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New Zealand National Commission for UNESCO

Te Kōmihana Matua o Aotearoa mō UNESCO

New Zealand Periodic Report from the New Zealand National Commission for UNESCO

on the

Fifth Consultation on the Implementation of the UNESCO *Recommendation concerning Education for International Understanding, Cooperation and Peace and Education relating to Human Rights and Fundamental Freedoms*

Covering the years 2009-2012

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I. INTRODUCTION

We are pleased to present this report to UNESCO concerning the implementation of the *Recommendation concerning Education for International Understanding, Cooperation and Peace and Education relating to Human Rights and Fundamental Freedoms (the Recommendation),* adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) in 1974.

There is a strong commitment to the principles of *the Recommendation* in New Zealand's education system, which has been designed to provide equitable opportunities for all people regardless of gender, ethnicity, or social and economic background. The principles are translated into both domestic law and policy in New Zealand.

Special emphasis has been placed in this report on the New Zealand schooling sector and its contribution to education for human rights and the maintenance of peace through the curriculum.

This report has been aligned to the questionnaire prepared by UNESCO to assist Member States in their reporting on *the Recommendation* and answers are marked with corresponding numbers of the questions. It fulfils the reporting obligations set out in Article VIII of UNESCO's Constitution, which requires each Member State to submit to the Organisation, at such times and in such manner as shall be determined by the General Conference, reports on the laws, regulations and statistics relating to its educational, scientific and cultural institutions and activities, and on the action taken upon the recommendations and conventions referred to in Article IV, paragraph 4.

II. QUESTIONNAIRE

1. Information about the respondent



2. Components of education for peace and human rights

A. Specific information on the legislative, judicial and administrative measures taken by the State at the national level

1. *Describe the specific legal framework governing the protection of the rights guaranteed by the Recommendation in the specific country. Indicate whether the rights set forth in the Recommendation are protected by the constitution, by a basic legislative text or by any other text, and whether the Recommendation has been incorporated into national legislation.*

There is a strong commitment to the principles of *the Recommendation* in New Zealand's education system, which is intended to provide equitable opportunities for all people regardless of gender, ethnicity, or social and economic background. This intention is supported by specific policies aimed at lifting the achievement of particular vulnerable groups. One of two priorities listed in the Ministry of Education Statement of Intent 2011/12 is to improve education outcomes for Māori learners, Pasifika learners, learners with special education needs and learners from low socio-economic backgrounds.

New Zealand does not have a formal written constitution and the principles therefore must be incorporated into domestic law. The Education Act 1989 (the Act) and supporting regulations and guidelines provide a framework for an equitable and just education system. The right to education is provided for by section 3 of the Act, which provides for the right to free primary and secondary education (for all students aged 5-19). The Act also provides that students who have special education needs have the same rights to access the education system as those who do not. Schools are also required, in consultation with their communities, to develop policies, plans and targets to improve the achievement of Māori (indigenous) students. Policies and strategies also target other groups whose opportunities and achievement levels are below the norm.

Education provision in New Zealand is underpinned by three complementary curricula, which are the vehicles for peace and human rights education.

Te Whāriki is the curriculum for the early childhood education system. In schools it is the *National Curriculum* consisting of *The New Zealand Curriculum* for English-medium schools and *Te Marautanga o Aotearoa* for Māori-medium schools. These curricula have both an explicit and implicit role in growing young people with a well-founded understanding of peace and human rights.

They provide a framework for teaching and learning rather than a detailed plan and schools, because of the nature of the system of self-managing schools in New Zealand, develop their

own curricula and teaching programmes from it.

The New Zealand Ministry of Education (the Ministry) is aware of the Right to Education Framework used internationally to assess the right to education. The Ministry uses parallel indicators such as participation, achievement, effective learning, labour market outcomes and resourcing in its reporting on the NZ education system.

B. Methods introduced to draw attention of various authorities in the country to the Recommendation and to counter possible obstacles

2. *Describe the measures taken to raise awareness of the basic principles of the Recommendation.*

The Ministry does not mandate or explicitly promote any particular programme. It does however provide a framework where these programmes can be selected and used by individual schools. Because of the empowering model of self managing schools, the permissive nature of the *New Zealand Curriculum* and the emphasis on schools applying the curriculum in a way that is tailored to their needs and circumstances, a narrow programme approach does not fit well in the New Zealand education context.

