



In-depth study of resistance to emergency preparedness

Qualitative research report

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Introduction

Background

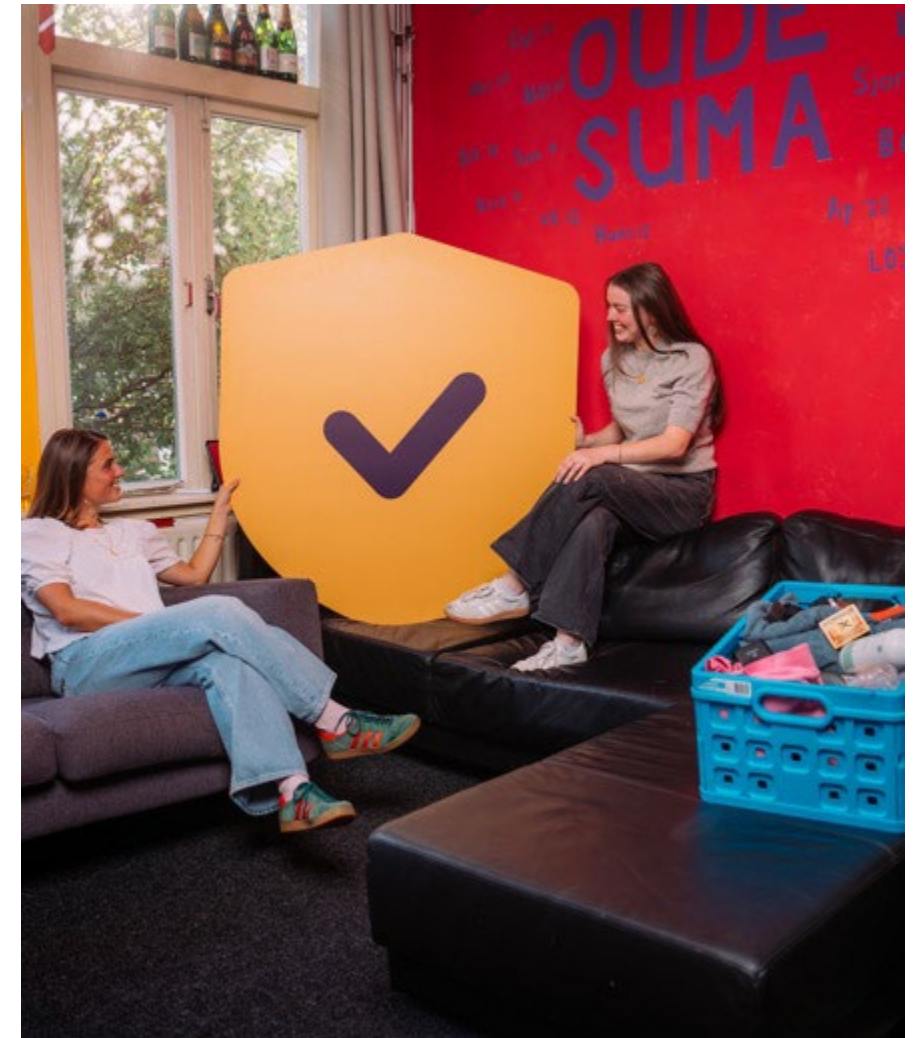
The 'Think Ahead' (*Denk Vooruit*) campaign was launched in the autumn of 2025, with the aim of encouraging people to prepare for potential emergencies. The related quantitative campaign impact study shows that the campaign has had a positive impact, with more people having started to prepare. At the same time, the perceived benefits of preparation declined and some resistance appears to have arisen during the period in which the campaign was running.

The campaign consisted of two parts. It started with standard campaign materials (TV commercial, radio and social media), followed by a phase featuring extensive PR, the information booklet, content creators and partners. The decline in the perceived benefits of preparation and the increase in resistance appear to have come about particularly in relation to the second phase. It is unclear to what extent this was influenced by the campaign, or whether other factors contributed to the way in which it was received by the public.

The National Coordinator for Security and Counterterrorism (*Nationaal Coördinator Terrorismebestrijding en Veiligheid*, NCTV), the Ministry of Justice and Security and the Public Information and Communications Service (*Dienst Publiek en Communicatie*, DPC) wish to gain a better understanding of what caused this (more) negative sentiment ahead of the next phase of the campaign. That was the reason for carrying out qualitative research amongst the target group. This report sets out the results, conclusions and recommendations.

