Consensus Task Force Meeting
Day 1

NATIONAL QUALITY FORUM

February 21, 2013

Recap and Updates from the November 2012 Meeting

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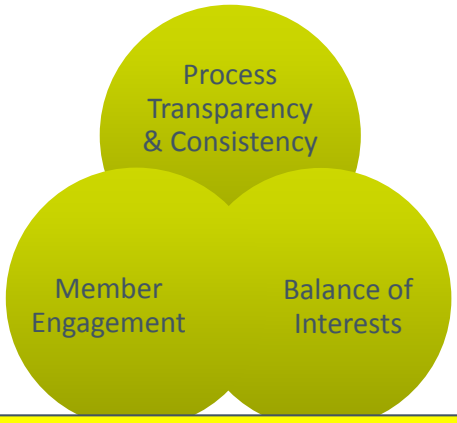
Recap from November 2012 Meeting

- Charge to the Consensus Task Force:
  - Review different approaches to establishing consensus;
  - Identify the strengths and weaknesses of the current process; and
  - Recommend enhancements to the current process.
- Parts 1 and 2 of the charge were completed in November
- Part 3 will be addressed during this meeting

Recap from November 2012 Meeting

- Inputs to the Task Force included:
  - Focus Group participant comments
  - Review of other consensus standard organization models for achieving consensus (ANSI accredited organizations)
  - Trends in commenting and voting on CDP projects over the history of NQF

Focus Group Recommendations Crossed Many Areas



Our focus group participants shared these key themes across all 5 dialogues. There was also a significant amount of overlap with many areas touching all three themes and the themes themselves contributing to one another.

Primary Themes from the Focus Groups

- Achieving consensus should feel like consensus to members
- Changing role for NQF from *Vessel* to *Conduit* to consensus. Must play an active role to hashing out consensus among stakeholders
- Think of needed output for useful and meaningful measures from the start (patient and user perspective)
- Consistency and transparency in the CDP process are key to keeping and/or reestablishing credibility among members
- Integrity of Steering Committees is key for buy-in
  - Balance of SC members
  - Requirements for engagement
- Role of CSAC and Committees vs. Board is uncertain to members and should be reconsidered
- Stakeholder balance between Steering Committee and CSAC (with the consumer/purchaser majority) creates unbalanced process. Should consider including consumer/purchaser input earlier in process and having consistent balance throughout

Other Standard-setting Organizations' Processes

- Majority had:
  - Flexible timelines for approving standards, allowing for increased time for public input
  - More iterative process for modifying standards than NQF's current process
  - Defined consensus bodies, which were strictly balanced by interest (1/3 users, 1/3 producers, 1/3 general interest categories)
  - Voting Quorums and Thresholds
    - » Must meet numerical requirements for consensus as described in a standard developer's accredited procedures
    - » Example: includes a requirement that a majority of the consensus body cast a vote (counting abstentions) and at least two-thirds of those voting approve (not counting abstentions)

Other Standard-setting Organizations' Processes cont.

- Consensus definition:
  - "substantial agreement has been reached by directly and materially affected interests. This signifies the concurrence of more than a simple majority, but not necessarily unanimity. Consensus requires that all views and objections be considered, **and that an effort be made toward their resolution."**
    - » ANSI Essential Requirements

Recommendations from the November Meeting: Short-term Updates

- **In response to discussion regarding the consistency of Steering Committee selection:**
  - Review steering committee composition and process for seating members
    - » Transparent criteria for SC selection: number of members desired, expertise being sought (balance of interest)
    - » Terms and COI policy for standing committees
  - Begin roll out of standing committees as funding allows
- **In response to discussion regarding the transparency of Steering Committee selection:**
  - Develop metrics on Steering Committee composition
  - Develop criteria/checklist for transparency, which would be posted to the project page (number of nominations received, expertise desired, councils who submitted, etc.)

STATUS: Staff have begun developing templates for posting to the project page at the time of nominations indicating the desired composition and expertise for the SC. A planning team is currently drafting final plans for standing committees if still approved. These efforts will be informed by Task Force recommendations on committee compositions.

Recommendations from the November Meeting: Short-term Updates

- **In response to discussion regarding the consistency of the Steering Committee review of the measures:**
  - Determine the role and responsibility of the facilitator for the Steering Committee meetings
    - » Define who should receive training as the facilitator (staff, SC chairs, outside facilitator)
    - » Look at ANSI materials/training for facilitators

STATUS: Staff have had preliminary discussions regarding who should facilitate meetings, with consideration given to expertise, expense, training time, etc. A recommendation will be finalized within the next month.

- **In response to discussion regarding process questions:**
  - Education of NQF membership and public on the CDP
  - Develop a guidebook that is published to the NQF website for easy access by the membership and public

STATUS: Staff have developed draft Committee, Developer and Member guidebooks, currently undergoing internal approvals.

