National Pilot Project on Payment Bundling

Summary: Direct the Secretary to develop a national, voluntary pilot program encouraging hospitals, doctors, and post-acute care providers to improve patient care and achieve savings for the Medicare program through bundled payment models. Requires the Secretary to establish this program by January 1, 2013 for a period of five years. Before January 1, 2016, the Secretary is also required to submit a plan to Congress to expand the pilot program if doing so will improve patient care and reduce spending.

Status Update: On January 31, 2011, the Government Accountability Office (GAO) released a report related to private sector initiatives to bundle payments for hospital and physician services during an episode of care.

Next steps:
- Now until January 1, 2013 = Developmental phase – establish quality measures and patient assessment tools
- January 1, 2013 – Establish pilot program
- January 1, 2015 – Submit to Congress an independent, interim evaluation of the program
- January 1, 2016 – Submit to Congress a final report from an independent entity evaluating the program

Additional information:
- RAND analysis regarding payment bundling -- http://www.randcompare.org/policy-options/bundled-payment
- Health Affairs article regarding bundled payment -- http://content.healthaffairs.org/cgi/reprint/17/6/69.pdf
- AMA article on bundled payment, examining ways to encourage doctors to participate -- http://www.ama-assn.org/amednews/2010/01/04/gvsa0104.htm

Long summary:
Sec. 3023. National pilot program on payment bundling (as modified by sec. 10308). Requires the Secretary to establish a voluntary pilot program for integrated care during an episode of care provided to certain Medicare beneficiaries with “applicable conditions” around a hospitalization to improve the coordination, quality, and efficiency of Medicare services. “Applicable conditions” include up to 10 different conditions selected by the Secretary, based on a variety of statutory factors. Secretary must establish the five year pilot program no later than January 1, 2013 and may expand the pilot program after January 1, 2016 if such expansion would:
(1) reduce spending while improving or not reducing the quality of care; and (2) not deny or limit coverage or provision of benefits. Requires independent evaluation and an interim report to Congress based on the independent evaluation no later than two years after the start of the pilot program and a final report within three years.

Developmental phase. Requires the Secretary to develop or identify quality measures and a patient assessment instruments. Quality measures shall include measures of functional status improvement, reducing rates of avoidable hospital readmissions, rates of discharge to the community, rates of admission to an emergency room after a hospitalization, incidence of health care acquired infections, efficiency measures, measures of patient-centeredness of care, measures of patient perception of care, and other measures determined appropriate by the Secretary.

Application and payment methodologies. Requires the Secretary to receive applications from entities to provide applicable services to certain Medicare beneficiaries, and specifies that such entity shall furnish or direct applicable services and other appropriate services. A payment methodology, which may include bundled payment, tested under the pilot program shall include payment for the furnishing of applicable services and other appropriate services, such as care coordination, medication reconciliation, discharge planning, transitional care services, and other patient-centered activities as determined appropriate by the Secretary. Requires the Secretary to establish payments so that an entity is not paid more in a year for all applicable services for treating applicable beneficiaries than it would be paid absent the pilot program, as estimated by the Secretary. Requires payment for post-acute services which are necessary after the last day of the episode of care.

Continuing Care Hospital Model. Requires the Secretary to evaluate the continuing care hospital model as a separate pilot test using the same rules as the overall pilot program, except that conditions may not be limited to those from the original pilot program and an episode of care is defined differently.

Definitions. Defines applicable services to be acute care inpatient services; physician services delivered inside and outside of the hospital setting; outpatient hospital services, including emergency department visits; post-acute care services including home health, skilled nursing, inpatient rehabilitation, long term care hospital; and other services identified by the Secretary. Defines episode of care to begin three days prior to the hospital admission and end 30 days following hospital discharge, unless the Secretary determines another timeframe is more appropriate. Defines continuing care hospital as an entity that has demonstrated the ability to meet patient care and patient safety standards and that provides under common management the medical and rehabilitation services provided in inpatient rehabilitation hospitals and units, long term care hospitals, and skilled nursing facilities that are located in a hospital described in section 1886(d).

