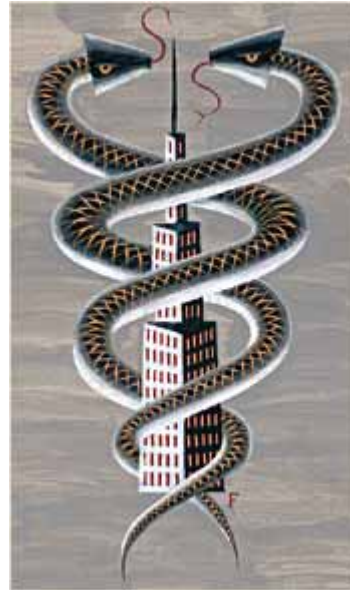




醫院管理局
HOSPITAL
AUTHORITY

HA Convention 2005
9-10 May 2005

Enhancing Hong Kong's Health System Performance – Health Targeting as Policy Initiative



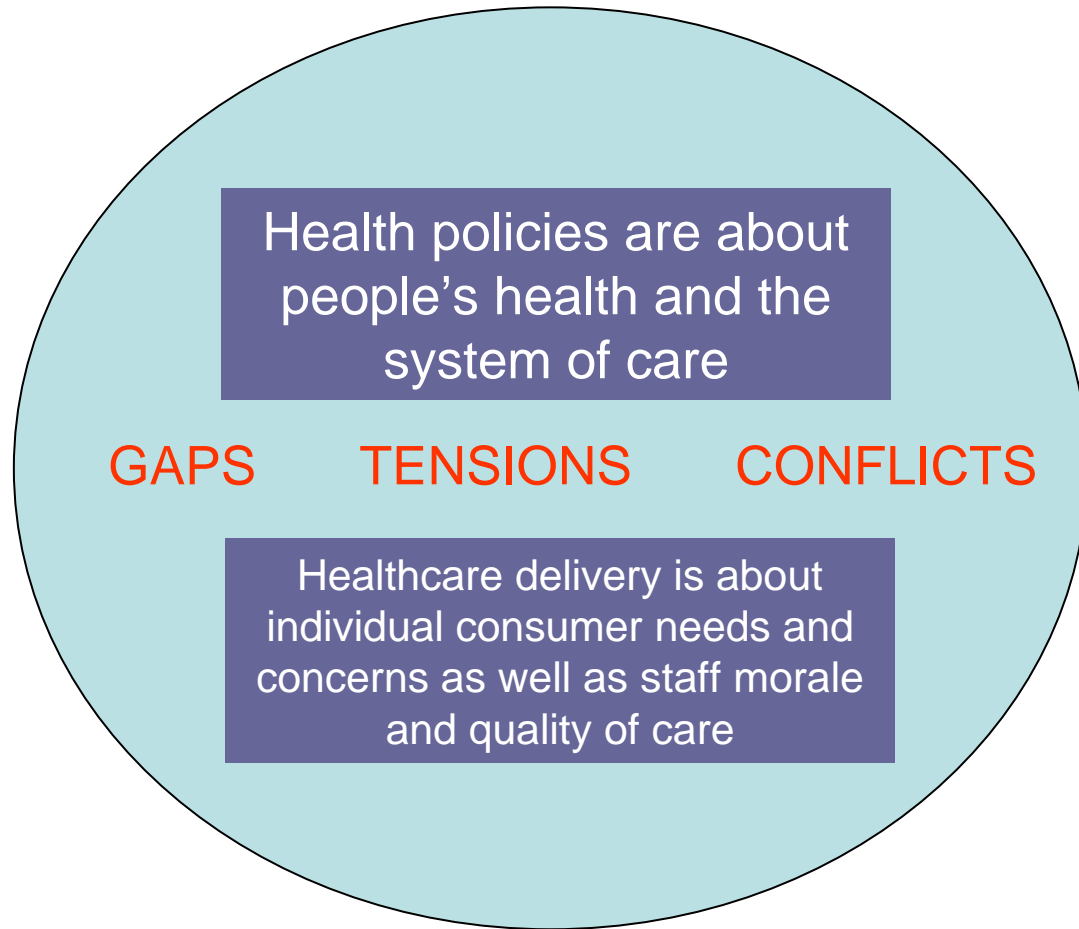
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Tensions and conflicts exist in many health systems



due possibly to

Unclear Goals → Unaligned Interests → Conflicting Efforts

What does health targeting have to do with enhancing the performance of a health system or organization?

