

**From:** Eamonn Keogh [REDACTED]  
**Sent:** 27 March 2023 20:09  
**To:** localplan@york.gov.uk  
**Cc:** [REDACTED]  
**Subject:** Local plan Modifications  
**Attachments:** Local plan revised policy H7obo ysj\_uoy\_abc Lo res.pdf; Local plan revised policy H7obo ysj\_uoy\_abc.pdf; Mods Reqs MM3.1 to MM3.5 an MM5.4 SUBMIT.pdf; Mods Reqs MM5.3 Policy H1 SUBMIT.pdf; Mods Reqs MM5.21; MM5.22 Policy H10 SUBMIT.pdf; Mods Reqs MM10.3 SUBMIT.pdf; PMM31 Askham Bryan College.pdf; ylp2303.mods reqs.H7v3combined.pdf; yspr2303.mods reqs.pdf

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Dear Sirs,

We have today submitted several representations on behalf of various clients using the Councils online consultation portal. However, for the avoidance of any doubt, and in the event of any technical issues, we attach copies of the representations submitted via the consultation portal.

Should you have any queries please get back to me.

Kind regards

Eamonn

O'Neill Associates

Eamonn Keogh | [REDACTED]

Lancaster House | James Nicolson Link | Clifton | York YO30 4GR | 01904 692313

[www.oneill-associates.co.uk](http://www.oneill-associates.co.uk)

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## City of York Local Plan Modifications Consultation 27 March 2023

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Response on behalf of York St. John University ref. 901 and University of York ref.849

Consolidated Main Modifications January 2023: Modification Refs. MM5.17 and MM5.18

Policy H7: Off Campus Purpose Built Student Housing

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These representations are made on behalf of York St John University and The University of York in response to the City of York Local Plan Modifications Consultation March 2023. They relate to modifications MM5.17 and MM5.18 of the Consolidated Main Modifications January 2023 and EX/CYC/107/3 Student Housing Policy H7 Note August 2022.

This statement has been prepared in direct collaboration with York St John University and the University of York and is approved by both. Their individual statements on which these representations are based are appended.

### 1.0 INTRODUCTION

- 1.1 Modification MM5.17 relates to **Policy H7: Off Campus Purpose Built Student Housing**. This requires each university to address the need for any additional student housing which arises because of their future expansion of student numbers. In assessing need, consideration will be given to off campus provision and the capacity of independent providers of bespoke student housing in the city.
- 1.2 Modification MM5.18 relates to modification of the Explanation text in §5.47. EX/CYC/107/3 Student Housing Policy Note August 2022 provides the evidence base to justify the requirement for affordable housing contributions.
- 1.3 Student housing was discussed at the EIP at Phase 3 Matter 3 in July 2022. Since that discussion a significant number of modifications to policy H7 and explanatory text are proposed, particularly focusing the policy on off campus provision only.
- 1.4 Of significance to this consideration is the major change in the delivery of courses to be provided by the University of York from September. This includes introduction of modular degrees so that modules can be completed at differing rates to accumulate

sufficient for a degree rather than over a sequential three year period; hybrid courses taught part online and part in person; and delivery moving to 2 semesters/year, aspects of which will significantly impact on the use of student housing, (see 2.2 below).

## 2.0 NEED FOR STUDENT HOUSING

2.1 Draft Policy H7 requires the city's universities to address the need for any additional student housing which arises because of their future expansion of student numbers. In assessing need, consideration will be given to off campus provision and the capacity of independent providers of bespoke student housing in the city. Proposed Council modifications to the policy and explanation text are shown in yellow:

Policy H7: Proposals for off campus purpose-built student accommodation, other than the allocation at SH1, will be permitted where all of the following criteria are satisfied:

- i. It can be demonstrated that there is a need for student housing which cannot be met on campus; and

### Explanation

§5.47....applicants should present a proven need for student housing by providing an assessment of:

- Existing and likely future student numbers requiring accommodation taking account of students who study from home
- A review of the current level of provision, including level of vacancies and the quality of accommodation
- Likely future supply of accommodation based on extant planning permissions and estates strategies of the relevant provider

The assessment should form the basis of a formal agreement between the developer and an education provider, confirming the number of bedspaces and accommodation type required.

§5.48 Only full time students should be included in the analysis. Part-time students should be excluded based on the assumption that they are already housed for the duration of their part-time studies.

2.2 The education delivery strategy and organisation of the University of York will undergo a major reorganisation in that, from 2023/24, the academic year will move from three terms (Autumn, Spring and Summer) to two semesters. There are four reasons for this:

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1. To balance out teaching and assessment throughout the year, rather than have assessments in one concentrated period
2. To create a common design so that there are more opportunities for interdisciplinary study
3. To help align the academic year with other institutions to allow for more foreign exchange and placement opportunities
4. An earlier end to the academic year allows more students to take up employment, placements and internships earlier than they would have been able to under the current arrangements

The University will also be able to deliver modules flexibly via short courses and CPD programmes to non-age 18-21 cohorts.

The process of modularisation and semesterisation will bring York into line with the majority of universities in the UK and abroad.

- 2.3 These changes fundamentally alter the way in which the need for student housing is assessed. The delivery of teaching of some modules partly online and partly in person will result in some registered students being taught at the university for short periods. Delivery of CPD programmes will also require short term accommodation.

**Student housing therefore will need to be available flexibly 365 days of the year to provide for these other modes of delivery and new markets**

Thus, calculation of need for student housing will become a more complicated process which the universities will be required to demonstrate, based on their various methods of education delivery.

Revised wording for the final bullet in §5.47 is proposed as:

- *Methods of education delivery, likely future supply of accommodation based on extant planning permissions, residential accommodation strategies and estates strategies of the relevant provider*

- 2.4 Text in §5.48 stating that only full time students should be included in the analysis of need has become inappropriate. Students may attend for a single semester or may be taking part-time courses as part of their employment but may not live locally and will require affordable student housing.

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Text in §5.48 should be deleted:

~~§5.48 Only full time students should be included in the analysis.~~

### **3.0 SECURING HOUSING FOR YORK STUDENTS**

3.1 The modified policy text states that:

- ii. **The rooms in the development are secured through a nomination agreement for occupation by students of one or more of the University of York and York St John University**

3.2 It is noted that the modified wording of local plan policy H7 alters the basis for establishing need for PBSA developments and securing the provision. To date, the test is to establish a shortfall in provision compared with current demand, with developers shouldering the financial risk. The modified wording shifts the focus to accommodating predicted need based on increasing student numbers at either or both universities.

3.3 The universities are intended to commit to nomination agreements with developers at the planning application stage, three years ahead of any occupation date. By imposing nomination agreements, the financial risk is transferred from the developer to the university.

3.4 Nomination agreements are not considered by the city's universities as a suitable method to secure the required specifications and financial terms for future off campus student housing schemes for a number of reasons including the fact that, once a nomination agreement has expired, there is no restriction on a rent hike being imposed. In any event, the University of York is not able to enter into nomination agreements or long leases due to existing legal restrictions from legacy contractual arrangements.

3.5 The University of York does not consider that the University should be compelled by planning policy to take all the risk of PBSA provision which has rested with developers to date. The University will support a scheme for PBSA where:

- a) it judges that the rent negotiated between the parties will be affordable for its students and this should remain a matter between the parties, and

b) the need for the development is evidenced by the Five-Year Student number forecast.

3.6 Both universities consider that contracts on agreed terms will exercise more control on specification and rents. This route would be secured by planning conditions and/or a Section 106 Agreement.

3.7 We therefore submit that the policy test should simply require that any PBSA planning applications should be supported by one or more of the HEIs accompanied by Five Year Student Number Forecast data and not specify how that support is to be demonstrated, to allow for flexibility.

3.8 Revised wording proposed:

*iii. Development will be permitted where either university is able to demonstrate that there will be unmet need to coincide with the delivery of bedspaces.*

#### **4.0 OCCUPATION OF THE ACCOMMODATION**

4.1 The modified policy text states that:

**iv. The accommodation shall be occupied only by full-time students enrolled in courses of one academic year or more and conditions or obligations shall be imposed to secure compliance with this requirement and for the proper management of the properties**

4.2 The education delivery strategy and organisation of the University of York is due to undergo its major reorganisation from the start of the next academic year 2023/24 is outlined in Section 2 above. Degree courses will be modular to allow concentrated or more extended completion of modules. Course delivery will include attendance in person by semester for some, or hybrid part online/part in person, or for short course or CPD programmes. Thus, the traditional model of all undergraduate students attending full-time for 32 weeks per year will be set aside and occupation of the student housing will be varied over the calendar year. Postgraduate students, whether taught or research, are already in occupation for the majority of the calendar year.

4.3 Therefore, the student housing must be available for university use on 365 days/year. This allows for use by attendees at short courses, such as medical practitioners attending practice updates at the Hull York Medical School, or student nurses, others

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attending CPD courses, visiting staff attending for a short duration or conference delegates. Policy ED1 already allows for these activities on campus.

4.4 Running courses and conferences during vacations using student housing allows for a shorter lease for the age 18-22 cohort thus reducing the financial burden on these students.

4.5 On this basis, the text in iv. is no longer appropriate. Revised wording is proposed:

*iv. The accommodation shall be occupied by students registered with a university in the city and actively pursuing their studies, those attending for conferencing, short courses, CPD or visiting staff. Conditions or obligations shall be imposed to secure compliance with this requirement and for the proper management of the properties.*

## 5.0 CONTRIBUTIONS TOWARDS AFFORDABLE HOUSING IN THE CITY

5.1 The major introduction to policy H7 states that:

For new student accommodation a financial contribution should be secured towards delivering affordable housing elsewhere in the City. The contribution will be calculated on a pro rata basis per bedroom using the following formula...

Contributions towards affordable housing provision will not be sought where the student accommodation site which at the date of adoption of the Plan is owned by a university and which will continue to be owned or held by a university to meet the accommodation needs of its students

## 5.2 COST OF LIVING FOR STUDENTS

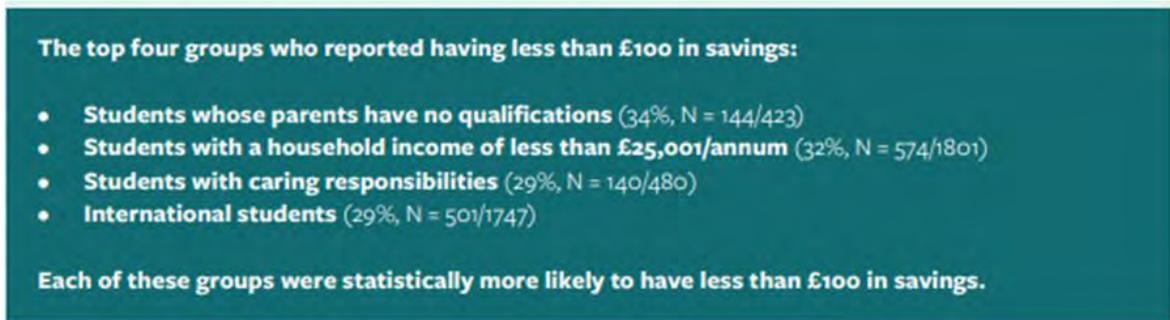
Students are being significantly affected by the rise in the cost of living as are households. A survey for the Russell Group Students' Union published in March 2023 pinpointed the problems experienced by students, (Report appended to this representation). In data taken from 8,800 responses the report found: -

- 94% of students are concerned about cost of living crisis
- 1 in 5 are considering dropping out
- 1 in 4 are regularly going without food and necessities

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- Maintenance loans have been frozen. University leaders say Government forecasts have been inaccurate in each year since 2020-21 and with no mechanism in place to correct for inflation. This means “significant real-terms cut” has been baked into the system.

5.3 Those from lower income families are severely impacted.



5.4 Impacts of high cost of living are: -

- Likelihood of deferral of a course decreases as household income increases, however it is only for students from the highest income households (£75,000 or more per annum) that this drops below 15% thus becoming unaffordable for all but the most advantaged
- The parental threshold for maximum student finance support, which has been frozen since 2008 despite average earnings increasing significantly, needs to be reviewed
- Divisionary impacts exclude students from going to university and then for those who do go are excluded from socialising and high academic performance

This survey of more than 8,500 students, carried out in the first two months of this year, found that the proportion of students who were considering dropping out rose to more than 3 in 10 among the most socio-economically disadvantaged.

5.5 Office for Students:

Equality of opportunity is one of 11 goals for universities: -

- **‘Students’ access, success and progression are not limited by their background, location or characteristics.’**

This is a major obligation for universities in this country. Higher costs of student housing are clearly divisive, impacting students from lower income families to a greater extent, dissuading university applications, increasing the likelihood of students dropping out of their course or leading to students spending excessive time at jobs which then impacts on their ability to study.

## 6.0 VIABILITY

- 6.1 The proposed obligation for PBSA schemes to contribute to affordable housing currently equates to around £7k/bed. This obligation would necessarily have to be recouped from rental charges. Since rent is a significant proportion of expenditure for students, this would have a major impact on them, who are already struggling with the cost of living, (see attached Cost of Living report March 2023 Russell Group Students' Union.)
- 6.2 The viability exercise by the Council's advisors, Porter Planning Economics, concludes that the PBSA activity has adequate viability to make an affordable housing contribution. This is challenged in CBRE evidence on the grounds that the Council's evidence in EX/CYC/107/3 is superseded by their CIL evidence and therefore cannot be relied upon. The CBRE evidence is submitted with this planning representation which shows that there is no case for an affordable housing contribution from H7 accommodation.
- 6.3 **MM5.17 and MM5.18 are reliant on EX/CYC/107/3. However, this has been effectively superseded when the Council published its CIL viability study. Therefore EX/CYC/107/3 is out of date and cannot be relied upon. As such MM5.17 and MM5.18 render the local plan unjustified, ineffective and unsound.**
- 6.4 Notwithstanding this point of principle, if there were any viability headroom from off-site purpose built student housing, this should be retained to contribute to the affordability of the student housing for which there is an identified need, as evidenced in the individual statements from HE institutions submitted with these representations. As discussed at the Examination in Public phase 3 matter 3, students are a component of the city's population and their housing provision needs to be adequately facilitated in the Local Plan, particularly in terms of affordable student housing. The plan is not positively prepared in this regard.
- 6.5 Policies ED1, ED2, ED3 and ED4 and ED5 and text support the continued success of the city's universities. Expensive student housing is evidenced to deter lower income students from participation in higher education, thus rendering the student body less inclusive, (see York St John University and the University of York statements.)

## 7.0 REMEDY

7.1 **Our clear position, based on detailed viability evidence submitted as part of these representations, is that the city's universities cannot support affordable housing contributions. MM5.17 is unsound and all references within policy H7 to affordable housing contributions should be removed.**

7.2 In this regard, revised wording to Policy H7 is proposed:

*Policy H7: Off Campus Purpose Built Student Housing*

*The University of York and York St. John University must address the need for any additional student housing which arises because of their future expansion of student numbers. In assessing need, consideration will be given to off campus provision and the capacity of independent providers of bespoke student housing in the city. To meet any projected shortfall, provision by the University of York can be made on either campus. Provision by York St. John University is expected to be off campus but in locations convenient to the main campus.*

*SH1: Land at Heworth Croft, as shown on the proposals Policies Map, is allocated for student housing for York St. John University students.*

*Proposals for off campus purpose built student accommodation, other than the allocation at SH1, will be permitted where all of the following criteria are satisfied:*

- i. it can be demonstrated that there is a need for student housing which cannot be met on campus; and*
- ii. it is in an appropriate location for education institutions and accessible by sustainable transport modes;*
- iiia. ~~The rooms in the development are secured through a nomination agreement for occupation by students of one or more of the University of York and York St. John University; and~~ Development will be permitted where a university in the city is able to demonstrate that there will be unmet need to coincide with the delivery of bedspaces*
- iii. the development would not be detrimental to the amenity of nearby residents and the design and access arrangements would have a minimal impact on the local area.*

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- iv. ~~The accommodation shall be occupied only by full-time students enrolled in courses of one academic year or more and conditions or obligations shall be imposed to secure compliance with this requirement and for the proper management of the properties.~~

~~The accommodation shall be occupied by students registered with a university in the city and actively pursuing their studies, those attending for conferencing, short courses, CPD or visiting staff. Conditions or obligations shall be imposed to secure compliance with this requirement and for the proper management of the properties.~~

~~For new student accommodation a financial contribution, or should be secured towards delivering affordable student accommodation or affordable housing.~~

~~The affordable contribution will be calculated on a pro-rata basis per bedroom using the following formula:~~

**~~Average York Property price – Average York Fixed RP Price x 2.5% = OSFC per student bedroom~~**

~~The contribution will be required only from the number of units creating a net gain. For mixed-use developments of student accommodation with general housing a pro-rata approach will be used to determine whether a contribution is required, and how much this should be. Contributions towards affordable housing provision from new student accommodation will not be sought where the student accommodation site which at the date of adoption of the Plan is owned by a university and which will continue to be owned by a university to meet the accommodation needs of its students.~~

~~Where a developer considers the contribution cannot be fully met they should justify the level of provision proposed through an open book appraisal to demonstrate to the Council's satisfaction that the development would not otherwise be viable.~~

~~Developers may not circumvent this policy by artificially subdividing sites, and are expected to make efficient use of land.~~

#### Explanation

- 5.47 Whilst it is recognised that counting students can be difficult and student numbers can vary depending on what source or definition is used, applicants should present a proven need for student housing by providing an assessment of:

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- Existing and likely future student numbers and numbers requiring accommodation taking into account the proportion of students who study from home
- A review of the current level of provision, including level of vacancies and the quality of accommodation
- Likely future supply of accommodation based on methods of education delivery, extant planning permissions and estates strategies of the relevant provider.

*The assessment should form the basis of a formal agreement between the developer and an education provider, confirming the number of bedspaces and accommodation type required.*

5.48 ~~Only full-time students should be included in the analysis. Part-time students should be excluded based on the assumption that they are already housed for the duration of their part-time studies.~~

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Janet O'Neill

Director

Attached:

- City of York Local Plan Proposed Modifications Consultation February 2023 CBRE
- Statement by Mrs Harvey Dowdy Director of Technology, Estates and Facilities University of York March 2023
- Statement by Nick Coakley Director Estates Management and Development York St John University March 2023
- Cost of Living Report Russell Group Students' Union March 2023

(ref:ulp2303.mods reps.H7v8)

**The University's Student Housing Affordability Regime in relation to the  
Emerging York Local Plan Modifications**

**23 March 2023**

**Harvey Dowdy Director of Technology, Estates and Facilities**

**1.0 Student Housing Provision in York**

- 1.1 A recent report by Unipol commissioned for the University of York (UoY) and York St John University (YSJU) stated that in 2021-22 there were 27,260 full time students studying in York. Of these, 11% are in PBSA and 31.4% in private rented accommodation. A total of 30.8% live in University of York maintained accommodation, with 6811 campus rooms available.
- 1.2 There are 10,575 student beds in private and university owned PBSA, whilst 50% of University of York returners in term time are in the private rented sector and 7.2% in PBSA.
- 1.3 In 2021/22 all PBSA provision in York was filled. With student growth forecasts at +2,318 by 2027, and only a further 776 PBSA beds in the pipeline, this will lead to a potential shortfall of between 1,000 and 1,500. With HMO expansion limited due to regulation changes, the supply of student accommodation could fall behind demand. The price sensitive issues related to the need to increase the supply of mid-price options and reduce the number of high-price options exacerbates a growing issue for future students at the University.

**2.0 Major education reorganisation of delivery strategy at University of York**

- 2.1 The education delivery strategy and organisation of the University of York will undergo a major reorganisation in that, from 2023/24, the academic year will move from three terms (Autumn, Spring and Summer) to two semesters. There are four reasons for this:
- 1) To balance out teaching and assessment throughout the year, rather than have assessments in one concentrated period
  - 2) To create a common design so that there are more opportunities for interdisciplinary study
  - 3) To help align the academic year with other institutions to allow for more foreign exchange and placement opportunities
  - 4) An earlier end to the academic year allows more students to take up employment, placements and internships earlier than they would have been able to under the

current arrangements. Given the current cost of living crisis and the fact that the student loan for living costs has not kept pace with inflation, it is more important than ever that students use the summer vacation to earn or gain work experience to improve their chances of obtaining employment post education.

The University will also be able to deliver modules flexibly via short courses and CPD programmes to non-age 18-21 cohorts.

The process of modularisation and semesterisation will bring York into line with the majority of universities in the UK and abroad.

- 2.2 These changes fundamentally alter the way in which the need for student housing is assessed. The delivery of teaching of some modules partly on line and partly in person will result in some registered students being taught at the University for short periods. Delivery of CPD programmes will also require short term accommodation. It is essential to ensure that students can rent PBSA bed spaces on flexible contracts which match their period of study which may be from a week to 52 weeks depending on the mode of study. It is the University's view that the management of such bed spaces is a matter for the University – not the local authority.

### 3.0 Socio-Economic background of University of York students

- 3.1 The University makes an annual return to the Office for Students (POLAR 4) which looks at students' geographical location as an indicator of socio-economic background which in turn tends to be an indicator of how likely young people are to participate in Higher Education. In 2017/28 c.20% of Undergraduate Home students came from the lowest participation areas. This has improved so that in 2022/23 this figure is c.25%. It is of great importance to the University of York, that as a University for Public Good\* these figures continue to improve. We have a very real concern that the high cost of housing will deter students from making an application.

\* Guiding principle of the University of York Strategy 2020-2030

### 4.0 University Student Housing Costs

- 4.1 Table below shows the University's colleges accommodation and cost ranges.

College	Catering type	Bathroom type	Cost per week
Alcuin	Self-catered	Ensuite	£173

Anne Lister	Self-catered	Ensuite	£179 to £194
Constantine	Self-catered	Ensuite or Shared	£175 to £194
David Kato	Self-catered	Ensuite	£148 to £194
Derwent	Catered + Self-catered	Shared	£156 to £207
Goodricke	Self-catered	Ensuite or Shared	£161 to £194
Halifax	Self-catered	Ensuite or Shared	£99 to £188
James	Catered	Ensuite or Shared	£207 to £224
Langwith	Self-catered	Ensuite or Shared	£175 to £194
Vanburgh	Catered	Ensuite or Shared	£143 to £226
Wentworth	Self-catered	Ensuite	£173 to £208

- 4.2 The costs for University owned accommodation range from £99 to £224 per week, with the higher prices including catered accommodation. This compares with 2022/23 prices for PBSA housing from £104 to £275, excluding catered services. The HMO market, used predominantly by groups of 2<sup>nd</sup> and 3<sup>rd</sup> year students, has traditionally been lower priced, but in the context of rising costs and high demand for this accommodation, these prices are now competitive with on-campus accommodation. Average rent across all short-term lease arrangements in HMOs for first year students arranged by YSJU is £176 per week per bedroom, with the highest at £209 per week per bedroom.\*
- 4.3 For students organising their own accommodation and continuing students in second and third years, there is more limited data, but this suggests that students are paying higher average rates of around £190 per week per bedroom.\*

\* Statistics taken from YSJU data

## 5.0 Support for students from University

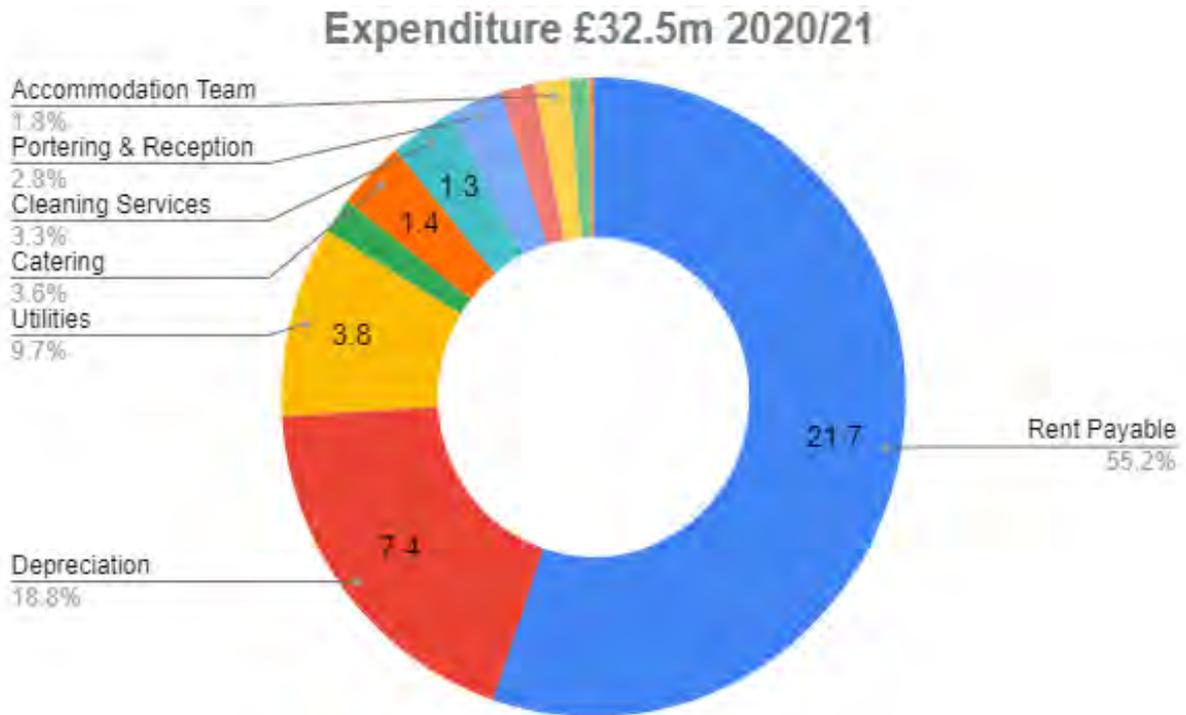
- 5.1 University of York owned accommodation acts as a real attraction for prospective students, in particular undergraduate first year students, those with a disability, and international students. In the face of PBSA rent averaging a high cost of £177 per week, the University provides housing support for students who need it most. At a cost of £6m-£7m (2021/22 data) for accommodation bursaries and between £400k-500k in housing energy grants for off-campus students there is a very real affordability issue for the student body.