Recommendations from the November Meeting: Short-term Updates

- **In response to discussion seeking clarity in how comments are adjudicated:**
  - Explore ways to further allow granularity in comments against criteria, seeking comments on the measures specific to the measure evaluation criteria
    - » need to determine how quickly could implement-change the commenting field or have staff sort the comments by criteria
  - Look at how comments are adjudicated and presented to ensure that comments are easily attributable to the organizations that have made them
  - Provide the table of comments and responses directly back to those who commented
  - Provide information regarding the SC call to discuss comments directly back to those who commented

STATUS: Staff have had preliminary discussions regarding IT capabilities and possible layouts. This effort will be informed by Task Force recommendations on the role of commenting.

Recommendations from the November Meeting: Short-term Updates

- **In response to discussion seeking clarity in how to engage in the CDP projects:**
  - CDP-specific communications to be sent out to the membership and the public
    - » Publicly shared timelines for upcoming projects
    - » Explore expanding CDP projects on the NQF web site-increase accessibility from the home page
    - » Increase Council awareness and discussions on CDP projects
  - Develop broader strategy on member engagement across NQF for implementation within next 3 months

STATUS: Staff are participating in an organization wide member engagement strategy, with a work plan proposed on February 15th. This effort will be informed by Task Force recommendations on the function and appropriate balance of stakeholder groups.

Recommendations from the November Meeting: Long-term Updates

- **In response to discussions regarding what constitutes consensus:**
  - Determine criteria for what constitutes consensus (what voting threshold at what step of the process, etc.)
  - Develop several scenarios on what would occur when consensus is not reached (per what is determined above) throughout each of the steps of the process (SC review, member vote, CSAC, Board) and/or overall
  - Several models for member voting (reconsider length of voting, representative voting, etc.)
  - Complete process mapping to explore including:
    - iterations to achieve consensus (possibly including decision logic for measure pathways),
    - development of feedback loops,
    - incorporation of the information from the 2-stage pilot, and
    - seeking input by the CSAC or other consumer/purchaser groups TBD earlier in development process.

Questions/Discussion

Overview of CDP Staff Lean Event

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Lean Event Objectives

Problem Statement:

- Currently concerns exist that the NQF consensus development process does not adequately address achieving consensus and ensuring a balance of interest (under variable conditions and for various stakeholders) through well-defined and transparent processes (understood internally and externally).

Desired State:

- Define and document potential solutions on defining consensus and balancing interests in the CDP process to bring to the Consensus Task Force (meeting on February 19 and 20) following approval of CEO

Lean Event Objectives

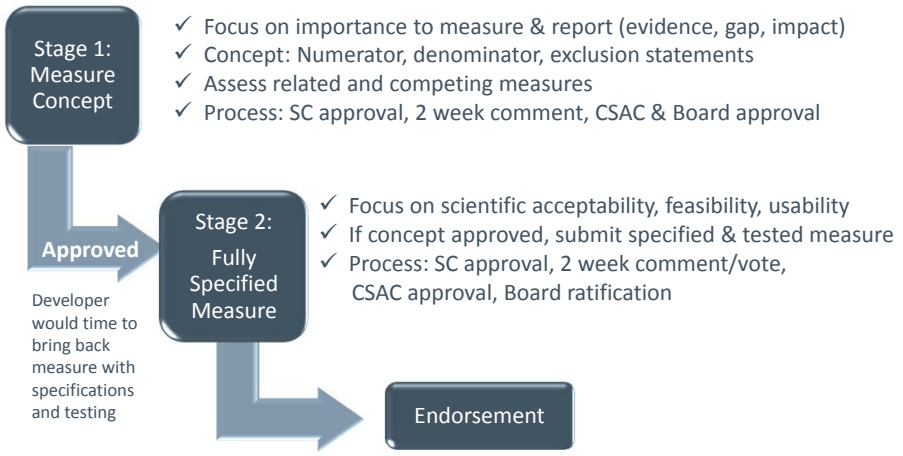
- Understand the different perspectives of the NQF membership, leadership and staff
- Define standards for consensus (how do we determine consensus) in the CDP process
  - thresholds?
  - at each step?
- Develop voting scenarios and how to best represent voting to the membership
  - how would we calculate?
  - decision making power?
  - threshold?
- Explore criteria and/or order of CDP steps to meet both consensus and balance needs for various measures and/or stakeholders
  - at each step
  - for various measures, depending on focus, new area of measurement, etc
  - multiple pathways
- Determine whether the two-stage process is a viable option.
- Develop multiple scenarios with key pros and cons laid out for all of the above
- Finalize how to approve concept?

