

Surrey County Council

Education Infrastructure

CIL Justification Statement

Proposed Development of: Shortlands Farm, Guildford Road, Ash, GU12 6DF

Planning Authority: Guildford Borough Council

Planning Reference: 25/P/01521

Date: 21st April 2026

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Job title: Education Place Planning Manager

Contribution sought

Early Years Contribution:	£192,556
Primary Contribution:	£982,444
Secondary Contribution:	£908,875
Overall Contribution:	£2,083,875

1. Introduction

- 1.1. This statement justifies the need for contributions towards education infrastructure to mitigate the effects of the proposed development.
- 1.2. Appendix A (attached) sets out the range of national and local policies, frameworks, Acts and regulations that support Surrey County Council's request for an infrastructure contribution for education purposes.
- 1.3. Surrey County Council has a duty to ensure there are sufficient places for early years, primary and secondary pupils in its area. This includes the provision of some surplus space to enable due regard to be given to parental preference and to enable some headroom for in-year applications.
- 1.4. Birth trends in Surrey have largely followed the national trend; the county experienced an increase in births up to 2012 with growth of 22% in that time, followed by a significant birth decline in 2013. The number of births in Surrey has continued to decline since and in 2024 the birth rate was the lowest in the county since the 1980s. This means that demand for school places in most areas of Surrey will not significantly increase because of demographic change. The greatest impact on availability of school places is expected to stem from new housing developments and the pupils that new housing will yield, so it is likely that new housing will result in a need for more school places.
- 1.5. This justification statement is based on the most current information, both demographic and planning, at the time of writing. In preparing this document, requests for a contribution are based on the understanding that any projects which are nominated for a contribution and which have yet to start at the time of writing, will proceed, due to the lengthy lead in times for such projects.

2. Contribution calculations for this development

- 2.1 Surrey County Council will seek contributions based on the number of pupils that it is estimated this development would yield. Below are the details of the housing mix which the pupil yields are derived from:

	TOTAL
Proposed new housing	200
Net total	200

- 2.2 Contributions are calculated based on the pupil yield from the housing mix in the planning application.
- 2.3 Children enter school at 4 years old into reception year. There are further transition points at Year 3 (junior) and at Year 7 when children transition to secondary school.
- 2.4 Demand from resident children for places is forecast using birth data, population estimates, GP registration data and pupil movement trends derived from the school censuses.

- 2.5 Data on planning permissions and housing trajectories are obtained from the local planning authorities on a regular basis. The projected number of pupils yielded from additional housing is then added to the baseline forecast numbers.
- 2.6 Surrey County Council bases its request on the assumption that pupils yielded from new housing will require a school place in the year following commencement of the development, to allow time for families to purchase and occupy the new housing.
- 2.7 It is anticipated that this development would yield a total of 86 school age children that would require school places based on the housing mix provided by Guildford Borough Council.

Total No of Dwellings		200				
Phase	No of Dwellings	Yield factor	Yield Estimate	Cost Multiplier	Contribution Calculation	Contribution Sought
Early Years	200	0.07	14	£13,754	£192,556	£192,556
Primary	200	0.25	50	£19,648.88	£982,444	£982,444
Secondary	200	0.18	36	£25,246.53	£908,875	£908,875
Total					£2,083,875	£2,083,875

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Early Years Pupil Yield:	14
Primary Pupil Yield:	50
Secondary Pupil Yield:	36
Total Pupil Yield:	100

Cost per place

- 2.8 From 6 April 2015, developer contributions are requested based on the Surrey S106 Education Formula. This uses pupil yield per dwelling as the basis for the contribution.
- 2.9 The housing mix is used to calculate the likely pupil yield from development. Where the housing mix for a development is not known, average yields are used to estimate contributions. Where it is known, specific yield factors in relation to the number of bedrooms for each dwelling type are used to calculate contributions.
- 2.10 The contribution required according to the Surrey S106 Education Formula is established by multiplying the number of pupils yielded by a development by the cost per place.
- 2.11 The Department for Education (DfE) estimates the average cost for new build and extensions to schools across the country. The DfE also provides location factors in recognition that costs are different in different areas. The DfE build costs do not include ICT equipment or site 'abnormals' (e.g. protected wildlife habitats, drainage issues, archaeological remains etc.) and as a result the level of fees that are normally paid are often underestimated.