5.2 As the data below shows, the University is making a loss for on-campus accommodation in order to respond to these affordability problems, whilst the PBSA model is associated with profit driven rent prices. The proposed CIL charge of £150 per m<sup>2</sup> GIA levied on any new provision of on-campus accommodation, or a contribution of c.£7k/bed on new PBSA student housing will necessarily be added to student rents, making them less affordable and the education less inclusive.

5.3 **Income & Expenditure Related to Accommodation \***

	2020/21 £m
<b>Income</b>	33.8
<b>Expenditure</b>	39.3
<i>Non Pay</i>	27.9
<i>Pay</i>	4.0
<i>Depreciation</i>	7.4
<b>Net cost</b>	-5.5
Category	Exp £m
Rent Payable	21.7
Depreciation	7.4
Utilities	3.8
Maintenance	0.7
Catering	1.4
Cleaning Services	1.3
Portering & Reception	1.1
Security	0.7
Accommodation Team	0.7
IT Network costs	0.4
Other	0.1
<b>Total Exp</b>	<b>39.3</b>

\* The figures above show the total income and expenditure related to accommodation for the financial year 2020/20



5.4 Data taken from the Student Cost of Living Report 2023 (commissioned by the [Russell Group Students' Union](#)) shows clearly the immense financial pressure the current cost of living crisis has already placed on students. On average, students are sitting below the poverty line for the UK. 1 in 5 are considering dropping out because they cannot afford to continue, and 1 in 4 are regularly going without food and necessities. With rates for PBSA accommodation in York for the upcoming 2023/24 year rising in some cases by £50-£60 more per week, compared to 2022/23, the cost of rent is only going to intensify the financial pressure on students. Crucially, this crisis will disproportionately affect those students who are most vulnerable to financial constraints (see below). This is completely at odds with our promise to be a University for Public Good, and our ability to support all students to achieve their full potential, regardless of role or background.

**The top four groups who reported having less than £100 in savings:**

- **Students whose parents have no qualifications** (34%, N = 144/423)
- **Students with a household income of less than £25,001/annum** (32%, N = 574/1801)
- **Students with caring responsibilities** (29%, N = 140/480)
- **International students** (29%, N = 501/1747)

**Each of these groups were statistically more likely to have less than £100 in savings.**

## **6.0 Securing the accommodation for university use**

- 6.1 The current wording of local plan policy H7 alters the basis for establishing need for PBSA developments. To date, the test is to establish a shortfall in current provision compared with current demand.
- 6.2 The revised wording requires need to be projected ahead based on anticipated growth in student numbers at either or both universities. The universities are intended to commit to nomination agreements with developers at the planning application stage, three years ahead of any occupation date.
- 6.3 The University of York does not consider that the University should be compelled by planning policy to take all the risk of PBSA provision. The use of a long lease or nominations agreement to regulate the contractual arrangement would require the University to guarantee rent to the developer for the duration of the agreement, typically for all or the majority of the bed spaces. Thereby, this reduces the developer's risk to 'very low' or nil. The policy as drafted also assumes that there are a limited number of transactional arrangements for the delivery of PBSA, whereas in reality funders and developers enter into a wide range of contracts which can take into account the legal and financial position of the parties, land ownership etc. which the draft policy does not reflect.
- 6.4 The University will support a scheme for PBSA where:
- a) it judges that the rent negotiated between the parties will be affordable for its students and this should remain a matter between the parties, and
  - b) the need for the development is evidenced by the Five-Year Student number forecast.

We therefore propose that the policy test should simply ask that any planning applications should be supported by one or more of the three HEIs accompanied by Five Year Student number forecast data.

## **7.0 Occupation of the accommodation**

- 7.1 iv. Requires that the accommodation shall be occupied only by full-time students enrolled in courses of one academic year or more. This is considered to be too restrictive given our widened teaching routes and semesterisation. The occupation of the accommodation should include students registered at any York HEI university and pursuing studies. The policy should be sufficiently flexible to accommodate short

course and CPD attendees plus placement students on schemes supported by the NHS for medicine and nursing. The University runs courses in these subjects related to the Hull York Medical School. The policy should also allow for the use of the accommodation for delegates registered for conferences held at any of the HEIs or one-off events associated with HEI activity. It is likely that these attendees would be accommodated at times outside when undergraduates would be in residence.

**York St John University**

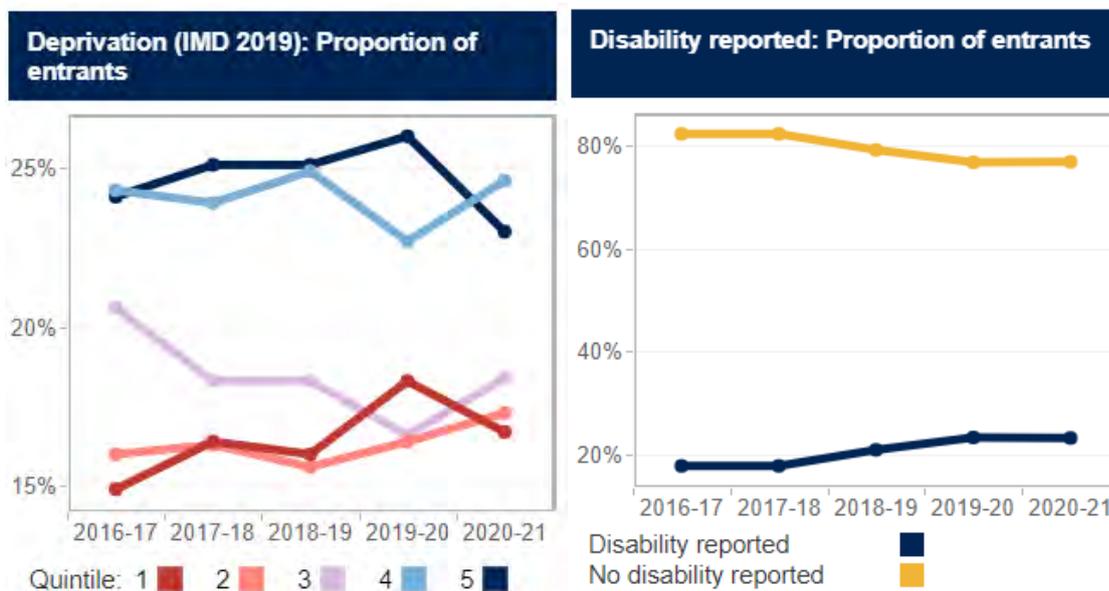
**Comments on the University’s Student Housing Affordability Regime in relation to the Emerging York Local Plan Modifications**  
**22 March 2023**

**1. Overview**

As of March 2023 our student population in York is 7440. Our student body is comprised of a higher proportion of students from more deprived backgrounds than the average higher education institution (based on HEFCE data 2021 - see below), and a similarly higher proportion of students declaring a disability, which is often associated with more exposure to difficulties with increasing cost of living.

Approximately 31% of our students are accommodated in our own accommodation and PBSA accommodation under nomination agreements or leases. These are primarily first year students, as is the norm for all higher education institutions. The remaining 69% are either occupying housing in the private rented sector, with PBSA providers or are commuting students.

For the forthcoming year, 100% of first year students in PBSA not owned or managed by the University (c. 800 students) and around 70% of first year students in HMOs (c. 300 students) leased by the University are currently receiving financial support in the form of subsidised rent. This is because current market rates are deemed too high to sustain application rates. The average rent across private PBSA providers in York is currently 61% higher than York St John University’s own accommodation. This is in addition to more general financial support offered to students experiencing hardship, and support for students in private accommodation. The total cost of support across all of these areas is summarised below.



HEFCE Student access data 2021, York St John University

Any attempt to support the viability and growth of the University must address the fundamental substantive concerns that we have as a higher education institution regarding the total omission within the draft local plan of *affordable student housing* from the consideration of wider affordable housing policy. This is despite students making up a substantial portion of York's population, and by extension, of the Council's constituents. These people are owed a duty of care, equal treatment and consideration in relation to wider housing policy, especially since the majority of students are workers themselves across the city, or in key placement roles such as nurses, paramedics, lawyers, scientists, etc.

In simple terms – *affordable student housing* must be considered to be a key part of affordable housing policy in York, and policy must be strongly evidence based.

Further, there is little appreciation of the potentially severe detrimental impact of these draft policies on the basic operational and financial viability of the University given the national context of static tuition fees, or the consequential detrimental impact upon the city's economy.

York has suffered from significant profiteering across the rental market over the past two years, and as referenced throughout this document, we are now spending a considerable sum of money performing a public service by assisting with housing costs. This is simply due to a lack of effective policy bringing forward sufficient accommodation and specifically a lack of effective affordable housing policy. The situation is being made even more difficult due to related policies concerning HMO licensing and license application criteria, which are also increasing costs across the private rented sector and seem not to have been considered with regard to any ambition to encourage more housing development to meet the clear need.

## **2. Student Profile**

We feel a particular ethical obligation to articulate the detrimental impact of these policies at York St John because the impact will be felt more acutely by our students. This is for the following reasons:

- Our population of mature students has increased by 113% in the past five years;
- Our population of students reporting a disability has increased by 32% in the past five years, was already high, and is significantly higher (at 23.3%) overall than the national average (17%);
- Around 20% of our students are the first in their family to go to university, a metric traditionally associated with working class families, and at a significantly higher rate than the national average;
- Our population of students from disadvantaged backgrounds is relatively high and growing. Student numbers from quintile 1 of the Index of Multiple Deprivation (the most deprived areas) have increased by 26% over the past five years;
- Our population of care leavers has increased by 113% over the past five years.

Taken as a whole, it is clear that there is significant vulnerability to economic hardship within our student body. There is simply no way that these students can afford the current market rates for student accommodation in York, since what has been permitted over the past decade is dominated by very high-cost accommodation at the luxury end of the market. We believe that there should be a specific suite of policy measures aimed to support limiting average student rent in York to no more than £165 per week (2023 prices) for a standard bedroom on a 44-week contract term. Our modelling

shows that prospective student applications drop off sharply above this cost, many students struggle to obtain guarantors, and it is well beyond the means for the average student, forcing many into working jobs at a much higher number of hours than would have been the case in the past and at too high a rate to effectively study. We have also seen housing costs increase as a factor in mental health referrals and in students' reasons for abandoning their studies altogether after their first year.

### **3. Student hardship and cost of living impacts**

At York St John University we have seen a 47% increase in student hardship applications over the past 3 years to well over 500 student applications, with the average financial value of hardship support deemed necessary per student increasing by 63% in the same period.

The total budget now allocated to student financial support is in excess of £2.1 million in 2023, of which almost 75% relates directly to housing cost support. This has increased tenfold over the past five years and is now a substantial proportion of overall turnover. It is simply not sustainable to maintain this over the long term. We see the proposed planning policies discussed here as severely exacerbating this problem rather than resolving it. The only long-term solution which simultaneously meets the Council's objective of supporting the University's growth and sustainability is the explicit encouragement of a substantial increase in the overall number of affordable housing units in York, specifically PBSA student housing and in the private rented sector.

We have a substantial body of anecdotal evidence reporting a significant increase in the average number of hours that students are working, with many working almost full-time hours and a corresponding impact upon their study.

Around 80% of students applying through the UCAS clearing process (after our own substantially lower cost accommodation has already been allocated) cite high accommodation costs as a factor discouraging them from applying, with the majority not taking up an offer of a place following discussions about available accommodation options and a significant number specifically citing high accommodation costs.

The cost of accommodation in the city is also compiled in various University surveys and league tables, and is an important factor which prospective students consider when deciding where to apply.

Unfortunately, we have also seen a significant recent increase in students dropping out after their first year. This has resulted in a £3.7 million loss of income projected from 2022 -2024, and based on interviews with and data collected from these students, we believe that up to 60% of these students choosing not to continue their studies are doing so primarily on the basis of cost of living pressures, of which accommodation costs are by far the most significant. This view is supported by the fact that we have seen over 100% increase in students applying to stay in University owned accommodation in their second year.

### **4. Proposed policy H7 and securing additional student housing**

York St John University anticipates that over the next three-four years to the 2026 academic year our total number of York-based students will increase to over 10,000 but could easily increase beyond this

depending upon national higher education policy. This represents a 52% increase from 2021/22 and is driven by national policy and increasing operating costs forcing growth and diversification in order to remain financially viable.

We anticipate that total demand for student accommodation associated with this change will increase by 46% over the same period, to at least 7,629 bedrooms, and as part of this the total demand for private sector accommodation will increase proportionately to at least 5178 bedrooms, a 53% increase.

We cannot provide this accommodation on campus, because our campus is already at or close to its development limit and is constrained in a number of ways (listed buildings, conservation area, city centre location surrounded by residential areas).

Only one location in York has been designated suitable for development with respect to student accommodation, but discussions have immediately highlighted the severely constraining effect of a very conservative attitude to appropriate massing (a problem for economic development in the city as a whole) with the effect that this site is deemed by CYC only capable of supplying around 400 bedrooms. This also limits the construction efficiency and increases build costs per bedroom.

There is limited scope for significant development of further PBSA sites in York. Current development sites have still not been effectively modelled in relation to University growth, or the impact of these proposed policies on viability or affordability, both in terms of initial construction affordability or consequential rent affordability.

We currently enter into a variety of short-term arrangements with private sector accommodation providers, including nominations agreements of varying terms up to 5 years, and long-term leases of varying terms up to 25 years. However, a nomination agreement is deemed a short-term option for flexibly managing demand and supply problems. It is most certainly not a suitable policy prescription to ensure affordability, since at the end of the nomination agreement, the provider can simply increase rental rates up to or above market rates, which have been spiralling out of control due to lack of supply across the entire housing market in the city. The only appropriate solution to guarantee affordability is based on either a long-term lease requirement with associated permanent planning conditions or permanently binding lease commitments in the form of a section 106 agreement or similar, with specific prescribed reductions in rent against market rates. As above, we have not been consulted on the viability of these proposals but will be very happy to assist in creating a workable and effective policy framework.

In relation to the occupation of new sites, the proposed policy (and recent planning determinations) is too prescriptive in relation to use by non-enrolled students. There needs to be consideration given to students who bring family members with them, whether from overseas, or because they are parent or single parents. There also needs to be flexibility to allow for educational conferences, summer schools, etc, as well as an understanding of the positive effect that allowing short periods of limited commercial use have the potential to ensure that we (and private PBSA providers) can maximise use outside scheduled teaching semesters. Without this provision, there is simply no financial viability for these developments outside scheduled teaching time (currently only half of the year), with a consequentially detrimental effect on affordability for students, which as above, has not been impact-modelled. We can advise in detail on the relative effects of different policy measures in this regard.

## 5. Community Infrastructure Levy or equivalent contributions

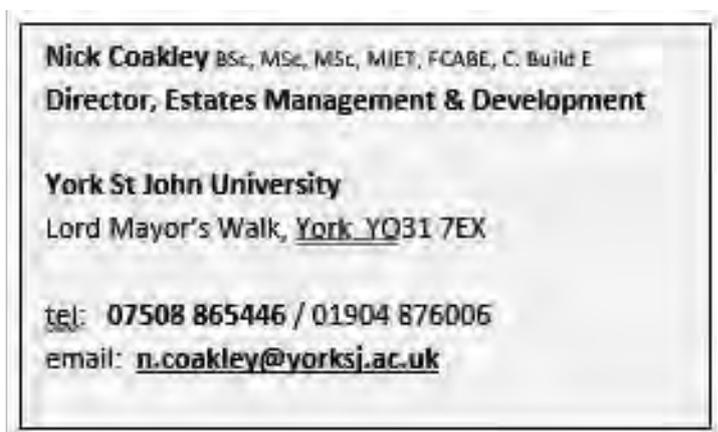
The proposed CIL or financial contribution towards affordable housing on new student accommodation is extremely concerning to us. It fails to correlate with the aim of the providing affordable student housing. By increasing the cost of student housing, it will logically prevent that housing from being affordable itself.

York St John University does not have the capital resources or land to build extensive new accommodation developments beyond the allocated site mentioned above. Therefore, if this policy is agreed, it will simply ensure that new student accommodation is not economically viable in York, which is contrary to the Council's stated aims of supporting and encouraging the University's growth and prosperity.

Even cursory impact modelling and a basic evidence-based approach should identify that this proposed measure, coupled with recent long term increases in construction costs will severely impact the viability of new development. In the context of supporting the University's growth and success, and acting to ensure affordable student housing, it does not make any sense at all to impose additional costs on already expensive new construction. Our own modelling based on current schemes indicates that the proposed levy would increase development costs by up to 7-8%. Coupled with higher interest rates to service debt, this would imply an equivalent increase in rents of at least this amount in order to deliver the required yield for private providers. This is simply not affordable.

We have laid out above the existing severe cost of living effects being seen amongst our student body. Any measure that imposes additional development costs on new PBSA in York will exacerbate that problem, and will be directly contradictory to the proposed approach being suggested in policy H7 to make student housing affordable.

We ask that these concerns are taken into account to ensure that planning policy is genuinely supportive of the University's needs as a prime employer and integral part of the city's economy.





(ref:Local plan NC revised policy H7 comments YSJ.v5)

# City of York Local Plan Proposed Modifications Consultation Feb 2023

Technical representation prepared by CBRE UK Ltd jointly on behalf of the following:

- University of York
- York St John University
- Askham Bryan College

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# Introduction

## Procedural Matters

### Instruction Purpose

1. CBRE UK Ltd ('CBRE') has been instructed by a consortium of higher and further education institutions ('the consortium') to prepare a formal representation document setting out a technical response to the City of York Council ('CYC') Local Plan Proposed Modification Consultation February 2023 ('the Local Plan consultation').
2. CBRE's instruction relates specifically to CYC's proposed modifications to Policy H7: Off Campus Purpose Built Student Housing.
3. CBRE's technical representations focus upon the evidence base underpinning CYC's proposed modifications to Policy H7, namely:
  - a. EX/CYC/107/2 - Affordable Housing Note August 2022: This document is titled the CYC Student Housing Policy H7 Note August 2022 ('the Policy H7 Note'). It is also accompanied by a technical note (as follows)
  - b. EX/CYC/107/2 – Appendix 1: This document is titled the CYC Local Plan Viability Technical Note on Changes to Student Accommodation Policy H7, and is dated 22 August 2022 ('the Technical Note').
4. However, it is important for CYC to be aware that the Technical Note that underpins the Policy H7 Note has subsequently been superseded by the publication for consultation of the City of York CIL Viability Study Final Report ('CIL Viability Study'), also produced by Porter Planning Economics ('PPE') and dated December 2022.
5. The CIL Viability Study was published by CYC as part of the evidence base accompanying the Community Infrastructure Levy ('CIL') Draft Charging Schedule consultation, running to 27 March 2023.
6. As the CIL Viability Study supersedes the earlier Technical Note, CBRE is required to have due regard to both documents, and cross-references accordingly within this representation<sup>1</sup>.
7. An overarching representation to the Local Plan consultation has been prepared by York-based town planning consultancy O'Neill Associates.

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<sup>1</sup> Note: CBRE has also made technical representations to the CYC CIL DCS consultation on behalf of the consortium. CBRE recommends that CYC reviews both sets of representations in parallel.

## The Consortium

8. The consortium consists of the following leading higher education institutions ('HEI's') and a further education institution ('FEI'), all based within York:
  - University of York
  - York St John University
  - Askham Bryan College

## The Consortium's Stance

9. The consortium has fundamental concerns regarding CYC's proposed modification to Policy H7 to introduce an off-site financial contributions ('OSFC') to traditional affordable housing secured from off campus PBSA development.
10. Specifically, the modification proposes the use of an adjusted version of the OSFC formula set out in Policy H7, which applies the number of student bedrooms. The rate of 2.5% affordable housing equivalent per student bedroom. Whilst the Technical Note applied an OSFC of £5,212 per student bedroom in testing the impact on financial viability, this has subsequently been uplifted to £7,000 per student bedroom as applied within the CIL Viability Study, and represents the latest OSFC sum.
11. It is the consortium's firm view that the introduction of the proposed OSFC to off campus PBSA development will undermine the viability of new development in an environment where recent long-term construction cost inflation, softened funding investment yields, and increased debt servicing costs have placed increasing pressures on development significantly since mid-2022. This is exacerbated by the limited availability of suitable sites in what represents a highly constrained urban context.
12. In light of above the consortium does not accept the validity and reliability of the published viability evidence base upon which the proposed PBSA OSFC relies.
13. In parallel, the consortium reports that the student body in York is suffering from the existing severe cost of living pressures. Each member of the consortium has reported that hardship grant application have increased substantially in recent years and the value of hardship support also rising, with housing costs representing the majority of funds required.
14. The consortium firmly believe that, if there is any headroom available from off campus PBSA development, that this should be directed towards providing affordable student accommodation, in the form of on-site discounts to rental rates charged to students. The consortium would secure discounted units either via nomination agreements or lease agreements directly with developers / operators. This could be controlled either by condition or legal agreement.
15. Instead, the only way to absorb additional costs arising from the proposed OSFC would be to commensurately and significantly increase student rents, which would undermine the consortium's objectives of social inclusion by intensifying the affordability challenges already faced. This approach would be wholly contrary to the CYC's policy ambitions to increase the supply of affordable living accommodation in York.

# Matters of Representation

## Purpose

17. This section of the document sets out the matters of representation that the consortium determine must be raised with CYC.

