

# Independent Review of the proposal to make **Personal, Social, Health and Economic (PSHE)** education statutory

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## Foreword

When I began teaching in the 1970s I was asked to teach SE (Social Education) to my tutor group. This was seen as a crucial part of our pupils' education, addressing key issues of relevance to their personal development and helping them acquire the knowledge and skills that they would need after leaving school. Since then we have added a 'P', an 'H' and another 'E', and PSHE – Personal, Social, Health and Economic – education as we now know it, continues to play a vital role for young people in our complex, rapidly changing society.

The prominence of the subject has in fact grown in recent years, particularly with the increasing focus on the Every Child Matters outcomes and the duty on schools to promote their pupils' wellbeing, but it has remained non-statutory and therefore its status has been unclear. In October 2008 the Government announced their intention to make PSHE education statutory and I was asked to carry out this Independent Review to examine how best to achieve this, focusing on specific issues such as pressures on the curriculum, the role of governing bodies and the right of parental withdrawal from sex and relationships education (SRE), as well as on the wider implications of this proposed change.

From the outset we have encountered widespread support for making PSHE education statutory but we have also been presented with a range of challenging issues. Many of these originate from the development of PSHE education as a non-statutory subject where every school has to a greater or lesser extent developed its own version of the subject. On the one hand this is a huge strength – as context is a crucial element of PSHE education – but on the other, it makes the development of a statutory National Curriculum subject far more complex.

In terms of delivery, we have seen a variety of models in primary and special schools, but overall there is a considerable measure of consistency in these sectors, due largely to the strengths of the class teacher system. In secondary schools, however, the situation is more variable, with approaches to delivery ranging from specialist departments to class tutors, from integration with Citizenship or Religious Education to the use of 'drop-down days'.

Most schools have a strong commitment and have also made a considerable investment in their current practice and model of delivery. The effectiveness of these different models need further evaluation, but we want schools to retain the flexibility to deliver PSHE education in a way that best meets the needs of their pupils, whilst promoting and spreading good practice. Indeed, the legislation to introduce statutory PSHE education will have little direct impact on schools that are already providing a high quality PSHE programme.

We would like to thank the individuals, schools, organisations and other institutions who have shared their opinions and expertise with us throughout the Review, through written evidence, meetings and field visits.

This Review provides a number of firm recommendations for the Department for Children, Schools and Families (DCSF) to consider, perhaps most immediately that PSHE education should become part of the statutory National Curriculum in both primary and secondary phases. However, we also pose a number of questions and suggestions for further investigation and work.

I hope that you will find this Review helpful, and would encourage you to respond to the public consultation that follows from the recommendations we have made here.



A handwritten signature in black ink, appearing to read 'Alasdair Macdonald'. The signature is written in a cursive style with a long horizontal stroke at the end.

Sir Alasdair Macdonald CBE

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## Executive Summary

Personal, Social, Health and Economic (PSHE) education aims to help children and young people deal with the real life issues they face as they grow up. The issues that PSHE education covers are central to young people's wellbeing: nutrition and physical activity; drugs, alcohol and tobacco; sex and relationships; emotional health and wellbeing; safety; careers; work-related learning; and personal finance. In doing so, PSHE education plays a major role in schools' contribution to the five Every Child Matters outcomes.

In October 2008 the Government announced its intention to make PSHE education statutory and launched this Independent Review to investigate the most effective way of achieving this. The reviews of sex and relationships education (SRE) and drug and alcohol education provided evidence from a wide range of sources, including young people, that the quality of PSHE education being delivered varies significantly across the country and often does not meet the needs of children and young people. These reviews argued that PSHE education is not given sufficient priority in many schools and that making the subject statutory is the key to raising its status and improving provision.

However, the Government acknowledged that making PSHE education statutory raises a number of areas of concern for schools, parents and young people, which it asked this Review to address. These key concerns included pressures on the curriculum, the role of governing bodies, and the parental right of withdrawal from SRE. There are also a series of wider implementation issues involved in making PSHE education statutory, such as models of delivery, workforce development, assessment, and accountability.

Over the past six months we have sought to engage with schools, parents and carers, children and young people, faith groups, social partners and other key stakeholder groups in order to try to find solutions and build consensus on these important issues. We have also consulted Sir Jim Rose about PSHE education as his review of the primary National Curriculum has progressed to ensure coherence between our Reviews' recommendations. As a result, we have developed twenty headline recommendations, which are listed below:

- 1 PSHE education should become part of the statutory National Curriculum, in both primary and secondary phases.
- 2 At secondary level, PSHE education should become a foundation subject in the National Curriculum, with the existing non-statutory programmes of study forming the basis for public consultation on the core entitlement.
- 3 At primary level the proposed new programme of learning 'Understanding physical development, health and wellbeing' should form the basis for public consultation on the core entitlement.

- 4 Governing bodies should retain the right to determine their school's approach to SRE, to ensure that this can be delivered in line with the context, values and ethos of the school. However, this must be consistent with the core entitlement to PSHE education.
- 5 Governing bodies should also retain the duty to maintain an up-to-date SRE policy, which is made available to inspectors, parents and young people. Moreover, governing bodies should involve parents and young people (in the secondary phase) in developing their SRE policy to ensure that this meets the needs of their pupils, and reflects parents' wishes and the culture of the communities they serve.
- 6 The DCSF should consult school governor and faith school representatives about any supplementary resources, guidance and support they need and work with them to ensure that this is in place before statutory PSHE education comes into force.
- 7 The existing right of parental withdrawal from SRE should be maintained. Where parents do choose to withdraw, schools should make it clear to them that in doing so they are taking responsibility for ensuring that their child receives their entitlement to SRE through alternative means. This right of withdrawal does not extend to the existing statutory elements of the National Curriculum requirements regarding sex education in Science at Key Stages 1 to 4 and we recommend that this should continue to be the case. Furthermore, there should be no right of withdrawal from the whole or any other aspect of PSHE education.
- 8 The DCSF should review the status of all of its existing, separate guidance relating to the issues covered in PSHE education. The DCSF should then publish in due course an overarching document that sets out the common principles underpinning effective PSHE education and applies them to delivery of the core entitlement.
- 9 Alongside or within the consultation surrounding the core National Curriculum entitlement for PSHE education, the DCSF should seek the opinions of stakeholders and the wider public on whether to change the name of PSHE education within the secondary National Curriculum.
- 10 The DCSF should commission further research that will establish and report on the prevalent models of delivery for PSHE education and their effectiveness in improving outcomes for children and young people.
- 11 All Initial Teacher Training (ITT) courses should include some focus on PSHE education. We agree with the recommendation from the SRE and drug and alcohol education review groups that the DCSF should work with the Training and Development Agency for Schools (TDA) to investigate a dedicated route for ITT that will, in time, create a cohort of specialist PSHE education teachers.

- 12 The DCSF should also work with the TDA to consider a PSHE enhancement option in ITT, as well as promoting PSHE education through the Masters in Teaching and Learning and the Advanced Skills Teachers programme.
- 13 The DCSF should continue to support a PSHE continuing professional development (CPD) programme. The DCSF should also work with TDA and local authorities to explore the other types of CPD on offer in PSHE education. This should aim to identify local provision of CPD in PSHE education that is collaborative, sustained and evaluated, in order to exemplify good practice in guidance.
- 14 CPD should also be available for support staff and the wider children's workforce involved in PSHE education.
- 15 The DCSF should work to raise the profile of PSHE education amongst school senior leadership teams.
- 16 We recognise the important contributions that external organisations and visitors can make to the PSHE curriculum and recommend that schools are encouraged to identify opportunities where this wider input can be made appropriately. Furthermore, the DCSF should consider how best to disseminate examples of effective practice more widely across schools and local authorities.
- 17 Legislation should seek to exclude PSHE education from the requirement to have statutory levels of attainment.
- 18 The DCSF should work with the Qualifications and Curriculum Authority to find appropriate and innovative ways of assessing pupil progress in PSHE education.
- 19 The DCSF should consider further ways of promoting pupil and parent engagement in the development and delivery of PSHE education, and how to disseminate good practice in this area.
- 20 We are satisfied that the existing accountability framework and planned wellbeing indicators will provide sufficient monitoring and evaluation of the effectiveness of a school's PSHE education programme. Therefore the Review recommends that no additional requirements should be placed on schools in terms of inspection.

