



Partnership for
Quality Measurement

Introduction to PQM and the Endorsement & Maintenance Process

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June 30, 2023

The information has been funded in whole or in part with Federal funds from the *Centers for Medicare & Medicaid Services* under *Contract Number 75FCMC23C0010* and must not be disseminated, distributed, or copied to persons not authorized to receive the information. Unauthorized disclosure may result in prosecution to the full extent of the law.

Meet the Leadership Team



Nicole Brennan | Executive Director



- Provides strategic and operational oversight.
- 20+ years healthcare, public health and quality experience

Brenna Rabel | Deputy Director



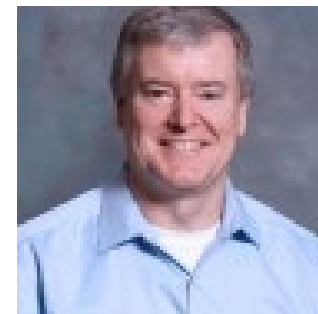
- Facilitates collaboration across E&M, PRMR & MSR, and CQMC to ensure consistency & excellence in CBE activities
- 10+ years healthcare, public health & quality experience

Matthew Pickering | E&M Technical Lead



- Oversees endorsement & management processes
- 10+ years quality experience

Jeff Geppert | Senior Research Leader



- Leads Measurement Science team for E&M
- 25+ years measurement science, healthcare & quality experience

Agenda



- Introduction to Battelle Memorial Institute (Battelle) and the Partnership for Quality Measurement (PQM)TM
- Introducing the New Endorsement and Maintenance (E&M) Process
 - Key Changes and Timelines
 - E&M Committees and Structure
 - Process for Measure Developers
- Review PQM engagement opportunities
- Questions and Open Discussion

Key Enhancements to the E&M Process



Repurposing the Scientific Methods Panel to Advance Measure Science



Conducting the Pre-evaluation Public Commenting Concurrently with Staff Assessments



Leveraging the Novel Hybrid Delphi and Nominal Groups Technique



Streamlining the number of committees reviewing the measures



Retiring the Consensus Standards Approval Committee



Establishing a More Robust and Transparent Appeals Process

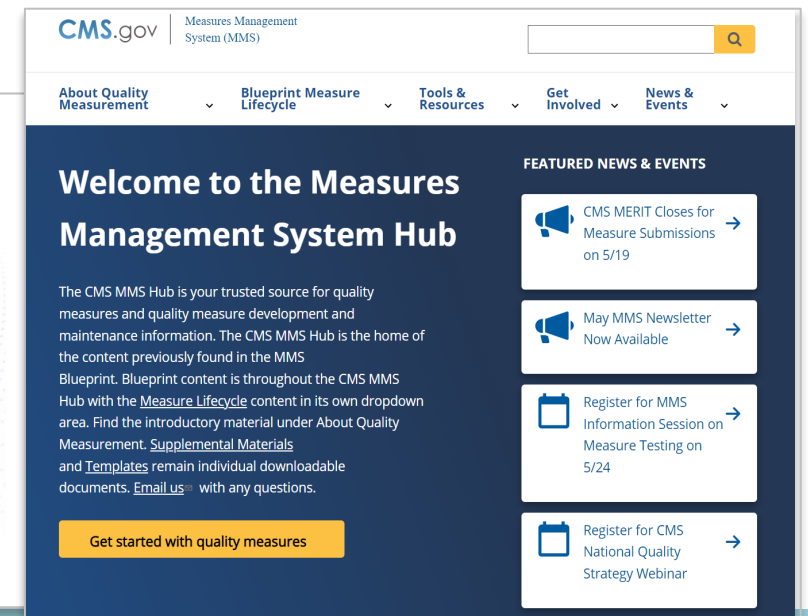
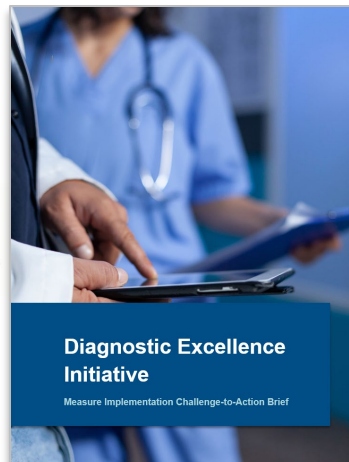
Introduction to Battelle and PQM



Battelle & Health Care Quality



- Battelle is the world's largest, independent, nonprofit, applied science and technology organization
- Over 20 years of contributions and leadership in the science of health care quality measurement
 - Centers for Medicare & Medicaid Services (CMS) Measures Management System
 - CMS Blueprint
 - AHRQ contracts
 - Gordon and Betty Moore Foundation



Battelle as a Consensus-Based Entity



CMS certified consensus-based entity (CBE)



Awarded CMS National Consensus Development and Strategic Planning for Health Care Quality Measurement contract in 2023

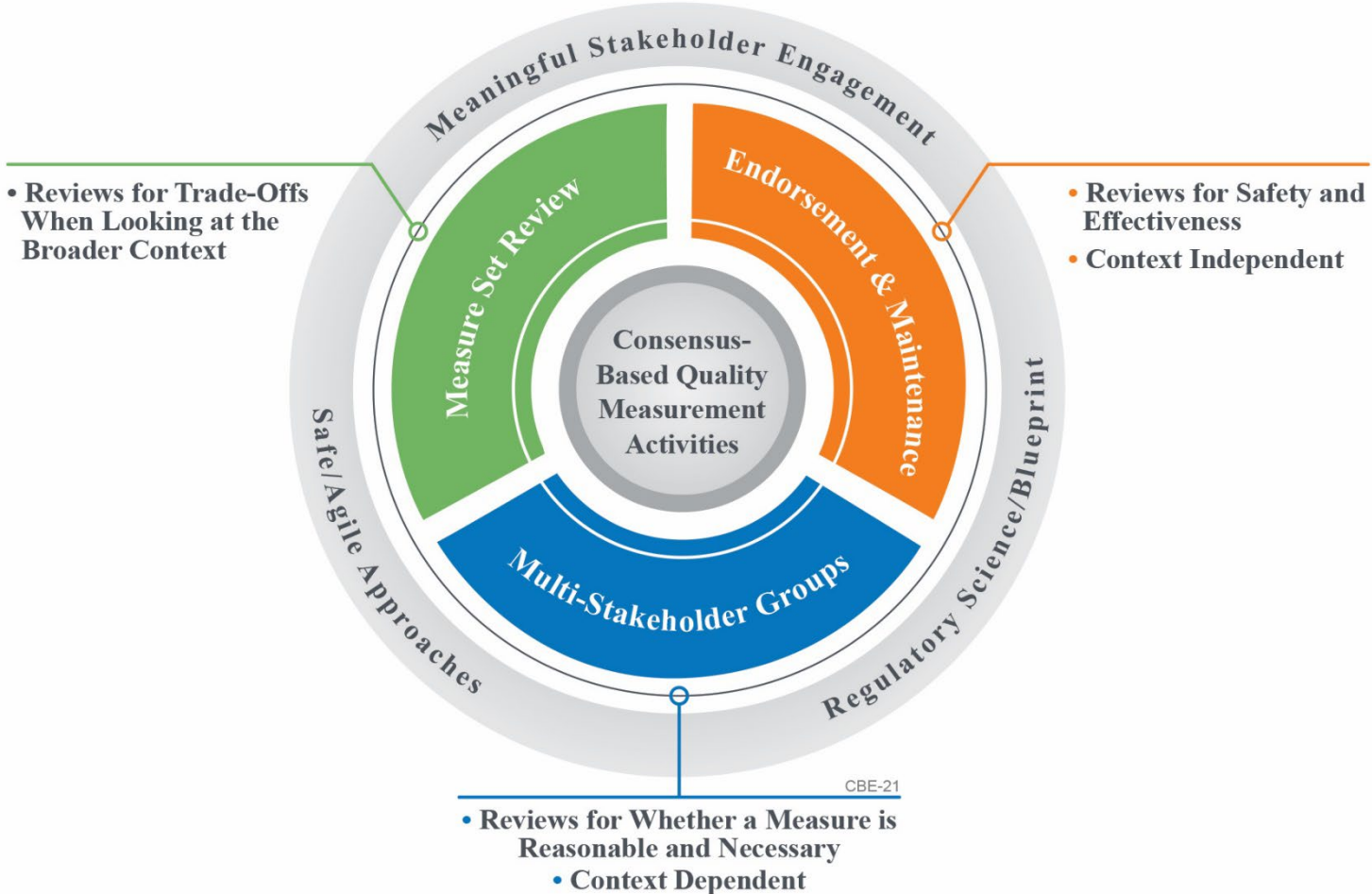
Partnership for Quality Measurement

Powered by Battelle



- **Who we are:** Partnership of members across the health care & quality landscape interested in promoting meaningful quality measurement.
- **Vision:** The quality measure endorsement process should be reliable, transparent, attainable, equitable, and most of all, meaningful.
- **Approach:** Ensure that there are informed and thoughtful endorsement reviews of qualified measures by conducting a consensus-based process involving a variety of experts - clinicians, patients, measure experts, and health information technology specialists.

