



GOVERNMENT OF BERMUDA  
**Ministry of Health**

# BERMUDA HEALTH STRATEGY

2022 - 2027



# Bermuda Health Strategy 2022-2027

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## Contact us:

We'd love to hear from you! If you have any query or concern, reach out for a helping hand.

Please find our contact details below, if you would like any further information about the Bermuda Health Strategy 2022-2027.

## Mailing Address:

PO Box HM 380  
Hamilton HM PX  
Bermuda

## Street Address:

Continental Building  
25 Church Street  
Hamilton HM 12  
Bermuda

**Phone:** (441) 278-4900

**Website:** <https://www.gov.bm/ministry/health>

## Social Media:

**Facebook:** @healthbermuda

**Twitter:** @HealthBermuda

**Instagram:** health\_Bermuda

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## Email:

**Ministry Headquarters:** [moh@gov.bm](mailto:moh@gov.bm)

### Department of Health

- Child Health [childhealth@gov.bm](mailto:childhealth@gov.bm)
- Dental Health [dentalclinics2@gov.bm](mailto:dentalclinics2@gov.bm)
- Environmental Health [envhealth@gov.bm](mailto:envhealth@gov.bm)
- Nutrition [nutrition@gov.bm](mailto:nutrition@gov.bm)

**Health Insurance Department** [hip@gov.bm](mailto:hip@gov.bm)

**Office of the Chief Medical Officer** [officeofcmo@gov.bm](mailto:officeofcmo@gov.bm)

**Epidemiology & Surveillance** [epidemiology@gov.bm](mailto:epidemiology@gov.bm)

## Reference as:

Ministry of Health (2022) Bermuda Health Strategy 2022-2027. Government of Bermuda.

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# Our vision, mission and principles

Our Core Vision:

“ Healthy people in healthy communities ”

Our mission is to make Bermuda healthier:

“ Ensuring that all people have equitable access to needed informative, preventive, curative, rehabilitative and palliative essential health services, of sufficient quality to be effective, while also ensuring that people do not suffer financial hardship when paying for these services and critical medicines. ”

Our strategic principles guide all our work:



## Care

- Promoting healthy living and preventative care
- Understanding our population's health needs
- Providing access to healthcare coverage
- Strengthening our healthcare workforce
- Harnessing healthcare technology



## Delivery

- Focusing on person-centred care
- Partnership and collaborative working
- Preventing wasteful care and promoting efficiency



# Welcome from the Minister of Health

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## I am proud to introduce the Ministry of Health's new strategic plan for 2022 – 2027.

This Government remains committed to putting our people at the center of a healthcare system that supports healthier and more productive communities for Bermuda.

While our health system is already well-developed and well-supported by dedicated professionals, challenges in providing equitable and affordable physical and mental healthcare have been growing for several decades.

The reasons are complex, requiring collaboration between all stakeholders to deliver the person-centered, multi-year change required for a more sustainable, healthier future.

While there is much to be proud of in our health system, it is important that all residents can access affordable and essential services, delivered effectively and efficiently.

Yet, as I write this, we currently find ourselves in a difficult period of transition brought on by the pandemic.

COVID-19 has shone a bright light on healthcare - in particular, the strength and resilience of our healthcare workforce - and I want to acknowledge the island's gratitude to them in helping us through this difficult period.

But the pandemic has also highlighted the importance of an accessible healthcare system. It has shown that access to affordable, high-quality, essential healthcare is a basic right, and one that this Government is committed to seeing introduced for all.

While this new strategy builds upon our previous work, the pandemic has changed our healthcare landscape. This has limited our ability to pursue our ambitions as originally set out and at the pace we intended.

At the same time, it has helped build a more united coalition of stakeholders, working together shoulder-to-shoulder to meet the immense challenges we have all been facing.

We must continue this positive collaboration to develop a health system fit for the future. The Ministry will lead the necessary changes and deliver the stronger and more efficient health system that we need.

As our island and people recover from the pandemic, our work to reignite and refresh our ambition of universal health coverage (UHC) will help set a new path for strengthening healthcare for all. A healthy nation benefits all citizens as well as our wider economy.

