



Canterbury

District Health Board

Te Poari Hauora o Waitaha

Proposed Sale of Land on the Hillmorton Hospital site

Summary of Submissions

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Introduction

Under the New Zealand Public Health and Disability Act 2000, when sales of hospital land and buildings are proposed District Health Boards are required to obtain the Minister of Health's approval, prior to any sale. Before approving a sale the Minister must be satisfied that the District Health Board is aware, through consultation, of the views of its resident population on that land sale.

The Canterbury District Health Board wishes to thank all those individuals and groups who have contributed to this consultation by taking the time to make a submission on the proposed sale of 22.23 hectares of surplus land on the Hillmorton Hospital site.

This Summary of Submissions sets out the key points and issues raised by the submissions, received as part of the Canterbury District Health Board's consultation process.

The Summary of Submissions will be forwarded to the Minister of Health, together with Canterbury District Health Board's recommendation relating to the proposed sale.



Jean O'Callaghan
Chief Executive : Canterbury District Health Board

The Consultation Process

In February 2004, the Canterbury District Health Board (DHB) commenced the consultation process on its proposal to dispose of 22.23 hectares of surplus land on the Hillmorton Hospital site. The process included:

- 1 Sending copies of the Consultation Document and Submission Booklet to known stakeholders.
- 2 The publication of notices in the Christchurch Press newspaper from mid February through to early April 2004.
- 3 Posting the Consultation Documents on the Canterbury DHB website.

The Consultation Document provided a brief background of events leading up to the sale proposal, why the Canterbury DHB wished to sell the property and the key components of the proposed sale process. The document requested feedback on three questions that were included in the Submission Booklet, which was attached to the Consultation Document.

Submissions could be made either in writing, by email or verbally. If a verbal submission was made then Canterbury DHB staff would record the view communicated.

Feedback

A total of **44** submissions representing at least **177** individuals were received within the timeframe set in the proposal document. A breakdown of these is as follows:

Description of Submitter or Organisation	Number	Percentage
Service Provider	7	16%
Support Group	3	7%
Carer	1	2.2%
Service Provider and Service User	1	2.2%
Patient/Service User	4	9%
Private Citizen	17	38.6%
Other	8	18%
Not Stated	3	7%

Type of Organisation	Number	Percentage
Non-Government Organisation	4	9%
Central Government	3	7%
Local Lobby Group	3	7%
Local Government	2	4.5%
Not responding as part of an organisation	16	36%
Other	7	16%
Not Stated	9	20.5%

The majority (68%) of submissions came from within Christchurch (30/44) with a just over a fifth (18%) identified as coming specifically from the Hillmorton area (8/44). There were also four submissions from outside Christchurch City and two that were unknown/not stated.

Responses to the Questions

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Each question is identified with a summary of the consultation responses below the question, followed by a comment from the Canterbury DHB.

Of the 44 responses received in relation to this consultation many of the submitters did not answer the specific questions raised in the consultation booklet as individual questions. Rather, they chose to discuss their points as part of a general opinion. The submissions have been discussed under general themes for ease of reference.

The map of the Hillmorton Hospital Site, detailing the different land lots as presented in the Consultation Document, has been attached to this document as a number of the submitters refer to the lot numbers in their responses.

Question 1 - Do you think the surplus land on the Hillmorton Site should be sold? If not, why not?

Of the 44 submissions received the breakdown was as follows:

	Number	Percentage
Yes the surplus land should be sold	11	25%
Yes Some of the land should be sold	16	36%
No the surplus land should not be sold	17	39%

Of the 44 submissions received 25% (11/44) were in full support of the sale and responded that the surplus land on the Hillmorton site should be sold. The majority of these submitters responded with a simple YES, in favour of the sale however, some provided further comment:

"...There is positive potential to create a residential living environment with well established gardens and trees. A well designed residential subdivision with public reserves strategically located will enhance what currently exists."

