

Impact Assessment

Pupil Referral Unit Consolidation



Impact Assessments (IA) are a process of assessing how our proposals and decisions might impact upon different types of people and communities and developing proposals in line with relevant legislation.

This is a legal requirement, and ensures the Council considers key legislation, including Equalities, Welsh language, Future Generations, Socio-economic Duty and Risk when developing proposals.

It will also help the Council make the best possible decisions for the people of Powys.

1. Proposal Information

Author Name	Sarah Quibell
Head of Service	Georgie Bevan
Portfolio Holder	Cllr Pete Roberts, Cabinet Member for a Learning Powys
Proposal title	Pupil Referral Unit Consolidation
Description of proposal	<p>‘A Pupil Referral Unit (PRU) is a type of school established by a Local Authority (LA) which has a duty to provide suitable education for children and young people who, by reason of illness, exclusion or otherwise, may not receive such education in a mainstream school.’¹</p> <p>The PRU in Powys is currently based across two sites, one in the north in Newtown and one in the south in Brecon, both sites are located in leased buildings.</p> <p>As part of the ongoing quality assurance processes deployed by the local authority to ensure the maintenance of high standards within education related provision across the county, it has been identified that the provision is variable across the two sites. Furthermore, as part of service planning, including that undertaken for the Joint Inspection of Child Protection Arrangements (JICPA), the service identified the need to improve intervention within mainstream education settings to reduce the need for exclusions (fixed-term and permanent).</p> <p>The proposal is to consolidate the Pupil Referral Unit onto one site, which would facilitate more flexibility with outreach work and intervention to support learners within their settings and provide upskilling opportunities for staff in those settings. In addition, the concentration of skilled staff in a single PRU setting, will enhance the learner experience and outcomes. It will also enable enhanced professional development opportunities for PRU staff which can then be cascaded to into mainstream education, to support teachers as they respond to the nationally recognised challenges linking to behaviour as a result of the COVID pandemic.</p>

¹ Welsh Government, ‘A Handbook for Management Committees of Pupil Referral Units’, <https://www.gov.wales/handbook-management-committees-pupil-referral-units>, accessed 11.12.23, p. 5

2. Savings and Consultation

Profile of savings delivery

2023-24	2024-25	2025-26	2026-27	2027-28	2028+	Total Savings
£0	£352,555	£251,825	£0	£0	£0	£604,380

Further information

Click or tap here to enter text.

Consultation requirements

Consultation required?	Yes
Union consultation date	tbc
Staff consultation date	tbc
Public consultation date	N/A

Consultation plan (or justification where no consultation is required)

HR consultation with staff and unions regarding the consolidation of the PRU site.

3. Impact on other service areas, geographical areas, and data protection

1a. Impact on other service areas

Highways, Transport and Recycling

1b. Impact on geographical locations

Powys

1c. Data protection impact assessment

Will the proposal involve processing the personal details of individuals?	No
Is Powys County Council the data controller?	No
Further information	
Click or tap here to enter text.	

4. Impact on well-being goals including Welsh language and equalities

1d. A prosperous Wales

Impact	Retaining the current provision at it stands across two sites does not support: <ul style="list-style-type: none">• the best use of resources and deployment of resources• a sustainable model of service delivery reflective of current need, particularly regarding the increased demand for behavioural support across Powys schools• the most effective approach to training provision for existing staff which is currently leading to variability between sites• a consistent approach to the return of learners to a mainstream education setting increasing the risk of learners becoming NEET (not in employment, education, and training)• all vulnerable learners to develop a full range of life skills to support their transition into employment
Impact Rating	Poor

Mitigation	<p>On implementing the current proposal, there will be a service improvement in the following areas:</p> <ul style="list-style-type: none"> • more effective use of resources through the consolidation of both PRU sites into one, with reduced building and utility related costs and an alignment of staffing roles and responsibilities • ability and agility to provide more bespoke behavioural support in schools to enhance the skills within the wider teaching workforce and reducing the dependency on a specialist service • the development of a more inclusive learning environment across all schools, which will enable the most vulnerable learners to thrive • improved and equitable provision for all learners currently based at the PRU • develop the role of the PRU in supporting behaviour needs across Powys and upskilling teaching and non-teaching staff, potentially reducing exclusions
Mitigated Rating	Good

