

Basic principles of Type 2 Diabetes management

NICE update: NG28

NICE National Institute for
Health and Care Excellence

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Board of Trustees Diabetes UK
Board of Trustees South Asian Health Foundation UK

Conflicts of interest



NICE guidelines committee (2019 – 2023)

- Core member: Type 1 diabetes in adults: diagnosis and management NG17
- Core member: Type 2 diabetes in adults: management NG28
- Core member: Diabetes in pregnancy: management from preconception to the postnatal period NG3
- Co-opted member: Chronic kidney disease (specifically DKD) NG203

Cost of Diabetes



Hospitals deluged by 5,000 diabetics a DAY: One in 10 admissions is for diabetes as cost of treating patients DOUBLES in a decade

- More than 1.7million type 2 diabetics were admitted to hospital last year
- GP leaders warned some type 2 diabetics need up to 200 appointments a year
- The illness even appears to be having a worrying impact on younger women

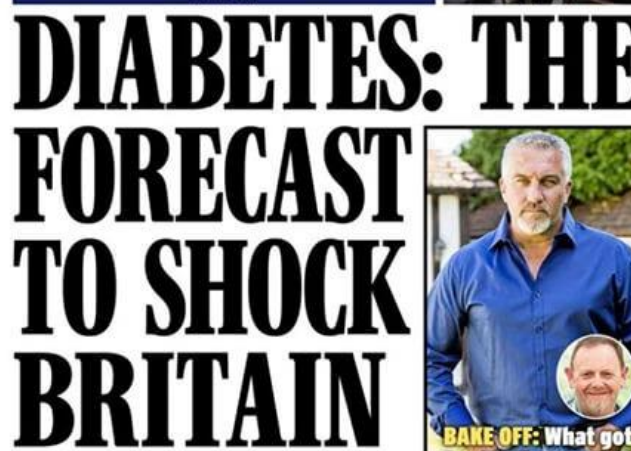
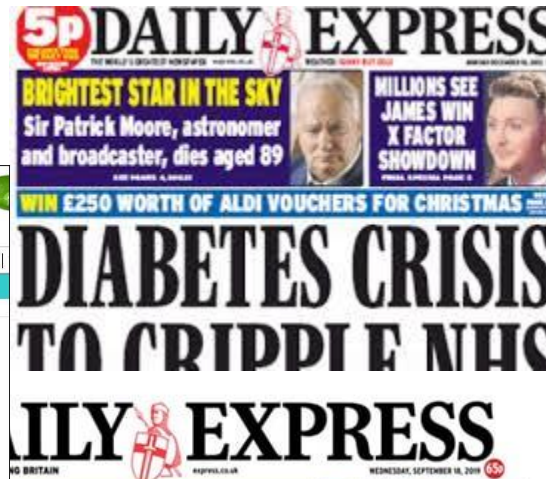
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Health

NHS faces 'diabetes time bomb'



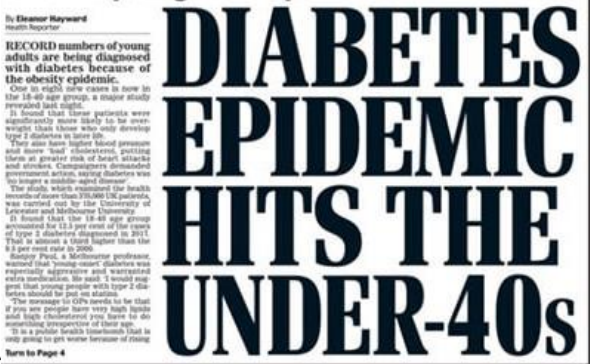
One in four hospital beds will be occupied by diabetics in 11 years

EXCLUSIVE by Giles Sheehy
HOSPITALS will be swamped with diabetics by 2030. One in four beds will be occupied by patients who have the life-threatening




BAKE OFF: What got Paul Hollywood hot under the collar?
SEE PAGE 4



One in 8 new cases is now a young adult Obesity crisis sparks 'public health timebomb'



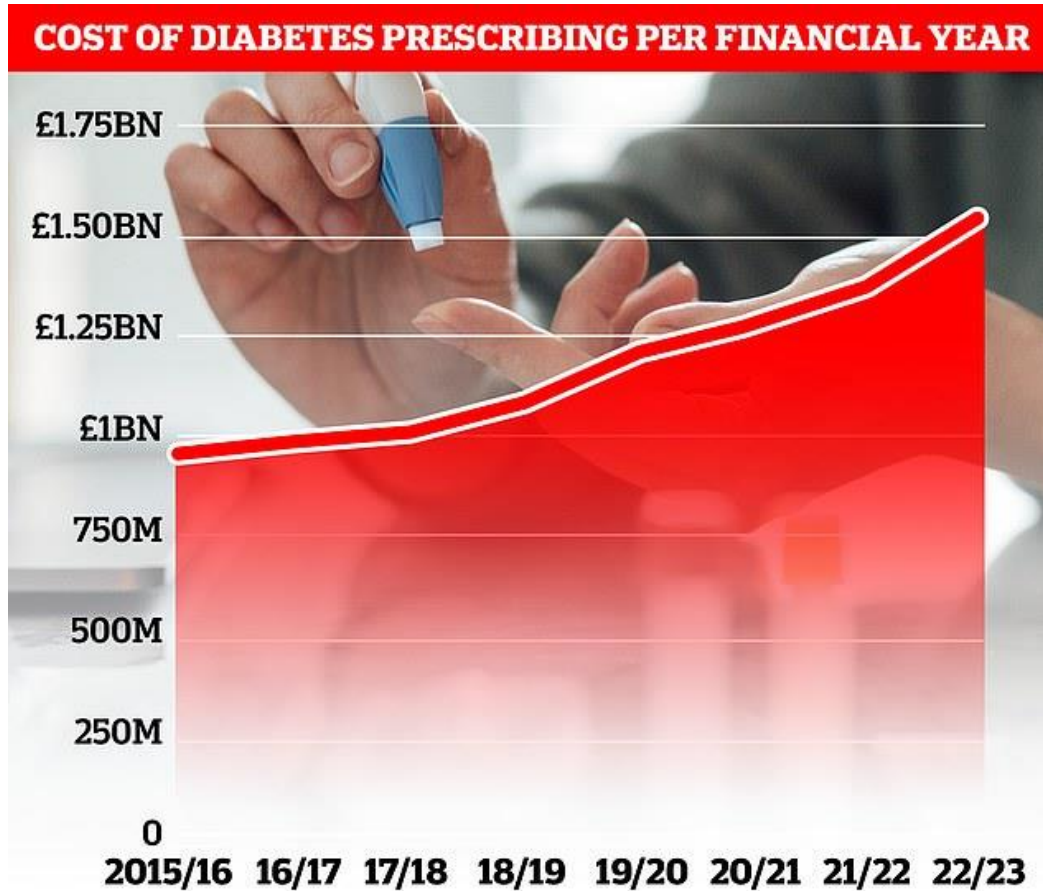
Estimation of the direct health and indirect societal costs of diabetes in the UK using a cost of illness model

Nick Hex¹  | Rachael MacDonald¹ | Jessica Pocock¹ | Barbara Uzdzińska¹ |
Matthew Taylor¹ | Marc Atkin² | Sarah H. Wild³  | Hannah Beba⁴  | Ross Jones⁵

DiABETES UK
KNOW DIABETES. FIGHT DIABETES.

- Study carried out by York Health Economics Consortium & commissioned by DUK
- **NHS spends £ 10.7 bn a year** on diabetes (USD 14.7 bn) → 2035 estimated to increase to £ 18 bn
- Globally: diabetes-related health expenditures (direct costs) ~\$ **1 trillion USD** - 11.5% of total global health spending
- Approx £ 4.4bn per yr: routine diabetes care:
 - Diagnosis/ diabetes appointments/ eye screening/ blood tests/ medications/ diabetes technology/ education and support programmes
- Every week diabetes leads to:
 - 2,990 cases of HF/ 930+ CVA/ 660 MI/ 184 amputations
- **Diabetes complications costs the UK healthcare system £ 6.2 bn a year**
 - 60% of overall costs of diabetes to the NHS
 - 6% of the UK health budget

Cost of treatment?



