



# 2018 Charlottesville Regional Tabletop Exercise for Institutions of Higher Education

Situation Manual  
June 11, 2018





**NATIONAL  
EXERCISE  
PROGRAM**

## **HANDLING INSTRUCTIONS**

The title of this document is the *2018 Charlottesville Regional Tabletop Exercise for Institutions of Higher Education Situation Manual*. This Situation Manual reflects the information as of the date of publication and may be modified prior to execution at the direction of the Exercise Director.

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For more information on this exercise, please consult the following points of contact:

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## OVERVIEW

<b>Exercise Name</b>	2018 Charlottesville Regional Tabletop Exercise for Institutions of Higher Education
<b>Exercise Date</b>	Monday June 11, 2018
<b>Event Scope</b>	<p>The <b>Regional Tabletop Exercise for Institutions of Higher Education (RTTX)</b> events aim to empower the higher education community to improve preparedness and build resilience for the variety of threats and hazards that pose the greatest risk to campus communities across the nation.</p> <p>The 2018 Charlottesville RTTX event will focus on threats and hazards related to a soft target incident in which campus unrest is caused by a controversial speaker. Three main event components will provide participants with insights into protection, response, and recovery best practices for the academic community when faced with the threat of campus unrest resulting in a soft target attack.</p> <ul style="list-style-type: none"> <li>▪ <b>Learning Session</b> – An intelligence and analysis expert will deliver an unclassified Homeland Security threat briefing to participants. The brief will provide insight and awareness into on-campus soft target incident risks and threats, as well as how institutions of higher education (IHEs) integrate with pre-defined response efforts.</li> <li>▪ <b>Tabletop Exercise</b> – Two modules of facilitated discussions focused on protection, response, and recovery following a hypothetical campus unrest scenario.</li> <li>▪ <b>After-Action Review</b> – Participants will assess tabletop exercise discussions to identify and summarize key takeaways and best practices.</li> </ul>
<b>Mission Areas</b>	Protection, Response, and Recovery
<b>Objectives</b>	<ol style="list-style-type: none"> <li>1. Evaluate institutions’ quality of plans and preparation level for an on-campus demonstration that has the potential to turn violent</li> <li>2. Assess the quality, comprehensiveness, and level of campus stakeholder understanding of institutions’ emergency response plans to a violent campus demonstration</li> <li>3. Evaluate the reliability of information channels, and the effectiveness of institutions’ communications capabilities during a violent campus demonstration</li> <li>4. Assess processes for maintaining high-quality, accurate, and timely situational awareness during a violent campus demonstration</li> <li>5. Assess the quality and comprehensiveness of institutions’ plans to restore operations after a violent campus demonstration</li> <li>6. Evaluate institutions’ knowledge of operational coordination plans with outside agencies/organizations</li> </ol>
<b>Scenario</b>	The scenario consists of campus unrest on a college or university campus that results in a soft target attack.
<b>Sponsors</b>	The Department of Homeland Security (DHS) Office of Academic Engagement (OAE), the Federal Emergency Management Agency (FEMA) National Preparedness Directorate (NPD) National Exercise Division (NED), and the University of Virginia.
<b>Participating Organizations</b>	Refer to <b>Appendix A</b> for participating organizations.



