

促進健康 Promoting **HEALTH** in **Hong Kong:**

香港非傳染病防控策略框架
 A Strategic Framework for Prevention and Control
 of Non-communicable Diseases



衛生署

Department of Health

中華人民共和國香港特別行政區

Hong Kong Special Administrative Region of China

促進健康：

香港非傳染病

防控策略框架



食物及衛生局局長
周一嶽醫生，SBS，JP

非傳染病患者的人數迅速增加，成為全球醫療體系一項最重大的挑戰。

香港特別行政區政府竭力保障市民的健康。至今，我們的成績有目共睹，香港多個健康指標之佳已躋身世界前列。儘管如此，我們正面對人口急速老化和人口健康風險情況持續改變的挑戰，例如肥胖人口日漸增多。因此，我們有需要重新評估現行防控非傳染病的策略和措施，以更具效益和效率的方針處理目前的問題。

要成功防控非傳染病，我們應着眼於推廣健康的生活模式和減少非傳染病的風險因素。這些措施是需要個人作態度和行為上的改變，亦需要政府、社會及市民持之以恆的努力。由於主要的健康風險因素，通常會受到醫護衛生界別以外的問

題所影響，因此，利用跨界別協作模式持續抗禦非傳染病，才是較適切的解決方法。

非傳染病防控策略框架是衛生署與不同界別的專家攜手合作的結晶。框架建基於目前在疾病預防方面的議題，同時參考了有關健康促進和抗禦非傳染病的海外經驗，以及世界衛生組織(世衛)在這方面所提出的建議。除了籲請各界採取跨界別的協作模式，針對致病因素，控制和預防各種非傳染病外，框架並載列了多個疾病防控的方向，有助營造良好的健康環境，以維持香港市民身心的健康。

然而，如果欠缺你的積極參與，框架的推行便不能取得成功。我現誠邀各位選擇健康生活模式，為對抗非傳染病作出貢獻。讓我們齊來參與！

衛生署署長
林秉恩醫生，JP



健康並非單指沒有生病，而是指身心和社交方面都具有良好的狀態。健康是日常生活的原動力。

在香港，嬰兒出生時的預期壽命遠高於大部分其他地方，而兒童死亡的比率亦屬全球最低之列。但由於人口老化，我們因此不能低估前面的挑戰。隨着市民日趨長壽，糖尿病、心臟病、癌症及意外和損傷問題的病患者數目將會持續增加，對個人、家庭和朋友，以至整個社會均構成日趨沉重的負擔。

世衛指出，2005年全球5800萬死亡人數當中，大約3500萬人是由於非傳染病致死的。愈來愈多證據顯示，許多非傳染病都源於我們所選擇的生活方式，例如不健康的飲食、飲酒過量、缺乏運動和吸煙。由於這些不良的生活習慣均可避免，因此，大部分非傳染病都是

可以預防的！

儘管我們在防控非傳染病上已展開了不少工作，但仍有空間採取更協調的方針，以達致更佳成果。這需要政府、公私營機構和市民大眾攜手合作，締造有利作出健康選擇的環境。

本文件的目的是在介紹防控非傳染病的重要基本原則，並為香港釐定非傳染病防控工作的範圍、遠景、目標和策略方針。

各地衛生當局已有共識，在目前非傳染病非常流行的情況下，我們必須以應付緊急公共衛生事件的手法來處理非傳染病的問題。因此，我呼籲社會各界了解和支持本文件。相信只要同心協力，我們定能把香港這個亞洲國際都會建設成為一個更健康的城市。

制訂策略框架的理據

香港的健康指標之佳已躋身世界前列。然而，一如其他已發展的經濟體系，香港亦要面對人口老化和人口健康風險情況改變的挑戰，及受到日益增加的非傳染病包括損傷問題所威脅。在2006年，約有61%的香港登記死亡個案是由四大主要但可預防的非傳染病所引致。它們是癌症(32.3%)、心臟病(15.0%)、中風(8.8%)和慢性下呼吸道疾病(5.1%)。以75歲為分界來計算潛在減壽年數的早逝情況來說，癌症排名首位，佔總潛在減壽年數的五分之二，而損傷及中毒則佔五分之一。

大部分非傳染病都是可預防的。事實上，許多非傳染病都源於我們的生活方式，例如不健康飲食、缺乏體能活動、吸煙和酗酒等。本地調查顯示，不健康的生活方式以及風險因素羣集的情況在一般市民中十分普遍。因此，採取預防行動針對那些常見和主要的行為風險因素，將可改善整體市民的健康狀況。

