Combined Response to Enquiries about the Proposed Development at Osborne Grove Nursing Home

1. Project Background & History

1.1 Origin of the plans

12th December 2017: Cabinet made a decision to close Osborne Grove Nursing Home following consultation with residents, carers and other stakeholders. The decision was made in the context of the seriousness of care quality issues raised through internal and external audits and inspections including those carried out by the Care Quality Commission, staff from the Brokerage and Quality Assurance Service of the Council and the Safeguarding and Quality Assurance function of the Clinical Commissioning Group (the CCG). Due to these concerns a new placement embargo had been in existence since August 2016.

Agenda for Cabinet on Tuesday, 12th December, 2017, 6.30 pm : Haringey Council : Meetings and Agenda Management

26th June 2018: Cabinet made a decision to retain ownership of the Osborne Grove Nursing Home site and for the site to be used for the provision of residential and nursing care. Further approvals given to undertake a feasibility study to consider refurbishment/extension of current building or to demolish and build a new purpose-built facility.

The cabinet directed the establishment of the OGNH Co-Design Reference Group to act in an advisory and consultative role on the future of the Home. The group to be chaired by the Lead Member for Adults and Health and the membership to include Ward Councillors, family members of residents, Haringey Healthwatch, Chair of the Older People's Reference Group, Trade Union representatives, the Clinical Commissioning Group and Council officers.

The cabinet decision at this meeting also included direction for officer's work proactively with partners in the NHS, with the care sector and with neighbouring local authorities to develop a sustainable partnership approach to future delivery of care at Osborne Grove.

Agenda for Cabinet on Tuesday, 26th June, 2018, 6.30 pm : Haringey Council : Meetings and Agenda Management

9th July 2019: Cabinet approved redevelopment of the Osborne Grove site to demolish the current buildings and rebuild a 70-bed nursing provision including the clinic site, ensuring that the use of the site overall is maximised.

Note; Previous cabinet decisions related directly to redevelopment of the Osborne Grove Nursing Home red line boundary site only. The feasibility study undertaken identified Council ownership of the clinic site in front of the nursing home. At this time permission was granted to include use of this site in development of future nursing home.

The cabinet paper outlined potential further development options and intensification of the site, focused on the needs of older people in the borough in section 6.2.8. Cabinet approved to delegate

the oversight of this work to the Assistant Director of Commissioning in consultation with the Lead Member for Adults and Health.

Agenda for Cabinet on Tuesday, 9th July, 2019, 6.30 pm : Haringey Council : Meetings and Agenda Management

1.2 How long the plans/intention to redevelop has been public

Initial cabinet decisions relating to closure of Osborne Grove Nursing home and the subsequent consultations and cabinet decision to redevelop the site were published on the council's website at links above. The consultation for homes closure and design team contract awards were also published on the council's website.

Osborne Grove Consultation | Haringey Council
Council approves funding contract for Osbourne Grove development works | Haringey Council

There was significant local and national coverage of the council's decision to close Osborne Grove in 2017. The below articles should give you a sense of the press coverage from that time and up until the decision was made to provide new nursing home on site.

'Our mums won't survive': Families beg cuts-mad council to stop the shut down of care home fearing move will kill loved ones - Mirror Online
GMB London - GMB call on Haringey Council to halt plans to issue redundancy notices to care home staff
Council hints at Osborne Grove U-turn | This Is Local London
Osborne Grove: Newly elected Haringey Council pauses unpopular closure of nursing home, giving campaigners fresh hope | Ham & High (hamhigh.co.uk)

Following the 2019 approval to provide a new nursing home on the site, there were articles in the local press and on the Haringey Labour website;

Haringey Council approves £30.6m plan to demolish and rebuild Osborne Grove nursing home | Islington Gazette
Nursing home at Osborne Grove | Healthwatch Haringey
Osborne Grove Nursing home revamp - Haringey Labour
Haringey Council to keep nursing home open | Enfield Independent
Haringey agree to invest £30m on Osborne Grove re-development | Community | News (thephoenixnewspaper.com)

Subsequent to the decision to redevelop the site, the co-design of Osborne Grove has been included in a presentation at the Social Work Action Network as an example of best practice. It was presented by members of the Co-design Group and has also been mentioned in local press articles.

