

DAVID Y. IGE  
GOVERNOR



MARTHA ROSS  
Chair

CLIFTON Y.S. CHOY  
Commissioner

STATE OF HAWAII  
CRIME VICTIM COMPENSATION COMMISSION  
1164 Bishop Street, Suite 1530  
Honolulu, Hawai'i 96813  
Telephone: 808 587-1143  
Fax: 808 587-1146

SANDRA JOY EASTLACK  
Commissioner

PAMELA FERGUSON-BREY  
Executive Director

**Mass Violence Victim Response Plan  
Crime Victim Compensation Commission  
State of Hawaii  
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**I. PURPOSE:**

The Mass Violence Victim Response Plan acts as a comprehensive guideline for State victim service agencies who respond to victims of mass violence incidents. The plan includes guidance on coordinating with other key stakeholders involved in mass violence response including government, non-profit and community resources.

When mass violence incidents occur, it is imperative that the State of Hawaii be prepared to respond to the immediate, short- and long-term needs of the victims of these crimes. The State Crime Victim Compensation Commission (the Commission) and the Crime Prevention and Justice Assistance Division of the Hawaii Department of the Attorney General (AG) play significant roles for assisting victim service agencies and victims of mass violence with their unique and varying needs.

Crime Victim Compensation Commission:

The Commission is a statewide agency that assists with financial recovery for victims of crime by providing compensation for crime related losses. Victims who suffer emotional or physical injury or death as the result of a violent crime may be eligible for compensation. In the event of a mass violence incident, the Commission can also provide compensation for mental health services expenses to the families of deceased victims and witnesses.

Compensation Benefits include:

For victims injured in the incident:

- Up to \$10,000 combined total for medical expenses, mental health services expenses, lost earnings, and acknowledgement award; or
- Up to \$20,000 in catastrophic medical expenses only.

For deceased victims:

- Up to \$10,000 total for combined funeral expenses (the award for funeral expenses is limited to \$4000); mental health services expenses for family members, and loss of financial support for dependents.

For witnesses, and individuals engaged in business or educational activities at the scene of a mass violence incident:

- Mental health services expenses.

Hawaii Attorney General – Crime Prevention and Justice Assistance Division

The Crime Prevention and Justice Assistance Division (CPJA) serves as the central agency to provide the Attorney General, the chief law enforcement officer of Hawaii, with the information and resources needed to address crime and crime prevention. CPJAD accomplishes this by:

- Researching crime issues and reporting comprehensive crime statistics for the state;
- Utilizing federal and state funds and non-financial resources to address crime problems and criminal justice system issues;
- Planning, developing, and implementing education and crime prevention programs to promote community involvement in crime prevention efforts;
- Developing and maintaining a computerized juvenile offender information system.
- Assisting in locating, recovering, and reuniting missing children and runaways with their families.

This enables the Attorney General to facilitate and coordinate efforts to improve the criminal justice system and to encourage community partnerships in addressing crime. Among the U.S. Department of Justice grants that the AG administers, the AG is the state administering agency for the Victims of Crime Act (VOCA), Victim Assistance Formula Grant. As such, the AG is eligible to apply for funds from the Office for Victims of Crime Antiterrorism Emergency Assistance Program (AEAP), by identifying the emergency and long-term needs of victims, responders, and the community when mass violence occurs.

The AG has a long-standing working relationship with the four county prosecuting attorneys, four county police departments, courts, corrections departments, and victim service providers.

Act 204, Session Laws of Hawaii 1986, established HRS Section 28-111, the victim-witness assistance (VW) program in the AG, whose purpose shall be to provide information, assistance, and support services to the victims of and witnesses to crimes committed in the State. The AG allocates and awards appropriated funds to counties whose victim-witness assistance units are in substantial compliance with the policies and criteria established. HRS Section 28-111 further states that the attorney general and the county prosecutors shall work together to establish victim-witness assistance program policies and criteria and the county prosecutors shall implement the program in their respective counties.

