

Cabinet Paper material

Proactive release

Minister & portfolio Hon Chris Hipkins, Minister of Education
Name of package New Zealand's Histories in Schools and Kura
Date considered 9 September 2019
Date of release 12 September 2019

These documents have been proactively released:

Cabinet paper: New Zealand's Histories in Schools and Kura

Date considered: 9 September 2019

Author: Ministry of Education

Cabinet minute – CAB-19-MIN-0455

Date considered: 9 September 2019

Author: Cabinet Office

Material redacted

Some deletions have been made from the documents in line with withholding grounds under the Official Information Act 1982. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

The applicable withholding grounds under the Act are as follows:

Section 9(2)(f)(iv) to protect the confidentiality of advice tendered by Ministers of the Crown and officials

Some deletions have been made from the documents as the information withheld does not fall within scope of the Minister's portfolio responsibilities, and is not relevant to the proactive release of this material.

You can read the Official Information Act 1982 here:

<http://legislation.govt.nz/act/public/1982/0156/latest/DLM64785.html>

In Confidence

Office of the Minister of Education

Chair, Cabinet Social Wellbeing Committee

New Zealand's Histories in Schools and Kura

Proposal

1. This paper proposes that *The New Zealand Curriculum* and *Te Marautanga o Aotearoa*, which comprise the National Curriculum is updated to make explicit the expectation that New Zealand's histories are part of the local curriculum in every school and kura.

Background

2. s 9(2)(f)(iv)

3. It is clear from the Education Conversation | Kōrero Mātauranga and wider public discussions that many feel the education system as a whole is not meeting New Zealanders' expectations in relation to teaching New Zealand's histories. This particularly includes Te Tiriti o Waitangi, colonisation, the Land Wars and waves of migration.

4. Given this, I have decided to prioritise updates to *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* to make learning New Zealand's histories explicit. s 9(2)(f)(iv)

Making New Zealand's History Learning Expectations Explicit

5. Currently too much is left to chance about the teaching and learning each school and kura delivers in relation to New Zealand's histories. *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* currently allow schools and kura to decide how New Zealand's histories are covered, in a way that engages their students and makes sense for the context of their communities. Variation in delivery means that many New Zealanders leave school not fully aware of key events, the ways they have influenced and shaped our nation, and different perspectives or experiences of those events.
6. I have heard the call for immediate change in the area of New Zealand's histories. I propose that *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* are updated to make explicit the expectation that New Zealand's histories are part of the local curriculum in all schools and kura.

7. I expect the updates will set a national framework that ensures all learners are aware of key aspects of New Zealand's histories, and the ways they have influenced and shaped our nation. This will include setting specific achievement objectives at each level of the curriculum that clarify the themes, events and perspectives that should be explicitly included in local curriculum.
8. The updates will be developed by the Ministry of Education (the Ministry) collaboratively with experts, Māori, Pacific and ethnic communities, the sector, students, parents and whānau, and other groups with a strong interest in shaping how New Zealand's histories are taught. I expect New Zealand's histories will be covered across each student's learning journey. This is likely to include:
 - 8.1. The arrival and settlement of Māori to Aotearoa
 - 8.2. First encounters and early colonial history of Aotearoa New Zealand
 - 8.3. Te Tiriti o Waitangi / Treaty of Waitangi and its history
 - 8.4. Colonisation of, and immigration to, Aotearoa New Zealand, including the New Zealand Wars
 - 8.5. Evolving national identity of Aotearoa New Zealand in the late 19th and early 20th Centuries
 - 8.6. Aotearoa New Zealand's role in the Pacific
 - 8.7. Aotearoa New Zealand in the late 20th century and evolution of a national identity with cultural plurality
9. There are a range of supports already available to help schools and kura incorporate New Zealand's histories into their local curriculum, working with their local communities and mana whenua, but these have been insufficient to ensure that every student learns and understands New Zealand's histories. Some strengthening will be undertaken while the updates are being developed, but it is clear that more support is needed to enable all schools and kura to meet New Zealanders' expectations. Once the content for the updates is known, existing supports will be reviewed and an implementation package developed that will enable:
 - 9.1. schools and kura to integrate the new content into their local curriculum, at each level of the curriculum
 - 9.2. teachers to build their capability to teach the new content within their classroom programmes
 - 9.3. mana whenua and others to develop curriculum material regarding their own history, for use in schools and kura
 - 9.4. students to engage in rich learning activities about New Zealand's histories.
10. Curriculum change takes time to scope, develop and implement collaboratively. I am proposing that this work is undertaken over the next two years. Scoping and development will take place during 2020, ready for implementation in schools and

kura from the 2022 school year. This timeframe reflects learning from what has been required to include Digital Technologies and Hangarau Matahiko in the National Curriculum, and to prepare and support schools and kura to implement it.

