offering tax incentives to companies that institute preparedness programs. They discussed tax incentives for states that achieve preparedness benchmarks and for citizens who demonstrate preparedness (e.g., creating a family emergency plan, having a disaster kit, completing training in first aid and CPR).

### Nonprofit and nongovernmental organizations

Nonprofit and nongovernmental organizations are trusted and respected members of their communities. They also have a nationwide network that provides inroads into communities that may be difficult to reach. They could broaden the reach of preparedness messages by partnering with other responder, business and government organizations to share information and resources that are already available.

The Centers for Disease Control and Prevention (CDC), for example, often partners with the American Red Cross to communicate health information. CDC is able to reach the public through the American Red Cross’s established and trusted local chapters. In turn, the American Red Cross is able to provide citizens with expert information.

Symposium attendees also recommended partnerships with:

- *Charitable organizations.* They can assemble emergency kits and donate them to the elderly and citizens with special needs.
- *Schools.* Preparedness activities can be folded into the curriculum—service projects can focus on preparing the community.
- *Civic groups.* Members of community service organizations and youth groups within schools, such as the Girl Scouts, Boy Scouts and Key Clubs, can serve as proactive information distribution networks and provide community service, such as volunteering to assemble emergency kits.
- *Faith-based groups.* Churches, mosques and synagogues often respond to the call to help families and communities recover from disasters. They offer a network of support and resources.

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- *Entertainment industry.* The disaster preparedness and response communities can benefit from their high visibility and resonance with the public.
  - *Organizations representing municipal and county governments.* Local League of Cities and Association of Counties affiliates can assist with preparedness education and outreach efforts.

# PREPAREDNESS IS A PARTNERSHIP

“No government entity, no organization, no  
information expert can replace individual  
responsibility.”

—Secretary Tom Ridge, U.S. Department of  
Homeland Security

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“It is no surprise that Americans want to help. It is a natural impulse for a giving and mutually supportive country. They just need to know how. And our preparedness efforts must answer that question.”

—Secretary Tom Ridge, U.S. Department of Homeland Security

**K**eynoting the symposium, U.S. Department of Homeland Security Secretary Tom Ridge delivered an address that focused on the necessity of making preparedness a part of the daily routine of every American. Ridge emphasized the idea that the disaster preparedness and response community needs to embrace the public as one of its partners and that all of the partners in disaster preparedness and response are equally critical to national security. He called on all symposium attendees to take measures to promote public preparedness.

Part of the measures to promote public preparedness involves creating a sense of empowerment in Americans that they have a direct hand in the safety of their families, community and nation. It also involves drawing from the lessons of Americans for whom preparedness is a daily part of life, such as citizens who may be especially vulnerable to natural disasters or other emergencies. Their commitment to vigilance should be stretched across the United States and broadened to apply to all disasters—natural disasters and terrorist attacks.

Secretary Ridge cited the work of the Council for Excellence in Government, the American Red Cross, and the *Ready* campaign as a catalyst for making this happen. He also acknowledged volunteers and those collaborating with Citizen Corps as key strengths in preparing communities at the local level.

# Conclusion

“I know no safe depository of the ultimate powers of the society but the people themselves; and if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion.”

—Thomas Jefferson

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**A**s the title of this symposium reflects, public preparedness is a national imperative. While generating many valuable insights into the barriers to personal preparedness, the symposium also generated innovative solutions to overcome them. The symposium participants reached an overwhelming consensus that the time to act is now in order to get Americans more prepared. As symposium participants asserted, the importance of citizen preparedness must be shared widely by all types of messengers in towns, cities and states across the country. At the federal level, this report can be one of the many resources for the National Strategy for All Hazards Preparedness (HSPD8) and will help inform discussions related to its development.

The symposium sponsors, The American Red Cross, The George Washington University Homeland Security Policy Institute, the U.S. Department of Homeland Security and the Council for Excellence in Government, are committed to an ongoing partnership to bring about a more prepared American public and view the symposium as a vital first step in the process.

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## Appendix A: List of Symposium Attendees and Panel Members

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*Stephen P. Austin*  
Fire Service Advisor  
Congressional Fire Services Institute  
*Dr. Michael Barnett*  
Fellow  
Office of Congressman Patrick J. Kennedy  
*Ann Beauchesne*  
Executive Director of Homeland Security  
U.S. Chamber of Commerce  
*Joe Becker*  
Vice President, Response  
American Red Cross  
*John Biechman*  
Vice President for Government Affairs  
National Fire Protection Association  
*Brian Boyden*  
Executive Vice President  
State Farm Insurance Company  
*Michele Brennan*  
Homeland Security Volunteer Coordinator  
Orlando City Corps Council  
*Colonel Michael Brown*  
Chief of Staff, 94<sup>th</sup> Regional Readiness Command  
U.S. Department of Homeland Security  
*Ed Caleca*  
Senior Vice President for Technology and Operations  
Public Broadcasting Service  
*Michael S. Carona*  
Sheriff and Coroner  
Orange County (CA) Sheriff's Department  
*Peter Casals*  
Deputy Director  
International Association of Emergency Managers  
*Chief Carlos Castillo*  
Director  
Miami-Dade (FL) Office of Emergency Management  
*Paul Chandler*  
Executive Director  
Homeland Security Dialogue Forum

