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HAWAI'I TARGETED VIOLENCE PREVENTION STRATEGY

2022

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EXECUTIVE SUMMARY

Targeted violence involves acts dangerous to human life that are in violation of the criminal laws of the United States or of any State and that involve a degree of planning and involve a pre-identified target including individual(s) based on actual or perceived identity traits or group affiliation or property based on actual or perceived identity traits or group affiliation; and appears intended to intimidate, coerce, or otherwise impact a broader population beyond the target(s) of the immediate act; or generate publicity for the perpetrator or his or her grievances; and occurs within the territorial jurisdiction of the United States; and excludes acts of interpersonal violence, street or gang-related crimes, or financially motivated crimes.

Ideologically inspired violence can disrupt communities and impact the health, safety, and well-being of children, families, and other vulnerable populations, social services, education, public health, and civil rights officials.

Preventing targeted violence requires a coalition of stakeholders that extends beyond law enforcement. The intersectional nature of the threat necessitates a multidisciplinary approach to identify and address the root cause of violence to mitigate it from spreading. The principles of public health and a “Whole of Community” approach provide a useful framework for addressing this issue.

A multidisciplinary effort is not enough, however. The approach must be supported by enabling processes that allow for multidirectional communication and collaboration between the various stakeholders and government entities, underpinned by appropriate resourcing and governance.

The Office of Homeland Security (OHS) plays a statutory role in ensuring the safety and wellbeing of all who live in the state. Protecting Hawaii’s residents and visitors from targeted violence is one of its most important duties. OHS has unique convening capabilities that can be leveraged to develop broad stakeholder buy-in for a statewide vision on Targeted Violence Prevention (TVP).

INTRODUCTION

Targeted violence is intentional, instrumental, and proactive violence, as opposed to impulsive, emotional, and reactive violence. It is rarely, if ever, sudden, or spontaneous. In fact, by definition, targeted violence is premeditated and planned, even if done over a relatively short period of time. Targeted violence is the result of an understandable, and often discernible, process of thinking and behavior. It arises from the dynamic interactions between an identifiable person of concern, their intended target, their current situation or life circumstances, and the operational setting for their intended violence¹. Targeted violence is a highly individualized crime, driven by highly individualized, variable, and often multiple motivations, which sometimes remain undiscovered or undetermined, but generally include the intent to intimidate or coerce or generate publicity about the perpetrator's grievance².

The U.S. Intelligence Community assessed that "domestic violent extremists who are motivated by a range of ideologies and galvanized by recent political and societal events in the United States pose an elevated threat" in 2021. Terrorist attacks have changed in recent years. Whereas terrorist organizations used to be responsible for most terrorism incidents, recently, within the U.S., lone offenders or small cells are more likely to carry out violent attacks.

Now that lone offenders are committing more attacks than terrorist organizations in the U.S., targeted violence does not depend on large groups training, planning, or completing attacks together. Instead, lone offenders train, practice, and complete their attacks based on the tactics, techniques, and procedures (TTPs) of previous offenders. They research prior attacks and then emulate them, from manifestos to iconography to publicizing their acts of mass violence. Likewise, lone offenders do not need large quantities of weapons because lone offenders pick "soft targets" – places such as shopping centers, schools, or houses of worship that do not have strong physical fortifications.

While addressing targeted violence is a pressing national challenge, Hawai'i is not immune to the threat. Examples of planned, completed, or emerging threats of targeted violence in Hawai'i include:

While addressing targeted violence is a pressing national challenge, it is not unique to Hawai'i. Examples of planned, completed, or emerging threats of targeted violence in Hawai'i include:

- **1999** Xerox shooting (*workplace violence*)
- **2019** Pearl Harbor shipyard shooting (*workplace violence, military target*)
- **2019 through 2022** Threats of mass violence at schools (*soft target*)
- **2021** Diamond Head shooting/arson (*domestic and anti-government violence*)
- **2022** Increase in threats to Hawai'i judges (*anti-government violence*)

Hawai'i is the "cultural melting pot" of the Pacific. It is notable in many ways: by geographical separation and location in the Pacific Ocean (apart from the rest of the 48 contiguous states);

as an island chain in which different communities are located on separate islands; and as a designated majority-minority state. This places Hawai'i in a unique position to address an issue that all states are working hard to address: the prevention of targeted violence.