Following this Review there will be a full public consultation, and we would encourage you all to respond to this process. We hope you will find this Review helpful in informing your response.

# Introduction

## 1.1 The development of PSHE education

- 1 The relevance and importance of Personal, Social, Health and Economic education to children and young people's personal development and wellbeing is not new to schools. Whilst the subject itself has gone through a number of changes in the past two decades with alterations in definition, framework, content and name, its underlying aim has remained consistent.
- 2 Personal Social Education (PSE) was first identified as a cross-curricular 'dimension' in the 1990 National Curriculum<sup>1</sup>. It was underpinned by five cross-curricular 'themes': economic and industrial understanding, careers education and guidance, health education, education for Citizenship and environmental education.
- 3 Then, PSE was seen as being concerned with promoting the personal and social development of pupils through the *whole* curriculum and through the *entire* school experience. In practice, these 'general' and 'specific' dimensions (Watkins, 1992) were summarised as: school ethos, contribution of all classrooms, school environment (general) and tutorials, specialist guidance, careers, health, other guidance (specific)<sup>2</sup>.
- 4 During the course of the Review, this issue of 'dimensions' was something we returned to many times. Understanding what PSHE education is now, where it has come from, and where we want it to be in the schools of the 21st century, has shaped the recommendations we have made in relation to statutory status. This is explored in greater detail in Chapter 2 of this report.
- 5 Following the report of the National Advisory Group on Personal, Social and Health Education (1999): 'Preparing Young People for Adult Life'<sup>3</sup>, Personal, Social and Health Education (PSHE) became a non-statutory Framework for schools in 2000.
- 6 The 2000 Framework linked PSHE directly to the aims of the curriculum, arguing that schools could not achieve these aims without PSHE.<sup>4</sup> It incorporated all aspects of schools' planned provision to promote their pupils' personal and social development, including health and wellbeing<sup>5</sup>. At Key Stages 1 and 2 the Framework incorporated provision for Citizenship.
- 7 Initial guidance from the Qualifications and Curriculum Authority (QCA) recommended taking a 'whole-school approach'<sup>6</sup>. This referenced the National Healthy School Standard improvement model (1999) and outlined four possible forms of delivery for PSHE, suggesting a combination of these methods underpinned this approach:
  - through discrete curriculum time;

- teaching PSHE in and through other subjects/curriculum areas;
  - through PSHE activities and school events; and
  - through pastoral care and guidance.
- 8 It also prioritised flexibility for schools, outlining an approach that: built on existing practice; was innovative enough to promote knowledge, skills and understanding; was connected to the values of the school and its wider community; and which could show continuity and progression from prior learning<sup>7</sup>. Since the publication of the 2000 Framework, there has been much debate over what the most effective models of delivery are for PSHE education. This issue is dealt with in detail in Chapter 3.
- 9 Following a wide-ranging review of the secondary curriculum by QCA, two new non-statutory programmes of study were introduced at Key Stages 3 and 4 in September 2008, comprising Personal Wellbeing, and Economic Wellbeing and Financial Capability. At the same time, the subject was renamed as Personal, Social, Health *and Economic* education. These programmes of study were subject to public consultation before publication. In addition, as with the programmes of study for all National Curriculum subjects, PSHE education is now described in terms of:
- key concepts;
  - key processes;
  - range and content; and
  - curriculum opportunities.

The Personal Wellbeing programme of study incorporates:

- sex and relationships education;
- drug and alcohol education;
- emotional health and wellbeing;
- diet and healthy lifestyle, and
- safety education.

The Economic Wellbeing and Financial Capability programme of study covers:

- careers education;
- financial capability; and
- work-related learning.

- 10 The Economic Wellbeing and Financial Capability programme of study draws together careers education, work-related learning, enterprise and financial capability. The Personal Wellbeing programme of study clarifies the particular relationship between PSHE education and the process of personal

development. Importantly, it also connects the programme of study at both Key Stages with the Social and Emotional Aspects of Learning (SEAL) framework.

- 11 PSHE and Citizenship are currently integrated in the primary phase according to the 2000 QCA guidance. However, Sir Jim Rose's recommendations propose embedding PSHE education in the statutory primary National Curriculum, as outlined in Chapter 2.

## 1.2 The rationale for this Review

- 12 On the 23rd October 2008 Ministers announced their intention to make PSHE education statutory, accepting the recommendations of both the reviews into sex and relationships education (SRE) and drug and alcohol education that PSHE should become statutory in maintained schools. These two reviews provided evidence (including from young people themselves) that the quality of PSHE education being delivered was too variable and that it was failing to meet children's and young people's needs.
- 13 The review groups stressed that PSHE education was not given sufficient priority in schools and that its lack of status, specifically its non-statutory National Curriculum status, was a key factor in explaining why schools did not prioritise it. Whilst they acknowledged that making PSHE education statutory will not in itself automatically result in improvements in delivery (a point also made by Ofsted<sup>8</sup>), there was clear consensus that it is vital to achieve a step-change in the quality and status of PSHE education as a whole.
- 14 The intention of the Government to make PSHE education statutory underlines the key role it has to play in supporting children and young people's personal development and wellbeing.

## 1.3 The remit of this Review

- 15 This Independent Review was commissioned by Ministers to address the question of how the principle that PSHE education should have statutory status could be translated into a practicable way forward.
- 16 The Secretary of State identified three areas of concern amongst schools and parents that required attention from this Review<sup>9</sup>:
  - first, that making PSHE statutory could increase the pressure on the curriculum. It will be essential to ensure that schools have flexibility to tailor a curriculum to suit their pupils;
  - second, that a statutory programme of study for PSHE would cut across the existing rights of school governing bodies to determine their own approach in sensitive areas such as SRE; and

- third, the position of the very small minority of parents who already withdraw their children or those who might want to in the future.
- 17 In addition, Ministers established a list of specific issues for the Review to explore in consultation with young people, parents, schools, communities and other key stakeholders, namely:
- how to ensure that statutory programmes of study for PSHE education retain, in future, sufficient flexibility for individual schools to tailor their PSHE curriculum and teaching to take account of their pupils' and parents' views and to reflect the ethos of the school;
  - how to ensure that parents and pupils are fully involved in the drawing up of individual schools' policy on delivery of sensitive topics within PSHE such as SRE and drug and alcohol education;
  - how to assist those working in and with schools of a religious character to develop supplementary resources to support SRE delivery within a faith context;
  - how to ensure that school governing bodies have the support and guidance they need on drawing up policies for the teaching of sensitive topics within PSHE education;
  - whether and how to protect the current rights of the small minority of parents who choose to withdraw their children from the current non-statutory aspects of SRE; and
  - how schools can accommodate PSHE education as a statutory subject within the curriculum, without squeezing other important subjects, drawing on examples of existing good practice in schools in delivering PSHE education.
- 18 In developing responses to each of these issues it has been necessary for the Review to consider the most key aspects of PSHE education, including models of delivery, assessment, accountability, the role of the governing body, initial teacher training and continuing professional development.
- 19 The Secretary of State also established six governing principles for the Review:
- all children and young people should receive a common core of information and practical skills, consolidating the current non-statutory programmes of study, to help them grow and develop as individuals, as members of families and society so that they can live safe, healthy, productive and responsible lives;
  - parents should be fully involved with schools on PSHE learning, and it should be taught in a way that reflects a school's ethos and moral values;

- there should be a national framework, spanning the primary and secondary phases of education, which sets out this common core entitlement;
- the quality of teaching and learning needs to improve, to better meet the needs of young people;
- PSHE should be planned and delivered by trained, competent and confident teachers with support from expertise beyond the school; and
- effective provision should lead to measurable improved outcomes for children in terms of knowledge, skills, understanding and behaviour.

