

OPTIONS APPRAISAL DOCUMENT

Juniper Crescent and Gilbeys Yard



PRP



Camden Goods Yard

Options Appraisal Foreword

London is a fast moving, diverse and exciting city and home to people from all means and backgrounds. Camden epitomises this and we know there is a very strong sense of community and that people think it's a great place to live, work and play. One Housing has been part of Camden for over 50 years and we really value our strong relationship with our local residents – especially those on our doorstep at Juniper Crescent and Gilbeys Yard.

The Camden Goods Yard area is already set to change over the coming years because of the proposed redevelopment of Morrisons Supermarket, changes to the Stables Market and the redevelopment of Hawley Wharf. Rather than ignore these changes around us, we think this is a chance to consider how we can change and adapt too. So we commissioned this option appraisal to analyse what the options might be and to help all of us make well informed decisions for the future.

I believe that our residents should be at the heart of any proposals for regeneration on their estate. So understanding our residents' aspirations for their homes and the local area has been, and will continue to be, a key part of this process.

This report is the result of the extensive work we have done with the community. It shows that the option best meeting the objectives for the estates; and agreed through dialogue between One Housing, residents and Camden Council is full regeneration of Juniper Crescent and Gilbeys Yard. This option will also provide economic benefits to the local community. Crucially the report also shows that full regeneration is both financially viable and deliverable from a planning and construction point of view. Over the coming

months we want to continue to work with the community to develop this full regeneration option in more detail.

We believe that a comprehensive regeneration proposal can provide a number of benefits for the local community, including:

- An opportunity to provide properties for a more diverse and specific range of needs – such as families that need more space or vulnerable people.
- More and better public open space and communal amenity spaces as well as community and employment space.
- Creating more affordable homes while replacing existing homes with new properties that in many cases will be larger, cheaper to run and with better amenity space.
- Improved security and better sightlines to help reduce anti-social behaviour.
- Better access which could include a new route from Juniper Crescent to Chalk Farm Road (subject to viability testing).
- New jobs during construction and new employment spaces once the development is complete.
- Safeguarding the opportunity to deliver the 'highline' to Regents Park Road and to develop the Network Rail land behind Juniper Crescent.

Many residents in the area have supported the idea of change and we want all our local residents to be fully involved in the process of deciding the next steps. We will offer all residents the right to return on the same tenancy

terms if they are affected and we know that this has helped many people join in the discussion by giving them reassurance that they can stay in the area.

There is still a lot to think about and discuss and the full redevelopment scheme details may change significantly over the coming months as we work with residents. There will also be a role for the wider community to play including councillors and other stakeholders, but residents will be at the heart of whatever we do.

I look forward to working with you in the coming months.

Yours faithfully

Mike Johnson

Group Development Director



Section 1. Introduction

In Spring 2017 One Housing began working with residents to understand the best way forward for the homes at Juniper Crescent and Gilbeys Yard. A Residents’ Steering Group was also formed to help evaluate proposals from the project team and ensure these responded to residents’ needs. The process undertaken, called an Options Appraisal, is now complete and the conclusions are set out within this report.

Overall the preferred option is for the full redevelopment of both Juniper Crescent and Gilbeys Yard. This option scored most highly against the target objectives, delivered the most homes, offered the greatest economic benefits and is deliverable. The option has also been supported by many residents and has been shaped to respond to feedback from consultation events.

In supporting the full redevelopment option many residents wanted certainty about a range of housing issues. One Housing has confirmed that all its tenants will be guaranteed a new home which meets their needs. One Housing is working with the other Registered Providers within the estates to ensure their tenants benefit from the same guarantee. One Housing has also confirmed a number of other points which are set out in the Draft Residents’ Charter, which is included later within this document.

Reaching a preferred option is an important stage, but there is

still much more work to do before any works could start on site. One Housing will be working up more details for the full redevelopment option in conjunction with residents, this is likely to take the rest of this year, after which a planning application could be made.

A ballot to seek residents’ approval of the final details would also need to take place in line with GLA guidance. After developing a delivery plan, which may involve working with a delivery partner, works could then potentially start on site in spring 2020. However, this is not yet certain and One Housing will be working with every resident to ensure they are kept informed and can discuss their preferences.

The following overview sets out the key elements of the work undertaken over the last year. The full report, giving more detail on each area of work can be downloaded from One Housing’s website.