With this strategy we aim to provide Bermuda with a clear vision for health with the refreshed priorities for our health system.

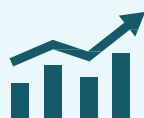
We look forward to taking these bold next steps together and welcome your contributions.



**The Hon. Kim N. Wilson, JP, MP**  
Minster of Health

# State of health in Bermuda

Our community's health and well-being, pre-pandemic:



**Third-highest** incidence rate of diabetes in the OECD with over 13% of residents diagnosed



**50% of residents** have at least one chronic condition such as diabetes, heart or kidney disease



**1 in 3** residents have high blood pressure and/or high cholesterol



**\$29m** is spent every year on dialysis and demand for this service grows by 10% each year

## Demographics



**83.5 years** is our projected life expectancy by 2030



**1 in 3 people** will be aged over-65 by 2039 (2019: 1 in 5)



There are **3.9** people in the workforce for every over-65 dependent. By 2039, this will drop to **1.7** which could result to a reduction of funding into our healthcare system

## Health Expenditure



**12% of residents** are uninsured



**11.6% of GDP** is spent on health, the third-highest in the OECD



**Health expenditure** grew by **92%** between 2006 and 2017

## Infrastructure and Workforce



There are **7.9 nurses per 1,000 in Bermuda**, lower than the OECD average of 8.8



Bermuda Hospitals Board is harnessing digital health and data to enhance care by implementing **electronic medical records**



Bermuda Hospitals Board is accredited at **Accreditation Canada's** highest level

## Bermuda has a complex system of healthcare components:



There are many **sources of funds and collecting agencies** for healthcare revenue.



There are several **entities for purchasing services** using private, public and charity funds.