20 It was immediately obvious that the Review would need to be mindful of the work already in hand as part of Sir Jim Rose's review of the primary curriculum.

#### 1.4 The Review process

21 The Review engaged with a wide range of key stakeholders, including children and young people, parents, schools, social partners, faith groups and a variety of expert groups involved in the delivery and development of PSHE education. These stakeholders contributed in a variety of valuable ways.

22 The first step in the Review was a call for written evidence from organisations that represented the various stakeholder communities. Written evidence was supplemented by a series of meetings with key organisations and forums to explore the major issues and possible solutions in greater depth. The Review also commissioned research on the evidence and guidance available on PSHE education to take account of wider literature and available data.

23 In addition, 'field visits' were conducted to obtain a first hand view of current practice. Through these visits we were able to better understand the issues for those involved in the design, delivery and end use of PSHE education in schools, including PSHE teachers and co-ordinators, Head Teachers, governors, parents, children and young people, Local Authority PSHE and Healthy Schools co-ordinators, Directors of Children Services, and other professionals involved in the delivery of PSHE education.

24 Schools visited were selected on the basis of recommendations from a range of expert organisations, including Ofsted, and covered a range of school types – primary, secondary, special, faith schools, and pupil referral units – across a geographical and demographic spread. In a further effort to ensure that the voices, insights and experiences of children and young people could be represented during the process, the Review commissioned a series of focus groups with school pupils.

25 Whilst time and resources have naturally confined the scale of the Review, we are confident that we have taken into account the views of the major

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stakeholder communities in this area and we would like to thank all those who generously shared their time and expertise with us. We placed a premium on building consensus as part of the Review process and stressed to all stakeholders the need to work together to develop solutions, rather than rehearsing previous debates. Details of the field visits and those organisations that contributed to the call for evidence and met with the Review are listed in the appendices at the end of this report.

# A Common Entitlement

- 26 The issues that PSHE education covers are central to children and young people's wellbeing and personal development. Effective PSHE education should equip children and young people with the knowledge, understanding, attitudes and practical skills to live healthy, safe, productive and fulfilled lives.
- 27 But beyond this, PSHE education should also enable children and young people to reflect on and clarify their own values and attitudes, and explore the complex and sometimes conflicting range of values and attitudes they encounter now and will do in the future. PSHE education is therefore also about developing young people's sense of identity, their capacity to relate to other people and handle setbacks. It also encourages young people to be enterprising and supports them in making positive education and career choices and in managing their finances effectively. In other words, it is about developing the personal, social and emotional attitudes that will help them flourish in life and work.

### **What some children and young people told us about the importance of PSHE education<sup>10</sup>**

In primary schools, children told us that that they thought that it was really important to learn about themselves and their lives. In secondary schools, young people were able to articulate how important they thought the subject was. For example, students from one school were able to confidently explain how PSHE education had helped them to feel more accepted by their peers as they knew and understood more about issues that affect teenage life.

- 28 Consequently, we have concluded that it is essential for all children and young people to have an entitlement to a common core of knowledge, skills and understanding in PSHE education. The depth and range of this learning experience should no longer be determined solely by individual schools and teachers.
- 29 Up until now, the importance of PSHE education has not necessarily been translated into entitlement. But this Review believes that all children and young people are entitled not only to a common core for PSHE education but that they are also entitled to a consistently high quality experience of PSHE education wherever their learning takes place.

**Recommendation: PSHE education should become part of the statutory National Curriculum, in both primary and secondary phases.**

## 2.1 PSHE education in the National Curriculum

- 30 PSHE education currently consists of the non-statutory Framework (with Citizenship) at Key Stages 1 and 2 and two non-statutory programmes of study for Personal Wellbeing and Economic Wellbeing and Financial Capability at Key Stages 3 and 4. Affording statutory National Curriculum status to PSHE education will establish it firmly in the curriculum offered by all maintained schools.
- 31 Clearly, schools need to retain ownership of their curriculum and have flexibility within it, and they should be encouraged as far as possible to develop learning programmes tailored to meet the needs of their pupils and communities they serve. Local information and data – such as teenage pregnancy rates, accident figures and employment opportunities, for example – should be considered, alongside pupil views on the issues that are most important to them, when a school is making decisions about its PSHE education programme. The exact focus of learning and how aspects of the programmes of study or programmes of learning are delivered is a matter for schools, but the subject should always be shaped to be as relevant as possible to the needs of the learners.
- 32 However, it is important to emphasise this commitment to flexibility applies to the design, organisation and delivery of PSHE education in the National Curriculum and not to whether a school chooses to cover, or not to cover, the statutory core entitlement to PSHE education.

## 2.2 Programmes of study and programmes of learning

- 33 The majority view of stakeholders is that the existing non-statutory programmes of study for PSHE education at Key Stages 3 and 4 are fit for purpose. These programmes of study are structured in the same way as for other National Curriculum subjects at secondary level and offer appropriate flexibility for schools.

**Recommendation: At secondary level, PSHE education should become a foundation subject in the National Curriculum, with the existing non-statutory programmes of study forming the basis for public consultation on the core entitlement.**

- 34 Sir Jim Rose's review of the primary curriculum has recommended that Qualifications and Curriculum Authority (QCA) identifies a core for primary PSHE education, setting out the essential knowledge, skills and understanding for PSHE education in the 'Understanding physical development, health and wellbeing' area of learning<sup>11</sup>. In effect, this means PSHE would no longer exist as a stand-alone framework in the primary curriculum.

- 35 However, following discussions with Sir Jim Rose, we are satisfied that the new primary curriculum will seek to integrate the current non-statutory requirements for PSHE at Key Stages 1 and 2 into this area of learning, the requirements for which will be described in a statutory 'programme of learning'. This is largely organised as 'Personal Wellbeing' and 'Economic Wellbeing', reflecting the secondary programmes of study for PSHE education. Additionally the new primary curriculum would afford enhanced opportunities for PSHE across the curriculum. The Review is therefore confident the new primary National Curriculum will establish an appropriate core entitlement to PSHE education for children and young people.

**Recommendation: At primary level the proposed new programme of learning 'Understanding physical development, health and wellbeing' should form the basis for public consultation on the core entitlement.**

- 36 At both phases and in special schools, there has long been an association (and sometimes a conflation) between the wider school process of personal development and PSHE education. QCA defines personal development as 'the means by which all young people are supported in their spiritual, moral, physical, emotional, cultural and intellectual development according to their needs, and regardless of their social and/or economic backgrounds. It promotes their wellbeing and enables them to develop their potential as healthy, enterprising and responsible citizens in our society'<sup>12</sup>.
- 37 The entire school experience should promote both personal development and wellbeing. Sir Jim Rose's report describes the links between 'Understanding physical development, health and wellbeing' and personal development, which he recommends should be part of the new core of the primary curriculum, alongside literacy, numeracy and ICT capability. This is set out in a simple framework describing the 'Essentials for learning and life', which are embedded across the proposed new curriculum. This greater prominence is welcomed by this Review.
- 38 Therefore, whilst PSHE education clearly supports this process of personal development it should not be seen as synonymous with it. PSHE education also makes a key contribution to the promotion of pupil wellbeing and, potentially, to wider wellbeing outcomes. The ethos and values of the school are commonly reflected in and reflective of its PSHE education provision. This is an important connection. A school in which relationships are good, where pupils actively participate in school life and where wider school policies reflect the school's commitment to pupils' wellbeing and personal development ought to be one where PSHE thrives. Additionally, provision for PSHE education also links to pastoral care and support systems and to advice and guidance provision.

39 However, like any other subject in the National Curriculum, PSHE education is made up of a unique body of knowledge, understanding and skills that can be taught and, by extension, learned or developed. The conclusion of the Review is that whilst the wider connections, contributions and contexts we have described above are important to PSHE education, it is the body of knowledge, understanding and skills described in both the secondary programmes of study and the forthcoming primary programme of learning that will define PSHE education in the National Curriculum.