- Metformin:

- £1

- Gliclazide:

- £1.60

- Empagliflozin:

- £35

- Mounjaro:

- £85 - 120

The purpose of guidelines



To guide clinical decision making

- Distill all the evidence into actionable clinical choices

To grade the strength of recommendations

- Empowers healthcare professionals and patients to decide which choices are the most important

To guide regulators and payers in making interventions available

To highlight areas where evidence is lacking

National Institute for Health and Care Excellence

- Established in April 1999
- Provides guidance to NHS England & Wales
- Multiple work streams or 'centres' producing guidance

Centre for Public Health Excellence

Guidance on topics
such as smoking
cessation and obesity

Centre for Clinical Practice

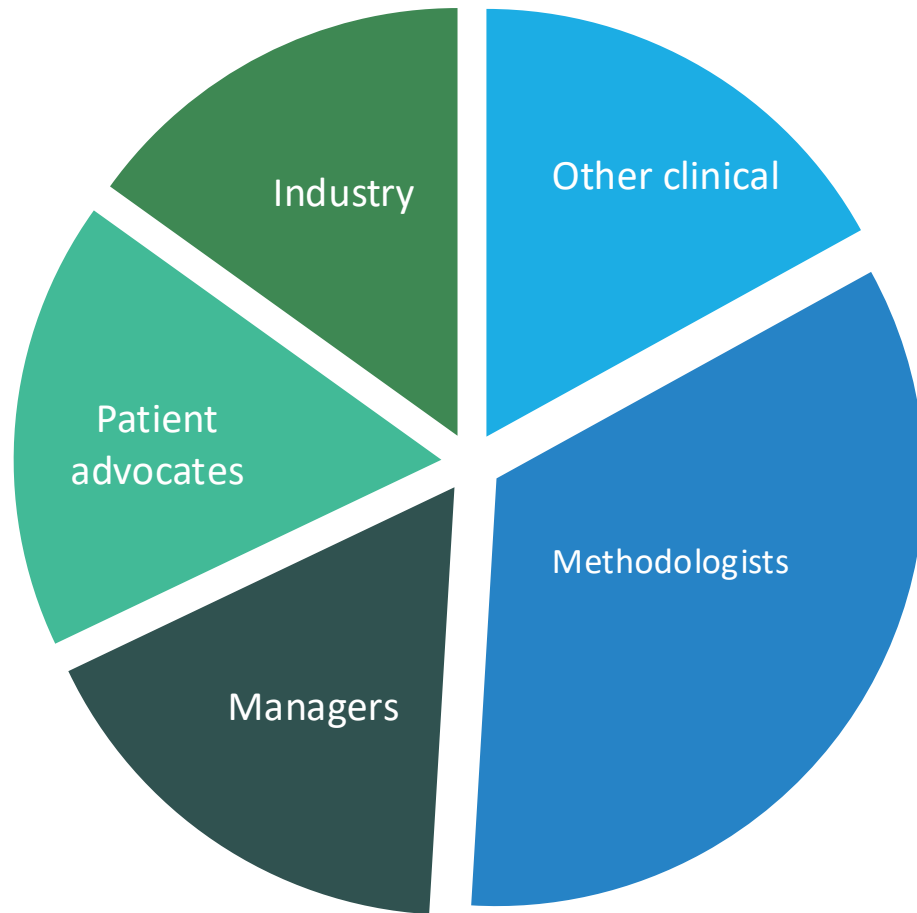
Clinical guidelines for
the management of
individual conditions,
e.g. diabetes

Centre for Health Technology Evaluation

Technology appraisals
Interventional procedure
guidance
Evaluation of medical
diagnostic technology and
'medical
technologies'/devices

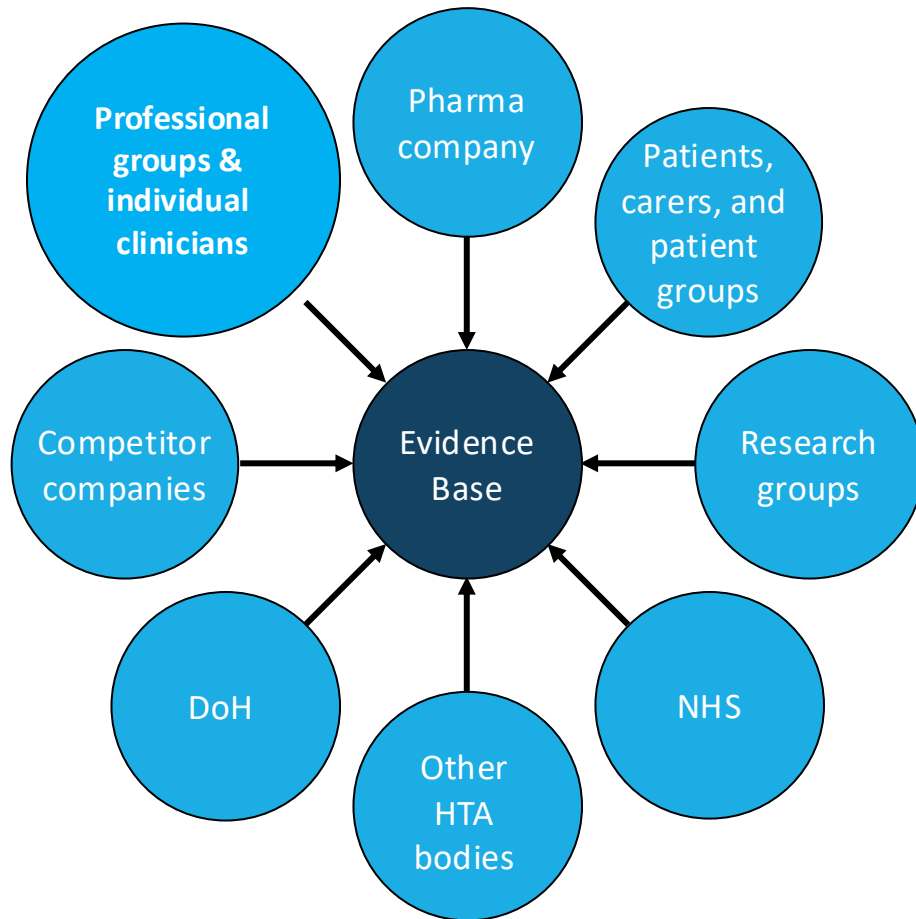
Who is 'the decision maker'?

Who sits on the Appraisal Committees?



Classification of Bryan et al. (2007); * NICE Website, June 2011

Multiple stakeholders provide critical evidence and commentary



Input from clinicians is critical:

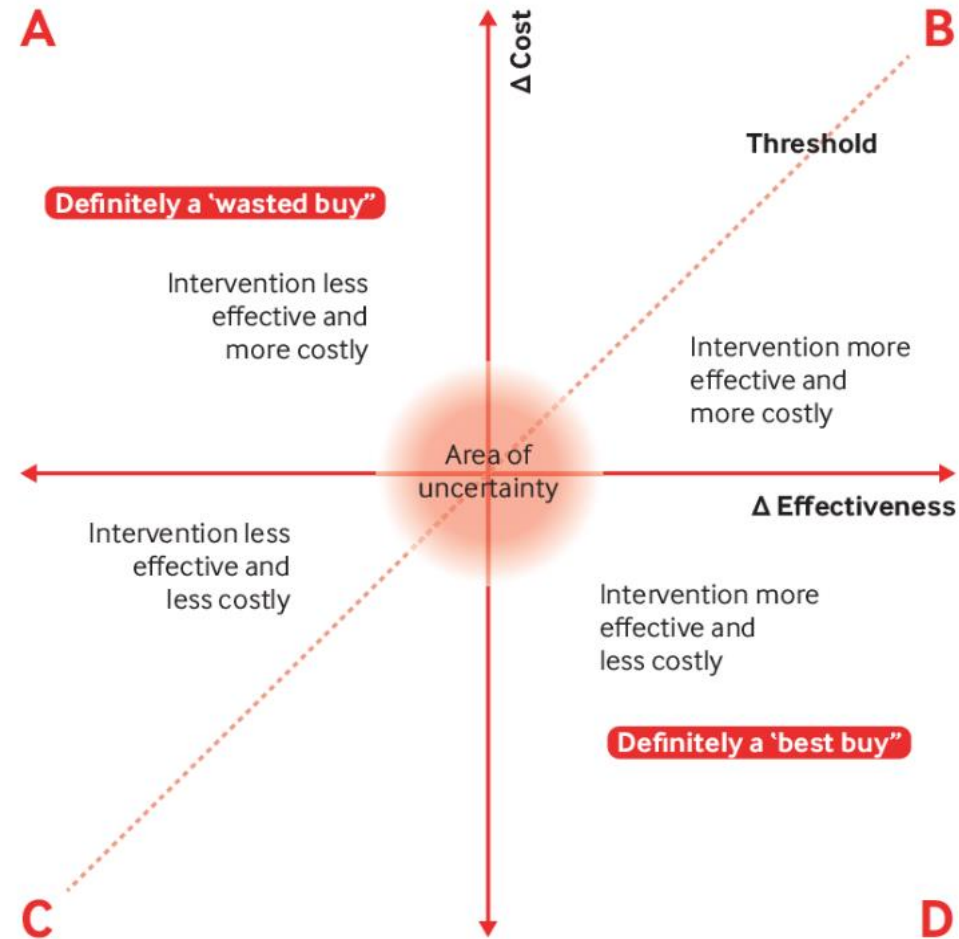
- Disease background (including epidemiology, natural disease history and patient subgroups)
- Current treatments ('comparator' technologies) and the likely role of the new technology
- Experience of use in routine practice, effectiveness and adverse events
- Impact on NHS service delivery, personnel and education, patients

Hierarchy of evidence

Level	Description
1++	High quality meta-analyses, systematic reviews of RCTs, or RCTs with a very low risk of bias
1+	Well conducted meta-analyses, systematic reviews of RCTs, or RCTs with a low risk of bias
1-	Meta-analyses, systematic reviews or RCTs, or RCTs with a high risk of bias
2++	High quality systematic reviews of case-control or cohort studies <i>or</i> High quality case-control or cohort studies with a very low risk of confounding, bias, or chance and a high probability that the relationship is causal
2+	Well conducted case-control or cohort studies with a low risk of confounding, bias, or chance and a moderate probability that the relationship is causal
2-	Case-control or cohort studies with a high risk of confounding, bias, or chance and a significant risk that the relationship is not causal
3	Non-analytic studies, e.g. case reports, case series
4	Expert opinion

How do we judge value-for-money?
How are costs and health effects drawn together?