With VOCA and state VW funds, the AG contracts with each of the four county prosecutors' victim advocate programs to support victim needs and services. Victim advocates respond directly to the scene of mass violence incidents at the discretion of the County Prosecuting Attorney's VW programs. VW Division budgets may include an "emergency fund" category which, under their discretion, can be utilized to assist with emergency services such as clothing, food, transportation, travel, and various other items. Some of these expenses may qualify for reimbursement under the Antiterrorism and Emergency Assistance Program in the federal Office for Victims of Crime.

## **II. DEFINITION OF MASS VIOLENCE:**

It is essential that victim service agencies coordinate with emergency management and law enforcement agencies to establish a response protocol which addresses all jurisdictions. This will enable a coordinated response among various jurisdictions and functioning agencies, both public and private, and establish common processes for planning and managing resources.

Due to the lack of consistent definitions of mass violence, the State of Hawaii has authorized the Mass Violence Response Plan to be initiated when one or more of the following circumstances has been met:

**STATE OF HAWAII.** Incidents in which multiple victims are killed during a continuous course of criminal conduct.

**FEDERAL BUREAU OF INVESTIGATIONS (FBI).** A multiple homicide incident in which four or more victims are murdered, within one event, and in one more location in close geographical proximity.

**U.S. CONGRESS.** Three or more killings in a single incident that occur in a public place.

**OFFICE FOR VICTIMS OF CRIME (OVC).** An intentional violent crime that results in physical, emotional, or psychological injury to a sufficiently large number of people and significantly increases the burden of victim assistance and compensation for the responding jurisdiction.

The most important thing to remember irrespective of the definition used is that each mass violence incident leaves behind numerous victims and survivors who need assistance and support.

### **III. PLANNING AND PREPARATION PHASE:**

#### **PLANNING COMMITTEE**

The Commission shall establish and chair a Mass Violence Victim Response Planning Committee to maintain an interdisciplinary network prepared to guide the response to victims of mass violence incidents.

The Committee may be comprised of representatives from the following agencies:

The Commission, Chair  
The Department of the Attorney General Federal Bureau of Investigations U.S. Attorney's Office  
Governor's Office  
State Law Enforcement  
National Guard  
County Law Enforcement  
County Fire Departments/Emergency Medical Technicians (EMT)

Hawaii Emergency Management  
County Emergency Management  
County Prosecutor's Office/Victim Witness Divisions  
Federal Emergency Management Agency (FEMA)  
Office of Homeland Security  
Hawaii State Fusion Center  
Visitor's Aloha Society of Hawaii (VASH)  
City and County of Honolulu Medical Examiner  
Hawaii Healthcare Emergency Management (HHEM)  
Spiritual Care (Chaplains, Clergy)  
Substance Abuse and Mental Health Services Administration (SAMHSA)  
Department of Health, Behavioral Health Services Administration  
Schools/Department of Education  
Department of Transportation  
American Red Cross  
Aloha United Way/ (211)  
Salvation Army  
Phone and technology providers  
Social media companies  
Legal service providers  
Worker's compensation representatives  
Other agencies as needed

Members shall meet quarterly. The Planning Committee will establish an annual meeting schedule at the beginning of each calendar year.

The Planning Committee shall review and update the Mass Violence Incident Victim Response Plan on an annual basis.

The Planning Committee shall schedule and develop regular training exercises and drills, including tabletop exercises and live drills, joint exercises with HI-EMA, and specialized training with victim service professionals. The Committee will create a telephone tree or appropriate notification system for the Committee and Response Team.

The Planning Committee shall send victim advocates and responders to regular training classes on incident command, crisis response, psychological first aid, mass violence response and grant writing.

The Planning Committee will assist with identifying sites for call centers, family assistance centers and donations as determined by the level of the incident and the jurisdiction of which the incident occurs.

The Planning Committee shall communicate regularly with local, state, and federal officials regarding victim services and needs as part of an ongoing education and awareness plan.

