

The State of Civics and Citizenship Education in NSW

Comparison between the NSW and Australian Curriculum



The State of Civics and Citizenship Education in NSW

The Rule of Law Education Centre 4/131 Macquarie Street
Sydney NSW 2000

Email: info@ruleoflaw.org.au

©The Rule of Law Education Cetnre

DONATIONS TO THE RULE OF LAW EDUCATION FUND ARE TAX DEDUCTIBLE.

to donate go to www.ruleoflaw.org.au/donations



"..[W]e recognise the importance of civics and citizenship education in nurturing and shaping informed and responsible citizens who value participation in our democratic decision making processes."

Legislative Council Portfolio Committee No.3 - Review of the New South Wales school curriculum, Report
 42, March 2021

"The biggest obstacle to the Australian Curriculum was the reluctance by some States to revise their curricula. The strongest opposition came from New South Wales and Victoria who insisted that they already had a strong curriculum. In 2010, the NSW Board of Studies, in a blistering critique, disparaged the then draft Australian Curriculum insisting that it was vastly inferior to the existing NSW curriculum.

NSW BOSTES indicated that the Australian Curriculum would be revised and implemented in NSW through a process colloquially known as "adopt and adapt." "to identify and implement a national common learning entitlement for adaptation and adoption" (Board of Studies, Teaching and Educational Standards NSW, 2014, p 16).

 Hughes, J., 2019. The antecedents of the New South Wales Curriculum Review: an introduction to the New South Wales curriculum style. Curriculum Perspectives, 39(2), pp.147-157.

"The most significant challenge is the timeline and nature of implementation that differs somewhat according to the different jurisdictions. For example, NSW, Australia's most populous state, was the only jurisdiction not to have started or planned to commence implementation of the Australian Curriculum Civics and Citizenship Education by the end of 2015. A major disappointment for the Australian Curriculum Civics and Citizenship Education has been the reluctance of NSW to implement the curriculum as agreed by the Education Council in 2015, and this remains the case. Rather, NSW has created its own History and Geography K-10 syllabuses which notionally include the Australian Curriculum Civics and Citizenship Education content. In reality, it is difficult to discern evidence of the Australian Curriculum Civics and Citizenship Education in these syllabuses. Victoria, the second most populous and educationally influential state, developed its own curriculum using the Australian Curriculum as an informing document. Other states and territories mostly fully adopted the Australian Curriculum"

-Print, M and Buchanan, J., 2019. "And its ghost may be heard": Policy and practice in civics and citizenship education in Australia over two decades. In *Handbook of research on education for participative citizenship and global prosperity* (pp. 89-107). IGI Global



Executive Summary

Civics and citizenship education teaches Australian students the importance of and how to be active and involved citizens and members of their democratic community. It focuses on government and democracy, law and citizens and citizenship, diversity and identity. Consistent, explicit teaching of these concepts is necessary for students to gain deep understanding of the history and foundations of democratic structures and principles in order to encourage lifelong and appropriate civic engagement.

This Report considers what civics and citizenship content students in New South Wales are exposed to. This is achieved by comparing the current civics and citizenship content of the New South Wales curriculum with the civics and citizenship content in version 8.4 of the Australian Curriculum, currently being applied in schools across other states and territories. In the Australian Curriculum, the civics and citizenship course is offered as a discrete subject strand in the Humanities and Social Sciences key learning area, allowing for explicit teaching of this strand from years 3 to 10. In addition, civics and citizenship concepts are also woven into some History and Geography subjects. Contrastingly, in New South Wales, civics and citizenship is not offered as a stand-alone subject nor a discrete subject strand. Rather, it is woven through the content across various subjects offered in the key learning area of Human Society and Its Environment. In addition, the New South Wales curriculum does not classify civics and citizenship as a 'cross-curriculum priority', but rather as an 'important learning area', with it appearing as the 11th priority out of 13 areas identified on the list. Minimal, implicit references to civics and citizenship concepts in an Australian context are made in the New South Wales curriculum for mandatory History and Geography syllabuses, with explicit references being made in the elective subject Commerce.

Consequently, in New South Wales, it is possible for students to experience no, or very limited, exposure to civics and citizenship ideas in a historical or contemporary Australian context throughout their entire New South Wales schooling. To address this shortcoming, it is recommended that the New South Wales Curriculum be reviewed to either include civics and citizenship content as a 'cross-curriculum priority', as a discrete subject strand as is done in the Australian Curriculum, or as a discrete, compulsory subject in the NSW Curriculum.



Key Insights

The Australian Curriculum, through the Civics and Citizenship strand within the History and Social Sciences Key Learning Area, provides the opportunity for students to learn Civics and Citizenship Education from year 3 to year 10. The Australian Curriculum also provides a limited opportunity within the History strand to understand the events that have influenced how Australia's democratic society has been formed over the past few hundred years.

In contrast to the Australian Curriculum, there is no mandatory, comprehensive, discrete or explicit aspects of Civics and Citizenship Education in the NSW curriculum.

Where Civics and Citizenship Education is integrated within school subjects such as History and Geography, it lacks identity, consistency and effectiveness to support student understanding. As seen in this Report, where Civics and Citizenship Education is incorporated as an 'important learning area' rather than a cross-curriculum priority or an independent and separate subject strand, students are not provided sufficient opportunities to learn key concepts that underpin deep learning.

Lacking independent subject/strand status has been a major limitation to the quantity and quality of Civics and Citizenship Education in NSW.

Future Directions

In order to enable future generations of citizens to participate effectively in and uphold the democratic systems present in contemporary Australia, young people must develop an understanding of the historical and modern concepts associated with their civic rights and responsibilities and their citizenry.

To achieve this, there must be a consistent and thorough approach to Civics and Citizenship Education throughout Australia, including NSW.