Human rights itself is a clear and mandatory part of the *National Curriculum* and this is well known among all participants in the education system.

C. Process of the development and implementation of national policies

4. *Is education for peace and human rights incorporated into national plans and strategies?*

   National sectoral plans for basic (primary and secondary), higher education etc:

Education for Human rights and the maintenance of peace is incorporated in national sectoral plans for primary and secondary education in New Zealand.

The National Curriculum of New Zealand provides a strong framework for education for peace and human rights. It is designed to help schools give effect to the partnership that is at the core of our nation's founding document, Te Tiriti o Waitangi / the Treaty of Waitangi and New Zealand's international human rights obligations.

The National Curriculum is the guiding policy for teaching and learning in New Zealand schools. This comprises *The New Zealand Curriculum* for English-medium schools or *Te Marautanga o Aotearoa* for Māori-medium schools. Of particular importance in this context is the fact that Te Marautanga o Aotearoa is a national curriculum document for teaching in New Zealand's indigenous language, (and one of our official languages), Te Reo Māori. *Te Marautanga o Aotearoa* was written entirely in Te Reo Māori, and located within a Māori world view where Māori achieve success as Māori. It is a parallel document to the *New Zealand Curriculum* for English-medium schools, not a translation.

A national strategy was implemented to help schools use the *National Curriculum* to develop their own school curriculum. These curricula need to incorporate all elements of the curriculum's vision, principles, values, key competencies and learning areas.

Implementation of the *National Curriculum* in schools has also been independently monitored and evaluated through a number of organisations including the Education Review Office and the University of Auckland. Further support has been provided to schools as a result of these evaluations.

The early childhood sector reflects a deliberate and comprehensive approach toward the creation of a human rights environment, through the principles, strands and goals of the national curriculum *Te Whāriki*.

The *Pasifika Education Plan (2009- 2012)* prioritised lifting Pasifika achievement, and asked the education sector to concentrate on building strong learning foundations, lifting Pasifika literacy and numeracy and increasing the number of Pasifika students achieving school-level qualifications. The plan included Government initiatives which aimed to lift participation in high-quality and culturally responsive early childhood education, National Standards on literacy and numeracy, plain language reporting to parents, ongoing investment in professional leadership and increasing youth engagement through policies such as Youth Guarantee. The *2013 – 2017 Pasifika Education Plan,* launched in November 2012, represents the outcomes of efforts made during the preceding five years. The Plan's vision is to see 'Five out of five Pasifika Learners participating, engaging and achieving in education, secure in their identities, languages and cultures and contributing fully to Aotearoa New Zealand's social, cultural and economic wellbeing.' The Plan adopts a 'Pasifika' way of working with the community and educational agencies, recognising the importance of collective partnerships, relationships and responsibilities.

Ka Hikitia Managing for Success (2008 - 2012) is the government's sector-wide Māori education strategy. Launched in 2008, its goal is that all Māori learners are able to enjoy and achieve education success as Māori. 'Ka Hikitia' means to 'step up', 'lift up' or 'lengthen one's stride' and works to ensure all Māori learners have the opportunity to gain the skills and knowledge they need to realise their potential. Ka Hikitia set out specific outcomes, priorities for action and targets over the five-year period to realise Māori potential. Primarily it aimed to influence the thinking, policy, practice and services of the Ministry of Education and the government agencies responsible for education by building on the latest research evidence and from the ideas, experiences, hopes and aspirations of Māori throughout the country. It is currently being refreshed for the next five years.

National policy frameworks as part of the Decade on Education for Sustainable Development (2005-2014)

The *New Zealand Curriculum* provides a strong message and great potential for inclusion of Education for Sustainability in schools. It presents sustainability as a future-focus theme, includes principles, values and visions for sustainability and encourages schools to engage in their own curriculum design.