Approach Key Points:

- Focus group output highlighted key opportunities for improvement across multiple categories
- We used this input, our constraints and our creativity to consider models to achieve consensus
  - Defined OMB constraints
  - Defined key areas which need to be addressed
  - Defined keys to success
  - Referenced approaches of other standard setting organizations
  - Built models
  - Assessed with criteria
  - Defined key elements
  - Laid out various options of the key elements
  - Defined key elements and models for consideration by task force

We tried to brainstorm all of our options from as many angles as we could

Two-Stage Endorsement Process Pilot



Considerations from the Two-Stage Pilot to Inform Consensus Models

- Member commenting earlier in the process was appreciated by the membership and served to inform the SC
- Tools developed for aiding SC members in evaluating the measures, guidebooks for SC and developers were useful
- Technical review for measure submissions should be sought by the developer, not imposed as part of the process
- Important to have a formal tracking system for SC recommendations for improvements to measures (developer reference and process check at maintenance)
- CSAC and Board review focuses on different priorities and is not in alignment with SC considerations (also heard in focus groups)

Concept review in some form may be worth pursuing; however, this particular approach is not necessarily in alignment with participant needs

What Success Looks Like

- Process is perceived as fair and balanced; 'we can live with this'; 'we have good sound usable measures'
- Ongoing learning and evolution to improve
- Stakeholders can understand how decisions were made
- Better efficiency through consistency
- Everyone accepts decisions and understands reasons for making it
- NQF as a respected leader in consensus

Questions/Discussion

Criteria, Constraints, and Definitions Used to Develop Process Models

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Criteria: OMB Circular A-119

- NQF process modeled to satisfy the OMB Circular A-119
  - Established policies regarding Federal use and development of voluntary consensus standards
  - Consistent with the National Technology Transfer and Advancement Act of 1995

Criteria: OMB Circular A-119

- Defines a consensus-based organization as having the following attributes:
  - Openness
  - Balance of interest
  - Due process
  - Consensus
  - An appeals process

Criteria: OMB Circular A-119

Definition of Consensus:

"general agreement, but not necessarily unanimity, and includes a process for attempting to resolve objections by interested parties, as long as all comments have been fairly considered, each objector is advised of the disposition of his or her objection(s) and the reasons why, and the consensus body members are given an opportunity to change their votes after reviewing the comments."

Criteria: NQF Must-Haves

- **Process must result in endorsement of sound, usable measures**
  - Our process must result in the endorsement of measures that are suitable as national voluntary consensus standards for accountability and quality improvement purposes.
- **Value to Membership**
  - We acknowledge and appreciate the role of our diverse membership. We want to ensure that our process gives our members a distinct voice throughout our work and an opportunity to listen to other voices as part of a process to achieve consensus.
- **Consumer/Purchaser/Patient emphasis (NQF Bylaws)**
  - As stated in the NQF Bylaws, the Board of Directors and the CSAC shall be composed of a simple majority of consumers and purchasers

Consensus Model: Criteria Elements

- Consumer/Purchaser emphasis
- Defined consensus threshold
- Comment
- Vote
- Trigger for more robust hashing out
- Process for hashing out
- Comments adjudicated
- Opportunity to change vote
- Defined consensus body
- Consensus body formation defined
- Consensus body balance of interest
- Group responsible for technical review
- Technical review (type)
- Value to membership (enhanced role)
- Defined: What happens if consensus threshold is not reached
- Quorum
- Openness
- Balance of interest
- Due process
- Appeals
- Process check/ oversight

We created a spreadsheet to capture and compare key model elements including: OMB requirement, Focus group alignment, NQF must-haves.

Key Elements of Consensus Models

As staff began to work on model design and defining factors of consensus, a few key elements were identified

- Consensus Models
  - » Process to achieve consensus
  - » Identification of when consensus is or is not achieved
  - » Defined Consensus Bodies (varies by model)
  - » Technical review process for measures

Key Definitions: What is Consensus

- Consensus – general agreement, not necessarily unanimity

Key elements:

- Hashing out
  - Informed understanding
  - Full perspective
  - Listening and talking
- Respond consistently and transparently to issues
  - Std process when possible
  - If x, then y
  - If special circumstance, then z (must be transparent)
- Quorum for participation
- Threshold for consensus

Key Definitions: Balance of Interest

- What is the purpose?
  - To ensure balanced perspectives with patient/consumer/purchaser emphasis
  - To represent constituency
    - » May vary based on topical areas

We adapted our definitions from ANSI which uses: user, producer and general interest

Whose interests are we balancing:

NQF stakeholders representing
- ❑ Those being measured
- ❑ Those using measures
- ❑ Other interested parties

Balance of interest has two perspectives: across entire process and within a certain process step or committee.

Key Definitions: Consensus Bodies

Consensus body (CB) definition: the group of individuals who vote and make the final decision to approve standards.

