

Regulatory Sandboxes – Developments in the EU

Nada Alkhayat – European Commission, DG SANTE, Unit D3





25 September 2023



OVERVIEW

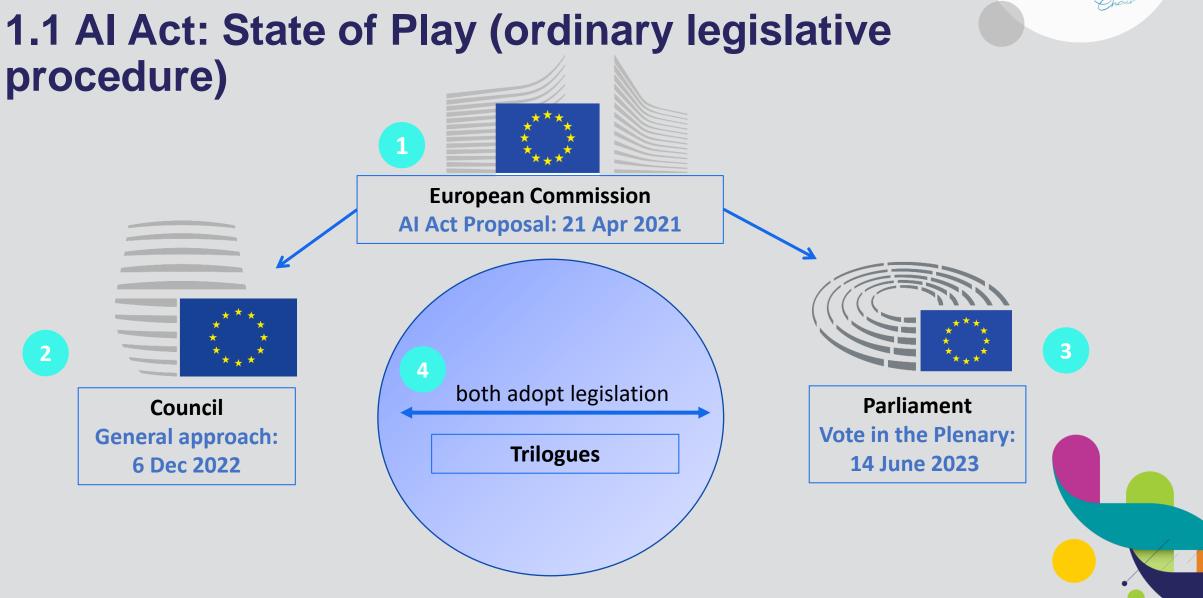
- 1. Brief background on the EU's proposed AI Act
 - 1.1 State of play
 - **1.2 Risk classification**
 - **1.3 Summary of requirements**
- 2. Regulatory Sandboxes
 - 2.1 Key features
 - **2.2 Operation of the sandbox**
 - 2.3 Re-use of personal data



INTERNATIONAL MEDICAL DEVICE Regulators Forum
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1. Brief background on the EU's proposed AI Act







1.2 Risk-based approach

Unacceptable risk

e.g. social scoring by public authorities, harmful manipulation, real-time RBI for law enforcement (with exceptions)

High risk

e.g. recruitment, medical devices

'Transparency' risk 'Impersonation' (chatbots), deep fakes, emotion recognition and biometric categorisation

Minimal or no risk

Council agree

Permitted subject to compliance with AI requirements and ex-ante conformity assessment

Permitted but subject to information/transparency obligations

Permitted with no restrictions, voluntary codes of conduct possible

*Not mutually exclusive



1.3 Requirements for high-risk AI – including/ medical devices (Title III, chapter 2)

Parliament & / Council agree Use high-quality training, validation and testing datasets Implement data governance procedures Establish **documentation** in Annex IV and design the system with Establish and **logging** features (traceability & auditability) implement an iterative **risk** Ensure appropriate degree of transparency and interpretability of management the system by design & provide users with information (on how to process use the system, its capabilities and limitations, potential risks etc.) (identify & mitigate risks) Enable human oversight aimed to minimize residual risks (measures built into the system and/or to be implemented by users) Ensure **robustness**, **accuracy** and **cybersecurity** throughout the lifecycle

NB! Harmonised technical standards developed by ESOs will support providers to demonstrate compliance.



