



Department
for Education

Relationships education, relationships and sex education, and health education in England

**Government consultation (including call
for evidence response)**

**Launch date 19 July 2018
Respond by 7 November 2018**

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Introduction

1. During passage of the Children and Social Work Act in 2017, the government recognised that there was a compelling case to make Relationships Education and Relationships and Sex Education (RSE) compulsory through regulations, and to consider doing the same for Personal, Social, Health and Economic Education (PSHE) or elements of the subject. In making provision to do so via regulations, this approach has allowed us time to engage thoroughly with a wide range of organisations with an interest and expertise.
2. On 6 November, the Secretary of State for Education announced that Ian Bauckham CBE would lead the department's engagement process and advise on the programme of work. With 33 years' experience as a teacher, and 13 years spent as a headteacher, Ian has considerable experience in the education system to enable him to advise on how to ensure the subjects will be deliverable in schools.
3. Between November 2017 and March 2018, the department held a wide-ranging stakeholder engagement process, which included hosting round-table sessions with national and local groups representing interested parties such as teachers and other education professionals, subject specialists, parents and religious bodies, as well as actively engaging with parliamentarians. A full list of those groups the department consulted with is attached at Annex A.
4. In addition, the department launched a call for evidence to seek public views from adults (including parents; teachers; educational professionals and organisations) and young people on the content of the new subjects and to inform the update of the current guidance on sex education. For both groups, the call for evidence consisted of a number of questions, which asked about the features of existing provision and sought suggestions for the content of the new subjects. The list of questions we asked during the call for evidence is attached at annex B.
5. The department received c23,000 responses to the call for evidence. This was a combination of c18,000 online responses and a further c4,500 letters and emails received by the department. The online responses were analysed by two external contractors Aldaba Limited and Ipsos MORI using a text analysis approach. Their

findings were similar. Responses sent in by letter or email were analysed internally by the department. A summary of Aldaba Limited's findings will be published by the department shortly and Ipsos MORI's executive summary of findings is attached to this policy statement at Annex C.

6. We welcome the fact that most respondents thought that these subjects would have a positive impact overall on the education of children and young people, and we are committed to continuing to work with schools to ensure these subjects are delivered to a high quality.
7. The findings gathered from the process have informed the drafting of the regulations, statutory guidance and regulatory impact assessment, on which the department is now consulting.
8. In addition, the Secretary of State has concluded that a proportionate and effective response to the evidence from the engagement process is to introduce compulsory Health Education. This approach supports the findings from the call for evidence and engagement process, where teaching about physical health (including drug and alcohol misuse) and mental health were considered to be important. There is core content on these topics that we agree all pupils need to be taught to support their safety, health and wellbeing.
9. Whilst we are not proposing to make all of PSHE compulsory, we know that many schools cover this content and wider topics in a broader PSHE programme, often with great success. Those schools are encouraged to continue to do so, adapting their programme to the new requirements rather than starting from scratch. The flexibility we are proposing will allow them to continue to build in additional content that they know their particular pupils need.

Who this is for

- Headteachers
- Teachers and other school staff (including governors)
- Other educational professionals
- Voluntary and community organisations
- Any other interested organisations and individuals

- Parents and carers
- Young people

10. Those under the age of 13 need to ensure they have parental consent to participate in this consultation. The box in the consultation questions needs to be ticked to confirm parental consent.

Deadline and response

11. The consultation was issued on 19 July 2018. To allow sufficient time for schools to consider and comment on the proposals, we have taken account of the summer break. The consultation closes on 7 November 2018. The results of the consultation and the department's response will be published on <https://www.gov.uk> in early 2019.

Enquiries

12. If your enquiry is related to the policy content of the consultation you can contact the team by email - PSHE-RSE.consultation@education.gov.uk

13. If your enquiry is related to the DfE e-consultation website or the consultation process in general, you can contact the DfE Ministerial and Public Communications Division by email: Consultations.Coordinator@education.gov.uk or by telephone: 0370 000 2288 or via the [DfE Contact us page](#).

Respond online

14. To help us analyse the responses please use the online system wherever possible. Visit www.education.gov.uk/consultations. If for exceptional reasons you are unable to use the online system, for example because you use specialist accessibility software that is not compatible with the system, you may request to send your response by email or by post by emailing PSHE-RSE.consultation@education.gov.uk.

About this consultation

15. The government strongly believes that the content of the guidance and regulations published today reflect an effective balance between ensuring that children are taught the knowledge they require to thrive in the modern world, and ensuring that schools have flexibility to design and plan subject content within their wider curriculum.
16. We are keen, however, to ensure that all those with an interest have a chance to comment on our proposed subject content. Once this exercise has been completed and we have had an opportunity to reflect on the responses, we will be putting the regulations to the Houses of Parliament for debate. Subject to Parliament approving the regulations, they will be published alongside the final statutory guidance and we are intending for this process to be completed in spring 2019.
17. The department is seeking views on the following:
 - a. The draft regulations set out the legal framework that is required for the introduction of these compulsory subjects, such as the requirement for statutory guidance and a right for parents to withdraw their children from the sex education element of RSE.
 - b. The draft statutory guidance for Relationships Education, RSE and Health Education replaces the current statutory guidance for Sex and Relationship Education published in 2000. All schools in England must have regard to the statutory guidance on Relationships Education and RSE, and all state funded schools must have regard to the statutory guidance on Health Education. The guidance will be reviewed after 3 years and regularly thereafter.
 - c. The Regulatory Impact Assessment sets out the assessment the department has made of the impact of the requirement to teach mandatory Relationships Education (primary) and RSE (secondary) on schools, and specifically on independent schools. This assessment has been made in line with requirements set out in the Small Business, Enterprise and Employment Act 2015.
 - d. The support we give to schools to help them meet the new requirements and teach the new subjects to a high quality.

