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THE “HEADWAY FOR HEALTH” STRATEGY OF THE NAVARRA HEALTH SERVICE

BACKGROUND DOCUMENT
(2015-2020)



Index



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PRESENTATION

Health... the most treasured asset of any society, a source of wealth and, as a social investment of prime importance, a key driver of other functions of society. The good health of the people of Navarra is not the sole responsibility of the Department of Health, or of the Navarra Health Service-Osasunbidea: it is the joint responsibility of each and every individual and societal stakeholder.

Our health system, developed over time through hard work, investment and professional know-how, is a benchmark for others. Despite this, we find ourselves at a turning point in our history, facing up to the enormous challenge of ensuring the sustainability of the system itself and its continuous improvement over the years to come. An ageing population, chronicity, increased expectations, over-medicalisation and constant advances in technology not only present new opportunities but also generate a greater level of demand which is becoming more and more difficult to meet. Furthermore, if we factor into this equation ever-present financial limitations, the fragmented nature of health care and services, a lack of coordination with other stakeholders, rigid regulations and the innate tendency of our system to react and provide services instead of prevention and effective problem solving, the very capacity and sustainability of the system are in serious jeopardy.

To address these challenges, the system must be changed, and urgently. This requires the commitment of all involved, a joint effort by all of us. Old routines, clichés, prejudices and habits of no value need to be left behind and replaced by new patient-focused approaches to bring about better health. In short, the system needs to be reinvented from the foundations of all that's currently good about it.

Though essentially far-reaching, these changes must be made gradually but without delay and without taking unnecessary risks. In this document, and in more detail in the "Goals and Actions", the lines of action to be undertaken by the Navarra Health Service are proposed to face these challenges. Though the plan itself runs to 2020, it is designed to be merely the first step along a path of continuous development through a series of annual updates, as many of the proposed changes will require time to bed in and innovation to bring about a change of organisational culture to enable continuous improvement in health outcomes.

In short, though we can feel rightly proud of what we've achieved so far, we must also be very aware of the difficult and compelling challenge ahead of ensuring the sustainability and continuous improvement of the Navarra Health Service, and especially of the health of Navarra and its people.

Many thanks in advance.

Oscar Moracho del Río

Director General, Navarra Health Service-Osasunbidea



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A DIAGNOSIS OF THE CURRENT SITUATION OF HEALTHCARE IN NAVARRA: THE REASONS FOR CHANGE

We will not be able to provide an increased level of services and meet the financial costs derived from one of the highest rates of ageing population and chronicity in Europe unless we make profound organisational changes to our healthcare and social systems.

The main challenge facing Navarra over the next ten years, both in financial and healthcare terms, is the need to address the problems arising from having one of the world's highest rates of ageing population and chronicity. This has also brought with it a relative increase in chronic pathologies. The scope of this problem, and the rate at which it is advancing, are striking. For example:

- The progressive ageing of the population of Navarra has been under scrutiny for some time. The proportion of people over 65 years of age in Navarra is higher than in the rest of Spain (18% compared to 16%), and estimated to rise to around 20% by 2022¹.
- According to WHO figures, almost $\frac{2}{3}$ (two thirds) of mortality is attributable to chronic diseases, many of which are preventable. The increasing trend towards unhealthy lifestyle habits such as a poor diet, physical inactivity, unhealthy eating and high stress levels all point to an increase in diseases such as diabetes, vascular disorders and cancer.

Over the next 8 years, the social and healthcare sectors will be subject to the same demographic impact as over the previous 40 years. What this effectively means is that society is ageing very quickly. The consequences of this, such as multi-morbidity, complex diseases and increasing senile dementia, are there for all of us to see.

The health service is also having to address another set of no less complex challenges:

- In recent times, changes in society have given rise to a more demanding type of patient profile, with ever-increasing expectations and greater access to information, though this does not necessarily mean that the general public is better informed.
- Healthcare professionals face new challenges, such as the increase in superspecialties, the appearance of new professional roles, the lack of doctors in certain medical specialties and the need to address people management systems that go beyond mere administrative and regulatory issues.
- Advances in healthcare technology account for over 40% of the increase in healthcare expenditure. Though some technologies do impact positively on health outcomes, it is becoming increasingly difficult to assess their cost-effectiveness beforehand, to ensure professionals are adequately trained for them and to deploy innovative practice at the same pace as it is developing.

1. Statistics Institute of Navarra



In short, this scenario is putting the health system under considerable pressure. The net result is an exponential increase in the demand for ever more complex and expensive social and healthcare services.

However, the organisational healthcare model in place to address this situation has hardly changed in recent times. The system itself is mostly reactive to disease and ill prepared to anticipate care requirements, and is set up to wait for patients to turn up at the health centre, at A&E or at the hospital instead of taking proactive steps with the population prior to their becoming ill or their illness worsening. Whilst it is true that primary healthcare and health promotion and awareness have formed part of the healthcare agenda in recent years, they still don't figure high enough on it, with the system still leaning towards funding and focused primarily on technology and hospital care.

The planning, management, coordination, funding and assessment processes currently in place in our healthcare system were drawn up and defined within a very different context to the scenario we are now facing. At that time, acute disease was the challenge to be addressed, and a working model based on stand-alone facilities (hospitals, health centres, surgeries, etc.), with no systemic or local vision of integrated healthcare, was consequently given priority. This structural fragmentation has, in turn, generated a disjuncture of the clinical practice and care provided to patients across the continuum of care for each and every illness, and even more so when this continuum requires both social and healthcare provision.

In short, the current organisational model of healthcare provision is disjointed and fragmentary, minimally preventive, highly inefficient and, in many cases, unsafe. What's more, professionals and patients crying out for new creative spaces, new skills and a greater degree of autonomy to be able to develop their full potential are held back by this model. The situation is further exacerbated in Navarra by statistics, at the start of this latest political term in office, on the number of people on waiting lists and the average waiting time. These figures triggered initial priority action to be taken on management capacity and to focus available resources on mitigating this situation.