JOIN THE RECLAIM SOCIAL CARE PUBLIC ZOOM MEETING: Co-production: what it is and how it can be employed – SWAN (socialworkfuture.org)
Opinion: Commitment to pioneering initiative at redeveloped Osborne Grove is great news | Ham & High (hamhigh.co.uk)
'Ejiofor leadership took significant steps to improve social care services' | Ham & High (hamhigh.co.uk)

1.3 Details on Resident Engagement & Consultation to date

A Co-Design reference group was established in June 2018, chaired by the Lead Member for Adults and Health. The membership included Ward Councillors, family members of Osborne Grove Nursing Home residents, Haringey Healthwatch, Chair of the Older People's Reference Group, Haringey residents with lived experience of Dementia, Severe and Complex learning disabilities, Older Peoples Frailty Care, Trade Union representatives, the CCG/ICB Officers, NHS Partners and Council officers. A number of meetings and workshops have taken place throughout the schemes design as detailed below.

Copies of all co-design stakeholder workshops will be shared on the Commonplace website mentioned in 1.4, below.

Pre Feasibility Stage

- Co-design Group established
- Design principles agreed
- Reference Group approved exploration of areas of potential inclusion on site such as community facing spaces and ageing well centre

Stage 1: Feasibility study

- Introductory meeting with design team.

Workshops

- Stakeholder Event
- Feasibility end of stage report consultation
- Consultation on second stage feasibility re potential inclusion of housing elements.
- Post Covid review (lessons learnt)

Stage 2: Concept Design

- Co-design representation on tender evaluation for securing design team.

Workshops

- Optimum Bedroom and Sheltered housing layout
- Lounge and Dining Rooms
- Activity Rooms and Circulation
- Catering and Landscaping strategy
- Day Centre and Public spaces
- Site and building layout

Stage 3: Detailed Design

- Quality Review Panel 19/01/2022
- Quality Review Panel -Chairs review 18/5/2022
- Public Engagement - Stroud Green School 31/10/2022
- Public Engagement – Online (Teams) 01/11/2022
- Development Management Forum 03/11/2022

Co-design Focus at this design stage was on the specific needs of proposed building users therefore at request of Co-design group additional professionals were included in these workshops to ensure that the home is responsive to particular needs.

Workshops

- Physical Frailty household
- Rehabilitation and Complex nursing needs household
- Studios for nursing care for people with complex care needs and a history of homelessness and/or rough sleeping.
- Short Term Step up/Step down Supported Accommodation flats
- Ancillary Spaces (laundry, kitchen etc)
- Dementia
- Learning Disabilities and Autism household (two workshops)
- Staff spaces

1.4 Future Resident Engagement & Consultation (Proposed)

Further to Resident Engagement Forums on the 31st October and 1st November 2022, we have listened to feedback from residents on Upper Tollington Park, Perth Road and Victoria Terrace. Our aim is to implement a clear plan for future co-production and communication with neighbouring residents.

This document is a detailed response to questions and feedback collated at these sessions, and from Members Enquiries that followed. We are also working on sharing more detailed plans/images of the proposed development, as well as other documents, on a Commonplace website. The website is due to launch mid-December 2022.

We propose to invite any interested local residents on the roads surrounding Osborne Grove to join the Osborne Grove Co-design group. You will shortly receive an invitation to attend an information and feedback session about the scheme, where an invitation to join the Co-design Group will be shared. We hope some current Members of the Co-Design group will be able to join us at the session so you can hear about their work to date.

Going forward Council staff will use the terms *Haringey Residents* when referring to any consultation with residents not neighbouring the site and the sites *Neighbours* when referring to residents residing on the roads adjacent to the site.

