



2018 National Seminar and Tabletop Exercise for Institutions of Higher Education

Situation Manual
September 24-25, 2018

UTSA
The University of Texas
at San Antonio™



**NATIONAL
EXERCISE
PROGRAM**



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**2018 National Seminar and Tabletop Exercise
Situation Manual**

HANDLING INSTRUCTIONS

This document serves as the *2018 National Seminar and Tabletop Exercise for Institutions of Higher Education (NTTX) Situation Manual*. The Situation Manual reflects the information provided to the exercise planning team as of the date of publication and may be modified prior to execution at the direction of the Exercise Director.

This document should be handled in accordance with appropriate directives as decided by the Exercise Sponsors. This document was developed for “*Exercise Use Only*”. For permission to reproduce this document in whole or in part, or for more information on this exercise, please consult the following points of contact:

Office of Academic Engagement

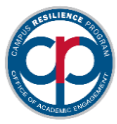
Department of Homeland Security

AcademicEngagement@hq.dhs.gov

National Exercise Program

Federal Emergency Management Agency

NEP@fema.dhs.gov



OVERVIEW

Exercise Name	2018 National Seminar and Tabletop Exercise for Institutions of Higher Education
Exercise Date	Monday, September 24 – Tuesday, September 25, 2018
Event Scope	<p>The 2018 National Seminar and Tabletop Exercise for Institutions of Higher Education (NTTX) 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. The 2018 NTTX includes the following:</p> <ul style="list-style-type: none">▪ A Learning Session consisting of an unclassified threat briefing provided by the San Antonio Division of the Federal Bureau of Investigation (FBI)▪ Seminars designed to provide participants with tools and knowledge to help institutions of higher education (IHE) prepare for threats and risks associated with major on-campus events▪ A three-module Tabletop Exercise (TTX) consisting of a scenario-driven, facilitated discussion designed to examine roles, responsibilities, authorities, and capabilities to enhance the resilience of IHEs
Mission Areas	Response, Recovery
Objectives	<ol style="list-style-type: none">1. Identify strengths and opportunities of improvement in an institution's emergency preparedness for, response to, and recovery from a complex on-campus event.2. Assess the quality, comprehensiveness, and level of understanding of campus leadership, operations staff, and other emergency personnel of emergency response plans for multiple threats during a large event.3. Evaluate the effectiveness of inbound and outbound information channels, public information and warning systems, and internal communications capabilities during a major campus event.4. Assess standing processes for maintaining situational awareness during a major event.5. Assess the quality and comprehensiveness of an institution's existing plans to restore operations after an incident during a campus event.6. Evaluate established coordination efforts with external agencies' plans, including intelligence and law enforcement stakeholders with shared jurisdiction.
Scenario	Campus disorder during a large on-campus event.
Sponsors	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 Texas at San Antonio (UTSA).
Participating Organizations	Refer to <i>Appendix A</i> for participating organizations.



AGENDA

2018 National Seminar & Tabletop Exercise for Institutions of Higher Education

Monday, September 24 – Tuesday, September 25, 2018

University of Texas at San Antonio Student Union
1 UTSA Circle, San Antonio, Texas 78249

Monday, September 24, 2018

Time	Activity	Presenter / Facilitator	Location
7:30 a.m.	Check-in Opens		
8:30 a.m.	Welcome and Keynote Session	Trent Frazier Executive Director, DHS OAE Lorenzo Sanchez Emergency Manager, UTSA Gerald Lewis Chief of Police, UTSA Daniel Kaniewski Deputy Administrator, FEMA	Ballrooms 1 & 2
9:15 a.m.	Unclassified Threat Briefing	Shanna O'Donnell Intelligence Analyst, FBI	Ballrooms 1 & 2
10:15 a.m.	Administrative Remarks	David Waldman NED Support	Ballrooms 1 & 2
10:30 a.m.	Break / Transition		
10:45 a.m.	Exercise Module 1: Pre-Incident	David Waldman NED Support Bill Moore NED Support Ted Robinson NED Nick Matthews NED Support	Ballroom 1 Ballroom 2 Denman Ballroom Harris Room
12:15 p.m.	Lunch		



