

**UNIVERSITY OF MASSACHUSETTS DARTMOUTH'S RESPONSE TO  
SELECT ISSUES RELATED TO THE BOSTON MARATHON BOMBING**

**REPORT OF THE SPECIAL TASK FORCE**

Presented to  
Chancellor Divina Grossman

August 15, 2013



## **ACKNOWLEDGMENTS**

*The Task Force would like to acknowledge:*

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Faculty, Students and Staff of University of Massachusetts Dartmouth

Citizens of the SouthCoast and the Commonwealth  
for their contribution for sustaining and advancing the University of Massachusetts Dartmouth

## EXECUTIVE SUMMARY

In the aftermath of the Boston Marathon bombing of April 15, 2013, and the subsequent evacuation of the University of Massachusetts Dartmouth campus, Chancellor Divina Grossman announced the formation of a Task Force to examine the university's emergency response as well as specific institutional policies and procedures.

On May 20, Chancellor Grossman convened the three-person Task Force composed of the following members: Dr. Waded Cruzado, President of Montana State University; Mr. James Bueermann, President of the Police Foundation in Washington, D.C., and Dr. Susan Herbst, President of the University of Connecticut. Dr. Grossman charged Dr. Cruzado to serve as chair of the Task Force and requested a report be submitted to her attention by August 15, 2013.

Chancellor Grossman asked the Task Force to examine three specific issues:

- I. Emergency planning related to public safety and business continuity
- II. Academic and financial policies and procedures related to maintaining "student in good standing" status
- III. Policies and procedures related to international student immigration

The analysis of Issue I revealed the success of the university's emergency response on April 19 can be attributed primarily due to the depth of knowledge, commitment and professionalism of university staff as well as healthy and well-maintained relationships with key non-university entities such as local police, government officials and businesses. The Task Force recommends a number

of specific improvements in terms of personnel, policies and procedures, including a review of the Emergency Response Plan to guide university personnel in a clear and simple manner when handling emergency situations in the future.

Relative to Issue II, the Task Force found the university's policies related to academic and financial standing to be thorough and reasonable. Since April 19, UMass Dartmouth has implemented some very important changes to its Academic Policy Manual. Among other recommendations, the Task Force encourages the university to broaden the administrative group that considers either academic or financial sanctions against students in order to standardize its response and ensure timely decisions.

Finally, in regards to Issue III, the Task Force found the university aware of, and compliant with, the many complex requirements related to international student non-immigrant visas. The Task Force believes UMass Dartmouth can benefit from consolidating the offices that work with international students as well as from added staffing to utilize software that manages paperwork, deadlines and reporting requirements for international students. The Task Force also recommends the University of Massachusetts form a group of campus representatives to study possible coordination of efforts, standardization of policies, and a compilation of best practices for servicing international students.

The Task Force commends UMass Dartmouth and the University of Massachusetts for allowing an outside review of its response and these specific issues. The Task Force hopes its report will help not only the university, but other institutions of higher education across the nation.

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# INTRODUCTION

In the early hours of Friday, April 19, 2013, the world learned the surviving Boston Marathon bombing suspect was a UMass Dartmouth student. As the day unfolded, campus officials orchestrated an orderly evacuation of thousands of students, faculty and staff while capably assisting hundreds of state and federal law enforcement authorities who arrived on campus.

Despite this massive disruption, university staff was able to return the campus to full operations by Sunday, April 21, allowing students to complete their semester-end course obligations and to hold commencement ceremonies on May 11-12, the dates officially announced since the start of the academic year.

On May 20, Chancellor Divina Grossman announced the formation of a Task Force to examine the campus' emergency response as well as specific policies and procedures. The three-person Task Force included: Dr. Waded Cruzado, President of Montana State University; Mr. James Bueermann, President of the Police Foundation in Washington, D.C., and Dr. Susan Herbst, President of University of Connecticut. (For short biographies of the Task Force members, please see Appendix A) Dr. Grossman tasked Dr. Cruzado to serve as chair of the Task Force and requested a report be submitted to her attention by August 15, 2013. (For a copy of Chancellor Grossman's letter, please see Appendix B.)

Chancellor Grossman asked the Task Force to examine three specific issues:

- I. Emergency planning related to public safety and business continuity
- II. Academic and financial policies and procedures related to maintaining "student in good standing" status
- III. Policies and procedures related to international student immigration

Task Force members held weekly conference calls, met with staff, administrators, faculty, public safety officials and conducted interviews during visits to campus on June 26-27 and on July 22-23. The Task Force also reviewed roughly 1,400 pages of institutional documents that included:

- Timelines
- Academic policies and financial policies for students to remain in good status
- Federal and state requests for information
- Chancellor Grossman's communications during and after the emergency
- Business continuity documents
- International student policies
- Summaries of media coverage
- Public safety and emergency planning documents
- Student records of: Dias Kadyrbayev, Robel Phillipos, Azamat Tazhayahov, and Dzhokhar Tsarnaev

The Task Force also spoke with or interviewed more than 20 individuals during the review process. (For a list of these individuals, please see Appendix C.)