'Ideal place for new housing – school and facilities near by. Existing community would benefit.'

"This is an inefficient use of well located land"

There were 16 (36%) submitters who responded YES that **some** of the land should be sold. These submitters were primarily concerned with the retention of Lot 5. Ten of these 16 submitters were in favour of the sale of Lot 2:

"In summary, I oppose the sale of Lot 5, but not that of Lot 2."

"Only some of the land should be sold ie Lot 2 off Annex Road ..."

"Yes to lot 2, no to lot 5."

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Of those 16 submitters who responded YES that **some** of the land should be sold, three main themes emerged as to why they felt particular parts of the land should be retained:

- 9 raised the importance of space for recreation and rehabilitation of mental health consumers;
- 4 raised the need for room for future expansion of mental health services;
- 3 raised the historical importance of the site and heritage value of the buildings and trees.

Of the 17 (39%) submissions that responded NO the surplus land should not be sold, there were again a number of common themes. Three of these were recurring themes, highlighted by those who wanted only some of the land sold, and two were new themes. The main themes raised by those 17 submitters who were opposed to the sale of any of the land were:

- 6 raised the importance of space for recreation and rehabilitation of mental health consumers;
- 3 raised the need for room for future expansion of mental health services;
- 3 the need for room for future expansion of Christchurch Hospital or other health services;
- 3 the need for an overall 'masterplan' for future health services in Canterbury;
- 2 the historical importance of the site and heritage value of the buildings and trees.

For ease of reference the themes will be highlighted followed by the Canterbury DHB's comments:

Importance of Space for Recreation and Rehabilitation of Mental Health Consumers

Fifteen of those who responded that they didn't want some or all of the land to be sold (15/33), wanted land retained because of its importance in the rehabilitation of mental health consumers:

"... A holistic approach is needed for the treatment and healing of emotionally and mentally sick people. Open spaces, lawns, trees and sky provide a peaceful ambience which can be an important part of healing..."

"... Lot 9 (lot 5) at least should be kept as a recreational area for patients. Often patients are confined to grounds so there needs to be a reasonable amount of space in the grounds. This is an important part of rehabilitation."

"No, because I believe that people with mental health problems should have more outside space than they do at present and what is called surplus land ought to be retained for development of active recreation; ie a swimming pool, beautiful gardens, vegetable gardens etc."

Canterbury DHB Comment – The Hillmorton Hospital sits on a total of 45.48 hectares of land. The proposal is for disposal of 22.23 of those hectares leaving 23.25 remaining. The Canterbury DHB acknowledges the importance of open space and recreation in the recovery process. However, it believes that there is enough space for adequate passive recreation areas within the 23.25 hectares it plans to keep.

Along with the significant grassed and landscaped areas separating the buildings, the retained land would still include the Hospital Chapel and its grounds, a rugby and soccer field, bowling green and pavilion and Lot 1; which is 1.59 hectares of clear open space.

The Canterbury DHB has also 'vested' 3500sq meters of land in the Christchurch City Council for the creation of a public esplanade along the Heathcote River bank which will provide additional recreation space.

Several of the submitters were concerned with long-term consumers needing 'living' space and freedom within the grounds. The Canterbury DHB comments that length of stay is decreasing and long-term hospitalisation is no longer seen as the answer to management of most mental illness. The use of public facilities are encouraged as part of a recovery focus (promoted by the National Mental Health Strategy and the Mental Health Commission Blueprint 1998) rather than looking to reproduce segregated facilities for the mentally ill within institutionalised settings.

It is also important to realise that over two thirds of the beds on the Hillmorton site are primarily for short-term use.

The Need for Room for Future Expansion of Mental Health Services

Seven (7) submitters who wanted some or all of the surplus land to be retained (7/33) believed it was needed for the future expansion of mental health services, for which they believed there would be increasing future demand:

"Ensure that it (the Canterbury DHB) has retained sufficient land to be able to continue to provide mental health services from the site to meet current and future patient needs."

