2019 Florida Regional Tabletop Exercise for Institutions of Higher Education

Summary Report

HANDLING INSTRUCTIONS

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INTRODUCTION

The *2019 Florida (FL) Regional Tabletop Exercise (RTTX) for Institutions of Higher Education (IHE)* is part of a broader series dedicated to empowering IHEs to improve preparedness and build resilience. The FL RTTX event was designed and sponsored by the U.S. Department of Homeland Security (DHS) Office of Academic Engagement (OAE) and the DHS Federal Emergency Management Agency (FEMA) National Exercise Division (NED). Hosted by Florida SouthWestern State College, the event took place in Fort Myers, Florida on February 25, 2019. The FL RTTX focused on threats and hazards related to an active shooter incident during an institution's pre-commencement finals week, and sought to provide participants with insights into preparedness, response, and recovery best practices. The FL RTTX brought together over 125 participants from academia, public safety, and law enforcement.

The *2019 Florida Regional Tabletop Exercise for Institutions of Higher Education Summary Report* provides FL RTTX participants – as well as academic, emergency management, and law enforcement stakeholders – with a summary of the key findings and takeaways from the event. The report focuses on key findings from FL RTTX activities as well as insights gained from various feedback opportunities.

Per the Homeland Security Exercise and Evaluation Program (HSEEP), this report's analyses are organized into two main categories: 1) strengths demonstrated by participating organizations and 2) areas for improvement uncovered during the event.

Background

The Campus Resilience Program (CR) Tabletop Exercise (TTX) Series is a set of events focused on specific resilience-related topics that impact the higher education community. DHS OAE held the inaugural RTTX in 2018 as a part of the wider series of campus-based events that includes National Tabletop Exercises (NTTX) and Leadership Tabletop Exercises (LTTX). The goal of these events is to enhance participants' knowledge of emergency preparedness and identify opportunities to improve their response and recovery capabilities. DHS facilitates each event in coordination with the academic community, government partners, and the private sector and provides participants with tools and resources to develop and improve emergency plans, policies, procedures, and capabilities.

Campus Resilience Program

DHS launched the CR Program in 2013 as an effort to engage IHEs in developing and testing an emergency preparedness and resilience planning process tailored to IHEs. The OAE-managed program is dedicated to helping IHEs build, sustain, and promote resiliency to better manage and respond to the threats they face.

The CR Program offers a Resource Library which organizes resources according to threat or hazard, and then further categorizes each resource according to its relevant mission area, as outlined in the National Preparedness Goal. The resources included reflect the collaborative efforts of many program and partner organizations, and represent a variety of federal, state, local, private sector, emergency management, and academic association entities. For more information and to access the Library, visit https://www.dhs.gov/campus-resilience-program-resource-library.

The CR Program's Exercise Starter Kits (ESK) are self-conducted exercises which provide the academic community with a set of scalable tools to develop a TTX that can be tailored to match their most pressing threats and hazards while validating specific emergency plans, protocols, and procedures. ESK scenarios currently focus on cyber breaches, hurricanes, and active shooter incidents. To obtain an ESK, please visit: https://www.dhs.gov/exercise-starter-kits-esks.

Additional information on the CR Program TTX Series is accessible here.

EXERCISE OVERVIEW

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Exercise Name	2019 Florida Regional Tabletop Exercise for Institutions of Higher Education
Exercise Date	February 25, 2019
Scope	The **2019 Florida Regional Tabletop Exercise for Institutions of Higher Education** aimed 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 FL RTTX included the following components: ▪ 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** geared toward examining issues related to an active shooter incident on college and university campuses. The RTTX consisted of a scenario-driven, facilitated discussion 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	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 Office of Academic Engagement, Federal Emergency Management Agency National Exercise Division, and Florida SouthWestern State College
Participating Organizations	Refer to *Appendix A* for a list of participants and observers

EXERCISE STRUCTURE

The 2019 Florida RTTX event consisted of one 45-minute Learning Session, two 120-minute exercise modules, and one 30-minute after-action review session.

Exercise Module Format

Each exercise module consisted of four separate activities: scenario updates, small group discussion, polling questions aligned with scenario developments, and facilitated group-wide plenary discussion. Participants used IHE-specific visual aids throughout the exercise to add realism and applicability. Participants were asked to consider their real-world roles for their home institutions when thinking about the scenario, offering observations, and discussing strategic and tactical decisions.

Figure 1: Exercise Activities

Scenario Update

Facilitator provides scenario update and discussion guidance

→

Table Discussions

Facilitator prompts participants to engage in table discussions

→

Polling Questions

Participants answer polling questions based on their table discussions

→

Plenary Discussion

Facilitator leads plenary discussion based on polling answers
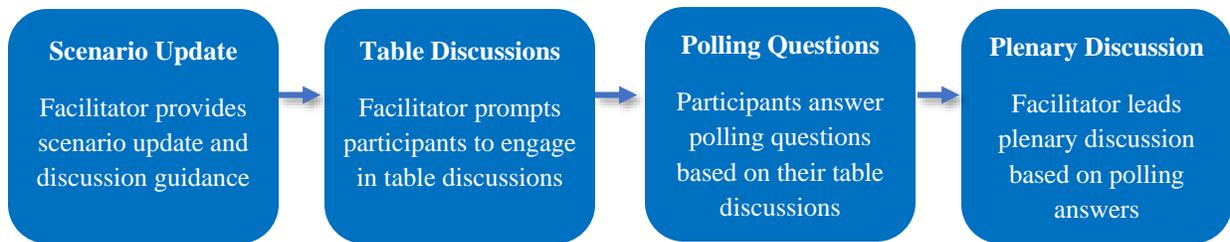
Visual Aids

To add realism to the exercise and help participants individualize the scenario to their respective campuses, each institution was provided with an aerial map of their campus, a clear transparency, and dry erase markers (see *Figure 2: Sample Map*). Maps were developed using Geographic Information System (GIS)-based tools. Participants also received a *Visualization Tool Guide* that outlined the purpose of the mapping tool, listed the materials, and provided instructions on how to use the visual aid.

Figure 2: Sample Map

Florida Southwestern State College

For Discussion Purposes Only / Not For General Dissemination or Release
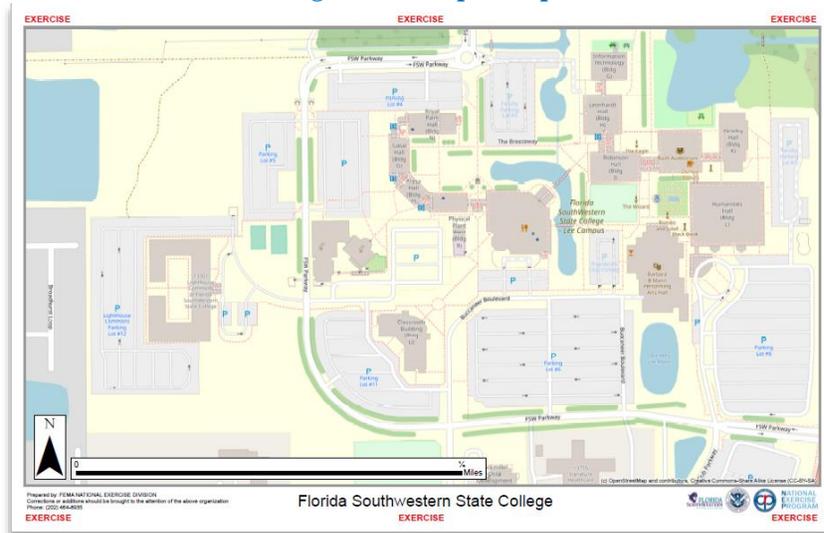
KEY RESULTS

The following is a summary of key findings captured from in-exercise polling questions, Participant Feedback Forms (PFF), and pre- and post-event surveys. The results presented below provide participants with insights into preparedness, response, and recovery best practices for the academic community when faced with an active shooter incident. This report also includes details regarding regional capabilities, participants' overall impression of the event, and the impact of the FL RTTX on institutions' ongoing preparedness efforts.

