



**Glasgow City Council**  
**City Administration Committee**

**Item 2**

23rd October 2025

**Report by Councillor Christina Cannon, City Convener for Education, Skills and Early Years**

**Contact: Lorna Goldie, Head of Resources**

**PROPOSALS FOR PRIMARY SCHOOL P1 NUMBERS AND SECONDARY SCHOOL S1 NUMBERS FOR SESSION 2026/27**

**Purpose of Report:**

This report seeks approval from the City Administration Committee to apply P1 capping limits in primary schools (P1 numbers) and S1 capping limits for secondary schools (S1 numbers) for session 2026/27.

**Recommendations:**

The Committee is asked to:

- approve the maximum P1 intakes in primary schools as noted in Appendix 1 for session 2026/27.
- approve the S1 maximum intakes in secondary schools as noted in Appendix 2 for session 2026/27.
- authorise the Executive Director of Education to amend the P1 and S1 capping limits in the circumstances outlined in paragraphs 4.5, 4.6 and 4.7 and 4.12.

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes  No  consulted: Yes  No

## **1 Background**

- 1.1 In response to the predicted changes in the school age population across the city over the coming decade and beyond, there is a need to manage the education estate effectively at both strategic and operational levels to ensure that there is adequate capacity to meet the changing demand for places in the city's primary and secondary schools.
- 1.2 The primary age population has been increasing over the last ten years with the future consequential effect on the secondary school aged population. Primary school roll projections are forecasting a 9% decrease in Primary school rolls over the next 10 years.
- 1.3 In order to manage the education estate effectively, the following factors need to be taken into account:
  - The current capacities of the city's primary and secondary schools
  - The forecast demand for catchment area places over the coming years based on birth rates, inward/outward migration and planned housing developments
  - The current and predicted pattern of placing requests, into and out-with the city and between schools within the city boundaries
- 1.4 In October 2014, the Scottish Government issued national guidance on primary school capacity to ensure consistent, transparent practice while supporting flexible teaching aligned with Curriculum for Excellence
- 1.5 The national guidance has been used to re-determine the capacities of the Council's primary schools and their maximum P1 intakes. Details of the re-determined P1 maximum intakes for all primary schools are contained in Appendix 1.

## **2. Operational Management of the Education Estate**

- 2.1 At an operational level the Council is required to plan for the sufficiency of primary and secondary school places across the city on a rolling annual basis with priority given to children and young people residing within the defined catchment areas. Having ensured that catchment area needs can be met, then placing requests are approved in line with legislation and the Council's placing request priority criteria.
- 2.2 In 2014/15 the Council took the decision to use the provisions within the placing request legislation to reserve places for catchment area children and young people, where there was a demonstrable need due to enrolment patterns beyond the normal enrolment timetable or where there is future demand forecast due to, for example, new housing developments. The Reserved Places 2026 2027 Committee Report provides full details of proposed reserve spaces for Primary schools.
- 2.3 This alone, however, will not ensure that adequate capacity is maintained in certain schools across the city due to a range of factors including:

- the overall capacity of the school
- the desire to maintain a level of flexible spaces/rooms to ensure that a range of learning and teaching approaches can be utilised in line with the principles of a Curriculum for Excellence
- the complexities of varying class size maxima that determine class organisation year on year
- the capacity of specialist accommodation in secondary schools, e.g. science, technical and home economics, physical education
- the demand for placing requests
- the general trend of pupil population growth predicted over the medium to long term
- Overseas enrolments

### **3. Annual Summary of P1 and S1 transitions for August 2025**

3.1.1 A total of 5870 P1 enrolments were processed for start of session in August 2025

3.1.2 A total of 5666 P7 transitions to S1 in August 2025 were processed.

3.1.3 It was not necessary to run any oversubscription exercises and all children enrolled by December were accommodated.

3.1.4 Where an increase in capacity is possible without impacting future years intake, then the Head of Service can approve an increase.

- It was necessary to increase capacity for 7 primary schools to accommodate catchment pupils during the session. However, due to subsequent movement, 4 schools (Darnley, Glendale, Riverbank and St Filan's Primary Schools) remain above their agreed cap.
- It was necessary to increase S1 capacity for 4 Secondary schools to accommodate catchment pupils during the session – Smithycroft Secondary, All Saints Secondary, St Roch's Secondary and Springburn Academy. However, due to the subsequent movement none were above their agreed cap by the start of the session in August.

3.1.5 During the process some schools were unable to accommodate late enrolments, and, in those instances, the local school full process was required. At various points during the P1 exercise 21 Primary schools could not accommodate a total of 108 catchment enrolments leading to the Local School Full process being invoked. The majority of these were resolved due to subsequent movement of children across the estate either by granting of placing requests, pupils moving house or placing requests granted out with authority. By the start of term in August 25 only Riverbank Primary School had a catchment waiting list for 1 catchment child. This demonstrates the fluidity and movement of children throughout the session.