*Frank J. Cilluffo*  
Executive Director, Homeland Security Policy Institute; Associate Vice President for Homeland Security, The George Washington University  
*Barbara Cochran*  
President  
Radio-Television News Directors Association  
*Peggy Conlon*  
President and Chief Executive Officer  
The Advertising Council, Inc.  
*Scott Conner*  
Vice President, Preparedness  
American Red Cross  
*Chuck Connor*  
Senior Vice President, Communications and Marketing  
American Red Cross  
*Sydney Davis*  
DC Community Activist  
*Liz DiGregorio*  
Citizen Corps Liaison to the White House  
*Amanda Dory*  
Office of Homeland Defense  
U.S. Department of Defense  
*Jerome DuVal*  
Interim Executive Director  
Serve DC  
*Mary Elcano*  
General Counsel and Corporate Secretary  
American Red Cross  
*Marsha Johnson Evans*  
President and Chief Executive Officer  
American Red Cross  
*Renee Evans*  
CERT Manager  
Serve DC  
*Carl Fillichio*  
Vice President, Innovation and Public Engagement  
The Council for Excellence in Government  
*Chris Floyd*  
Emergency Services Director  
American Red Cross Florida Capital Area

*George W. Foresman*  
Assistant to the Governor for Commonwealth Preparedness, Virginia  
*Leon Frazier*  
Vice President, Government Accounts  
Nextel  
*Robin Frazier*  
Intergovernmental Affairs Coordinator  
Governor's Office on Service and Volunteerism  
*John Gage*  
Chief Researcher  
Sun Microsystems  
*Brian A. Gallagher*  
President and CEO  
United Way of America  
*Michael Gandolph*  
Fellow, Homeland Security Policy Institute  
The George Washington University  
*Russell W. Gardner*  
Disaster Recovery Manager  
DC Emergency Management Agency  
*Patricia Giglio*  
Consultant  
Alfred P. Sloan Foundation  
*The Honorable James S. Gilmore III*  
Former Governor, Commonwealth of Virginia; Chairman, Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction  
*Dr. Tom Gluodenis*  
Market Development Manager  
Agilent Technologies  
*Alan Goodman*  
Executive Director, September 11<sup>th</sup> Recovery Program  
American Red Cross  
*Justin Greeves*  
Vice President  
WirthlinWorldwide  
*Katherine Hansen*  
Director of Corporate Partners  
The Council for Excellence in Government

Appendix A (cont.)

<i>Melissa Hardin</i> Senior Director, Strategic Partnerships The Council for Excellence in Government	<i>Dr. Tom Kirlin</i> Chief Operating Officer and Program Director The Center for the Study of the Presidency	<i>Garrett Mays</i> DC Community Activist
<i>Mike Harper</i> Corporate Director, Homeland Security L-3 Communications	<i>Michael Kleeman</i> Partner LENS Ventures	<i>Chris McAllister</i> Research Manager WirthlinWorldwide
<i>Dr. Jack Harrald</i> Director and Professor, Institute for Crisis, Disaster and Risk Management The George Washington University	<i>Jan Lane</i> Vice President, Government Relations American Red Cross	<i>Alan McCurry</i> Chief Operating Officer American Red Cross
<i>Keith Hart</i> Acting Executive Director Governor's Office of Service and Volunteerism	<i>Jennifer Livengood</i> Vice President of National Campaigns National Association of Broadcasters	<i>Dr. Michael McDonald</i> Coordinator National Disaster Risk Communication Initiative
<i>Robert Hickes</i> Director for State and Local Government Homeland Security BearingPoint	<i>Timothy M. Lovell</i> Intergovernmental Relations Coordinator, City of Tulsa Tulsa Mayor's City Corps	<i>Patrick McGill</i> Fellow, GW Homeland Security Policy Institute
<i>Joel Hinzman</i> Director of Federal Affairs Oracle Corporation	<i>William Lucy</i> Secretary-Treasurer American Federation of State, County, and Municipal Employees	<i>Patricia McGinnis</i> President and Chief Executive Officer The Council for Excellence in Government
<i>Dr. Keith Holtermann</i> Associate Dean, School of Medicine and Health Sciences, GW University	<i>Paul Maniscalco</i> Deputy Director, GW READI Associate Professor of Health Care Sciences, GW University	<i>Jack McGuire</i> Executive Vice President, Biomedical Services American Red Cross
<i>Major George Hood</i> Secretary, National Community Relations and Development The Salvation Army World Service Office	<i>Karen Marsh</i> Deputy Director Citizen Corps	<i>Rosaida Melendez</i> Homeland Security Advisor Commonwealth of Puerto Rico
<i>Ron Houle</i> Vice President, Training and Development American Red Cross	<i>Commander Bill Martin</i> Arlington Heights Village Hall Police Department, Illinois	<i>Susan Mencer</i> Director Office of State and Local Government Coordination and Preparedness Department of Homeland Security
<i>Jessica Ingenito</i> Policy Analyst, Homeland Security Division of the Center for Best Practices National Governors Association	<i>Ruth Mascari</i> Deputy Director Maryland Emergency Management Agency	<i>Gary Miller</i> Director of Disaster Services American Red Cross, Cincinnati
<i>Daniel Kaniewski</i> Executive Director, Center for Emergency Preparedness The George Washington University	<i>Armond Mascelli</i> Executive Director of Operations, Response American Red Cross	<i>Susan K. Neely</i> Assistant Secretary for Public Affairs U.S. Department of Homeland Security
<i>Jason Kelso</i> Intern The National Emergency Management Association	<i>Linda Mathes</i> Chief Executive Officer American Red Cross of the National Capital Area	<i>Douglas Norton</i> Director, Homeland Security Business Development Hewlett-Packard
	<i>Matt Mayer</i> Chief of Staff/Senior Policy Advisor Office of State and Local Government Coordination and Preparedness Department of Homeland Security	<i>Susan A. Phillips</i> Vice President, Global Government Relations and Congressional Affairs Nortel Networks
		<i>Barbara Porter</i> Assistant Vice President of Media, Marketing and Communications GW Medical Center

