UCF After-Action Review

TOWER #1 SHOOTING INCIDENT
MARCH 18, 2013

Final Report

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Chair, After-Action Review (AAR) Committee
May 31, 2013

ABSTRACT: Following a shooting incident in Tower #1 on the UCF campus in the early morning hours of March 18, 2013, President Hitt directed completion of a comprehensive inquiry to (1) account for and analyze specific lessons learned regarding related university policies, procedures and overall security readiness, and (2) provide recommendations for improving the efficacy of safety and security practices for the entire university family. This report outlines the major findings of the review and lists specific recommendations for improvement.

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List of Acronyms

Acronym	Meaning
A & F	Administration and Finance
AAR	After-Action Review
AVP	Associate Vice President
CAPS	Counseling and Psychological Services
CEMP	Comprehensive Emergency Management Plan
CFIX	Central Florida Intelligence Exchange
CMT	Crisis Management Team
CPTED	Crime Prevention Through Environmental Design
CRC	Career Resource Center
DHRL	Department of Housing and Residence Life
DHS	Department of Homeland Security
EOC	Emergency Operations Center
F & S	Facilities and Safety
FDLE	Florida Department of Law Enforcement
GC	General Counsel
GLB	Gay, Lesbian, Bi-sexual
IED	Improvised Explosive Device
ILO	Intelligence Liaison Officer
ITR	Information Technologies and Resources
Knightro's	Campus eatery
MVP	Mentors in Violence Prevention

List of Acronyms

Acronym	Meaning
OEM	Office of Emergency Management
OSRR	Office of Student Rights and Responsibilities
POC	Point of Contact
QPR	Question, Persuade, Refer (suicide prevention training)
RA	Resident Assistant
RDSTF	Regional Domestic Security Task Force
RSAN	Roam Secure Alert Network
SDES	Student Development and Enrollment Services
SGA	Student Government Association
SLS	Student Legal Services
SMCA	Strategy, Marketing, Communications and Admissions
SME	Subject Matter Expert
TI	Tower 1
UCF	University of Central Florida
UCF PD	UCF Police Department
WHPS	Wellness and Health Promotion Services

I. Executive Summary

Early in the morning on March 18, 2013, a troubled, 30-year old male (hereafter referred to as "subject") committed suicide in his residence hall bedroom on the main UCF campus. The medical examiner determined that the subject died of a single gunshot wound to the head; authorities found him deceased on the floor of his bedroom on the third floor of Tower 1 in Knights Plaza. Appendix A provides a brief timeline summary of notable events occurring in the 18-hour period from event start until return to normal campus operations.

Within hours of the subject's death, law enforcement officers investigating the scene discovered hundreds of rounds of ammunition, an assault weapon, homemade explosives and a "to-do" list that indicated the subject had crafted a plan to kill and injure as many UCF students as possible.

In his initial assessment of the situation, UCF President John C. Hitt said, "nothing is more important than the safety of our UCF community. We will use this incident to make us even more prepared, more alert and more secure."

President Hitt subsequently ordered a comprehensive review of the March 18 shooting, and appointed Navy Vice Admiral (Ret.) Alfred G. Harms, Jr., UCF vice president for Strategy, Marketing, Communications and Admissions, to lead the review. The university's Crisis Management Team (Appendix M) met weekly to help coordinate the overall review process which included contributions from many UCF administrators, departments, faculty and staff members, students, members of the UCF Board of Trustees and various independent security and crisis response experts.

The goals of the review were to record relevant facts about what took place before, during and after the incident; to identify strengths and areas for improvement in related university policies and procedures; and to recommend specific near- and longer-term actions to enhance campus security. In addition, the university committed to periodically review the university's overall security readiness and closely monitor the implementation of recommended improvement actions in the future.

This review represents a significant step in UCF's ongoing efforts to protect the campus community. Although President Hitt, the Chief of Police and other senior administrators had first discussed and outlined how UCF could anticipate and effectively respond to active shooter scenarios several years earlier, when operating with a very large, widely diverse, increasingly mobile and constantly changing university family located on multiple, open campus locations, the challenge of ensuring security for all is and will remain an enormous, complex, continuous and ongoing effort.

II. Purpose

The purpose of this AAR is two-fold. First, clearly documenting the facts surrounding the incident will enable UCF to better understand, prepare and respond to any future security incidents. Additionally, this in-depth review will provide a unique opportunity to assess and address related policies and operations related to campus security.   Second, UCF committed to hosting a state university system–wide symposium as a means to share lessons learned and collaborate on potential improvements to overall campus security in Florida. This report will serve as a centerpiece for UCF's contribution to the symposium.

III. Methodology

Whereas many people ranging from novice to subject matter expert contributed to this report, three separate and distinct levels of participation were purposely established to ensure a thorough, focused and contextual examination of relevant security issues. The specific make-up of each review group is detailed in Appendix B.

a. First, in-depth reviews and analyses of existing policies and procedures, coupled with detailed assessments of security "best practices" and participation in directed "what-if" exercises, were accomplished by responsible university units. These self-assessment and reporting efforts proved useful in highlighting strengths and concerns with current university policies, procedures, infrastructure, staffing, training, communications/coordination, and overall security readiness. Additionally, each reporting unit was tasked to recommend potential improvement actions with appropriate prioritization, sequencing and cost estimation data.

b. Second, an independent, five-person review panel was selected to assess the first-level findings, conclusions and recommendations. This five-person panel was comprised of local citizens possessing senior leadership experience, subject matter expertise, operational expertise and student perspective. The review panel provided a critical and credible evaluation of the overall report findings with the express purpose of identifying significant informational or analytical gaps in the report and recommending additional improvement actions for consideration by the university's leadership team.

c. Third, UCF contracted the services of an internationally renowned security and crisis management expert to provide an overall strategic assessment of UCF's campus security policies and practices. This highly experienced and critically acclaimed individual is a three-time college president and one of the highest rated instructors at the FBI Academy in Quantico, Virginia. In addition to providing a candid assessment of current security capabilities, readiness and performance, this expert will also assist UCF in developing future university training opportunities and a prioritized, resource-considered security improvement guideline.