The challenges we face are also noteworthy. Our geographical location allows our community members to create distinctions between what happens in the continental United States (CONUS), and what happens (or does not happen) in our islands. Our distance from many of the tragic events that have recently occurred in the CONUS, allows us to wrongfully think 'what happens there, could never happen here.' However, those events serve as a reminder to our communities that we are not immune from tragedies; they can happen anytime and anywhere.

Hawai'i is particularly vulnerable to targeted violence due to its abundance of soft targets related to a dominant tourism industry, its strategic Asia-Pacific location and U.S. military-related infrastructure, and the fact that perpetrators who seek to target victims based on identity or group membership can find almost any target they are looking for among Hawaii's diverse population and cultures.

Since 2017, when Threat Team Oahu (TTO) was created (and since transitioned to Threat Team Hawai'i (TTH) in 2021), Hawai'i has been working hard to collaborate and build Behavior Intervention/Threat Assessment and Management (BI/TAM) strategies that support our diverse island residents and the communities they serve. These synergistic efforts lay the foundation for Hawaii's "Whole of Community" approach.

When community organizations can recognize and appropriately respond to concerning behavior (which may include threatening behavior or behavior leading to targeted violence), the possibility of averting targeted violence increases³. Increased community capability and awareness in identifying, assessing, intervening, and managing those behaviors which cause concern, is a necessary first step in ensuring the health and safety of our communities and the foundation which the "Whole of Community" approach is based upon.

VISION

The State of Hawai'i recognizes an urgent need to commit additional state resources to address the persistent threat of targeted violence, especially mass targeted violence, to Hawai'i's public safety. Specifically, the state government envisions the need for a statewide, whole-of-community strategy that effectively counters all forms of targeted violence, across all social domains. The Hawai'i Office of Homeland Security leads the effort to develop and implement a comprehensive, community based Targeted Violence Prevention Strategy, grounded in modern, operational methodologies and best practices.

The initial goal to achieving the state vision is establishment of this comprehensive statewide **TVP Strategy** (supported by a subsequent Implementation Plan) (**Goal 1**):

- rooted in local needs, risk, challenges, and cultural contexts;
- developed with insights from different stakeholders;
- incorporating a multi-phase (primordial, primary, secondary, and tertiary) approach to prevent targeted violence;
- reflecting collaboration across relevant agencies and organizations; and
- containing mechanisms for learning, continuous improvement, and outcome evaluation.

MISSION

To strengthen public safety across Hawai'i by mitigating or preventing all forms of targeted violence, including mass targeted violence, across all social domains.



PILLARS

1

Communicating and Collaborating

Communication and collaboration provide key opportunities to engage and inform the community about the prospect of targeted violence, how to identify it, reduce its likelihood, and direct attention and resources to build capacity that addresses it before it happens. There are several goals (with supporting objectives) within this pillar that this strategy encompasses:

- Reduce and mitigate community and individual risk factors **(Goal 5)**
 - Support development/adaptation of evidence-based efforts that address community-level risk factors
 - Support development/adaptation of evidence-based efforts that address individual-level risk factors
- Educate community on what targeted violence is and what are effective targeted violence prevention approaches **(Goal 6)**
 - Educate public about radicalization to violence, threats of targeted violence, ways to intervene, and other TVP-relevant topics
 - Increase public willingness, and knowledge of how, to seek help for individuals at risk
- Ensure BI/TATs operate effectively throughout the state **(Goal 7)**
 - Ensure public knows about BI/TATs and how to refer individuals deemed at risk
- Foster community resilience in the aftermath of a targeted violence event and prevent cycles of violence **(Goal 8)**
 - Develop clear and effective action plans for how implementation partners and other stakeholders should engage to foster community resilience and prevent cycles of violence in the aftermath of a targeted violence event
 - Ensure culturally sensitive tailored services are available for individuals, families, and communities
 - Disseminate information to the public about the availability of support
- Facilitate rehabilitation of individuals who previously engaged in targeted violence and/or who became at-risk for targeted violence while in correctional facilities **(Goal 9)**
 - Support in-prison disengagement programs
 - Support provision of wrap-around aftercare/re-entry services
 - Support implementation of disengagement programs for individuals who previously engaged in targeted violence, with or without recent justice system involvement
 - Prepare communities to receive individuals who previously engaged in targeted violence upon their release
- Sustain conducive environment **(Goal 10)**
 - Sustain public awareness and support