## Significance of Proposed OSFC

18. The OSFC proposed for off campus PBSA development represents a significant additional cost to development of this typology, at circa £7,000/student bedroom.
19. In addition, CYC has also consulted on a CIL DCS, which proposes to add a further charge of £50/m<sup>2</sup> to off campus PBSA developments delivering 100 student bedrooms or fewer. This means development of this scale will incur both the OSFC and CIL liability.
20. These are not incremental changes, but rather represent a fundamental shift to introduce substantial costs on development

## Illogical Timing

21. The UK property market is experiencing a highly challenging period, which has been driven by substantial economic and geo-political uncertainty nationally and globally over 2022 and which is expected to prevail over the course of 2023. This has led to a high inflationary environment against a backdrop of tightening monetary policy and a UK-wide cost of living crisis. Development and investment across a wide range of sectors are facing headwinds, which commenced in mid-2022 and continue to prevail during 2023.
22. Specifically:
  - a. Economic output and outlook has deteriorated as the inflationary squeeze on real incomes weighed on consumer confidence and spending that hit growth momentum. Throughout 2023, CBRE expect unemployment to rise from its current historically low level. In tandem, job vacancies will decrease. Wage growth will not be able to keep up with inflation until late 2023, eroding consumer purchasing power. We expect a moderate recession to occur in 2023, with GDP falling by 0.9%.
  - b. Inflation has been rising relentlessly over the past 18 months and is at its highest for 40 years. Inflation has been driven by a post-COVID surge in demand, which could not be met due to supply bottlenecks. Russia's war in Ukraine has exacerbated supply shortages, pushing energy, food, and other commodity prices even higher. Policy choices, such as China's zero-COVID policy, are slowing down the recovery of supply chains, and raising the costs of imported durable goods. In the UK, inflation has been exacerbated by a weak pound, which has made imports more expensive to the UK consumer.
  - c. Increased global supply chain disruption has and will continue to put further upward pressure on energy prices, food prices and construction materials. Significant uncertainty persists around the future path of inflation. Inflation remains stubbornly high in early 2023, with the Consumer Prices Index (CPI) rising by 10.4% in the 12 months to February 2023, up from 10.1% in January. CBRE's base case is that CPI inflation will have peaked in Q4 2022 and fall back in the second half of 2023. Implicit in this forecast is the end of the Ukraine conflict by year end with energy - and non-energy commodity prices falling from their current highs.

- d. Monetary tightening is well underway over fears of second-round effects from wage and price-setting. During 2023, the Bank of England will continue to rise interest rates, which CBRE forecast to peak at around 4.5% and push borrowing costs to the highest levels prior to the financial crisis in 2008. As inflation begins to cool, rates will begin to decrease, declining gradually to a 'new normal' of around 2% from 2026 onwards.
- e. Faced with spiraling prices and higher interest rates on loans, businesses and consumers are limiting spending. Consumer confidence has been hit, and retail sales will continue to decline until inflation moderates and consumers restore their purchasing power. Businesses will have to cut costs to preserve margins in a high-inflation environment. This will lead to some job losses and higher unemployment in the first half of 2023.
- f. The 10-year gilt yield has risen by almost 200bps since the beginning of 2022 and financial conditions are materially tighter than in Q2 2022. The expectation of future short-term interest rate hikes will continue to push upward on long-term market interest rates until the base rate starts to move down.
- g. Inflation and rising interest rates have resulted in an increase in property yields. This ongoing yield shift, which commenced from Q3 2022 has hit values and returns for investors. As the cost of capital, closely related to the interest rates of central banks and therefore to inflation, have risen, valuations have been negatively impacted.

23. Specifically considering the PBSA sector, CBRE's baseline forecast for 2023 is as follows:

- a. Overall, the sector continues to be undersupplied but this is highly nuanced, and an understanding of affordability is key. An in-depth understanding of the submarket dynamics is critical.
- b. Investment yields have softened in H2 2022 and high inflation and rising interest rates will continue to impact the investment and funding market over 2023 and into 2024, until inflation abates and central banks pivot on interest rates.
- c. Overall, the development of new PBSA is slowing due to a combination of factors, and this will carry forward throughout 2023. Specifically, the drivers are as follows:
  - i. Rising build costs present viability challenges
  - ii. The pace of the planning system remains a significant barrier to delivery
  - iii. Rising operational costs will also continue to hinder new development given the negative impact on net rental income.
  - iv. Development financing is also increasingly expensive and is increasingly difficult to obtain.

24. CBRE questions the logic and rationale, and efficiency in use of public funds, for introducing additional costs on PBSA development via an OSFC in addition to a CIL regime with high charges set on PBSA developments at this juncture, given the wider challenges facing development and uncertainty in both the macro-economy and property market.

25. CYC's proposals to increase the cost burden on development at this point will exacerbate uncertainty and slow or stall development and regeneration plans on major sites across the city for PBSA development.

## Outdated Evidence

26. As referenced prior, the published evidence used to inform and underpin the introduction of the OSFC is as follows:

- a. EX/CYC/107/2 - Affordable Housing Note August 2022: This document is titled the CYC Student Housing Policy H7 Note August 2022 ('the Policy H7 Note'). It is also accompanied by a technical note (as follows)
  - b. EX/CYC//107/2 – Appendix 1: This document is titled the CYC Local Plan Viability Technical Note on Changes to Student Accommodation Policy H7, and is dated 22 August 2022 ('the Technical Note').
27. However, this evidence is now outdated and has been superseded by the CIL Viability Study produced by PPE and dated December 2022.
  28. This presents viability testing of the off campus PBSA typologies that arrives at fundamentally different results to the EX/CYC//107/2 – Appendix 1 Technical Note.
  29. Consequently, CYC should no longer be relying upon EX/CYC//107/2, as it represents a flawed evidence base given that property market conditions have shifted significantly since its publication and it has been superseded by other evidence published by CYC.
  30. Given this, CBRE focuses analysis on the more recent evidence on the financial viability of PBSA typologies in respect of both the proposed OSFC and CIL charging, as set out within the CIL Viability Study.
  31. This said, CBRE also considers that the CIL Viability Study itself is outdated and misrepresentative of current market conditions.
  32. CBRE has reviewed the CIL Viability Study in detail. It is apparent that the input assumptions for PBSA scheme typologies, which are subsequently utilised by PPE in undertaking the viability modelling, analysis, conclusions and recommendations rely substantially upon evidence from Q1-2 2022.
  33. As set out above, and well-documented, have been significant macro-economic headwinds and property market adjustment issues over the period since, as well as substantive ongoing construction cost inflation, which are material considerations that any robust viability evidence base must account for.
  34. In addition, the Government is conducting a staged implementation of the Building Safety Act 2022, and has stated that it expects student accommodation to be subject to the regulatory regime under Part Three, which will have implications for the design and construction of new developments.
  35. The Government has also recently consulted upon amendments to Approved Document B, which proposes that all new buildings of 30m (circa 10 storeys) or above will require a second separated staircase<sup>2</sup>. The Greater London Authority ('GLA') has pre-empted the Government's conclusions by mandating this requirement for new development in Greater London with immediate effect.
  36. The Government is currently considering responses following closure of the consultation on 17 March 2023, but it is widely anticipated that student accommodation will be required to conform to the amendments, which is prompting developers and investors to factor second staircases into plans for new development going

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<sup>2</sup> <https://www.gov.uk/government/consultations/sprinklers-in-care-homes-removal-of-national-classes-and-staircases-in-residential-buildings/sprinklers-in-care-homes-removal-of-national-classes-and-staircases-in-residential-buildings>

forward in order that they can meet regulations, and be insurable, investable and deliverable. Specifically, Government states:

*“58. Recognising that many schemes are in development, and this change would represent a significant change, we are proposing a very short transition period before implementing the changes.*

*59. The transition period will allow time for schemes to be completed but should not allow the opportunity for developments to get off the ground ahead of the new requirements coming into effect.*

*60. We would encourage all developments to prepare for this change now.”*

37. Based on the impact assessment conducted, the Government has publicly acknowledged that the implications of additional construction costs, and loss of build efficiency, will impact negatively on the financial viability of development and, as a result, is likely to reduce the propensity of higher density schemes to deliver affordable housing as a consequence:

*“65. The costs of a second staircase will also impact the viability of high rise buildings, this is likely to reduce the amount of affordable housing that can be provided by developers.”*

38. The impact will be that gross to net build efficiency is reduced, meaning lower net lettable floorspace against a higher or equivalent gross internal area (GIA).
39. It does not appear that the CIL Viability Study has accounted for the this or addressed the implications and it certainly has not been referenced in the earlier EX/CYC//107/2 – Appendix 1 Technical Note.
40. CBRE has provided further details upon this relating to PBSA use within the ‘Technical Deficiencies’ sub-section of this representation.

## Technical Deficiencies

41. As stated, due to the EX/CYC//107/2 – Appendix 1 Technical Note now being outdated and superseded, CBRE focuses analysis on the more recent evidence on the financial viability of PBSA typologies in respect of both the proposed OSFC and CIL charging, as set out within the CIL Viability Study.
42. This is possible given that the CIL Viability Study accounts for the proposed OSFC within viability modelling, and also tests the viability of the PBSA typologies both with (primarily) and without the proposed OSFC in order to demonstrate the implications.
43. There are a range of detailed technical issues identified, which render the CIL Viability Study as an inadequate basis for CYC utilizing to underpin justification for the OSFC (in addition to CIL charging):

### a. **Rents, Yields and Capital Values for PBSA Typologies:**

- i. CBRE does not disagree with the CIL Viability Study’s usage of the average gross rental income of £177/week to be applied to private sector off campus development typologies for the 2022/23 academic year.
- ii. OPEX is deducted at 30% of gross annual rent to generate a net rental income, which is capitalized at an investment yield of 5.0%. This is stated as generating a capital value of £112,300 per room.
- iii. The CIL Viability Study cites, at para 3.75 that the above capital value is a *“cautious sales value for the sole purpose of this planning viability assessment”*.

- iv. CBRE notes that this observation is based on evidence obtained from a Cushman & Wakefield report (non-York specific) drawing on data from H1 2022. It therefore does not represent current market conditions.
- v. Analysing York specifically, there are relatively few recent transactions for which information is available. These are as follows and demonstrate a tone of circa 5.5%-6.5% NIY and capital value of circa £90,000-£100,000 per bed:
  - 1. 62 Layerthorpe: comprising 98 beds transacted in 2019 on a forward fund / commit to iQ Student Accommodation for a total capital value of £92,000 per bed.
  - 2. Haxby Road City Residential: comprising 124 beds transacted in 2018 on a stabilized investment basis at a NIY of 6.5%, reflecting £60,000 per bed.
  - 3. Foss Studios: comprising 220 beds transacted in 2017 on a stabilized investment basis at a NIY of 5.7%, reflecting £106,000 per bed.
- vi. The above capital values would suggest that the sum of £112,300 per room adopted in the CIL Viability Study actually exceeds transactional evidence available for York in recent years.
- vii. CBRE's research places York as 21<sup>st</sup> in the league of the UK's cities with the highest full-time student populations in 2021/22, with circa 27,000 full-time students. This is relatively low compared to the top five regional cities (Birmingham, Glasgow, Manchester, Nottingham, Leeds), which collectively accounted for 374,000 full time students.
- viii. On the basis of the above, CBRE ranks York as a Prime Regional location for PBSA and understand that other agents such as JLL and Knight Frank regard the city on an equivalent basis.
- ix. As stated earlier in this document, investment yields have softened since Q3 2022 due to wider macro-economic conditions, and continue to trend weaker in a high interest environment. The latest available investment yield sheets now record Prime Regional PBSA yields as follows:
  - 1. JLL Monthly Yield Sheet: PBSA Prime Regional at 5.25% in January 2023 (softening from 5.0% in Q3-4 2022<sup>3</sup>).
  - 2. Knight Frank Prime Yield Guide – March 2023: PBSA Prime Regional at 5.0% - 5.25% (softening from 4.75%-5% in Q3 2022)<sup>4</sup>.
  - 3. CBRE UK Living Sectors Investment Yields – March 2023: PBSA Prime Regional at 5.0% and trending weaker (softening from 4.75% in Q3 2022)<sup>5</sup>.

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<sup>3</sup> Note: this is provided within **Enclosure 1**.

<sup>4</sup> Note: this is provided within **Enclosure 1**.

<sup>5</sup> Note: this is provided within **Enclosure 1**.

- x. In summary, three respected agents all report PBSA Prime Regional yields softening to 5.0% - 5.25% at present day. Importantly, these are not development funding yields, but are stabilized investment yields.
- xi. Institutional forward funding has been one of the main delivery routes for financing the development of PBSA schemes in York and elsewhere across the regions, where brought forward by the private sector (i.e. non-University). CBRE's market intelligence is that funding yields are transacting at a discount of circa 25bps in comparison to stabilized investment yields. As a result, if the rates above are adjusted for development funding, this would see yields at 5.25% - 5.5%.

b. **Construction costs:**

- i. The construction costs adopted are set out in Table 5.3 on p.49 are cited as being drawn from RICS BCIS. The source data is referenced as being provided in Appendix D. The RICS BCIS cost is cited as £2,112/m<sup>2</sup> (£196/ft<sup>2</sup>) and base-dated at Q3 (i.e. Jul.-Sept.) 2022.
- ii. Given that circa 6 months has passed since the construction costs were base dated, CBRE has reviewed the RICS BCIS data as published at 11 March 2023. On an equivalent basis the RICS BCIS median cost now stands at £2,166/m<sup>2</sup> (£201/ft<sup>2</sup>), which is an increase of 2.6%. The data is provided within **Enclosure 2**.
- iii. CBRE comment that the RICS BCIS costs of £2,166/m<sup>2</sup> (£201/ft<sup>2</sup>) are extremely low in the context of PBSA developments being brought forward for delivery in regional cities in the current market, and would highlight that RICS BCIS is a significantly lagging indicator due to the time taken for tender data be provided and reporting updated. Hence, in an inflationary environment over 2022 and 2023, it has consistently underestimated construction costs being generated in real-time. Moreover, as mentioned prior, RICS BCIS will not yet account for changes to fire safety guidance (Approved Document Part B).
- iv. CBRE notes that the CIL Viability Study also cites in para. 5.10 that additional allowance of 15% of build costs for external site works such as utilities, car parking and landscaping is provided.
- v. However, reviewing the example 100-bed typology appraisal in Appendix A confirms that there is an error, whereby the viability appraisals only account for a 10% external works cost, which means that there is an omission in the viability testing of this typology of at least £280,262.50. This is greater than the entirety of the CIL headroom of £223,666, which would significantly alter the conclusions and recommendations of the CIL Viability Study. In essence, if corrected, it would eradicate any headroom at all for CIL on Typology 10a or 10b alongside the proposed OSFC, and CIL would require reducing to NIL for these typologies. As a result, the charging rate of £50/m<sup>2</sup> proposed within the CIL DCS for "*Purpose Built Student Housing with 100 or fewer student bedrooms and an affordable housing contribution*" would be required to be removed altogether via modification.
- vi. In a further apparent error, the 100-bed typology appraisal in Appendix A contains only 8% professional fees, as a cost allowance. However, para. 5.10 states clearly that modelling allows for "*10% of build costs and externals for professional fees associated with the build, including architect fees, planner fees, surveyor fees, and project manager fees*". This means a further cost omission within the viability testing of the PBSA typologies, which will further reduce the viability of this use if reintroduced to the viability appraisals for each PBSA typology.

- vii. CBRE has set aside the above points, pending clarification from CYC.
- viii. Taking a stand back approach, CBRE's cross-section of market intelligence in the sector is that the current minimum construction cost for developer-led mid-specification PBSA schemes in the regions, equates to circa £85,000 per bed. It is CBRE's direct experience that higher specification schemes, which seek to secure higher rents from students (and which primarily target the international student market) are incurring far higher costs.
- ix. In **Table 2** overleaf, CBRE has set out both a comparison between the RICS BCIS median rate costs as at Q3 2022 and March 2023. CBRE considers these costs to be more likely representative of construction to a low-mid specification product, which would achieve a lower than average rental price point in the York market. As the definition in RICS BCIS states it would therefore be more appropriate to reflect student halls of residences (i.e. university-led on campus development), rather than the higher specification product being delivered off-campus by private developers, and those which can secure rents at an average for York (i.e. the £177/week) or above.
- x. CBRE notes that the RICS BCIS upper quartile rate (£2,389/m<sup>2</sup> | £222/ft<sup>2</sup>) generates a construction cost, when allowing for external works, that is commensurate with the level of costs being seen for mid-market specification PBSA schemes in the regions (at circa £84,500/bed). This is provided for comparison in **Table 2**.
- xi. For the reasons set out above, CBRE strongly advocates that the RICS BCIS upper quartile rate should represent the base construction cost for viability testing developer-led (i.e. off campus) PBSA typologies. The median rate simply isn't a realistic cost benchmark to adopt for this purpose in the current market.

**Table 2: Comparison Analysis: RICS BCIS Costs Q3 2022 vs. Q1 2023 vs. Minimum Market Rates (CBRE Q1 2023)**

RICS BCIS Median Q3 2022			Build			External Works @ 10%			Total Costs (Build + Externals)			
£/m2	£/ft2	GIA (m2)	Cost (£)	Beds (Typologies)	£/Bed	Cost (£)	£/Bed	Cost (£)	£/Bed	£/m2	£/ft2	
2,112	196	19,288	40,736,256	600	67,894	4,073,626	6,789	44,809,882	74,683	2,323	216	
2,112	196	11,251	23,762,112	350	67,892	2,376,211	6,789	26,138,323	74,681	2,323	216	
2,112	196	6,429	13,578,048	200	67,890	1,357,805	6,789	14,935,853	74,679	2,323	216	
2,112	196	3,215	6,790,080	100	67,901	679,008	6,790	7,469,088	74,691	2,323	216	

RICS BCIS Median Q1 2023			Build			External Works @ 10%			Total Costs (Build + Externals)			
£/m2	£/ft2	GIA (m2)	Cost (£)	Beds (Typologies)	£/Bed	Cost (£)	£/Bed	Cost (£)	£/Bed	£/m2	£/ft2	
2,166	201.2	19,288	41,777,808	600	69,630	4,177,781	6,963	45,955,589	76,593	2,383	221	
2,166	201.2	11,251	24,369,666	350	69,628	2,436,967	6,963	26,806,633	76,590	2,383	221	
2,166	201.2	6,429	13,925,214	200	69,626	1,392,521	6,963	15,317,735	76,589	2,383	221	
2,166	201.2	3,215	6,963,690	100	69,637	696,369	6,964	7,660,059	76,601	2,383	221	

RICS BCIS Upper Quartile Q1 2023			Build			External Works @ 10%			Total Costs (Build + Externals)			
£/m2	£/ft2	GIA (m2)	Cost (£)	Beds (Typologies)	£/Bed	Cost (£)	£/Bed	Cost (£)	£/Bed	£/m2	£/ft2	
2,389	221.9	19,288	46,079,032	600	76,798	4,607,903	7,680	50,686,935	84,478	2,628	244	
2,389	221.9	11,251	26,878,639	350	76,796	2,687,864	7,680	29,566,503	84,476	2,628	244	
2,389	221.9	6,429	15,358,881	200	76,794	1,535,888	7,679	16,894,769	84,474	2,628	244	
2,389	221.9	3,215	7,680,635	100	76,806	768,064	7,681	8,448,699	84,487	2,628	244	

Source: RICS BCIS / CBRE Data

- c. **Site Areas for Typologies:** It is not clearly stated within the CIL Viability Study as to how the site areas applied for each typology were derived and the evidence used to inform this. Given this is an important basis for setting benchmark land values, CBRE requests that this information is provided by CYC to provided transparency and clarity to stakeholders.
- d. **Benchmark Land Value:**
- i. The CIL Viability Study includes the adopted BLVs for non-residential uses within Table 5.6 on p.52. However, the document contains no supporting justification or evidence to underwrite the proposed BLVs, which CBRE considers a significant omission.
  - ii. The CIL Viability Study proposes a BLV of £1.5m/ha (£607,000/acre) as the BLV to apply to PBSA typologies.
  - iii. In order to find justification for this BLV, CBRE has had regard to the earlier EX/CYC//107/2 – Appendix 1 Technical Note. An explanation is provided in paras 20-23.
  - iv. This is predicated on a logic whereby it is proposed that abandoned or unviable locations and/or dilapidated industrial units will be the typical brownfield sites that will be brought forward for alternative uses, such as PBSA schemes. The transactions drawn upon in Table 4 of the EX/CYC//107/2 – Appendix 1 Technical Note, which are cited as comparables, are not relevant to York and it is not stated whether any of the transacted sites were ultimately brought forward for PBSA development.
  - v. CBRE is not aware of any abandoned, unviable or dilapidated industrial premises that could be redeveloped for PBSA use. There is presently a limited supply of sites suitable for redevelopment for PBSA uses across the city, which necessitates PBSA development competing with other forms of prospective development including hotels, traditional residential, elderly persons accommodation or offices.
  - vi. CBRE is therefore unclear on the logic behind Table 5.6 in the CIL Viability Study, on p.52. This is replicated below. It sets a substantially lower BLV for PBSA development in comparison to competing uses such as Hotel and Care Home uses (both £2m/ha), supermarket use (£2m/ha) and retail warehouse use (£2m/ha).

**Table 5.6 Benchmark land values for non-residential existing uses**

Typology	BLV per gross area
1: Town centre office	£1,500,000
2: Business park	£1,000,000
3: Industrial / warehouse	£850,000
4: Small local convenience	£2,000,000
5: Supermarket	£2,000,000
7: Retail warehouse	£2,000,000
8: City Centre retail	£4,000,000
9: Hotel (60 beds)	£2,000,000
10: Student accommodation	£1,500,000
11. Care home (60 bed)	£2,000,000

- vii. In addition, CBRE also notes that the CIL Viability Study adopts a BLV for residential typology viability testing of £1.7m/ha for brownfield land in its existing use as 'City centre / extension' land within Table 4.15 on p.47.
- viii. The CIL Viability Study does not adequately justify why competing brownfield land uses have been viability tested against a higher BLV and PBSA against a lower BLV. This warrants further explanation by CYC.
- ix. The risk is that this overstates the propensity for PBSA developments to acquire land at lower prices than competing uses, and through the proposed CIL rates applied to PBSA, then places them at a disadvantage when seeking to acquire land due to overstating viability and the further additional CIL costs applied.
- x. A rational approach would be for BLVs for this use to be considered by way of market transactional analysis of sites brought forward for PBSA use within the city of York in recent years. CBRE recommends that CYC seek to source and consider such evidence in taking a 'stand back' approach and a York-specific market sense-check.

## Results & Re-appraisal

44. The CIL Viability Study sets out the results of viability modelling within Table 7.1 on p.61. This is replicated below for ease.

**Table 7.1 Recommended non-residential psm CIL rates at different financial buffers**

Typology	Headroom per CIL liable sqm	After buffer of		
		50%	33%	25%
1: Town centre office	-£1,034			
2: Business park	-£906			
3: Industrial / warehouse	-£333			
4: Small local convenience	£154	£77	£103	£115
5: Supermarket	-£117			
7: Retail warehouse	£134	£67	£90	£101
8: City Centre retail	-£68			
9: Hotel (60 beds)	-£143			
10a: Student accommodation - 25 bed	£127	£64	£85	£95
10b: Student accommodation - 100 bed	£84	£42	£56	£63
10c: Student accommodation – 200 bed	-£16			
10d: Student accommodation - 350 bed	-£50			
10e: Student accommodation - 600 bed	-£152			
11. Care home (60 bed)	-£937			

45. Whilst the CIL Viability Study only appends a summary viability appraisal for PBSA typology 10b, Table 7.1 clearly demonstrates PPE's headroom analysis concludes that only PBSA typologies 10a and 10b can viably accommodate both any CIL and a 2.5% affordable housing equivalent OSFC contribution per student bedroom.
46. This is notwithstanding CBRE and the consortium's representations that the conclusions within Table 7.1 and the CIL Viability Study are they themselves outdated and don't reflect deterioration in market conditions since Q3/4 2022.

47. With this in mind, Table 7.1 of the CIL Viability Study shows PBSA typologies 10c – 10e to all fall below the threshold of financial viability. This means they cannot accommodate any CIL, as there is no headroom, but critically these PBSA typologies are also demonstrated as generating negative headroom (shown in red) before charging of any CIL.
48. The off campus PBSA typologies already incorporate the OSFC cost of £7,000 per student bedroom. This means that the CIL Viability Study now determines that these off campus PBSA typologies are now unable to partially or fully meet the proposed OSFC costs of Policy H7 whilst remaining financially viable – as they generate negative headroom **before** incurring CIL.
49. It is no longer possible to discern from CYC’s published evidence base where the threshold for viability actually sits in relation to the propensity of these PBSA typologies to be able to accommodate any OSFC costs.
50. This evidence in the CIL Viability Study directly contradicts the Table 6 results in the earlier published EX/CYC//107/2 – Appendix 1 Technical Note. This is replicated below for ease.

