

BRIDGEND COUNTY BOROUGH COUNCIL
REPORT TO CORPORATE MANAGEMENT BOARD
16 DECEMBER 2022

REPORT OF THE CORPORATE DIRECTOR - EDUCATION AND FAMILY SUPPORT
SCHOOL ATTENDANCE STRATEGY 2023-2025

1. Purpose of report

- 1.1 The purpose of this report is to seek formal approval and adoption of the Bridgend County Borough Council's School Attendance Strategy for 2023-2025. The revised strategy is attached at Appendix 1.

2. Connection to corporate well-being objectives/other corporate priorities

- 2.1 This report assists in the achievement of the following corporate well-being objectives under the **Well-being of Future Generations (Wales) Act 2015**:
- **Supporting a successful sustainable economy** – taking steps to make the county borough a great place to do business, for people to live, work, study and visit, and to ensure that our schools are focussed on raising the skills, qualifications and ambitions for all people in the county borough.
 - **Helping people and communities to be more healthy and resilient** - taking steps to reduce or prevent people from becoming vulnerable or dependent on the Council and its services. Supporting individuals and communities to build resilience, and enable them to develop solutions to have active, healthy and independent lives.
 - **Smarter use of resources** – ensure that all resources (financial, physical, ecological, human and technological) are used as effectively and efficiently as possible and support the creation of resources throughout the community that can help to deliver the Council's well-being objectives.

3. Background

- 3.1 There is a clear link between good educational attainment and high levels of attendance. Poor attendance and late arrival at school can have a detrimental effect on a child's learning and a significant impact on a child's wellbeing. Even a relatively small drop in attendance has been shown to impact negatively on the end of Key Stage 4 outcomes.
- 3.2 Bridgend County Borough Council's school attendance strategy was last approved and adopted by Cabinet in 2018 and has been reviewed and updated to take into account current national guidance and good practice.

4. Current situation/proposal

- 4.1 The COVID-19 pandemic and the disruption to education for children in Bridgend has had a negative impact on school attendance levels.
- 4.2 School attendance has always been a high priority in Bridgend. However, during the pandemic, we have seen a reduction in attendance levels. A large number of pupils have been affected by the pandemic due to lack of routine impacted by school closures and remote learning. Many pupils have also presented with anxiety and wellbeing issues. Addressing these issues is key to ensuring pupils reach their full potential in all aspects of life, including achieving a good education.
- 4.3 School attendance data for the periods 2018-2019 and 2021-2022 is highlighted in the table below.

	2018-2019	2021-2022
Primary attendance	94.8%	90.1%*
Secondary attendance	94.1%	86.5%*

* *National attendance data for 2019-2020 and 2020-2021 not available due to pandemic.*

- 4.4 As illustrated in the table above, school attendance levels across primary schools have reduced by 4.7 percentage points from 2018-2019 to 2021-2022.
- 4.5 A more significant reduction (7.6 percentage points) has been recorded for secondary schools' attendance for the same period.
- 4.6 While these reductions are concerning, they reflect a national position which has clearly been negatively impacted by the pandemic.
- 4.7 The Education Welfare Service, schools, and the wider Early Help resource, have been working in close partnership to address the reduction in attendance levels. Some of these approaches and interventions are outlined below:
- Education welfare officers support and advise schools on attendance including ensuring statutory legal functions are used consistently and appropriately.
 - A task and finish group chaired by the Group Manager (Family Support) with headteachers, education welfare officers and other stakeholders has been established to revise the local authority's attendance strategy.
 - School attendance audits to be completed by all schools to evidence good practise and areas for development.
 - Truancy patrols to be rolled out with the Police during the 2022-2023 academic term.
 - A marketing campaign is being progressed to ensure a consistent message is relayed to parents/guardians about the Importance of attending school.
 - Encourage a 'buddy system' for pupils in all schools to promote confidence and wellbeing.

- Schools to reintroduce the Central South Consortium 'Callio' system of letters to parents to ensure a consistent graduated response to highlight and improve attendance levels.
- Continue with regular Welsh Government and Central South Consortium meetings.