Cost effectiveness paradigm

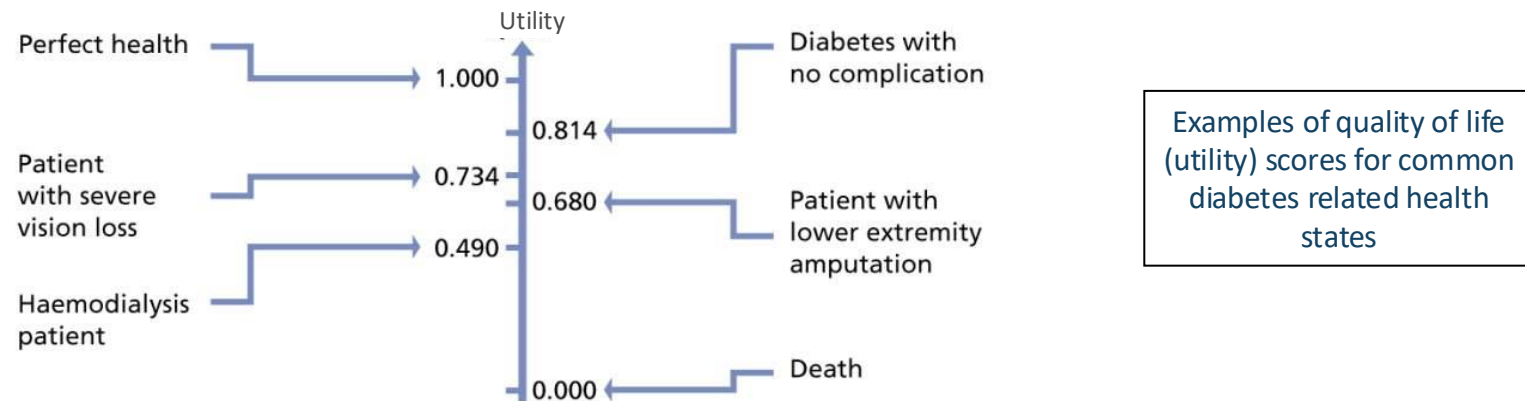


QoL values: examples

- From NICE evaluation of Lucentis
- Age-related macular degeneration
 - Full health (including sight) = 100%
 - Mild disease = 83%
 - Moderate disease = 73%
 - Severe disease = 57%

What is a QALY?

- A Quality Adjusted Life Year (QALY) is a factor of both the quality & quantity of life
- A QALY places a weight on time in different health states, and is a 'common currency' for comparing benefits gained from a variety of interventions on both quality of life and survival
- One QALY is the equivalent of one year in full health



- An example of a QALY calculation:

	New Drug	Existing Drug
Effectiveness	Gives an additional 2 years of life, at a utility of 0.8	Gives an additional 1.5 years of life, at a utility of 0.7
Total treatment costs	£25,000	£10,000
Total QALYs	$2 \times 0.8 = 1.6$	$1.5 \times 0.7 = 1.05$
Difference in QALYs	$1.6 - 1.05 = 0.55$	
Difference in costs	$£25,000 - £10,000 = £15,000$	
Cost per QALY	$£15,000 / 0.55 = £27,272$	

NICE Panel: Reviewing the evidence

What do the panel look at:

- Robustness of the evidence base (sufficient sample, more than one trial, broad inclusion criteria)
- Clinical trial design (pragmatic, prespecified SAP, attention to SAE)

Expectations:

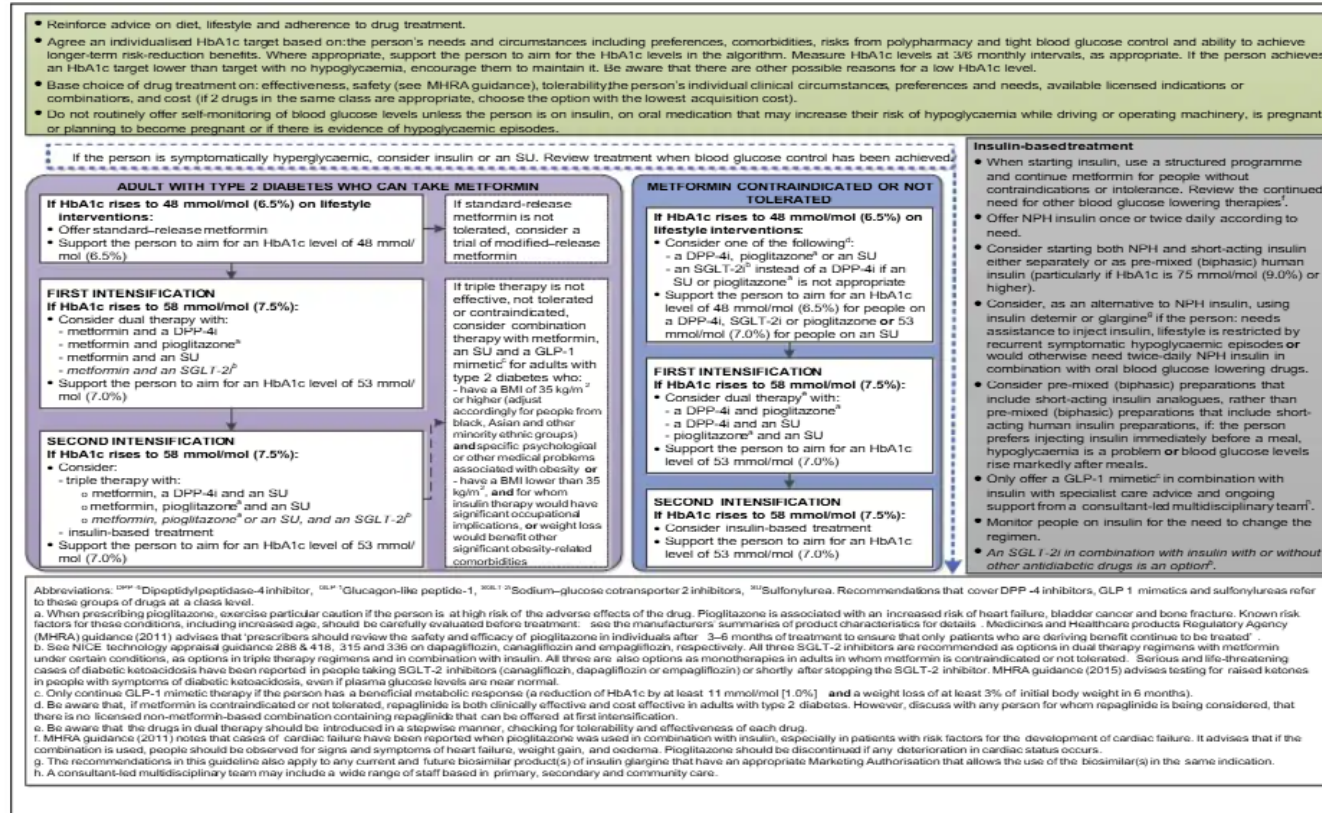
- Data quality
- Trial data summaries
- The economic model

Panel take Stakeholder comments into consideration

- Quality of comments
- Constructive, reasoned and considered

NICE guidelines 2015

Algorithm for blood glucose lowering therapy in adults with type 2 diabetes



Primarily tailored to NHS:

1. Core Focus and Philosophy

- ☐ Glucose management
- ☐ Ensuring treatments cost-effective within the NHS
- ☐ Step-wise approach

2. Treatment Sequence and Drug Choice

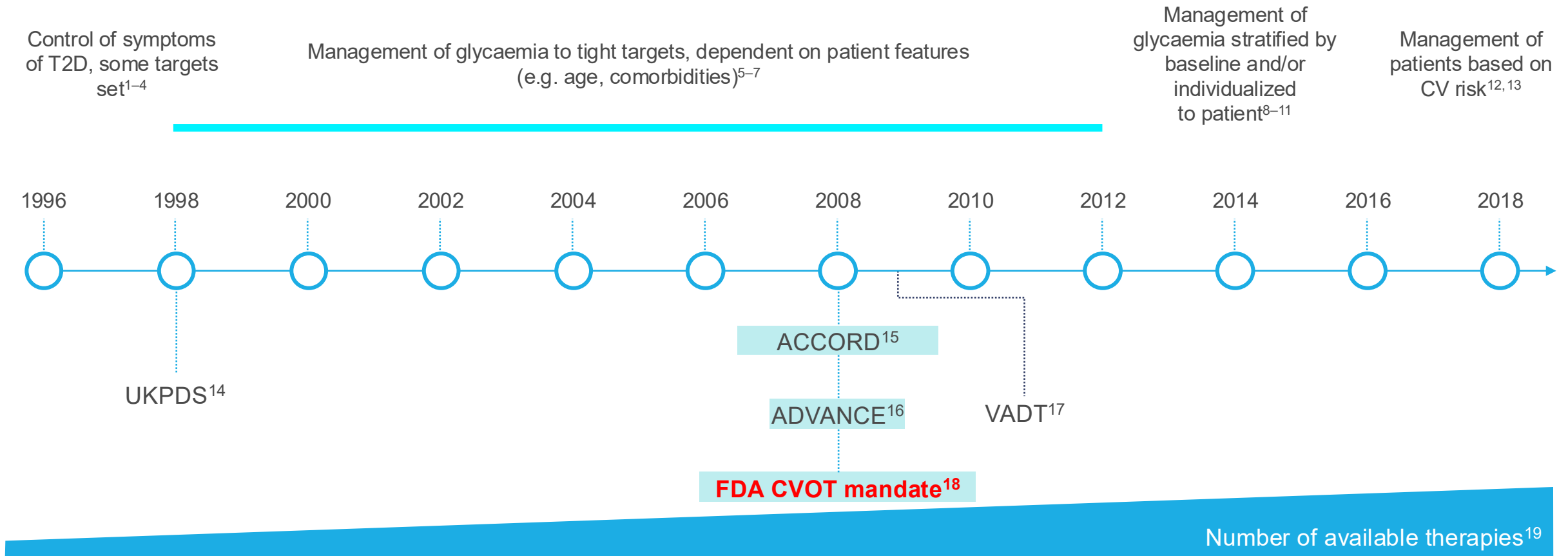
- ☐ First-Line: Metformin unless contraindicated
- ☐ Second-Line (After Metformin):
 - Sulfonylureas or DPP-4i
 - SGLT-2i and GLP-1RA: less favourable due to high costs