To achieve this goal, Rule of Law Education considers that reform of the NSW curriculum is urgent and necessary. It should be a priority for NESA to ensure that students are able to become responsible and informed citizens as per the subject outcomes stated across HSIE subjects. Specifically:

- Civics and Citizenship Education must be mandated for implementation into the NSW curriculum as a discrete subject/strand or as a 'cross-curriculum priority' with explicit Civics and Citizenship Education material
- There must be investment and resources allocated to teacher training to support existing and future
 teachers in gaining deep understanding of Civics and Citizenship Education concepts and links. This
 must also include teacher professional development opportunities for learning about and
 understanding Australian history regarding the development of democratic and human rights in
 Australia.



Table of Contents

Key Insights	5
Future Directions	5
The Australian Curriculum	7
Primary School Level (K-6), Civics and Citizenship Content in the Australian Curriculum	8
High School Level (7-12), Civics and Citizenship Content in the Australian Curriculum	9
Adoption of the Australian Curriculum by the States and Territories1	0
Curriculum Determination in Australia1	0
Endorsement and Adoption of the Australian Curriculum by State Education Authorities1	0
The New South Wales Curriculum1	0
Cross Curriculum Priorities in New South Wales1	1
Syllabuses in the New South Wales Curriculum that include Civics and Citizenship Content1	2
Specific Primary School (Stages 1-3, K-6) Civics and Citizenship Content in the NSW Curriculum1	4
Canberra Trip (Stage 3, Years 5-6)1	5
Specific High School (Stages 4-5, Years 7-10), Civics and Citizenship Content in the NSW Curriculum1	7
Stage Statements – Stages 4 and 51	8
Conclusions2	1
Limitations of Report2	1
RFFFRFNCFS 2	2



Introduction

The Rule of Law Education Centre educates Australian school students and the wider community about the history and foundations of Australia's democratic structures including Magna Carta, the Rule of Law, and human rights. Teaching these foundations is generally done as part of civics and citizenship education and is dependent upon civics and citizenship material being present and explicit in the curriculum. In Australia, schools must teach the curriculum as stipulated by the State education bodies. A national curriculum, the Australian Curriculum, has been created and endorsed by all the States and Territories and adopted and significantly incorporated by all States and Territories- except NSW.

With current media attention focused on the revisions to the Australian Curriculum, there is no consideration of the curriculum being taught in NSW, the most populous state in Australia, and whether the NSW Curriculum contains sufficient civics and citizenship education.

This report compares the civics and citizenship education within the NSW Curriculum with version 8.4 of the Australian Curriculum (currently taught in schools) to highlight the significant gap in Civics and Citizenship Education in NSW.

The Australian Curriculum

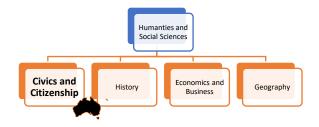
"Goal 2: All young Australian's become ...active and informed members of the community who ...have an understanding of Australia's system of government... [and] are committed to national values of democracy, equity and justice and participate in Australia's civic life by connecting with their community and contributing to local and national conversations."

Alice Springs (Mparntwe) Education Declaration, December 2019

Developed by ACARA, the Australian Curriculum provides content for eight Key Learning Areas (Key Learning Area's), from Kindergarten to Year 12, these being English, Mathematics, Science, Health and Physical Education, The Arts, Technologies, Languages, and Humanities and Social Sciences (Humanities and Social Sciences).

Civics and citizenship is treated as a discrete subject strand in the Australian Curriculum for years 3-10. The Australian Curriculum Civics and Citizenship strand forms one component of the Humanities and Social Sciences Key Learning Area, along with History, Geography, and Economics and Business. Further, content from the Civics and Citizenship and History strands are linked, providing opportunities for students to learn about aspects of the historical connections that have led to contemporary structures in Australian society.

Figure 1: Strands in the Humanities and Social Sciences Key Learning Area





It should be noted that the content requirements placed on schools relate to the teaching of the Key Learning Area as a whole, with schools being able to determine the content that is taught in the Key Learning Area using any combination of the subject strand offerings as provided in the Australian Curriculum. This means that Civics and Citizenship Education is not compulsory in the Humanities and Social Sciences Key Learning Area.

To support teachers at all year levels, the Civics and Citizenship Education specifically provides:

- Key Inquiry Questions that create overarching learning goals for the subject such that teachers can
 use these as a guide for classroom practice and post unit reflection;
- Content Descriptions that guide teachers as to the content that is required to be covered in the
 program for students to gain deep understanding of Civics and Citizenship concepts. Associated
 elaborations for each main idea/ concept have been created for teachers to specifically understand
 the concepts that underpin each of the main ideas identified in the curriculum, in essence creating
 an outline of a program for teachers to follow;
- Skill Descriptors and associated elaborations to enhance teacher understanding of the skills that students should d be able to demonstrate upon completion of each unit of study.

Primary School Level (K-6), Civics and Citizenship Content in the Australian Curriculum

As previously stated, Civics and Citizenship Education is presented as a part of the Humanities and Social Sciences Curriculum. At primary school level, it appears as a discrete teaching strand in this Key Learning Area from years 3-6. The course presents students with insights into their role in Australian society and citizenry in a contemporary context.

Concepts covered throughout these stages are:

Year 3	Year 4	Year 5	Year 6
The importance of making	Role of government and the	Key values that underpin Australia's	Key institutions of Australia's democratic
decisions democratically	decisions it makes on behalf	democracy	system of government and its foundations
	of the community		in the Westminster system
Rule making, the importance		Key features of the electoral process	
of rules and the	Differences between rules	in Australia	Roles and responsibilities of Australia's
consequences of rules not	and laws, importance of laws		three levels of government
being followed	and how they affect the lives	Why regulations and laws are	
	of people, including the	enforced and the personnel involved	Electors and representatives
Why people participate in	experiences of ATSI peoples		responsibilities in Australia's democracy
communities and how		How people with shared beliefs and	
students can actively	The different cultural,	values achieve civic goals	Where ideas for new laws come from and
participate and contribute	religious and/or social		how they become law
	groups in communities		
			The shared values of Australian citizenship
			and the formal rights and responsibilities
			of Australian citizens
			The obligations citizens may consider they
			have beyond their own national borders
			as active and informed global citizens

Source: The Australian Curriculum

In addition, the complementary aspects of the History curriculum provide primary students an opportunity to learn about and understand the significance of:

- the clash of cultures that occurred between Australia's original inhabitants and European settlers;
- the significant events and people that shaped Australia through the colonial era;
- why and how Australia became a nation; and
- how Australian society has changed throughout the twentieth century to become what we know as contemporary Australia.



