

INCIDENT DIAGNOSTIC

School Violence Prevention and Preparedness Lessons from a Shooting Incident at Farrington High

Prepared for Farrington High School

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School Violence Prevention and Preparedness

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Introduction

Violence on school campuses is a growing problem across the nation, and Hawaii is no exception. How prepared we are to respond to these incidents and to prevent their future occurrence will shape the school environment for the future and, consequently, the academic achievement of students. One way to better prepare for these occurrences is to examine past incidents and our responses to them. By learning from the past, we can prepare for similar or more severe events that may arise in the future.

This diagnostic examines one incident, involving a pellet gun on the campus of Farrington High School that took place on September 27, 2006. The purpose of the diagnostic is to a) deepen our understanding of the social dynamics of such conflicts, b) examine the school response to the incident, and c) generate recommendations for further consideration. This diagnostic examines the four areas of crisis planning outlined by the U.S. Department of Education in *Practical Information on Crisis Planning: A Guide for Schools and Communities*.¹ These areas are:

- MITIGATION AND PREVENTION – Taking steps to reduce or eliminate risk to life and property
- INCIDENT RESPONSE – Taking steps to respond during a crisis
- RECOVERY – Restoring the learning and teaching environment after a crisis
- CRISIS PREPAREDNESS – Planning for worst-case scenarios

This study was conducted in November 2006, nearly two months after the incident by the Asian and Pacific Islander Youth Violence Prevention Center at the University of Hawaii at Manoa. School personnel scheduled 14 interviews with first line respondents, including 5 administrators, 1 teacher, 1 social worker, 1 counselor, 2 security personnel, 1 facilities supervisor, 1 administrative support staff, 1 district safety officer, and 1 public health nurse. The principal investigator conducted individual semi-structured interviews that lasted 1 to 2 hours each on the school grounds between November 15-29 2006. The questions explored three areas of inquiry: a) understanding the incident, b) understanding the response to the incident, and c) gaining insights and lessons that can be applied to future planning, policy and training.

¹ U.S. Department of Education, Office of Safe and Drug-Free Schools, *Practical Information on Crisis Planning: A Guide for Schools and Communities*, May 2003.

School Violence as a National and Local Problem

The topic of school violence has gained greater national attention over the past decade. According the 2005 Youth Risk Behavior Surveillance, an annual nationwide survey of risky youth behaviors,

- 13.6 percent of students had been in a physical fight on school property;
- 7.9 percent of students had been threatened or injured with a weapon on school property;
- 6.5 percent of students had carried a weapon on school property;
- 6.0 percent of students had not gone to school because of safety concerns;
- 29.8 percent of students had their property stolen or deliberately damaged on school property.²

Gun related violence and gang or group related violence has become a particularly serious concern. Incidents involving guns or identity groups have the potential to escalate quickly and have a higher level of intensity for the following reasons:

- Gun violence often leads to more serious injuries and, subsequently, greater antagonisms;
- Gun violence often inflicts injury upon innocent bystanders and persons only indirectly associated with the primary protagonists;
- Conflicts involving individuals associated with “identity groups” tend to draw in other members associated with that group;
- Group involvement can embolden adversaries who may not take such extreme or retributive action otherwise;
- To the extent that gangs or other types of identity groups also define their membership along ethnic, religious or other group marker, intergroup conflicts can also travel along ethnic or other divides, leading to widened conflict.

Violent offenses constitute a substantial proportion of youthful offenses on school grounds. Between 2000-2004, there were 589,534 offenses committed on school and college campuses across the US involving 688,612 offenders.³ Among those arrested, over one-third (37.6 percent or 68,308 persons) were for violent offenses. In more than half the cases (52.1 percent), the victim and offender were related as “acquaintances” while one fourth (24.5 percent) were “otherwise known” but not related. In cases with known weapons, the vast majority of weapon types were personal weapons such as hands, fists, and feet (77.5 percent), while knives were used in 8.6 percent of the cases and guns in 2.7 percent of the cases.

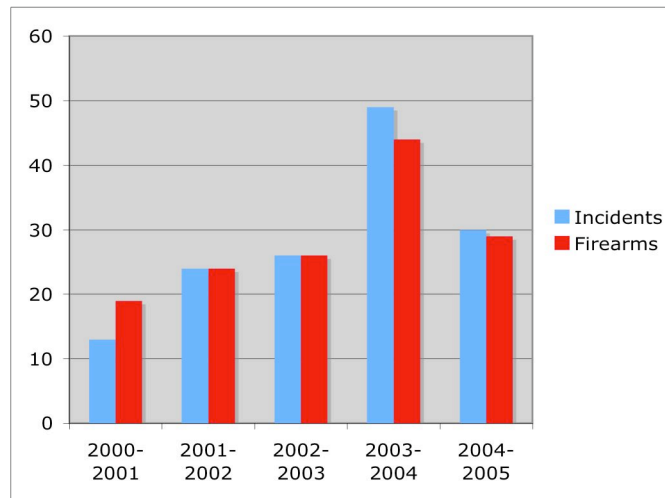
² Eaton, Danice K., Laura Kann, Steve Kinchen, James Ross, Joseph Hawkins, William A. Harris, Richard Lowry, Tim McManus, David Chyen, Shari Shanklin, Connie Lim, Jo Anne Grunbaum, Howell Wechsler. 2006. “Youth Risk Behavior Surveillance—United States, 2005.” *Morbidity and Mortality Weekly Report*. Surveillance Summaries. WDC: U.S. Department of Human Services, Centers for Disease Control. The Youth Risk Behavior Surveillance (YBRBS) summarizes results from the national survey, which reports the occurrence of these measures within a given time period, usually in the past 30 days to one year prior to the survey date.

³ U.S. Department of Justice, Federal Bureau of Investigation. (Forthcoming). Synopsis of Crime in Schools and Colleges: A Study of National Incident-Based Reporting System (NIBRS) Data. A study was conducted on crime in schools and colleges by the National Institute of Justice of the National Incident-Based Reporting System (NIBRS) to which 20 percent of law enforcement agencies across the nation report their crime data. This analysis showed that between 2000-2004, 3.3 percent of reported incidents occurred at schools. Of the 688,612 campus offenders, 181,468 persons were arrested in connection to the incidents. The largest offender age group was 13-15 year olds (38.0 percent) followed by 16 to 18 year olds (30.7 percent) and 19 years or older (18.2 percent). Youth 10 to 12 years old (11.0 percent) and those 9 years old and younger (2.1 percent) comprised the remainder of offenders by age group.

