

Strategic Management of School Places: P1 and S1 Intakes for August 2011

Education, Children and Families Committee

15 March 2011

1 Purpose of report

- 1.1 This report sets out school placement, accommodation and associated staffing issues for the anticipated P1 and S1 intakes for August 2011.
- 1.2 The report recommends a series of strategies to manage intakes, including intake limits for some schools and identifies where action is required either in the short or long term to address emerging issues.

2 Summary

- 2.1 This report is based on the findings of a Children & Families Working Group that meets in January as part of the annual P1 & S1 intake process. The process ensures that a consistent and equitable approach is taken to accommodating catchment pupil needs and placing requests where possible across the school estate based on best information available at the time. The Working Group also identifies any associated accommodation issues.
- 2.2 With a commitment to identify ongoing savings to address a significant Council budget deficit, there is a continuing need to protect core school budgets by carefully managing the number of classes formed in schools and to balance demand within a best value framework. Parental choice will be met where this can be achieved without additional cost.
- 2.3 The report sets out a number of Council policies that govern intakes. The most significant movement in policy in this report is the legislation passed by the Scottish Government in October 2010 which implements P1 class sizes of 25 pupils. This legislation gives the Council the means to defend appeals and now allows class sizes of 25 to be implemented consistently across the city.
- 2.4 The report illustrates the previously reported anticipated increase in the P1 intake between 2009/10 and 2010/11 along with an increase in the overall P1-P7 roll during the same period. An increasing birth rate between 2005 and 2009 suggests that a continuation of this pattern of growth in the primary sector is likely over the next 5 years. Accordingly, it is anticipated that the number of pupils entering P1 in August 2011 will be higher than in August 2010. Initial registration data for 2011 shows a 1.7% increase in numbers compared to a similar stage in the registration process in January 2010.

2.5 The secondary school rolls continue to fall with the number of S1 registrations for the 2011/12 session being 3.4% lower than the corresponding stage in the registration process in January 2010.

2.6 Issues have been identified for the following schools and they are covered later in this report:

- | | |
|--------------------------------|----------------------------|
| Corstorphine Primary School | St Joseph's Primary School |
| St Catherine's Primary School | St Peter's Primary School |
| St Mary's Leith Primary School | Stockbridge Primary School |

3 Main Report

Demographics

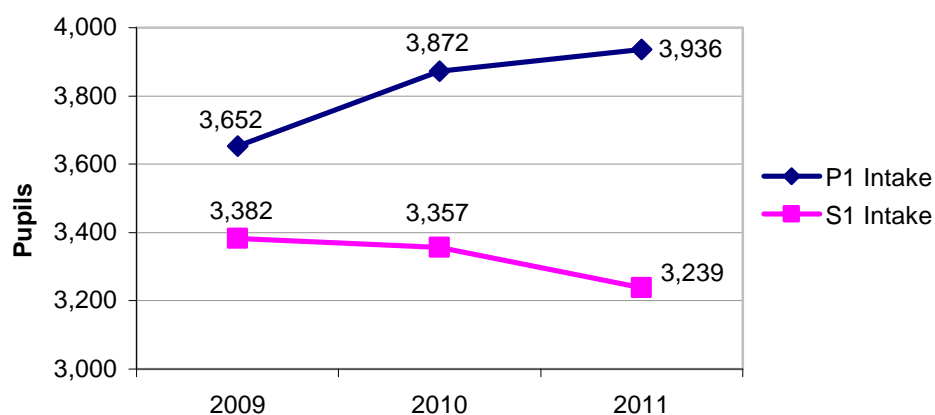
3.1 The initial registration figures as part of the placing process give an insight into the estimated P1 and S1 intakes at the start of session in August 2011. Table 1 (below) shows an increase of around 1.7% in P1 registrations and a decrease of 3.4% in S1 registrations. These figures will be subject to change by August and placing requests will have a major impact on the final intake for each school.

Table 1: Registered Pupils in January: 2009, 2010 and 2011

School Intake	Jan 09	Jan 10	Jan 11	10-11 Difference	% Change
P1 Registrations	3,867	4,027	4,097	70	1.7%
S1 Registrations	3,456	3,424	3,306	118	-3.4%

3.2 Based on previous trends between the number of registered pupils in January 2009 and 2010 and the actual intake in each of those years, Figure 1 (below) illustrates the predicted P1 and S1 intakes for 2011.