I will argue that, without clearly articulated goals and broadly supported health targets, a health system's performance and its reform initiatives will drift forward wastefully.

Hong Kong will benefit from adopting a broadly participative approach in identifying health goals and targets as priorities for its health system to pursue and implement.

This is particularly important for Hong Kong today as it seeks to eliminate the healthcare budget deficit and aims again to identify a long-term healthcare financing strategy. With clear goals and priorities, both public and private healthcare organizations can hone their resource usage and thereby enhance their performance and contributions to improving people's health.



OUTLINE

Will briefly review the concepts of health targets and health targeting

Will argue why health targeting is the way forward and should be adopted as a policy initiative

Will present how best to implement health targeting, sharing overseas experience and that of a demonstration project recently implemented in Hong Kong

Will recommend the way forward in enhancing the performance of Hong Kong's health system

Health targets are instruments that can **facilitate the achievement of health policy**. Two types of health targets are normally found in health systems:

A. Health **System** Targets:

Structure and input oriented—e.g., *more funding or more doctors*

Process related—e.g., *shorter waiting time*

B. Health **Status** Targets:

Life-style oriented—e.g., *smoke cessation*

Disease group linked—e.g., *cardiovascular disease*

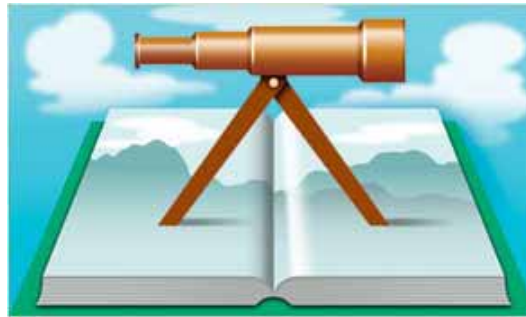
Outcome focused—e.g., *reduction in mortality or morbidity*

Health targeting involves

people. It is a people-based approach to understanding and appreciating health. It means facilitating the community and other sectors to take part and

contribute to decisions about what health problems and issues are important to address and what outcomes are meaningful and feasible to achieve.

It is about the inclusive involvement of people and the community in policy and decision making. It is also about sharing the responsibility to making interventions work. It offers the community an opportunity to affirm its commitment and purpose in health.



Health targets form the **anchors** to which healthcare professionals and the general public can adhere in improving quality and health. They provide the basis for healthcare providers and the community to measure their performance in supporting and achieving better health outcomes.



Health in the Millennium Development Goals Goals, targets and indicators related to health



All health systems have some sort of health targets

Health Goals & Targets		Health Indicators
Goal 4: Reduce child mortality		
Target 5	Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	<ul style="list-style-type: none"> Under-five mortality rate Infant mortality rate Proportion of one-year-old children immunized against measles
Goal 5: Improve maternal health		
Target 6	Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio	<ul style="list-style-type: none"> Maternal mortality ratio Proportion of births attended by skilled health personnel
Goal 6: Combat HIV/AIDS, Malaria and other diseases		
Target 7	Have halted by 2015 and begun to reverse the spread of HIV/AIDS	<ul style="list-style-type: none"> HIV prevalence among pregnant women aged 15-24 years Condom use rate of the contraceptive prevalence rate Ratio of school attendance of orphans to school attendance of non-orphans aged 10-14 years
Target 8	Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	<ul style="list-style-type: none"> Prevalence and death rates associated with malaria Proportion of population in malaria-risk areas using effective malaria prevention and treatment measures Prevalence and death rates associated with tuberculosis Proportion of tuberculosis cases detected and cured under DOTS (Directly Observed Treatment Short-course)

