

# Comparative Analysis of Anti-bullying Policies in the state of New South Wales, Australia and Kyunggi Province, South Korea

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## Abstract

This study identifies effective interventions to eliminate bullying by comparing current policies in NSW, Australia and Kyunggi Province, South Korea. Researchers from a school policy unit recount how they tackle bullying through the school and community, enlisting the approaches of bullying prevention from MOE in South Korea and DET in NSW, Australia. A major difference is the dominance of a 'whole-school' policy. In Australian schools most bullies stay in schools, without suspension or expulsion if they don't commit a crime. The non-criminal basis adopted gives teachers the role of discipline provision and student welfare. An 'alternative school' policy used in Kyunggi Province sees most bullies separated from the group and it includes suspension or expulsion to prevent students from bullying. The criminal basis of disciplining, the use of alternative schools and collectivism is quite different to the Australian approach. School policies as broadly practised are student-centred in Australia in contrast to being teacher-centred in South Korea. Classroom practices are widely oriented towards 'proactive humane-training' in

NSW, in contrast to 'reactive discipline' in Kyunggi Province.

## I. Introduction

This study examines how policies in the state of New South Wales in Australia and Kyunggi Province in South Korea address bullying in a school community. To protect children from bullying, many countries developed similar anti-bullying policies and induced the policies from other countries. In spite of the application of the same policy, it was often alleged that gaps between expectation and its responses for the application in each country exist because of reasons such as different definitions of bullying, differences of application of diverse theories and misunderstandings from different cultures. The major issues should be clarified for different schools or social situations in which individual factors motivate individuals to commit bullying.

This study outlines how a deeper understanding of bullying can contribute to making schools safer. It fosters Australian-Korean students' further understanding of each others' practices within school policies. It has the potential to benefit teachers, schools and school authorities currently working toward safer schools in both Australia and Korea. This study discusses anti-bullying policies in the state of NSW, Australia and Kyunggi Province, South Korea. The policies that are administered in NSW and Kyunggi Province include the policies in Sydney and Seoul respectively.

## 2. Strategy for conducting a comparative analysis

The procedure consisted of two steps. The first step proceeds to data collection of anti-bullying policies. Data were collected from multiple sources of evidence such as public reports, self-reports and the Internet on anti-bullying policies that exist in both countries. The second step focuses on the examination of anti-bullying policies and practices by analysing and comparing the existing documents.

### 2-1. Data Collection: Anti-bullying policy sources

This research project uses multiple document sources of data to examine anti-bullying policies and school practices, including policy-making, policy direction, education authorities, intervention programs and the school community. Policy analyses were employed to analyse

school practices to counter bullying. Sixteen anti-bullying policy documents in Australia were collected, nine from schools in NSW, Australia and six from Department of Education and Training (DET) and one from the NSW government. Anti-bullying policy information was collected from 4 school communities.<sup>1)</sup> Five schools' anti-bullying programs from the rest were accessed via the Internet site on July 14, 2005. Programs from five public schools, three high schools and one religious school authority programs were collected. <sup>2)</sup> The anti-bullying policies and programs collected from nine schools are as follows:

- *Anti-bullying programs in Budgewoi Public School* <sup>3)</sup>
- *Anti-bullying programs in Cammerary Public School* <sup>4)</sup>
- *Summer Hill Policy, -Anti-bullying-, Sydney* <sup>5)</sup>
- *Anti-bullying programs in Newport Public School* <sup>6)</sup>
- *Anti-bullying programs in Revesby South Public School* <sup>7)</sup>
- *Anti-bullying policies of Catholic Education Office, Sydney* <sup>8)</sup>
- *Anti-bullying policies in Marist Sisters' College, Sydney* <sup>9)</sup>
- *Newington College's anti-bullying policy, Sydney* <sup>10)</sup>
- *Anti-bullying programs in Jamison High School* <sup>11)</sup>

Six policy documents were collected from the New South Wales Department of Education and Training (NSW DET). NSW DET provides some important resources to counter bullying as follows:

- *Anti-bullying: Best Practice in school* <sup>12)</sup>
- *The Peer Mediation Training Package* <sup>13)</sup>
- *Child Protection Education: Curriculum materials* <sup>14)</sup>
- *Resources for Teaching Against Violence* <sup>15)</sup>

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1) J.D. Kim, A comparison of anti-bullying policy and practice in primary schools in the state of New South Wales, Australia and Kyunggi Province, South Korea, (*Ph.D. dissertation*, The University of Sydney, 2005), 275-288; 295-298.  
 2) *ibid*, 275-276; 289-294; 299-300.  
 3) *ibid*, 291.  
 4) *ibid*, 292-294.  
 5) *ibid*, 295-298.  
 6) *ibid*, 299-300.  
 7) *ibid*, 275-276.  
 8) *ibid*, 277-282.  
 9) *ibid*, 283-285.  
 10) *ibid*, 286-288.  
 11) *ibid*, 289-290.  
 12) NSW DSE (Department of School Education), *Strategies for safer schools* (New South Wales, Australia: Department of School Education, June, 1994).  
 13) *ibid*.  
 14) *ibid*.

- *The Playground: Best practice for minimising risk in primary school* <sup>16)</sup>
- *Protecting and Supporting Children and Young People, Revised Procedures* <sup>17)</sup>

One NSW government parliament document also provided an important source to tackle bullying as follows:

- *A Report into Youth Violence, Legislative Council No.8, NSW Standing committee on social issues in September 1995* <sup>18)</sup>

In Kyunggi Province, South Korea, only two policy document sources were collected from the Ministry of Education and Human Resources (MOE) because Korean policies have been controlled under the authority of the government. However the contents were similar to each other.

- *A guideline to counter violence at school* <sup>19)</sup>
- *5 year basic plan for preventing violence at school from 2005 to 2009* <sup>20)</sup>

## 2-2. Method for comparative study of intervention to counter bullying

This study looks at how policy comparative analysis was administered <sup>21)</sup> and focuses on examining How policies and practices in the state of NSW, Australia and Kyunggi Province, South Korea addressed bullying in a school community.

The intervention procedures to combat bullying may mainly be practised using four phases: proactive programs, preventative programs, responsive programs and administrative

15) NSW DSE (Department of School Education), *Resources for teaching against violence* (Sydney, Australia: NSW Department of School Education, 1996b).

16) NSW DET (Department of Education and Training), *Child Protection -Action Taken-: Child Protection Training Strategy* (NSW, Australia: The Department Information, 1997).