Reading guide

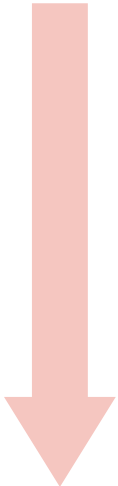
The people invited to take part in this research were those who experience some level of resistance to emergency preparedness, as indicated by the statements on slide 5. The results are therefore based solely on the views of this target group.



Research objective



Objective: To gain **insight** into how and why resistance to emergency preparedness arose during the second phase of the 'Think Ahead' campaign, with the aim of determining whether and how this resistance can be minimised.



More specifically:

- How did the resistance come about?
- What is fuelling this resistance?
- How can we communicate about this issue without provoking resistance?

Output

1. Insight into how the issue is discussed within the target group (discourse), and the perceptions of and associations with 'emergency preparedness'.
2. Specific recommendations on how communication can best be aligned with the target audience.
3. Insight into how and why resistance to emergency preparedness arose during the 'Think Ahead' campaign.
4. Specific recommendations on whether and how resistance can be taken into account in future campaign phases (to minimise the negative impact).

Research design

Method

The research was carried out using 2 online focus groups, each lasting 105 minutes and involving 5 participants, followed by 8 online individual interviews lasting 45 minutes.

Target audience description

- General Dutch public (aged 18 and over)
- People who experience (some degree of) resistance to emergency preparedness. Selected on the basis of the following statements from the Rasch analysis:
 - I think it is important to be prepared for an emergency.
 - Putting together an emergency kit is an effective way of avoiding the negative consequences of an emergency.
 - Drawing up an emergency plan is an effective way of avoiding the negative consequences of an emergency.
 - If I prepare for an emergency, I reduce the likelihood of negative consequences.
 - It annoys me that I am being asked to prepare for emergencies.

Stimulus material

- Bulletin board (collection of news items)
- 'Think Ahead' campaign: TV commercial and booklet

Research date

The fieldwork was carried out on 8 and 9 April 2026.
The fieldwork was observed (online) by representatives from DPC and NCTV.

A spread has been achieved across:

- Level of education, of which:
 - A group with vocational training (senior secondary vocational education (MBO) levels 1 to 4).
 - A group with theoretical training (higher professional education (HBO) – university education (WO)).
- Age
- Gender identity
- Occupation
- Living arrangements and place of residence

The respondents who took part in this survey were recruited by a specialist market research fieldwork agency, under MARE's responsibility. They received appropriate (financial) compensation for taking part in this research.

Project team

Diane Steinhaus (Insight & Strategy)
Maxine Wardenier (Insight Expert)

Conclusions & recommendations

Disclaimer | Qualitative research is exploratory and diagnostic in nature. The findings of such research should therefore be regarded primarily as indicative and hypothesis-generating, rather than as (statistically proven) facts. For the sake of clarity, the affirmative form is used in this report.

Conclusions



Different types of resistance

- The idea that an emergency could occur in the Netherlands instils fear in many people. It is a scenario they would rather not think about, or even refuse to believe. People generally find change difficult, but in this case it is a radical and frightening change. People respond in various ways to the idea of taking action to prepare for emergencies. Some are suspicious (conspiracy theories), whilst others withdraw ('ostrich' behaviour or 'bury their heads in the sand'). The research also shows that all types of resistance to emergency preparedness are present:
 - **Scepticism** (uncertainty) plays a major role, with people not only questioning the usefulness and necessity of preparing for an emergency (emergency kit/contingency plan), but also whether an emergency situation could arise in the Netherlands at all. Furthermore, trust in the government is at a low ebb and that breeds suspicion and leads people to seek solace in alternative truths.
 - **Inertia** (saving energy) is also common amongst this target group, due to the expected investment in time, knowledge and effort that people have to put into the preparations. Furthermore, the sense of perceived usefulness and necessity is currently still too low to incentivise the required course of action.
 - **Aversion** (anger): this target group feels that something is being imposed on them. They feel patronised by the government which, for example, advises them on how many litres of water they should stock up on at home. This feels like a restriction of freedom or autonomy, which leads to irritation and resistance in relation to emergency preparedness.