為了以更具效益和效率的方針處理這些問題，政府須制訂綜合策略框架，以促進本港的健康情況。刻下正是香港市民同心協力對抗非傳染病的時機。

制訂策略框架

衛生署與來自不同專業和界別的40多位代表舉行專家小組會議，制訂本港的非傳染病防控策略框架。在制訂過程中，我們採用多項公共

衛生學指導概念，亦參考世衛和其他國家防控非傳染病的相關工作經驗。

範 圍

香港社會及醫療體系的疾病負擔，有相當部份是由少數非傳染病所造成，而這些疾病多由數項風險因素相互集結所致。從過往健康促進和疾病預防方面所累積的知識及經驗可見，我們應把預防措施策略地集中於那些可予改善的行為風險

因素和環境決定因素集結而成的「羣組」，從而令生物醫學風險因素有相應的改變，減低罹患非傳染病的風險。為了獲得最佳健康裨益，本策略框架將會致力處理對香港市民健康有重大影響，並可預防或改善的主要風險因素。



遠 景

任何策略都必須具有清晰的遠景，以顯示工作的重心及提醒各人員有關工作的長遠目標。我們展望本策略框架成功推行後，香港將有：**高水平健康意識的人口**，能為自己的健康盡責；**關懷互愛的社會**，公私營界別攜手，以確保公眾可享有

更健康的選擇；**具實力的醫護專業**，把健康促進和疾病預防的醫療服務視為主要工作；以及**可持續的醫療體系**，加強為市民提供健康促進、疾病預防及醫療護理等服務，從而**大幅減少由非傳染病引致的殘疾及早逝負擔**。

目 標

為了實現上述遠景，本非傳染病策略框架具以下的目標 —

- 締造有助促進健康的環境；
- 推動市民促進個人、家人以至社區的健康；
- 預防個人及各人口組別患上非傳染病及 / 或延緩發病；
- 減低非傳染病患者病情惡化和出現併發症的機會；
- 減少非必要的住院及醫護程序；以及
- 提供優質的非傳染病護理服務，以保障市民的健康及防止患者病情惡化。

策 略 方 針

為了達到上述目標，我們已確定六個策略方針，以便把注意力、資源和行動集中在若干範圍，使投放在防控非傳染病的資源帶來最佳的健康成效回報。

- 一. 支援全新及加強現有與本策略觀點一致的健康促進和非傳染病預防措施或活動
- 二. 建立有效的資料庫和系統，按各病程階段需採取的行動提供指引
- 三. 加強伙伴關係及促進相關各方的參與
- 四. 建立抗禦非傳染病的能力
- 五. 確保醫療衛生界別能回應非傳染病的挑戰，並改善護理系統
- 六. 加強及制訂有助促進健康的法例

推行策略框架的要素

此非傳染病策略框架是為促進本港市民的健康而設的。推行此框架時須從六方面着手－

伙伴關係 (Partnership)：

匯聚多界別具不同知識和技能的人才

生活環境 (Environment)：

把健康促進和疾病預防與整體環境連接起來

以成效為重點 (Outcome-focused)：

通過積極跟進各項健康工作，確保善用資源，以取得最大的健康成效

人羣為本的介入措施 (Population-based intervention)：

以促進全民健康為工作重點

採取貫穿人生歷程的措施 (Life-course approach)：

通過促進終身健康，以解決日積月累的毛病

提升能力 (Empowerment)：

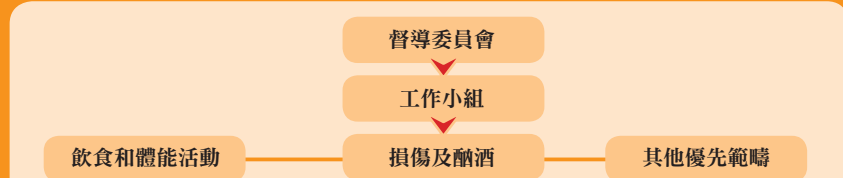
讓每人有機會充分發揮潛能

落 實 策 略

為了監督推行計劃的發展和整體進度，我們建議成立一個高層督導委員會，成員來自政府、公私營機構、學術界、專業團體、業界以及本地主要合作伙伴的代表。委員會將督導成立各工作小組，就須優

先處理的工作提出意見，並制訂目標和行動計劃，包括實務指引、工具和說明社會各界如何參與，成為合作伙伴。

策 略 性 管 理 架 構



備註：控煙、癌症和中毒的工作分別由衛生署控煙辦公室、癌症事務統籌委員會及香港中毒防控網絡來處理。

Promoting Health in Hong Kong:

A Strategic Framework for
Prevention and Control of
Non-communicable Diseases



Dr York YN CHOW, SBS, JP
Secretary for Food and Health

The rapid increase in the number of people suffering from non-communicable diseases (NCD) presents one of the biggest challenges to the healthcare systems worldwide.

