

A History of Carotid Stenting and its Evolution: TCAR Innovation in the Context of Expanding Coverage

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Upon the request of a select group of physicians largely comprised of neurologists, neuroradiologists, neurosurgeons, interventional radiologists, and interventional cardiologists named “The Multispecialty Carotid Alliance” (MSCA), the Center for Medicare Services (CMS) reopened the standing policy for treatment of carotid artery disease (CAD) through carotid artery stenting (CAS) techniques. Following an initial comment period, CMS released their proposal to extend broad coverage of carotid artery stenting (CAS) to both high and standard surgical risk patients that are asymptomatic with 70% stenosis or symptomatic patients with >50% stenosis. CMS also proposed to remove its own facility standards and approval requirements in favor of allowing society guidelines, quality incentives, hospital credentialing committees, and other forces to govern. Importantly, CMS proposed new guardrails required for coverage, including pre and post independent neurological assessment, advanced imaging requirements, and formal shared decision-making with the patient. A 2nd 30-day comment period is underway, with a final decision expected on October 9th.

While CMS’ reconsideration has resurfaced debate concerning the best treatment modality for individuals with carotid artery disease, the optimal treatment technique has been an ongoing discussion for decades. Understanding the history of the debate and the evolution of treatment options is critical to contextualizing the recent reconsideration.

Carotid disease as a source of stroke and carotid endarterectomy (CEA) as an open surgical technique to remove the offending plaque was first described and performed in the 1950’s. As the procedure grew in popularity, so did the surgical complications at an unacceptably high rate, until a series of clinical trials were performed to formally study CEA vs best medical therapy and define the appropriate patient populations for treatment. Trials run in the 1980’s and 1990’s led to Level I evidence and guidelines supporting CEA with best medical therapy as superior to medical therapy alone in patients with severe carotid stenosis. ⁽¹⁻⁹⁾

As surgical technique and patient selection improved, serious complications were further reduced but never eliminated, and CEA was and still is conservatively applied. The 1990’s and 2000’s gave rise to the endovascular revolution in other parts of the arterial tree throughout the body and given the still high risk of adverse events from CEA, it was presumed minimally invasive, endovascular therapies would take over carotid intervention just as percutaneous coronary intervention (PCI) did over coronary artery bypass graft surgery (CABG), amongst other open to endo examples. At that time, transfemoral carotid artery stenting (TF-CAS) was developed and began to expand in use as an alternative to CEA.

What was not well understood at the time was how exquisitely sensitive the end organ of the brain was, and despite lowering surgical complications like heart attacks, cranial nerve injuries, and wound-related complications, TF-CAS revealed an unacceptably high risk of peri-procedural stroke. Certainly counter-productive on the mission to prevent a future stroke. This led first to the development of embolic

protection devices, and later to significantly better understanding of patient selection and operator experience required to reduce peri-procedural stroke risk.

Clinical trials of TF-CAS vs CEA throughout the 2000's and 2010's led to an even better understanding of each modality, and the risks of surgical complications from CEA and excess stroke from TF-CAS became firmly understood but hotly debated as to which set of risks was worth taking.⁽¹⁰⁻¹⁹⁾ The market spoke, and the answer was CEA complications were the less offending set of risks as measured by its still dominant market share, even in the patient population that TF-CAS has always had outright CMS coverage in, namely high surgical risk symptomatic patients.

Enter Trans Carotid Artery Revascularization (TCAR), born out of this debate and designed to leverage the best of what each intervention offered while mitigating their key risks. TCAR allows physicians to employ a similar mechanism of action to protect the brain as CEA, while leveraging endovascular technologies and techniques to yield a more patient-friendly, minimally invasive approach. Specifically, TCAR employs a neuroprotection device that prevents embolic debris from flowing to the brain during carotid revascularization by reversing blood flow away from the brain, before lesion manipulation, allowing a stent to be placed through direct incision above the collar bone. This lies in contrast to the technique employed through TF-CAS, which necessitates distal placement of an embolic protection device (EPD) which is navigated through the carotid stenosis while the flow to the brain is antegrade. The increased risk of cerebral embolization with TF-CAS has been attributed to the need to cross the lesion to place an EPD (an unprotected procedural step), tortuous and diseased aortic arch anatomy, and catheter manipulation within the atherosclerotic arch or target vessel.

Mitigating the procedural risks associated with TF-CAS fundamentally required and still requires highly skilled and carefully trained physicians with a large body of interventional experience. Given the aforementioned lack of TF-CAS market development, the skillset required to perform the procedure currently lies in the hands of a select few. Various studies seek to define and quantify site and operator characteristics required to perform TF-CAS, including Gray et. al, who concludes the need for surgeons to perform dozens of cases before consistently achieving a sub-3% risk of stroke.⁽²¹⁾ Further evidence suggests that this is a conservative estimate of the TF-CAS learning curve.⁽²²⁾

The clear influence of site and operator characteristics on patient outcomes for TF-CAS lies in direct contrast to TCAR. Since its inception, TCAR has shown reliably low risk of peri-operative stroke across the spectrum of site and operator characteristics. For TCAR, sub-3% stroke risk can be attained from the very first procedure regardless of an individual physician's position on the learning curve, their practice environment (community versus academic or teaching hospital), their annual carotid volume, or the involvement of trainees,⁽²³⁻³¹⁾ democratizing access to life-saving CAD intervention. TCAR's low barrier to entry for treating physicians is reflected in the rapid proliferation of the procedure as TF-CAS and CEA stagnate in utilization. Today, more than 70,00 TCAR procedures have been performed, with real-world data continuing to accrue.

Robust registry data, representing the embodiment of Real-World Evidence, formed the basis for TCAR's applicability beyond patients deemed to be at high risk of adverse events in the course of surgery. In

2022, TCAR stenting technology was deemed appropriate by the FDA for individuals considered to be of standard risk, further broadening the scope of applicability for TCAR.

Since the previous national coverage decision in 2012, new TF-CAS evidence has been generated. However, these randomized trial data continue to demonstrate the persistent excess periprocedural stroke risk incurred by TF-CAS.

Against the broader history of stenting techniques for CAD, the proposed decision issued by CMS holds a distinct intent. It is an explicit endorsement of the stent-based treatment of carotid artery disease but rather than endorsing a particular technique, the proposed policy seeks to open access to care for Medicare beneficiaries, including under-served and under-diagnosed patient populations, underwritten by the deep knowledge of the clear risks and benefits of differing treatment options and the market forces that will steer the patient to the best possible treatment decision for their unique circumstances.

Yet within this apparent panacea, the minimally invasive option of choice should contemplate the broader population of patients who warrant treatment. They should come to no harm when treated by all operators; the elderly, the females, the recently symptomatic, the obese and the ethnic minorities. When equitable access is granted, equitable outcomes must be guaranteed.⁽³²⁻⁴⁷⁾

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