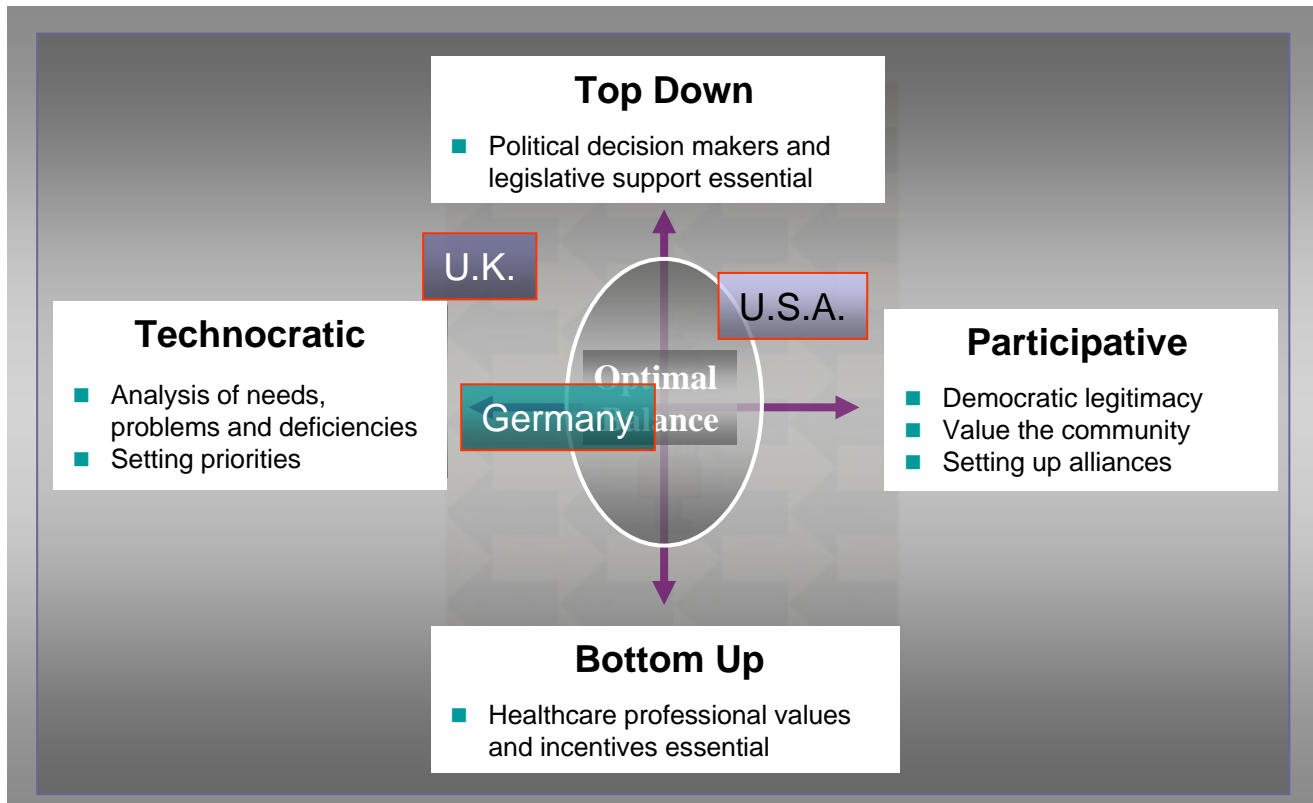
The real issue is NOT only **what** targets but also **how** health targets have been developed



Types of Health Targets Used in Hong Kong

Organization	Health Systems Targets		Health Status Targets		
	Structure and Input Oriented	Process Related	Life-style Oriented	Disease Group Linked	Outcome Focused
HKSARG Department of Health (n=38)	39%	61%	0	0	0
Hospital Authority (n=255)	77%	19%	0	2%	1%

Sources: HKSARG Department of Health, 2003; and Hospital Authority, 2003.



Health system goals

Health systems should contribute to a number of socially desirable goals, which they achieve to a greater or lesser extent.