**Table 6 PBSA scheme viability test at CYC Local Plan full policy and different OSFC rates**

Scheme type	Land type	Viability and headroom			
		0% OSFC per student room (0% per Cluster unit)	2.5% OSFC per student room (10% per Cluster unit)	5% OSFC per student room (20% per Cluster unit)	10% OSFC per student room (40% per Cluster unit)
25-bed PBSA	Brownfield	£16,025	£10,276	£4,455	-£7,662
100-bed PBSA	Brownfield	£11,884	£6,151	£417	-£11,732
200-bed PBSA - low density	Brownfield	£11,095	£5,379	-£336	-£12,385
350-bed PBSA	Brownfield	£11,088	£5,386	-£316	-£12,326
600-bed PBSA	Brownfield	£8,794	£3,111	-£2,572	-£14,627

51. In summary, the CIL Viability Study now supersedes the earlier EX/CYC//107/2 – Appendix 1 Technical Note and clearly demonstrates it is out-of-date and can no longer be relied upon by CYC.
52. In the intervening period between the EX/CYC//107/2 – Appendix 1 Technical Note being produced and the CIL Viability Study being published, market conditions have deteriorated – and continued to do so further since – up to present day.
53. Consequently, based on the CIL Viability Study results, there is no longer any evidenced justification for CYC seeking for off-campus PBSA schemes to provide a 2.5% affordable housing equivalent OSFC contribution per student room (particularly in 200+ bed PBSA typologies), as there is no longer sufficient ‘headroom’ demonstrable within the tested PBSA typologies to support this financial contribution.
54. PPG Plan Making (para. 039 ref: 61-039-20190315) confirms that, in Plan Making, the Council must prepare a viability assessment in accordance with guidance to ensure that policies are realistic and the total cost of all relevant policies is not of a scale that will make the plan undeliverable.
55. Further elaboration is provided in PPG Viability (para. 002 ref: 10-002-20190509):

*“The role for viability assessment is primarily at the plan making stage. Viability assessment should not compromise sustainable development but should be used to ensure that policies are realistic, and that the total cumulative cost of all relevant policies will not undermine deliverability of the plan.”*

56. As clearly set out in both PPG and the RICS Guidance<sup>6</sup>, the impact on viability of a CIL, whether proposed or existing, should be considered alongside the full policy requirements of the Plan – this should therefore include the demonstrable viability of PBSA typologies (off-campus) to provide a 2.5% affordable housing equivalent OSFC contribution per student room.

57. In simple terms, a ‘policy-on’ approach must be adopted with the full costs of Plan policies (including affordable housing) accounted for, and taking precedence over, the introduction of CIL rate setting. It is not appropriate or justified to set policies within a Plan that are not deliverable and where the underpinning evidence demonstrates (as in this case) that it would be necessary to revert to viability at decision taking stage. PPG Viability is explicit on this point, stating the following in para. 002 ref: 10-002-20190509:

*“Policy requirements, particularly for affordable housing, should be set at a level that takes account of affordable housing and infrastructure needs and allows for the planned types of sites and development to be deliverable, without the need for further viability assessment at the decision making stage.”*

58. On this basis, CYC’s modifications proposed to Policy H7 to introduce an 2.5% affordable housing equivalent OSFC contribution per student room are not justified on the basis of appropriate and available evidence, would be expected to necessitate direct recourse to viability assessment and negotiation at the determination stage or may pose a material risk to PBSA development typologies being delivered off-campus at all. **It can only be concluded that this proposed required of Policy H7 is unsound and requires removal.**

59. Noting this issue, the CIL Viability Study also runs viability testing on PBSA typologies, specifically with the cost of meeting the 2.5% affordable housing equivalent OSFC contribution per student room **removed**, to determine CIL headroom to apply to on-campus PBSA. This is replicated in the following table.

**Table 7.2 Recommended on campus student accommodation, psm CIL rates at different financial buffers**

Typology	Headroom per CIL liable sqm	After buffer of		
		50%	33%	25%
10a: Student accommodation - 25 bed	£421	£211	£281	£316
10b: Student accommodation - 100 bed	£374	£187	£249	£281
10c: Student accommodation - 200 bed	£272	£136	£181	£204
10d: Student accommodation - 350 bed	£238	£119	£159	£179
10e: Student accommodation - 600 bed	£135	£68	£90	£101

60. CBRE cannot support the levels of CIL headroom being identified within Table 7.2 above for the PBSA typologies, for the reasons set out earlier within this representation.

<sup>6</sup> RICS Guidance Note (March 2021) Assessing viability in planning under the National Planning Policy Framework 2019 for England. Para. 3.7.14

## CBRE Updated Appraisal Modelling – Off-Campus PBSA Development (Private sector-led)

61. Given CBRE's analysis set out above firmly highlights both technical issues with the CIL Viability Study evidence base and that market conditions have deteriorated since its publication, CBRE has run independent viability modelling on PBSA typologies to determine the implications for CIL headroom in the current market.
62. CBRE has utilised present-day input assumptions for off-campus (developer-led) PBSA development scheme typologies.
63. Firstly, CBRE has set the rental rates at £177/week to represent an average rate across the York market. OPEX is deducted at 30% of the gross annual rent to generate a net rental income. This is consistent with the CIL Viability Study inputs.
64. Secondly, CBRE has capitalised the net rental income at an investment yield of 5.0%. As set out earlier in this representation, most private-sector driven PBSA development has, and is expected to continue to be, institutionally funded. PBSA development funding yields are presently at circa 5.25% - 5.5% for prime regional locations, such as York. CBRE has taken the more optimistic stance of provisionally retaining the rate adopted in the CIL Viability Study, which represents a best case illustrative position as it would be unlikely to be achievable in today's market.
65. Thirdly, CBRE has increased the construction costs to reflect the RICS BCIS upper quartile cost as published at March 2023. This is deemed the most representative benchmark rate for current market construction costs for mid-market specification private-sector led PBSA schemes being brought forward in regional cities.
66. Fourthly, CBRE has not adjusted the external works and professional fees allowances utilised in the CIL Viability Study modelling – utilising the lower rates in the example appraisal appended to the document, rather than the higher figures referenced in the text. This therefore, again, adopts the most optimistic position absent of clarification from CYC.
67. Finally, CBRE has removed the proposed £7,000 OSFC per student bedroom from the viability modelling. The purpose therefore is to determine whether there is viability headroom to accommodate the OSFC contribution, and the level of surplus (headroom) per student room available (or deficit).
68. No CIL is allowed in addition, and is excluded.
69. For all other aspects, CBRE has attempted to mirror the approach in the CIL Viability Study modelling. As previously, this should not be taken as an endorsement, but is deemed reasonable and rational for the purposes of comparison – given it is not the responsibility of the consortium to prepare CYC's evidence.
70. The headroom analysis is provided overleaf. Appraisal summaries are provided within **Enclosure 3**.

**Table 3: Headroom Analysis: Developer-led Off Campus PBSA Development – OSFC Headroom / Student Bedroom**

Typology	PBSA Beds	Headroom
		£ OSFC / Student Room
10b	100-bed	1,084
10c	200-bed	-1,401
10d	350-bed	-2,174
10e	600-bed	-4,703

Source: CBRE

71. In summary, the analysis in Table 3 above reiterates that there is insufficient headroom for off-campus developer-led PBSA schemes to provide the affordable OSFC sought via Policy H7 (as modified). If combined with CIL liability as proposed for typologies 10a and 10b, then this would completely eradicate any headroom whatsoever (leading to the OSFC being immediately negotiated away at decision making stage on relevant developments).
72. It is also important to note that the Table 3 appraisals include a 5.0% funding yield. If adjusted out to 5.25%, a sensitivity test in Table 4 below shows that this eradicates any prospective surplus to be directed either into the affordable OSFC sought via Policy H7 or CIL. Introducing either cost on this typology would therefore risk pushing this PBSA typology beyond the margin of viability.

**Table 4: Headroom Analysis: Developer-led Off Campus PBSA Development – OSFC Headroom / Student Bedroom (Yield)**

Typology	PBSA Beds	Headroom
		£ OSFC / Student Room
10b	100-bed	-2,477

Source: CBRE

73. On the weight of the above (and enclosed) evidence, CBRE is of the firm professional opinion that there is no financial viability headroom in the current market for PBSA typologies to either meet the costs of the affordable OSFC sought via Policy H7 (as modified) or CIL. The appraisal summary is provided within **Enclosure 4**.

## Lack of Transparency

74. There is a lack of transparency in the CIL Viability Study that CBRE deems falls short of the requirements and expectations of PPG CIL (Paragraph: 019 Reference ID: 25-019-20190901), PPG Viability (Paragraph: 010

Reference ID: 10-010-20180724), the NPPF (para. 58), the RICS Guidance<sup>7</sup> and RICS Professional Standards<sup>8</sup>, and which does not facilitate the viability evidence being genuinely 'available' for stakeholders to analyse.

75. Specifically, only one example appraisal is provided for the PBSA typology (100-bed). This is inadequate and all appraisals for non-residential typologies (notably PBSA) should be issued.

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<sup>7</sup> RICS (2021) Assessing viability in planning under the National Planning Policy Framework 2019 for England, RICS Guidance Note

<sup>8</sup> RICS (2019) RICS Professional Statement: Financial viability in planning: conduct and reporting, 1<sup>st</sup> Edition

# Conclusions and Recommendations

77. The consortium cannot endorse or support CYC's proposed modifications to Policy H7: Off Campus Purpose Built Student Housing proposing introduction of an OSFC (at a rate of 2.5% affordable housing equivalent per student bedroom) towards traditional affordable housing secured from off campus PBSA development.
78. PPG Plan Making (para. 039 ref: 61-039-20190315) confirms that, in Plan Making, the Council must prepare a viability assessment in accordance with guidance to ensure that policies are realistic and the total cost of all relevant policies is not of a scale that will make the plan undeliverable.
79. CYC's published evidence base underpinning the proposed modification introducing the OSFC is now out-of-date and can no longer be relied upon by CYC.
80. In the intervening period between the EX/CYC//107/2 – Appendix 1 Technical Note being produced and the CYC CIL Viability Study being published, market conditions have deteriorated – and continued to do so further since – up to present day.
81. The CIL Viability Study now supersedes the earlier EX/CYC//107/2 – Appendix 1 Technical Note and clearly demonstrates it there is no longer sufficient viability 'headroom' within the tested PBSA typologies to support this financial contribution.
82. CBRE has prepared additional up-to-date viability evidence within this representation. CBRE is of the firm professional opinion that there is no financial viability headroom in the current market for PBSA typologies to either meet the costs of the affordable OSFC sought via Policy H7 (as modified) or CIL.
83. PPG and RICS Guidance<sup>9</sup> requires that a 'policy-on' approach must be adopted with the full costs of Plan policies (including affordable housing) accounted for. It is not appropriate or justified to set policies within a Plan that are not deliverable and where the underpinning evidence demonstrates (as in this case) that it would be necessary to revert to viability at decision taking stage.
84. On this basis, CYC's modifications proposed to Policy H7 to introduce an 2.5% affordable housing equivalent OSFC contribution per student room are not justified on the basis of appropriate and available evidence, would be expected to necessitate direct recourse to viability assessment and negotiation at the determination stage or may pose a material risk to PBSA development typologies being delivered off-campus at all. **It can only be concluded that this proposed requirement of Policy H7 is unsound and requires removal.**

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<sup>9</sup> RICS Guidance Note (March 2021) Assessing viability in planning under the National Planning Policy Framework 2019 for England. Para. 3.7.14

# Enclosures

# Enclosure 1: Investment Yield Guides – Q1 2023

# Prime Yield Guide – March 2023

Knight Frank Intelligence

This yield guide is for indicative purposes only and was prepared on 1 March 2023.



Based on rack rented properties and disregards bond type transactions

[Click here to view previous data](#)

SECTOR		MAR-22	SEP-22	DEC-22	JAN-23	FEB-23	MAR-23	1 MONTH CHANGE	MARKET SENTIMENT	
	Offices (Grade A)	City Prime (Single let, 10 years)	3.75%	4.00%	4.50% - 4.75%	4.75%	4.75%	4.75%		STABLE
		West End: Prime Core (Mayfair & St James's)	3.25%	3.25%	3.50% - 3.75%	3.75%	3.75%	3.75%		STABLE
		West End: Non-core (Soho & Fitzrovia)	3.75% - 4.00%	4.00%	4.25% - 4.50%	4.50%	4.50%	4.50%		STABLE
		Major Regional Cities (Single let, 15 years)	4.75% - 5.00%	5.00% - 5.25%	5.75% - 6.00%	5.75% - 6.00%	5.75% - 6.00%	5.75%	-	STABLE
		Major Regional Cities (Multi-let, 5 year WAULT)	5.75% -	5.25% - 5.50%	6.50% - 7.00%	6.50% - 7.00%	6.50% - 7.00%	6.50% - 7.00%		WEAKER
		South East Towns (Single let, 15 years)	5.00% - 5.25%	5.25%	6.00% - 6.50%	6.00% - 6.50%	6.00% - 6.50%	6.00% - 6.50%		WEAKER
		South East Towns (Multi-let, 5 year WAULT)	6.50%	6.75% - 7.00%	7.00% - 7.50%	7.00% - 7.50%	7.00% - 7.50%	7.50%	+	WEAKER
		South East Business Parks (Single let, 15 years)	5.25% +	5.50% - 5.75%	6.75% - 7.00%	6.75% - 7.00%	6.75% - 7.00%	7.00%	+	WEAKER
		South East Business Parks (Multi-let, 5 year WAULT)	6.75% +	7.25% +	7.75% - 8.00%	7.75% - 8.00%	7.75% - 8.00%	8.50% +	+0.50%	WEAKER
		Life Sciences (Oxford, Cambridge)	3.75%	3.75%	4.25%	4.25%	4.25% - 4.50%	4.25% - 4.50%		WEAKER
	Warehouse & Industrial Space	Prime Distribution/Warehousing (20 years [NIY], fixed/indexed uplifts)	3.00%	3.50% - 3.75%	4.75% - 5.00%	4.75% - 5.00%	4.75% - 5.00%	4.75%	-	STABLE
		Prime Distribution/Warehousing (15 years, OMRRs)	3.50%	4.00% - 4.25%	5.25% - 5.50%	5.25% - 5.50%	5.25% - 5.50%	5.25%	-	STABLE
		Secondary Distribution (10 years, OMRRs)	4.00%	4.50% - 4.75%	5.50% - 6.00%	5.50% - 6.00%	5.50% - 6.00%	5.50% - 5.75%	-	STABLE
		South East Estate (excluding London & Heathrow)	3.25% - 3.50%	4.00%	5.00% - 5.50%	5.00% - 5.50%	5.00% - 5.50%	5.00% - 5.25%	-	STABLE
		Good Modern Rest of UK Estate	3.50% - 3.75%	4.25% - 4.50%	5.25% - 5.75%	5.25% - 5.75%	5.25% - 5.75%	5.25% - 5.50%	-	STABLE
		Good Secondary Estates	4.75% - 5.25%	5.25% - 5.75%	6.50% - 7.00%	6.50% - 7.00%	6.50% - 7.00%	6.50% - 7.00%		WEAKER
	Specialist Sectors	Car Showrooms (20 years with fixed uplifts & dealer covenant)	5.00%	5.25%	5.75%	5.75%	5.75%	5.75%		STABLE
		Budget Hotels London (20 years, 5 yearly RPI / CPI uplifts)	3.25% - 3.50%	3.25% - 3.50%	4.50% - 4.75%	4.50% - 4.75%	4.50% - 4.75%	4.50%	-	STABLE
		Budget Hotels Regional (20 years, 5 yearly RPI / CPI uplifts)	4.00%	4.00%	5.00% - 5.25%	5.00% - 5.25%	5.00% - 5.25%	5.00%	-	STABLE
		Student Accommodation Prime London (Direct Let)	3.75%	3.50%	3.75% - 4.00%	3.75% - 4.00%	3.75% - 4.00%	3.75% - 4.00%		STABLE
		Student Accommodation Prime Regional (Direct Let)	5.00%	4.75% - 5.00%	5.00% - 5.25%	5.00% - 5.25%	5.00% - 5.25%	5.00% - 5.25%		STABLE
		Student Accommodation Prime London (25 years, Annual RPI)	3.00% - 3.25%	3.25%	4.00% - 4.25%	4.00% - 4.25%	4.00% - 4.25%	4.00%	-	STABLE
		Student Accommodation Prime Regional (25 years, Annual RPI)	3.25% - 3.50%	3.50%	4.25% - 4.50%	4.25% - 4.50%	4.25% - 4.50%	4.25%	-	STABLE
		Healthcare (Elderly Care, 30 years, 5 yearly indexed linked reviews)	3.50%	3.25% - 3.50%	4.00% - 4.25%	4.00% - 4.25%	4.00% - 4.25%	4.00% - 4.25%		STABLE
		Data Centres (Operational)	4.00% -	4.00%	4.00%	4.00%	4.00%	4.50%	+0.50%	STABLE
		Data Centres (Leased, 15 years, Annual Indexation)	4.00%	4.00% +	4.25% +	4.25% +	4.25% +	4.75%	+0.50%	STABLE
		Income Strip (50 years, Annual RPI/CPIH+1%, Annuity Grade)	2.25%	2.50% +	3.75% - 4.00%	4.00%	4.00%	4.00%		STABLE

Your partners in property.

# Prime Yield Guide – March 2023

Knight Frank Intelligence

*This yield guide is for indicative purposes only and was prepared on 1 March 2023.*



[Click here to view previous data](#)

*Based on rack rented properties and disregards bond type transactions*

SECTOR		MAR-22	SEP-22	DEC-22	JAN-23	FEB-23	MAR-23	1 MONTH CHANGE	MARKET SENTIMENT	
	High Street Retail	Bond Street	2.75%	2.75% +	2.75% - 3.00%	2.75% - 3.00%	2.75% - 3.00%	2.75% - 3.00%	WEAKER	
		Oxford Street	3.50% +	3.50% +	4.25% - 4.50%	4.25% - 4.50%	4.25% - 4.50%	4.25% - 4.50%	WEAKER	
		Prime Towns (Oxford, Cambridge, Winchester)	6.25%	6.25%	6.75% +	6.75% +	6.75% +	6.75%	-	STABLE
		Regional Cities (Manchester, Birmingham)	6.50% +	6.50%	7.00% +	7.00% +	7.00% +	7.00%	-	STABLE
		Good Secondary (Truro, Leamington Spa, Colchester etc)	8.25% - 8.50%	8.25% 8.50%	9.00% - 9.25%	9.00% - 9.25%	9.00% - 9.25%	9.00% - 9.25%	9.00% - 9.25%	STABLE
	Shopping Centres (sustainable income)	Regional Scheme	7.50%	7.50%	8.00%	8.00% +	8.00% +	8.00% +	WEAKER	
		Sub-Regional Scheme	8.50%	8.50%	9.00% +	9.00% +	9.00% +	9.00% +	WEAKER	
		Local Scheme (successful)	9.00%	9.25%	9.75% +	9.75% +	9.75% +	9.75% +	WEAKER	
		Neighbourhood Scheme (assumes <25% of income from supermarket)	9.00% - 9.25%	9.00% - 9.25%	9.50% - 9.75%	9.50% - 9.75%	9.50% - 9.75%	9.50% - 9.75%	9.50% - 9.75%	WEAKER
	Out of Town Retail	Open A1 Parks	5.25% -	5.00%	6.00% +	6.00% +	6.00% +	6.00%	-	STABLE
		Good Secondary Open A1 Parks	6.25% - 6.50%	6.25%	7.25% +	7.50% +	7.50% +	7.50%	-	STABLE
		Bulky Goods Parks	5.25% -	5.00%	6.00% +	6.00% +	6.00% +	6.00%	-	STABLE
		Good Secondary Bulky Goods Parks	6.25% - 6.50%	6.25%	7.25% +	7.50% +	7.50% +	7.50%	-	STABLE
		Solus Open A1 (15 year income)	4.75%	5.00%	5.75% - 6.00%	5.75% - 6.00%	5.75% - 6.00%	5.75% - 6.00%	5.75% - 6.00%	STABLE
		Solus Bulky (15 year income)	4.75%	5.00%	5.75% - 6.00%	5.75% - 6.00%	5.75% - 6.00%	5.75% - 6.00%	5.75% - 6.00%	STABLE
	Major Foodstores	Annual RPI Increases [NIY] (20 year income)	3.50%	3.75% - 4.00%	5.00%	5.00%	5.00%	5.00%	STABLE	
		Open Market Reviews (20 year lease)	4.00%	4.25% - 4.50%	5.50%	5.50%	5.50%	5.50%	STABLE	
	Leisure	Prime Leisure Parks	7.00% +	7.00% +	7.50% +	7.50% +	7.50% +	7.50% +	STABLE	
		Good Secondary Leisure Parks	8.00% +	8.00% +	8.50% - 8.75%	9.00% +	9.00% +	9.00% +	WEAKER	

*Your partners in property.*

# Prime Yield Guide – March 2023

Knight Frank Intelligence

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## LEADING INDICATORS

The changing structure of the UK economy. Overall, UK economic output grew by +1% year on year in Q4, however, some sectors have recorded a significant increase. Indeed, the Arts & entertainment (+9%), Construction (+5%) and Professional & Scientific (+4%) industries saw increased output year on year in Q4 2022. However, some sectors including Production (-4%) and Manufacturing (-6%) saw output moderate. Here, the higher costs of materials, energy and labour likely weight on output. For the year ahead, the Bank of England forecast inflation to fall to 4% from 10%, which could alleviate some pricing pressures on these sectors that have seen output decline.

UK inflation continued to slow falling, for the third consecutive month, to 10.1% ahead of expectations. Producer price inflation also moderated, to 14.1%. The positive inflation news has left market commentators deliberating the **BoE's** next interest rate decision on 23 March. Capital Economics outlined that the likelihood of its forecast of 4.50% peak is lower now, while Oxford Economics expects the central bank to lift its rate by 25bps to 4.25% in March, where it will remain until at least the end of the year.

Flash PMI's for the UK surprised on the upside, with UK services businesses reporting growth for the first time in eight months (figure above 50). Indeed, the UK Services PMI increased to 53.3 in February, from 48.7 in January, beating market expectations of 49.2. Meanwhile, the Manufacturing PMI rose to 49.2 from 47.0 in January, exceeding market forecasts of 47.5.

## DEBT MARKET – 27 FEBRUARY 2023

Debt margins have drifted out over the last quarter as a reflection of wider economic uncertainty and dislocation in the market.

Source: Macrobond

### SONIA/EURIBOR Swap Rates (3/5 Year)



BONDS & RATES (01/03/2023)	MAR 2022	JAN 2023	FEB 2023	MAR 2023
SONIA Rate	0.445%	3.427%	3.927%	3.927%
Bank of England Base Rate	0.50%	3.50%	4.00%	4.00%
5-year swap rates	1.794%	4.050%	3.582%	4.308%
10-year gilts redemption yield	1.34%	3.53%	3.17%	3.81%

## ESG



### Refurbishing Offices

What are the economic and green challenges and opportunities from refurbishing office buildings?

## Intelligence Lab



### UK Retail Sales Dashboard – January 2023

An overview of UK retail performance, including key metrics on core sub-sectors and e-commerce.

# Prime Yield Guide – March 2023

Knight Frank Intelligence

*This yield guide is for indicative purposes only and was prepared on 1 March 2023.*



## KEY RESEARCH



UK CRE Quarterly Review – February 2023

The Quarterly UK RE Review outlines the key occupier and investment trends across the different sectors within commercial real estate.

