

## Appendix C: Funding Sources for Cities

The cost of responding to a mass shooting can be enormous. This appendix provides an overview of funding sources that cover the following categories of potential expenses faced by the community:

- Crime Victim Compensation
- Law Enforcement Expenses
- Emergency Response Costs
- Family Assistance and Resiliency Centers
- School Shooting Response

This list is necessarily incomplete, especially where state resources are concerned, but provides pointers to guide your research.

### Crime Victim Compensation

Both federal and state agencies provide direct financial support to victims of crime, including victims of a public mass shooting. Victim advocates or your staff can help connect victims to these compensation sources, which are summarized below.

### State Funding

Each state's victim assistance program is different, but most are funded by VOCA grants to states. The Victims of Crime Act (VOCA) Compensation program provides grants to every state, the District of Columbia, and every territory to fund eligible crime victim compensation programs. Victim advocates can help the victims and family members understand whether they are eligible for payment and identify any barriers to receiving compensation. Generally speaking, crime victim compensation programs pay for out-of-pocket expenses, including medical care, mental health counseling, lost time at work, and funerals.

Note that these funds are often capped for each victim. If a victim accepts funds from another source (such as from a victims' fund) to cover an expense the state funds would have covered, they cannot also receive those funds from their state program.

## Key Resources: Crime Victim Compensation and VOCA Funding

**National Association of Crime Victim Compensation Boards, Compensation Protocol:** A guide to Responding to Mass-Casualty Incidents: This manual provides managers and staff of crime victim compensation programs with an updated mass casualty protocol that reflects newly identified practices and lessons learned from those who have responded to mass casualty events. <https://ovc.ojp.gov/library/publications/compensation-protocol-guide-responding-mass-casualty-incidents>



**Office for Victims of Crime (OVC) and American Red Cross (ARC), Responding to Victims of Terrorism and Mass Violence Crimes:** Coordination and Collaboration Between American Red Cross Workers and Crime Victim Service Providers. OVC and ARC fill critical and complementary roles in assisting victims of terrorism and mass violence. This publication discusses the emotional and psychological effects of a disaster, the disaster's effects on targeted groups, and the effects of media coverage. It also discusses the importance of knowing state and local crime victim assistance and compensation agencies that may be able to help in the wake of disaster.

<https://ovc.ojp.gov/sites/g/files/xyckuh226/files/publications/infores/redcross/ncj209681.pdf>

**For more information, see the VOCA website:**

<https://ovc.ojp.gov/program/victims-crime-act-voca-administrators/welcome>

**VOCA grants to states:** <https://ovc.ojp.gov/help-for-victims/help-in-your-state> and <https://ovc.ojp.gov/program/victims-crime-act-voca-administrators/welcome>

## Federal Funding

### AEAP

The Antiterrorism Emergency Assistance Program (AEAP) of the U.S. Department of Justice provides technical assistance and compensation to institutional applicants such as state victim assistance and compensation programs, public agencies, Indian tribal governments, U.S. Attorneys' Offices, and higher education institutions. Grants are by invitation only, but you may contact your state agency to learn whether you might be invited to access AEAP funds for victim services.

### FEMA

In the event of a major disaster declaration, as in the case of a hurricane or major terror attack (like 9/11), the Stafford Act authorizes funding through the FEMA Individual Assistance (IA) program, which offers reimbursement to individuals for emergency services like shelter and medical expenses. See FEMA Individual Assistance for more information.

To be eligible for general FEMA funding to reimburse costs related to a mass shooting, a city must provide evidence of extensive property damage, such as damage caused by fire or an explosion, or demonstrate exhaustion of local resources. At the time of this writing, general FEMA funds have not

been granted to any city to cover the cost of responding to a mass shooting as they have for other “major disasters.”<sup>1</sup> In the case of the Pulse shooting, the request for FEMA funding was denied based on failure to show an “unmet need” not covered by state/local response.

### **SBA Disaster Loan Program**

However, FEMA also offers the SBA Disaster Loan Program to provide low-interest loans for costs incurred by municipalities or businesses that are not covered by insurance or other sources. Orlando obtained a number of SBA loans, totaling \$353k, to assist local businesses that were impacted by the Pulse shooting.

#### **Key Resource: Congressional Research Service Report on FEMA funding**

**A report explaining the applicability of Stafford Act Assistance to acts of terrorism and public mass shootings is available at this link:** <https://fas.org/sgp/crs/homesecc/R44801.pdf>



Information about the SBA Disaster Loan Program is available at this link.  
<https://www.sba.gov/funding-programs/disaster-assistance>

## **Law Enforcement Expenses**

### **Police Overtime**

Police overtime pay is a major expense following a public mass shooting. There are two federal sources of funding to consult.