Three goals are defined in the WHO framework:

- improving the health of the population they serve;
- responding to people's non-medical expectations;
- providing financial protection against the costs of ill health.

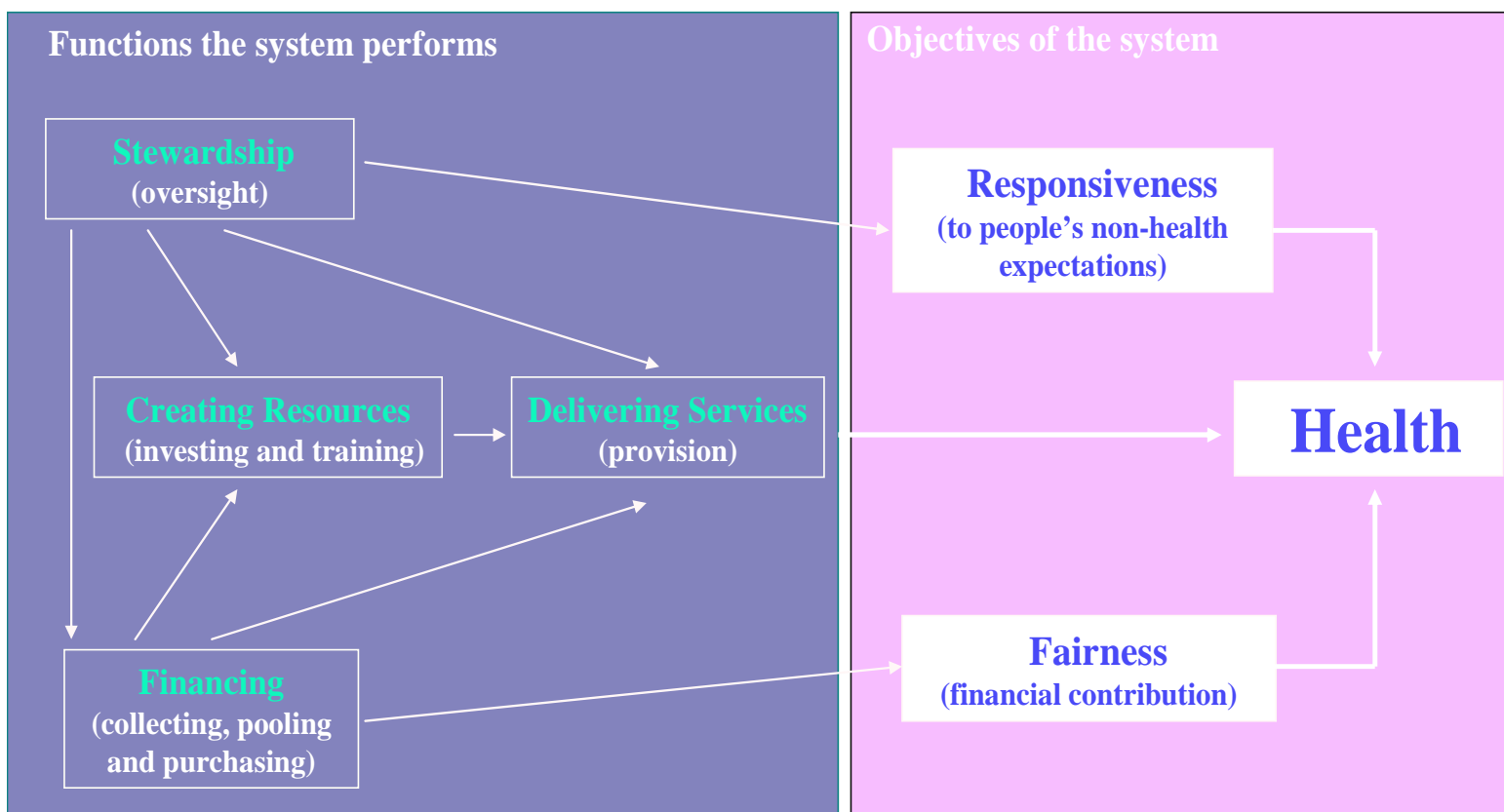


The job of the health service is to produce health—to relieve suffering. In the words of National Academy of Sciences in the United States, “The purpose of the health care system is to reduce continually the burden of illness, injury, and disability, and to improve the health status and function of the people”