1e. A resilient Wales

Impact	<p>Retaining the current provision at it stands across two sites will:</p> <ul style="list-style-type: none"> • maintain transport related CO² emissions at current levels • maintain building related CO² emissions at current levels • continue the duplication of teaching resources and equipment i.e. stationary, white boards, and internal furnishings
Impact Rating	Poor
Mitigation	<p>On implementing the current proposal:</p> <ul style="list-style-type: none"> • the CO² footprint of one site will be removed • the CO² footprint from transport could be increased in the short term • the CO² footprint from staff travel to support other schools could increase but over time the number of learners travelling to the PRU could be reduced negating the impact of staff travel • there will be a reduction in the purchasing needs of the PRU
Mitigated Rating	Neutral

1f. A healthier Wales

Impact	<p>Retaining the current provision at it stands across two sites will:</p> <ul style="list-style-type: none"> • fail to realise potential improvements to physical and mental health and wellbeing of staff across the entire education workforce • reduce the potential to mitigate the current trends in learner exclusions and the demand for support for social and emotional wellbeing learner needs • continue the current inequitable model with its existing differential demands on staff across the two sites
Impact Rating	Very poor
Mitigation	<p>On implementing the current proposal:</p> <ul style="list-style-type: none"> • there will be an improvement to the physical and mental health and wellbeing of existing staff across the entire education workforce • it is expected that there will be a significant improvement in skills across the education workforce in respect of behaviour challenges and mitigation strategies • there will be consistent support for learners requiring PRU intervention leading to an increased likelihood of them being able to return to mainstream education with the consequent benefits for their lifelong opportunities
Mitigated Rating	Good

1g. A Wales of cohesive communities

Impact	<p>Retaining the current provision at it stands across two sites will:</p> <ul style="list-style-type: none"> • retain the status quo in respect of community impact from learners with behavioural challenges
Impact Rating	Poor

Mitigation	<p>On implementing the current proposal:</p> <ul style="list-style-type: none"> • there will be improved support for learner’s behavioural needs across the county with a consequent positive impact on learner interactions with members of the community • the increased re-integration of learners back into mainstream education will lead to learners becoming more ethically informed citizens who play an active role in their communities
Mitigated Rating	Good

1h. A globally responsible Wales

Impact	<p>Retaining the current provision at it stands across two sites will:</p> <ul style="list-style-type: none"> • continue low levels of re-integration to mainstream education, thereby reducing the educational opportunities for learners with identified behavioural needs <p>Additionally in respect of emissions, retaining the status quo would:</p> <ul style="list-style-type: none"> • maintain transport related CO² emissions at current levels • maintain building related CO² emissions at current levels • continue the duplication of teaching resources and equipment i.e. stationary, white boards, and internal furnishings
Impact Rating	Poor

Mitigation	<p>Implementing the current proposal would actively support:</p> <ul style="list-style-type: none"> • Article 28 on the United Nations Conventions of the Rights of a Child, which states that ‘every child has the right to an education.’ • the achievement of the Powys Learner Entitlement statement, which states that ‘in Powys we believe that all learners, regardless of their location, background, language, or ability should flourish and grow without any barriers into capable, healthy, confident, and ethically informed citizens. Every learner will be effectively prepared to contribute fully as ambitious, enterprising, and independent individuals for the ever-changing local, national, and global social and economic demands of the 21st century.’ <p>Additionally, in respect of emissions, on implementing the current proposal:</p> <ul style="list-style-type: none"> • the CO² footprint of one site will be removed • the CO² footprint from transport could be increased in the short term • the CO² footprint from staff travel to support other schools could increase but over time the number of learners travelling to the PRU could be reduced negating the impact of staff travel • there will be a reduction in the purchasing needs of the PRU
Mitigated Rating	Good

1i. A Wales of vibrant culture and thriving Welsh language

Using Welsh

Impact	<p>Retaining the current provision at it stands across two sites will:</p> <ul style="list-style-type: none"> • retain the status quo in respect of Welsh language provision at the PRU
Impact Rating	Neutral
Mitigation	<p>On implementing the current proposal:</p> <ul style="list-style-type: none"> • it will enable an equitable delivery model, ensuring that there is uniformity in the provision of Welsh language within the PRU
Mitigated Rating	Good

Promoting Welsh

Impact	Retaining the current provision at it stands across two sites will: <ul style="list-style-type: none">retain the status quo, which will have not enhanced the access to Welsh language education and cultural experience
Impact Rating	Neutral
Mitigation	On implementing the current proposal: <ul style="list-style-type: none">the increased re-integration to mainstream education will provide equitable access to the relevant Welsh language education and cultural experience
Mitigated Rating	Good