5. Effect upon policy framework and procedure rules

5.1 There is no effect on the policy framework and procedure rules.

6. Equality Act 2010 implications

6.1 The protected characteristics identified within the Equality Act, Socio-economic Duty, and the impact on the use of the Welsh Language have been considered in the preparation of this report. As a public body in Wales the Council must consider the impact of strategic decisions, such as the development or the review of policies, strategies, services and functions. This is an information report, therefore it is not necessary to carry out an Equality Impact assessment in the production of this report. It is considered that there will be no significant or unacceptable equality impacts as a result of this report.

7. Well-being of Future Generations (Wales) Act 2015 implications

7.1 Summary on the Well-being of Future Generations (Wales) Act 2015 assessment is listed below:

Long-term	Good school attendance will improve longer-term outcomes for children, young people, and families.
Prevention	This is key to ensuring that pupils remain within school to reach their full potential.
Integration	The service is a multi-agency partnership where integration is key to good service delivery arrangements.
Collaboration	This is key to ensure all stakeholders work together in the best interests of the pupil.
Involvement	Pupil voice is a key component to good attendance levels across all schools.

8. Financial implications

8.1 The strategy will be implemented within existing resources. However, considering recent pressures in this area, a budget pressure has been submitted as part of the 2023-2024 Medium-Term Financial Strategy to support an increase in the number of education welfare officers to support this agenda. If the budget pressure is unsuccessful, the Education and Family Support Directorate will have to seek alternative funding mechanisms to fund these additional posts.

9. Recommendation(s)

9.1 It is recommended that the Corporate Management Board:

- formally approves and adopts the school attendance strategy for 2023-2025 as specified at Appendix 1.

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12 December 2022

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Background documents:

None

Bridgend County Borough Council
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 www.bridgend.gov.uk



Bridgend County Borough Council

School Attendance Strategy 2023 - 2025

‘Success Starts at School’

1. Vision and priorities

- 1.1. Bridgend County Borough Council's five-year Corporate Plan 2018-2023 identifies our vision of: 'One Council working together to improve lives'.
- 1.2. The wellbeing objectives we want to achieve are:
 - Supporting a successful and sustainable economy;
 - Helping people and communities to become healthier and more self-reliant; and
 - Smarter use of resources.
- 1.3. To support the wellbeing objectives we will ensure that we improve learner outcomes by inspiring and supporting children, adults and families to achieve better outcomes leading to prosperous, healthy, safe and happy communities.
- 1.4. We believe that at the foundation of our wellbeing objectives is good education for all our children. Regular attendance and punctuality at school are the key drivers in ensuring children of school age are properly engaged in education. The local authority and schools will take the necessary steps to improve school attendance and ensure that all welfare needs of school-aged children are addressed. Bridgend County Borough Council's education welfare officers work collaboratively with partner agencies to address barriers to learning and social inclusion, and also to promote school attendance.

2. Introduction

- 2.1. The local authority consists of 48 primary schools including two infant schools, a junior school, five faith schools, and four Welsh-medium schools. There are nine secondary schools including one faith school and one Welsh-medium school. In addition, there are two special schools and a pupil referral unit.
- 2.2. Where children are in formal education, a high level of school attendance is essential for children to ensure they thrive academically and socially. Children who miss school for unauthorised reasons often miss critical parts of the curriculum. This can also increase the risk of falling behind and disengagement. Children can also become socially isolated when they miss out on shared learning and social experiences with their peers in school on a regular basis. Therefore, it is critically important that we ensure that all children in Bridgend schools are making the most of their learning opportunities through regular attendance. Accessing education is identified under the United Nations Convention on the Rights of the Child (UNCRC) in articles 28 and 29.

3. National context

- 3.1. Attendance is a key factor in ensuring every pupil has the best possible chances in life and ensures that they reach their full potential.
- 3.2. Evidence suggests that there is a clear link between good educational attainment and high school attendance. Poor attendance at school has a detrimental effect on a child's learning and can have a huge impact on their wellbeing. We consider that positive attendance at school is the key to raising standards of achievement.

- 3.3. The All-Wales Attendance Framework (2011) is a toolkit that supports and outlines best practice for practitioners, including education welfare officers and school staff. The document shows strategies to improve pupils' attendance and offers consistent practice.