For ease of analysis, the Task Force broke Issue I into two parts: an analysis of emergency planning related to public safety and a separate analysis of emergency planning related to business continuity. The Task Force made the same division with Issue II, breaking it into an analysis of academic policies and procedures and a separate analysis of financial policies and procedures related to maintaining "student in good standing" status.

## ISSUE I-i: Emergency planning related to public safety

The Task Force was asked to examine the university's emergency planning related to public safety. The topic is a complex one and the Task Force enthusiastically commends the actions of students, faculty, staff and community members who worked diligently during the events of April 19, 2013 and subsequent days coordinating the many pieces of public safety. The university deserves recognition for its cooperation with local, state and federal law enforcement, for its ample communication, for cultivating important relationships with key local entities, for its safe evacuation of more than 9,000 students, faculty and staff and for returning the campus to normalcy in a timely manner after such an enormously disruptive event. Clearly, all of this was accomplished due to the depth of knowledge, commitment and good judgment of many individuals operating in unfamiliar and urgent circumstances.

Since the events of April 19, UMass Dartmouth has implemented numerous improvements related to emergency planning for public safety. Among those changes, the Task Force acknowledges the following initiatives:

1. The campus *MyAlert* instant messaging system has been enhanced. A new two-way component has been added to allow community members to provide information to the UMass Dartmouth Department of Public Safety (DPS) through the system. *MyAlert* training now includes all department police officers and dispatchers.
2. A new text-only Web landing page has been designed and established for use as the home page in major emergencies that generate heavy traffic to the website.
3. The swipe card building access system will be made accessible to the DPS, allowing DPS to remotely control access to select campus buildings.
4. DPS will purchase *MUTUALINK*, a communications system that will provide complete interoperability with Dartmouth city police, fire and school systems.
5. A table-top exercise has been planned for early September and operational exercise for November, incorporating local and state public safety officers and first responders to practice lessons learned from the April 19 evacuation.
6. New evacuation drills are planned for residence halls, and signage is being improved for evacuation assembly points throughout campus.
7. DPS interaction with federal law enforcement agencies, especially the FBI, will be enhanced with bi-monthly meetings to exchange information and training ideas.
8. The feasibility of adding a second exit to the campus to facilitate evacuation is being explored.
9. The establishment of mutual aid agreements between UMass Dartmouth and surrounding communities is being considered.

The Task Force applauds the campus' diligence and professionalism in implementing the aforementioned improvements and initiatives in an expeditious manner.

Although the Task Force was not charged with conducting an organizational assessment of the UMass Dartmouth Department of Public Safety (DPS), some observations about the capacity of the department were inevitable given two site visits to the DPS, extensive interviews and a review of documents and policies. The DPS is accredited and appears to follow all industry standards relative to campus police departments. UMass Dartmouth is fortunate to have a police chief who has nurtured extensive professional relationships in the regional law enforcement community and among his campus department head counterparts.

The quality of any organization is inextricably tied to its people. In this incident, the citizen informant who alerted the DPS to the fact that the second bombing suspect was a campus resident/student apparently did so because he/she trusted the campus police. The officers are to be commended for establishing positive relationships with students so that one of them felt comfortable becoming involved. This confidence in the police – also referred to as “police legitimacy” – should be discussed within the DPS and emphasized in its recruiting, hiring, promotions and operational practices. Future staffing considerations should also be made with this strength in mind.

While the DPS appears to do an excellent job leveraging the constrained resources available to it, it also appears to be operating at the margin of adequate staffing guidelines given its large residential population. An organizational analysis is required to definitively address staffing concerns, but it appears obvious to the Task Force that the department frequently operates at its minimum staffing levels. This inevitably increases overtime costs, restricts value-added community policing services and puts serious stress on the organization's ability to handle unscheduled, large-scale problems such as a campus-wide evacuation.

Given its staffing levels, the DPS relied on other police agencies almost immediately on April 19. This is where the chief's professional relationships became invaluable. As the incident unfolded, the UMass Dartmouth police chief appropriately altered his department's role from *leading* the incident to *supporting* it once the leadership transition to the FBI and the Massachusetts's State Police was complete. This may seem like a logical process to some, but previous critical incidents throughout America have proven that this is not always the case. The UMass Dartmouth chief is to be commended for his professionalism in accurately assessing his department's capacity and acting professionally on that assessment. Every law enforcement agency leader interviewed for this report praised the support and professionalism exhibited by all members of the DPS with whom they worked during this incident.

## ISSUE I-i: Emergency planning related to public safety, cont.

Relative to the initial response and management of the incident, the Task Force is of the opinion that the initial decision to close, and ultimately evacuate, the campus was correct. The police chief acted decisively and made the right decision based on available information. Given the events in Boston, not evacuating the campus could have put students and staff at risk. Immediately requesting assistance from surrounding jurisdictions was also the right call. The speed at which these critical decisions were made is impressive and allowed the university to handle the incident effectively and safely.

