

# Primary Care in the Era of Multimorbidity: Policy Challenges for Integrated, Patient-Centred, Polypharmacy-Sensitive Care

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## ABSTRACT

**Background:** Multimorbidity, the co-occurrence of two or more chronic conditions, is now the prevailing reality in primary care, particularly among ageing and socioeconomically disadvantaged populations. However, most health systems remain structurally oriented toward acute, single-disease management. This mismatch has contributed to fragmented care, excessive polypharmacy, and diminished patient experience.

**Objectives:** This review critically examines the policy and practice challenges in delivering integrated, patient-centred, and polypharmacy-sensitive care for multimorbid individuals. It identifies key barriers to implementation and outlines system-level reforms required to align primary care delivery with the complex realities of multimorbidity.

**Methods:** Drawing on global evidence, case studies, and health systems frameworks, this narrative review synthesises findings across domains including care integration, workforce models, financing, information infrastructure, clinical guidelines, and patient engagement.

**Findings:** Successful models share common elements: team-based care, interoperable digital tools, goal-oriented planning, rational prescribing, and active patient involvement. Yet, scale-up is often limited by political inertia, siloed funding streams, and capacity gaps. Structural reforms - such as payment redesign, co-produced service planning, and outcome measures aligned with patient priorities - are essential for sustainable transformation.

**Interpretation:** Multimorbidity must be treated as a defining feature of 21st century primary care, not as a deviation from the norm. Policy responses should prioritise integration, equity, and person-centeredness. Health systems that fail to adapt risk perpetuating inefficiencies and compromising care quality for their most vulnerable patients.

**Keywords:** Multimorbidity, Primary Care, Integrated Care, Health Policy, Polypharmacy, Patient-Centred Care, Health System Reform, Chronic Disease Management, Health Equity, Co-Production.

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## INTRODUCTION

Multimorbidity, the presence of two or more chronic conditions in an individual, is now a defining feature of primary care, particularly in ageing and socioeconomically disadvantaged populations. It affects over one in four adults globally, with prevalence exceeding 60% among those aged over 65 in high-income countries and rising rapidly in low- and middle-income countries (LMICs).<sup>1-4</sup>

Despite this shift, primary care systems remain largely oriented toward acute, single-disease models. Patients with multimorbidity often encounter fragmented services, conflicting treatments, and burdensome care navigation - leading to suboptimal outcomes, higher costs, and reduced quality of life.<sup>5-7</sup> Challenges, such as polypharmacy and poor provider coordination, further complicate care delivery.

Although research on multimorbidity has grown, health policy responses remain limited. Most national strategies prioritise disease-specific programs, overlooking the complexity of multimorbidity in planning and evaluation frameworks.<sup>8</sup>

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This misalignment calls for a fundamental redesign of primary care - centred on integration, patient-centred approaches, and rational prescribing - to meet the realities of today's health needs.

## The Fragmentation Problem: Health Systems Not Designed for Complexity

Primary care systems remain largely structured around single-disease management, with clinical pathways, funding, and

quality metrics tailored to vertical, condition-specific care.<sup>9-10</sup> This design creates fragmented experiences for multimorbid patients, who often navigate multiple providers, conflicting advice, and redundant treatments.<sup>11</sup>

Such fragmentation increases the risk of adverse events, therapeutic duplication, unnecessary investigations, and hospitalisations.<sup>12,13</sup> It also shifts the burden of coordination onto patients and families, disproportionately affecting those with limited health literacy and compounding inequities.<sup>14</sup>

While high-income countries struggle with siloed services despite better resources, LMICs face deeper challenges due to underfunded primary care, donor-driven vertical programs, and critical workforce shortages.<sup>15,16</sup>

Even as evidence mounts on the inefficiencies of fragmented care, policy responses remain largely reactive. Most systems have not adapted financing, governance, or clinical processes to reflect the complexity of ageing, multimorbid populations-leaving care delivery out of sync with current epidemiological realities.<sup>17</sup>