**Service provision** is delivered both by private, public and charitable providers.

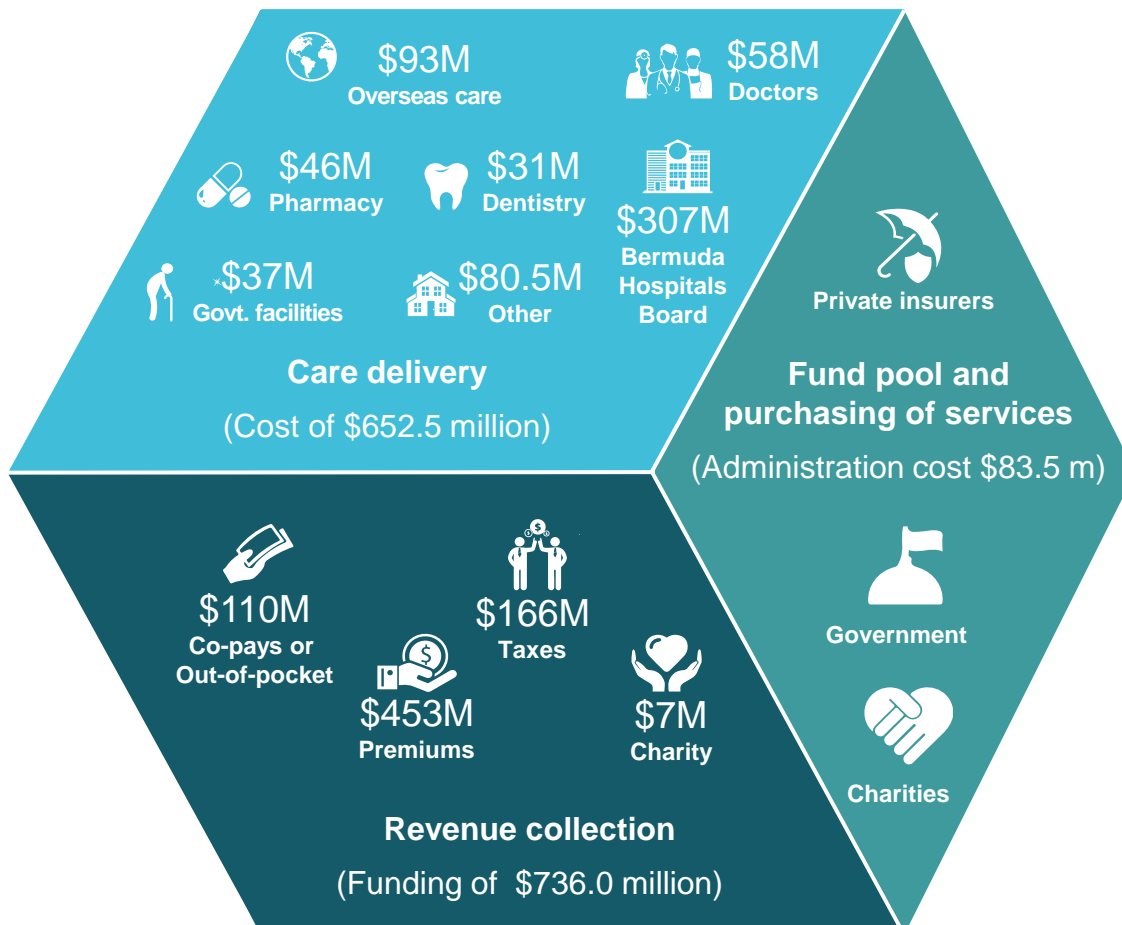


There is a high utilisation of **overseas care**, sometimes based on preference rather than clinical needs.

## One Year of Health System Funding, Pre-COVID-19

Health financing refers to the “function of a health system concerned with the mobilisation, accumulation and allocation of money to cover the health needs of the people, individually and collectively, in the health system.”

- World Health Organization, 2000





# 1. Promoting healthy living and preventative care

*We want to empower the community to lead healthy lifestyles by enabling people to increase control over, and to improve, their health.*

## The health need

Health promotion and prevention is widely recognized as being an essential requirements for building a stronger health system.

Increasing rates of preventable chronic non-communicable diseases, such as diabetes and heart disease, place a burden on our limited healthcare resources and threaten the wellbeing of Bermuda's individuals and wider economy. Many of these diseases are strongly related to lifestyle factors such as poor diet, physical inactivity and smoking.

Similarly, the equal importance of promoting mental health is recognized, as is the need to challenge historical stigma and preconceptions.

There is a role for everyone to play in supporting good physical and mental health, and we are committed to enhancing our efforts to promote wellness and healthier living.

## How will we do this?

- Increase public awareness of health determinants such as diet and exercise, and encourage adoption of healthier lifestyles to promote well-being through strengthened and collaborative health promotion activities
- Prevent, reduce or modify the course of communicable and non-communicable diseases, including mental health
- Identify at-risk individuals in order to initiate early intervention
- Maintain a healthy environment by identifying actual or potential environmental health hazards and applying effective controls
- Ensure health aspects are considered as part of all future policy development

## How will we measure success?

Making it easier for people to shift their mindsets and behaviours to make healthy choices is key to success.

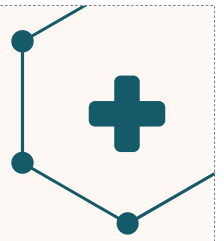
- **Promotion:** Assess the five core dimensions of all health promotion programmes we undertake: reach, efficacy, adoption, implementation and maintenance
- **Prevention:** Number of interventions to prevent and manage illness through healthcare coverage, clinical guidelines, the treatment paths which people experience and surveillance of persons with or at risk of disease

## Questions to consider

- How can we collaborate with healthcare providers to promote healthy living?
- How can employers and communities encourage behaviors to support healthier lifestyles?
- What will it take for individuals to embrace proactive responsibility for their own health outcomes?







## 2. Focusing on person-centered care

*When delivering person-centred care, individuals are included in the decision-making process, and care focuses on their individual health needs. People are treated not only from a clinical perspective, but their values and wants are also considered.*

### The health need

Person-centred care and services can improve the individuals' and family experiences, and health outcomes.

People who have a positive health care experience are more likely to return for health promotion and preventative services (such as routine check-ups).

A person-centred approach ensures continuity of care across service providers, contributing to improved outcomes and reduced duplication of costly services.

Engaging people to co-participate in strengthening our health system, from integrated essential care pathway design to system stewardship and governance, is key to our future approach.