Overall, the level of violence in Hawaii public schools is much lower than many school districts across the nation. However, the number of incidents involving firearms in Hawaii schools has steadily increased in recent years, with an upward spike in 2003-2003.⁴ The most common type of firearm was the air gun or air pistol, which was involved in an average of 21 incidents per year.⁵

The Hawaii Department of Education has various policies and guidelines to monitor and address this problem. Policies range from the Health, Wellness and Safety Policy (Board Policy 1110-6) and Student Code of Conduct Policy (Board Policy 4010) to the Classroom Discipline Policy (Board Policy 2290) and Youth Gangs Policy (Board Policy 4400). Policies and procedures are also contained in the Hawaii Administrative Rules under “Student, Misconduct, Discipline, School Searches and Seizures, Reporting Offenses, Police Interviews and Arrests, and Restitution for Vandalism” (Chapter 19, HAR).

Number of Firearms Incidents and Number of Firearms Reported in Hawaii Public Schools, 2000-2005



Source: Hawaii Department of Education, Reports to the Legislature, 2001-2006.

Existing Mitigation and Prevention Measures

Individual schools, including Farrington High School, have a “School Safety and Emergency Crisis Plan” that covers administrative, teacher and security responsibilities for preventive actions and crisis response. There is also a district Emergency Procedures Guide (Volumes 6 & 7) that includes checklists of things to do in the case of emergencies. School personnel are trained to respond according to these policies and procedures.

Farrington High has also taken certain measures to lessen the risk of delinquency-related problems. Some of these were instituted after the incident, but most were in already place. These practices include:

³ See Hawaii Department of Education, Annual Reports to the Legislature, Mandatory Expulsion Policy for Possession of a Firearm, School Years 2001-2006. <http://doe.k12.hi.us/reports/tolegislature/index.htm> (accessed 26 November 2006).

⁵ With the revision of Chapter 19, Hawaii Administrative Rules, in May 1997, the definition of "firearm" was expanded beyond the federal and state laws to include air guns (which include BB guns or pistols, pellet guns, and CO2 or paint guns). From 2001 to 2006, air guns were involved in 17, 18, 18, 35, and 18 incidents for each of those years respectively.

1. Administrators annually review Chapter 19 and teachers review it in class so that students are aware of disciplinary policies and expectations.
2. Security begins to sweep the campus 5 minutes after dismissal to get students to leave the grounds unless they have some business to stay.
3. Security patrols possible trouble spots when they hear rumors that a fight might break out.
4. Security guards will pursue students who move their fights from campus to adjacent areas.
5. There is a recently revised morning lockout to increase punctuality and to decrease loitering. If students arrive late to class (after 8:20) and do not have a pass, they are made to pick up rubbish or pull weeds. There is graduated punishment: 3 tardies require one-hour of after school detention; 4-6 tardies require 2 hours of after school suspension; no-shows require a one-day suspension; 7 or more tardies or no-shows require a five-day suspension and parent conference. If students participate in a fight, they are suspended and/or may not participate in graduation ceremonies if he or she is a senior. They must also bring a parent or guardian in for a conference in order to return to school.
6. There are various programs and activities to prevent violence, including:
 - Anti-bullying Program – Every 9th grade student goes through an anti-bullying course that teachers are trained to facilitate.
 - Peer Mediation Program – Peer mediators are trained and help to facilitate the resolution of conflicts among students as they arise.
 - Community partnerships – Kalihi YMCA, Adult Friends for Youth and Susannah Wesley Community Center are three community organizations that assist with gang and high-risk youth.
 - Programs such as anger management, counseling, Summer Bridge program, and Spirit of Aloha (culinary and computer based curriculum) are available for students who staff identify as facing risks and possibly benefiting from those programs.
 - Guidance for all students is enhanced in a number of ways, including the assignment of each student to an advisor, 9th and 10th grade Guidance curriculum, and the Positive Behavior Support System.

2. Incident Background

On September 27, 2006, a fight broke out at Farrington High School after classes ended. Weapons included a pellet gun and a knife. Three teens were injured, including two students, one of whom lost an eye after being shot with the pellet gun. There are various recollections of the encounters. This narrative is an attempt to piece the information gathered through interviews into a coherent account. It is important to acknowledge that

this description is neither complete nor comprehensive; there may be important pieces of missing information held by those not interviewed within the scope of this inquiry, such as students and law enforcement officers.

The individuals and groups involved

Note: The names of students and participants are pseudonyms. Real names have been changed to protect the identity of the individuals involved. In the case of school personnel, their titles and initials were used.

The two primary protagonists were Frank and Ralph:

Frank was a former student of Farrington High School who left before graduating and was recorded as attending an adult program at McKinley High School. He was known to be part of INR (Insane Notorious Realists) along with his younger brother, a former Farrington student.

Ralph is currently a 10th grade Farrington High School student. He is part of a break dance group that practiced daily after school in front of the auditorium. He is enrolled in the Special Education program at Farrington and not known to be a behavioral risk.

There were a number of secondary participants:

James is Frank's friend who was among the group in the red car and allegedly shot Jake with the air gun. He is a 16-year old former Farrington High School student who had been released to a community-based alternative program after getting into a gang-related fight earlier in the year.

Jim is an 11th grade Farrington High School student who lives in Ewa but attended Farrington under a geographic exemption. He was braised by a pellet during the shooting.

Allen is 19 years old and not a Farrington High School student. He is a friend and "brother" of Ralph (Ralph's divorced dad's girlfriend's son; Ralph lives with his birth mom) who apparently came to school to protect Ralph.

Jake is an 11th grade Farrington High School student thought to be associated with Corrupt. He was shot with a pellet gun and lost an eye in the injury.

Joe is an 11th grade Farrington High School student and thought to be peripherally associated with GXR. He was detained by police and released later that night.

Some of the individuals were involved in gangs and cliques. Those who came onto the campus to fight were from INR (Insane Notorious Realists). Different groups on campus

apparently disliked INR and there was a history of conflict between INR and various groups. Some of these past conflicts included:

- September 2005. INR vs. BWA (Ilocano acronym translated as ‘Friends Don’t Back Down’; members are Filipino immigrants rather than “local” Filipino youth)
- December 2005: INR vs. Implicit Styles (crew) in which Implicit Styles felt INR did not show respect based on age, which became their cause to take action.
- March 2006: INR vs. GXR in which fights broke out on campus and in the community multiple times. Actions included vandalizing each other’s homes. In this case, the groups had come to a mediated settlement that later broke down.

