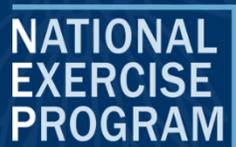




2019 Florida Regional Tabletop Exercise for Institutions of Higher Education

Situation Manual
February 25, 2019



HANDLING INSTRUCTIONS

The title of this document is the *2019 Florida Regional Tabletop Exercise for Institutions of Higher Education Situation Manual*. This 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

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OVERVIEW

Exercise Name	2019 Florida Regional Tabletop Exercise for Institutions of Higher Education
Exercise Date	February 25, 2019
Scope	<p>The 2019 Florida Regional Tabletop Exercise (RTTX) for Institutions of Higher Education (IHE) aims 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 2019 Florida RTTX includes the following components:</p> <ul style="list-style-type: none"> ▪ A Learning Session presented by an intelligence and analysis expert to provide insight into the active shooter threat landscape and review best practices and lessons learned for IHEs. ▪ A two-module Tabletop Exercise (TTX) geared toward examining issues related to an active shooter incident on college and university campuses. The RTTX consists of a scenario-driven, facilitated discussion and is designed to examine roles, responsibilities, authorities, and capabilities to enhance the resilience of IHEs in the context of an active shooter threat.
Mission Areas	Preparedness, Response, and Recovery
Objectives	<ol style="list-style-type: none"> 1. Assess an institution’s quality and comprehensiveness of emergency response plans (i.e. emergency operation plans, incident specific annexes) and preparation level for an active shooter incident. 2. Evaluate the reliability of information channels, and the effectiveness of institutions’ communications capabilities during an active shooter incident. 3. Assess processes for maintaining high quality, accurate, and timely situational awareness during an active shooter incident. 4. Assess the quality and comprehensiveness of an institution’s existing plans to restore operations after an active shooter incident. 5. Evaluate institutions’ knowledge of operational coordination plans with outside agencies/organizations.
Scenario	Active shooter incident coinciding with final exams and pre-commencement events
Sponsors	The Department of Homeland Security (DHS) Office of Academic Engagement (OAE), Federal Emergency Management Agency (FEMA) National Exercise Division (NED), and Florida SouthWestern State College
Participating	Refer to <i>Appendix A</i> for a list of participants and observers

AGENDA

2019 Florida Regional Tabletop Exercise for Institutions of Higher Education

February 25, 2019

Florida SouthWestern State College

U Building, Room 102
8099 College Parkway
Fort Myers, FL 33919

Time	Activity	Presenter / Facilitator
7:45 a.m.	Check-in/Registration Opens	
8:30 a.m.	Welcome and Opening Remarks	Lindsay Burton <i>Program Manager</i> DHS OAE Dr. Gina Doeble <i>Vice President of Administrative Services</i> Florida SouthWestern State College
9:00 a.m.	Learning Session	Michael Alexander <i>Supervisory Senior Resident Agent</i> Federal Bureau of Investigation, Tampa Division – Brevard Resident Agency
9:45 a.m.	Break	
10:00 a.m.	Module 1: Preparedness	Kevin P. O’Prey, Ph.D. <i>Facilitator</i> NED Support Team
12:00 p.m.	Lunch	
1:00 p.m.	Module 2: Response and Recovery	Kevin P. O’Prey, Ph.D. <i>Facilitator</i> NED Support Team
3:00 p.m.	After-Action Review	Kevin P. O’Prey, Ph.D. <i>Facilitator</i> NED Support Team
3:30 p.m.	Closing Remarks	Lindsay Burton <i>Program Manager</i> DHS OAE

PARTICIPANT INFORMATION AND GUIDANCE

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:

Facilitator

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 scenario 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. Observers that are subject-matter experts (SME) on topics relevant to the scenario are readily available as resources and are encouraged to share key insights and information with participants during conduct.

Support Staff

The exercise support staff performs administrative and logistical support tasks during the exercise.

Note-Takers

Note-takers will be present during the module discussions and the learning session to assist with capturing exercise discussions to inform the RTTX Summary Report.

Exercise Structure

The 2019 Florida RTTX event consists of one 45-minute Learning Session, two 120-minute exercise modules, and one after-action review session.

During the Learning Session, an intelligence and analysis expert will provide insight into the active shooter threat landscape and review best practices and lessons learned for IHEs.