However, the selected historical events that underpin the reasons for these contemporary systems contained in the History curriculum are limited and lack links to the knowledge being taught in Civics and Citizenship Education.

In undertaking this curriculum, students can gain an understanding of the necessary skills required to be an effective Australian citizen, with learning about the past providing supports to society to assist it in successfully navigating the future. Refer to Appendix 2 A-B for the Civics and Citizenship Education for years 3-6 with full elaborations.

High School Level (7-12), Civics and Citizenship Content in the Australian Curriculum

At high school level, Civics and Citizenship Education appears as a discrete teaching strand in the Humanities and Social Sciences Key Learning Area from years 7-10. The course furthers student knowledge and understanding of contemporary Australian democratic systems and associated rights and responsibilities of citizens. Content is aimed at educating students about the operation of mechanisms in Australia's contemporary democratic system and its associated instruments, challenging students to critically examine and analyse systems of governance for suitability to the contemporary Australian community.

In the secondary curriculum, civics and citizenship knowledge and understanding requirements are divided into three key elements:

- government and democracy
- law and citizens
- citizenship, diversity and identity

Concepts covered throughout these stages are:

Year 7	Year 8	Year 9	Year 10
The key features of	The freedoms that enable active	The role of political parties and	The key features and values of
government under the	participation in Australia's	independent representatives in	Australia's system of government
Australian Constitution with	democracy within the bounds of	Australia's system of government,	compared with at least ONE other
a focus on Separation of	law, including freedom of speech,	including the formation of	system of government in the Asia
Powers, roles of the	association, assembly, religion	governments	region
Executive, the house of	and movement		
parliament and the division		How citizens' political choices are	The Australian Government's role and
of powers	How citizens can participate in	shaped, including the influence of the	responsibilities at a global level, for
	Australia's democracy, including	media	example provision of foreign aid,
The process for	use of the electoral system,		peacekeeping, participation in
constitutional change	contact with their elected	The process through which	international organisations and the
through a referendum	representatives, use of lobby	government policy is shaped and	United Nations
	groups, and direct action	developed, including the role of	
How Australia's legal system		Prime Minister and Cabinet	The role of the High Court, including
aims to provide justice,	How laws are made in Australia		in interpreting the Constitution
including through the rule of	through parliaments (statutory	How and why individuals and groups,	
law, presumption of	law) and through the courts	including religious groups, participate	How Australia's international legal
innocence, burden of proof,	(common law)	in and contribute to civic life	obligations shape Australian law and
right to a fair trial and right			government policies, including in
to legal representation	The types of law in Australia,	The influence of a range of media,	relation to Aboriginal and Torres
	including criminal law and civil	including social media, in shaping	Strait Islander Peoples
How Australia is a secular	law, and the place of Aboriginal	identities and attitudes to diversity	
nation and a multi-faith	and Torres Strait Islander		The challenges to and ways of
society with a Christian		How ideas about and experiences of	sustaining a resilient democracy and
heritage	The values and beliefs of religions	Australian identity are influenced by	cohesive society
	practised in contemporary	global connectedness and mobility	
How values, including	Australia, including Christianity		
freedom, respect, inclusion,			
civility, responsibility,	Different perspectives about		
compassion, equality and a	Australia's national identity,		
'fair go' can promote	including Aboriginal and Torres		
cohesion with Australian	Strait Islander perspectives, and		
Society	what it means to be Australian		



How groups such as religious and cultural groups express their particular identities and how this influences their perceptions of others and	How national identity can shape a sense of belonging in Australia's multicultural society	
vice versa		

Source: The Australian Curriculum

Refer to Appendix 2 C-G for the Civics and Citizenship Education for years 7-10 with full elaborations.

Adoption of the Australian Curriculum by the States and Territories

Curriculum Determination in Australia

Each state has its own curriculum requirements, managed by a state or territory-based education standards authority. These governing bodies, under the control of the state or territory education Minister, provide advice and guidance to schools in the relevant jurisdiction regarding what curricula must be adopted in classrooms, which can include, at the discretion of each Minister, state and national curricula. The Australian Curriculum Assessment and Reporting Authority (ACARA) is a federal independent statutory authority and is responsible for the development and monitoring of the Australian Curriculum.

Endorsement and Adoption of the Australian Curriculum by State Education Authorities

The Australian Curriculum, Version 9, has been **endorsed by all** state and territory Education Ministers as of April 1st, 2022 (The Educator online, 2022).



According to each state's education standards authority websites, content from the Australian Curriculum has been **wholly or significantly adopted and incorporated** into state's education requirements for every state and territory in Australia **except one, NSW**.

It should be noted that in Victoria, the curriculum is informed by the Australian Curriculum, meaning that the Victorian Curriculum "incorporates the Australian

Curriculum and reflects Victorian priorities and standards". Rule of Law Education recognizes however, that Victoria has identified Civics and Citizenship Education as a discrete strand in the Key Learning Area of Humanities, as stated in the F–10 Revised Curriculum Planning and Reporting Guidelines (2015) issued for schools by the Victorian Curriculum and Assessment Authority. Further, it has wholly adopted the Civics and Citizenship Education content directly into the Humanities syllabus.

The New South Wales Curriculum

Part 3 of the *Education Act*, 1990 (NSW) determines curriculum requirements for both primary and secondary education, giving the Minister specific power to approve syllabuses developed or approved by the NSW Education Standards Authority (NESA). S20A in Part 4 of the Act gives NESA the powers to make decisions regarding curriculum and syllabuses for Key Learning Area's as specified under Part 3 of the Act.