Summary of the findings from the call for evidence

Key topics to be taught in Relationships Education at primary

16. Many respondents wanted schools to teach about the importance of respect in relationships. Many also wanted the subjects to raise awareness of different types of family. Friendship was also an area that respondents thought was important to cover. Other themes that emerged from the responses were mental health, puberty, teaching about body parts using accurate vocabulary, wellbeing and physical health. Opinions were split, however, as to whether it is appropriate to teach any subjects relating to sex education at primary school¹. Opinions were also split regarding when children should be taught about LGBT relationships.

Key topics to be taught in Relationships and Sex Education at secondary

17. As at primary, respondents most often mentioned that they wanted respect in relationships to be taught, often in reference to embedding tolerance and raising awareness of discrimination (for example racism and sexism). The topic of unsafe relationships was seen as a more important area to cover in secondary schools than in primary. Teaching on sexual consent was also felt to be important. This included teaching on different types of abuse, grooming, and harassment, as well as where young people can seek support. Teaching about gender and sexual identity was seen as important. Other themes that emerged were marriage, sexual health, contraception safe online relationships, mental health and physical health.

¹ Only Relationships Education will be compulsory for primary pupils. As now, primary schools are free to teach aspects of sex education if they judge it to be in the best interests of their pupils. Where a maintained school does so, it must publish a policy and allow parents to withdraw their child.

Key topics to be taught in PSHE

18. The most frequently mentioned themes that respondents wanted to be covered in PSHE at primary were physical health including the importance of healthy eating, physical activity and personal hygiene. Mental health was also raised as an important subject to be covered.
19. With regard to what should be covered as part of PSHE in secondary schools, physical health was again mentioned frequently, specifically the themes of healthy eating, weight management and physical activity. Mental health was also raised as an important topic. Having knowledge to support success in adulthood was also mentioned frequently.

Policy Statement – the rationale for government’s approach to Relationships Education, RSE and Health Education

Guiding principles

20. For the new subjects of Relationships Education and RSE, the government was clear during the passage of the Children and Social Work Act 2017 that these subjects must be age-appropriate. Within that context, we have considered carefully areas of the subject that are particularly sensitive, and on which there is some disagreement about what children should be taught. We have concluded that starting with the central concept of always providing pupils with the knowledge they need on the laws of this country relating to relationships – children and young people, at age appropriate points, need to know the laws governing the society in which they are growing up in.
21. With the above principles in mind, we have set out in the statutory guidance the core content on Relationships Education at primary and, RSE at secondary that we believe all pupils should be taught.
22. We have sought to strike a balance between prescribing clearly the important core knowledge that all pupils should be taught, whilst allowing flexibility for schools to design a curriculum that is relevant to their pupils. This also enables schools to consider how to teach the subjects bearing in mind the religious backgrounds of their pupils, and enables schools with a religious character to build on the core content by reflecting the teachings of their faith. A good understanding of pupils’ faith backgrounds and positive relationships between the school and local faith communities help to create a constructive context for the teaching of these subjects.
23. For all of these subjects – Relationships Education, RSE and Health Education - flexibility for schools also allows them to consider adapting their curriculum to the particular needs of their pupils and their knowledge of the local environment in which they are growing up. For example, if a school is in an area with gang-related problems, it may wish to incorporate teaching about gangs in its Relationships Education, ensuring pupils understand for example that the ‘family’ gangs purport to offer young people is based on exploitation and is not characterised by respect or care for them. Other schools may wish to deliver more

on economic education, to complement what is already in the maths and citizenship curricula.

24. All of these subjects should be set in the context of a wider whole-school approach to support pupils to be safe, happy and prepared for life beyond school. For example, the curriculum on relationships and on sex should complement, and be supported by, the school's wider policies on behaviour, bullying and safeguarding (including handling of any reporting children and young people may make as a result of the lessons). The subjects will sit within the context of a school's broader ethos and approach to developing pupils socially, morally, spiritually and culturally; and its pastoral care system. This is also the case for teaching about mental health within Health Education. The curriculum on Health Education should similarly complement, and be supported by, the school's wider education on healthy lifestyles through physical education, food technology, science, sport, extra-curricular activity and school food. Schools should consider how teaching can help support the development of important attributes in pupils, such as honesty, tolerance, resilience and self-efficacy, as well as how those attributes are also developed by other aspects of the school's provision.

25. With all of these subjects, schools should be aware that for many young people the distinction between the online world and other aspects of life is less marked than for many adults. Young people often operate very freely in the online world and by secondary school age, some are likely to be living a substantial proportion of their life online. Schools should take this into account in the preparation and delivery of the subjects.

Relationships Education at primary

26. For Relationships Education at primary, we propose that pupils are taught about the characteristics of healthy relationships, building the knowledge and understanding that will enable children to model these behaviours. Whilst we do not propose to go into risks of unhealthy relationships at primary, given the age of the pupils, this focus on healthy relationships will help those children who are experiencing or witnessing unhealthy relationships know where to seek help and support. We propose subject content should focus on the following category headings:

- Families and people who care for me
- Caring friendships
- Respectful relationships
- Online relationships
- Being safe

27. These categories, and the content within them, reflect the themes that came through clearly in the call for evidence, as well as the evidence shown in the wider engagement process. In particular, they reflect the strong view that children should learn about healthy family relationships and friendships, courtesy and manners, and respect for other people, as well as basic knowledge to keep themselves safe.