5. *Has a specific committee or a special entity been established to develop and implement national policies related to education for peace and human rights?*

The Human Rights Commission develops and implements policies related to education for peace and human rights in New Zealand.

The Human Rights Act (1993) sets out the primary functions of the Human Rights Commission. These are to advocate and promote respect for and appreciation of human rights in New Zealand society and to encourage the maintenance and development of harmonious relations between individuals and the diverse groups in New Zealand society.

The Act specifically refers to education in section 5 stating the Commission must:

- Be an advocate for human rights and to promote and protect, by education and publicity, respect for, and observance of, human rights;
- Encourage and coordinate programmes and activities in the field of human rights;

- Promote by research, education, and discussion a better understanding of the human rights dimensions of the Treaty of Waitangi and their relationship with domestic and international human rights law.

6. Which groups are targeted in the national policies?

The early childhood sector is the target of *Te Whāriki* (the early childhood curriculum) and in the school sector is covered by the *New Zealand Curriculum* and *Te Marautanga o Aotearoa*. These curricula have both an explicit and implicit role in growing young people with a well founded understanding of human rights.

7. To what extent is education for peace and human rights integrated into

(a) curriculum

The curriculum applies to all state schools and all students irrespective of their gender, sexuality, ethnicity, belief, ability or disability, social or cultural background, or geographical location. Human rights is an obligatory part of *the New Zealand Curriculum* and is included in its scope, purpose, vision, principles, values, key competencies and learning areas. For example, students are encouraged to value:

- excellence, by aiming high and by persevering in the face of difficulties;
- innovation, inquiry, and curiosity, by thinking critically, creatively, and reflectively;
- diversity, as found in our different cultures, languages, and heritages;
- equity, through fairness and social justice;
- community and participation for the common good;
- ecological sustainability, which includes care for the environment;
- integrity, which involves being honest, responsible, and accountable and acting ethically and to respect themselves, others, and human rights.

The New Zealand Curriculum contains a set of eight principles which are the formal decision making framework for schools. These are:

- High Expectations (for all);
- Treaty of Waitangi;
- Cultural Diversity;
- Inclusion;
- Learning to Learn;
- Community Engagement;
- Coherence; and
- Future Focus.

In addition, the key competencies are designed to develop students' skills and understandings for effective participation within diverse contexts and diverse peoples. The key competencies are:

- Relating to Others;
- Participating and Contributing;
- Managing Self;
- Using Language Symbols and Texts; and
- Thinking.

Due to the self-managing nature of schools in NZ, schools give effect to peace and human rights education in a variety of ways as they develop their own curricula.

The centre pillar of *Te Marautanga o Aotearoa* is the aspiration to develop successful learners who will grow as competent and confident learners, effective communicators in the Māori world, healthy of mind, body and soul and feel secure in their identity, and sense of belonging. They will have the skills and knowledge to participate in and contribute to Māori society and the wider world. As with *the New Zealand Curriculum*, schools give effect to peace and human rights education in a variety of ways as they develop their own school curricula.

The early childhood sector reflects an overarching deliberate and comprehensive approach toward the creation of a human rights environment, through the principles, strands and goals of the national curriculum *Te Whāriki*.

(b) Training of teachers and other education personnel

Initial teacher education is required to ensure graduates can develop and implement a classroom programme at all levels that aligns with *the National Curriculum*. Peace and Human Rights are both implicit and explicit in *the New Zealand Curriculum*. Ongoing professional learning for teachers and principles also includes strong focus on curriculum, and curriculum leadership.

(c) Teaching and learning process and tools

The New Zealand Curriculum stipulates the potential contribution peace and human rights education learning might make in the eight learning areas: English, the arts, health and physical education, learning languages, mathematics and statistics, science, social sciences and technology. A school's curriculum is much greater than just the teaching and learning in these areas and schools are expected to integrate a focus of the vision, values and key competencies guided by the principles across work in the learning areas and in all aspects of school life.

The curriculum mandates approaches such as teaching methodologies being child-friendly, learner-centred and encouraging participation. It is common practice and an area for continuing professional learning and support.

The National Curriculum and its principles are the policy documents guiding school selection of resources. Such resources are expected to conform to the guidance contained in these documents. A wide range of government agencies, commercial providers and non-governmental organisations produce resources schools may choose to use.