#### STATEWIDE CRIME VICTIM SERVICES MASS VIOLENCE RESPONSE TEAM

The Commission shall establish a state-level mass violence victim services response team, separate or inclusive of other existing emergency response structures, that are trained, prepared and equipped to deploy immediately as needed. The team will be comprised of designated staff from the Commission, the Department of the Attorney General, the county prosecutors' victim witness programs, VOCA grantees including other qualified victim advocates, emergency management and other representatives from the Planning Committee and Service Groups.

Careful consideration should be given to comply with labor and funding policies for employees called to respond. Additionally, all expenses should be documented for tracking and grant purposes.

#### COOPERATION AMONG LARGE-SCALE VICTIM SERVICES RESPONDERS

State and county EMA shall be asked to formally incorporate victim services into their Emergency Management plans under the appropriate emergency support functions.

The directors of the victim witness programs for the four county prosecutor offices shall develop partnerships with local emergency management agencies, law enforcement and other service providers to provide education regarding victim services and establish county mass violence response plans.

The Planning Committee shall establish agreements/MOU's with state and county jurisdictions and all involved in the response to establish roles and responsibilities for mutual aid.

Each county prosecutor's victim witness program shall have a mass violence victim response team trained and prepared for immediate deployment. Identify the specific individuals/positions that will fill the various roles needed in the response phase. The victim witness programs and Commission shall determine items needed for TO GO Kits and prepare several that are on standby.

The Planning Committee will create State and Local Service Groups to establish protocols. The Service Groups will include:

- Victim Services – Commission, AG, VW Directors, FBI, US Attorney's Office;
- Law Enforcement – Police, Fire, EMS, Prosecutors
- Mental Health – Crisis Counselors, Chaplains, Department of Behavioral/Public Health, American Red Cross;
- Emergency Services – HI-EMA, FEMA, Governor's Office, Mayors, County EMA, Security Services;
- Schools
- Embassies and Consulates
- Office for Language Access, translation services, special cultural considerations
- Housing/Transportation – Hawaii Lodging and Tourism Association, VASH, Uber, Lyft, Air BNB, Department of Transportation, airports and airlines, bus companies, school buses; restaurants, hospitality industry;

- Hospitals/Medical Examiner – local hospitals, trauma centers, clinics, paramedics, coroner; and,
- Non-profits/VOAD (Voluntary Organizations Active in Disaster), American Red Cross, the Salvation Army, United Way, VASH, and various other charities.

State and county emergency protocols are in place that include master lists of volunteers and non-government organizations which provide specially trained mass violence response personnel prepared for immediate deployment. The Commission shall work in collaboration with State and county protocols to ensure responders are thoroughly vetted and skilled to respond to victims of crime. The lists will address resource needs for varying scales of incidents.

## COMMUNICATIONS

The Commission shall develop a comprehensive communications plan, including a sample press release, draft Executive Order, website template, social media plan and draft posts, online resource page, Facebook page, FAQ's, pre-established emergency 800 phone number, call center plan and scripts

The plan will outline procedures of news media access to Family Assistance Centers, as well as policies that protect confidentiality and respect the personal privacy of victims and their families. A resource list of emergency 800 numbers, email addresses, and contact information for subject matter experts and local news media partners will also be included.

Depending on the magnitude of the incident, the Commission will create a process to coordinate efforts with the Governor's Communications Office.

## **IV. INITIAL RESPONSE PHASE:**

Organization and Deployment of State or County Crime Victim Services Mass Violence Response Team

The Hawaii Emergency Management Agency, the affected county's Emergency Management Agency, and/or FEMA/ Incident Commander, or lead law enforcement agency shall notify the Commission and/or the impacted county prosecutors' victim witness program when a mass violence incident occurs and shall inform them when and where to safely deploy the crime victim services mass violence response team. The team will not self-deploy.

The designated lead agency, the Commission director, and the affected county's victim witness program director will assess the best time and location for the team to arrive and safely assist victims. In some cases, the team may be asked to deploy to the scene or the Information Center, and in other cases, to the Family Assistance Center.

Team members may also be activated to multiple locations simultaneously. Locations may include evacuation sites, and or a make shift Friends and Family Reception site.