The economic crisis of recent years has also had a part to play, with limitations on funding leading to a lack of investment and technological undercapitalization. Furthermore, existing labour, organisational and contractual regulations leave little scope for improving how the system is managed, and need to be overhauled to enable the afore-mentioned challenges to be addressed quickly and efficiently.

But it's not all bad news. The vast world of science, technology and data management is continuously advancing, opening up new possibilities and horizons that were unthinkable not so long ago. Profound changes in society, greater access to information and improved health education have all led to the general public being more willing and prepared to take active part in decision-making processes and to take on greater responsibility for their own personal health. These changes also require a shift in the relational paradigm of the health system.

The tools are there to take the decisive action required to bring about such profound changes to the organisational and operational model of the Navarra health system . By deploying those tools, we will enable our healthcare professionals to provide 21st century care solutions and be in a position to reassure the people of Navarra that the growing threats of an ageing population and chronicity can be successfully addressed.

What's more, the manageable size of Navarra, a very reasonable population density, a solid infrastructure of services, a wide range of highly qualified professionals and a strong and proven track-record of recognition and healthcare outcomes all provide grounds for optimism to undertake this profound transformation.

To sum up:

- The challenge is enormous and common to most advanced healthcare systems.
- The consequences of taking no action are clear: suffering, reduced effectiveness and economic unsustainability.
- In Navarra, the conditions are in place to start this profound process of transformation:
 - a team of professionals with the skills and motivation to create a resilient health system for the future;
 - in terms of scale, the healthcare and cultural structure and the size of the population are optimum for quick progress to be made; and
 - political support, recognising the scale of the problem facing us and with the political will to commit to identifying and implementing medium-term solutions.
- Those countries and regions that have already taken steps along this path to transformation can help us along the way and be sources of learning.

GENERAL PRINCIPLES TO START THE TRANSFORMATION OF THE NAVARRA HEALTH SYSTEM: EQUIPPING THE SYSTEM WITH THE CAPACITY TO ADDRESS FUTURE CHALLENGES

Faced with this situation, the Regional Government of Navarra has decided to follow a medium term strategy of transformation designed to prepare and equip the current healthcare system to address these future challenges. That strategy has been given the name HEADWAY FOR HEALTH.

The Navarra Health Service will not be able to successfully address all the challenges it is now facing without the support of its citizens and society at large. Delivering health does not depend solely on the health system but also on the collective actions of the government and society in general: citizens, healthcare professionals, associations, political parties, local corporations, suppliers, educational organisations, trade unions, NGO's, the scientific community, voluntary organisations and civil society at large all have a key collaborative role to play in making this strategy succeed and developing the full potential of healthy people in a healthy society.

In this sense, the people of Navarra are key players. For example, healthier personal lifestyles and living environments will go a long way towards strengthening the preventive health strategy rolled out and driven by the Navarra health system. Likewise, the strategy seeks and requires the full support of all healthcare professionals from the outset, and gives particular importance to securing the engagement and satisfaction of everybody currently working in the system, undertaking new initiatives to do so.

It is also important to point out that this strategy for transformation must be rolled out at the same time as the current health system continues day by day to improve its service delivery, with sufficient safeguards of equity, quality, safety, effectiveness, suitability and efficiency. It therefore goes without saying that a lot of hard work will be required to take such an ambitious strategy forward in the years to come, requiring the involvement and joint efforts of all the players that currently make up the Navarra health system.

We are aware that changes as complex as those proposed in this document have a strategic nature in the sense that they require a medium to long-term commitment. We believe that future successive governments of Navarra will understand the seriousness of the demographic situation of the region, and that there really are no feasible alternatives to those put forward in this document if the objective is to continue to ensure the existence and provision of a universal, high quality and sustainable public health system.

The general principles underpinning and guiding the changes to the Navarra health system in forthcoming years are outlined below:

1. AWARENESS OF THE SCALE OF THE CHALLENGES AND THE CONVICTION TO CONFRONT THEM

Awareness of the considerable scale of the challenges facing the Navarra health system, and the conviction to make the required changes to transform and position Navarra as a benchmark region in deploying the solutions required to address those challenges.

2. BUILD ON THE FOUNDATIONS OF ALL THE POSITIVE THINGS WE HAVE ACHIEVED TO DATE

Build on the foundations of all that's currently good about the system and that has been developed over many years. The track record of success of the Navarra health system has put us in a good position to be able to confront these new challenges.

3. MAKE EVERY EFFORT TO FULLY ENGAGE OUR PEOPLE

Make every effort to fully engage and involve all healthcare system professionals. Whilst the Management Team takes charge of what needs to be done, each individual must take on the lead role in terms of how it is to be done.

4. MAKE EVERY EFFORT TO FULLY ENGAGE ALL STAKEHOLDERS OF THE NAVARRA HEALTH SYSTEM

Make every effort to fully engage and involve all stakeholders in the sector, particularly the people of Navarra as a whole, patients and caregivers.

5. ORGANISE AND SCALE THE SERVICE PORTFOLIO IN ACCORDANCE WITH THE NEEDS AND HEALTH PROBLEMS OF THE PEOPLE OF NAVARRA

Plan services on the basis of current and future needs, strengthening primary healthcare, deploying health promotion and preventive health at all levels of healthcare and integrating healthcare and social healthcare facilities, with local populations at the core of this policy.

6. DEVELOP A WORKING MODEL BASED ON STAKEHOLDER COLLABORATION

Establish collaboration networks and partnerships with healthcare and non-healthcare organisations capable of contributing to the success of the project.

7. DEVELOP A HEALTH SYSTEM OF CONTINUOUS IMPROVEMENT AND LEARNING

Prospecting for potential partners, both on a national and international scale, building up relations for learning and continuous improvement opportunities.

