## **Contents**

Chapter P'age	
Glossary of Acronyms	
Glossary of Terms	
1. Introduction and Summary	
Part One:	
2. Medicare Policies Affecting Medical Technology	
3.The Impact of Medical Technology on Medicare Costs	
Part Two:	
4. A Framework for Change,,	
5. Specific Medical Technologies: Linking Coverage Policy and Technology Assessment To Contain Costs	
6. Medicare Hospital Payment and Medical Technology	
7. Medicare Physician Payment and Medical Technology .,,	
8. Alternative Approaches to Changing Incentives for Medical Technology Adoption and Use, ,	
Part Three:	
9. Findings and Policy Options	
Appendixes  A. Method of the Study and Case Studies,	
· ·	
B. Acknowledgments and Health Program Advisory	
<b>C.</b> Selected Activities in Medical Technology Assessment	
D. Selected Alternatives to Traditional Health Care Delivery	
E. Decisionmaking by Medicare Contractors for Coverage of Medical Technologies	
References	
7.1	

## **Glossary of Acronyms**

AAMC	—Association of American Medical	HCPCS	—HCFA Common Procedure Coding
	Colleges		System
AAPCC	<ul> <li>average adjusted per capita cost</li> </ul>	HI	—Hospital Insurance (Part A) program
ACC	—American College of Cardiology	HIAA	—Health Insurance Association of
ACP	—American College of Physicians		America
ACR	—American College of Radiology	HIMA	—Health Industry Manufacturers
ACS	—American College of Surgeons		Association
ADAMHA	—Alcohol, Drug Abuse and Mental	HMO	—health maintenance organization
	Health Administration (Public	ICF	—intermediate care facility
	Health Service)	ICU	—intensive care unit
AHA	—American Hospital Association	IOM	—Institute of Medicine (National
AMA	—American Medical Association		Academy of Sciences)
BC/BS	-Blue Cross and Blue Shield	IPA	<ul><li>—independent practice association</li></ul>
	Association	JCAH	-Joint Commission for the
CABG	<ul><li>—coronary artery bypass graft surgery</li></ul>		Accreditation of Hospitals
CAPD	—continuous ambulatory peritoneal	KPMCP	—Kaiser-Permanente Medical Care
	dialysis		Program
CBA	—cost-benefit analysis	LOS	-length of stay
CBO	-Congressional Budget Office (U.S.	MCR	—Medicare cost report
	Congress)	MDC	—Major Diagnostic Category
CDC	-Centers for Disease Control (Public	NAFEC	—National Association of Freestanding
	Health Service)		Emergency Centers
CEA	—cost-effectiveness analysis	NCHCT	—National Center for Health Care
	—cost-effectiveness analysis/cost-		Technology (Public Health Service)
	benefit analysis	NCHS	—National Center for Health Statistics
CEAP	—Clinical Efficacy Assessment Project		(Public Health Service)
	(ACP)	NCHSR	—National Center for Health Services
CHAMPUS	—Civilian Health and Medical		Research (Public Health Service)
	Program of the Uniformed Services	NIH	—National Institutes of Health (Public
CFA	—capital facilities allowance		Health Service)
	(U.S. Department of Defense)	<b>NMCES</b>	—National Medical Care Expenditures
CMSS	-Council of Medical Specialty		Survey
	Societies	NMR	—nuclear magnetic resonance
CON	—certificate of need	OASH	—Office of the Assistant Secretary for
CPI	—Consumer Price Index		Health (Public Health Service)
CT	—computed tomography scanner	OCP	-Office of Coverage Policy (Health
DATTA	—Diagnostic and Therapeutic	3 01	Care Financing Administration)
	Technology Assessment (AMA)	ODR	—Office of Direct Reimbursement
DHHS	—Department of Health and Human	021	(Health Care Financing
	Services		Administration)
DRG	—Diagnosis Related Group	OHTA	-Office of Health Technology
ECRI	—formerl, the Emergency Care	011111	Assessment (National Center for
LOW	Research Institute		Health Services Research)
ESP	—economic stabilization program	OTA	—Office of Technology Assessment
ESRD	—end-stage renal disease	0111	(U.S. Congress)
FDA	—Food and Drug Administration	PHS	-Public Health Service (U.S.
1011	(U.S. Department of Health and	1110	Department of Health and Human
	Human Services)		Services)
GAO	-General Accounting Office (U.S.	PMC	—patient management category
G/10	Congress)	Pro	—preferred provider organization
GPPP	group practice prepayment plans	PRO	—utilization and quality control peer
HCFA	—Health Care Financing	1100	review organization
110174	Administration (U.S. Department of	ProPAC	—Prospective Payment Assessment
	Health and Human Services)	1101710	Commission
	Ticalul and Human Stivices)		Commission

