

International Cases and Their Implications on School Safety in Korea

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학교안전의 국제적 프로그램 사례와 국내적 함의

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Abstract Recent accidents in school environment involving violence, and bullying indicate that school safety is exposed to a serious threat to community well-being. Such incidents come as big problem because various policies and programs have widely long been implemented in order to protect the school environment. Thus, it is critical for the local community and government to develop measures for prevention. However, some of the incidents are misrepresented because school environment still remains as one of the safest settings. The current study discusses successful case studies of education, policies and projects regarding school violence and safety that are enforced in many other nations. One of the most practical and concrete means of pursuing an improved level of school safety is for the local community to be actively involved in the process. And one of the key factors for the success of international programs was that it was very much an integrative approach involving a joint effort with the local communities, accompanying a strong tie between the school and its surrounding context.

Key Words : School Health, Safety, Community Health Promotion, Health Policy, Health Education

요약 학교 폭력, 왕따 등 학교 안전과 관련된 사건 및 사고는 학교 안전이 지역사회 보건 및 복지에 심각한 위협에 노출되어 있음을 시사한다. 학교 안전사고들은 오랜 기간 동안 다양한 정책과 프로그램이 시행되어 왔기 때문에 큰 문제점으로 대두되고 있다. 따라서 지역사회와 정부가 예방책을 마련하는 것이 중요하다. 본 연구는 독일, 영국, 캐나다, 미국, 프랑스 등 다양한 국가에서 시행되는 학교 폭력을 비롯한 학교안전에 관한 교육, 정책, 프로젝트, 프로그램의 성공적인 사례연구를 논의하며 이 논의를 통해 국내적 함의 및 시사점을 제시하였다. 우리나라 학교안전의 질적 보안을 도모할 수 있는 가장 현실적이고 구체적인 방안으로는 지역사회 공동체가 적극적으로 참여하는 것이다. 또한 국제적 프로그램 성공의 가장 효과적인 조정전략은, 학교 밖과의 강력한 연계를 가진 학교안전 프로그램 이었다는 점이다. 즉 지역사회 공동노력으로 건강하고 안전한 학교를 만드는 지역사회 건강증진과 학교안전의 융합적인 접근이었다.

주제어 : 학교보건, 안전, 지역사회 건강증진, 보건정책, 보건교육

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1. Introduction

The shootings, violence, and school safety tragedies occurring recently in schools around the world, including in the United States, demonstrate that school safety is a risk, calling for immediate action on the part of local community and government alike.

These incidents are particularly concerning because they occur despite the widespread implementation of new policies and programs to prevent school violence.

A series of tragic events, however, have also distorted some parts of reality. That is, school is still a safe place. Generally, adolescents are at greater risk outside of school than within – most student safety concerns in U.S. schools are related to bullying, aggression, intimidation, or exclusion.

A critical analysis of school violence prevention, trends, policies, and school safety projects undertaken by many countries around the world is presented in this study. It is anticipated that the findings of this study will benefit those who are involved in school safety, including school principal, board members and parents.

Study subjects were data published or cited by the World Health Organization and the researcher cited the report carried out by the National Health Promotion Fund in 2003; a snowball sampling method was applied to identify references to existing texts, which were based on the National Center for Campus Public Safety Study. The gray literature, including reports compiled by the researcher of this study over the past two decades from a variety of organizations and institutions, was used and collected through snowball sampling. By using the search term "school safety" on the Health Promotion website (<http://academic.oup.com/heapro>) as well as Google Scholar, a number of related documents were also found and collected for reference. The study reviewed the e-mail correspondence with

researchers who worked on school safety projects to analyze instances of international programs for preventing school violence.

2. Foreign safety projects to transform schools and communities

This study focused on school safety projects that draw on diverse strategies and partnerships. International information on school safety in major countries was analyzed in a report published in The Annual Reports on School Safety(2017-2021) in the United States, focusing on correspondence with e-mailable researchers. In the e-mail analysis, examples of school safety projects using a variety of methods and partnerships were examined, along with information on school violence in major countries, mostly in the form of school-based surveys and damage surveys at the level of the nation or school, as well as health education studies and policy reports.

2.1 Germany–The Wetzlar School¹⁾

In Giessen, as in other parts of Germany, there have been significant problems with violence and racial conflict, both within and around schools. There was a great deal of concern among students, teachers, and parents about drug trafficking, extortion, and other misconducts taking place within schools. On top of that, the police were generally regarded as unreliable by the residents of the area. In response, a task force report initiated a public health approach to making schools safer.