8. DEVELOP A HEALTHCARE MANAGEMENT SYSTEM BASED ON PRINCIPLES OF TRANSPARENCY, GOOD GOVERNANCE, ACCOUNTABILITY AND EFFICIENCY

An explicit commitment to society at large rooted in principles of good governance, transparency and accountability.



9. DEVELOP A SYSTEM WHICH IS FLEXIBLE AND ADAPTABLE TO CHANGE (RESILIENCE)

Flexibility and adaptability to change are key to addressing new challenges, particularly in an ever-changing scenario characterised by difficult and complex circumstances. Radical change will be required to organisational systems and to the regulatory framework enabling the change.

10. DEVELOP A NEW MODEL OF HEALTHCARE WITH DISTINCTIVE FEATURES

Progress towards the integration and coordination of services for people and populations in their own specific living environment, including health promotion and preventive health and early detection, with the full engagement of healthcare professionals. A benchmark service in healthcare and accompaniment in illness, continuously looking to improve in terms of efficiency and new added value for each individual and the population at large, making the most of available technology and focused on engaging the active involvement of the people of Navarra and securing their joint responsibility for their own health.

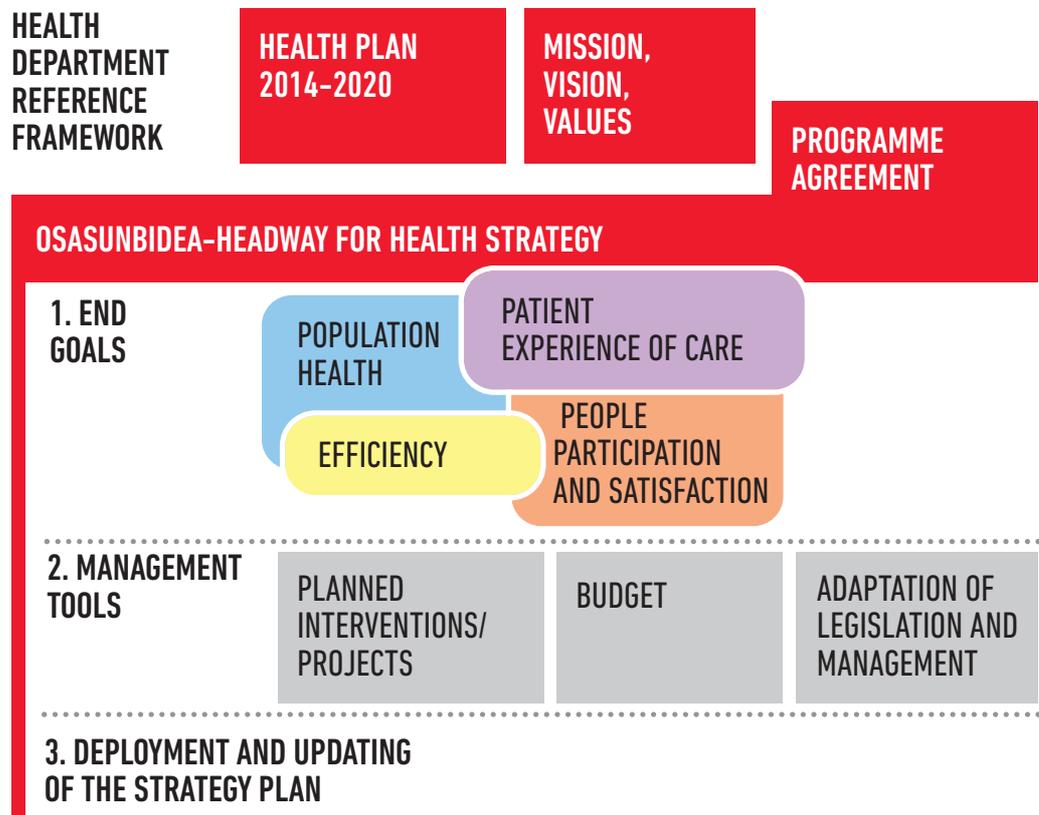
HOW IT HAS BEEN	HOW IT WILL BE
Fragmented services	Integrated service delivery
Employee-focused	Patient and carer-focused
Disease-focused	Health-focused
Organic focus	People and population focus
Dependent patients	Active and responsible patients
Predominantly focused on curing	Balance between prevention and promotion
Assessment of activity	Assessment of outcomes
Pressure on activity	Focus on effectiveness
Bureaucracy and inertia	Innovation and adaptation to change
Rigid regulations	Process-focused
Sole responsibility falls on organisation	Cross-sectoral partnerships and policies
People administration	People management
Structural hierarchy	Participation and professionalism
Productivity	Efficiency and continuous improvement

Evolving towards the future health system

KEY ELEMENTS USED TO DRAW UP THE STRATEGY AND END GOALS

The Headway for Health strategy 2015-2020 has been drawn up on the basis of three reference documents: the Navarra Health Plan 2014-2020, the Mission, Vision and Values of the Navarra Health Service and the Programme Agreement 2015³, in accordance with the strategy lines of the Department of Health.

This strategy to consolidate the health system has the full support of the Regional Government of Navarra, and will impact other government departments (Social Rights, Housing, Education and Employment, amongst others). It is designed to deliver resilient, cutting-edge, effective and safe healthcare provision to meet the existing and future needs of the people of Navarra.



Political commitment to the health of the people of Navarra can be seen, on one hand, through a budget increase of over 5% per year since the start of the current political term in office, exceeding €1,040 million for 2017. This has made it possible to undertake the path to improvement outlined in this document. Furthermore, the commitment is also manifest through the very definition and existence of this medium-term strategy which maps out a clear and steady course towards a new health system in Navarra capable of addressing the challenges ahead.