Our group laid out many consensus body configurations, each having clear pros and cons. Any of the consensus bodies below could be configured to be topical (measures addressing the same condition/setting/etc.) or non-topical (unrelated measures) Some may have insurmountable challenges:

- Entire membership as consensus body
- Subset of membership as consensus body
- Councils as representatives of the membership
- The Committee as consensus body
- Elected subset as consensus body

Consensus Body: Entire NQF Membership

Consensus body defined as the complete NQF dues-paying membership

Pros:

- Full opportunity for engagement of membership
- Direct representation
- It's what we know – less change

Cons:

- Quorum and threshold present a real challenge – cannot obligate members to vote
- May be difficult to ensure balance of interest
- It is unclear how we handle consumer/purchaser voice (popular vote vs. councils)
- Resources and effort to engagement

Consensus Body: A Subset of Membership

Subset of membership as consensus body: comprised of members who self-designate interest in a specific area or participate in commenting.

Pros

- Acknowledges that not all members are interested parties in voting on all CDP projects
- Allows for focused member engagement strategy
- Reduces CB to only those interested; may make it possible to achieve quorum
- Ensures we know who wants to engage

Cons

- May be challenging to have members self-designate prior to project
- Do not know that you will end up with balance of interest
- Could wind up with very small interested subsets

Consensus Body: Councils Chairs/Vice Chairs

Council chairs/vice chairs as consensus body: council reps would act as consensus body with chair and vice chair serving as voting representatives for each council.

Pros

- Could be aligned with current model
- Includes all stakeholders, ensures engagement among all
- Puts burden of engagement among peers
- Allows for education of stakeholders
- Allows for collaboration rather than individual contributions

Cons

- Significant volume issue to convene the councils on all decisions
- Do we have the right stakeholder groups?
- Do the council chairs/vice chairs have the desire and expertise to serve in this capacity?
- Does not allow for cross-stakeholder collaboration – potentially polarizing
- Volume of measures may be an issue

Consensus Body: A Committee as Consensus Body

Committee as consensus body: Multi-stakeholder committee that is topic specific appointed based on membership nominations with internal vetting and finalized following public and member comment.

Pros:

- Little deviation from current process
- We have been able to get diverse clinical experts
- Confident in the level of clinical/topical expertise

Cons:

- Little deviation from current process
- Current composition of SCs not fully representative of the membership
- Variable methodological expertise
- Member engagement limited
- Not accountable to the membership

Consensus Body: Elected Consensus Body

Elected consensus body: NQF would call for nominations to seat in the three categories. Candidates would be internally vetted against set criteria. Potential candidates are submitted for member vote within council and individuals are elected from the qualified candidate pool by NQF membership.

Pros:

- More member engagement
- Accountability to the membership
- Control balance of interest by design
- Very transparent model in the context of the other models

Cons:

- Election process may be complex
- No guarantee that the CB will adequately represent their constituents
- No guarantee that all members will feel adequately represented (especially in a non-topical/generic CB model)

Key Definitions: Technical review

What:

- Objective and consistent review for:
  - Evidence
  - Reliability
  - Validity
  - eMeasure specs
- Could include review of feasibility and usability/ use
- Individual experts review and submit assessment against NQF criteria
- Would not make a recommendation for endorsement

How: (configurations)

- Convene a panel
- Peer Review (Blinded or not blinded)
- Contract with organization (e.g., groups that do evidence review)
- Staff/consultants

Technical review can be a part of many model configurations

Technical Review Considerations

Who:

- Members or nonmembers?
- Qualifications (specific experience with evidence review, measure testing, statistics, eMeasure)

Important logistical questions:

- How many reviewers are needed for each measure? More objective assessment against criteria, but would people accept if only one review per measure?
- Feasibility for number of measures submitted to NQF (~300-400/year)
- Resources to recruit, engage, train, monitor, compile, manage reviewers and reviews

Technical Review Considerations: Peer Review

Pros:

- Reviewers are already in place when measures are received
- Adaptable for single flow processing of measures
- Vetted by NQF staff; ensures appropriate expertise
- Input may be more objective; eliminates dominance by 1 or 2 experts

Cons:

- Eliminates opportunity for technical reviewers to discuss disagreements/inconsistent reviews of criteria
- Less open/transparent than other options
- Peer reviews could be widely different, requiring process to resolve inconsistencies

Technical Review Considerations: Technical Methodological Expert Panels

Pros:

- Provides consistency in evaluation of evidence and reliability/validity
- Adaptable for single-flow processing of measures
- Vetted by NQF staff; ensures appropriate expertise
- Allows for collaborative input by the panel members
- Increased transparency

Cons:

- Requires a stable of methodological experts
- More panels- need for continual recruiting and constituting
- Risk of one or two individuals/experts dominating the discussion

Technical Review Considerations: Technical Expert Review (Individual Reviewers)

Pros:

- Reviewers are already in place when measures are received
- Adaptable for single flow processing of measures
- Vetted by NQF staff; ensures appropriate expertise
- Input may be more objective; eliminates dominance by 1 or 2 experts

Cons:

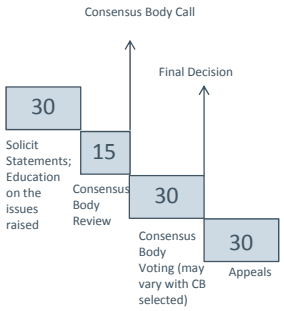
- Eliminates opportunity for technical reviewers to discuss disagreements/inconsistent reviews of criteria
- Less transparent than other options
- Technical reviews could be widely different, requiring process to resolve inconsistencies

'Hashing Out' Process: Defined for All Process Models

- When threshold for consensus is not met for a measure, that measure (and only that measure) will move into an additional process to attempt to achieve consensus.
- Process involves an opportunity for all objectors to provide concise statements of opposition, a conference call open to the public for the CB to discuss the objections, and a second round of voting by the CB.