3. Patient Characteristics and Assessment

- ☐ Rigid criteria for certain medications (e.g. BMI for GLP-1RA)
- ☐ Recommended stopping drugs if a specific, high HbA1c reduction (e.g., 11 mmol/mol) not achieved within 6 months

The evolution of T2D glucose-lowering guidelines

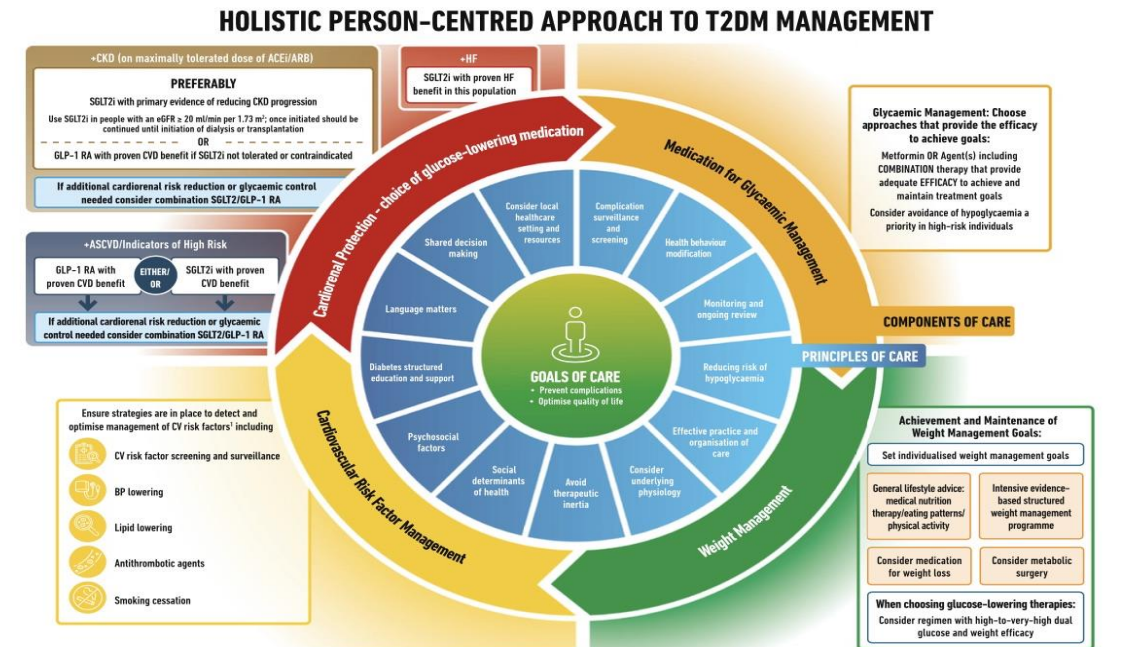
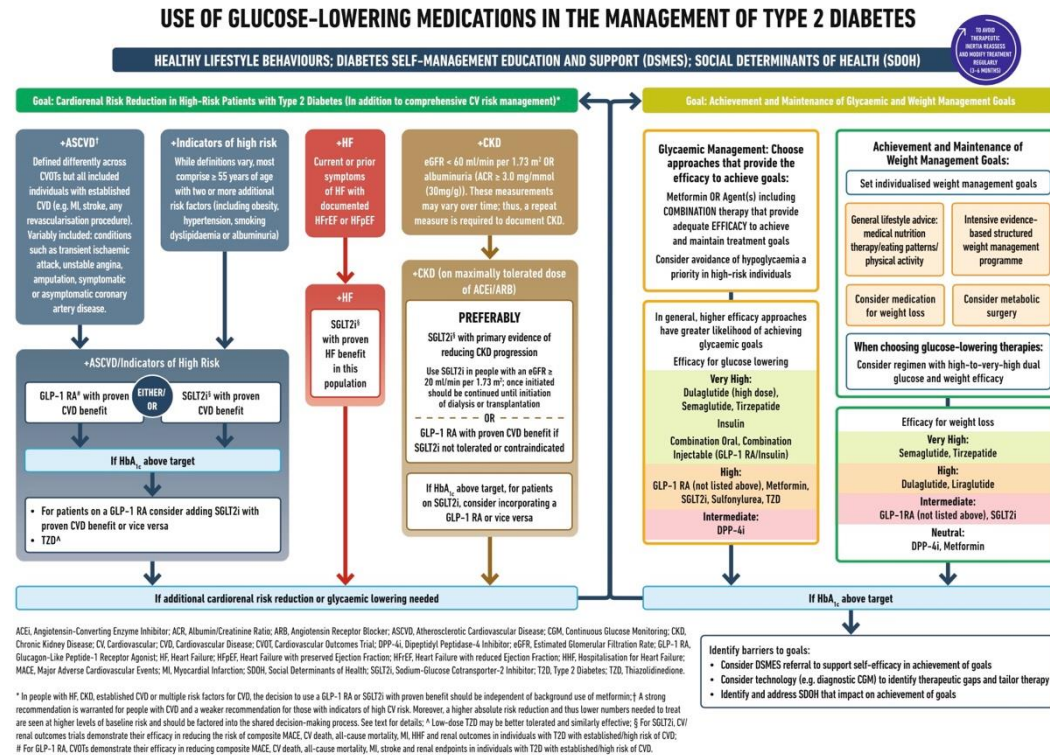
Transition in focus of care over time





Management of hyperglycaemia in type 2 diabetes, 2022. A consensus report by the American Diabetes Association (ADA) and the European Association for the Study of Diabetes (EASD)

Melanie J. Davies^{1,2} • Vanita R. Aroda³ • Billy S. Collins⁴ • Robert A. Gabbay⁵ • Jennifer Green⁶ • Nisa M. Maruthur⁷ • Sylvia E. Rosas⁸ • Stefano Del Prato⁹ • Chantal Mathieu¹⁰ • Geltrude Mingrone^{11,12,13} • Peter Rossing^{14,15} • Tsvetelina Tankova¹⁶ • Apostolos Tsapas^{17,18} • John B. Buse¹⁹



1 = American Diabetes Association Professional Practice Committee, 18. Cardiovascular Disease and Risk Management: Standards of Medical Care in Diabetes-2022, Diabetes Care, 2022 Jan 1;45(Suppl 1):S144-74.

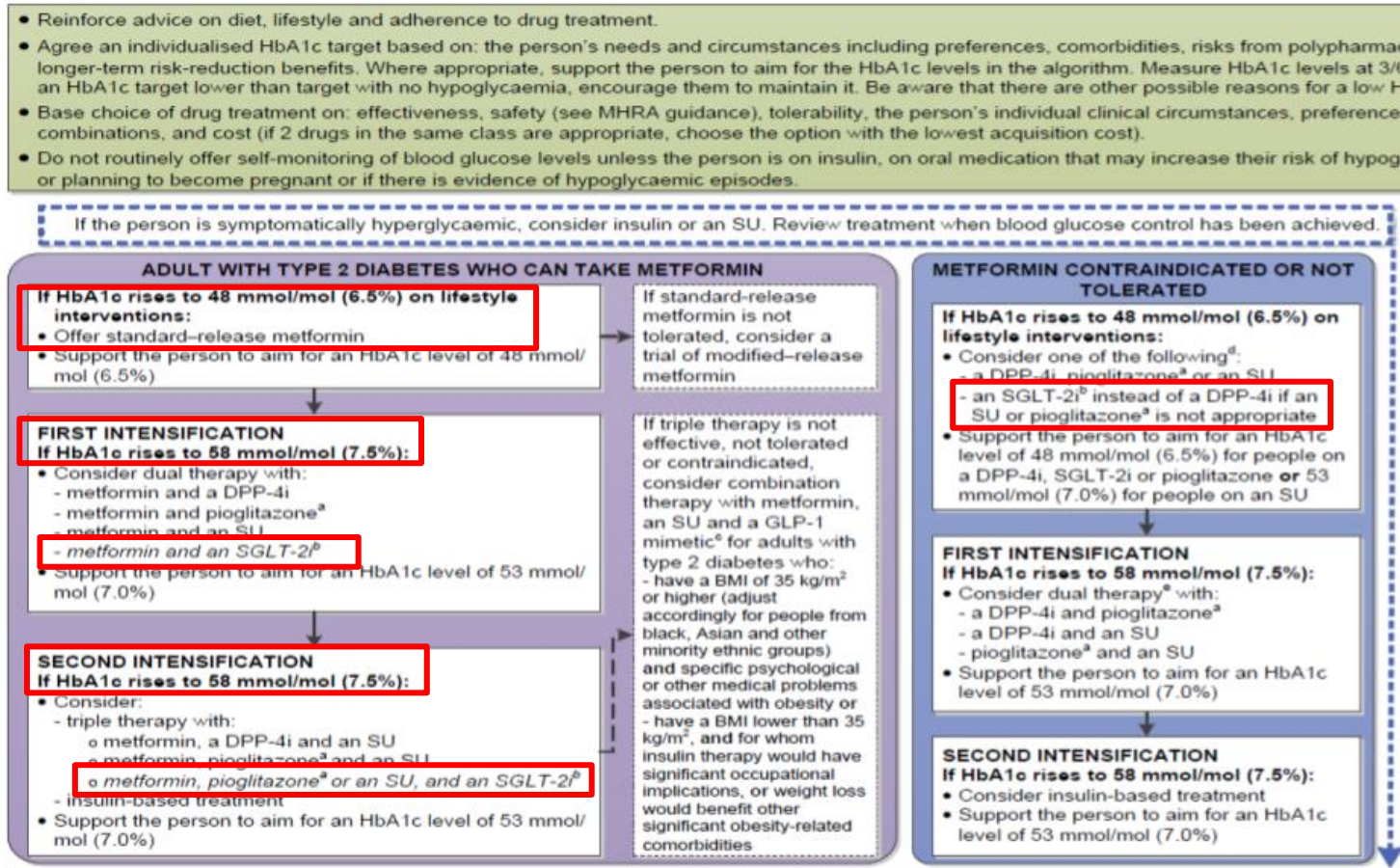
ACEi, Angiotensin-Converting Enzyme Inhibitor; ARB, Angiotensin Receptor Blockers; ASCVD, Atherosclerotic Cardiovascular Disease; BP, Blood Pressure; CKD, Chronic Kidney Disease; CV, Cardiovascular; eGFR, Estimated Glomerular Filtration Rate; GLP-1 RA, Glucagon-Like Peptide-1 Receptor Agonist; HF, Heart Failure; SGLT2i, Sodium-Glucose Cotransporter-2 Inhibitor; TZD, Type 2 Diabetes.

