



KUNNSKAPSDEPARTEMENTET

# *Education sector interventions in Norway after 22<sup>nd</sup> July 2011*

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Strasbourg 18th March 2015



# The attack on government buildings in Oslo on 22 July 2011



*Facsimile, Aftenposten 23 July 2011*



# The attack on the Utøya island on 22 July 2011



Gjerningsmannen kan ha brukt ekspanderende prosjektiler. Slike er forbudt å bruke for militære styrker etter Genevekonvensjonen. **FOTO: AFP PHOTO/JONATHAN NACKSTRAND**

*Facsimile, Aftenposten 24 July 2011*



Kunnskapsdepartementet

# The "rose manifestation" in Oslo City on 25 July 2011



# *Primary and secondary education and training*

## *Action concerning pupils directly affected:*

- In the course of autumn 2011, national bylaws and regulations were adjusted in order to facilitate a flexible return to school for pupils. (Late return for students, need for assistance upon return, formal adjustments related to the entrance of second time test results and grades in pupils' certificates.)
- Local disaster preparedness plans were activated in order to provide assistance and support to personally affected pupils.



# ***Action targeting all pupils***

*All pupils (and teachers) were indirectly affected through the collective shock and through the exposure to high-intensity media coverage of the terror attack.*

- An advisory document was developed by the Norwegian Directorate for Education and Training and circulated prior to the start of the academic year in August 2011:

*Educational First Aid in Crisis: Advice on the communication with pupils about the terrorist bomb attack in Oslo and the mass murder at Utøya in 2011*  
(Norwegian only)



## ***National experts on crisis psychology engaged by the government***

- A second document was distributed to schools prior to the start of the court proceedings against the perpetrator in April 2012.
- Both documents were prepared by acknowledged national experts on crisis psychology targeting children. (*Magne Raundalen* from Center for Crisis Psychology and *Jon-Håkon Schultz* from Norwegian Centre for Violence and Traumatic Stress Studies)
- These two documents provided school staff with a national strategy and principles for classroom communication in Norwegian schools about the 22 July terror attacks.



# Initiation of longitudinal research

- The Ministry of Education and Research commissioned a research project in the autumn of 2011, aiming to study the follow up of pupils after the 22<sup>nd</sup> of July.
- The project is directed towards pupils who were in some way personally affected, but it also includes other pupils. It is carried out by the Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS).
- The project runs up to 2020, so far with interviews done 4 to 5 months after, 14 to 15 months after and 30 to 31 months after the attacks. The first results have been publicised. A new report is due in 2015.



## *Some preliminary findings*

- *Talking about* the attacks and their consequences has indeed proved helpful and beneficial for children/youth.
- Children need *correct information*, to prevent them from making even more frightening *mental* images on their own.
- Collaborative activities among pupils, facilitated by teachers, can help children to construct meaning.
- Teachers can stimulate conversations and reflections, and develop the narrative through a process of meta-cognition. This can provide further learning and new insight for the pupils. *The proactive teacher* seems to be instrumental here.



# *Psycho-social measures not enough*

- Preliminary results suggest an *unresolved demand for pedagogical measures* to follow up after the incident. The psychological and social measures seem to have been given a lot of emphasis. *The need for pedagogical measures was not realized* in the same way.
- The *directly affected pupils fell behind* the rest of their group of pupils when it came to learning outcomes. When they were ready to continue their learning process, they were not offered pedagogical tools to help them bridge the gap of lost learning.



## ***Psycho-social measures cont.***

- The preliminary findings are of great interest for the Ministry and will be followed up in relevant contexts in future work.
- Since the research project is *not completed*, it is emphasized that this information is disclosed as *preliminary findings*.



# Policy developments after 2011

- A basic mandate for the Norwegian school is to prepare children for democratic participation (cf. the Norwegian *Objects clause for education and training*).
- *Teaching and learning of values*, and an inclusive learning environment in each school, is crucial. Attention of and support for these aims seem to be more present – in our domestic school debate, in strategy documents and in White Papers on education submitted to Parliament after the terror attacks.
- Is this a direct effect of the 22<sup>nd</sup> of July? Hard to tell.
- The Ministry has currently started its work on a *new national Core Curriculum*.



# *The response in Higher Education*

- From August 2011 through spring 2012, several letters signed by the Minister went from the Ministry to Higher Education institutions in Norway (and to international Higher Education institutions admitting Norwegian students who were affected), concerning the need to prepare for the reception of students who were personally affected by the attacks.
- A “hotline” (a crisis telephone line) was active from 2<sup>nd</sup> September to 31<sup>st</sup> December 2011. A total of 15 calls were received.
- Certain amendments were considered in the formal rules and regulations related to absence, exams, grades and admittance to HE for affected students. A study concluded that formal amendments were not required.



# *The official 22 July Commission's Report*

- An official report was commissioned by the Norwegian Parliament after the Oslo bombing and the following Utøya massacre.
- *The report on 22 July* was submitted to the Prime Minister in August 2012 (*NOU 2012: 14 Rapport fra 22. juli-kommisjonen, press release in English here:*  
<https://www.regjeringen.no/en/aktuelt/stoltenberg-facts-that-require-action/id697507/>)
- The report was critical towards the national level of preparedness, especially concerning the executive levels' lack of ability to carry out concrete measures and concerning the response from the Police.
- After this, the Ministry requested Norwegian Higher Ed. institutions to report on their follow-up plans of the Commission report's recommendations.