<https://www.onehousing.co.uk/juniper-crescent-gilbeys-yard>



Existing Estate Juniper Crescent

1.1 Background to the Options Appraisal

The Options Appraisal was initially prompted by Camden Council’s consultation on the future of the wider area, including Juniper Crescent, Gilbeys Yard, the Morrisons supermarket site and other land to the North, East and West. After consultation, the Council adopted the Camden Goods Yard Planning Framework in July 2017, setting out an overall strategy for change in the area.

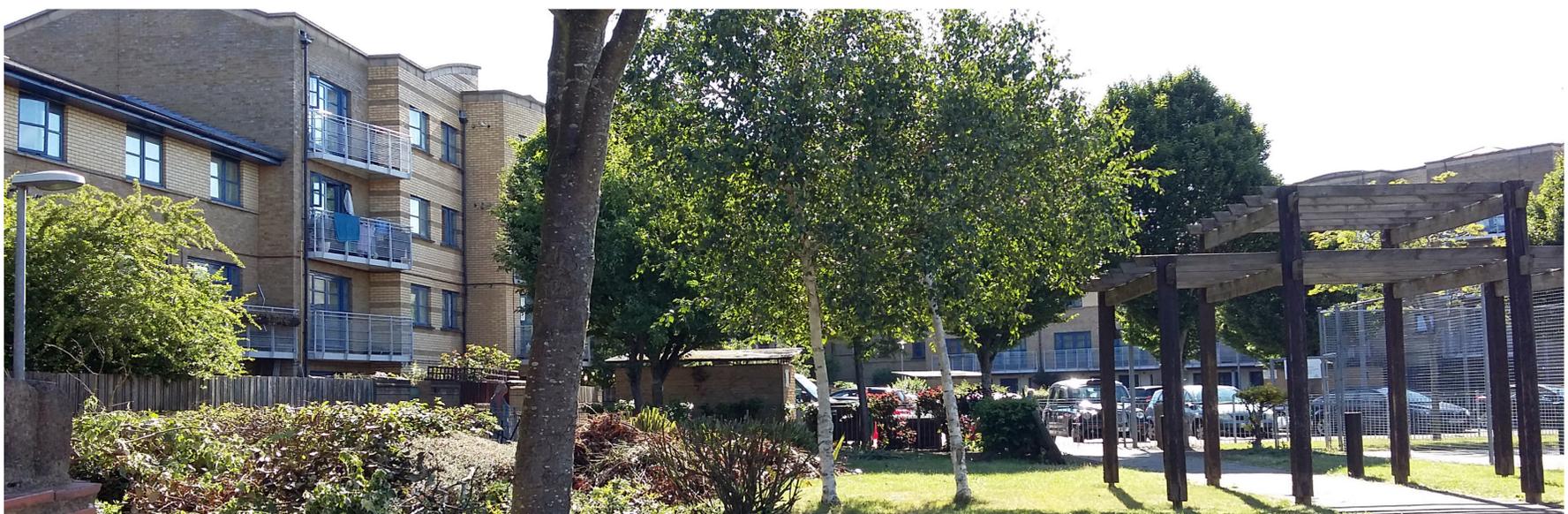
Figure 1.1 - Camden Goods Yard Framework Area



Morrisons supermarket also prepared plans for their site in conjunction with their partner, Barratt London. Morrisons subsequently submitted a planning application and this was supported by Camden Council’s planning committee on the 23rd November 2017. The Morrisons scheme comprises 573 homes in buildings up to 14 storeys.

Given the change happening in the area, and after meetings with residents in early 2017, One Housing commenced the Options Appraisal process to ensure that:

- Its residents gained maximum benefit from change in the area.
- Issues relating to the interface between new development such as Morrisons and the Juniper Crescent / Gilbeys Yard estates were considered and addressed.
- Opportunities arising from the Camden Goods Yard Planning Framework were assessed, for example improving the current estates or delivering more affordable homes.



1.2 Setting Objectives and Developing the Residents' Charter

The first step in the Options Appraisal process was to undertake research on the area and relevant policies, review One Housing's priorities and gather residents' views. This information was then used to develop a set of agreed objectives against which all options (including the option to not make any changes) could be assessed.

Themes arising from the review of national, Greater London Authority (GLA) and Camden Council policy documents included:

- The need to involve residents in any process and ensure their needs are met.
- The urgent need to deliver more homes, particularly affordable homes.

- That a range of options exist, including refurbishment, infill or redevelopment, which should all be considered in an open minded and transparent way.
- That loss of affordable housing must be avoided.

One Housing Group also has a number of priorities as a group which include:

- Offering high quality homes and housing management to its residents.
- Delivering more homes of all types.
- Offering a range of affordable housing tenures, particularly for households on low to medium incomes.