Legislative text:
SEC. 3023. NATIONAL PILOT PROGRAM ON PAYMENT BUNDLING.
Title XVIII of the Social Security Act, as amended by section 3021, is amended by inserting after section 1866C the following new section:
"NATIONAL PILOT PROGRAM ON PAYMENT BUNDLING
"SEC. 1866D. (a) IMPLEMENTATION.—
"(1) IN GENERAL.—The Secretary shall establish a pilot program for integrated care during an episode of care provided to an applicable beneficiary around a hospitalization in order to improve the coordination, quality, and efficiency of health care services under this title.
"(2) DEFINITIONS.—In this section:
"(A) APPLICABLE BENEFICIARY.—The term 'applicable beneficiary' means an individual who—
"(i) is entitled to, or enrolled for, benefits under part A and enrolled for benefits under part B of such title, but not enrolled under part C or a PACE program under section 1894; and
"(ii) is admitted to a hospital for an applicable condition.
"(B) APPLICABLE CONDITION.—The term 'applicable condition' means 1 or more of 10 conditions selected by the Secretary. In selecting conditions under the preceding sentence, the Secretary shall take into consideration the following factors:

(i) Whether the conditions selected include a mix of chronic and acute conditions.

(ii) Whether the conditions selected include a mix of surgical and medical conditions.

(iii) Whether a condition is one for which there is evidence of an opportunity for providers of services and suppliers to improve the quality of care furnished while reducing total expenditures under this title.

(iv) Whether a condition has significant variation in—

(I) the number of readmissions; and

(II) the amount of expenditures for post-acute care spending under this title.

(v) Whether a condition is high-volume and has high post-acute care expenditures under this title.

(vi) Which conditions the Secretary determines are most amenable to bundling across the spectrum of care given practice patterns under this title.

(C) APPLICABLE SERVICES.—The term ‘applicable services’ means the following:

(i) Acute care inpatient services.

(ii) Physicians’ services delivered in and outside of an acute care hospital setting.

(iii) Outpatient hospital services, including emergency department services.

(iv) Post-acute care services, including home health services, skilled nursing services, inpatient rehabilitation services, and inpatient hospital services furnished by a long-term care hospital.

(v) Other services the Secretary determines appropriate.

(D) EPISODE OF CARE.—

(i) IN GENERAL.—Subject to clause (ii), the term ‘episode of care’ means, with respect to an applicable condition and an applicable beneficiary, the period that includes—

(I) the 3 days prior to the admission of the applicable beneficiary to a hospital for the applicable condition;

(II) the length of stay of the applicable beneficiary in such hospital; and

(III) the 30 days following the discharge of the applicable beneficiary from such hospital.

(ii) ESTABLISHMENT OF PERIOD BY THE SECRETARY.—The Secretary, as appropriate, may establish a period (other than the period described in clause (i)) for an episode of care under the pilot program.

(E) PHYSICIANS’ SERVICES.—The term ‘physicians’ services’ has the meaning given such term in section 1861(q).

(F) PILOT PROGRAM.—The term ‘pilot program’ means the pilot program under this section.

(G) PROVIDER OF SERVICES.—The term ‘provider of services’ has the meaning given such term in section 1861(u).

(H) READMISSION.—The term ‘readmission’ has the meaning given such term in section 1886(q)(5)(E).

(I) SUPPLIER.—The term ‘supplier’ has the meaning given such term in section 1861(d).

(J) DEADLINE FOR IMPLEMENTATION.—The Secretary shall establish the pilot program not later than January 1, 2013.