Strengths

During the exercise, each IHE was asked to report on their own capabilities as they related to the exercise scenario. This section categorizes the strengths that participating institutions discussed during the exercise. Strengths are defined as categories in which *5% or more of institutions reported having no challenges addressing this issue* and *more than 75% of institutions reported having minor to no challenges*.

Table 1: Key Strengths

Event Planning:

90% of institutions indicated they would experience minor or no challenges implementing special event processes and polices and coordinating necessary resources.

- 15% of institutions stated they would be able to address this issue with no challenges **due to established relationships with local police departments and first responders,** with whom several IHEs have closely coordinated incident command roles, responsibilities, and authorities
- 75% of institutions said they would be able to address this issue with minor challenges **citing existing institutional Emergency Operations Plans (EOP) that are malleable by design** and can be tailored to address a variety of threats and hazards

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Immediate Response:

95% of institutions indicated they would experience minor or no challenges establishing an incident command structure (ICS) and integrating with external stakeholders (e.g., law enforcement, emergency management) following a violent on-campus incident.

- 20% of institutions stated they would be able to address this issue with no challenges **due to regularly scheduled emergency trainings;** several IHEs indicated that they hold trainings for the **entire campus community as well as emergency management teams and personnel, both internal and external**
- 75% of institutions said they would be able to address this issue with minor challenges **citing pre-defined incident command protocol with local law enforcement** and **strong operational communications** due to radio channel linkages between IHE emergency management personnel and community first responders

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Academic Continuity and Recovery:

94% of institutions indicated they would experience minor or no challenges implementing academic continuity plans and restoring impacted campus services and functions.

- 94% of institutions stated they would be able to address this issue with minor or no challenges as they would **cancel or postpone scheduled events** and instead **host community healing events to allow time for grievance**
- Many IHEs indicated that they would **increase the provision of mental and physical support services** by contracting with external providers and utilizing virtual meeting technologies

Areas for Improvement

The exercise also provided insights into areas for improvement as identified by participating institutions. Areas for improvement are defined as categories in which *less than 10% of institutions reported having no challenges addressing this issue* and *more than 50% of institutions reported major challenges or being unable to address the issue presented.*

<p align="center">*Table 2: Key Areas for Improvement*</p>

Information Sharing and Situational Awareness:

62% of institutions indicated they would experience major challenges or would not be able to monitor information channels across the campus community prior to and during periods of increased on-campus activity and share timely information with stakeholders.

- 56% of institutions indicated they would have major challenges addressing this issue, **citing gaps in threat identification and verification systems** and difficulty maintaining situational awareness due to **continual evolution of social media platforms**
- 6% of institutions indicated that they would not be able to address this issue as **they do not have established information management plans or policies,** nor do they have protocols in place to **guide the dissemination of threat information** to stakeholders and the campus community

Scene Control and Fatality Management:

63% of institutions indicated they would experience major challenges or would not be able to utilize institutional plans to support fatality management and victim identification processes in coordination with external stakeholders and relevant legal requirements.

- 44% of institutions indicated they would have major challenges addressing this issue citing **uncertainties regarding the roles and responsibilities of campus personnel versus local law enforcement and first responders** following an incident
- 19% of institutions indicated they would not be able to address this issue **due to undefined campus accountability procedures and a general lack of awareness around requesting mutual aid;** most IHEs facing these issues have an **over-reliance on local law enforcement and first responders** to handle post-incident scene control and fatality management processes

Event Feedback

Following the event, participants were provided the opportunity to give candid feedback on their overall impression of the event and individual takeaways by completing a PFF. Key insights from the exercise are provided in *Table 3: Key Insights from Exercise Participant Feedback Forms* below, and detailed results can be found in *Appendix C: Participant Feedback Forms*.

Table 3: Key Insights from Exercise Participant Feedback Forms

▪ 95% percent of participants indicated the **exercise facilitator engaged participants and helped guide meaningful discussions**

▪ 94% of participants believed the **exercise scenario was realistic**

▪ 92% of participants said the **exercise lasted for an appropriate length of time**

▪ 91% of participants indicated the **exercise helped them gain a better understanding of the protection, response, and recovery actions their institution should implement when considering the threat of an active shooter incident**

▪ 90% of participants agreed the **exercise increased their understanding of their institution's risks and vulnerabilities when considering the threat of an active shooter incident** and that the exercise **discussion topics were relevant to their institution**

Event Impact

The FL RTTX had a significant impact on participants' understanding of their own institution's risks and vulnerabilities as well as their preparedness, response, and recovery postures in managing active shooter incidents. Following the FL RTTX, a comparison of pre- and post-survey data revealed the extent to which institutions understand their risks and vulnerabilities, how confident they are in addressing these risks and vulnerabilities, and the status of specific actions to address them. Based on the feedback data, **98% of respondents identified at least one new risk or vulnerability at their institution** based on their participation in the 2019 FL RTTX. For detailed results, please refer to *Appendix B: Participant Survey Results.*

Table 4: Key Insights from Pre- and Post-Event Surveys

Top three areas of risk and vulnerability identification:

1. Incident planning for an active shooting incident on campus (49%)
2. Continuity of operations planning (49%)
3. Management of impacts to institutional reputation or brand (47%)

Top three actions IHEs completed, or plan to complete post-event:

1. Engage key stakeholders in the local and campus community to assist in the review or development of an active shooter incident response plan (28%)
2. Conduct a risk assessment of vulnerabilities to an active shooter incident on campus (27%)
3. Integrate active shooter incident into emergency planning (24%)

Pre- and post-event IHE response and recovery confidence change analysis:

- Participant confidence in their institution's ability to **respond to an active shooter incident on campus increased 9.5%**
- Conversely, participant confidence in their institutions ability to **recover from an active shooter incident on campus decreased 3.8%**

Summary of Discussions

The following sections provide an overview of the exercise scenario, polling question results, and subsequent discussions on each issue area. Findings are grouped by the two major scenario phases: **1)** Preparedness and **2)** Response and Recovery. These phases were developed based on FEMA's five Mission Areas (Prevention, Protection, Mitigation, Response, and Recovery), which are organized according to the specific capabilities needed to address an incident throughout its lifecycle1. Each section includes:

- An overview of the capabilities addressed during that phase;
- A snapshot of the scenario presented to the participants;
- The associated findings from each discussion; and,
- Recommended resources relevant to the key issues.

