What is value in health care?
Some thoughts from a European and health systems perspective

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Thinking about 'value' in the context of the European Union

Perspective

What Is Value in Health Care?

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This article has no abstract; the first 100 words appear below.

In any field, improving performance and accountability depends on having a shared goal that unites the interests and activities of all stakeholders. In health care, however, stakeholders have myriad, often conflicting goals, including access to services, profitability, high quality, cost containment, safety, convenience, patient-centeredness, and satisfaction. Lack of clarity about goals has led to divergent approaches, gaming of the system, and slow progress in performance improvement. Achieving high value for patients must become the overarching goal of health care delivery, with value defined as the health outcomes achieved per dollar spent.¹ This goal is what matters for patients and unites...
Thinking about ‘value’ in the context of the European Union

- The European Union’s fundamental values
  - Respect for human dignity and human rights
  - Freedom
  - Democracy
  - Equality
  - The rule of law

- These values unite all EU Member States – countries not recognising these values cannot be members of the EU

- The main goal of the European Union is to defend these values in Europe and promote peace and wellbeing of its citizens

- The EU works towards social equality, develops social security and seeks to protect the weakest, prevent social exclusion and discrimination
Main assets of the European Union (1)

The EU’s respect for democracy, human rights and the rule of law
The economic, industrial and trading power of the EU
The standard of living of EU citizens
The good relationship between the EU’s Member States
The European social model

- Health care coverage is almost universal
- Principle of solidarity
- Social protection as a means of promoting social cohesion and economic growth
- Health care is not a normally traded good
Values and principles of health systems in Europe

2006 European Council conclusions on common values and principles in EU health systems
- Universality
- Access to good quality care
- Equity
- Solidarity

2008 Tallinn Charter ‘Health Systems for Health and Wealth’: Member States of the WHO European region commit to
- Promote shared values of solidarity, equity and participation
- Invest in health systems and foster investment across sectors influencing health
- Promote transparency and be accountable
- Make health systems more responsive to people’s needs, preferences and expectations
- Engage stakeholders
- Foster cross-country learning and cooperation
- Ensure that health systems are prepared and able to respond to crises
Economic crisis, health systems and health in Europe

Country experience

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Changes to benefits packages in the EU in response to the financial crisis

<table>
<thead>
<tr>
<th>Change Type</th>
<th>Count</th>
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<tbody>
<tr>
<td>Added new benefits</td>
<td>2</td>
</tr>
<tr>
<td>Expanded population entitlement</td>
<td>4</td>
</tr>
<tr>
<td>Reduced co-payments (or improved protection)</td>
<td>11</td>
</tr>
<tr>
<td>HTA-based reduction in benefits</td>
<td>4</td>
</tr>
<tr>
<td>Restricted population entitlement</td>
<td>6</td>
</tr>
<tr>
<td>Ad hoc reduction in benefits</td>
<td>11</td>
</tr>
<tr>
<td>Increased co-payments</td>
<td>12</td>
</tr>
</tbody>
</table>

Source: Thomson et al 2015
Impacts on health inequalities and inequities in access to health care

Foregone medical care (%) among disadvantaged populations in 30 countries

Source: adapted from Elstad (2016)
From re-affirming common values and principles of health systems in the EU...

Health systems need to be resilient: they must be able to adapt effectively to changing environments, tackling significant challenges with limited resources.

Health is a precondition for economic prosperity.

Need to:
- Strengthen the **effectiveness** of health systems
- Increase the **accessibility** of health care
- Improve the **resilience** of health systems
Include
- Recognising importance of moving towards universal health coverage for a Europe free of impoverishing payments for health, specifying ways of improving coverage, access and financial protection for everyone.