(K) DEVELOPMENTAL PHASE.—

(1) DETERMINATION OF PATIENT ASSESSMENT INSTRUMENT.—The Secretary shall determine which patient assessment instrument (such as the Continuity Assessment Record and Evaluation [CARE] tool) shall be used under the pilot program to evaluate the applicable condition of an applicable beneficiary for purposes of determining the most clinically appropriate site for the provision of post-acute care to the applicable beneficiary.

(2) DEVELOPMENT OF QUALITY MEASURES FOR AN EPISODE OF CARE AND FOR POST-ACUTE CARE.—

(A) IN GENERAL.—The Secretary, in consultation with the Agency for Healthcare Research and Quality and the entity with a contract under section 1890(a) of the Social Security Act, shall develop quality measures for use in the pilot program—

(i) for episodes of care; and

(ii) for post-acute care.

(B) SITE-NEUTRAL POST-ACUTE CARE QUALITY MEASURES.—Any quality measures developed under subparagraph (A)(i) shall be site-neutral.

(C) COORDINATION WITH QUALITY MEASURE DEVELOPMENT AND ENDORSEMENT PROCEDURES.—The Secretary shall ensure that the development of quality measures under subparagraph (A) is done in a manner that is consistent with the measures developed and endorsed under section 1890 and 1890A that are applicable to all postacute care settings.

(c) DETAILS.—

(1) DURATION.—

(A) IN GENERAL.—Subject to subparagraph (B), the pilot program shall be conducted for a period of 5 years.

(B) EXPANSION.—The Secretary may, at any point after January 1, 2016, expand the duration and scope of the pilot program, to the extent determined appropriate by the Secretary, if—

(i) the Secretary determines that such expansion is expected to—

(I) reduce spending under title XVIII of the Social Security Act without reducing the quality of care; or

(II) improve the quality of care and reduce spending;

(ii) the Chief Actuary of the Centers for Medicare & Medicaid Services certifies that such expansion would reduce program spending under such title XVIII; and

(iii) the Secretary determines that such expansion would not deny or limit the coverage or provision of benefits under this title for individuals.

(2) PARTICIPATING PROVIDERS OF SERVICES AND SUPPLIERS.—

(A) IN GENERAL.—An entity comprised of providers of services and suppliers, including a hospital, a physician group, a skilled nursing facility, and a home health agency, who are otherwise participating under this title, may submit an application to the Secretary to provide applicable services to applicable individuals under this section.
(2) SPECIAL RULES.—In pilot testing the continuing care hospital model under paragraph (1), the following rules shall apply:

(1) IN GENERAL.—In conducting the pilot program, the Secretary shall apply the provisions of the program so as to separately pilot test

(g) APPLICATION OF PILOT PROGRAM TO CONTINUING CARE HOSPITALS.—The Secretary may waive such provisions of this title and title XI as may be necessary to carry out the pilot program.

(2) REPORTS.—

(A) IN GENERAL.—The Secretary shall conduct an independent evaluation of the pilot program, including the extent to which the pilot program has—

(i) improved quality measures established under subsection (c)(4)(A);

(ii) reduced spending under this title.

(B) INCLUSION OF CERTAIN SERVICES.—A payment methodology tested under the pilot program shall include payment for the furnishing of applicable services and other appropriate services, such as care coordination, medication reconciliation, discharge planning, transitional care services, and other patient-centered activities as determined appropriate by the Secretary.

(C) BUNDLED PAYMENTS.—

(i) IN GENERAL.—A bundled payment under the pilot program shall—

(v) Incidence of health care acquired infections.

(vi) Efficiency measures.

(vii) Measures of patient-centeredness of care.

(viii) Measures of patient perception of care.

(ix) Other measures, including measures of patient outcomes, determined appropriate by the Secretary.

(D) PAYMENT FOR POST-ACUTE CARE SERVICES AFTER THE EPISODE OF CARE.—The Secretary shall establish procedures, in the case where an applicable beneficiary requires continued post-acute care services after the last day of the episode of care, under which payment for such services shall be made.