Fig. 4 Holistic person-centred approach to T2DM management

NICE guidelines (2015) vs EASD/ADA consensus

Feature	NICE Guidelines (UK)	EASD Guidelines (Intl.)
Primary Driver	Cost-effectiveness (NHS) & Step-wise control	Comorbidities & Personalized Risk-stratification
Philosophy	"One-size-fits-all" (traditional)	Individualized, patient-centered
Key Priority	Lowering HbA1c / Cost	Preventing cardiorenal complications
SGLT2i/GLP-1s	Second-line/Specific criteria	Early use (often second-line or sooner)
Discontinuation	Clear criteria (11 mmol/mol, 6 months)	No specific criteria; based on clinical judgment
Status	Legal/Systemic guidance for NHS	Expert consensus report

Previous 2015 NICE T2D guidelines were out of date, glucose focussed and very restrictive with respect to SGLT-2i



- Treatment change and intensification dictated by HbA1c only
- First line: only metformin
- SGLT-2i recommended for consideration:
 1. At first intensification, as dual therapy + metformin ONLY if SU contraindicated
 2. At second intensification, as triple therapy ONLY in combination with metformin, + SU
 3. When metformin is contraindicated/not tolerated instead of DPP-4i only if SU or pioglitazone is not appropriate

Updated NG28 guidelines were a significant move 'from glucose to risk' & place SGLT-2i as a cornerstone of diabetes disease management

How to choose first-line medicines

NICE National Institute for Health and Care Excellence

Rescue therapy

For symptomatic hyperglycaemia, consider insulin or a sulfonylurea and review when blood glucose control has been achieved.

First-line treatment

Assess HbA1c, cardiovascular risk and kidney function

For information on using SGLT2 inhibitors for people with type 2 diabetes and chronic kidney disease see the [section on diabetic kidney disease in the guideline](#).

Consider

- DPP-4 inhibitor ('gliptin')
- Pioglitazone
- Sulfonylurea

An SGLT2 inhibitor ('flozin') for some people:

- TA 390 Canagliflozin
- TA 390 Dapagliflozin
- TA 390 Empagliflozin
- TA 573 Ertugliflozin

NICE technology appraisals recommend SGLT2 inhibitors as monotherapy options in people:

- who cannot have metformin
- for whom diet and exercise alone do not provide adequate glycaemic control.

The SGLT2 inhibitors are recommended only if a dipeptidyl peptidase-4 (DPP-4) inhibitor would otherwise be prescribed and a sulfonylurea or pioglitazone is not appropriate. In February 2022, using SGLT2 inhibitors to reduce cardiovascular risk when blood glucose is well controlled was off label. See [NICE's information on prescribing medicines](#).

Not at high CVD risk

Offer

- Metformin
- Or if GI disturbance
- Metformin MR

If metformin is contraindicated

Offer

- SGLT2 inhibitor alone

Chronic heart failure or established atherosclerotic CVD

Offer

- Metformin
- or if GI disturbance
- Metformin MR
- and as soon as metformin tolerability is confirmed, offer
- SGLT2 inhibitor ('flozin') with proven cardiovascular benefit

If metformin is contraindicated

High risk of CVD
QRISK2 of 10% or higher

Offer

- Metformin
- or if GI disturbance
- Metformin MR
- and as soon as metformin tolerability is confirmed, consider
- SGLT2 inhibitor ('flozin') with proven cardiovascular benefit

Start metformin alone to assess tolerability before adding an SGLT2 inhibitor

If metformin is contraindicated

Consider

- SGLT2 inhibitor alone

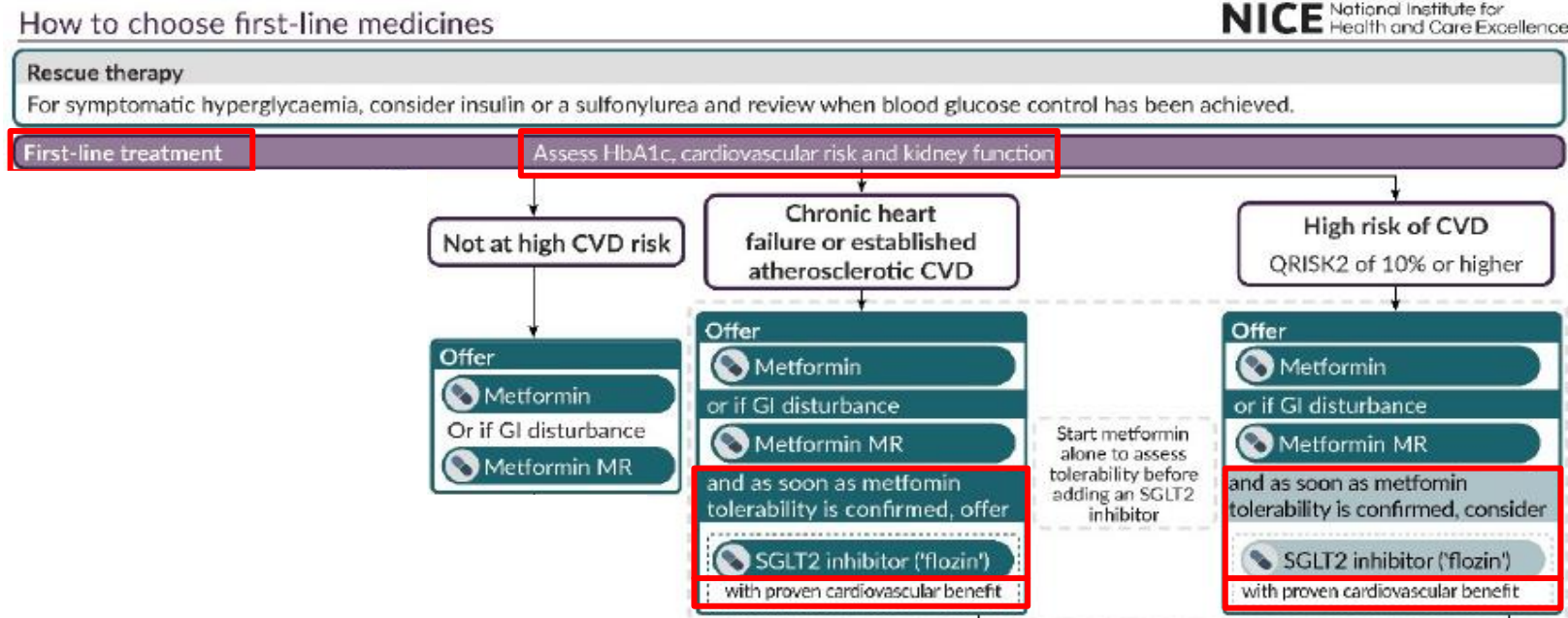
Person's HbA1c not controlled below individually agreed threshold, or the person develops CVD or a high risk of CVD

See [Treatment options if further interventions are needed](#)

Established atherosclerotic CVD includes coronary heart disease, acute coronary syndrome, previous myocardial infarction, stable angina, prior coronary or other revascularisation, cerebrovascular disease (ischaemic stroke and transient ischaemic attack) and peripheral arterial disease.

Published date: February 2022. This is a summary of the advice in the [NICE guideline on type 2 diabetes in adults: management](#). © NICE 2022. All rights reserved. Subject to [Notice of rights](#).