IV. Background

a. Personal: The subject was born October 14, 1982, and graduated in May 2001 from Seminole High School in Seminole, Fla. The subject enrolled at Seminole State College (at that time named Seminole Community College) in the spring 2004 semester, taking one class for three credit hours. His next credits at Seminole State College came in the fall of 2006, after which time he attended continuously until he graduated in the summer of 2010.

In total, the subject attempted 103 credit hours and completed 85 credit hours at Seminole State College, finishing with a 2.311 grade-point average. He earned an Associate in Arts degree in August 2010.

Unlike several prominent cases around the country where students at risk to harm themselves and/or others had previously sought clinical assistance, a thorough university search discovered no counseling or student conduct records involving the subject. Additionally, the subject indicated on his application to UCF that he had no felony convictions.

Resident Assistants routinely document interactions with residents. The subject's file contains 14 entries: the first entry on Sept. 21, 2010, and the final entry on Feb. 19, 2013. Other than transferring rooms (408C to 308C) in Tower 1 on Aug. 5, 2011 because of typical roommate issues, all of the recorded interactions were unremarkable.

Subsequent to the Tower 1 incident, it was learned that the subject's mother had filed a domestic-violence complaint against him in 2002.

b. UCF Academics: The subject initially enrolled as a junior at UCF for the fall 2010 semester. He was enrolled continuously through the fall 2012 semester; however, the subject did not enroll for classes in the spring 2013 semester.

While at UCF, the subject was studying in the College of Business Administration. Cumulatively, the subject attempted 78 credit hours, completed 69 credit hours and earned an overall 2.26 grade-point average.

Combining his Seminole State College and UCF academic endeavors, the subject attempted 181 credit hours, completed 154 credit hours and earned an overall 2.289 grade point average.

UCF is aware of the Family Educational Rights and Privacy Act advisories on disclosure of grades and related information; however, because the subject is deceased and because he had contemplated a mass homicide, administrators felt that disclosure of the subject's academic record was relevant to this review.

c. UCF Housing: From the fall 2010 semester through the spring 2013 semester, the subject lived continuously on campus in Tower 1 at Knights Plaza. He initially lived in room 408, bedroom C, and in fall of 2011 moved to room 308, bedroom C. The subject lived with three male roommates.

The Towers residence halls feature apartment-style living units with shared common areas, including a kitchen with dishwasher, stove and refrigerator, and individual bedrooms with full-size beds. The subject's unit was a typical layout: four bedrooms and four bathrooms.

The Towers are co-ed facilities. Students of the same sex live together in individual units; however, male and female living units are co-located on the same floor.

The Towers feature 11.5-month housing agreements covering the fall, spring and summer terms. Individual housing agreements generally originate in the fall. Each of the four Towers residence halls houses 500 students. The Towers are located next to the CFE Arena, Bright House Networks Stadium, and various restaurants and retail shops.

UCF housing is open to all eligible students; and due to federal and state laws, and university policy, UCF cannot refuse housing to eligible students based on many factors, including race, religion, age and national origin.

The university assigns roommates per the policies found in sections 15-18 of the UCF Department of Housing and Residence Life 2012-2013 Housing Agreement (Appendix C).

University policies regarding room inspections and access to a resident's personal items are listed in section 27 of the UCF Department of Housing and Residence Life 2012-2013 Housing Agreement (Appendix C).

Specific health and safety inspection procedures are listed in Appendix D.

d. Housing Eligibility: According to UCF housing agreements (Appendix C), *"While in residence, the Student must be enrolled in and attending 9 or more credit hours in fall and spring semesters, and 3 or more hours in summer semesters to maintain residence eligibility. If the Student ceases to be enrolled in and ceases to attend sufficient credit hours to maintain residence eligibility at any point in time, the Student must apply in writing for written permission to remain in residence within 15 days of losing residence eligibility. Annual housing agreements for the Towers residence halls allow students to live there without taking summer classes."*

In the fall 2012 semester, the subject withdrew from two classes, dropping from 10 credit hours to just three. Records indicated the subject did not seek written permission to stay in Tower 1.

The subject did not enroll at UCF in the spring 2013 semester.

Specific enrollment verification procedures are listed in Appendix E.

e. Housing Payment History: The first discrepancy in the subject's housing payment record occurred when the university charged the subject a late fee of $100 for past-due rent in the summer of 2011. The subject incurred no additional late fees and paid rent on time through the summer of 2012.

The subject made a $250 deposit on Jan. 26, 2012 for his 2012-13 contract to live in Tower 1. However, he never made any additional payments toward that contract. The university issued $100 late fees for the fall semester on Sept. 17, 2012, and for the spring semester on Feb. 4, 2013.

Records indicate that the university contacted the subject multiple times about his unpaid rent in a variety of ways, including emails, notices hung on the subject's door and personal visits (records indicated the subject was not present for the personal visit attempts).

The first notice was an email on Sept. 5, 2012, that explained the university's intent to issue a late fee. The final documented contact came on February 19, 2013, another email highlighting his past-due balance.

The university's eviction process was nearing completion at the time of the subject's death. At that time, the subject owed $7,230 in unpaid rent.

Specific housing collections procedures are listed in Appendix F.

f. Key Access: Towers residents use a key card to enter the main building and their unit. In addition to swiping their card, residents must enter a personalized four-digit code to gain entry. Residents have a separate hard key for their individual bedroom inside the unit.

Although officials changed the subject's bedroom lock in the fall 2012 semester, there is no record that his key card was deactivated. Officials believe the subject used his key card to access the main building and his unit during the remainder of the fall 2012 semester.

The university's policy for residents who have had their bedroom locks changed is to not lock them out overnight. University staff will open the room upon request from the locked-out resident, and reemphasize the need to make rent payments. University officials believe DHRL staff allowed the subject into his room in the fall 2012 semester.

Records indicate the subject again requested access to his bedroom in the spring 2013 semester. Records also indicate that on Feb. 21 2013, officials deactivated the subject's key card and changed the lock on his bedroom. Interviews revealed that the subject subsequently timed his entrances to the main building along with those of other residents to overcome his restricted access, and his roommates allowed him to enter the living unit.

Housing officials report that standard lockout procedures typically result in a majority of students correcting any arrears in rent payments within 24 hours of initial lockout.