Figure 1: P1 and S1 Intakes - Start of Session Rolls 2009-10 and Projected Intake 2011



3.3 Table 2 (below) shows the effect the pattern of P1 and S1 intakes illustrated in Figure 1 have had on the total primary and secondary school rolls. It shows that between 2009 and 2010, the total primary roll in the city has increased by 0.65% while the total secondary roll has fallen by 0.7%.

Table 2: Total School Rolls 2009 and 2010

	Census 2009	Census 2010
Primary	24,459	24,618
Secondary	19,101	18,964

- 3.4 While city-wide birth rates between 2005 and 2009 suggest a continuation of the growth evident in recent and current P1 intakes, demand for places at both P1 and S1 within individual catchment areas is dependent on a number of demographic factors.

School Estate: Occupancy Levels

- 3.5 Prior to the closure of 4 under occupied schools in 2010, schools with an occupancy rate of less than 60% constituted a quarter of the primary school estate. Following the closures, this has fallen to less than a fifth of the primary school estate. By comparison nearly three quarters of secondary schools are at least 75% full and 5 are operating beyond their notional capacity (see tables below). However, as illustrated in the previous section, secondary rolls continue to drop and this is expected to continue for the next few years.

Primary Schools Occupancy Levels Start of Session 2010/11

Occupancy Level	Primary Schools	
	Number	%
Over 100%	2	2%
81-100%	44	51%
61-80%	26	30%
60% and under	15	17%
Total	87	100%

Secondary Schools Occupancy Levels Start of Session 2010/11

Occupancy Level	Secondary Schools	
	Number	%
Over 100%	5	22%
81-100%	8	35%
61-80%	8	35%
60% and under	2	8%
Total	23	100%

Provision of School Places

- 3.6 The Council manages provision of school places using principles and practices that have been applied since the inception of the City of Edinburgh Council and which are in line with the Education (Scotland) Act 1980, as amended. These fundamental principles are:
- Pupils living in the City of Edinburgh Council area have priority over incoming requests from outside the Council area;
 - The Council will endeavour to accommodate catchment pupils at their catchment school;

- Placing requests for non-catchment pupils should be met, subject to available capacity and consistent with the efficient use of resources;
- Adoption and implementation of legislation on class sizes, that is:
 - The Education (Lower Primary Class Sizes) (Scotland) Regulations 1999 that introduced a class size maximum of 30 for P2 to P3;
 - The Education (Lower Primary Class Sizes) (Scotland) Amendment Regulations 2010 that introduced a class size maximum of 25 for P1;
- The most efficient arrangement of class size and provision of teaching staff is sought for each school after taking account of demand for catchment places;
- When considering an "additional teacher" the Council takes into account the global number of teachers required across the estate and not the historic number of teachers required at individual schools;
- Additional classes are not normally created to specifically cater for non-catchment placing requests in the primary sector. This includes the potential need to create additional classes in subsequent years beyond the P1 stage;
- First year intake limits, classroom size restrictions and limits on the overall pupil numbers will be applied where necessary to assist in managing school provision;
- Separate catchment boundaries are drawn for Denominational and Non-Denominational schools at both primary and secondary school level (pupils have the option of attending either catchment school);
- In areas of the City falling outwith established catchment areas, the Council defines which establishment is an 'appropriate school' for pupils – normally judged on distance and geography;
- Where catchment pupils exceed the capacity of their non-denominational catchment school, priority may be given to pupils that have made a placing request to attend a school outwith their catchment;
- Where catchment applications for denominational schools exceed capacity, priority will be given to baptised Roman Catholics;
- One place per class is normally reserved for incoming catchment pupils where possible until the Friday before the start of session when granting placing requests (this number is higher where there is significant catchment movement);
- Team teaching arrangements may be implemented where catchment numbers are expected to exceed capacity based on P1 class sizes of 25. This normally involves raising the P1 intake to multiples of 30 so that they can meet class size maxima in P2 and P3. Team teaching would normally apply to groups of up to 40 pupils.
- Composite classes, including at P1/2, are part of the normal organisation in many schools, and are generally formed following the following principles:
 - Age is the main criterion for selecting pupils for composite classes;
 - A composite would not normally be formed if there were fewer than five pupils coming from a particular year stage;

- It is not generally policy to composite over three year stages except where there are low numbers of pupils at particular stages;
- Recompositing the entire school organisation to accommodate non-catchment pupils would be avoided wherever possible.
- Positive Action schools receive additional funding which may be used to create additional classes. Non-catchment pupils would not be restricted in these cases as they would not generate the need for the Department to employ an additional teacher.
- Five places are reserved for pupils with additional needs at the following schools:
 - Leith Academy,
 - Drummond Community High School,
 - Craigmount High School
 - St Thomas of Aquin's High School, and
 - Oxfangs Primary School.