17) NSW DET (Department of Education and Training). *Introduction to Anti-bullying programs in NSW schools* (Retrieved December 27 2002). (<http://www.det.nsw.edu.au/directorates/studequi/antibully/introduction.html>)

18) NSW SCSi (Standing Committee on Social Issues), *A Report into Youth Violence, Legislative Council No. 8. NSW Government Parliament*. (Australia: NSW Government Parliament, 1995, September).

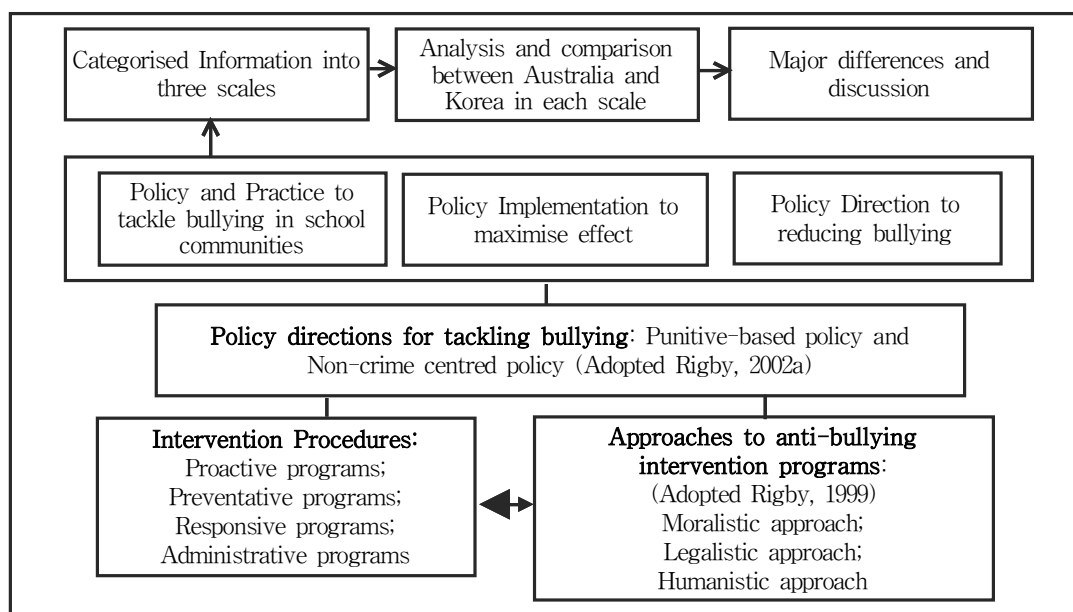
19) MOE (Ministry of Education and Human Resources in Korea), *A guideline to counter violence at school* (Seoul, Korea: Ministry of Education and Human Resources, 2002b).

20) MOE (Ministry of Education and Human Resources in Korea), *5 Year basic plan for preventing violence in school from 2005 to 2009* (Seoul, Korea: Ministry of Education and Human Resources, 2005).

21) R. Burns, *Introduction to Research Methods* (Melbourne, Australia: Longman Australia Pty Ltd. , 2000).

programs<sup>22)</sup>. Further, Rigby and Slee<sup>23)</sup> categorise the approach to anti-bullying intervention programs and delivery as moralistic, legalistic and humanistic. The moralistic approach focuses on the assertion of school values that are inimical to bullying; the legalistic approach includes the imposition of punishments and sanctions for children who bully others; and the humanistic approach involves counselling or talking with students in an attempt to change their behaviour. The moralistic or legalistic approaches are closer to reactive intervention. The humanistic approach focuses on more proactive training. The framework for comparative analysis of anti-bullying policies in this thesis was designed as shown in [Figure 1].

**[Figure 1] Framework of anti-bullying policy document analysis**



Note: The lower section of this framework was adopted from Rigby<sup>24)</sup> while the upper section is the author's own model.

22) NSW SCSJ (Standing Committee on Social Issues), *A Report into Youth Violence, Legislative Council No. 8. NSW Government Parliament*. (Australia: NSW Government Parliament, 1995, September); K. Rigby, *Bullying in schools and what to do about it* (Melbourne: ACER, 1996); NSW DET (Department of Education and Training). *Introduction to Anti-bullying programs in NSW schools* (<http://www.det.nsw.edu.au/directorates/studequi/antibully/introduction.html>) (Retrieved December 27 2002).

23) K. Rigby & P. Slee, Australia, in P. K. Smith., Y. Morita, J. Junger-Tas, D. Olweus, R. Catalano & P. Slee (Eds.), *The Nature of School Bullying: A cross-national Perspective* (London, USA and Canada: Routledge, 1999), 333.

24) K. Rigby, *Bullying in schools and what to do about it* (Melbourne: ACER, 1996); K., Rigby, *New Perspectives on Bullying* (London: Jessica Kingly Publishers, 2002a)

This study combines the intervention programs for anti-bullying with the intervention approaches. With these intervention programs and approaches, the project categorises policy documents into three scales: policy practice, policy implementation and policy direction. The thesis focuses on three scales of policies to counter bullying by comparing each perspective emphasised in both countries

Using the viewpoint of the categories of intervention programs to tackle bullying, this study proceeds to a comparison of anti-bullying policies in NSW, Australia and Kyunggi Province, South Korea. In the comparison of anti-bullying policies in both countries, two guiding principles described by Rigby <sup>25)</sup> are engaged. They are as follows: On the one hand, a policy may emerge that relies entirely on rules and sanctions and zero tolerance for rule infractions. On the other hand, instances of bullying may be treated as 'non-crimes'. In other words, the direction of policy for tackling bullying is either 'legal and punitive-based' or 'non-crime centred' <sup>26)</sup>. By focusing on these two different directions for tackling bullying, this thesis has focused on the issues that the differences may have to do with whose responsibility it is to counter bullying. Further, qualitative analyses are made. Particularly in the intervention effects in relation to children's ages, Rigby states that similar results between primary school children and secondary school age were produced <sup>27)</sup>. Adapting Rigby's position, this thesis doesn't distinguish policies in primary schools from those of secondary schools.

### 2-3. Procedure for analysing anti-bullying policy

This study discusses anti-bullying policies by comparing the results in Australia and South Korea and by focussing on the research question "How do policies and practices in the state of NSW, Australia and Kyunggi Province, South Korea address bullying in a school community?"

The procedure consisted of three major stages: information gathering from policy characteristics, policy analysis and comparison, and discussion about policy practices.