Associated findings were developed based on polling questions using the scale outlined in *Table 5: Polling Assessment Scale* below and observational notes provided by HSEEP-trained staff.

Table 5: Polling Assessment Scale

Assessment	Criteria
A	My institution can successfully address this issue **without challenges**
B	My institution can address this issue, but with **minor challenges**
C	My institution can address this issue, but with **major challenges**
D	My institution **does not have the ability** to address this issue

The report that follows also provides insights on the quality and effectiveness of the event garnered from several channels of feedback recorded prior to, during, and after the FL RTTX. The report includes a summary of the key results and recommendations for future events, and detailed results are included in the appendices. The feedback opportunities included:

- Pre-event survey, distributed before the FL RTTX;
- Post-event survey, distributed after the FL RTTX; and,
- PFF, provided to participants at the FL RTTX.

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[1] https://www.fema.gov/national-preparedness-goal

MODULE 1: PREPAREDNESS

Overview

The preparedness phase covered actions that IHEs would take prior to large on-campus events or during periods of high levels of campus activity. Discussions revolved around plans and policies guiding pre-event efforts, resources and personnel available to IHEs, communication channels and information sharing posture, and threat and risk mitigation activities.

The preparedness module examined the following core capabilities:

- Planning
- Operational Coordination
- Information Sharing
- Situational Awareness

Background

- Campus personnel are busy preparing for your institution's commencement ceremony
- 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
- At this time, your institution has flagged several threats on Twitter from students who are angry at the school; your institution determines that the threats are unsubstantiated

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
- Numerous events are also taking place on campus and students are beginning to move out of on-campus housing
- 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 Results

The preparedness phase of this exercise examined the following capabilities:

- **Event Planning**
- **Information Sharing and Maintaining Situational Awareness**

Key Issue 1: Event Planning

Event Planning focused on IHEs' event and threat-specific plans and policies and how institutions prepare for on-campus activity with internal and external stakeholders, identify and incorporate assets and resources, train institution and special event staff, and address potential gaps in current plans.

Assess the extent to which your institution's plans enable your institution to effectively implement special event processes and policies and coordinate necessary resources.

A: Without Challenges
B: With Minor Challenges
C: With Major Challenges
D: Cannot Address

C: 10%   A: 15%
B: 75%
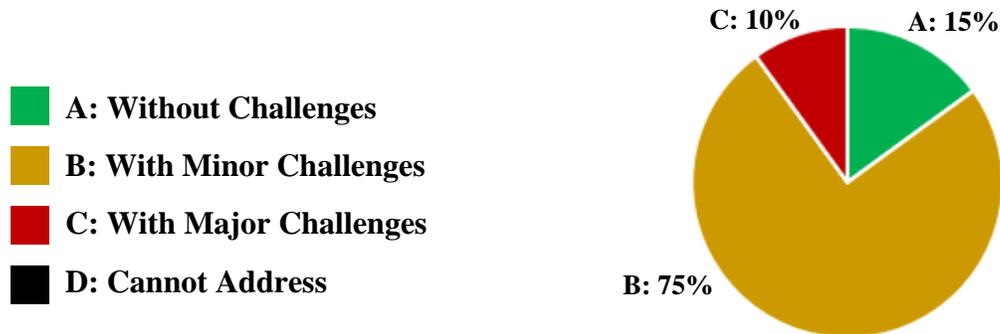
Strengths: 90% of institutions indicated they could address this issue with minor or no challenges

- 15% of institutions stated they could implement their event plans without challenges **due to the strength of their relationships with local police departments and first responders as well as the ability to scale support needs** based on the threat landscape and assessment team analysis

- 75% of institutions said they would be able to address this issue with minor challenges; though they have pre-identified shelters, barricades, media staging areas, and other event planning requirements, **evolving threats and planning considerations may impact planning processes**

Areas for Improvement: 10% of institutions indicated they would face major challenges addressing this issue

- Several institutions believed they would face major challenges addressing this issue **due to outdated EOPs and a general lack of adherence to established plans as a result**

- Some larger institutions stated they would face challenges with this issue **as they have multiple personnel groups across campus that follow different plans based on location;** similarly, most **institutions with multiple campuses have separate plans instead of one comprehensive, unified plan**

Resources:

- **Building A Disaster-Resistant University.** *Building A Disaster-Resistant University* is a how-to guide and distillation of the experiences of six universities and colleges that have been working to become disaster-resistant. The guide provides basic information designed for institutions just getting started, as well as ideas, suggestions, and practical experiences for institutions that have already begun to take steps to becoming more disaster-resistant. For more information, visit: http://www.fema.gov/media-library/assets/documents/2288

- **Guide for Developing High-Quality Emergency Operations Plans for Institutions of Higher Education.** This guide provides guidance to IHEs on best practices for taking preventative and protective measures to stop an emergency from occurring or reduce the impact of an incident. The guide aligns and builds upon years of emergency planning work by the Federal Government and is a joint product of DHS, DOJ, DoED, and Health and Human Services. IHEs can use the guide to create and/or revise existing emergency operations plans. For more information, visit: http://www.fema.gov/media-library-data/20130726-1922-25045-3638/rems_ihe_guide.pdf

Key Issue 2: Information Sharing and Maintaining Situational Awareness

In Module 1, the Information Sharing and Maintaining Situational Awareness section asked institutions to discuss mechanisms for maintaining situational awareness and communicating with internal and external stakeholders, group-specific communications, and how to leverage technologies to identify, assess, and verify threats.

Assess your institution's ability to monitor information channels across the campus community prior to and during periods of increased on-campus activity and share timely information with stakeholders.

- A: Without Challenges
- B: With Minor Challenges
- C: With Major Challenges
- D: Cannot Address

D: 6%   A: 6%

C: 55%   B: 33%
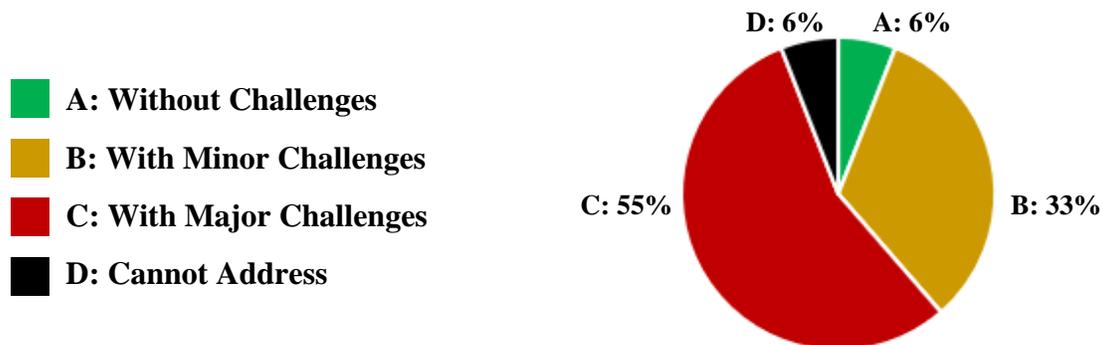
Strengths: 39% of institutions stated they would be able to address this issue with minor or no challenges