(d) Learning environments

The National Curriculum is clearly described as impacting on all aspects of school decision making. The curriculum that students experience includes classroom learning as well as the policies and practices impacting on them beyond the classroom. In *the New Zealand Curriculum* respect for human rights is expected to be encouraged, modelled and explored.

Many schools choose to develop programmes in areas such as peace education, education for tolerance or education for sustainable development. In some instances, schools may build their whole school focus and identity on approaches such as education for sustainability. All these foci will be evident to some degree in most schools as they are clearly supported by *the National Curriculum*.

Te Whāriki has received international recognition and acclaim as the world's first holistic and bi-cultural early childhood education curriculum.

8. Which institution is responsible for the implementation?

As noted earlier, the implementation of the recommendation takes place through various mechanisms.

9. Is a specific budget allocated to the implementation of the policies?

Yes. A specific budget was set aside for monitoring and evaluating the effective implementation of both *the New Zealand Curriculum* and *Te Marautanga o Aotearoa*, including identification and production of additional resources for schools. This was managed by designated project teams who were informed by the recommendations from special advisory groups comprised of sector representatives.

10. Does a systemic mechanism of monitoring the implementation of the policies exist?

The Education Review Office (ERO) is a government department, independent of the Ministry of Education, whose purpose is to evaluate and report publicly on the education and care of students in schools and early childhood services. ERO's findings inform decisions and choices made by parents, teachers, managers, trustees and others, at the individual school and early childhood level and at the national level by government policy makers.

D. Contents of the national implementation of education for peace and human rights

11. Describe briefly the themes, questions and topics related to the 1974 Recommendation that are integrated into the education of your country.

The purpose and scope described in *the New Zealand Curriculum* identify that this is for all New Zealanders. It is the means of implementing the human right to education and is part of the way schools can give effect to the partnership inherent in the Treaty of Waitangi. The document sets the direction but schools are expected to develop their own curriculum to meet the learning needs of their students and the interests of their communities in alignment with the national direction.

How schools give expression to the elements of the curriculum will vary. In general the vision, principles, values and key competencies are likely to be expressed and developed through the learning areas and in the decisions schools make regarding teaching and learning in the wider school life.

In a 2010 commentary on *the New Zealand Curriculum* the New Zealand Human Rights Commission observed that it was encouraging that the curriculum documentation:

- strengthens the identity and belonging of all New Zealanders and includes references to the Treaty of Waitangi throughout the document;
- encourages students to 'respect themselves, others, and human rights' in its values statement;
- recognises Te Reo Māori, NZ Sign language and English as official languages for the delivery of the curriculum, and as taught subjects;
- recognises the special place of Pacific languages;
- recognises cultural diversity and inclusion; and
- acknowledges that the curriculum that reflects and values Te Reo Māori strengthens the identity and belonging of all New Zealanders.

12. *Give a few examples of action/practices undertaken in the following strands, focusing on major initiatives that are considered successful and innovative.*

(a) Celebration of diversity

There are numerous civil society organisations that promote and celebrate diversity. The New Zealand Human Rights Commission brings many of these initiatives together under the banner of the *Diversity Action Programme*, a community initiative which began in 2004 in response to outrage at the desecration of Jewish community gravesites in Wellington. The Programme has been active in promoting and encouraging positive race relations.

The New Zealand Diversity Action Programme brings together organisations taking practical initiatives to: recognise and celebrate the cultural diversity of our society (*diverse);* promote the equal enjoyment by everyone of their civil, political, economic, social and cultural rights, regardless of race, colour, religion, ethnicity or national origin *(equal);* foster harmonious relations between diverse peoples *(harmonious);* fulfil the promise of the Treaty of Waitangi *(Treaty-based).*

The Programme is facilitated by the Human Rights Commission on behalf of all participants. An organisation becomes a participant by registering programmes or projects that support cultural diversity, promote equality, foster harmonious relations or recognise the Treaty of Waitangi. http://www.hrc.co.nz/race-relations/te-ngira-the-nz-diversity-action-programme

(b) Bilingual and multilingual education

As part of New Zealand's commitment to the Treaty of Waitangi and acknowledgement of its bicultural foundations, Te Reo Māori is an official language alongside English and New Zealand Sign language. This ensures that schools and early childhood institutions (Kohanga Reo) are supported by the state to deliver education on and through the Māori language. Some of these teach in full immersion style, with others offering bilingual education. In addition, individual schools and early childhood centres are empowered to offer bilingual education in other languages (e.g Pasifika languages) in consultation with their local community.