3 The requirement to mitigate pressure on schools

- 3.1 It is Surrey County Council's policy that when there are more applicants than places available at a school then straight-line distance from the school is used to allocate places. Therefore, children who live in the new development could be allocated places before, or even instead of, the children who live further away but have typically attended schools local to the development in the past. As a result, pre-existing resident children would be displaced.
- 3.2 In areas where demand exceeds available places, schools are expanded either permanently or temporarily and whilst Surrey County Council receives capital funding from the Department for Education, this is generally insufficient (only providing approximately one third of the funding needed). Contributions made by developers are therefore essential to mitigate the loss of school places for existing residents who would otherwise be faced with increases in council tax to fund the borrowing incurred.

4 Justification and contribution specifics

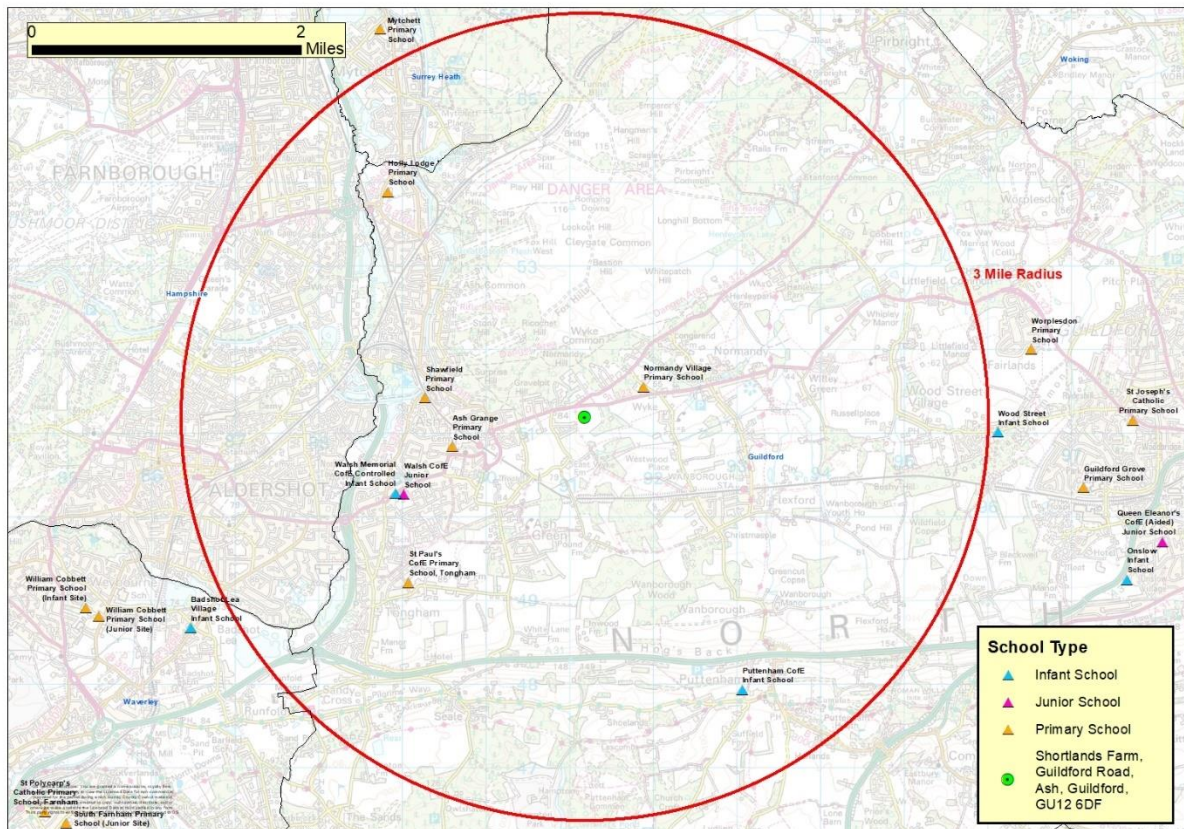
Early Years

- 4.1 The Childcare Act 2006 places a duty on all English local authorities to secure sufficient childcare to allow parents to work or attend training. (Childcare Act 2006, section 6). Section 7 (as substituted by section 1 of the Education Act 2011) places a duty to secure early years provision free of charge and regulations made under section 7 set out the type and amount of free provision and the children who benefit from free provision.
- 4.2 As of September 2024, all English local authorities are required to ensure sufficient early years provision of 570 hours a year, the equivalent of 15 hours a week over 38 weeks of the year, for every three and four year old known as Universal Entitlement, and for any two year olds that meet eligibility criteria. Children who are three and four years old of eligible working families may also be entitled to an additional 570 hours a year; the equivalent of 30 hours a week over 38 weeks of the year, as part of the Working Parent Entitlement. Further to this, children aged from nine months of eligible working families may be entitled to 1,140 hours, the equivalent of 30 hours a week over 38 weeks of the year as part of the Working Parent Entitlement.