Elements of an effective CBE



Introducing the New E&M Process

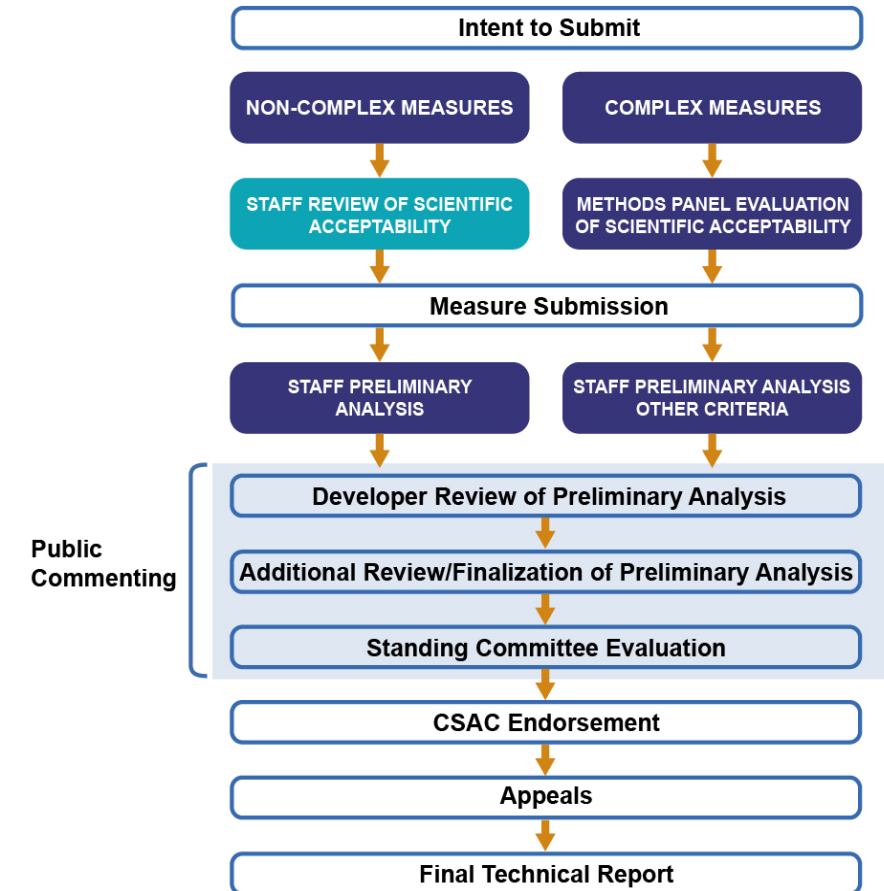
Starting Fall 2023



Previous Process

- Two cycles (Fall and Spring)
- Nine- to 12-month process
- 14 topical standing committees
- Scientific Methods Panel (SMP)
- Consensus Standards Approval Committee (CSAC)

Measure Evaluation Workflow



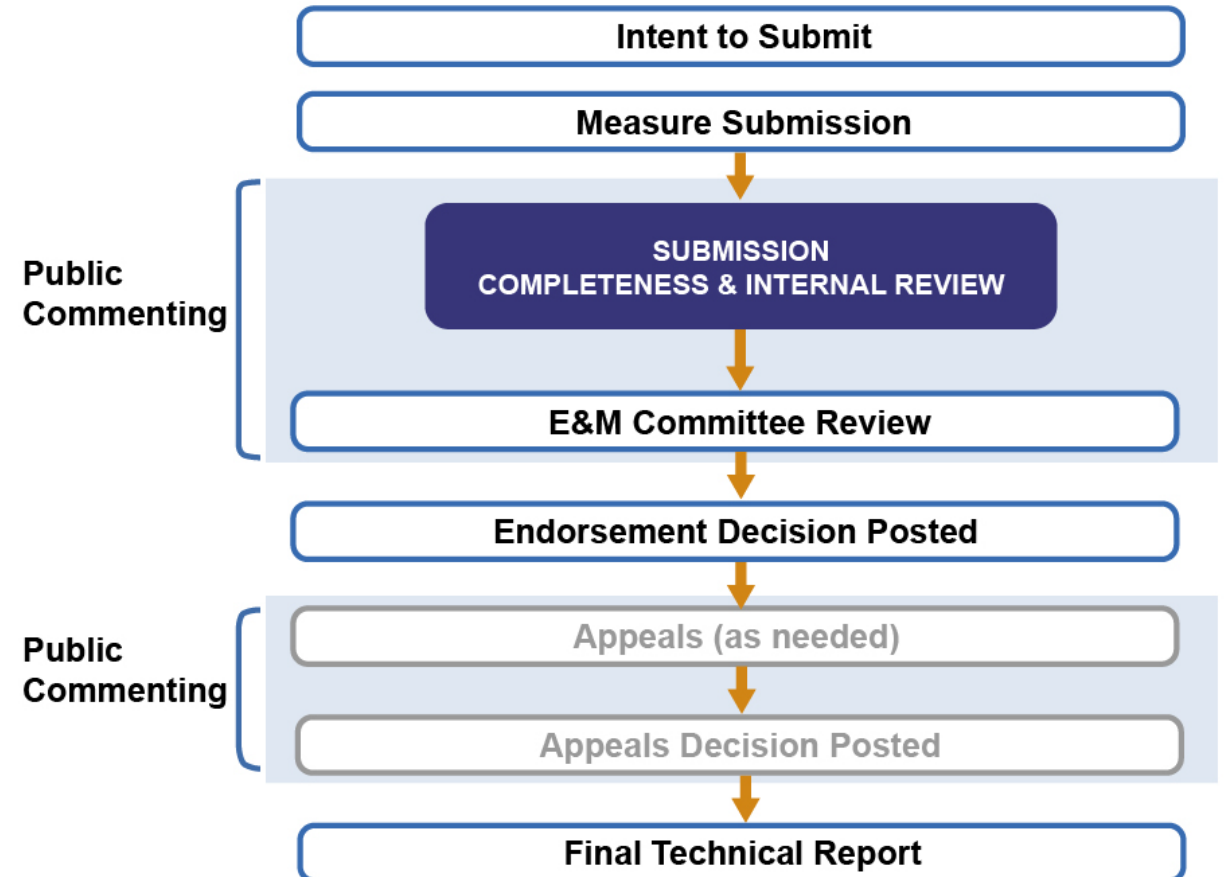
New E&M Process



Battelle will use an E&M process that:

- Builds & learns from the prior CBE processes
- Allows E&M decision-making in 6 months from the Intent to Submit deadline until the end of the project (i.e., through the end of appeal proceedings).
- Streamlines the number of committees reviewing the measures.
- Creates a more standardized process across all committees.

Measure Evaluation Workflow



Previous Process vs. New Process



Months	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10	11	12
November (Fall) Measure Review Cycle																				
Intent to Submit Deadlines				●																
Scientific Method Panel	■																			
Measure Submissions Deadlines																				●
Staff Review																				
Committee Evaluation																				
Commenting																				
Post-Comment Review																				
Endorsement Decision																				
Appeals																				

	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Fall Measure Review Cycle							
Rolling Intent to Submit Deadlines*		●					●
Measure Submitted via Portal			●				
Submission Completeness and Scientific Acceptability Review			●				
Internal Review							
Public Comment							
Endorsement Committee Review							
Endorsement Decision Posted							
Appeals (as needed)							

*Accepted year-round, 1 month ahead of measure submission

New E&M Process

Continued, 1



- E&M review conducted twice annually (Fall and Spring)
- To achieve a 6-month E&M process while maintaining high standards for transparency and rigor, Battelle has enacted several key enhancements.