A number of consultation events were also used to gather residents' views on important issues. These issues included:

- Keeping households' rents and tenancy agreements unchanged.
- Addressing peoples' needs, for example overcrowding or adaptations for those with mobility problems.
- Ensuring a quiet, tranquil place to live.
- Addressing some of the anti-social behavior problems which currently exist and addressing safety and security.

A general principle was also that any preferred option would need to be deliverable, this means that it would have to be financially viable and able to achieve relevant consents / approvals. Incorporating feedback over a number of events, two documents were produced which are set out in figure 1.2.1. Full copies of the draft Residents' Charter and Agreed Objectives are provided on the following pages.



Figure 1.2.1 - Two documents produced

Agreed Objectives	Setting out the agreed objectives, under five main themes, which are used to test options against.
Draft Residents' Charter	Responding to residents' request for early certainty on key issues a charter was produced. The commitments in this document applied regardless of the eventual choice of preferred option. It should be noted that the draft Residents' Charter ensures some early issues are confirmed but can be added to over time as further issues are discussed and agreed.

1 TENANCY RIGHTS

1.1 Tenants will keep their current tenancy rights and privileges.

2 RENTS & SERVICE CHARGES

2.2 No change to rent levels unless moving to different sized property.

3 REHOUSING

3.1 Any resident who has to move has a right to return to a permanent home on their original estate.

3.3 Households with wheelchair users to have priority for ground floor homes.

3.4 Any temporary housing will be as close as possible to the original home.

3.5 Any resident will get the legally required home loss and disturbance payments.

3.6 One Housing to meet all reasonable moving costs and provide help with moving.

3.7 One Housing to be as flexible as possible and take account of individual circumstances.

3.8 An element of choice in the re-housing area within the scheme for returning households, including an option to be re-housed in the same block as neighbours.

4 DESIGN

4.1 An early assessment of the impact of regeneration options on local health, education and transport provides.

5 MANAGEMENT

5.1 No change to day-to-day management during project, including repairs.

6 OTHER

6.1 One Housing will actively listen and engage with residents.

6.2 Extra support and guidance for vulnerable tenants.

6.3 One Housing will provide an independent residents' advisor.

Figure 1.2.3 - Agreed Objectives



1.3 Developing Options

A number of options were developed, intended to offer a wide range of potential ways forward ranging from “do nothing” or business as usual through to full redevelopment. The options are briefly explained below:

- **Do Nothing** – This means that the estates would continue to be managed and maintained in their current state. It is important to note that routine maintenance and repairs would still be carried out and homes would be kept to a safe and secure standard.
- **Environmental Improvements** – Responding to initial feedback, this option tests what benefits could be achieved by improving the areas between the blocks. This involves upgrades to things such as planting and paving, as well as arrangements for security and refuse.
- **Refurbishment** - Whilst the homes on the estates are in reasonable condition, they do not meet modern standards, particularly in terms of insulation. A number of the concerns raised by residents also related to physical issues with the blocks. This option therefore identified ways to improve the buildings via refurbishment, identifying three alternative standards which could be met.
- **Infill** – This option tested the extent to which new homes could be developed on open spaces within the estate. Revenue from the new homes could be used to pay for other improvements such as those identified within the Environmental Improvements and Refurbishment options. Alternative options were developed to look at different possibilities in different areas of the estate.
- **Partial Redevelopment** – Options were identified to demolish parts of the site and build new homes, whilst retaining other blocks. This option could give the opportunity to deal with some current problems and deliver more homes, whilst reducing disruption through retaining a proportion of homes.
- **Full Redevelopment** – This option would involve demolition of all homes within the estates and provision of new homes and open space.

All options were considered for the estates as a whole and separately for Juniper Crescent and Gilbeys Yard. In all cases sufficient homes for existing residents were included, either by retaining current homes or developing new ones.

For the full redevelopment scheme it was possible to accommodate residents’ housing needs in full, this meant it was possible to:

- Reprovide all existing homes in line with housing need requirements. Where homes are currently under or overcrowded, homes would be provided in line with Camden’s allocation criteria, or
- Reprovide all existing homes as like for like replacement of existing unit size. Where overcrowding is evidenced homes would be re-provided to meet housing need, or
- Reprovide all existing homes in line with housing need (based on Camden allocation policy) + 1 additional bed-space for those homes that are currently under occupied.

The above was not possible in full for options such as partial redevelopment which involved fewer new homes, however these were refined to address needs as far as possible.