**Stage 1** gathered information on anti-bullying policies that exist in the state of NSW, Australia and Kyunggi Province, South Korea. For deeper understanding of policies, the information provided characteristics for anti-bullying in the two states.

**Stage 2** provided policy analysis and comparison. Anti-bullying policy and practice

25) K. Rigby, *New Perspectives on Bullying* (London: Jessica Kingley Publishers, 2002a), 238.

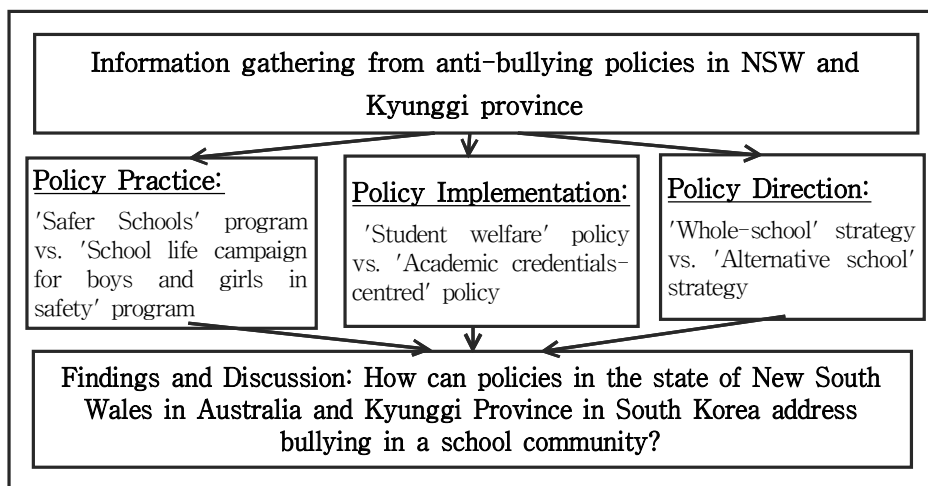
26) *ibid*, 238.

27) K. Rigby, *A meta-evaluation of methods and approaches to reducing bullying in pre-schools and early primary school in Australia* (Canberra, Australia: Attorney-General's Department. 2002b), 12.

existing in the state of NSW, Australia and Kyunggi Province, South Korea is considered with reference to three categories: policy practice, policy implementation and policy direction. They are compared with each other according to the characteristics in both states. In policy practice, the 'Safer Schools' program in NSW is compared with the 'School life campaign for boys and girls in safety' program in Kyunggi Province. The 'Student welfare' policy in NSW is compared with the 'Academic credentials-centred' policy in Kyunggi Province in policy implementation for tackling bullying. The 'Whole-school' strategy in NSW is compared with an 'alternative school' strategy in Kyunggi Province in policy direction.

**Stage 3** discussed anti-bullying policy and practice. This stage put stress on how anti-bullying policies were differently addressed in Australia and South Korea. This stage focused on how anti-bullying policies were formulated and delivered in Australia and South Korea. They were compared in relation to three aspects: policy-making, school practice and intervention programs. The diagram for anti-bullying policy comparison is shown in **[Figure 2]** .

**[Figure 2]** Diagram for anti-bullying policy comparison



Notes: NSW vs. Kyunggi Province

### 3. Anti-bullying policy comparison between the state of NSW, Australia and Kyunggi Province, South Korea

#### 3-1. Policy practice to counter bullying in NSW and Kyunggi Province

##### 'Safer Schools' program in NSW

The strategies for the 'Safer Schools' program are based on the principle that the management of student behaviour is a shared partnership between teachers, students and families, and it focuses on prevention with an emphasis on collaborative professional expertise<sup>28)</sup>. With this principle, schoolteachers should be trained or re-trained in fair discipline methods, which focus on constructive, anti-violent methods, because student behaviour has a considerable effect on teaching staff<sup>29)</sup>. The training of teachers includes modelling of non-violent behaviours. Also, reacting with a creative and clever, rather than a defensive or violent approach to student misbehaviour provides a context with a decrease in tension rather than an increase in the volatility of a situation<sup>30)</sup>. The training of teachers should result in a decrease in teacher stress and improved morale, improved community perceptions of school and teachers, and community values reflecting the changes in attitudes of teachers and students<sup>31)</sup>.

By the strategies for the 'Safer Schools' program a number of DET resources have been provided to help schools develop anti-bullying programs<sup>32)</sup>. With DET materials and resources, the following intervention programs are used in many schools

- *Anti-Bullying: Best practice in school* provides playground interventions such as

28) NSW SCSJ (Standing Committee on Social Issues), *A Report into Youth Violence, Legislative Council No. 8. NSW Government Parliament*. (Australia: NSW Government Parliament, 1995, September), 241.

29) L. Rowling, G. Martim & L. Walker, *Mental Health Promotion and Young People: Concepts and Practice* (Australia: McGraw-Hill Australia Pty Limited, 2002), 34.

30) NSW SCSJ (Standing Committee on Social Issues), *A Report into Youth Violence Legislative Council No. 8. NSW Government Parliament*. (Australia: NSW Government Parliament, 1995, September).

31) NSW DSE (Department of School Education), *Strategies for safer schools* (New South Wales, Australia: Department of School Education, June, 1994); NSW DET (Department of Education and Training), *Child Protection -Action Taken-: Child Protection Training Strategy* (NSW, Australia: The Department Information, 1997).

32) K. Boston, *Memorandum to Principals: Child Protection Training Strategy* (NSW, Australia: Department of Education and Training, 1997b) (March 17).



lessons in playground games or games competitions run by the Student Representative Council, and anti-bullying lessons and anti-bullying committees in which students are active participants <sup>33</sup>).

- *The Peer Mediation Training Package* provides better peer networks or participation in a counselling program. Peer mediation programs assisted students to resolve disputes before they degenerate into ongoing harassment, and pastoral care was also provided through peer support programmes <sup>34</sup>).
- *Child Protection Education: Curriculum materials* supports teaching and learning in personal development, health and physical education <sup>35</sup>).
- *The Playground: Best practice* for minimising risk in primary schools focuses on surveys to assess the amount of bullying and where it is taking place. While many schools use the questionnaire in strategies for safer schools others use a map of the playground on which students mark areas where bullying is prevalent <sup>36</sup>).
- *Resources for Teaching Against Violence*, revised in 1996, and *Protecting and Supporting Children and Young People, Revised Procedures* <sup>37</sup>) includes parent information such as a leaflet setting out actions which parents can take if their child has been bullied, parent meetings and articles in the school newsletter that helped the school spread the anti-bullying message and it gives clear procedures for staff to follow if they become aware of bullying.