Sports, Art & Recreation

Impact	Retaining the current provision at it stands across two sites will continue to provide: <ul style="list-style-type: none">limited opportunities for sports, arts and recreationan inequitable offer regarding outdoor learning
Impact Rating	Poor
Mitigation	On implementing the current proposal, it will directly enable: <ul style="list-style-type: none">increased access to sports, arts and recreational learning experiences in the PRUincreased and consolidated outdoor learning opportunities in the PRU Additionally: <ul style="list-style-type: none">the increased re-integration to mainstream education will provide equitable access to sports, arts and recreational learning opportunities
Mitigated Rating	Good

1j. A more equal Wales

Age

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

Disability

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

Gender Reassignment

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

Marriage or Civil Partnership

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

Race

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

Religion or belief

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

Sex

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

Sexual Orientation

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

Pregnancy and Maternity

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

Socio-economic Duty

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

1k. Evidence

- Educational attainment results 2022-23
- Fixed-term exclusion data 2022-23 and 2023-24 (to date)
- Current placement length at the PRU
- SV1 and SV2 school monitoring reports
- PRU performance management information

5. Impact on key guiding principles & workforce

11. Sustainable development principles

Long-term

Impact	<p>Retaining the current provision at it stands across two sites will:</p> <ul style="list-style-type: none"> • not result in the transformation in service delivery that is required to meet the support requirements of learners with behavioural needs in such a way as to maximise their re-integration into mainstream education with the consequents life-long impacts • limit the service’s ability to adapt to the increased behavioural needs within the mainstream sector that are emerging as a result of the COVID pandemic
Impact Rating	<p>Very poor</p>
Mitigation	<p>Implementing the current proposal will:</p> <ul style="list-style-type: none"> • develop a sustainable model that will support learners with challenging behavioural needs and potentially reduce the number of fixed-term exclusions • increase the flexibility and agility of the service to meet behavioural demand both within the PRU and in mainstream education • increase the potential to develop staff knowledge and skills to improve the management of behavioural needs within a mainstream setting • support Article 28 on the United Nations Conventions of the Rights of a Child, which states that ‘every child has the right to an education.’ • support the achievement of the Powys Learner Entitlement statement, which states that ‘in Powys we believe that all learners, regardless of their location, background, language, or ability should flourish and grow without any barriers into capable, healthy, confident, and ethically informed citizens. Every learner will be effectively prepared to contribute fully as ambitious, enterprising, and independent individuals for the ever-changing local, national, and global social and economic demands of the 21st century.’
Mitigated Rating	<p>Good</p>

Collaboration

Impact	Retaining the current provision at it stands across two sites will maintain the status quo
Impact Rating	Poor
Mitigation	Implementing the current proposal will: <ul style="list-style-type: none">• enhance and support between mainstream schools and the PRU, which will in turn increase the re-integration of learners into mainstream education• embed a joint ownership of supporting learners with behavioural needs and developing fully inclusive schools
Mitigated Rating	Good

Involvement (including Communication & Engagement)

Impact	Retaining the current provision at it stands across two sites will maintain the status quo
Impact Rating	Poor
Mitigation	Implementing the current proposal will: <ul style="list-style-type: none">• respond to evidence identified as part of ongoing quality assurance visits through SV1 and SV2 by School Improvement Advisors, which includes staff and learner voice
Mitigated Rating	Good

Prevention

Impact	<p>Retaining the current provision at it stands across two sites will not facilitate service transformation resulting in:</p> <ul style="list-style-type: none"> • a failure to address the significant emerging behavioural needs within mainstream education resulting in increased levels of exclusion and PRU referrals • an increase in administrative demands on headteachers, school staff, and officers as behavioural needs result in increased referrals • the risk of a deterioration in the learning environment, with its consequent impact on staff and learner wellbeing
Impact Rating	<p>Very poor</p>
Mitigation	<p>Implementing the current proposal will:</p> <ul style="list-style-type: none"> • facilitate a different approach to the management of challenges regarding provision for behavioural need, tackling it within mainstream education at an early stage through bespoke intervention • reduce duplication of resources required to deliver a two-site PRU model • support workforce development, particularly around managing behavioural challenges in mainstream education • reduce the number of mainstream education days lost by learners with specific behavioural needs, and ultimately a reduction in fixed-term exclusions and part-time timetables • improve outcomes for all learners by developing fully inclusive schools • facilitate the long-term societal integration of learners with behavioural needs by maximising their attendance within mainstream education and meeting the learner entitlement • reduce the number of learners who are NEET
Mitigated Rating	<p>Good</p>