# AGENDA

## 2018 Charlottesville Regional Tabletop Exercise for Institutions of Higher Education

Monday, June 11, 2018

University of Virginia  
Zehmer Hall

104 Midmont Ln., Charlottesville, VA 22903

Activity	Presenter/Facilitator	Time (ET)
Registration and Check-in		8:00 AM
Welcome and Opening Remarks	Trent Frazier, <i>OAE Executive Director</i>	8:30 AM
	Teresa A. Sullivan, <i>University of Virginia President</i>	
	Brian J. Moran, <i>Virginia’s Secretary of Public Safety and Homeland Security</i>	
Learning Session – Threat Briefing	Matt Cyr, <i>Intelligence Officer, DHS Office of Intelligence &amp; Analysis, Virginia Fusion Center</i>	9:00 AM
	Austin C. White, <i>Special Agent, Virginia State Police</i>	
	Robin Liberto, <i>Lead Intelligence Analyst, Virginia State Police</i>	
Break		9:45 AM
Module 1: Protection	Kevin P. O’Prey, Ph.D., <i>NED Support Team</i>	10:00 AM
Lunch		12:00 PM
Module 2: Response and Recovery	Kevin P. O’Prey, Ph.D., <i>NED Support Team</i>	1:00 PM
Break		3:00 PM
Exercise After-Action Review	Kevin P. O’Prey, Ph.D., <i>NED Support Team</i>	3:15 PM
Closing Remarks	Trent Frazier, <i>OAE Executive Director</i>	3:45 PM

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## PARTICIPANT INFORMATION AND GUIDANCE

### Exercise Participant Roles and Responsibilities

The term *participant* encompasses many groups of people, not just those playing in the exercise portion of the event. Participant roles and responsibilities are as follows:

#### Facilitators

Facilitators are responsible for guiding overall exercise play and ensuring that participant discussions remain focused on the exercise objectives during module discussions. They also provide additional information and resolve questions as required. They are responsible for making sure different viewpoints are recognized and discussed.

#### Players

Players have an active role in discussing their institution's activities during the exercise. Delegations of players discuss response actions to address the situation presented based on expert knowledge of procedures, as well as how they would perform their functions on their respective campuses.

#### Observers

While observers do not directly participate in the exercise, they may view selected segments of the exercise.

#### Support Staff

The exercise support staff performs administrative and logistical support tasks during the exercise (e.g., registration).

#### Note-Takers

Note-takers will be present during the module discussions and the learning session to assist with capturing exercise discussions to inform the After-Action Report (AAR).

### Exercise Structure

The 2018 Charlottesville RTTX event will consist of one 45-minute learning session, two 120-minute exercise modules, and one 30-minute after-action review session.

During the learning session, an intelligence and analysis expert will deliver an unclassified Homeland Security threat briefing to participants. The brief will provide insight and awareness into on-campus soft target incident risks and threats, as well as how IHEs integrate with pre-defined response efforts.

Each exercise module consists of a scenario update and facilitated discussion topics. Participants will use visual aids throughout the exercise and will be asked to answer polling questions using their mobile devices.

The after-action review session will summarize key takeaways and best practices.

### Exercise Guidelines

This event will incorporate a scenario-based format that is informed and guided by exercise objectives. The modules and discussion questions support the achievement of the exercise objectives by initiating discussions, facilitating decision-making, and examining appropriate response outcomes based on the exercise scenario.

**Participants are expected to act as they would in their real-world roles for their home institutions when considering the scenario**, offering observations and discussing strategic and tactical decisions. This approach allows the discussion to focus on situations within a moving timeline and for participants to

contribute to the discussion from the perspective of their role in this scenario. The facilitator will ensure that the scenario progresses at an appropriate pace and that all participants have an opportunity to contribute.

The 2018 Charlottesville Regional Tabletop Exercise for Institutions of Higher Education will be held in an open, low-stress, no-fault, and non-attribution environment. Varying viewpoints and disagreements are expected. **Decisions are not precedent-setting and may not reflect your organization's final position on an issue.** The exercise is exploratory and serves to identify issues, as well as multiple options and possible solutions.

## Assumptions and Artificialities

In any exercise, assumptions and artificialities are necessary to complete play in the time allotted and/or to account for logistical limitations. Exercise participants should accept that assumptions and artificialities are inherent in any exercise and should not allow these considerations to negatively impact their participation.

### Assumptions

Assumptions constitute the implied factual foundation for the exercise and, as such, are assumed to be present before the exercise starts. The following assumptions apply to the exercise:

- The exercise scenario is plausible and events occur as they are presented;
- **Players are to respond to the scenario as if events were taking place on their campus;** and,
- Exercise players will use their existing plans, policies, procedures, and resources to conduct response planning and recovery operations.