Unclear course of action

- Emergencies are too abstract and are therefore interpreted in different ways, with some people thinking an emergency is something minor, such as a car breaking down, whilst to others, an emergency is something major, such as war. People tend to interpret 'emergencies' on the basis of their own experiences or other sources of information, such as social media or the news. Another problem is that the consequences of an emergency like a 72-hour power cut are not yet fully understood and are therefore underestimated.
- The same applies to the lack of clarity regarding the division of roles. People wonder what the government is doing during those 72 hours and whether it is doing anything at all to prepare for an emergency, and that makes them feel as though they have been left to their own devices.
- Furthermore, buying an emergency kit feels like a bigger task, because people assume they have to buy an actual kit containing all the necessary items, while at home they actually already have more of what is needed than they realise.

The campaign has further fuelled resistance

- The campaign message has further fuelled resistance due to a lack of clarity regarding emergency situations and an excessive contrast with the geopolitical developments reported in the media. In addition, the possible courses of action and the information provided were overwhelming (association with an actual 'kit' and the booklet). As a result, people have started looking for alternative truths (conspiracy theories on social media), thereby creating a sense of scaremongering.

Recommendations (1/2)



Find the right balance

- The challenge in getting this group to take action is striking the right balance between telling the truth (in response to the notion that 'the government knows more and is withholding information') and scaremongering (in response to the notion that 'a power cut is no big deal'). Key elements in this regard are transparency and clarity, fostering a sense of shared responsibility, and breaking the process down into small steps.

Points to consider for follow-up campaign

- The following are a few points to bear in mind for the next campaign, which will help minimise the likelihood of resistance:
 - Present information in manageable chunks: the information in the booklet has turned out to be relevant because these are the questions people are grappling with. The problem is just that people have not read it. We therefore recommend dividing up the information as follows:
 - Focus the campaign on 'cooperation' (what is the *government* doing and what are *you* doing) and be transparent about the division of roles: explain what is being done to prepare for emergencies, for example by detailing the partnerships the government has established in line with the 'whole-of-society approach'. This will create a broader basis of support.
 - Put the '72 hours' into context: why was 72 hours chosen, what happens during those 72 hours, and what is the government doing during that time?
 - Define the emergency in specific terms (taking account of the point made earlier about 'striking the right balance').
 - Place less emphasis on an actual kit (in relation to the emergency kit).