Due to these past conflicts, gangs with whom INR had past conflict were not hesitant to band together in against them. All four aforementioned gangs are comprised of Filipino youth. INR members tended to be economically better off than their less established counterparts. Some had cars that were bought by hardworking parents, a luxury that most did not enjoy.

Other gangs that happen to have Filipino student members on campus include Corrupt, 2XF, 808’s, BBI, 2 Extreme Gentlemens along with several girl gangs. One known multiethnic gang with Samoan, Hawaiian and Micronesian members is ESPG, with students who live in Kalihi Valley Homes (aka ‘Kam IV’) public housing. There is some overlap in membership. For example, some in IS (which is more of a crew than a gang) are also in Corrupt. INR appears to be forming some ties with Westside Islanders, a group at Mc Kinley High School. Adult Friends for Youth is working with this McKinley group. INR also has two 9th graders at Farrington and a younger set at Kalakaua. Many of those groups who fit the description of a gang (rather than more informal crews or break dance groups) have older members who are leaders off campus.

INR and Corrupt have also had a history of conflict. When the two groups have gotten into fights, the seniors between the two groups have had the younger ones to do the fighting. The younger members want to “be known” and they see themselves “doing what a true friend would do” in taking on the fights. Though most of the fights between groups take place off campus, they sometimes spill onto campus.

The gang problem continues to change in magnitude and character. Gang activity had decreased in the late 1990s, but some note that it seems to be picking up again. Some students enter Farrington with gang identification that begins during their years at Dole and Kalakaua Middle schools. Some staff suspect the older gang members are currently recruiting younger members more actively than in the past. At Farrington, gangs have toned down their physical visibility in response to school policies of banning rags and traditional gang wear. However, students are found with more subtle insignia on their clothes or with something done with their clothing, like turning one pant leg up.

Precursor to the Fight

The incident was based in a personal conflict between two individuals: Frank and Ralph. Frank sought a fight with Ralph after finding out that Ralph kissed his girlfriend, who is also the mother of his child. Ralph had been going to Frank's house and speaking with Frank's girlfriend. Frank worked as a security guard at a parking lot and attended adult school at McKinley High where his girlfriend attended high school. Apparently, some friends were hanging out at a residence when Ralph ("accidentally" as he put it) kissed Frank's girlfriend. Frank soon found out and decided to take action.

Frank had gone to school the day before the shooting incident and started a fight with Ralph that was quickly broken up by school personnel. Ralph felt that Frank would continue to pursue him and seemed to expect a second encounter.

The Incident and the School Response

On Wednesday, September 27th, the day after the first scuffle, Frank's friends dropped him off on the Houghtailing side of the school. He set out to look for Ralph at his regular hangout. Ralph is among a group of break-dancers who routinely practice in front of the auditorium. Frank and Ralph got into a physical fight that centered on the lawn directly in front of the auditorium. Both Frank and Ralph had at least one friend each who were present to either help or protect them. One was Allen, a "brother" of Ralph who came to school armed with a knife after Ralph told him what happened the previous day. Knife marks were later found on Frank's torso along with scratches and bruises on his back, head and eye area. The other was a friend of Frank, possibly James, who may have taken a shot with his BB gun, as one of the students suffered a pellet bruise on his chest during the fight in front of the auditorium. This last piece of information did not surface until 2 weeks later when a male witness came forth to describe the boy who shot the pistol in the auditorium area.

When the fight began, a band student ran into the administration offices to alert the staff. VP BC proceeded to call 911 and police arrived within 5 minutes; this was at approximately 3:40 pm. VP LH, VP AK and Counselor AT immediately ran toward the crowd gathered around the fight, yelling, "Stop! Get back! Move away! Go home!" Most of the students immediately peeled away. However, the inner circle tightened up around the fight as if to aid its continuation.

As staff tried to break up the fight, the crowd scattered in several directions. Some students pursued Frank, who was trying to escape makai towards the bus stop on King Street away from the angry crowd. He later told Counselor AT that he started running away when he saw a knife (most likely the one that Allen pulled out). VP AK saw about 6 or 7 boys pursue Frank to the bus stop and punch him and stomp on him until the security guards caught up and intervened. These students may have shared the sentiment that some students later expressed that it was unfair for an older person to pick on a younger freshman (obviously not knowing what Ralph had done to instigate Frank).

A substitute security guard picked up the injured Frank and took him to the health room. Counselor AT saw his injury and got ice from the front office refrigerator. She got paper towels and supplies as she noticed his head was starting to swell. He was later placed in the main office and eventually in the Principal's office under the care of Nurse DF and watch of Facilities supervisor DF. Nurse DF administered first aid for cuts and bruises to the eye, head and torso. Frank was initially very agitated, saying, "I want justice done...they hurt me." Over time, he calmed down.

As VP LH initially entered the scene to break up the main crowd, she spotted one male student with a knife. As the crowd dispersed, he headed northwards towards Vance Drive with several friends. She told Security officer LF to follow him. Security officer LF along with Counselor AT and VP LH followed the suspect who turned out to be Allen, who had come to campus to protect Ralph. Security officer LF rounded up Allen and 4 of his friends. He sat them under the tree near the auditorium and he and VP LH asked them questions. He spotted the knife under the car after a female friend of Allen's allegedly placed it there. VP LH told her to go home. Two HPD officers interviewed those 5 youths at the auditorium and confiscated the knife. 3 HPD officers detained 3 of the 5 and took them away.

A third group had left the fight scene and was headed to their cars in the parking lot next to the library. This group was not directly involved in the initial fight, but had been onlookers, many of them thought to be associated with another group (GXR or Corrupt). As they crossed the library parking lot towards the recycling bin and bus stop area, a red car drove by with Frank's friends. It is not clear what exactly transpired, but it appears there was yelling between the group of students in the parking lot and the young men in the car. One of the passengers, now thought to be a non-student named James, either stepped out of the car or hung his torso out of the car and aimed the pellet gun at the group of students. He fired at least two shots at the students who were, by then, close to the fence, with some apparently facing the car. One pellet struck Jake in the eye.