Primary schools choosing to teach sex education

28. Whilst we are not requiring primary schools to teach sex education, the Secretary of State is required to issue guidance for any maintained primary school choosing to teach elements of sex education. We have included a section in the new draft guidance on this, setting out the requirements on schools, including that they should set out their policy and curriculum clearly and in consultation with parents. The policy should also include the right to be excused (commonly referred to as the right to withdraw) beyond what is in the science national curriculum, if they wish to do so.

Relationships and Sex Education at secondary

29. At secondary, RSE will build on the content taught at primary and continue to focus on family relationships and friendships, courtesy and manners, enhancing knowledge in these areas and drawing in more content on unhealthy relationships and associated risks. It will also introduce, in an age-appropriate way, content on intimate relationships and sex. We propose subject content focusing on the following category headings:

- Families
- Respectful relationships, including friendships

- Online and media
- Being safe
- Intimate and sexual relationships, including sexual health

30. As with the primary content, these categories and the content within them reflect the findings of both the call for evidence and the engagement process. In particular, there was a strong emphasis on internet safety and on mental health, both of which are picked up in these categories, as they relate to relationships.

Right to be excused from Sex Education (commonly referred to as the right to withdraw) and parental engagement

31. We recognise that parents are the primary educators of their children, particularly where relationships and sex are concerned, and want to ensure that schools work with parents on the design and delivery of these subjects. Schools will be required to consult with parents on their Relationships Education and RSE policies, which will minimise any misconception about the subjects and enable parents to decide whether to request that their child is withdrawn from sex education.

32. The regulations set out the right that parents may request that their child be withdrawn from sex education in RSE. As we have previously stated, children cannot be withdrawn from Relationships Education at primary or secondary, as this covers content all pupils should know to keep themselves safe and happy.

33. The regulations set out that parents may request that their child be withdrawn from some or all elements of sex education in RSE and this should be granted unless the headteacher, taking into account any considerations about the pupil and their circumstances, decides otherwise. The statutory guidance sets out the parameters for headteachers in making this decision, stating that except in exceptional circumstances, the school should respect the parents' request to withdraw the child, up to and until three terms before the child turns 16. After that point, if the child wishes to receive sex education rather than be withdrawn, then the school should make arrangements to provide sex education during one of those terms.

34. We are setting out the right to withdraw in this way because the current legislation that makes sex education compulsory in maintained schools and academies, independent schools, pupil referral units and non-maintained special schools (Education Acts 1996 and 2002) and contains a right to withdraw is no longer compatible with English caselaw and the European Convention on Human Rights. In addition, given that young people are able to consent and engage in sexual activity at age 16, they should be able to access sex education before that point. Having considered this issue carefully, we believe that the new framework is the best way to secure the proper balance between parents' rights and the rights of young people once they are competent to make their own choices.
35. The guidance sets out that headteachers should discuss any request for withdrawal with the parent and, where appropriate, the child to ensure everyone is clear on their wishes and the purpose and content of the curriculum. Good practice is also likely to include the headteacher discussing with the parents any detrimental effects that withdrawal might have on the child, including any social and emotional effects of being excluded, as well as the likelihood of the child hearing their peers' version of what was said in the classes, rather than what was directly taught by the teacher.
36. We have set out in the guidance that secondary schools, in designing their school policy, should engage proactively with parents, to set out how and when they plan to cover topics included in RSE so that parents can understand clearly, what is going to be taught. Schools should not separate teaching of the two subjects artificially, but seek to deliver them in an integrated manner. This engagement with parents should be a constructive process, enabling all parties to understand what is being taught, how and when, to enable informed decisions about the education in the interests of the child. Schools will make alternative arrangements for pupils when they have been withdrawn from particular lessons, such as study time or catch up lessons in other subjects.
37. We have also set out in the guidance how a parents' right to request their child be withdrawn from RSE should work for the pupils with SEND (special educational needs and disability). For the vast majority of pupils with SEND, including those with education, health and care plans, their SEND should not be

a consideration when deciding on the right to withdraw. However, there may be some exceptional circumstances where headteachers will want to take the SEND into account when making this decision.

Health Education

38. The Secretary of State has given careful consideration to whether or not to make PSHE, or elements therein, compulsory and has concluded that a proportionate and effective response to the evidence from the engagement process is to introduce compulsory Health Education in all schools other than independent schools, where it is already compulsory. This will sit alongside the new requirements for Relationships Education and RSE that will also develop children personally and socially.
39. All elements of PSHE are important and the government continues to recommend PSHE be taught in schools, and its introduction to the national curriculum² makes this clear. The majority of schools are already delivering a PSHE (or similarly described) programme for their pupils, with dedicated teaching time within the curriculum. Schools will have the freedom to set Relationships Education, RSE and Health Education in the context of their wider PSHE programme and decide which other elements of PSHE they wish to teach. PSHE continues to be compulsory in independent schools.
40. This approach supports the findings from the call for evidence and engagement process, where teaching about physical health (including drug and alcohol misuse) and mental health were considered to be important. There is core content on these topics that we agree all pupils need to be taught to support their safety, health and wellbeing. This is important in giving children and young people the information they need to make good decisions about their own health and wellbeing, recognise issues in themselves and others and, when issues arise, seek support as early as possible from appropriate sources.