Once a call for deployment is received, the Commission director, and the affected county's victim witness program director, will mobilize the State and/or County mass violence response team. The team shall have a single point of contact. That point of contact shall participate in daily briefings with Incident Command. For the State Response Team, the CVCC Director shall serve as the single point of contact. For a County Response Team, the County Victim Witness Director shall serve as the single point of contact.

Incident Command shall inform the team of who is the lead law-enforcement agency. The lead law-enforcement agency shall inform the team of basic information necessary for the team to determine the quantity and quality of victim services needed; and to identify who may qualify as a crime victim for the particular incident.

The Commission director, and the affected county's victim witness program director, will notify the AG about the incident and discuss what is known about the nature and impact of the incident, immediate needs, level of resources needed, mutual aid activation, planned response and other requests.

The team will activate its mass violence incident response notification system, to notify the appropriate smaller-scale victim service responders.

The team will activate mutual aid agreements. Mutual aid will include victim advocates from other counties, and staff resources from the Commission and the AG who will work to submit the AEAP grant, if one is needed. Depending on the scale of the event, assistance from other States and the federal government may be requested.

The team shall determine if there are enough TO GO kits, and if there are special items needed for the particular incident. The team shall ensure that team members have adequate supplies.

#### Services – Victim Assistance

Victim assistance services provided or arranged by the team will include crisis counseling, intake/navigator/case management services, information and referral services, participation on death notification teams, warm hand-offs to other social service providers, completion of compensation applications, providing and handling emotional assistance animals, return of property, and coordinating volunteers.

The team will mobilize pre-vetted crisis counseling teams, comprised of mass violence trauma specialists from various groups, to help victims, family members immediately. The crisis counseling teams will include law enforcement and interfaith Chaplains. This effort will be coordinated with the Department of Public/Behavioral Health.

The team will also mobilize pre-vetted volunteer organizations, as needed.

The team may request and handle emotional assistance animals through local and state associations.

Death notification shall occur pursuant to the laws of the jurisdiction of the incident. Victim services team members may be asked to assist with death notification. All death notifications will be made in person.

The team shall develop an outreach plan to reach residents and business owners in the vicinity of the crime scene, people who left the crime scene, and members of the public in the buildings and surrounding area.

The team will coordinate with hospitals to ensure those hospitalized are aware of available victim services and compensation. Team members shall identify extraordinary financial needs that medical insurance will not cover, such as air transportation and lodging for relatives of the hospitalized.

#### Services – Victim Compensation and Financial Assistance

The team will designate United Way or Salvation Army to manage donations. There will be a single point-of-contact for donations.

Often, multiple sources of funding will be available from federal, state and local agencies. The team will coordinate government, non-government, and donation funds to meet victims' financial needs as best as possible. Crime victims' financial needs may include emergency funding for lodging, food, travel for family members, lost or damaged personal property including purses, cell phones, driver's licenses, keys and other items, compensation for funeral/burial expenses and medical expenses.

The team shall streamline the application process for persons seeking compensation. The compensation application may be simplified and modified from the standard crime victim compensation application if necessary. The application shall be translated into appropriate languages. The team will also consider creating a combined intake form for the Family Assistance Center which will include information needed for the State victim compensation application. This will prevent asking victims for duplicative information.

#### Services – Needs Assessment

The team shall prepare a list of immediate, short and long-term crime victim needs specific to the particular incident and track expenses for potential reimbursement.

The Commission director, and the affected county's victim witness program director, will maintain regular communication with the AG regarding the incident response and developing needs. If emergency funds are needed due to the volume of assistance needed or to cover items not authorized for funding, the AG will apply for emergency Antiterrorism and Emergency Assistance Program (AEAP) funds. The Commission will assess funds they have available for immediate assistance.

Immediately following the mass violence incident, the Commission will schedule a conference call with the AG, the federal Office for Victims of Crime, Antiterrorism and Emergency Assistance Program, Compensation and VOCA programs from other states involved, the FBI, the Governor's Office, the Red Cross, Hi-EMA, County EMA and VW office, and FEMA to coordinate who is able to respond and resources each agency can provide. Depending on the scale of the incident, these conference calls will be scheduled on a regular basis to assess needs.