- Institutions that indicated they could address this issue with minor or no challenges **cited strong student-faculty relations,** especially among student organizations, as the main contributor to their success **managing information flow and maintaining situational awareness**
- Several IHEs **attributed their success to the implementation of student training sessions and and/or threat alert applications**

Areas for Improvement: 61% of institutions indicated they would experience major challenges or would be unable to address this issue

- 55% of institutions indicated they would have major challenges addressing this issue **citing outdated threat identification and verification technologies and processes that do not align with the ever-evolving social media platforms used by students and the public**
- 6% of institutions indicated they would not be able to address this issue as they **do not have codified institutional guidelines regarding threat identification and verification processes** or procedures for **disseminating threat information to the campus community**

Resources:

- **Active Incident Training: Preparing for the Future Threat:** This article, published by Campus Safety Magazine, includes lessons learned from previous active shooter incidents and key insights into the evolution of active incident threats. For more information, visit: https://www.campussafetymagazine.com/emergency/active_incident_training_preparing_for_the_future_threat/

- ▪ **Enhancing School Safety Using a Threat Assessment Model: An Operational Guide for Preventing Targeted School Violence.** *Enhancing School Safety Using a Threat Assessment Model* provides guidance for schools in development of a comprehensive targeted violence prevention plan that includes a threat assessment team, reporting mechanisms, law enforcement intervention, and implementation of risk management procedures. The guide was developed by the U.S. Secret Service's National Threat Assessment Center (NTAC) as a resource for educational institutions. For more information, visit:

  https://www.dhs.gov/sites/default/files/publications/18_0711_USSS_NTAC-Enhancing-School-Safety-Guide.pdf

MODULE 2: RESPONSE AND RECOVERY

Overview

Module 2 focused on both immediate response priorities and longer-term campus operations restoration and recovery activities. Discussion revolved around protective measures following a violent incident, scene control, victim identification and notification, academic continuity of operations, and public relations and social media engagement.

The response and recovery module examined the following core capabilities:

- Operational Coordination
- Operational Communications
- Public Information and Warning
- Health and Social Services
- Public Health, Healthcare, and Emergency Medical Services
- Community Resilience

Scenario

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; 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; posts include live-streaming videos of panic
- 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

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
- 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, attending final exams or pre-graduation events

Discussion Results

The response and recovery component of the scenario examined the following capabilities:

- Immediate Response

- Scene Control and Fatality Management
- Academic Continuity and Recovery

Key Issue 1: Immediate Response

The Immediate Response phase examined crisis communications and emergency notifications processes, interactions with traditional media outlets and social media channels, and incident command protocol.

Assess your institution's ability to establish an ICS and integrate with external stakeholders (e.g., law enforcement, emergency management) following a violent on-campus incident.

A: Without Challenges
B: With Minor Challenges
C: With Major Challenges
D: Cannot Address

C: 5%
A: 20%
B: 75%
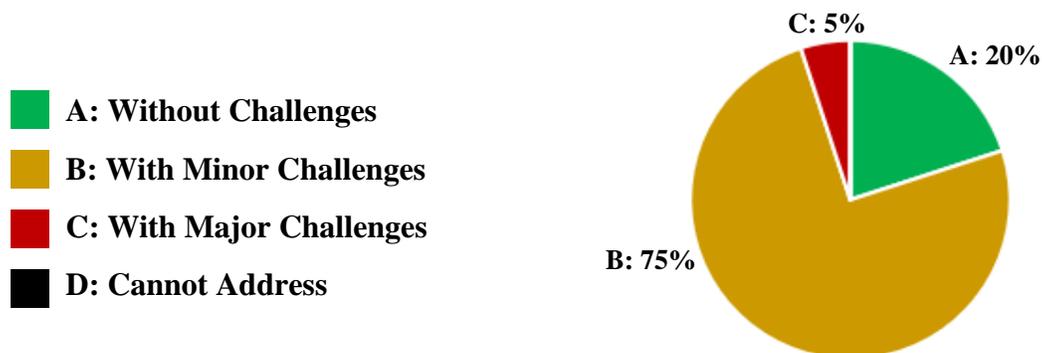
Strengths: 95% of institutions indicated they could address this issue with minor or no challenges

- 20% of institutions stated they would be able to address this issue with no challenges **citing regularly scheduled emergency preparedness trainings that integrate both internal and external stakeholders,** including campus community cohorts and emergency management teams, and **comprehensive understanding of authority thresholds and crisis communications by all stakeholders**
- 75% of institutions said they would be able to address this issue with minor challenges **due to a common understanding among local law enforcement, first responders, and campus personnel regarding incident command transition procedures and assigned roles and responsibilities;** however, IHEs without radio interoperability with local emergency management entities would still face challenges implementing incident command

Areas for Improvement: 5% of institutions believed they would experience major challenges addressing this issue

- Institutions cited a **lack of integrated training opportunities with local law enforcement and first responders** as an inhibiting factor in implementing immediate response activities
- Many institutions indicated they would face major issues addressing immediate response challenges **as they do not have pre-scripted campus alert messages to facilitate quick and efficient dissemination of time-sensitive threat information**

Resources:

- **AWR-359-W: Introduction to Tactical Emergency Casualty Care (TECC):** Provided by George Washington University, this training provides whole community members (including school personnel) with information to help themselves and others survive an active shooting incident. For more information, visit:

  https://www.firstrespondertraining.gov/frt/npccatalog?courseId=4089#anc-search-results

- **IS-100.HE Introduction to the Incident Command System for Higher Education.** This FEMA training course introduces ICS and provides the foundation for higher level ICS training. This course uses the same objectives and content as other ICS courses with higher education examples and exercises. For more information, visit:

  https://training.fema.gov/is/courseoverview.aspx?code=IS-100.HE

Key Issue 2: Scene Control and Fatality Management

During the Scene Control and Fatality Management discussion, IHEs explored coordination with internal stakeholders (e.g., campus security) and external partners (e.g., local law enforcement), processes for tracking victims and patients and communicating with victims' families, as well as plans for guiding incident documentation.

Assess the extent to which your institution's plans support fatality management and victim identification processes, in coordination with external stakeholders and relevant legal requirements.