—Professional Standards Review	SNF	—skilled nursing facility
Organization	SSOP	—second surgical opinion program
<ul><li>—percutaneous transluminal coronary</li></ul>	TEAM	—Technology Evaluation and
angioplast y		Acquisition Methods for Hospitals
—quality-adjusted life-year		(AĤA)
—Rochester Area Hospitals'	TEFRA	—Tax Equity and Fiscal Responsibility
Corporation		Act of 1982 (Public Law 97-248)
—systemic lupus erythymatosis	TPN	—total parenteral nutrition
—Supplementary Medical Insurance		•
(Part B) program		
	Organization —percutaneous transluminal coronary angioplast y —quality-adjusted life-year —Rochester Area Hospitals' Corporation —systemic lupus erythymatosis —Supplementary Medical Insurance	Organization SSOP  —percutaneous transluminal coronary angioplast y  —quality-adjusted life-year  —Rochester Area Hospitals' TEFRA Corporation  —systemic lupus erythymatosis TPN  —Supplementary Medical Insurance

## **Glossary of Terms**

- Allowable costs: Hospital costs that are reimbursable under the Medicare program.
- Ancillary technology: Medical technology used directly to support clinical services, including diagnostic radiology, radiation therapy, clinical laboratory, and other special services.
- Assignment: An agreement by a physician to bill the Medicare program directly and to accept Medicare's reasonable charge as full payment for his or her services. If the physician does not accept assignment, the patient is billed by the physician and is responsible for the difference between what Medicare will pay and what the doctor charges for a particular service.
- Beneficiary cost-sharing: The general set of financing arrangements whereby the consumer must pay some out-of-pocket cost to receive care. (Also see coinsurance, copayment, deductible, and premium.)
- Budget neutrality: Specified by the Social Security Amendments of 1983 (Public Law 98-21) to mean that the aggregate payments for the operating costs of inpatient hospital services in fiscal years 1984 and 1985 will be neither more nor less than would have been paid under the Tax Equity and Fiscal Responsibility Act (Public Law 97-248) for the costs of the same services.
- Capital costs: Expenditures for capital plant and equipment used in providing a service. Under Medicare's prospective hospital payment system established by the Social Security Amendments of 1983 (Public Law 98-21), hospitals' capital costs (depreciation, interest, and return on equity to for-profit institutions) are treated as pass-throughs (i. e., are not subject to the new system's controls).
- Cavitation: A method of paying for medical care on a fixed, periodic prepayment basis per individual. Payment by "cavitation" implies that the amount paid by the individual is independent of the number of services that individual has received.
- Case mix: The relative frequency of admissions of various types of patients, reflecting different needs

- for hospital resources. There are many ways of measuring case mix, some based on patients' diagnoses or the severity of their illnesses, some on the utilization of services, and some on the characteristics of the hospital or area in which it is located.
- Certificate of need (CON): A regulatory planning mechanism required by the National Health Planning Resources Development Act of 1974 to control large health care capital expenditures. Each State is required to enact a CON law. CON applications by institutions are reviewed by local health systems agencies, which recommend approval or disapproval; they are denied or approved by State health planning and development agencies.
- Coinsurance: A form of beneficiary cost-sharing whereby the insured pays a percentage of the total cost of health services.
- Conditions of participation: Requirements that a provider must meet in order to be allowed to receive payments for Medicare patients. An example is the requirement that hospitals conduct utilization review.
- **Copayment:** A form of beneficiary cost-sharing whereb, the insured pays a specific amount at the point of consumption of health services, e.g., \$10 per visit.
- Cost-benefit analysis (CBA): An analytical technique that compares the costs of a project or technological application to the resultant benefits, with both costs and benefits expressed by the same measure. This measure is nearly always monetary.
- Cost-effectiveness analysis (CEA): An analytical technique that compares the costs of a project or of alternative projects to the resultant benefits, with costs and benefits/effectiveness expressed by different measures. Costs are usually expressed in dollars, but benefits/effectiveness are ordinaril expressed in terms such as "lives saved," "disability avoided, "quality-adjusted life years saved," or an other relevant objectives. Also, when benefits/effectiveness are difficult to express in a common