Jake then walked towards the King Street driveway followed by a crowd. VP AK was the first to arrive. Staff had him lie down. Some students were screaming. About 15 boys had gathered under the large tree, visibly angry, while others were running around. Teacher IT walked to the parking lot and instructed, "All you guys who have nothing to do with this, get out of here!" She told Security guards to keep the remaining 11 guys together. They took them to the classroom (room 121). For the first 10 to 20 minutes, the boys were extremely agitated, feeling they were being held as criminals when they viewed themselves as victims. Many of the boys were on their cell phones and were anxious to get to the hospital to check on their friend. Staff tried to calm them down and reassure them that they and their friend would be taken care of. Teacher IT noticed that two in particular were very upset. They were in Room 121 for about an hour and then moved to the air-conditioned library after around 5 pm where they were held for about another hour. Social Worker AC and other staff got food and fed the students, as it was dinnertime. They helped to calm them down and wanted to make sure the students knew that they were cared for. VP AK, teacher IT and Principal CP were also on the scene in

the library until they left to begin calling parents. Secretary VE began looking up the names that students were dropping as to who they thought did the shooting.

Most of the staff had been quickly alerted to this shooting in the parking lot through various communications, though most were not aware it was related to initial fight in front of the auditorium. When the shooting occurred, Security officer LV got a call on his cell from a student notifying him that another student got shot; he told fellow Security officer MP to check on that incident. VP BC and others heard the news over the walkie-talkie and headed to that area. Police who were at the auditorium also directed VP LH to the library parking lot where the shooting took place.

Medical professionals were quick to respond to both victims, Jake who was shot and Frank who was beaten. In the case of Jake, the paramedics arrived minutes after the emergency call. They quickly assessed him, administered first aid, inserted an I.V., and drove him to Queen's Medical Center where he was treated and later questioned by detectives. In the case of Frank, public health nurse DF, who was summoned from the Teen Center office, administered first aid with logistical support from Facilities supervisor DF who helped gather medical supplies. Though it took some effort to find cold packs, the necessary first aid was administered.

In the case of Frank, both Facilities' DF and Nurse DF strongly encouraged Frank to go to the doctor and offered to contact his doctor, but Frank could not come up with his doctor's name. They were not aware that he was the perpetrator of the fight, as his explanation to them painted himself as an innocent victim. At one point in time, Frank arranged for his friends to pick him up and said they would come in a red car. When Frank saw the car on Vance Drive, nurse DF walked Frank to the waiting car. The car had his friends, including the shooter, inside. But when Frank was a few steps from the car, nurse DF summoned him back at VP WH's prompt to talk to the police before leaving ("or else they will have to interview you at your home," which Frank apparently didn't want). He returned with nurse DF to the administration offices where police interviewed him and took photos of his injuries. His friends were left to wait for him, which led to their capture and arrest.

District personnel also responded quickly with assistance. Principal CP called the district office at approximately 4:15. Several district personnel, including Acting State Superintendent Clayton Fujie, Complex Area Superintendent Estelle Wong (covering for the FHS/Kaiser CAS), Glen Tatsuno, and school safety officer Randy Higa, arrived within 30 minutes of the call, offering help where needed. District Superintendent Clayton Fujie and an accompanying Kauai Superintendent later went to the hospital to check on the victim.

One immediate task was to contact parents of the students involved as well as those held for questioning. In order to contact the parents of the students involved or held, VP BC communicated with Secretary VE to give her the names of some of the students. One problem that VE and the administrators encountered was that many of the phone numbers on file, either on the Mac School computer database or medical emergency cards, were

not correct or current (only 3 of 12 students had current phone information), so it was difficult to contact all parents in a timely manner. One oversight was the call to Jake's home, which did not take place until 7 pm to the dismay of the family member who answered the phone, though school superintendents, had by then visited Jake at the hospital.

There were various groups of students on campus and the school was slowly evacuated, beginning with the areas surrounding the crime scene and eventually the football field. At the time of the incident, the band was practicing on the lawn in front of the administration building, not far from the auditorium. The girls' softball team and cheerleaders were practicing in the amphitheater. Soccer players were practicing above Vance Drive on the mauka end of campus. Some students were in the library for Study Hall. Campus cleaners were also on the premises. As staff encountered people, they instructed them to leave campus and go home. VP BC remained at the library parking lot gate and worked with HPD to control entry to the crime scene. Staff instructed most people to exit the campus through the Aloha Gate on the Ewa end.

Jake, who was shot in the eye, is thought to be associated with BBI, an old gang from the late 1980s and early 1990s, but who hung around with Corrupt on campus. Some of their older members of BBI ended up doing well, but some are still into drugs and recruiting younger members. Jake was one of a few 11th graders in this group while others in the parking lot were 12th graders. The other 11th grader was Jim from Ewa, who got braised on the head in the incident. His parents have subsequently taken him out of Farrington.

One student, thought to be a leader of Corrupt, was among the students who were taken to room 121. He alerted the social worker AC that "they're [shooters] behind the 'U Building'" after getting information through his cell phone. Social Worker AC told Principal CP who told police officers who then caught and arrested the 5 (or so) young men who were still in the car.

During the several hours when students were waiting (in Room 121 and later in the library) to be interviewed by the police, they talked amongst themselves and were also on their cell phones. It was unclear who they were communicating with on their phones and what they were telling one another. Staff grew concerned that some may be calling for retaliation, corroborating their stories or making agreements not to disclose any wrongdoings. They eventually seated each student at a separate desk in the library.

Prior to the HPD detective arriving, the beat officer was interviewing some of the students self-identified as 'spokespersons.' Individual interviews by the detective continued until around 7:45 pm. Of the 11 students held for interviews in the library, most left at the same time in 5 cars; a few parents also transported their sons home. Some talked about going to the hospital to check on Jake and others talked about getting food to eat. Eight staff members who remained by the end of the evening gathered in the conference room at the library with Principal CP to debrief while the last few students were completing their interviews with the HPD.

Frank eventually left campus when his boss and/or girlfriend picked him up at around 7 pm. They said they would go to Saint Francis hospital upon Nurse DF's strong urging. It is not known if he did go. By this time, it was dark and Facilities' DF had escorted Nurse DF back to the Teen Center. He parked his truck in the middle of the amphitheater and left the headlights on so that anyone could see that there were personnel remaining on campus.

A total of 8 students and adults were arrested that day; half were Farrington students.

The Recovery and Follow-up

Throughout the evening and after the campus was secured, Principal CP worked to contact students, communicated with police officers and the media, and established security measures and plans for the following school day. Several district personnel also returned the next day to consult on the follow-up plan.