(4) QUALITY MEASURES.—

(A) IN GENERAL.—The Secretary shall establish quality measures (including quality measures of process, outcome, and structure) related to care provided by entities participating in the pilot program. Quality measures established under the preceding sentence shall include measures of the following:

(i) Functional status improvement.

(ii) Reducing rates of avoidable hospital readmissions.

(iii) Rates of discharge to the community.

(iv) Rates of admission to an emergency room after a hospitalization.

(v) Incidence of health care acquired infections.

(vi) Efficiency measures.

(vii) Measures of patient-centeredness of care.

(viii) Measures of patient perception of care.

(ix) Other measures, including measures of patient outcomes, determined appropriate by the Secretary.

(B) REPORTING ON QUALITY MEASURES.

(1) IN GENERAL.—A entity shall submit data to the Secretary on quality measures established under subparagraph (A) during each year of the pilot program (in a form and manner, subject to clause (iii), specified by the Secretary).

(ii) SUBMISSION OF DATA THROUGH ELECTRONIC HEALTH RECORD.—To the extent practicable, the Secretary shall specify that data on measures be submitted under clause (i) through the use of a qualified electronic health record (as defined in section 3000(13) of the Public Health Service Act (42 U.S.C. 300jj–11(13))) in a manner specified by the Secretary.

(d) WAIVER.—The Secretary may waive such provisions of this title and title XI as may be necessary to carry out the pilot program.

(e) INDEPENDENT EVALUATION AND REPORTS ON PILOT PROGRAM.

(1) INDEPENDENT EVALUATION.—The Secretary shall conduct an independent evaluation of the pilot program, including the extent to which the pilot program has—

(A) improved quality measures established under subsection (c)(4)(A);

(B) improved health outcomes;

(C) improved applicable beneficiary access to care; and

(D) reduced spending under this title.

(2) REPORTS.—

(A) INTERIM REPORT.—Not later than 2 years after the implementation of the pilot program, the Secretary shall submit to Congress a report on the initial results of the independent evaluation conducted under paragraph (1).

(B) FINAL REPORT.—Not later than 3 years after the implementation of the pilot program, the Secretary shall submit to Congress a report on the final results of the independent evaluation conducted under paragraph (1).

(f) CONSULTATION.—The Secretary shall consult with representatives of small rural hospitals, including critical access hospitals (as defined in section 1861(mm)(1)), regarding their participation in the pilot program. Such consultation shall include consideration of innovative methods of implementing bundled payments in hospitals described in the preceding sentence, taking into consideration any difficulties in doing so as a result of the low volume of services provided by such hospitals.

(g) APPLICATION OF PILOT PROGRAM TO CONTINUING CARE HOSPITALS.—

(1) IN GENERAL.—In conducting the pilot program, the Secretary shall apply the provisions of the program so as to separately pilot test the continuing care hospital model.

(2) SPECIAL RULES.—In pilot testing the continuing care hospital model under paragraph (1), the following rules shall apply:

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"(A) Such model shall be tested without the limitation to the conditions selected under subsection (a)(2)(B).

"(B) Notwithstanding subsection (a)(2)(D), an episode of care shall be defined as the full period that a patient stays in the continuing care hospital plus the first 30 days following discharge from such hospital.

"(3) CONTINUING CARE HOSPITAL DEFINED.—In this subsection, the term 'continuing care hospital' means an entity that has demonstrated the ability to meet patient care and patient safety standards and that provides under common management the medical and rehabilitation services provided in inpatient rehabilitation hospitals and units (as defined in section 1886(d)(1)(B)(ii)), long term care hospitals (as defined in section 1886(d)(1)(B)(iv)(I)), and skilled nursing facilities (as defined in section 1819(a)) that are located in a hospital described in section 1886(d).

"(h) ADMINISTRATION.—Chapter 35 of title 44, United States Code, shall not apply to the selection, testing, and evaluation of models or the expansion of such models under this section.".