



*Distance to Quality*

Eight Strategies to Upgrade Health Care in Taiwan's Remote Areas

從山到海的關懷

邁向國際級偏鄉離島醫療與照顧

院長序

## 念茲在茲的懸念— 普及偏鄉離島的醫療照顧



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守護全民健康與福祉，向來是我國重要施政理念，建構國民健康的安全防護網，更是政府責無旁貸的天職。臺灣全民健保實施以來備受國際肯定，已是不爭的事實，並成為國際間的典範。然而，臺灣山地離島及偏遠地區因交通不方便，醫療投入不易，當地居民常常無法享受到與一般國人同等的福祉，實為施政者常念茲在茲的懸念。

普及偏鄉離島的醫療照顧，一向是政府優先施政項目，我國「黃金十年 國家願景」計畫中就將「保障弱勢就醫、增加醫療照護品質」列為重要策略之一，馬總統上任後，大力推動建立偏鄉醫療及照顧制度，在行政院核定之「健康照護升值白金方案」中，也提出多項強化偏遠地區醫療資源及服務品質政策，俾促進醫療資源合理分布，保障偏鄉離島民眾獲得高品質與完整性之醫療照顧。

Premier's Preface

## Ensuring access to quality health care for citizens in remote and offshore areas

Safeguarding the public's health and welfare has always been one of our national priorities, and it is the government's unshirkable responsibility to establish a comprehensive health care safety net for all citizens. We are proud to say that Taiwan's National Health Insurance system has, since its inception, received worldwide acclaim and has become an enviable model of success for other countries. However, due to transportation difficulties, residents in remote and offshore areas still do not enjoy the same level of health care as other citizens, making the delivery of quality medical services to those areas a challenging task for policymakers.

Ensuring accessible health care for all citizens in rural and offshore areas has long been high on the national agenda. In fact, the "Golden Decade National Vision" plan has made guaranteeing medical accessibility for the disadvantaged and improving health care quality part of its policy goals. Another ongoing program, the Health Care Value-added Platinum Program, has included a raft of initiatives to improve rural health care systems, ensuring the nation's medical resources are distributed equitably, and that residents in rural and offshore areas have access to comprehensive and quality health care.

In recent years, the Ministry of Health and Welfare has also been promoting the "Eight Major Strategies for Remote and Offshore Areas" to strengthen the delivery of medical services there, and has seen impressive results. Looking ahead, the government will continue bolstering its prevention and health promotion efforts, reducing the gap in average life expectancies between urban

近年來，衛生福利部為了強化偏鄉離島醫療服務，提升醫療照護品質，建構完善的偏鄉醫療照護網，積極推動「偏鄉離島醫療照護八大策略」，目前已獲得相當成效。未來，政府仍將持續深化八大策略，達成醫療照顧在地化、充實在地人才資源、強化預防及健康促進、降低平均餘命差距、完善資通科技與服務整合，乃至提升偏遠離島長照服務之目標。希望藉由此書的出版，能讓更多人了解臺灣在整體醫療發展，及建構偏鄉離島醫療照顧體系的重點方向。

縮短偏鄉離島地區與都會地區醫療水準的差距，除了應兼顧人力與設施等軟、硬體之改善，也必須要做好偏鄉離島地區的各项基礎服務，因此，相關機關在各项施政，對於偏鄉離島居民及弱勢民眾，都要用心使其獲得最基本品質的照顧，以實踐世界衛生組織（WHO）健康平等的理念。

未來政府將持續共同努力，並結合民間醫療院所等機構團體一齊全力以赴，使我國偏鄉離島醫療與照顧服務達到世界級的水準，達成從山到海的關懷—邁向國際級偏鄉離島醫療照顧的願景。

and rural residents, completing the integration of information technology and services, while elevating the quality of long-term care in remote and offshore areas. We hope that through this book, more people can learn of and even benefit from Taiwan's overall health care development experiences as well as its efforts to build quality systems in the hard-to-reach communities.

Besides improving relevant human resources and physical infrastructure, we must provide better services to these communities to narrow the health care gap between remote and urban areas. To that end, government agencies must go all out to ensure that their programs for disadvantaged and remote citizens meet at least the basic standards so as to fulfill the World Health Organization's ideal of health equity.

The government of Taiwan will continue working hand-in-hand with private medical institutions and local organizations to bring world-class services to remote locations, achieving our vision of quality health care "from the mountains to the seas."