3. See Appendix 1.



The health budget is not just to be considered as an item of expenditure but also as a strategic social investment, not only in terms of the direct and indirect wealth such investment generates (jobs, suppliers, driver effect, etc.) but also of the increased capacity of the people of Navarra and the improvement in their welfare. For the Navarra health system, budget increases must not be used to generate "more of the same" but to further enable changes to the operational and organisational model on the basis of the principles defined above.

In this sense, any budget increase, together with any additional funds that may be secured for the health system⁴, will be used, on a priority basis, to bridge the technology gap which has arisen in recent years in the Navarra health system; to develop the information systems required to support the actions to be taken within the strategy; to continue to improve the healthcare services required, and access to them, to make the health system more effective (in relation to primary healthcare, health promotion and preventive health, home care, major outpatient surgery and day hospitals, amongst other things); and to generally develop the wherewithal of the Navarra health system to be in a position to successfully confront this process of transformation.

The government has also pledged its support to bring about the required changes to existing regulations to progress towards delivery of the main goals of the strategy⁵.

The HEADWAY FOR HEALTH strategy sets out four key end goals for the Navarra health system:

- 1. Improve population health**
- 2. Improve patient care and experience, and that of target populations for intervention**
- 3. Improve the internal efficiency of the Navarra health system**
- 4. Improve the participation and satisfaction of the people working in the Navarra health system**

These four goals are an extended version of what is known as the **TRIPLE AIM⁶ of health systems** and offer an organised framework within which to roll out the different intervention areas and strategy lines and to continuously measure their progressive delivery. The idea is not to develop single activities in isolation for each of these goals but for each intervention and/or project to impact simultaneously on all four, or on at least three, of the goals.

4. For example, EU funds, funds other sectoral stakeholders may decide to provide to support this strategy, the Smart Specialisation Strategy (S3) of Navarra, etc.

5. For example, a new Health Law.

6. The Triple Aim was first described by Don Berwick, Tom Nolan and John Whittington in 2008: improving population health, improving patient experience of care and reducing the per capita cost. The Institute for Healthcare Improvement (IHI) developed this framework with considerable success, since when it has become the end objective of various strategies and plans, of both public and private organisations, throughout the world, e.g. in Scotland, Northern Ireland, USA, Canada and in certain pioneering organisations in England and in New Zealand. In the case of the strategy for Navarra, an additional fourth and complementary aim to the Triple Aim framework clearly needs to be rolled out: increasing the participation, involvement and satisfaction of healthcare professionals (Extended Triple Aim).

KEY INTERVENTION AREAS OF THE “HEADWAY FOR HEALTH” STRATEGY

The intervention areas that make up the Headway for Health strategy have been determined on the basis of the general principles outlined in this document, with priority being given to delivering the four defined end goals.

Stand-out differentiating factors of the strategy include a strong conviction to develop a healthcare model which does away with the fragmentary nature of healthcare provision along the continuum of care for all illnesses. Attention will be paid to developing new capabilities for the Navarra health system to manage on a more local population level rather than on an individual level: in other words, a focus on better health for specific target groups in each healthcare district or area, and more actions focused on prevention, early detection, monitoring and accompaniment in the event of illness rather than an approach more centred on the clinical management and handling of illness in its acute stages. Particular importance will therefore be given to promoting healthy habits, early detection of disease and patient empowerment and proactivity.

With a view to addressing the problem of organisational fragmentation, the new model is designed to focus on management at a specific local population level, with the aim of aligning the interests of all local community stakeholders capable of improving population health. To this end, the Estella-Lizorra and Tudela healthcare areas have been selected for pilot testing of the new healthcare model. Similarly, and as a support measure for population health planning, the Navarra health system has undertaken a project to divide healthcare provision by districts. In this sense, a district is understood as the geographical area of population, with its own cultural identity, to be used as a reference for planning, allocating and managing resources and the organisation of the system.

Finally, the active engagement and participation of all healthcare-related professionals in Navarra in developing this desired model of healthcare is key to the success of the strategy. To this end, many of the activities to be rolled out as part of the strategy are focused on healthcare professionals.

The Headway for Health strategy consists of 4 defined end goals and 12 corresponding intervention areas which bring together and cover the many different objectives, activity lines, dimensions of work, projects and specific tasks which are either already underway in the Navarra health system or will be undertaken in forthcoming years to take the process of transformation forward. The process of reflection to draw up the strategy began in November 2015 and has been developed on a participatory basis to determine and define the exact agenda of the Navarra health system in future years⁷.



The outcome of this process are the 12 intervention areas at the core of the **HEADWAY FOR HEALTH** strategy, as shown below:

INTERVENTIONS PREFERENTIALLY FOCUSED ON IMPROVING POPULATION HEALTH:

- 1. ACTIVE PEOPLE IN A PROACTIVE HEALTH SYSTEM:** Health promotion and self-care⁸.
- 2. PREVENTION IS BETTER THAN CURE:** Prevention and early detection.
- 3. PRIORITY HEALTHCARE PROVISION FOR THE MOST VULNERABLE:** Preventing disability and promoting personal autonomy, Healthcare in all policies and equality.

These interventions or activities are purpose-designed for specific population groups. In this sense, key priority has been given to those groups at greatest risk of developing the most common diseases causing death in Navarra, chronic populations and the comparatively most vulnerable population groups, with a view to reducing health inequalities.

The activities are focused on increasing the potential of the Navarra health system to intervene prior to the appearance of a health problem (preventive health and health promotion and protection).

INTERVENTIONS PREFERENTIALLY FOCUSED ON IMPROVING PATIENT CARE AND EXPERIENCE:

- 4. INTEGRATION OF HEALTHCARE SERVICES TO PROVIDE GREATER VALUE AND SAFETY FOR PATIENTS:** Integrated, effective, safe and satisfactory healthcare provision.
- 5. PATIENT CARE AT THE RIGHT PLACE AND AT THE RIGHT TIME:** Agility and waiting times.
- 6. WORKING TOGETHER IN THE SOCIAL HEALTHCARE SYSTEM TO IMPROVE THE QUALITY OF LIFE FOR PATIENTS AND THEIR FAMILIES:** Social healthcare plan.