Invest
- Making the case for investing in health by ensuring that money is available to provide inclusive services, and in particular to protect the poorest in society

Innovate
- Acknowledging need for health systems to strategically uptake, roll out and scale up innovation to meet people’s needs, both technological and system innovation
Envisions

- Governments and societies that prioritize, promote and protect people’s health and well-being through strong health systems
- Primary health care and health services that are high quality, safe, comprehensive, integrated, accessible, available and affordable for everyone and everywhere, provided with by well-trained, skilled, motivated and committed health professionals
- Enabling and health-conducive environments in which individuals and communities are empowered and engaged in maintaining and enhancing their health and well-being
- Partners and stakeholders aligned in providing effective support to national health policies, strategies and plans
Effectiveness, accessibility and resilience

- **Effectiveness**: health systems’ ability to produce positive health outcomes, i.e. to improve the health of the population.

- **Accessibility**: European Social Charter (1996) emphasises the importance of transparent criteria for access to medical treatment, and the obligation for States to have an adequate health care system which does not exclude parts of the population from receiving health care services.

- **Resilience**: Ability to adapt effectively to changing environments and identify and apply innovative solutions to tackle significant challenges with limited resources.

*Source: European Commission (2014)*
Countries vary in terms of ‘value for money’ regarding health care outcomes

Source: GHED and WHO Mortality database
One-third of adult population in the EU have a long-standing illness/health problem (2014)

Source: Eurostat. (2016)
"Countries with stronger primary care structures were associated with fewer potential deaths [from] ischemic heart disease […], from cerebrovascular disease among men, […] and from chronic asthma, bronchitis, and emphysema” but not from diabetes.

“From 2000 to 2009 countries with more comprehensive primary care had a slower increase in health care spending” – at the same time countries with stronger primary care structures had higher health spending.

Source: published in Health Affairs 2013
Variation in primary care strength across Europe

Source: Kringos et al. 2013
But very few health systems, even those that rate high on primary care, achieve high coordination of care

(Starfield et al. 2005)
Deficiencies in care coordination are commonly reported by patients.

Source: Osborn et al. (2016)
An initial focus on enhancing coordination for certain (priority) conditions...

### Table: Coordination Efforts Across Countries

<table>
<thead>
<tr>
<th>Country</th>
<th>Name</th>
<th>Year Implemented</th>
<th>Aim/general description</th>
<th>Target</th>
<th>Principal Coordinator</th>
<th>Distribution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Austria</td>
<td>Therapie Aktiv diabetes disease management programme</td>
<td>2015</td>
<td>To improve the quality of life; place patients at center, reduce hospitalisation</td>
<td>Diabetes type 2</td>
<td>DMP physician (General practitioner / family physician)</td>
<td>Implemented in 6 of 9 states; 2 states operate separate programmes, one of which is to be integrated into ‘Therapie Aktiv’</td>
</tr>
<tr>
<td>Denmark</td>
<td>Regional management programmes</td>
<td>Ongoing since 2010</td>
<td>An interdisciplinary, intersectoral and coordinated effort using evidence</td>
<td>Diabetes type 2</td>
<td>DMP General practitioner</td>
<td>DMPs for most conditions implemented in several regions (Central Region, Southern Region, Zeeland); anticipated that programmes will cover all targeted patients in the country</td>
</tr>
<tr>
<td>France</td>
<td>Sophia diabetes care programme</td>
<td></td>
<td>Improve coordination, efficiency and quality</td>
<td>Diabetes type 2</td>
<td>General practitioner, in collaboration with nurse</td>
<td>Experimental phase targeted patients of 6,000 GPs (6.4% of all GPs) in 10 departments; expanded further in 2010 and nationwide in early 2013, has to date provided services to 226,000 patients (12.5% of the eligible population)</td>
</tr>
<tr>
<td>Germany</td>
<td>Disease management programmes</td>
<td>2003</td>
<td>Organisational approach to medical care that involves the coordinated evidence</td>
<td>Diabetes type 1</td>
<td>Cardiologist</td>
<td>Offered by SHI funds across Germany; in 2010 there were ~2,000 DMPs for each condition; number of participants varies from 126,000 for breast cancer to 3.75 million for diabetes type II (2012)</td>
</tr>
<tr>
<td>Netherlands</td>
<td>Bundled payment contract ('care group')</td>
<td>2007</td>
<td>To facilitate multidisciplinary care with emphasis on the care giver's programme</td>
<td>COPD</td>
<td>General practitioner / family physician / care giver (as determined by programme)</td>
<td>There were 97 care groups in March 2010 with bundled payment contract with a health insurer, mostly for diabetes care; there were relatively few care groups for the provision of vascular risk management</td>
</tr>
</tbody>
</table>