Integration

Impact	<p>Retaining the current provision at it stands across two sites will maintain the status quo</p>
Impact Rating	<p>Poor</p>

Mitigation	Implementing the current proposal will: <ul style="list-style-type: none"> • facilitate the long-term societal integration of learners with behavioural needs by maximising their attendance within mainstream education and meeting the learner entitlement
Mitigated Rating	Good

1m. Impact on the workforce

Impact	Retaining the current provision at it stands across two sites will maintain the status quo including duplication of staffing roles, responsibilities and resources.
Impact Rating	Very poor
Mitigation	Implementing the current proposal will: <ul style="list-style-type: none"> • there will be an improvement to the physical and mental health and wellbeing of existing staff across the entire education workforce • it is expected that there will be a significant improvement in skills across the education workforce in respect of behaviour challenges and mitigation strategies • improved and equitable provision for all learners currently based at the PRU will in turn positively impact the working environment • remove the variability between sites in the current approach to training provision for staff • create a sustainable working environment with improved career development and progression opportunities • consolidate the staffing structure
Mitigated Rating	Good

1n. Impact on payroll

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

1o. Welsh language impact on Staff

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

1p. Impact on apprenticeships

Impact	N/A
Impact Rating	Choose an item.
Mitigation	N/A
Mitigated Rating	Choose an item.

1q. Evidence

- Educational attainment results 2022-23
- Fixed-term exclusion data 2022-23 and 2023-24 (to date)
- Current placement length at the PRU
- SV1 and SV2 school monitoring reports
- PRU performance management information

6. Likelihood and risks

Risk 1					
Perception of reduced service delivery					
Likelihood score	3	Impact score	2	Risk rating	6
Mitigation					

Transparent communication with key stakeholders to outline the benefits and potential risks of the proposal.

The wide dissemination of this impact assessment and the detail included within it will be key to raising awareness of the impact to learners of retaining the status quo.

Residual likelihood score	3	Residual impact score	1	Residual risk rating	3
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Risk 2

Increased demand on the PRU service due to increased exclusions will prevent the implementation of the support model into mainstream education in Powys

Likelihood score	3	Impact score	3	Risk rating	9
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Mitigation

Increased awareness of appropriate thresholds for exclusions across the school community.

Analysis of current rates of exclusion with timely support being provided to appropriate schools to facilitate prevention and intervention

Residual likelihood score	2	Residual impact score	2	Residual risk rating	4
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Risk 3

Perception of unacceptable travel to access PRU educational provision

Likelihood score	4	Impact score	2	Risk rating	8
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Mitigation

Transparent communication with key stakeholders to outline the benefits and potential risks of the proposal.

Increased promotion of the expectation that attendance at a PRU is a short-term intervention to facilitate re-integration back into mainstream education.

Increased promotion of the expectation that the number of learners being referred to the PRU will decline as behavioural needs are increasingly met in mainstream education.

The wide dissemination of this impact assessment and the detail included within it will be key to raising awareness of the impact to learners of retaining the status quo.

Residual likelihood score	1	Residual impact score	2	Residual risk rating	2
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Risk 4

Click or tap here to enter text.

Likelihood score	Choose an item.	Impact score	Choose an item.	Risk rating	Choose an item.
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Mitigation

Click or tap here to enter text.

Residual likelihood score	Choose an item.	Residual impact score	Choose an item.	Residual risk rating	Choose an item.
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Risk 5

Click or tap here to enter text.

Likelihood score	Choose an item.	Impact score	Choose an item.	Risk rating	Choose an item.
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Mitigation

Click or tap here to enter text.

Residual likelihood score	Choose an item.	Residual impact score	Choose an item.	Residual risk rating	Choose an item.
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7. Overall summary and judgement

Outline assessment

The consolidation of PRU provision will enable an equitable offer, which will improve learner experience, entitlement and outcomes.

The proposal will support the local authority's vision for improving behaviour management across the Powys educational sector, including fulfilling the national agenda and the Powys learner entitlement, by enabling all schools to become fully inclusive.

The consolidation of PRU provision into a single site will enable the development of a best practice model of service delivery within a centre of excellence. This is in keeping with Powys County Council's emerging 'place-based' planning strategy and fulfilling the Sustainable Powys agenda.

The proposed model will facilitate improved workforce development opportunities, both within the PRU environment and the wider mainstream education sector.

Cabinet reference

Click or tap here to enter text.

8. Additional evidence

N/A

9. Monitoring arrangements

Should the proposal be approved, monitoring arrangements will be part of our ongoing self-evaluation processes.

Review date

28/02/2025