Operational Arrangements

- 3.7 A working group on the Strategic Management of School Provision meets annually to address supply and demand for school places across the City and to consider how best to resolve any imbalances.
- 3.8 Measures are taken which manage both the immediate and longer term pressures on school accommodation to ensure that the Council is delivering Best Value. For example, one of the immediate measures is the application of intake limits to manage demand for places at over-subscribed schools. These limits are reviewed to reflect catchment demand.
- 3.9 Closely aligned with the availability of school accommodation is the need to establish the organisation of classes and the number of teachers required for each school. This ensures that staff resources are allocated as effectively as possible taking account of demand for catchment places and parental preferences.

Catchment Registration and Placing Requests

- 3.10 Catchment registration and the handling of placing requests across the City is a major but routine organisational procedure undertaken by the Department on an annual basis. This process commences in November, with schools being asked to register their catchment children, and parents being asked to make their placing requests, by mid-December. Head Teachers are involved throughout the process and are asked to consult with parents in early February where necessary. Head Teachers were encouraged to invite local councillors to these meetings. It is stressed at this stage that numbers of pupils do change, sometimes on a daily basis, as a result of parents making late registrations often requiring changes to class organisations.
- 3.11 The initial figures are analysed during January to establish class organisations, any accommodation issues and where catchment pupil numbers might exceed school capacity. Recommended decisions on intakes are based on these

figures. The process continues to be managed by the Department through to the start of session in August. Appendix 1 sets out the process.

- 3.12 Head Teachers were asked to organise meetings with their Parent Councils or other parents at the end of January to share with them plans for P1 intakes and class organisations for August 2011. Schools have of course been made aware that class organisations can change between now and the start of the session.
- 3.13 The process is characterised by complex pupil flows across the City and a constantly evolving picture as late applications are made and pupils are withdrawn. Nearly all catchment areas experience a drop between the numbers registered in January and those who take up a place in a school by August. In many catchments this drop can be significant. This drop is explained by parents deciding to defer entry, choosing the private sector or moving house within the time-span.
- 3.14 These changes make it difficult not to over-plan for placements and many schools which initially appear to have more catchment pupils than can be accommodated in January 2011, are likely to have no difficulty in ultimately accommodating their catchment intake. It also means that many placing requests refused in April will be successful by August. There can, however, be no guarantees and some schools require careful monitoring of their numbers throughout the process. The final organisation of the P1 classes may not be known until late in the process at some schools because of complex cross catchment movement of pupils.

Class Sizes

- 3.15 The Education (Lower Primary Class Sizes) (Scotland) Amendment Regulations 2010 which came into force in October 2010 now provides the legislation required for a class size maximum of 25 for P1. Accordingly, Council policy has now been adjusted so that it is in line with this new legislation.
- 3.16 In the August 2011 intake, P1 classes of up to 25 or composite classes with a mix of P1 and P2 pupils will be the arrangement in most schools. Where the number of catchment pupils indicates that classes of 25 will not accommodate these pupils, it will be necessary to create larger teaching groups with additional teaching staff being allocated. In these cases, the additional teachers will, where accommodation allows, be used either to organise an additional class or to organise a team teaching approach.
- 3.17 In some primary schools with small classrooms, accommodation restrictions limit the scope for creating classes over 30. Appendix 2 lists those primary schools where such limitations apply on all or some of the class bases.

Parental Choice

- 3.18 Analysis of intakes for 2010 has shown that the change in the Council's placements policy for August 2010 to allow a class size maximum of 30 pupils at P1 resulted in a reduction in the percentage of non-catchment placing requests being refused (11.3% in 2010 compared to 17.4% in 2009). It is anticipated that the implementation of a class size maximum of 25 pupils at P1 from August 2011 will result in the percentage of non-catchment placing requests being refused returning to the levels similar to 2009.
- 3.19 With regard to the secondary sector, falling rolls in recent years have resulted in significant reductions in the number of refusals, falling annually from 19.0% in 2006 to just 4.9% in 2008. This figure increased in 2009 to 8.3% and has increased marginally in 2010 to 8.5%.