## Knight Frank V&A

### Did you know

In addition to valuing assets in the main property sectors and having award winning teams in the Healthcare, Student and Automotive sectors, Knight Frank also has expertise in :

- Waste and Energy
- Infrastructure
- Garden Centres
- Film Studios
- Serviced Offices
- Data Centres
- Life Sciences
- Income Strips
- Ground Rents
- Trading assets
- Expert Witness
- IPOs

## KEY CONTACTS

*We like questions. If you would like some property advice, or want more information about our research, we would love to hear from you.*



[Jeremy Tham](#)

Partner – Valuation & Advisory - Head of Real Estate Finance Valuations  
+44 20 7861 1769  
[Jeremy.Tham@KnightFrank.com](mailto:Jeremy.Tham@KnightFrank.com)



[Emily Miller](#)

Partner – Valuation & Advisory - Head of UK Fund Valuations  
+44 20 7861 1483  
[Emily.Miller@KnightFrank.com](mailto:Emily.Miller@KnightFrank.com)



[Simon Gillespie](#)

Partner – Valuation & Advisory - Head of Central London Valuations  
+44 20 7861 1292  
[Simon.Gillespie@KnightFrank.com](mailto:Simon.Gillespie@KnightFrank.com)



[Chris Galloway](#)

Partner – Valuation & Advisory - Head of Business Development UK Fund Valuations  
+44 20 7861 1297  
[Chris.Galloway@KnightFrank.com](mailto:Chris.Galloway@KnightFrank.com)



[Matthew Dichler](#)

Partner – Valuation & Advisory – UK Fund Valuations  
+44 20 7861 5224  
[Matthew.Dichler@KnightFrank.com](mailto:Matthew.Dichler@KnightFrank.com)



[Will Matthews](#)

Partner – Research - Head of Commercial  
+44 20 3909 6842  
[William.Matthews@KnightFrank.com](mailto:William.Matthews@KnightFrank.com)

Knight Frank Research Reports are available at [knightfrank.com/research](https://knightfrank.com/research)

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# **JLL** Monthly Yield Sheet

*January 2023*



Sector	Trending	Jan-23 %	Dec-22 -1 Months %	Oct-22 -3 Months %	Jan-22 -12 Months &
<b>Shops- High Street</b>					
Prime	Weaker	6.50	6.50	6.50	6.50
Functional Towns	Weaker	8.50	8.50	8.25	8.00
Small Market Towns	Weaker	10.50	10.50	10.25	10.00
<b>Shopping Centres</b>					
Dominant Regional	Weaker	7.25	7.25	6.75	6.75
City Centre / Sub Regional	Weaker	8.50	8.50	8.00	8.00
Secondary Towns	Weaker	14.00	13.00	12.00	12.00
<b>Retail Warehouses</b>					
Prime Parks	Weaker	6.00	5.75	5.25	5.50
Secondary Parks	Weaker	8.25	8.25	7.75	9.00
Solus Units	Weaker	6.25	6.00	5.25	5.50
Foodstores - Supermarkets	Weaker	5.25	5.25	4.50	3.50
<b>Leisure</b>					
Leisure	Weaker	8.50	8.25	7.75	7.75
<b>Offices</b>					
City <£40m	Weaker	4.50+	4.50+	4.25	3.75
City £40m - £125m	Weaker	4.50+	4.50+	4.25	3.75
City >£125m	Weaker	4.50+	4.50+	4.25	3.75
West End <£40m	Stable	3.75	3.75	3.75	3.50
West End £40m - £125m	Stable	4.00	3.75	3.75	3.50
West End >£125m	Stable	4.25	4.00	4.00	3.50
Greater London Area Preferred	Weaker	6.25	6.00	5.75	5.00
South East Prime	Weaker	6.50	6.25	6.00	5.25
Regional City Prime	Weaker	5.50	5.25	5.25	4.75-
Sub Regional City Prime	Weaker	6.75	6.50	6.50	5.75
<b>Life Sciences</b>					
Life Sciences Prime	Weaker	4.50	4.50	4.25	3.75
<b>Industrial/Logistics</b>					
Regional Single Let	Stable	5.50	5.50	4.50	3.50
SE Single Let	Stable	5.25	5.25	4.25	3.25
London Single Let	Stable	5.00	5.00	4.00	3.00
Regional Multi Let	Stable	5.50	5.50	4.75	3.75
SE Multi Let	Stable	5.25	5.25	4.50	3.50
London Multi Let	Stable	5.00	5.00	4.00	3.00
<b>Alternatives</b>					
Car Showrooms	Stable	5.50	5.50	4.75	5.25
Self Storage (Prime)	Stable	5.00	5.00	5.00	4.75
Hotels London - Prime Covenant / 20 year term	Weaker	4.25	4.25	4.00	3.75
Hotels Regional - Prime Covenant / 20 year term	Weaker	5.00	5.00	4.50	4.25

## Notes

- Best in Class Yields relate to rack rented investments let with lease lengths considered by the market as most appropriate for the asset class.
- Trending denotes investor sentiment towards the sector.
- RPI/CPI uplifts on longer leases can achieve keener yields than those assessed at market rents.
- Yields are based on transactions and sentiment.
- Yields stated are Initial Yields for the Alternatives section based on 20 year unexpired leases to strong covenants with indexation/uplifts.
- Supermarket yields are for 20 year leases with RPI indexed uplifts at 5 year intervals.
- Colour Key – the colours in the trending and yield column indicate changes since previous month. Green: stronger than previous month, black: same as previous month, red: weaker than previous month.

Sector	Trending	Jan-23 %	Dec-22 -1 Months %	Oct-22 -3 Months %	Jan-22 -12 Months &
<b>Elderly Care (NIY)</b>					
Ultra Prime	Stable	4.25+	4.25+	3.25	3.50
Prime	Stable	5.00+	5.00+	4.00+	4.00+
Core	Stable	6.00+	6.00+	5.00+	5.00+
Secondary	Stable	7.50	7.50	6.50+	6.50+
<b>Build to Rent (NIY) (Stabilised BTR Purpose Built)</b>					
Prime London Zones 1-3	Weaker	3.50-	3.50-	3.25+	3.25+
Outer London Zones 4-6	Weaker	3.75-	3.75-	3.50+	3.50+
South East / South West Prime	Weaker	4.00-	4.00-	3.75+	3.75+
Prime Regional	Weaker	4.00+	4.00+	4.00+	4.00+
Secondary Regional	Weaker	4.50+	4.50+	4.50+	4.50
<b>Purpose Built Student Accommodation (NIY) (Direct Let)</b>					
Prime London	Weaker	3.75+	3.75+	3.50	3.75
Inner London	Weaker	4.00+	4.00+	3.75	4.25-
Super Prime Regional	Weaker	4.75	4.75	4.50	4.75+
Prime Regional	Weaker	5.25	5.25	5.00	5.00+
Secondary Regional	Weaker	6.50	6.50	6.25	6.25+
Other Regional	Weaker	7.25	7.25	7.00	7.00+
<b>Purpose Built Student Accommodation (NIY) (25 Year FRI Leases)</b>					
Prime London	Weaker	3.75	3.75	3.50	3.00
Inner London	Weaker	3.75	3.75	3.50	3.00+
Prime Regional	Weaker	4.00	4.00	3.75	3.25
Secondary Regional	Weaker	4.25	4.25	4.00	3.75
Other Regional	Weaker	4.50	4.50	4.25	4.00
<b>JLL Prime Yield</b>		<b>5.29</b>	<b>5.24</b>	<b>4.83</b>	<b>4.51</b>
<b>Money Markets (3rd January 2023)</b>					
UK SONIA Rate		3.43	2.93	2.19	0.19
SONIA 5 Years SWAP Rate		3.95	3.72	4.94	1.04
Gilt 10 years		3.65	3.10	4.18	1.17
Base rate		3.50	3.00	2.25	0.25

## Notes

1. Yields are based on transactions and sentiment.
2. Trending denotes investor sentiment towards the sector.
3. BTR yields relate to professionally managed private residential assets of institutional grade.
4. PBSA yields relate to professionally managed purposed built student accommodation of institutional grade.
5. *JLL Prime Yield calculation includes both Commercial & Living Yields.*
6. Please note Money Market Yields are volatile - yields quoted as of date specified.
7. Colour Key – the colours in the trending and yield column indicate changes since previous month. Green: stronger than previous month, black: same as previous month, red: weaker than previous month.

## Claire Macken

Head of Commercial Valuation  
Advisory - UK & Ireland  
+44 (0)7525 913365  
Claire.Macken@jll.com

## Tim Luckman

Head of Commercial Valuation,  
Regions  
+44 (0)7921 403635  
Tim.Luckman@jll.com

## Stuart Smith

Head of Industrial & Logistics,  
Valuation Advisory  
+44 (0)7739 591473  
Stuart.Smith@jll.com

## Alasdair Barrie

Head of Regional Offices,  
Valuation Advisory  
+44 (0)7841 860862  
Alasdair.Barrie@jll.com

## Chris Strathon

Head of EMEA Datacentres, Life Sciences  
& Film Studios, Valuation Advisory  
+44 (0)7872 121079  
Chris.Strathon@jll.com

## Damon Pere

Head of UK & Northern Europe Hotel  
Valuation & Advisory  
+44 (0)7873 910500  
Damon.Pere@jll.com

## Richard Petty

Head of UK Living,  
Valuation Advisory  
+44 (0)7767 413631  
Richard.Petty@jll.com

## Emma Glynn

Head of Healthcare Valuation  
Advisory  
+44 (0)7970 439179  
Emma.Glynn@jll.com

## James McTighe

Head of Commercial Valuation,  
London  
+44 (0)7809 198651  
James.McTighe@jll.com

## Ollie Saunders

Head of EMEA Alternatives  
+44 (0)7939 272426  
Ollie.Saunders@jll.com

## Christy Bowen

Head of London Offices and  
Flexspace, Valuation Advisory  
+44 (0)7849 307016  
Christy.Bowen@jll.com

## Cara Reynoldson

Head of Retail Valuation Advisory  
+44 (0)7872 677443  
Cara.Reynoldson@jll.com

## Izeldi Loots

Head of Alternatives Valuation  
Advisory  
+44 (0)7592 112105  
Izeldi.Loots@jll.com

## Ian Thompson

Head of Pan-European Leisure  
Valuation Advisory  
+44 (0)7514 733902  
Ian.Thompson1@jll.com

## Matthew Green

Valuation Advisory - Head of  
Development & BTR Valuation  
+44 (0)7967 589319  
Matthew.Green@jll.com

## Rose Denbee

Head of Student Housing  
Valuation Advisory  
+44 (0)7970 304560  
Rose.Denbee@jll.com

# Investor interest is slowly returning to the market for Q1

- ▶ Signs of investor interest slowly returning to the market.  
Residential
- ▶ Strong rental growth for the upcoming academic year is mitigating yield expansion as market looks towards potential reversions.  
Student
- ▶ Transactions showing signs of stability ahead.  
Hotels

	Mar 22 (%)	Jun 22 (%)	Sep 22 (%)	Dec 22 (%)	Mar 23 (%)	Trend
<b>RESIDENTIAL</b>						
London Zone 2 Prime	3.25	3.25	3.25	3.50	3.60	Weaker
London Zone 2 Good Secondary	3.65	3.65	3.65	4.00	4.00	Weaker
London Zone 3 to 6 Prime	3.35	3.35	3.35	3.65	3.75	Weaker
London Zone 3 to 6 Good Secondary	3.65	3.65	3.65	4.00	4.00	Weaker
Outer London and South East Prime	3.60	3.60	3.60	3.90	4.00	Weaker
Outer London and South East Good Secondary	4.00	4.00	4.00	4.50	4.50	Weaker
Regional Centres excluding South East Prime	4.00	3.85	3.85	4.15	4.15	Weaker
Regional Centres excluding South East Secondary	4.50	4.25	4.25	4.75	4.75	Weaker
Other Regional Centres Prime	4.40	4.15	4.15	4.50	4.50	Weaker
Other Regional Centres Secondary	5.00	4.75	4.75	5.25	5.25	Weaker

	Mar 22 (%)	Jun 22 (%)	Sep 22 (%)	Dec 22 (%)	Mar 23 (%)	Trend
<b>STUDENT ACCOMMODATION</b>						
Central London Direct Let	3.65	3.50	3.50	3.75	3.75	Weaker
Super Prime Regional Direct Let	4.65	4.50	4.50	4.75	4.75	Weaker
Prime Regional Direct Let	5.00	4.75	4.75	5.00	5.00	Weaker
Secondary Regional Direct Let	8.00	8.00	8.00	8.50	8.50	Weaker
Central London RPI Lease	3.00	2.75	3.25	4.00	4.00	Weaker
Super Prime Regional RPI Lease	3.00	2.75	3.25	4.00	4.00	Weaker
Prime Regional RPI Lease	3.00	2.75	3.25	4.00	4.00	Weaker
Secondary Regional RPI Lease	4.00	4.00	4.50	5.25	5.25	Weaker
<b>HOTELS</b>						
Prime London Vacant Possession	4.50	4.50	4.50	4.75	4.75	Weaker
Prime London Management Contract	5.50	5.50	5.50	5.75	5.75	Weaker
Prime London Lease	3.75	3.75	3.75	4.50	4.50	Weaker
Prime Regional Vacant Possession	6.75	6.75	6.75	7.25	7.25	Weaker
Prime Regional Management Contract	7.75	7.75	7.75	8.50	8.50	Weaker
Prime Regional Lease	4.25	4.25	4.25	5.25	5.25	Weaker

UNITED KINGDOM | LIVING SECTORS INVESTMENT YIELDS | MARCH 2023

	Mar 22 (%)	Jun 22 (%)	Sep 22 (%)	Dec 22 (%)	Mar 23 (%)	Trend
<b>SPECIALIST SUPPORTED LIVING</b>						
London/ SE Prime	5.25	5.25	5.25-5.50	5.25-5.50	5.25-5.50	Weaker
Regional UK Prime	5.25-5.75	5.25-5.75	5.25-5.75	5.40-5.85	5.40-5.85	Weaker
Secondary	6.00	6.00	6.00	6.25	6.25	Weaker
Tertiary	6.25+VP-Resi	6.50+VP-Resi	6.50+VP-resi	6.75 -VP-Resi	6.75-VP-Resi	Weaker
<b>INTEGRATED RETIREMENT COMMUNITIES</b>						
London/ SE Prime	N/A	N/A	N/A	N/A	5.00-5.25	Weaker
Regional UK Prime	4.25-5.00	4.25-5.00	4.25-5.00	5.00-5.25	5.50	Weaker
Secondary	6.00	6.00	6.00	6.00	6.00	Weaker
Tertiary	N/A	N/A	N/A	N/A	N/A	Weaker
<b>ELDERLY CARE</b>						
London/ SE Prime	3.5-4.0	3.5-4.0	3.75-4.00	4.00-4.25	4.00-4.25	Weaker
Regional UK Prime	4.5-5.5	4.25-5.00	4.50-5.50	4.75-5.75	4.75-5.75	Weaker
Secondary	7.00	7.00	7.25	7.50-8.00	7.50-8.00	Weaker
Tertiary	8.00	8.00	8.50	9.00	9.00	Weaker
<b>PRIMARY CARE</b>						
London/ SE Prime	3.50	3.50	3.60	4.00	4.00	Weaker
Regional UK Prime	3.75	3.75	3.85	4.25	4.25	Weaker
Secondary	4.50	4.50	4.65	5.35	5.25	Weaker
Tertiary	6.00	6.00	6.25	6.75	6.75	

	Mar 22 (%)	Jun 22 (%)	Sep 22 (%)	Dec 22 (%)	Mar 23 (%)	Trend
<b>SHARED OWNERSHIP</b>						
London/ SE Prime	2.90-3.00	2.90-3.00	3.00	3.00-3.25	3.10-3.25	Weaker
Regional UK Prime	3.00-3.15	3.00-3.15	3.00-3.25	3.15-3.35	3.15-3.40	Weaker
Secondary	3.15-3.35	3.15-3.35	3.25-3.50	3.25-3.50	3.25-3.75	Weaker
Tertiary	3.35-3.60	3.35-3.60	3.50	3.50-3.75	3.50-3.90	Weaker
<b>AFFORDABLE RENT</b>						
London/ SE Prime	3.75-4.00	3.75-4.00	3.75-4.00	3.75-4.15	3.75-4.15	Weaker
Regional UK Prime	4.00-4.25	4.00-4.25	4.00-4.25	4.15-4.40	4.15-4.50	Weaker
Secondary	4.25-4.50	4.25-4.50	4.25-4.50	4.40-4.65	4.40-4.65	Weaker
Tertiary	4.50-4.75	4.50-4.75	4.50-4.75	4.65-4.90	4.75	Weaker
<b>SOCIAL RENT</b>						
London/ SE Prime	3.50-3.75	3.50-3.75	3.50-3.75	3.65-3.90	3.70-4.00	Weaker
Regional UK Prime	3.75-4.00	3.75-4.00	3.75-4.00	3.90-4.15	3.75-4.15	Weaker
Secondary	4.00-4.25	4.00-4.25	4.00-4.25	4.15-4.40	4.15-4.40	Weaker
Tertiary	4.25-4.50	4.25-4.50	4.25-4.50	4.40-4.65	4.50-4.75	Weaker

► Positive start to Q1 with a number of transactions exchanging but pricing remains uncertain with evidence of falling house prices  
Single Family Housing

	Mar 22 (%)	Jun 22 (%)	Sep 22 (%)	Dec 22 (%)	Mar 23 (%)	Trend
<b>SINGLE FAMILY HOUSING</b>						
South East Prime	3.50 - 3.75	3.50 - 3.75	3.50 - 3.75	3.70 - 3.85	3.70 - 3.85	Weaker
South East Secondary	3.75 - 3.90	3.75 - 3.90	3.75 - 3.90	3.85 - 4.00	3.85 - 4.00	Weaker
South West Prime	3.65 - 3.90	3.65 - 3.90	3.65 - 3.90	3.85 - 4.00	3.85 - 4.00	Weaker
South West Secondary	3.90 - 4.15	3.90 - 4.15	3.90 - 4.15	4.00 - 4.15	4.00 - 4.15	Weaker
East of England Prime	3.75 - 4.00	3.75 - 4.00	3.75 - 4.00	3.85 - 4.00	3.85 - 4.00	Weaker
East of England Secondary	4.00 - 4.25	4.00 - 4.25	4.00 - 4.25	4.00 - 4.15	4.00 - 4.15	Weaker
West Midlands Prime	3.90 - 4.15	3.90 - 4.15	3.90 - 4.15	4.00 - 4.20	4.00 - 4.20	Weaker
West Midlands Secondary	4.15 - 4.40	4.15 - 4.40	4.15 - 4.40	4.20 - 4.40	4.20 - 4.40	Weaker
East Midlands Prime	3.90 - 4.15	3.90 - 4.15	3.90 - 4.15	4.00 - 4.20	4.00 - 4.20	Weaker
East Midlands Secondary	4.15 - 4.40	4.15 - 4.40	4.15 - 4.40	4.20 - 4.40	4.20 - 4.40	Weaker
North West Prime	4.00 - 4.25	4.00 - 4.25	4.00 - 4.25	4.15 - 4.30	4.15 - 4.30	Weaker
North West Secondary	4.25 - 4.50	4.25 - 4.50	4.25 - 4.50	4.30 - 4.45	4.30 - 4.45	Weaker
North East including Yorkshire and the Humber Prime	4.10 - 4.35	4.10 - 4.35	4.10 - 4.35	4.25 - 4.40	4.25 - 4.40	Weaker
North East including Yorkshire and the Humber Secondary	4.35 - 4.60	4.35 - 4.60	4.35 - 4.60	4.40 - 4.55	4.40 - 4.55	Weaker

**Contacts**

**David Tudor**

Senior Director  
UK Valuation & Advisory Services  
+44 (0)7985 876 111  
david.tudor@cbre.com

**Tim Pankhurst**

Executive Director  
Student Accommodation  
+44 (0)7714 145 917  
tim.pankhurst@cbre.com

**James Hinde**

Senior Director  
Residential  
+44 (0)7879 602 911  
james.hinde@cbre.com

**Miles Auger**

Senior Director  
Hotels  
+44 (0)7590 485 278  
miles.auger@cbrehotels.com

**Joanne Winchester**

Executive Director  
Co-Living  
+44 (0)7939 015 514  
joanne.winchester@cbre.com

**Aissa Nahimana**

Senior Analyst  
Student Accommodation  
+44 (0)7722 184 471  
aissa.nahimana@cbre.com

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## Notes and Definitions

### Residential

Our residential yields refer to institutionally managed, private rented residential assets within the UK (build to rent)

- 1) The yield data provided reflects transaction exchanges and current bidding on investment market deals to the previous month together with our own opinions and judgement
- 2) Net yields account for operational costs and relevant purchaser's costs
- 3) Prime refers to assets located in close proximity to transport nodes, either brand new or with a high quality specification and level of amenity
- 4) Zone 2 and Zones 3 to 6 refer to London travel zones system managed by Transport for London

### Hotels

- 1) Vacant possession upscale, stabilised year cap rate
- 2) Management contract upscale, no guarantee or underwrite, operated by an internationally renowned brand
- 3) Prime London lease reflects Zone 1, prime covenants leaseholders whose ability to fulfil lease obligations is almost certain
- 4) Prime regional lease reflects prime UK city locations, prime covenants leaseholders whose ability to fulfil lease obligations is almost certain

### Student Accommodation

The net initial yield, which is growth implicit, rather than the equivalent yield, is the key driver in the purpose built student accommodation sector. Allowance for purchaser's costs is made in calculating the net initial yield. All the yields assume completed and stabilised properties and ignore any discount for forward funding. Yields assume a generic lot size of £25m and running costs which a hypothetical purchaser would assume

- 1) Direct let a well located modern purpose built property of an operationally efficient scale with a strong letting track record and appropriate room mix
- 2) Central London well located single asset in London zone 1
- 3) Super prime regional towns and cities with restricted supply or restrictive planning policies
- 4) Prime regional mature markets with healthy supply and demand ratio and generally more than one university. There is a spread of towns and cities from the prime level to our secondary benchmark
- 5) Secondary regional towns and cities with perceived oversupply issues, new universities or secondary campuses
- 6) RPI lease well located, let to a strong university covenant, minimum of 25 years unexpired on FRI terms with annual RPI uplifts

### Single Family Housing

Our yield ranges are indicative and represent our view of a stabilised investment.

- 1) The yield data provided reflects transaction exchanges and current bidding on investment market deals to date together with our own opinions.
- 2) They represent our indicative view of the net initial yield of a rack rented stabilised investment.
- 3) These yields represent a cluster of modern dwellings in a single location that would be sold in a single lot to an investor as part of a wider portfolio.
- 4) 'Prime' is defined as having excellent connectivity to key city hubs, transport links, local employment, amenity and schools, an established depth of rental demand with strong ESG credentials.
- 5) 'Secondary' - one or more of the above criteria is compromised or missing.
- 6) Net yields account for operational costs and relevant purchaser's costs.
- 7) Operational Cost Assumptions typically range between 18.0% - 22.5% (including voids) however we consider this will be analysed more on £ per unit basis as the market matures.
- 8) Our analysis and yields are indicative, for guidance only and may not be relied upon.