### Artificialities

During this exercise, the following artificialities apply:

- There is no “hidden agenda” nor are there any trick questions; and,
- The scenario assumes certain player actions throughout each of the modules so players should first discuss the actions stipulated by the scenario; however, players are welcome to engage in “what if” discussions of alternative scenario conditions.

## Exercise Evaluation

Following this event, an AAR will be developed to evaluate exercise objectives and document strengths and areas for improvement. Exercise discussion will inform AAR content, but information in the AAR will **not** be attributed to a particular IHE.

## MODULE 1 (PROTECTION)

### Scenario Update #1

#### Background

Spring semester is wrapping up as students are in their last week of classes before final exams begin. The campus area is experiencing higher than average temperatures for the month of April. Campus personnel are preparing for an upcoming on-campus event scheduled for April 30, 2018 to be presented by a controversial national speaker.

#### April 9, 2018 – Three Weeks Prior to the Speaker Event

Campus security and leadership become aware of increased discussion regarding the topic of the upcoming event, raising safety and security concerns. Individuals with varying opinions, both in favor of and in opposition to the upcoming speaker, are posting their views on social media and indicating plans to demonstrate during the event. Publicly recognized discriminatory groups are actively rallying online, asking people from across the region to come “prepared to battle”.

### Discussion Questions

#### Event Planning and Resource Coordination

1. According to your institution’s plans, policies, and procedures, what pre-event actions will you undertake to ensure safety and security both at the event and sites of anticipated protests?
  - a. What key internal and external stakeholders/organizations will your institution engage to assist with event planning and support?
  - b. Are there any relevant local, state, and/or federal policies or legal considerations that need to be integrated with your institution’s own guidelines?
2. What types of assets and resources are at your institution’s disposal, both internal to your institution and in the neighboring community, to prepare for this type of an event?
  - a. How would preparations for the event affect your institution’s ability to dedicate resources towards managing the anticipated protests?
  - b. How will you integrate other stakeholders’ resources, if available, with your own?

#### Situational Assessment and Information Sharing

1. What communication channels does your institution use to receive and monitor information from the campus community (e.g., student groups, social media)?
  - a. Who is responsible for monitoring and verifying incoming information? How is that information verified?
2. What communication mechanisms or channels exist for monitoring, processing, and sharing information within your campus community and the broader community? Are these formal or informal processes?
  - a. How do you integrate external organizations (e.g., local police) into your institution’s information sharing processes?
3. What technologies can your institution leverage to identify online threats, assess their credibility, and report them to appropriate authorities?
4. How can your institution use social media and home sharing platforms to gauge event and protest attendance?

- a. How could monitoring these sites assist in identifying potential hate group member attendance and intentions?

## Scenario Update #2

### April 23, 2018 – One Week Prior to the Speaker Event

Your institution is indicating that there are a large number of individuals requesting permits to protest on campus on April 30, the day of the event. Initial estimates indicate that demonstrators may be in excess of 1,000 individuals. Law enforcement and campus security officials continue to monitor for information regarding potential threats and become aware of one particular group threatening to commit violent acts at the event.

### April 27, 2018 – 48 Hours Prior to the Speaker Event

In anticipation of the event, parents are contacting the institution to express concern regarding student safety during the event and want to know what steps are being taken leading up to the event. Media outlets are reporting on the upcoming event and the potential for protests. Student organizations and alumni associations are pressuring campus leadership to cancel the event, with some groups holding small protests in the days leading up to the event.

## Discussion Questions

### Leadership Decision-Making and Security Considerations

1. How does your institution determine if there is a credible threat and who is responsible for making this decision?
  - a. What stakeholders, internal and external, are you coordinating with? What information are you receiving and what information are you sharing?
  - b. What information or intelligence is required to activate and mobilize resources?
  - c. How does your institution monitor and address social media activity inciting violence?
2. What are your institution's priorities at this stage, and what decisions does it need to make?
  - a. What information or intelligence would lead to the cancellation of the event, or discussions regarding cancellation?