2. Regulatory Sandboxes

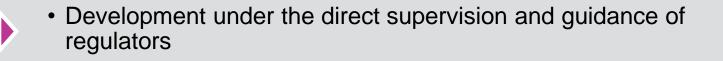
Articles. 53 and 54 of the AIA





2.1 Key features of AI Regulatory sandboxes

Regulatory supervision



Pre-marketing phase



• Testing under real conditions possible, but in controlled environment

Objective to ensure compliance

• With AI Act but possibly also GDPR and sectoral laws (in a single sandboxing project)

Of specific AI projects

• Al systems must be 'innovative' for the market

Public or private

Variety of possible participants





2.3 Operation of the sandbox

- Can be utilised in the pre-market phase and re-assessment by the provider/user in case of substantial modification to certified AI systems
- ► No derogation from the AI requirements/conformity assessment
 - But clarity and margin of discretion how regulators apply them to specific AI use cases/projects
- ► Uniform conditions for the operation: EU implementing acts
 - ► Eligibility criteria
 - Procedure for application, selection, participation and exiting from the sandbox
 - Rights and obligations of the participants
 - General provisions and (potentially) sectoral ones

a) Prevent market
 fragmentation
 b) Level playing field
 c) Flexibility (can be adapted)

2.4 Special regime for re-use of personal data in the AI regulatory sandbox – art. 54

- Provides a legal basis for the re-use/further processing of personal data for developing certain AI systems in the public interest in one or more of the following areas:
 - The prevention, investigation, detection or prosecution of criminal offences or the execution of criminal penalties, including the safeguarding against and the prevention of threats to public security, under the control and responsibility of the competent authorities. The processing shall be based on Member State or Union law;
 - **II. Public safety and public health, including disease prevention, control and treatment;**
 - III. A high level of protection and improvement of the quality of the environment;
- Subject to additional safeguards including:
 - Data processed should be necessary for fulfilling one or more of the AI requirements (which cannot be effectively achieved by synthetic and non-personal data)
 - ► Effective monitoring mechanisms to identify high risks to fundamental rights
 - Processing should not lead to measures or decisions affecting the data subjects
 - ► Specific storage, access, security and documentation requirements









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Extra slides





Regulatory Sandboxes

Dr Paul Campbell, Head of Software and Al, Senior Clinical Advisor, MHRA



Medicines & Healthcare products **Regulatory Agency**

25th September 2023

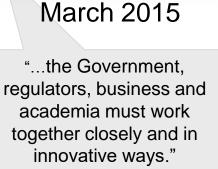






Introduction and Background







Regulatory Sandbox (definition)

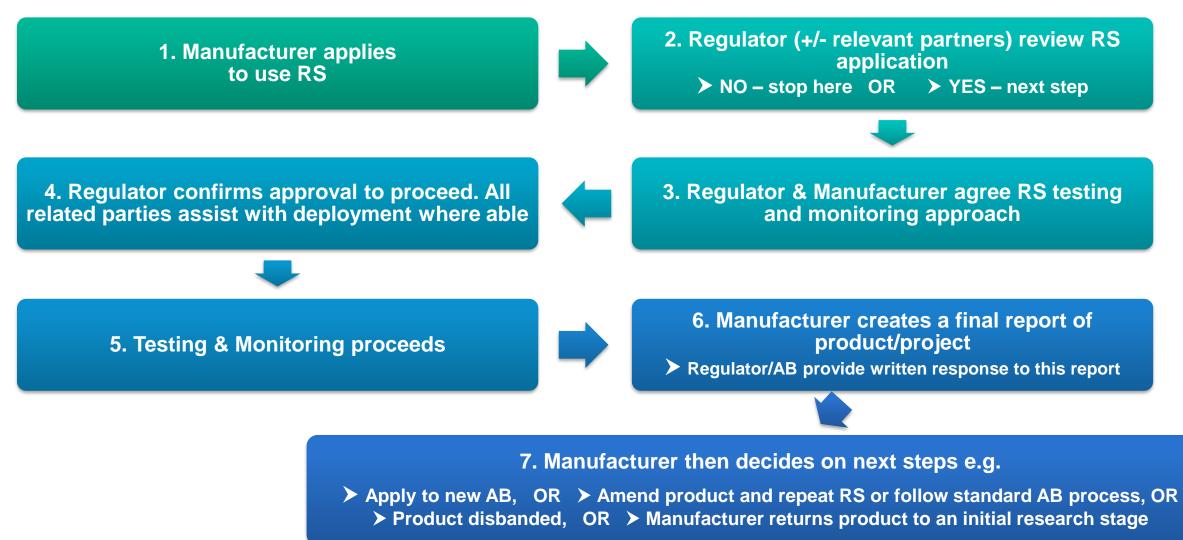
"...a 'safe space' in which businesses can test innovative products, services, business models and delivery mechanisms without immediately incurring all the normal regulatory consequences of engaging in the activity in question."