² <https://www.gov.uk/government/collections/national-curriculum>

41. In addition, it is important that pupils understand the links between areas of health – for example, that good physical health contributes to good mental wellbeing, and vice versa. There is also a strong link between promoting the health and wellbeing of pupils and the potential positive impact upon behaviour and attainment, especially when part of a whole school approach.

42. We therefore propose content under the following categories:

- Mental wellbeing
- Internet safety and harms
- Physical health and fitness
- Healthy eating
- Drugs and alcohol
- Health and prevention
- Basic first aid
- Changing adolescents' bodies

43. On financial and economic education, we have not made any content compulsory. This is because financial education is already included in the maths curriculum and in the citizenship curriculum, demonstrating the importance that government places on this topic. We want to support schools to deliver good quality financial education and intend to work with the financial education sector to support schools in delivering this content to high quality. We are also asking a question in the consultation about financial education for 17 and 18 year olds, where we think there may be a gap in provision and would welcome views on how we might address it. In addition, we have recently set out expectations for careers education in the government's 2017 Careers Strategy; making the most of everyone's skills and talents, which includes an expectation that schools will deliver careers education as part of one of the Gatsby Benchmarks. Schools may, however, choose to cover other aspects of economic education within their curriculum and wider school offer, including through PSHE, if they consider it necessary for their pupils.

School support and implementation

44. A strong theme from the engagement process was the need to support schools and teachers in improving their provision of these subjects. Whilst many schools already teach about relationships, sex and health and do so to a high standard, some schools will need more support to meet the new requirements and improve their teaching. Once the regulations and statutory guidance are finalised, we are clear that some schools will be ready and confident to start teaching to the new guidance quickly, after comparing their current provision against the new requirements. Other schools will require more time to design their curriculum and prepare with their teachers. We are keen to encourage as many schools as possible to start straight away whilst also allowing time for schools who need longer to prepare, in the knowledge that poor teaching and a weak curriculum could have damaging effects on pupils.

45. As a result, we intend to work with schools, unions, other education providers (such as multi-academy trusts and dioceses) and expert organisations such as subject associations to encourage early adopter schools, who will begin teaching to the new requirements from September 2019. For secondary schools, we will ensure pilot materials and training are available to support their shift from the previous sex and relationship education requirements to the new subjects. For primary schools, where more support might be needed to change their curriculum, we will look to recruit early adopter schools and pilot support programmes with them.

46. The lessons we learn from these early adopter schools and pilot programmes will be shared with schools working to a slower timetable to enable them to design quality programmes and prepare their teachers. All schools will be required to teach the new subjects from September 2020, which will provide a full academic year of preparation time for the schools that need it, in line with our workload agreement with schools for changes to the curriculum. We expect some schools to have a transition period from when the new requirements start in September 2020 to develop their curriculum approach and to ensure their pupils are taught the required content.

47. We are seeking views through the consultation to test the right focus for a school support package, and we will continue to work collaboratively with schools and the sector to develop and implement our approach. We expect this to focus on curriculum design and teaching materials, to sit underneath the content we have set out in the draft guidance, and training programmes.

Consultation Questions

Confidentiality

The responses to the consultation will be analysed by us or an independent organisation under contract to Department for Education.

Information provided in response to consultations, including personal information, may be subject to publication or disclosure under the Freedom of Information Act 2000, or the Environmental Information Regulations 2004.

If a request for disclosure of the information you have provided is received, your explanation about why you consider it to be confidential will be taken into account, but no assurance can be given that confidentiality can be maintained. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the department.

The department will process your personal data (name and address and any other identifying material) in accordance with the Data Protection Act 2018, and your personal information will only be used for the purposes of this consultation. Your information will not be shared with third parties unless the law allows it.

The department's personal information charter contains the standards you can expect from us when we ask for and hold your personal information.

<https://www.gov.uk/government/organisations/department-for-education/about/personal-information-charter>

Would you like us to keep your responses confidential?

1. Yes
2. No

If you want all, or any part, of a response to be treated as confidential in response to a freedom of information request, please explain why you consider it to be confidential.

If you are under 13, you need to ensure that you have parental consent to participate in this consultation. Please tick the box to confirm you have parental consent.

Introductory questions

1. What is your name? (optional)
2. What is your email address? (optional)

3. What is your religion?

- Christian
- Buddhist
- Hindu
- Jewish
- Muslim
- Sikh
- No religion
- Prefer not to say
- Other religion (please write below – free text)

If you selected other, please specify below

4. What is your ethnic group? Please select from the list below.

- White - British/English/Scottish/Welsh/Northern Irish
- White - Irish
- White - Gypsy or Irish Traveller
- White - Any other White background
- Mixed/multiple ethnic groups - White and Black Caribbean
- Mixed/multiple ethnic groups - White and Black African
- Mixed/multiple ethnic groups - White and Asian
- Mixed/multiple ethnic groups - Any other mixed background
- Asian/Asian British - Indian
- Asian/Asian British - Pakistani
- Asian/Asian British - Bangladeshi
- Asian/Asian British - Chinese
- Asian/Asian British - Any other Asian background
- Black/African/Caribbean/Black British - African
- Black/African/Caribbean/Black British - Caribbean
- Black/African/Caribbean/Black British - Any other Black background
- Other ethnic group - Arab
- Any other ethnic group
- Prefer not to say

5. Which of the following best describes the capacity in which you are responding to this consultation? Please select the most relevant category from the list below.