	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
	Fall Measure Review Cycle							Spring Measure Review Cycle					
Rolling Intent to Submit Deadlines*		●						●					
Measure Submitted via Portal			●						●				
Submission Completeness and Scientific Acceptability Review			●						●				
Internal Review			■						■				
Public Comment				■						■			
Endorsement Committee Review					■						■		
Endorsement Decision Posted						●	●					●	●
Appeals (as needed)							■					■	

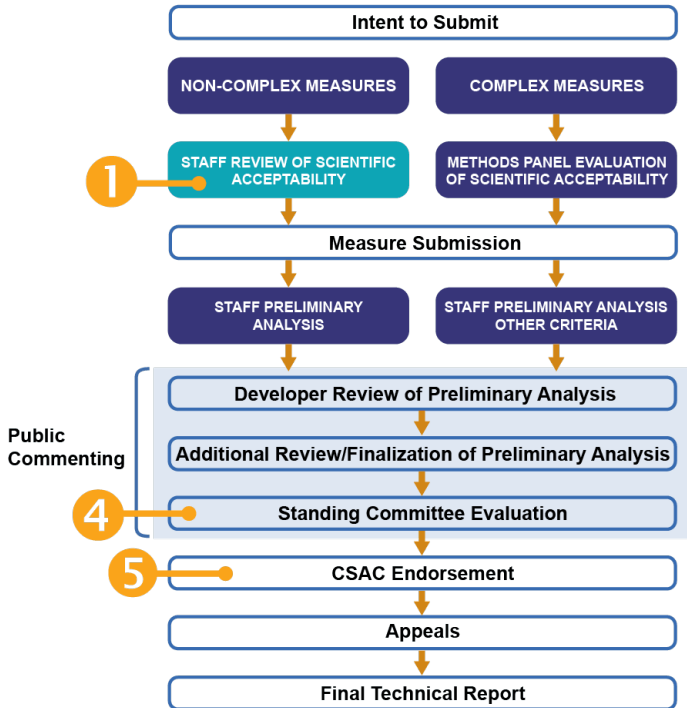
*Accepted year-round, 1 month ahead of measure submission

Key Enhancements



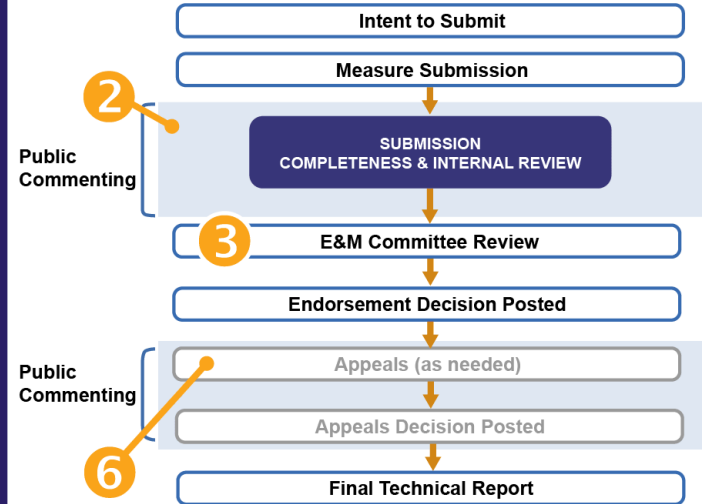
Current

Measure Evaluation Workflow



Enhanced Process

Measure Evaluation Workflow



1. Repurposing the SMP to Advance Measure Science
2. Conducting the Pre-evaluation Public Commenting Concurrently with Staff Assessments
3. Leveraging the Novel Hybrid Delphi and Nominal Groups (NHDNG) Technique
4. Streamlining the number of committees reviewing the measures
5. Retiring the Consensus Standards Approval Committee
6. Establishing a More Robust and Transparent Appeals Process

1. Repurposing the SMP to Advance Measure Science



2. Concurrent Pre-Evaluation Public Comment Period



Proposed change:

- Conduct pre-evaluation public commenting concurrent with staff internal review

Enhancement:

- Pre-evaluation public comment happens earlier in the process, allowing for the compilation and synthesis of comments to be integrated into the discussion of the E&M committee, before members make their final endorsement decisions about the measure(s).

Next steps:

- Publicize measures available for public comment among interested parties

3. Leveraging the NHDNG Technique



Proposed change:

- Implement the Novel Hybrid Delphi and Nominal Groups Technique

4. Streamlining the Number of Committees



Proposed change:

- Reduction in number of standing committees for E&M to fewer, more generalized committees

5. Retiring the CSAC



Proposed change:

- Retire the CSAC and empower E&M committees to increase patient and consumer voices in the process

6. Establishing a Robust Appeals Process



E&M Committees



E&M Committee Overview



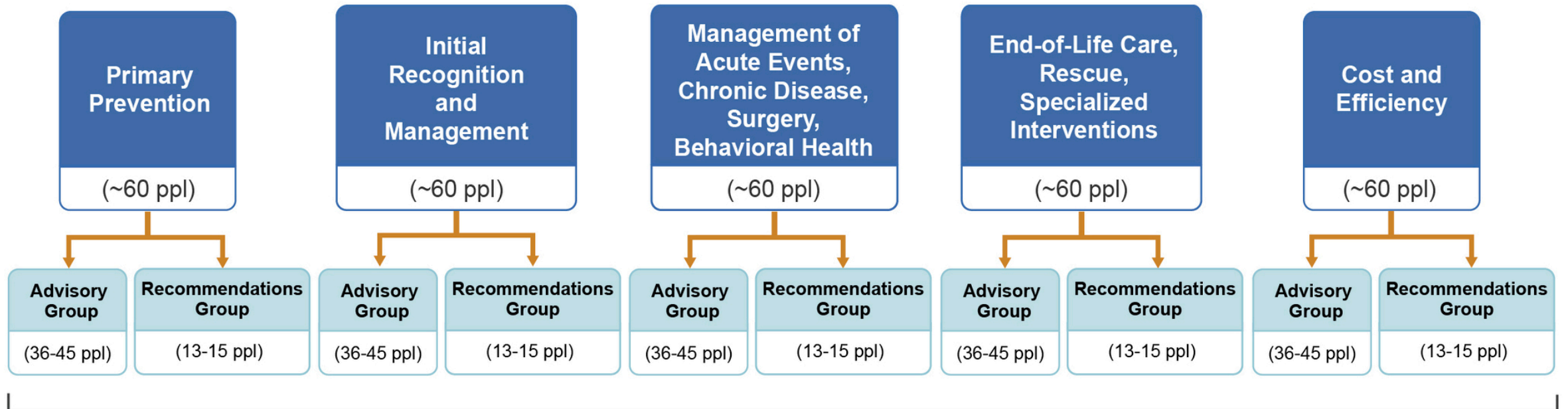
Previous E&M Committees: 14

- All-Cause Admission and Readmissions
- Behavioral Health and Substance Use
- Cancer
- Cardiovascular
- Cost and Efficiency
- Geriatric and Palliative Care
- Neurology
- Patient Experience and Function
- Patient Safety
- Perinatal and Women's Health
- Prevention and Population Health
- Primary Care and Chronic Illness
- Renal
- Surgery

New E&M Committees: 5

- Primary Prevention
- Initial Recognition and Management
- Management of Acute Events, Chronic Disease, Surgery, Behavioral Health
- End-of-Life Care, Rescue, Specialized Interventions
- Cost and Efficiency

E&M Committee Structure



- Advisory and Recommendations Groups provide individual preliminary reviews in advance of Endorsement Meeting
- Recommendations Group meets to review and discuss areas of non-consensus based on independent preliminary reviews and public comment
 - Both Groups vote on final endorsement decision

Advisory and Recommendations Groups



Advisory (Delphi) Group

- Members in this group **review and provide ratings and written recommendations on measures** prior to the Recommendations Group endorsement meeting.
- These inputs ensure that a larger number of voices contribute to the consensus-building process.
- The Advisory Group members **attend the Recommendations Group endorsement meeting** to listen to the Recommendations Group discussions and to **vote on endorsement decisions for measures** at the end of the meeting.

Recommendations (Nominal) Group

- Members in this group also **review and provide ratings and written recommendations on measures** prior to the Recommendations Group endorsement meeting.
- **Areas of disagreement** (i.e., lack of consensus) identified from the initial measure ratings from both groups will **inform the Recommendations Group discussions during the endorsement meeting**.
- Recommendations Group members will also **vote on endorsement decisions of measures** at the end of the meeting.