### **3.2 Placing Requests**

3.1.6 A total of 3774 Placing requests were received, of which 55% were Primary (P1) 45% were Secondary (S1).

3.1.7 The table below provides a summary of placing requests and outcomes.

**All Primary and Secondary**

	<b>2025 Annual Exercise</b>	<b>%</b>	
<b>Total Placing Requests/Received</b>	<b>3774</b>		
Primary	2077		
Secondary	1697		
<b>Total Placing Requests Granted</b>	<b>2153</b>	<b>57%</b>	of total PR's received
Primary	1174		
Secondary	979		
<b>Total Placing Requests Refused</b>	<b>791</b>	<b>21%</b>	of total PR's received
Primary	167		
Secondary	624		
<b>Withdrawn/Unnecessary/Duplicate</b>	<b>830</b>	<b>22%</b>	of total PR's received
Primary	736		
Secondary	94		

3.1.8 Committee Services received a total of 447 appeals against placing request refusals for P1 And S1 in August 2025. When spaces become available in schools with appeal prior to appeal date they are offered to appellants based on placing request ranking criteria, 41% of appeals received were able to be placed prior to appeal hearing.

The table below provides a summary of appeals and outcomes

Total Appeals Received	<b>447</b>	<b>57%</b>	of total PR's refused
Total Appeals not heard as placed	<b>182</b>	<b>41%</b>	of total PR's appealed
Total Appeals withdrawn by parent prior to hearing	<b>54</b>	<b>12%</b>	of total PR's appealed
Total Appeals Remaining	<b>211</b>	<b>47%</b>	of total PR's appealed
Total Appeals upheld	<b>3</b>	<b>1%</b>	of total appeals heard
Total Appeals not upheld	<b>148</b>	<b>70%</b>	of total appeals heard
Total Appeals awaiting outcome	<b>60</b>	<b>28%</b>	of total appeals heard

### **3 Proposals for P1 and S1 Capping for Session 2024/25**

- 3.1 Taking into account the factors described in section 2 above, in line with the methodology contained within the national guidance the following details the proposals.

#### **P1 Primary School Capping**

- 3.2 Currently the statutory maximum class sizes are as follows:

Primary 1	maximum of 25 pupils
Primary 2 & 3	maximum of 30 pupils
Primary 4 to 7	maximum of 33 pupils
Composite Classes	maximum of 25 pupils

- 3.3 These restrictions mean that the number of children a school can accommodate can vary each year and is dependent on the age profile of enrolled children.
- 3.4 Of particular challenge is the determination of the maximum number of children that can be enrolled in P1 each year, relative to the overall number of classrooms available, the range of maximum class sizes of 25, 30 and 33 (noted above), and the number of P7 pupils leaving to go to secondary school. If P1 intakes are not capped, this can lead to the requirement to create additional classes where there is an absolute limit on the number of classrooms available. This can result in either the loss of general purpose classrooms that are extremely valuable for maximising the learning and teaching experience, or the need to provide additional temporary accommodation. In addition, the size of classes from P2 to P7 for the year of entry and in future will impact on the numbers of children that can be accommodated at P1. Due to the importance of effectively managing capacities of schools, training is provided for the panel members of Education Appeal Committees.
- 3.5 The Council places a priority on local children being accommodated in their local schools. Families can move areas within the city or move into the city between registration and August. Therefore, there may be times when Education Services has to review the cap to ensure that catchment children are accommodated in their local schools where this is operationally possible.
- 3.6 The proposed caps set out in appendix 1 of this report have been calculated based on the actual number of children registered at each school as of September 2025. As noted previously, the movement (either in or out) of even 1 child can affect the classification of a school and the number of children that can be accommodated in P1 at the start of the new term. For this reason, the caps proposed in appendix 1 are “notional” and may be subject to change dependent on the numbers of catchment children finally enrolled.
- 3.7 In line with the Council’s policy of providing local schools for children, and the statutory duty to effectively and efficiently manage public resources, Education Services may also restrict P1 intakes in line with the national class size maxima (see 3.2). For example, if the P1 cap of a primary school is 54 (to ensure classroom availability) and there are 48 children from the catchment area. The Executive Director can use delegated authority to cap at 50 to create 2 classes of 25 pupils. This ensures that all catchment children are admitted, but also ensures effective

management of public resources. Training on this is provided for all panel members.