'Hashing Out' Process: Defined for All Process Models Cycle Time Estimate

Total Time Estimate = 75 days (approx. 2.5 months)



Numbers are 'day' increments.
Time estimate is meant to provide expected additional time to decision for measures where consensus is not achieved through the standard process.

Consensus Models: CDP Oversight Committee

The CDP Oversight Committee would serve to:

- Ensure that the defined NQF process was followed
- Ensure that all thresholds and quorums were appropriately met
- Determine that all objections were appropriately adjudicated
- Modeled similar to ANSI-accredited organizations with NQF senior management, Board members and others serving as committee members

Consensus Models: Appeals Process

The Appeals Process will allow for:

- Members and the public to submit appeals on all measures, endorsed or not endorsed
- Adjudication of the appeal by the NQF Board of Directors

Questions/Discussion

Current Model

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Current Model

- Description of Model
  - The consensus body is intended to be the entire NQF membership
  - Members are seated on a topic specific Steering Committee which considers measures against the NQF Measure Evaluation Criteria and votes on endorsement recommendations
  - The NQF Membership as a whole comments and votes on the endorsement recommendations made by the Steering Committee
  - The CSAC and BOD (consumer/purchaser simple majority) review all Steering Committee recommendations and finalize endorsement of the measures
  - Appeals period opens after BOD endorsement of measures

Current Model cont.

- Voting Quorum and Thresholds
  - Final vote
    - » Consensus Body = NQF Membership
    - » Quorum: No quorum is established
    - » Threshold: Simple majority (51%) of the councils must approve

Current Model Flow

SC review of measures and endorsement recommendation

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Public and NQF Member comment

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SC synthesizes member comments, responds to them, and may change their vote after review of the comments

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NQF Member Voting on the SC endorsement recommendations

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Review and approval by CSAC

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Board Ratification

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Measures Endorsed

↓

Appeals Period

Proposed Consensus Models

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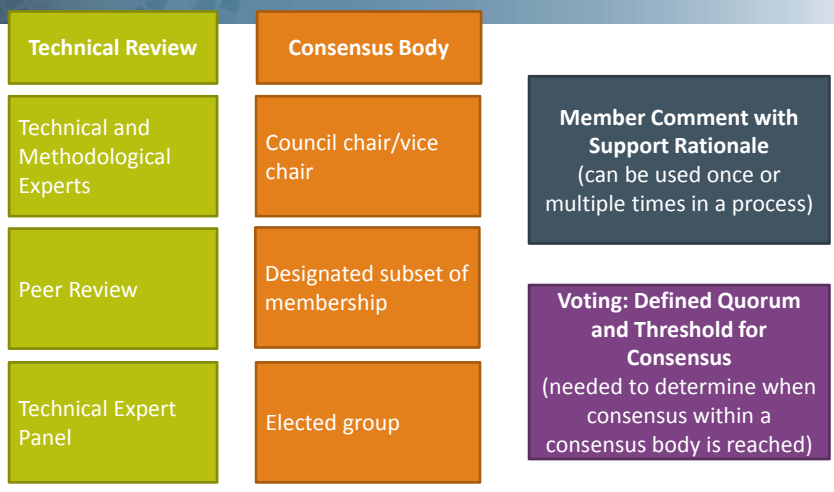
Consensus Models: Shared Features

For the measure to move through the process, need to demonstrate:

- Quorum of consensus body votes (TBD)
- Threshold = solid consensus body approval (approximately 2/3; has to include patient/consumer/purchaser approval)
- CB must ensure that minimum measure evaluation criteria is met
- Enable member comment early in the process and include indication of support/can live with/do not support to inform CB
- Process for 'hashing out' when consensus is not yet reached
- Ensure there is a process to adjudicate comments received
- CB must have the opportunity to provide a preliminary vote and then be able to change their vote

Consensus Models: Building Blocks



Proposed Consensus Models

- We narrowed our models down to three representing key options and configurations
  - Highlighted key differences
  - Laid out pros and cons for each
  - Models are based on the following consensus bodies:
    - » Council-based
    - » Designated subset of the membership
    - » Elected group

These models are narrative and illustrative with features that can easily be swapped a'la carte to form an alternative version