The team shall consult with the Planning Committee and service groups regarding unmet needs. They will discuss potential resources with VASH, the Salvation Army and the United Way, other local non-profits, foundations, Air BnB and corporations who may be interested in providing assistance.

The Commission and the AG will discuss potential ongoing and long-term needs and funding through an AEAP grant and determine if an OVC consultant is needed to conduct a needs assessment. They will also discuss the need for a resiliency center, which is an extension of a family assistance center where victims can go for information regarding ongoing services, referrals and case management.

The AG will reach out to its grantees and determine if they are equipped to provide staff and/or resources to assist with the response.

Based on the known needs, the team will determine if emergency legislation is needed to authorize funding for specific benefits and expenses.

#### Services – Dissemination of Information to the Public Regarding Crime Victim Services

Set up a call center at a pre-designated location (could be part of the Emergency Operations Center) and activate the 800 number already established for this purpose. Provide suggested scripts for staff who will answer the phones. Ensure call intake forms request the appropriate information for the incident.

Communicate with the Public Information Officer to publicize the phone number for the call center, family assistance center site, available benefits, and issue a press release. The PIO should post information about available assistance on the websites of responding agencies and through social media. Information should be coordinated with local and state public officials and disseminated through all available media outlets. National media may be needed for large scale events.

### **V. FAMILY ASSISTANCE CENTERS (RESPONSE PHASE)**

In coordination with State and County EMA and Victim Witness program, the Commission will work with the designated lead agency to identify who will serve as the Family Assistance Center Coordinator. This should be decided beforehand and listed in the State and County Emergency Management Plans. At this time, the Commission is the designated Family Assistance Coordinator for a State response. In partnership with Incident Command, the Commission will activate the pre-designated FAC site appropriate for the magnitude of the event. They will also mobilize advocates and agencies and other staff, vetting volunteers.

The Commission will ensure all those assisting have identification and badges needed for entry to the FAC. They will provide job descriptions for various functions at the FAC and arrange for the following services to be provided:

- Coordinate reception and security
- Coordinate the planning for demobilization of FAC
- Customize intake forms; (made available in multiple languages)
- Coordinate Advocate Companions;
- Establish security protocol and provide protocol for daily wristband schedule to identify victims; and for authorized FAC staff (wristband color should be changed daily)
- Review protocols for interviewing victims and assessing needs and resources;
- Set up WiFi connectivity
- Set up area for completing compensation applications;
- Determine a process for issuing emergency payments;
- Determine if printers can be brought on site;
- Arrange for food, bottled water for staff and victims;
- Arrange for childcare providers and a childcare area;
- Coordinate representatives from the FBI, US Attorney's Office (criminal justice support), DMV, airlines, housing, hotels, transportation, property return, legal assistance, death certificates, funeral homes
- Coordinate with the FBI on property return;
- Set up daily briefings and debriefings for staff and volunteers; (Depending on operational periods – recommend two (2) daily briefings scheduled the same time daily in the morning and afternoon)
- Partner with law enforcement, the FBI and the US Attorney's Office to schedule family and survivor briefings in a private room;
- Ask the PIO to share immediate and ongoing postings regarding the location of the FAC and resources;
- Ensure a private, separate space for death notifications and discussions regarding identification of remains (DNA, dental records, return of remains);
- Ensure a private, separate space for reunification (for late next of kin (NOK) arrival to FAC)
- Organize Spiritual care and Crisis Counselors;
- Organize donations of blankets for victims to wrap around themselves while going through the intake process and toiletries such as toothbrushes and toothpaste;
- Identify Special Needs such as Loss of limb, ADA; limited English language proficiency (LEP) to include braille