- 4.3 Surrey County Council's Early Years Commissioning Team supports maintained and academy schools and Ofsted registered childcare and early education settings in the private, voluntary and independent sector to sustain or expand early years places. They work with schools, local borough and district councils, private, community and voluntary organisations to identify appropriate projects to support the development of new early years places in areas across the county where there is a need for additional places.
- 4.4 Surrey County Council's Childcare Sufficiency Assessment identifies where additional early education provision may be needed by taking into account current and planned provision, population estimates, take up rates, current setting occupancy rates, the annual census and projected demand for funded early education places.

- 4.5 Based on housing trajectories received from the borough and district councils, Surrey County Council is working with local early education and childcare settings to increase the number of funded early years places available to meet the anticipated demand from new housing and delivering infrastructure projects to provide increased capacity.
- 4.6 The early years provision needs to provide funded early education places for children aged from nine months, allowing families to access up to 30 hours of funded childcare in a variety of models. The early years sector is made up of a broad range of providers, from maintained school nursery settings to voluntary committee run charity preschools, and to privately owned full day care providers. Surrey County Council recognises that a mix of providers and models often delivers the variety and flexibility that meets the needs of the local community and does not express a preference towards a particular model. A significant proportion of early years places are delivered by the private, voluntary and independent sector which is subject to market fluctuations and can result in settings opening and closing with some frequency. This creates challenges in predicting exactly which early education and childcare providers will meet the resulting demand over the course of housing development projects as early years businesses change ownership and move premises. This is in contrast with primary and secondary schools which tend to be static and enable pupil movement to be much more predictable.
- 4.7 For this development, Surrey County Council would request a contribution of £192,556 towards early years education infrastructure in the local area. The contribution will be applied to a project to create the additional 14 early years places yielded as a result of the development; the location of which will be determined prior to commencement of the development.