NESA specifically states that it supports the Australian Curriculum content and adopts elements into its state curriculum using an 'adopt and adapt' approach. Designed by NESA's predecessor, NSW BOSTES, in 2014,



this approach was formulated as NESA believed that the version of the Australian Curriculum at the time "compromised the integrity of the subject disciplines" (Hughes 2019, p. 11). As an alternative to utilising the Australian Curriculum, NSW BOSTES created the 'adapt and adopt' method whereby "[i]f the Australian Curriculum suggested a syllabus NSW did not have then it would adopt the national program but if NSW already offered that course it would adapt the national curriculum to the existing NSW program." (Hughes 2019, p. 12)

Cross Curriculum Priorities in New South Wales

As a result of the adopt and adapt approach, NSW has no dedicated civics and citizenship subject or subject strand appearing in the Human Society and Its Environment curriculum at any learning stage in either primary or high school.

NESA provides broad statements that civics and citizenship skills and concepts are considered an important part of learning for students. Civics and Citizenship Education is identified as important learning for students and is included in its syllabuses listed under 'other areas identified as important learning for students'. Unlike the main 'cross-curriculum priorities' of Aboriginal and Torres Strait Islander histories and cultures, Asia and Australia's engagement with Asia and sustainability, which receive significant attention within the NSW Curriculum, the priority of Civics and citizenship is relegated to the bottom of the list (11 of 13) and given little attention or elaborations within the curriculum.

In NSW, Civics and Citizenship Education concepts are represented throughout different mandatory and elective subject areas and may or may not be covered dependent upon teacher engagement with the syllabus.

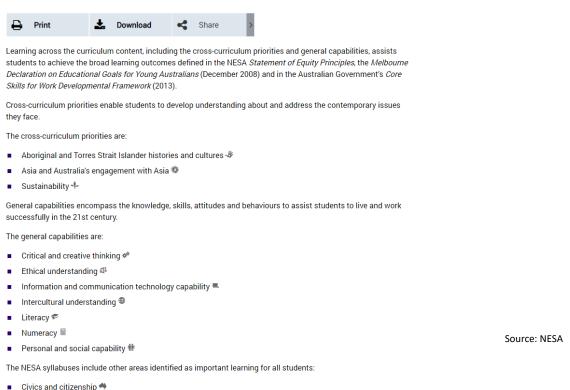
Flexibility is built into syllabuses to give teachers the ability to choose topics areas based on student needs and interests in order to maximise student content engagement. Although based in good intention, Rule of Law Education Centre believes this flexibility has also inadvertently created a system that is heavily reliant on teacher interest, knowledge and ability, steering student knowledge to areas of teacher interest rather than those based in creating active and informed citizens.



Summary of NSW Curriculum Priorities:

■ Difference and diversity **‡**





References to Civics and Citizenship Education are marked throughout the NSW syllabuses by the use of the icon. Australian Curriculum course codes are also indicated where NESA considers content to be relevant and linked to the Australian Curriculum. We note that in some instances, across the Mandatory Geography and History syllabuses, some codes identified as being Australian Curriculum codes do not marry up with those version 8.4 of the Australian Curriculum. This makes it difficult to determine whether the Australian Curriculum has been incorporated accurately into the NSW course, and how widely it has been incorporated.

While these Australian Curriculum references can be found dispersed throughout the syllabi for the subjects listed below, there are many instances where the identified content covers a broad Civics and Citizenship Education concept, rather than a direct relationship to student participation in the Australian context. Examples of such are provided below.

Syllabuses in the New South Wales Curriculum that include Civics and Citizenship Content

In NSW, the Human Society and Its Environment Key Learning Area encompasses subject strands in the humanities and social sciences. Civics and Citizenship Education principles are identified as being woven throughout the range of subject strands in the KLS, with NESA also stating that elements of the Civics and Citizenship Education are incorporated throughout various Human Society and Its Environment subject areas.

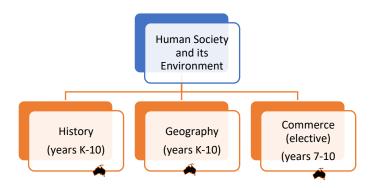


NESA identifies Civics and Citizenship Education in the following Human Society and Its Environment syllabuses:

- The History Syllabus (Mandatory) (Stages 1-5, years K-10)
- The Geography Syllabus (Mandatory) (Stages 1-5, years K-10)
- The Commerce Syllabus (Elective) (Stages 4 or 5, years 7-10)

We note that NESA has also identified Civics and Citizenship Education concepts in the Geography (Elective), which can be offered in Stage 4 or 5.

Strands in HSIC with NSW State Curriculum Civics and Citizenship Education:



Moreover, each syllabus provides objectives for knowledge, understanding and skills, specifically identifying civics and citizenship as a key area for students in the development of values and understanding:

- History (Mandatory): "the opportunity to contribute to a democratic and socially just society through informed citizenship."
- Geography (Mandatory): "the role of being informed, responsible and active citizens."
- Commerce (Elective): "fundamental rights, rules and laws that promote fairness, justice and equity in society through informed, responsible and active citizenship."
- Geography (Elective): "the role of being informed, responsible and active citizens."

Stage statements are provided for each learning stage in all syllabuses to guide educators on the required achievement standards at the conclusion of each topic of study. Examples of stage statements are provided below.

Throughout its syllabuses, NESA uses the symbol () to identify content as being related to Civics and Citizenship Education concepts. The following description, sourced from the NESA website, uses the History syllabus as an example to providing schools and teachers with further detail on the meaning of the Civics and Citizenship Education symbol, such that teachers can incorporate these concepts in their content teaching practice where the symbol appears alongside the content points. It also implies that Civics and Citizenship Education is included in the NSW curriculum in Years 3 – 10.



Civics and citizenship

In History students investigate and explore how their own and other societies have organised themselves, and how the ideals and practices of their own democratic society have evolved over time. Students engage with the fundamentals of the nature of community and citizenship and the development of democracy in Australia. A comparison with other civic societies enriches this knowledge and understanding of civic life.

Students examine the changing role of citizens in the context of government systems and institutions as well as political and social life in the past and the present. The long struggle for rights, responsibilities and freedoms forms the focus of studying past people. The later depth studies have a civics and citizenship focus, providing opportunities to examine the living and working conditions of men, women and children during the Industrial Revolution, the trans-Atlantic slave trade, the transportation of convicts to the British colonies in Australia and the struggle within US and Australian history for individual, democratic rights of all peoples: the free settlers, the slaves, the convicts and Australian and American Indigenous peoples.