### 2.3 The role of governing bodies

40 The role of governing bodies in determining and monitoring provision in areas contained within, or connected to, PSHE education is relatively well-defined.

41 Governors have a number of relevant duties relating to PSHE education, but perhaps most notably in relation to determining their school's approach to SRE. The Review believes that governing bodies should retain this right, but underlines that this relates to *how* – rather than *whether* – individual schools deliver SRE.

**Recommendation: Governing bodies should retain the right to determine their school's approach to SRE, to ensure that this can be delivered in line with the context, values and ethos of the school. However, this must be consistent with the core entitlement to PSHE education.**

42 Moreover, governing bodies have a duty to prepare and publish a written policy on the provision of SRE and for this policy to be open to inspection at the school, and a copy provided free in response to a request from any parent of a pupil<sup>13</sup>. The Review is satisfied that governing bodies should retain this duty, but should involve pupils (at secondary level), as well as parents, when developing this policy.

**Recommendation: Governing bodies should also retain the duty to maintain an up-to-date SRE policy, which is made available to inspectors, parents and young people. Moreover, governing bodies should involve parents and young people (in the secondary phase) in developing their SRE policy to ensure that this meets the needs of their pupils, and reflects parents' wishes and the culture of the communities they serve.**

43 Furthermore, the Review recognises that it may be necessary to provide additional support and guidance for governors and faith schools to better understand their responsibilities regarding PSHE education.

**Recommendation: The DCSF should consult school governor and faith school representatives about any supplementary resources, guidance and support they need and work with them to ensure that this is in place before statutory PSHE education comes into force.**

## 2.4 The parental right of withdrawal from sex and relationships education

- 44 This Review has considered the position of the right accorded to parents under the Education Act, 1996 confirmed by the Learning and Skills Act, 2000, to withdraw their child(ren) from aspects of sex and relationships education (SRE) delivered outside the statutory National Curriculum Science requirements.
- 45 Ofsted suggest that only 0.04% of pupils are withdrawn from the non-statutory aspects of sex and relationships education.<sup>14</sup> Discussions with stakeholders during the Review – including schools – also indicated the number of withdrawals is minimal. This is due, in part, to some of the good practice we have seen in a range of schools (and local authorities) where parents and carers are actively engaged in the design of policy statements regarding SRE; where the content of SRE coverage is communicated and understood by parents; and where confidence is underpinned by high quality teaching and learning.
- 46 Inspection evidence suggests the majority of schools are already consulting with parents and carers as part of reviewing or developing provision for SRE. This is encouraging, and this finding was reinforced during the process of the Review. There is a variety of innovative, as well as more traditional, ways of engaging parents in SRE – particularly in primary and special schools – that had reduced or eliminated parental withdrawals, including:
- sharing information and resources through parents evenings and newsletters;
  - developing policies through Parent Teacher Association (PTA) meetings and consultation groups;
  - setting homework assignments that pupils completed in conjunction with their parents; and
  - establishing parent link workers to discuss the issues with parents, which appeared particularly effective where language and cultural differences can be a barrier.
- 47 This process of reducing the likelihood of withdrawal through effective practice will support the future of statutory PSHE education.

- 48 For some schools, especially those working in a faith context, there are particular sensitivities surrounding the delivery of SRE. But we also know that many faith organisations and schools have worked successfully for many years to provide effective SRE in the context of PSHE education, ensuring children and young people receive the learning they need to remain free from harm and to develop into healthy, confident individuals. Reflecting the recommendations of the SRE review group in revised guidance on SRE, will define further the principles of effective delivery.
- 49 It is worth emphasising that the current PSHE framework provides opportunities for age appropriate teaching on SRE and this will continue. Several stakeholders stressed that comments in some parts of the media and elsewhere that statutory SRE would mean 'sex lessons for 5 year olds' are inaccurate and miss the point of SRE in PSHE education. In fact, it is sex education in the National Curriculum for Science which focuses on the human biology of reproduction. Effective PSHE education contextualises this learning within the framework of relationships. The SRE review highlighted this as strongly valued by parents and young people.
- 50 Effective PSHE education, and SRE in particular, is dependent on open dialogue, clear communication and positive and supportive partnerships between schools and parents, and between communities and schools. A statutory 'core', supported by engagement with parents and carers, is the key to ensuring children and young people have access to the high quality SRE they are entitled to.
- 51 The notion of a common 'entitlement' to PSHE education for all children and young people remains central to the recommendations of this Review – this entitlement includes SRE. However, the Review also recognises there are strong feelings that motivate the very small numbers of parents who do currently withdraw their children from SRE. The Review believes strongly that the most effective provision of SRE should involve a partnership between parents and schools and has considered the right of withdrawal, in part, from that perspective.

**Recommendation: The existing right of parental withdrawal from SRE should be maintained. Where parents do choose to withdraw, schools should make it clear to them that in doing so they are taking responsibility for ensuring that their child receives their entitlement to SRE through alternative means. This right of withdrawal does not extend to the existing statutory elements of the National Curriculum requirements regarding sex education in Science at Key Stages 1 to 4 and we recommend that this should continue to be the case. Furthermore, there should be no right of withdrawal from the whole or any other aspect of PSHE education.**

- 52 This position will need to be established very clearly in any legislation that follows and in subsequent guidance to schools.

## 2.5 Coherence and a common identity for PSHE education

- 53 Many stakeholders stressed what they felt was a preoccupation in some sections of the media and in the wider public domain with debates about sex and relationships education (SRE). They pointed out that this was sometimes to the detriment of PSHE education as a whole, particularly to some of the less newsworthy, but no less important, elements including safety education and financial capability. Alongside this, stakeholders expressed concern that the DCSF and other national bodies (including Ofsted and QCA) had not always given clear public messages about PSHE education and that this resulted in confusion, unnecessary alarm, concern or inertia.
- 54 It is particularly important that in the run up to statutory implementation, the DCSF and its partners provide clear and consistent messages about PSHE education. Schools, parents, children and young people, and the wider public need to be kept aware of the range of issues that PSHE education covers, as well as being given more opportunities to consider its underlying rationale and the key concepts underpinning the subject.

**Recommendation: The DCSF should review the status of all of its existing, separate guidance relating to the issues covered in PSHE education. The DCSF should then publish in due course an overarching document that sets out the common principles underpinning effective PSHE education and applies them to delivery of the core entitlement.**

- 55 This guidance should be based on the findings from the research recommended in Chapter 3 of this report, as well as the next Ofsted thematic report on PSHE education. This document should be non-statutory and should also make due reference to all the other DCSF guidance that exists in this area. It should also take account of the bigger picture for schools and clearly articulate, for example, the links between PSHE education, the National Healthy Schools Programme, the Social and Emotional Aspects of Learning resource, and the forthcoming wellbeing guidance and indicators.
- 56 In addition, several stakeholders have expressed their dissatisfaction with the title of PSHE education. The change of name from Personal, Social and Health Education to Personal, Social, Health and Economic education in September 2008 (secondary only) and the handling of that change was felt by some to have further muddied the waters; this has led to calls for PSHE education to

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be renamed in an effort to trim back and secure both the growing title and the diversity of content within it.

- 57 It should be stressed, however, that there is no clear alternative title on which consensus has settled during the Review itself, nor is there consensus that a change of name is necessary. Nevertheless, there has been sufficient debate that there is logic in putting this issue out for wider consideration.