## Enclosure 2: RICS BCIS – Rebased to York (March 2023)

## £/m2 study

**Description:** Rate per m2 gross internal floor area for the building Cost including prelims.

**Last updated:** 11-Mar-2023 05:56

› Rebased to York ( 97; sample 19 )

**Maximum age of results:** Default period

Building function (Maximum age of projects)	£/m <sup>2</sup> gross internal floor area						Sample
	Mean	Lowest	Lower quartiles	Median	Upper quartiles	Highest	
New build							
<b>816. Flats (apartments)</b>							
Generally (15)	1,680	835	1,395	1,586	1,891	5,792	856
1-2 storey (15)	1,600	993	1,346	1,509	1,786	3,297	183
3-5 storey (15)	1,653	835	1,390	1,579	1,873	3,531	574
6 storey or above (15)	1,994	1,226	1,632	1,867	2,137	5,792	96
856.2 Students' residences, halls of residence, etc (15)	2,151	1,227	1,919	2,166	2,389	3,500	55

# Enclosure 3: Developer-led (Off-campus) PBSA Development Typology Appraisals (Excluding Modified Policy H7 OSFC)

PBSA Typology

100 Units

Excludes Policy H7 2.5% OSFC/room

Development Appraisal

CBRE

24 March 2023

**PBSA Typology  
100 Units  
Excludes Policy H7 2.5% OSFC/room**

Appraisal Summary for Phase 5 100 (V4)

Currency in £

**REVENUE**

**Rental Area Summary**

	Units	ft <sup>2</sup>	Rent Rate ft <sup>2</sup>	Initial MRV/Unit	Net Rent at Sale	Initial MRV	Net MRV at Sale
Student accommodation - 100 bed typology	100	18,568	43.20	8,021	561,499	802,142	561,499

**Investment Valuation**

**Student accommodation - 100 bed typology**

Current Rent	561,499	YP @	5.0000%	20.0000	11,229,988		
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**NET REALISATION**

**11,229,988**

**OUTLAY**

**ACQUISITION COSTS**

Residualised Price				363,392			
					363,392		
Stamp Duty				7,670			
Effective Stamp Duty Rate		2.11%					
Agent Fee		1.00%		3,634			
Legal Fee		0.80%		2,907			
					14,211		

**CONSTRUCTION COSTS**

**Construction**

	ft <sup>2</sup>	Build Rate ft <sup>2</sup>	Cost
Student accommodation - 100 bed typology	28,567	221.90	6,339,110
Externals		10.00%	633,911
Site Abnormals	0 ac	400,000 /ac	68,000
Contingency		4.00%	278,921
			7,319,942

**Other Construction**

Policy CC1, CC2 & CC3	100 un	2,250.00 /un	225,000
Policy G12 BNG	0 ac	15,000 /ac	2,550
			227,550

**PROFESSIONAL FEES**

Professional Fees		8.00%	557,842
			557,842

**DISPOSAL FEES**

Sales Agent Fee		2.00%	224,600
			224,600

**FINANCE**

Debit Rate 8.500%, Credit Rate 0.000% (Nominal)			
Land			66,076
Construction			584,710
Total Finance Cost			650,786

**TOTAL COSTS**

**9,358,323**

**PROFIT**

**1,871,665**

**Performance Measures**

Profit on Cost%	20.00%
Profit on GDV%	16.67%
Profit on NDV%	16.67%
Development Yield% (on Rent)	6.00%
Equivalent Yield% (Nominal)	5.00%
Equivalent Yield% (True)	5.16%

**PBSA Typology****100 Units****Excludes Policy H7 2.5% OSFC/room**

IRR% (without Interest) 30.31%

Rent Cover 3 yrs 4 mths

Profit Erosion (finance rate 8.500) 2 yrs 2 mths

PBSA Typology

200 Units

Excludes Policy H7 2.5% OSFC/room

Development Appraisal

CBRE

24 March 2023

**PBSA Typology  
200 Units  
Excludes Policy H7 2.5% OSFC/room**

Appraisal Summary for Phase 11 200 (V4)

Currency in £

**REVENUE**

**Rental Area Summary**

	Units	ft <sup>2</sup>	Rent Rate ft <sup>2</sup>	Initial MRV/Unit	Net Rent at Sale	Initial MRV	Net MRV at Sale
Student accommodation - 200 bed typology	200	37,135	43.20	8,021	1,123,000	1,604,285	1,123,000

**Investment Valuation**

<b>Student accommodation - 200 bed typology</b>							
Current Rent	1,123,000	YP @	5.0000%	20.0000	22,459,990		

**NET REALISATION**

**22,459,990**

**OUTLAY**

**ACQUISITION COSTS**

Residualised Price			409,788				
					409,788		
Stamp Duty			9,989				
Effective Stamp Duty Rate		2.44%					
Agent Fee		1.00%	4,098				
Legal Fee		0.80%	3,278				
						17,366	

**CONSTRUCTION COSTS**

**Construction**

	ft <sup>2</sup>	Build Rate ft <sup>2</sup>	Cost
Student accommodation - 200 bed typology	57,135	221.90	12,678,221
Externals		10.00%	1,267,822
Site Abnormals	0 ac	400,000 /ac	184,000
Contingency		4.00%	557,842
			14,687,885

**Other Construction**

Policy CC1, CC2 & CC3	200 un	2,250.00 /un	450,000
Policy G12 BNG	0 ac	15,000 /ac	6,900
			456,900

**PROFESSIONAL FEES**

Professional Fees		8.00%	1,115,683
			1,115,683

**DISPOSAL FEES**

Sales Agent Fee		2.00%	449,200
			449,200

**FINANCE**

Debit Rate 8.500%, Credit Rate 0.000% (Nominal)			
Land			92,674
Construction			1,487,163
Total Finance Cost			1,579,837

**TOTAL COSTS**

**18,716,658**

**PROFIT**

**3,743,332**

**Performance Measures**

Profit on Cost%	20.00%
Profit on GDV%	16.67%
Profit on NDV%	16.67%
Development Yield% (on Rent)	6.00%
Equivalent Yield% (Nominal)	5.00%
Equivalent Yield% (True)	5.16%

**PBSA Typology****200 Units****Excludes Policy H7 2.5% OSFC/room**

IRR% (without Interest)	26.37%
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Rent Cover	3 yrs 4 mths
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Profit Erosion (finance rate 8.500)	2 yrs 2 mths
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PBSA Typology

350 Units

Excludes Policy H7 2.5% OSFC/room

Development Appraisal

CBRE

24 March 2023

**PBSA Typology  
350 Units  
Excludes Policy H7 2.5% OSFC/room**

Appraisal Summary for Phase 16 350 (V4)

Currency in £

**REVENUE**

**Rental Area Summary**

	Units	ft <sup>2</sup>	Rent Rate ft <sup>2</sup>	Initial MRV/Unit	Net Rent at Sale	Initial MRV	Net MRV at Sale
Student accommodation - 350 bed typology	350	64,987	43.20	8,021	1,965,250	2,807,500	1,965,250

**Investment Valuation**

**Student accommodation - 350 bed typology**

Current Rent	1,965,250	YP @	5.0000%	20.0000	39,305,000
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**NET REALISATION**

**39,305,000**

**OUTLAY**

**ACQUISITION COSTS**

Residualised Price				379,270	
					379,270
Stamp Duty				8,463	
Effective Stamp Duty Rate		2.23%			
Agent Fee		1.00%		3,793	
Legal Fee		0.80%		3,034	
					15,290

**CONSTRUCTION COSTS**

**Construction**

	ft <sup>2</sup>	Build Rate ft <sup>2</sup>	Cost
Student accommodation - 350 bed typology	99,975	221.90	22,184,452
Externals		10.00%	2,218,445
Site Abnormals	1 ac	400,000 /ac	304,000
Contingency		4.00%	976,116
			25,683,014

**Other Construction**

Policy CC1, CC2 & CC3	350 un	2,250.00 /un	787,500
Policy G12 BNG	1 ac	15,000 /ac	11,400
			798,900

**PROFESSIONAL FEES**

Professional Fees		8.00%	1,952,232
			1,952,232

**DISPOSAL FEES**

Sales Agent Fee		2.00%	786,100
			786,100

**FINANCE**

Debit Rate 8.500%, Credit Rate 0.000% (Nominal)			
Land			99,231
Construction			3,040,130
Total Finance Cost			3,139,361

**TOTAL COSTS**

**32,754,167**

**PROFIT**

**6,550,833**

**Performance Measures**

Profit on Cost%	20.00%
Profit on GDV%	16.67%
Profit on NDV%	16.67%
Development Yield% (on Rent)	6.00%
Equivalent Yield% (Nominal)	5.00%
Equivalent Yield% (True)	5.16%

**PBSA Typology****350 Units****Excludes Policy H7 2.5% OSFC/room**

IRR% (without Interest) 24.15%

Rent Cover 3 yrs 4 mths

Profit Erosion (finance rate 8.500) 2 yrs 2 mths

PBSA Typology

600 Units

Excludes Policy H7 2.5% OSFC/room

Development Appraisal

CBRE

24 March 2023

**PBSA Typology**
**600 Units**
**Excludes Policy H7 2.5% OSFC/room**

Appraisal Summary for Phase 21 600 (V4)

Currency in £

**REVENUE**
**Rental Area Summary**

	Units	ft <sup>2</sup>	Rent Rate ft <sup>2</sup>	Initial MRV/Unit	Net Rent at Sale	Initial MRV	Net MRV at Sale
Student accommodation - 600 bed typology	600	111,406	43.20	8,021	3,369,000	4,812,857	3,369,000

**Investment Valuation**

<b>Student accommodation - 600 bed typology</b>							
Current Rent	3,369,000	YP @	5.0000%	20.0000	67,379,998		

**NET REALISATION**
**67,379,998**
**OUTLAY**
**ACQUISITION COSTS**

Residualised Price (Negative land)			(376,826)				
					(376,826)		

**CONSTRUCTION COSTS**
**Construction**

	ft <sup>2</sup>	Build Rate ft <sup>2</sup>	Cost	
Student accommodation - 600 bed typology	171,394	221.90	38,032,329	<b>38,032,329</b>
Externals		10.00%	3,803,233	
Site Abnormals	2 ac	400,000 /ac	652,000	
Contingency		4.00%	1,673,422	
				6,128,655
<b>Other Construction</b>				
Policy CC1, CC2 & CC3	600 un	2,250.00 /un	1,350,000	
Policy G12 BNG	2 ac	15,000 /ac	24,450	
				1,374,450

**PROFESSIONAL FEES**

Professional Fees		8.00%	3,346,845	
				3,346,845

**DISPOSAL FEES**

Sales Agent Fee		2.00%	1,347,600	
				1,347,600

**FINANCE**

Debit Rate 8.500%, Credit Rate 0.000% (Nominal)				
Land			(105,374)	
Construction			6,402,315	
Total Finance Cost				6,296,941

**TOTAL COSTS**
**56,149,993**
**PROFIT**
**11,230,005**
**Performance Measures**

Profit on Cost%	20.00%
Profit on GDV%	16.67%
Profit on NDV%	16.67%
Development Yield% (on Rent)	6.00%
Equivalent Yield% (Nominal)	5.00%
Equivalent Yield% (True)	5.16%
IRR% (without Interest)	21.82%

**PBSA Typology****600 Units****Excludes Policy H7 2.5% OSFC/room**

Rent Cover

3 yrs 4 mths

Profit Erosion (finance rate 8.500)

2 yrs 2 mths

# Enclosure 4: Developer-led (Off-campus) PBSA Development 100-bed Typology Appraisal (Excluding Modified Policy H7 OSFC) with Funding Yield at 5.25% (Sensitivity)

PBSA Typology

100 Units

Excludes Policy H7 2.5% OSFC/room

Funding Yield at 5.25%

Development Appraisal

CBRE

24 March 2023

**PBSA Typology  
100 Units  
Excludes Policy H7 2.5% OSFC/room**

Appraisal Summary for Phase 6 100 (V4 b)

Currency in £

**REVENUE**

**Rental Area Summary**

	Units	ft <sup>2</sup>	Rent Rate ft <sup>2</sup>	Initial MRV/Unit	Net Rent at Sale	Initial MRV	Net MRV at Sale
Student accommodation - 100 bed typology	100	18,568	43.20	8,021	561,499	802,142	561,499

**Investment Valuation**

**Student accommodation - 100 bed typology**

Current Rent	561,499	YP @	5.2500%	19.0476	10,695,227		
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**NET REALISATION**

**10,695,227**

**OUTLAY**

**ACQUISITION COSTS**

Residualised Price				7,307			
					7,307		
Agent Fee		1.00%		73			
Legal Fee		0.80%		58			
					132		

**CONSTRUCTION COSTS**

**Construction**

	ft <sup>2</sup>	Build Rate ft <sup>2</sup>	Cost	
Student accommodation - 100 bed typology	28,567	221.90	6,339,110	
Externals		10.00%	633,911	
Site Abnormals	0 ac	400,000 /ac	68,000	
Contingency		4.00%	278,921	
				7,319,942

**Other Construction**

Policy CC1, CC2 & CC3	100 un	2,250.00 /un	225,000	
Policy G12 BNG	0 ac	15,000 /ac	2,550	
				227,550

**PROFESSIONAL FEES**

Professional Fees		8.00%	557,842	
				557,842

**DISPOSAL FEES**

Sales Agent Fee		2.00%	213,905	
				213,905

**FINANCE**

Debit Rate 8.500%, Credit Rate 0.000% (Nominal)				
Land			1,302	
Construction			584,710	
Total Finance Cost				586,012

**TOTAL COSTS**

**8,912,689**

**PROFIT**

**1,782,538**

**Performance Measures**

Profit on Cost%	20.00%
Profit on GDV%	16.67%
Profit on NDV%	16.67%
Development Yield% (on Rent)	6.30%
Equivalent Yield% (Nominal)	5.25%
Equivalent Yield% (True)	5.43%
IRR% (without Interest)	31.69%

**PBSA Typology****100 Units****Excludes Policy H7 2.5% OSFC/room**

Rent Cover

3 yrs 2 mths

Profit Erosion (finance rate 8.500)

2 yrs 2 mths



RUSSELL GROUP  
**STUDENTS'  
UNIONS**



# **Student Cost of Living Report**

**Research commissioned by Russell Group Students' Unions  
Carried out by Students' Union UCL**

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## Foreword

The current cost of living crisis has been impacting everyone across society – from rising bills to record high food costs, to concerns over job security and the impact on our mental health. Throughout this crisis, however, students have been forgotten.

We, as elected representatives for students at Russell Group universities, commissioned this research to better understand the experiences of students and how we, universities and the government can help. The results are deeply concerning, although sadly not surprising for those of us who are hearing from struggling students daily.

This survey highlights the immense financial pressure on students. On average, students are sitting below the poverty line for the UK. 1 in 5 are considering dropping out because they cannot afford to continue, and 1 in 4 are regularly going without food and necessities. Students are unable to increase their earnings anywhere near the rate of inflation, with most working zero-hour, minimum wage jobs, and many struggling to increase their incomings, whether this is due to struggling to balance studies alongside increased working hours, or whether this is explicit working restrictions such as those imposed on our international student community.

Throughout this, financial support is inadequate, poorly understood and communicated, and often inaccessible to students. Groups of students who are already disadvantaged in education are hit the hardest, and this study shows that the cost of living crisis is posing a significant threat to our diverse and vibrant university communities – students except those from the most privileged backgrounds are set to be priced out of education.

It is clear that the impact of the cost of living on students is systemic and widespread, and requires an urgent, coordinated approach for targeted student support from the government and the sector. Maintenance loans need to rise in line with inflation, and grants should be reintroduced to support our most disadvantaged students. The parental threshold for maximum student finance support, which has been frozen since 2008 despite average earnings increasing significantly, needs to be reviewed. There needs to be sector-wide best practice agreed regarding university-run hardship and financial assistance funds. International students need more flexibility in their working restrictions, and should be able to access university financial hardship funds as standard.

Crucially, this research shows that students should be recognised as an at-risk group. They are particularly vulnerable to financial insecurity and hardship, and yet are often ignored or overlooked in conversations around poverty and cost of living. If we do not step up for students now, we run the risk of allowing UK higher education to become one only for the most privileged in society, and undoing decades of access and participating work in the sector.

### **Russell Group Students' Unions Officers**

**Students have been forgotten during the cost of living crisis. We surveyed students from 14 Russell Group institutions and found...**



*"I cry myself to sleep multiple times a week because my finances are killing my mental health."*



1 in 4 students is regularly going without food or necessities because they cannot afford them



We received 8,800 responses

94% of students are concerned about the cost of living crisis



Over 50% of students have had to borrow money in the last year alone



54% of students believe that their academic performance has suffered due to the cost of living crisis



Only 1 in 2 students are confident that they have enough money to cover their basic living costs



On average, students were left with only £50 per month



72% of students feel that their mental health has suffered due to the cost of living crisis

*"I have had to miss classes because I've had to work in order to be able to eat."*



Average income of only £825 per month

*"Everything is difficult but no one understands."*

## Income

# “I am dependent on my overdraft”

## The average student falls below the poverty line

The median income per month for students is £824, including income from maintenance grants, bursaries, paid employment and familial contributions. After housing costs (with the average student rent estimated at £535/month<sup>1</sup>), the average student respondent to this survey is likely to fall under the UK poverty line<sup>2</sup>. This leaves our respondents with £72 per week, and would put our respondents only £2 over the destitution line for the UK<sup>3</sup>.

After paying for all expenses including bills and food, students are left with £50 each month to live off (median, weighted). This falls to £30 for international students, and rises to £100 for home students. More than 1 in 5 (22%, N = 5953, weighed) students have less than £100 in their savings account.

### The top four groups who reported having less than £100 in savings:

- **Students whose parents have no qualifications** (34%, N = 144/423)
- **Students with a household income of less than £25,001/annum** (32%, N = 574/1801)
- **Students with caring responsibilities** (29%, N = 140/480)
- **International students** (29%, N = 501/1747)

Each of these groups were statistically more likely to have less than £100 in savings.

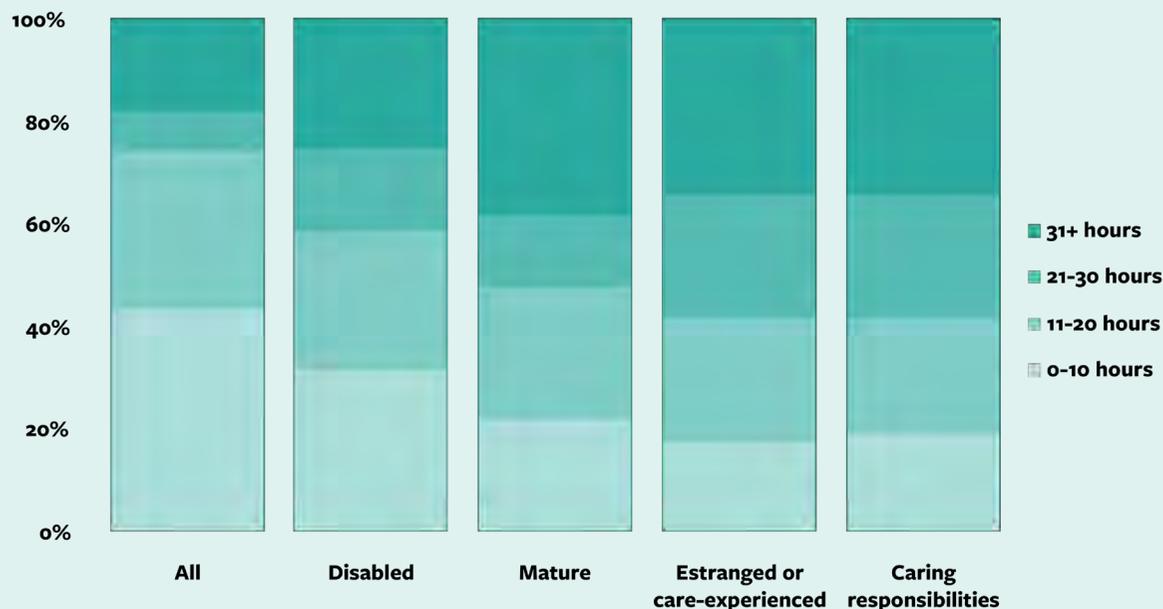
*“I work the max amount that I can, yet I barely can cover my rent let alone anything else. **I miss meals. I have had my physical and mental health deteriorate. I worry every day about how much change I have left.** And it was a 4-month long struggle with the university to even get any help.”*

*“The Cost of living crisis was always present for me, as in I come from Europe where higher education is practically free. My parents did not save, or expect me to go abroad. London is so very expensive. They are not rich and are in debt and refused to get me a loan to prevent me from getting to the same place in life as them. **I have cried many nights about my choices to come to London where it is so very expensive to live and study.** I regret my choice because of the financial burden I have placed on my family.”*

Students from socioeconomically disadvantaged backgrounds (measured by household income and level of parental education) rely more heavily on income sources such as maintenance loans, bursaries and hardship funds, whereas students from more advantaged backgrounds see parental contribution to expenses increase. Disadvantaged students are also significantly ( $p < 0.001$ ) more likely to have to borrow money to pay for rent or bills, with 3 in 5 (59%,  $N = 1048/1786$ ) students with a

household income of under £25,000/year reporting having borrowed money whilst at university, compared to 44% ( $N = 365/839$ ) of students from the highest household income brackets (£75,001 or more). Similarly, students whose parents have no educational qualifications are nearly 1.5x more likely to have borrowed money compared to those whose parents hold a degree qualification or equivalent (59%,  $N = 247/418$  vs 51%,  $N = 1854/3621$ ).

17% ( $N = 464/2460$ , Figure 1) of students in paid employment are working more than 30 hours per week. This rises to 24% ( $N = 100/415$ ) for disabled students, 40% ( $N = 257/639$ ) for mature students, 36% ( $N = 55/153$ ) for estranged or care experienced students and 35% ( $N = 81/235$ ) for those with caring responsibilities.

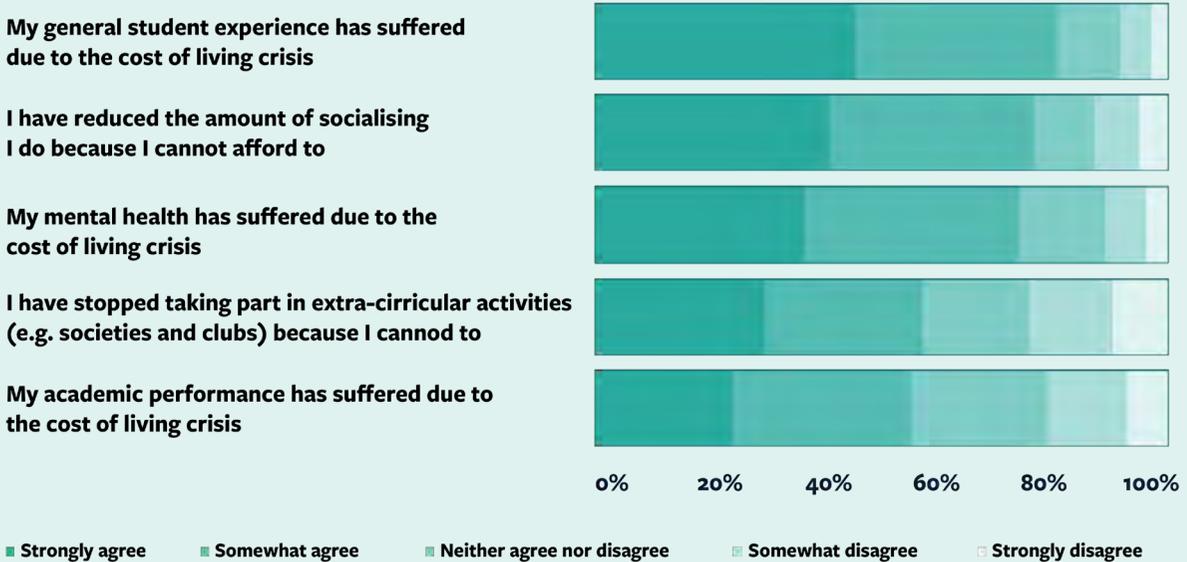


13% ( $N = 6327$ , weighted) of students are relying on overdrafts, and 6% ( $N = 6327$ , weighted) are using credit cards. Only 5% ( $N = 6327$ , weighted) have received financial support from a university hardship fund this academic year. Part-time (17%,  $N = 53/321$ ), Black (16%,  $N = 28/171$ ), home (16%,  $N = 513/3222$ ) and disabled (16%,  $N = 141/881$ ) students are all more likely to be relying on overdrafts. Similarly, disabled (6%,  $N = 55/881$ ), students who are estranged or care-experienced (6%,  $N = 20/323$ ), Black students (6%,  $N = 10/171$ ), students with household incomes of under £25,001/annum (6%,  $N = 107/1895$ ), and students studying outside of London (5%,  $N = 118/2156$ ) are the most likely groups to have received financial support from their university.

**Figure 1:** Stacked bar graph showing proportion of hours worked for students in paid employment by demographics ( $N=2460$ )

# Impact

Students report wide-ranging and significant impacts from the cost of living crisis, whether that is on their academic studies and career prospects, their mental health, their physical health, or their social development and relationships (Figure 2). Most commonly students report that their ‘general student experience’ has suffered due to the cost of living crisis, with 4 in 5 (79%, N = 5581, weighted) students reporting this, followed closely by their social life (73%, N = 5591, weighted), and their mental health (72%, N = 5595, weighted). 94% of students report that they are concerned about the current cost of living crisis (N = 5596, weighted).