1.4 Consulting Residents and Refining Options

Residents' views have been incorporated throughout the process shaping the final options presented in this report. This has included identifying views on the current estates early in 2017, reviewing ideas for options and refining these, and responding to the draft appraisal outcomes. This approach will continue now the preferred option has been identified and there will be lots of opportunities to shape this option to best meet households' needs and preferences.

The main events held and feedback received are summarised briefly below and included in full later in this document. In conjunction with the events, individual meetings have been held with many residents and views incorporated.

The Residents' Steering Group selected an Independent Tenant Advisor (ITA) to offer impartial advice and support residents in reviewing options. Meetings were held with the ITA and Residents' Steering Group to gather further views and review draft documents. A summary of the ITA involvement to date is set out in the appendices.

- Overcrowding is a concern and some households have multiple generations who would like their own home.
- Many families who live in houses want to stay in homes with two floors / access to outside space.

Residents also suggested improvements to the draft objectives and feedback was received from Camden Council.

Amendments to the objectives included:

- Further detail on improvements to communal open space to include public realm and community facilities in the Environment Category.
- Inclusion of ensuring safety and security onsite in the Environment Category.
- Addition of improvements to noise insulation in the Environment Category.
- Addition of the relationship to surrounding communities in the Accessibility Category.

May 2017 – Gathering views on the estates

Likes	Dislikes/Concerns
✓ Neighbours and community	✗ Size of balconies and railway noise
✓ Location and local facilities	✗ Anti-social behaviour
✓ Quiet local environment	✗ Could improve security and lighting
✓ Open space	✗ Would like a community building

July / August 2017 – Reviewing objectives and draft options

Issues raised in relation to the draft options included:

- Residents want to stay in the area and if they need to move temporarily it should be locally.
- It is important to improve external spaces – refuse, storage, parking, lighting, playspaces etc.
- Sound and thermal insulation are important, heating bills should be reduced.

• Concern that infill development will cause overlooking and shadowing issues.



- Separation of car parking and cycling facilities in the Accessibility Category previously this was combined as one objective.
- Clarification of improvements of health and wellbeing to be through public realm and open space within Wellbeing Category.
- Allowing flexibility and choice as part of any temporary moves throughout any decant within the Wellbeing Category.
- Inclusion of apprenticeships to young people as part of the Economy Category.

October / November 2017 – Reviewing the options appraisal and the draft Residents’ Charter

Points raised in relation to the refined options and the draft appraisal of the options included:

- New homes would be beneficial to residents, addressing overcrowding.
- Infill and partial redevelopment may have negative impacts on the rest of the estates.
- Duplex flats or those with large balconies are attractive and may be an alternative to houses for some.
- Open space is important and should be improved.
- The density of any development and building heights need to be carefully considered.

The draft Residents’ Charter (included earlier within this

document) was also presented for review, incorporating points raised by residents, assisted by the Independent Tenant Advisor.

February 2018 – Option appraisal outputs

At the final event ahead of preferred option selection, the draft Options Appraisal outcomes were presented. Residents also had the opportunity to discuss specific issues such as open space in more detail. Feedback received included:

- Full redevelopment is positive but should maximise the number of new affordable homes at social rents.
- There needs to be a solution for temporary moves in the full redevelopment option so that people can stay in the local area.
- Design and material quality needs to be high.

At each stage of the consultation views have been recorded (as appended to this report) and incorporated into the process for presentation at the next stage. Overall the preference of those attending events was for full redevelopment, provided this ensured high quality new homes which met their needs and had a solution to minimise disruption from temporary moves.



1.5 Appraising Options

Options were appraised in a consistent way against the agreed objectives and the requirement to ensure deliverability. The various aspects of the Options Appraisal and the scoring of each option are set out below.

It is noted that some options, such as infill development, have a number of variants with slightly different benefits. For simplicity the following charts only indicate the best performing option. Full details are provided on the common place website

<https://juniperandgilbeys.commonplace.is/>

Social Appraisal

The purpose of this part of the appraisal was to score each option against the agreed objectives, under the headings of:

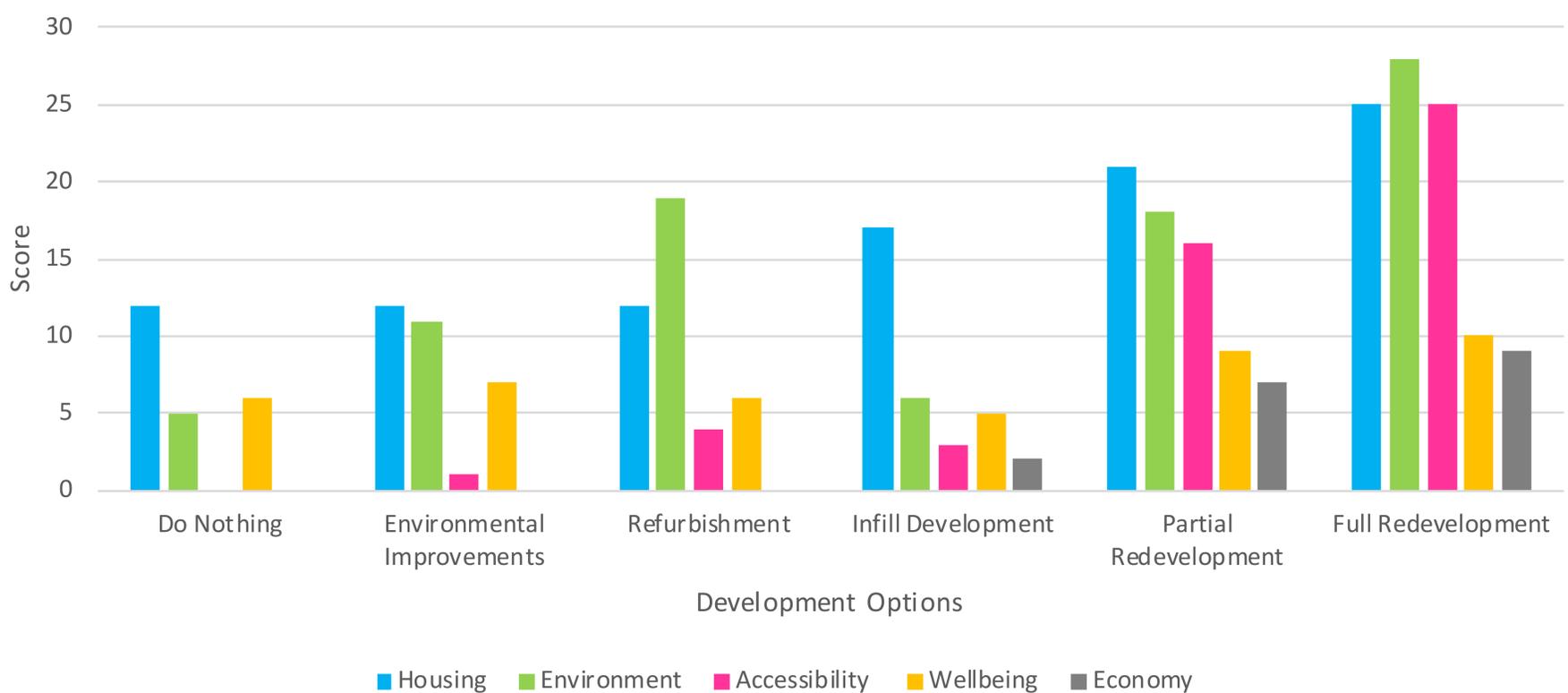
- Housing – including maintaining residents’ tenancy terms, maintaining and increasing the number of affordable homes and meeting residents’ housing needs.
- Environment – including improving private & communal amenity spaces, reducing anti-social behaviour and improving sustainability.
- Accessibility – including the relationship of the estates to the surrounding areas, accessibility of homes and cycle / car parking arrangements.
- Wellbeing – including minimising disruption, improving health and wellbeing and providing

options for those with specialist needs.

- Economy – including access of residents to employment and training opportunities and provision of new commercial space.