Whereas the specific outcomes of Civics and Citizenship Education are clearly articulated in the Civics and Citizenship strand within the Australian Curriculum Civics and Citizenship Education, it is difficult to summarise the occurrence of Civics and Citizenship Education principles in the NSW curriculum given that it is spread across subject areas, limiting the opportunities for exploration of concepts at depth as they often appear as 'add ins' that are complementary to a subject's primary learnings.

Specific Primary School (Stages 1-3, K-6) Civics and Citizenship Content in the NSW Curriculum

Stages 1-3 are studied in primary schools in NSW:

- Stage 1 in years K,1 & 2
- Stage 2 in years 3 & 4
- Stage 3 in years 5 & 6

In the primary curriculum in NSW, Civics and Citizenship Education predominately occurs within the History Stages 2 and 3 syllabuses, as indicated in the stage statements.

Stage Statement: Stage 2

By the end of Stage 2, students explain how and why there has been change and continuity in communities and daily life. They identify traces of the past in the present and can explain their significance. They identify celebrations and commemorations of significance in Australia and the world.

Students describe and explain how significant individuals, groups and events contributed to changes in the local community over time. They describe people, events, actions and consequences of world exploration. Students identify the importance of Country to Aboriginal and Torres Strait Islander peoples and explain the impact of British settlement in Australia.

Stage Statement: Stage 3

By the end of Stage 3, students describe and explain the significance of people, groups, places and events to the development of the Australian colonies and then Australia as a nation. They describe and explain different experiences of people living in the Australian colonies and then in Australia as a nation. Students identify change and continuity and describe the causes and effects of change in Australian society.

Students explore the factors that led to Federation and trace experiences of democracy and citizenship over time, including the struggles of various groups for rights and freedoms including Aboriginal and Torres Strait Islander peoples. Students engage with global connections through stories of various migrant groups and their contribution to Australia's economic and social development.



The Stage 2 History statement encompasses identity through celebrations and commemorative events, but does not make reference to citizenship content, with the Stage 3 statement including historical content with the only necessary citizenship link being to the experiences of one minority group:

'trace experiences of democracy and citizenship over time, including the struggles of various groups for rights and freedoms including Aboriginal and Torres Strait Islander peoples.'

However, despite the implied appearance of Civics and Citizenship Education being a large part of each stage in the stage statements, the only **explicit** reference to Civics and Citizenship Education is included in Years 5 and 6, when concepts of government and democracy are introduced. This reference to citizenship content is focused on selective groups in Australian society, with a requirement for teachers to ensure focus on one minority group to meet the stated outcome:

OUTCOME:

Experiences of Australian democracy and citizenship, including the status and rights of Aboriginal people and/or Torres Strait Islanders, migrants, women and children (ACHHK114)

Students:

- examine Australian human rights, past and present, affecting Aboriginal and/or Torres Strait Islander peoples, migrants, women and children
- explain how Australian society has changed throughout the twentieth century for these groups 🖡
- investigate the significance of ONE of the following in the struggle for the rights and freedoms of Aboriginal and Torres Strait Islander peoples
 - the Stolen Generations
 - the right to vote federally in 1962
 - the 1967 Referendum
 - the Mabo decision

Further, it is important to note at any stage, that when applying the NSW curriculum and associated syllabuses, teachers are not required to cover all accompanying bullet points listed to meet the expectations of the outcome. They are only required to cover as many points as needed to demonstrate student understanding of the outcome in any given assessment. Therefore, they may choose to cover one or more bullet points to be able to demonstrate student understanding of concepts as per NESA requirements.

For further details, refer to Appendix 2A and 2B for summaries of the appearance of Civics and Citizenship Education in the NSW History Syllabus for Stages 2 and 3.

Canberra Trip (Stage 3, Years 5-6)

"[I]n the eastern states at least, tens of thousands of students per year visit Canberra, the National Capital, many supported by government funding. Little appears to be known about the educational impact of this and similar initiatives, such as visits to State and Territory Parliament Houses, visits to and from Local Government Authorities and the like. Ritchie and Uzabeaga (2008) report on the effect size of such excursions, but solely, it appears, in terms of their contributions to Canberra's economy" (Print, 2018)

In NSW, many schools see an excursion to the nation's capital as an important rite of passage in providing an opportunity to observe government in situ. Schools recognise that this is a valuable experience for students to understand the fundamental concepts in how Australia is governed. However, the NSW curriculum does not include this excursion in the Curriculum nor include explicit content that directs teaching and learning towards students understanding the essential elements and dynamics of Australian democracy. *So, what is taught in lessons leading up to this excursion, and after?*



The table below contrasts what is in the Australian Curriculum with the NSW Curriculum regarding the key institutions and influences on the Australian system of law and government. As outlined previously, teachers are not required to cover all accompanying bullet points listed to meet the expectations of the outcome. They are only required to cover as many points as needed to demonstrate student understanding of the outcome in any given assessment. Therefore, they may choose to cover one or more bullet points to be able to demonstrate student understanding of concepts as per NESA requirements.