With the benefit of hindsight, two issues are noteworthy and have already been addressed through the after-action discussions with the DPS chief, university leadership and allied police agency leaders.

First, the campus-wide alerts communicating the campus closure and evacuation could have been more informative. Several individuals commented on the timely nature of the alerts but thought they should have included some explanation as to why the closure and evacuation were necessary.

Second, the decision to evacuate some students (those without places to go) to Dartmouth High School, while probably appropriate and inevitable, should have been made in concert with the UMass Dartmouth DPS chief and the chief of the Dartmouth police department. Wishing to rapidly move students to a place of safety, a policy group of university administrators meeting in consultation with town of Dartmouth officials made the decision and the chiefs in the operations center learned of it after it had been announced. The chiefs were in the operations center in the library at the time and a representative of the DPS had not yet been assigned to the policy group as a liaison. The minor confusion about the relocation of the students was rectified shortly after the process began. These problems were identified in the after-action review process and corrective steps have been taken.

The Task Force noted other areas where the university might consider some changes:

Currently, there is not a full-time emergency management specialist employed by UMass Dartmouth. Essentially, the chief of police carries out the role of director of emergency management. However, a more effective model is to have a full-time, dedicated staff member responsible for integrated emergency management planning and training. The events of April 19 highlighted the need for such a position. Fortunately, the DPS has trained all its officers in emergency planning within the framework of the Incident Command System (ICS), and the DPS chief uses it during major scheduled campus events (e.g. move-in day, graduation, etc.). This allows the department to operate with the ICS two to three times per year. This fact notwithstanding, it is important to dedicate sufficient resources to the planning and integrating of emergency

procedures campus-wide. The current structure does not allow for that to be accomplished easily.

Under current Massachusetts law, it appears as if the statutory authority of UMass Dartmouth police officers is limited to campus boundaries. Apparently, this is not so for its sister campus at Amherst. A simple change in state legislation may extend the same statutory authority to UMass Dartmouth officers. This is important because UMass Dartmouth officers must travel to the university's law school campus more than two miles away and transport prisoners to the jail in New Bedford. At some point, UMass Dartmouth officers will be called upon to carry out police action while they travel between campuses or the jail. When they do, the question of their legal authority to do so may come into question. Because police activities are not always predictable, and police officers have an inherent bias for action during emergencies, this situation unnecessarily exposes UMass Dartmouth to a level of risk that should be immediately addressed. In the opinion of the Task Force, this is a question of when, not if, UMass Dartmouth officers will engage in unavoidable police action in areas where jurisdiction may not be clear.

Also of concern is the location of a UMass Dartmouth emergency operations center. During this incident, the main campus library served as the large emergency operations center. Building a separate facility – specifically to handle similar emergencies – does not make fiscal sense given the state of the economy. However, officially designating the library as a dual-use facility (library/EOC) does make sense, especially if technological upgrades to the library's large meeting room are made to accommodate the work stations and communications needs of the EOC operations.

Much of UMass Dartmouth's surveillance camera system is outdated and should be upgraded. Current technologies will leverage the DPS's existing resources and provide for more effective campus safety. Systems can be designed with sufficient transparency to satisfy privacy concerns. In addition, other technological upgrades or efforts should be undertaken to increase the communications capacity (distributed antenna system) or campus safety (upgraded building access system).

Finally, while it falls outside the scope of its charge, the Task Force could not ignore the situation regarding the building where DPS is currently located. The building is co-located with the university's cogeneration facility and literally sits on top of several very large generators and next to several very large tanks of potentially flammable contents. Since the DPS is the heart of the university's emergency response, an industrial accident at the power plant/police building could have serious adverse consequences regarding the university's emergency response capacity. Police facilities are expensive and it is understandable in times of shrinking fiscal resources that universities make do with existing facilities. However,



## ISSUE I-i: Emergency planning related to public safety, cont.

the location of the UMass Dartmouth DPS in the same building as the campus power plant is extremely problematic from a strategic emergency management perspective and should be addressed as soon as possible.

The Task Force acknowledges that state legislatures typically appropriate dollars to mission-centric purposes having to do primarily with the academic needs of students as a necessary investment in the future of the state. However, it is important to remember that, for the most part, units devoted to public safety on university campuses cannot rely on alternative sources of funding other than General Fund dollars. Funding for public safety at Massachusetts' public universities should be given close attention by state legislators.