- metric, they may be presented as an "array."
- CEA/CBA: A composite term referring to a family of analytical techniques that are employed to compare costs and benefits of programs or technologies. Literally, the term as used in this assessment means "cost-effectiveness analysis/cost-benefit analysis."
- **Coverage:** In the Medicare program, coverage refers to the benefits available to eligible beneficiaries, distinguished from payment which refers to the amount and met hods of payment for covered services.
- **Deductible:** A form of beneficiary cost-sharing in which the insured incurs an initial expense of a specified amount within a given time period (e. g., \$250 per year) before the insurer assumes liability for any additional costs of covered services.
- Depreciation: An estimate of the value of consumption of a fixed asset during a specific period of time.
- Diagnosis Related Groups (DRGs): Groupings of diagnostic categories drawn from the International Classification of Diseases and modified by the presence of a surgical procedure, patient age, presence or absence of significant comorbidities or complications, and other relevant criteria. DRGs are the case-mix measure mandated for Medicare's prospective hospital payment system by the Social Security Amendments of 1983 (Public Law 98-21).
- **DRG payment:** The system of prospective payment for inpatient services by Medicare which was mandated by the Social Security Amendments of 1983.
- Effectiveness: Same as efficacy (see below) except that it refers to ". . . average or actual conditions of use."
- Efficacy: The probability of benefit to individuals in a defined population from a medical technology applied for a given medical problem under ideal conditions of use.
- End-stage renal disease: Chronic renal failure that occurs when an individual irreversibly loses a sufficient amount of kidney function so that life cannot be sustained without treatment intervention. Hemodialysis and kidney transplant surgery are two forms of therapy.
- **Fee-for-service:** A method of paying for medical care on a retrospective basis by which each service actually received by an individual bears a related charge.
- **Fee schedules:** Set amounts of payment to physicians for particular services, generally established by a regulatory body.
- **Global budgeting:** A method of hospital cost containment in which participating hospitals must share a prospectively set budget. Methods for allocating funds among hospitals may vary.
- **Health maintenance organization (HMO):** A health care organization that acts as both insurer and provider of comprehensive but specified medical services by a defined set of physicians to a voluntarily

- enrolled population paying a prospective per capita fee (i. e., paying by "cavitation").
- Historical cost depreciation: An estimate of depreciation (see definition) based on the original cost of the fixed asset.
- **Inpatient care:** Care that includes an overnight stay in a medical facility.
- **Length of stay (LOS):** The number of days a patient remains in the hospital from admission to discharge.
- **Medical technology:** The drugs, devices, and medical and surgical procedures used in medical care, and the organizational and supportive systems within which such care is provided.
- Medicare: A nationwide, federally administered health insurance program authorized in 1965 to cover the cost of hospitalization, medical care, and some related services for eligible persons over age 65, persons receiving Social Security Disability Insurance payments for 2 years, and persons with end-stage renal disease. Medicare consists of two separate but coordinated programs-Hospital Insurance (Part A) program and the Supplementary Medical Insurance (Part B) program. Health insurance protection is available to insured persons without regard to income.
- Medicare carriers: Medicare contractors that compute reasonable charges and make Medicare Part B payments, determine whether claims are for covered services, deny claims for noncovered services, and deny claims for unnecessary use of services.
- Medicare contractors: Blue Cross/Blue Shield plans or commercial insurers that perform the Medicare program's claims processing and payment functions at the local level under the policy and operational guidance of the Health Care Financing Administration. (Also see *Medicare carriers, Medicare intermediaries.*)
- Medicare Economic Index: The index that the Medicare program uses to determine physicians' prevailing charges, as specified by the Social Security Amendments of 1972 (Public Law 92-603). Specifically, the prevailing charges are calculated by multiplying the 1973 prevailing charges by the current index, which is promulgated annually for the 12-month period beginning July 1.
- Medicare intermediaries: Medicare contractors that determine reasonable costs for covered items and services, make payment and guard against unnecessary use of covered services for Medicare Part A payments. Intermediaries also make payments for home health and outpatient hospital services covered under Part B.
- Medicare vouchers: A proposed administrative change in the Medicare program in which each eligible person would be allowed a set amount of money to purchase medical care and/or health insurance.
- **Medigap insurance:** Private supplementary medical insurance covering Medicare deductibles and co-

insurance.

Outliers: Cases with unusually high or low resource use. DRG outliers are defined by the Social Security Amendments of 1983 (Public Law 98-21) as atypical cases that have either an extremely long length of stay or extraordinarily high costs when compared to most discharges classified in the same DRC.