**Source:** Nolte et al. (2015)
… giving way to broader primary care reforms seeking to enhance coordination and move care into the community

- **Austria**: Introducing multiprofessional and -disciplinary teams in a system that has no tradition of team working in the ambulatory care sector

- **England**: “Our initial focus .. is on the people with the most complex needs... with GPs developing a proactive and personalised programme of care and support tailored to their needs and views – the Proactive Care Programme.”

- **Slovenia**: “We will improve access to health care ... with an emphasis on primary care, prevention, integrated - comprehensive treatment of the chronically ill ... that takes into account the needs of the population, including the needs of an ageing population.”
Moving beyond single disease-focus: Population health management models

Source: Drewes et al. (2015)
Major NHS initiatives to transform and integrate health and social care services, 2009 to 2018

|------|------|------|------|------|------|------|------|------|------|

**Integrated care pilots (2009–2011)**
16 pilots were supported by the Department of Health to test integrated care organisations proposed by the NHS Next Stage Review 2008. Most pilots tried to integrate services of similar types (for example, GP practices) rather than across services (for example, primary care and secondary care). NHS staff reported improved care processes but patients did not share the sense of improvement. The pilots did not reduce hospital activity.

**Funding transfer to local authorities (2011–2015)**
2010 Spending Review transferred £2.7 billion from the NHS to local authorities over the four years to 2014–15, to promote better joined-up working.

25 sites were selected to develop and test new ways of joining health and social care services until 2015. The programme closed early in December 2017. The programme has a national support package with a budget of £3 million per year. Each pioneer proposed and developed its own model for a population of between 100,000 and 3,000,000 and received funding of around £200,000.

**The Better Care Fund (2015 onwards)**
Implemented from 2015–16, the Better Care Fund is a pool budgeted from local authorities and clinical commissioning groups to help improve integrated care. In 2015–16, the NHS was required to ring-fence £3.46 billion for the Fund. Total pooled funding for 2015–16 and 2016–17 was £3.3 billion and £3.9 billion respectively. The Fund has incentivised local areas to work together but has not achieved its financial targets.

**Vanguards (2015–2018)**
50 vanguards were selected by NHS England and £330 million was spent to develop and test the blueprints of five new models of care for the future of the NHS. The five new models were proposed by the NHS Five Year Forward View in 2014, aiming at joining up health and social care services. In 2017, the Next Steps for NHS Five Year Forward View proposed the development of accountable care organisations as one way of delivering population-based new care models developed through vanguards.

**Sustainability and transformation partnerships (STPs) (2016 onwards)**
44 partnerships between NHS organisations and local authorities were created to improve health and care in the areas they serve. STPs focus on health systems and aim to keep the spending across the system within a set limit. They support new care models but do not replace new care models. In 2017, NHS England selected 10 more advanced STPs as integrated care systems.

Source: NAO (2018)
Moving beyond single disease-focus: Population health management models

Vanguards

- 50 vanguards selected in 2015 “to take a lead on the development of new care models”
  - Integrated primary and acute care systems: joining up GP, hospital, community and mental health services (9)
  - Multispecialty community providers: moving specialist care out of hospitals into the community (14)
  - Enhanced health in care homes: joined up health, care and rehabilitation services for older people (6)
  - Urgent and emergency care: improve coordination of services and reduce pressure on A&E (8)
  - Acute care collaborations: linking hospitals to improve clinical and financial viability (13)

Primary care home model

Key characteristics

1. integrated workforce with partnerships spanning primary, secondary and social care
2. combined focus on personalisation of care with improvements in population health outcomes
3. aligned clinical and financial drivers via unified, capitated budget with shared risks & rewards
4. provision of care to a defined, registered population of between 30,000 and 50,000