NSW Curriculum

Key figures and events that led to Australia's Federation including British and American influences on Australia's system of law and government (ACHHK113)

- identify the influences of Britain and the USA on Australian democracy
- sequence key figures and events and explain their significance in the development of Australian democracy, eg Sir Henry Parkes, Edmund Barton, Louisa Lawson, Vida Goldstein
- outline local, state and federal government structures and responsibilities

Experiences of Australian democracy and citizenship including the status and rights of Aboriginal people and/or Torres Strait Islanders, migrants, women and children (ACHHK114)

- examine Australian human rights, past and present, affecting Aboriginal and/or Torres Strait Islander peoples, migrants, women and children
- explain how Australian society has changed throughout the twentieth century for these groups
- investigate the significance of ONE of the following in the struggle for the rights and freedoms of Aboriginal and Torres Strait Islander peoples
- The Stolen Generations
- the right to vote federally in 1962
- the 1967 Referendum
- The Mabo decision

Stories of groups of people who migrated to Australia (including from ONE Asian country) and the reasons they migrated, such as World War II and Australian migration programs since the war (ACHHK115)

The contribution of individuals and groups, including Aboriginal people and/or Torres Strait Islanders and migrants, to the development of Australian society, for example in areas such as the economy, education, sciences, the arts, sport (ACHHK116)

- Use sources such as oral history to research stories of migration to Australia, including the experiences of ONE Asian family, explaining reasons for migration
- explain how migrants have contributed to Australian society
- using a range of sources, research and describe the contribution of Aboriginal and Torres Strait Islander peoples and other groups to Australian society

Australian Curriculum

The key institutions of Australia's democratic system of government and how it is based on the Westminster system (ACHASSK143)

- explaining the role of the monarchy and its representatives in Australia including the Governor-General, and the parliaments and courts in Australia's system of government
- recognising the importance of the Westminster system and the Magna Carta in influencing Australia's parliamentary government
- investigating sites virtually or in situ associated with key democratic institutions to explore their roles, such as Parliament House in Canberra

The roles and responsibilities of Australia's three levels of government (ACHASSK144)

- clarifying the roles and responsibilities of the three levels of government (local, state/territory and federal)
- identifying issues where federal and state parliaments both have the power to make laws; recognising that federal law will override the state law if federal and state laws conflict on these issues
- identifying instances where there may be multiple levels of government involved

The responsibilities of electors and representatives in Australia's democracy (ACHASSK145)

- considering the responsibilities of electors (for example, enrolling to vote, being informed and voting responsibly)
- identifying the characteristics that would make for a 'good' representative at the local, state/territory or national level

Where ideas for new laws can come from and how they become law (ACHASSK146)

- investigating where ideas for new laws come from
- exploring how bills are debated and scrutinised
- identifying the role of the Executive in relation to the development of policies and the introduction of bills, including the role of Cabinet in approving the drafting of a bill and the role of the public service in drafting and implementing legislation

The shared values of Australian citizenship and the formal rights and responsibilities of Australian citizens (ACHASSK147)

- investigating how people become Australian citizens
- discussing the Australian citizenship pledge and comparing it to the former oath of allegiance to the monarch to explore notions of allegiance



	 clarifying the formal rights and responsibilities of Australian citizenship and comparing these to the rights and responsibilities of non-citizens exploring how laws protect human rights (for example, gender, disability, race and age discrimination law)
--	--

The Australian Curriculum is structured in a way that guides teachers to explicitly consider with their students key concepts to deepen learning during the Canberra trip experiences, such as separation of powers, the process of making laws, the role of electors and representatives and the responsibilities of citizens.

In contrast to this, Civics and Citizenship Education in the NSW syllabus in the lead up to the Canberra excursion is essentially non-existent, with no explicit follow up or direction on the details of Australian governance, why democracy and voting are important, why we have laws and why people participate in groups to achieve shared goals. In NSW, teachers have the option to add the Australian Curriculum or any supplementary resources they find (such as the government resources for the Parliamentary Education Office, MOAD etc) to their teaching programs however this is up to the teacher's discretion and must be taught in addition to the NESA requirements. This lack of curriculum support means that teachers must proactively build in additional content that creates the opportunity for their students to understand the relevance and importance of the institutions that they will witness in their Canberra experiences.

Specific High School (Stages 4-5, Years 7-10), Civics and Citizenship Content in the NSW Curriculum

Stages 4-6 are studied in high schools in NSW:

- Stage 4 in years 7 & 8
- Stage 5 in years 9 & 10
- Stage 6 (HSC) in years 11 & 12

Mandatory curriculum requirements are used to guide a school in the setting of subjects across year levels. According to NESA, the mandatory aspects of the curriculum for students to achieve the minimum standards for the RoSA are as follows:

Mandatory curriculum requirements for the award of the Record of School Achievement		
English	The Board Developed syllabus to be studied substantially throughout each of Years 7–10. 400 hours to be completed by the end of Year 10.	
Mathematics	The Board Developed syllabus to be studied substantially throughout each of Years 7–10. 400 hours to be completed by the end of Year 10.	
Science	The Board Developed syllabus to be studied substantially throughout each of Years 7–10. 400 hours to be completed by the end of Year 10.	
Human Society and Its Environment	The Board Developed syllabuses are to be studied substantially throughout each of Years 7–10. 400 hours to be completed by the end of Year 10, including 100 hours each of History and Geography in each Stage.	

Source: NESA (2022)



As indicated above, schools in NSW are obligated to ensure that in the Key Learning Area of Human Society and Its Environment, "the Board Developed Syllabus is studied substantially throughout years 7-10, with 400 hours to be completed by the end of Year 10."

However, further elaboration then provides that a **minimum of 100 hours** of **History and Geography** are studied at **each stage** (4 and 5), meaning that the required 400 hours of Human Society and Its Environment study will come from both the mandatory History (100 at stage 4 and 100 at stage 5) and mandatory Geography (100 at stage 4 and 100 at stage 5) courses. For Civics and Citizenship Education purposes, this means that as a majority, student exposure to key concepts will be limited to those found throughout the mandatory History and Geography courses in Stages 4 and 5, with any further Human Society and Its Environment being optional.

Stage Statements – Stages 4 and 5

The stage statements across the mandatory Geography and History subjects and the elective Commerce subjects at high school level also imply a large emphasis on Civics and Citizenship Education principles. However, as seen in examples to follow, the syllabuses for each mandatory subject lack explicit Civics and Citizenship Education concepts, and are left to teacher interest and engagement.

NB: in the table below, the mandatory Geography and History stage statements have been adapted for relevance to focus on knowledge outcomes rather than skill development.