Sources of Information and Data Used to Build the Subject Profile

- UCF Housing & Residence Life 2012-13 Housing Agreement
- UCF Housing & Residence Life Action Report Contact Detail
- UCF Housing & Residence Life Payment Records
- UCF (Unofficial) Transcript of Student Records
- The Towers at Knights Plaza Information Guide

V. Lessons Learned

Many valuable lessons were learned both during and after this shooting incident. Following considerable review and analysis of the incident by various review teams, care was taken to meticulously catalog and document significant lessons learned categorized as "positives", "concerns" and "others". It should be emphasized that not every single detail of this incident warranted follow-up study or action; rather, many university procedures and policies worked extremely well, and only those items that the review teams felt deserved additional emphasis, analysis or significant improvement are highlighted in this report.

To further amplify, lessons learned categorized as "positive" include those issues that proved pivotal to the successful outcome of this type of crisis, and also are considered worthy of sharing with other organizations. Appendix G lists those lessons learned identified as "positives."

Lessons learned identified as "concerns" include those issues that the review teams felt generally warranted immediate or near term attention, including new policy or procedure guidance, additional staffing or staff training, or new infrastructure support. These items have accompanying recommendations for improvement action(s), and will eventually include an implementation sequencing recommendation based on the impact to campus security and a first order estimate of projected costs of implementation. Appendix H lists those lessons learned identified as "concerns."

Lessons learned classified as "others" involve significant university security or operational issues that although not directly related to this shooting incident, potentially have significant security implications that deserve further study and review. Appendix I lists those lessons learned identified as "others."

Finally, as an additional layer of security readiness assessment, AAR participants and responsible university units reviewed the implementation status of improvement actions previously recommended in the UCF Security Task Force Report following the April 2007 Virginia Tech shooting incident. The majority of this report's recommendations were positively addressed within a year of the report's release. Appendix J highlights the current status of these recommended actions.

VI. Action Items

Specific recommended improvement actions for associated lessons learned are listed in Appendix K. These actions will be prioritized with specific implementation dates once the overall impact assessment and projected implementation costs are determined.

VII. Summary

Overall, UCF responded commendably to the March 18 incident by focusing on the safety of the campus and supporting the needs of affected students and staff, as well as sharing timely and accurate information with the broader university family and beyond. Crisis response plans generally worked well and involved personnel addressed real-time and follow-on challenges with noteworthy dedication and outstanding professionalism.

This review does though identify several areas for improvement, primarily involving the adequacy of certain housing policies, the designation and alignment of assets (staffing and funding) available for support of a prolonged emergency event, and the implementation of enhanced campus security infrastructure (such as universal building access capability, improved security-camera coverage and interoperability, and upgraded emergency messaging systems). Various action items recommend these and other improvements, many of which have already been completed or are in work, with others undergoing further analysis.

Appendix A

<u>**Incident Timeline**</u>

UCF PD Timeline of Significant Events

March 18, 2013

(UCF Communications items are Italicized)

Date	Time	Event		
3/18/13	12:20:36 AM	– Fire alarm received indicating manual pull station. Fire Department and UCF Police responding. Residents begin evacuation.		
3/18/13	12:23:17 AM	– Call was transferred to UCF Police Dispatch. Dispatch personnel received information that his roommate had a gun at Tower 1 room 308.		
3/18/13	12:24 AM	– First police officer arrives at Tower 1. Complainant states he does not know if gun was real.		
3/18/13	12:25 AM	– Two additional police officers arrive at Tower 1. Students evacuating building, no panic or unusual activity. No unusual activity or threats observed or heard. All quickly take tactical positions near room 308, suite contained. Officers knock on entry door to room 308 and announce their presence. No response from inside the room. Police supervisor on scene and working to determine extent of the situation. Dispatchers remain in telephone contact with caller who is in a secure/locked room.		
3/18/13	12:26 AM	– Caller advises subject is in room C and he is in room D. He has never seen subject with a gun before.		
3/18/13	12:28 AM	– Dispatch is notified that businesses attached to the Tower are evacuated by additional officers arriving on scene. Those officers then take tactical positions near ingress/egress points. No threats observed or heard.		
3/18/13	12:31 AM	– Complainant tells dispatch he does not feel safe leaving his room because he must walk by subject's room to exit suite and that he heard "pops" after the fire alarm went off.		
3/18/13	12:40-12:45 AM (Approximate time)	- Officers enter and begin clearing room 308. Nothing unusual observed in common area or rooms A and B of apartment.		
3/18/13	12:47 AM	– Dispatch was notified that the reporting person has been removed from his room by police officers. Reporting person reiterates he was not sure if the weapon he observed was real. Also advises he believes that his roommate did not leave his assigned bedroom. This reinforces the supervisor on scene to believe that incident is contained to room 308 and no other threat exists to campus community. Reporting person is directed to exit building and wait with back-up officers outside Tower 1.		
3/18/13	12:48-12:55 AM	-- Officers announce their presence at door C (subject's room) and prepare for and execute a dynamic entry.		
3/18/13	12:56 AM	– Police officers notified dispatch that the subject described by complainant has been located and appears to be deceased.		
3/18/13	12:58 AM	– Police officer notifies dispatch that subject is deceased from gunshot. Based upon evidence in room C, Officers believe subject has died from a self-inflicted gunshot wound to the head. The rifle described by the 9-1-1 caller is also in room C. Supervisor on scene determines that situation is contained to room 308 and there is no threat to the campus community.		
3/18/13	1:15 AM	*News and Information alerted about incident at Tower 1*		
3/18/13	1:36 AM	– Orange County Sheriff's Office (OCSO) Crime Scene Unit called out by UCF Dispatch.		
3/18/13	1:55 AM	– Chief Beary directs Emergency Manager to send an informational text message and email to students indicating a suspicious death in Tower 1, continued evacuation of the building and counselors responding for displaced residents.		
3/18/13	2:00 AM	*News and Information staff member arrived at Tower 1*		
3/18/13	02:01-02:08 AM	*Informational messages sent via text and email and posted to the UCF website about the on-campus suicide in Tower 1*		
3/18/13	2:59 AM	*Informational message posted to UCF Facebook and Twitter accounts about the suicide*		
3/18/13	3:14 AM	*– UCF Emergency Management staff arrives to assist with coordination.*		

UCF PD Timeline of Significant Events

March 18, 2013

(UCF Communications items are Italicized)