2

Behavior Intervention/Threat Assessment Management Teams

Behavior Intervention/Threat Assessment Management (BI/TAM) Teams (BI/TATs), at both the institutional and county levels, are operational teams that implement multidisciplinary approaches to prevent targeted violence and identify needs within their communities.

While there are important ongoing efforts to create, train, and implement BI/TATs, particularly within state educational (K-12 and higher-ed) institutions, statewide institutionalization of an operationally effective, multi-domain, coordinated network of implementation partners is the direction this strategy aims to take.

(Goals 2, 4, 7)

Objectives that support these goals include:

- Ensure BI/TATs operate effectively throughout the state
 - Establish case management system that is comprehensive, user-friendly, safe, and capable of running anonymized reports to facilitate BI/TATs' work
 - Establish secure, effective, and diversified referral system
- Secure participation of key federal, state, and local governmental agencies and non-governmental organizations as strategy implementation partners
- Outline areas of responsibility for each implementation partner within the network
- Ensure strong in-network collaboration and communication strategies
- Provide the guidance and support needed for counties, schools, businesses, and all other interested entities to create and operate BI/TATs
- Ensure that each state county is covered by BI/TATs
- Ensure sufficient locally rooted and well-resourced aftercare services support BI/TATs
- BI/TATs are well-equipped to conduct their work and can collaborate effectively
- BI/TATs are monitored and evaluated for performance effectiveness

3

Resourcing and Governance

The Hawai'i TVP Program is housed within the Hawai'i Office of Homeland Security (OHS). Through pre-established information sharing networks and support mechanisms, the OHS provides a management structure that enables administration of the Hawai'i TVP Program and ensures implementation partners have the necessary information, resources, and guidance to conduct their prevention work. OHS facilitates the Hawai'i TVP Program State Team, which is a multidisciplinary administrative team that identifies unique approaches and promising practices to prevent targeted violence and implements them statewide. The Hawai'i TVP Program State Team liaises across disciplines and provides standardized training and events to connect and educate prevention partners and community members.

The Hawai'i TVP Program provides a variety of resources, including:

- training and events,
- program implementation and evaluation support,
- standardized forms and templates,
- communication and referral hub for network of violence prevention practitioners,
- analytic support, and
- support and consultation for complex cases.

Implementation partners and stakeholders envisioned for this TVP Strategy include:

- Public Safety
 - Department of Law Enforcement
 - › Office of Homeland Security
 - » Hawai'i State Fusion Center
 - Department of the Attorney General
 - Department of Corrections and Rehabilitation
 - Hawai'i State Judiciary
 - County Police Departments
- Health And Human Services
 - Department of Health
 - Department of Human Services
 - Office of Veterans' Services
 - Hawai'i Civil Rights Commission

- Education
 - Department of Education
 - Hawai'i State Charter School Commission
 - University of Hawai'i system
- Emergency Management
 - Hawai'i Emergency Management Agency
 - County Emergency Management/Civil Defense
- Non-Government
 - Private K-12 and post-secondary education institutions
 - Private hospitals and healthcare clinics
 - Mental wellness providers
 - Direct social service providers (e.g., housing, food security, victim support services, immigrant and refugee support, substance abuse rehabilitation programs, suicide prevention and other crisis intervention services)
 - Advocacy and access organizations (e.g. legal services, disability and vocational rehabilitative services, language access)
 - Community groups (e.g., neighborhood groups, communities of faith, youth groups, other clubs and organizations)

While the HSFC and state threat assessment efforts through Threat Team Hawai'i have been ongoing for several years, the establishment of this TVP Strategy adds significant resourcing and governance focus and structure to those efforts as they relate to TVP. Resourcing and governance are key to enabling this strategy to succeed, providing the less-visible structural elements that will underpin the strategy's two other pillars. Cross-cutting goals and their objectives include **(Goals 4, 7, 10)**:

- Build capacity among key stakeholders and agencies
 - Secure funding to provide TVP programming implementation and evaluation support
 - Facilitate TVP programming implementation and evaluation efforts
- Establish unified systems and provide technologies that will facilitate monitoring and evaluation
- Ensure BI/TATs operate effectively throughout the state
 - BI/TATS are monitored and evaluated for performance effectiveness
- Sustain conducive environment
 - Sustain funding



3.1

Statewide Information Sharing

The Hawai'i State Fusion Center (HSFC) is Hawaii's hub for statewide information and intelligence sharing, as well as data analysis. As they apply to targeted violence prevention, the HSFC efforts supports use of evidence-informed methods to accomplish the goals and objectives outlined in this strategy.

This includes the following best practices for data collection and analysis:

- Use of multiple qualitative and quantitative data sources, including
 - **Law enforcement data** to learn **WHERE** violence happens, **WHO** is involved in violence, **WHAT** type of violence is occurring, and **WHEN** violence most frequently occurs.
 - **Public health data** to learn **WHO** is victimized, **WHEN** victimization occurs, and **WHAT** type of victimization is most frequent.
 - **Community organization data** to learn **WHO** is receiving services for involvement in violence, **WHERE** community residents do not feel safe, **WHY** violence is occurring in certain places, **WHAT** are the community's assets and needs, **WHO** are trusted leaders in the community, and **WHAT** are the underlying issues that cause violence.
 - **andscape analysis** to learn about the historical, current, and proposed policies, strategies, and systems impacting the community and community violence.
- Leveraging HSFC's analytical capabilities to inform training efforts and resource allocation.
- Checks for biases in data sources to mitigate their influence; consulting with research or technical assistance partners as necessary.
- Identifying community policies, community comprehensive plans, and local assets and noting existing strengths that can be built upon for TVP efforts, in addition to identifying any needs/gaps.
- Examining local capacity for systems-led and community-based leadership of TVP.

Professional Education, Training, and Consultation

Professional education, training, and consultation support must be strategic and meaningful to ensure program stability and its capacity for success. This often requires both financial and technical assistance to target development of specific capabilities needed to implement this TVP strategy. Whether by facilitating or actual provision of, the availability of these ongoing enabling activities can incentivize the construction of an effective TVP Program. Facilitation of this assistance can also mean steering elements of this TVP Program to Federal programs like the Department of Homeland Security's Center for Prevention Programs and Partnerships (CP3) Targeted Violence and Terrorism Prevention grant program who can provide promising practices, as well as technical assistance.

The overarching goals and their supporting objectives here include:

- Build capacity among key stakeholders and agencies (**Goal 4**)
 - Equip implementation partners with knowledge relevant to targeted violence and best practices in prevention and intervention for different areas of service provision
- Support professional development, learning, and improvement (**Goal 11**)
 - Provide the implementation partners with available up-to-date research evidence and best practices for effective TVP efforts
 - Support professional development of the implementation partners and relevant stakeholders
 - Monitor the strategy implementation
 - Facilitate ongoing learning and improvement activities

3.2

Privacy, Civil Rights, and Civil Liberties

The HSFC is an effective and efficient mechanism to exchange information and intelligence, maximize resources, streamline operations, and improve the ability to prevent targeted violence by analyzing data from a variety of sources. Today's increased security needs not only dictate enhanced information sharing but also highlight the need to balance the sharing of information with the rights of persons in the United States. Ethical and legal obligations compel personnel, authorized users, and participating entities to protect constitutional rights, including privacy and other civil liberties, and civil rights throughout the information sharing process. To accomplish this, appropriate privacy, civil rights, and civil liberties protection policies must be in place.