### How will we do this?

- Encourage people to take an active role in their care and promote wellness
- Encourage healthcare providers to be respectful of an individual and their family's preferences
- Include individuals and, where appropriate, family representatives as part of decision-making
- Improve information accessibility and communication to individuals receiving care and their families

### How will we measure success?

- Feedback from individuals, alongside their families and carers
- Inclusion of representatives of the general public at forums (where appropriate)
- Monitor use of overseas specialists and local service provision
- Measurement and monitoring of population health outcomes

### Questions to consider

- What are people's experiences of their care journey and care?
- How can we include people more actively in their care?
- What information is available for people and how can we make it more accessible?





# 3. Understanding our population's health needs

***“Promoting and protecting health is essential to human welfare and sustained economic and social development.”***

*World Health Organization*

## The health need

In order to manage the island's limited financial means, we need to understand what our priority health needs are, including both physical and mental health.

The growth in chronic preventable non-communicable diseases like heart disease, kidney disease, cancer and diabetes has placed strain on Bermuda's health system capacity, particularly as our population ages.

Urgent change is needed to address this pressing challenge. We must establish a clear and accurate picture of what these health needs are and implement ways to monitor and manage them.

## How will we do this?

- Undertake a comprehensive national health needs assessment to better understand current population health challenges
- Use international benchmarking to understand gaps and solutions in health service delivery
- Develop processes and metrics to transparently measure and regularly report markers of care and need

## How will we measure success?

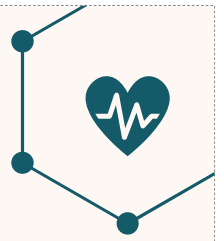
System-level metrics to measure, monitor and manage population health needs will be put in place, including metrics such as:

- People's experience of care
- Adopting use of internationally recognized health metrics, such as:
  1. Deaths within the hospital, adjusted to account for populations which are more- or less-likely to die (the 'hospital standardized mortality ratio')
  2. Deaths from preventable or treatable conditions, adjusted for age (the 'age-standardized mortality of potentially avoidable deaths' metric)

## Questions to consider

- What are the high-priority care needs for our population?
- What gaps are there in our current standard health benefit and how can we address these gaps?
- What do people want to see enhanced, introduced or removed?





# 4. Providing access to healthcare coverage

*The long-term ambition is to ensure that all people have equitable access to essential, affordable, high-quality physical and mental health services.*

## The health need

Bermuda's health system is challenged by unsustainably high costs and does not provide equitable access to quality care for our population.

While our healthcare spending per capita is one of the highest in the world, up to 35% of the population remains unable to access quality healthcare without financial hardship. This includes those who are uninsured (about 12%); or have defined unaffordable health insurance or are underinsured (about 23%).

Bermuda's health outcomes do not reflect the amount currently spent on health, publicly or privately. This economic burden must be addressed.

We are committed to strengthening our health system to provide affordable access to essential health coverage for all residents.

## How will we do this?

- Share the future-state vision for Bermuda's health system for further discussion with all stakeholders
- Publish updated national health accounts detailing the flow of resources within the health system, acknowledging in-kind support and the specific impacts of COVID19
- Model the future value and sustainability of our current health system
- Establish the impact of strengthening our health system on our economy, i.e. increasing employment opportunities, decreasing absenteeism due to ill health

## How will we measure success?

Recognising that health care strengthening has a minimum 10-15 year horizon, it is important that we measure our progress. To support effective measurement, we will adopt the United Nations Sustainable Development Goal (SDG) measures, including:

- The proportion of a population that can access essential quality health services
- The proportion of households which spend an unsustainable proportion of income on healthcare

## Questions to consider

- What are the priority health services that residents most want to improve and make accessible?
- What are the unmet health needs of our population that expanding healthcare coverage could help address?
- In addition to strengthening healthcare coverage, what other opportunities are there to help strengthen wellness in all our communities?





# 5. Strengthening our healthcare workforce

*The combination of governance and the right skillset in our healthcare workforce is key to delivering high-quality care.*

## The health need

Strengthening trust, accountability and coordination of care across our health workforce is essential to delivering a stronger healthcare system.

We must also consider how our population's health needs are being met by our workforce and the implications for health workforce planning.