The Hong Kong Special Administrative Region Government is fully committed to safeguarding people's health. Our health indices are in the top league of the world. Yet, we are facing a problem of rapidly ageing population and changing population health risk profile including, for example the rising trend of obesity. It is therefore both timely and necessary to re-assess our measures taken so far for preventing and controlling NCD, and to map out the way forward so as to manage the situation more effectively and efficiently.

The success of any NCD prevention and control efforts hinges on the effective promotion of healthy lifestyles and the reduction of risk factors of NCD. All this involves attitudinal and behavioural changes which take time to make and require long-term, sustainable and combined efforts of the Government, the community and the individuals. This is particularly true because the major health risk factors are often affected

by issues beyond the healthcare sector. Sustained efforts through an intersectoral approach should be the way to tackle the problem.

This NCD Prevention and Control Strategic Framework crystalises the hard work of the Department of Health (DH) and experts in different sectors and disciplines. It is built on current prevention themes, while drawing references from overseas experiences in health promotion and combat against NCD, as well as recommendations of the World Health Organization (WHO). The framework calls for concerted efforts in the control and prevention of our diversified range of NCD by focusing on their predisposing factors. More importantly, it also sets out directions which will help shape an environment that is conducive to the sustaining of Hong Kong people's health and well-being.

Yet, the successful implementation of the Framework would not be possible without your active participation. By choosing to live in a healthy manner, you too can contribute to our fight against the rising trends of NCD. Everyone counts!

Dr PY LAM, JP
Director of Health



Health is not merely the absence of disease, but a state of complete physical, mental and social well-being. It is a resource for everyday life.

In Hong Kong, the life expectancy at birth is much longer than most other countries and our children are amongst the least likely to succumb during childhood. However, with an ageing population, we just cannot underestimate the health challenges ahead. With longevity, the number of people coming down with NCD such as diabetes mellitus, heart diseases, cancer, accidents and injuries keeps growing, bringing increasing burden to individuals, their families and friends, and also society at large.

Of the 58 million deaths worldwide in 2005, the WHO reckoned that approximately 35 million were caused by NCD. There is more and more evidence that many NCD are the results of how we lived our lives, such as consumption of unhealthy foods, heavy alcohol drinking, lack of exercise, and smoking. All these habits are avoidable and thus most NCD are preventable!

Although much has been done for the prevention and control of NCD, there is scope for a more coordinated approach for better health returns. This will require the Government, public and private sectors and the community to work hand in hand to build up an environment that makes healthier choices easier ones.

The purpose of this document is to provide an account of overarching principles for the prevention and control of NCD. It also sets the scope, vision, goals and strategic directions for NCD prevention and control in Hong Kong.

Already, there is consensus amongst international health authorities that the present NCD situation is like that of an epidemic and must be dealt with like any public health emergency. Therefore, I am urging every sector in the community to consider, understand and support this framework document. Working in partnership, we can make Hong Kong - Asia's World City - a healthier place to live.

Rationale for a Strategic Framework

Hong Kong's health indices rank among the best in the world. Like many developed economies, however, Hong Kong faces the challenges posed by changes in health risk profile with her ageing population. An increasing disease burden from NCD is evident, including injuries. In 2006, approximately 61% of total registered deaths in Hong Kong were attributed to four major preventable NCD. They were cancer (32.3%), heart diseases (15.0%), stroke (8.8%) and chronic lower airway diseases (5.1%). In terms of premature death which is measured by the number of potential years of life lost (PYLL) at age 75, cancer ranked first and accounted for two-fifths of the total PYLL, followed by injuries and poisoning which were responsible for one-fifth.

NCD are largely preventable. In fact, many NCD are the result of how we live our lives, such as unhealthy eating, not taking enough exercise, smoking and alcohol misuse. Local surveys find that unhealthy lifestyle practices and clustering of risk factors are common among the general population. Thus, preventive actions addressing those common major risk factors will improve the community's health profile.

To tackle the situation more effectively and efficiently, the Government has to develop an integrated strategic framework to promote health in Hong Kong. It is time for the whole community to act together in combating NCD.