## Appendix A (cont.)

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<i>Dr. Jerrold Post</i> Clinical Professor of Psychiatry and Behavioral Sciences, GW University	<i>Joel Schrader</i> Policy Advisor	<i>Claude Stout</i> Chair
<i>Kathy Prendergast</i> Department of Homeland Security	<i>Skip Seitz</i> Senior Vice President, Growth and Integrated Development	National Deaf and Hard of Hearing Consumer Advocacy Network
<i>Carolyn Prevatte</i> Chief of Staff	American Red Cross	<i>Laura Thevenot</i> Executive Director
American Red Cross	<i>Stephen L. Sewell</i> Deputy Mayor, City of Tulsa, Oklahoma	American Society for Therapeutic Radiology and Oncology
<i>Deborah A. Price</i> Deputy Under Secretary, Office of Safe and Drug Free Schools	<i>Lara Shane</i> Department of Homeland Security	<i>Dr. Timothy Tinker</i> Vice President
U.S. Department of Education	<i>Richard Sheehe</i> Director of Media Relations	Widmeyer Communications
<i>Chief Les G. Radford</i> Human Services Branch	GW Medical Center	<i>Janis K. Tratnik</i> Director, Corporate Communications
New York State Emergency Management Office	<i>Marc Short</i> Communications Director	Grainger
<i>Susan Reinertson</i> North Dakota Deputy Homeland Security Coordinator and Deputy Emergency Management Director	Office of State and Local Government Coordination and Preparedness	<i>George Vradenburg</i> Founding Chairman
<i>Julie Reynes Hancock</i> Executive Officer	Department of Homeland Security	of Task Forces on Emergency Preparedness for the Greater Washington Board of Trade and the Community Foundation of the National Capital Region; Private Sector Senior Advisory Committee to the Homeland Security Advisory Council
American Red Cross	<i>Terry Sicilia</i> Executive Vice President, Programs and Services	<i>William Webb</i> Executive Director
<i>Scott Rider</i> Researcher	American Red Cross	Congressional Fire Services Institute
Homeland Security Institute	<i>Kerry L. Sleeper</i> Commissioner	<i>Peter Weber</i> Chairman
<i>Ralph Roman</i> Director, Homeland Security	Public Safety Department, Vermont	Board of the Fresno Citizen Corps
Harris Corporation	<i>Jacqueline Snelling</i> Chair	<i>The Honorable Curt Weldon (R-PA)</i> Congressman, Seventh District
<i>Jim Ryan</i> Group President	Arlington County, Virginia, Citizen Corps	U.S. House of Representatives
Grainger	<i>Deborah A. Spagnoli</i> Commissioner	<i>Mike A. Wermuth</i> Senior Policy Analyst
<i>Dr. Gregory Saathoff</i> Associate Professor	U.S. Department of Justice	RAND Corporation
University of Virginia	<i>Suzanne E. Spaulding</i> Minority Counsel and Staff Director	<i>Theresa Wiegman</i> Director, Legislative Affairs
<i>Michael Sage</i> Deputy Director, Office of Terrorism Preparedness and Emergency Response	U.S. House of Representatives	American Association of Blood Banks
Centers for Disease Control and Prevention	Permanent Select Committee on Intelligence	<i>Dr. John F. Williams</i> Provost and Vice President of Health Affairs
<i>Dr. Andrew Salner</i> Director of the Cancer Program	<i>Daryl Lee Spiewak</i> President	The George Washington University
Helen & Harry Gray Cancer Center	International Association of Emergency Managers	<i>Mary Woolley</i> President
<i>Heather Schafer</i> Executive Director	<i>Pete Stafford</i> National Director for Safety and Health	Research!America
National Volunteer Fire Council	Building Trades	
	AFL-CIO	