"CDHB should retain the land for further development of mental health services. Statistics have shown the "P" is causing more and more mental health problem and these problems need to be addressed."

"Once the land is sold it is gone forever. Owners under the District Plan will be free to use it at their will ... 'Not in my Back Yard' is likely to occur if any developments such as extensions to Forensic services is needed."

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Canterbury DHB Comment – The Canterbury DHB believes that retention of 23.25 hectares is sufficient to meet any future demands that might be placed on its Mental Health Service.

The land proposed for disposal on the Hillmorton Hospital site was previously declared surplus in 1994 by Healthlink South Limited and ten years later the Canterbury DHB still has no health and disability use for the full 45.48 hectares on the site. The Canterbury DHB has been more conservative than Healthlink South Limited retaining a larger buffer and more open space than the original land sale plans (as offered to Ngai Tahu in 2000). However, 22.23 hectares of the land still remain surplus to requirements and under-utilised. There are currently less than 160 beds on the whole site – none of them located on the 22.23 hectares proposed for sale.

The Canterbury DHB also retains a number of community bases and has significant space available on the Princess Margaret site (11.90 hectares), where purpose built facilities are already utilised by Mental Health Services. Services provided on this site include: the Seager Unit, Youth Inpatient Unit, Child and Family Unit and Te Korowai Atawhai the Maori Mental Health Service.

Concern was also expressed by submitters that once the proposed land was sold, future landowners may restrict the Canterbury DHB's ability to provide services on the remainder of the site. The Hillmorton site is zoned for hospital use under the Christchurch City Plan and as such the Canterbury DHB is able to provide any legitimate health and disability service from the site without restriction being placed by future residents who may purchase adjacent land.

Historical Importance of the Site and Heritage Value of the Buildings and Trees

Five (5) submitters who wanted some or all of the land retained (5/33) was concern for the protection of the historical administrative building and trees on the site:

"... I have no objection to having the remaining lot 2 sold, but strongly feel that Lot 5 (containing as it does the old administration block, the notable trees, the old fountain and the open spaces) can at least help represent something of what was there for so many years ..."

"The primary concern is the retention and reuse of the former Administration Block ... Its site and surrounding land, including notable trees, should be gifted to the City Council for community use..."

"...requests that a portion of Lot 5 be excluded from the sale and protected for future community use as open space and community facility: namely the portion containing the administration building and area fronting Annex Road containing a number of protected trees."

Canterbury DHB Comment - The significant trees on the site are listed under the Christchurch City Plan and this protection would remain in place on the sale of the land. Any future landowners would need to apply for resource consent to remove any of these trees.

With regard to the old administration building; in June 2003 the Environment Court issued a decision regarding the future of this block. Both the Canterbury DHB and the Christchurch City Council gave their consent to this decision, essentially giving the Christchurch City Council the ability to acquire the administration building and surrounding area if the land is sold.

The Council would have several months, from the date of any residential subdivision consent being issued, to acquire the block. This acquisition could be in the form of an outright purchase of the block or as reserve contribution. This acquisition can be made irrespective of the purchaser.

The Canterbury DHB believes that the Christchurch City Council is best placed to be custodian of this block for future public use and would have far better access to restoration and historical funding channels than the District Health Board.

The Need for Future Expansion of Christchurch Hospital or other Health Services

Three people were of the view that the land should be retained to meet future demands of other medical services currently on the Christchurch Hospital Site. These submitters saw the Christchurch Hospital site as cramped and believed the Hillmorton site should be retained as a possible alternative or additional site:

"Land is needed for development of high tech services such as oncology, radiation bunkers, PET scanners, a children's hospital and ambulatory services on a site with good access (close to motorway)."

".. the sale of this land takes away the future possibility of expansion of both the Christchurch Hospital and its associated laboratories and support services."