The Council's Supported Accommodation Development Lead, Emily Snelling, has been identified as the point of contact for resident and neighbour feedback and engagement. You can get in touch with her by emailing Emily.snelling@haringey.gov.uk

1.5 Planning Committee – requested by Cllr Worrell

The proposed redevelopment scheme was presented as at planning committee on the 10th of October 2022. This was a committee members pre-application meeting. The final planning submission is yet to be made therefore the final planning committee is yet to take place

1.6 Response to neighbours on lack of engagement/Pause to planning submission

Further to resident engagement forums on the 31st October and 1st November, the project team involved in the project acknowledged and apologised for the gaps in targeted engagement with residents on the roads directly adjacent to the site. This was a regrettable oversight which we now want to rectify.

We have listened to feedback from residents on Upper Tollington Park, Perth Road and Victoria Terrace and will now preparing a detailed co-production and communication plan which will be shared with residents before implementation. Following feedback from the meeting on the 31st of October, we decided to pause submission of the planning application so this further engagement with residents could be undertaken.

1.7 Request for Feasibility Study Papers

When undertaking a feasibility study the design team are responsible for ensuring that all potential risk and issues related to a site are identified to ensure that in future development mitigations and considerations can be applied to minimise the risk, these risks have been continually assessed throughout design development.

As requested, the extended feasibility study report completed in February 2020 will be made public and will be included on the Commonplace website for Osborne Grove nursing home redevelopment which is currently being developed.

2. Building Size and Scale

2.1 Size and height of Building

It was agreed with residents at the community engagement events that additional site plans would be shared with them prior to planning submission this will be available on the Commonplace website which is currently in development.

The height of the building is not 4 storeys on all sides but steps up from 3 storeys at the back of Perth Road to a recessed fourth storey on Upper Tollington Park and 4 Storeys on parts of the building facing Victoria Terrace. Full elevational studies will be available on the Commonplace website which is currently in development. Residents will be able to compare the proposed building heights to those surrounding the site.

2.2 Sunlight Analysis

A full daylight and sunlight analysis will be available on the Commonplace website which is currently in development. This will allow residents to compare the impact of the current building to that of the proposed development and includes all residences neighbouring the site so that individual impact can be viewed.

2.3 Privacy

2.3.1 Home Users Privacy

In response to the statement relating to residents' dignity not being met and invitation of a street of onlookers when residents are reaching end of life:
There is no residential accommodation on the ground and first floor elevations on Upper Tollington Park, which is the only street elevation for this site. In relation to the residential accommodation on the upper floors, the proposed accommodation on the third floor is step up/step down supported accommodation which is intended to provide hospital admission/readmission avoidance. It is therefore expected that the residents in this provision will not be at end of life. On the 4th floor the

accommodation is stepped back to mirror the mansard roofs in other local buildings and therefore won't be overlooked.

The building's design team have specified that there will be a treatment applied to all bedroom windows across the home which will prevent anyone from being able to look in from any external aspect. This will ensure residents' dignity is retained at all times as a core principle of the scheme's design.

2.3.2 Neighbours Privacy

Dimensioned plans showing distance between windows of opposing terraces comparing existing and proposed scheme and a Comparison of distance between back-to-back terraces within the Stroud Green Conservation Area and or wider local area shall be available on the Commonplace website which is currently in development.

2.4 Site Density

We feel assured that the density of accommodation proposed at Osborne Grove is not significantly high in comparison to other Nursing Home provisions across London. The only other nursing home in the borough has 117 residents living within a site of 0.43 acres. OGNH will have fewer residents in an area around 2.5 times the size.

2.5 Relationship to conservation area

The Osborne Grove site is not included in the Stroud Green conservation area. However, the project team has been conscious of the neighbouring conservation area since the inception of the redesign project. We have engaged with the Council's Conservation Officer and employed a specialist Conservation Architect to ensure that the building sits comfortably in its context. This can be seen in the elevation drawings for Upper Tollington Park provided to residents, which shows the scheme returning the building to the historical building line as Upper Tollington Park and Osborne Grove were originally developed. The design seeks to return the rhythm of the terrace prior to the sites post-war clearance. In relation to the building's design the scheme is designed to be as sensitive as possible to the scale of the surrounding conservation area.