# Request made to the largest Higher Education institutions in 2015

In February 2015, the five largest Norwegian universities were asked if they, as a result of the terror attacks in 2011, had initiated longer-term measures related to themes such as

- the prevention of radicalization and extremism
- participation, intercultural dialogue, readiness versus hate speech or related themes in relevant study programmes
- the first public statement given by the Prime Minister after the terror attacks ("Our response to violence is more democracy, more openness and greater political participation, *but never naivety*")



# Response to 22 July at the largest Norwegian universities

- Four universities had held lectures or interventions on relevant themes, and/or used the PM's statement as a point of departure for thematic discussions. Some lectures were held in cooperation with, or initiated by, students.
- Related lectures and seminars, e.g. on intercultural dialogue, terror and preparedness, had reportedly increased after the Paris attacks in January 2015.
- The two largest universities (UiO and NTNU) have arranged lectures on relevant themes. The study topic "Literature and terror" was established as part of a Masters course.
- One research project: "July 22 and the Negotiation of Memory" (2013-2018) was established, presently with two research fellows.



# Cross-sectoral, national initiatives relevant for the education sector

## 1. Action plan against radicalisation and violent extremism (The PM's office and nine ministries)

The MoER is responsible for three actions in the Action Plan:

*Action 9: Develop teaching resources for use in lower and upper secondary education*

*Action 26: Prevention of hate speech*

The European Wergeland Centre (EWC) runs a project on the prevention of hate speech on the Internet, based on the *Council of Europe's No Hate Speech campaign*. Translated and adapted the manual *Bookmarks*, developed for schools, youth organisations and other target groups. Well received!

<http://nohate.ext.coe.int/Campaign-Tools-and-Materials/Bookmarks>

*Action 27: Increase the knowledge on how to counteract undesirable experiences on the Internet (e.g. reporting of hate speech)*



# Cross-sectoral initiatives, cont.

*Bookmarks* is available in several languages



*Norwegian edition*



# Cross-sectoral initiatives, cont.

## ***2. Official Memorial Site in Oslo***

An official memorial site, a Centre for 22th July, is planned in the government building that was hardest hit. The centre aims to include contents relevant for education.

## ***3. Research on right-wing extremism strengthened***

A research centre on right-wing extremism will be established in order to strengthen the research in this area. A preparatory study on this initiative was submitted by the Norwegian Research Council to the Ministry of Education and Research in the winter of 2015. (Work is in progress. An add-on to an existing centre may be the final choice.)



# Cross-sectoral initiatives cont.

## ***4. A Study of the Ministry's role in sector-wide protection and preparedness in the education system***

- An internal working group in the Ministry of Education and Research studied the Ministry's sectorial responsibility for civil protection, emergency planning and preparedness. The assessment clarifies the actors, scope and means/instruments. Some elements from the study:

### ***What does ministerial overall responsibility imply?***

- Citizens' health and safety
- Buildings and structures critical for the function of society
- Information security – ICT systems
- Development of institutional consciousness within the MoER and within subordinate institutions and their management (including in 428 municipalities)



# Study of *sector-wide civil protection cont.*

The scope also includes public and, to a certain extent, private institutions:

- Kindergartens / preschool institutions
- primary, secondary and Norwegian schools abroad
- Norwegian higher education institutions
- Norwegian students abroad
- The University Council and Student welfare organisations
- adult education institutions, folk high schools, vocational/technical schools
- Certain research institutions and networks, including “critical institutions” for society (e.g. the Norwegian Meteorological Institute)



# ***Study of sector-wide civil protection cont.***

## ***Legal instruments***

- Bylaws exist on municipalities' obligations, and on health and environment in kindergartens and schools
- No statutory authority for obliging Higher Education institutions to work with preparedness and response, but certain instructions can be given in allocation letters for funding
- No clear legal tools vis-à-vis private Higher Ed. institutions

## ***Pedagogical instruments, existing and in progress:***

- Information and guidance documents for relevant actors
- A consultative function for public and private actors, probably to be based on the United Kingdom's education sector model
- Guides from the Directorate for Education and Training (targeting pre-school to higher education) and, in part, guides from the Norwegian Police Directorate



# Some very tentative conclusions

- *Learning the hard way: 22 July 2011 was a severe wake-up call for the Norwegian public sector. Many lessons learnt, on several levels.*
- Some longer term lessons still to be discovered?
- As a *direct* follow-up of 22 July, actions related to Public Security and sectorial stand-by systems seem to be more visible than actions related to educational contents.
- However: in primary and secondary education the educational content side was in fact in some progress *before* the terror attack.



## Tentative conclusions cont.

- Difficult to isolate the longer-term measures taken after 22 July from the responses to *other developments*: Increased Antisemitism, the Syrian war, the terror attacks in the winter of 2015, the radicalisation theme.
- Parts of the Norwegian Higher Education system reacted rapidly, and with relevant content-related actions, after the Paris and Copenhagen attacks in the winter of 2015.

Would the institutions have acted this quickly, if the attacks on the 22nd of July 2011 had *not* happened?



***Thank you for listening!***