Canterbury DHB Comment – The Christchurch Hospital site is currently located on 5.92 hectares of land. (This does not include the carpark and laboratory services). The Canterbury DHB is aware that some facilities and services in the Christchurch Hospital need improvement however, with clever design and better use of space, improvements are already being made to better accommodate services and patients.

The Paediatrics Department has received approval to upgrade facilities and improve current accommodation for all paediatric services, particularly paediatric oncology. Gastroenterology will have new endoscope suites also incorporating bronchoscopes for respiratory. The Respiratory Department and Oncology Departments are also improving, redesigning and upgrading their facilities. All of these improvements and upgrades are taking place within the current footprint of the Christchurch Hospital without utilising further space on the site.

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Additionally the new Christchurch Women's Hospital and Day Surgery Unit is due for completion in 2005. The Day Surgery Unit will provide services to Christchurch Hospital and will streamline the process for patients who require day surgery only. This is an important consideration considering one third of Christchurch Hospitals patients (approx 15,000 a year) are day surgery patients who will be assisted by this new unit.

More importantly, however, the Canterbury DHB would still retain 84.14 hectares of land in total. The Canterbury DHB considers this more than sufficient for future growth and/or relocation.

The Need for an Overall Master Plan for Future Health Services in Canterbury

Three submitters (3/17) felt the land should be retained until a full facilities and services 'plan' was developed – referring to future need for expansion of other medical and surgical services onto surplus land at other sites:

"The land should be retained until a 'master' plan for hospital and disability services has been developed and published. This should detail the future development of the Christchurch Hospital, PMH and Burwood for the next 20 years."

"No, until such time as the people of Canterbury can consider a 10+year strategic plan for Canterbury Health Services the land should be retained."

Canterbury DHB Comment – In total the Canterbury DHB owns 122.09 hectares of land including Hanmer Springs. It has declared 37.95 hectares as surplus to requirements leaving 84.14 hectares for current and future health and disability service provision. For comparative reference the current Christchurch Women's Hospital buildings are of a significant size and only take up 2.18 hectares of land.

The Canterbury DHB considers that with 84.14 hectares of land still retained any expansion needed for future development of services is still infinitely possible.

Asset management planning and facilities masterplanning processes are underway with the Steering Group established and consisting of clinical staff, site redevelopment experts and management. Although it will be some time before a Facilities Masterplan is completed the Canterbury DHB has developed a Draft Asset Management Plan which has been forwarded to the Ministry of Health for approval.

In addition the Canterbury DHB's Strategic Plan, already approved by both the Board and the Minister of Health, outlines the directions for the Canterbury DHB for the next five-ten years. Considerable planning and consultation went into its preparation including consultation with staff and stakeholders, analysis of the Canterbury population and analysis of the government's health strategies and priorities. This Strategic Plan is reviewed on a regular basis and the Canterbury DHB is confident the 84.14 hectares it plans to retain will be more than adequate for the future development of health and disability services in Canterbury.

Question 2 – Do you think the Canterbury District Health Board should retain the land? If so, why?

Many of the comments under question 2 expanded on those themes previously outlined by submitters in question 1.

A quarter of the submissions were opposed to the Canterbury DHB retaining the land, responding clearly that all of the surplus land should be sold.

There were also those who responded that Canterbury DHB should sell the land but wished to place restrictions on the sale. Some submitters offered solutions whereby the Canterbury DHB retained some ownership but negotiated with community or government organisations to ensure the land is kept for the use of mental health patients:

"Yes, until there is some type of agreement brokered with the Christchurch City Council / Ngai Tahu to purchase the land. Surely these two parties, who state their commitment towards community care, could show some visionary thinking by working together in creating community housing, reserves, botanicals etc."

"... request that favourable consideration be given to retaining part of the surplus land for the development of housing in partnership with the City Council and other interested parties, for persons with long term mental health illness."