One of the main concerns was the possibility of retaliation on various sides. The shooting victim, Jake, did not press charges. Because an air gun is not considered a firearm according to penal code, a charge would have to be filed in order for law enforcement to apprehend the perpetrator. There was a rumor that his family in the Philippines may put a contract out to retaliate, but this rumor was never confirmed. In light of this and other general concerns over student safety and campus order, Principal CP and the staff took a combination of punitive, protective and preventive steps.

Students who had been shot at in the parking lot (and some of whom may have aggravated the situation) were verbally instructed on the day of the incident to stay home for two days (followed by a one-week fall break). It was made clear that this was done not as punishment, but for their protection. They were given schoolwork to complete at home. A letter was sent to their parents or guardians dated October 2nd calling them in for a mandatory meeting with the principal and other administrators. Parents were informed that they or a guardian would have to attend the meeting along with their child in order for them to return to classes.

This meeting was held with these boys and their parents on Tuesday, October 10th, following the fall break. The principal impressed upon the seriousness of the incident, the strict policies against gang involvement and violence, and the fact that parents need to realize their children's involvement in a gang. Some protested the use of the term "gang," but Principal CP, wanting parents to realize the gravity of the situation, continued to press the point that the students were gang members and they were there to fight. Most of the youth wore black T-shirts to the meeting.

The principal and staff assessed the involvement of the various students in the incident and took disciplinary action deemed appropriate to their involvement. Each VP took 5 to 6 kids and attending parents to interview. All VP's shared the stories with one another to sort out what happened and what type of disciplinary action was appropriate for each

student. Four of the students directly involved in the fighting were placed in alternative programs and 2 who were attending Farrington under geographic exemptions were returned to their home campus. Ten students who were peripherally involved received 5 to 10 days suspension.

Two letters were distributed on September 28th, the day after the incident, to students and staff. The first letter was read aloud to the class by each Period 2 teacher. This letter gave a description of the incident, the actions the school was taking, and a reminder that everyone is responsible for school safety and the consequences of participating in these violent activities. The second letter, addressed to parents, guardians and family of Farrington students, was similar to the first and sent home with each student.

Jake, who lost his eye in the shooting, was asked to stay away from campus for the remainder of the semester and was provided a home tutor. This was for his protection as well as to prevent any continuation of conflict.

Additional security personnel were requested for the two days following the incident. Two Honolulu Police officers and 2 private security guards were added, the latter provided with funds from the district.

During the following weeks, the regular security guards talked to students who were affected or predisposed to taking action and encouraged them not to do anything that would get themselves into trouble or jeopardize their graduation. They had frank discussions with them, reminding them, “your parents are setting up everything for your graduation, so don’t let your family down.” They encouraged them to think about consequences of their actions by asking them questions, like “Now what’s gonna happen if you go after him?” They reinforced the fact that Farrington is strict when it comes to fighting.

In response to the slight difficulty in finding ice packs to administer first aid, the school bought cold packs and a tabletop icemaker for the health office.

Officers from the Gang Reduction Unit of the Honolulu Police Department spoke with some of the students, including Ralph and Jake, and gave them counseling and warning about any future incidents.

Assessment of the Response

The overall response to the incident by school administrators and staff was excellent. As described in the account of the incident and response, the major tasks were undertaken with thoughtful judgment, effectiveness and efficiency. These major tasks are summarized below:

Halt the fighting – Administrators and staff safely and quickly broke up the fight and dispersed the crowd that had gathered. Security officers stopped further assault against one victim and apprehended the male who had been in possession of the knife.

Provide Immediate Medical Response to Victims – Administrators and staff contacted Emergency Medical Services and the campus Public Health Nurse immediately. All responded quickly to treat the injured.

Secure the Campus – Staff called 911 immediately and police arrived shortly. Administrators and staff also gathered suspects and witnesses for police investigation. Staff cleared students from the campus and assisted police as needed.

Ensure Student Well-being During the Crisis – Staff provided psychological support, safety and food to those being held for police questioning.

Effectively Communicate with the Affected Groups – The administrative staff used effective means of communication with students, parents, police, and the media during and following the incident.

Coordinate Tasks Among Staff and Supporting Organizations – Administrators and other staff worked very well with one another with full cooperation and coordination of tasks, with constant use of the walkie talkies.

Graduated Sanctions Appropriate to Culpability – Administrators thoughtfully assessed the role of each student and imposed sanctions appropriate to the culpability and record of the student in the promotion of fairness.

Avert the Spread of Conflict – Measures were quickly taken in efforts to increase security, prevent retaliatory action, and avert the expansion of the conflict between everyone who became involved.

Return Campus to Normalcy – Measures were taken to avert rumors, provide reassurance to students and their parents, and return order to campus as quickly as possible.

Engage Parents in Maintaining Security and Safety – Steps were taken to mobilize parents of participating youth to take greater responsibility for their child’s behavior.

While the overall response was exemplary and there were no mishandlings that led to harmful consequences of any kind, there are a few steps that administrators and staff may want to consider if any similar cases arise in the future. These include:

1. Conduct a more systematic sweep of the campus followed by the securing of all entrances so that the attacking party or retaliators cannot remain on or traverse the campus –On one hand, not securing all entrances in this case allowed the primary perpetrators to return to campus where they were subsequently arrested. But this also posed the risk of further confrontations on campus grounds.

2. Declare a temporary lockdown of those in the vicinity of the shooting until the campus is cleared and secured – In cases of firearms where bullets can travel a good distance, it is prudent to keep students in safe quarters until it is certain that shooters are no longer in the vicinity. When the campus was cleared in this incident, many were directed to exit in the direction of the waiting vehicle with the shooter inside, unbeknownst to staff at that time.
3. Talk immediately to students who witnessed the event to get a preliminary account – This would have immediately identified Frank as the initiator of the fight in which case security may have supervised him or police detectives may have detained and interviewed him earlier rather than having him under lengthy supervision of non-security personnel.
4. Create a “safe passageway” out of the campus and away from the crime scene monitored by staff to ensure that students leave safely – If school staffing or law enforcement resources permit, students can more safely depart campus within the line of sight of official personnel.
5. Immediately separate witnesses to avoid the corroboration of stories or unspoken agreements to withhold information – Separating the boys in Room 121 could have prevented any corroboration while they waited for police questioning.
6. Allow only supervised use of cell phone calls made or received by victims, suspects and witnesses – This would help to prevent communications that may prompt retaliation or otherwise cause harm or that may impair law enforcement investigations.
7. Redirect frustration and anger among victims or witnesses to better assist in law enforcement investigation – To help calm the students and give them a constructive role to play, they might, for example, write down what they saw while waiting for police questioning.
8. Inform parents of emotionally affected students of ways they could follow up with their child – Parents can help prevent their child from getting into more trouble while emotions are running strong if they are given counsel and advice.
9. Try to brief police before they interrogate students – This can prepare them to use the most effective approach to gain the cooperation of potential witnesses and work in tandem with efforts of staff to calm emotions.
10. Centralize information gathering following the incident to better monitor ongoing developments among the various groups involved in the conflict and to coordinate this monitoring with community partners.