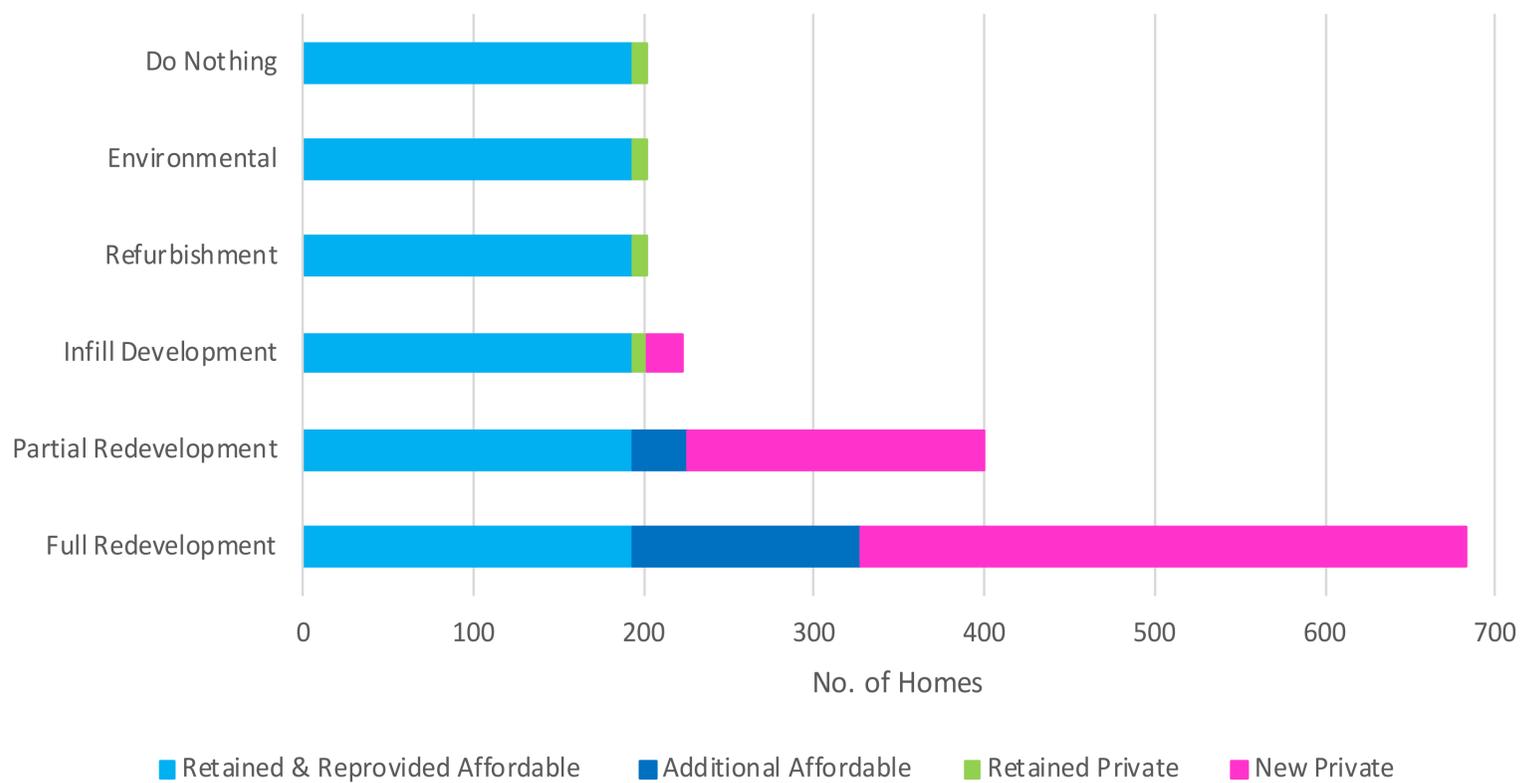
The scoring of the options against these headings is summarised in Figure 1.5.1 below:

Figure 1.5.1 – Social Appraisal Outcomes



The number of homes within each option is set out in more detail in figure 1.5.2 below:

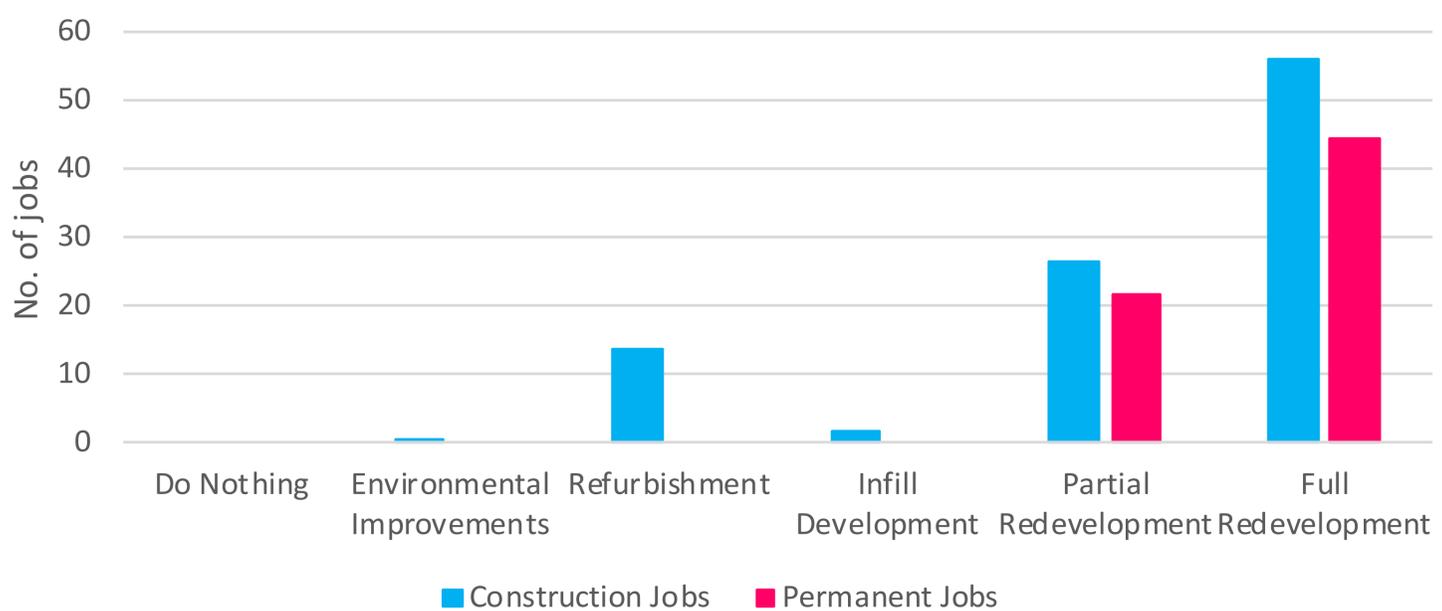
Figure 1.5.2 – Housing Delivery Outcomes



Economic Appraisal

The economic appraisal assessed each option, reviewing construction stage and permanent jobs created. The outputs of the appraisal are summarised below:

Figure 1.5.3 – Economic Appraisal Outcomes



Financial Appraisal

The financial appraisal assessed two aspects of viability:

- Improvements to the net present value of affordable homes – this relates to the future financial position of the affordable homes. One Housing has confirmed that residents’ rents will not change as a result of any proposals, financial changes therefore relate to ongoing management and maintenance costs. For example, refurbishing a block would lead to savings in future maintenance expenditure.
- The development appraisal for an option – this covers the costs of an option, together with any revenues such as those from private sale dwellings in the full redevelopment option.

Within the infill, partial and full redevelopment options private homes are sold to generate the necessary funds to pay for new affordable homes or other improvements. In these scenarios a 20% margin for development risk / return is included. This sum ensures that the scenarios are robust and can remain viable if sales values or build costs change. The figure also allows a

proportion of risk to be transferred to a delivery partner if appropriate and for external finance to be raised from lenders. If One Housing has any surplus at the end of the project this will be used to help support the delivery of additional affordable housing in line with its wider business plan.

All options currently exclude any grant funding for affordable housing. It is anticipated that if any option is considered further One Housing would consider applying for grant funding. Grant would enable additional new affordable housing to be provided.

Overall the combination of the net present value and development appraisal assessments needed to indicate at least a neutral position for an option to be viable. The table below summarises the financial outcome for each option:

Figure 1.5.4 – Financial outcome of each option

Do Nothing	✓	There would be no change so this option is financially viable.
Environmental Improvements	✓	The environmental improvements have a total cost of around £1.2m, this could be funded by infill development if it were to be viable.
Refurbishment	✓	The minimum standard refurbishment would have a net cost (after deducting benefits from future maintenance savings) of around £1.8m so could be funded by infill development. Good practice refurbishment would have a net cost £10.4m and best practice £32.7m, neither of these options would therefore be viable.
Infill Development	✓	It has been assumed that infill development would be used to fund other improvements such as environmental works. The infill homes have therefore been appraised as for private sale and generate a surplus of around £1.9m to £3.1m.
Partial Redevelopment	✗	For Juniper Crescent the partial redevelopment option is not viable and generates a deficit of around £4.2m to £8.4m. This is because the costs of building new affordable homes for existing residents cannot be funded by the scale of new private homes. For Gilbeys Yard partial redevelopment generates a more modest deficit of £0.2m to £0.5m so is marginally unviable.
Full Redevelopment	✓	Full redevelopment is viable with the options indicating a neutral financial position. This is because the amount of affordable housing in the redevelopment options has been maximised in each case (i.e. if an option indicated a financial surplus private homes were swapped to affordable homes until a neutral position was reached).