"I believe that the land, proposed for sale, could be utilised for such purposes as supplying suitable accommodation and providing adequate rehabilitation programmes. This should ultimately assist the huge community problem we have acquired, associated with deinstitutionalisation."

Canterbury DHB Comment – A number of these submitters suggested that the land should be retained for the provision of long-term residential rehabilitation and accommodation services for mental health patients. The Canterbury DHB believes its Mental Health Service is not best placed to provide these services nor are hospital grounds the best place to locate them.

In September and November 2002, the Canterbury DHB initiated an external review of all of its residential accommodation and respite care services. At this time the Canterbury DHB was one of only two DHBs in the country still providing and managing its own residential rehabilitation accommodation.

Based on current international and national best practice; the review clearly recommended that residential rehabilitation accommodation should be provided by specialist non-government providers in the community. Provision of these services by non-government, community based organisations is consistent with the principles of recovery and enables consumers to live in the least restrictive environment.

The Canterbury DHB is in agreement with the recommendations of the review and has no wish to contradict the recommendations by reverting back to the direct provision of these services.

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The remaining submitters responded to question 2 indicating that the Canterbury DHB should retain ownership of some or all of the surplus land with the main themes again being:

- Importance of space for recreation and rehabilitation of mental health consumers
- The need for room for future expansion of mental health services
- Historical importance of the site and heritage value of the buildings and trees
- The need for room for future expansion of Christchurch Hospital or other health services
- The need for an overall 'masterplan' for future health services in Canterbury

"No I do not think all of the land should be sold. The patients need enough space to walk. The trees and privacy are important for this to occur..."

"I think there are a lot of uncertainties currently about priorities of some mental health and disability services and retaining more land would give scope for developments which might be needed."

"I fully support the suggestion ... that Lot 5 be retained as a reserve and that the Christchurch City Council secure this portion of the land for the benefit of the people of Christchurch."

"...the Christchurch Hospital site is inadequate... The Hillmorton site offers space, accessibility and proximity to the city centre and existing site to enable it to be developed as the definitive major hospital site for Christchurch over the next 20 to 30 years."

"A 'new' hospital at Hillmorton (unlimited space) would enable the successful closures of Burwood and PMH sites."

Canterbury DHB Comment – The Canterbury DHB has already responded earlier in the document with regard to its belief that adequate passive recreation space and room for expansion has been retained on the site. This particular land has been surplus to requirement for the past ten years, and as a provider and funder of health and disability services the Canterbury DHB has no wish to act as landlord, property developer or custodian.

The maintenance and upkeep of surplus land is costly. The consultation document has already outlined the annual costs involved in continuing to hold the land (rates, security, maintenance and opportunity costs of over \$571,500 a year), which the Canterbury DHB does not see as a good use of health funding.

These estimates are the current costs of maintenance of empty space and empty buildings, not the cost of restoration, upgrades or renovation for alternative use. The Canterbury DHB considers that it is not best placed to hold onto the land for public use.

The June 2003 Environment Court ruling enables the Christchurch City Council to acquire the administration building and surrounding area irrespective of the purchaser. The Christchurch City Council would need to take the steps to ensure that this took place and the Canterbury DHB sees the Council as best place to act as custodian of this block for restoration and future public use.

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The Canterbury DHB has also already highlighted that in its view retaining 84.14 hectares of land is more than enough to allow for expansion of services onto other sites.

Question 3 – Do you have any other issues about the proposed sale you would like to raise?

The main themes were carried forward into the final comments made by submitters and these themes have already been commented on earlier in the document.

However, there were a number of other comments made throughout the submission documents that did not fit into the themes outlined above and a number of additional comments made by submitters under question 3:

"I believe that all proceeds of the sale of the land need to stay in mental health. With a mental health strategy for Canterbury presently before the Board I believe there will be plenty of opportunities to use the money to assist in the further development of mental health services in Canterbury ..."