11. Develop a one or two-month follow-up plan to ensure a return to normalcy and prevent further incidents – This can include sustained gathering and centralization of information, assessing the psychological well-being of victims for further support, involving affected groups in positive activities, monitoring the academic engagement of students involved in or affected by the incident, engaging community partners in monitoring and intervention activities as appropriate, communicating with law enforcement officers and youth outreach workers to stay abreast of related conflicts in the community.

Preparedness for the Future

Though this was a very unfortunate incident, it took place under the best possible circumstances. The fortuitous circumstances minimized the harms that we may otherwise have seen. These circumstances were:

- School had already been dismissed, so most students had left campus by that time.
- The principal along with most of the administrative staff were on campus at that time for the weekly meeting among the Principal and VP's, and sometimes the athletic director.
- Farrington is a larger school with more VP's than smaller schools, so there were many equipped personnel available to respond.
- The attackers were not Farrington High students so the risk of continued fighting on campus was less than if both protagonists were on the same grounds with circles of friends that would come into contact with one another.
- There were no night classes on Wednesday evenings, as opposed to Tuesday and Thursday evenings when there are more than 20 classes that bring many more people onto campus.
- The weapon was an air pistol as opposed to a more powerful firearm.
- The object of conflict was intimately personal rather than squarely gang initiated so there was less momentum for escalation.
- The conflict did not have an interethnic dimension that can often lead to a more rapid escalation of conflict and engulf greater numbers of students.
- Students are generally respectful and they trust that staff will keep them safe and follow through with their commitments.

- Many staff members are connected to the Farrington/Kalihi community as former students, community residents and community volunteers with access to information and social networks.
- The school had a good foundation of preventive and mitigating activities in place prior to the incident.

Preparedness means being prepared for the worst possible scenario. What if the principal had been out of town? What if night classes were starting? What if fewer staff were left on campus? What if the injuries were more serious? What if it were more squarely a gang conflict? What if it had generated interethnic tensions? Future scenarios may not be as fortuitous and it is always helpful to use these incidents as the basis of envisioning a worse case and thinking about what one would do based on the lessons learned this time around.

School administrators and staff interviewed for this diagnostic study had many different ideas as to how the school can be better prepared for future incidents. These suggestions along with the author's are summarized as follows:

1. Partner more closely with community groups in responding to incidents in case they have important information, contacts or leverage points to help resolve conflict or avoid further escalation.
2. Regularly review those considered high behavioral risk for possible referral and case follow-up in school-based programs as well as with partnering community agencies.
3. Follow up with those who are expelled to find out if they are attending alternative programs or have completely dropped out in order to maintain some assessment of the risks and benefits of expulsion or referral. Many of the most violent youth are those no longer attached to school and are, thus, more difficult to reach for rehabilitative interventions, leading to greater problems.
4. Explore the possibility of following up with those who have dropped out of high school to assess whether or not they might reengage in school.
5. Make sure all personnel go through regular training and review of the crisis response plan.
6. Inventory medical supplies to ensure they are located in accessible locations and are adequate for more serious injuries such as those caused by firearms or other lethal weapons.

7. Find out more about the groups and gangs. Some questions include: Why do people join one gang versus another and what are the distinctions between them? Do some gangs/groups have a higher behavioral risk than others? How related is the graffiti to gang activity versus informal crews or individual taggers?
8. Reinstigate activities that have shown success in the past, such as a modified version of the Peacemaking class or Peace Council.
9. Develop new and innovative transitional programs and team building activities for 9th and 10th graders to help them adjust to the new routine and environment and to break down rivalries they may bring onto campus from Dole and Kalakaua Middle Schools.
10. Explore the possibility of an age appropriate alternative program for 9th and 10th graders, as alternative programs are currently designed to serve 11th and 12th graders.
11. Initiate and support more activities to increase school pride.
12. Consider ways to provide more athletic activities, such as rugby, through community partnerships since Farrington is at capacity in terms of facilities use.
13. Increase after-hours security on a regular basis and make sure the staff is safe by having security remain on premises until all staff leave.
14. Recommend to the District that there be a resource pool for added security for athletic practices and events to meet security requirements.
15. Consider limiting entry from selected campus entry points and design a better drop off and pick up location and roadway.
16. Consider fencing the perimeter of the school to better control access to school grounds, particularly after hours. Consider passive infrared lights and other secondary defenses. Also, if there will be a sports complex built on campus in the future, there will be a future need to secure it.

Concluding Remarks

Learning all that can be learned from a major incident like a school shooting is important in order to be that much more prepared for future incidents. It is also important to keep in mind that there are many different kinds of incidents that do not involve firearms that are equally serious. We can learn from any type of incident and there are lessons we can take from one incident to apply to others. This report is an illustration of how we can examine an incident, synthesize useful lessons, and deepen the ongoing conversation about what to do next to be as prepared as we can be.

This report is as much a training tool as it is an evaluation of what took place. As a training tool, it tells a story of an incident, the effective ways in which administrators and staff responded to it, what additional steps the school may have taken, and what we can do to prevent and intervene in future such incidents. There are many suggestions for the future, some of which are already being considered or implemented and some of which will take more discussion, research and planning. It is clear that Farrington High School has laid a strong foundation for violence prevention and intervention. Like all schools, it sits within a changing world where violence in the surrounding communities affects campus life. With its dedicated staff and district support, Farrington High is primed to continue as a safe haven for learning and for the development of peacemakers who can one day make a difference in that larger world.

Appendix A: Interview questions and interviewees

Interview Questions

1. At what point did you enter the scene?
2. Can you tell me what happened from your vantage point?
3. What was your understanding of what took place at that time?
4. Does that differ from what you understand now?
5. What were your sources of information during that time?
6. What were the things that sparked the incident or led up to the incident?
7. What did you know of those students/participants involved?
8. When and how were you alerted and what did you do in that situation?
9. How did you decide to take that action(s)?
10. What were your main concerns at that time?
11. What did you do, having those concerns?
12. What did you learn from that incident?
13. Is there anything you would have done differently?
14. What worked well and what were problems that arose in terms of the response to the incident?
15. Are there any policies, protocols, guidelines, tools, resources you think would, if put in place, help school personnel better respond if similar types of incidents occurred in the future?
16. In retrospect, can you recall any signs that this type of incident may be brewing? If so, how can we become more attuned to such signs in the future?
17. What residual problems remain after the incident?
18. How are those problems being addressed or how might the school/community address them?