4. Local context

- 4.1. Bridgend County Borough Council is committed to maintaining consistently high levels of pupil attendance at school and recognises that improving attendance is a crucial factor in maintaining standards of pupil performance and achievement. Bridgend County Borough Council will strive to ensure equality of educational opportunity for all pupils.
- 4.2. Attendance rates remain a priority for the local authority with schools and additional services working together to achieve this priority, which ensures continuous improvement.
- 4.3. Regular school attendance is vital for pupils. Failure of pupils to attend school increases the risk of leaving school without qualifications and allows greater opportunity for young people to be drawn into crime and antisocial behaviour.

5. Key principles

- 5.1. Our attendance strategy has been developed with the following key principles at its heart:
- pupils' achievements and progress are directly influenced by attendance;
 - poor attendance can lead to reduced motivation and involvement in education;
 - the potential for non-attenders to be not in education, employment, or training (NEET);
 - schools play a critical role in attendance and the actions of school staff are significant factors in influencing pupil behaviour and attitudes, in particular, those relating to attendance;
 - pupils should feel supported and have their attendance valued and rewarded;
 - our starting point is an assumption that most pupils want to attend school to learn and to achieve their full potential but may not always be able to do so for reasons beyond their control;
 - the school plays a critical role in the early identification of the barriers to education for all pupils;
 - all pupils have the right of equal access to a good education and should not be deprived of opportunity by non-attendance at school;

- pupils, parents, and carers have clear responsibilities to ensure good attendance (and this message should be made clear to them by the school through good communication);
- pupils are more likely to respond positively, to learn and to attend, where they are treated equally, rewarded, and supported;
- the start and end to the school day, and procedures for registration, have a substantial influence on pupils' attitudes and attendance;
- good punctuality and robust systems for ensuring pupils are punctual are a significant factor in promoting attendance;
- pupils are less likely to be poor attendees when attendance is monitored and followed up swiftly;
- robust systems for identifying and responding to the needs of different pupils' reasons for absence are critical;
- the engagement of pupils in ensuring good attendance is important (pupils are likely to respond more positively when their views are sought, they are listened to and there is an appropriate response to their needs and opinions);
- there are a range of support agencies available to support pupils and families with attendance; and
- the close working partnership between the Education Welfare Service, schools and families is key to ensuring welfare and attendance rates.

6. The legal context

- 6.1. While the parent is primarily responsible for ensuring their child attends their registered school regularly, where school attendance problems occur, the key to resolving these problems is engaging the child through collaborative working between the parent, the school and the local authority. There is, however, a legal framework for the role of the school and of the local authority which sets out their responsibilities in this sphere.
- 6.2. The Education (Pupil Registration) Wales Regulations 2010 places a legal obligation on schools to maintain an admission register (except in the case of a school of which all the pupils are boarders, an attendance register).
- 6.3. Section 7 of the above Act states that:

Under section 7 of the Education Act 1996, parents are responsible for making sure that their child of compulsory school age (5 to 16), receives efficient full-time education, suitable to the child's age, ability, aptitude and any special educational needs (SEN) the child may have. This can be regular attendance at school or educated otherwise by the local authority; the law also permits parents to educate their child at home.

- 6.4. Section 444 states that:

The parent of a child of compulsory school age registered at school and failing to attend regularly is guilty of an offence punishable in law’.

An offence is not committed if it can be demonstrated that:

- *the pupil was absent with leave (authorised absence);*
- *the pupil was ill or prevented from attending by any unavoidable cause;*
- *the absence occurred on a day set aside for religious observance by the religious body to which the pupil/parents belong;*
- *the pupil’s catchment school is not within the prescribed walking distance of the child’s home and no suitable transport arrangements have been made by the local authority;*
- *the pupil is not registered at a school and the parents are providing a suitable education; and*
- *the parents’ trade or business requires them to travel from place to place.*

6.5. Section 437 of the Education Act 1996 states:

If it appears to a local authority that a child of compulsory school age in their area is not receiving suitable education, either by regular attendance at school or otherwise, they shall serve a notice in writing on the parent requiring him to satisfy them within the period specified in the notice that the child is receiving such education.”

Where a parent on whom a notice has been served fails to satisfy the local authority, within the period specified in the notice, that the child is receiving suitable education, and in the opinion of the local authority, it is expedient that the child should attend school, the authority shall serve on the parent a “school attendance order” in such form as may be prescribed, requiring him to cause the child to become a registered pupil at a school named in the order.