1:30 p.m.	Exercise Module 2: Incident Response	David Waldman NED Support	
		Bill Moore NED Support	Ballroom 1
		Ted Robinson NED	Ballroom 2
		Nick Matthews NED Support	Denman Ballroom
			Harris Room
3:00 p.m.	Break / Transition		
3:15 p.m.	Seminar / Workshop Session #1	Various Speakers (See <i>Participant Packet for details</i>)	Ballroom 1
			Ballroom 2
			Denman Ballroom
			Harris Room
			Pecan Room
			Mesquite Room
4:15 p.m.	Break / Transition		Bexar Room
			Travis Room
4:30 p.m.	Day 1 Closing Announcements	Trent Frazier Executive Director, DHS OAE	Ballrooms 1 & 2
		Lorenzo Sanchez Emergency Manager, UTSA	
5:00 p.m.	End of Day 1		



Tuesday, September 25, 2018

Time	Activity	Presenter / Facilitator	Location
8:30 a.m.	Opening Keynote and Announcements	Trent Frazier Executive Director, DHS OAE Tony Robinson FEMA Region VI Regional Administrator Steven Nicholas DHS National Protection and Programs Directorate (NPPD) Region VI Regional Director	Ballrooms 1 & 2
8:45 a.m.	Break		
9:00 a.m.	Exercise Module 3: Incident Recovery	David Waldman NED Support Bill Moore NED Support Ted Robinson NED Nick Matthews NED Support	Ballroom 1 Ballroom 2 Denman Ballroom Harris Room
10:30 a.m.	Break / Transition		
10:45 a.m.	Seminar / Workshop #2	Various Speakers (See <i>Participant Packet</i> for details)	Ballroom 1 Ballroom 2 Denman Ballroom Harris Room Pecan Room Mesquite Room Bexar Room Travis Room
11:45 a.m.	Boxed Lunch Pick-up		Ballrooms 1 & 2
12:00 p.m.	Plenary Session / After-Action Review	David Waldman NED Support	Ballrooms 1 & 2
12:45 p.m.	Closing Announcements	Trent Frazier Executive Director, DHS OAE	Ballrooms 1 & 2
1:00 p.m.	Conduct Adjournment		

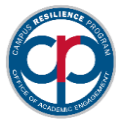


TABLE OF CONTENTS

Handling Instructions	i
Overview	ii
Agenda	iii
Table of Contents	1
Participant Information and Guidance	2
Exercise Module 1: Pre-Event Activities	4
Exercise Module 2: Response.....	6
Exercise Module 3: Recovery	8
APPENDIX A: Participating Organizations	A-1
APPENDIX B: Acronyms.....	B-1



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

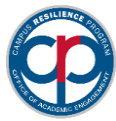
The 2018 NTTX event will consist of one 60-minute Learning Session, three 90-minute exercise modules, two sessions of 60-minute seminars, and one after-action review session. After the Learning Session, the schedule will alternate between exercise modules and seminar sessions.

During the Learning Session, an intelligence expert will deliver an unclassified FBI threat briefing to participants. The brief will provide insight and awareness into on-campus risks and threats, as well as how IHEs integrate with pre-defined response efforts.

Each exercise module consists of four separate activities: a scenario update, small group discussion, a polling question, and group-wide discussions. Participants will use visual aids throughout the exercise and will be asked to answer polling questions using their mobile devices.

The seminars will include presentations by subject-matter experts on a range of topics designed to help IHEs prepare for threats associated with major on-campus events.

The after-action review session will summarize key takeaways and best practices discussed throughout the exercise.



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 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 NTTX 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 performance of 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 any particular IHE.**



EXERCISE MODULE 1: PRE-EVENT ACTIVITIES

Scenario

September 24, 2018

Your institution's homecoming sporting event (or other major on-campus event) is scheduled for this upcoming Saturday, September 29, 2018. Today is the start of a week-long schedule of campus-wide activities that will bring an increased number of students, alumni, and community members to campus. Further, many external vendors for food, temporary facilities, entertainment, and merchandise will be on your institution's property for the entire week, with the peak number of vendors on Saturday. Also present are local radio and television news stations, with the potential for regional and national broadcast companies to come to campus for the major sporting event.

Your institution's on-campus security organization (if applicable) has been preparing for months, setting up and testing appropriate security systems and procedures, equipment, and personnel. Also supporting the security efforts are local external law enforcement, who typically work with your institution for larger events. No law enforcement agency or organization has determined that there is any specific, credible threat to the event and identified risks are consistent with previous years. There has been minimal aggravated social media chatter from outside groups and students with a known history of smaller-scale disruptions on campus.