These interventions are designed to optimise the existing healthcare model, to offer the best possible care in the most suitable place. Whenever possible, the services of the Navarra health system should be provided in each patient's home, including residential care centres, at primary healthcare level and in each patient's community environment.

In this case, the focus is also on continuous improvement of service accessibility, integration, effectiveness and clinical safety, and on patient satisfaction with these same factors.

INTERVENTIONS PREFERENTIALLY FOCUSED ON IMPROVING THE EFFICIENCY OF THE NAVARRA HEALTH SERVICE:

- 7. INNOVATING IN QUALITY:** Innovation and continuous improvement.
- 8. PROGRESSING TOWARDS THE DIGITAL DEVELOPMENT OF HEALTHCARE PROFESSIONALS, PATIENTS AND THE POPULATION:** Information and assessment systems.

7. In November 2015, twenty two senior managers of the Department of Health and of the Navarra Health Service-Osasunbidea in face-to-face sessions, using prioritisation exercises to identify objectives, plans and projects, and project prioritisation by 28 primary healthcare centres, the Regional Health Council of Navarra, the Technical and Healthcare Boards of the 5 Health Management Authorities, the Consumer Association and the Professional Associations of Doctors, Nurses, Psychologists, Pharmacists and Social Workers. The outcome was the Balanced Scorecard. Review and write-up of the strategy by 27 senior managers from December to March 2017.

8. The former name of the strategy line in the Balanced Scorecard is shown in brackets.

9. OPTIMUM USE OF RESOURCES TO ENSURE UNIVERSAL HEALTHCARE: Efficiency of actions.

These interventions are designed to improve the efficiency of existing processes and to deploy efficient new operational ones internally. Additionally, the idea is to improve the effectiveness of actions taken and to raise quality and clinical safety standards by implementing scientifically proven and evidence-based good practice in healthcare processes.

INTERVENTIONS PREFERENTIALLY FOCUSED ON IMPROVING THE PARTICIPATION AND SATISFACTION OF HEALTHCARE PROFESSIONALS:

10. TRAINED PROFESSIONALS TO IMPROVE THE QUALITY OF HEALTHCARE PROVISION: Knowledge and professional development.

11. PROFESSIONAL TEAMS ENGAGED WITH THEIR PATIENTS: Involvement, satisfaction and leadership.

12. PARTICIPATION OF HEALTHCARE PROFESSIONALS IN MANAGEMENT TO IMPROVE SERVICE PROVISION: Clinical governance.

These interventions are designed to improve the capacity and the participation of all professionals working in the system and to develop a different style of leadership in the Navarra Health Service, both in the field of clinical activity and in management.

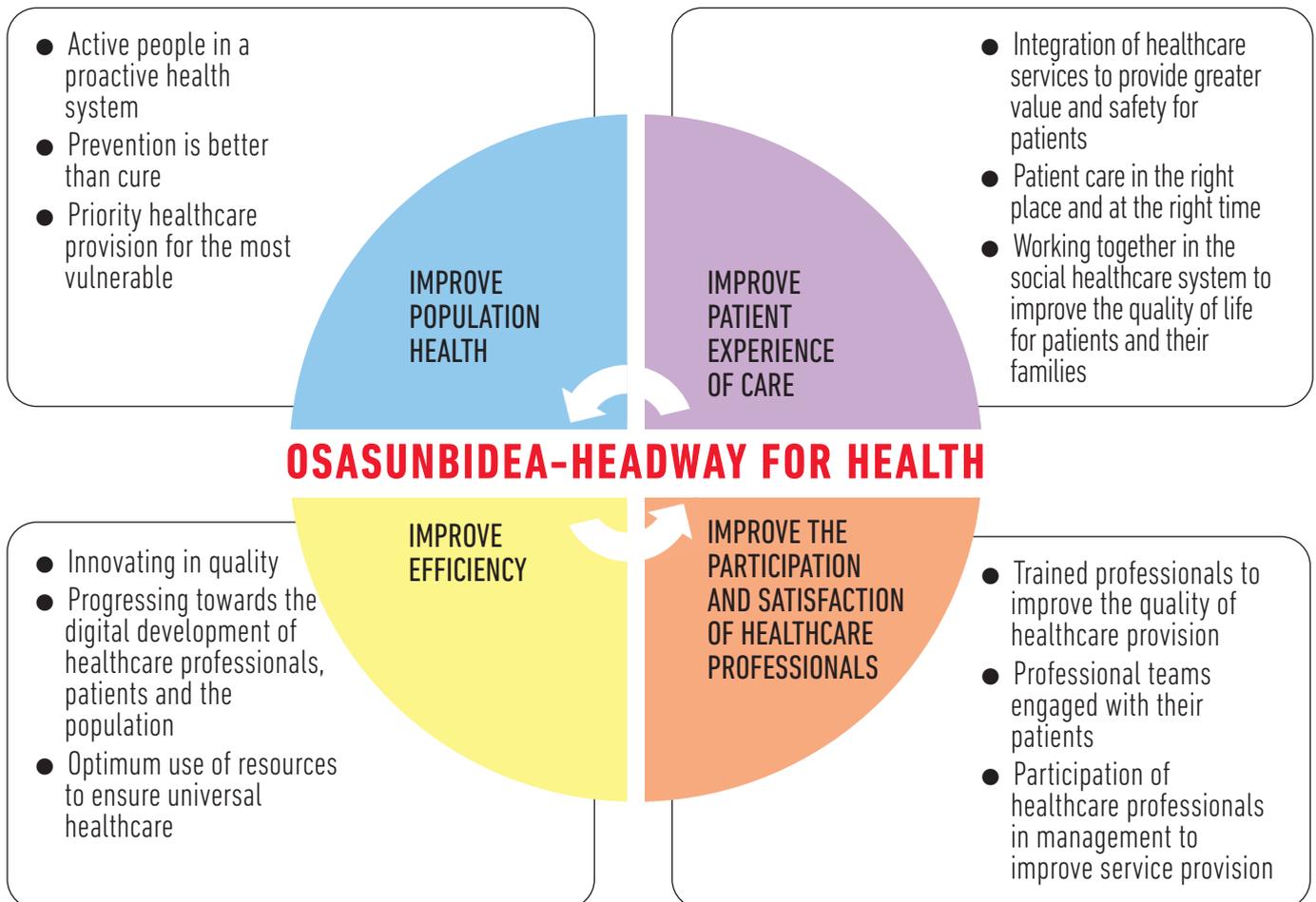
The aim is to align the clinical culture (more focused on providing a personalised service for each individual) with the management culture (focused on improving the efficiency of the whole system), and for them to merge as one sole culture designed to optimise the organisation and performance of all healthcare professionals and services to continuously improve results.