6.6. Parents are required to inform schools in writing that they are educating their children at home, the name of the child must be removed from the admission register.

6.7. Under section 436A of the Education Act 1996, the local authority must decide to establish the identities of children residing in our area who are not receiving a ‘suitable education.’

6.8. Parents may satisfy their duty under this section by providing efficient full-time education, suitable to the child, otherwise than at a school.

6.9. Bridgend County Borough Council believes that for most children their educational needs will be best met within the school system, and that, where this is the route selected by parents, that this requires a commitment to regular school attendance.

7. The role of the local authority

- 7.1. Bridgend County Borough Council is committed to improve school attendance and wellbeing by supporting schools with the relevant policies and guidance. The local authority consists of a small team of education welfare officers who predominately provide a link between home and school and other services. This process includes regular meetings with schools, supporting families and pupils, and also representing the local authority within the legal arena where necessary.
- 7.2. While the main focus is always to build strong positive relationships with parents and schools, the local authority will progress prosecutions where it considers this is appropriate. For electively home educated pupils, if the local authority is not satisfied that the child is receiving a suitable education, the local authority can serve a school attendance order notice on the parent(s)/carer(s) requiring them to satisfy the local authority within the period specified in the notice that the child is receiving such education.
- 7.3. Parents and carers will be encouraged to work closely with education welfare officers and other services. However, where there is non-engagement and/or no improvement in attendance, the local authority will pursue prosecutions within the legislation framework.
- 7.4. The purpose is to make sure that children and young people missing from education are identified quickly and that effective monitoring systems are in place to ensure that action is taken to provide them with a 'suitable education' once found. The duty applies to children and young people of compulsory school age who are not on a school roll, and who are not receiving a suitable education otherwise than at school. This does not apply to children who are not attending school regularly nor those who are electively home educated.

8. The education welfare officer

- 8.1. The education welfare officer has the responsibility for implementing the statutory duties in relation to securing school attendance. The education welfare officer has a lead role on behalf of the local authority in supporting school attendance and meeting school staff on a regular basis in conjunction with working with families, pupils, and agencies, both statutory and non-statutory to promote regular school attendance.
- 8.2. The education welfare officer will explore reasons for absence, offer guidance and advise families of additional support services if necessary, and refer onto agencies where relevant. The education welfare officer will support schools, pupils, and parents by addressing any non-attendance related issues and assisting in removing any barriers identified, strategies will be implemented to encourage positive outcomes.
- 8.3. The education welfare officer is managed and funded centrally, and education welfare officer time is allocated on a needs-led basis in conjunction with local authority officers.

9. Support for schools

- 9.1. The Education Welfare Service will support schools in improving attendance levels by providing the relevant documents and ensuring that policies and guidance are adhered to, including statutory guidance and non-statutory guidance.

9.2. The following shows a list of documents, which are not exhaustive, that assist schools (see Appendix 2):

- All-Wales Attendance Framework (2011)
- Inclusion and pupil support – Welsh Government (2016)
- Guidance on Attendance codes (2010)
- Education (Pupil Registration) (Wales) Regulations 2010
- Education (Penalty Notice) (Wales) Regulations 2013
- Education Act 1996
- Children missing education – Education & Inspection Act 2006, section 436A
- Elective home education (section 7, Education Act 1996)

9.3. The Education Welfare Service will support schools to create a positive environment for all learners and to provide a whole school culture that promotes school attendance, thus ensuring that regular attendance remains a priority in all schools.

10. The responsibility of schools

10.1. Schools have a statutory duty of care to safeguard and promote the welfare of children. All schools within Bridgend County Borough Council have a clear attendance policy which sets out how attendance is managed and monitored. All school staff should be trained on attendance and made aware of the school's attendance policy.

10.2. Schools should refer to the local authority toolkit and handbook for all information on attendance. This includes all relevant guidance including statutory frameworks and exemplars of good practice.

10.3. Schools must follow the agreed protocol for children who are open to Children's Social Care and on the Child Protection Register.

10.4. Schools will follow the school-based and Education Welfare Service graduated response.

10.5. Schools should communicate all attendance and welfare concerns to their nominated education welfare officer. A nominated governor should have the lead responsibility for attendance, and a senior member of the leadership team within schools should also have the responsibility of attendance and link in with the education welfare officer.