Objectives	Level	Distribution
health	x	x
responsiveness	x	x
financial contribution	-	x
	Quality	Equity

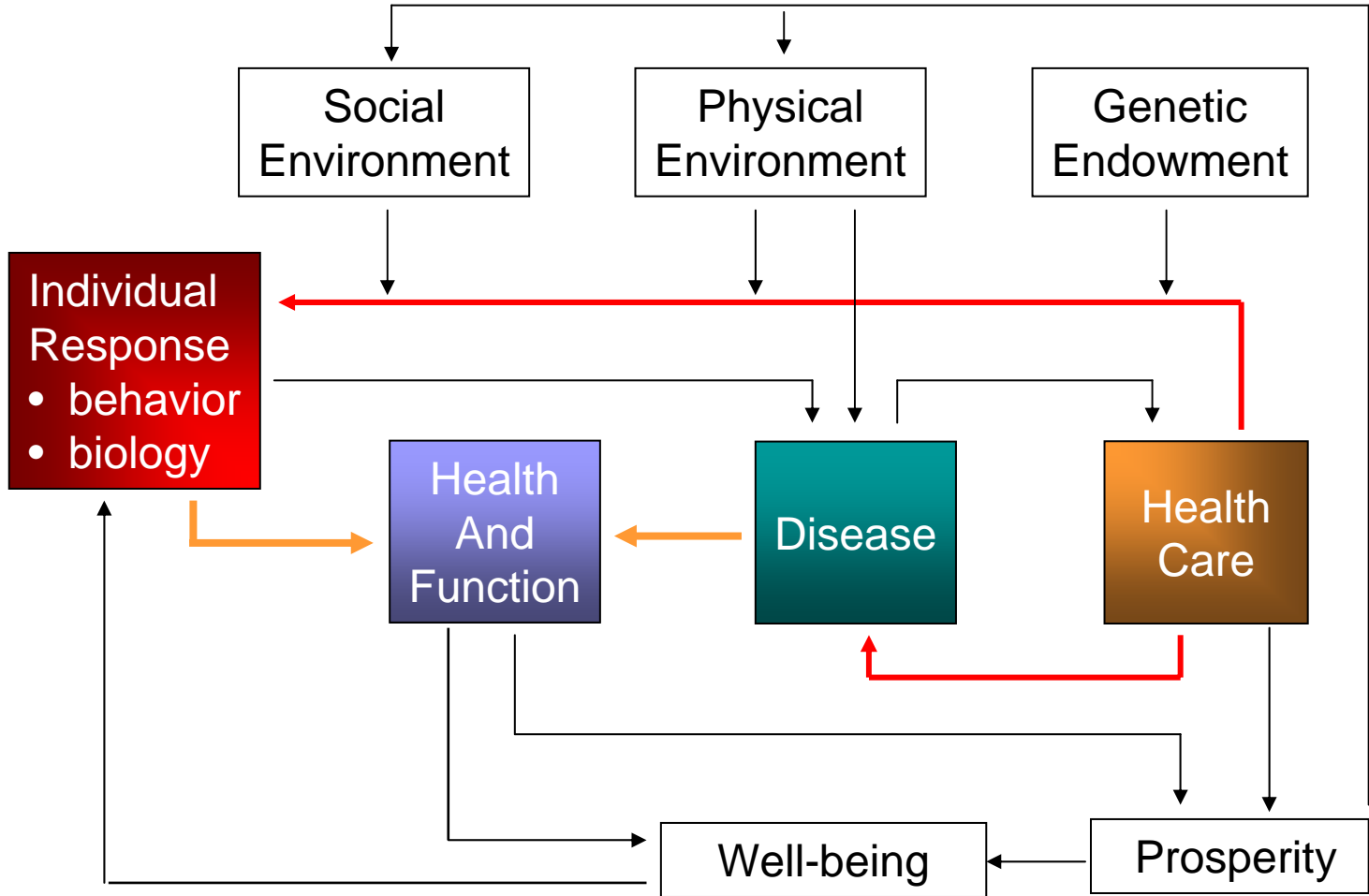
Health systems have multiple functions and objectives in enhancing health

A health system carries out **four core functions**— provision; financing; resource generation and stewardship—so as to improve people’s health by upholding high levels of responsiveness to people’s non-health expectations and fairness in financial contributions.