**Recommendation: Alongside or within the consultation surrounding the core National Curriculum entitlement for PSHE education, the DCSF should seek the opinions of stakeholders and the wider public on whether to change the name of PSHE education within the secondary National Curriculum.**

# Building Capacity

### 3.1 The effective delivery of PSHE education in schools

- 58 Nationally, there has been little primary research conducted on the delivery and impact of PSHE education as a whole<sup>15</sup>. Most research is small-scale and tends to focus on specific strands within the PSHE education context, such as sex and relationships education and drugs, alcohol and tobacco education. Much of the commentary available on the quality of PSHE in schools is based on inspection evidence gathered by Ofsted<sup>16</sup>, which suggests that the quality of PSHE programmes is generally improving. From what we have heard and seen, the Review would generally endorse this position.
- 59 However, Ofsted's latest report concludes that 'this broadly encouraging picture conceals some variation'<sup>17</sup>. Inconsistency in coverage and variability in quality is of concern. This issue featured in both the reviews of sex and relationships education and drug and alcohol education published in October 2008, and it has been raised again during the process of conducting this Review.

#### **What some children and young people told us about variability<sup>18</sup>**

In primary schools, children told us that they did not always understand the PSHE lesson they were being asked to participate in. They said that they often struggled when the teacher appeared to be trying to deliver sessions quickly and that they much preferred it when they had enough time to complete their tasks carefully. In secondary schools, young people told us that they felt that they needed to feel valued, trusted and listened to in order to enjoy their PSHE learning. Many of the students felt that they were often expected to repeat previous PSHE learning which was very frustrating for them. They felt that more specialist PSHE teachers could improve this situation.

- 60 Ofsted (2005)<sup>19</sup> report the following as features of good teaching in PSHE education, echoing those in all National Curriculum subjects:
- well-structured lessons with clear, realistic learning objectives;
  - lesson activities matched to lesson aims;
  - high expectations of pupils;
  - good subject knowledge on the part of teachers;
  - effective use of a range of strategies including group work, role-play and whole class discussions;

- a climate that encouraged pupils to express their views and feelings; and
  - a promotion of respect for the views of others.
- 61 Specifically, Ofsted has also concluded that a 'good' PSHE programme:
- addresses topics which contribute to the personal and social development of pupils and which are not fully met elsewhere in the curriculum;
  - organises teaching in a coherent way that ensures continuity and progression;
  - makes effective curricular links with other subjects;
  - offers pupils frequent opportunities to take responsibility for their own actions and make informed choices; and
  - offers all pupils the chance to achieve success and be recognised and rewarded for achievement.
- 62 During the course of the Review, it was clear from both the call for evidence and from school visits and meetings with key stakeholders that these features of effectiveness were generally well understood. However, there were some concerns over whether schools were shaping and implementing their PSHE education provision in line with these core principles.
- 63 The debate regarding the most effective delivery models for PSHE education has been a rich and longstanding one. However, there is not enough evidence available at a national level for the Review to make a definitive statement regarding actual prevalence or effectiveness of particular delivery models in schools.
- 64 Nevertheless, through the process of this review a prevailing and persuasive view has emerged that a 'multi-dimensional' model of delivery may be preferable – one which prioritises discrete time in the curriculum for planned and assessed learning to take place; contains planned cross-curricular elements; and includes provision for extended or 'enrichment' opportunities such as theme days or external contributors to the curriculum. Additionally, the Review has also heard from many stakeholders the view that specialist PSHE education teachers are a consistent feature of effective practice.
- 65 Cross-curricular coverage is common in primary and special schools, where the role of the PSHE co-ordinator is to plan, manage and track coverage across the range of areas.
- 66 In primary, Ofsted suggest that the level of contact between teachers and their classes brings benefits for PSHE education including a premium on good teaching and learning: 'one reason for the relatively high quality of teaching in primary schools is the contact between the teacher and the class. Typically, the primary teacher understands the pupils' individual needs very well and uses this in planning.'<sup>20</sup>

- 67 In special schools, the Review learned of several schools who viewed the role of PSHE education in the curriculum as central to the education and school experience they provided.
- 68 However, whilst a cross-curricular model appears to work relatively well in primary and special schools, it may be less likely to be successful in secondary schools. This is largely because in secondary schools subjects are generally taught more discretely and therefore teachers often have less contact and knowledge of the broader personal development needs of their pupils. PSHE co-ordinators therefore find it more difficult to track delivery and progress across subjects.
- 69 Although not exhaustive, there are several prevalent models that broadly summarise secondary schools' approaches. Much of the best practice that we encountered in secondary schools during the review was delivered by specialist PSHE education teams through discrete time in the curriculum. This echoes the findings of Ofsted, who have repeatedly stressed that the confidence and knowledge of specialist PSHE education teachers have a positive effect on teaching and learning. Ofsted have noted for example, 'specialist teachers are more likely to use a broad range of teaching approaches, such as paired and group work, games and role play, rather than relying simply on printed resources that present information without giving pupils opportunities to engage actively with it and consider how the information might apply to them'<sup>21</sup>. Encouragingly, Ofsted report that there is a growing trend towards specialist PSHE education teams in secondary schools.
- 70 Another common way of delivering PSHE education in secondary schools is through tutors. The role of the tutor in providing pupils with a level of pastoral support, care and guidance is well established and is reinforced in current government thinking on personalisation. However, the effectiveness of using tutors to deliver PSHE education has been called into question, especially where it is only done in order to exercise expediency in terms of timetabling<sup>22</sup>.
- 71 Where this model works well, tutors have a sound understanding of PSHE education, a commitment to its rationale, and a programme that is well co-ordinated and which ensures that the programmes of study are sufficiently covered. In some schools, a carousel model has been designed so that tutors can specialise in certain issues. However, Ofsted questions the assumption that even good tutors necessarily have the requisite knowledge to deliver PSHE education<sup>23</sup>.
- 72 This would appear to support a wider finding made by Ofsted that the quality of delivery by non-specialists in PSHE is below the standard of that delivered by specialists. This has particular implications for the workforce, which are dealt with later in this report. Of most concern, though, is the suggestion made by Ofsted that this model can have a less than positive effect on pupils:

'a teacher's lack of knowledge and/or enthusiasm are quickly apparent to the pupils, who react negatively, or are simply embarrassed by their tutor's reluctance to teach the subject.'<sup>24</sup>

- 73 A 'hybrid' model commonly 'fuses' PSHE, Citizenship and RE in order to create a curriculum area that maximises curriculum time and teacher specialism. The main drawback of the hybrid model is that PSHE is naturally limited in terms of coverage and if insufficient time is accorded to these joint subjects, it is unlikely that the programmes of study for PSHE education will be covered in sufficient depth. Nevertheless, there appear to be benefits to the status of PSHE education with this model.
- 74 The 'drop-down' or themed day is currently seen as the least effective option at both primary and secondary levels when delivered in isolation because, in essence, the learning is not considered to be secure or rooted in children and young people's wider experience of the curriculum, nor is it possible to guarantee progression. Moreover, if a pupil is absent on this day, they can miss out on the entire offer. As far back as 2005, Ofsted warned: 'the success of these days is limited because they do not connect with pupils' prior experiences or meet their needs ... they have the potential to enrich programmes, but not to replace them'<sup>25</sup>.
- 75 However, where schools seek to 'augment' PSHE programmes with drop-down days there is evidence<sup>26</sup> to suggest that this approach can add value if well planned and co-ordinated, including the input from external agencies. The Review has heard concern at the increasing incidence of drop-down days at the expense of discrete lessons. This was linked to a combination of timetable pressures, the non-statutory status of PSHE education and reports of mixed messages on the use of drop-down days from national bodies and Ofsted inspectors.
- 76 Similarly, there were reports that some schools have replaced PSHE education with coverage of SEAL (Social and Emotional Aspects of Learning). The Review is clear that whilst SEAL provides a framework, ideas and resources for teaching social and emotional skills, it should be seen to support and enrich PSHE education, not as a replacement for it.
- 77 This further highlights the need for clear and coherent messages from national agencies, as well as from the DCSF, about the relative advantages and disadvantages of different models of delivery for PSHE education.
- 78 The Review is particularly concerned that there is not a more definitive national picture from which to draw conclusions about prevalence and effectiveness of delivery models.
- 79 It is clear that schools must retain the flexibility and autonomy they need to develop, design and manage a curriculum experience for pupils that meets their needs. The process of conducting the Review has illustrated that there

appear to be strong foundations in many schools upon which the changes that fall from according PSHE education statutory status can be relatively simply accommodated. Emphasising a high degree of flexibility for schools in their curriculum design and delivery is both appropriate and necessary.