A privacy, civil rights, and civil liberties (P/CRCL) policy is a written, published statement that articulates HSFC's position on how it handles the personally identifiable information (PII) and other personal, sensitive information it seeks, receives, or uses in the normal course of business. Civil rights and civil liberties protections are clearly expressed in the HSFC P/CRCL policy. The purpose of a P/CRCL policy is to articulate within the HSFC, to external agencies that access and share information with the center, to other entities, and publicly that the center will adhere to legal requirements and policy and procedural provisions that enable gathering and sharing of information to occur in a manner that protects constitutional rights, including personal privacy and other civil liberties, and civil rights.

In addition, TVP programming will protect P/CRCL by training stakeholders in the applicable law and supporting program development that reflects the values inherent in the law.

3.3

Legislative Framework

As a legislatively assigned office, the Office of Homeland Security's (OHS') responsibilities are defined in the Hawai'i Revised Statutes (HRS). OHS is established by Act 175, passed by the 2013 State legislature, codified in HRS § 128A⁴, and added to in 2015 with HRS § 128B⁵. Updates to HRS § 128B – adjusting the current language that connotes a singular position to that which describes a statewide program – were introduced in the 2022 Legislative Session and their intent are generally reflected in the below.

HRS § 128A established OHS and its responsibilities, while HRS § 128B established additional powers and duties relative to cybersecurity.

HRS § 128A's purpose is to "provide for all homeland security functions of this State and its counties" through the following:

- Provide for homeland security by the State and to authorize the creation of organizations for homeland security in the counties of the State; and
- In coordination with county agencies, other state and federal agencies, and the private sector, provide programs to educate and train publicly and privately employed workers and the general public to be prepared for potential attacks.

HRS § 128A provides Office of Homeland Security leadership the discretionary authority to:

- Prepare comprehensive plans and programs for homeland security and homeland defense; provided that these plans and programs shall be integrated and coordinated with the plans of the counties and the federal government to the fullest possible extent;
- Make studies and surveys of the vulnerabilities of critical infrastructure and essential resources in this State as may be necessary, and participate in planning for their protection;
- Develop and maintain a list of critical infrastructure, coordinating the list with the counties of the State, other state agencies, federal agencies (including the Departments of Defense and Homeland Security), the private sector, and other agencies and organizations as necessary;
- Develop and maintain a capability to process security-clearance applications for civilian workers of the state and county governments;
- Foster coordination on security matters with all nations of the Pacific region to the extent permitted under federal law, including but not limited to coordinating planning efforts, as appropriate; sponsoring discussions and seminars; and hosting periodic international conferences; and
- Solicit and manage funding, including but not limited to grants from the federal government, funds from other divisions in the department of defense and other state agencies, and funds to provide personnel support to the Office of Homeland Security.

HRS § 128B added to the Office of Homeland Security authorities, requiring partnering with specific entities and development of the requirements for the components of a cybersecurity program, such as 'improving cyber resiliency within the State and its critical infrastructure network by using existing resources within the State.'

Building on the above legislative foundation is critical to establishing the Hawai'i TVP Program as envisioned by this Strategy. It is also a process, by which this strategy intends to meet the twin goals of first securing a conducive environment for strategy implementation and then sustaining that environment. **(Goals 3, 10)** The objectives underpinning these goals are first, ensuring political will and community buy-in and secondly, sustaining both.

At the time of development of this TVP Strategy, two significant legislative proposals are in development for a future legislative session. One encompasses formal establishment of the HSFC. The second mirrors the vision and scope of this strategy. The following descriptions reflect the current state of conceptual language of those proposals, the specific content of legislation being subject to change during the legislative process.

Hawai'i State Fusion Center:

The proposal currently being shaped through the development of this TVP Strategy and would establish in statute the HSFC under the Office of Homeland Security as described in HRS § 128A. The basic legislative proposal will be considered for re-proposal to include requirements for the HSFC to:

- Be continually staffed to monitor all crimes and hazards and shall be the focal point for sharing local, national, and international information and context with the national level intelligence community;
- Collaborate among all levels of government to receive, analyze, and disseminate threat-related information in coordination with multi-disciplinary partners; and
- Establish a joint integration center to:
 - Integrate information technology, cybersecurity, and cybercrime prevention, and cyber and analytic capabilities, and to improve situational awareness related to critical infrastructure or key resources protection of lifelines;
 - Coordinate with local, state, and federal agencies for asset response activities to include:
 - › Furnishing technical assistance to affected entities to protect their assets, mitigate vulnerabilities, and reduce impacts of cyber incidents;
 - › Identifying other entities that may be at risk and assessing their risk to the same or similar vulnerabilities;
 - › Assessing potential risks to the State or region, including potential cascading effects, and developing courses of action to mitigate these risks;
 - › Facilitating information sharing and operational coordination to respond to threats; and
 - › Providing guidance as to how best to utilize federal resources and capabilities in a timely, effective manner to speed recovery; and
- Provide intelligence support and related activities, facilitate the building of situational threat awareness and sharing of related intelligence, including the integrated analysis of threat trends and events, the identification of knowledge gaps, and the ability to degrade or mitigate adversary threat capabilities.

Targeted Violence Prevention:

The current proposal being crafted was also matured through the development of this TVP Strategy and will be considered for proposal in future legislative sessions, focusing on:

- formally establishing a targeted violence prevention program within the state office of homeland security;
- requiring establishment of behavioral intervention/threat assessment management teams in K-12 and higher educational institutions, public and private
- mandating reporting, referral, and collaboration mechanisms; and
- authorizing program resourcing and governance.

APPENDICES

Appendix A – References

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Appendix B – Definitions

Attack means any attack or series of attacks by anyone causing, or which may cause, damage or injury to persons or property in the United States in any manner by the use of chemical, biological, radiological, nuclear, explosives, firearms, cyber, or other weapons or processes; and any form of hostile action⁶.

Bodily injury⁷ means physical pain, illness, or any impairment of physical condition.

Disruption to agency operations includes but is not limited to obstructing government operations as defined in HRS § 710-1010, or physical inconvenience, alarm by persons present on agency premises and/or employed by the agency, hazardous or physically offensive conditions, or impeding or obstructing movement on agency premises except in connection with a labor dispute⁸.

Domestic Terrorism means activities that involve acts dangerous to human life that are a violation of the criminal laws of the United States or of any State; Appear to be intended to:

1. to intimidate or coerce a civilian population;
2. to influence the policy of a government by intimidation or coercion; or
3. affect the conduct of a government by mass destruction, assassination, or kidnapping; and occur primarily within the territorial jurisdiction of the United States⁹.

Homeland security means a concerted effort to:

- *Prevent terrorist attacks within the United States;*
- *Reduce the State's vulnerability to attacks and terrorist activities; and*
- *Minimize the damage and recover from attacks that occur*¹⁰.

Serious bodily injury¹¹ means bodily injury which creates a substantial risk of death, or which causes serious, permanent disfigurement, or protracted loss or impairment of the function of any bodily member or organ.

Substantial bodily injury¹¹ means bodily injury which causes:

1. A major avulsion, laceration, or penetration of the skin;
2. A burn of at least second-degree severity;
3. A bone fracture;
4. A serious concussion; or
5. A tearing, rupture, or corrosive damage to the esophagus, viscera, or other internal organs.

Targeted violence¹³ means acts dangerous to human life that are in violation of the criminal laws of the United States or of any State and that: a) involve a degree of planning and b) involve a pre-identified target including: i) individual(s) based on actual or perceived identity traits or group affiliation or ii) property based on actual or perceived identity traits or group affiliation; and 2. appears intended to: a) intimidate, coerce, or otherwise impact a broader population beyond the target(s) of the immediate act; or b) generate publicity for the perpetrator or his or her grievances; and 3. occurs within the territorial jurisdiction of the

United States; and 4. excludes acts of interpersonal violence, street or gang-related crimes, or financially motivated crimes.

Terrorism means an act that is dangerous to human life or potentially destructive of critical infrastructure; and is a violation of the criminal laws of the U.S., or any state or other subdivision of the U.S.; AND appears to be intended to intimidate or coerce a civilian population, influence the policy of a government by intimidation or coercion, or affect the conduct of a government by mass destruction, assassination, or kidnapping¹³.

Threat assessment¹⁴ means a product or process of evaluating information based on a set of criteria for entities, actions, or occurrences, whether natural or human-made, that have or indicate the potential to harm life, information, operations and/or property¹⁵.

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