A: Without Challenges
B: With Minor Challenges
C: With Major Challenges
D: Cannot Address

D: 19%
B: 37%
C: 44%
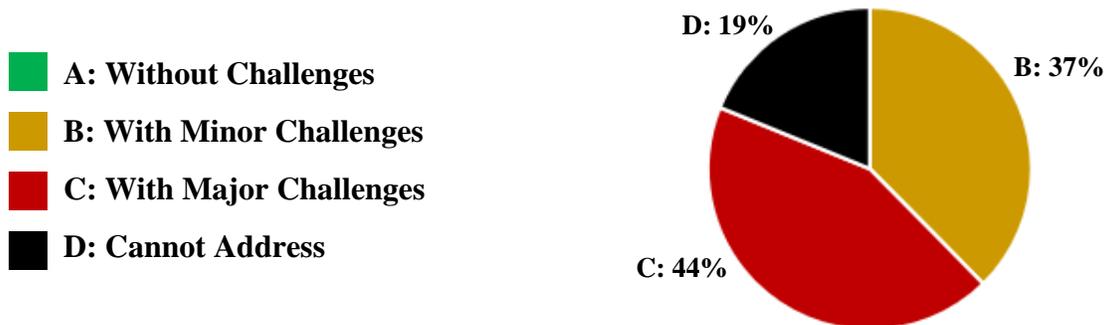
Strengths: 37% of institutions said they could address this issue with minor challenges

- Institutions said they would be able to address scene control and fatality management processes **through the identification of a lead Public Information Officer (PIO)** to centralize the flow of information and **coordinate between internal and external stakeholders**
- Some institutions indicated they would face minor challenges due to **lack of comprehensive counseling personnel and supplemental mental health services readily available**, beyond victim advocates and other resources for initial support

Areas for Improvement: 63% of institutions indicated they would experience major challenges or would not be able to address this issue

- Institutions indicated they would face major challenges addressing, or would be not be able to address this issue **as most institutions' EOPs do not include guidance on victim identification and fatality management processes,** nor do they define **the roles and responsibilities of campus personnel;** most IHEs expressed an **over-reliance on local law enforcement and first responders** to manage post-incident scene control and fatality management processes
- Many institutions also indicated they would face challenges, or would not be able to address this issue **due to undefined campus accountability processes and procedures for requesting and receiving mutual aid**

Resources:

- **FBI Active Shooter Resources:** The FBI provides numerous active shooter resources for individuals, schools, and law enforcement personnel. Resources include reports on previous active shooter incidents, information on active shooter trends and threats facing the educational environment landscape, and guides on planning for and responding to violent campus incidents. For more information, visit:

  https://www.fbi.gov/about/partnerships/office-of-partner-engagement/active-shooter-resources

- **National Intercollegiate Mutual Aid Agreement.** NIMAA is a source for providing and/or receiving assistance. NIMAA membership includes both public and private institutions. The agreement allows IHEs to share equipment, personnel, and other resources. To request more information, visit:

  https://docs.google.com/forms/d/e/1FAIpQLSc-_TvK2KASugln7sl0NEYyXCGDpR_4b95N7MwUi0_OSMBC8A/closedform

Key Issue 3: Academic Continuity and Recovery

In Module 2, the Academic Continuity and Recovery discussion focused on how institutions resume campus operations following a violent incident and implementation of protective measures, provision of support for students, staff, and family members, and leadership decision-making revolving around continuity of operations and restoration of academic functions.

Assess your institution's ability to effectively implement academic continuity plans and restore impacted campus services and functions.

A: Without Challenges
B: With Minor Challenges
C: With Major Challenges
D: Cannot Address

C: 6% A: 13% B: 81%
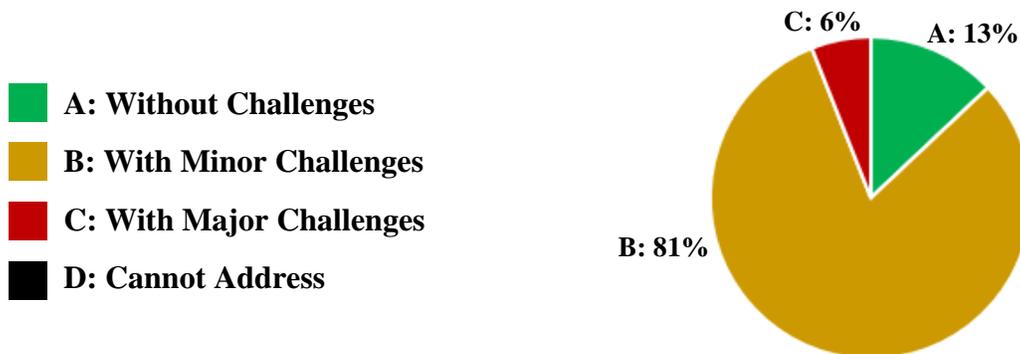
Strengths: 94% of institutions indicated they could address this issue with minor or no challenges

- 94% of institutions stated they would be able to address this issue with minor or no challenges **citing plans to scale up the provision of mental health services** through the utilization of virtual counseling technologies and contracting entities
- Several IHEs also stated they would **cancel or modify scheduled events** to allow time for the community to focus on **healing and recovering from the incident**

Areas for Improvement: 6% of institutions stated they would face major challenges addressing this issue

- Several institutions believed they would face **challenges providing long-term mental health services and recovery opportunities for campus personnel;** IHEs noted the importance of supporting this community, but **struggled to devise plans to maintain increased support for students while also providing increased support for campus personnel**

Resources:

- **International Association of Emergency Managers Universities and Colleges Caucus (IAEM-UCC).** The purpose of the IAEM-UCC is to represent emergency management issues surrounding college and university campuses. Although they are a part of the communities in which they reside, higher education institutions take on special and sometimes unique considerations when preparing their students, faculty, staff, and visitors for responding to, recovering from, and mitigating against emergencies. For more information, visit:
  http://www.iaem.com/page.cfm?p=groups/us-caucuses/universities-colleges&lvl=2

APPENDIX A: LEARNING SESSION DETAILS AND TAKEAWAYS

The FL RTTX included a Learning Session briefing on lessons learned, best practices, and key takeaways from real-world active shooter incidents on school campuses. The briefing was compiled and presented by Mr. Michael Alexander, who is currently serving as the Supervisory Senior Resident Agent for the Tampa Division FBI Brevard Resident Agency where he is responsible for supervising Counterterrorism and Criminal investigations.

Key Takeaways

The Learning Session included a review of definitions and statistics, videos on real-world active shooter incidents, and key insights into planning for and responding to campus active shooter incidents, as demonstrated by these events.

- **Recent trends in active shooter incidents in environmental environments demonstrate the need for maintaining situational awareness around threats to IHEs and preparing for these events**
  - 21% of active shooter incidents since 2000 have occurred at locations classified under the education category (e.g., school campuses)
  - Since 2001, there has been at least one shooting per year in an educational environment. 2006 and 2010 experienced the highest numbers of active shooter incidents, with six each
  - Out of the 57 active shooter incidents in educational environments since 2000, 15 have occurred on campuses of colleges or universities
- **Institutions should incorporate campus-specific planning considerations into their active shooter incident-specific response plans or annexes**
  - Plans should be specific to location and structure, but also flexible enough to prepare students, staff, and faculty for a range of possibilities during an active shooter incident
  - Planning considerations should include the location of building blueprints, closed circuit camera systems and access requirements, utilities and their functions during an incident, and continuity-of-operations following an incident
  - Multiple federal agencies, including FEMA and the FBI, provide resources for institutions of higher education that can be used to develop school emergency plans (*see Appendix D: Campus Resilience Resources for examples*)
    - Please visit FBI.gov/about/partnerships/office-of-partner-engagement/active-shooter-resources for more information

APPENDIX B: PARTICIPANT SURVEY RESULTS

Following the FL RTTX, pre- and post-survey data revealed how institutions understand their risks and vulnerabilities, how confident they are in addressing these risks and vulnerabilities, and the status of specific actions to address them. Survey results indicate that **98% of respondents identified at least one new risk or vulnerability at their institution** after participating in this year's FL RTTX. *Table 6: Risk and Vulnerability Identification Following FL RTTX* provides a list of newly identified risks and vulnerabilities and the percentage of participants associated with each category.