### Recommendations

1. UMass Dartmouth should evaluate the benefits of hiring a full-time, supervisory level, emergency management specialist with appropriate qualifications. This position may be best placed in the university's Department of Public Safety (DPS) working directly for the chief of police.
2. UMass Dartmouth should revise its Emergency Response Plan (ERP). This responsibility should be the first order of business for the newly created emergency management specialist. A special area of emphasis should be internal/external communications within an incident command system framework. The Task Force recommends the university review its ERP with an eye toward simplicity and clarity. The plan the Task Force was given for review (version revised August 2012) is cumbersome in length and detail. The university may wish to review its plan in context with FEMA's *Guide for Developing High-Quality Emergency Operations Plans for Institutions of Higher Education*. [http://www.nacua.org/documents/DOEd\\_Guide\\_EmergencyOperationsPlansForHigherEd.pdf](http://www.nacua.org/documents/DOEd_Guide_EmergencyOperationsPlansForHigherEd.pdf)
3. A revised UMass Dartmouth ERP should place special emphasis on including key member(s) of the information technology department in the operations section of the emergency management structure during a critical incident.
4. UMass Dartmouth should conduct an organizational assessment of its DPS with specific focus on its staffing levels of sworn and civilian employees. This assessment should include a focus on facilitating a high sense of police legitimacy and student confidence in the police. In addition, the assessment should consider the upgrade of one of the existing dispatcher positions to a dispatch supervisor position with commensurate emergency preparedness communications responsibilities.
5. UMass Dartmouth should immediately petition the Massachusetts Legislature to correct state law relative to limiting jurisdictional authority of its police officers. State law that extends UMass Amherst police officer jurisdiction should be applied to UMass Dartmouth officers as soon as possible.
6. UMass Dartmouth should immediately designate the main campus library as dual-purposed to include its use as an emergency operations center in cases of campus-wide emergencies. This designation should include whatever technological upgrades are necessary to facilitate this occasional dual-use (i.e. computer network, hard line telephone, television and public safety radio connections, etc.).
7. UMass Dartmouth should consider a standby/call-back compensation agreement with the bargaining unit for its DPS employees. This will ensure that the greatest number of its employees are available to return to the campus in an emergency or when staffing levels fall below minimum levels.
8. UMass Dartmouth should consider advancing the concept of a distributed antenna system on campus to ensure emergency communications during critical incidents.

The Task Force also commends the university for action in a number of areas and recommends it continue work in those areas as follows:

1. UMass Dartmouth senior leadership should continue its clear support of DPS's campus-wide/regional emergency preparedness efforts with specific emphasis on practical bi-annual table-top and annual full-scale exercises with an emphasis on internal and external communication and coordination. This support should continue to include the department's efforts to achieve complete local communications interoperability.
2. UMass Dartmouth should continue its current practice of training all of its DPS personnel in the use of the campus *MyAlert* system. Such training should continue to incorporate an emphasis on expanding the useful information that is included in the notifications (e.g. the reason for an evacuation order). The task force also recommends the university's ERP clearly identify the positions trained in using *MyAlert* that are responsible for using it during an emergency.
3. UMass Dartmouth should continue its process to upgrade its campus-wide surveillance camera system.
4. UMass Dartmouth should continue to implement its building access control upgrades.
5. All UMass Dartmouth departments should continue to maintain and strengthen the internal and external relationships they developed with surrounding police departments, vendors, hotels, and local governments.
6. Recruitment and hiring for DPS employees should continue to emphasize the core competencies unique to campus police officers.



## ISSUE I-ii: Emergency Planning Related to Business Continuity

In its evacuation of campus on April 19, the university had three significant issues it had to address: 1) the transportation of those students lacking personal transportation off the campus during the evacuation; 2) the housing of evacuated students; 3) the need to provide basic support to hundreds of state and federal law enforcement officials who arrived and set up an operations center in the university's library.

The Task Force found many actions and attitudes to praise in the university's response to those challenges. Three key highlights deserve special mention:

Due to an excellent relationship between the Southeastern Regional Transit Authority (SRTA) and the university, five large-capacity buses were added to the available vehicles for evacuating students from campus. The Task Force commends university and SRTA personnel for their cooperation.

Thanks to an excellent relationship between local hotels and university staff, the university was able to quickly find accommodations for approximately 160 students for two nights. These were students who did not have a place to go once the campus was evacuated on April 19. The Task Force commends university and local hotel personnel for their cooperation.

Because of an excellent relationship between Chartwells – the university's food-service provider – and university staff, the university was able to provide food and beverages to roughly 1,370 students, faculty and staff during the evacuation, including hundreds of federal and state law enforcement officers and officials who spent nearly the entire day encamped in the university's library. The importance of providing food and beverages to prevent fatigue for those working during this crucial time cannot be overstated.

### Recommendations

1. The Task Force recommends UMass Dartmouth examine the above three responses and more thoroughly institutionalize its relationships with the SRTA, local hotels and Chartwells. There is little in UMass Dartmouth's current Emergency Response Plan addressing these important areas – a not at all unusual omission of many university plans in the experience of Task Force members.
2. UMass Dartmouth was able to utilize these important services thanks to personal knowledge, relationships and good judgment. However, significant staff turnover – or even a significant number of staff off campus during a crisis – could make the successes of April 19 difficult to replicate unless the university takes steps to record, review and share important information in this area with university staff and the key entities involved.