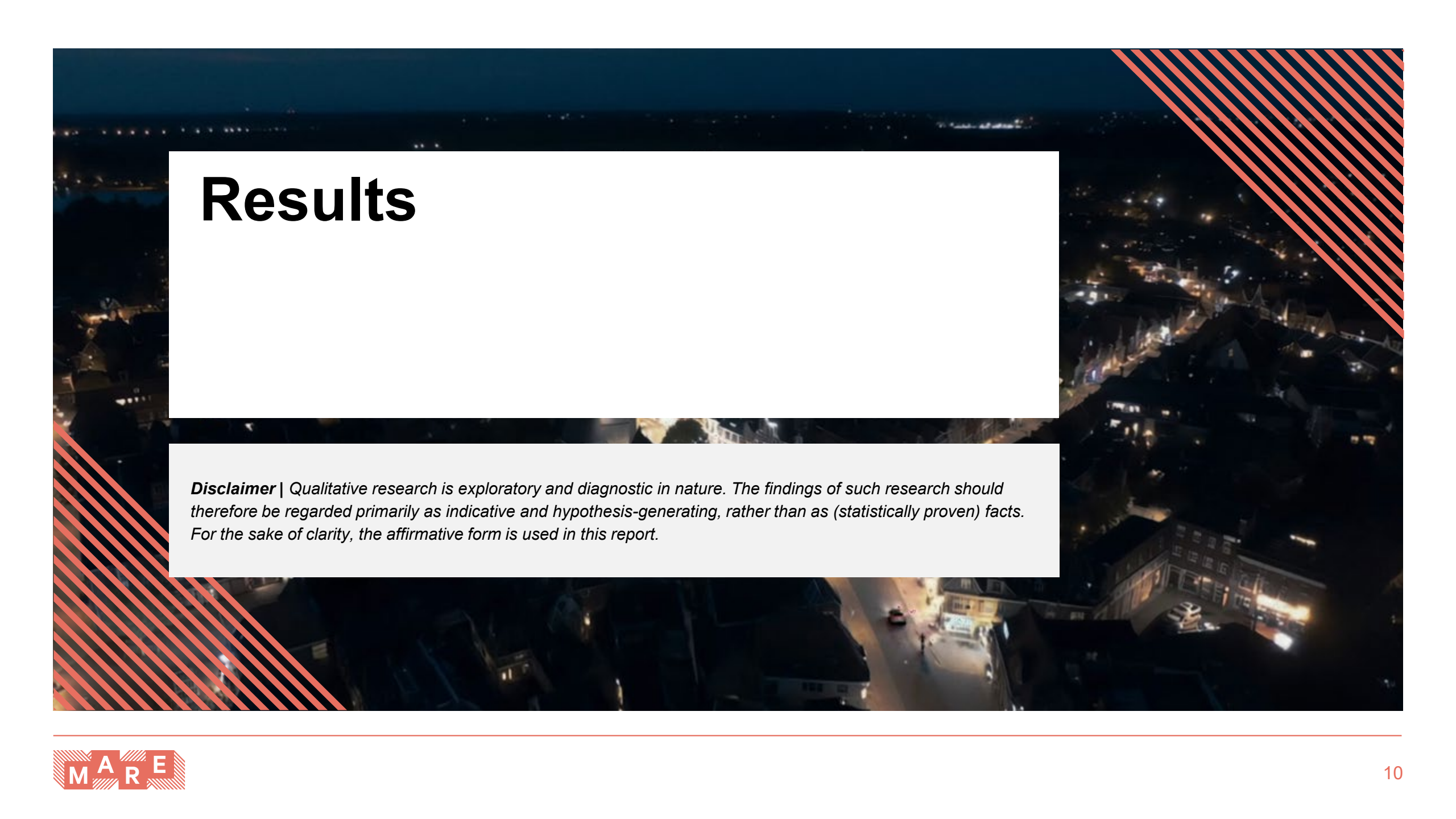
Link up with current behaviour

- It is easier for people to build on existing behaviour than to learn entirely new behaviour. That approach also eliminates the chance of resistance. The recommendation is therefore to link up with current behaviour, because the course of action then feels less daunting. The research highlights two key points that tie in with current behaviour:
 - 1) People are better prepared than they realise: they already have some of the necessary items at home, such as tinned food, a torch, blankets or candles.
 - 2) People feel a sense of responsibility towards one another and they are more concerned about the safety of others than their own. Actions which provide evidence of this include giving a family member an emergency radio as a present, or drawing up an emergency plan for the children.

Recommendations (2/2)

Based on the behavioural analysis, a number of techniques can be identified which can be used to capitalise on the behavioural factors and minimise resistance:

Factor	Positive/negative impact on target behaviour	Techniques
Scepticism (uncertainty about the sender and the message, but also rejection of change)	Negative. It is difficult to convince this group because the doubts and uncertainty regarding the content and the sender create significant resistance.	Emphasise a sense of togetherness: Make it clear what the government's role is during the first 72 hours (such as setting up facilities). This gives households a better understanding of the situation as a whole, and of the importance of their own role, namely to look after themselves during the period of 72 hours. Furthermore, the research often showed that people do consider it important to ensure the safety of those around them. In this case, that is also part of the sense of togetherness. One example is to emphasise what people can do for their neighbours.
Inertia (saving energy)	Negative. However, this type of resistance is very close to the desired behaviour. Although there is clear intent, no action is taken because emergency preparedness still feels too daunting or too vague.	Make it specific: Offering a clear and manageable plan of action narrows the 'gap' between intention and behaviour. The less energy a person expects to have to put into it, the more likely they are to exhibit the behaviour. That is why the recommendation is to emphasise (even more) that the person is already exhibiting some of the desired behaviour.
Aversion (anger/autonomy being threatened)	Negative. People will start behaving in the opposite way as a form of protest.	Acknowledge resistance: This resistance can be reduced simply by acknowledging that the target audience may experience (some) resistance as a result of the message or campaign. That conveys empathy, making people feel heard and understood.
Ostrich behaviour / 'head-in-the-sand' (Experiential avoidance)	Negative. People pretend the problem does not exist, meaning that no action is taken.	Specific information: Nowadays people immediately think of a situation of war based on media reports. The need to avoid anxiety may be reduced by providing a manageable context for potential emergency situations in the Netherlands, and offering appropriate courses of action.
Social environment / social norms	Negative. A social environment in which people display the desired behaviour normally has a positive effect. However, in this case it is not yet leading to the target behaviour, due to the level of resistance.	Communicate the dynamic norm: It takes time to change the norm. In a follow-up to the campaign, greater emphasis could be placed on the change that is taking place, in other words on how people are approaching emergency preparedness. This highlights the change and helps to adjust the norm step by step.
Confirmation bias	Negative. In this case confirmation bias (clinging to existing beliefs) prevents any change in behaviour from taking place.	The value of benevolence/altruism: The target group indicates that they do worry about the safety or security of others in emergency situations. In this case, it mainly concerns the people who are closest to us. This target group can still be convinced of the importance of emergency preparedness by highlighting its value (benevolence).
Household effects / stockpile	Positive. This makes the step that needs to be taken feel smaller and more achievable.	Link with current behaviour: Identify what people are already doing and find ways to align with that. When doing so, it helps to move the focus away from the actual kit.