- Headteacher
- Teacher
- School Governor
- Other educational professional
- Teaching union (only select if answering on behalf of the teaching union)
- Young person (18 or younger)

- Parent
- Grandparent
- Organisation (only select if answering on behalf of the organisation)
- Interested individual
- Other (Please explain)

If you selected other, please specify below

If answering as a young person, parent or grandparent to Q5, go straight to Q8

6. If you are responding on behalf of a school/organisation/teaching union please give its name.
7. Who do you want the information in your response to the consultation to be attributed to?
- The organisation
 - Myself
 - Both

If answering as a headteacher, teacher or school governor at Q5, go straight to question 9

If answering as an organisation/teaching union at Q5, go straight to Q10

8. School Stage(s) - if answering as a young person please give your school stage, or if you are answering as a parent/grandparent please give your child(ren) or grandchild(ren) school stage(s).
- Not yet school age
 - Primary
 - Secondary
 - Alternative provision
 - 6th form
 - Completed secondary education
9. If answering as a teacher, headteacher or governor please select the school stage of the school where you work.
- Not yet school age
 - Primary
 - Secondary
 - Alternative provision
 - 6th form

Statutory guidance

We advise you to read all of the draft guidance before completing the consultation questions.

Relationships Education

10. Do you agree that the content of Relationships Education in paragraphs 50-57 of the guidance is age-appropriate for primary school pupils?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

11. Do you agree that the content of Relationships Education as set out in paragraphs 50-57 of the guidance will provide primary school pupils with sufficient knowledge to help them have positive relationships?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

12. Do you agree that paragraphs 61-64 clearly set out the requirements on primary schools who choose to teach sex education?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

Relationships and Sex Education (RSE)

13. Do you agree that the content of RSE in paragraphs 65-77 of the guidance is age-appropriate for secondary school pupils?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

14. Do you agree that the content of RSE as set out in paragraphs 65-77 of the guidance will provide secondary school pupils with sufficient knowledge to help them have positive relationships?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

15. Do you agree that paragraphs 36-46 on the right to withdraw provide sufficient clarity and advice to schools in order for them to meet the legal requirements?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

Physical Health and Wellbeing

16. Do you agree that the content of physical health and wellbeing education in paragraphs 86-92 of the guidance is age-appropriate for primary schools pupils?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

17. Do you agree that the content of physical health and wellbeing education as set out in paragraphs 86-92 of the guidance will provide primary school pupils with sufficient knowledge to help them lead a healthy lifestyle?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

18. Do you agree that the content of physical health and wellbeing education in paragraphs 93-99 of the guidance is age-appropriate for secondary school pupils?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

19. Do you agree that the content of physical health and wellbeing education as set out in paragraphs 93-99 of the guidance will provide secondary school pupils with sufficient knowledge to help them lead a healthy lifestyle?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

Engaging with parents and the wider community

20. Do you agree with the approach outlined in paragraphs 36-46 on how schools should engage with parents on the subjects?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

Delivery and teaching strategies

21. Paragraphs 108-109 in the guidance describe the flexibility that schools would have to determine how they teach the content of their Relationships Education/RSE/Health Education. Do you agree with the outlined approach?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

SEND

22. Do you agree that paragraph 44 of the guidance provides clear advice on how headteachers in the exceptional circumstances will want to take the child's SEND into account when making this decision?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

23. Do you agree that paragraphs 30-32 of the guidance provide sufficient detail about how schools can adapt the teaching and design of the subjects to make them accessible for those with SEND?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

Statutory Guidance

24. Do you have any further views on the draft statutory guidance that you would like to share with the department? Do you think that the expectations of schools are clear? Please include this information in the text box below.

Financial Education

The department recognises that it is important for pupils to leave compulsory education with a strong understanding of personal finance to enable them to live independently beyond school or college. We are confident that the maths and citizenship curricula ensure pupils up to 16 can be taught the building blocks of financial education and we are doing more to support schools in delivering this education well, for example by kicking off work with organisations offering support on financial education in schools. This is why we are not making ‘economic education’ compulsory alongside Health Education.

We believe that there may be, however, a gap in financial education for some young people post-16 because there is no requirement for this to be taught in all post-16 settings or programmes for all young people to ensure they gain important knowledge (such as the difference between student loan debt and credit card debt; budgeting, including paying rent and bills etc).

We would welcome views on how we might address this gap for all pupils so that they are ready to thrive independently from age 18.

25. Do you agree that more is required on financial education for post-16 pupils?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below, including your views on how we might ensure this education is delivered.

School support

26. The department believes that primary schools should be able to access appropriate resources and training in order to teach effectively. Do you agree that the resources and support currently available to primary schools will be sufficient to enable them to teach the new subjects?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

If you disagree or strongly disagree, please rank the options below to indicate the most useful type of support we could provide to enable primary schools to teach the new subjects. Please briefly explain in the text box below if you think other support options are needed. (5 = most useful, 1 least useful).

- Provision of, or signposting to, curriculum planning resources
- Provision of, or signposting to, teacher guides or training in the new subject knowledge
- Provision of, or signposting to, teacher guides or training in pedagogy for the new subject
- Guidance or training in how to select appropriate teaching resources for Relationships Education and Health Education
- Guidance on how to select appropriate training

27. The department believes that secondary schools should be able to access appropriate resources and training in order to teach effectively. Do you agree that the resources and support currently available to secondary schools will be sufficient to enable them to teach the new subjects?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

If you disagree or strongly disagree, please rank the options below to indicate the most useful type of support we could provide to enable secondary schools to teach the new subjects. Please briefly explain in the text box below if you think other support options are needed. (5 = most useful, 1 least useful).