Assumptions Underlying Each Proposed Model

- There is flexibility in selecting features to create a model; the models proposed can be altered in many different, logical ways
- The models proposed eliminate the current roles for endorsement recommendation and ratification by the CSAC and BOD; this was done to streamline the process.
  - Consumer/Purchaser/Patient voice was built into the models to mirror these roles since they are not included
- It is critical to have input and buy-in from all of our membership for the process models to function as intended
- Any proposed model requires a culture change in NQF's member engagement strategy across the organization- needs to be strengthened and broadened
- Any proposed model requires engagement from the membership throughout the entire CDP process
- Further exploration is needed to operationalize a new process and to establish potential timelines for the process

Council-based Model

- Description of Model:
  - The consensus body is the current 8 councils structure (council structure may change)
  - The technical input will be provided by the technical experts (topical)
  - The Chair and Vice-Chair will represent their council and vote on behalf of the council
    - Chair and Vice-Chair will request input from their council before voting on the measures
  - If 'hashing out' within a council is required, the Chair and Vice-Chair would convene their council to discuss the issues
- Voting Quorum and Thresholds:
  - Preliminary votes of the councils
    - Quorum: All councils must submit preliminary votes
    - Threshold: Not required
  - Final votes of the councils
    - Quorum: All councils must submit final votes
    - Threshold: 6/8 councils

Council-based Model cont.

- If threshold for final vote (6/8 councils) is not met:
  - No threshold= 5/8 councils or less
  - Those councils would need to hash out the issues on a council call and seek input from the technical experts if needed
    - Councils would then re-vote; if threshold is not met, the Chair and Vice-Chair would re-hash the issues
  - Maximum opportunities for further discussion when consensus is not reached need to be defined and support in process put in place

Council-based Model Flow

Measure Evaluation by Topical Technical Experts

Member Comment with support rationale on the technical input

CB= 8 Council Chairs and Vice-Chairs: 1 vote per council

Public and Member Comment with support rationale (members only) on Council preliminary votes

CB final vote

Hashing if consensus is needed, including anther round of voting by CB

Measures Endorsed

Review by Oversight Committee

Appeals Period

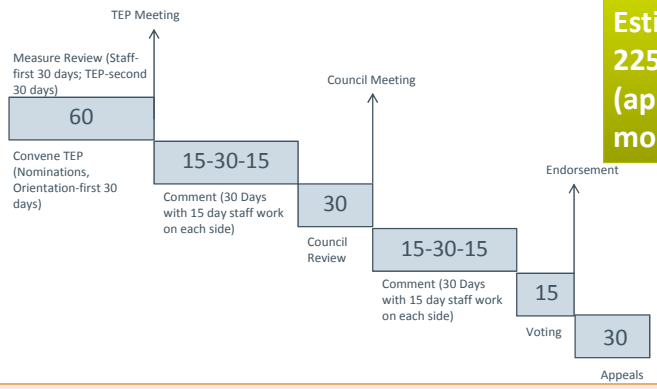
Measures Endorsed

Review by Oversight Committee

Appeals Period

Council-based Model Cycle Time Estimate

Total Time Estimate = 225 days (approx. 7.5 months)



Numbers are 'day' increments.
Time estimate is meant to provide a like comparison between models. It does not include appeals, consistent with current defined process.
Additional process mapping will enable staff to identify areas where timelines could be shortened.

Council-based Model: Impact on Member Engagement

- What's Different
  - Represents balance of interest based on one council, one vote
  - Assumes appropriate segmentation of stakeholders into councils
  - Offers marginal improvement in member participation and cross-council collaboration
- What's Valuable
  - Leverages volunteer leadership (Chair, Co-chair, other Officers) in essential ways
  - Introduces more time to consider, convene, and vote
  - Creates opportunity for delivering value-added services to members
    - e.g. subject-matter, technical explanation and support
- Challenges
  - Potentially overwhelming volume for volunteer leadership
  - New requirements for volunteer leadership
  - Assumes every council will want to participate in every project
  - Council structure oriented around stakeholder voting blocs may be tricky to implement and maintain

Council-based Model

Pros

- Council governance structure currently exists
- Encourages collaboration among stakeholder peers
- The council leadership are elected from membership
- Allows multiple opportunities for comment
- Balance of interest by design, similar to the Elected Group model

Cons

- Requires all eight council chairs or vice chairs to vote to achieve quorum
- May need to revamp the council requirements
- May require reevaluating stakeholder groups (are the 8 councils the correct structure?)
- Assumes that all stakeholder groups as currently defined in the councils have like interests
- Volume of measures to be reviewed may be an issue
- Concentrates a massive amount of responsibility on a finite group of people

Questions/Discussion

Designated Subset Model

- Description of Model
  - The consensus body is a self-designated subset of membership
  - Members self-designate interest in given topic or measurement area through an enhanced member engagement strategy and/or participating in preliminary vote/comment
  - Measure evaluation is conducted through peer review
    - » blinded peer review/different reviewers for each criteria (i.e., evidence –evidence rating experts/clinicians; scientific acceptability-methodologists; feasibility & use- end users)
  - Group representative of the membership would serve to synthesize member preliminary vote and comments with the technical reviews; make endorsement recommendations for the CB to vote

Designated Subset Model cont.