Primary Education

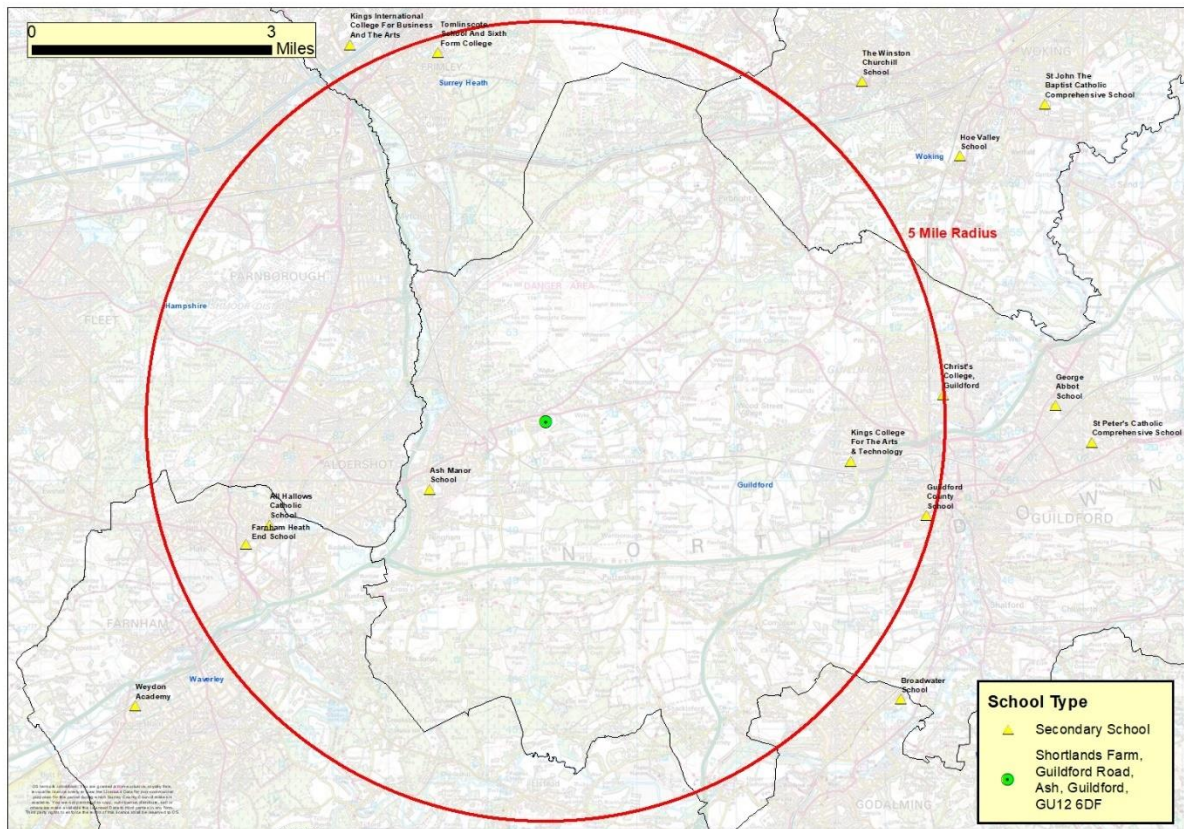
- 4.8 The map below shows the proposed development and primary schools within a 3-mile radius.



- 4.9 Schools are organised in planning areas and places are planned on this basis rather than by individual schools. It is Surrey County Council policy to provide local schools for local children, although families can exercise their right to apply for schools that are not the nearest to their home.
- 4.10 Pressure on primary places within the Ash & Tongham planning area is increasing due to new housing developments and families moving into the area.
- 4.11 For this development, Surrey County Council would request a contribution of £982,444 towards primary education infrastructure in the Ash & Tongham planning area. The contribution will be applied to a project to create additional primary places to increase the capacity in the primary sector in the area.

Secondary Education

- 4.12 The map below shows the proposed development and secondary schools within a 5-mile radius.



- 4.13 For this development, Surrey County Council would request a contribution of £908,875 towards secondary education infrastructure in the area, specifically contributing to a project to increase the number of places at Ash Manor School. This is the nearest secondary school to the development and therefore it is likely that additional children in the secondary sector yielded by this development would attend this school.