- Provision of, or signposting to, curriculum planning resources
- Provision of, or signposting to, teacher guides or training in the new subject knowledge
- Provision of, or signposting to, teacher guides or training in pedagogy for the new subject
- Guidance or training in how to select appropriate teaching resources for RSE and Health Education
- Guidance on how to select appropriate training

Draft Regulations

We advise you to read all of the draft regulations before completing the consultation questions.

28. Do you agree that the draft regulations clearly set out the requirements on schools to teach the new subjects of Relationships Education, RSE and Health Education?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

29. We are required to set out in the regulations the circumstances in which a pupil (or a pupil below a specified age) is to be excused from receiving RSE or specified elements of it. The draft regulations provide that parents have a right to request that their child be withdrawn from sex education in RSE and that this request should be granted unless, or to the extent that the headteacher considers that it should not be.

Taking into account the advice to schools on how headteachers should take this decision, in paragraphs 41-46 of the guidance, do you agree that this is an appropriate and workable option?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

Please briefly explain why you have given this answer in the text box below.

30. Do you have any other views on the draft regulations that you would like to share with the department? Please include this information in the text box below.

Regulatory Impact Assessment

We advise you to read all of the draft regulatory impact assessment before completing the questions.

31. Tables (6-8) in section F of the draft assessment set out the assumptions we have made in estimating the cost burden for schools to implement the new requirements. Do you agree with our assumptions and the estimated additional costs to schools?

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree

If you have answered 'neither agree or disagree', 'disagree' or 'strongly disagree', please state in the text box below where possible:

1. The assumption(s) you disagree with
2. The reasons for this
3. What you believe to be better estimates than the ones identified in the RIA, and the basis/source for these.

32. Are there any other cost burdens on schools, which you believe should be included in the regulatory impact assessment?

- yes
- no
- not sure

If you've answered 'yes', please state in the text box below what you believe the additional cost burdens on a school would be and, where possible, please state the average cost for a school (please state either primary or secondary):

33. Please state in the text box below if you have any further comments on the regulatory impact assessment.

Annex A – List of organisations the department engaged with

1. Association for Citizenship Teaching
2. Association of Muslim Schools
3. Association of School and College Leaders
4. Barnardo's
5. Big Talk Education
6. Bishop Nazir-Ali
7. Board of Deputies of British Jews
8. British Heart Foundation
9. British Red Cross
10. Brook
11. Career Development Institute
12. Careers & Enterprise Company
13. Catholic Education Service
14. Centre for Social Justice
15. Centre of expertise on child sexual abuse
16. Child Exploitation and Online Protection command
17. Childnet International
18. Children and Young People's Mental Health Coalition
19. Church of England
20. Christians in Education
21. Christian Institute
22. Citizenship Foundation
23. Coram
24. Council for Disabled Children
25. Diana Award
26. Ditch the Label
27. Diversity Role Models
28. End Violence Against Women
29. Equality and Human Rights Commission
30. Everyday Sexism Project
31. Family Lives
32. Family Matters Institute
33. Family Planning Association
34. Fawcett Society
35. Federation of Leaders in Special Education
36. FORWARD
37. Girl guiding
38. Humanists UK
39. Image in Action
40. Independent Schools Council
41. Independent Schools Inspectorate
42. Institute for Strategic Dialogue
43. Interlink Foundation
44. Internet Matters
45. Just Like Us
46. Karma Nirvana
47. Lord Farmer
48. Lord Layard

49. Lord Singh
50. Marriage Care
51. Men and Boys Coalition
52. Mencap
53. Mentor UK
54. Mumsnet
55. MyBnk
56. NASUWT
57. National Association of Head Teachers
58. National Association of Jewish Orthodox Schools
59. National Children's Bureau
60. National Education Union
61. National Governance Association
62. National Network of Parent Carer Forums
63. National Police Chief's Council
64. Netmums
65. NSPCC
66. NWG Network
67. Office of the Children's Commissioner for England
68. Ofsted
69. OnePlusOne
70. Parent Zone
71. Parentkind
72. Plan International UK
73. Prevent, Waltham Forest
74. Prince's Trust
75. PSHE Association
76. Public Health England
77. Relate
78. Relationships Alliance
79. Seashell Trust
80. Sex Education Forum
81. St John Ambulance
82. Stonewall
83. Tavistock Relationships
84. Terrence Higgins Trust
85. United Synagogue
86. Victims' Commissioner for England and Wales
87. Voice the union
88. White Ribbon UK
89. Young Enterprise
90. Young Minds

Annex B – List of questions asked during the call for evidence

Young people

1. Thinking back to your lessons in SRE so far, can you pick out any subject areas which you think have been particularly important for you to have learnt about, and say why?
2. Are you aware of any subject areas in SRE, which you have not covered which you would like to know more about? If so, please say what those subject areas are. (It may be that your teachers plan to cover these areas later, but please still answer this question if you have something to say on this).
3. Thinking back to your lessons in PSHE so far, can you pick out any subject areas which you think have been particularly important for you to have learnt about, and say why?
4. Are you aware of any subject areas in PSHE, which you have not covered which you would like to know more about? If so, please say what those subject areas are. (It may be that your teachers plan to cover these areas later, but please still answer this question if you have something to say on this).
5. If there are any other important points you would like to make on either subjects which have not been captured by these questions, please write them below.