Discussion Questions

Event Planning

1. What plans, policies, and procedures guide planning activities for a major on-campus event?
 - a. What steps, if any, does your institution take to address security concerns for events that will include outside vendors and/or community members?
2. How often does your institution conduct risk/threat assessments of campus venues and events?
 - a. Who has primary responsibility for these risk/threat assessments?
 - b. What steps does your institution take to inspect and assess the venue prior to a major event?
3. What types of deliberate planning processes (e.g., incident action planning) or tools, if any, does your institution use to manage resources before (and during) emergency incidents?
4. What type of assets and resources are at your institution's disposal, both internal and in the neighboring community, to prepare for a major on-campus event?

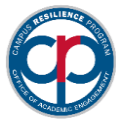
Situational Awareness

1. How does your institution maintain awareness of potential credible threats during the lead-up to a major campus event?
 - a. What stakeholders, internal and external, are you coordinating with? What information are you receiving and what information are you sharing?
2. How does your institution monitor and address social media activity?
 - a. What plans, processes, and procedures guide your institution's response to social media activity, if necessary?
 - b. Who has primary responsibility for monitoring social media during events?
3. How does your institution track and monitor event attendance?



Information Sharing

1. Which information channels are used to communicate with different groups (e.g., staff, professors, students, external stakeholders) during the week prior to a major on-campus event?
 - a. Who has primary responsibility for managing these communications?
2. What stakeholders, internal and external, are involved in planning discussions?



EXERCISE MODULE 2: RESPONSE

Scenario Update

September 29, 2018 – 3:15 PM

It is the day of your institution's homecoming sporting event (or other major event). Shortly after the event begins, a large group of students begins protesting near the main venue gate, blocking some entry and exit points to the facility. The protesters reveal large signs and messages on their clothing, and chant protest cadences while live-streaming from their phones. Event spectators become more aware of the protest activity and begin to form a crowd around the protests at the main gate, while more protestors join the marching.

While the sporting event continues, some counter-protesters begin assembling in close proximity to the original protesters and attempt to overpower the other group. Some of the counter-protestors are from an outside group known for violent tactics. The crowd has grown substantially, with spectators leaving their seats to see the commotion. The hashtag #ShutDownHomecoming is trending with multiple social media platforms. Multiple sympathetic national groups with records of motivating violent political statements express support on social media for the protestors, with some claiming credit for the disruption.

The flash-mob style protest rises in intensity, with protestors and counter-protestors directly confronting each other. As security begins to break up the gathering, violence breaks out between a handful of protestors and counter-protestors. Security struggles to reestablish control, and local law enforcement reinforcements arrive to support response activities.

As the crowd begins to dissipate, the more aggressive protestors and counter-protestors intensify their physical altercation and begin damaging private and campus property. Someone sets off a Roman candle firework, which sends the entire crowd into a panic, with some people falling to the ground, screaming, or running in all directions. Multiple livestreams catch the sound and aftermath, though none of them visually capture the actual source of sound. Students at the scene take pictures of a community member openly carrying a firearm near the protest scene and send those pictures out on their social networks. Social media begins erroneously reporting about a "shooter" and "rampage."

Discussion Questions

Situational Awareness

1. How does your campus gather intelligence and monitor information from the campus community (e.g., student groups, spectators, social media) during the initial protests and reports of an active threat?
 - 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 emergency operations and response teams?
 - a. Are these formal or informal processes?
 - b. Who has primary responsibility for communicating with emergency operations and response teams? How is that message coordinated across your institution?
3. How does your institution utilize campus technology (e.g., cameras, alert systems) during an event to maintain situational awareness?

Operational Coordination and On-Scene Security

1. What is your institution's protocol for establishing incident command during this type of incident?



- a. Whose responsibility is it to decide on establishing incident command, and how do they make that decision?
 - b. 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?
 - a. Who is responsible for determining priorities and what influences those decisions?

Public Alert and Warning

1. Given the situation, what protective measures would you adopt campus-wide (e.g., evacuation, lockdown)?
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. What are the primary messaging priorities at this point?
 - c. How does your institution ensure that communications have reached all campus groups, including those who are non-native English speakers and individuals with access or functional needs?