In summary, the major characteristics of the strategies for the 'Safer Schools' program focuses on training senior students to guide juniors with peer support programs and further focuses on proactive activities that are based on school autonomy.

### 'School life campaign for boys and girls in safety' program in Kyunggi Province

The 'School life campaign for boys and girls in safety' program focuses on the reinforcement in society to tackle bullying. In Korean society, mainly family and interpersonal factors cause school bullying <sup>38</sup>). In particular, the relationships between teachers and

33) NSW DSE (Department of School Education), *Strategies for safer schools* (New South Wales, Australia: Department of School Education, June, 1994).

34) *ibid*.

35) *ibid*.

36) NSW DET (Department of Education and Training), *Child Protection -Action Taken-: Child Protection Training Strategy* (NSW, Australia: The Department Information, 1997).

37) NSW DET (Department of Education and Training). *Introduction to Anti-bullying programs in NSW schools* (Retrieved December 27 2002) (<http://www.det.nsw.edu.au/directorates/studequi/antibully/introduction.html>).

38) J. Y. Kwon, *The Analysis of the influential factors of child abuse*. Paper presented at the Mental Association of Child & Young People in Korea, Seoul. 1991.

students follow Confucian ethical principles and respect for and trust of teachers is a deep-rooted cultural trait. Teacher-student relationships resemble the father-son relationship of Neo-Confucian values<sup>39)</sup>.

Most Korean students are well acquainted with learning through teachers and submission to the instruction of teachers<sup>40)</sup>. Classes are not only teacher-centred in which rote learning is the main learning tool, but also students are forced by the teacher's authority to attain high achievement. At the same time, school policy and practice also focus on a student's submission to the instruction of teachers. However, students often face cultural and behavioural clashes with school institutional norms and the teachers' authority. They experience disappointment because they can't have their own way at school and consequently they might become bullies or be victimised by their deviant behaviour.

Therefore the MOE has emphasised the roles of family and the care by society for the problem students in order to make school a safer place to be. The School life campaign for boys and girls in safety program has been practised with strong support from society since 1997. Thereafter, MOE<sup>41)</sup> developed knowledge about bullying and distributed guidelines for exercising policies to schools at the level of 'School life campaign for boys and girls in safety' program. The guidelines provide:

- At the first stage, they raise awareness about why people bully and are bullied.
- At the second stage, they raise awareness about how parents deal with bullying. It includes various resources to recognise the signs that a child is being bullied and a strategy to build a child's self esteem and relationship skills.
- At the third stage, they raise awareness about how students respond to bullying, such as a way to overcome the child's reluctance to tell.
- Lastly, for teachers, they show how to teach the child to be assertive but not aggressive.

This program focuses on a re-awareness about social justice in a contemporary society with deep-rooted cultural conventions. The culturally harmful traits comprehensively permitted in school and society, such as '*Ulchala*,' are prohibited and punished. As a result, this school safety program focuses on reactive complementary measures for changing society.

39) R. L. Janelli, *Making Capitalism: The Social and Cultural Construction of a South Korean Conglomerate* (Stanford, CA: Stanford University Press, 1993).

40) I. T. Ho, Teacher thinking about student problem behaviours and management strategies: A comparative study of Australian and Hong Kong teachers, (*Ph.D. Dissertation*, The University of Sydney, Australia. 2000), 39-73; D. Schwartz, M. F. Jo Ann, C. Lei & L.S. Yoolim, Victimization in South Korean Children's Peer Groups, *Journal of Abnormal Child Psychology*, 30(2), (April, 2002): 114.

41) MOE (Ministry of Education and Human Resources in Korea), *5 Year basic plan for preventing violence in school from 2005 to 2009* (Seoul, Korea: Ministry of Education and Human Resources, 2005).

## 3-2. Policy implementation against bullying in NSW and Kyunggi Province

### Student welfare policy in NSW

Strategies to counter bullying form part of the school's implementation of the student welfare policy <sup>42)</sup>. The student welfare policy was identified by a Ministerial Statement in 1995. The Ministerial Statement 1995, *Good Discipline and Effective Learning*, stated that every student has the right to expect that he or she will spend the school day, both in and out of the classroom, free from bullying and intimidation <sup>43)</sup>.

In reality, this policy and practice within the 'whole-school' strategy broadly considers the safety, welfare and well-being of students, students' developmental capacity and the parents' responsibility for students' bullying and violent behaviour. By forming these principles NSW DET and the Non-government School Community (NSC) practise whole-school-based intervention in order to protect a child or young person from harm <sup>44)</sup>. In particular, the Catholic Education Office (CEO), Sydney, emphasises the rights and responsibilities of all its members, that all have a right to feel safe at all times, that the school is a non-violent place, and that nothing is so awful that its members can't talk to someone about it <sup>45)</sup>. In implementing this policy the Catholic Education Office practises a school-wide policy, in collaboration with the NSW DET, which identifies provisions regarding the roles, rights and responsibilities of key groups (school personnel, students and parents) <sup>46)</sup>. In addition, operational procedures or practices (hidden curriculum) that can challenge bullying are provided by specific strategies to respond effectively to a bullying incident <sup>47)</sup>.

In short, the NSW school community autonomously administers 'student-centred schooling policy' emphasising the rights and well-being of students, and further, teachers work together with students who have been in bullying situations in a more egalitarian manner <sup>48)</sup>. As a

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42) K. Boston, *Memorandum to Principals: Child Protection Training Strategy* (NSW, Australia: Department of Education and Training, 1997b) (March 17).

43) NSW DSE (Department of School Education), *NSW Ministerial Statement* (New South Wales, Australia: Department of School Education, 1995), 4-5.

44) NSW DSE (Department of School Education), *Student Welfare Policy* (New South Wales, Australia: Department of School Education, 1996a); NSW DSE (Department of School Education), Resources for teaching against violence (Sydney, Australia: NSW Department of School Education, 1996b).

45) CEO (Catholic Education Office in Sydney), *Anti-bullying policy* (Sydney, Australia: Catholic Education Office, 2003), 4.

46) *ibid.*

47) *ibid.*, 5.