Summary

- 4.14 Surrey County Council considers that the new housing proposed will result in increased demand for school places. Additional educational infrastructure will be needed to accommodate children from families moving into the development. Without a contribution to mitigate this, the proposal would have an unacceptable negative effect on education in the area and jeopardise Surrey County Council's ability to fulfil its statutory duty to provide sufficient school places.

5 CIL compliance

- 5.8 From 6 April 2015, any developer contributions are required to comply with the statutory guidance contained in the CIL Regulations 2010 which state that any request for a contribution must be:

- i) directly related to the development;
- ii) necessary to make the development acceptable in planning terms; and
- iii) fairly and reasonably related in scale and kind to the development.

- 5.9 Decisions to expand existing schools or build new schools are based on extensive analysis, including birth data, historic and current pupil data, housing trajectories and, where available, local planning authorities' published local plans. This analysis identifies current and future requirements for school places.
- 5.10 In areas where demand is generated both demographically and from housing, school expansions are often commissioned to both meet the existing demographic demand and to provide additional places for future demand generated by the housing included in the trajectories.
- 5.11 In areas where the only factor in creating additional demand is the volume of housing coming forward, the number of school places needed in future years is based on the best intelligence at a given point in the planning process. Until it is confirmed that a development will proceed, it cannot be known for certain that the additional education infrastructure will be required.
- 5.12 Surrey County Council does not disclose details of education infrastructure projects that are at an early stage and are not yet public knowledge. Changes to maintained schools can only be made once a statutory consultation process has been completed and statutory notices have been approved by the Cabinet Member for All-age Learning. Until this time, details of specific projects are commercially sensitive to ensure that specific details of a project are not made public before the due political process has taken place, to ensure that the outcome of the proposal and the ability of the council to provide its residents with the best value for money are not compromised as a result.
- 5.13 The developer contributions requested will be applied to specific projects at schools or settings as close as possible to the proposed development.
- 5.14 The specific education infrastructure contributions requests will:
- i) relate to school(s) or settings which children from the proposed development would be likely to attend, or schools where other local pupils might be displaced due to pupils yielded from the development;
 - ii) support the need to increase housing stock whilst acknowledging that new housing developments are likely to yield new pupils; given that very few areas in Surrey have a surplus of school places. (In cases where there are sufficient school places for new pupils yielded from the development, education contributions would not be sought);
 - iii) be calculated based on a) pupil yield and b) cost of education infrastructure, for the number of dwellings in the development, and the number of bedrooms per dwelling, as detailed in section 2 above.

6 New guidance

- 6.8 In April 2019, new guidance was released by the DfE regarding [Securing developer contributions for education](#) and [Education provision in garden communities](#).

- 6.9 Given the housing shortage and the need to significantly increase housing numbers, greater emphasis is being placed on the creation of new garden communities and urban extensions. The majority of these are self-contained sustainable new settlements where the aspiration is to provide for the education needs of incoming residents at the right time either on or off site.
- 6.10 The provision of new schools is an important component of place-making and there is strong evidence that it can positively impact on scheme viability through achieving faster home sales. The government is committed to ensuring that there are sufficient school places to meet local needs whilst also driving forward an ambitious housing growth plan.
- 6.11 The Department for Education expects local authorities to seek developer contributions towards school places that are created as a result of the demand created by their new housing.

County Council Contributions

6.12 The calculation for developer contributions for new school places is calculated using a pupil product from the number of homes being built. The number of places generated is multiplied by a cost per place. The per pupil place rate will change annually based upon the Basic Need rates as notified by DfE. For 2025/26 the rates for primary will be £19,648.88, for secondary will be £25,246.53 and for early years will be £13,754.