## ISSUE II-i: Academic Policies and Procedures Related to Maintaining “Student in Good Standing” Status

Colleges and universities rely on a set of policies and procedures that communicate the academic standards of the institution and regulate student academic performance and progress towards degree completion.

For the 2013-2014 academic year, UMass Dartmouth implemented changes to its academic sanctions procedures to ensure that students with poor academic performance are dismissed after two semesters rather than three or four semesters under the previous procedures. Students facing dismissal may appeal their dismissal to the dean of their college. Additionally, the university has standardized the language of its Academic Warning, Academic Probation and Academic Dismissal letters sent to students. Common criteria acceptable for the appeal of Academic Dismissal from a college have also been established.

The Task Force is supportive of these changes. At the same time, the Task Force recommends a tempered approach to avoid overcompensation in the university’s academic policies. Since its foundation, the UMass Dartmouth campus has had a clear commitment towards access and affordability; the campus’ slogan is: “World Class. Within Reach.”

### Recommendations

1. UMass Dartmouth should go to extra lengths to communicate the new policy to students, faculty and staff, particularly staff in academic affairs, advising, financial aid, student affairs and housing. Additionally, the Task Force recommends the university audit its process to make sure a cohort of students has not been missed in this transition.
2. The university should consider widening the group who review and provide input to a student’s appeal to dismissal to include representatives of – or at least information provided by – financial affairs, housing, registrar, advising, student affairs and the provost’s office. The current policy of having a college dean review a dismissal appeal may not provide a complete picture of a student’s comprehensive situation and may lead to inconsistency in the granting of appeals across the university’s colleges.

## ISSUE II-ii: Financial Policies and Procedures Related to Maintaining “Student in Good Standing” Status

The five-campus University of Massachusetts system, led by President Robert L. Caret, is currently considering a system-wide change to unpaid student accounts. The change would create a system-wide common threshold of \$1,000 on unpaid student accounts: a student who owes the university \$1,000 or more would not be allowed to enroll the next semester. It is the Task Force’s understanding that this policy change will be considered by the UMass Board of Trustees at its September 2013 meeting.

At UMass Dartmouth specifically, the university has already implemented changes to its policies regarding unpaid student bills: The University has limited the authority of staff to lift a registration hold on students with balances greater than \$500. Now, only the Bursar and the Director of the Enrollment Center is so authorized. Line staff personnel in the University Enrollment Center are no longer able to release financial holds on registration. A financial hold prevents a student from registering for a subsequent semester due to an unpaid bill.

### Recommendations

1. UMass Dartmouth redouble its efforts to communicate the new policy to students, faculty and staff, particularly staff in academic affairs, advising, financial aid, student affairs and housing.
2. Information on a student’s financial status should be shared with student affairs, housing, advising, academic affairs and the provost’s office when that student is facing an Academic Warning, Academic Probation, Academic Dismissal, or seeking an appeal to a dismissal.
3. The Task Force urges the university to take a particular look at the effect a “withdraw,” or “W,” has on a student’s financial aid. While a “W” does not impact a student’s grade point average, it is considered a non-passing grade for financial aid purposes and will negatively affect the student’s pass rate and aid eligibility. As a result, a student could be placed on a financial aid suspension, but not academic suspension. This highlights the importance of communication between academic affairs and financial aid.

## ISSUE III: Policies and Procedures Related to International Student Non-Immigrant Visas

While the Task Force reviewed numerous student records related to international student non-immigrant visas, the Family Educational Rights and Privacy Act (FERPA) prevents the Task Force from discussing those records in any detail. However, the Task Force's review indicated the university is aware of, and compliant with, all requirements related to international student non-immigrant visas.

International student study in the United States has become increasingly complex since the terrorist attacks of September 11, 2001. At UMass Dartmouth international students wishing to study in the United States must:

1. Be accepted to a Student Exchange and Visitor Program (SEVP) approved school, of which UMass Dartmouth is one.
2. Pay the Student and Exchange Visitor Information System (SEVIS) fee.
3. Obtain an I-20 form provided by the host university to be presented during a visa interview at a U.S. Embassy in his or her home country. The Form I-20 is a paper record of a student's information in the SEVIS database.
4. Following all of these steps successfully can result in either an F-1 visa or an M-1 visa depending on course of study and type of school. International students at UMass Dartmouth attend on an F-1 visa.

Since 2002, all international students who have required an I-20 have had an electronic record created in the Student and Exchange Visitor Information System (SEVIS) database, which is maintained by the Student and Exchange Visitor Program (SEVP) under the U.S. Immigration and Customs Enforcement (ICE) within the U.S. Department of Homeland Security.

SEVIS requires universities, such as UMass Dartmouth, to report the activities of students regularly, including if a student is meeting the requirements of his or her visa status such as enrolling as a full-time student, remaining eligible to study at the institution, keeping I-20 paperwork current, notifying university officials of change in address and a host of other requirements.