### Public Relations and Communications

1. What stakeholders and groups (e.g., students, faculty, staff, community organizations, local government) are notified of the upcoming event and the potential for disruptions?
  - a. What information does your institution communicate to these groups? Who is responsible for making this determination?
  - b. What communications channels or systems are used to disseminate information prior to an event?
2. How will your institution handle the incoming calls from parents, students, faculty, and the media?
  - a. Is there a standardized process for coordinating responses and communicating to those various stakeholders?
  - b. How does media coverage of an event impact decision-making prior to an event?

## MODULE 2 (RESPONSE AND RECOVERY)

### Scenario Update #3

#### April 30, 2018 – Day of the Speaker Event

The campus community is on heightened alert in anticipation of the upcoming event scheduled for 10:00am.

#### UPDATE: 9:00AM

Demonstrators have been congregating near the building where the event will occur since approximately 8:00am. A barricade system, set up in advance by campus security, establishes a two-block perimeter on campus property, preventing demonstrators from reaching the event venue itself. The initially peaceful crowd of approximately 500 people has grown rapidly to nearly 1,500 demonstrators.

The crowd begins moving towards other streets, swarming around the two-block barricade perimeter from all sides and many of its members are becoming disorderly. Television news crews are on-scene and reporting on the demonstrations.

#### UPDATE: 10:10AM

Following the beginning of the event, the crowd becomes violent, breaking car windows, smashing headlights of parked cars, and sporadically clashing with law enforcement.

As protestors continue to riot and act disorderly, law enforcement on-scene give orders to disperse and begin arresting those who are combative and non-compliant. Several officers, along with some protestors, report injuries.

Property damage is minimal at this point, but broken windows of campus buildings along the route and vehicle damage are reported.

#### UPDATE: 10:30AM

Television news reports show demonstrators being arrested and damages to buildings and parked vehicles. As one reporter is interviewing a demonstrator, a van suddenly appears and plows through a large crowd as it disperses. The van comes to a stop and the driver flees on foot. The number of casualties is unknown at this time due to confusion on-scene.

### Discussion Questions

#### Operational Coordination & On-Scene Security

1. What is your institution's protocol for establishing incident command during this type of incident?
  - a. Which department/organization is primarily responsible for coordinating response efforts?
2. What relevant plans, policies, and procedures would guide response efforts for this type of incident?
  - a. What mechanisms are in place to integrate external partners into response efforts, if necessary?

3. How would your institution prioritize and re-allocate its resources to handle the protest and the deployment of resources for the van ramming?
  - a. Does your institution have a contingency plan if deployed resources are insufficient or become strained?
  - b. How does the second incident impact incident command coordination?

### Public Alert and Warning

1. Given the situation, what protective measures would you adopt campus-wide (e.g., evacuation, lockdown)?
  - a. How does your institution utilize campus technology (cameras, alert systems, etc.) during an event?
2. What alert systems are in place to communicate with students, faculty, staff, campus visitors, and the public during this type of incident?
  - a. Who is responsible for developing and disseminating these alerts and what type of information will be included in them?
  - b. How does your institution ensure that communications have reached all campus groups, including those who are non-native English speakers?

### Scenario Update #4

#### April 30, 2018 – Day of the Speaker Event

UPDATE: 12:00PM

Due to safety and security concerns, the speaker is escorted out of the room through a back exit.

The driver has been apprehended by law enforcement. The demonstrators have dissipated, but the area remains a crime scene. Current estimates indicate that over 50 people were injured, with an unknown number of fatalities at this time. The majority of the severely injured individuals have been transported to local hospitals. Law enforcement has also made several dozen arrests.

Media outlets continue to report on the incident and are starting to suggest that the driver of the vehicle may have been a member of a discriminatory hate group.

Parents are overwhelming the institution with calls and demanding answers regarding student safety.

### Discussion Questions

#### Scene Control & Fatality Management

1. What plans or procedures are in place, if any, for your institution to manage and secure the scene following the incident?
  - a. What stakeholders would your institution engage (e.g., Office of the Chief Medical Examiner, investigators) and how would your institution engage them?
2. What is the process for tracking the status and location of individuals who have been injured or fatally wounded?
  - a. How will your institution coordinate with emergency responders and emergency care facilities to identify and transport injured or deceased persons?
  - b. How does your institution handle the notification of death or injury of an individual to relatives? How does this account for families of international students?