The updated guideline has several substantial and important changes vs the 2015 version



✓ Focus on comprehensive assessment and treatment from diagnosis

✓ Parallel assessment A1c, CV risk and kidney function

✓ SGLT-2i recommended as dual first line with metformin

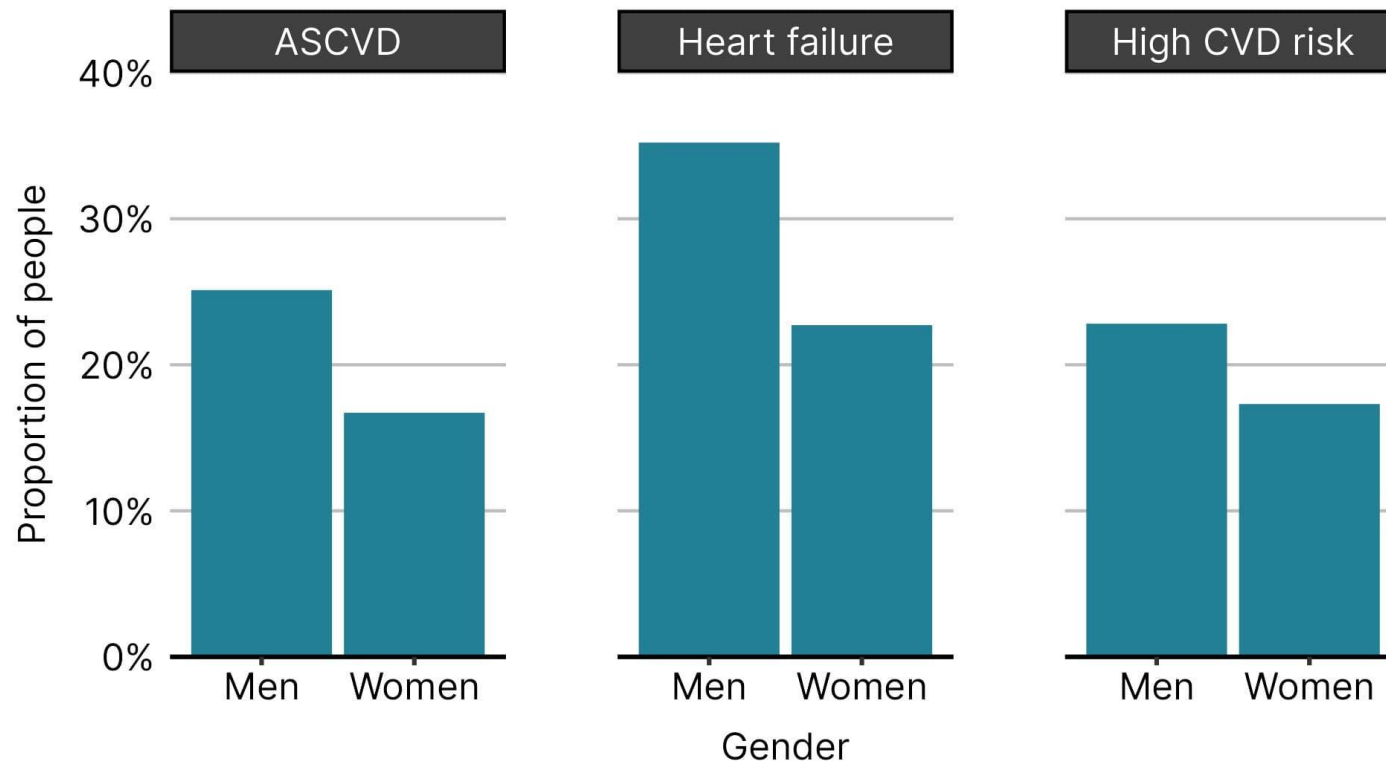
✓ SGLT-2i with proven CV benefit now recommended in >90% T2D pts

NICE analysis 2024

- Analysis of health records in England
- ~590,000 people
- Significant disparities in SGLT-2 inhibitor prescriptions for T2D in England
- **SGLT-2i not offered equitably across the UK**
- SGLT-2i under-prescribed:
 - Women
 - Older people
 - Black or Black British individuals
- Analysis of primary care data → proportion of people prescribed SGLT-2i low:
 - 1 in 5 people with co-morbid ASCVD/ at high risk of CVD had current prescription for SGLT-2i vs 1 in 3 pts with CHF

Inequality of access: Women less likely to have a current SGLT-2i prescription

Figure 2: Proportion of type 2 diabetes patients with an SGLT-2i prescription in England, by gender and comorbidity



Patients with co-morbid heart failure & current prescription:

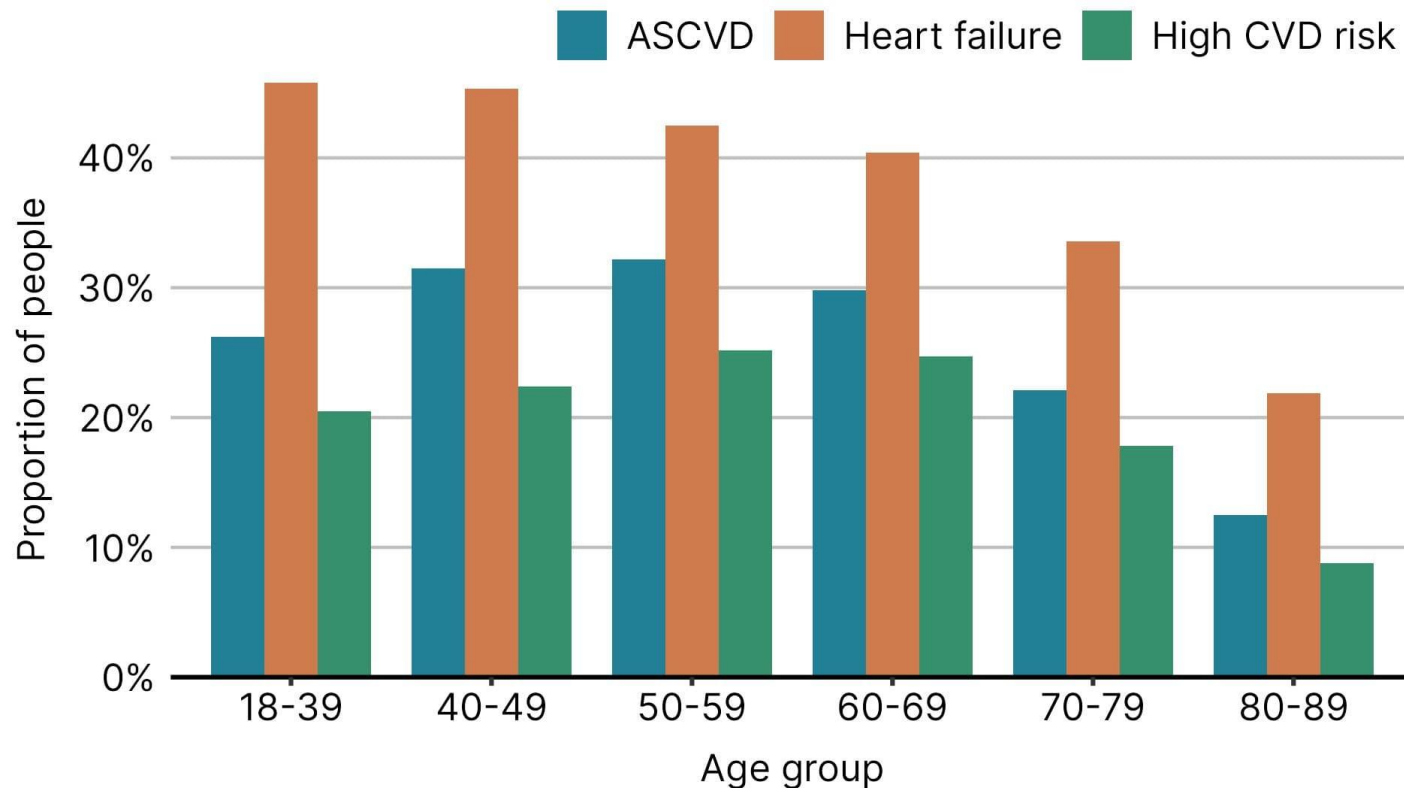
- 1 in 4 women (23%)
- 1 in 3 men (35%)

Similar pattern seen in women with ASCVD or high CVD risk

NB. UTIs & thrush/ Pregnancy & breast feeding which may contribute to lower use in women

Inequality of access: Older age groups less likely to have a current SGLT-2i prescription

Figure 1: Proportion of type 2 diabetes patients with an SGLT-2i prescription in England, by age group and comorbidity



People with ASCVD & current prescription:

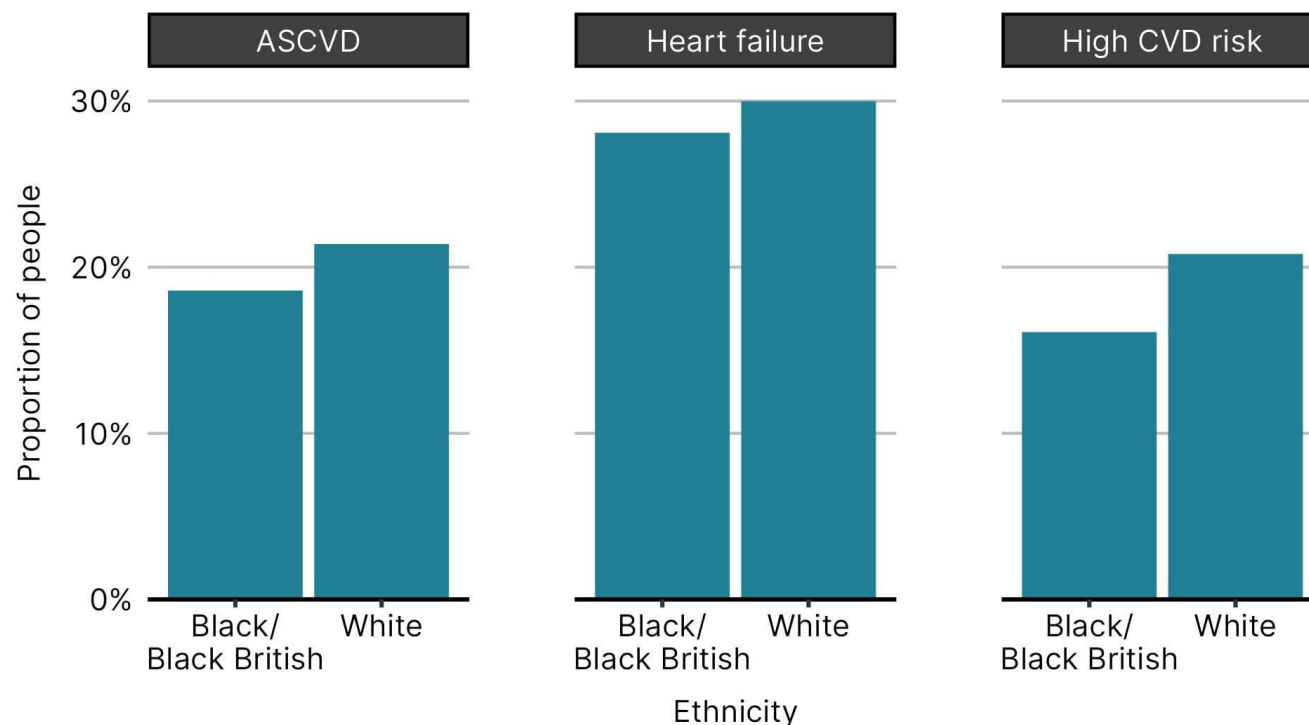
- 32% aged 50-59 yrs
- 13% aged 80-89 yrs