Date	Time	Event
3/18/13	4:10 AM	– Dispatch notified that an explosive type device found in room 308. OCSO EOD requested. Explosive ordinance K-9 handler evaluating device, initiating K-9 search of third floor and all stairwells. Additional units going door to door to verify evacuation. Investigators establishing video surveillance of crime scene to maintain integrity.
3/18/2013	4:18 AM	– Dispatch notified that any remaining people (emergency personnel) will be removed from Tower 1. Chief Beary departs third floor of Tower 1 and walks to command post. Holds radio transmissions until a safe distance from Tower 1..
3/18/13	4:30 AM	– Chief Beary directs Emergency Manager to issue text and email alert due to suspicious device located in room 308, Tower 1 and directs Emergency Management to establish 5AM conference call with UCF Executive Policy Group.
3/18/13	04:39 to 04:40 AM	*Alert messages sent via text and email and posted to the UCF website about the suspicious device found in Tower 1*
3/18/13	04:45 AM (approximate)	*First media interviews given at the scene, multiple group and individual interviews given throughout the day*
3/18/13	4:47 AM	*Alert message posted to UCF Facebook and Twitter accounts about the suspicious device*
3/18/13	5:00 AM	*Senior leadership team conference call, decision made to close main campus until at least noon*
3/18/13	5:00-5:30 AM	– Conference Call -Due to displaced residents, traffic concerns and expected influx of law enforcement resources, Chief Beary recommends campus closure until 12noon. Executive Policy Group concurs. Chief Beary directs Emergency Manager to issue text and email alert indicating campus closure until 12noon.
3/18/2013	5:09 AM	-- Explosive Ordinance Disposal team on scene to make safe and transport the flammable liquid (4-10 ounce glass jars of unknown chemicals and 2 plastic bottles of Sterno Fire Starter) from Tower 1.
3/18/13	5:00-9:00 AM	– FBI, ATF, FDLE and OCSO investigators arrive to assist with investigation.
3/18/13	06:01-06:05 AM	*Alert messages sent via text and email, and posted to Facebook, Twitter and the UCF website that the main campus is closed until at least noon*
3/18/13	7:47 AM	*First news release sent to local, state and national media, multiple updates sent throughout the day*
3/18/13	8:24 AM	*An email update is sent to all employees with the latest information about the Tower 1 incident*
3/18/13	10:00 AM	*Senior leadership team conference call, decision made to reopen main campus at noon*
3/18/13	10:43-10:48 AM	*Alert messages sent via text and email, and posted to Facebook, Twitter and the UCF website that the main campus will reopen at noon*
3/18/13	12:00 PM	UCF Main Campus was returned to normal operations.
3/18/13	12:00-4:45 PM	The Tower 1 residential facility remained closed while evidence was collected.
3/18/13	1:11 PM	*Message from President Hitt emailed to all UCF students and staff and faculty members*
3/18/13	3:00 PM	*Senior leadership team briefing in Millican Hall Room 308*
3/18/13	3:45 PM	*News conference begins in Teaching Academy Room 117*
3/18/13	4:45 PM	Tower 1 Partially reopened.
3/18/13	4:45-4:51 PM	*Alert messages sent via text and email, and posted to Facebook, Twitter and the UCF website that Tower 1 (except for the third floor) is reopened.*
3/18/13	6:27-6:37 PM	*Alert messages sent via text and email, and posted to Facebook, Twitter and the UCF website that Tower 1 third floor is reopened. All campus operations normal*
3/18/13	6:37 PM	Tower 1 completely opened.

Appendix B

AAR Contributors

I. UCF self-reporting and analysis

- Multiple units and individual participants from across the university

- UCF's Crisis Management Team (CMT) oversaw entire effort

II. Independent Review

- Ms. Val Demings (community leader and former City of Orlando Police Chief)
- Mr. Dave Freeman (Executive Director, Orange County Emergency Mgmt.)
- Dr. Stephen Holmes (tenured UCF professor and Criminal Justice expert)
- Ms. Sharlea Robbins (recent UCF graduate and former Tower 1 resident)
- Mr. John Sprouls (Executive Vice President Universal Orlando and UCF trustee)

III. Expert Assessment

- Dr. Larry Barton (three time university president and internationally renowned security and crisis management expert)

Appendix G

Lessons Learned—"Positives"

LL #	Responsible unit	"Positives"	Comments	Appendix
P-01	UCF PD	Speed of the first responders arriving on scene	• Research by the Center for Infrastructure Protection at George Mason University indicates that the average law enforcement response time to an active shooter situation is 18 minutes. • In most situations, law enforcement arrives too late to interdict or prevent further casualties. Documents seized from the deceased subject in this incident indicate that he expected to have 10-15 minutes before the arrival of UCF PD. • The rapid arrival of law enforcement (within 5 minutes) most likely created confusion and forced the subject to the final step of his plan - suicide - more quickly than intended, thereby saving lives. • It is noted that the benefit of such a rapid response is highly dependent upon many factors that include time of day, pedestrian and roadway congestion, whether or not large-scale events are underway concurrently with the critical incident, and others. That said, UCF will continue to reflect upon (and train for) how rapid response can be ensured for other UCF locations and demanding conditions including large scale gatherings.	A
P-02	UCF PD	Relationships with partner law enforcement agencies	• This event clearly required the use of the Unified Command System due to the scope, required resources, and subject matter expertise. • UCF PD regularly communicates and works with local first response agencies and federal law enforcement authorities. An excellent trust factor was in place prior to the event, thereby allowing for a free flow and efficient sharing of information and resources.	
P-03	OEM, UCF PD	Emergency Management command post and operational support	The recent purchase of a Mobile Command Post allowed UCF PD and the Office of Emergency Management to work closely with all responsible parties in a single, on-scene location, thereby allowing for well coordinated planning, logistics, and administrative functions to support the Incident Commander.	
P-04	SDES	Basic care (shelter, food, drinks, etc.) provided to displaced Tower 1 residents	• Students were initially offered shelter at the Student Union, where DHRL provided food to the students. • At approximately 7:30 a.m., the students moved to the UCF Arena. Housing staff assisted the displaced students (about 80 at this point) by providing food, linens, and specific items (as requested) by students. The shelter in the Arena remained open, with meals provided by Knightro's. Shower opportunities were offered to residents until Tower 1 opened at 4:45 p.m. • Housing & Residence Life also provided food for the emergency responders and UCF staff at the EOC. **Note:** A new plan for sheltering students on campus is being developed. We expect that plan to be reviewed, refined and implemented by the start of the fall 2013 semester.	
P-05	SDES	Counselors working with students across campus, especially in Tower 1	• From March 18-22, 1,270 members of the UCF community were served by various outreach services. • Leadership responses were timely throughout the event, including the early morning of the incident. • The leadership team sent emails to affected staff informing them of key details and specific needs. • Work schedules were modified to ensure that staff members could meet the unique and expanded demands of the crisis. • Emergency backpacks were ready to go with crisis handouts, consent forms, pens, paper and other basic support items. • A letter explaining the emergency situation was created for students to show their professors. • General Housing support included specific debriefings and on-site presence for two weeks.	