If a university discovers a student is not in compliance with visa requirements, that information is to be reported to the SEVIS database. Reporting to the SEVIS database is the established way universities communicate with U.S. Immigration and Customs Enforcement (ICE). Once a report of a student's non-compliance with visa requirements is made, that report then falls under the authority and responsibility of ICE.

UMass Dartmouth has three entities that work with international students:

1. The International Programs Office, which deals primarily with UMass Dartmouth students going on exchange overseas, but which also works with exchange students from abroad.

2. The International Student & Scholar Center, which works with students and scholars who are attending the university for extended periods to earn a degree or conduct research.
3. *Navitas*, an Australian firm that helps bring international, degree-seeking students to the university.

The International Student & Scholar Center at UMass Dartmouth is responsible for handling the bulk of the complex information and reporting related to international student non-immigrant visas. In the fall of 2012, the University of Massachusetts campuses in Dartmouth, Boston and Lowell jointly acquired *Sunopsis*, a software program that can provide a wide range of management tools for international student accounts ranging from visa requirements to student advising to deadline tracking. See: <http://www.sunopsis.iu.edu/>.

In UMass Dartmouth's 2011-2012 Division of Student Affairs Annual Report (see: [http://www.umassd.edu/media/umassdartmouth/officeofstudentaffairs/SA\\_Annual\\_Report\\_2011-12\\_\\_1-7-13\\_proof.pdf](http://www.umassd.edu/media/umassdartmouth/officeofstudentaffairs/SA_Annual_Report_2011-12__1-7-13_proof.pdf)), the university addressed both the opportunities and challenges presented by the *Sunopsis* software:

"*Sunopsis* was recommended as the preferred interface software by a joint committee of Directors from the UMass Boston, UMass Dartmouth and UMass Lowell international services offices after a series of demonstrations from vendors. This user-friendly robust software provides an interface between student and scholar records in *Peoplesoft* and *SEVIS*. Once configured this will be a powerful tool in improving the required reported to US Immigration and Customs Enforcement within the *SEVIS* environment. UITs will need to support the software as well as the IT people on each campus. Going forward, the challenge for the ISSC will be finding the time to understand and then configure and populate the software tables in order to maximize the use of the software." – page 40

In addition to *Sunopsis*, the university has recently implemented the following procedures to ensure quicker action on students who need to complete I-20 paperwork:

1. Students who are instructed to contact the international office to initiate I-20 paperwork and fail to respond within a set time (2-3 weeks) will be subject to disciplinary action by student affairs for "deliberate disobedience or resistance of an identified university official acting in the line of duty."
2. An international student, whose visa status is in jeopardy and who does not respond to requests to meet with the Director of the International Student & Scholar Center, is now considered in violation of the Student Code of Conduct and subject to action in the Student Conduct System. A hard copy letter now follows official email informing students when their record has been terminated in SEVIS.

### Recommendations

1. Based on the opportunities the *Sunapsis* software can offer, the Task Force recommends UMass Dartmouth evaluate whether it should appoint an additional, dedicated full-time employee as a *Sunapsis* data manager/software specialist. UMass Dartmouth has found itself with a common problem facing many public universities – despite having powerful tools at its disposal, the institution may not have enough staff to effectively utilize those tools. One of the goals of greater *Sunapsis* utilization should be better communication between colleges, advising, academic affairs, student affairs, housing and financial aid regarding pertinent issues related to students' academic, financial and visa status.
2. To avoid confusion, the recently implemented policy change with regard to I-20 paperwork should be amended to clarify the time frame in terms of business days, for example: "... respond within 10 business days will be subject to disciplinary action ..." instead of the more generic "2-3 weeks."
3. UMass Dartmouth should consider adopting a structural change from a decentralized model in which different units handle international students in favor of a consolidated model in which sharing of information and resources is facilitated. This, paired with greater utilization of *Sunapsis*, may allow UMass Dartmouth to more thoroughly communicate critical information to students during school breaks, enforce check-in for all international students returning from abroad, convey information about expelled students to academic advisors, and cross-check enrollment lists with international student SEVIS records.
4. The University of Massachusetts should consider the establishment of a Task Force with representation from each of the system campuses in order to study guidelines, protocols and services for international students as well as to identify best practices that are already in existence in its campuses and in colleges around the nation. To the degree possible, and observing each campus' institutional mission, the Task Force should identify and implement standardized practices for more consistent treatment of international students who attend any of the campuses of University of Massachusetts system.

## CONCLUSION

The events that befell the University of Massachusetts Dartmouth on Friday, April 19, 2013 could have happened to any university in the nation or in the world. Fortunately, UMass Dartmouth handled a chaotic and critical event in an exemplary manner and, in doing so, has provided the higher education community with some remarkable lessons.