(c) Promotion of the gender-sensitive education systems

The New Zealand curriculum is non-sexist, non-racist, and non-discriminatory. However, national and international studies have shown gender differences between boys and girls in the New Zealand primary and secondary schools system. Girls at both primary and secondary level perform better in literacy than boys, while there is no distinction in mathematics and science at age 15. The disparity between boys and girls in literacy is consistent with disparities experienced in other OECD countries.

(d) Prevention of racism, discrimination and violence

Many of the activities listed above are also aimed at the prevention of racism, discrimination and violence.

(e) Civic Engagement of Youth

Many activities take place in the government and non-governmental sector that are aimed at engaging youth.

The Youth Development Strategy Aotearoa (YDSA) was established in 2002 as a policy platform for public sector agencies when developing policy advice and initiatives relating to young people 12 to 24 years of age. The strategy is widely used by individuals, groups and organisations that work with young people and on youth issues at all levels.
http://www.myd.govt.nz/about-myd/publications/youth-development-strategy-aotearoa.html

Although New Zealand has no National Youth Council, both central and local government have established groups that connect government, the community and young people. This includes more than 70 youth councils attached to local government, and members of the National Youth Advisory Group, which are coordinated by the Ministry of Youth Development as part of the Aotearoa Youth Voices Network of more than 6500 young people.

In the non-governmental sector, organisations such as national youth sector organisation Ara Taiohi work to "support people who work with young people, and thereby enhance youth development so that young people thrive." Activities include the organisation of Youth Week, which aims to publicise and recognise the contributions and achievements of young people in New Zealand through publicity and empowerment.

The UNESCO National Commission has a strong commitment to youth participation, and has appointed a honorary Commissioner with a youth focus. Recent activities have included the development of a youth-focused programme around natural disasters, including an international youth-led forum Looking Beyond Disasters.

13. *Describe some examples of activities and/or partnership associated with the following particular institutions and levels.*

(a) UNESCO Associated Schools (ASPs)

New Zealand has an active UNESCO Associated Schools Network, supported by a part-time national co-ordinator, a position funded by the NZ National Commission for UNESCO. The network currently consists of 14 education institutions (from primary to tertiary) with plans to expand in the near future. In 2009, the membership numbered over 60, however many were inactive, so a decision was made to reduce the numbers and focus on active schools. The co-ordinator works with the schools to assist them to incorporate human rights and peace education into their curriculum as well as into the culture of the school. They undertake projects that align with UNESCO's mandate and priorities and participate in UNESCO initiatives.

(d) Interactions between schools, local governments, universities, civil societies and the wider community

The Human Rights in Education Trust is an example of a New Zealand civil society organisation that works to promote human rights based education through developing quality education, a culture of respect and responsibility, and effective citizenship, by building learning communities that explore, promote and live human rights and responsibilities. The Trust offers a range of support to education agencies, particularly schools and early childhood education centres, in meeting New Zealand's commitment to the right to an education that respects and helps realise human rights. The Trust also partners with the UNESCO Associated Schools Network to enhance human rights education in the network. http://www.hrie.net.nz

Soka Gakkai International, a global lay Buddhist organisation, is another example of civil society engagement in human rights education for peace. A key initiative is The *Seeds of Hope - Vision of Sustainability, Steps towards Change* exhibition, which is an international

environmental exhibition consisting of 24 panels on sustainable development. The exhibition aims to inspire people to make a difference in the world and promote peace through culture and education. The exhibition is a joint initiative of Soka Gokkai International and the Earth Charter International in support of the United Nations Decade of Education for Sustainable Development.

