The method of providing health care in a developing country is a contentious issue. 'Health for all' needs to be aimed at and specialised care provided for those who require it. The Alma Ata declaration on primary health care stressed that, in order to attain the goal of health for all, co-ordination of all sectors of health services is essential. With reference to the role of the hospital, the report recommended that . . . all levels of the health system support primary health care by facilitating referral of patients and consultation on health problems; by providing supportive supervision and guidance, logistic support, and supplies; and through the improved use of referral hospitals.¹

In order to attain the goal of comprehensive health care for the entire population in a region, it is mandatory that the provision of health care should be assessed constantly from all aspects. The hospital must not be viewed as a rival to primary health care services but must complement them and concern itself with the total health of the community. With the rapid urbanisation that has occurred in Cape Town over the past decade, and the gradual relative decrease in health expenditure, assessment of the role of the academic referral hospital is of great importance.

Red Cross War Memorial Children’s Hospital (RCCH) provides specialist care not available at other health centres, including procedures and technical facilities, and functions as a training centre for all categories of child health professionals. The hospital also provides primary and secondary health care to the community in its proximity.

In 1986 259,720 patients were treated at the RCCH outpatient department (OPD);² the figure for 1987 was 285,376 (excluding radiography).³ In a retrospective analysis of RCCH statistics in 1985 Deeny⁴ noted that 60% of all patients seen in the OPD were self-referred, 33% were referred from within the hospital and 7% were referred from outside the hospital.

The problems that exist at academic referral hospitals are universal and have been defined as:¹ (i) overloading with patients who could be managed in the community, i.e. unnecessary referrals to the hospital; (ii) the frequency with which patients bypass the primary health care facilities and present directly to the hospital; (iii) poor lines of communication between the different health sectors; and (iv) the lack of clearly defined referral systems.

The aim of this study was to examine referrals to RCCH to determine whether the above problems were present. Appropriate action to improve the referral of children to the hospital could then be taken by the health authorities.

At RCCH referred patients with urgent medical conditions are assessed by the medical registrar in the medical outpatient department (MOPD). Referred patients with diarrhoeal disease who require admission are admitted to the diarrhoeal disease ward. Referred patients with 'complex' conditions are seen at a specialist paediatric clinic on weekdays with the overflow seen on public holidays and over weekends all these patients are seen by medical officers in the MOPD. On public holidays and over weekends all these patients are seen by the MOPD medical officers. Referred patients with surgical conditions are seen by medical officers in the surgical outpatient department (SOPD). Patients with traumatic injuries are seen at the trauma unit. Referred patients with appointments at specialist clinics are seen at these clinics.

Several studies have been undertaken in the UK to examine general practitioner referral rates to hospitals and the reasons for high and low rates,⁶ but they concentrate on general practitioners, excluding other health care providers. Furthermore, the results pertain to a developed society and therefore would not necessarily apply to a developing society such as that in South Africa.
Sampling

There were two stages: (i) all collected letters were coded for basic data; and (ii) after consultation at the hospital a sample of folders was recalled in order to review the outcome of the consultation.

A representative sample of days was chosen for the folder review by means of a systematic stratified selection of the days available during the study period in order to have a sample of weekdays, weekends, public holidays and religious holidays.

For the first 3 months of the study all letters were included in the first stage. It was decided to limit the coding of basic data to the predetermined specified days for the subsequent 3 months for logistical reasons. No marked difference in referral patterns was found between the first and subsequent 3-month period. A sample of 4662 letters were coded for basic demographic data, and 1325 were analysed in detail. All the information was not available on all the patients, so the sample size varies in the presentation of the results. The data were analysed on an IBM mainframe computer.

Results

Patient profile

During the 6-month period 1 July - 31 December 1987, 9288 patients were referred to the hospital. This represented 6.8% of the 136412 patients seen at the hospital during that period.4

There were more coloureds (77.1%) among the referred patients than among those who presented directly to the hospital (63.7%) and fewer blacks (15.1%) among the referred than among those who presented directly to the hospital (29.6%) (Medical Informatics Department — personal communication).

Of the referred patients, 69.4% were under 5 years of age. Patients who had never been to the hospital previously constituted 54% of the study population. There was no considerable difference in the numbers of patients referred each month, although there was a slight fall-off in December.

Referral rates for referred children are set out in Table I. The white residential areas and the areas served by Tygerberg Hospital had the lowest referral rates. The coloured residential areas had the highest rates, and Athlone, which is in close proximity to the hospital, had the highest rate of all (0.93%).