Adults

1. Thinking about relationships education in primary schools, what do you believe are the three most important subject areas that should be taught for different age groups/key stages and why. Please include any considerations or evidence which informed your choices.
2. Thinking about relationships and sex education in secondary schools, what do you believe are the three most important subject areas that should be taught for different age groups/key stages and why. Please include any considerations or evidence which informed your choices.

We are particularly interested in understanding views on Relationships Education and RSE which are specific to the digital context.

3. Are there important aspects of ensuring safe online relationships that would not otherwise be covered in wider Relationships Education and Relationships and Sex Education, or as part of the computing curriculum?

We are also interested in understanding more about how schools communicate with parents on Relationships Education and RSE and are able to make informed decisions that best meet the needs of their children. This includes a right to withdraw their child from sex education within the RSE subject but not from sex education in the national curriculum for science.

4. How should schools effectively consult parents so they can make informed decisions that meet the needs of their child, including on the right to withdraw? For example, how often, on what issues and by what means?

PSHE is a planned programme of school-based educational opportunities and experiences that deal with the real life issues children and young people face as they grow up, typically covering personal wellbeing and economic wellbeing. We are considering whether to make PSHE compulsory alongside Relationships Education and RSE.

We know that many schools are already teaching these subjects well and are using their professional judgement to design a curriculum that suits the needs of their pupils. We are interested in understanding the content you think children should be taught as part of PSHE.

5. Thinking about PSHE in primary schools, what do you believe are the three most important subject areas that should be taught and why? Please include your reasons for choosing each subject area or evidence to support your suggestions.

6. Thinking about PSHE in secondary schools, what do you believe are the three most important subject areas that should be taught and why? Please also include your reasons for choosing each subject or evidence to support your suggestions.

7. How much flexibility do you think schools should have to meet the needs of individual pupils and to reflect the diversity of local communities and wider society in the content of PSHE lessons in schools?

Annex C – Ipsos MORI executive summary

Introduction

The call for evidence on changes to the teaching of Sex and Relationship Education (SRE) and Personal, Social, Health and Economic Education (PSHE) was launched in December 2017 to seek feedback from adults (including parents; teachers; and other individuals and organisations) and young people. The call for evidence received 18,404 online responses from individuals and organisations; 15,983 to the adult call for evidence and 2,421 to the young people's call for evidence. After data cleaning (removal of blank responses), a total of 17,852 responses; 15,528 to the adult call for evidence and 2,323 to the young people's call for evidence were accepted as valid responses.

The Department for Education were aware of a number (circa 1,797) of 'campaign' responses where identical, or very similar, responses were submitted through central coordination. Although this duplication does not invalidate the views expressed by these respondents, it is useful to be aware of these responses in order to contextualise the type and range of views articulated. Throughout the report, where it is supposed that the weight of opinion has been significantly influenced by campaign responses, this is highlighted.

The findings from the analysis provide a detailed picture of respondents' opinions on the subject areas that should be covered in Relationships Education, Relationships and Sex Education (RSE) and PSHE, and how these differ across primary and secondary school. However, it should be noted that the profile of respondents is not representative of the general public, and key groups are over- and under-represented among those who responded to the call for evidence. For example, adult respondents who identify as Muslim or Jewish are overrepresented in the responses, whereas those identifying as Christian are under-represented. Among young people who responded, those aged between 15-18 years are over represented compared to younger respondents.

It should also be noted that the use of text analytics as a means for analysing data is likely to result in some error. As such, the findings presented in this report are not as accurate as would have been the case had full manual coding of all survey responses been conducted. When interpreting the findings in this report, it is not appropriate to apply statistical measures of accuracy, such as confidence intervals (to test whether one topic is mentioned more than another or for differences between sub-groups of interest, for example).

Headline findings

Key topics at primary school

When asked the most important subject areas to be taught in **Relationships Education** at primary school, the most frequently mentioned is **relationships with family** (7,778, 52%), including building strong relationships with family members and awareness of different family compositions. It is likely that the volume of responses on family compositions is driven by 'campaign' responses.

The importance of teaching **respect** in relationships is mentioned by a similar number of respondents (7,329, 49%). Often, this is in reference to embedding tolerance and raising awareness of discrimination. Related to this, a small proportion of respondents suggest that primary schools should teach about gender and sexual identity, but this was a controversial viewpoint, with others disagreeing that it is appropriate to teach about these issues at primary school.

Friendship is also seen as an important subject area by a large number of respondents (5,651, 38%), many of whom focus on the importance of teaching about the impact of bullying, and how young people who are being bullied should seek help.

Despite the department setting out that sex education will not be required at primary, small proportions of respondents mention subject areas relating to **sex education**. Opinions are split, however, as to whether it is appropriate to teach any subjects relating to sex education at primary school. Where respondents support this, consent education (1,408, 9%) is the most widely supported subject area.

Turning to **Personal, Social, Health and Economic Education (PSHE)**, when asked about the most important subjects to teach in PSHE at primary school, **physical health** (4,662, 32%) is mentioned by the highest proportion of respondents. This covers subject areas including the importance of healthy eating, physical activity and personal hygiene. **Mental health** is also raised as an important subject by a substantial proportion of respondents (2,501, 17%). These respondents mainly focus on the importance of general mental wellbeing.

Teaching subject areas related to **politics** (943, 6%) and **citizenship** (730, 5%) at primary school is felt important by relatively small proportions of respondents³.