What are the features of a Regulatory Sandbox?

- A regulator-monitored testing area, or 'Sandbox', for innovators to experiment with virtual environments or real people
- They create collaborative partnerships between innovators, regulators (inc. Approved Bodies), government & academia
- They allow the exploration of real, or perceived regulatory barriers, required safeguarding mechanisms and consideration of current or future legislative positions
- Used as a mechanism to generate **data** and **evidence** to assess if a future real-world application is a **viable** proposition



Potential Regulatory Sandbox (RS) Process



Challenges and Rationale for RSs

Fit of new technologies to current regulatory systems can be challenging

Often, debate over the baseline level of evidence /regulatory knowledge in the innovation space



Addresses the 'Barrier vs Team-Sport' mindset

Whole/Total Product Lifecycle (TPLC) considerations are not appreciated



Poor understanding of feedback benefits & mechanisms required to support TPLC

The Benefits of Regulatory Sandboxes

Innovators	 Provides a supported environment to safely try new technologies Provides guidance on good approaches to evidence Provides insight into regulatory requirements 	
Regulators	 Structured mechanisms – for systematic testing and analysis, enhancing feedback loops Develop expertise for new technologies that may not quite fit Promotes collaboration Informs Regulatory policy 	
Patients	 Provides earlier access to innovative technologies Provides better evidence/assurance of safety and effectiveness of products Facilitates scalable product solutions for health care systems and patients 	

RS Summary



Regulatory Sandboxes are a valuable part of the toolbox



In healthcare, they should have a different, less play-time-like, more reassuring name!



Sharing of experiences could help finesse the right model for 'Regulatory Sandboxes



They can foster collaborative learning internationally which can lead to accelerated alignment



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Regulatory Sandboxes

Koen Cobbaert - Philips







Funded by the European Union

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Regulatory Sandboxes used in three meanings



Framework for negotiated rulemaking

Framework set up for experimenting with technologies in view of developing new and updating existing legislation, implementing or delegated acts, guidance, standards, and administrative provisions.

E.g., FDA's Pre-certification program, MHRA's Airlock, Singapore's LEAP for telemedicine

Regulatory advisory service

2

Advisory service providing scientific, regulatory, legal, and ethical advice on market authorization and/or market access of products and services. It may include a testbed to experiment with technology and gain insight into the extent of regulatory compliance.

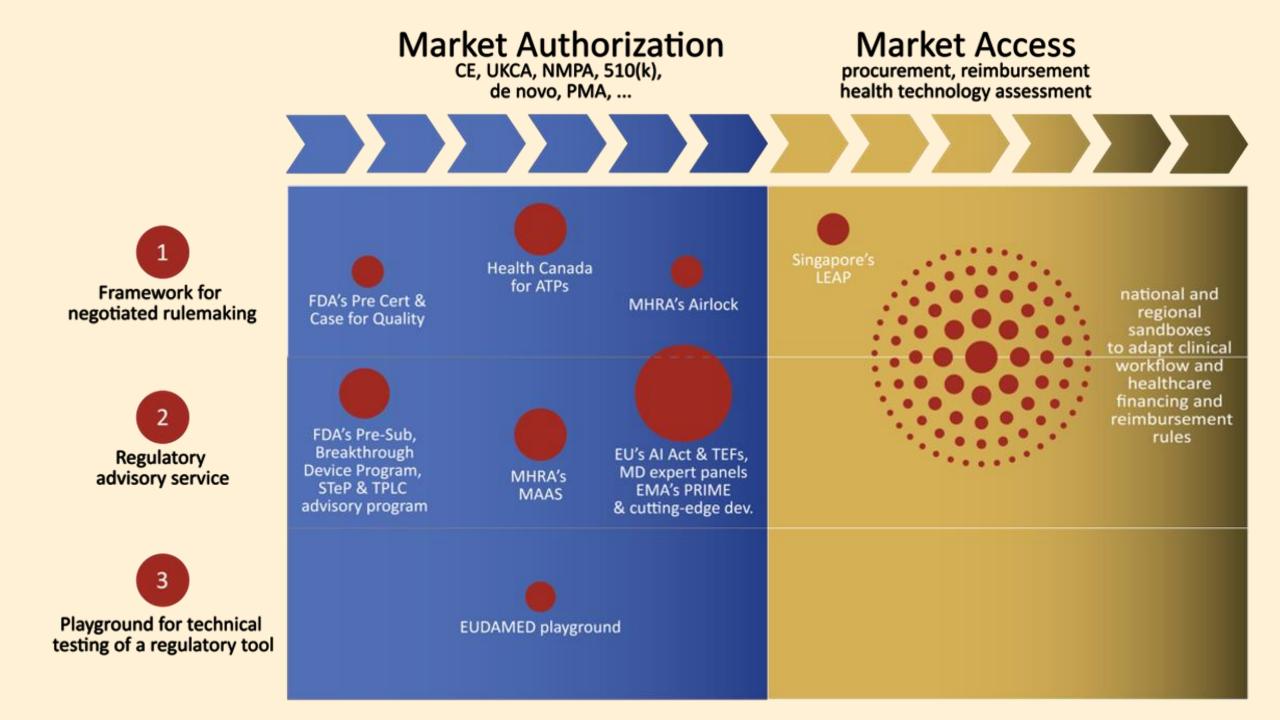
E.g., MHRA's one-stop-shop for AI developers and users, EU's proposed AI Act regulatory sandboxes