Results

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Context



A high level of knowledge regarding the emergency kit

- Even though they threw the leaflet away, everyone got the gist of the message behind the 'Think Ahead' campaign. When thinking about emergency preparedness, the first thing that springs to mind is the emergency kit. However, it is interpreted purely as a collection of things you need to have ready at home.
- During the conversations, reference was also made to the emergency kit featured in the Saint Nicholas news programme (*Sinterklaasjournaal*) last December and the giving of emergency radios as Christmas presents.

A great deal of information, and people remember particularly the figures

- People have been bombarded with a lot of information and we're only able to remember part of it, which consisted mainly of the figures and a few key words: Being able to survive for 72 hours, needing 3 litres of water per person per day and €70 in cash per person. People also remembered that emergency radios, candles and a power bank are all included in the emergency kit.
- In short, people have not yet retained all the information they need and have therefore started to interpret things in their own way or are following the interpretations presented in the media, including social media. As a result, there are lots of different stories, opinions and views going around.

Influence from other media

- Geopolitical developments shape people's perceptions of emergency situations. The extensive media coverage of the ongoing wars means that this is the first thing that springs to mind when people think of emergencies. The members of the target group are still aware of this, despite paying little or no attention to the news. That is why they imagine a possible bomb attack when thinking about preparing for emergencies. It is against this frame of reference that the usefulness of an emergency kit or plan is assessed.

Perception of the government

- The members of this target group have a low level of trust in the government. A frequently cited example is the policy pursued during the coronavirus pandemic, which left some people with a negative impression and has led them, for example, to question the approach and the facts communicated. The result has been a more negative perception of central government.

Perceptions and associations relating to ‘emergency preparedness’



No sense of urgency to prepare | When people think of emergencies, they tend to think of war, and that evokes feelings of uncertainty and insecurity. The likelihood of war breaking out in the Netherlands is considered to be very low, which is why there is no sense of urgency to make preparations for that eventuality.

The term ‘emergencies’ can have all kinds of different meanings

- People interpret the term ‘emergency’ in different ways, with some associating it with a car breaking down, whilst others associate it with war.
- However, the connotation associated with the word means it is mainly linked to an extreme form of war, as people see in the news, with bomb attacks and tanks in the streets. People tend to not link it with a cyberattack, for example.
- This is one of the reasons why the emergency situation referred to in the campaign is unclear or confusing. This target group does not regard a power cut as a genuine emergency, instead saying things like, “I’d describe a power cut as more of a minor emergency”.

Fear alone is not a reason to feel a sense of urgency

- The idea that war could break out in the Netherlands evokes feelings of uncertainty and insecurity, as it stands in stark contrast to how safe the Netherlands feels at the moment. People do not want to believe that war could break out and therefore look for ways to dismiss the message:
 - On the one hand, people overestimate their own behaviour, which means **they do not see the need**: “I can easily manage without electricity for 72 hours. It’s not the end of the world if you can’t have a coffee for a while.”
 - On the other hand, it leads to ostrich behaviour, “I’d rather bury my head in the sand because I don’t want to think about war breaking out in the Netherlands”. People pretend the idea does not exist, so that they do not have to feel the emotions that accompany the reality.
- They feel that an emergency kit (or an emergency plan) would give a false sense of security if war actually broke out. They envisage the situation in Ukraine and they **cannot see the point of the kit**.