Interviewees

Alison Colby, Social Worker
Levale Feagaimaalii, Security
Leonore Higa, Vice Principal
Dexter Furuhashi, Complex Facilities
Bert Carter, Vice Principal
Iva Tiave, Teacher
Mataio Pulusila, Security
Alyssa Tenney, counselor
Arnie Kikkawa, Vice Principal
Catherine Payne, Principal
Vanessa Escajeda, SASA
Wendy Horikami, Vice Principal
Randy Higa, State DOE safety officer
Debbie Fujiyama, Teen Center, Public Health Nurse

Appendix B: Letters from the Principal

PLEASE READ TO PERIOD 2 CLASSES

September 28, 2006

To: Students and Staff of Farrington High School

From: 
Catherine Payne, Principal

Subject: Incidents of Gang Violence Yesterday Afternoon

I am writing to give you information about the two fights that occurred yesterday. We are still investigating, and I will know more after I speak to the police later this morning, but I want to tell you what I know, so that you can share information with your families.

Yesterday at about 4:45 a 19-year-old male was standing by the bus stop near the auditorium when he was surrounded by a group of students and young adults. A fight ensued between this individual and another 19 year-old male...both not students. The fight appears to have been over a girlfriend, but was also between two rival gangs...BBI's and INR's. The preliminary information indicates that this was a planned fight that got out of hand. Our security staff and three VP's broke up the fight, and observed a knife being brandished by the assailant. A female was observed tossing the knife under a vehicle. HPD was called at 4:50 and they were on the scene within minutes. They recovered the knife and detained about 10 students, including the suspect. The victim sustained a number of cuts on his body and contusions on his head and around one eye. We were lucky to have Debbie Fujiyama, RN, who stayed with him and provided assistance until after he gave his statement to the detectives and was picked up to go to the hospital.

While this was being investigated, some of the members of each gang moved across the campus to the parking lot on the corner of King and Kalih Street. Other gang members arrived in cars. Some were our students, others were adults. One 16 year old student pulled out a BB gun and fired it at students in the rival gang. A 16 year old (also our student) was hit in the eye. He was taken by ambulance to Queens where he underwent surgery. We understand from the hospital report that he may have lost sight in that eye. All of this happened between 4:00 and 4:15.

The police detained about 15 individuals, including the suspect in this incident. They were held for statements until 8:30 PM. Eight students and adults were

arrested, and more may follow as the investigation continues. I am so thankful for the staff who supported the efforts to calm the participants and hold them until they could be questioned by officers and detectives. The VP's and I were helped by Alison Colby and Debbie Fujiyama from the Teen Center. Alison brought in food for the detainees...most of who waited four hours before they were released. Alyssa Tenney helped with the victim from the first fight who was kept in the main office. Vanessa Escajeda stayed to the end, coordinating communication among everyone trying help. Iva Tiave helped to manage all of the students being held in the library and an adjacent classroom. School Security Officers, Mataio, Lavale, and Sonny stayed until nearly 8:00 and were back on campus 45 minutes before their regular start time today. One of our custodian's Heath, stayed late to make sure we had access to areas that were usually secured by gates. Our Complex Administrative Assistant, Dexter Furuhashi stayed to make sure there was an administrator in the office when we were all running around. To these super staff, and others I left out but will mention later, thank you for stepping in to make our emergency response run smoothly.

The Acting State Superintendent, Clayton Fujie and his team came by to offer support...and we asked for additional security for today and tomorrow. We have five private guards and two special duty HPD officers on campus for both days to assist in securing the perimeters of the campus.

The VP's contacted most parents last night...a few contact numbers were invalid... and all involved students were told to stay home today and tomorrow. We will conducting our own investigation that may lead to disciplinary action for these students. Please refer questions from parents or the media to the front office.

The message I want you to get today is that everyone is responsible for the safety of our schools and our community. We cannot escape the reality that gang activity is escalating in Kalihi (and elsewhere on the Island). Fights are bad enough, but ones that involve weapons can result in permanent injuries or death. The involvement of adults in pulling back together some of the long-dormant gangs should be a concern to everyone. We will work hard to stop retaliatory actions, but the situation continues to be dangerous and we will appreciate any information you hear that may be related to this incident or other incidents of gang violence or threats of violence

I believe that individuals who engage in the kind of activity we had on our campus yesterday are no better than terrorist who think their issues are more important than the innocent lives they hurt or destroy. Students who choose to participate in these violent activities...even if they are just "watching" will be given the most severe penalties possible under Chapter 19. We do not have room for violence at Farrington, and students who believe that this is the lifestyle they want for themselves will find that they are no longer welcome at our school.

I call upon everyone in the Farrington *Ohana* to help make sure that nothing like this ever happens again.

Please distribute to Period 3 classes to take home

September 28, 2006

To: Parents, Guardians, and Family of Farrington Students

From: Catherine Payne, Principal of Farrington High School

Subject: Gang Incident at Farrington on September 27

I am writing to give you information about the two fights that occurred yesterday. We are still investigating, and I will know more after I speak to the police later today, but I want to tell you what I know, so that you can share information with your families.

Yesterday at about 1:45 a 19-year-old male was standing by the bus stop near the auditorium when he was surrounded by a group of students and young adults. A fight ensued between this individual and another 19 year-old male...both not students. The fight appears to have been over a girlfriend, but was also between two rival gangs...BBI's and INR's. The preliminary information indicates that this was a planned fight that got out of hand. Our security staff and three VP's broke up the fight, and observed a knife being brandished by the assailant. A female was observed tossing the knife under a vehicle. HPD was called at 3:50 and they were on the scene within minutes. They recovered the knife and detained about 10 students, including the suspect. The victim sustained a number of cuts on his body and contusions on his head and around one eye. We were lucky to have Debbie Fujiyama, RN, who stayed with him and provided assistance until after he gave his statement to the detectives and was picked up to go to the hospital.