48) Marist Sisters' College. *Anti-bullying policy* (Sydney, Australia: Marist Sisters' College, 2003); Newington College. *Anti-bullying policy* (Sydney, Australia: Newington College, 2003); Cammeray

result, the preventative work of bullying at schools has become more democratic within student welfare policies and has closely linked schools with child protection in the community 49).

Consequently, the anti-bullying policies operating in NSW emphasise each student's welfare by the practice of democracy, so that the anti-bullying policy in NSW focuses on individual responsibility for bullying behaviours in a context of individualism 50). Further, the student welfare policies tend toward a 'humanistic approach' rather than a 'moralistic approach' and an 'actor-centred' intervention rather than an 'action-centred' intervention.

### Academic credentials-centred policy in Kyunggi Province

Korean schooling is related to credentials. The need for academic credentials in Korea is the result of Confucianism, in which the majority of students' time is spent memorising facts, figures and theories 51). Therefore they might not value out-of-class activities that are more focused on developing other skills such as creativity, flexibility, awareness, practical application and interpersonal skills. Further, the college entrance examinations are very important in contemporary Korean society because they have the power to significantly enhance the social status of an individual 52). According to Korean educational practices, most school dropouts or expelled students tend to go to substitute educational institutions and take the examination *komjonggosi*, which is an examination that helps them to gain a school certificate through self-studying without school attendance 53). This is different from Australian school systems.

Most education policies and curricula focus on exams in Korea. The competition of exams is so fierce that students begin preparing for these examinations as early as kindergarten, where they begin to develop the strict discipline necessary to commit to, and successfully complete 15 years of 'examination hell' 54). This credentials-centred policy has contributed not only to increasing the national economy, but also to reducing students' visitation to Internet game rooms or at-risk places because students concentrate on only one task. However, students experience much stress while preparing for the exams. Friedman and Rosenman state that stress comes from being aggressively involved in a chronic, incessant struggle to achieve more and more in less and less time, and, if required to do so, against the opposing attractions of

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Public School, *Anti-bullying programs*

(<https://www.det.nsw.edu.au/ntibullying/programs.html>) (Retrieved July 05 2005).

49) Newport Public School, *Anti-bullying programs*

(<https://www.det.nsw.edu.au/ntibullying/programs.html>) (Retrieved July 05 2005).

50) *ibid.*

51) B. Ahn, College Admission and the Family. *Korea Journal*, 35(2)(1995): 74-88.

52) *ibid.*

53) KATO (Korea Association of Teacher Organizations). *Comprehensive evaluation of education reform and government policy* (Seoul, Korea: KATO, 1997).

54) H. S. Kim, *Australian Society and Culture* (Seoul, Korea: Jigu Publishing Co., Ltd., 1997), 70.

other things and students<sup>55</sup>). According to this opinion of stress, most Korean students feel stressed in their classrooms, because of the competition to gain high academic achievement<sup>56</sup>. In particular, the conventional morality that 'studying' is 'good,' but 'idling' is 'evil' has largely driven students into 'examination hell' and it has further increased the burden laid on them. As a result, students feel the heavy burden of studying and are bored by school life, and then they are aggressive as a way of getting rid of stress<sup>57</sup>.

At the school level, educators and educational administrators have to come to grips with the enduring educational needs of their college-bound students. They are less interested in those alienated from the college admission process, for example, high school dropouts, delinquent adolescents and bullies, and those whose parents could not afford their children's education. When these students attempt to get high school diploma equivalents, they encounter difficulties psychologically or environmentally in returning to regular school.

Consequently, the academic credentials-centred policy based on Confucianism makes inroads on activating student welfare in school. In order to improve student welfare, nowadays teaching staff focus on reducing the psychological burdens of preparing for college exams<sup>58</sup>. They put emphasis on a student's re-awareness of the conventional morality. As a result, the academic credentials-centred policy is inclined toward a 'moralistic approach' and an 'action-centred' intervention, in comparison with a 'humanistic approach' and 'actor-centred' policies as in NSW.

### 3-3. Policy direction to tackle bullying in NSW and Kyunggi Province

#### 'Whole-school' approaches to anti-bullying policy in NSW

According to the NSW Standing Committee's Perspective<sup>59</sup>), schools should not be seen as the focus of the problem of youth violence nor should they be solely responsible for addressing the problem. The community as a whole must share the responsibility for its

55) M. Friedman & R. H. Rosenman, *Type A behaviour and your heart* (New York: Knopf, 1974).

56) K. Rigby, *Bullying in schools and what to do about it* (Melbourne: ACER, 1996), 84-85.

57) V. E. Besag, *Bullies and victims in schools* (Milton Keynes, Philadelphia: Open University Press, 1989).

58) J. S. Ku, *A case study: How to understand violence in schools?* (Seoul: Youth Research Centre, 1996); KATO (Korea Association of Teacher Organizations). *Comprehensive evaluation of education reform and government policy* (Seoul, Korea: KATO, 1997).

59) NSW SCS (Standing Committee on Social Issues), *A Report into Youth Violence, Legislative Council No. 8. NSW Government Parliament*. (Australia: NSW Government Parliament, 1995, September).

young people, and collaboration between schools, parents, the community and government is therefore essential <sup>60</sup>). Schools in Australia adopted a 'whole-school' approach in which a general anti-bullying policy was written with the active collaboration of teachers, students and parents, and a plan formulated and implemented to prevent bullying <sup>61</sup>). The process of policy development included awareness raising; consultation; preparation of draft and transition to final policy; communication and implementation; maintenance and review <sup>62</sup>).

Rigby <sup>63</sup>) suggests seven features of an anti-bullying policy as follows: the school's stand for anti-bullying, a succinct definition of bullying, the rights of children, the responsibilities of children, the premises of each school to counter bullying, the evaluation of the policy, other considerations such as consultation. In particular, this implies that the school should comprehensively consider the rights of children and stand on the side of students in helping to make them safer from the aggressive intent and actions of others <sup>64</sup>). This policy further requires a strong statement of the school's stand against bullying and a declaration of the rights of individuals in the school community <sup>65</sup>). In the principles of the 'whole-school' policy, strategies to counter bullying form part of the school's implementation of the student welfare policy and the 'Safer Schools' program <sup>66</sup>).

In particular, the student welfare policy was identified with the 1995 Ministerial Statement. The student welfare policy focuses on the individual rights of students. When an individual does a bad thing, he/she should bear the responsibility for it him/her self and in accordance with democratic principles the perpetrators are not separated from regular schools, even though there is sometimes non-tolerance of particular behaviours as in Revesby South Public School <sup>67</sup>).