Whilst facing increasing financial pressures due to rising costs and limited ability to increase earnings (e.g. full time students struggling to work increased hours alongside their studies, or international students restricted to 20 hours a week), students note that socialising, extra-curricular activities and ‘non-essentials’ such as preventative health care (i.e. dental care) and mental health support are the first to go when cutting back. Students’ academic studies are also impacted, particularly for students juggling additionally responsibilities such as childcare or having to take on additional paid work, and for students who already face additional barriers in education such as estranged and care-experienced students.

**Figure 2.** Stacked bar graph showing responses (N=5596) to likert-scale questions on the impact of the cost of living crisis

# Having to choose between food and university

## 1 in 5 students have considered dropping out

Over half (54%, N = 5589, weighted) of students are seeing their academic performance suffer due to the cost of living crisis. Reported negative impacts range from the direct and immediate, with students skipping classes to work more shifts or considering dropping out entirely due to financial pressures, to indirect impacts related to the ways in which the crisis intersects with health outcomes and nutrition, making concentrating on studying difficult or impossible.

19% (N = 5584, weighted) of all students have considered deferring their studies and 18% (N = 5582, weighted) have considered dropping out because they could not afford to continue. Students from disadvantaged socioeconomic backgrounds, disabled students, students who are estranged or care-experienced, and students with caring responsibilities are significantly more likely to be facing negative academic impacts and struggling to continue with their studies.

While 54% (N = 5589, weighted) of all students agree their academic performance has suffered due to the crisis, this rises to 71% (N = 278/389)

for students whose parents have no educational qualifications. Estranged students, students with caring responsibilities, and disabled students are most likely to report considering dropping out of university. For estranged students, the lack of a familial safety net exacerbates their financial precarity. One estranged student said that they “can’t afford to engage with the [academic] material”, which “perpetuates the difficulties posed to those who deserve the opportunity to study, but with no familial/financial safety net”. Another commented that “the university system is created to benefit white middle class students from stable backgrounds”.

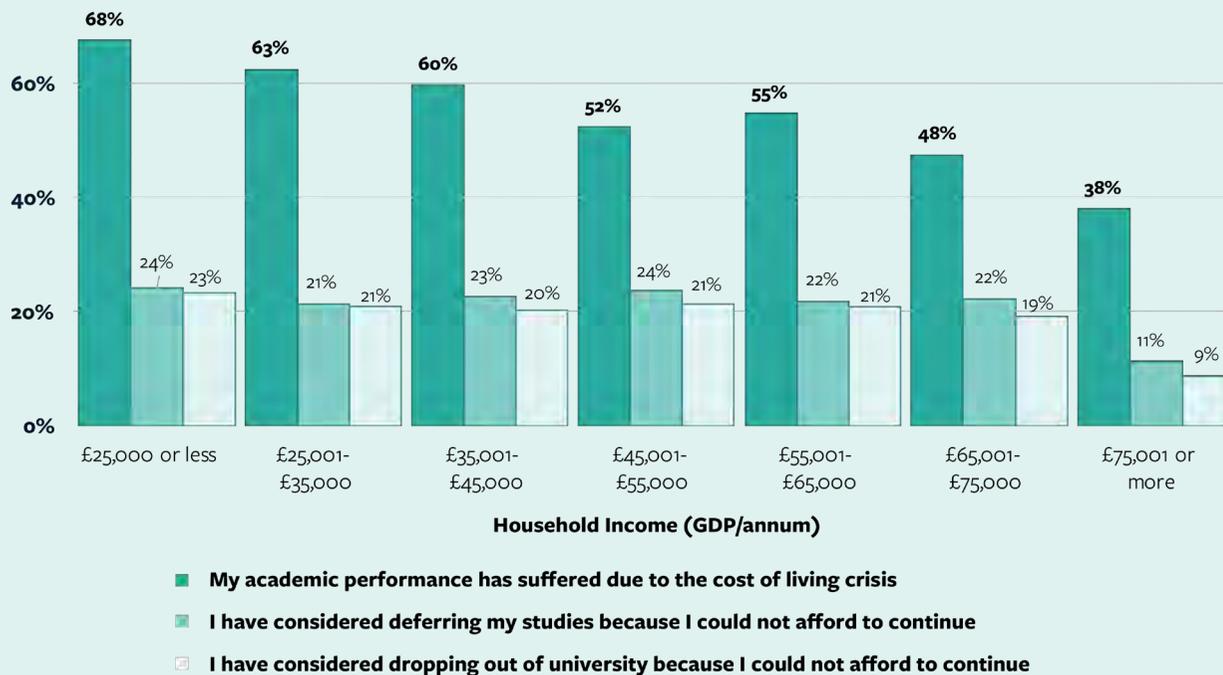
The likelihood that a student has considered dropping out or deferring due to financial difficulties gradually decreases as household income increases (Figure 3), however it is only for students from the highest income households (£75,000 or more per annum) that this drops below 15% for either question, suggesting that, whilst the impact is felt most strongly for those from the lowest income households, higher education during the cost of living crisis

is becoming increasingly unaffordable to any students except those from the most advantaged backgrounds.

### The top five groups who reported they had considered dropping out because they could not afford to continue were:

- **Estranged or care-experienced students** (37% (N = 127/343))
- **Students with caring responsibilities** (34% (N = 169/500))
- **Disabled students** (33% (N = 301/904))
- **Non-binary students** (30%, N = 40/129)
- **Part-time students** (28%, N = 91/319)

**Each of these groups were statistically more likely to report considering to dropout of university.**



**Figure 3:** Grouped bar graph showing % agree by household income (GDP/Annum)

Students, particularly those from less advantaged backgrounds, commonly reported being forced to work increasingly long hours to pay for rising bills and living costs, or to take on multiple jobs. On average students are working 15 hours a week (weighted median), a figure rising to 25 hours for students with caring responsibilities (N = 235), estranged or care-experienced students (N =

153), and postgraduate research students (N = 404), and 32 hours for part time students (N = 218). Not only are students working significantly increased hours, but they also often report that the nature of the work is precarious and poorly paid. Respondents highlight that the precarity of having a job on a “zero hour contract” means that they “have to take shifts as they are available and cannot

plan very far ahead”. Others link their struggles to low pay, with one stating that “minimum wage does not match the rapid rise in the cost of living” and another that “in the two industries of work in which I have experience, hospitality and care, wages have been almost stagnant”. Research by CIPD found that almost a quarter (23%) of full-time students aged 16-24 with a job were on a zero-hours contract, higher than any other age group<sup>4</sup>.

Students are also seeing their studies impacted due to high costs of transport, with many having to study from home due to not being able to afford the cost of going into campus, even in well-connected cities such as London. Students report missing timetabled lectures and labs or skipping teaching entirely where they would have to travel, especially at peak hours. However, respondents’ homes are often not fit to study in, with many reporting that their accommodation is small and/or poor quality, and that they have been unable to turn the heating on during winter, leaving them studying in the cold and becoming unwell. This tough choice many are facing was summarised by one student: “it’s hard to work at home in these conditions, but expensive to travel to university and work there”.

***“It’s been a nightmare. Having to choose between food or funding something for Uni, and then being at risk of failing my degree.”***

60% (N = 612/1019) of postgraduate research students feel that their academic performance has suffered due to the crisis, higher than any other study level. One PhD student stated that “it is becoming impossible to balance rent, utilities and food on the UKRI studentship rate”, and another commented that for those whose research is lab based and requires you to be on campus every day, this has become “financially unviable”. Similarly, International student respondents highlight the additional pressures and barriers they face which is exacerbating the impact of the cost of living crisis on them and their studies, with 59% (N = 1029/1746) reporting that their academic performance has suffered. International students report that visa limits on working hours, having no recourse to public funds, high tuition fees and limited access to financial support has led to significant financial insecurity and in turn impacts negatively on their studies.

**“I have not been able to take part in some extracurricular activities which would benefit my learning and future career, such as research projects/fieldwork, because I cannot afford this between the tuition fee and general cost of living.”**

**“Due to the living costs and having to buy so many research supplies and make research trips, I have used the majority of**

**my savings.** I have had to move back with my parents as a result, which is nowhere near my university or the archive I need to access.”

**“I have sadly decided not to attend an international conference in my field happening later this year. Being financially vulnerable means I am missing out on opportunities other students an easily have.** I am not having equal access to the same level of education and opportunities as other students due to my financial restrictions. **I routinely miss out on opportunities** such as this conference experience.”

**“I also take on a lot of [graduate teaching assistant] work to try and supplement my stipend, as it is not enough to live on. This means I am able to spend less time on my PhD, which impacts my academic performance. PhD students shouldn't have to teach to live.”**

**“As an Iranian international student, I had to work and study and get money from my parents to just pay for one instalment [of**

**tuition]. I could hardly focus to study, seeing my parents suffering every year to make the money I need for my tuition fees.** [My] mental health break down led to me failing the last year and had to repeat my modules this year.”

**“It is extremely difficult to make ends meet as an international student with limited working hours during term time. The high fees add to the burden of paying off student loans, and lack of scholarships all tie in together to ruin a person's mental health. Academic performance is suffering due to financial stressors and being unable to afford basic necessities is affecting social life.”**

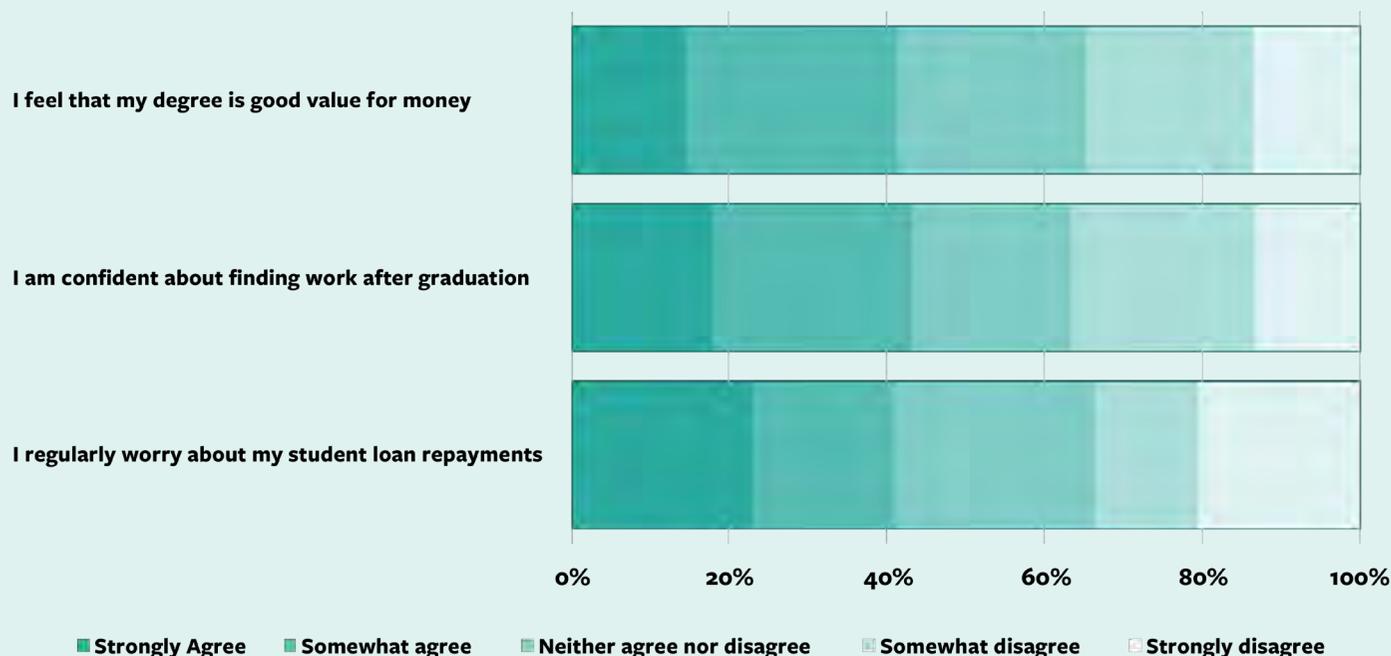
The negative academic impacts of the cost of living crisis on students' academic experience is worsening existing concerns over the graduate job market and exacerbating low levels of skills confidence in our student population. Respondents commonly spoke about how financial difficulties result in concerns that they will not be able to achieve a high grade, and therefore will not stand out as competitive candidates in a tough graduate job market.

Many students are questioning whether their degree is 'good value for money', although this is unrelated to the quality of the course or content taught but reflective of concerns that their financial

insecurity will prevent them from achieving a good grade, and therefore securing a good graduate job. This is often due to the high number of hours students are needing to work to meet basic expenses and the impact on their mental health that financial stress is having, all distracting from their studies and academic development.

Just 43% (N = 5580, weighted) of all students are confident about finding work after graduation, a figure that drops to 41% (N = 1213/2962) for undergraduate students. One student stated that employment post-graduation was the area which concerns them the most: "I am worried that due to the financial situation of the world right now, the

workplace may be looking to increase salary cuts and layoffs rather than hiring university students". This worry is particularly acute for estranged students or students who are unable to move back in with their parents after graduating. Another student states that "I often worry about how I will pay for expenses after my degree finishes because there is no guarantee I'll get a job straight out of university and I don't see inflation slowing down anytime soon".



**Figure 4:** Stacked bar graph showing responses (N=5596) to likert-scale questions on the impact of the cost of living crisis

*“I am an independent student who worked hard on the last 4 years to be able to go to university. I moved to London and started university thinking I would be fine because I had the opportunity to apply for a student loan, but I have been having problems with them because they keep delaying and during Christmas time they decided to cancel it. I have been struggling to do the course work, work part time and sort out my life, but I didn’t have experience to be able to get a job as soon I moved to London. At the moment I cannot afford food or pay rent and with the cost of living crisis, **I am scared I would not survive this year at university.**”*

*“I am quite worried about how the cost of living crisis will affect my future career prospects and I feel more and more inclined to look for opportunities abroad. However, the financial burden of this is also weighing on me quite heavily. **I feel very scared about my future after graduation** if I am struggling to afford necessities right now and **I am finding it increasingly difficult to make the most of my final year socially and emotionally.**”*

*“It has made it hard to balance worrying about money with studies, and has **increased the pressure to find a good job as soon as a graduate**, in order to pay off my overdraft which I have had to use for food etc whilst studying.”*



## Impact on Health

# “It is ruining everything”

## 1 in 4 students regularly go without food

Students commonly report that the cost of living crisis is having a negative impact on both their physical and mental health. 72% (N = 5595, weighted) of all students reported that their mental health has suffered due to the ongoing cost of living crisis, and 1 in 4 (25%, N = 5591, weighted) regularly go without food or necessities because they cannot afford them. Students from London were, on average, significantly ( $p < 0.01$ ) more likely than students outside of London to report an impact on their mental health (75%, N = 2725/3624 vs 72%, N = 1393/1936). Students from marginalised communities -- such as disabled students, estranged or care-experienced students and those from socioeconomically disadvantaged backgrounds -- and who are already at higher risk of poorer health outcomes, were more likely to report regularly going without food.

Where students are unable to match rising costs by taking on more work, they are cutting back on spending money on things they deem ‘less essential’, such as heating, non-emergency health care and socialising. Many students report not turning on the heating at all over winter, given

rapidly rising energy bills, which led to detrimental impacts on their health – and by extension, their ability to study and succeed academically. For one student, being “unable to afford to heat my flat” meant that they “fall ill every few weeks”, with “very negative effect(s) on my studies”. Another reported that not using the heating “has led to mould growing in all the rooms, leading to the worst asthma symptoms I’ve ever had”. Almost 7 in 10 students would not be able to afford the costs of an emergency, including emergency dental or medical treatment. One student reported that “At the moment I have 3 jaw teeth from both sides that are broken and need urgent treatment, since I cannot afford it so I am living on Ibuprofen and other painkillers regularly”.

Students also report cutting back on food, relying increasingly on cheap food with poorer nutrition, and skipping meals.

### The top five groups who reported regularly going without food or necessities were:

- **Students with caring responsibilities** (40%, N = 203/504)
- **Estranged or care-experienced students** (39%, N = 137/347)
- **Disabled students** (36%, N = 323/906)
- **Students whose parents have no qualifications** (34%, N = 133/389)
- **Black students** (33%, N = 55/169)

**Each of these groups were statistically more likely to report regularly going without food or necessities.**

*“Food in London is also quite expensive, so I often went to the supermarket to buy discounted food and stock up in the fridge. **I spend very little money on food, sometimes just one meal a day.**”*

Disabled students are seeing their health particularly impacted by the crisis. One student said that “the particular impact on disabled students is often overlooked”, raising the issue of unexpected costs such as “travel to appointments or the hospital”. This is reflected in the responses to the question of whether students would be able to cover the cost of an emergency, with just 27% (N = 240/905) of disabled students saying yes compared to 34% (N = 1464/4318) of students with no disability.

*“I have found that **groceries are much more expensive, which makes it hard to cook large and healthy meals** and as such it can feel **harder to focus throughout the day whilst studying** as I do not want to spend the extra on snacks and healthy food.”*

*“The food at university is so highly priced that **I cannot even remember the number of meals that I have skipped to save money.**”*

*“The cost of heating the flat is too high and so we don’t use it. We’ve had mould around the windows. In late 2022, **I had to take a week off of university due to***

***illness that I blame on the cold, or, at the very least, I blame the slow recovery on.** This put me significantly behind my study schedule.”*

*“Living on dwindling savings and **not having the financial safety net to deal with emergency situations is stressful.** On top of that, you don’t have enough money to socialise, support family, or pay for some mental and physical healthcare costs (e.g. therapy and dental).”*

*“Parents of children are not always considered in funding. I have children and a disability. **Financially, university is an immense strain.**”*

*“**I am estranged, so this comes with extra financial pressure.** Additionally, I have disabilities and mental health conditions that mean I need extra support in order to study as there are financial implications here too. I would say there is already more financial pressure on the people who are marginalised and the cost of living risis only exacerbates this. **It would be***

***great to see additional financial support specifically for students who are in more vulnerable situations through no fault of their own.”***

**The top five groups who reported a significant negative impact on their mental health were:**

- **Students whose household income is below £25,000/annum** (83%, N = 1389/1679)
- **Disabled students** (82%, N = 739/905)
- **Non-binary students** (82%, N = 106/129)
- **Students whose parents have no educational qualifications** (81%, N = 317/390)
- **International students** (78%, N = 1357/1747)

**Each of these groups were statistically more likely to have their mental health negatively impacted by the cost of living crisis.**



Mental health was the most commonly reported impact of the cost of living crisis from students, with over 300 of the qualitative comments discussing the negative impact that the cost of living crisis is having on their mental health. Students are continually worrying about their finances and whether they will be able to afford necessities, socialising less which in turn exacerbates student loneliness, feeling guilty about the strain they are putting on family members who are supporting them, and anxiety regarding the graduate job market has been heightened.

For many students, difficulties finding affordable accommodation has exacerbated the negative impact the cost of living crisis is having on their mental health. One student said, “Honestly it

made me suicidal, emotionless, and [feel] empty”, explaining how they ran out of savings due to poor health forcing them to defer their master’s programme twice. Speaking to the impact of rising rent, they said, “My rent doubled in the past 2 years, I cannot afford to heat my house, eat only cheap and basic food, cannot socialise.”

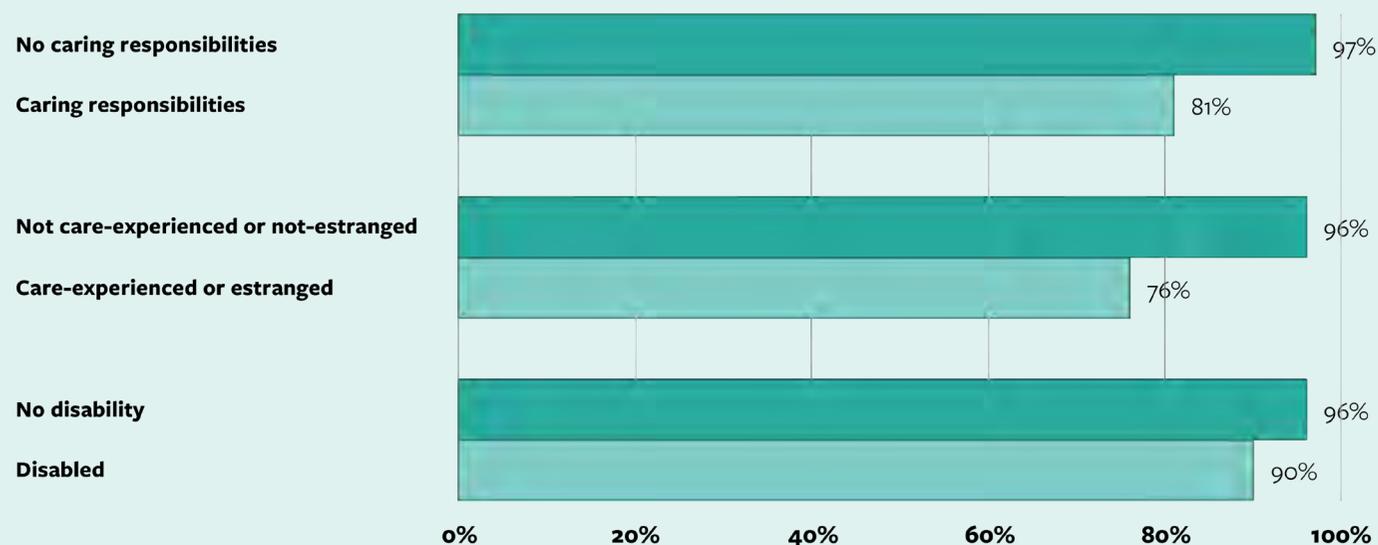
*“My student loan doesn’t even cover my bills not even considering food. **I have to earn an additional £500 each month just to pay my rent, electricity, Wi-Fi, transport etc and that’s not including food or any sort of fun.** This is generally really getting me down and I’m becoming super stressed. I love university and my course, and I am currently applying to graduate schemes so hopefully I get a job and a 1st in my degree, and everything will get somewhat better towards the end of the year. But **currently I am massively struggling financially, and this is having huge effects on my mental health.**”*

*“I knew London was a costly city before coming here but the cost of living crisis has only exacerbated this. **Rent is astronomical and that is with me***

***booking a cheap place further away from college.** Then my transport charges come up which makes me wonder if I made an unwise decision. I avoid eating out and am constantly thinking about my loans and how I’ll pay for them. This involves me continually applying for jobs which affects my study time. **Overall mental health is tanking.**”*

*“As a full-time postgrad student, I am not entitled to any government benefits, hence I need to cover all the costs - e.g., the rent and all the bills. **Working whilst studying causes a lot of stress. I am constantly worried not having enough money, how I will survive from one month to next.** This impacts my anxiety levels and wellbeing in general.”*

### "I am concerned about the current cost of living crisis"



**Figure 5:** Grouped bar graph showing percentage of respondents who agreed to “I am concerned about the current cost of living crisis” by demographics

For many students, the impact on their mental health is exacerbated by multiple, intersecting factors, and those from marginalised communities see their mental health suffer to a greater extent. With research showing that individuals from low-income backgrounds, LGBT+ individuals, and minoritised racial and ethnic groups are more susceptible to poorer mental health than others due to personal, social, and environmental factors, the disparities in mental health outcomes between certain groups and the wider student population are unsurprising<sup>5</sup>.

Students who were already vulnerable report being left exposed to additional, insurmountable pressures due to the cost of living. Disabled students, students with caring responsibilities, and care-experienced or estranged students are significantly less likely to be concerned about the cost of living crisis (Figure 5). However, these students are also all significantly more likely to go without food or necessities because they could not afford them; not be confident that they had enough money to cover their basic cost of living; or to consider dropping out or deferring university

because they could not afford to continue. For these students, concerns regarding being able to financially cope at university are not new, however it is clear the cost of living crisis has exacerbated negative impacts regarding their academic studies, their health, and their social wellbeing.