E&M Committee Composition

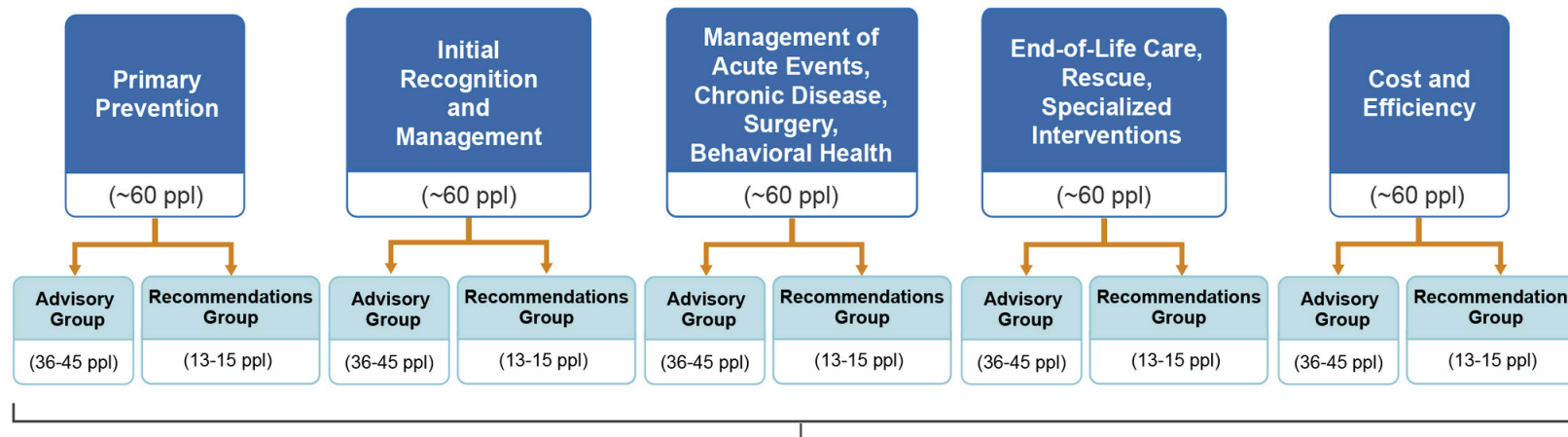


Roster Category	Advisory Group Targets	Recommendation Group Targets
Patients, families, caregivers, patient advocates	9	3
Clinicians, including physicians, nurses, pharmacists, physical therapists, etc.	6	2
Facilities & Institutions, including ACOs, hospitals/hospital systems and post-acute/long-term care facilities	6	2
Purchasers and plans (state, federal and/or private)	6	2
Rural health experts	3	1
Health equity experts	3	1
Researchers in health services, alternative payment models and population health	6	2
Other Interested Parties (representatives of electronic health record [EHR] vendors, provider and facility associations, and experts in areas such as quality improvement/ implementation science, care coordination, patient safety, behavioral health, and national policy makers)	6	2
Total	45	15

Advisory & Recommendations Groups



- Structure based on Novel Hybrid Delphi (Advisory) and Nominal (Recommendations) Groups technique⁺
- Members randomly assigned, within roster categories (except co-chairs), to either group yearly (seated for 2 cycles Fall & Spring)
- As needed, subject matter experts may be added to Recommendations Groups



- Advisory and Recommendations Groups provide individual preliminary reviews in advance of Endorsement Meeting
- Recommendations Group meets to review and discuss areas of non-consensus based on independent preliminary reviews and public comment
 - Both Groups vote on final endorsement decision

E&M Committee Nominations



- E&M committee members seated via nominations process, annually (opens June 30 for Fall 2023)
- Seated to one of five projects (listed on [slide 23](#))
- Member Responsibilities:
 - Evaluate, discuss, and rate the measures undergoing endorsement review
 - Co-chairs (2) of each committee have additional roles in committee facilitation & collaboration with E&M staff to represent the committee
- Term:
 - Members: 3 years (staggered Fall 2023 to include 3-, 2-, and 1-year terms)
 - Co-chairs, 3 years with option for one-time 2-year extension

E&M Committee Nominations

Continued, 1



- Nominations Period
 - Opens June 30th on PQM website
 - Nominations open for 30 days
 - Self-nominations & third-party nominations welcome
- Nominees commit to participating in scheduled calls and meeting dates, providing timely responses to requests for feedback, and being available for ad-hoc meetings and conference calls.

Eligibility



- PQM membership required (joining PQM is free!)
- Application & Disclosure of Interest form required
- Relevant expertise and demonstrated experience related to the use of quality and efficiency measures and/or
- Associate with at least one of the roster categories of interest:
 - Patients, caregivers, and patient advocates
 - Clinicians, including physicians, nurses, pharmacists, physical therapists, etc.
 - Facilities/institutions, including accountable care organizations, hospitals or hospital systems, and post-acute/long-term care facilities
 - Purchasers and plans (state, federal, and/or private)
 - Rural health experts
 - Health equity experts
 - Researchers in health services financing, alternative payment models (e.g., bundled payment, shared savings, all-payer models, etc.), population health, or implementation science methodology
 - Other Interested Parties (representatives of electronic health record [EHR] vendors, provider and facility associations, and experts in areas such as quality improvement/ implementation science, care coordination, patient safety, behavioral health, and national policy makers)

New E&M Process Walk-Through

Starting Fall 2023



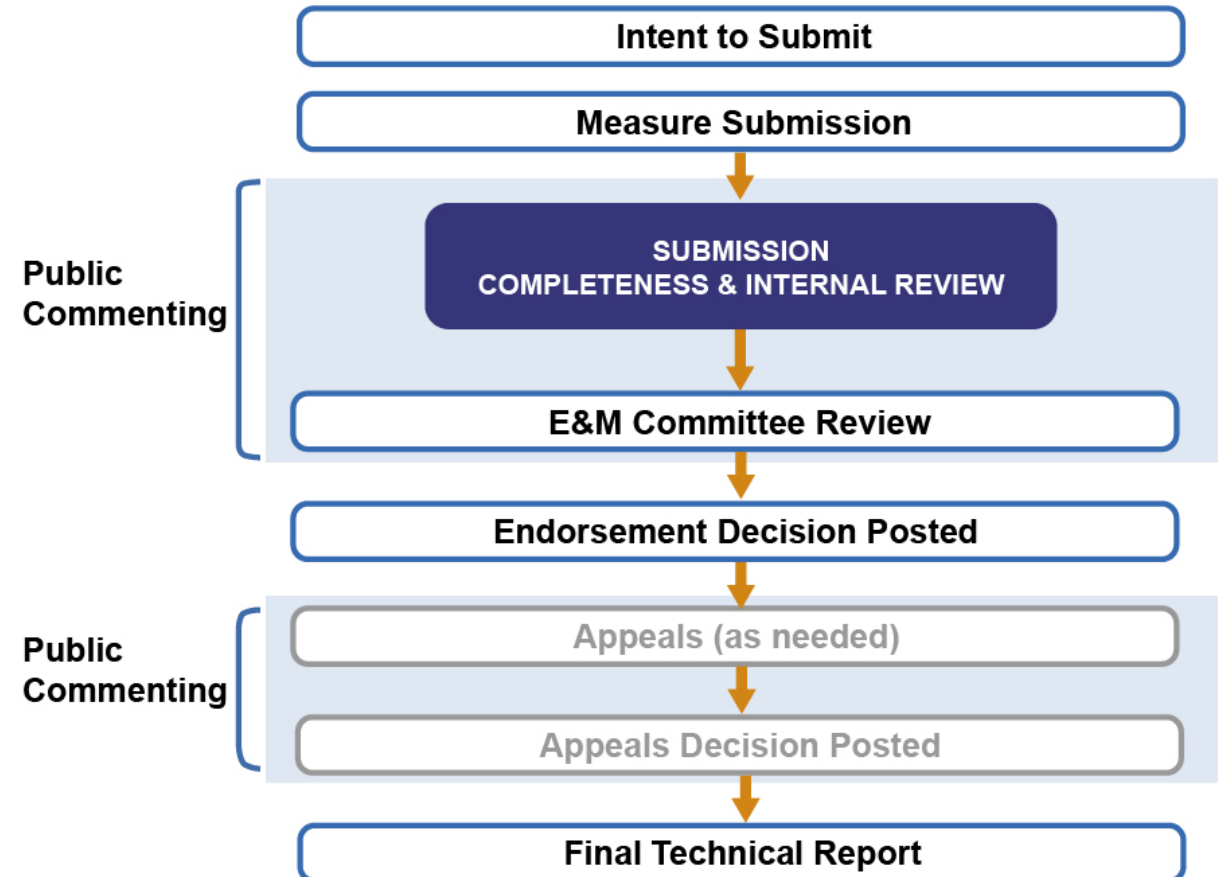
Fall 2023 Process



Six major steps:

1. Intent to Submit
2. Full Measure Submission
3. Staff Internal Review and 1st Public Comment Period
4. E&M Committee Independent Review
5. Endorsement Decision
6. Appeals Period and 2nd Public Comment Period (as warranted)