Table 6: Risk and Vulnerability Identification Following FL RTTX

Risk/Vulnerability	% of Participants
Incident planning for an active shooter incident on campus	49%
Public communication while responding to an active shooter incident on campus	37%
Public communication while recovering from an active shooter incident on campus	45%
Implementation of protective measures to limit the impacts of an active shooter incident on campus	37%
Establishment of an Incident Command Structure	18%
Coordination with local law enforcement, office of emergency management, etc.	18%
Continuity of Operations Planning	49%
Management of impacts to your institution's reputation or brand	47%
I did not identify a new risk or vulnerability at my institution during the RTTX	2%

The graphs below highlight differences in participant confidence levels before and after the FL RTTX in responding to and recovering from an on-campus active shooter incident coinciding with final exams and pre-commencement events. IHEs rated their level of **confidence in their ability to respond to an active shooter incident on campus 9.5 percentage points higher.** IHEs rated **confidence in their ability to recover from an active shooter incident on campus 3.5 percentage points lower post-FL RTTX than pre-FL RTTX, potentially related to the increase in identification of recovery-related risks and vulnerabilities as outlined above.**

Responding to an Active Shooter Threat

Recovering from an Active Shooter Threat
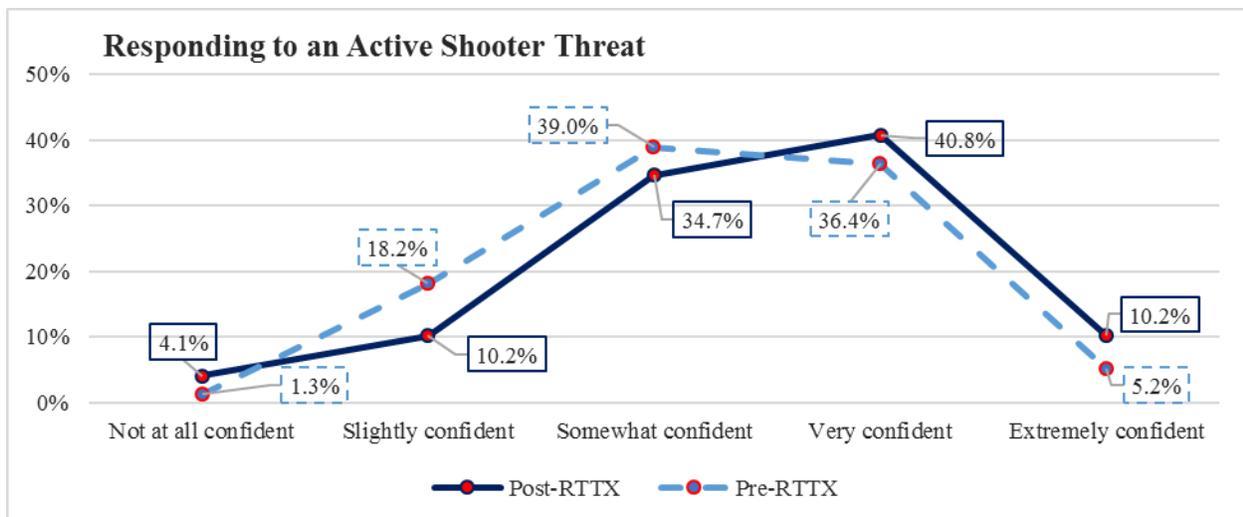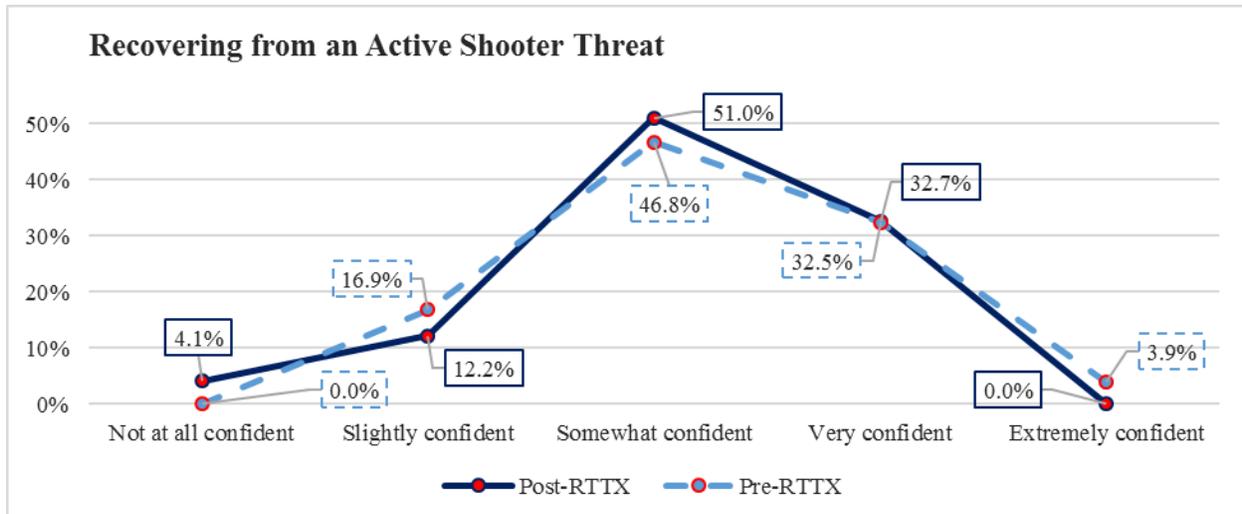
Following the event, participants indicated their intentions to review and revise their respective IHE's emergency management plans and procedures. On average, there was a **22% increase in respondents intending to revisit their plans and procedures** related to active shooter incidents. *Table 7: Key Insights from the Post-Event Survey* below reflects their specific responses.

Table 7: Key Insights from the Post-Event Survey

Action	% Increase of IHEs that Completed/Plan to Complete Post-FL RTTX
Integrated active shooter incident into emergency planning	24%
Conducted a risk assessment of vulnerabilities to an active shooter incident on campus	27%
Conducted training or exercises to better prepare for an active shooter incident on campus	13%
Conducted a senior leader briefing on current emergency response plans for an active shooter incident on campus	23%
Engaged key stakeholders in the local and campus community to assist in the review or development of an active shooter incident response plan	28%
Conducted outreach to the local and campus community for the purpose of education on an active shooter incident on campus (e.g. town halls)	14%

APPENDIX C: PARTICIPANT FEEDBACK FORMS

The following section reflects responses to the questions in the PFFs. Participants were asked to rate statements on a 1-5 scale, with 1 indicating: "strongly disagree" and 5: "strongly agree". *Table 8: Exercise Assessment Feedback* below documents the distribution of responses for each statement.