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

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

Exercise Guidelines

This event incorporates 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 2019 Florida RTTX 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 existing plans, policies, procedures, and resources.

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. 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 exercise After-Action Report (AAR) will be developed to evaluate performance against exercise objectives and document strengths and areas for improvement. Exercise and after-action review discussions will inform AAR content; however, information in the AAR will **not** be attributed to any particular IHE.

MODULE 1: PREPAREDNESS

Scenario Update

Background

Campus personnel are busy preparing for your institution's commencement ceremony to be held on Saturday, May 11, 2019. Planning teams and institution leadership are busy finalizing logistics for the commencement and other pre-graduation events.

All students are preparing for and taking final exams. Your institution's health services, student life, and other departments have increased staffing levels to address issues that typically arise during final exam periods, including health problems, high stress levels, and incidents during end-of-year celebrations.

At this time, your institution has flagged several threats on Twitter from students who are angry at the school due to their inability to graduate because of failed classes. Some posts identify specific professors. In coordination with internal and external partners, your institution determines that the threats are unsubstantiated. Campus personnel begin discussions regarding additional security measures to implement if needed.

May 1, 2019 – First Day of Finals [H-4 – H-1.5 hrs]

Your institution continues to monitor Twitter and other social media platforms as additional threats are posted. The threats increase in specificity as the morning goes on, and your institution reevaluates current security levels at all campus locations.

Meanwhile, numerous events (e.g., final exams, student organization award ceremonies, athletic parades, end-of-year meetings) are also taking place on campus and students are beginning to move out of on-campus housing. Additionally, campus personnel begin to set up for commencement week events. Crowd levels peak in the late morning due to these simultaneous events and heavy traffic and parked vehicles begin to obstruct ingress and egress routes. At 10:30AM, your institution's public safety department receives a call reporting an individual with a weapon spotted in one of the buildings on campus.

Discussion Questions

Event Planning

1. According to your institution's safety plans, policies, and procedures, how are normal campus operations adjusted during final exam periods and coinciding pre-commencement campus events and how do you ensure safety and security?
2. What considerations does your institution review when determining staffing for major campus events or periods of significant on-campus activity?
3. How does your institution plan to recruit and train special event volunteers, if needed?
4. Does your institution have incident-specific preparedness and response plans?
5. What assets and resources are at your institution's disposal, both internal to your institution and in the neighboring community, to prepare for special pre-commencement events?

Information Sharing and Maintaining Situational Awareness

1. Prior to and during campus events, what actions does your institution take to maintain situational awareness on campus and identify potential threats to the campus community?
2. How does your institution collect, verify, and share information with all stakeholders, both internal and external?

3. How does your institution communicate with groups on campus that may require specialized messaging mechanisms? (e.g., international students, foreign exchange students, students taking final exams, on-campus visitors, access and functional needs population)
4. How does your institution's information-sharing posture change in the event of a reported threat on campus?
5. What technologies can your institution leverage to identify online threats, assess their credibility, and report them to appropriate authorities?
6. How would your institution verify incoming information, from social media or otherwise, to determine if a threat is credible?

MODULE 2: RESPONSE AND RECOVERY

Scenario Update

May 1, 2019 – First Day of Finals [H – H+30 mins]

Just after 12:00PM, students hear gunshots ringing out amid a crowd near a large lecture hall. Much of the crowd in the surrounding area disperses in multiple directions seeking shelter. Some students flee while others remain inside to shelter in place. Several calls to 911 include reports of gunshots, but callers provide conflicting information regarding the number and location of the shooter(s).

After several minutes, additional gunshots are heard near the initial location and law enforcement personnel identify and apprehend the shooter.

The shooting is now trending across multiple social media platforms, using the hashtags #activeshooter and #evacuate. Students and faculty post about the shooter, the number of casualties, and their emotional reactions to being involved. These posts include live-streaming videos of panic during and following the actual shooting. Campus leadership have not yet announced the shooter's identity or motives. Social media posts include incorrect reports of conspiracy theories, an ongoing active shooter situation, and other rumors.

There are unconfirmed reports of several fatalities and more than a dozen injuries. Emergency responders and medical personnel arrive on campus to triage and treat injuries. Accessibility to your institution's campus is more restricted than during normal operations due to the number of visitors present for pre-commencement and other end-of-year events occurring on campus and student move-out. Several students and visitors have illegally parked vehicles and moving trucks near campus, blocking roads and impeding already congested traffic patterns.