Stage Statement: Stage 4 Stage Statement: Stage 5 **Mandatory Geography Mandatory Geography** By the end of Stage 4, students describe geographical By the end of Stage 5, students explain geographical processes that influence the features and characteristics processes that change features and characteristics of of places and environments across a range of scales. places and environments over time and across scales They explain interconnections within environments and and explain the likely consequences of these changes. between people, places and environments. They analyse interconnections between people, places and environments and propose explanations for Students discuss strategies for addressing geographical distributions, patterns and spatial variations over time challenges, taking into account environmental, economic and across scales. and social factors. They describe the influence of individuals, groups and governments. Students assess strategies to address geographical challenges and the role of individuals, groups and governments. **Mandatory History Mandatory History** By the end of Stage 4, students describe the nature of

history and archaeology, and explain their contribution to an understanding of the past. They describe major periods of historical time and sequence events, people and societies from the past.

Students recognise and explain patterns of change and continuity over time and explain the causes and consequences of events and developments. They describe and assess the motives and actions of people in the past. Students demonstrate an understanding of the causes and effects of events, past societies and developments over time.

By the end of Stage 5, students describe, explain and assess the historical forces and factors that shaped the modern world and Australia. They sequence and explain the significant patterns of continuity and change in the development of the modern world and Australia. They explain and analyse the motives and actions of past individuals and groups in the historical contexts that shaped the modern world and Australia.

Students explain and analyse the causes and effects of events and developments in the modern world and Australia. Students explain the context for people's actions in the past. They explain the significance of events and developments from a range of perspectives.



They explain different interpretations of the past and recognise the evidence used to support these interpretations.

Elective Commerce

By the end of Stage 4, students demonstrate knowledge and understanding of consumer, financial, economic, business, legal, political and employment matters. They describe the rights and responsibilities of individuals in a range of contexts, and the role of law in society. Students develop skills in decision-making and problemsolving, related to a range of issues, and identify appropriate plans designed to achieve a range of goals.

Students select and organise consumer, financial, economic, business, legal, political and employment information using research and communication skills. Through the investigation of contemporary issues, students work independently and collaboratively to meet goals. They develop knowledge of civics and skills for citizenship, and recognise the importance of being an informed, responsible and active citizen.

Students appreciate the importance of ethical and socially responsible behaviour, and fundamental rights, rules and laws that promote fairness, justice and equity in society.

Elective Commerce

By the end of Stage 5, students demonstrate knowledge and understanding of consumer, financial, economic, business, legal, political and employment matters. They analyse the rights and responsibilities of individuals in a range of contexts, and the role of law in society. Students develop skills in decision-making and problemsolving, related to a range of issues, and apply skills to construct plans designed to achieve a range of goals.

Students assess consumer, financial, economic, business, legal, political and employment information using research and communication skills. Through the investigation of contemporary issues, students work independently and collaboratively to meet individual and collective goals. They develop knowledge of civics and skills for citizenship, and recognise the importance of being an informed, responsible and active citizen.

Students appreciate the importance of ethical and socially responsible behaviour, and fundamental rights, rules and laws that promote fairness, justice and equity in society.

History (Mandatory) and Civics and Citizenship Content Examples

In each example below of the Mandatory History content, coverage of civics and citizenship concepts is indicated and relevant at a broad level, however, is not directly related to the contemporary Australian context, which is the focus of the Australian Curriculum Civics and Citizenship Education course, or historically, which is needed for students to understand the foundations of contemporary systems. This places an onus on teachers to be able to create explicit links for students to understand and apply the knowledge to their own civics and citizenship experiences and responsibilities.

Example 1: Stage 4 History (Mandatory) Course (Appendix 2C):

Students investigate ONE of the following ancient Mediterranean societies in depth, using a range of archaeological and written sources:

2a Egypt

OR

2b Greece

OR

2c Rome

Content

The physical features of the ancient society and how they influenced the civilisation that developed there (ACDSEH002, ACDSEH003, ACDSEH004)



Students:

- 1. describe the geographical setting and natural features of the ancient society
- 2. explain how the geographical setting and natural features influenced the development of the society
- 3. Roles of key groups in the ancient society, including the influence of law and religion (ACDSEH032, ACDSEH035, ACDSEH038)

Students:

- 1. outline how the ancient society was organised and governed including the roles of law and religion
- 2. describe the roles of appropriate key groups in the ancient society, eg the ruling elite, the nobility, citizens (Greece and Rome), bureaucracy, women and slaves **

Example 2: Stage 5 History (Mandatory) Course (Appendix 2D):

Topic 2b: Asia and the world (1750–1918)

The key features (social, cultural, economic, political) of ONE Asian society (such as China, Japan, India, Dutch East Indies) at the start of the period (ACDSEH093)

Students:

Choose ONE Asian society from around 1750 and: @ 🦘 🌞 🛗 🌐

- identify key physical features and geographic extent
- describe the structure of the society
- explain the role of leaders
- outline key features of the economy
- describe main religious beliefs and cultural features
- discuss the lives and work of men, women and children

Commerce (Elective) and Civics and Citizenship Content

Of the subjects listed previously that NESA identifies as containing relevant Australian Curriculum Civics and Citizenship Education course content, the NSW Commerce (Elective) course contains many of the concepts stated Australian Curriculum Civics and Citizenship Education course. In the Commerce course, the core unit of Law, Society and Political Involvement contains many key principles required for deep understanding of civics and citizenship, including:

- The role and structure of the legal system;
- Law reform, political action and decision-making; and
- Participation in the democratic process.

However, **Commerce is an elective subject**, meaning that schools are not obligated to offer it and students not obligated to undertake it. Therefore, if a student does not opt to engage in the Commerce course throughout their high school career, opportunities for exposure to the concepts of civics and citizenship in an Australian context are limited to the broader concepts contained in the History (Mandatory) and Geography (Mandatory) courses.

Further examples in the NSW Curriculum and a direct content comparison between the Australian Curriculum Civics and Citizenship course and Stages 4-5 courses in mandatory and elective courses can be found in Appendices 2C-G.



Conclusions

The analysis shows that the Civics and Citizenship Education in the NSW curriculum is extremely limited, with few opportunities for teaching and learning the basic foundations of government and democracy, law and citizens and citizenship, diversity and identity. Further, even in the instances where the NSW curriculum does include Civics and Citizenship Education, these areas are not compulsory and provide teachers discretion as to whether they teach the material in a way that meet the expectations of the outcome.