Lessons Learned

"Positives"

LL #	Responsible unit	"Positives"	Comments	Appendix
P-06	SDES	Working with residents who wanted to relocate from Tower 1	Through end of April, 43 students were released from their Tower 1 agreements, and an additional 14 students were transferred to other facilities on campus	
P-07	SMCA	Frequency and content of communications updates	• On March 18, UCF sent more than 1.3 million combined texts and email messages to users in the UCF Alert system. • From March 18 to 20, 21 updates to UCF's Facebook page generated more than 1 million views. • UCF sent 21 tweets and updated the university's online homepage 25 times, generating more than 35,000 page views. • University officials conducted multiple interviews with local, state, national and international media from early morning on March 18 through March 20. These outreach efforts resulted in more than 7,600 media hits the week of March 18. • President Hitt sent an email to the UCF community on March 18, and other university departments regularly updated their constituencies. • It is recognized that there will always be a massive volume of interest during events like this incident; and had there been additional injuries or casulties, a far more detailed, robust and 24/7 communications strategy (perhaps with an international aspect) would be required.	N
P-08	SMCA	Transparency of UCF's public response and ready availability of officials	• UCF officials first spoke with media less than five hours after the incident occurred and continued to conduct interviews throughout the day. •UCF's official news conference was at 3:45 pm and President Hitt, Police Chief Beary and AVP Heston were the speakers. Each participant answered questions from the dozens of local, state and national reporters covering the news. These speakers were supported by other law enforcement agencies and university officials who attended the news conference. • The university provided a Dropbox account that allowed easy access to hundreds of public records relating to the incident.	P
P-09	CMT	Leadership team response and decision-making structure	• The emergency notification plan for the university's leadership team and first responders worked well and according to policy. • Members of the UCF Crisis Management Team (CMT) participated in meetings (situational updates and operational planning efforts) at 5 a.m., 10 a.m. and 3 p.m. on March 18. •The CMT (and others) regularly briefed President Hitt throughout the crisis, thereby providing him timely and relevant situational updates to help inform his decision-making.	M
P-10	CMT	Thorough reporting to the Board of Governors and Board of Trustees	• Before the initial 5 a.m. internal briefing on March 18, President Hitt spoke to SUS Chancellor Brogran about the incident. • UCF Trustees were informed about the incident via email; the President of SGA and the Faculty Senate also received that informational email.	
P-11	SDES / CAPS	Counseling and Psychological Services (CAPS) support	• Close coordination between CAPS staff and various liaison personnel, including several formal debriefings, proved highly useful. • Staff knocked on every door to check on residents in Tower 1, 3rd floor. • Good staff communications during shift debriefs. • Strong protocol (emergency support) readiness • Message of self-care also given to staff • Therapy dog was present at the UCF Arena and Tower I. • CAPS staff was able to continue business as usual while responding to crisis. • Dispersed leaders able to successfully address multiple issues at multiple locations.	

Lessons Learned

"Positives"

LL #	Responsible unit	"Positives"	Comments	Appendix
P-12	SDES	DHRL Emergency Protocol and Evacuation procedures	Although current procedures worked well, ongoing debriefs and related meetings will give DHRL staff additional opportunities to review and enhance existing support procedures.	
P-13	SDES	Numerous DHRL initiatives were implemented by CAPS, UCF PD and EHS staff members, including debriefs, open safety and security fora, and formal communications with students, parents and partners.	• RA staff meeting on Monday 3/18 • Additional DHRL staff meetings with CAPS and UCF PD • T1 Safety and Security Sessions--Tuesday 3/19 at 7 p.m., 8 p.m. and 9 p.m. - minimum of 250 residents in attendance • Multiple informational and therapeutic events were provided daily for residents and other students from March 18 through March 28. • In general, these events were well attended and served as informational, confidence-building and curative sessions for the attendees.	
P-14	SDES	Emergency recall plan effectively used by DHRL staff	Able to communicate with all staff members that needed to be called during the emergency.	
P-15	SDES	DHRL staff fielded hundreds of calls, and effectively addressed student and parent needs and concerns.	Call log record was maintained in an online, shared file. Calls were handled by a limited set of staff members to ensure accuracy and consistency of message.	
P-16	SMCA	Use of social media to communicate information and provide timely assistance.	UCF used social media, primarily Facebook and Twitter, to communicate important updates on March 18, correct misinformation circulating online and to connect students, employees, parents, media and others to assistance. This "personal" touch generated significant positive feedback from social media users.	N
P-17	ALL	Employees from departments all across the university and at all levels of responsibility tirelessly worked above and beyond the normal call of duty in response to this emergency situation.	Many employees worked exceptionally long shifts, day and night, to help the university and students manage the event and attend to far-ranging needs and concerns. Many non-designated "key and essential" personnel volunteered to work and assist in whatever way they could to aid in a broad array of response, recovery and support efforts.	