The ultimate goal of these interventions is to synchronise the efforts of healthcare professionals, managers and patients to bring about a system of optimum self-organisation.

Most of these interventions are set to be rolled out in an innovative fashion and require a different style of leadership to that commonly found in the sector.

In short, the Navarra health system now has an ordered strategy clearly defined around the delivery of four primary goals. The different intervention areas related to each of the end goals are designed as drivers of change to bring about the service delivery model required in the Navarra health system to successfully address future challenges. Though we aim for Excellence, we are aware of the difficulties associated with this challenge and of the arduous path that lies ahead of us.

A DETAILED DESCRIPTION OF THE 12 PRIORITY INTERVENTION AREAS AND OF ALL THE OTHER ACTIVITIES MAKING UP THE HEADWAY FOR HEALTH STRATEGY CAN BE FOUND IN THE DOCUMENT ENTITLED "HEADWAY FOR HEALTH: GOALS AND ACTIONS"⁹.



9. The full strategy of the Navarra Health Service is mapped out in the Balanced Scorecard, with 8 Strategic Objectives, 24 Strategy Lines, 63 dimensions and over 130 projects.

THE NEXT STEPS: STRATEGY DEPLOYMENT AND UPDATING

The success of the interventions and objectives of any strategy, and the degree to which its end goals are delivered, depends to a large extent on the organisational and social context within which it is rolled out. In other words, it is the formal, and particularly the informal, networks affected by these changes which decide the fate of this kind of undertaking.

Transformational change is particularly difficult to achieve as it does not only involve doing things better but also in a different way. For example, it involves a lot more teamwork in clinical practice and a new and more proactive kind of collaboration with patients. The greatest challenge is to successfully organise this process of change within a context in which both management and practitioners are normally focused only on the immediate content and scope of their actions.

For all these reasons, if progress is to be made with the Headway for Health strategy we need to draw up and roll out a more complex and innovative deployment plan than would normally be required. The team from the Navarra Health Service considers it best to follow a structured approach in the deployment of this strategy to optimise its potential effectiveness.

REQUIRED CONTEXT

The deployment plan will be rolled out over the forthcoming months to create a context conducive to change in the Navarra health system. The guiding **principles** to be followed to create this context are outlined below.

1. PERFORM DAY-TO-DAY MANAGEMENT ON A COMPLEMENTARY BASIS WITH MEDIUM-TERM CHANGE MANAGEMENT

As has been explained in the initial part of this document, the purpose of the Headway for Health strategy is to improve the day-to-day management of the system whilst simultaneously striving to bring about the medium-term transformational change required to address and meet the challenges facing the sector. Generally speaking, our public administration is excessively focused on short-term management, on troubleshooting. This type of approach needs to be complemented with strategic capabilities focused on medium and long-term results. A series of actions will therefore need to be taken to achieve this and to effectively deliver this twin agenda.



2. REDIRECT MICRO-MANAGEMENT AND TAKE A MORE SHARED APPROACH TO LEADERSHIP

This idea is not just a passing fad but is based on factual evidence. When local teams are empowered to take decisions on the changes required in their own particular contexts, results are seen to be better. The Executive Team of the Navarra Health Service needs to identify the leadership culture required and to take steps to deliver it. In doing so, the role of the central authorities will be to support and encourage, empowering healthcare centres and professionals to decide on how best to actually bring about change and improvement.

3. WORK TO BREAK DOWN THE HERMETIC COMPARTMENTS WITHIN THE HEALTH SERVICE

The fragmented nature of the different levels of healthcare provision, and even amongst different hospital departments, has a negative impact on patients, on management and financial results and on health outcomes.

4. ENGAGE PIONEERING PROFESSIONALS

Ambitious change of the type defined in this new strategy can only be brought about by bringing on board each and every individual willing and prepared to contribute to it. To do so, all those who champion change in the health sector need to develop the informal networks required to progressively win others over.

5. PROMOTE COLLABORATION BETWEEN HEALTHCARE PROFESSIONALS AND PATIENTS

The professionals and management staff of the Navarra Health Service will support what they have helped to create. Furthermore, the needs and expectations of patients must be taken into account on an active and participative basis by healthcare professionals when designing the processes required.

6. PROMOTE INTERACTION BETWEEN MANAGERIAL AND CLINICAL STAFF

Improved relations between managerial and clinical staff is absolutely critical to the success of fast-moving strategic change. The historical disconnection between the two cultures must be bridged to deliver common objectives for healthcare provision.

7. RUN PILOT PROJECTS IN SPECIFIC AREAS OF NAVARRA

The best way to go forward is to show that change can be delivered hand-in-hand with the delivery of defined objectives and improved results. This can be achieved if managerial staff and healthcare professionals in a specific area are given sufficient room to manoeuvre and are appropriately empowered. Mistakes must not be penalised if personal risk of failure for those who undertake change is to be reduced. The only reprehensible behaviour is maintaining the status quo, i.e. not attempting change and not learning from mistakes.