Source: World Health Organization, 2001

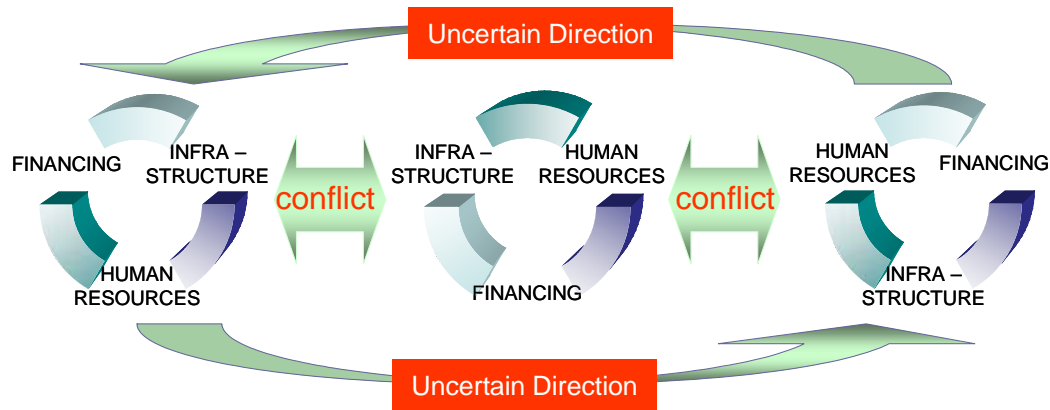
The Determinants of Health



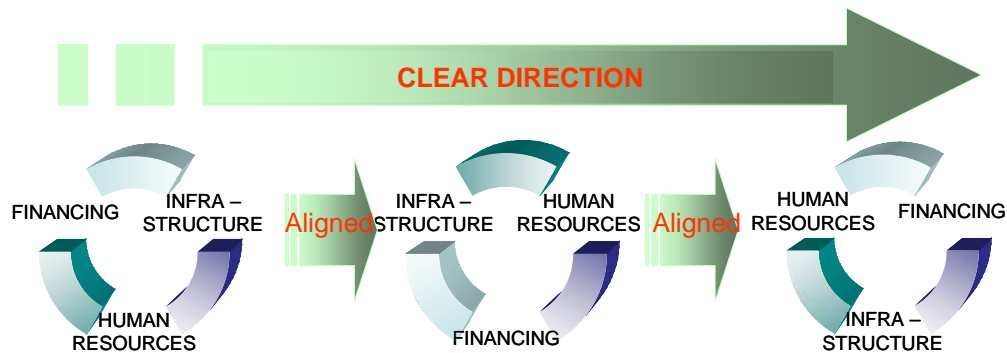
Source: R.G. Evans and G.L. Stoddart

Health targeting: an effective means to align interests and nurture support

Effective healthcare provision and enhanced organizational or system performance are about aligning interests and directing resources to achieve optimal health.



Without Health Targets



With Health Targets

Health targeting is:

- a people and community based approach to health policy development—*the community and related stakeholders are mobilized to participate and make decisions*



- a transparent resource planning and performance management tool—*establishing an informed and politically acceptable basis for resourcing and monitoring the performance of the health system and its related organizations*

Identifying and Implementing Health Targets for Hong Kong's Elderly Population

Literature Review & Data Collection



Expert Panel (3 Delphi Rounds)



Lay Panel (3 Delphi Rounds)