Measure Evaluation Workflow

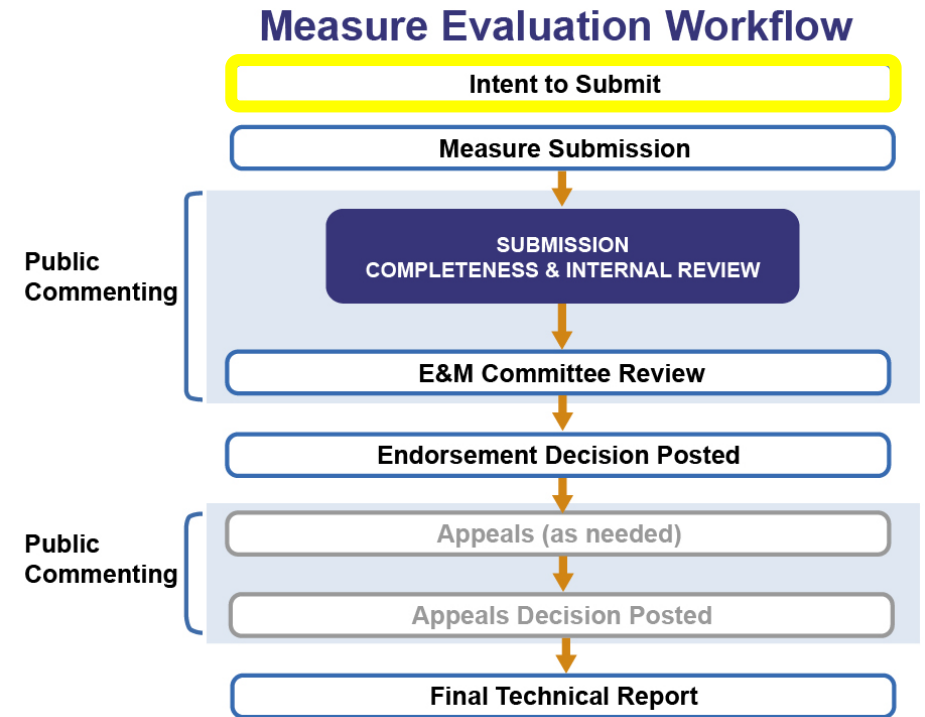


Intent to Submit



- **Step:**
 - Submit key measure information to Battelle
- **Timing:**
 - October 1st* and April 1st*
- **Where to submit:**
 - PQM website via the Submission Tool and Repository (STAR)
- **Where to find more information & guidance:**
 - PQM website
 - E&M Guidebook (open for public comment on June 30th)

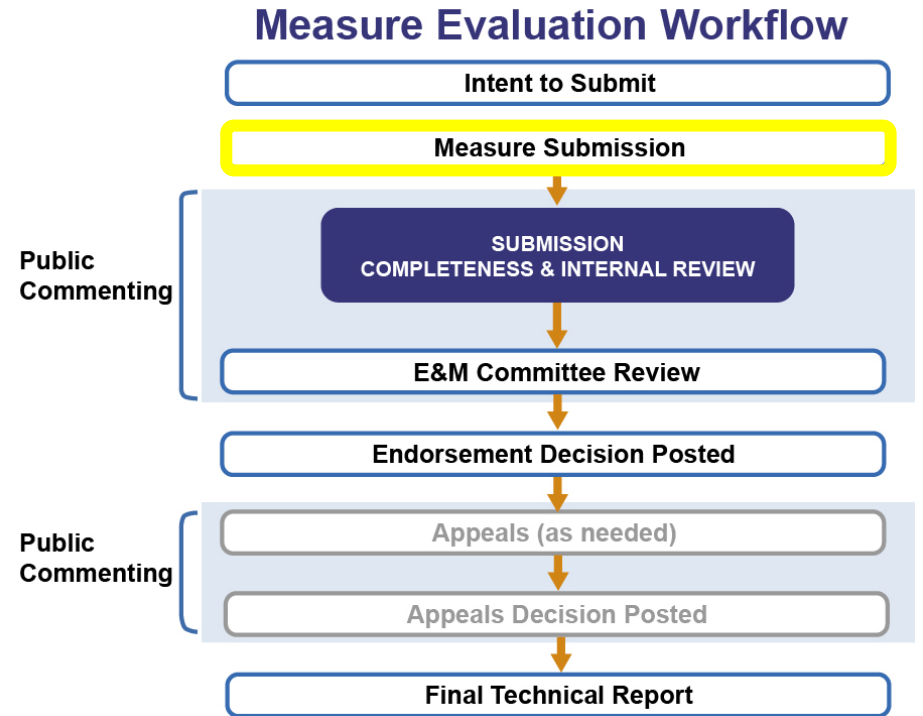
**If a date falls on a weekend, then the deadline will be on a Monday*



Full Measure Submission



- **Step:**
 - Submit full measure information to Battelle
- **Timing:**
 - November 1st* & May 1st*
- **Where to submit:**
 - PQM website via STAR
- **Where to find more information & guidance:**
 - PQM website
 - E&M Guidebook (open for public comment on June 30th)



**If a date falls on a weekend, then the deadline will be on a Monday*

Internal Review



- **Steps:**

- Submission completeness review
- Staff assessments using PQM rubric (see E&M Guidebook)
 - 5 Domains: Importance, Feasibility, Scientific Acceptability (i.e., Reliability and Validity), Equity, and Use & Usability

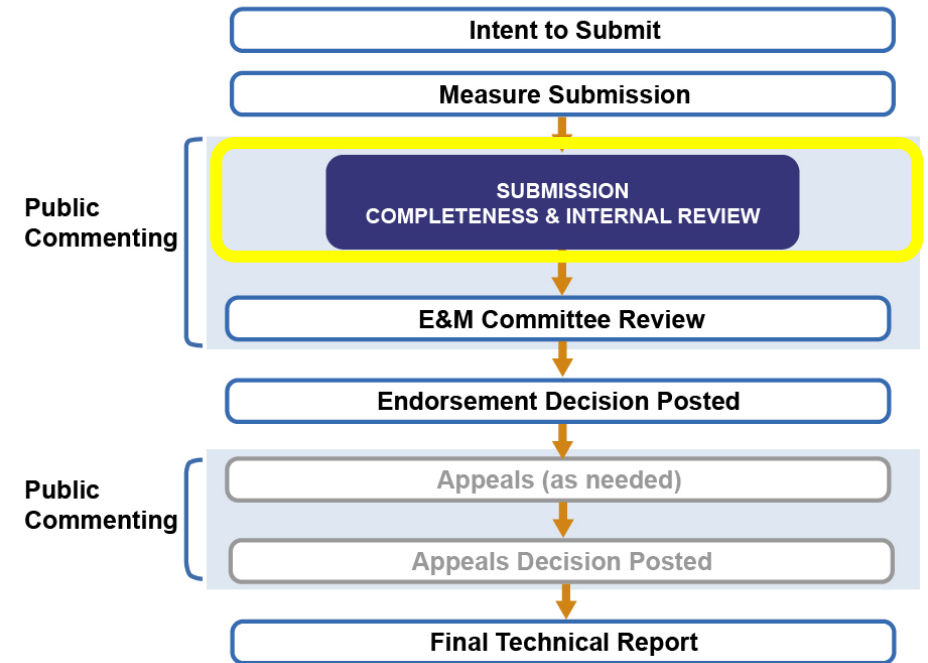
- **Timing:**

- 4-5 weeks

- **Outputs:**

- Staff assessments and ratings of submitted measures
- Shared with developers and stewards for factual review

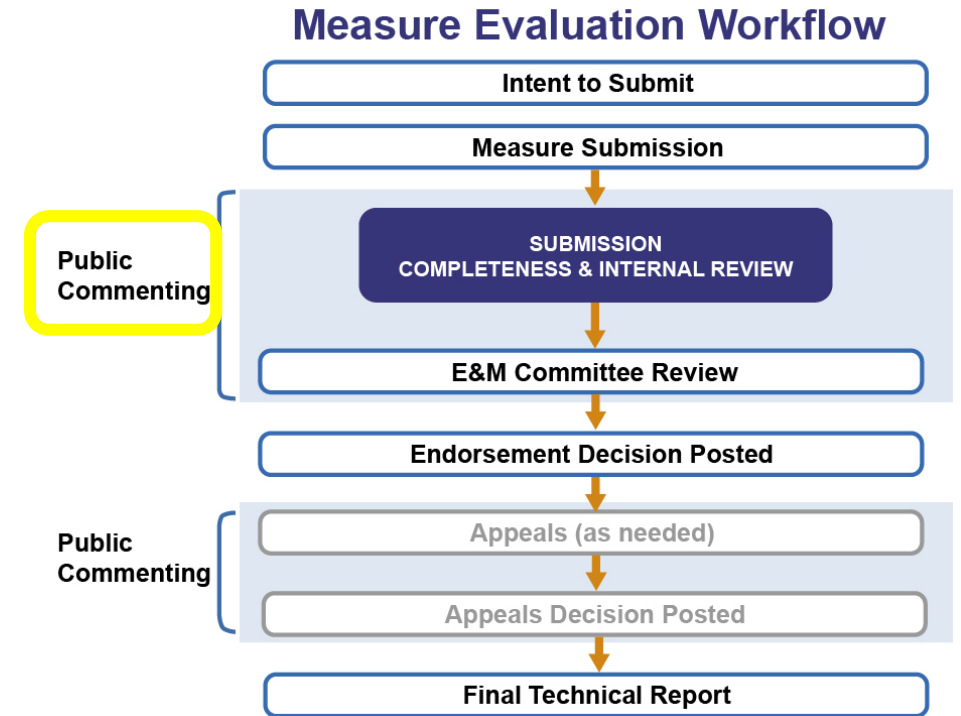
Measure Evaluation Workflow



1st Public Comment Period



- **Step:**
 - Measure information posted to PQM website for public comment
- **Timing:**
 - 30-day comment period
- **Public comment platform:**
 - PQM website
- **Outputs:**
 - Full record of public comment available on PQM website
 - Summary of public comments by E&M staff



Endorsement Committee Review



- **Steps:**

- Independent E&M committee-member review of measures, staff preliminary assessments, and public comments using PQM Measure Evaluation Rubric.
- Staff aggregation of committee review to determine areas of non-consensus using an evidence-based consensus measure.