It is obvious that the campus is fortunate to have competent and experienced individuals who assessed the situation quickly and moved forward in a deliberate manner characterized by the use of an abundance of caution. It should be noted: at the end of such an unsettling experience, the campus community smoothly returned to its daily operations. The Task Force believes that the state of Massachusetts and the nation should feel satisfied and proud about the way this campus managed what was truly a challenge of monumental proportions.

In dissecting selected issues of this event, it is obvious that colleges and universities can reflect on some of the following areas:

- The importance of providing adequate resources for public safety.
- The need for clear and pervasive systems of communications that will allow the institution to “over-communicate clarity.”
- The absolute necessity of removing internal barriers among institutional units to improve collaboration and the sharing of information.
- The crucial role of cultivating relationships and external partnerships that are cemented and well-maintained before a crisis hits.

These are all some common threads that can be found in the evaluation of the three issues that were under the Task Force’s analysis.

On a different note, the Task Force acknowledges the public’s and the media’s obvious interest in its conclusions in regards to then-student Dzhokhar Tsarnaev. It is important to emphasize that the Task Force was neither charged with, nor had the necessary powers of, determining if the alleged actions of Dzhokhar Tsarnaev could have been foreseen by faculty and staff at UMass Dartmouth.

That being said, the Task Force did not find any indication that UMass Dartmouth could have foreseen the alleged actions of Dzhokhar Tsarnaev, nor did the Task Force find any indication that students at UMass Dartmouth were in danger prior to, or after, the bombing of the Boston Marathon on April 15, 2013.

Finally, the Task Force is acutely aware of the trauma, both physical and emotional, inflicted on the bombing victims and their families and, by extension, the impact these events had for the communities of the University of Massachusetts, the entire state and the nation. Our heartfelt sympathies are with them as they grieve and recover from this terrible act of violence.

### DR. WADED CRUZADO



**President, Montana State University**

Since January of 2010, Dr. Waded Cruzado has served as the 12th President of Montana State University, an institution recognized by the Carnegie Foundation as one of 108 universities for its “Very High Research Activity” and one of 54 institutions recognized by Carnegie as a “Community Engaged University.” As President of MSU, Cruzado has significantly reshaped the face and future of the state’s first land-grant institution. An articulate and inspirational speaker on the role of land-grant universities, she has become a well-known champion of the land-grant’s tripartite mission of education, research and public outreach.

Under Cruzado’s leadership, MSU established the new Jake Jabs College of Business and Entrepreneurship, thanks to a \$25 million donation, the largest gift in the history of the Montana University System. Cruzado also raised \$10 million for a renovation of the end-zone of Bobcat Stadium, completing the fund-raising, design and construction phases of the project in under 10 months. Within the first three years of her presidency, total research expenditures exceeded more than \$300 million and MSU has set new enrollment records every year.

Cruzado has been honored as the 2011 Michael P. Malone Educator of the Year by the Montana Ambassadors for outstanding accomplishment, excellence and leadership in the field of education. In 2012, The Association of Public and Land-Grant Universities awarded Cruzado the Seaman A. Knapp Memorial Lectureship, in honor of the founder of the Cooperative Extension Service. Cruzado has also been recognized as a Paul Harris Fellow by Rotary International.

President Barack Obama appointed Cruzado to the Board for International Food and Agricultural Development (BIFAD), a presidentially-appointed seven member advisory council to USAID, whose primary role is to advise on agriculture, rural development and nutrition issues related to global food insecurity and the eradication of hunger in the world.



**MR. JIM BUEERMANN**



**President, Police Foundation**

Jim Bueermann is currently the President of the Police Foundation in Washington, D.C. He was Chief of Police in the Redlands, Calif. Police Department until his retirement in June 2011. He has worked for the Redlands Police Department since 1978, serving in every unit within the department. He was appointed Police Chief and Director of Housing, Recreation and Senior Services in May 1998.

He holds a bachelor's degree from California State University at San Bernardino and a master's degree from the University of Redlands. In addition, he is a graduate of the FBI's National Academy in Quantico, Virginia, and the California Command College.

In 1994, he directed the implementation and strategic development of Community Policing in Redlands. His efforts included directing the consolidation of Housing, Recreation and Senior Services into the police department in 1997 as a preventative strategy for reducing crime and adolescent problem behavior in Redlands. In early 2007, he was named Honorary Fellow to the Academy of Experimental Criminology.

### DR. SUSAN HERBST



**President, University of Connecticut**

Dr. Susan Herbst was appointed as the 15th President of the University of Connecticut on December 20, 2010, by the University's Board of Trustees.

Prior to her appointment to the presidency, Herbst served as Executive Vice Chancellor and Chief Academic Officer of the University System of Georgia, where she led 15 university presidents and oversaw the academic missions for all 35 public universities in Georgia. Before arriving in Georgia, Herbst was Provost and Executive Vice President at The University at Albany (SUNY), and also served as Officer in Charge of the University from 2006 to 2007, upon the death of Kermit L. Hall. She previously served as the Dean of the College of Liberal Arts at Temple University.