Under the direction of the police, the Wetzlar Model Project was initiated by establishing a framework of cooperation between the police

1) Contact Information: Helmut Lenzer, Polizeihauptkommissar, Polizeipraesidium Giessen, Ferniestrasse 8, 35394 Giessen, Hesse, Germany.

and local groups, such as school staff and students, parents, and school boards, as well as doctors and youth welfare organizations. Total of five secondary schools were involved. Most school safety projects emphasize prevention, but in this case, it started with a quick response to violent incidents. While school safety projects usually focus on prevention as the first step, this one started with a swift response to violence. In particular, the police responded quickly to reports of incidents from the school. Also included in the plan are a hotline for reporting incidents, break time activities for students, educating police protocols regarding case handling, mediation and conflict resolution training, and setting up a youth welfare office for support of students with problematic behavior, as well as monthly meetings with school administrators and key personnel.

In the end, the police were able to restore public confidence and fear in schools decreased. As the Wetzlar model spread throughout the province, instructional videos and training manuals were also distributed. Videos and training manuals were written and together.

2.2 England–Sydney Burnell School²⁾

This secondary school is located in an economically disadvantaged area and was experiencing steep declines: a large number of poor immigrant families have moved in, and rates of student dropout and crime have soared. A Walford Youth Action Team was a multiagency management group made up of administrators, youth service workers, youth justice staffs, education personnel, police, students, parents, and school executives working with a university's research team to design, implement, and

evaluate projects. They created a school-based action plan to develop strategies for school and community. In order to redesign school safety, the plan utilizes a multiagency, multimethod approach to change school policy and organizations. Interim evaluations of teachers reported positive changes in students' attitudes. Overall, in addition to a decline in faculty turnover and an increase in elementary school students selecting Sidney Burnell for secondary education, students' national education certificate exam scores also improved.

2.3 Canada–Durham District School³⁾

A large part of this school board's surroundings encompasses rapidly growing manufacturing urban and rural areas, where crime is on the rise and 62% of the total population is under the age of 39. A high turnover rate, family discord, and a low education level are all contributing factors to the problem of instability in the area.

Participants in the demonstration project were students from four risk schools, ages 4 to 14, and the program for schools relied on partnerships with the community and school-community relationships. South Simcoe Public School, for instance, had been experiencing serious problems related to at-risk students, fights, suspensions, high transfer rates, low education levels, and the school's negative reputation when the project was launched.

Nonetheless, the school became one of the highest-performing schools in the region within five years. This principal brought the school into contact with the local community and created a 'village-like' atmosphere. Aside from encouraging parents to participate in such initiatives, the

2) Contact Information: Professor John Pitts, Luton University School of Applied Social Studies at University of Bedfordshire (Address: Park Square, Luton, Bedfordshire, LU13JU England). E-mail: J.pitts@virgin.net

3) Contact Information: Investment Fund, National Crime Prevention Centre, Department of Justice, 123 Slater Street, Eighth Floor, Ottawa, Ontario, K1A 0H8 Canada, ncpc@web.net

school has also developed systems to track and notify parents every week about the ‘reading for student’ sessions engaged in by local residents, including the local police.

The result has been improved academic performance of students and a reduction in various threats to school safety, such as intimidation, fights, and suspension.

2.4 United States–East Hartford High School⁴⁾

East Hartford High School is a city school with about 2,100 students, of whom 72% are colored while the remainder are white. Approximately 70 countries and 40 languages are represented among school students, and school violence, drug use, and criminal activity have all increased.

School’s blueprint for preventing violence aimed to eliminate truancy, violence, and punishment. A Student Assistance Center established at East Hartford High School implemented strict rules and regulations and was staffed by certified teachers, 30 teachers volunteering on a rotating basis, one permanent and nine non-permanent interns from the University of Connecticut, substance abuse consultants, and trained student mediators.

Students who completed the three-day training program became mediators for resolution of conflicts and conciliation. In addition to probation and career counseling for at-risk students, the program includes college prep workshops in partnership with local high schools, as well as cultural course programs supported by federal, state, and local grants.

This led to a 60% drop in expulsions, 40% drop in fights, and a rate of less than 4% dropouts.

An important aspect of the success of the project is the way it employs flexible methods for identifying problems, constant scrutiny and

connections with the wider community.

2.5 France–National Fight Violence in School⁵⁾

The survey of four schools located in high-risk areas where anxiety was becoming prevalent among students and teachers shed light on the general interest in school violence in France.

Teachers who believe there is a lot of violence in schools have increased from 7% to 49%. This is interpreted as evidence that collective violence has reached an alarming level, and that violence is evident even among elementary school students.