With the support of UNESCO and its associated schools network, Soka Gakkai worked with local schools to create a panel for the exhibition on sustainable development in a New Zealand context. The exhibition has been touring the country since early 2012. http://www.sginz.org/home/sowing-seeds-of-hope/

Other projects include *iChoose,* an innovative anti-bullying programme aimed at helping youth see bullying for what it is; a choice.

With the support of the Soka Gakkai International of New Zealand, *iChoose* was launched at Auckland schools in February 2013. The programnme came to New Zealand in recognition of Te Whiti and Tohu's teachings about non-violence (Te Whiti and Tohu were Māori leaders who led the people of Parihaka in their non-violent resistance to the confiscation of Māori land by the New Zealand Government in the1880s). http://www.sginz.org/home/tag/iChoose

(e) International Co-operation

The New Zealand National Commission for UNESCO has supported New Zealand participation in the APCEIU (Asia-Pacific Centre of Education for International Understanding) Teacher Training Workshop for the last several years. Participants included Jill Murray (Auckland University), Professor Helen May (Otago University), Rachel Wikaira (Ministry of Education) and Rajesh Ram of Manukau Institute of Technology. The National Commission works to encourage and facilitate such international cooperation in the field of Education for International Understanding.

14. *What kind of research has been carried out on education for peace and human rights? What impact do the research findings have on the policy formulation and education practices?*

Policy formulation and education practice is guided by most up to date research in the field, both nationally and internationally.

The design of the *New Zealand Curriculum* was informed by a range of existing and specially commissioned research projects. These include the Ministry of Education's Best Evidence Synthesis series, including *Quality Teaching for Diverse Students* and *Effective Pedagogy in Social Sciences* which draw from a range of human rights and peace perspectives and principles, along with literature reviews and syntheses to inform the values and key competencies components of the curriculum.

Procurement of professional learning and development services to schools are underpinned by strong human rights principles, particularly in achieving equitable outcomes for currently underserved student groups, particularly Māori and Pasifika students and students with special education needs.

The Ministry of Education has strong relationships with New Zealand's universities and continues to be informed by both independent and commissioned research to inform policy design across a wide range of areas.

The New Zealand Council for Educational Research (NZCER) is a national independent Educational research organisation conducting research and evaluation for a range of public and private sector clients.

15. *By which means is the impact of education for peace and human rights on learners evaluated?*

Curriculum monitoring is ongoing and involves independent research organisations and the Education Review Office, the government agency charged with evaluation of schools.

III. CHALLENGES AND GENERAL COMMENTS

The NZ National Commission for UNESCO Education Specialist, Dr Edna Tait has made the following comments for this report:

Formal teaching, at any level, is not enough to develop best practices of human rights, peace, democracy, international understanding and tolerance. Young people learn much informally from their home and environment. The media bring contradictory messages about peace and human rights and tolerance to learners. Home financial difficulties deny many learners' access to products and services to which their more fortunate peers have access and which advertising insists they need. Too many homes are unsafe and unfair for young people. Local and national political, sporting entertainment and other well known figures do not always provide exemplary leadership. The basic challenge for educators is to teach not only the knowledge required but also the vision of a better life and the will to achieve it. Until learners can see that school theory about human rights reflects context practice or that school theory provides a path through the possible injustices and troubles that might lie ahead, then schools will not be able to change lives and life styles. As long as there are civil wars, suicide bombers, holocausts, corrupt leaders, cyber bullies and increasingly violent (in all ways) movies, schools are isolated in their work. We live in a wonderful technological age that is not helping human nature, its desires and necessary discipline.

As a general overview comment, New Zealand is committed to continuing efforts to promote peace and human rights. The place of the Treaty of Waitangi (the country's founding document and an agreement between the Crown and Māori) in New Zealand today has profound significance for human rights and for harmonious relations.

New Zealand's education system has been designed to provide equitable opportunities for all people regardless of gender, ethnicity, or social and economic background and the New Zealand curriculum integrates an understanding of peace, human rights, social justice and global issues throughout. The national education laws, policies and practices have been designed to ensure that every person is given a 'fair go', and that no legal or policy barriers exist to prevent people from achieving their full potential in education.