Appendix H

Lessons Learned—"Concerns"

LL #	Responsible Unit	"Concerns"	Comments	Appendix
C-01	SDES / GC	What is the on-campus housing policy regarding age limits for residents?	UCF is an equal opportunity and affirmative action institution. Per federal and state laws, and university policy, UCF DHRL assigns on-campus accommodations to qualified residents without regard to race, color, religion, national origin, disability, age, and/or sexual orientation.	**C**
C-02	SDES	How was a student who was not enrolled living in on-campus housing?	• DHRL has given residents the maximum amount of time each term to secure their enrollment in classes in order to continue living in university housing. The philosophy and practice has been to support student success and progression as much as possible. Many issues can interfere with a student's successful enrollment in courses such as financial aid awards, family situation, and job changes to name a few. These often are resolved later in the term. • The decision on the subject in question was to administratively cancel his housing contract for non-enrollment, remove his possessions from housing, and not offer future housing for failure to pay financial obligations. The process to remove his possessions from Tower 1 was to begin the week of 18-22 March. •As of March 18, officials had not informed the subject of the imminent eviction.	
C-03	SDES	How was a student who had not paid rent living in on-campus housing?	• DHRL has given residents the maximum amount of time each term to meet their financial obligations for living in university housing. Many tools are used to collect on financial obligations with the goal of supporting student success and not interrupting progression to a degree as much as possible. • The decision on the subject in question was to administratively cancel his housing contract for non-enrollment, remove his possessions from housing, and not offer future housing for failure to pay financial obligations. The process to remove his possessions from Tower 1 was to begin the week of 18-22 March. • As of March 18, officials had not informed the subject of the imminent eviction.	

"Concerns"

LL #	Responsible Unit	"Concerns"	Comments	Appendix
C-04	SDES / GC	What are the policies for room inspections in on-campus housing?	• Occupancy checks are conducted at the beginning of each semester and during the semester as needed. • Health and safety inspections are conducted once a semester. The time period for inspections is announced to residents. • Residences are entered for routine maintenance purposes at least once every 6 weeks. • Common areas and bathrooms of apartments are entered five times a year for deep cleaning and visual inspection of the condition of the property. • All residential facilities are subject to unannounced State Fire Marshall inspections	D
C-05	SDES	Are the roommate-matching policies at UCF appropriate?	Students have three ways to select a roommate. • 1. Student chooses not to designate a choice for a roommate: UCF DHRL attempts to group students who do not select roommates according to classification whenever possible. In general, first time in college students are grouped together and upperclassmen are grouped together. The ages in this specific apartment were 22, 22, 24, and 30. • 2. Student requests roommate: UCF DHRL staff will place students together who mutually request to share a unit. • 3. UCF DHRL provides a free on-line roommate matching service, roomsurf ™, for all UCF students. Note: The Towers at Knights Plaza apartments were designed for students who need year round housing. Typically, upperclassmen and non-traditional students are more likely to select annual agreements.	
C-06	SDES	Are UCF's emergency response procedures and follow-on services appropriate for special-needs residents?	Yes, a list of students with special needs is retained in every residence life community office. During an emergency, DHRL staff are instructed (within the bounds of their own safety) to account for all students on these lists who require additional assistance. To the best of our knowledge, all students that were identified with special needs were assisted appropriately. However, post-evacuation care and assistance for special needs students will be further reviewed and implemented by the fall 2013 semester.	

LL #	Responsible Unit	"Concerns"	Comments	Appendix
C-07	SDES	Adequacy of trauma treatment and counseling services?	CAPS had adequate staffing to meet the demand of the campus crisis, while maintaining normal operations at the CAPS center. In the event of a crisis with more casualties and for a longer time period, CAPS has a plan in place to shift the focus of all staff members to meet the demand of the crisis while limiting normal operations. Support would also be activated from external agencies and professionals in the UCF community (such as other higher education institutions, UCF faculty, the Red Cross, and private community sources) if needed.	
C-08	A & F	Adequacy of Business Services support	Most services worked well; however, there is a need to identify a specific funding line and key personnel authorized to purchase immediate need items during the response to an emergency or in off-hour situations.	
C-09	OEM, UCF PD, SMCA	Was the timing of messages from "UCF Alert"--the university's mass notification system--appropriate?	Based upon the information that was available to the patrol supervisor on scene, the notice was timely. When funding is available, consideration should be given to providing a dispatch supervisor on each shift. This individual could assume responsibility for sending alerts when the field supervisor is busy dealing with the event.	
C-10	All	Enhance the capability and effectiveness of "UCF Alert" (to include refining policy and procedural "fit" with existing and future needs, and improved staffing, training, and infrastructure needs)	UCF Alert is currently maintained by OEM, but has close relationships with several campus organizations including UCF PD, News and Info, and ITR. This arrangement can produce maintenance and operational inefficiencies and confusion.	
C-11	OEM/UCF PD	Were emergency-notification procedures for UCF staff members and their responses appropriate?	The notification procedures are sufficient, and the notification of the leadership team and first responders was appropriate and effective. However, all key and essential personnel must respond when called and back-up POCs must be identified. Most UCF staff required for this operation were very responsive, but some difficulty was experienced in reaching second-level support personnel.	

"Concerns"

LL #	Responsible Unit	"Concerns"	Comments	Appendix
C-12	SMCA	Should the "UCF Alert" system include contact information for families of students and employees?	Attempting to expand the "UCF Alert" system has significant technical and cost concerns, and undesirable operational considerations. Currently, there are approx. 70,000 faculty, staff, and students in the system. The primary concern with adding more people on the UCF Alert network is the resultant downgrade in message delivery speeds. Current cell phone networks and associated system components may not be capable of satisfactory delivery speed to an expanded UCF Alert group. Additionally, management of the expanded user database would require additional staffing and administrative oversight.	
C-13	CMT	Were the main campus and Tower 1 reopened at the appropriate times and by what policy and procedure?	At the 10 a.m. leadership team meeting, UCF PD provided an update on the T1 situation. Law enforcement agencies expected the IEDs to be rendered safe before noon and then removed from the building. Based on no known or other ongoing threats, President Hitt decided to re-open the campus at noon.	
C-14	CMT	Clarify/codify "chain of command" for major university emergency action decisions in the President's (or acting President's) absence	The succession plan is found in the University's Comprehensive Emergency Management Plan (CEMP).	**O**
C-15	All	Lack of formally assigned and posted listings of "essential personnel" for emergency purposes	UCF directed all non-essential personnel to stay home and for essential personnel to report to work the morning of March 18. However, there was not clear understanding across campus as to who was considered "essential" for this situation. **Note:** Facilities and Safety is working with Human Resources to establish a standard operating procedure for assisting all university units in developing their individualized emergency recall lists.	
C-16	UCF PD	Lack of a standardized, university-wide key control and space access system for security personnel	• UCF does not currently have a campus-wide policy for installing security access systems to buildings (keys, key cards, etc.). This lack of standardization results in security personnel not having universal (or near universal) access to UCF buildings. • The Office of the Provost and Administration & Finance have directed that no new systems are to be purchased or installed prior to completion of an independent, overall system revew and upgrade.	