The project engaged 400 nurses, medical social workers, 100 school physicians, 100 education and training advisors, and 5,000 educational volunteers over a two-year period. A rigorous process was followed by every region, which included diagnosis of the issues, planning and implementation, evaluation and modification. The nationwide coordination system between education institutions and state or local police forces was linked to schools with guidelines for faster proceedings and adjudications of cases, ultimately leading to a change in the response to youth violence. National SOS and emergency hotlines were established to report threats, sexual assaults, and extortion. After one year, school violence had stabilized overall, and it had decreased by roughly 10% across all universities. In all, school violence decreased in 27% of the schools and 15% across the entire state, indicating that the majority of regions participated in the experiment experienced a reduction in violence.

4) Contact Information: Dr. Steven Edwards, Principal, 869 Forbes Street, East Hartford, CT06118.sedwards@easthartford.org.

5) Contact Information: Report on qualitative and quantitative evaluation, Plan de lutte contre la violence a l’école, Ministry of National Education, Research, and Technology, Paris, France; www.education.gouv.fr/discours/2000/violenceb.htm.

3. International approach to school safety

According to a study by the National Center for Campus Public Safety, nearly 30,000 crimes occur in schools across the United States each year[1]. Centers for Disease Control and Prevention (CDC) reports a steady increase in school violence-related deaths each year, creating an environment that hinders learning and increases parents' anxiety about their children going to school. However, since most schools do not have the measures to completely eradicate such violence, individuals, groups, and community organizations are managing various programs jointly with schools to reduce violence.

In the United States, a majority of school crimes and violent incidents involve thefts (61%), with weapons being brought into schools in greater numbers than school administrators can expect. School safety situations exhibit a different pattern between males and females – females are more likely to engage in less aggressive behavior, tend to use closed or verbal methods, and are more likely to experience sexual harassment[2,3,4].

While different countries define and understand school safety and violence prevention in different ways, there are certain interests students and school staff have in common. These include safety from accidents and injuries, safety from natural disasters, safety from trespassing, safety from fear and damage, safety from attacks on public facilities, safety from threats, hate crimes and sexual assaults, safety from mobbing or extortion, and safety from drug trafficking and gang activities[3-7]. An analysis of the overall perspective on school violence shows a change in attitudes toward violence among young people and a growing awareness of the worsening problem of youth victimization by their friends, male and female deviations, and other small groups[8,9].

According to the analysis of the National Parent Teacher Association[10-12], which implements school safety programs in European countries, the European Commission, which administers 15 states that belong to the European Union, has introduced the "A Violence in Schools Initiative" in response to the growing concern about school safety. Funds were raised for the two-year plan for the purpose of collecting information and data for cross-country analysis of policies and projects related to school safety. This project presented a multidimensional approach that involves schools, students, and families, to promote pro-social behavior.

The initiative it is a follow-up to the Safe Schools Conference, held in the Netherlands, as well as Initiatives To Combat School Bullying, held in London. A comparative project is also being developed by the European Network on the Nature and Prevention of Bullying, which includes Germany, Italy, Spain, and United Kingdom. In particular, German researchers have done extensive work on crime and violence in urban and rural schools, and several key examples are provided here.

Several steps are being taken by the Dutch government to ensure school safety. "School Safety Campaigns" were used to address numerous incidents and provide a framework for school security. Furthermore, the Ministry of Education, Culture and Science launched a school safety and protection campaign to assist schools with reducing crime problems by forming a cooperative system between local youth services and police.

With the new campaign, local and state governments aim to involve young people in substance abuse and weapon use issues, along with ensuring school's code of conduct is adopted through interactive workshops.

A total of 7,000 educational partners and social workers are involved in this national initiative. The educational partners provide

individual educational support and lectures to help maintain school safety on the school grounds and on school buses. The school nurses and school social workers are also available to offer additional support for the students and their families[13,34].

School safety in Australia emphasizes prevention and early intervention, as well as a collaboration between schools and communities that includes young people right from the beginning of the project. Schools and families at risk of crime are beneficiaries of a number of school-based projects funded by the National Crime Prevention Council[14].

The expanded availability of programs, strategies, and resources, including support and intervention programs such as PEACE (preparation, education, action, copying, evaluation), have helped teach students about conflict resolution, threat prevention, and crisis intervention skills.