To strengthen our workforce and the services provided, it is important to build a holistic framework that promotes high-quality, coordinated healthcare services.

## How will we do this?

- Agree a set of principles of governance and accountability across our healthcare system to overcome siloed working and promote collaboration with clear responsibilities
- Develop and launch a new national health forum based on the above stewardship organisational structure
- Complete our population health needs assessment and health workforce plan based on these needs
- Establish a register of students studying health subjects to help share knowledge, skills and job openings

## How will we measure success?

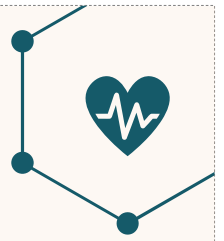
We will engage with and listen to our healthcare workforce. We will:

- Work with professional organisations to maintain a regular report of staffing levels, retention, vacancies, challenges and successes
- Regularly measure and report the experiences and satisfaction of our healthcare workforce

## Questions to consider

- What are the challenges and barriers impacting the healthcare workforce?
- How can we increase and diversify employment opportunities in the healthcare sector?
- What are the unmet skills and training needs of both our current and future health sector workforce?





## 6. Harnessing healthcare technology

*Technology can help improve access to physical and mental healthcare services. This can also improve how healthcare is delivered and how outcomes can be monitored.*

### The health need

Bermuda is a leader in promoting digital engagement across our economy and is in an enviable position to use our existing digital experience in areas such as FinTech to improve care, enhance value and drive wider economic investment opportunities to support our digital economy.

From improving access to care using telemedicine consultations, to reducing overseas treatment and diagnostics through enhanced remote monitoring, there are substantial benefits to be realised.

It is critical we harness health data to improve communication, bridge gaps, avoid duplication and reduce errors to improve outcomes and value.

With Bermuda Hospitals Board implementing a new electronic health record to deliver safer, more efficient care, we can seize this opportunity to deliver a better-connected and coordinated national health system.

### How will we do this?

- Establish a system-wide vision and integrated digital healthcare strategy
- Develop a system-level dashboard with metrics to measure and manage system and population health, with periodic public reporting

### How will we measure success?

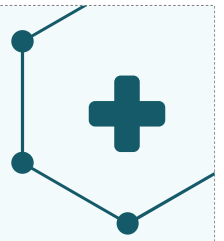
While specific measurements will be identified with the new digital healthcare strategy, it is anticipated that the following measurements will be tracked:

- Increased proportion of people with electronic health records
- Increased use of digital health channels to access care, both locally and with overseas providers
- Efficiencies and value driven through adoption of digital healthcare solutions
- Improved utilisation of healthcare data to better guide healthcare policy decisions, including resource allocations and prioritisation

### Questions to consider

- What digital initiatives would residents, payors and providers most like to see being introduced?
- How can existing expertise from other market sectors be used to strengthen digital healthcare?
- What are the current obstacles to digital healthcare in Bermuda and how can these be addressed?





# 7. Partnerships and collaborative working

*Working with our healthcare community will help us achieve better coordination of health service delivery and improve the health outcomes of our residents.*

## The health need

Effectively improving the long-term health and wellness of our population requires new ways of collaborating.

Complex models of care lead to an inefficient use of health system resources.

This is particularly true for the increasing number of people living with preventable chronic conditions who need a more coordinated integration of care between their different healthcare providers.

Understanding and defining more integrated care pathways between providers and individuals has been shown to increase the quality, affordability and efficiency of care internationally.

Understanding and improving our care pathways will strengthen the health system by defining standards, promoting and disseminating best practices and increasing resident and care provider satisfaction.

## How will we do this?

- Initiate pilot projects with stakeholders to map integrated essential care pathways for prioritised services, to identify the care journey and handoffs between service providers
- Develop and document a scalable process to map current care pathway value and benefits, to see how we can improve our services further through more efficient care delivery and collaboration between care providers

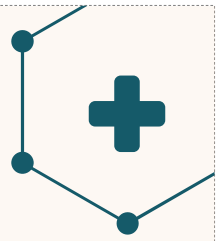
## How will we measure success?