- 3.8 P1 capping in primary schools will mitigate against the loss of GP rooms and/or require the use of temporary accommodation in the short term and enable the Council to plan and manage the primary estate efficiently and effectively over the medium and long term.
- 3.9 In previous years, a cap of 140 P1 places was applied across Gaelic Medium Education (GME) primary schools to help manage transitions to secondary education. This year, however, caps have been set based on the sustainable capacity of each of the four GME primary schools. The total number of available P1 spaces remains at 140.

### **Secondary School S1 Capping**

3.10 Currently the statutory maximum class sizes for secondary schools are:

- S1 and S2 33 pupils
- S3 to S6 30 pupils
- Practical Classes 20 pupils

3.11 S1capping is an essential tool to manage capacities and to ensure that an effective timetable can be designed that provides all young people with a breadth of opportunities and learning experiences. A timetable can be limited by a number of factors such as staffing or facilities available to the school. The cap suggested take account of the limiting factors and has endeavored to be set at the maximum sustainable level.

3.12 Appendix 2 to this report provides details of the Council's secondary schools proposed S1 capping limits for 2025/26.

3.13 The proposed caps set out in appendix 2 of this report have been calculated based on the actual number of children registered in P7 in Glasgow Primary Schools as of September 2025, and eligible to transfer to S1 in August 2026. As noted previously, the movement (either in or out) of even 1 child can affect the classification and timetabling of a Secondary school and the number of children that can be accommodated in S1 at the start of the new term. For this reason, the caps proposed in appendix 2 are "notional" and may be subject to change dependent on the numbers of catchment children transferring to S1 in their catchment secondary school.

## **5 Policy and Resource Implications**

### **Resource Implications:**

#### *Financial:*

This approach allows us to make effective use of available finance by reducing the potential transport and staffing costs that may arise if catchment children could not be accommodated

in their local schools. It also ensures that placing requests are effectively managed.

*Legal:* In line with the appropriate legislation as indicated in the report.

*Personnel:* Within existing resources.

*Procurement:* N/A

**Council Strategic Plan:** Grand Challenge 1 Mission 2 – Meet the learning and care needs of children and their families before and through school

Grand Challenge 2 Mission 3 – Raise attainment amongst Glasgow’s children and young people

**Equality and Socio-Economic Impacts:**

*Does the proposal support the Council’s Equality Outcomes 2021-25? Please specify.* Education Services are integral to the delivery of the Council Family Equality Outcomes and we recognise as part of our equality commitments that providing access to a high-quality education is one of the ways the Council Family can advance equality of opportunity. Specific work in Glasgow schools is included under Equality Outcomes 5, 6, 7 and 14.

*What are the potential equality impacts as a result of this report?* There is potential for positive impact on young people from the proposed capping as part of the broader approach to providing a high quality education. The Scottish Governments guidance on capacity of primary schools was used as part of the re-determination of capacities. This aims to protect, as far as possible, flexibility to adopt a variety of learning and teaching styles in line with the expectations of a Curriculum for Excellence.

*Please highlight if the policy/proposal will help address socio-economic disadvantage.* S1 capping will be used to ensure that an effective timetable can be designed which will provide young people with a breadth of opportunities and learning experiences in all GCC mainstream secondary schools.

**Climate Impacts:**

*Does the proposal support any Climate Plan actions? Please specify:* The appropriate use of capping will support the management of the education estate and the supply and demand of school places across the city.

*What are the potential climate impacts as a result of this proposal?* Capping P1 and S1 intakes will ensure that families residing in the catchment area will have improved opportunity to place their child at their catchment school which for the majority of children is within walking or cycling distance

*Will the proposal contribute to Glasgow's net zero carbon target?* The use of capping will contribute to the effective management of the education estate and ensure that all children and young people can maximise their potential. Additionally, the ability to place all local children within their catchment school will mean that the Council will not have to pay for additional staffing or provide bus, rail or taxi transportation to non-catchment area schools.

**Privacy and Data Protection Impacts:** N/A.

## **6 Recommendations**

6.1 The Committee is asked to:

- Approve the maximum P1 intakes in primary schools (Appendix 1) for session 2026/27.
- Approve the S1 maximum intakes in secondary schools as (Appendix 2 ) for session 2026/27
- Authorise the Executive Director of Education to amend the P1 and S1 capping limits in the circumstances outlined in paragraphs 4.5, 4.6, 4.7 and 4.12