## Public Assistance and Media Relations

1. How will your institution provide and unify all external media messaging and communications following the incident?
  - a. What information will your institution communicate, and how will this account for sensitive information (e.g., victim names)?
  - b. How will your institution manage the potential physical presence of media and news organizations on campus?
2. How will your institution handle incoming inquiries from students, faculty, or staff regarding the incident?
  - a. Who is responsible for communicating with these groups and what information will be provided to them?
  - b. How will your institution respond to media accusations and misinformation regarding how the incident was managed and handled?

## Campus Recovery

1. How will your institution provide assistance and support to families and community members during the aftermath of an incident?
2. How will your institution identify gaps in preparedness, response, and recovery efforts following the incident?
  - a. How will your institution communicate these changes or updates that address potential areas for improvement?
3. What actions will the university take to address the concerns of potential protests in the future?
4. How can your institution provide legal support to students, faculty, staff, and their families following the event?
  - a. What steps can your legal team take to defend against legal action taken against your institution (e.g., settlement deals, evidence collection and preservation, statement releases)?
  - b. How will your institution's legal counsel request, collect, and evaluate documented information (e.g., videos, pictures, personal testimonies) related to the event and protest to accurately document happenings for evaluation and legal proceedings?

## APPENDIX A: PARTICIPATING ORGANIZATIONS

### Institutions of Higher Education

<p>Blue Ridge Community College</p> <p>Central Virginia Community College</p> <p>College of William &amp; Mary</p> <p>Duke University</p> <p>Eastern Shore Community College</p> <p>George Mason University</p> <p>George Washington University</p> <p>Germanna Community College</p> <p>Hamilton College</p> <p>James Madison University</p> <p>John Tyler Community College</p> <p>Liberty University</p> <p>Longwood University</p> <p>Lynchburg College</p> <p>Mary Baldwin University</p> <p>Montgomery College</p>	<p>Norfolk State University</p> <p>North Carolina State University</p> <p>Northern Virginia Community College</p> <p>Old Dominion University</p> <p>Piedmont Virginia Community College</p> <p>Radford University</p> <p>Richard Bland College</p> <p>St. John's College</p> <p>Sweet Briar College</p> <p>University of Mary Washington</p> <p>University of Richmond</p> <p>University of the District of Columbia</p> <p>University of Virginia</p> <p>Virginia Commonwealth University</p> <p>Virginia Polytechnic Institute &amp; State University</p> <p>Virginia State University</p>
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### Organizations and Associations (Observers)

<p>Charlottesville-UVA-Albemarle Office of Emergency Management</p> <p>Office of the Secretary of Public Safety &amp; Homeland Security (VA)</p> <p>Virginia Center for School and Campus Safety</p>	<p>Virginia Department of Emergency Management</p> <p>Virginia State Police, Virginia Fusion Center</p>
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### Government Partners (Observers)

<p>Federal Bureau of Investigation</p> <p>Federal Emergency Management Agency National Exercise Division</p> <p>National Center for Campus Public Safety</p> <p>U.S. Department of Homeland Security National Protection &amp; Programs Directorate Office of Infrastructure Protection</p>	<p>U.S. Department of Homeland Security Office of Academic Engagement</p> <p>U.S. Department of Homeland Security Immigration &amp; Customs Enforcement Agency</p> <p>U.S. Department of Homeland Security Office of Intelligence &amp; Analysis</p>
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## APPENDIX B: ACRONYMS

AAR	After-Action Report
DHS	Department of Homeland Security
EMS	Emergency Medical Services
FEMA	Federal Emergency Management Agency
IHE	Institution of Higher Education
NED	National Exercise Division
NPD	National Preparedness Directorate
OAE	Office of Academic Engagement
RTTX	Regional Tabletop Exercise
TTX	Tabletop Exercise
U.S.	United States