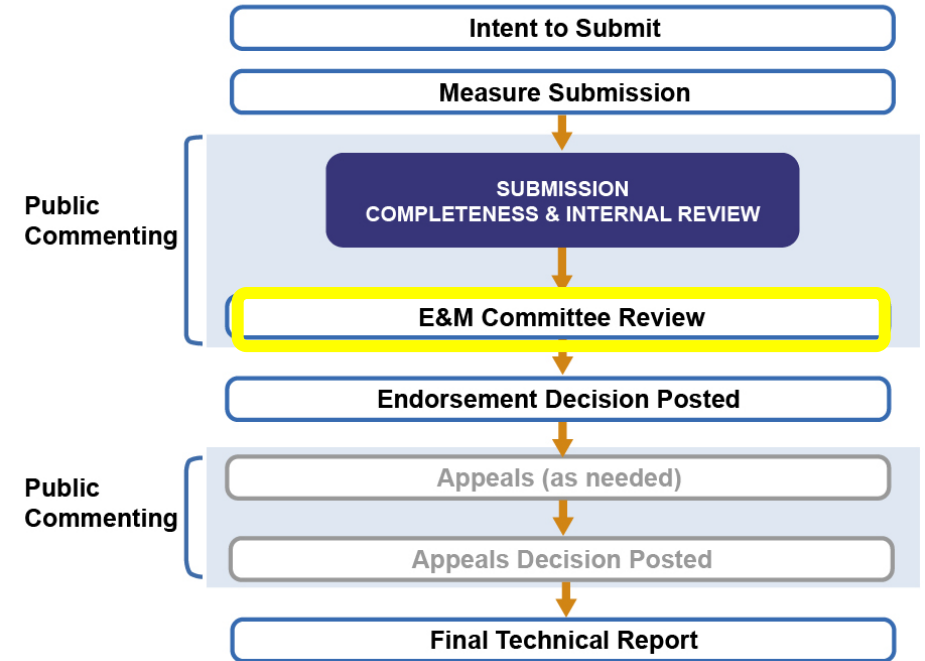
- **Timing:**

- 3 weeks prior to E&M committee endorsement meeting

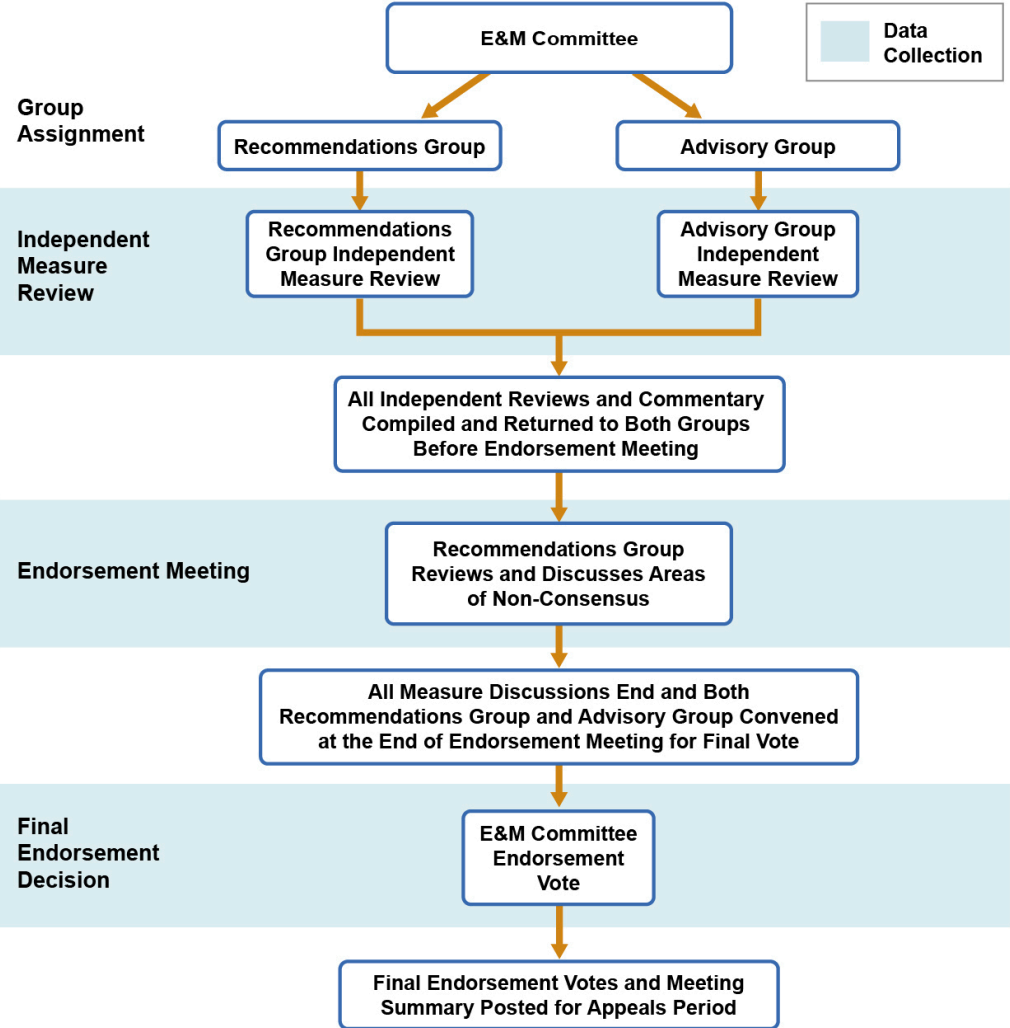
- **Outputs:**

- Aggregated individual reviewer ratings

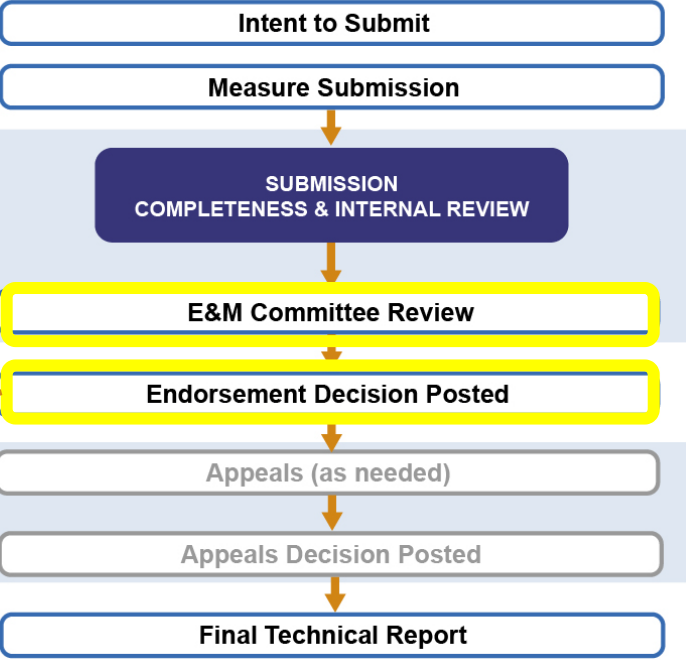
Measure Evaluation Workflow



E&M Committee Review and Endorsement Decision



Measure Evaluation Workflow



Public Commenting

Public Commenting

Measuring Consensus



- Variance in is used as a metric to assess disagreement (lack of consensus); more variation that exists, the more disagreement
- Analogous to inter-rater reliability statistics, the consensus measure allows for the assessment of the degree of disagreement in committee votes
- This approach is advantageous because it takes into consideration the different sizes of the voting groups and different ratings across groups.
- Based on this approach, consensus is determined to be 75% or higher agreement among members.

Measuring Consensus

Continued, 1



Number of respondents	Evidence complete and adequate	Evidence not complete nor adequate, but addressable	Evidence not complete nor adequate, and not addressable	Measure of Consensus ⁺
40	0.000	0.250	0.750	1.00000
40	0.125	0.125	0.750	0.99429
20	0.000	0.250	0.750	1.00000
20	0.125	0.125	0.750	0.95170
40	0.125	0.750	0.125	0.99707
20	0.150	0.750	0.100	0.97065
40	0.250	0.000	0.750	0.94527
20	0.250	0.000	0.750	0.95110
40	0.500	0.000	0.500	0.81789
20	0.500	0.000	0.500	0.80713

***References:**

1. M. A. Rahem and M. Darrah, "A geometric approach for computing a measure of consensus for groups," International Mathematical Forum, vol. 11, pp. 961–973, 2016.
2. M. A. Rahem and M. Darrah, "Using a Computational Approach for Generalizing a Consensus Measure to Likert Scales of Any Size." International Journal of Mathematics and Mathematical Sciences, 2018.
3. Y. Akiyama, J. Nolan, M. Darrah, M. A. Rahem, and L. Wang, "A method for measuring consensus within groups: an index of disagreement via conditional probability," Information Sciences, vol. 345, pp. 116–128, 2016.
4. Y. Tsuchiya and N. Hiramoto, "Measuring consensus and dissensus: a generalized index of disagreement using conditional probability," Information Sciences, vol. 439/440, pp. 50–60, 2018.