LL #	Responsible Unit	"Concerns"	Comments	Appendix
C-17	UCF PD	Lack of standardized, interoperable security cameras/video capture systems	• UCF does not have a campus-wide policy for installing and operating security video systems; however, a new policy is under review. • The Office of the Provost and Administration & Finance have directed that no new systems are to be purchased or installed prior to completion of an independent, overall system reveiw and upgrade.	
C-18	SDES	Difficulty in determining who is or is not present at the time of an evacuation (primarily due to varied student schedules and travel).	Currently, there is no way to accurately track who is in a particular building. A security consultant is under contract to review possible options for future implementation.	
C-19	SDES	How does UCF PD ensure the safety of DHRL employees when working through an incident that either is, or could potentially be, more dangerous than initially assessed?	While UCF PD strives to monitor all credible calls, incidents and situations that could lead to harm on campus, there are inevitably some situations that may be misinterpreted, fabricated or exaggerated. Ongoin training and professional education (some by third party experts) of officers, leaders and staff members , and investing in both awareness and response training of our security force and leaders, as well as superb technologies, will require continual review and attention. However, there is no "perfect" system, software or platform that can prevent all tragedies.	
C-20	SDES	Do UCF's DHRL Policies and Procedures adequately support critical emergency situations?	A review of Housing and Residence Life's safety and security procedures will be conducted by an independent consulting firm to identify possible improvements and suggestions for enhancing safety and security measures.	
C-21	ALL	Do critical UCF departments have adequate staffing depth to handle intense, multiple day events?	Several UCF departments (UCF Police, OEM, Housing, Counseling, News & Information) were stretched to capacity handling the demands on March 18 and the following few days. Had the incident been worse (outcome or time period), the staff members in these units would have been challenged to consistently carry out their duties at a high level. In the event of a larger scale and/or more prolonged crisis, UCF's crisis team would have followed best practice standards; and as an example, assigned a prime spokesperson on a rotational, three-shift basis.	
C-22	SMCA	The UCF website became intermittently unavailable for between 60 and 90 minutes mid-day on March 18.	Staff updated the UCF website so that it continuously provided the latest news about the March 18 incident. Texts, emails and social media posts all referred users to the website for current information. Although the outage was brief, intermittent and came during a slower part of the day, it created communications issues which would have been far more significant if the outage had occurred at a more critical time period.	

Appendix I

Lessons Learned—"Others"

Responsible Unit	"Others"	Comments	Appendix
Provost	Classroom security: professor responsibilities, suggested actions, and support options when dealing with difficult conduct situation.	• Signs are posted in all university classrooms advising faculty members about important emergency contact numbers. • The Provost has sent periodic emails to all faculty members reminding them of available resources. • The "New Faculty" handbook features classroom safety information. Additionally, "Red" safety folders (containing relevant emergency information) have been widely distributed across campus. • Finally, OEM hosts various safety seminars for faculty members throughout the year.	**Q**
UCF PD	Should UCF consider implementing a limited access campus (ID required for entry)? How about "after hours?"	The heavy use of campus streets as community connecting roadways would make a limited campus access plan impracticable, plus the expense of implementing procedures for a 100% vehicle decal or individual ID check would be prohibitive in terms of time delay and staffing costs.	
UCF PD	How do UCF campus crime statistics compare with surrounding area?	UCF Police consistently report noteworthy 911 response rates, and significantly lower crime on campus as compared to surrounding counties.	**L**
All	How successful was UCF in implementing various action items/initiatives recommended in the UCF Security Task Force Final Report dated July 9, 2007 (comprehensive security report following the Virginia Tech campus shooting in mid-April 2007)?	• Appendix J provides a copy of the July 2007 report with an item by item review of all recommendations and completed follow up actions. • Appendix J1 provides an overall summative review of significant enhancements to campus security since the July 2007 report.	**J , J1**

Appendix K

<u>Recommended Action Items</u>

LL #	Action Item Description	Responsible Unit	Implementation Date (proposed)	Cost (projected)	Remarks
P-04	Analyze and develop expanded Emergency Shelter Plan	A & F	Fall 2013	TBD	Campus-wide survey and analysis to be completed in order to identify and provision multiple (dispersed) locations on campus to support emergency shelter operations.
C-01	Review, enhance and adopt new housing admissions procedures	SDES	Summer 2013	N/A	Conduct review of UCF housing policy with particular emphasis on age criterion.
C-02	Review, enhance and adopt new enrollment verification procedures	SDES	Summer 2013	N/A	Post incident, a new procedure for enrollment verification was drafted which includes an expedited housing removal process for students failing to meet minimum enrollment standards. In general the new procedure will commence the first Monday after the add/drop deadline and continue throughout the semester. The same procedure will be used for summer session A, B, and C if enrollment is required per the housing agreement.
C-03	Review, enhance and adopt new housing collections procedures	SDES	Summer 2013	N/A	Post incident, a new procedure for housing collections was drafted which includes an accelerated housing removal process for students failing to meet stricter collection standards.
C-04	Review, enhance and adopt new housing inspection procedures	SDES	Summer 2013	TBD	Conduct review of UCF housing inspection policy with particular emphasis on unannounced health and safety criteria.
C-06	Review, enhance and adopt new support procedures for special-needs residents in emergency situations.	SDES, OEM	Summer 2013	TBD	Although most procedures seemed to work well, a thorough review of current policies and procedures for supporting special needs residents in emergency situations will be completed and used as basis for future improvements.
C-08	Develop and adopt new procedure to support funding of time critical support items in emergency situations.	A & F	Summer 2013	TBD	Actions are in work to establish a specific funding line and to authorize key personnel to purchase immediate need items in response to an emergency situation or during off-hour situations.
C-10	Review and update university policy for operating and maintaining UCF Alert capability	OEM, SMCA	Fall 2013	TBD	Continued university growth (including the entire notification audience), expanded alert system capabilities and increased user expectations for timely, comprehensive communications will require hiring dedicated staff members to update databases, manage vendor relations, oversee user training, and closely coordinate between departments to ensure effective and efficient message readiness, content and delivery.
C-13	Assess and implement available options to provide interested, external parties with relevant information during emergency events.	OEM, SMCA	Fall 2013	TBD	• Continue educating university family and other interested parties regarding use of the UCF website (homepage) for information updates during emergency situations. • Leverage multiple social media options to expand information distribution beyond UCF web site homepage. • Assess feasibility and costs of using a "call center" option to provide update information to non-official parties.