Scaremongering?

- Those who already have little trust in the government see the idea of ‘emergency preparedness’ as a form of scaremongering. They believe that the government has a hidden agenda and is communicating on the issue in order to exercise control. This sense of mistrust is also fuelled by the idea that the government has more detailed information and already knows what is going to happen, but is unwilling to share this with the public.
- A few people, on the other hand, have such confidence in the government’s ability to find solutions that they are not worried.

Lessons learned from current campaign resources



On first reading, the booklet provokes resistance and a sense of being patronised. However, in reality most people already possess (without knowing it) more of the necessary items than they realise.

How the booklet was received

- It was thrown into the paper recycling bin without being read, or;
- It was skimmed through briefly, with the checklist being the only thing to catch people's eye or stick in their mind.

The booklet gives the impression of being patronised

- On an emotional level, the booklet has mainly left people with a sense of obligation, patronisation or imposition (given the sheer volume of information they have received):
 - For some people it is because of the details: "How do they know how much water I need?" or "Why do they want to know who lives here?".
 - Others were left with the impression that you have to prepare as an individual and feel they have to face things on their own.
- Others argue that the government's role is unclear and that there is a lack of context regarding emergency situations.
 - Questions are being asked such as "how are those less well-off supposed to acquire an emergency kit?" or "why isn't the government handing out emergency kits?".
 - The theory is also circulating that the 72-hour figure is being used to scare people. The idea being that the government has a large switch that can be used to cause a power cut, and that is why it is already known that it is going to last 72 hours.

Better prepared than I thought

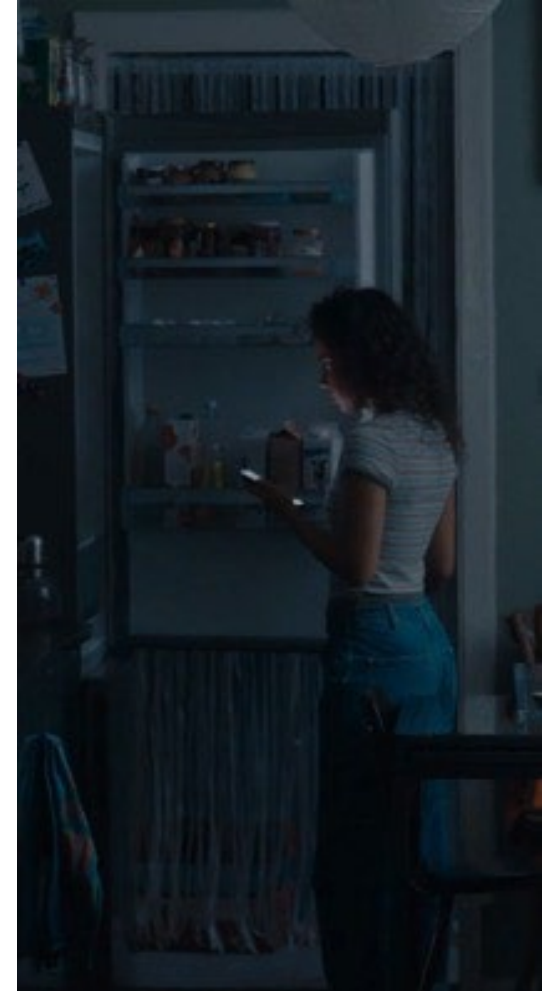
- It actually turns out that most people already have a large number of the items on the checklist in their homes (as standard).
 - These range from keeping a stockpile of (non-perishable) food to making sure the car's petrol tank is always half full.
 - A number of people have discussed the issue with others or drawn up a contingency plan with their family.
- Given that the booklet has not been read, the message about first checking what you already have at home has not done its job. The step towards 'preparation' therefore feels bigger than it actually is.