Endorsement Committee Meeting



- **Steps:**

- E&M committee meets to review measures that lack consensus, based on aggregated independent committee-member reviews. Committee uses the NHDNG process to drive consensus.
- Meeting quorum requires that 60% of the Recommendations Group members are present during roll call at the beginning of the meeting.
- Endorsement decision confirmed via a vote after Recommendations Group discussions. Voting quorum is at least 80% of active committee members (Recommendations Group and Advisory Group), who have not been recused.

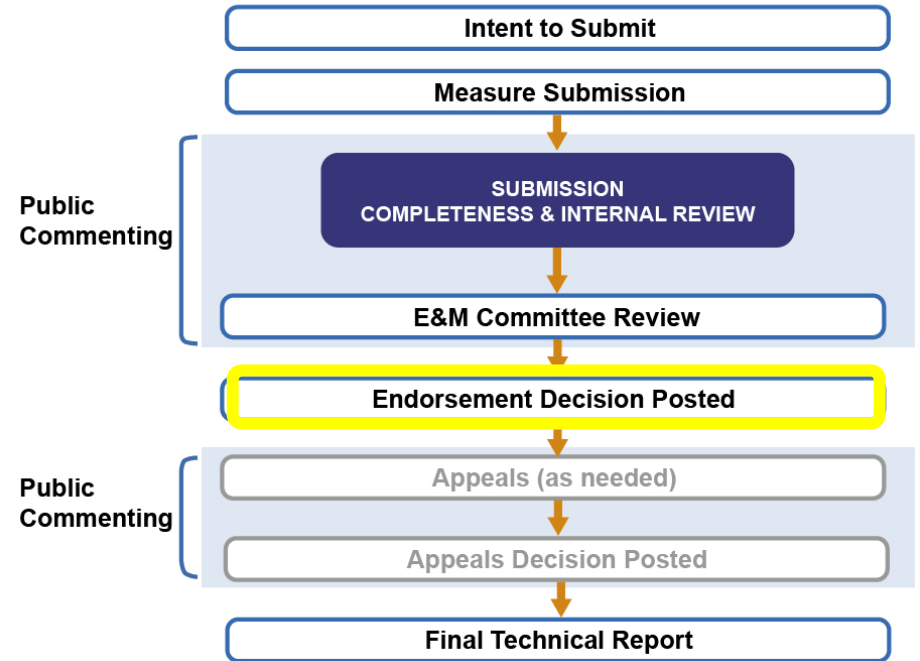
- **Timing:**

- January/February (Fall) and July/August (Spring).

- **Outputs:**

- Endorsement decision

Measure Evaluation Workflow



Decision Outcomes



Decision Outcome	Description	Maintenance Expectations
Endorsed	<p>Applies to new and maintenance measures.</p> <p>There is 75% or greater agreement for endorsement by the E&M committee</p>	<p>Measures undergo maintenance of endorsement reviews every 3 years. Developers/stewards may request an extension of up to 1 year (2 consecutive cycles).</p>
Endorsed with Conditions	<p>Applies to new and maintenance measures.</p> <p>There is 75% or greater agreement that the measure can be endorsed as it meets the criteria, but there are recommendations/areas that committee reviewers would like to see when the measure comes back for maintenance. If these recommendations are not addressed, then a rationale from the developer/steward should be provided for consideration by the E&M committee review.</p>	<p>Measures undergo maintenance of endorsement reviews, which may require that the measures come back to Battelle in less than 3 years in order for the E&M committee to evaluate whether conditions have been met.</p>
Not Endorsed	<p>Applies to new measures only. There is 75% or greater agreement to not endorse the measure by the E&M committee.</p>	None
Endorsement Removed	<p>Applies to maintenance measures only. Either:</p> <ul style="list-style-type: none"> • There is 75% or greater agreement for endorsement removal by the E&M committee; or • A measure steward retires a measure (i.e., no longer pursues endorsement); or • A measure steward never submits a measure for maintenance and there is no response from the steward after targeted outreach; or • There is no longer a meaningful gap in care, or the measure has plateaued (i.e., no significant change in measure results for accountable entities over time) 	None

Consensus Voting for Final Determinations

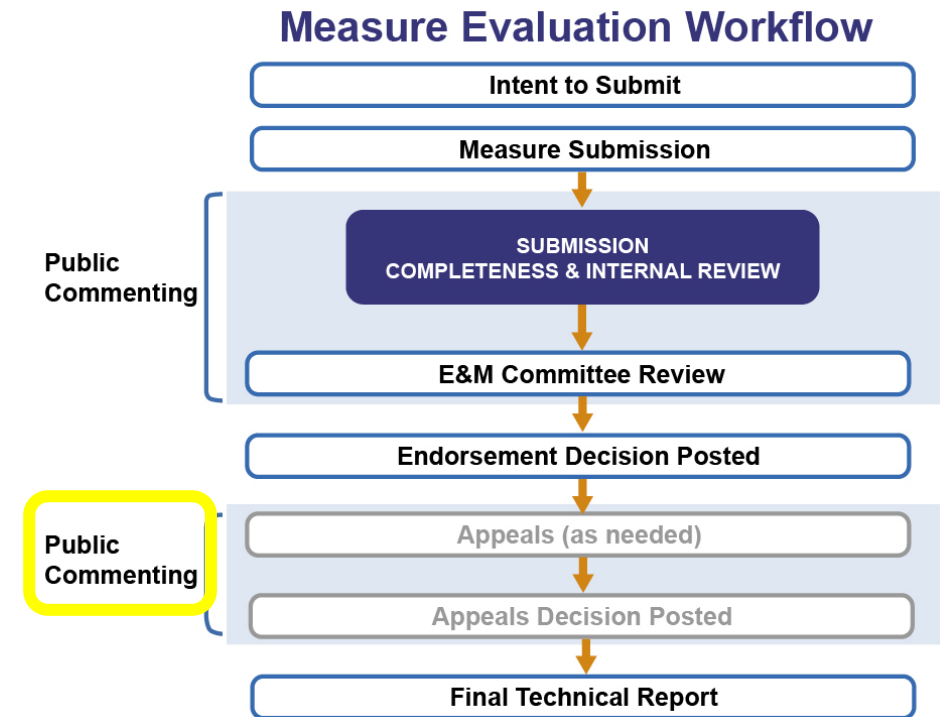


Endorse (A)	Endorse with Conditions (B)	Do Not Endorse (C)	Consensus Voting Status
75% or More	0%	Less than 25%	A
75% or More		Less than 25%	B
Less than 25%		75% or More	C
26% to 74%		26% to 74%	No consensus

Appeals Period and 2nd Public Comment



- **Step:**
 - Endorsement decision posted to PQM website for public comment (i.e., Appeals Period)
- **Timing:**
 - 3 weeks
- **Public comment platform:**
 - PQM website
- **Outputs:**
 - Full record of public comment available on website
 - Review and consideration of appeal request



Appeals Period



- **Steps:**

- Any interested party can submit an appeal request for any E&M committee endorsement decision
- Ad-hoc Appeals Committee review of an appeal based on eligibility of appeal, which is reviewed by Battelle staff

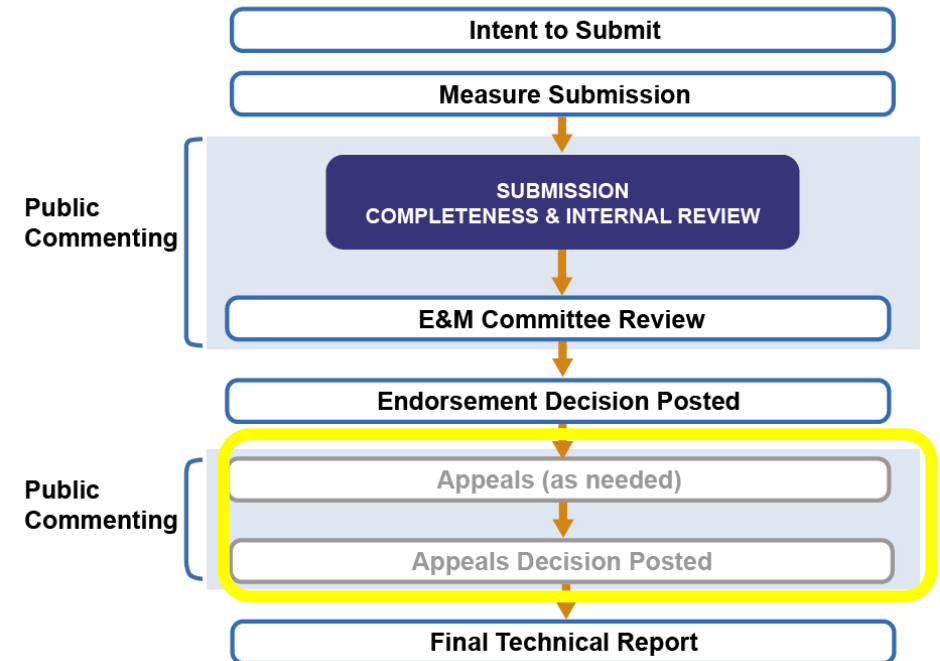
- **Timing:**

- February/March (Fall) and August/September (Spring)