Implementation Studies Involving Two Districts & One NGO



Top 16 Health Targets for Hong Kong's Elderly

Nature	Health Targets	Total Score of Round 3
Quality of Life	To reduce the average number of disability-years	70
Health Promotion	To promote active-ageing in elderly	69
Mental Health	To reduce depression, anxiety and other related mental health problems by early detection of symptoms	69
Accidents	To reduce the rate of home accidents or to increase home safety.	68
Health Promotion	To increase the proportion of elderly that exercises adequately each day	67
Stroke	To reduce the incidence of stroke	66
Support Network	To increase social ties of the elderly and to improve the social support network of the elderly living alone	65
Suicide	To reduce the suicide and depression rate	65
Health Promotion	To increase the proportion of elderly that consumes a balanced diet	62
Heart Disease	To reduce coronary, pulmonary morbidity, and other chronic illness	61
Accidents	To reduce the percentage of hip fractures through reduction of falls	61
Smoking	To reduce the percentage of smoking	60
Support Network	To improve the public's understanding of the ageing process so as to reduce discrimination of elders and negligence to elders' needs.	60
Dental Health	To make available dental services for the elderly at their affordable prices.	60
Independent Living	To increase the number of elderly participating in volunteer work	58
Health Services	To increase affordable healthcare.	58

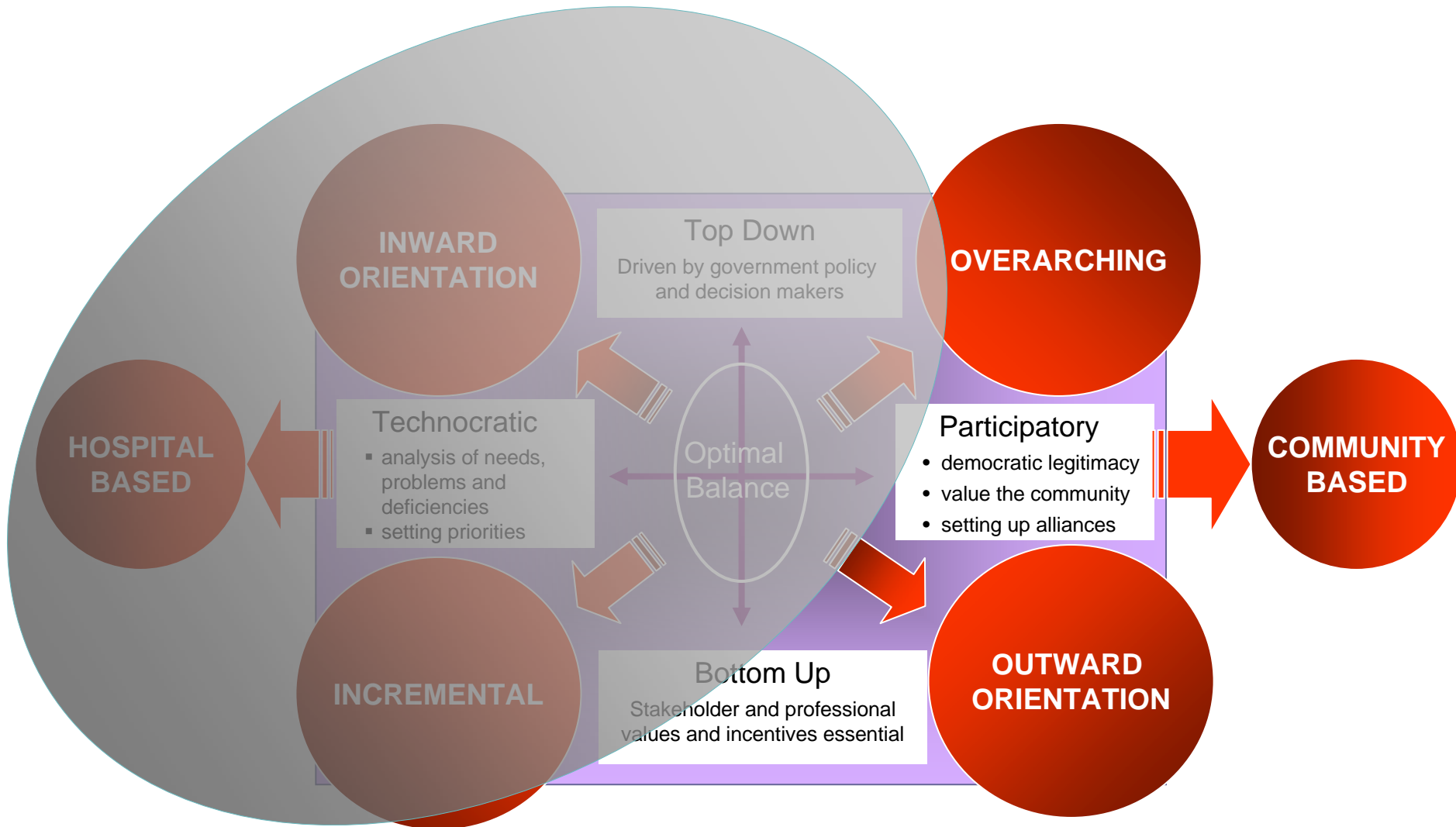
Source: The Institute for Health Policy and Systems Research