The Haringey Integrated Impact Assessment November 2020 states: *'Policy SP12 of the Local Plan looks to ensure the conservation of the historic significance of Haringey's heritage assets, their setting and wider historical environments. The historic environment should be used as a basis for heritage-led regeneration as the basis of good design and positive change.'*

The design of the building is demonstrated to be a contextual, heritage led design, which repairs the loss occasioned by demolition of Victorian buildings on Tollington Park Road. The impact on the conservation area would be beneficial, the design would be enhancing to the area and mend the streetscape.

3. Future Care Delivery

3.1 Historical Care Concerns

The original plan for care delivery at Osborne Grove was to provide residential respite care for residents with dementia, not nursing care as stated in the CQC report. We are unable to confirm why this is stated in the report, but it is in error.

Due to changes in local demand shortly after the home mobilised, the registration of the home changed to a Dual Registration Home (Residential and Nursing). Subsequently it was registered solely for Nursing care. We believe that the previous registrations were made with the Commission for Social Care Inspection, whose records are unfortunately not available to us in order to share accurate dates on when these changes took place.

Although the CQC reports do not focus on the building design, Council Officers were working closely with the CQC inspectorate in relation to issues relating to the building's safety prior to the homes closure. Following a fire in the building's laundry on the 5th July 2015, concerns about the building's fire safety were lodged by the London Fire Brigade. Their concerns focused on the ability to implement the safe evacuation of vulnerable residents in the event of a fire. This information was shared with CQC as required. Fire related risks were further substantiated when undertaking the feasibility study in 2019 when surveys of the building undertaken identified that 'the building's construction meant that the current building is not appropriate for accommodating bed bound residents because it would be unable to resist disproportionate collapse in the event of a fire'.

Concerns were also raised by the London Ambulance service and shared with the CQC inspectorate in relation to the safe exit from the building in the case of an emergency. This related to bedroom doors not being sufficiently wide enough to accommodate an ambulance trolley or bed. Further, a single, small lift servicing the building was not large enough to accommodate an ambulance trolley. Therefore, on occasions where residents on the upper floor needed to go to hospital, there was a requirement to use a mobile hoist up to four times to exit the building. This is not in keeping with ensuring residents' dignity, but also regarding the time it took to exit the building in an emergency.

3.2 Design to meet current and future needs of Haringey's residents

The needs of Haringey's ageing population have been carefully considered as part of the development of Osborne Grove. Currently commissioned nursing home services often have significantly larger households/wards than those proposed at Osborne Grove and provide care to mixed cohorts with regards to age, diagnosis, and care need.

Throughout the co-design of the proposed service, we have focussed on delivering a building and service that are able to provide outstanding care to our residents. We have developed the home around a flexible 'household' design of 10 beds, which can be adapted to households of 5 beds to allow the service to adapt to the changing needs of our residents. This will allow the council to adapt to the local needs of our residents as they change. *Note: The phrase 'household' describes a group of residents who will live in the same area of the home, sharing some communal spaces and being supported by the same team; they won't officially be a household, and only rarely be related to each other.*

This home has been designed to the best practice evidence available in the sector. The core principles employed in the new design are to ensure that the home does not feel institutional. The home has been designed around small households of 10 bedrooms, with shared living and dining facilities within each household. Consideration has been given to minimising lengths of corridors and ensuring the home is as residential in feel as possible given the type of care being provided.

The building will also provide physical separation between different areas of the building, ensuring that residents remain only in the part of the building that is their home. There will also be a wide range of unobtrusive security on-site, including door entry systems, access-only areas and CCTV.

There will be 24hour on-site nursing and support staff to ensure that all vulnerable residents have access to support when they need it.

The historic issues at the home have been a consideration throughout the scoping and service design of the new provision. We agree with the reflection that the key to outstanding delivery is a well led and compassionate team.