LL #	Action Item Description	Responsible Unit	Implementation Date (proposed)	Cost (projected)	Remarks
C-16	All university units create registry of "essential" personnel. Assign primary and back-up individuals for all essential duties.	ALL	Summer 2013	TBD	• Facilities and Safety is working with HR to develop new, common procedures for designating "essential" personnel for various emergency situations. • Each operating unit of the university will evaluate, select and notify those designated individuals deemed "essential" for various emergency situations. • Post listings of "essential" personnel in appropriate locations.
C-17	Conduct an independent review of options for access control for all university buildings.	UCF PD, OEM	Summer 2013	TBD	A security consultant was hired to assist the university in reviewing current access control systems and to make recommendations for improvement. His initial campus visit was in mid-May.
C-18	Conduct an independent review of options for ensuring a comprehensive, interoperable monitoring system for all surveillance systems (video, camera, etc.) on campus.	UCF PD, OEM	Summer 2013	TBD	Same as above (C-17).
C-25	Research possible alternatives for accurately tracking building occupancy at any given time.	A & F	Fall 2013	TBD	Consider hiring an external expert to review possible options for future implementation.
C-27	Asses and enhance all relevant DHRL policies and procedures.	SDES	Fall 2013	TBD	A review of Housing and Residence Life's safety and security procedures will be conducted by an independent consulting firm to identify possible improvements and suggestions for enhancing safety and security measures.
C-28	Review the adequacy of staffing depth for key UCF departments to determine their ability to sustain a prolonged crisis response.	ALL	Fall 2013	TBD	Assess overall university emergency response plans and make recommendations for how the university might increase the ability of key departments to respond during a prolonged event (increase staffing, establish partnership agreements, coordinate temporary assistance, etc.).
C-29	Ensure the UCF website stays available to users during a crisis event.	SMCA	Summer 2013	TBD	Review system capacity and redundancy for high demand usage; upgrade system as necessary.
Other	Assess need for and utility of specific, post-incident, closure correspondence with parents/guardians and other interested parties.	ALL	Summer 2013	N/A	In addition to sending event summary emails to the immediate university family (students, faculty and staff members), consider also providing similar summary information to parents/guardians, alumni and other university supporters.
Other	Assess appropriate staffing levels of sworn officers for the UCF Police Department and implement plan to address any shortfalls.	UCF PD	Ongoing	TBD	Provide university resources as possible to address critical staffing shortfalls of UCF PD sworn officers. Use baseline community policing model tailored to the UCF environment as representative manning standard.
Other	Equip UCF Police with the tools, technology and training needed to ensure safety and enhance effectiveness of the emergency response force.	UCF PD	Ongoing	TBD	Evaluate and resource current and future technology, equipment and training requirements for UCF PD, including periodic refresh and upgrade of full mission equipment.
Other	Periodic update and review of implementation status of AAR action items.	CMT	Fall 2013	N/A	The CMT will conduct its first, periodic status review of AAR action items no later than Oct. 1, 2013 to evaluate implementation progress and assess any need for changes to the plan

Appendix Q

UCF PD Investigative Report

UCF Police Department

Supplement Report

Case Number: **2013-1115**

ORI: FL0481400

Report Date:	Report Time:	Synopsis:
05/13/2013	12:53	**SELF-INFLICTED GUN SHOT WOUND**

Narrative:

Subject: ███████████ DOB 10/14/1982
Deceased: March 18, 2013
Self-Inflicted Gun Shot Wound

The University of Central Florida Police Department (UCFPD), Orange County Sheriff's Office (OCSO), Florida Department of Law Enforcement (FDLE), Federal Bureau of Investigations (FBI), Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) and members of the Joint Terrorism Task Force (JTTF) worked in conjunction with one another during the course of this investigation.

A review of the autopsy report, evidence, witness interviews, biological subject work-up, and multi-agency collaboration has yielded the following information:

On March 18, 2013 the decedent died of a self-inflicted gun shot wound.

The evidence has yielded that in an undetermined time period prior to committing suicide, the subject developed a plan to kill residents living in Tower 1 after pulling a fire alarm pull station located outside of the door of his residence Room 308. As the residents exited their apartments, the decedent planned to shoot them. He planned to ignite "molotov cocktails" with materials recovered from a gym bag located in the decedent's room to cause more harm and injuries. He planned to use the two firearms (22 caliber American Tactical Rifle and 45 caliber Hi Point handgun), 2 large capacity magazines (loaded with 113 rounds and 116 rounds respectively) and several hundred rounds of ammunition he purchased. The plan was documented on several pieces of paper which included a rough time line at the scene, hand drawn building schematic and a mathematical computation calculating the amount of residents living in Tower 1.

The decedent encountered his roommate Arabo Babakhani in the common area of the apartment after pulling the fire alarm pull station. The decedent pointed the rifle at Mr. Babakhani. Mr. Babakhani retreated to his room and contacted 911. During this time, the decedent returned to his room and utilized the 45 caliber handgun to commit suicide.

Note: An analysis of the 22 Rifle by the Florida Department of Law Enforcement indicated that the 22 long caliber cartridge inside the gun displayed a "shallow firing pin impression" on it. The first 2 test fires of the rifle failed to fire, however, 3 additional tests were fired without issue.

While it has been revealed that the decedent communicated with Inmate Trey Sesler housed in the Texas Department of Corrections, there is no evidence to suggest that he was working in conjunction with anyone else and there is no evidence to indicate any accomplices existed.

The incident type will classified as: Aggravated Assault.
This case will be closed as Exceptionally Cleared: Death of Offender.