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## Appendix B: Symposium Agenda • July 20, 2004 • Public Preparedness—A National Imperative

Sponsored by American Red Cross • The George Washington University Homeland Security Policy Institute •  
U.S. Department of Homeland Security • Council for Excellence in Government

- 8–8:30 a.m. Continental breakfast available
- 8:30–8:50 a.m. Opening Remarks
- Marsha Johnson Evans, President and CEO, American Red Cross
- 8:50–9 a.m. Findings and Recommendations  
*We the People: Homeland Security from the Citizens' Perspective*
- Patricia McGinnis, President and CEO, Council for Excellence in Government
- 9–10:15 a.m. *Not If, But When: Defining the Issues*
- Frank Cilluffo, Associate Vice President for Homeland Security, The George Washington University, Moderator
  - James Gilmore, Chairman, Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction
  - Rep. Curt Weldon (R-PA), Vice-Chair of Subcommittee on Emergency Preparedness and Response
  - Rep. Jane Harmon (D-CA), Ranking Member, House Permanent Select Committee on Intelligence
  - George Foresman, Assistant to the Governor for Commonwealth Preparedness, Virginia
  - Alan McCurry, Chief Operating Officer, American Red Cross
- 10:15–10:30 a.m. Break
- 10:30–Noon *Prepare Now... Prepare How: Setting Goals*
- Susan Neely, Assistant Secretary for Public Affairs, Department of Homeland Security, Moderator
  - Barbara Cochran, President, Radio–Television News Directors Association and Foundation
  - Peggy Conlon, President and CEO, The Advertising Council
  - George Vradenburg, Private Sector Senior Advisory Committee to the Homeland Security Advisory Council; Founding Chairman of Task Forces on Emergency Preparedness for the Greater Washington Board of Trade and for the Community Foundation of the National Capital Region
  - Brian Boyden, Executive Vice President, State Farm Insurance Companies
- 12:15–1:30 p.m. Welcome
- John F. Williams, MD, EdD, Provost and Vice President for Health Affairs, The George Washington University
- Keynote Speaker
- Honorable Tom Ridge, Secretary, Department of Homeland Security
- Lunch at The George Washington University
- 1:45–3:30 p.m. Afternoon Breakout Sessions  
Interactive format drawing upon the expertise of participants in the session
- Before Disaster Strikes: Preparedness Breakout Discussion Group*
- Facilitator: Sue Mencer, Director, Office of State and Local Government Coordination and Preparedness, Department of Homeland Security
- The Impact—Prepare Now: During and After Disaster Discussion Group*
- Facilitator: Michael Brown, Under Secretary for Emergency Preparedness and Response
- Overview of National Response Plan and National Incident Management System*
- Bob Shea, Operations and Response Division Director for the I-STAFF, Department of Homeland Security
- 3:45–4 p.m. Report Out of Discussion Group Findings
- Alan McCurry, Chief Operating Officer, American Red Cross, Moderator
- 4–4:30 p.m. *“Putting It all Together—The Path Forward”*
- Marsha Johnson Evans
  - Susan Neely
  - Frank Cilluffo

## Appendix C: Chart of Activities Being Conducted by Symposium Attendees

Verbatim input from symposium attendees on some of the activities in which they are involved with or know about.

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### Andrew Sauner, MD

Chair, Nuclear/Radiological Response Task Force, American Society of Therapeutic Radiology & Oncology (ASTRO)

In Connecticut, we are piloting a project to have radiologists, oncologists and experts in radiation exposure play a leadership role in their hospitals to establish a meaningful radiation exposure plan at each hospital. If successful, we will explore how this can be rolled out nationally. We will need education grants to help support this program if it does become a national effort. These grants would support education for radiation expenses and health care providers.

### Daryl Lee Spiewak, CEM, TEM, TCFM

President, International Association of Emergency Managers

The International Association of Emergency Managers (IAEM) uses LISTSERV so that individuals can communicate with their peers and subject matter experts. This is a free service, even to nonmembers of IAEM.

The Emergency Information Infrastructure Partnership (EHP) virtual form has a program (free for downloading) on standardized disaster messages. Use this resource to develop/distribute preparedness messages.

### Michele Brennan

Orlando Citizen Corps, Director, Homeland Security Volunteer Coordinator, City of Orlando

A full-day exercise focused on preparedness, response, recovery and mitigation, bringing together nontraditional partners. Hosts: American Red Cross, Orlando Citizen Corps, Florida Interfaith Networking Disaster (FIND) and the Florida Emergency Management Office.