- 80 This flexibility is also important in the context of the 14-19 reforms and the introduction of Diplomas, which may also influence how schools deliver PSHE education. The schools we spoke with were largely confident that the curriculum planning challenges that may arise from offering Diplomas would not negatively impact on PSHE education.
- 81 The change in status of PSHE means that in the period leading up to implementation from 2011 schools will expect an enhanced level of support and guidance in order to enable them to plan their provision effectively. Evidence of the most successful models for the organisation and delivery of PSHE education is therefore vital.

**Recommendation: The DCSF should commission further research that will establish and report on the prevalent models of delivery for PSHE education and their effectiveness in improving outcomes for children and young people.**

- 82 This research should make links with the next Ofsted thematic report (scheduled for 2010) in order that schools can use this information when planning for the implementation of statutory PSHE education. Furthermore, this research is intended for the purpose of guidance, rather than prescription. Other subjects in the National Curriculum are not subject to prescription regarding delivery, and we see no reason why PSHE should be any different.

### 3.2 Developing the workforce

- 83 The development of the school and wider workforce delivering PSHE education in schools has been a recurring theme throughout the Review. It is clear that there are high expectations from stakeholders in this area. As we have described, information from Ofsted and from other sources, including children and young people, clearly establishes the principle that effective learning in PSHE is dependent on the quality of teaching and that where specialists are engaged in delivery, quality of learning improves<sup>27</sup>.
- 84 The Review recognises that improving the outcomes and delivery of PSHE education is dependent on both Initial Teacher Training (ITT) and the breadth of Continuing Professional Development (CPD) opportunities. Consequently, a more focused and rigorous approach to ITT and CPD for teachers and those within the children's workforce is required as PSHE education moves to statutory status.

- 85 The Review recognises that primary teachers will all be expected to teach some elements of PSHE education within the proposed 'Understanding physical development, health and wellbeing' programme of learning and with the likely prevalence of tutor delivery in secondary schools, it is necessary for all trainee teachers to encounter some coverage of PSHE education during their ITT experience.

**Recommendation: All Initial Teacher Training (ITT) courses should include some focus on PSHE education. We agree with the recommendation from the SRE and drug and alcohol education review groups that the DCSF should work with the Training and Development Agency for Schools (TDA) to investigate a dedicated route for ITT that will, in time, create a cohort of specialist PSHE education teachers.**

- 86 However, we recognise that there may initially be only a limited number of PSHE education specialists produced through a small, but growing, number of courses. Furthermore, even in the long-term there is likely to remain a gap between demand for PSHE subject specialists in schools and numbers coming through ITT. Indeed, it may be that schools will need to consider how best to share the expertise of a subject specialist across a cluster or federation of schools.
- 87 A specialist ITT route is not the only possible way to develop the capacity of the workforce in PSHE education. The Review is strongly attracted to the possibility of developing a PSHE 'enhancement' option in ITT. This would enable trainee teachers in other curriculum subjects to gain the necessary experience to deliver PSHE education during their ITT experience, without having to demonstrate all of the qualified teacher status (QTS) standards across two age ranges.
- 88 This could potentially lead to a greater volume of new teachers with the necessary experience and training to contribute to improvements in the delivery of PSHE education.

**Recommendation: The DCSF should also work with TDA to consider a PSHE enhancement option in ITT, as well as promoting PSHE education through the Masters in Teaching and Learning and the Advanced Skills Teachers programme.**

- 89 However, initial teaching training is only part of the solution – there is a significant school and wider workforce currently involved in delivering PSHE education who would benefit from CPD.

- 90 The Review heard positive accounts of the national CPD programme for PSHE education funded by the DCSF, and recognises the contribution that this initiative has made to improving the quality of PSHE in schools to date. The DCSF should therefore continue to support a PSHE education CPD programme. However, this programme requires a significant time commitment from participants, and we are aware of the demand for other forms of CPD, such as through INSET, short courses and twilight sessions, which are often provided by local authorities.

**Recommendation: The DCSF should continue to support a PSHE CPD programme. The DCSF should also work with TDA and local authorities to explore the other types of CPD on offer in PSHE education. This should aim to identify local provision of CPD in PSHE education that is collaborative, sustained and evaluated, in order to exemplify good practice in guidance.**

- 91 The national CPD programme has recently expanded its remit to incorporate participants from the wider workforce who contribute to PSHE education, such as youth workers, community liaison officers, Connexions personal advisers, health and social welfare professionals, as well as teaching assistants. The Review was alerted to several examples where teaching assistants played a significant role in PSHE education programmes, by helping to facilitate discussions and co-ordinate the use of outside agencies in PSHE lessons, drop-down days and other activities. Many of the administrative and organisational activities associated with these activities can be carried out by support staff, who can work collaboratively with teachers to help deliver the PSHE education programme. Good practice examples of the use of support staff and the wider workforce should be included in the PSHE education guidance we have already recommended.

**Recommendation: CPD should also be available for support staff and the wider children's workforce involved in PSHE education.**

- 92 Finally, it is vital that head teachers and senior leadership teams support their staff in undertaking CPD in PSHE education.

**Recommendation: The DCSF should therefore work to raise the profile of PSHE education amongst school senior leadership teams.**

### 3.3 External contributors to PSHE education

- 93 Schools are familiar with the use of external organisations to support and enhance the delivery of their PSHE curriculum provision. Because of the sensitivity and speciality of some issues currently within the scope of PSHE education, the use of external contributors can be desirable. However, it is also clear that the use of visitors must be planned and managed by the lead teacher in the context of the full PSHE education programme. Further, the content of what is delivered by external contributors must be consistent with the core entitlement and underlying aims of PSHE education.
- 94 School nurses, health professionals or representatives from other services, including drug and alcohol treatment or careers education for example, are sometimes brought into PSHE education where there is specific, specialist input required to enrich existing provision. Additionally, schools make use of the full range of external organisations, such as the Police, education business partnerships, and local or national theatre in education groups, to provide curricular enhancement.
- 95 Children and young people commonly say that they appreciate what external contributors to the curriculum do to enhance their learning and there is a view that information on certain issues carries more weight and credibility from outside agencies than teachers. Furthermore, external contributors can familiarise young people with local services, which can help increase their ability and confidence to seek specialist advice when necessary.

#### **What some children and young people told us about external contributors to the curriculum<sup>28</sup>**

Some of the young people we spoke to in secondary schools told us that their schools arranged visits by relevant and interesting visitors to their PSHE lessons. They felt that these often helped them to engage with and understand the topic they were learning. An example was highlighted of a visitor coming to the school to support drug education where they remembered their learning far more because they could relate it to the experience of the visitor.

- 96 There is a role for the local authority in providing high quality guidance for schools in how to best manage these inputs and some quality assurance tools based on new national guidance that will establish a consistent expectation regarding external contributors across all schools. Clearly, many schools and local authorities do manage these inputs effectively. Indeed, the report encountered several local authorities who produce guidance for schools on how to manage these external inputs.