11. The role of parents/carers

11.1. Parents/carers are responsible for ensuring their child attends school regularly. Parents/carers are expected to report their child's absence from school on the first day of absence and on the return provide a written explanation. Parents/carers are requested to avoid taking family holidays during term time, and work with schools and relevant agencies when pupils have attendance issues.

11.2. In addition to attendance, punctuality is equally important. If a pupil continually arrives to school five minutes late, this will amount to lost learning. If a pupil arrives after the closure of the register, then this will count as an unauthorised absence which if deemed appropriate may lead to a referral to the education welfare officer.

- 11.3. Absence can also make children vulnerable to involvement with crime and anti-social behaviour.
- 11.4. Not only is school attendance and attainment important, but it also enables young people to maintain positive friendships, promotes wellbeing and provides them with good grounding for their future.
- 11.5. Parents/carers can support the regular and punctual attendance of their children by:
- ensuring that their child arrives at school on time each day;
 - ensuring that their child only misses school for reasons which are unavoidable or justified, such as illness or days of religious observance;
 - notifying the school as soon as possible of any absence and confirm this in writing when the child returns to school;
 - not booking family holidays during term-time; and
 - talking to the school if they are concerned that their child may be reluctant to attend

12. Multi-agency working

- 12.1. Education welfare officers regularly visit schools which will ensure that both will work together and identify vulnerable pupils at the earliest stage. Education welfare officers work within early help teams in community hubs, in co-located areas of the County Borough, they can provide a holistic approach in ensuring appropriate support is available for pupils and families. Multi-agency working is the key to ensuring families receive the support based on need. Community hubs consist of education welfare officers, family engagement officers, behaviour support teachers, inclusion officers, social workers, and youth workers.
- 12.2. Regular truancy patrols are undertaken, and the education welfare officers work closely with the local Police, and British Transport Police. Other services such as Youth Justice, health services, housing associations, statutory services and voluntary organisations are also actively involved in working with the education welfare officers in assisting in resolving non-school attendance of pupils and supporting families. Police officers may conduct welfare checks on pupils and their families where no communication has been received.

13. Fixed-penalty notices

- 13.1. Fixed-penalty notices (FPNs) will allow schools to issue notices to the parents/carers of children and young people who have unauthorised absences from school. Fixed Penalty Notices came into force in September 2014 as a result of new legislation (ie, the Education (Penalty Notice) (Wales) Regulations 2013). A Code of Conduct has been devised by Bridgend County Borough Council. The issuing of the FPNs will rest with the Lead Education Welfare Officer in response to requests from headteachers, nominated representatives or police officers. It is anticipated that FPNs will be used to improve attendance and prevent unnecessary absences from school in the following circumstances:
- minimum of 10 unauthorised absences in the current term;
 - minimum of 10 sessions of lateness after close of registration;

- unauthorised absence due to a term-time holiday;
- pupils regularly coming to the attention of the police during school hours with justified reason; and
- Parents/carers have failed to engage with schools/Education Welfare Service but where court sanctions have not been instigated

13.2. The Lead Education Welfare Officer and the school will consider the following in considering whether a Fixed Penalty Notice can be issued:

- level of absence;
- any equalities considerations;
- statement of special educational needs;
- history of attendance;
- defences which may be available;
- level of parental engagement; and
- any adverse effect a fine will have on the welfare of the family.

13.3. The withdrawal of a Fixed Penalty Notice may only be revoked where it is proven that:

- the notice has been issued to the wrong person to an incorrect address;
- the notice did not conform to code of conduct;
- evidence demonstrates that the notice should not have been issued (eg, medical evidence provided); and
- circumstances warrant its withdrawal.

13.4. The legislation governing the implementation of Fixed Penalty Notice is outlined in:

- Sections 444A and 444B of the Education Act 1996
- The Education and Inspections Act 2006
- The Education (Penalty Notices) (Wales) Regulations 2013
- Rights of Children and Young Persons Measure 2011
- United Nations Convention on the Rights of a Child (the right to an education)

13.5. A FPN is £60 if paid within 28 days of receipt of the notice, rising to £120 if paid after 28 days. If the penalty is not paid in full by the end of the 42 days, the local authority must either prosecute parents/carers for the offence or withdraw the notice.