- Organize Case Managers/Navigators;
- Educate staff on fraud prevention;
- Provide information for families of missing persons;
- Set up a private self-care and compassion fatigue area;
- For international victims, organize embassy liaisons, State Department representatives; and information on the International Terrorism Victim Expense Reimbursement Program;
- Assess if mobile FAC units are needed due to the location of the crime scene and/or location of victims and family members;
- Coordinate translation services and cultural needs
- Provide legal assistance for victims with landlord, utility, employment, immigration or other concerns
- Establish a point person to coordinate applications and payments with funeral and burial homes; and,
- Coordinate special needs for pets; and, or service animals
- Set up temporary memorials for families and public and arrange escorted visits to the site, if allowed, interfaith services and vigils.
- Assess if a (1) year anniversary memorial with or without an unveiling will be done and coordinate a team to lead effort to include funding of the memorial

## **VI. ONGOING RESPONSE AND RECOVERY PHASE:**

The Response Team will:

Document all actions taken and track all expenses. This will be especially helpful for grant purposes;

Prepare for transition to a Family Recovery Center and assess if a Virtual Recovery Center is needed;

Additional assistance can be provided via a Virtual Assistance Website and/or Toll-Free 24/7 telephone number.

Create a master victim database:

Review donations received and distribution of items: Assess the level of donations in warehouses and their best use. Consult with organizers of any community donation funds on transparency and disbursement formulas. Discuss fund management and feedback from the community, a critical component of effective donation management.

The impact of vicarious trauma on first responders and victim services staff should be continually addressed through regular debriefings and time off.

Research and write an AEAP grant proposal for additional funds;

Trauma Workshops may be organized for victims, family members and first responders to address long term impact of trauma and various treatments

Ensure that victim advocates and team responders are practicing effective self-care and participating in regular debriefings.

Community Forums may be organized for the community to help them recover from the incident. Subject matter experts may make presentations on the impact of trauma, cultural tolerance, what to expect, how other communities have recovered and the value of counseling;

Support Groups for victims may be organized early on in partnerships with trauma recovery therapists as they are a proven source of healing and recovery; and,

Work with the Governor's Office and other State and local officials to plan Anniversary and Memorials.

Designate an archivist to record and preserve items from the incident.

## **VII. AUTHORITY:**

Crime Victim Compensation:

Chapter 351, Hawaii Revised Statutes; and Title 23-Chapter 605, Hawaii Administrative Rules

Attorney General's Office

Dept. of the Attorney General, Grants and Planning (G&P) Branch

§28-10.5 Criminal and juvenile justice resource coordination; administrator and staff: (a) The department of the attorney general shall serve as the clearinghouse for information on financial and nonfinancial resources that may be available to assist in improving the delivery or coordination of services under, or the implementation of, programs of the criminal justice and juvenile justice systems and agencies and shall develop, update, and coordinate the implementation of a comprehensive statewide plan of programs and priorities for the improvement of law enforcement and criminal justice, including the prevention and control of juvenile delinquency. In addition, the department may:

- (1) Seek, apply for, and administer federal funding and other resources to enhance and expand the capabilities of the criminal and juvenile justice agencies;
- (2) Coordinate and assess information on a statewide basis for the development of policies to improve the criminal justice and juvenile justice systems and programs;
- (3) Administer state-funded criminal and juvenile justice programs as specifically directed by law or as may be implied through the appropriation of funds; and
- (4) Administer programs for the prevention of sexual violence and the protection and treatment of victims of sexual violence.

(b) The attorney general may employ, without regard to chapter 76, and at pleasure dismiss, an administrator to oversee and carry out the resource coordination functions of the department set forth in subsection (a). In addition, the attorney general may employ, in accordance with chapter 76, other support staff necessary for the performance of the resource coordination functions. [L 1988, c 71, §1; am L 2000, c 253, §150; am L 2005, c 133, §1; am L 2006, c 300, §4]

### Cross References

Juvenile justice information system, see chapter 846D.

## VIII. APPENDICES

Links:

Federal Office for Victims of Crime Mass Violence Response Toolkit  
<https://www.ovc.gov/pubs/mvt-toolkit/index.html>

Attach Checklists: [...]

Recommended Resources: [...]

Self-Care/Compassion Fatigue Resources: [...]

Articles: [...]

Contact lists (confidential) - to include cell numbers and email addresses for the Commission, AG, VW, Planning Committee and Service Group representatives as well as incident command and mass violence response team members for the State and local jurisdictions.