Lessons learned from current campaign resources



The TV commercial raises a number of questions and evokes a range of emotions

- The lights going out in the supermarket and people starting to wander aimlessly about the streets leaves some people feeling panicked. It raises questions such as why this is necessary, but also disbelief. Power cuts are not regarded as something to panic about, with people claiming, “I experience brief power cuts on a regular basis these days, and it’s certainly not a cause for alarm”.
- At the end of the TV commercial, the family are sitting together in a cosy, relaxed atmosphere, which detracts from the sense of urgency. It confirms that things are not as bad as they seem. It also really captures the Christmas spirit (which is fitting for the period of broadcast). In this case people do not make the connection that the preparations (the emergency kit) are the reason why the family is sitting calmly at the table.
- There is also a strong emphasis on the emergency kit (everything together in a single kit) because that is how it is displayed on screen. This gives rise to the idea that all the items must fit into a box. For some people, this presents a barrier, expressed with phrases like, “I don’t have room for that”. Another consequence is that it makes people more likely to feel that they are unprepared.



Lessons learned from current campaign resources

The proposed hypotheses were addressed in the study in the following ways:

Assumption	Confirmation
The 'emergencies' were too vague.	It was not clear that the focus was on a 72-hour power cut. This caused confusion, particularly given that an emergency is associated with war.
The contrast between the 'emergencies' (utility failures) and the imminent threat of war was excessive.	A power cut is played down, with people over-estimating their ability to cope without power for 72 hours. In the context of war, an emergency kit is seen as giving a false sense of security.
The subject was too overwhelming and was being discussed far too much.	Several examples were mentioned during the discussion. People were reminded of the emergency kit featured on the Saint Nicholas news programme (<i>Sinterklaasjournaal</i>), but also of kits you can buy via online retailer Bol.com or at the Albert Heijn supermarket. It is also striking how many people have given or received an emergency radio as a Christmas present.
Conspiracy-theory-style stories have been circulating on social media (people see the campaign as scaremongering and suspect there is more to it than meets the eye).	The campaign is seen as scaremongering and rumours are circulating that the government wants to use this as a means of influencing or exercising control. Another conspiracy theory is that the government has a large switch which they can use to turn the power off.
The course of action was not clear enough.	It seemed to involve purchasing an emergency kit, in the form of an actual package. As a result, people did not take time to reflect about the items they already have in their homes, and they concluded that they are less well prepared than is the case in reality.
The December/Christmas period was not appropriate	That it was out of keeping with the Christmas spirit was not explicitly mentioned. The only thing that became apparent was that the sense of Christmas spirit caused the TV commercial to come across as less urgent and more warm and cosy.



Behavioural determinants for emergency preparedness

The analysis shows that a number of factors influence whether or not people prepare for emergencies. These are described in the table below.