Engaging Senior Leadership

1. What are the immediate decisions that your institution's leadership would need to make at this point?
 - a. What information are you providing to senior leadership and what activities need to be completed to support decision making?
 - b. How do your ICS/emergency operations and response teams engage senior administration to make decisions?
2. In the event of protests or general campus disorder, what are the main concerns and priorities of your institution's leadership?
 - a. How does the type and intensity of the protest affect your institution's priorities and public response?



EXERCISE MODULE 3: RECOVERY

Scenario Update

September 29, 2018 – 4:15 PM

It has been an hour since the Roman candle firework blast at the main gate of the homecoming event. Law enforcement personnel begin interviewing and recording statements from protestors, counter-protestors, and spectators. The number of injuries from the altercation overwhelm your institution's medical staff on-hand for the event. As such, additional emergency medical services arrive on-scene to triage and treat the injuries.

Local, regional, and national media outlets, some of whom were broadcasting live during the incident, have remained on campus and begun live reporting from the venue. Attendees begin to inquire about whether the event will continue. Your institution's official social media accounts have reposted law enforcement safety announcements and guidance, but there has been no official statement issued yet, and no formal announcement of a press briefing. The public is experiencing inconsistent and unreliable mobile service at the event due to the density of people. Many event attendees are unaware of the status of the protests outside and are confused as to the delayed activities.

Students, alumni, and community members continue to actively post on social media regarding their safety status, perspective of the events, and emotional reactions to being involved, as well as false and unsubstantiated rumors. Incorrect claims include reports of ongoing violence, fatalities, multiple armed assailants, and other conspiracy theories.

Some campus services like the dining hall(s), health center, and custodial department have begun experiencing staff shortages because of traffic and security at the various campus entry points, and some employees not feeling comfortable coming to work because of the incident. Also, a number of residence halls and building managers have started to call campus security for extra guards for the night. The extent of damage to campus property is currently unknown.

Discussion Questions

Public Information and Media Relations

1. 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. Who has primary responsibility for developing messaging and managing this process?
2. What actions does your institution take to address negative social media posts?
3. 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?
 - b. How have your messaging priorities changed?
 - c. Who has primary responsibility for developing and distributing messaging?

Scene Control

1. What institutional plans or procedures are in place, if any, to guide managing and securing the scene following the incident?



- a. How does your institution account for the presence of non-campus community members, external vendors, and the media following an incident?
2. What is the process for tracking the status and location of individuals who have been injured?
 - a. How will your institution coordinate with emergency responders and emergency care facilities to identify and transport injured persons?
 - b. How will your institution maintain accountability for event attendees?
 - c. Are there different accountability processes for students that live on campus and off campus?
3. What are the circumstances or criteria under which your institution would cancel the event? What other kinds of changes might your institution make short of cancellation (e.g., venue security lockdown, temporary pause, shelter-in-place)?
 - a. What stakeholders are involved in this decision-making process and who is responsible for the final determination to pause or cancel a major on-campus event?
 - b. If your institution's leadership decides to pause or cancel the event, what steps would you take to ensure safety of attendees as they exit the venue?

Campus Recovery

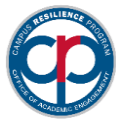
1. What steps will your institution take to address campus staff shortages and requests for additional security?
 - a. What resources does your institution have at its disposal, either internal or external, to augment capabilities in the event of additional personnel and resource requests?
2. What actions will your institution take to address the concerns of potential protests in the future and to address concerns regarding institutional reputation?
3. 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?
4. What training or resources will your institution provide, if any, to students, faculty, and staff to address a similar incident in the future?