Implementation Appraisal

The implementation appraisal assesses whether options are deliverable as well as their risk profile. The issues considered include:

- Procurement / delivery – technical risks and whether the works could be delivered within a reasonable risk profile.
- Phasing / decanting – how the works would be phased and the need to move residents temporarily.
- Programme – how long the works would take and risks to this.
- Planning acceptability – the risks to the option achieving planning approval from Camden Council
- The implementation assessment outcomes are summarised in figure 1.5.5 below. Red indicated a higher

risk area where more work would be required. Amber indicated some risks which could be resolved and green indicates no significant risks. D

Design

Whilst design is not a specific assessment criteria, each option has been carefully developed by PRP in conjunction with residents to ensure high quality places which respond to peoples' needs. Details of the approach and resultant proposals are set out in the design part of this report.

Figure 1.5.5 – Implementation appraisal summary

	Option 1 - Do Nothing	Option 2 - Environmental Improvements	Option 3- Refurbishment	Option 4 - Infill Development	Option 5 - Partial Redevelopment	Option 6 - Full Redevelopment
Procurement/Delivery	Green	Green	Amber	Amber	Green	Green
Phasing/Decanting	Green	Green	Green	Green	Green	Green
Programme	Green	Green	Green	Green	Green	Green
Planning Acceptability	Green	Green	Green	Amber	Green	Green

A summary table setting out the outputs of each option is set out below:

OUTPUT	DO NOTHING	OPTION 2- ENVIRONMENTAL IMPROVEMENTS	REFURBISHMENT	INFILL NEW HOMES	PARTIAL REDEVELOPMENT	FULL REDEVELOPMENT
Financial Output (viable/unviable)	Viable	Viable, though likely to need funding from infill	Minimum refurbishment viable if funded from infill. Others unviable	Viable	Viable for parts of estates	Viable
Economic Output (low/medium/high)	Low	Low	Low	Low	Medium	High
Social Output (out of 105)	23	31	41	33	71	97
Risk of implementation (low/medium/high)	n/a	Low	High	High (resident/planning objections)	Medium	Medium
Deliverable	✓	✓	✓	✗	✓	✓

1.6 The Preferred Option and Next Steps

The preferred option

Based on the work carried out in the Options Appraisal process and the final scoring against objectives, the preferred option is full redevelopment. This is because full redevelopment:

- Scores highest against the social objectives.
- Delivers the most new affordable homes.
- Provides a high number of employment and training opportunities.
- Is financially viable.
- Is deliverable within a reasonable risk profile.
- Was well supported by residents at consultation events

Other options have been discounted due to:

- The option being financially unviable
- Lower performance against Social Objectives
- Limited job or employment opportunities
- Not implementable due to funding or planning risk

Residents engagement has been at the heart of the options appraisal process and to date the project coordination team has engaged with 75% of total households across both estates (including non-OH stock). At the latest consultation event over 100 comments were recorded in regards to the full redevelopment option. The majority of comments were positive from residents and illustrated the overall support and interest residents had for this specific regeneration scenario.

Key issues to deal with

Whilst full redevelopment is the preferred option, it is noted that there are important issues which need to continue to be addressed. This includes points noted by residents and the Residents' Steering Group such as:

- Temporary moves – finding a solution that suits peoples' needs, noting the desire to stay in the local area.
- Residents' charter issues – continuing commitment to the issues set out in the draft Residents' Charter and adding to this as further points arise.
- Housing needs – continuing to discuss households' needs (which may change over time) and ensuring that proposed new homes address these.

Next steps

It is important to note that nothing will happen immediately; selection of a preferred option is an important milestone but there is lots more work to do before any details can be confirmed and works could start.

There will continue to be work with residents, seeking views and keeping people informed. Some of the next steps which will take place include:

- Consulting residents on this Options Appraisal document to seek views on the details and outputs.
- Working up much more detail for the preferred option and involving residents in this, led by the Resident Steering Group. This process could take around 12 months and would then lead to a planning application being made, however a more detailed programme needs to be worked up.
- Holding a resident ballot on the final details, as required by the Greater London Authority.
- Considering if a delivery partner is required to help deliver the scheme.
- Reviewing housing options with residents in more detail.

It is hoped that selection of a preferred option gives people some clarity on the way forward for the estates. However, residents shouldn't yet start to make plans as there is much more consultation to do before a firm programme is agreed. If residents did not support the final details via a ballot the "do nothing" option would still be viable.

One Housing will work closely with people to keep them informed, help address any concerns and ensure a smooth process. Ultimately the preferred option will be able to offer everyone a new home that meets their needs, in an environment which has been designed in conjunction with residents.

The full Options Appraisal report and supporting appendices can be downloaded at the address below:

<https://www.onehousing.co.uk/juniper-crescent-gilbeys-yard>