...developing and implementing health targets for Hong Kong on the basis of epidemiological evidence and societal values

Hong Kong's health system and policy development in past decades...



The Hong Kong approach to health policy development...



Issues that need to be addressed in moving forward:

- Coherent health policy framework needed
- Clear direction and aligned efforts needed
- Explicit health outcome and quality measures needed
- Effective performance management system needed

Fundamental questions of what kind of system we want and who will pay for it sit at the heart of the debate.



No reform can be successful when it is unclear where it is headed. When the purpose is unclear, then it does not matter very much what kind of reform should be undertaken.

The role of government
Charging for healthcare and social equity

Introducing choice and competition in healthcare services

Shaking up or breaking up the Hospital Authority

The role of private insurance and health maintenance organizations

Keeping patients out of hospitals and in the community

Maintaining professional standards in a commercial world

The past reform attempts tell us...

- even the right strategy is unlikely to get public support unless the process is inclusive, democratic and transparent
- the development and execution processes are just as important as making the right decisions about what reform to implement



Health targeting makes good sense for Hong Kong. It can set out clear definitions for the developmental direction, priorities and outcomes of the health system. It can offer a disciplined and systematic process to engage the community to participate in identifying their own health priorities and stimulate the development of innovative and culturally acceptable solutions with locally available resources. More importantly, it can provide an objective basis with specific performance criteria for guiding the development, tracking the progress and evaluating the expected impact of reform initiatives, including, for example, the effect of high user fees on access, health services utilization and health status of the affected population.

Where do we go from here?

What must we do?

What must we avoid?

Health targeting can be an effective policy instrument to engender public interest and sustainable support in reforming the health system and therefore enhancing its performance



Health targets' contribution and benefits must not be sidetracked by gaming and fixation with achieving the targets that may stifle innovation and creativity

The determinants of health suggest that the solution to improving and sustaining health goes beyond the health sector. There must be community-based strategies, involving other sectors such as housing, environment, transportation, education and welfare to identify problems and possible interventions. An integrated partnership approach is particularly important in enhancing success in improving and sustaining people's health.

Adopting and implementing the concept of health targets will be a change for Hong Kong. And, deciding whether to change or not to change and how best to introduce and sustain change are always challenging.

One can be realistic or cynical, giving all the reasons why things are too hard to change. But to change for the better is a collective responsibility.



If a decision is not in sight, the following advice from Jeffery D. Sachs, Chairman of WHO's Commission on Macroeconomics and Health, may be a useful reminder:

“We must dream a bit, not beyond the feasible but to the limits of the feasible, so that we inspire.”

(WHO, 2001)

Is the concept of health targeting beyond what is feasible for Hong Kong? What is withholding the adoption of health targeting as a policy initiative for Hong Kong's health system and healthcare organizations?

Enhancing health system and organizational performance



Health is about people.

Health system or organization is also about people and their health.

Health system or organizational reform must involve people and focus on both their health and non-health expectations.