While this was being investigated, some of the members of each gang moved across the campus to the parking lot on the corner of King and Kalihi Street. Other gang members arrived in cars. Some were our students, others were adults. One 16 year old student pulled out a BB gun and fired it at students in the rival gang. A 16 year old (also our student) was hit in the eye. He was taken by ambulance to Queens where he underwent surgery. We understand from the hospital report that he may have lost sight in that eye. All of this happened between 4:00 and 4:15.

The police detained about 15 individuals, including the suspect in this incident. They were held for statements until 8:30 PM. Eight students and adults were arrested, and more may follow as the investigation continues. I am so thankful for the staff who supported the efforts to calm the participants and hold them until they could be questioned by officers and detectives. The VP's and I were helped by many individuals who stayed as late as 8:30 Pm when the last of the students were released by the police.

The Acting State Superintendent, Clayton Fujle and his team came by to offer support...and we asked for additional security for today and tomorrow. We have five private guards and two special duty HPD officers on campus for both days to assist in securing the perimeters of the campus.

The VP's contacted most parents last night...a few contact numbers were invalid... and all involved students were told to stay home today and tomorrow. We will conducting our own investigation that may lead to disciplinary action for these students.

This incident has shown us how important it is for us to have a working contact number for all of our students. In an emergency, if none of the numbers we have work, students may be turned over to Child Protective Services.

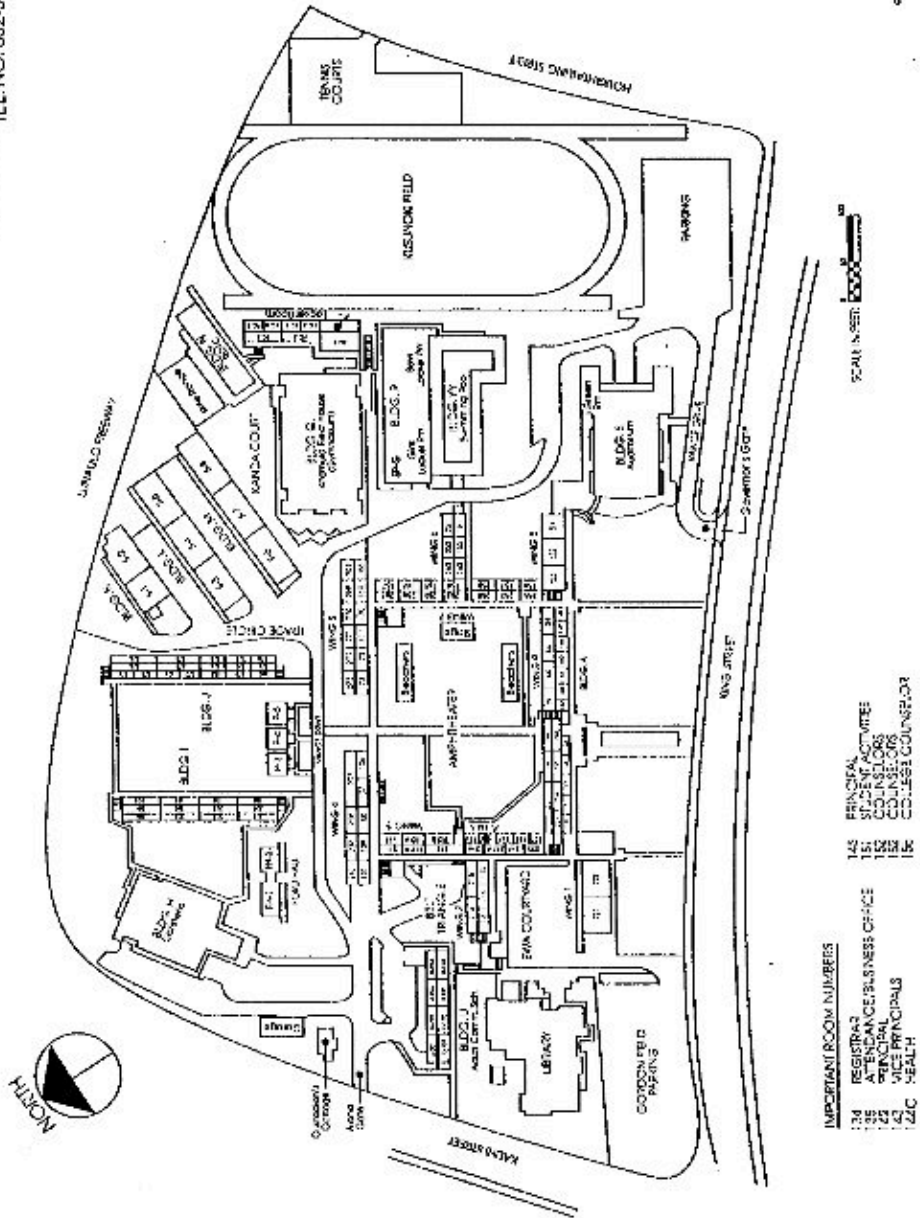
The message I want you to get today is that everyone is responsible for the safety of our schools and our community. We cannot escape the reality that gang activity is escalating in Kalihi (and elsewhere on the island). Fights are bad enough, but ones that involve weapons can result in permanent injuries or death. The involvement of adults in pulling back together some of the long-dormant gangs should be a concern to everyone. We will work hard to stop retaliatory actions, but the situation continues to be dangerous and we will appreciate any information you hear that may be related to this incident or other incidents of gang violence or threats of violence

I believe that individuals who engage in the kind of activity we had on our campus yesterday are no better than terrorist who think their issues are more important than the innocent lives they hurt or destroy. Students who choose to participate in these violent activities....even if they are just "watching" will be given the most severe penalties possible under Chapter 19. We do not have room for violence at Farrington, and students who believe that this is the lifestyle they want for themselves will find that they are no longer welcome at our school.

I call upon everyone in the Farrington *Ohana* to help make sure that nothing like this ever happens again.

Appendix C: Map of Farrington High School

WALLACE RIDER FARRINGTON HIGH SCHOOL
 1564 NORTH KING STREET
 TEL. NO. 832-3600



- IMPORTANT ROOM NUMBERS**
- 134 REGISTRAR
 - 135 ATTENDANCE/BUSINESS OFFICE
 - 136 PRINCIPAL
 - 141 VICE PRINCIPALS
 - 142 HEALTH
 - 145 PRINCIPAL
 - 151 STUDENT ACTIVITIES
 - 152 COUNSELORS
 - 153 COUNSELORS
 - 156 COLLEGE COUNSELOR

SCALE: 1" = 50'