- Improved care recipient and provider satisfaction
- Improved population health outcomes
- Identification of efficiencies through working collaboratively

## Questions to consider

- How can our health system foster collaboration between care providers that keeps people and health outcomes at the front of all that we do?
- What are the optimal approaches to communication and knowledge-sharing to facilitate collaboration and coordinated care?
- How can we work together as a health system to establish a common healthcare culture?





# 8. Preventing wasteful care and promoting efficiency

*Our commitment to maximising efficiency in addition to improving health outcomes is essential to maintain the sustainability of our healthcare system.*

## The health need

Our ageing population and declining numbers of insured residents are threatening the future sustainability of healthcare in Bermuda.

In order to provide better value, it is important to understand our current and future costs.

Wasteful healthcare spending, whether administrative, operational or clinical, must be avoided.

There are significant opportunities to better quantify, monitor and manage value for the benefit of residents, payors and care providers.

## How will we do this?

- Identify and quantify system wide opportunities to achieve better value
- Integrate and streamline the administration and management of the Government's health insurance plans
- Ensure our procurement processes are aligned, efficient and create economies of scale

## How will we measure success?

- Increase connectivity within our system where possible
- Quantify key system opportunities to deliver higher value care

## Questions to consider

- How could greater transparency in the value of our health services support residents in making better choices about their own care?
- What are the current areas of healthcare that Bermuda's residents would like to see greater improvement effort and focus applied to?
- How can improved case management reduce waste and improve care outcomes and resource utilisation?



# Roadmap for Delivery



This initial 3-year roadmap outlines the high-level steps and the timelines needed for us to take a phased approach from highest-priority essential services and benefits towards our ultimate future vision of a stronger, sustainable healthcare system for all.

YEAR 1 ACTIONS	YEAR 2 ACTIONS	YEAR 3 ACTIONS
<b>BUILD OUR FOUNDATIONS AND CARE PATHWAY</b>	<b>BROADEN ESSENTIAL CARE COVERAGE</b>	<b>DEVELOP INSURER EXPANSION &amp; ALIGNMENT</b>
<ol style="list-style-type: none"> <li><b>Develop and pilot integrated essential care pathways</b> for essential care as an exemplar to establishing UHC, and delivering better value.</li> <li><b>Initiate new working groups</b> including people, payors and professionals, to build a pan-system structure for stewardship and collaboration.</li> <li><b>Agree our starting points:</b> updated national health accounts, identify pan-system value opportunities, impact of status quo, health needs assessment, and new system measures.</li> <li><b>Establish the economic case</b> for healthcare strengthening and UHC to support the wider economic case for Bermuda.</li> <li><b>Develop national digital health strategy</b> to align and drive wider opportunities in advance of BHB's electronic health record implementation.</li> <li><b>Develop options for consolidating the Government health plans</b> to deliver value with initial financial assessment and impact modelling.</li> </ol>	<ol style="list-style-type: none"> <li><b>Purchasing health services and payment mechanisms:</b> develop options and modelled impacts, and pilot new approaches.</li> <li><b>Deliver improved value</b> through developing further integrated essential care pathways and pan-system opportunities for improved value.</li> <li><b>Launch further pilot essential care packages</b> for the integrated care pathways covering essential care under the consolidated Government health insurance plans.</li> <li><b>Comprehensive financial modelling</b> of the total funding available and costs of the essential care packages in the integrated care pathways based on pilot work undertaken to-date.</li> </ol>	<ol style="list-style-type: none"> <li><b>Payor collaboration beyond Government Health Insurance Plans:</b> although third-party insurers will be involved closely from the outset, after successful launch of essential care pathways and packages under the Government health insurance plans, we will then be able to explore and consider options for further collaboration.</li> <li><b>Deliver further value</b> through developing additional integrated essential care pathways and pan-system opportunities for improved value.</li> <li><b>Launch further pilot essential care packages</b> for the integrated care pathways covering essential care under the consolidated Government health insurance plans.</li> </ol>
<p style="text-align: center;">Strengthen communication, actively involving stakeholder and public engagement</p>		



# Further reading

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## Further reading and references expanding on the evidence and learning referred to in the strategy and development of the recommendations:

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