Similar age-related trends seen in people with heart failure or high CVD risk

NB. Polypharmacy/ resistance to switching

Inequality of access: Black or Black British less likely to have a current SGLT-2i prescription

Figure 3: Proportion of type 2 diabetes patients with an SGLT-2i prescription in England, by ethnicity and comorbidity



People with current prescription by gender

- Lower percentage Black/ Black British people vs
- White people had a prescription

All groups (ASCVD, CHF or high CVD risk)
Differences smaller than by age or gender

Patients with high CVD risk & current prescription:

- 16% Black/ Black British people
- 21% White people

Odds of receiving prescriptions with ASCVD lower by:

- 22% Black/ Black British people
- 15% Socioeconomically deprived

Update August 2025: Draft NICE NG28 guidelines

Type 2 diabetes in adults: choosing medicines for first line and further treatment

Type 2 diabetes in adults: choosing, reviewing and changing medicines

Diet and behaviour change advice

At each point reinforce advice about diet and behaviour change.

Involving people in medicine discussions

Discuss the benefits and risks of every medicine with adults with type 2 diabetes, and support them to make an informed decision about their treatment. Take into account the effectiveness of each medicine in terms of:

- metabolic response, and
- cardiovascular and renal protection.

If a person has more than one comorbidity (for example cardiovascular disease and obesity), make a shared decision with them about which comorbidity to prioritise when choosing medicines.

Reviewing medicines

When reviewing treatments, discuss all changes with the person with type 2 diabetes.

Optimise their current treatment regimen before changing treatments, taking into account factors such as:

- adverse effects
- adherence to existing medicines
- the need to revisit advice about diet and self-management
- prescribed doses and formulations.

If the person has reached their glycaemic and weight targets, consider continuing any medicines that have contributed to this.

Consider continuing SGLT-2 inhibitors for their cardiovascular or renal benefits, even if they do not help the person reach their glycaemic or weight targets.

Stop GLP-1 receptor agonists if:

- they do not help the person reach their glycaemic or weight targets, and
- the person does not have cardiovascular disease or early onset type 2 diabetes.

Do not offer a GLP-1 receptor agonist and a DPP-4 inhibitor together to treat type 2 diabetes.

People already on standard-release metformin

If standard-release metformin is effective and tolerated, continue its use.

If it is not tolerated, change to modified-release metformin.

Assess:

- cardiovascular status
- risk of developing cardiovascular disease in the future
- renal status
- for clinically significant frailty

Symptoms of hyperglycaemia at any stage?

- Consider insulin-based treatment or sulfonylurea
- Review when blood glucose within target range
- Concerns about adherence with standard-release metformin?
- Consider modified-release metformin

No relevant comorbidities

Offer:

- metformin and
- an SGLT-2 inhibitor

Metformin contraindicated or not tolerated?

Offer an SGLT-2 inhibitor

Further treatment needed to reach glycaemic targets?

Add a DPP-4 inhibitor

DPP-4 inhibitor contraindicated, not tolerated or not effective?

Offer:

- a sulfonylurea or
- pioglitazone or
- an insulin-based treatment

Obesity

Offer:

- metformin and
- an SGLT-2 inhibitor

Metformin contraindicated or not tolerated?

Offer an SGLT-2 inhibitor

Further treatment needed to reach glycaemic targets?

Consider adding a GLP-1 receptor agonist. If not already taking one and initial therapy started 3 months ago or more

Additional further treatment needed to reach glycaemic targets?

If the person is taking a GLP-1 receptor agonist, add:

- a sulfonylurea or
- pioglitazone or
- an insulin-based treatment

If a GLP-1 receptor agonist is contraindicated, not tolerated, not appropriate or not effective, add a DPP-4 inhibitor

DPP-4 inhibitor contraindicated, not tolerated or not effective?

Offer:

- a sulfonylurea or
- pioglitazone or
- an insulin-based treatment

Also see the NICE technology appraisal on tirzepatide

Chronic kidney disease

eGFR above 30 ml/min/1.73 m²
Offer:

- metformin and
- dapagliflozin or empagliflozin

Metformin contraindicated or not tolerated?

Offer either dapagliflozin or empagliflozin alone

eGFR from 20 up to 30 ml/min/1.73 m²
Offer either dapagliflozin or empagliflozin alone

eGFR below 20 ml/min/1.73 m²
Consider a DPP-4 inhibitor. DPP-4 inhibitor contraindicated, not tolerated or not effective? consider:

- pioglitazone or
- an insulin-based treatment

For guidance on managing other aspects of kidney disease in adults with type 2 diabetes, see NICE's guideline on chronic kidney disease

Further treatment needed to reach glycaemic targets?

Consider adding a DPP-4 inhibitor (if not already used)

DPP-4 inhibitor contraindicated, not tolerated, not effective or already being taken?

Consider adding:

- pioglitazone or
- a sulfonylurea (if eGFR above 30 ml/min/1.73 m²) or
- an insulin-based treatment

Early-onset type 2 diabetes

Offer:

- metformin and
- an SGLT-2 inhibitor

Metformin contraindicated or not tolerated?

Offer an SGLT-2 inhibitor

Consider adding a GLP-1 receptor agonist

Further treatment needed to reach glycaemic targets?

Consider adding a GLP-1 receptor agonist.

If the person is taking a GLP-1 receptor agonist, add:

- a sulfonylurea or
- pioglitazone or
- an insulin-based treatment

If a GLP-1 receptor agonist is contraindicated, not tolerated, not appropriate or not effective, add a DPP-4 inhibitor

DPP-4 inhibitor contraindicated, not tolerated or not effective?

Offer:

- a sulfonylurea or
- pioglitazone or
- an insulin-based treatment

Heart failure

Offer:

- metformin and
- an SGLT-2 inhibitor

Metformin contraindicated or not tolerated?

Offer an SGLT-2 inhibitor

Further treatment needed to reach weight management targets?

Consider adding subcutaneous semaglutide if:

- the person is living with obesity
- there are no concerns about frailty that may increase the risk of adverse events with the medicine
- they have a preserved ejection fraction

Further treatment needed to reach glycaemic targets?

Add:

- a sulfonylurea or
- an insulin-based treatment

Atherosclerotic cardiovascular disease

Offer:

- metformin and
- an SGLT-2 inhibitor and
- subcutaneous semaglutide

Metformin contraindicated or not tolerated?

Offer:

- an SGLT-2 inhibitor and
- subcutaneous semaglutide

Further treatment needed to reach glycaemic targets?

Add:

- a sulfonylurea or
- pioglitazone or
- an insulin-based treatment

Person develops atherosclerotic cardiovascular disease after starting initial treatment?

Add subcutaneous semaglutide

Further treatment needed to reach glycaemic targets?

Add:

- a sulfonylurea or
- pioglitazone or
- an insulin-based treatment

Medicines that are suitable for people with some comorbidities may not be suitable for people with other comorbidities shown on this diagram. See NICE's information on prescribing medicines.

Frailty

If level of frailty places the person at risk of adverse events from SGLT-2 inhibitors
Consider metformin alone
Consider medication review (see medication review box)

Metformin contraindicated or not tolerated?

Consider a DPP-4 inhibitor
Consider medication review (see medication review box)

Medication review
Consider reviewing the person's overall diabetes treatment plan to ensure that they are taking the smallest effective number of medications, at the lowest effective dosage

Further treatment needed to reach glycaemic targets?

Consider adding a DPP-4 inhibitor (if not already used)

DPP-4 inhibitor contraindicated, not tolerated, not effective or already being taken?

Offer:

- pioglitazone or
- a sulfonylurea or
- an insulin-based treatment

Take into account the risk of hypoglycaemia and falls with sulfonylureas and insulins

Atherosclerotic cardiovascular disease develops after starting initial treatment

NICE National Institute for Health and Care Excellence

This diagram covers only part of the guideline content. For full details, see NG28 Type 2 diabetes in adults: management. © NICE 2025. All rights reserved. Subject to Notice of rights. Last updated July 2025. ISBN XXX-X-XXXX-XXXX-X.