60) D. Tattum, Home, School and Community. In D. Tattum & G. Herbert (Eds.), *Bullying: Home, School and Community* (London: David Fulton Publishers, 1997a): 114-118; L. Warner & M. Richards, Bully 4 U: a community approach to bullying. In D. Tattum & G. Herbert (Eds.), *Bullying: Home, School and Community* (London: David Fulton Publishers, 1997), 29-36.

61) K. Rigby & P. Slee, Australia, in P. K. Smith, Y. Morita, J. Junger-Tas, D. Olweus, R. Catalano & P. Slee (Eds.), *The Nature of School Bullying: A cross-national Perspective* (London, USA and Canada: Routledge, 1999), 333.

62) S. Sharp & D. Thompson, How to establish a whole-school anti-bullying policy. In S. Sharp & P. K. Smith (Eds.), *Tackling Bullying in Your School* (London: Routledge, 1994), 27.

63) K. Rigby, *Bullying in schools and what to do about it* (Melbourne: ACER, 1996), 131-135.

64) Revesby South Public School, *Anti-bullying programs*

(<https://www.det.nsw.edu.au/ntibullying/programs.html>) (Retrieved July 05 2005); Newport Public School, *Anti-bullying programs*

(<https://www.det.nsw.edu.au/ntibullying/programs.html>) (Retrieved July 05 2005).

65) K. Rigby, *Stop the Bullying: A Handbook for Schools* (Melbourne: The Australian Council for Educational Research Ltd, 2001), 24.

66) K. Boston, *Memorandum to Principals: Child Protection Training Strategy* (NSW, Australia: Department of Education and Training, 1997b) (March 17).

67) Revesby South Public School, *Anti-bullying programs*

School policy and the democratic process in Australia protect the rights of students. As a result, the direction of the policy is interrelated by the student welfare system within the general principles of 'non-criminality' and individualism. Further, the 'Safer Schools' program in New South Wales puts emphasis on a shared partnership between teachers, students and families, and collaborative professional expertise with the ethos 'whole-school approaches to counter bullying' <sup>68</sup>). The NSW policy on school bullying is oriented towards a 'whole-school' principle and the community in cooperation with DET and the school community <sup>69</sup>).

The anti-bullying policy in NSW, Australia stresses 'no-blame' and 'shared concern' methods according to a humanistic basis <sup>70</sup>). The direction of the 'whole-school' policy has a broad non-criminal orientation <sup>71</sup>).

### 'Alternative school' approaches to anti-bullying in Kyunggi Province

The Korean MOE controls all schools including non-government schools and administers the policies for all the schools <sup>72</sup>). The MOE policy is centralised so that school safety depends mostly upon the policy directions of the top decision maker. The Ministry of Education and Human Resources (MOE) makes an effort to prevent school violence, to understand the nature of the children's behaviours (e.g. what type of student is bullying and what type of student is being bullied) and to create constructive schools <sup>73</sup>). In spite of the effort of the Ministry, students are still not satisfied with school policies and school violence is becoming more prevalent <sup>74</sup>). According to the statistical yearbook of education, in Kyunggi Province, including Seoul, in 1997 <sup>75</sup>), 1.5% of high school students dropped out, mainly from all kinds of bullying. By 2001, there was an increase of 0.3% to 1.8% <sup>76</sup>).

(<https://www.det.nsw.edu.au/ntibullying/programs.html>) (Retrieved July 05 2005).

68) NSW SCSi (Standing Committee on Social Issues), *A Report into Youth Violence, Legislative Council No. 8. NSW Government Parliament*. (Australia: NSW Government Parliament, 1995, September), 241.

69) K. Rigby & P. Slee, Australia, in P. K. Smith., Y. Morita, J. Junger-Tas, D. Olweus, R. Catalano & P. Slee (Eds.), *The Nature of School Bullying: A cross-national Perspective* (London, USA and Canada: Routledge, 1999), 324-339.

70) K. Rigby, *Bullying in schools and what to do about it* (Melbourne: ACER, 1996), 206-223.

71) D. Thompson, T. Arora & S. Sharp, *Bullying: Effective strategies for long-term Improvement* (London & New York: Routledge Falmer, 2002).

72) Korea Education Law. *Education Law* (Seoul, Korea: Korea Ministry of Education, 1995).

73) J. H. Kim, A study on adolescent crime and victimisation, *KIC Report*, (Seoul, Korea. 1990); KIC (Korean Institute of Criminology), *Annual Research Report* (Seoul: KIC, 1997).

74) FPYV (Foundation for Preventing Youth Violence in Korea). *Annual Research Report for Preventing School Violence in Korean Schools* (Seoul, Korea: Foundation for Preventing Youth Violence, 1998a).

75) KDS (Korean Department of Statistics), *Annual Report* (Seoul: Korean Department of Statistics, 1997).

The students' behaviour became more serious and worsened, and in turn began to influence other students, and then the bullies were identified as having committed an offence. Their bullying behaviour, such as '*Ulchala*' and '*Ddadolim*,' contributed to criminal offending. The group bullying developed into a gang of organized violence, such as '*iljinhoy*,' in school. Especially, the term '*Ulchala*' which came from the deep and long traditional new-appointee discipline in military culture, chronically existed among students in Korea.<sup>77)</sup> So research has shown that potentially the most effective programs go beyond a concentration on individual children and attempt to meaningfully change the climate or culture of the entire school <sup>78)</sup>.

This is not to say that individual child-focussed programs are ineffective and should be discontinued. This is also a valuable violence prevention tool <sup>79)</sup>. They do not, however, address the contextual and environmental or structural characteristics that contribute to the incidence of violence. Programs also typically need to last at least two years before they demonstrate a change in behaviour that is sustainable over time <sup>80)</sup>. Aggressive behaviour such as '*Ddadolim*' and '*Ulchala*' is very stable and chronic in Korea, making it very difficult to change with short-term, curriculum-limited interventions. School authorities must be responsible for tackling '*Ddadolim*' and '*Ulchala*.' They do this by emphasising the roles of family and society as well as school.

The Korean government made a decision in the 1990s to act upon such negative actions of violence in and around schools. This was a nation-wide project to counter bullying <sup>81)</sup>. The policy focused on restriction of students' behaviour and rigid enforcement of regulations. Frequently the MOE minister directed the schools across the nation in their crack down on bullying and they maintained school safety by regarding bullying as a deviant act that increasingly challenged social justice <sup>82)</sup>. The MOE implemented an anti-bullying policy with

76) KDS (Korean Department of Statistics), *Annual Report* (Seoul: Korean Department of Statistics, 2001).