### Honorable Nancy Harvey Steorts

Former Chair-U.S. Consumer Product Safety Commission, President & CEO, Nancy Harvey Steorts International

As an author of *Safe Living in a Dangerous World*, I have presented in a very concise and effective manner the major safety issues from homeland security to weather in a manner that shows the consumer/citizen how to effectively prevent injuries and possible death and thus be better prepared. Many of the noted safety issues can directly correlate with what can be done in homeland security public preparedness. In my regularly scheduled television shows, I demonstrate what individual citizens need to do to be better prepared in using lots of “show and tell,” thus showing how knowledge and knowing what to do can make a difference in a life-and-death situation.

### Amanda Dory

Director, Planning and Integration, Department of Defense, Office of Homeland Defense

Workplace preparedness for emergencies at Department of Defense installations that encourages preparedness activities in employees' homes.

### Joel Schrader

Deputy for Information & Intelligence, Kentucky Office of Homeland Security

We meet regularly with the press corps in our state to make sure the State Homeland Security Director is constantly making TV and radio appearances.

### Les Radford

Chief, Human Resources, NYS EMO

New York State will hold a human resources conference on Oct. 22 and 23. Federal, state, and local governments will integrate with the Voluntary Organizations Active in Disaster (VOAD) and other NGOs and private sector partners.

### Tim Lovell

Administrator, City of Tulsa Mayor's Citizen Corps

Safe and Secure education and training program for businesses, neighborhoods and nonprofit organizations, which include assessments of vulnerabilities, planning, training (including CERT and neighborhood watch) and volunteerism.

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

McReady public education partnership at McDonald's [www.McReady.org](http://www.McReady.org)

### Carlos J. Castillo

Director, Miami-Dade Office of Emergency Management

Residential shuttering programs—currently focusing on providing storm shutters for low-income elderly. County Commissioners provide funding. CERT Teams install the shutters in neighborhoods.

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### Ruth B. Mascari

Deputy Director, MD Emergency Management Agency (MEMA)

Maryland Emergency Management Agency Public Information Office staff conducts annual media training for practicing members of State/DC media for understanding of emergency management issues, procedures, needs. This enhances media as a resource and partner to Maryland Emergency Management.

Legislation and implementation of intrastate support through state enabling statute for each local jurisdiction to adopt—MD Emergency Management Assistance Compact (MEMAC) provides liability and monetary coverage for provision of resource (any resource) across county lines.

### Leon Frazier

VP Public Sector, Nextel

Nextel formed emergency response teams to respond to declared emergencies. It also assists with field training exercises. Teams are comprised of more than 1,000 volunteers, 6,000 phones and deployable coverage units. Nextel is working with American Red Cross, Citizen Corps and Points of Light to provide volunteers affordable interoperable devices.

### Michael Kleeman

Volunteer, ARC/Bay Area & National

Bay Area Consortium for Emergency Preparedness (BACEP) is a multi-organizational consortium for preparedness training. Chaired by the American Red Cross of the Bay Area.

Alameda City Together We Prepared Program—20,000 (out of 72,500 people) trained by 2004.

### Jacqueline Snelling

Chairman, Arlington County Citizen Corps Council

Arlington's Citizen Corps Council includes representatives of specific sectors and target populations included in our planning (disabilities, elderly, language, business, schools, faith) as a mechanism for outreach through those participating organizations. We are implementing a neighborhood model for support of neighborhood education, communication and response through the Citizen Corps progress of CERT in Neighborhood Watch.

### Joel P. Hinzman

Director of Federal Affairs, Oracle

We have numerous programs at Oracle to inform our associates and feel business needs to take the initiatives in linking employers with community resources.

### Jennifer Livengood

VP, National Campaign, National Association of Broadcasters

Creating and distributing guidebooks to local radio and television stations nationwide. Such materials include preparedness tips for the stations (to help ensure they stay on the air); as well as tips the stations can share with their local communities in the form of PSA, newscasts, etc.

Promoting and distributing PSAs, b-roll and other educational materials with a preparedness message to television stations via satellite and radio stations via our Web site.

### Jim Ryan

Group President, W. W. Grainger, Inc.

Promote planning for national disasters to our 1.5 million customer base through our sales force, direct mail and the internet. We publish:

- Product and inventory lists for specific types of national disasters
- Other links and sources of information for national disaster training

### Remida Melindy

Assistant District Attorney, Homeland Security, Department of Justice, Commonwealth of Puerto Rico

The Homeland Security Advisory designated by the Governor is the Secretary of Justice. All the preparedness and public awareness comes from the Emergency Management Agency (EMA). At this point we are in the process of consolidating all the efforts related to public preparedness within the Department of Justice. The EMA does a lot of media (TV, radio, etc.) in order to make the public aware of hurricane season, etc. However, we need to improve terrorism incident prevention and awareness.

December 17, 2003 Homeland Security Presidential Directive/Hspd-8

Subject: National Preparedness

Purpose

(1) This directive establishes policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of Federal preparedness assistance to State and local governments, and outlining actions to strengthen preparedness capabilities of Federal, State, and local entities.

Definitions

(2) For the purposes of this directive:

(a) The term “all-hazards preparedness” refers to preparedness for domestic terrorist attacks, major disasters, and other emergencies.