14. Term-time holidays

14.1. Bridgend County Borough Council recognises the effect that absence from school has on educational attainment. Headteachers have the discretion of authorising up to 10 days under the Education (Pupil Registration) (Wales) Regulations 2010. Parents do not have an automatic right to withdraw pupils from school for a holiday, and under the Regulations, must apply for permission in advance.

15. Data collection, attendance targets and auditing

15.1. Schools supply attendance data through their schools Management Information System. Attendance data is also provided to Welsh Government and is used to inform

national performance indicators. The local authority has access to data shared on a cluster basis. Attendance targets for schools are set by school governing bodies.

15.2. Attendance audits will be undertaken by all schools in partnership with the Education Welfare Service. Key features will include:

- examining existing procedures;
- inspecting attendance information;
- related documentation and school policies;
- assessing the type and levels of communication with parents;
- interviewing staff and pupils;
- analysing attendance data;
- considering school strategies used to promote attendance and sharing good practice; and
- evaluating the effectiveness of early intervention and support services.

16. Training and support

16.1. All staff with responsibility for attendance in schools will receive appropriate training including the correct use of codes, appropriate challenge to parents, accurate input of data, exporting data and also full usage and knowledge of Schools Information Management Systems.

17. Celebrating good and improved attendance

17.1. Schools are encouraged to promote good attendance using a range of initiatives at a whole school, year group, class or individual pupil level.

17.2. This can include certificates, pens or prizes such as books. Achievements that are congratulated in assemblies are considered to be particularly effective. All schools should display their attendance marketing materials appropriately in foyers, school websites, classrooms, walls and banners can be used on the periphery of the school estate. This helps raise awareness and the importance of good attendance for pupils, teachers, parents and visitors to schools.

17.3. Schools must ensure it takes the provisions of the Equality Act 2010 into consideration and not disadvantage or discriminate those pupils with a disability or medical condition. This means that a young person with an attendance record of less than 100% because of health reasons should not be negatively impacted with regards to schools' rewards systems.

18. Traveller children

18.1. We will work closely with the families of Traveller children to ensure they are attending school. Schools are particularly encouraged to:

- create an inclusive culture which promotes equality and recognises cultural diversity and difference;
- show high expectations of attendance with all registered pupils;

- respond promptly to absences through immediate telephone or other enquiries;
- refer any continuing or repeated absence to the Education Welfare Officer;
- develop strategies to support pupils with literacy or learning difficulties;
- support educational continuity while children are travelling;
- give additional support if needed on entry to school for traveller children;
- ensure adequate support during transition (for example, from Key Stage 2 to Key Stage 3); and
- seek appropriate advice from the local authority if necessary.

Appendix 2

This shows links to the guidance used in this document, and also additional useful links.

- All Wales Attendance Framework (2011)
<https://gov.wales/all-wales-attendance-framework>
- Inclusion and pupil support – Welsh Government (2016)
<https://gov.wales/inclusion-and-pupil-support-guidance-schools-and-local-authorities>
- Guidance on Attendance codes (2010)
<https://gov.wales/sites/default/files/publications/2018-03/guidance-on-school-attendance-codes.pdf>
- Education (Pupil Registration) (Wales) Regulations 2010
<https://www.legislation.gov.uk/wsi/2010/1954/contents/made>
- Education Act 1996 – Section 444
<https://www.legislation.gov.uk/ukpga/1996/56/section/444>
- Education Act 1996 – Section 437
<https://www.legislation.gov.uk/ukpga/1996/56/section/437>
- Education (Penalty Notice) (Wales) Regulations 2013
<https://www.legislation.gov.uk/wsi/2013/1983/contents/made>
- Children missing education – Welsh Government guidance 2017
<https://gov.wales/sites/default/files/publications/2020-09/statutory-guidance-help-prevent-children-young-people-missing-education.pdf>
- Education and Inspections Act 2006
<https://www.legislation.gov.uk/wsi/2010/2543/contents/made>
- Rights of children and young person (Wales) Measure 2011 (United Nations Convention on the rights of a child – UNCRC – articles 28)
<https://www.legislation.gov.uk/mwa/2011/2/schedule/part/1/crossheading/article-28>
- Bridgend County Borough Council Fixed-Penalty Notice Code of Conduct 2014



FPN Code of
Conduct - New Dec