3

Playground for technical testing of a regulatory tool

An application testing environment that isolates untested code changes and experimentation from the production environment.

E.g., EUDAMED playground



Market Authorization CE, UKCA, NMPA, 510(k),

de novo, PMA, ...

Market Access

procurement, reimbursement health technology assessment

Allow legislators to

- 1. increase their understanding of the technology, the business models, risks, and incentives
- determine whether existing legislation is fit for purpose, inform legislative initiatives (drafting or reviewing legislation) and enhance the regulatory system in view of better health outcomes, improved patient experience, improved user experience, lower cost of care, and helping people to take better care of their health at every stage of life
- Issue opinions and recommendations for the drafting of legislative guidance, international standards, technical specifications and identify standards for potential harmonization or recognition
- 4. avoid overengineering/overfitting legislation to one specific technology

Allow health institutions, insurers, and manufacturers to

- 1. experiment with the new technology and its role in clinical practice
- 2. adapt the technology (safer/better utility/performance)
- 3. gain insight into clinical evidence
- 4. gain trust
- 5. reduce time to market/help patient

- 6. adapt the care processes, financing, and reimbursement rules
- 7. gain insight into clinical evidence or health economics

5. reduce time to market/help patient

1 Framework for negotiated rulemaking

Goals

Market Authorization

CE, UKCA, NMPA, 510(k), de novo, PMA, ...

Market Access

procurement, reimbursement health technology assessment

- - be voluntary
- Desired Operating **Parameters**



- be limited in time and space to avoid a two-tiered regulatory system
- provide harmonized/standardized eligibility criteria to avoid regulatory arbitrage and forum shopping
- encourage participation by
 - 1. providing a waiver from specific legal provisions or compliance processes or find other means to avoid inadvertently increasing the regulatory burden or financially penalizing the participants
 - 2. providing incentives, such as access to qualitative data for training, tuning, and testing purposes, supervisory discretion from traditional market authorization and/or market access processes, reduced fees, etcetera
- start with a commitment (e.g., letter of intent) in which all stakeholders engage equally and involve predetermined proof points
- appropriately staffed (they are resource intensive) with sustainable funding
- ensure conformity assessments are accepted by notified bodies, e.g., by translating technical aspects into harmonized standards or guidances

 target scalability across healthcare and economic sustainability for all stakeholders by avoiding costly bespoke customization and solutions



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Regulatory toolboxes to foster innovation

Dr. Bettina Möbius – Drägerwerk AG & Co. KGaA







INTERNATIONAL MEDICAL DEVICE Regulators Forum	
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Regulatory sandbox between regulatory and clinical affairs









Current approach

New technology must offer a <u>clinical benefit</u> to get <u>regulatory</u> approval

- A clinical benefit is defined as the positive impact of a device on the health of an individual, expressed in terms of a meaningful, measurable, patient-relevant clinical outcome.... (EU 2017/745)
- similar device in clinical evaluation \rightarrow human vs. technology
- → Contradictory example: device interoperability
- Say goodbye to traditional thinking





European AI Act Proposal

demands member states to provide regulatory sandboxes



Playing in the sandbox prepares for real life.