Table 8: Exercise Assessment Feedback

Statement	Distribution
Pre-exercise information and documentation were easy to understand and helped me prepare for exercise discussions.	Strongly Disagree 0%, Disagree 0%, Neutral 5%, Agree 30%, Strongly Agree 65%
The exercise scenario was realistic.	Strongly Disagree 0%, Disagree 0%, Neutral 2%, Agree 28%, Strongly Agree 70%
The exercise lasted for an appropriate length of time.	Strongly Disagree 0%, Disagree 0%, Neutral 2%, Agree 38%, Strongly Agree 60%
The exercise facilitator engaged participants and helped guide meaningful discussions.	Strongly Disagree 0%, Disagree 0%, Neutral 3%, Agree 21%, Strongly Agree 76%

Statement	Distribution
The use of SMS polling during the exercises enhanced participant involvement.	Strongly Disagree 1%, Disagree 4%, Neutral 12%, Agree 33%, Strongly Agree 50%
Exercise discussion topics were relevant to my institutions.	Strongly Disagree 0%, Disagree 3%, Neutral 6%, Agree 29%, Strongly Agree 62%
Exercise discussion topics engaged someone with my level of training and experience to participate.	Strongly Disagree 0%, Disagree 0%, Neutral 8%, Agree 38%, Strongly Agree 54%
The exercise increased my understanding of my institution's risks and vulnerabilities when considering the threat of an active shooter incident.	Strongly Disagree 0%, Disagree 0%, Neutral 9%, Agree 32%, Strongly Agree 59%
The exercise helped me gain a better understanding of the protection, response and recovery actions my institution should implement when considering the threat of an active shooter incident.	Strongly Disagree 0%, Disagree 1%, Neutral 2%, Agree 39%, Strongly Agree 58%
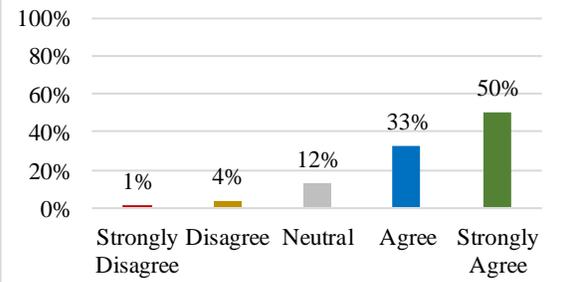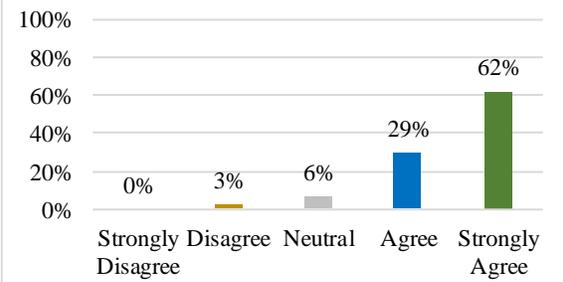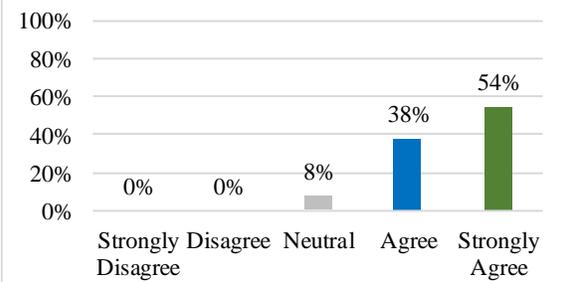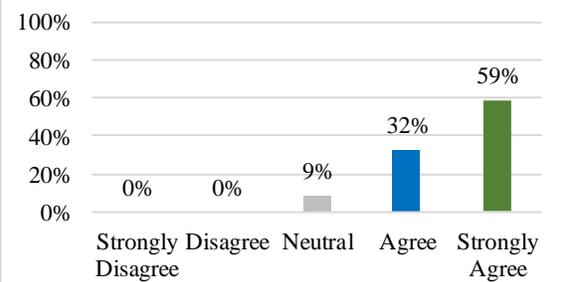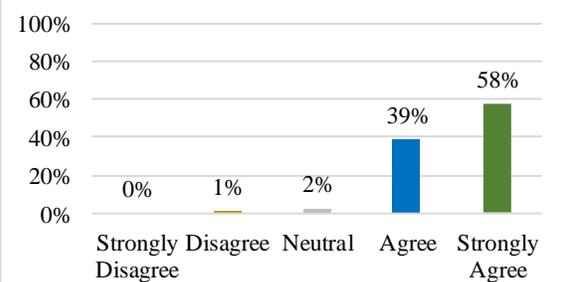
APPENDIX D: CAMPUS RESILIENCE RESOURCES

This section provides a list of resources useful for preparedness, response, and recovery operations related to an active shooter incident.

The Campus Resilience Program offers a Resource Library which organizes resources according to threat or hazard, and then further categorizes each resource according to its relevant mission area (*Prevention, Protection, Mitigation, Response, Recovery)*, as outlined in the National Preparedness Goal. The resources included reflect the collaborative efforts of many program and partner organizations, and represent a variety of Federal, state, local, private-sector, emergency management, and academic association entities. For more information and to access the Library, visit:https://www.dhs.gov/campus-resilience-program-resource-library.

Any additional requests for information should be directed to DHS/OAE at: AcademicEngagement@hq.dhs.gov.

Emergency Preparedness

Community Emergency Response Team (CERT) Programs. The CERT programs focus on disaster preparedness and training in basic disaster response skills such as fire safety, light search and rescue, team organization, and disaster medical operations. Using the training learned in the classroom and during exercises, CERT members can assist others in their neighborhood or workplace following an event when professional responders are not immediately available to help. CERT members also are encouraged to support emergency response agencies by taking a more active role in emergency preparedness projects in their communities. For more information, visit:
https://www.fema.gov/community-emergency-response-teams

Department of Education, Response and Emergency Management for Schools (REMS) Technical Assistance (TA) Center. The REMS TA Center, administered by the Department of Education (DoED) Office of Safe and Healthy Students (OSHS), supports public and private schools, school districts, and IHEs, with their community partners, in building their preparedness capacity (including mitigation, prevention, protection, response, and recovery efforts) and creating comprehensive emergency operations plans that address a variety of security, safety, and emergency management issues. For more information, visit: https://rems.ed.gov/

FEMA Emergency Management Institute (EMI) Independent Study Program. Virtual training on a multitude of emergency preparedness and continuity resilience strategies is available through the FEMA EMI Independent Study Program. For more information and a list of courses, visit: http://training.fema.gov/IS/

- **IS-100.HE Introduction to the Incident Command System for Higher Education.** This FEMA training course introduces ICS and provides the foundation for higher level ICS training. This course uses the same objectives and content as other ICS courses with higher education examples and exercises. For more information, visit:
  https://training.fema.gov/is/courseoverview.aspx?code=IS-100.HE