4 Accommodation Issues at Individual Schools

Primary Schools

Corstorphine Primary School

- 4.1 Corstorphine Primary School currently has 75 registered catchment pupils, of whom 11 are expected to defer entry and a further 5 have requested other schools. The school can accommodate a maximum intake of 60 based on its accommodation. It is accordingly expected that the school can accommodate all of its catchment population pupils within an intake of 60, as long as priority is given to the placing requests out of this school.
- 4.2 A project has been established to see an extension to Corstorphine Primary School being delivered in 2013. The extension will see two additional classrooms being provided along with the replacement of two classes in temporary unit accommodation, and the creation of new dining space.

Action: Prioritise placing requests out of Corstorphine Primary School.

Stockbridge Primary School

- 4.3 Stockbridge Primary School currently has 36 registered catchment pupils, of whom 2 have requested other schools (no deferrals have yet been notified). The school can only accommodate a single P1 class, however, the accommodation provided by the classrooms in the school is sufficient to allow a team teaching approach.
- 4.4 Given the normal trend of loss of pupils between now and the start of session, it is anticipated that the catchment numbers will drop to allow an intake of 30 or 33, and it is proposed to aim for 30 should catchment numbers fall sufficiently. It is recommended that priority be given to any placing requests out of this school to complement this natural drop. An intake of 30 pupils would require team teaching to be in place for one year; an intake of 33 would require team teaching for a period of up to three years. It is proposed that the intake will be set at a level to allow all catchment pupils to secure a place, with team teaching arrangements put in place as necessary.

Action: Prioritise placing requests out of Stockbridge Primary School.

St. Catherine's RC Primary School

- 4.5 St. Catherine's RC Primary School currently has 29 registered catchment pupils, of whom 1 is expected to defer entry, and a further 8 have requested other schools. It is proposed that a maximum intake of 25 P1 pupils applies this year in line with available accommodation at the school.
- 4.6 Given the normal trend of loss of pupils between now and the start of session, it is anticipated numbers will drop to allow an intake of 25. The Department has requested the school collect evidence of baptism from its applicants in case prioritisation of baptised Roman Catholic pupils into the school should be necessary.

Action: Note there may be a requirement to prioritise baptised Roman Catholics into St. Catherine's Primary School.

St Joseph's Primary School

- 4.7 St Joseph's Primary School currently has 45 registered catchment pupils, of whom 11 have requested other schools. Some of the requests out are expected to be successful, leaving an estimated balance of 39 pupils. The school can accommodate a maximum intake of 33 P1 pupils based on a single class of 25 and a further 8 in a P1/2 composite class. It is accordingly expected that the school will not be able to accommodate all of its catchment pupils in its current accommodation and that prioritisation of baptised Roman Catholic pupils into the school will be necessary. The Department has already requested that the school collects evidence of baptism from its applicants.
- 4.8 In the "Strategic Management of School Places: P1 and S1 Intakes for August 2010" it was anticipated that the school would be required to move to a nine class organisation in 2011/12. However, by creating a P1/2 composite class and maintaining a team teaching approach in P4, the school can continue to operate within an 8 class organisation in the 2011/12 session if necessary. The implications of this are that, with a notional capacity of 219 and an estimated roll of 229, St. Joseph's will operate with an occupancy rate of approximately 105% – the highest in the city.
- 4.9 Alternatives to restricting the intake at St Joseph's affect the neighbouring Broomhouse Primary School. Details of this are set out in a separate report on the same agenda.

St. Mary's (Leith) RC Primary School

- 4.10 St. Mary's RC Primary School currently has 65 registered catchment pupils, of whom 2 are expected to defer entry, and a further 8 have requested other schools. The school can accommodate a maximum intake of 35 pupils based on its current accommodation. The intake is based on one class of 25 pupils, plus a further 10 pupils in a P1/2 composite class. It is accordingly expected that the school will not be able to accommodate all of its catchment pupils and that prioritisation of baptised Roman Catholic pupils into the school will be necessary. The Department has already requested that the school collect evidence of baptism from its applicants and based on previous trends it is

anticipated that there will be sufficient capacity for the pupils who are baptised Roman Catholics .