部長序

## 永續不變的堅持： 國際級偏鄉離島醫療照顧



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在我正式進入公職領域服務前，數十年的醫界服務及長期關心公共衛生領域，一直秉持以「人文精神」走入社會；WHO所提出健康平等（Health Equity）的理念，更為文達2011年接任衛生署署長、以及2013年七月二十三日接任衛生福利部部長的重要信念與使命。

我國山地原住民及離島共有四十八個鄉，居民占全國人口數百分之三，但土地面積卻占臺灣地區約為百分之四十四；由於地形、距離及文化等差異，造成當地醫療及照顧資源的不足。

文達接任之初，即以提供當地民眾優質完善的偏鄉離島醫療照顧為重要政策目標之一。除親往金門、澎湖及連江等離島視察，以瞭解當地醫療資源等狀況，並於2012年分別完成「金門醫療改革計畫」、「澎湖醫療改革計畫」及「連江縣醫療品質提昇計畫」。此外，多次前往臺東南迴、花蓮及屏東等地，包括原住民鄉及其他偏遠鄉鎮，以瞭解醫療與照顧的服務狀況。

文達深切感受，除以本島醫療及照顧資源支援偏鄉離島外，在地資源的

Minister's Preface

## Going the Distance: Re-imagining Health Care in Remote Communities

Taiwan aborigines account for just 3% of Taiwan's population, but many of them live in 48 townships scattered across areas covering a full 44% of Taiwan's land. Although these communities stretch from the high mountains to the sea, they are generally situated on the least-accessible land in the least-developed areas. Medical and health care issues in aboriginal communities may include only basic services; other care can involve traveling long distances to advanced health care facilities. Providing services to these communities also can be complicated by different knowledge about and attitudes toward health care arising from diverse cultural backgrounds.

Providing quality services to these communities has been a top priority of mine since I took on this role of leading Taiwan's health system more than three years ago. In 2011, I visited Kinmen, Penghu, Lienchiang and other offshore islands to inspect their medical facilities and understand the health problems they faced.

We have since reformed health care in these communities through policy changes and expanded services. These programs include the Kinmen Health Care Reform, the Penghu Health Care Reform and the Lienchiang County Health Care Quality Improvement Scheme. Implementation of these programs was completed in 2012.

To achieve the goal of health equity, I still regularly visit the less-developed areas of central and southern Taiwan. After touring the areas surrounding Taitung, Hualien and Pingtung, as well as other remote areas with aboriginal townships, I felt that rather than just supporting these communities with urban health care resources, a better solution would be to enhance the resources in these communities. We solicited ideas from all sides and studied them to find policy options that are both comprehensive and long-term. The results are documented in this book.

Our strategies focused on localizing quality medical and health care. We faced and overcame many logistical obstacles as we implemented these eight strategies for



深化更為長遠之計。故廣納各方意見擬具可行方案，提出兼具整體及長遠的政策規畫：「從山到海的關懷—邁向國際級偏鄉離島醫療與照顧」，以為重要施政方向。

為使偏鄉離島居民均能獲得完善醫療與照顧，在本書中，以「在地優質醫療及照顧」為目標，克服當地醫療及照顧障礙，積極推動「偏鄉離島醫療照護八大政策」，包括：離島醫療在地化、本島偏遠地區醫療在地化、醫學中心支援、醫療資訊化、完成建置電子病歷、健保IDS計畫及巡迴醫療、健保及公務預算保障醫療資源不足地區、育才留人培育計畫及陸海空緊急醫療後送等政策。

其中，有多項策略衡諸國際，亦可作為各國借鏡，包括：成立空中轉診審核中心、健保IDS計畫及巡迴醫療的普及程度、醫學中心全面支援、四十八偏鄉電子病歷互通、以及離島地區心導管之檢查及治療等措施，均已達國際級的偏鄉醫療照顧水準。

促進及維護全民健康與福祉，是我就任以來的重要使命；偏鄉離島的地理環境特殊，所在地區特性不同，醫療資源分布亦有明顯差異，如何減少健康不平等更是臺灣社會整體的責任。文達秉持「行公義、好憐憫」的座右銘，時時提醒當以維護民眾健康為首要任務，務使偏鄉離島地區的民眾享有優質的醫療照護。

未來，文達仍將帶領臺灣衛生政策，透過各項政策的落實，達成WHO健康平等（Health Equity）的理念，讓包括偏鄉離島在內的全國三百六十八鄉鎮區均能獲得國際級醫療及照顧。

rural and offshore island health care:

- \* Localizing offshore health care;
- \* Localizing rural health care;
- \* Providing support from medical centers;
- \* Digitizing medical information and completing the transition to electronic medical records (EMRs);
- \* Implementing mobile health care and the National Health Insurance Integrated Delivery System;
- \* Providing adequate funding for areas lacking accessible health care resources through NHI and other government agencies;
- \* Establishing a talent training and retention program; and
- \* Expanding the land, sea and air emergency medical transport.

Many of these strategies were adapted from international precedents, and we hope our efforts will in turn serve as a reference for other countries. These efforts included establishing audit centers, using the NHI's Integrated Delivery System and mobile health care systems, providing full support to medical centers, ensuring EMR interoperability in 48 remote townships, and setting up offshore island areas with cardiac catheterization and other treatment options. Through these changes, health care in remote areas has reached international standards.

Promoting and maintaining the health and well-being of Taiwan's people is our agency's mission, and the distribution of health care resources must be fair. Such fairness requires that residents of remote townships and offshore islands have access to quality health care. Reducing such health disparities is a critical social responsibility, and justice and compassion are our most important principles. In designing Taiwan's health policies, I will continue to promote the World Health Organization's concept of health equity. This book shows the different concepts and tools we used to bring world-class health care to 368 remote township areas.

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