- Voting Quorum and Thresholds
  - Preliminary votes of the CB occur during the Member and Public Comment period; those members who comment and vote constitute the CB in addition to those who designated interest at other points in time.
    - » Quorum: Not required; designated subset would be defined at this point in the process
    - » Threshold: Not required
  - Final vote
    - » Quorum: 51% of the CB is required to vote
    - » Threshold: 2 of the 3 interest categories must approve

Designated Subset Model cont.

- If threshold for final vote is not met:
  - No threshold= 51% approval from the popular vote AND less than 2/3 interest groups approval or no consumer/purchaser/patient support
  - A conference call would be scheduled for all objectors and the consensus body members to further discuss the issues.
    - » CB would then re-vote

Designated Subset Model Flow

Technical review by pool of peer reviewers

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Public and Member comment with support rationale on the technical input (preliminary vote by consensus body)

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Group representative of the membership synthesizes member comments/votes, and technical reviews and provides a preliminary recommendation

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Consensus body final vote

Hashing if consensus is needed, including another round of voting by the CB

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Measures Endorsed

↓

Review by Oversight Committee

↓

Appeals Period

Measures Endorsed

↓

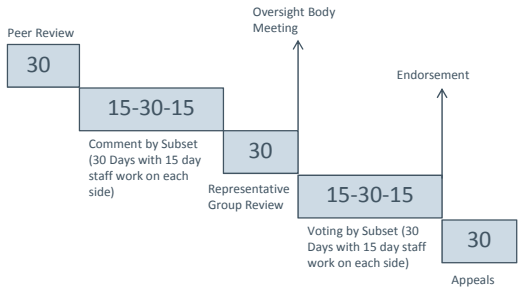
Review by Oversight Committee

↓

Appeals Period

Designated Subset Model Cycle Time Estimate

Total Time Estimate = 180 days (approx. 6 months)



Numbers are 'day' increments.
Time estimate is meant to provide a like comparison between models. It does not include appeals, consistent with current defined process.
Additional process mapping will enable staff to identify areas where timelines could be shortened.

Designated Subset Model: Impact on Member Engagement

- What's Different
  - Represents balance of interest based on organizational interest/affinity
  - Introduces a priority and topic driven superstructure to membership
  - Offers exceptional improvement in member engagement and cross-council collaboration
- What's Valuable
  - Allows members to customize their own member experience (around voting and participation) based on their interest, expertise, and time
  - Better aligns member organizational capabilities with NQF process and communications
    - NQF calls to action and communications become more targeted
    - NQF has a more predictable path to consensus
  - Independent technical review process supports "broader" stakeholder discussion

Designated Subset Model: Impact on Member Engagement

- Challenges
  - Requires significant investment in data infrastructure that underpins membership program
  - Balance of Interest becomes overarching and critical priority
  - Demands (re)orientation of members

Designated Subset Model

Pros

- Has features that best enable single flow processing of a measure
- Allows flexibility in terms of real time review of new and maintenance measure
- Increases engagement of membership (Membership in the "driver's seat")
- Acknowledges that not all members are equally interested in all projects
- Consistency of "oversight" group
- Could have more than one "oversight" group

Cons

- Heavily reliant on data IT infrastructure
- May lose the ability to look across identical measures and determine best
- Volume of measures reviewed could be an issue
- Ensuring balance of interest and quorum through voting may be complex
- Continuity of commenting and voter participation may be variable
- Self-designation may not guarantee that individuals will vote

Questions/Discussion

Elected Group Model

- Description of Model:
  - The consensus body is a representative subset of the membership, elected by the membership (either topical or non-topical)
    - 1/3 is those using measures (consumers/patients/purchasers), 1/3 is those being measured (providers, health professionals), 1/3 is interested parties (researchers, methodologists, supplier/industry)
  - Measure review done by technical and/or methodological experts. The experts can be either topical or non-topical depending on CB.
  - CB provides a preliminary vote based on the technical review (whether criteria are met) at the same time as the membership and public comment.
  - Final votes of the CB occur after convening activity including review of the technical reviews and the comments/support rationale from the membership and public.

Elected Group Model

- Voting Quorum and Thresholds:
  - Preliminary votes
    - Quorum: ¾ of the CB must vote
    - Threshold: Not required
  - Final votes
    - Quorum: ¾ of the CB must vote
    - Threshold: 2 of the 3 of the CB interest groups must approve, including the consumer/patient/purchaser group
- If threshold is not met:
  - No threshold = no consumer/patient/purchaser support AND 51% of the CB votes for additional hashing out process
  - Additional conference call including technical experts, CB to hash out the areas of disagreement. Includes all member input.
    - CB would then re-vote; if threshold is not met, measure stops.