May 1, 2019 – First Day of Finals [H+1 – H+4 hrs]

Your institution confirms that the shooting has resulted in four fatalities and more than 20 injuries. Local, regional, and national media outlets have arrived on campus and are broadcasting live interviews with students and your institution's faculty and staff.

Students and visiting family members who evacuated, and those sheltered in place, are awaiting further guidance from your institution's leadership. Parents begin contacting your institution inquiring about the location of their students. Nearly all students were on campus at the time of the incident, including those who live off-campus, who were attending final exams or pre-graduation events. Students, faculty, and staff await further communication from your institution's leadership.

Discussion Questions

Immediate Response Priorities

1. What is your institution's protocol for establishing incident command during an active shooter incident?
2. Given the scenario, what protective measures would your institution adopt during and following an active shooter incident on campus?
3. What plans and policies guide your institution's communications and emergency notifications following a violent incident on campus?
4. What procedures guide your institution's management of interactions with media outlets (i.e., press brief location, integration of key personnel with public-facing representative, frequency of updates, etc.)?

5. How would your institution identify and respond to false claims or misinformation being perpetuated on social media in the immediate aftermath of an active shooter incident?

Scene Control and Fatality Management

1. How would your institution's campus security, working with local law enforcement personnel, manage and secure the scene following the incident?
2. What are your institution's policies, plans, and procedures regarding tracking the status and location of individuals who have been injured or fatally wounded?
3. What procedures would guide your institution's response operations regarding fatality management, victim identification, and coordination with local hospitals?
4. How would your institution manage the exchange of postmortem information between officials and families?
5. Who is responsible for documenting relevant incident information to be used both during and after response operations? What information would be most useful to capture?

Academic Continuity and Recovery

1. When would your institution lift on-campus emergency orders?
2. How will your institution provide assistance and support to families and community members during the aftermath of an incident?
3. How would your institution address increased demand for mental health services on campus, as well as impacted individuals and/or families off-campus?
4. Would your institution modify current mental health service policies, plans, and procedures to allow for additional resources/support services (i.e., introduction of new/additional services, outsource to/bring in third party mental health vendors, online services, etc.)?
5. How would your institution's leadership make decisions regarding continuity of campus and academic operations?
6. How would your institution coordinate decisions regarding possible relocation of campus activities and academic functions?
7. What strategies would your institution's leadership implement to uphold positive public branding to attract new students and retain current students?
8. How would your institution address student and parent concerns regarding their own, or their student's return to campus? How would your institution address concerns from the incoming freshman class?

APPENDIX A: PARTICIPANT AND OBSERVER ORGANIZATIONS

Institutions of Higher Education (Participants)

Ave Maria University	New College of Florida
Embry Riddle Aeronautical University	Northwest Florida State College
Florida A&M University	Pasco-Hernando State College
Florida Gulf Coast University	Polk State College
Florida Institute of Technology	Rollins College
Florida International University	St. Petersburg College
Florida SouthWestern State College	State College of Florida Manatee-Sarasota
Florida State University	Stetson University
Hillsborough Community College	Tallahassee Community College
Hodges University	University of Central Florida
Indian River State College	University of Florida
Keiser University	University of Miami
Lake-Sumter State College	University of South Carolina Upstate
Lorain County Community College	University of South Florida
Lynn University	University of South Florida Sarasota-Manatee

Organizations and Associations (Observers)

Broward County Sheriff's Office	Lee County Sheriff's Office
Florida Department of Education	Southern Regional Education Board
Lee County Emergency Management	St. Petersburg Police Department
Lee County Emergency Medical Services	Veritas, LLC

Government Partners (Observers)

Department of Homeland Security, Cybersecurity and Infrastructure Security Agency	Federal Bureau of Investigation
Department of Homeland Security, Immigration and Customs Enforcement, Student and Exchange Visitor Program	Federal Emergency Management Agency National Exercise Division
Department of Homeland Security, Office of Academic Engagement	Florida Department of Law Enforcement
Department of Homeland Security, Office of Intelligence & Analysis	

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
OAE	Office of Academic Engagement
RTTX	Regional Tabletop Exercise
TTX	Tabletop Exercise
SME	Subject-Matter Expert