



Reading
Borough Council
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Fixed Penalty Notice Code of Conduct

Local Code for Reading

SUMMARY

Local Code of Conduct for issuing fixed penalty notices in Reading.

OWNER

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VERSION

V3.0

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Brighter Futures for Children is the Directorate of Children's Services at Reading Borough Council

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Local code of conduct for issuing penalty notices for school absence 2024

The purpose of this local code of conduct is to ensure that penalty notices for school absence are issued in a manner that is fair and consistent across Reading. The code sets out the arrangements for administering penalty notices in Reading and must be adhered to by anyone issuing a penalty notice for school absence in this area. The code complies with relevant regulations and the Department for Education's national framework for penalty notices as set out in the ['Working together to improve school attendance'](#) guidance.

Consultation

This code has been drawn up in consultation with the headteachers and governing bodies of state-funded schools and the local police force.

Legal basis

Penalty notices may be issued to a parent as an alternative to prosecution for irregular school attendance under s444 of the Education Act 1996. They can only be issued in relation to pupils of compulsory school age in maintained schools, pupil referral units, academy schools, AP academies, and certain off-site places as set out in section 444A(1)(b).

The Education (Penalty Notices) (England) Regulations 2007 (and subsequent amendments) set out how penalty notices for school absence must be used.

A penalty notice can only be issued by an authorised officer: that is, a headteacher or a deputy or assistant head authorised by them, an authorised local authority officer or a police constable.

The national framework for penalty notices is published in statutory guidance 'Working together to improve school attendance'. It provides further national guidance on the operation of penalty notice schemes for school absence in England.

A parent includes any person who is not a parent but who has parental responsibility for the child or who has care of the child, as set out in section 576 of the Education Act 1996. Penalty notices will usually be issued to the parent or parents with day to day responsibility for the pupil's attendance or the parent or parents who have allowed the absence (regardless of which parent has applied for a leave of absence).

Rationale

Research published by the Department for Education in May 2022 found pupils with higher attainment at KS2 and KS4 had lower levels of absence over the key stage compared to those with lower attainment.

- Pupils who did not achieve the expected standard in reading, writing and maths in 2019 had an overall absence rate of 4.7% over the key stage, compared with 3.5% among pupils who achieved the expected standard and 2.7% among those who achieved the higher standard.
- Pupils who did not achieve grade 9 to 4 in English and maths GCSEs in 2019 had an overall absence rate of 8.8% over the key stage, compared with 5.2% among pupils who achieved a grade 4 and 3.7% among pupils who achieved grade 9 to 5 in both English and maths.

For the most vulnerable pupils, regular attendance is also an important protective factor and often the best opportunity for needs to be identified and support provided.

Where difficulties arise with school attendance, professionals should take a 'support first' approach in line with the DfE's 'Working together to improve school attendance' guidance, only resorting to legal enforcement when necessary. The aim is that the need for legal enforcement is reduced by taking a supportive approach to tackle the barriers to attendance and intervening early before absence becomes entrenched.

The national framework for penalty notices is based on the principles that penalty notices should only be used in cases where:

- support is not appropriate (e.g. a term time holiday) or where support has been provided and not engaged with or not worked, and
- they are the most appropriate tool to change parental behaviour and improve attendance for that particular family.

When may a penalty notice for absence be appropriate?

When the national threshold has been met:

When a school becomes aware that the national threshold has been met, they must consider whether a penalty notice can and should be issued or not. The national threshold has been met when a pupil has been recorded as absent for 10 sessions (usually equivalent to 5 school days) within 10 school weeks¹, with one of, or a combination of the following codes:

(a) code G (the pupil is absent without leave for the purpose of a holiday),

(b) code O (none of the other rows of Table 3 in regulation 10(3) of the School Attendance (Pupil Registration) (England) Regulations 2024 applies), and

(c) code U (the pupil attended after the taking of the register ended but before the end of the session, where no other code applies)

BFFC recommends in the case absence related to mixed marking absence, alternative approaches to issuing a fixed penalty notice as an initial response will assist with the delivery of a support first approach.

If in an individual case the local authority (or other authorised officer) believes a penalty notice would be appropriate, they retain the discretion to issue one before the threshold is met. This might apply for example, where parents are deliberately avoiding the national threshold by taking several term time holidays below threshold, or for repeated absence for birthdays or other family events.