8. RESTRUCTURE THE HEALTH SYSTEM IN NAVARRA

The current structure was designed for more traditional management functions. A new structure will progressively need to be considered and adapted to support the required transformation.

9. WORK TO SECURE POLITICAL COMMITMENT

The transformation to be delivered through this strategy is essential to ensure the quality and sustainability of the Navarra Health Service. Furthermore, consolidation of this change in healthcare organisation will clearly require longer than one political term of office. It is therefore of vital importance that all political parties in Navarra understand what is at stake and support this transformation. For this to happen, the strategy must gain the support and respect of the Navarra Regional Parliament.

In short, these guiding principles and actions have been designed to create a culture conducive to change. The variety of cultures which currently exists in the health system harbours values which may potentially generate resistance to change, whilst healthcare professionals, patients and politicians all belong to different valued cultures which will need to be aligned.

The progressive creation and development of a different culture will mean that certain presumptions will need to be challenged and changed. All those with leadership responsibility, at all levels of the system, will be the instruments of this culture change. We need to actively engage their joint efforts.

REGULAR UPDATING

As the Headway for Health strategy is to be used as a permanent guide for healthcare centres and professionals of the Navarra Health Service, it will need to be constantly updated against the degree to which the various targets are being delivered and the changing requirements of the environment and its stakeholders. Updating is planned on the following basis:

- annual assessment of progress towards objectives and targets;
- review and adjustment of objectives and targets;
- inclusion of new and relevant regulatory and technological requirements;
- annual review of the relevance of, and/or need to include new, plans and projects;
- availability and prioritisation of budgetary resources; and
- review of the end goals and interventions of the Extended Triple Aim.

REFERENCE DOCUMENTS FOR STRATEGY DEPLOYMENT

The operational objectives of the Navarra health system for this parliamentary term have been determined by the Health Plan, the Mission, Vision and Values, the Programme Agreement and the strategy lines of the Department of Health for this term of office, and have therefore been instrumental reference documents for drawing up the Headway for Health strategy.

1. NAVARRA HEALTH PLAN 2014 -2020

The Navarra Health Plan 2014-20, approved in September 2014 by the Health Commission of the Parliament of Navarra, is a reference document for focusing actions on the health needs of the population and for identifying the key tools and elements required to ensure that health priorities are really at the core of healthcare management.

In the Health Plan itself, reference is made to the different values and principles of the new healthcare provision model which the strategy is designed to promote and develop, namely:

- Patient focus and a commitment to patient autonomy
- Social and ethical commitment
- Joint responsibility in healthcare
- Commitment to the sustainability of the system
- Focused on results
- Holistic approach to quality (technical quality + perceived quality + social efficiency)
- Integrated care
- Evidence-based clinical practice
- Professional commitment and involvement in continuous improvement
- Commitment to professional development
- Continue to ensure universal accessibility
- Focused on health outcomes
- Population approach and prioritisation
- Comprehensive intervention strategies
- Healthcare in all policies
- Intersectorality and community intervention



- Focus on social healthcare
- Joint responsibility and engagement
- Coherence between priorities and deployment tools

2. MISSION, VISION AND VALUES

The strategic reflection exercise undertaken by members of the Department of Health and the Navarra Health Service identified the following as key elements of reference (subject to regular review and updating) for strategy development and deployment:

- Mission: what we have to do, why and for whom.
- Vision: where we want to get to.
- The values required to deliver the Mission and the Vision.

MISSION

To ensure the existence of a sustainable, high quality and universal public health system which promotes community health and addresses both the rights and the healthcare needs of the population in a timely and adequate manner.

VISION

We aim to put Health at the top of the government agenda for it to impact on all education, cultural, social, environmental, food and other such policies which play a decisive role in the standard of health of the population, and to reduce health inequalities.

We aim to establish a universal, patient-focused, effective, innovative, sustainable and participative public health system which:

- recognises healthcare citizenship for the people of Navarra, and ensures that nobody is excluded from service provision on financial grounds;
- develops a care model focused on its patients;
- trains and empowers its patients and citizens to increase their health options;
- optimises its processes to deliver measurable outcomes;
- provides high quality, comprehensive and integrated care;
- promotes the active participation and engagement of both healthcare professionals and patients in the continuous improvement of processes and services;
- takes on all technological innovation and organisational change of added value for its patients and which reveals its social efficiency;
- secures the commitment of its citizens and healthcare professionals to the sustainability of the system;
- promotes personal responsibility and organisational autonomy, and which demands and provides recognition for results achieved and consistent with resources allocated; and
- is publicly accountable for its results and maximises available resources and public funding.

VALUES

The values we aim to promote and champion across the organisation are:

- a positive perception of health
- universality, fairness and solidarity
- good practice and an ethical commitment
- joint responsibility and patient empowerment
- a holistic perception of quality (effectiveness, satisfaction and efficiency)
- the participation of citizens, healthcare professionals and patients
- innovation and continuous improvement
- professionalism (commitment, autonomy and professional involvement)
- transparency and accountability for results

In other words, a clear and emphatic commitment to a health system with a focus on promotion and preventive healthcare, with its patients at the heart of the system, integrating the different levels of service provision, with the active participation of its citizens and ensuring accessibility and fairness. The participation of healthcare professionals themselves and the rational use of resources are also essential to ensure the sustainability of the public health system. At the present time, the best way to ensure the sustainability of the system is to promote a new healthcare model which is more rational, more proactive and more focused on needs than demands. The defining characteristics of this model are:

FOCUSED ON NEEDS

Adapting the system more to real patient needs than to demands, providing comprehensive, proactive, multidisciplinary and customised care based on the different types and degrees of need, differentiating between acute and chronic patients, etc.

AGILE AND ACCESSIBLE

Redesigning circuits of care and services for greater patient focus to ensure access to timely care provision, improving appointments systems and availability, diversifying care modalities and eliminating steps and procedures of no real added value. Ensuring universal access.