**Recommendation: We recognise the important contributions that external organisations and visitors can make to the PSHE curriculum and recommend that schools are encouraged to identify opportunities where this wider input can be made appropriately. Furthermore, the DCSF should consider how best to disseminate examples of effective practice more widely across schools and local authorities.**

# Evaluating Progress

### 4.1 Assessment in PSHE education

- 97 The issue of assessment in PSHE education has been the subject of considerable attention since the publication of the non-statutory Frameworks in 2000. It is a commonly held view that PSHE education is somehow unique amongst the body of subjects both statutory and non-statutory that make up the current curriculum.
- 98 Where 'traditional' subjects may appear especially focused on a well-established body of knowledge and skills connected to the discipline, PSHE education can be presented as making a particularly direct connection with a wider set of active skills, attitudes and attributes that children and young people need to develop. Moreover, PSHE education connects very strongly with the personal, social and emotional development of all children and young people.
- 99 However, it is important to recognise that PSHE education also contains a well-defined body of knowledge, understanding and skills that it is important for pupils to learn and for schools to assess.
- 100 For many years, Ofsted has stressed that it is important that teachers assess systematically the progress their pupils are making in PSHE education, in order for schools to understand the effectiveness of their provision, monitor progress and develop a curriculum that meets the needs of their pupils.
- 101 The main purpose of assessment is to check that learning is taking place, to identify what learners can do well, and where and how they can do better. Effective assessment is fundamental to improving teaching and learning. It is also central to personalising learning and supporting individual progression. Research and inspection findings suggest that effective assessment:
- enables staff to tailor provision and practice to the learners needs;
  - tracks the progress that the learners make;
  - motivates learners and boosts their self esteem;
  - encourages and helps the learners to take increasing responsibility for their learning; and
  - helps to prepare the learners for a working life in which they will have most of the responsibility for assessing their performance and identifying and meeting their training and development needs<sup>29</sup>.

- 102 However, both Ofsted and the Qualifications and Curriculum Authority (QCA) have reported that assessment remains the weakest aspect of PSHE provision in schools<sup>30</sup>.
- 103 The recommendation of this Review to introduce a statutory core entitlement for PSHE education in the National Curriculum will further strengthen the status of PSHE and will enhance a premium on excellent teaching and learning against this core entitlement. This will, naturally, impact on assessment practice in schools.
- 104 QCA already publishes helpful guidance on assessment, recording and reporting of PSHE at Key Stages 1–4, as well as end of Key Stage statements<sup>31</sup>. These statements are intended to provide guidance on the knowledge, skills and understanding that most pupils should attain in PSHE education by the end of each Key Stage<sup>32</sup>. QCA is clear that these statements are not provided 'to assess the worth, personality or values of individual pupils'<sup>33</sup>, rather they offer progression across Key Stages.
- 105 As already suggested, there is a view that the uniqueness of PSHE education and the potential value of it for students is that in a system where pupils feel regularly tested, PSHE education offers a space where the pressure to perform to a 'level' does not exist. This view is coherent with an anxiety in some quarters that you cannot test and report on learning that is, by definition, 'personal'.
- 106 However, others regard PSHE education as essentially the same as other 'subjects', with a body of knowledge, skills and understanding that can, and should, be regularly assessed in order to show learning outcomes against planned objectives.
- 107 The Review has considered a range of innovative practice that illustrates how the essential principles of assessment<sup>34</sup> can and are already applied to PSHE education successfully. The uniqueness of the teaching and learning in PSHE education and the connection with children and young people's own personal development and wellbeing are factors that demand schools to be flexible, creative and innovative with assessment in order to make the process relevant and meaningful for all.
- 108 Indeed, some of the most effective practice that we encountered in schools involved pupils' self and peer assessment. Therefore alongside teacher assessment, self and peer assessment should have a key role to play in the future development of assessment methods in PSHE education.
- 109 We adopt the same position as the Rose review of the primary curriculum regarding assessment, namely that assessment is integral to teaching and learning and that it involves more than testing<sup>35</sup>. This Review sees no need to recommend the development of traditional qualifications or terminal examination standards for PSHE education.

110 This Review believes that attainment levels in PSHE are not desirable. To establish a rigid attainment framework in this way would both compromise the uniqueness of the PSHE education learning experience and the flexibility of schools to deliver the subject.

**Recommendation: Legislation should seek to exclude PSHE education from the requirement to have statutory levels of attainment.**

111 Further work is needed on how best to capture and share more widely effective assessment practice. The recent work on Assessment for Learning (AfL) – incorporating Assessing Pupil Progress (APP) – which involves using assessment in the classroom to raise pupils' achievement should be explored in relation to PSHE education. The 10 principles<sup>36</sup> of Assessment for Learning are broad and flexible enough for schools to apply successfully to PSHE education.

**Recommendation: The DCSF should work with the QCA to find appropriate and innovative ways of assessing pupil progress in PSHE education.**

## 4.2 Engaging with children, young people, parents and carers

112 It is clear that PSHE education has the potential to connect with children and young people. They see the relevance of the subject to their lives. That is not to say that all children and young people feel that PSHE education should be about their personal experiences. Rather, they suggest that there may be greater ownership of, and engagement in their learning, if the experiences they have of PSHE take close account not only of what they feel they need to learn, but also how they prefer to learn it.

### **What some children and young people told us about their engagement<sup>37</sup>**

The children we spoke to in primary schools were unanimous in their praise for having the potential for participating in effective discussions in PSHE lessons. They felt that they really enjoyed their lessons when the teacher facilitated small and sometimes whole group discussions where every pupil felt they could contribute to the process.

In the secondary schools we visited, most of the young people articulated a view that they wanted to be more involved in the process of shaping PSHE education. They thought this could take many forms including being able to choose the topics in PSHE to being more actively involved in both the learning and delivery of the lessons.

- 113 The notion that children and young people should, therefore, be offered greater opportunities to participate in their PSHE education learning experiences is not new. Improvements in assessment, especially perhaps through the more widespread application of Assessment for Learning (AfL) approaches to PSHE education outlined above, should address some of the concerns of this Review that children and young people are not currently engaged enough in reflecting on, reviewing and evaluating their own progress in PSHE education.
- 114 Many schools already conduct surveys of children and parent views on how well the school operates in meeting their needs. These surveys offer an ideal opportunity for schools to engage with pupils and parents in establishing specifically how PSHE education meets their needs and what could be improved in doing so – this relates not only to the content of the curriculum programme but also to communication regarding the specific entitlements in PSHE. It is to be hoped that the forthcoming wellbeing indicators will strengthen the voices of children, parents and carers in effectiveness judgements made by Ofsted during school inspection.
- 115 However, this Review also shares the concern that Ofsted raises that schools do not adequately take account of children and young people's needs when designing their PSHE programmes. Clearly, this is a challenge, but it is already happening in some schools.

### **What some children and young people told us about engagement with parents and carers**

Only a few of the children and young people we spoke to felt that their parents or carers knew very much about the PSHE education they were receiving at school. They were, though, very supportive of better engagement with parents. Some thoughts included:

'Try to make sure that everyone is told much more about what is happening so that they can then decide if they want to engage in the process.'

'Invite and involve parents in what is happening in schools more.'

**Recommendation: The DCSF should consider further ways of promoting pupil and parent engagement in the development and delivery of PSHE education, and how to disseminate good practice in this area.**

## 4.3 Accountability

- 116 Ofsted currently provides accountability and quality assurance for PSHE education through wider judgements made during school (Section 5) inspections, as well as their 'thematic' inspections that are produced every three years. The next themed report is due from Ofsted in 2010, and it will be the first to consider the broader model of secondary PSHE education with twin programmes of study. It may also make useful conclusions about the impact on PSHE education of the National Healthy Schools Programme and the wider rollout of SEAL. Clearly this report will have particular relevance for schools in preparing for statutory PSHE education, and alongside any primary research commissioned by the Department, should be used to inform guidance for implementing statutory PSHE education.
- 117 As subjects are not inspected during school (Section 5) inspections, there is no reason why PSHE education should be treated any differently. However, school inspections do check that schools are delivering the National Curriculum, so would need evidence that the programmes of study/learning for PSHE education are being met, particularly when they are first introduced. Furthermore, schools make an important contribution to the wellbeing of children and young people and have been under an explicit statutory duty to promote pupil wellbeing since 2007.