Action: Prioritise baptised Roman Catholics into St. Mary's (Leith) Primary School.

St. Peter's RC Primary School

- 4.11 St. Peter's RC Primary School currently has 83 registered catchment pupils, of whom 9 have requested other schools and 2 are expected to defer. The school can accommodate a maximum intake of 60 pupils based on its current accommodation. The intake is based on one class of 25 pupils, plus a class of 35 with an additional team teacher. It is accordingly expected that the school will not be able to accommodate all of its catchment pupils and that prioritisation of baptised Roman Catholic pupils into the school will be necessary. The Department has already requested that the school collect evidence of baptism from its applicants. In addition it is proposed to prioritise placing requests out of St. Peter's Primary School, given the extent of the numbers in the catchment.

Action: Prioritise baptised Roman Catholics into St. Peter's Primary School.

Prioritise placing requests out of St. Peter's Primary School.

5 Secondary Schools

- 5.1 Due to a falling secondary age population no significant accommodation issues exist for S1 intakes in August 2011.

6 Financial Implications

- 6.1 The revenue implications of P1 & S1 intakes and class organisations contained in this report have been included in budget planning provision for 2011/12. In the current financial climate the need to ensure efficient use of resources from the Children & Families budget is paramount. This means that there is a need to manage carefully the number of classes formed.

7 Environmental Impact

- 7.1 There are no environmental impacts associated with this report.

8 Conclusions

- 8.1 This report sets out the policies and procedures applied to the annual P1 and S1 intake process. Actions are highlighted for schools where there may be accommodation difficulties addressing catchment demand. There are a number of primary schools where action is necessary. In the secondary sector however, falling school rolls mean that there are no issues.

9 Recommendations

- 9.1 It is recommended that the Committee notes the content of this report and agrees the following recommendations:

- a) To follow The Education (Lower Primary Class Sizes) (Scotland) Amendment Regulations 2010 setting a maximum class size of 25 for P1 intakes.
- b) To prioritise placing requests out of Corstorphine Primary School.
- c) To prioritise placing requests out of Stockbridge Primary School.
- d) Note there may be a requirement to prioritise baptised Roman Catholics into St Catherine's Primary School.
- e) To note that a solution to accommodation issues at St. Joseph's RC primary school is the subject of a separate report to this Committee.
- f) To prioritise baptised Roman Catholics into St Mary's (Leith) Primary School.
- g) To prioritise baptised Roman Catholics into St Peter's Primary School and prioritise placing requests out of St Peter's Primary School.

Gillian Tee
Director of Children and Families

Appendices	<ul style="list-style-type: none"> 1 P1 Intake August 2011: Timetable 2 Primary Schools Class Size Intake Limits 3 Secondary Schools Intake Limits Set By The Council
Contact/tel/Email	Lindsay Glasgow/ 43312/ lindsay.glasgow@edinburgh.gov.uk
Wards affected	All
Single Outcome Agreement	National Outcome 15 - Our public services are high quality, continually improving, efficient and responsive to local people's needs
Background Papers	

P1 Intake August 2011: Timetable

1	W/c 1 November 2010	Information booklets and application forms for non-catchment placing requests sent to all nursery and primary schools. Posters advertising registration week sent to nursery and primary schools, doctors' surgeries, leisure centres, libraries and all main council establishments. Adverts notifying parents of registration week and of their right to make a placing request placed in the Scotsman, Evening News and Metro. Primary schools issued with proposed class organisation forms for 2011/12. Letter to Head Teachers alerting them that information on proposed P1 intakes and class organisations for 2011/12 will be sent to them on 28 January 2011 and recommending that Head Teachers provisionally organise Parent Council meetings for week commencing 31 January 2011 to discuss these.
2	15 November 2010	Registration week commences for catchment pupils.
3	19 November 2010	Registration week ends for catchment pupils.
4	26 November 2010	Deadline for schools to return proposed class organisation forms to Devolved Resources and Support and to record all registered catchment pupils on SEEMIS.
5	24 December 2010	CEC closing date for receipt of all non-catchment placing requests.
6	December/January 2011	Non catchment placing requests recorded.
7	19 to 21 January 2011 3 x 3 hr meetings.	Meetings held to discuss and assess the demand for places in all primary schools, propose intake limits and class organisations for 2011/12. Thereafter schools who may be included in the annual Education, Children & Families Committee report contacted.
8	28 January 2011	Information on proposed P1 intakes and class organisations issued to Head Teachers.
9	28 January 2011	Meeting for Head Teachers of schools who may be included in the annual Education, Children and Families Committee report and for other Headteachers by invitation.
10	W/c 31 January 2011	Preparation of report for Education, Children & Families Committee and additional short internal meetings held, as required, to clarify exact numbers/changing circumstances.
11	W/c 31 January 2011	Parent Council meetings take place, where appropriate.
12	W/c 31 January 2011	Preparation of reports for the Committee on Pupil/Student Support. This Committee decides on an order of priority for all placing requests for