Updating *The New Zealand Curriculum*

11. In the Social Sciences Learning Area of *The New Zealand Curriculum*, students learn about how societies work and how people can participate as critical, active and informed citizens. Students explore the unique bicultural nature of New Zealand society that derives from the Te Tiriti o Waitangi. They learn about people, places, cultures, histories, and the economic world, within and beyond New Zealand.
12. Continuity and Change, one of four conceptual strands in this learning area, focuses on students learning about the past and present to help them imagine possible futures. I propose that this strand is updated to explicitly include New Zealand's histories. When constructing local curriculum in this area, schools should include consideration of continuity and change at a national level and in their local contexts. Programmes should consider the perspective of Māori, as well as tauiwi (non-Māori), on events of national significance, and will require the perspectives of local hapū and iwi on events in their local context.

Updating *Te Marautanga o Aotearoa*

13. In *Te Marautanga o Aotearoa*, Tikanga-ā-iwi essence statements clearly state, "*The Treaty of Waitangi and its historical and contemporary relevance is a major underlying principle in this learning area. Students develop an understanding of their own identity through a focus on the people, events and the influences that have contributed towards shaping New Zealand society.*" This sets the expectation that New Zealand's histories are interwoven through all the strands of Tikanga-ā-iwi.
14. Te Ao Hurihuri – The Changing World, one of the four strands of Tikanga-ā-iwi, focuses on students being able to identify the causes and effects of events that have shaped the lives of people, and to describe ways the past is recorded and remembered. I propose that this strand is updated to more explicitly include New Zealand's histories, at a national level and in the local context of each kura, including the perspectives of local hapū and iwi.

Consultation

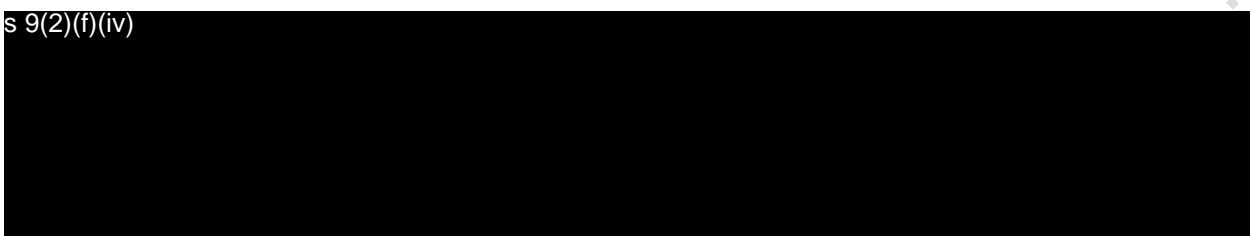
15. The Treasury, State Services Commission, Education Review Office, New Zealand Qualifications Authority, Teaching Council, Te Puni Kōkiri, Ministry for Pacific Peoples, Department of Internal Affairs (including Office of Ethnic Communities), Ministry of Justice, Ministry of Social Development, Office of Disability Issues, Ministry of Culture and Heritage, and Ministry of Youth Development have been consulted on this paper. The Department of Prime Minister and Cabinet have been informed of the development of this paper.

Financial Implications

16. Work in 2019/2020 to collaboratively develop the updates to *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* will be funded through Ministry baselines.

The Ministry will continue to develop and provide curriculum resources that support schools and kura to integrate New Zealand's histories into their local curriculum, as part of its overall package of curriculum resources and supports. The continued development of resources will be co-ordinated with other agencies' and organisations' initiatives that produce curriculum materials, including the Ministry of Culture and Heritage, the National Library, and Te Papa.

17. s 9(2)(f)(iv)



Legislative Implications

18. There are no legislative or regulatory implications that directly arise from this paper.
19. Once developed, updates to *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* will be issued through *The New Zealand Gazette*. My intention is to issue the updates during 2020, but delay them coming into formal effect until the 2022 school year so that schools and kura have time to prepare for the new expectations.