APPENDIX A: PARTICIPATING ORGANIZATIONS

Institutions of Higher Education

Agnes Scott College	Alamo Colleges District
Alvin Community College	Angelina College
Angelo State University	Arizona State University
Arkansas State University	Augusta University
Austin Community College District	Baylor University
Brookhaven College	Carson-Newman University
Case Western Reserve University	Coastal Bend College
College of DuPage	College of the Mainland
Collin County Community College District	Columbia Basin College
Concordia University Texas	Cornell University
Creighton University	CUNY York College
Dallas County Community College District	Eagle Mountain-Saginaw Independent School District
El Centro College	Emerson College
Estrella Mountain Community College	Fayetteville State University
George Washington University	Gordon State College
Harrisburg University of Science and Technology	Harvard University
Hofstra University	Huston-Tillotson University
Illinois State University	Iowa State University
Jefferson Community and Technical College	Lakehead University
Lincoln Memorial University	Lone Star College
Los Angeles Trade Technical College	Metropolitan Community College – Kansas City
Metropolitan State University of Denver	Middle Tennessee State University
Morehouse College	Mount Vernon Nazarene University
Mountain View College	Neosho County Community College
New York University	North Central Texas College
Northeast Lakeview College	Northwestern University
Oregon Health & Science University	Pacific Northwest College of the Art
Palm Beach State College	Pennsylvania State University
Princeton University	Purdue University – Fort Wayne
Rensselaer Polytechnic Institute	Rice University
Saint Edward's University	Saint Leo University
San Antonio College	San Jacinto Community College
Stephen F. Austin State University	Schreiner University
South Texas College of Law - Houston	Southern Adventist University
Southern Methodist University	St. Philip's College



St. Mary's University
Tarrant County College District
Texas A&M – Central Texas
Texas State University
Texas Woman's University
Truckee Meadows Community College
University of Alaska – Fairbanks
University of Arizona
University of Denver
University of Houston
University of Houston – Downtown
University of the Incarnate Word
University of Massachusetts – Amherst
University of Michigan
University of Mississippi
University of North Texas
University of Oregon
University of Texas
University of Texas at El Paso
University of Texas at San Antonio
University of Texas Health Science Center at San Antonio
University of Texas MD Anderson Cancer Center
University of Washington
Wake Forest University
Western Nevada College

Syracuse University
Texas A&M
Texas A&M – San Antonio
Texas Wesleyan University
Trinity University
University of Alaska – Anchorage
University of Alaska – Southeast
University of California – San Francisco
University of Georgia
University of Houston – Clear Lake
University of Houston – Victoria
University of Kentucky
University of Miami
University of Montana – Western
University of Nevada – Reno
University of North Texas Health Science Center
University of St. Thomas
University of Texas at Austin
University of Texas at Rio Grande Valley
University of Texas at Tyler
University of Texas Health Science Center at Tyler
University of Utah
University of Wisconsin – Madison
Wake Technical Community College

Organizations and Associations (Observers)

Alamo Area Council of Governments
California State University-Sacramento
The Evergreen State College
International Association of Campus Law Enforcement Administrators
Mother Tutoring Academy
National Center for Spectator Sports Safety and Security / University of Southern Mississippi
Palo Alto College
Radford University

Alamo Area Council of Governments – Public Safety
Cisco
Global Teen Team LLC
Living Stream Ministry
National Center for Campus Public Safety
Naval Postgraduate School – Center for Homeland Defense and Security
Pennsylvania State University - Harrisburg
Research & Education Networking Information Sharing & Analysis Center (REN-ISAC)



San Antonio Fire Department

Texas A&M Engineering Extension Service

UTSA Department of Public Safety

Southern Poverty Law Center – Intelligence Project

UTSA Police Department

Western Interstate Commission for Higher Education

Government Partners (Observers)

U.S. Department of Homeland Security (DHS)

U.S. DHS - Federal Emergency Management Agency (FEMA)

U.S. DHS – FEMA Voluntary Agency Liaison

U.S. DHS - FEMA National Preparedness Directorate (NPD)

U.S. DHS – FEMA NPD National Exercise Division (NED)

U.S. DHS - FEMA Region VI

U.S. DHS - National Protection and Programs Directorate (NPPD)

U.S. DHS Office of Academic Engagement (OAE)

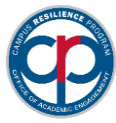
U.S. DHS Office of Infrastructure Protection

U.S. Department of Justice (DOJ)

U.S. DOJ - Federal Bureau of Investigation (FBI)

U.S. DOJ - FBI – Joint Terrorism Task Force

U.S. DOJ - FBI – San Antonio Division



APPENDIX B: ACRONYMS

AAR	After-Action Report
DHS	Department of Homeland Security
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
IHE	Institution of Higher Education
NED	National Exercise Division
NPD	National Preparedness Directorate
NPPD	National Protection and Programs Directorate
NTTX	National Tabletop Exercise
OAE	Office of Academic Engagement
REN-ISAC	Research & Education Networking Information Sharing & Analysis Center
TTX	Tabletop Exercise
U.S.	United States
UTSA	University of Texas at San Antonio