### **Beyond Guidelines: The Limits of Disease-Specific Approaches**

While clinical guidelines help standardise care for single diseases, they often fail patients with multimorbidity. Most are based on trials excluding individuals with multiple conditions, cognitive decline, or polypharmacy - common features in older and disadvantaged populations.<sup>18,19</sup> Applying multiple guidelines simultaneously can result in conflicting recommendations, therapeutic overload, and higher risks of adverse events or treatment burden.<sup>20,21</sup>

These rigid protocols can lead to care plans misaligned with patient goals, duplicated tests, and overmedication.<sup>22</sup> Guideline development rarely addresses functional status, quality of life, or patient preferences - essential factors in managing chronic complexity.<sup>23</sup> For instance, strict glycemic targets may be inappropriate or harmful in frail patients with limited life expectancy.<sup>24</sup>

Despite calls for reform, few guidelines integrate tools that account for multiple conditions, treatment interactions, or person-reported outcomes.<sup>25</sup> Real-world primary care requires flexible, individualised decision-making that moves beyond disease-specific algorithms toward holistic, goal-concordant care.

### **Polypharmacy at the Crossroads: Between Necessity and Harm**

Polypharmacy - typically defined as five or more concurrent medications - is a common consequence of multimorbidity, especially among older adults. While often necessary, it carries significant risks including adverse drug events, non-adherence, cognitive decline, and hospitalisations.<sup>26-28</sup>

In practice, polypharmacy often results from multiple prescribers and persists without regular review. Fragmented documentation, time constraints, and lack of deprescribing protocols contribute to avoidable medication-related harm, particularly in frail or high-risk patients.<sup>29,30</sup>

Although tools like STOPP/START and the Beers Criteria support safer prescribing, they are rarely integrated into clinical workflows and often lack flexibility to account for patient goals, preferences, or the burden of managing complex regimens.<sup>31,32</sup>

To reduce harm, structured medication reviews, deprescribing strategies, and shared decision-making must be embedded in routine primary care. This requires clinician training, team-based collaboration, and digital tools to flag high-risk prescribing.<sup>33</sup> A polypharmacy-sensitive approach must differentiate necessary therapeutic complexity from preventable harm- placing patient context at the centre of prescribing decisions.

### **Models of Integration: Lessons from Innovative Primary Care Systems**

Despite widespread fragmentation, several health systems have developed integrated care models that effectively manage multimorbidity by emphasising coordination, patient-centred planning, and continuous monitoring.

The Chronic Care Model (CCM) and its U.S. adaptation, the Patient-Centred Medical Home (PCMH), promote proactive, team-based management supported by decision aids and self-management education - improving quality, satisfaction, and reducing emergency visits.<sup>34,35</sup> In the UK, the House of Care model and 3D approach consolidate disease reviews and enable goal-oriented care planning, enhancing coordination and patient experience.<sup>23,36</sup>

In LMICs, integration addresses the dual burden of chronic and infectious diseases. South Africa's Integrated Chronic Disease Management (ICDM) model merges services for HIV, TB, and NCDs into a nurse-led, decentralised system.<sup>37</sup> Brazil's Family Health Strategy embeds multidisciplinary teams in communities to provide longitudinal care, reducing mortality and hospitalisations.<sup>38</sup>

These models share key features: continuity, multidisciplinary collaboration, robust digital infrastructure, and alignment with patient goals. Successful scale-up depends on local adaptation, political commitment, and sustained investment in primary care systems and workforce development.

### **Toward a Policy Blueprint: Key Components of Multimorbidity-Responsive Primary Care**

Tackling multimorbidity requires structural reform in how primary care is financed, staffed, and delivered. A responsive framework should move beyond disease-focused models and embrace five foundational pillars:

#### *Financing for complexity*

Shift from fee-for-service to blended or capitation-based payment systems that incentivise continuity, coordination, and outcomes aligned with patient priorities.<sup>39,40</sup>

#### *Team-based care*

Build interdisciplinary teams - GPs, nurses, pharmacists, mental health and social care professionals - with defined roles and shared care plans to manage complex needs.<sup>41</sup>

*Digital infrastructure*

Develop interoperable electronic health records and decision-support tools that enable data sharing, risk stratification, and safer prescribing.<sup>42</sup>

*Training for complexity*

Equip clinicians with skills in multimorbidity management, communication, deprescribing, and shared decision-making through updated curricula and case-based learning.<sup>43</sup>

*Patient-centred outcomes*

Replace disease-centric metrics with co-produced measures that reflect quality of life, functional ability, and treatment burden.<sup>44</sup>

Together, these pillars create a foundation for a sustainable, person-centred primary care system. Success depends on political will, cross-sectoral collaboration, and long-term investment.