(b) The term “Federal departments and agencies” means those executive departments enumerated in 5 U.S.C. 101, and the Department of Homeland Security; independent establishments as defined by 5 U.S.C. 104(1); Government corporations as defined by 5 U.S.C. 103(1); and the United States Postal Service.

(c) The term “Federal preparedness assistance” means Federal department and agency grants, cooperative agreements, loans, loan guarantees, training, and/or technical assistance provided to State and local governments and the private sector to prevent, prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies. Unless noted otherwise, the term “assistance” will refer to Federal assistance programs.

(d) The term “first responder” refers to those individuals who in the early stages of an incident are responsible for the protection and preservation of life, property, evidence, and the environment, including emergency response providers as defined in section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101), as well as emergency management, public health, clinical care, public works, and other skilled support personnel (such as equipment operators) that provide immediate support services during prevention, response, and recovery operations.

(e) The terms “major disaster” and “emergency” have the meanings given in section 102 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122).

(f) The term “major events” refers to domestic terrorist attacks, major disasters, and other emergencies.

(g) The term “national homeland security preparedness-related exercises” refers to homeland security-related exercises that train and test national decision makers and utilize resources of multiple Federal departments and agencies. Such exercises may involve State and local first responders when appropriate.

Such exercises do not include those exercises conducted solely within a single Federal department or agency.

(h) The term “preparedness” refers to the existence of plans, procedures, policies, training, and equipment necessary at the Federal, State, and local level to maximize the ability to prevent, respond to, and recover from major events. The term “readiness” is used interchangeably with preparedness.

(i) The term “prevention” refers to activities undertaken by the first responder community during the early stages of an incident to reduce the likelihood or consequences of threatened or actual terrorist attacks. More general and broader efforts to deter, disrupt, or thwart terrorism are not addressed in this directive.

(j) The term “Secretary” means the Secretary of Homeland Security.

(k) The terms “State,” and “local government,” when used in a geographical sense, have the same meanings given to those terms in section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101).

Relationship to HSPD-5

(3) This directive is a companion to HSPD-5, which identifies steps for improved coordination in response to incidents. This directive describes the way Federal departments and agencies will prepare for such a response, including prevention activities during the early stages of a terrorism incident.

Development of a National Preparedness Goal

(4) The Secretary is the principal Federal official for coordinating the implementation of all-hazards preparedness in the United States. In cooperation with other Federal departments and agencies, the Secretary coordinates the

preparedness of Federal response assets, and the support for, and assessment of, the preparedness of State and local first responders.

(5) To help ensure the preparedness of the Nation to prevent, respond to, and recover from threatened and actual domestic terrorist attacks, major disasters, and other emergencies, the Secretary, in coordination with the heads of other appropriate Federal departments and agencies and in consultation with State and local governments, shall develop a national domestic all-hazards preparedness goal. Federal departments and agencies will work to achieve this goal by:

(a) providing for effective, efficient, and timely delivery of Federal preparedness assistance to State and local governments; and

(b) supporting efforts to ensure first responders are prepared to respond to major events, especially prevention of and response to threatened terrorist attacks.

(6) The national preparedness goal will establish measurable readiness priorities and targets that appropriately balance the potential threat and magnitude of terrorist attacks, major disasters, and other emergencies with the resources required to prevent, respond to, and recover from them. It will also include readiness metrics and elements that support the national preparedness goal including standards for preparedness assessments and strategies, and a system for assessing the Nation's overall preparedness to respond to major events, especially those involving acts of terrorism.

(7) The Secretary will submit the national preparedness goal to me through the Homeland Security Council (HSC) for review and approval prior to, or concurrently with, the Department of Homeland Security's Fiscal Year 2006 budget submission to the Office of Management and Budget.

#### Federal Preparedness Assistance

(8) The Secretary, in coordination with the Attorney General, the Secretary of Health and Human Services (HHS), and the heads of other Federal departments and agencies that provide assistance for first responder preparedness, will establish a single point of access to Federal preparedness assistance program information within 60 days of the issuance of this directive. The Secretary will submit to me through the HSC recommendations of specific Federal department and agency programs to be part of the coordinated approach. All Federal departments and agencies will cooperate with this effort. Agencies will continue to issue financial assistance awards consistent with applicable laws and regulations and will ensure that program announcements, solicitations, application instructions, and other guidance documents are consistent with other Federal preparedness programs to the extent possible. Full implementation of a closely coordinated interagency grant process will be completed by September 30, 2005.

(9) To the extent permitted by law, the primary mechanism for delivery of Federal preparedness assistance will be awards to the States. Awards will be delivered in a form that allows the recipients to apply the assistance to the highest priority preparedness requirements at the appropriate level of government. To the extent permitted by law, Federal preparedness assistance will be predicated on adoption of Statewide comprehensive all-hazards preparedness strategies. The strategies should be consistent with the national preparedness goal, should assess the most effective ways to enhance preparedness, should address areas facing higher risk, especially to terrorism, and should also address local government concerns and Citizen Corps efforts. The Secretary, in coordination with the heads of other appropriate Federal departments and agencies, will review and approve strategies submitted by the States. To the extent permitted by law, adoption of approved Statewide strategies will be a requirement for receiving Federal preparedness assistance at all levels of government by September 30, 2005.