The interest that the Canadian public and teachers have in school violence highlights the importance of the collaborative system between police and schools. National school policy surveys showed that the school board became more concerned with prevention and community policy, but that schools perceived themselves as separate from the community[15]. There was a need for faculty training, improved data collection, and an assessment of programs and policies. Various programs for aggressive or violent students are being developed in a way that allows them to help or behave properly rather than to discourage them. The good news is that various programs for aggressive or violent students are being developed to help the students behave properly rather than to punish, discourage, or be harsh on them.

The National Crime Prevention Council funds research on school intimidation, a list of resources for safe and healthy students, and a web-based portfolio of evaluative practices that highlight the link between school safety and

health. Several national research groups are developing school safety policies and protocols, while a committee of the Ministry of Education is building a school program that offers comprehensive data from different countries as well as comprehensive afterschool programs[16].

The U.S. federal government supports research projects that monitor and analyze school safety trends and provide evaluations. It publishes annual statistical reports, "Indicators of School Crime and Safety" and "Annual Report on School Safety", that serve as a comprehensive reference material on trends, initiatives, and practices in school safety. The reports are published by the Centers for Disease Control and Prevention, which is the federal agency in charge of school safety[17,34].

Among the recent initiatives are 'Safe Schools/Healthy Students' and 'Safe and Drug-Free Schools'. To develop and evaluate effective school safety-related strategies, the federal government currently supports the "Hamilton Fish Institute on School and Community Violence" as well as the "National Resource Center for Safe Schools", which allows schools and states to create comprehensive school safety plans together[18,34].

Rather than focusing on programs addressing drugs, gangs, and weapons that promote violence as in the past, school programs now emphasize the concept of a 'Comprehensive School Committee.' Resources are available for all states and school districts through the Safe and Drug-Free Schools initiative. In other words, it supports school-community projects, as well as training and satellite television broadcasting. Safety Schools/Healthy Students initiative is working on promoting student health and preventing violence through technical assistance and assessment at the national level[19-21]. Following is an overview of the international approaches to school safety[22-29].

Table 1. School safety tendencies

steps	tasks
1	Reduce the issue of school violence and emphasize school safety
2	Integrating school safety concerns for victims and perpetrators with healthy behavior.
3	An emphasis shift from a punitive or repellent focus toward perpetrators of school violence to a proactive one.
4	Moving from a physical and situational approach or school intervention to a comprehensive approach utilizing policies and programs.
5	Utilizing programs tailored to problematic students and all other students at school, as well as teachers and parents.
6	Creating collaborative measures between schools and communities
7	targeting of at-risk schools that use proven programs
8	Engaging young people in evaluating problems and designing projects

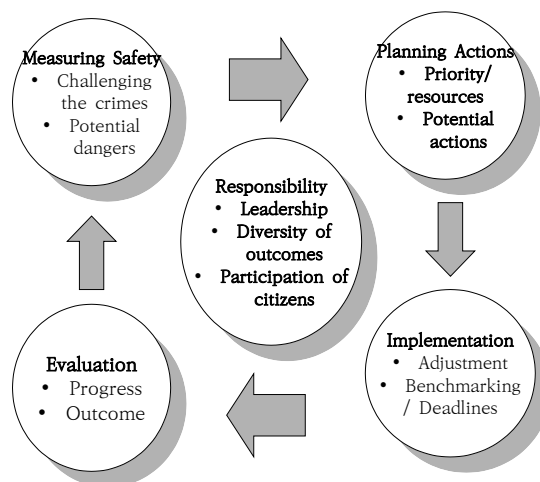


Fig. 1. Access to School Safety

4. Comprehensive approach to school safety

In different countries, the scope and nature of problems experienced by schools vary, but the four major issues that can be addressed generally are as follows. First, open after-school facilities to local residents and students after school, invite local members who wish to participate in school activities, and create connections with local businesses and professional groups: first, opening up the school's facilities to local residents and students after school, inviting local members to join school activities, and creating connections with local businesses and professional groups; second, creating a school climate that focuses on more than just physical safety; third, using a partnership problem-solving model; fourth, utilizing multiple strategies rather than single programs. In schools, a lot of violence arises from interrelationships. Thus, conflict resolution, peer group intervention, negotiation skills, and restorative approaches are all commonly used in international settings. The three main types of interventions with students are coercive, developmental, and accommodating approaches, and most strategies in the past aimed at the first category[30,34].

Developing effective prevention plans means combining programs, focusing on the whole school population, formulating special projects to target at-risk groups and individuals, and seeking teachers' support. The plans also cover topics such as rules and regulations governing students' conduct, dealing with serious incidents, plans for supporting students with special needs, and ways for teachers to improve their conflict resolution and mediation skills. The most effective prevention strategy involves transforming risk factors into positive factors by taking the following preventative and intervention measures[31-34]:

First, the earlier an intervention is made, the better the effect. Second, programs that address a range of issues are more effective than those that address only one risk factor.