Human Rights, Te Tiriti o Waitangi, Gender Implications, Disability Perspective

20. This paper is consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.
21. The lived experiences of Māori, women and gender diverse people, and people with disabilities in New Zealand are strongly influenced by our history, and their own histories. History programmes at schools and kura that recognise the agency of these groups in asserting their human rights and Treaty rights will develop a new level of national understanding. This will have direct positive effects for children and young people who see their own history acknowledged at schools and kura. Groups from other waves of migration that have shaped our country, such as Chinese and Pacific Peoples, will also benefit from these changes.
22. The persistent inequities these groups face have their roots in beliefs and attitudes that continue to be passed down to new generations. A common framework to guide all students' learning about New Zealand's histories will help lift empathy and cross-cultural communication about our history, and contribute to Aotearoa New Zealand reaching its potential as an equitable, Treaty-based nation.

Publicity

23. I propose that the Prime Minister announce the updates to *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* as part of the unveiling of a plaque at Parliament on 12 September commemorating the New Zealand Wars. This would be accompanied by a media release and Ministry of Education website updates, as well as the proactive release of documents, including this paper.

24. The Ministry will also use its existing channels to communicate directly with key stakeholders, including schooling sector leaders, principals and teachers, iwi and Māori education groups, as well as providing material for regional staff so they can respond to questions from schools and the community. Further communications would go to stakeholders as part of communication and engagement for the wider Curriculum, Progress and Achievement work programme.

Proactive Release

25. I intend to proactively release this Cabinet paper. Any information that may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

Recommendations

The Minister of Education recommends that the Committee:

1. **note** ^{s 9(2)(f)(iv)} [REDACTED]
2. **note** that there are calls through the Education Conversation | Kōrero Mātauranga for immediate changes to *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* so that they explicitly include New Zealand's histories
3. **agree** that *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* will be updated to make explicit the expectation that New Zealand's histories are part of the local curriculum in all schools and kura
4. **direct** the Ministry of Education to develop updated content in *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* for implementation in schools and kura from 2022, working collaboratively with experts, Māori, Pacific and ethnic communities, the sector, students, parents and whānau, and other groups with a strong interest in shaping how New Zealand's histories are taught
5. **note** that, as part of its overall package of curriculum resources and supports, the Ministry of Education will continue to develop and provide curriculum resources that support schools and kura to integrate New Zealand's histories into their local curriculum, but that this is likely to be insufficient to achieve full implementation of the updates
6. **note** that the work directed in recommendation 4 can be undertaken within baseline funding, ^{s 9(2)(f)(iv)} [REDACTED]

Authorised for lodgement

Hon Chris Hipkins

Minister of Education

Proactively Released by the Minister of Education



Cabinet

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

New Zealand Histories in Schools and Kura

Portfolio Education

On 9 September 2019, Cabinet:

- 1 **noted** that in August 2019, the Cabinet Social Wellbeing Committee directed the Ministry of Education to work collaboratively to establish an agreed process for updating *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* [SWC-19-MIN-0101];
- 2 **noted** that there are calls through the Education Conversation/Kōrero Mātauranga for immediate changes to *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* so that they explicitly include the teaching of New Zealand's histories;
- 3 **agreed** that *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* be updated to make explicit the expectation that New Zealand's histories are part of the local curriculum in all schools and kura;
- 4 **directed** the Ministry of Education to develop updated content in *The New Zealand Curriculum* and *Te Marautanga o Aotearoa* for implementation in schools and kura from 2022, working collaboratively with experts, Māori, Pacific and ethnic communities, the sector, students, parents and whānau, and other groups with a strong interest in shaping how New Zealand's histories are taught;
- 5 **noted** that, as part of its overall package of curriculum resources and supports, the Ministry of Education will continue to develop and provide curriculum resources that support schools and kura to integrate New Zealand's histories into their local curriculum, but that this is likely to be insufficient to achieve full implementation of the updates;
- 6 **noted** that:
 - 6.1 the work directed in paragraph 4 will be undertaken within the Ministry of Education's baseline funding;
 - 6.2 s 9(2)(f)(iv)

Michael Webster
Secretary of the Cabinet

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Prime Minister
Deputy Prime Minister
Minister of Education

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