### **Implementation Realities: Barriers and Enablers Across Contexts**

Turning policy into practice for multimorbidity-responsive care is challenging, shaped by political, infrastructural, and cultural contexts. Even well-designed models often face uneven uptake due to fragmented governance, limited resources, and systemic inertia.

Political will is a key driver. Countries with stable leadership and strong primary care mandates are more likely to implement reforms, while short policy cycles and competing priorities often stall progress - especially in LMICs.<sup>45</sup>

### **Infrastructure and workforce gaps**

such as understaffing, poor digital systems, and lack of training - further impede implementation.<sup>46,47</sup> Clinicians are often burdened by time constraints and administrative overload, limiting their ability to innovate.

Cultural barriers also matter. Hierarchical medical norms and specialist dominance can resist team-based, patient-centred models. Patients themselves may face barriers like low health literacy or distrust in health systems, especially in marginalised communities.<sup>48,49</sup>

Enablers include policy champions, local leadership, adaptive financing, and community engagement. Successful pilots show that context-sensitive, co-designed models can scale when supported by sustained investment and stakeholder buy-in.<sup>50,51</sup>

Implementation must be viewed not as a technical deployment but as an adaptive, equity-focused process aligned with frontline realities.

### **Patient Voice and Lived Experience: Centring Care Around What Matters**

Multimorbidity disrupts not only physical health but also emotional well-being, daily functioning, and identity. Yet health systems remain predominantly clinician- and disease-focused, often sidelining the lived experiences of

those navigating multiple chronic conditions. For care to be truly person-centred, policies and models must explicitly incorporate the voices, preferences, and priorities of patients and caregivers.<sup>52,53</sup>

Research shows that individuals with multimorbidity value care continuity, clear communication, and being treated as a whole person - not as a sum of disconnected diagnoses.<sup>54</sup> Many express frustration with fragmented services, conflicting medical advice, and a lack of meaningful involvement in decisions that directly affect their quality of life.<sup>55</sup> This disconnect can lead to treatment fatigue, poor adherence, and avoidable harms from overmedicalization or unnecessary interventions.<sup>56</sup>

Participatory models, such as shared decision-making and goal-oriented care, have shown promise in aligning clinical care with what matters most to patients - be it symptom relief, functional independence, or social participation.<sup>57</sup> Tools like patient-reported outcome measures (PROMs) and narrative medicine approaches can further ensure that care delivery is guided by patient-defined goals rather than narrowly clinical metrics.<sup>58</sup>

Incorporating patient voices into system design also strengthens policy accountability. Co-production in service planning - where patients are equal partners in designing and evaluating services - has improved relevance, trust, and uptake of integrated care interventions in various settings.<sup>59</sup> For multimorbidity care to be sustainable, equity-enhancing, and humane, it must be grounded in dignity, autonomy, and the principle that the patient is not simply the subject of care, but its co-architect.

### **The Path Forward: Policy Recommendations for Health Systems Transformation**

Meeting the challenge of multimorbidity demands a coordinated transformation across all levels of health systems - policy, practice, and financing. Fragmented and disease-focused approaches must give way to integrated, person-centred models grounded in long-term continuity, therapeutic appropriateness, and equity. Based on emerging evidence and global implementation experiences, several policy priorities stand out.

#### *Anchor health systems in strong, integrated primary care*

Governments must prioritise investment in first-contact, comprehensive primary care that is equipped to manage complex needs over time. This includes expanding multidisciplinary teams, strengthening referral pathways, and linking with social and community care.<sup>10,60</sup>

#### *Reform financing to support coordination and complexity*

Transitioning from fee-for-service to blended payment models - such as capitation with quality-linked incentives - can reward longitudinal care, deprescribing, and care integration. Payers should also fund structured medication reviews and



support services such as care navigation and home-based interventions.<sup>61,62</sup>

#### *Build digital infrastructure for proactive, data-driven care*

Health systems should develop interoperable electronic records, risk stratification tools, and predictive analytics that identify high-need patients and support clinical decision-making.<sup>63</sup> Digital enablers can also facilitate communication across providers and empower patients through access and engagement tools.