Outpatient care: Care that does not include an overnight stay in the facility in which care is provided.

Part A (Medicare): Medicare's Hospital Insurance program which covers specified inpatient services in hospitals, post-hospital extended care, and home health care services. Part A, which is an entitlement program for those who are eligible, is available without payment of a premium, although the beneficiary is responsible for an initial deductible and or copayment for some services. Those not automatically eligible for Part A may enroll in the program by paying a monthly premium.

Part B (Medicare): Medicare's Supplementary Medical Insurance program which covers medically necessary physician services, hospital outpatient services, outpatient physical therapy and speech pathology services, and various other limited ambulator-y services and supplies such as prosthetic devices and durable medical equipment. Part B also cowers home health services for those Medicare beneficiaries who have Part B coverage only. Part B is (optional and requires payment of a monthly premium. The beneficiary is also responsible for a deductible and a coinsurance payment for most covered services.

Pass-throughs: In a prospective per case payment system, pass-throughs are elements of hospital cost that are paid on the basis of cost-based reimbursement. For example, under Medicare's new DRG payment system, capital costs, direct teaching, and outpatient services expenses are pass-throughs.

Per case payment: A type of prospective hospital payment system in which the hospital is paid a specific amount for each patient treated, regardless of the number and types of services or number of days of care provided. Medicare's DRC, payment system for inpatient servicrs is a per case payment system.

Preferred provider organization (PPO):A contract agreement between providers (physicians or hospitals or both), patients, and insurers that medical care will be delivered at a discounted price as long as the patients use the "preferred providers," i.e., those who are among the contractors.

Premium: A form of beneficiary cost-sharing in which the insured pays a specified amount within a specific time period (e. g., \$14.60 per month) as the consideration paid for a contract of insurance.

**Prevalence:** In epidemiology, the number of cases of disease, infected persons, or persons with disabilities or some other condition, present at a particular time

and in relation to the size of the population. It is a measure of morbidity at a point in time.

Price level depreciation: An estimate of depreciation (see definition) based on the current replacement value of the fixed asset.

Procedure (medical or surgical): A medical technology involving any combination of drugs, devices, and provider skills and abilities. Appendectomy, for example, may involve at least drugs (for anesthesia), monitoring devices, surgical devices, and the skilled actions of physicians, nurses, and support staffs.

Professional Standards Review Organizations (PSROs): Community-based, physician-directed, nonprofit agencies established under the Social Security Amendments of 1972 (Public Law 92-603) to monitor the quality and appropriateness of institutional health care provided to Medicare and Medicaid beneficiaries.

Prospective hospital payment: A hospital payment method in which the amount that a hospital is paid tor services is set prior to the delivery of those services and the hospital is at least partially at risk for losses or stands to gain from surpluses that accrue in the payment period. Prospective payment rates may be per service, per capita, per diem, or per case rates. Medicare's DRG payment system for inpatient hospital services is a particular form of prospective payment.

"Reasonable and necessary": Criteria used by the Health Care Financing Administration or Medicare contractors to determine what services are eligible for Medicare coverage.

Reasonable charge: The amount (subject to a patient deductible and coinsurance) Medicare will pay for a physician's service. The reasonable charge is the lowest of: 1) the physician's actual charge; 2) the physician's customary charge (the median of charges filed by a physician during the previous year for the service); and 3) the prevailing charge (calculated by multiplying the Medicare Economic Index by the 1973 prevailing charge which is the 7.5th percentile of the distribution of customary charges of all area physicians in 1972, weighted by the number of times each physician billed for the service).

Recalibration: Periodic changes in relative DRG prices, including assignment of prices to new DRCs.

Retrospective cost-based reimbursement: A payment method in which hospitals are paid their incurred costs of treating patients after the treatment has occurred.

Technology assessment: A comprehensive form of policy research that examines the technical, economic, and social consequences of technological applications, It is especially concerned with unintended, indirect, or delayed social impacts. In health poicy, the term has also come to mean any form of policy analysis concerned with medical technology,

especially the evaluation of efficacy and safety. The comprehensive form of technology assessment is then termed "comprehensive technology assessment."

Utilization and quality control peer review organizations (PROS): Physician organizations established

by the Tax Equity and Fiscal Responsibility Act of 1982 (Public Law 97-248) to replace Professional Standards Review Organizations. Hospitals are mandated to contract with PROS to review quality of care and appropriateness of admissions and readmission.