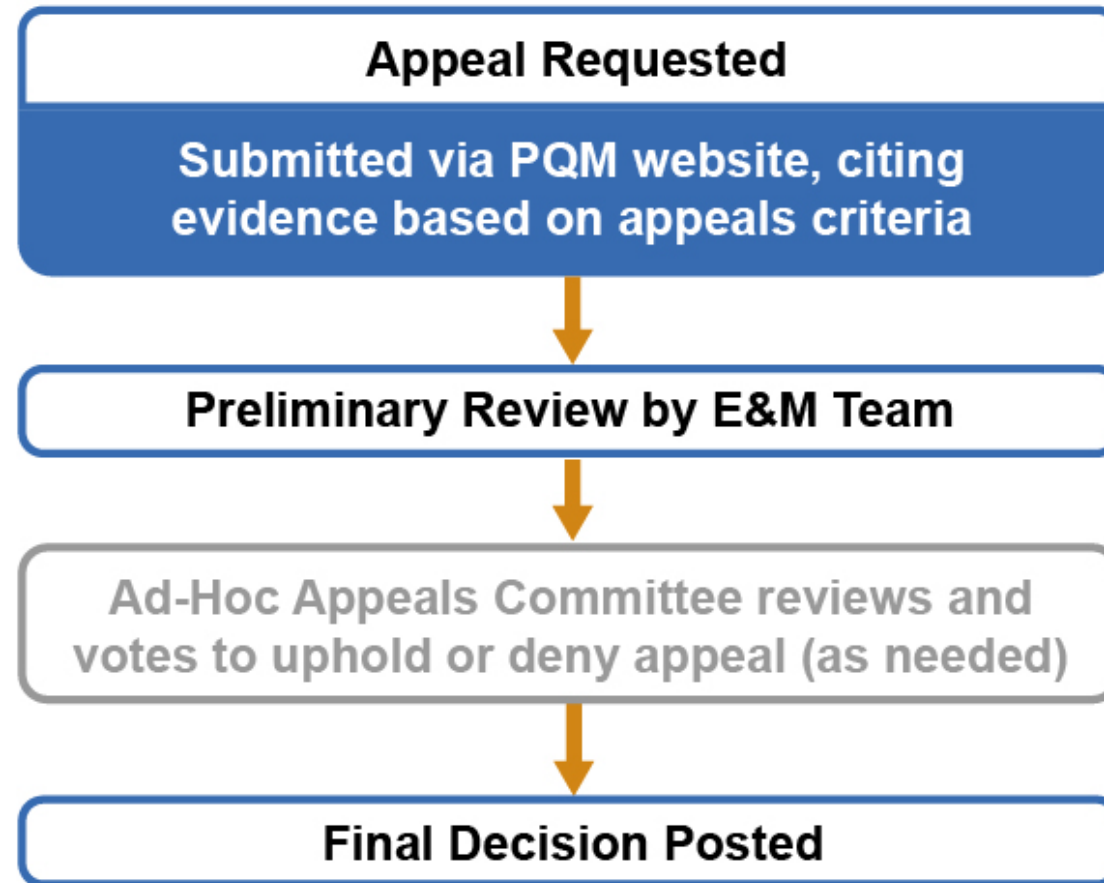
- **Outputs:**

- Eligibility decision
- Appeals Committee decision (if convened)

Measure Evaluation Workflow



Appeals Process



Appeals Committee consists of E&M team staff and all chairs from that cycle's E&M committees

Appeals Process

Endorsed Measure



In the case of a measure being endorsed, the appeal must:

1. Cite evidence that the appellant's interests are directly and materially affected by the measure, and that the CBE's endorsement of the measure has had, or will have, an adverse effect on those interests; **and**
2. Cite the existence of a CBE procedural error or information that was available by the cycle's Intent to Submit deadline but was not considered by the E&M committee at the time of the endorsement decision, which is reasonably likely to affect the outcome of the original endorsement decision.

Appeals Process

Measure Not Endorsed



In the case of a measure not being endorsed, the appeal must be based on one of two rationales:

1. The CBE's measure evaluation criteria were not applied appropriately. For this rationale, the appellant must specify the evaluation criteria they believe was misapplied; **or**
2. The CBE's E&M process was not followed. The appellant must specify the process step, how it was not followed properly, and how this resulted in the measure not being endorsed.

Final Endorsement Decision Posted



- **Steps:**

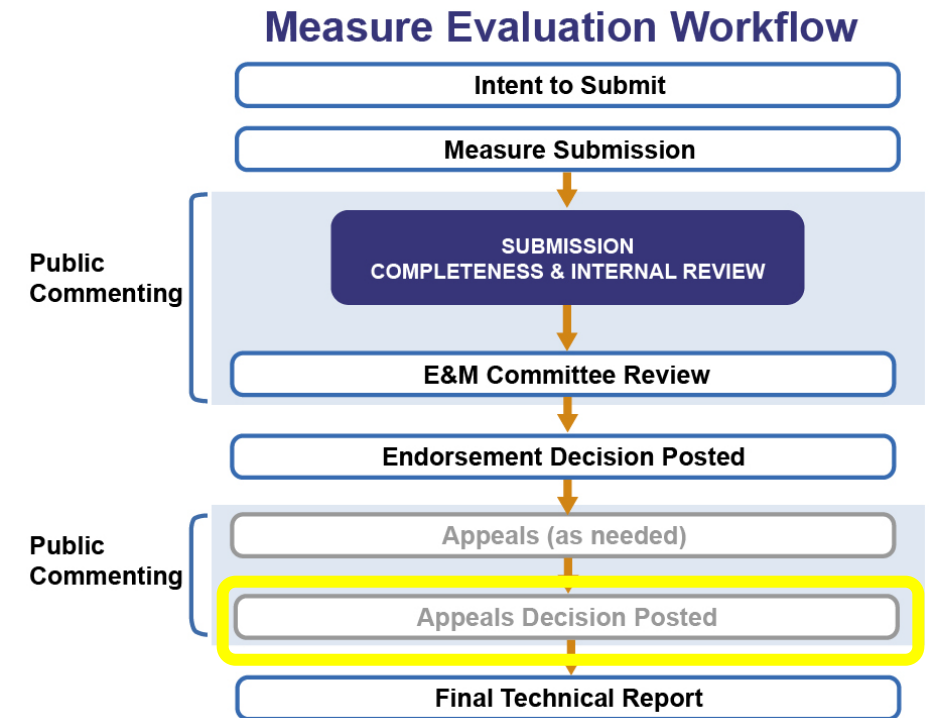
- If no appeal, original endorsement decision remains
- If appeal is eligible, decision of appeal posted

- **Timing:**

- Within 2-business days after appeal decision is rendered

- **Outputs:**

- Final endorsement decision & updates to repository
- Final Technical report



Questions?



PQM Engagement Opportunities



Become A PQM Member!



Stay up-to-date on PQM's activities and upcoming events!



Memberships are free and available at the individual or organizational level.



Benefits of membership include: notification about open calls for public comment and new committee members nominations as well as the opportunity to shape the future of healthcare.



Learn more & join PQM at www.p4qm.org/get-involved

Upcoming Engagement Opportunities



Committee Nominations

- Nominations period for E&M committee positions open July 1st - 30th
- More information & nomination materials available at PQM website



E&M Guidebook

- **Public Comment Period:** July 1st – 30th
- Responses to comments posted by September
- Will work with developers on readiness for Fall 2023 cycle as needed



Public Comment Opportunities

- **Fall 2022 CSAC Meeting:** July 24 and 26
- **Spring 2023 Measure Evaluation:**
 - During the evaluation meeting
 - Post-evaluation comment period
 - CSAC meeting
- **Fall 2023 E&M Rosters**

Pre-Rulemaking Review and Measure Set Review

- **July 10:** Attend PRMR-MSR webinar
- **July 21:** Review and provide comment on PRMR-MSR Guidebook

Questions?

Contact us at p4qm.org/contact
or by emailing pqmsupport@battelle.org





Partnership for
Quality Measurement

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