		oversubscribed schools.
13	31 January 2011	Application forms for Catchment Enrolment issued to parents, if required, for any primary schools oversubscribed for catchment pupils.
14	7or 14 February 2011	Draft Education, Children & Families Committee report "Strategic Management of Schools Provision: Accommodation Issues for August 2011" to HoS.
15	11 February 2011	Closing date for receipt of applications for Catchment Enrolment.
16	Mid February 2011	Letter on draft staffing allocations sent to schools.
17	28 February 2011	CEC closing date for automatic (January and February birthdays) nursery deferral applications.
18	Throughout February & March 2011	Home to school distances measured by the Information and Research Team for priority order for placing requests for all oversubscribed schools.
19	8 March 2011	Final reports for the Committee on Pupil/Student Support sent to Committee Services.
20	8 March 2011	Final Education, Children and Families report published.
21	15 March 2011	Statutory deadline for parents to submit a placing request that must be responded to by 30 April 2011. Requests received after 15 March will not be processed until after 28 April 2011.
22	15 March 2011	Education, Children and Families Committee meeting.
23	16 and 17 March 2011	Meeting of the Committee on Pupil/Student Support to determine priorities for placing requests for all oversubscribed schools.
24	31 March 2011	CEC closing date for discretionary (August to December birthdays) nursery deferral applications.
25	28 April 2011	Schools advised of catchment and non-catchment intake. Decision on non-catchment placing requests issued to parents in writing. 28 day period for parents to submit an appeal against the refusal of their request commences. Waiting lists for all oversubscribed schools now in operation. Preparation of reports for Placing in Schools Appeal Committees commences.
26	30 April 2011	Statutory deadline for issuing the outcome of placing requests, received by 15 March 2011, to all parents.
27	13 May 2011	CEC closing date for second choice non-catchment placing requests (where parents were refused their initial placing request).
28	1 June 2011	Decisions on second choice applications issued to parents and schools.
29	June 2011	Placing in Schools Appeal Committee hearings.
30	15 August 2011	Responsibility for the allocation of places and maintenance of the waiting lists passed to Head Teachers.

PRIMARY SCHOOLS CLASS SIZE INTAKE LIMITS

A number of primary schools have physical accommodation restrictions due to the size of their classrooms. This means that while it would be possible within the Regulations to form a class size of over 30 pupils (beyond P4/7 stage) or to deliver team teaching for a class of up to 40 pupils, the size of the classrooms within the school poses the main constraint. The table below identifies the schools that have a capacity restriction of 30 pupils on all or part of their class bases.

Primary Schools with Class Size Restrictions

Primary School	No of Class Bases Limited to 30 Pupils
Balgreen	14
Echline	14
Granton	8
James Gillespie's	14
South Morningside	6
St John's RC	12
St Mary's RC	10
Stenhouse	14
The Royal High	14
Towerbank	9
Victoria	5
Wardie	14

APPENDIX 3

SECONDARY SCHOOLS INTAKE LIMITS SET BY THE COUNCIL

Secondary School	S1 Intake Limit
Balerno Community High	160
Boroughmuir High	200
Craigmount High	260
Currie High	180
Firrhill High	220
Gracemount	130
Holy Rood RC High	220
James Gillespies High	200
Leith Academy	180
Portobello High	260
St Thomas of Aquin's RC High	140
The Royal High	220
Trinity Academy	180

Note: The school intake limits are imposed to prevent a school from becoming overcrowded and exceeding its notional capacity. Some High Schools where over occupancy has not been an issue do not have S1 intake limits.