TECHNICAL QUALITY

Developing a model to ensure a more consistent level of technical quality and safety, with evidence-based clinical practice to reduce variability.

INTEGRATED SERVICE PROVISION

Consolidating and improving the continuum of care by integrating care processes and information systems common to both social and healthcare service levels.



JOINT RESPONSIBILITY

Developing a strategy of joint responsibility in healthcare, fomenting promotion and preventive healthcare programmes and improving the information and training provided for patients and carers to engage them in healthcare and its improvement. Processes and information systems are required to enable greater patient involvement and for them to express their opinions and satisfaction levels; in short, to enable the system to interact with its patients in a different manner.

EFFICIENT AND SUSTAINABLE

Developing an efficient and sustainable system which encourages and addresses reasonable demands, a rational use of resources and is effective at an appropriate level.

PROFESSIONAL COMMITMENT

Promoting leadership in those clinicians committed to a holistic perception of quality combining technical quality, perceived quality and active involvement in training and empowering their patients.

3. PROGRAMME AGREEMENT

The Programme Agreement, signed by the different political forces currently making up the Regional Government of Navarra, is the other reference document which has been taken into account when drawing up and developing the Headway for Health strategy.

The preamble to the document outlines the principles and values of the agreement:

"Health, a human right and a key asset for people and their communities, depends largely on a series of social determinants and on the conditions in which people are born, live and work. The current economic crisis and austerity measures in place have brought about an increase in social and health inequalities which must be met with clear policies prioritising health and the wellbeing of people as their main objectives.

We are aware of the fact that health systems only function properly if they meet criteria of universality, fairness and solidarity, transparency, participation, accountability, effectiveness and efficiency, integrity, good practice, ethics and joint responsibility. All of these are values promoted by the Government of Navarra, in line with WHO recommendations.

We understand Health as a basic public service which, therefore, must be safeguarded and promoted by public authorities through adequate funding and the efficient control of expenditure. Health cannot be measured in terms of economic return.

Health policy must be focused on promoting and maintaining service quality and on consolidating the public health system, with efficient management of public resources, thereby counteracting other models based on outsourcing and privatisation".

CONCLUDING OBSERVATIONS

"Health, in the fullest sense of the term, is the most treasured asset of any society".

Just as cells form part of a greater body, as people, we form part of our community.

Navarra is a living body, constantly changing and growing. At the last count, that body was composed of over 640,000 cells, i.e. members of the general public, all with a responsibility for health. The good health of each and every one of those citizens is, therefore, a decisive factor in the good health of Navarra.

In which case, how can we start to achieve this? The answer is to ensure that each individual becomes an expert in their own health, capable of deciding how best to make logical and reasonable use of the different healthcare centres and services at their disposal. In short, becoming an **active patient**.

Returning to the analogy of Navarra as a living body, the **Navarra Health Service** performs a key dual role as the **brain** and the **heart** of the body. That is:

As the BRAIN, shaping and structuring the whole system into a wide-ranging and comprehensive network of centres for healthcare provision, covering all types of services and equipped with the latest innovative technology at the service of a team of highly experienced and knowledgeable first-rate professionals.

As the HEART, for these professionals to be in a position to provide a service for patients at all times in a coordinated and cohesive manner, engaging with those patients ailments, pains and needs in a friendly, compassionate and effective way and thereby relegating the former model of self-contained and specialist-specific isolated departments to the past.

GOOD HEALTH BEGINS BY TAKING GOOD CARE OF YOURSELF

We can, and need, to look after our own personal health by taking on healthy lifestyle habits, the most important of which are a good diet, managing stress levels and doing regular exercise.

In short, we can bring about a much healthier Navarra if each and every one of us **buys into and practices the concept of health promotion**. Furthermore, the Navarra Health Service will continue to work incessantly in the field of **preventive health**, a key factor to progress, both individually and collectively, along the path towards better health. A path that requires both perseverance and tenacity and is strictly one-way... **onwards, ever onwards!**

Which is precisely why we've named our strategy "**Headway for Health**". More than a mere **name**, this is a statement of intent, an ambitious vision to which all the people of Navarra need to commit to drive us, quite literally, in the right direction. And, to make sure nobody (citizens, healthcare professionals, public administration, companies and all and any other organisations alike) gets left behind, we have coined a



similar slogan as a driving force to motivate us and channel all our energy in the right direction:

"HEADWAY TOWARDS HEALTH"

Action, movement, progress and continuous improvement are all implicit in this slogan, which is also designed as a call to motivate and engage each one of us as instrumental to delivering health. Progressing as one, all in the same direction, towards excellence in public health. This is the **real and effective way** to ensure good health for all the people of Navarra.

Health with a capital H. Physical Health and Mental Health, as the two are intrinsically linked as factors determining the quality of life in our community.

Headway towards Health; a driving force encompassing the 4 areas of policy currently being worked on by the Navarra Health Service, namely:

- Headway towards **better medicine and care**.
- Headway towards the good health of **all the people of Navarra**.
- Headway towards **more efficient** health provision to ensure the sustainability of the system.
- Headway towards engaging **all healthcare professionals**, involving them and making them feel proud to be part of the Navarra health system.

The **path is clear**, and we have the energy and the means to progress along it without stopping. **Our goal is Health**; this, as such, is our vision, our guiding light, our constant source of inspiration. But let's not fool ourselves: it's not going to be easy. The challenges that lie ahead are considerable and the goal is ambitious but, fortunately, the bigger the challenge, the greater our enthusiasm to address it. Equally fortunately, the path to Health is wide, very wide, as we're all walking it, working and striving together, making constant and steady headway for Navarra to always be in the very best of Health.





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THE “HEADWAY FOR HEALTH” STRATEGY OF THE NAVARRA HEALTH SERVICE

BACKGROUND DOCUMENT
(2015-2020)



Servicio Navarro de Salud
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