Limitations of Report

2022 ACARA Curriculum Review

The Rule of Law Education Centre made a Submission regarding the Proposed ACARA Humanities and Social Sciences Curriculum scheduled for release in 2022. The submission noted that the proposed curriculum:

"prominently directs study towards presenting one-sided accounts of history. It encourages students to view Australian history over the past 233 years, as a brutal and damaging time and fails to foster respect and support for quintessential Australian values and democratic beliefs. Important lessons on our pillars of democracy and how we got here have been drowned in copious amount of additional content."

This report does not address the concerns raised in the Submission but instead focusses on the discrepancies in civics and citizenship content between the Australian and NSW curriculums. The Rule of Law Education Centre will be making a further submission in regard to the shortcomings of the Australian Curriculum version 9.0 released on 10 May, 2022.

Role of Civics and Citizenship Education

This report does not seek to consider the efficacy of civics and citizenship education being taught as a separate subject strand in comparison to the approach of incorporating civics and citizenship education across subjects within key learning areas. Research has considered the role and importance of civics and citizenship education, and how "learning about the sources of law, its institutions and the rights and privileges held by Australian citizens can promote respect for the law and the administration of justice... and that educators should regard it as essential that students ... are taught that Australian society is governed by laws which are validly made by their elected representatives in an open and transparent way and which bind all people and their governments." (Law Council of Australia 2014, p.2).



REFERENCES

- Australian Curriculum, Assessment and Reporting Authority (ACARA) (2018). HASS. [online] Australian
 Curriculum. Available at: https://www.australiancurriculum.edu.au/f-10-curriculum/humanities-and-social-sciences
- Australian Curriculum, Assessment and Reporting Authority (ACARA) (2012). The Shape of the Australian Curriculum: Civics and Citizenship. [online] Available at: https://docs.acara.edu.au/resources/Shape of the Australian Curriculum Civics and Citizenship 251 012.pdf
- 3. Drabsch, T., 2013. The Australian Curriculum: Briefing Paper No. 1/2013. *NSW Parliamentary Research Services, February, ISSN*, pp.1325-5142.
- 4. Department of Education, Skills and Employment, 2019. *Alice Springs (Mparntwe) Education Declaration*. Available at: https://www.dese.gov.au/alice-springs-mparntwe-education-declaration/resources/alice-springs-mparntwe-education-declaration
- 5. Heggart, K., Arvanitakis, J. and Matthews, I., 2019. Civics and citizenship education: What have we learned and what does it mean for the future of Australian democracy?. *Education, Citizenship and Social Justice*, 14(2), pp.101-117.
- 6. Henderson, D., 2013. What is the place of civics education in Australia's democracy and what are we doing about it?
- 7. Hughes, J., 2019. The antecedents of the New South Wales Curriculum Review: an introduction to the New South Wales curriculum style. *Curriculum Perspectives*, 39(2), pp.147-157.
- 8. Innes, M., 2021. History curriculum: literacies and democracy in NSW syllabuses. *Curriculum Perspectives*, pp.1-13.
- 9. Law Council of Australia (2014). Legal Education and Federalism Review of the Australian Curriculum
- 10. Legislative Council Portfolio Committee No.3 (2021). Report 42: Review of the New South Wales school curriculum. Available at: https://www.parliament.nsw.gov.au/committees/inquiries/Pages/inquiry-details.aspx?pk=2604#tab-reportsandgovernmentresponses
- 11. Ministerial Council on Employment, Training and Youth Affairs (2008). *Melbourne Declaration on Educational Goals for Young Australians*. Available at http://www.curriculum.edu.au/verve/ resources/national declaration on the educational goals for young australians.pdf
- 12. Neoh, J.Y., 2019. *The practice of Civics and Citizenship Education in New South Wales primary schools* (Doctoral dissertation, University of Sydney).
- 13. NSW Education Standards Authority (NESA), (2022) ACE Manual: ACE 4007 Mandatory curriculum requirements for the Record of School Achievement. [online] Available at: https://ace.nesa.nsw.edu.au/ace-4007
- 14. NSW Education Standards Authority (NESA), (2019). *Commerce 7–10 | NSW Education Standards*. [online] Available at: https://educationstandards.nsw.edu.au/wps/portal/nesa/k-10/learning-areas/hsie/commerce-7-10-2019
- 15. NSW Education Standards Authority (NESA), (2019). *Geography K–10 | NSW Education Standards*. [online] Available at: https://educationstandards.nsw.edu.au/wps/portal/nesa/k-10/learning-areas/hsie/geography-k-10
- 16. NSW Education Standards Authority (NESA), (2019). *History K–10 | NSW Education Standards*. [online] Available at: https://educationstandards.nsw.edu.au/wps/portal/nesa/k-10/learning-areas/hsie/history-k-10
- 17. Print, M, 2015. Students missing out on education in democracy. [online] Available at: https://www.abc.net.au/news/2015-10-20/print-students-are-missing-out-on-a-real-education-in-democracy/6865876
- 18. Print, M., 2019. STEM, HASS and the Australian curriculum: The case for active, informed and critical citizens. *Professional Educator*, 20(1), pp.18-21.



- 19. Print, M and Buchanan, J., 2019. "And its ghost may be heard": Policy and practice in civics and citizenship education in Australia over two decades. In *Handbook of research on education for participative citizenship and global prosperity* (pp. 89-107). IGI Global.
- 20. Theeducatoronline.com. 2022. Education Ministers endorse new Australian Curriculum. [online] Available at: https://www.theeducatoronline.com/k12/news/education-ministers-endorse-new-australian-curriculum/279934
- 21. Victorian Curriculum F-10 Revised curriculum planning and reporting guidelines. (2015). [online] Available at: https://www.vcaa.vic.edu.au/Documents/viccurric/RevisedF-10CurriculumPlanningReportingGuidelines.pdf.



4/131 Macquarie Street Sydney NSW 2000

www.ruleoflaw.org.au