Update August 2025: Draft NICE NG28 guidelines

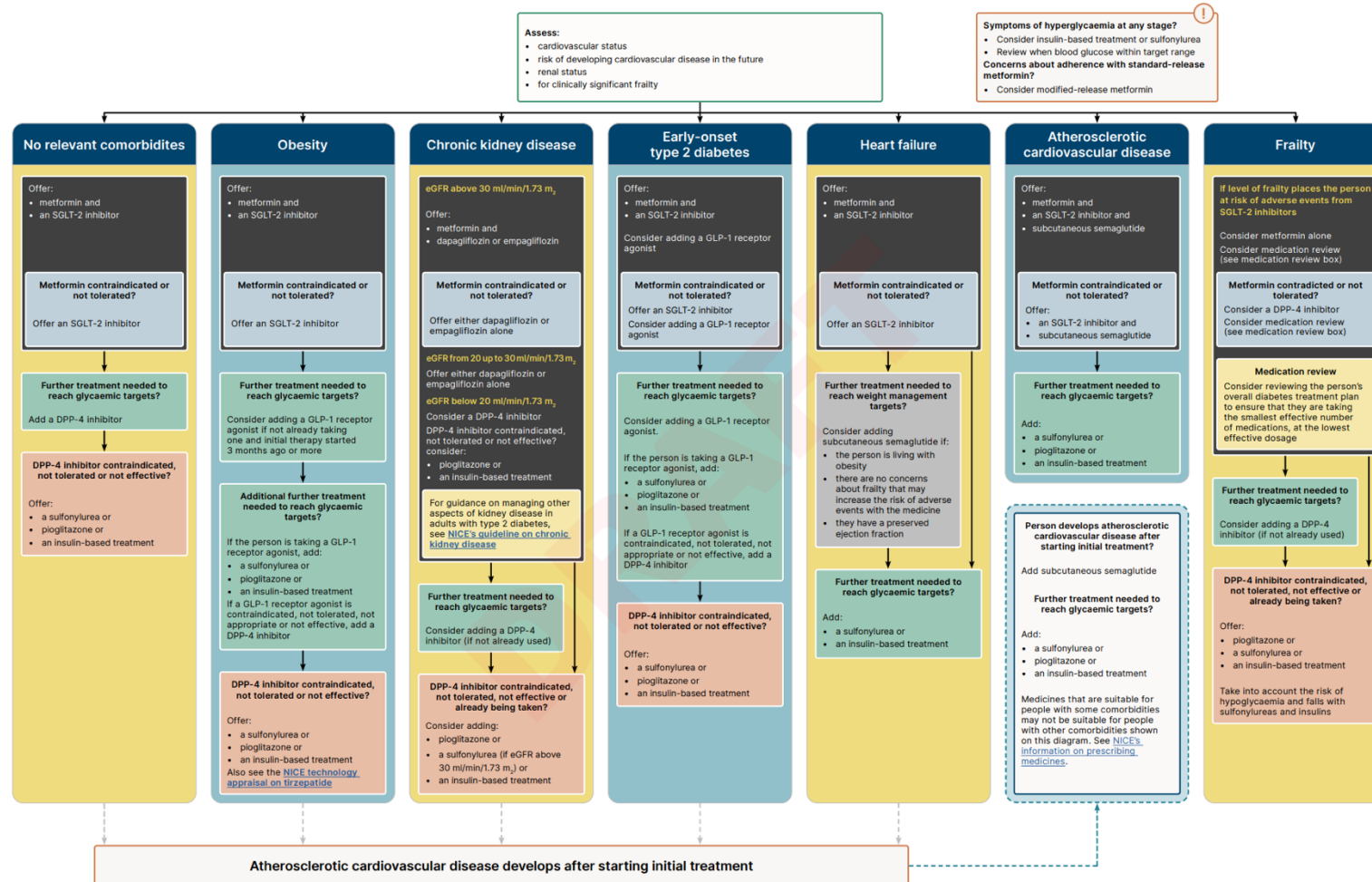
- Draft guideline introduces different treatment approaches based on:
 - Patient characteristics
 - Co-morbidities
- Shift towards a more personalised approach
- Moves away from a 'one-size-fits-all' approach
- Aligns closer with international (EASD) guidelines
- Aligns with NHS 10-Year Health Plan: shift from treatment to prevention

Type 2 diabetes in adults: choosing, reviewing and changing medicines

Diet and behaviour change advice
At each point reinforce advice about diet and behaviour change.
Involving people in medicine discussions
Discuss the benefits and risks of every medicine with adults with type 2 diabetes, and support them to make an informed decision about their treatment. Take into account the effectiveness of each medicine in terms of: <ul style="list-style-type: none">• metabolic response, and• cardiovascular and renal protection. If a person has more than one comorbidity (for example cardiovascular disease and obesity), make a shared decision with them about which comorbidity to prioritise when choosing medicines.
Reviewing medicines
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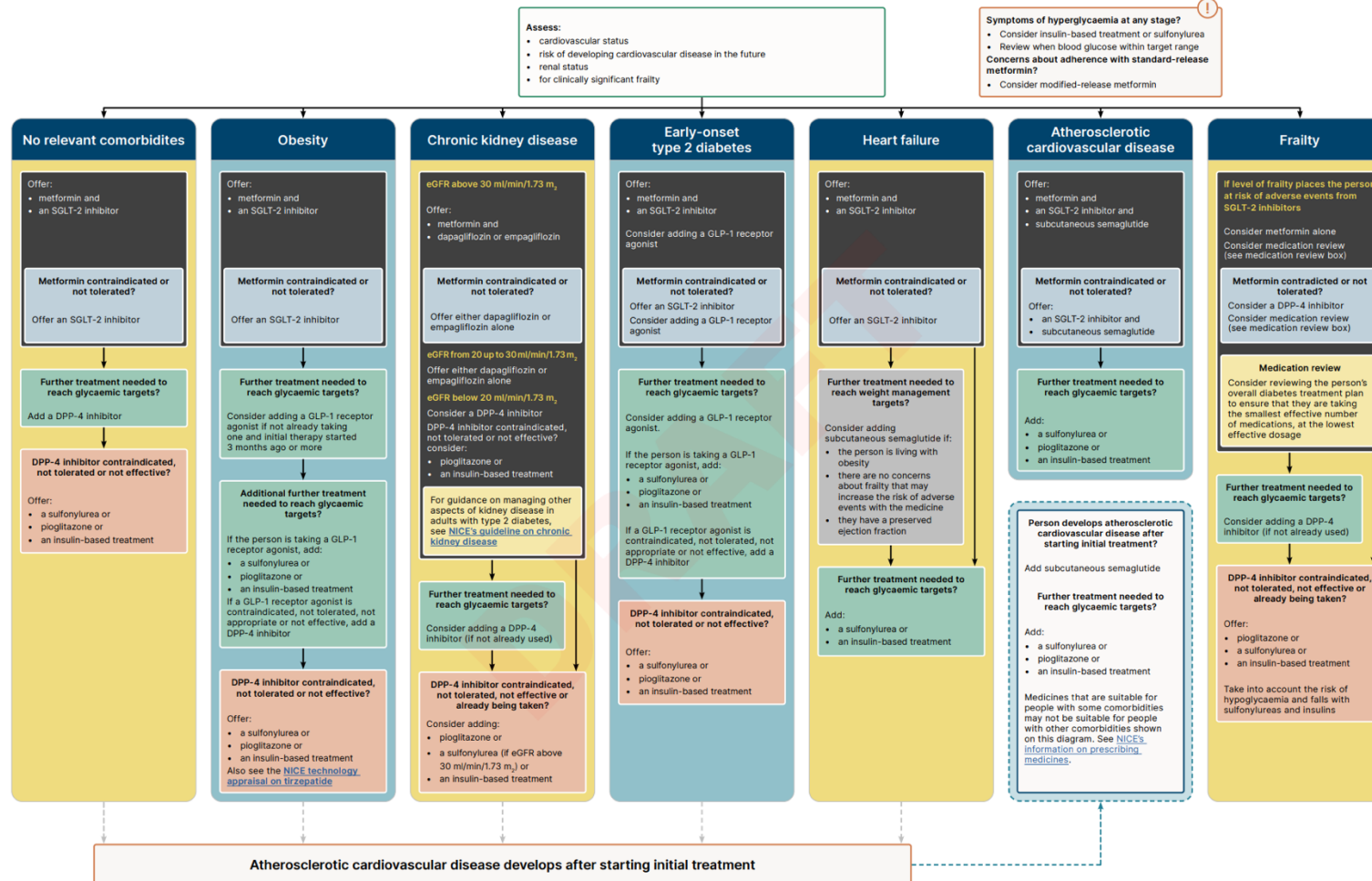
Type 2 diabetes in adults: choosing medicines for first line and further treatment



- SGLT-2i moved from 2nd → 1st choice treatment
- SGLT-2i: joint 1st line treatment + Metformin
- Metformin intolerant → commence SGLT-2i alone
- More patients benefit from GLP-1RA

Update August 2025: Draft NICE NG28 guidelines

Type 2 diabetes in adults: choosing medicines for first line and further treatment



- **Adults with cardiovascular disease:**
 - triple therapy including GLP-1RA
- **Adults with early onset T2D:**
 - dual therapy before GLP-1RA considered
- **People living with obesity:**
 - specific treatment combinations
- **People with DKD:**
 - tailored recommendations based on renal function
- **Adults with frailty:**
 - considered for metformin alone initially

Professor Jonathan Benger
NICE deputy chief executive and chief medical officer

“This represents a significant evolution in how we approach type 2 diabetes treatment. We're moving beyond simply managing blood sugar to taking a holistic view of a person's health, particularly their cardiovascular and kidney health”

NICE National Institute for
Health and Care Excellence

Thank you

ANY QUESTIONS?