Growth from 15 rapid test sites in Oct 2015 to >200 across England in Oct 2017, serving eight million patients and 14% of the population

Integrated Care Pioneers

- 25 sites announced between 2013 and 2015
- Pioneers are developing and testing new and different ways of joining up health and social care services across England
- Utilise the expertise of the voluntary and community sector
- Aim of improving care, quality and effectiveness of services provided

£20.5 billion for the NHS for the next 5 years
- Integrated care systems to cover all of England by April 2021
- Establishment of new primary care networks aligned with expanded community multidisciplinary teams to lead to fully integrated community-based health care
- …
WHO (2016): A people-centred approach is needed for...

- **Equity in access**: For everyone, everywhere to access the quality health services they need, when and where they need them.
- **Quality**: Safe, effective and timely care that responds to people’s comprehensive needs and are of the highest possible standards.
- **Responsiveness and participation**: Care is coordinated around people’s needs, respects their preferences, and allows for people’s participation in health affairs.
- **Efficiency**: Ensuring that services are provided in the most cost-effective setting with the right balance between health promotion, prevention, and in- and-out patient care, avoiding duplication and waste of resources.
- **Resilience**: Strengthening the capacity of health actors, institutions and populations to prepare for, and effectively respond to, public health crises

‘Centredness’ is often focused on better access to information
- E.g. OECD Ministerial Statement on people-centred systems identifies
  - need for a fundamental change in how people interact with health services and health professionals
  - ‘Big data’ and increased access to more information about health broadens range of possible ways for people to manage their own health

Tends do focus on the individual level where evidence tends to be stronger such as shared decision-making and self-management support

Many strategies lack a clear formulation of the theoretical basis that would explain how activities will lead to anticipated outcomes

Much of the evidence remains dominated by professional, organisational and policy-makers’ perspectives

Source: Nolte and Anell (2018)
Digital technologies (too?) often claimed to be the main route into person-centred health systems through strengthening empowerment

- continued digital divide: while principal access to the internet has increased across Europe, use (secondary divide) and comprehension of information on health (tertiary divide) varies across population groups

Regular internet use among EU citizens, 2005 and 2014

- Educational background
- Age group

Adapted from European Parliament (2015)

Source: Nolte and Anell, 2018
Multiple requirements for the workforce...

- Need to manage the transitions of service users between and within services
- Need to shift from a task-oriented approach towards integrated provision
  - necessitates broader range of skills and ability to demonstrate a more reflexive attitude in their work
  - ability to draw linkages and take a whole systems approach
- Need to coordinate among different practitioners
  - ability to work in multiprofessional teams and to communicate with other providers who have roles in managing coexisting conditions
- Shift from hospital-centred paradigm to one that values continuum of care by multiple organisations, including health and social care and community resources
  - ability to work in practice environment where traditional boundaries between organisations or occupational groups are blurred => new forms of working and delivering services

Source: Dubois et al. (2008)
... and consideration of the implications

- Vertical (from more specialized highly skilled professionals to less-qualified, lower-cost workers) and horizontal task shifting or delegation (between disciplines, e.g. physiotherapists and occupational therapists)
  - need to consider the potential threats to professional identity and values
  - allow for appropriate training and strategies to alleviate fears

- Shift in decision making from paternalistic patient–provider relationships towards an ideal of a deliberative and partnering model that is more responsive to individual needs
  - need for professionals to develop new skills such as advising service users about recommended treatment, teaching healthcare skills, providing emotional and psychological support, among others

- Shift to population-based approaches
  - ability to manage populations, assess the health needs of wider groups and plan and implement appropriate levels of health and social care interventions
  - ability to work in community settings or in the social care or voluntary sector environments in order to reach the communities of defined populations

Source: Dubois et al. (2008)
Implementation challenges arising from creating new roles / types of provider

- How to overcome professional resistance?
  - nonmedical practice assistant in Germany
- Who pays for the new role and how?
- What regulatory requirements need to be put in place?
- How does workforce education and training have to be changed to accommodate the new role?
- If a new role is being introduced, what happens to those who previously carried out (some of) these tasks?
- What is the risk of introducing further fragmentation through (unintentionally) creating skills gaps?