77) FPYV (Foundation for Preventing Youth Violence in Korea). *Annual Research Report for Preventing School Violence in Korean Schools* (Seoul, Korea: Foundation for Preventing Youth Violence, 1998a).

78) S. Braatin, Creating Safe Schools: A Principal's Perspective. In A. P. Goldstein & J. C. Conoley (Eds.), *School Violence Intervention A Practical handbook-* (New York & London: The Guildford Press, 1997), 46-57.

79) P. H. Tolan, N. G. Guerra & P. C. Kendall, A developmental perspective on antisocial behaviour in children and adolescents: Toward a unified risk and intervention framework. *Journal of Consulting and Clinical Psychology*, 63 (1995): 579-584.

80) H. Yoshikawa, Prevention as cumulative protection: Effects of early family support and education on chronic delinquency and its risks. *Psychological Bulletin*, 115 (1994): 28-54.

81) J. D. Kim, *A study on program activities for prevention of juvenile violence in early stage*, Paper presented at the Seminar for School Teachers (Seoul, Korea, June 20, 1999a),

82) KIC (Korean Institute of Criminology), *Annual Research Report* (Seoul: Korean Institute of



the conventional principle that encouraged the good and punished the evil in the minds of the offenders. The latter were separated from the main school system. Teachers collectively administered the Korean policy in an authoritarian disciplinary system.

Consequently, the MOE made a decision to separate them from other students in regular schooling. The main streams of the policy were a matter of establishing alternative schools as a kind of rehabilitation for the correction of bullies' aggressive behaviour, but these were not different from their former school life with the exception of some differences in curriculum. Despite different motivations and different timing when they decided to return, most students would be aware of schooling as a path toward upward social mobility. The policy was confirmed in 1997 and the high school equivalency certificate was administered biannually by the local bureau of Ministry of Education and Human Resources, not by individual alternative schools<sup>83</sup>). There were 22 alternative schools or non-regular schools in Korea and among them 8 schools in Seoul and Kyunggi Province in 2002<sup>84</sup>). With the MOE policy, alternative schools used various methods to prevent bullying.

The alternative schools were asked to use a responsive strategy to combine the caring of society and the strategies focussed on reactive discipline for students, giving them a second opportunity to be ideal students on the basis of group-oriented thoughts. As a result, a bully became a subject of immediate punishment rather than comprehensive counselling, with the application of Confucian conventions that encouraged 'good', but punished 'evil'. This implied that the MOE policy emphasised group morality rather than individual rights. The concept of bullying was understood in line with the relationship between social moral effect and its practice on the basis of group-oriented collectivism in Korea. To drive the policy systemically, a law about the countermeasures and preventing violence in school was made on July 30, 2004. Recently, anti-bullying policies in Kyunggi Province under the direction of MOE focused on three major interventions as follows<sup>85</sup>).

- Establishing 'safety zone' in and around school
- Establishing 'school police' in school
- Strengthening and expanding 'alternative schools'

Therefore the anti-bullying policy in Kyunggi Province, South Korea was close to 'sanctions and zero-tolerance' intervention to bullying in school on the basis of a more

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Criminology, 1997).

83) MOE (Ministry of Education and Human Resources in Korea), *The History of Korean Education* (Seoul, Korea: Ministry of Education and Human Resources, 2002a).

84) *ibid.*

85) MOE (Ministry of Education and Human Resources in Korea), *5 Year basic plan for preventing violence in school from 2005 to 2009* (Seoul, Korea: Ministry of Education and Human Resources, 2005).

moralistic approach or a more criminal one as in some cases from Rigby's study <sup>86</sup>). In short, this 'punitive-based' strategy to deal with bullying on a criminal basis in Korean schools was in contrast to the 'no-blame' and 'shared concern' strategy based on humanistic or non-criminal principles in Australia.

#### 4. Findings from anti-bullying policy analyses in NSW and Kyunggi Province

Governments in both NSW and Kyunggi Province administer anti-bullying policies with multiple approaches and they work through education authorities (educators and staff), schools (principals and teachers) and communities (parents and pastoral workers). The cultural differences in bullying influence the formulation of policies in NSW and Kyunggi Province. The main streams of anti-bullying policies in both states are as follows: Proactive intervention in NSW vs. Responsive intervention in Kyunggi Province in the perspective of intervention procedure; Humanistic approach in NSW vs. Moralistic approach or legalistic approach in particular cases in Kyunggi Province in the perspective of approaches to anti-bullying; Non-criminal strategy in NSW vs. Sanction or punitive strategy in Kyunggi Province in the perspective of policy orientation. Anti-bullying policies in both states are categorised by using policy and practice, policy implementation and policy direction. The investigations are as shown in <Table 1>.

In the category of policy practice, the 'Safer Schools' program in NSW focuses on proactive activities, but the 'School life campaign for boys and girls in safety' program in Kyunggi province takes reactive complementary measures to tackle bullying. In terms of policy implementation, the rights of students are much more protected by a 'student welfare' policy in NSW. The policy practises 'humanistic strategies' on the basis of a non-criminal philosophy, in comparison with the Korean 'moralistic' strategies on the basis of punitive principles. Rigby suggests that it is better to attempt to resolve problems of peer victimisation using so-called humanistic methods, employing counselling and mediation skills, rather than to resort to simple moralistic and legalistic methods of effecting change <sup>87</sup>).

The NSW Education Authorities focus on a 'non-crime -based' policy on the basis of a 'whole-school approach' that practises 'no-blame interventions' within the school community and also trains them, while the mainstream of MOE policy is a 'sanctions and zero

86) K. Rigby, *Bullying in schools and what to do about it* (Melbourne: ACER, 1996), 195-197.  
87) *ibid*, 201.

&lt;Table 1&gt; Comparison between anti-bullying policies in NSW and Kyunggi Province

Investigations of anti-bullying policy		NSW in Australia	Kyunggi Province in South Korea
Main streams	Intervention procedure	Proactive intervention	Responsive intervention
	Approaches to anti-bullying	Humanistic approach	Moralistic (or legalistic in particular cases) approach
	Policy orientation	Non-criminal strategy	Sanction or punitive strategy
Categories of policy	Policy and practice	Proactive activities in 'Safer Schools' program	Reactive activities in 'School life campaign for boys and girls in safety' program
	Policy Implementation	Humanistic implementation with 'Student welfare' policy	Moralistic implementation in 'Academic credentials centred' policy
	Policy direction	Non-criminal direction in a 'Whole school' strategy	Punitive direction in an 'Alternation school' policy

tolerance' or 'punitive-based' policy that isolates and excludes bullies from regular schools and from their subculture. They also receive training in this system.