(10) In making allocations of Federal preparedness assistance to the States, the Secretary, the Attorney General, the Secretary of HHS, the Secretary of Transportation, the Secretary of Energy, the Secretary of Veterans Affairs, the Administrator of the Environmental Protection Agency, and the heads of other Federal departments and agencies that provide assistance for first responder preparedness will base those allocations on assessments of population concentrations, critical infrastructures, and other significant risk factors, particularly terrorism threats, to the extent permitted by law.

(11) Federal preparedness assistance will support State and local entities' efforts including planning, training, exercises, interoperability, and equipment acquisition for major events as well as capacity building for prevention activities such as information gathering, detection, deterrence, and collaboration related to terrorist attacks. Such

assistance is not primarily intended to support existing capacity to address normal local first responder operations, but to build capacity to address major events, especially terrorism.

(12) The Attorney General, the Secretary of HHS, the Secretary of Transportation, the Secretary of Energy, the Secretary of Veterans Affairs, the Administrator of the Environmental Protection Agency, and the heads of other Federal departments and agencies that provide assistance for first responder preparedness shall coordinate with the Secretary to ensure that such assistance supports and is consistent with the national preparedness goal.

(13) Federal departments and agencies will develop appropriate mechanisms to ensure rapid obligation and disbursement of funds from their programs to the States, from States to the local community level, and from local entities to the end users to derive maximum benefit from the assistance provided. Federal departments and agencies will report annually to the Secretary on the obligation, expenditure status, and the use of funds associated with Federal preparedness assistance programs.

#### Equipment

(14) The Secretary, in coordination with State and local officials, first responder organizations, the private sector and other Federal civilian departments and agencies, shall establish and implement streamlined procedures for the ongoing development and adoption of appropriate first responder equipment standards that support nationwide interoperability and other capabilities consistent with the national preparedness goal, including the safety and health of first responders.

(15) To the extent permitted by law, equipment purchased through Federal preparedness assistance for first responders shall conform to equipment standards in place at time of purchase. Other Federal departments and agencies that support the purchase of first responder equipment will coordinate their programs with the Department of Homeland Security and conform to the same standards.

(16) The Secretary, in coordination with other appropriate Federal departments and agencies and in consultation with State and local governments, will develop plans to identify and address national first responder equipment research and development needs based upon assessments of current and future threats. Other Federal departments and agencies that support preparedness research and development activities shall coordinate their efforts with the Department of Homeland Security and ensure they support the national preparedness goal.

#### Training and Exercises

(17) The Secretary, in coordination with the Secretary of HHS, the Attorney General, and other appropriate Federal departments and agencies and in consultation with State and local governments, shall establish and maintain a comprehensive training program to meet the national preparedness goal. The program will identify standards and maximize the effectiveness of existing Federal programs and financial assistance and include training for the Nation's first responders, officials, and others with major event preparedness, prevention, response, and recovery roles. Federal departments and agencies shall include private organizations in the accreditation and delivery of preparedness training as appropriate and to the extent permitted by law.

(18) The Secretary, in coordination with other appropriate Federal departments and agencies, shall establish a national program and a multi-year planning system to conduct homeland security preparedness-related exercises that reinforces identified training standards, provides for evaluation of readiness, and supports the national preparedness goal. The establishment and maintenance of the program will be conducted in maximum collaboration with State and local governments and appropriate private sector entities. All Federal departments and agencies that conduct national homeland security preparedness-related exercises shall participate in a collaborative, interagency process to designate such exercises on a consensus basis and create a master exercise calendar. The Secretary will ensure that exercises included in the calendar support the national preparedness goal. At the time of designation, Federal departments and agencies will identify their level of participation in national homeland security preparedness-related exercises. The Secretary will develop a multi-year national homeland security preparedness-related exercise plan and submit the plan to me through the HSC for review and approval.

(19) The Secretary shall develop and maintain a system to collect, analyze, and disseminate lessons learned, best practices, and information from exercises, training events, research, and other sources, including actual incidents, and establish procedures to improve national preparedness to prevent, respond to, and recover from major events. The Secretary, in coordination with other Federal departments and agencies and State and local governments, will identify relevant classes of homeland-security related information and appropriate means of transmission for the information

to be included in the system. Federal departments and agencies are directed, and State and local governments are requested, to provide this information to the Secretary to the extent permitted by law.