Development of the Strategic Framework

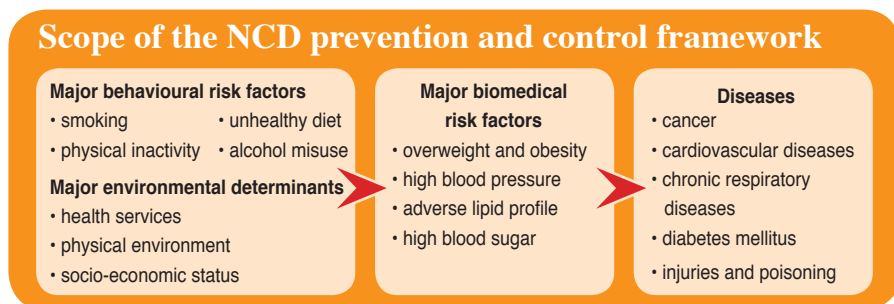
In preparing the strategic framework on prevention and control of NCD in Hong Kong, DH has held an Expert Group Meeting with over 40 participants from various

disciplines and sectors. While adopting a number of guiding public health concepts, references have also been made to the work of WHO and other countries.

Scope

In Hong Kong, a limited number of NCD account for a significant proportion of disease burden on the community and healthcare system. At the same time, several risk factors work together to predispose and give rise to these diseases. Accumulated knowledge and experience in health promotion and disease prevention shows that strategically focused interventions on a "cluster" of

modifiable behavioural risk factors and environmental determinants can induce parallel changes in those biomedical risk factors, thereby reduce the risk of developing NCD. To optimise health gains, this strategic framework will focus on the major risk factors that are potentially preventable or modifiable and have significant impact on the health of the Hong Kong population.



Vision

Having a clear vision is essential to any strategy as it provides focus and also serves to remind people of the long-term purposes of their work. With successful implementation of the strategic framework, it is envisioned that Hong Kong will have **a well-informed population** that is able to take responsibility for their own health, **a caring community** that integrates public and private sectors to ensure healthy choices for the

public, **a competent healthcare profession** that views health promotion and preventive medicine as priorities, and **a sustainable healthcare system** that incorporates strong elements of health promotion, disease prevention and curative care for our people, thereby **significantly reducing the toll of disease burden including disability and premature death related to NCD.**

Goal

For the above vision to be realised, the goals of this NCD strategic framework would be to —

- create an environment conducive to promoting health;
- engage the population in promoting their own health as well as the health of their families and communities;
- prevent and/or delay the onset of NCD for individuals and population groups;
- reduce the progression and complications of NCD;
- reduce avoidable hospital admissions and healthcare procedures; and
- provide high quality care for NCD in healthcare settings in order to maintain health and halt disease progression.

Strategic Direction

To achieve the set goals, six strategic directions have been identified for focusing the attention, resources and actions at areas in where investments in NCD prevention and control can bring the greatest return in terms of health outcomes.

1. Support new and strengthen existing health promotion and NCD prevention initiatives or activities that are in line with this strategy
2. Generate an effective information base and system to guide action across the disease pathway
3. Strengthen partnership and foster engagement of all relevant stakeholders
4. Build the capacity and capability to combat NCD
5. Ensure a health sector that is responsive to the NCD challenges and to improve the system of care
6. Strengthen and develop supportive health promoting legislation

Key Elements for Implementation

This NCD strategic framework is built for the health of Hong Kong people. The key elements for implementation fit an acronym PEOPLE that is illustrated below —

Partnership :

Drawing together the strengths of people from various sectors with different knowledge and skills

Environment :

Linking health promotion and disease prevention with the total environment

Outcome-focused :

Ensuring optimal investment of resources with greatest health gains through monitoring of health outcomes

Population-based intervention :

Placing emphasis on whole population for collective health benefits

Life-course approach :

Addressing the cumulative adverse effects by fostering health from womb to tomb

Empowerment :

Giving everyone the opportunity to achieve one's full potential

Making it Happen

To oversee the development and overall progress of the implementation plan, a high-level steering committee which comprises representatives of the Government, public and private sectors, academia, professional bodies, industry and other local key

partners will be set up. Under this, respective working groups will be formed to advise on priority actions, draw up targets and action plans, including practical guides, tools and specifications of how the various sectors of the society can participate as partners.

Strategic management structure



Remark: The tasks on control of tobacco use, cancer and poison control are taken up by the Department of Health's Tobacco Control Office, Cancer Coordinating Committee and the Hong Kong Poison Control Network respectively.



衛生署

Department of Health

中華人民共和國香港特別行政區

Hong Kong Special Administrative Region of China