Referral rates were not calculated for all the black areas, because accurate denominators were not available. Of the referred patients, 16.1% were from areas outside the Cape Peninsula.

Referral agencies

The referral agencies are indicated in Table II. The distribution of geographical areas of referral agencies (Fig. 1) is similar to the residential areas of referred patients, with Mitchell's Plain and Athlone being the most common areas.

---

**TABLE I. REFERRAL RATES**

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<th>Area</th>
<th>Rate (%)</th>
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<td>Black residential areas</td>
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<td>Predominantly white residential areas</td>
<td>0.25</td>
</tr>
<tr>
<td>Tygerberg Hospital areas</td>
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*Referral rate (%) = number of referred children in area × 100
  total number of children in area*

**TABLE II. REFERRAL AGENCIES**

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<td>Day hospitals</td>
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<td>Local authorities</td>
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<td>Provincial hospitals</td>
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<td>Private specialists</td>
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Fig. 1. Geographical distribution of referral agents in the greater Cape Town area.

Referrals

The clinics to which referral agents referred are indicated in Table III; 42.5% of referrals were to the general MOPD. Of the specialist clinics, the surgical specialties received the highest number of referrals (ophthalmology 18.0%, ear, nose and throat (ENT) 15.4%). Dermatology received 14.3%, neurology 6.4% and allergy 5.0% of referrals to specialist clinics. Electroencephalography was the technical service most utilised by outside agencies (6.8%).

Local authorities utilised the eye clinic extensively (58.1% of their referrals to specialist clinics, usually for strabismus). Day hospitals utilised the ENT clinic (34.0% of their referrals,
As indicated in the letter.

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**TABLE VII. OVERLAP OF MAJOR DIAGNOSES**

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needs of the new population of Cape Town, the RCCH will have to bear much of the load.

Fritchard11 points out that referral 'is an interaction between the doctor's perception of his role, his perception of the patient's need for referral modified by his own anxiety or lack of resources, and pressure by the patient in response to his own perceptions and anxieties'. The balance between these factors will vary in different societies. In a developing society the lack of facilities and expertise in the primary health care sector plays an important role.

The solution to the problem of referrals will lie in the role the hospital will play in supporting, supervising and guiding the referral agents. The mixed nature of the health system compounds the problem, but a start would be the appropriate training of health personnel in the field of child health.

Any approach to solving the problem of referred patients must take all patients into account. Partial solutions will have no impact and the overall approach must be to determine how the hospital is to serve all the patients who present and how it is to function in the overall health plan for the region.

We thank the Medical Superintendent of RCCH, Dr R. Simpson, for permission to use hospital records, employ the reception staff in added duties and publish; the reception staff; our research assistant, Mrs Connie Phillips; the South African Medical Research Council (S Afr Med J) for providing a short-term grant; Marian Jacobs of the Child Health Unit for her advice and for reviewing the paper; and Dr Paul Roux for the idea of carrying out the study.

REFERENCES


Utilisation of outpatient services at Red Cross War Memorial Children's Hospital, Cape Town

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Summary

The demand for outpatient services continues to grow at Red Cross War Memorial Children's Hospital (RCCH). To determine current utilisation patterns, we conducted a 2-week survey in the outpatient department (OPD). In addition, we reviewed the RCCH Annual Reports for the period 1961 - 1988. Annual outpatient attendances have increased from around 42 000 in 1957 to their highest level ever; nearly 350 000 in 1988. This steady rise in outpatient attendance was stemmed during the 1970s by the expansion of health services in the greater Cape Town area, in particular the introduction of day hospitals. In general, blacks are utilising the OPD as a primary community hospital for the treatment of infectious and environmentally induced diseases. In contrast, the white outpatient profile is more characteristic of a tertiary referral centre, with a higher proportion of specialist clinic attendances. The utilisation patterns for coloured children are intermediate. Analysis of the residential address of patients and their presenting diagnoses indicates an urgent demand for primary health care services in the most recently settled and poorest suburbs of Cape Town, many of which are remote from the hospital.

Historically, all the hospital resources, all the status, went almost exclusively to inpatient services. Inpatient services is where the technology appeared, where lives were saved, where the action and drama was. The inpatient ward round is still the major event in a hospital day. Outpatients remained the Cinderella of hospital services. While this focus on inpatient care was appropriate when these hospitals were built, it seems important now that more attention be paid to developing outpatient services.

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