Third, long-term interventions are more effective than short-term ones. The US Department of Education and the Department of Justice provided detailed guidelines on how to establish a comprehensive school-community plan.⁶⁾ A school safety partnership system includes the school community, parents, social services,

6) Performed by The Hamilton Fish Institute and the Center for the Study and Prevention of Violence.

courts, police, volunteer organizations, religious organizations, businesses, and local residents. A checklist of warning signs and risk indicators for violence and problems in schools has been developed for school staff.⁷⁾ Fig 1 showed, there are several key components of a comprehensive approach to school safety.

First, contacting and bringing into the picture all the key partners in the school community, including parents, and local organizations, residents and the private sector. Second, conducting evaluation of local school and community problems to establish priorities and policies in concert with partnerships.

Third, create a local action plan to identify the causes of violence and intimidation in schools and promote a healthy learning environment. Fourth, enforcing and assessing long-term as well as short-term prevention initiatives. Finally, keeping in mind that prevention is not only a long-term and ongoing process, but also that the public must be kept informed and reminded that prevention is a regular feature of schools and communities[33,34].

5. Implications for the Republic of Korea

The current study discusses successful cases of education, policy, project, and programs on school safety, thereby suggesting their further implications in the domestic context.

In foreign countries, safety education is centered on providing schools and students with various programs and services by state and school so that schools and students can make informed decisions about safety[34].

Foreign countries tend to focus on teaching 'culture' rather than 'skills' of safety education. In comparison with them, Korea's system of education emphasizes rote learning and standardized knowledge. For students who lack physical ability or motor skills may benefit more from practical education in foreign countries than from education that trains problem-solving only by sight and hearing. As such, in order to improve the effectiveness of student safety education conducted in schools, it is necessary to increase the proportion of "experienced-based learning through field visits"

Typically, foreign schools set up a regional safety committee to conduct a need analysis on safety, present the results to the principal for review, and the principal decides whether the required expenses have to be included in the budget for the next year[34].

According to the analysis of international trends and cases presented in this study, developed countries deal with a broad scope of school safety issues, including student violence, sexual violence, kidnapping accidents, and even drug abuse and mental illness. This implies the need to develop new concepts and content for safety education to adapt with changing times. In fact, the importance of such efforts is increasing being acknowledged in Korea, as problems related to safety arising from interrelationships, including school violence, are gaining recognition as serious social issues[34].

The key elements of the success of international programs are the flexibility to identify problems, constant surveillance and adjustment, as well as the design of programs with strong links outside of school.

As an intervention, the best strategy is to quickly transform risk factors into positive ones, and a school safety approach involving safety diagnosis, action planning, execution, and evaluation should be the first step under the guidance of the center responsible for designing

7) Early Warning, "Timely Response: A Guide to Safe Schools are being developed for this purpose," National School Safety Center, Mosaic of 20 Questions and U.S. Department of Education and Justice.

programs with connections outside the school. Last but not least, the examination of international practice on school safety implies that a comprehensive approach to school safety must incorporate a local action plan to create healthy schools, education of the public on a long-term basis, emphasis of the school committee approach for prevention, and continuous reminder to society that prevention is natural part of school and community life.

Perhaps the most noticeable difference in domestic school safety policies from those of the international cases is that the latter involves a more secure and appropriate mechanism for management and evaluation of the quality of school safety.

From the start, the international school safety policies have operated through the mechanisms in which a circulating process of planning, implementation, and evaluation was conducted under the leadership of the local communities. With experts and practitioners from multiple fields were engaging in managing school safety, improvement of the local community health should be indeed promising.

Evaluation of outcomes related to school safety through establishing relevant policies and promoting their implementation holds encouraging implications in the domestic context. Thus, it is imperative for Korea to also put forth an effort to model such a management method.

One of the most practical and concrete means of pursuing an improved level of school safety is for the local community to be actively involved in the process.

Currently, plans for managing and evaluating strategies related to school safety and health improvement at the community level are lacking. Thus, it is vital for Korea not only to seek possible implications from the international cases, reflect on the status quo of policies, institutions, and social context related to school health, and also to exert effort in addressing any

existing issues in the future.

One of the key factors for the success of international programs was that it was very much an integrative approach involving a joint effort with the local communities, accompanying a strong tie between the school and its surrounding context.

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