- 118 Therefore, whilst school inspections do not focus on the subject nature of PSHE education, they do make judgements on a school's contribution to all aspects of children's and young people's wellbeing, as defined by the five Every Child Matters outcomes. Effective PSHE education clearly makes an important contribution to pupil wellbeing, and this is a clear incentive for schools to improve their provision. Schools also commonly record information about their PSHE education programme in their self-evaluation forms (SEF), which provide another way in which schools can show progress and demonstrate what they are doing to improve provision. Secondary schools also have a statutory duty to deliver a planned programme of Careers Education, which provides a further check that this aspect of PSHE is being delivered.
- 119 In addition, Ofsted is planning to strengthen the evidence available to it about the school contribution to wellbeing from September 2009 by using school level indicators of wellbeing. Whilst at the time of this Review, Ofsted had yet to publish the final set of indicators, it is hoped that some of these indicators will measure the quality of various elements of PSHE education as perceived by parents and pupils.
- 120 Schools' provision of PSHE education is also subject to scrutiny in order to gain accreditation for the National Healthy Schools Programme. As of September 2008, 98% of schools were participating in this Programme, which provides a further lever to support the effective implementation of PSHE education.

**Recommendation: We are satisfied that the existing accountability framework and planned wellbeing indicators will provide sufficient monitoring and evaluation of the effectiveness of a school's PSHE education programme. Therefore, the Review recommends that no additional requirements should be placed on schools in terms of inspection.**

### Next Steps

- 121 There will now be a full public consultation that will invite views on the principle of whether PSHE education should be made statutory; and on the changes to the legislation required to achieve this; and on the proposed programmes of study/learning. It is important that as well as expert groups and representative organisations, individual teachers, parents and young people respond to the consultation, and therefore we would strongly encourage you all to take part in this process.
- 122 This public consultation is scheduled to be completed by the end of the summer term 2009. If Ministers then take forward their intention to make PSHE education statutory, there will need to be primary legislation as part of the next Bill, which will begin in autumn 2009.
- 123 In order for schools to have a full academic year to prepare for the implementation of statutory PSHE education, it is likely that this would be introduced in September 2011.
- 124 I hope that this Review will prove helpful in informing the public consultation and parliamentary debate that follow.

# Contributors to the Call for Written Evidence

Association for Careers Education and Guidance

Association of Chief Police Officers

Association of School and College Leaders

Association of Teachers and Lecturers

Blackpool Children and Young People's Department

Board of Deputies of British Jews and the United Synagogue Agency for Jewish Education

British Humanist Association

British Red Cross Society

Brook

Careers Education Consultant

Catholic Education Service for England and Wales

Childhood Bereavement Network

Children's Safety Education Foundation

Christian Action Research and Education

Christian Concern for our Nation

Church of England Education Division

Department for Children's Services City of Plymouth

Department of Primary Care and Population Health University College London

Drug Education Forum

Drug Education Practitioners' Forum

East Sussex School Improvement Service

Economics and Business Education Association

Education Consultant

Educational Psychologist

English Secondary Students' Association

Evangelical Alliance

Families and Friends of Lesbians and Gays

Family and Parenting Institute

Family Education Trust

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Family Links

Family Planning Association

Financial Services Authority

Free Church Education Committee

Gay and Lesbian Humanist Association

Graham Allen, MP

Head of PSHE – Lampton School, Hounslow

Head of PSHE – Wisewood School and Community Sports College, Sheffield

Head of PSHE/Citizenship Department – Tunbridge Wells Grammar School for Boys, Kent

Head Teacher – Valley School, Nottinghamshire

Health Behaviour Group

Healthy Schools, Department of Health

Implementation Review Unit

Inclusive School Improvement Service, Suffolk County Council

Information Advice and Guidance Strategy Advisor, Sheffield City Council

Institute of Career Guidance

Institution of Occupational Safety and Health

Jewish Action and Training for Sexual Health

Learning for Life Coordinator – Minsthorpe Community College, West Yorkshire

Life Education Centres

Maranatha Community

Muslim Council of Britain Education Committee

Muslim Parent and Community Governor, East London

National AIDS Trust

National Association for Advisers, Inspectors and Consultants of Personal and Social Education

National Association of Head Teachers

National Association of Schoolmasters Union of Women Teachers

National Children's Bureau

National Governors' Association

National Health Education Group

National Lead Nurse Assessor for PSHE Continuing Professional Development Programme

National Society for Prevention of Cruelty to Children

National Youth Agency

Ofsted

Parenting UK

Personal Finance Education Group

Positively Women

PSHE & Citizenship Adviser – Hertfordshire Children, Schools & Families

PSHE and Religious Education Teachers – St. Christopher's EC High School, Accrington

PSHE Association

PSHE Coordinator and Teacher – Secondary Special School

PSHE Education Strategic Partners Group

PSHE Regional Support Advisor for Yorkshire and Humber

PSHE Teacher – King Edward VII School, Sheffield

PSHE Teacher – North East Lincolnshire Healthy Schools

Royal Society for the Prevention of Accidents

Secular Medical Forum

Sex Education Forum

Specialist Public Health School Nurse

Stonewall

Strategic Choices Limited

Teenage Pregnancy Independent Advisory Group

Tender

Terrence Higgins Trust

UK Youth Parliament members

United Nations Children's Fund UK

West Sussex Youth Cabinet members

# Individuals, organisations and other institutions consulted

Al Khoei Foundation [Shi'a Muslim]  
Alcohol Concern  
Association for Careers Education and Guidance  
Association of School and College Leaders  
Barnardos  
Board of Deputies of British Jews Education Department  
British Humanist Association  
British Red Cross  
Brook  
Camden and Islington Healthy Schools Scheme  
Careers England  
Catholic Education Service  
Child Accident Prevention Trust  
Childnet International  
Children's Rights Alliance for England  
Church of England National Society  
Churches Together in England  
Drinkaware Trust  
Drug Education Forum  
Economics, Business and Enterprise Association  
English Secondary Schools Association  
Family Education Trust  
Family Panning Institute  
Financial Services Authority  
Free Churches Education Committee  
Graham Allen, MP  
Implementation Review Unit  
Institute of Career Guidance  
Institute of Jainology  
International Society for Krishna Consciousness

Jewish Action and Training for Sexual Health  
Metamorphoses  
National Association of Schoolmasters Union of Women Teachers  
National Children's Bureau  
National Confederation of Parent Teacher Associations  
National Education Business Partnership Network  
National Governors Association  
National Health Education Group  
National PSE Association for Advisors, Inspectors & Consultants  
National Society for Prevention of Cruelty to Children  
National Youth Agency  
Ofsted  
Orthodox Christian Church of Russian tradition  
Parent Governors Network  
Parenting UK  
Partnership Health Group  
Personal Finance Education Group  
Primary Heads Reference Group  
PSHE Association  
PSHE Strategic Partners Group  
Qualifications and Curriculum Authority  
Relate  
Religious Education Council of England and Wales  
Religious Education Council Partnership Adviser  
ReSolv  
Roman Catholic Diocese of Westminster  
Royal Society for the Prevention of Accidents  
Secondary Heads Reference Group  
Sex Education Forum  
Sikh SACRE representative  
Sir Jim Rose  
Specialist Schools and Academies Trust

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St. John Ambulance  
Teenage Pregnancy Independent Advisory Group  
Training and Development Agency for Schools  
UK Youth Parliament  
Workforce Agreement Monitoring Group  
Young Women's Christian Association

### Field Visits

Archbishop Ilsley Catholic Technology College & Sixth Form Centre, Birmingham

Bartley Green School – Specialist Technology & Sports College, Birmingham

Base 51 – Centre for Young People 12 -25 years, Nottingham

Brent Pupil Referral Unit, London

Cambridgeshire PSHE Service

Carshalton Boys Sports College, Surrey

Elizabeth Garrett Anderson Language College, Islington

Ellis Guildford School and Sports College, Nottingham

Highfield Special School, Cambridgeshire

Hodge Hill Girls's School – Specialist Science, Maths & Computing Secondary School, Birmingham

King Edward VII School and Language College, Sheffield

Milton Primary School, Cambridge

Nottingham City Children's Services

Nottingham Healthy Schools

St Luke's Junior School, Brighton

St Mary Magdalen RC Primary School, Brighton

Torriano Junior School, Camden

### Endnotes

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