#### *Invest in training for complexity and shared decision-making*

Clinicians must be equipped to handle the uncertainties of multimorbidity, including managing treatment trade-offs, engaging in goals-based planning, and deprescribing safely. National training bodies should revise curricula to include multimorbidity and patient-centred practice as core competencies.<sup>64</sup>

#### *Embed measurement of person-centred outcomes*

Health system performance frameworks should expand beyond disease-specific metrics to include patient-reported outcome measures (PROMs), care coordination indicators, and treatment burden scores. These metrics better reflect the goals of multimorbid patients and can guide quality improvement.<sup>65</sup>

#### *Institutionalise co-production and policy accountability*

Patients, families, and community organisations must have structured roles in the design, governance, and evaluation of services. Their lived experience can guide meaningful reforms and ensure that transformation efforts address what matters most to those affected.<sup>66</sup>

A coherent policy roadmap - centred on integration, rational use of therapies, and patient-defined outcomes - can transform primary care into a system truly responsive to the complexities of multimorbidity. However, scaling such reforms requires long-term commitment, intersectoral coordination, and inclusive leadership at all levels of the health system.

## DISCUSSION

Multimorbidity is now a central challenge in global primary care, revealing a fundamental misalignment between traditional, single-disease-focused systems and the needs of patients with complex health profiles. Despite growing awareness, policy responses have been fragmented and slow to scale, leaving primary care poorly equipped to manage overlapping conditions effectively.<sup>67,68</sup>

This review identifies common features of effective models: integrated service delivery, interdisciplinary teamwork, patient-centred care, proactive polypharmacy management, and digital tools to enhance coordination. However, systemic barriers—such as fragmented governance, inadequate financing, limited training, and entrenched disease-specific

norms—continue to hinder implementation.<sup>43,46</sup>

Patient experiences underscore the need for transformation. Individuals with multimorbidity often face care that is confusing, duplicative, and misaligned with their goals.<sup>55</sup> Models like the UK's 3D approach,<sup>23</sup> Brazil's Family Health Strategy,<sup>38</sup> and South Africa's integrated care programs<sup>37</sup> demonstrate the value of locally adapted, person-centred innovations, particularly when patients are active in design and delivery.

Scalability remains a major challenge. Many successful models operate as pilots or donor-supported initiatives. Sustained expansion demands systemic changes: payment reforms, redefined outcome measures, and investment in integrated training and infrastructure.

Equity must be central to reform. Multimorbidity disproportionately affects socioeconomically disadvantaged groups and risks widening health disparities unless policies address underlying social determinants, health literacy, and access barriers.<sup>2</sup>

Rather than viewing multimorbidity as a deviation, health systems must treat it as a defining reality. The tools for reform already exist; what's needed is strong political will, coordinated policy action, and a commitment to aligning care systems with patient experience and complexity.

## CONCLUSION

Multimorbidity is no longer an outlier but a defining feature of 21st-century primary care. Yet, global health systems remain entrenched in single-disease paradigms, resulting in fragmented care, inappropriate polypharmacy, and unmet patient needs. A system-wide shift is essential - one that embraces integrated, patient-centred, and polypharmacy-sensitive models. This transformation requires financing reforms, digital infrastructure, interdisciplinary workforce training, and performance metrics aligned with outcomes that matter to patients.

Importantly, patients must be engaged not only as recipients of care but as co-designers of services. Grounding reforms in lived experience ensures responsiveness, equity, and dignity. The evidence is clear: scalable solutions exist. What is needed now is bold leadership and sustained commitment to redesigning primary care around complexity - rather than despite it. Multimorbidity must be viewed not as a challenge to current systems, but as a catalyst for their long-overdue evolution.

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Not applicable

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Both authors (Pragnesh Parmar, Gunvanti Rathod) contributed equally in the preparation of this manuscript.

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