## Appendix 1

<b><u>Primary School Name</u></b>	<b><u>Proposed Cap</u></b>
Alexandra Parade	62
Anderston	51
Annette St	33
Antonine	45
Ashpark	54
Aultmore Park	51
Avenue End	47
Balornock	51
Bankhead	66
Barmulloch	33
Battlefield	72
Blackfriars	47
Blairdardie	66
Broomhill	66
Bunsgoil Ghaidlig Ghlaschu (Glasgow Gaelic School)	48
Cadder	38
Caldercuilt	33
Caledonia	47
Calton Gaelic	20
Camstradden	54
Cardonald	62
Carmunnock	33
Carmyle	33
Carntyne	51
Castleton	62
Chirnside	47
Cleeves	47
Clyde	50
Corpus Christi	50
Craigton	47
Cranhill	33
Croftfoot	54
Crookston Castle	78
Cuthbertson	54
Dalmarnock	47
Darnley	50
Dunard	47
Eastbank	51
Elmvale	54

<b><u>Primary School Name</u></b>	<b><u>Proposed Cap</u></b>
Garnetbank	38
Garrowhill	58
Glendale	47
Bunsgoil Ghaidhlig Ghleann Dail (Glendale Gaelic School)	25
Bunsgoil Ghaidhlig Bhaile a' Ghobhainn (Govan Gaelic School)	47
Golfhill	33
Gowanbank	38
Haghill	33
Highpark	33
Hillhead	90
Hillington	47
Holy Cross	75
Hyndland	62
Ibrox	33
John Paul II	45
Kelvindale	72
Kings Park	62
Knightswood	87
Langfaulds	25
Langside	62
Lorne St	38
Merrylee	72
Miller	33
Miltonbank	33
Mosspark	51
Mount Florida	38
Mount Vernon	45
North Kelvinside	45
Notre Dame	66
Oakgrove	38
Oakwood	62
Our Lady of Lourdes	54
Our Lady of Peace	45
Our Lady of the Annunciation	33
Our Lady of the Rosary	62
Parkview	38
Pirie Park	66
Pollokshields	47
Quarry Brae	47

<b><u>Primary School Name</u></b>	<b><u>Proposed Cap</u></b>
Riverbank	47
Riverside	33
Royston	33
Sacred Heart	54
Sandaig	33
Sandwood	45
Saracen	38
Scotstoun	70
Shawlands	78
St Albert's	45
St Angelas	58
St Annes	54
St Bartholomews	45
St Benedict's	66
St Bernards	66
St Blanes	45
St Brendan's	33
St Brides	66
St Bridgets	70
St Brigid's	47
St Catherine's	62
St Charles	47
St Clare's	45
St Constantine's	54
St Conval's	54
St Cuthbert's	33
St Denis'	33
St Fillan's	66
St Francis'	70
St Francis of Assisi	45
St George's	33
St Joachim's	25
St Joseph's	38
St Maria Goretti	33
St Marnock's	47
St Martha's	54
St Martin's	47
St Mary's	51
St Michael's	54
St Mirin's	54
St Monica's (Pollock)	54

<b><u>Primary School Name</u></b>	<b><u>Proposed Cap</u></b>
St Monica's (Milton)	62
St Mungo's	38
St Ninian's	45
St Patrick's	33
St Paul's (Shettleston)	54
St Paul's (Whiteinch)	47
St Philomena's	45
St Roch's	54
St Rose of Lima	72
St Saviour's	33
St Teresa's	25
St Thomas'	66
St Timothy's	66
St Vincent's	54
Sunnyside	33
Swinton	38
Thorn tree	66
Thornwood	47
Tinto	66
Toryglen	25
Wallacewell	62
Wellshot	54
Whiteinch	25
<b>TOTAL P1 PLACES</b>	<b>7004</b>
<b>TOTAL P1 GME SPACES</b>	<b>140</b>

## Secondary School caps

<b>SCHOOL</b>	<b>AREA</b>	<b>S1 CAP</b>
All Saints Secondary	North	180
Ardgoil Ghaidhlig Ghlaschu (Glasgow Gaelic Secondary School)	North	120
Bannerman High School	North	240
Bellahouston Academy	South	200
Castlemilk High School	South	120
Cleveden Secondary	North	180
Drumchapel High School	South	140
Eastbank Academy	North	240
Govan High School	South	120
Hillhead High School	North	180
Hillpark Secondary School	South	240
Holyrood Secondary School	South	420
Hyndland Secondary School	South	180
John Paul Academy	North	180
King's Park Secondary School	South	200
Knightswood Secondary School	South	240
Lochend Community High School	North	100
Lourdes Secondary School	South	280
Notre Dame High School	South	140
Rosshall Academy	South	240
Shawlands Academy	South	280
Smithycroft Secondary School	North	180
Springburn Academy	North	180
St Andrew's Secondary School	North	360
St Margaret Mary's Secondary School	South	120
St Mungo's Academy	North	220
St Paul's Secondary School	South	220
St Roch's Secondary School	North	140
St Thomas Aquinas Secondary School	South	200
Whitehill Secondary School	North	120