If repeated penalty notices are being issued and they are not working to change behaviour they are unlikely to be the most appropriate tool. The national framework for penalty notices sets out that a maximum of 2 penalty notices per child, per parent can be issued within a rolling 3-year period. If the national threshold is met for a third time (or subsequent times) within 3 years, another tool should be used. In Reading, this is likely to be an escalation of legal action, such as prosecution. However, it may also include other legal interventions such as an Education Supervision Order.

¹ A school week means any week (Monday to Sunday) in which there is at least one school session. The 10 school-week period when the national threshold applies may span different terms or school years (e.g. 2 sessions of unauthorised absence in the Summer Term and a further 8 within the Autumn Term).

For the purpose of the escalation process, previous penalty notices include those not paid (including where prosecution was taken forward if the parent pleaded or was found guilty) but not those which were withdrawn or for which the parent was found not guilty.

Key considerations prior to the issue of a Penalty Notice for school absence

The following considerations will be made before issuing (or requesting that another authorised officer issues) a penalty notice to ensure consistency of approach. In cases where support is not appropriate (for example, for holidays in term time), consider on a case by case basis:

- Is a penalty notice the best available tool to improve attendance and change parental behaviour for this particular family or would one of the other legal interventions be more appropriate?
- Is issuing a penalty notice in this case appropriate after considering any obligations under the Equality Act 2010?
- (For local authorities only) Is it in the public interest to issue a penalty notice in this case given the local authority would be accepting responsibility for any resulting prosecution for the original offence in cases of non-payment?

In cases where support is appropriate, consider on a case-by-case basis:

- Has sufficient support already been provided in line with statutory guidance and the school's own policies? Has the school clearly implemented a graduated response to the attendance concerns?
- Is a penalty notice the best available tool to improve attendance and change parental behaviour for this particular family or would one of the other legal interventions be more appropriate?
- Is issuing a penalty notice in this case appropriate after considering any obligations under the Equality Act 2010?
- (For local authorities only) Is it in the public interest to issue a penalty notice in this case given the local authority would be responsible for any resulting prosecution for the original offence in cases of non-payment?
- Are there any mitigating circumstances regarding the absence from school which could lead to any of the absence authorisation being reconsidered?

If the answer to [all or any of] the above questions is 'yes', then a penalty notice (or a notice to improve in cases where support is appropriate) will usually be issued.

Notice to improve

A notice to improve is a final opportunity for a parent to engage in support and improve attendance before a penalty notice is issued. If the national threshold has been met and support is appropriate but offers of support have not been engaged with by the parent or have not worked, a notice to improve should usually be sent to give parents a final chance to engage with support. An authorised officer has an absolute discretion not to issue a notice to improve, including cases where support is appropriate, if they do not expect that a notice to improve would have any impact on a parent's behaviour (e.g. because the parent has already received one for a similar offence).

Issuing a notice to improve:

The BfFC Attendance Support team will issue the notice to improve to parents where required.

The time period given in the notice to improve will typically be between 3 and 6 weeks.

Sufficient improvement to avoid a penalty notice is attendance over 95% in the improvement, with no unauthorised absence.

Monitoring is expected to be carried out over the improvement period by:

- the school (in the case of not purchasing the full attendance support service from BFfC)
- the BFfC Attendance Support team (in the cases of schools that purchase the full attendance support service from BFfC) in and the process for deciding whether to issue a penalty notice if sufficient improvement is not made.

How authorised officers will work together

Authorised officers should work together to ensure that penalty notices are used when likely to be effective and change behaviour.

An authorised officer is a headteacher or someone authorised by them (a deputy or assistant head), a local authority officer or the police.

In Reading, it is usual that only Authorised Officers issue penalty notices. Any amendments to practice by Head Teachers or the Police must be in consultation with the LA.

Whoever is issuing the penalty notice should make a decision as to whether proportionate support has been provided, and whether that support has worked or not. Where there is dispute, authorised officers are expected to defer to the local authority's judgement about whether sufficient support has been provided before issuing a penalty notice.

The LA will inform the school whether penalty notices are paid, withdrawn or prosecuted for non-payment. They will do this at regular intervals, usually through termly targeted support meetings.

Where pupils move between local authority areas, Reading can be contacted on crossborder.penaltynotice@reading.gov.uk to find out if penalty notices have been issued previously. From 19 August 2024, there is a need to check if any previous penalty notice has been issued to parents, in respect of the same child, in the rolling three-year period regardless where the children were previously educated.

Where pupils attend school in Reading but live in a different local authority, Reading will work together with neighbouring local authority to ensure support is provided from the home local authority where appropriate when considering a penalty notice, to ensure a support first approach for all children.