Appendix A – Frameworks, Policies, Acts and Regulations underpinning the justification for an education contribution

Document	Sub-section	Relevance
National Planning Policy Framework (NPPF)	Policies in Regulations 6 & 18 to 219	Constitutes the Government's view of what sustainable development in England means in practice for the planning system. Development of the proposed site without an increase in capacity of education infrastructure would be in contravention of the NPPF. IF a development were to take place without sufficient education infrastructure being in place the pressure would increase on current infrastructure. Increase pressure on educational infrastructure would not support the achievement of improved educational outcomes. Significant weight should be given to whether a proposed development makes provision for sufficient educational infrastructure when determining planning applications.
	Regulation 30 & 37	Encouragement should be given to solutions which support reductions in greenhouse gas emissions and planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for education. Therefore significant weight ought to be given to whether a proposed development makes provision for enabling more children to walk or cycle safely to school when determining planning applications.
	Regulation 72	The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Moreover, local planning authorities should give great weight to the need to create, expand or alter schools.
	Regulation 156	Local planning authorities should set out the strategic priorities for the area in the Local Plan and this should include strategic policies to deliver the provision of community infrastructure.
	Regulation 176	Where safeguards are necessary to make a particular development acceptable in planning terms, the development should not be approved if the measures required cannot be secured through appropriate conditions or agreements.
	Regulation 203	Local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. The effects of pupils yielded by a development may only be mitigated via a planning obligation.
	Regulation 204	Planning obligations should only be sought where they meet all of the three tests; a) necessary to make the development acceptable in planning terms; b) directly

Document	Sub-section	Relevance
		related to the development; c) fairly and reasonably related in scale and kind to the development.
South East Plan		Although revoked in March 2013, NPPF regulation 218 states that local planning authorities may also continue to draw on evidence that informed the preparation of regional strategies to support Local Plan policies.
	Policy CC7: Infrastructure and Implementation	The scale and pace of development will depend on sufficient capacity being available in existing infrastructure to meet the needs of new development. Contributions from development will also be required to help deliver necessary infrastructure.
Community Infrastructure Levy, England and Wales (CIL) Regulations 2010	Regulation 122	Planning obligations assist in mitigating the impact of unacceptable development to make it acceptable in planning terms. Planning obligations may only constitute a reason for granting planning permission if they meet the tests that they are necessary to make the development acceptable in planning terms. They must be: - necessary to make the development acceptable in planning terms; - directly related to the development; and - fairly and reasonably related in scale and kind to the development.
Town and Country Planning Act 1990	Section 106	Surrey County Council (SCC) is the Local Education Authority with the responsibility for the functions of education in the area in which the proposed development is located. Requests for contributions to mitigate the effects of developments are made in accordance with Section 106 (as amended by the CIL Regulations 2010).
Education Act 1996	Section 14	Places a duty on Local Authorities to secure that schools are sufficient in number, character and equipment to provide for all pupils the opportunity of appropriate education. Therefore there needs to be sufficient appropriate places to accommodate pupils.
	Sub-section 3A of S 14	Places a duty on SCC to give regard to parental preference in discharging its statutory functions. Therefore, even if there were an overall surplus of school places in a local area, pressure would be applied to the popular schools by pupils yielded by developments and this effect needs to be mitigated.
School Standards and Framework Act 1998	Section 86	Places a duty on SCC to have due regard to parental preference of school and, as far as possible comply with any preference expressed, provided compliance would not prejudice the provision of efficient education or the efficient use of resources.
Education and Inspections Act 2006	Section 1 inserts sub-section 1b into S13 of the Education Act 1996	Places a duty on local education authorities in England to exercise their functions under this section with a view to ensuring fair access to educational opportunity.
	Section 2 inserts sub-section 3A of S14 of the Education Act 1996	Places a duty on local education authorities to exercise their functions under this section with a view to securing diversity in the provision of schools, and increasing opportunities for parental choice.
Childcare Act 2006	Section 7 (as substituted by section 1 of the	Places a duty on English local authorities to secure early years provision free of charge. Regulations made under section 7 set out the type and amount of free provision and the children who benefit from the free provision.

Document	Sub-section	Relevance
	Education Act 2011)	