#### **EFLEA**

The Emergency Federal Law Enforcement Assistance (EFLEA) Program can help municipalities and law enforcement agencies mitigate the cost of responding to a mass shooting, including to cover emergency costs borne by police departments. Note that it is often by invitation only.

#### **JAG Program**

The Justice Department’s Byrne Justice Assistance Grants (JAG) program provides grants to public safety organizations for overtime or other “precipitous” increases in expenses resulting from mass violence. Both state agencies and local governments are eligible to apply, so you may need to coordinate your plans for an application with your state’s law enforcement agency. After the school shooting in Parkland, the Florida Department of Law Enforcement received a JAG grant of \$1 million to defray overtime costs for police from 18 different agencies that responded to the shooting.<sup>2</sup>

### **Death or Injury of a Law Enforcement Officer**

The Public Safety Officers’ Benefits Program (PSOB) provides death and educational benefits to the survivors of fallen law enforcement officers, firefighters, and other first responders, and disability benefits to officers catastrophically injured in the line of duty. For more information, please see the Bureau of Justice Assistance website.

## Law Enforcement Mental Health and Wellness

There are funding opportunities available through the Community Oriented Policing Services (COPS) office that cover mental health expenses for law enforcement agencies. More information is available at this link.

## Emergency Response Costs

### Federal Funding: AEAP

In addition to providing crime victim compensation as mentioned above, the Office for Victims of Crime offers three other funding streams through its Antiterrorism and Emergency Assistance Program (AEAP): (1) crisis response (2) consequence management, and (3) criminal justice support. While applications are by invitation only, local governments are among eligible applicants. Note that the office encourages applications to be coordinated with state agencies and local chapters of organizations such as the American Red Cross and United Way. Consultants at the Office for Victims of Crime Training and Technical Assistance Program can help you determine whether your city may be eligible to apply for AEAP funding and prepare you to meet application requirements if invited.

### State Funding

States employ a variety of strategies to mitigate the costs of disasters within their jurisdictions. In many ways, state agencies are the front line of disaster response, paying upfront for costs that may later be reimbursed by the federal government. For example, Texas released \$5.5 million in funding after the El Paso shooting to pay for psychological first aid, state behavioral health services, county reimbursements related to the prosecution, school-based mental health services, a resiliency center, and more.<sup>3</sup> Therefore, consult state public health agencies, emergency response agencies, and state law enforcement to identify potential grant opportunities, which may include:

- Disaster account or flexible contingency funds that can be used to cover costs from natural disasters or emergencies (guidelines vary by state).
- Rainy day or reserve funds (nearly half of the states allow these funds to be used for emergencies).
- Moving funds between state agencies (transfer authority) or authorizing funds within an agency's budget to be used for disaster relief (sometimes made possible by the state declaration of emergency).
- Note that some of these funding resources may only be used to cover the costs borne by the state in responding, rather than expenses incurred by the city's response.

## Family Assistance and Resiliency Centers

The Office for Victims of Crime Training and Technical Assistance Center (OVC TTAC) consultants can help you write a grant proposal for OVC funding to help fund a Resiliency Center (RC) for a limited period. Other potential funding sources include state funds, the United Way, and private foundations. For example, the state of Florida and Heart of Florida United Way partnered to fund the Orlando United Assistance Center. In Texas, the state provided funding for the RC in El Paso.

## School Shooting Response

There may be additional costs unique to a school shooting, in addition to those covered by the other funding sources listed in this Appendix. Eligibility for most funding opportunities is limited to local educational institutions. Work with the affected school to determine if the city can help identify resources to meet specific needs.

One possible resource is the Project School Emergency Response to Violence (SERV), which is usually limited to local educational institutions but may be relevant for municipalities. Local education agencies (LEAs) and institutions of higher education (IHEs) that have experienced a traumatic event of “such magnitude as to severely disrupt the teaching and learning environment” are eligible to apply.

### Endnotes

<sup>1</sup> CONGRESSIONAL RESEARCH SERVICES, *Stafford Act Assistance and Acts of Terrorism*, 2019, <https://fas.org/sgp/crs/homsec/R44801.pdf>.

<sup>2</sup> DEP'T OF JUSTICE, *Justice Department Announces \$1 Million to Florida Law Enforcement and First Responders who Supported the Parkland High School Shooting*, 2018, <https://www.justice.gov/opa/pr/justice-department-announces-1-million-florida-law-enforcement-and-first-responders-who>.

<sup>3</sup> OFFICE OF THE TEXAS GOVERNOR | Greg Abbott, *Governor Abbott Meets With Lawmakers Following El Paso Shooting*, 2019, <https://gov.texas.gov/news/post/governor-abbott-meets-with-lawmakers-following-el-paso-shooting>.