Elected Group Model Lay out

Measure Evaluation by Technical, Methodological Experts (topical or non-topical)

Public Comment and Member Comment with support rationale on the technical input
Consensus Body Preliminary Voting

Consensus Body Review of technical input, public and member comments, member support rationale
CB= 1/3 is Con/Pur/Patients, 1/3 is those being measured, 1/3 is interested parties (topical or non-topical)
CB Final Vote (unless disagreement identified between consensus body and membership)

Hashing if consensus is needed, including another round of voting by the Consensus Body

Measures Endorsed

Review by Oversight Committee

Appeals Period

Measures Endorsed

Review by Oversight Committee

Appeals Period

Elected Group Model Cycle Time Estimate

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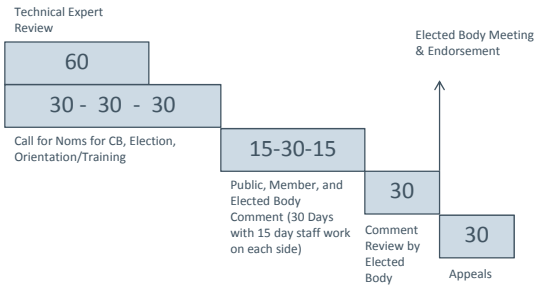

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Additional process mapping will enable staff to identify areas where timelines could be shortened.

Elected Group Model: Impact on Member Engagement

- What's Different
  - Represents balance of interest based on standards developing organization (SDO) stakeholder criteria
  - Introduces more structured and transparent process
  - Suggests alternative strategy to member engagement and cross-council collaboration
- What's Valuable
  - Consolidates stakeholder groups into distinct voting blocs
  - Creates excellent professional development opportunities for all members
  - (Independent technical and methodological review process) supports "broader" stakeholder discussion

Elected Group Model: Impact on Member Engagement

- Challenges
  - Participation may benefit more well-resourced organizations
  - Could be perceived as "same approach; new name"
    - » May not be responsive enough for many members
  - SDO stakeholder criteria may fall flat

Elected Group Model

Pros

- Streamlined
- More representative of and transparent to membership
- Potential to engage more members
- Increases transparency of current process
- Accountability of the CB to the membership is clear and direct
- There is balance of interest by design, similar to the Council model

Cons

- Consensus body may not have specific/broad expert representation
- Election process is likely complex
- There is no guarantee that the CBs will be truly representative of the membership
- Lobbying may be burdensome for consensus body membership
- Infrastructure to support communication between membership and their representation may need to be enhanced

Questions/Discussion

Topical and Non-topical Hybrid Consensus Body

- In a model where the Consensus Body is made up of:
  - 1/3 membership from those getting measured
  - 1/3 members those who measure
  - 1/3 members interested parties
- It is possible to allow the 1/3 of the membership who is being measured to rotate based on the measure focus. This approach would allow for those being measured to be specific to the topic of the measure focus. For example:
  - If the measure focus seeks to measure hospital readmissions, the 1/3 membership of those being measured would include hospitals, post-acute facilities, primary care physicians and others who participate in care coordination of patients post-hospitalization
  - If the measure focus is on GI hemorrhage, would include GI specialists.

Topical (condition/setting specific) Consensus Bodies

Pros:

- Greater clinician engagement
- More potential for member engagement
- Encourages interaction across stakeholders
- More contextual knowledge and experience- credibility
- Specific setting expertise
- A stable of experts dedicated to one area (depth, breadth and interest)
- Broader opportunity for involvement of other interested parties and those being measured
- Helps to address volume
- Harmonization of measures may be more effective

Cons:

- More committees- need for continual recruiting and constituting
- May be more difficult to get balance of interest
- May not support single flow of measures
- Does not accommodate those measures that do not neatly fit in a topical category
- Risk of one or two individuals/experts dominating the discussion

Our models contain features that can be interchanged. For example, non-topical and topical consensus bodies

Non-topical (not condition/setting specific) Consensus Bodies

Pros:

- Fewer committees- not continually recruiting and constituting
- Easier to get balance of interest
- More closely mirrors the CSAC model
- 1/3 of the CB could change depending on measures being dealt with
- Supports single flow of measures
- Broader non-clinical perspective
- Accommodates those measures that do not neatly fit in a topical category
- Less risk of one or two individual/experts dominating the discussion

Cons:

- May not have the depth of expertise (clinical, setting, etc.) desired
- May be difficult to handle large volume of measure reviews
- Harmonization may not be effectively addressed
- May not have buy-in from those being measured due to not having a seat at the table

We could configure a committee or elected Consensus body to these needs

Questions

Consensus Task Force Meeting
Day 2

NATIONAL QUALITY FORUM

February 21, 2013

Questions for Consideration

- What are the top priorities that the Task Force must have for the CDP?
- What features should be part of a model in order to meet these priorities?
- What does a final model look like?