"I don't disagree with the selling of the land, but I think all funds acquired from the sale should go to mental health services, not Christchurch Women's Hospital"

Canterbury DHB Comment – The New Zealand Public Health and Disability Act 2000 is very specific with regard to the proceeds of any land sale. Unless the Minister of Health approves otherwise, District Health Boards are required to use the proceeds of surplus land sale for the purchase, improvement or extension of publicly owned facilities for health and disability purposes.

"As a local resident I am concerned that what may occur if the land is sold will affect my property and its value."

"Sell to someone with bright ideas, do not build private houses or something commercial."

Canterbury DHB Comment – With regard to concerns over potential development of the surplus land on the Hillmorton Hospital site and its future use, the Canterbury DHB acknowledges these issues are of concern to local residents. However, the Canterbury DHB believes that the Christchurch City Plan and the provisions of the Resource Management Act are the appropriate forums for these concerns to be addressed.

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"...The tennis court needs to be resited and not lost in the development. Outdoor games are important recreation activities for patients..."

"... Will the CDHB provide a new tennis court before the sale of the land..."

Canterbury DHB Comment – The Canterbury DHB will consider the reconstruction of the tennis court, since the boundary runs directly through it. The decision would be based on usage of the current court.

Summary

Of the 44 submissions received, 11 of the submitters (25%) were in favour of the sale of all of the surplus land on the Hillmorton site and 16 (36%) were in favour of the some of the land being sold. Included in this were 10 in favour of the sale of lot 2 (11.03 hectares) – 47% of the submitters supported the sale of lot 2.

Seventeen (17) submitters were opposed to a sale of any of the land.

Of those 33 submitters who wanted some or all of the surplus land retained the themes were:

- space for recreation and rehabilitation of mental health consumers (15/33);
- room for future expansion of mental health services (7/33);
- historical importance of the site and heritage value of the buildings and trees (5/33);
- room for future expansion of Christchurch Hospital or other health services (3/33);
- need for an overall 'masterplan' for future health services in Canterbury (3/33).

The Canterbury DHB acknowledges the challenge of forecasting future health services and providing for increasing demand within limited resources. It sees its focus on working better and smarter, thinking of the big picture and developing key relationships between hospital based and community based providers and social service agencies.

The Canterbury DHB's Mental Health Strategy, developed in March 2004, proposes the establishment of an improved 'System of Care' for Mental Health Services. The Strategy promotes community-based care backed by specialist services with the Canterbury DHB's Mental Health Service providing this specialised and regional role; focused on the provision of intensive treatment and acute care in a tertiary setting.

While the Canterbury DHB recognises the importance of green space in the recovery process it believes that 23.25 hectares provides adequate space and buffers. The majority of the beds provided on the Hillmorton site are for short-term care.

In the 2002-2003 year over 14,000 individuals were treated by the Canterbury DHB's Mental Health Service - 12,000 of those individual were seen in the community. The Canterbury DHB

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suggests that the funds currently tied up in holding surplus land at Hillmorton could be better utilised in providing more integrated services between community and tertiary bases, promoting early intervention, rehabilitation in the community and consumer centred care.

Additionally, the Canterbury DHB firmly believes that retention of 84.14 hectares of land is more than enough for future needs and expansion of services. This land at Hillmorton has been effectively unused for the past ten years.

The Canterbury DHB also acknowledges the concerns raised by submitters over the future of the significant trees and historical buildings on the site. However, as discussed earlier in this document, the Canterbury DHB suggests that as a funder and provider of health and disability services it is not best placed to act as custodian or restorer. The ruling of the Environment Court, giving the Christchurch City Council the right to purchase the administration building and its surrounding grounds, is supported by the Canterbury DHB.

Following the consultation process a recommendation will be made to the Board of the Canterbury DHB with regard to the surplus land on the Hillmorton Hospital site. If the Board decides to proceed with the sale of the surplus land an application will be made to the Minister of Health for approval for the sale to proceed.

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Hillmorton Hospital Site Map