3.3 Future Delivery Model

Cabinet approval in June 2018 approved exploration of the future service delivery of the home being provided as a public sector partnership which clearly aligns to the ambitions set out in the NHS Long Term Plan and Haringey's Borough Plan in relation to Integrated Care Systems. Early engagement has begun with local health partners Whittington Health, North Middlesex, Barnet, Enfield and Haringey Mental Health Trust and Haringey's GP Federation to develop a sustainable partnership approach to delivery of services when the home is mobilised.

The exact arrangements for service delivery are still in development, but the approach that we have taken to date focuses on the strengths that each organisation could potentially bring to the partnership. As an illustrative example: Barnet, Enfield and Haringey Mental Health Trust run the memory service providing support for residents living with dementia across the borough. We may therefore ask them to support us with the provision of specialist nursing staff for dementia households. We intend to ensure that the future delivery model is co-designed and as detailed above would welcome neighbour representation on this group.

We are committed to providing a specialist household within Osborne Grove, to care for our ageing residents with a learning disability and/or Autism who have medical needs that cannot be met in other available settings. Haringey expects to see a continued increase in demand for nursing care services for adults with a learning disability and/or autism in older age. Traditionally adults with a learning disability and/or Autism have predominantly lived with parent carers until the end of their lives, but as life expectancy continues to increase this is no longer the case.

Regarding co-design, the chair of Haringey's Severe and Complex learning disabilities and Autism reference group (SCALD) has been an essential member of the co-design group since the projects implementation in 2018 and has attended all subsequent workshops as detailed above. We have held two workshops in the last stage of design to look at the design of this household specifically which has included representation from parent carers, members of Haringey's learning disability partnership and other health professionals. As well as the chair keeping the group up to date on the progress of the scheme, we have also presented the scheme at the SCALD reference group in September 2021 and more recently the LD carers support group in November 2022.

4. Construction Impact

4.1 Other Developments

We were not aware of the Stroud Green Tesco development and thank the resident for informing us. The development falls (just) within the Islington boundary, and any planning process would occur with Islington Council, not Haringey. In this case the developers have no legal duty to notify Haringey, and only local residents living in the immediate area would receive any written notification or formal consultation. For whatever reason, the current Osborne Grove building was not included in the list of properties that were sent information by the developer.

Based upon the publicly available information provided by the developer on their website (found via the Stroud Green Residents' Forum), their intention is to submit a formal planning application in Autumn 2022, with start on site in Winter 2023 if planning is approved. At the time of writing, no formal planning application has been submitted to Islington Council according to their public planning portal. Timelines are, therefore, subject to change.

Going forward, we will liaise with Islington Council to attempt to ascertain more detail around timing and the extent of works proposed. We will use this information to review site access requirements and other aspects which may impact local residents if works are occurring on both sites at the same time.

4.2 Site Access

In relation to site access and management of works vehicles a full access plan will be made available on the commonplace website which is currently in development. This will include any requirements from Highways in relation to provision of chequered box to prevent parking over the entrance during construction phase.

4.3 Quoted construction timeframe

There are risks related to any construction project regarding the length of the construction period, both within and beyond the Council's control. We have sought independent advice from an industry specialist to test the proposed timeframes to ensure project plans are robust and can be met. We also have an internal quality and project assurance process, which is in place before and throughout the build period to identify risks and issues that may affect project timelines, quality and budget.

5. Financial

The current inflationary pressures, market costs in the construction industry and the price of capital borrowing are factors considered in our extensive business case process, which is required for all major projects. The current pressures are a challenge to all projects, and are continually assessed as the national and international situation changes over time. However, this is not a factor in the speed that projects are developed or taken through the planning process; the extended time required for capital projects makes this unfeasible, even if it was desirable.

Due to the stage of the development, it's not possible to share the projects business case publicly; it is commercially sensitive and could be to the detriment of the Council in upcoming procurement processes. However, decisions on the procurement of contractors are always published on our website because they are undertaken by the Council's Cabinet. You can find information about our Cabinet, as well as our Forward Plan, meeting agendas and minutes of previous meetings here: Council Meetings | Haringey Council