Federal Department and Agency Preparedness

(20) The head of each Federal department or agency shall undertake actions to support the national preparedness goal, including adoption of quantifiable performance measurements in the areas of training, planning, equipment, and exercises for Federal incident management and asset preparedness, to the extent permitted by law. Specialized Federal assets such as teams, stockpiles, and caches shall be maintained at levels consistent with the national preparedness goal and be available for response activities as set forth in the National Response Plan, other appropriate operational documents, and applicable authorities or guidance. Relevant Federal regulatory requirements should be consistent with the national preparedness goal. Nothing in this directive shall limit the authority of the Secretary of Defense with regard to the command and control, training, planning, equipment, exercises, or employment of Department of Defense forces, or the allocation of Department of Defense resources.

(21) The Secretary, in coordination with other appropriate Federal civilian departments and agencies, shall develop and maintain a Federal response capability inventory that includes the performance parameters of the capability, the timeframe within which the capability can be brought to bear on an incident, and the readiness of such capability to respond to domestic incidents. The Department of Defense will provide to the Secretary information describing the organizations and functions within the Department of Defense that may be utilized to provide support to civil authorities during a domestic crisis.

Citizen Participation

(22) The Secretary shall work with other appropriate Federal departments and agencies as well as State and local governments and the private sector to encourage active citizen participation and involvement in preparedness efforts. The Secretary shall periodically review and identify the best community practices for integrating private citizen capabilities into local preparedness efforts.

Public Communication

(23) The Secretary, in consultation with other Federal departments and agencies, State and local governments, and non-governmental organizations, shall develop a comprehensive plan to provide accurate and timely preparedness information to public citizens, first responders, units of government, the private sector, and other interested parties and mechanisms for coordination at all levels of government.

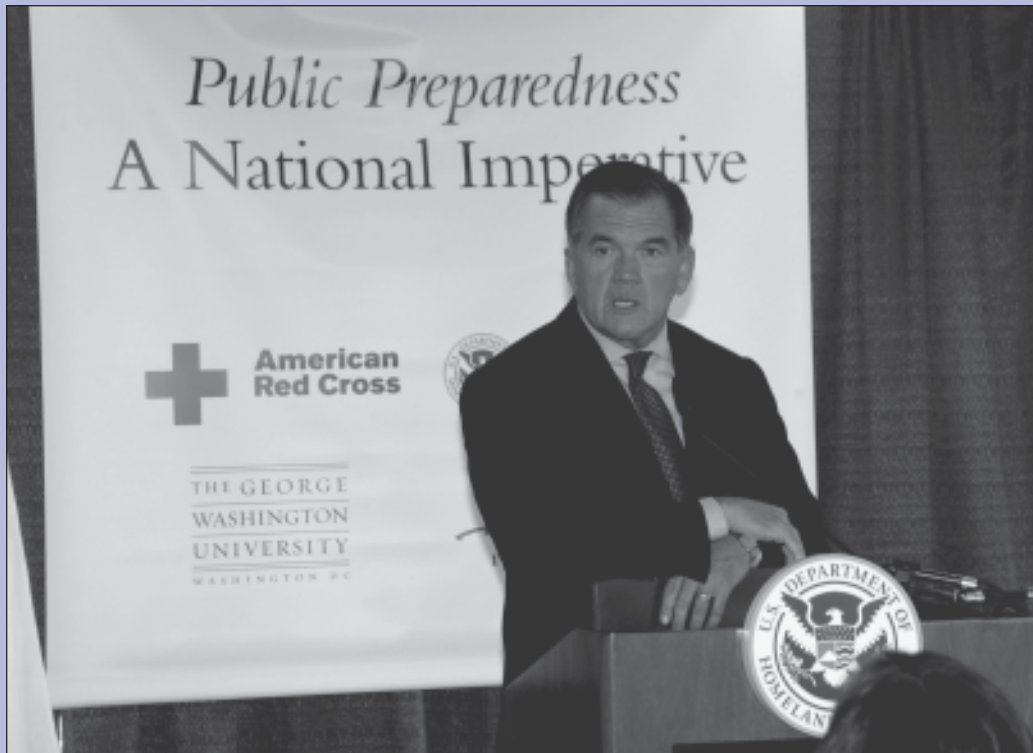
Assessment and Evaluation

(24) The Secretary shall provide to me through the Assistant to the President for Homeland Security an annual status report of the Nation's level of preparedness, including State capabilities, the readiness of Federal civil response assets, the utilization of mutual aid, and an assessment of how the Federal first responder preparedness assistance programs support the national preparedness goal. The first report will be provided within 1 year of establishment of the national preparedness goal.

(25) Nothing in this directive alters, or impedes the ability to carry out, the authorities of the Federal departments and agencies to perform their responsibilities under law and consistent with applicable legal authorities and presidential guidance.

(26) Actions pertaining to the funding and administration of financial assistance and all other activities, efforts, and policies in this directive shall be executed in accordance with law. To the extent permitted by law, these policies will be established and carried out in consultation with State and local governments.

(27) This directive is intended only to improve the internal management of the executive branch of the Federal Government, and it is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity, against the United States, its departments, agencies, or other entities, its officers or employees, or any other person. —GEORGE W. BUSH



*We need to make preparedness part of  
the daily life of all Americans.*

*—Secretary Tom Ridge, 2004*



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