- **IS-29: Public Information Officer Awareness.** This course provides an overview of the public information function and the role of the PIO in the emergency management environment. For more information, visit: https://training.fema.gov/is/courseoverview.aspx?code=IS-29

- ▪ **IS-42: Social Media in Emergency Management.** This course provides an overview of best practices including tools, techniques, and a basic roadmap to build capabilities in the use of social media technologies to further emergency response missions. For more information, visit: https://training.fema.gov/is/courseoverview.aspx?code=IS-42

G0367: Emergency Planning for Campus Executives. This two-hour FEMA training course provides executives with insights into multi-hazard emergency planning and their role in protecting lives, property, and operations. For more information, visit:
https://training.fema.gov/hiedu/aemrc/eplanning/g367.aspx

Incident Command System Resource Center. The FEMA ICS Resource Center website has a multitude of ICS reference documents including, but not limited to, ICS Forms, checklists, training course information, and links to other related resources. For more information, visit:
https://training.fema.gov/emiweb/is/icsresource/

International Association of Emergency Managers Universities and Colleges Caucus. The purpose of the IAEM-UCC is to represent emergency management issues surrounding college and university campuses. Although they are a part of the communities in which they reside, higher education institutions take on special and sometimes unique considerations when preparing their students, faculty, staff, and visitors for responding to, recovering from, and mitigating against emergencies. For more information, visit:
http://www.iaem.com/page.cfm?p=groups/us-caucuses/universities-colleges&lvl=2

- ▪ **National Intercollegiate Mutual Aid Agreement.** NIMAA is a source for providing and/or receiving assistance. NIMAA membership includes both public and private institutions. The agreement allows IHEs to share equipment, personnel, and other resources. To request more information, visit:
   https://docs.google.com/forms/d/e/1FAIpQLSc-_TvK2KASugln7sl0NEYyXCGDpR_4b95N7MwUi0_OSMBC8A/closedform

Student Tools for Emergency Planning (STEP). The STEP Program was designed by teachers and is sponsored by a state's emergency management agency and FEMA. The program provides students and their families with concrete strategies to prepare for and deal with various emergencies. For more information, visit: http://www.fema.gov/student-tools-emergency-planning-step

Exercises and Training

Tabletop and Emergency Planning Exercises. FEMA offers free, downloadable tabletop and emergency planning exercises and presentations for the private sector, including academic institutions. The exercises are designed to help organizations such as IHEs test emergency situations, such as a natural or man-made disaster, evaluate the ability to coordinate, and test readiness to respond. For more information, visit:
http://www.fema.gov/emergency-planning-exercises.

Resilience Planning

Building A Disaster-Resistant University. *Building A Disaster-Resistant University* is a how-to guide and distillation of the experiences of six universities and colleges that have been working to become disaster-resistant. The guide provides basic information designed for institutions just getting started, as well as ideas, suggestions, and practical experiences for institutions that have already begun to take steps to becoming more disaster-resistant. For more information, visit:
http://www.fema.gov/media-library/assets/documents/2288

DHS Campus Resilience Program. The DHS CR Program was created upon a recommendation from the Homeland Security Academic Advisory Council (HSAAC). This initiative builds upon best practices, lessons learned, and resources already developed to make U.S. colleges and universities more resilient. For more information on the DHS CR Program, contact the Office of Academic Engagement at AcademicEngagement@hq.dhs.gov or visit: https://www.dhs.gov/campus-resilience

Enhancing Campus Safety and Security. The DOJ Bureau of Justice Assistance provides resources for campus safety training and best practices. For more information, visit: https://www.bja.gov/ProgramDetails.aspx?Program_ID=108#horizontalTab3

Guide for Developing High-Quality Emergency Operations Plans for Institutions of Higher Education. This guide provides guidance to IHEs on best practices for taking preventative and protective measures to stop an emergency from occurring or reduce the impact of an incident. The guide aligns and builds upon years of emergency planning work by the Federal Government and is a joint product of DHS, DOJ, DoED, and Health and Human Services. IHEs can use the guide to create and/or revise existing emergency operations plans. For more information, visit: http://www.fema.gov/media-library-data/20130726-1922-25045-3638/rems_ihe_guide.pdf

Active Shooter Incident-Specific Planning

Active Incident Training: Preparing for the Future Threat: This article, published by Campus Safety Magazine, includes lessons learned from previous active shooter incidents and key insights into the evolution of active incident threats. For more information, visit: https://www.campussafetymagazine.com/emergency/active_incident_training_preparing_for_the_future_threat/

Enhancing School Safety Using a Threat Assessment Model: An Operational Guide for Preventing Targeted School Violence. *Enhancing School Safety Using a Threat Assessment Model* provides guidance for schools in development of a comprehensive targeted violence prevention plan that includes a threat assessment team, reporting mechanisms, law enforcement intervention, and implementation of risk management procedures. The guide was developed by the U.S. Secret Service's NTAC as a resource for educational institutions. For more information, visit: https://www.dhs.gov/sites/default/files/publications/18_0711_USSS_NTAC-Enhancing-School-Safety-Guide.pdf

FBI Active Shooter Resources: The FBI provides numerous active shooter resources for individuals, schools, and law enforcement personnel. Resources include reports on previous active shooter incidents, information on active shooter trends and threats facing the educational environment landscape, and guides on planning for and responding to violent campus incidents. For more information, visit: https://www.fbi.gov/about/partnerships/office-of-partner-engagement/active-shooter-resources

AWR-359-W: Introduction to Tactical Emergency Casualty Care: Provided by George Washington University, this training provides whole community members (including school personnel) with information to help themselves and others survive an active shooting incident. For more information, visit: https://www.firstrespondertraining.gov/frt/npccatalog?courseId=4089#anc-search-results

APPENDIX E: 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	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 F: ACRONYMS

CERT	Community Emergency Response Team Programs
CR	Campus Resilience
DHS	Department of Homeland Security
DoED	Department of Education
DOJ	Department of Justice
EMI	Emergency Management Institute
EOP	Emergency Operations Plan
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
HSAAC	Homeland Security Academic Advisory Council
HSEEP	Homeland Security Exercise and Evaluation Program
IAEM-UCC	International Association of Emergency Managers Universities and Colleges Caucus
ICS	Incident Command System
IHE	Institution of Higher Education
LTTX	Leadership Tabletop Exercise
NED	National Exercise Division
NIMAA	National Intercollegiate Mutual Aid Agreement
NTAC	National Threat Assessment Center
NTTX	National Tabletop Exercise
OAE	Office of Academic Engagement
OSHS	Office of Safe and Healthy Students
PFF	Participant Feedback Form
PIO	Public Information Office
REMS	Response and Emergency Management for Schools
RTTX	Regional Tabletop Exercise
SME	Subject-Matter Expert
STEP	Student Tools for Emergency Planning
TA	Technical Assistance
TECC	Tactical Emergency Casualty Care
TTX	Tabletop Exercise