Source: Dubois et al. (2008)
Regional variation in physician density in OECD countries, 2011

Source: Ono et al. (2014)
Concerns about physician supply in 24 OECD countries, 2012-13

Source: Ono et al. (2014)

EUROPE – DEMAND FOR NURSING STAFF ON THE RISE, UK SEES BIGGEST SHORTAGE OF NURSES

12 January 2018

The demand for nursing staff in European countries remains high with the number of job vacancies increasing for the UK, Netherlands, Germany, France and Belgium, from 2016 to 2017, according to data from Jobfeed.

The data showed that the UK has a shortage of nurses with 790 nurses per 100,000 inhabitants, the lowest number of the five countries surveyed. This is compared to 990 nurses per 100,000 inhabitants in France, 1,050 for the Netherlands, 1,080 for Belgium and 1,330 for Germany.

The UK also has the highest number of vacancies per 100,000 inhabitants with 520.

Further data from Jobfeed showed that the increase in nurse vacancies between 2015 and 2017 has risen for all five countries surveyed. Germany showed the biggest increase at 26.2%, followed by Belgium (18.0%), UK (17.2%), Netherlands (16.9%) and France (2.9%).

Source: Ono et al. (2014)
Strengthening and enabling the redesign of services at the different tiers of the system (1)

- **Investing in education and training**
  - delivery of person-centred care will require a new range of knowledge, skills and competences for professionals, managers and decision-makers
  - understanding of how to develop the workforce to put person-centred approaches into practice remains patchy
  - managers need to consider approaches of how to best support staff in implementing person-centred approaches
    - making relevant activities a priority
    - (cap)ability of organisations to do implement change against background of demands placed upon them by the wider system context
  - wider policy framework needs to be alert to the potential tensions and unintended consequences of policies
  - policy environment has to provide the means for those who are asked to implement change to acquire the actual capacity and competence to do so.

Source: Nolte and Anell (2018)
Strengthening and enabling the redesign of services at the different tiers of the system (2)

- Measuring what matters to people
  - metrics of ‘success’ continue to be defined by providers and payers
  - need for novel or adapted measures that recognise the role of the person at the centre
    - measurement across clinical pathways and service boundaries
    - development of broader indicators that better reflect service users’ goals and outcome preferences
    - better measures of concepts such as empowerment, autonomy, care coordination and self-management capabilities
  - need for service user and wider public input to ensure that we capture what matters to people

Source: Nolte and Anell (2018)
Strengthening and enabling the redesign of services at the different tiers of the system (3)

Health(care) system redesign

- much of the evidence on person-centredness focuses on the interpersonal level between the care provider and the individual service user
- identified levers for the implementation of person-centred care (Liberati et al. 2015)
  - committed senior leadership
  - engagement of staff, service users and the wider community at all levels
  - systematic measurement and feedback to continuously monitor people’s experiences
  - culture supportive of change and learning
  - adequate policy framework ensuring clear incentives and lines of accountability that are supportive and aligned with the strategic vision of person-centredness
- careful consideration of incentive schemes
  - financial incentives for biomedical or clinical outcomes risk undermining valued aspects of the service user–provider relationship
- adequate resourcing of care delivery redesign is key
- systematic approach of exploration, evaluation and organisational learning an important lever towards real change

Source: Nolte and Anell (2018)
What we have learned

- Person-centredness has become a key priority for policy-makers nationally and internationally.
- There is a wealth of experience across European countries to become more person-centred, but initiatives that are being undertaken tend to be disjointed and lack an overarching strategic approach.
- The ‘public’ voice still remains pretty much absent in many of the local strategies that are being considered to achieve this.
- This is a fundamental shortcoming and should be addressed by leaders at the organisational and system levels as a matter of priority.
Thank you for your attention!

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