## 5. Conclusion

Bullying behaviour between students occurred to some degree in all schools and bullying, as one type of antisocial behaviour in schools, constituted a serious problem for those who were the victims<sup>88)</sup>. A large number of theories and approaches have been developed to understand bullying in children in many parts of the world<sup>89)</sup>.

88) P. K. Smith & Y. Morita, Introduction. In P. K. Smith, Y. Morita, J. Junger-Tas, D. Olweus, R. Catalano & P. Slee (Eds.), *The Nature of School Bullying: a Cross-National Perspective* (London: Routledge, 1999), 1-4; R. Forero, L. McLellan, C. Rissel & A. Bauman, Bullying behaviour and psychosocial health among school students in New South Wales, Australia: Cross sectional survey. *BMJ*. Vol. 319, (1999, August 7): 344-348.

89) D. Olweus, Annotation : Bullying at school : Basic facts and effects of a school-based intervention programme. *Journal of Child Psychology and Psychiatry*, 35, (1994): 1171-1190; P. K. Smith, H. Cowie, R. F. Olafsson & A. P. D. Liefoghe, Definitions of Bullying: A Comparison of Terms Used, and Age and Gender Differences, in a Fourteen-Country International Comparison. *Child*

Anti-bullying policy and practice should consider both preventive strategies in schools and protective intervention with the community<sup>90)</sup>. Anti-bullying policy and practice administered by both countries was examined with reference to some procedures from the policy-making level to its practice at individual schools. Both governments commonly practised multiple approaches that work together through the education authorities, schools and communities. The differences not only occur in how societal groups collaborate but also in how interventions are made.

Strategies to counter bullying are based on a 'whole school' policy in NSW. In other words, the implementation of the policy is summarised by a student welfare system with a 'non-crime' approach applied individually, on a humanistic basis. NSW policy is continuously oriented towards the conceptualisation of bullying behaviour in terms of the connection between individual acts and thoughts. On the other hand, the Korean authority is centralised and controls school violence in a nation-wide project. The policy is administered by a strategy that is based upon an 'alternative school' policy practising conventional discipline, ethics and authoritarian culture. With the implementing of the anti-bullying policy, most bullies are punished to protect students from bullying in Kyunggi Province. Korean policy is administered collectively through the teacher's authoritarian disciplinary system within the 'moralistic' framework on a more criminal basis than in Australia. In spite of these differences, if each country's anti-bullying strategies were used in a complementary fashion to address each country's particular bullying problem, this would result in the development of better policies that would foster an international perspective on countering bullying.

Consequently, this study suggests that the primary, middle and high schools should open a part of their curricula to local communities and should introduce an adjunct teacher system. The adjunct teachers can be composed of those who have a qualification for teaching in such religious areas as Churches, temples and other religious groups. Alternatively, these religious organizations should provide an opportunity for student's suitable learning environment for students in relation to such subjects as social ethics and humanity. As a possible result, these religious supports to the anti-bullying may help to improve altruism and humanitarian thoughts of students in school. Furthermore, the cooperative learning and humanity education in the classroom can bring a positive result. The society is also responsible for making a safe environment for children in school communities. Therefore the programs for behavioural care of children in the proactive intervention of bullying and care managers for settlement of the program need to be provided.

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*Development*(July/August), 73(4) (2002): 1119-1133.

90) V. E. Besag, *Bullies and victims in schools* (Milton Keynes, Philadelphia: Open University Press, 1989).

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국문초록

## 호주 NSW 주와 한국 경기도의 학교폭력예방정책의 비교연구

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이 논문은 한국의 교육부와 호주 NSW주 교육부에서 실행하는 정책들을 비교 분석하여 학교를 보다 더 안전하게 만드는 데 초점을 두고 한국과 호주의 학교폭력 예방의 다양한 접근 방법들을 살펴보고, 그들 사이에 차이점과 상호보완점을 조사하였다. 특히 본 연구는 호주 교육당국의 학교폭력예방정책뿐만 아니라 단위학교가 현장에서 개발한 지침서들을 수집하여 한국의 정책들과 비교하였는데, 그 결과는 세 범주로 나누어 분석되었다. 첫째, 정책방향에서 호주는 탈 범죄적 접근을 하고 있는데 비해, 한국에서는 처벌 위주라고 볼 수 있다. 호주는 '다원일체 학교정책'을 지향하고 있으므로 대부분 가해자들은 범죄를 저지르지 않는 한 퇴학이나 정학 없이 학교에 머문다. 이러한 탈 범죄적 접근으로 인해 교사들은 생활지도 및 학생복지의 역할까지도 전담하여야 한다. 그러나 한국의 학교폭력 예방정책에 따르면, 대부분 학교폭력 가해자는 집단으로부터 분리되어 정학과 퇴학을 당하게 되고, 주로 대안학교에 머무르게 된다. 이러한 한국의 처벌 중심적 예방정책은 가해자에 대한 훈계 및 법적 대응과 대안학교 및 집단주의를 조장하게 되었다. 둘째, 학교폭력 근절 프로그램의 내용에서 호주는 성경공부를 통하여 원초적 사전예방측면에서 인성교육에 치중하는데 비해, 한국은 도덕적 훈계에 중점을 두고 부차적 사후 교정교육에 치중하고 있었다. 마지막으로 단위학교의 폭력예방정책의 이행과정에서 호주는 학생 중심적이고 민주적으로 폭 넓게 정책이 시행되고 있는데 비해, 한국은 교사 중심적이고 권위적으로 정책을 수행하고 있었다. 결론적으로 학교폭력예방을 위하여 한국의 단위학교는 인성교육 및 정신심리적 치유상담을 더욱 강화하고, 사회조직과의 긴밀한 관계를 유지하는 것이 필요하다고 본다. 따라서 이 연구는 초, 중, 고등학교에 검임교사제도 및 보건관리사(케어 매니저)제도를 도입하여 학생들의 총체적 인성교육을 사회교육기관 및 종교 기관과 공동으로 추진할 것을 제안하고 있다.

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