Postgraduate research students are another group which is being disproportionately impacted by the crisis, with 77% (N = 1954/2550) agreeing that their mental health had been impacted, significantly higher than Undergraduate students ( $p = < 0.05$ ). Postgraduate research students expressed discontent due to inadequate stipend provision, no financial support for write up periods, and the lack of consideration or adequate provision given to funding for postgraduate research students with children, all of which led to high levels of stress, anxiety and financial insecurity for this group of students.

*“The entirety of last year was like living in a pressure cooker with the heat turned up each month, I feel like I’ve lost a year of my PhD simply due to worrying about costs.”*

*“I am also not able to save for the future, including buying a house or starting a family. In many ways it feels like my life is on hold until after the PhD, which has a large impact on my mental health and wellbeing.”*

*“The increased cost of living (especially skyrocketing prices of single rooms in London)*

*caused me to have to choose between a daily very long trajectory to university or having a few meters square single room. This causes a big strain on PhD students mental health, as **we are expected to carry a heavy workload whilst enduring a hard living condition and not being able to do activities that cost money.**”*

*“I dare you to live off this stipend for just 3 months. **You will see that it’s not really living.**”*

*“I was thinking a lot to drop the program and go back to my country because **the circumstances here are unbelievably terrible.** I am a mother with 2 dependants (with a husband and a child) ... **I was crying the whole nights and could not focus at all to read and study and do the assignments.** So, my academic situation is not going well at all. I’m really worried. When I go by trains, I see homeless people sitting in the stations and I’m afraid I would be just like them one day.”*

Postgraduate research students also spoke about the lack of hardship and financial assistance available to them. They feel that, whilst institutions and organisations may be aware of the particular issues facing postgraduate research students, this has not been met with “appropriate action”: “I noticed that all individuals and organizations understand the cost of living crisis for PhD students, but what we actually need is appropriate action - increase of stipend, support (canteen food, healthcare etc).”

As well as expressing anxiety about the present, it is clear that the cost of living crisis has exacerbated anxiety regarding the future, particularly the graduate job market and debt from university. 43% of respondents (N = 5587, weighted) regularly worry about their student loan repayments. One student spoke about the intersection between their mental health and their fears for life as a graduate: “My mental health has certainly been impacted, as I worry about getting a suitable job when I graduate, with enough money to be able to afford rising rent costs, skyrocketing bills and ridiculous food costs.” These comments often align with students worrying about the future and thinking about dropping out of their course.

**The top four groups who reported regularly worrying about their student loan repayments were:**

- **Students whose parents have no qualifications** (55%, N = 215/388)
- **Students whose household income was below £25,000** (49%, N = 827/1674)
- **Disabled students** (49%, N = 445/906)
- **Students who are estranged or care-experienced** (47%, N = 163/346)

**Each of these groups were statistically more likely to experience worry about their student loan repayments than their peers.**

Although students on an SFE loan will not begin making repayments until they are earning above the current threshold (£27,295 as of January 2023), its looming presence for students is clear. One student stated that it is having an explicit impact on their mental health: “As a healthcare student it’s really hard. I’m left to question if I want to continue my studies as it’s getting harder to pay for all the bills and necessities. Even thinking about the huge amount of debt I’ll be in after I’ve graduated is having an impact on my mental health. I’m sure that other healthcare students feel the same too.” Another student commented that concerns regarding loan repayments is causing them to consider whether their degree is worth it:

“On top of an already stressful degree (medicine), it is added stress thinking about loan repayments and, considering how long it is, I have thought about dropping out many times.”

Where students are being shielded from the full financial impacts of the crisis, they are often relying on family, partners, friends and savings, or living at home to reduce costs, which in turn is impacting on their mental health. Feelings of guilt and shame are persistent throughout qualitative comments, with students’ families also struggling to meet rising costs. Speaking about their parent’s sacrifice, one student expressed their upset that their parents are “forgoing essentials like heating so that [I] can afford to study here.” Another student said, “My parents are spending twice the amount to send money from my home country. Seeing my parents worrying about money is affecting my mental health too. The money they send me is enough generally but this year it’s seeming too less.” This further exacerbates anxiety about the future and graduate job prospects; students are concerned that they will have to continue to rely on family for support, and are anxious to obtain a salary sufficient to allow them to repay those who have been supporting them.



**4 in 5 students whose parents have no educational qualifications would not be able to cover the cost of an emergency**



**Only 35% of students with caring responsibilities are confident that they have enough money to cover their basic cost of living**



**67% of disabled students agree that their academic performance has suffered due to the crisis**

"I am very lucky to come from a household that is financially well off and to have parental support but **despite my parents being high earners I have felt almost constant anxiety about running out of money.** My rent alone is £300 more than my student loan a month, aside from bills and transport. I am forced to rely on parental support which I would rather not have to do seeing as I work 12 hours a week and used to be able to live relatively comfortably with the odd £100 here and there taken from my parents. **I cannot begin to imagine how stressful this situation must be for students from lower socioeconomic backgrounds or those who have to provide for their families.** Students are not eligible for most of the support payments from the government, so I wonder how people are coping. It is truly horrible."



## Impact on Social Wellbeing

# “Loneliness prevails and the fear of missing out is intense”

**Over half (55%) of students have stopped taking part in extra-curricular activities because they cannot afford to**

The cost of living crisis is having a significant impact on students' social wellbeing: their ability to build and maintain healthy relationships and have meaningful interactions with those around them. 73% (N = 5589, weighted) of students have reduced the amount of socialising they do and 55% (N = 5590, weighted) have stopped taking part in extra-curricular activities (e.g., societies and clubs) because they cannot afford to.

Having a strong sense of belonging and community at university has been linked to better academic outcomes and improved mental health. Having strong student communities and extra-curricular opportunities is essential for equipping students with soft skills and experiences that will aid them in their future careers. Societies and clubs (often

supported by Students' Unions) are one of the most common ways for students to develop friendships, build their support networks, take on leadership roles, learn new skills and socialise. However, the most vulnerable students responding to our survey, and those who likely benefit the most from extra-curricular activities, are the ones who are more likely to stop engaging in them due to the cost.

***“I’m scared that I won’t be able to afford food as I’ll be struggling to afford the roof over my head. My mental health has gotten very bad because of this and I’m struggling to find a work/life/study balance but I need the money. I am unable to participate in clubs and socialise.*”**

The top five groups who reported having stopped taking part in extra-curricular activities (e.g., societies and clubs) because they cannot afford to were:

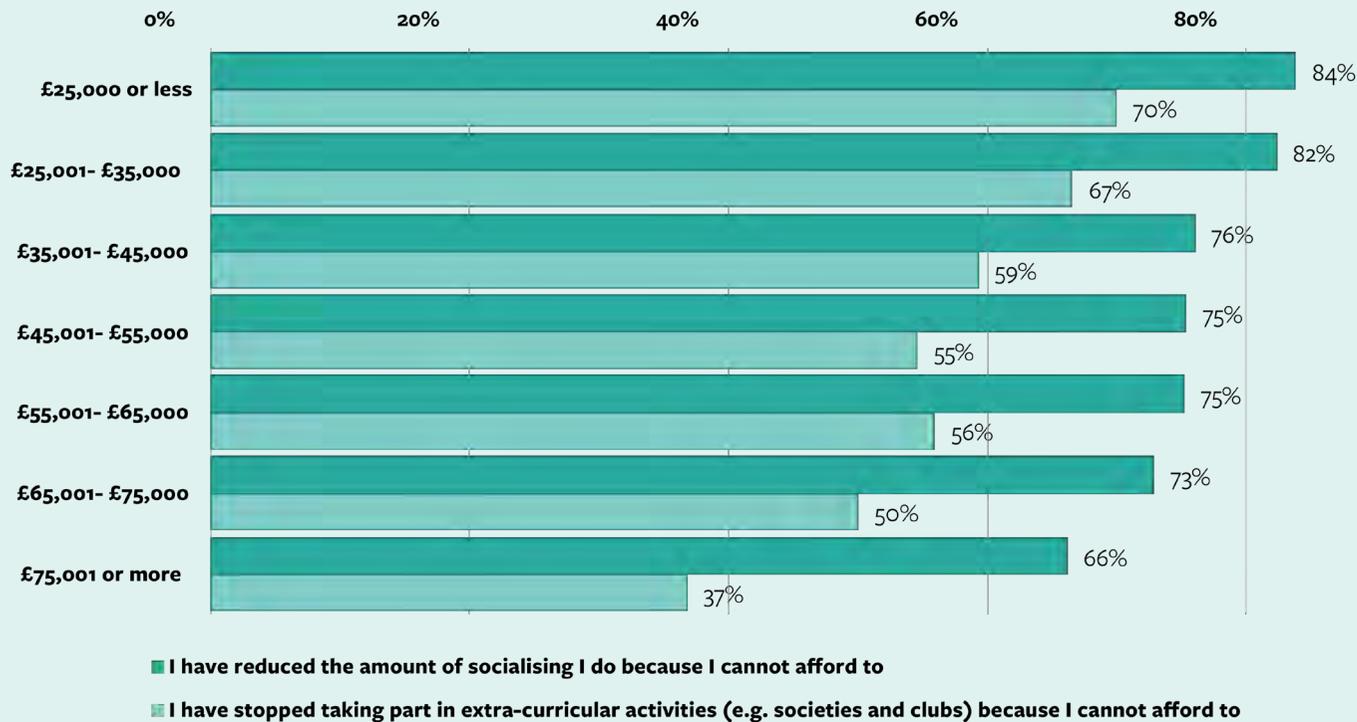
- **Students whose parents have no qualifications** (70%, N = 273/389)
- **Students whose household income was below £25,000** (70%, N = 1173/1678)
- **Black students** (68%, N = 115/170)
- **International students** (65%, N = 1139/1748)
- **Disabled students** (63%, N = 573/906)

**Each of these groups were statistically more likely to have stopped taking part in extra-curricular activities because they cannot afford to.**

Students from households with the lowest household income are almost twice as likely to stop engaging with extra-curricular activities than those with the highest (Figure 6). Whether it is joining fees for societies, the cost of travel to events, avoiding socialising in settings that involve purchasing food or drink, or simply the fact that any

socialising or extra-curricular activity – free or not – takes away time that students could be undertaking paid work, students are not able to justify the expense of these opportunities whilst struggling to afford necessities such as food and rent.

*“I have been unable to join any clubs or societies which has left me feeling isolated. I have had to take on more hours of work despite my illness to make ends meet, and have very little time to do anything for myself.”*



**Figure 6:** Grouped bar graph showing percentage of respondents who have reduced socialising or stopped taking part in extra-curricular activities by household income (GDP/annum)

*“The money I have received from student loans/bursaries hasn’t even been enough to pay my rent so I’ve had to get 2 jobs to be able to support this. My parents are struggling themselves so can’t help financially. **I’ve had to eat very little food in a week to save money, not joined clubs/societies that I would’ve wanted to and only been out once or twice because I can’t afford to. Having 2 jobs has obviously affected my studies and the constant worry about being able to financially survive has hugely effected my mental health to the point of nearly dropping out multiple times.**”*

*“It is always difficult to work part-time and study for assessments. There are situations where you can’t ask your parents for money so you would have to stop socialising and not attend parties or avoid a take out. **You’re only studying and not engaging in any relaxing activities which made me more anxious and sad.**”*

Students report having to choose between food, heating and socialising/seeing friends, “a night out has been swapped for a day of heating”, with the students finding that their “relationships have suffered” as a result. Social activity is often the first thing that students cut back on. Feelings that they “cannot justify the time and expense” featured commonly in the 198 comments on the impact to their social wellbeing that the cost of living crisis has had. For students who have been able to increase their part-time working hours, whilst they have been able to afford necessities, they have drastically reduced the amount of ‘free time’ they have. One student told us that they “have given up extracurricular activities to work part-time”, with another saying that they “have had to work more hours meaning [they] cannot socialise”.

With students socialising less, there is a concern that the cost of living crisis will further deepen the student loneliness epidemic. In 2022 23% of students felt lonely ‘most’ or ‘all of the time’<sup>7</sup>. If students continue to cut back on seeing their friends due to fears of the cost then this figure is likely to increase significantly. One student stated that, due to the cost of living crisis, “I socialise less and ultimately feel more alone”. After two years of online and hybrid teaching due to the Covid-19 pandemic, this year was supposed to be a return to normal. However students are unable to socialise how they want to, or sometimes

at all, unable to afford to join campus clubs and societies and unable to maintain healthy relationships.

**The top five groups who reported having reduced the amount of socialising they do because they cannot afford to were:**

- **Students whose parents do not have qualifications** (86%, N = 333/389)
- **Students whose household income was below £25,000** (84%, N = 1403/1675)
- **Students from ‘other ethnic backgrounds’** (82%, N = 287/348)
- **Postgraduate taught students** (82%, N = 1253/1529)
- **International students** (81%, N = 1415/1748)

**Each of these groups were statistically more likely to have reduced the amount of socialising they do because they cannot afford to.**

**“My student life here is non-existent because I cannot afford to go to society events, which makes it generally hard to make friends and socialise with people.”**

**“The biggest impact has been on my social activities. The cost of living crisis comes up in conversation most days with my fellow PhD students. I’ve stopped going out in the evenings with many people, although there are some more well-off students still go out, which can make me feel left out sometimes.”**

**“I want to do many things other students are doing but most things require money. I need to take into account how much I’ll have by the end and so, I’m normally unable to join them. It is horrible.”**

**“It is the inability to have balance of living and enjoying everyday life, without considering if I will have enough money to cover me if I want to do something different, or go out somewhere extra or explore.”**

**Worse than the pandemic': price rises  
push more people into financial trouble**

**Over half of students skipping meals as impact of  
living crisis laid bare**

New survey warns of looming mental health emergency as sector struggles to cope



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## Support

The impact of the cost of living crisis is significant for students, with a variety of factors resulting in them being a group in society particularly vulnerable to financial insecurity. Many are unable to increase their earning potential to meet rapidly rising prices due to academic demands of their studies or due to explicit work restrictions (i.e. for international students), the support respondents already receive has not risen in line with inflation (i.e. student maintenance loans), and students are often not eligible for additional benefits or cost of living related government support.

Respondents commonly report feeling that support from universities and the government is inadequate, non-existent or inaccessible. When support is available there is often low awareness levels amongst students, and many do not access or face difficulties accessing support when they do know about it due to inaccessible procedures. When support is available and students are able to access it, respondents commonly noted that the support is vastly insufficient to offset the financial pressure they are facing.

Just 36% (N = 5590, weighted) of all students agreed that if they needed advice or help regarding money and finance, they would know how to access this. Nearly half (N = 2916/5927) of all students said they were not aware of their universities or Students' Unions hardship funds, the main source of financial support currently

available to students. Students raised the issue of a lack of effective outreach and communication from universities regarding financial support, with one student commenting that “the lack of communication is appalling” and another raising the issue of university support being “inefficient and closed during holidays”.

For particular groups of students existing funding is not, or was not perceived to be, accessible to them. For example, one student parent commented “none of the resources I see circulated by the University take into account the extra financial pressures faced by student parents”, and another stated that mature students will “probably be less likely to know or have the confidence to ask for help”. One part time student commented that “the University I attend only cares about full-time students and so I don't feel included in anything, or that there is the necessary help and support for those who do not fit into the ‘norm’ of students”.

International students feel that support from universities regarding the crisis is not accessible to them. One stated that “there are not enough University resources, especially for international students”, while another felt that “the financial aid that the university provides is exclusive and limited to local UK students”. Many university hardship funds are accessible only to home students, have

separate pots for international students with more limited resources, or only consider applications from international students in exceptional circumstances.

Even when students are aware of support that they are eligible to apply for, there are a range of barriers that mean the support is often inaccessible. While 49% (N = 2916/5927) are aware of university hardship funds existing, just 1 in 10 (N = 459/4209) said they had applied for them. Generally, students perceive that the application process is highly invasive and time consuming. This puts some students off applying altogether; one said “the process is so long and takes time and is still not a guarantee. I don't have time for this” and so instead decided to “spend this time looking for more work or other sources of income”. Another “filled the form halfway and then quit because of stupid expectations”, and a third described it as “an incredibly invasive application process”. Students in great financial need also report being unsuccessful when they do make applications or having to re-apply consistently. One student reported that they have been homeless since September 2022 and said that they “felt as though the university has not helped me where I have explicitly begged for help”. Another described “a 4 month long struggle with the university to even get any help”.

“To access grants and schemes they always ask me how much my parents earn. I don’t understand this logic. **I am over 18 and supposed to be paying my parents for rent now but I can’t even afford to buy my own things and cover uni travel costs without asking them for some money which isn’t fair.** I only receive 500 in bursaries per year and it’s very hard. Due to religious reasons I only took one initial student maintenance loan and then stopped because I cannot afford to take any more as I am not certain if I can pay it back despite working on the weekends. I’m also actively trying to get more work but it’s hard and I don’t know what to do.”

“You ask about hardship funds but we can’t access those as easily as domestic and funded students can. **Do I have money? Yes. Is it an insurmountable mountain of debt? Also yes.** Is this fair that some students are getting multiple stipends? Of course not. Does anyone care? No. So...this [cost of living] crisis has just made unfunded students more

resentful of the [university], funded students, and the wealthy.”

“[My university] have a financial hardship fund that is meant to be accessible to all students. However they only will provide a maximum of £2,500 after an incredibly invasive application process. **The process includes handing over a year’s worth of bank statements and explaining any transaction over £200.** The most frustrating part is that after I applied, I was turned down. Their feedback was that, as an American student I could simply take out more loans... This is not helpful at all and incredibly frustrating. I do not want to put myself in more debt just to get an education that I am already in debt paying for. **It has been incredibly hard to continue my PhD. I am writing this in a room that is 10 degrees as I cannot afford to heat my flat. It is exhausting, it is frustrating, and most of all it is demeaning.**”

University hardship funding is designed to cover unexpected financial shortfalls. However, the cost of living crisis is systemic and even if hardship funding was significantly increased and the process improved it would be unlikely to present a comprehensive solution given the extent of financial pressure respondents are experiencing.

In open comments, students expressed that government support is needed, and currently falling short. There is a widespread perception that “no government provision has been offered to students through the cost of living crisis” with students criticising a “lack of governmental coherence” and a “lack of leadership and guidance from the Government”. Many commented on the fact that student loans have not increased in line with inflation, leading to the perception that “no adjustments are made to factor in cost of living by student finance”, and there were also calls for Student Finance England to “reconsider the maintenance grant” allowance. The 20 hour working limit on international students’ visas also contributes to hardship within these groups, limits the potential of students being able to increase income to meet rising costs, and this is another area where students feel the government should intervene.

## Methodology

The survey was open from Monday 9th January to Monday 20th February 2023. 14 Students' Unions participated. It was promoted via Students' Unions to their respective student populations. The overall response rate was 8800 and these respondents were self-selecting. The results were weighted by London vs non-London respondents.

### Demographics

All: N = 8800

Gender: 66% women (including trans women) | 29% men (including trans men) | 2% non-binary | 1% prefer to self-describe | 2% prefer not to say

Level of study: 54% undergraduate | 28% postgraduate taught | 18% postgraduate research

Fee status: 59% home/ UK students | 10% EU students | 32% International students

Ethnicity: 30% Asian | 3% Black | 5% Mixed | 9% 'Other\*' | 53% White

Disability: 16% disabled | 79% no-disability | 5% prefer not to say

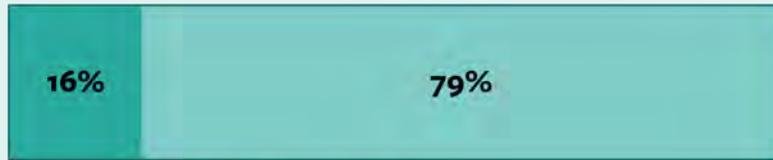
\*Other includes Arab, Hispanic/ Latino/ Latinx, Irish Traveller, Romani or Traveller, and ethnic background not listed

### About the authors

This study was commissioned by Russell Group Students' Unions and carried out by Dani Bradford, Policy and Research Manager, Meg Haskins, Policy and Research Coordinator, Jake Simms, Policy and Research Coordinator, and Carol Paige, Policy and Research Coordinator, within Students' Union UCL's Policy and Research department.

Queries regarding this research should be directed to [hello@rgsu.co.uk](mailto:hello@rgsu.co.uk)

## Demographics



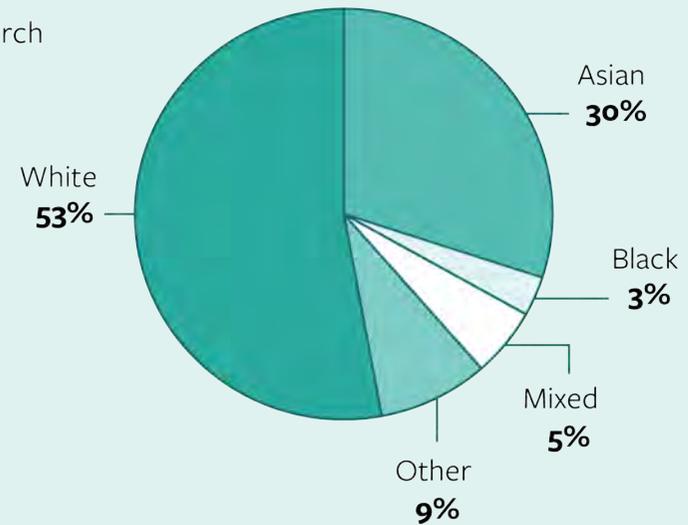
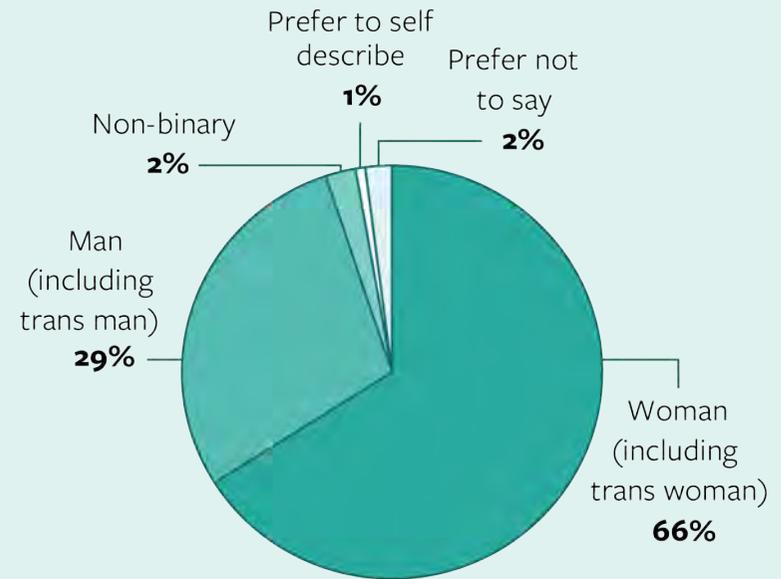
■ Disabled ■ No disability



■ Undergraduate ■ Postgraduate Taught ■ Postgraduate Research



■ Home/UK ■ EU ■ International (non-EU)



## Footnotes

<sup>1</sup> Savethestudent (2023) Revealed: The universities where students pay the most rent, Save the Student. Available at: <https://www.savethestudent.org/accommodation/universities-students-pay-the-most-rent.html> (Accessed: March 2, 2023).

<sup>2</sup> Poverty definitions and Thresholds (2020) Trust for London. Available at: <https://www.trustforlondon.org.uk/data/poverty-thresholds/> (Accessed: March 2, 2023).

<sup>3</sup> Ibid.

<sup>4</sup> Zero-hours contracts: Evolution and current status (2022). CIPD.

<sup>5</sup> Advancing mental health equalities strategy (2020). NHS England. Available at: <https://www.england.nhs.uk/publication/advancing-mental-health-equalities-strategy/> (Accessed: March 8, 2023).

<sup>6</sup> "Stress, Burnout and coping strategies in Preclinical Medical Students," North American Journal of Medical Sciences, 8(2), p. 75. Available at: <https://doi.org/10.4103/1947-2714.177299>.

<sup>7</sup> Student academic experience survey - HEPI (2022). Available at: <https://www.hepi.ac.uk/wp-content/uploads/2022/06/2022-Student-Academic-Experience-Survey.pdf>



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