Factor	Clarification	Positive/negative impact on target behaviour
Scepticism (uncertainty about the sender and the message, but also rejection of change)	<i>Doubts about the sender:</i> there is a great deal of mistrust of the government amongst this target group. This manifests itself in people becoming suspicious. Rumours are circulating about government interference, scaremongering or the government having a hidden agenda. There are also indications of the existence of conspiracy theories. <i>Doubts about the message:</i> there are also doubts about the content. This is reflected, in turn, in a greater need for specific information, or a 'see it to believe it' attitude. Furthermore, there is a perception that an emergency kit gives a false sense of security and will not help in genuine emergencies (in short: people do not feel there is much use in being prepared). - Those who live outside the city are more sceptical, as they have a low-level feeling of personal relevance, after all, they have their vegetable gardens, their weekly shop or a sense of community to fall back on.	Negative. It is difficult to convince this group because the doubts and uncertainty regarding the content and the sender create significant resistance.
Inertia (energy savings achieved by sticking to existing routines)	- Emergency preparedness requires a capacity to overcome mental and practical hurdles. The idea of buying an emergency kit feels like an investment of time and knowledge (and, for some, money), and is consequently postponed. That is one way of saving energy. Inertia can be disguised as scepticism, given that being sceptical is an attitude that serves to postpone action or confrontation and conserve energy. It then acts as a protective mechanism for the brain.	Negative. However, this type of resistance is very close to the desired behaviour. Although there is clear intent, no action is taken because emergency preparedness still feels too daunting or too vague.
Aversion	There is a widespread perception amongst the target group that something is being imposed on them. There is a feeling that their freedom to decide what they believe to be necessary is being undermined. One response to this is often the exact opposite, namely rebellion or aversion. In this case, it is mainly a matter of aversion to the source, in other words the government, because some people have had negative experiences. Consequently, the campaign has no impact. There is also a sense of anger, in other words the sense of aversion as a result of autonomy or freedom being restricted. This causes people to start resisting or burying their heads in the sand and ignoring the message (discarding the leaflet into the recycling bin).	Negative. People start exhibiting the opposite behaviour as a form of protest.
Ostrich behaviour / 'head-in-the-sand' (experiential avoidance)	Whilst aversion is more of an outward-focused reaction, the ostrich behaviour / 'head-in-the-sand' approach is more inward-focused. Ignoring the problem also avoids any negative feelings, thereby relieving stress in the short term.	Negative. People pretend the problem does not exist, meaning that no action is taken.
Social environment / social norms	People tend to pay close attention to what others are doing. The extent to which the social environment is preparing for emergencies varies within the target group. Some people have parents or parents-in-law who are fully prepared, whilst others have a partner who does all the preparation. Despite that, the activities are not yet leading to the desired behaviour. The expectation is that this will take some time.	Negative. A social environment in which people display the desired behaviour normally has a positive effect. However, in this case it is not yet leading to the target behaviour, due to the level of resistance.
Confirmation bias	When people are presented with new information that does not align with their existing beliefs, confirmation bias may start playing a role. In this case, people are reluctant to believe that a situation of war could arise in the Netherlands (because they associate it, for example, with Ukraine). It may therefore resemble scepticism, although the difference is that it is more about seeking confirmation of existing beliefs, whereas scepticism revolves around the objective and critical assessment of all information.	Negative. In this case confirmation bias prevents any change in behaviour from taking place.
Household effects / stockpile	It turns out that people are better prepared than they think. Some of the items on the checklist are already present in most households. Some are even self-sufficient (owning a mobile home nearby, or a farm).	Positive. This makes the step that needs to be taken feel smaller and more achievable.

Quotes



Quote |

"If Russia invades us, then we'll have other problems. "An emergency kit therefore gives a false sense of security, an attempt to restore a feeling of control."

Quote |

"I think it's a bit of a 'minor emergency' and in the Netherlands, that sort of thing would normally be sorted out quite quickly." "They're trying to scare us, but then only a little bit."

Quote |

"I don't need an emergency kit. I live outside the city and we have a sense of community here, so I'd rather rely on that."

Quote |

"I live outside the city. Although I usually do a weekly shop, we also have a farm where we grow lots of vegetables. "I don't really need to buy an emergency kit. I can manage for 72 hours."

Quote |

"I don't have room for a box a cubic metre in size. What's more, it would constantly remind me of the unpleasant idea that an emergency might actually occur."

Quote |

"I have a huge amount of faith in the government, as you can see now with how they are dealing with the oil crises. Suddenly they magic up an extra storage facility somewhere that I knew nothing about."

Annexes: initial responses in PinPoint



 Welke nieuwsberichten uit het afgelopen half jaar over noodsituaties zijn jou bijgebleven?

oorlog in oekraïne
aankondiging brochure overheid oorlog
mogelijke aanvallen vanuit rusland
het samenstellen van het noodpakket
noodpakket is essentieel samenstellen van noodpakket
de situatie in venezuela mensen zijn onvoldoende voorbereid
water voorraad onvoldoende dreiging vanuit rusland
oorlogen oorlog met iran
stroomuitval in amsterdam vluchtelingen
het oorlog
de bedreigingen richting groenland
het werd aangeraden om een noodpakket te verhoogde prijzen
oorlog rusland/oekraïne
het aanschaffen van een noodpakket

 Wat roept het begrip "je voorbereiden op een noodsituatie" bij jou op?

risico's beoordelen
gevoel van angst proberen te creëren
een grote glimlach
geen bepaalde gevoelens
een paar dingen in huis halen adressen opschrijven van mensen
kunnen vluchten
spullen aanschaffen noodpakket samenstellen
kaarsjes en dekentjes in huis hebben
noodpakket inlezen
sturing voorraad hebben bedachtzaam zijn
genoeg drinkwater en eten in huis
nadenken over wat zou kunnen gebeuren
vorbereid zijn op wat er gaat komen rekenen op de overheid



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