Born in New York City and raised in Peekskill, N.Y., Herbst received her B.A. in Political Science from Duke University in 1984, and her Ph.D. in Communication Theory and Research from the University of Southern California's Annenberg School for Communication in Los Angeles in 1989.

Herbst spent 14 years at Northwestern University, joining the faculty in 1989 and serving until her departure to Temple in 2003. At Northwestern she held a variety of positions including Professor of Political Science and Chair of the Department. Dr. Herbst is a scholar of public opinion, media, and American politics, and is author of four books and many articles in these areas, most recently *Rude Democracy: Civility and Incivility in American Politics* (2010). Along with Benjamin Page, Lawrence Jacobs, and James Druckman, she edits the University of Chicago Press series in American Politics. She serves on the Board of Directors of the American Council on Education.

## APPENDIX B: Letter of Charge from Chancellor Divina Grossman to President Waded Cruzado



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OFFICE OF THE CHANCELLOR

Dr. Divina Grossman  
Chancellor

May 15, 2013

Dr. Waded Cruzado  
Office of the President  
Montana State University  
P.O. Box 172420  
Bozeman, MT 59717-2420

Dear President Cruzado:

Thank you for accepting my invitation to chair a task force that will examine our university's response in the aftermath of the Boston Marathon tragedy. As a highly respected leader in public higher education, your expertise, experience and integrity will be of immense value to our university as we seek to learn and share the lessons of this tragedy.

As you know, one of the suspects in the Boston Marathon bombing has been identified as a University of Massachusetts Dartmouth student, and three additional students have also been charged with crimes resulting from the aftermath of the bombing.

Upon learning that our student was a suspect in the bombing, we evacuated our campus and worked closely with authorities investigating the crimes. While we have earned much praise from these authorities, as well as parents and students, for our work, such events require that we engage in robust self-evaluation to ensure that our own community and our peers around the nation can learn from our experience.

I am asking the task force to consider three facets of our response:

- Emergency planning related to the public safety and business continuity.
- Academic and financial policies and procedures related to maintaining "student in good standing" status.
- Policies and procedures related to international student immigration.

My goal is to have your findings in hand by August 15, 2013.

I am grateful for your willingness to take on this important task and look forward to the task force's findings.

Yours sincerely,

A handwritten signature in black ink that reads "Divina Grossman".

Divina Grossman  
Chancellor

DG/ct

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## APPENDIX C: Individuals the Task Force spoke with as part of review

Individuals interviewed by the Task Force

(Listed in alphabetical order by last name)

**Mr. Jeffrey Augustine**, Director, UMass Dartmouth Campus Services

**Ms. Christina Bruen**, Director, UMass Dartmouth International Student & Scholar Center

**Dr. Robert L. Caret**, President, University of Massachusetts

**Dr. Magali M. Carrera**, Associate Provost, UMass Dartmouth

**Mr. Derek Costa**, Associate Director, UMass Dartmouth Campus Services

**Ms. Cynthia Cummings**, Assistant Vice Chancellor for Student Affairs, UMass Dartmouth

**Dr. Kevin Curow**, Associate Dean of Arts and Sciences, UMass Dartmouth

**Mr. Emil Fioravanti**, Chief, UMass Dartmouth Police

**Dr. Alex Fowler**, Interim Provost (at time of incident), UMass Dartmouth

**Mr. Chris Frias**, IT Infrastructure Project Manager, UMass Dartmouth

**Dr. Peter Friedman**, Chair, UMass Dartmouth Department of Mechanical Engineering

**Dr. Divina Grossman**, Chancellor, UMass Dartmouth

**Ms. Deirdre Heatwole**, General Counsel, University of Massachusetts

**Mr. John Hoey**, Chief of Staff, UMass Dartmouth

**Dr. Mohammad A. Karim**, Provost, UMass Dartmouth

**Mr. Donald King**, Manager of Internet Systems/Web Master, UMass Dartmouth

**Ms. Donna Massano**, Chief Information Officer & Associate Vice Chancellor, UMass Dartmouth

**Ms. Deborah McLaughlin**, Chief Operating Officer & Vice Chancellor, UMass Dartmouth

**Ms. Suzanne Melloni**, Associate Director, UMass Dartmouth Advising Center

**Ms. Shelly Metivier-Scott**, Associate Dean of Students, UMass Dartmouth

**Dr. David Milstone**, Associate Vice Chancellor for Student Affairs, UMass Dartmouth

**Ms. Lucinda Poudrier-Aaronson**, Director, UMass Dartmouth Housing & Residential Life

**Ms. Racheal Roy**, Academic Advisor for Retention Support, UMass Dartmouth

The Task Force also interviewed multiple state, local, federal and university law enforcement officers.

*The Task Force expresses its sincere appreciation to the aforementioned individuals for their availability and cooperation during the review process.*