It is important to note that there is substantial overlap between the subject areas that respondents mention in relation to Relationships Education and those mentioned in relation to PSHE. This may indicate that the distinction between the two subjects is not clear to all respondents. For example, when asked the most important subject areas to be taught in PSHE at primary school, half of those who responded mentioned subject areas related to relationships.

³ Citizenship is an existing subject which is part of the National Curriculum at secondary school age.

Key topics at secondary school

Adults were asked which subjects they felt it was important for young people to be taught in secondary school RSE and PSHE lessons. Young people were asked about topics that they have covered, or would like to cover in SRE and PSHE, in general. As the vast majority of young people who responded were of secondary school age, their responses are included in the discussion below. It should be noted however, that young people may have been drawing on their experiences at primary school when responding to these questions.

When asked the most important subject areas to be taught in **Relationship and Sex Education (RSE)** at secondary school, the most frequently mentioned by adult respondents is **commitment** (5,746, 39%), with an emphasis on traditional marriage. It is likely that the volume of responses on commitment is driven by 'campaign' responses. Few young people singled out this subject area as helpful to cover (434, 3%), or to prioritise as a topic to cover in the future (584, 4%).

Fewer adult respondents think the topic of **family** (4,500, 30%), which includes mentions of parents, siblings, and family compositions, is an important part of RSE in secondary schools compared to primary schools. There were also very few mentions of learning about family in responses from young people (81, 4% would like to know more about this subject). Again, it is likely that the volume of responses on family compositions at this question is influenced significantly by 'campaign' responses.

Respect in relationships is mentioned by a large number of adult respondents (5,174, 35%). Often, this is in reference to embedding tolerance and raising awareness of discrimination (for example racism and sexism). There was also a strong feeling among young people (668, 31%) that teaching about gender and sexual identity in SRE would contribute to raising awareness and acceptance of LGBT young people.

In relation to sex education, many adult respondents mention **sexual health** (5,332, 36%) as the key topic in this area, with a particular focus on contraception and sexually transmitted diseases. Teaching on **sexual consent** (2,721, 18%) is also felt to be important by some adult respondents. These findings are reflected in responses from young people who show demand for further information about contraception (431, 20%) and consent (332, 16%).

Turning to **PSHE**, when asked the most important subjects to be taught at secondary school, **physical health** (4,662, 24%) is mentioned by the highest proportion of adult respondents. This covers subject areas including the importance of healthy eating, weight management and physical activity. **Mental health** is also raised as an important subject by a substantial proportion of adult respondents (2,968, 20%). Some young people reflect this viewpoint, stating that they would like to know more about mental (269, 17%) or physical (161, 11%) health.

The importance of teaching **knowledge to support success in adulthood** was raised by a substantial portion of adult respondents (2,986, 21%) and some young people also reported wanting to know more about this subject (251, 15%). Respondents primarily focused on the importance of teaching management of personal finances and budgeting.

It is important to note again that there is substantial overlap between the subject areas that respondents mention in relation to RSE/SRE and those mentioned in relation to PSHE. This was particularly the case in responses from young people, where there was very little difference between the subjects raised at SRE and those raised at PSHE.

Important aspects of safe online relationships

When asked about subject areas which are important to ensuring safe online relationships, but which would not be taught in other lessons, respondents most frequently mentioned **pornography** (4,139, 31%). In this context, many mention that it is important for young people to understand the differences between pornography and real life sex and relationships, as well as to know about revenge pornography and addiction to pornography.

Teaching about **online privacy** (2,754, 20%) and **unsafe relationships** (1,959, 14%) were also mentioned by significant numbers.

Finally, **mental health** (1,863, 14%) is seen as an important protective factor in ensuring safe online relationships. This mainly encompasses teaching about self-esteem and self-confidence, often in relation to portrayals of body image in pornography and on social media. It is likely that the volume of responses on mental health at this question is influenced significantly by 'campaign' responses.

Consulting parents on the needs of their child

Respondents suggest a variety of different ways in which schools could consult parents on the needs of their child. Some mention the importance of schools **publishing the PSHE and RSE curriculum** (3,689, 26%) or **teaching materials** (2,203, 16%). Others (2,712, 19%) cite **face-to-face meetings** – either individual or group - as a means of consulting with parents. Fewer respondents cite other means of communication such as **letters** (1,662, 12%) or **emails** (1,120, 8%).

The most frequently mentioned topic of consultation, is the potential for PSHE and RSE teaching to **conflict with religious views** (3,171, 22%). A smaller proportion of respondents (1,041, 7%) feel that parents should be consulted about how PSHE and RSE might **conflict with moral values**. These views are not a consensus among respondents however; some mention that while some topics may conflict with religion or moral values, every child should have 'the right' to be taught all topics within the curriculum.

Flexibility of schools to meet the needs of individuals and their community

The majority of respondents (7,744, 61%) feel that schools should be allowed **some flexibility** to reflect the diversity of local communities and wider society in the content of PSHE lessons. Some respondents go further, suggesting that there should be a **core PSHE curriculum**, containing content that all schools are mandated to cover. For more sensitive subject areas, such as gender and sexual identity, schools would be allowed flexibility in the extent and/or way in which they covered the subject.

A small proportion of respondents (1,344, 11%) report that schools should have **a lot or unlimited flexibility** to tailor the content of PSHE lessons. Finally, a similarly small proportion (1,001, 8%) suggest that schools should have **no flexibility** to tailor the content of PSHE lessons to meet the needs of their local community.



Department
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