Quote: November 2020 "Digital Health 2020 -EU on the Move"

"We are partners with the developers and work together with you to improve the care of the patients with the new technologies enabled."

European Commission and the German EU Presidency





Making space for innovation by regulators

- Provide MDR AI regulatory sandboxes for market surveillance and conformity assessment
- Make use of the new legislative framework to adapt MDR to foster innovative medical technology
- IMDRF WG AI regulatory sandboxes → should be an internationally harmonized accelerator for innovative medical technology



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Innovative tools in the regulatory toolbox

Yuan Peng, NMPA





IIIIn

25 September 2023



The innovative development of the medical device industry has become a global concern topics. How to promote product innovation and ensure that medical devices applying new technologies and methods enter the market as soon as possible are the top concerns of every regulatory authorities.

For NMPA, recent years, we have also been supporting and encouraging innovation in the medical device industry from a policy perspective. For innovative medical devices, we will accelerate the approval process to ensure that they enter the market as soon as possible





The provision on Registration and Filing of Medical Devices (SAMR decree No.46)

Chapter 4 of the provision point out three kinds of special registration procedures

- Innovative Product Registration Procedure (Section 1)
- Priority Registration Procedure (Section 2)
- Emergency Registration Procedure (Section 3)

Clearly define the scope, procedures, and support policies for each procedure.





Innovative Product Registration Procedure

The Scope:

In China, own the core technology invention patent rights

of the medical device legally;

and the products are **basically standardized**;

and the main principle or mechanism is the **domestic initiative in China**, and the performance or safety of the products have been

fundamentally improved compared to similar products.

The technology is <u>at the international leading level</u> and has <u>significant clinical value</u>.





The Acceleration Methods:

- The CMDE(Center for Medical Device Evaluation, belong to the NMPA) will designate a special person, who is the reviewer of the CMDE, and responsible for communication,
- and the CMDE will guide the manufacturer to prepare the registration application documents and materials during the whole registration process, and for example: the clinical evaluation materials, the nonclinical evaluation materials;
- and the test center will test priority, the Local MPA will carry out the QMS inspection priority, the CMDE will evaluate priority, the NMPA will approve priority.

till now, the NMPA had approved 230 innovative medical device, for example: 56 AI medical device, ion therapy system, Surgical robots, 5.0T MRI and so on



Priority Registration Procedure

The Scope:

two principles:

- urgent need for clinical use
- with significant clinical advantages
- 1. Diagnose or treat rare diseases ;
- 2. Diagnose or treat malignant tumors;
- 3. Diagnose or treat specific and multiple diseases of the elderly;
- 4. Specially designed for children;
- 5. There is an urgent need for clinical use, and no same variety medical devices approved in China.







The Acceleration Methods:

- The CMDE (Center for Medical Device Evaluation, belong to the NMPA) will evaluate priority, the NMPA will approve priority.
- and the manufacturer should submit the application for priority registration procedure with the medical device registration application, and the CMDE will organize experts for discussion in order to draw a conclusion, if the medical device can be included in the priority procedure.
- The CMDE will strengthen communication with manufacturer(compare with the innovative medical device, the CMDE don't designate the special person)





Guidance for medical devices conditional approval

For medical devices that seriously endanger life and do not have effective treatment methods for diseases,

The NMPA will consider the balance between the expected data collected post market and collected pre-market, and a comprehensive evaluation of the product's risk and benefits should be conducted.

The data collected pre-market should prove that the medical device has shown effective and can reasonably predict the clinical value, and the medical device can be approved with conditions.





Regulatory scientific research, support for medical devices innovation

- As we known, regulatory science research is a work that different regulatory authorities are committed to carrying out.
- In April 2019, the China Drug Regulatory Science Action Plan was launched; The second batch of key projects will be implemented in June 2021.
- The plan's purpose: focusing on the theme of "innovation, quality, efficiency, system, and capability", promote innovation in regulatory concepts, systems, and mechanisms, and accelerate the pharmaceutical industry
- The NMPA hope to discover more tools, methods, and standards through the regulatory scientific research program, further improve the supervision of products adopting new technologies, improve regulatory requirements, and better promote industrial innovation and development
- The NMPA had established 9 regulatory scientific research bases.



IMDRE Iternational Medical Device Regulators Forum EU2:::23 EUROPEAN UNION Charter

Below are some projects (for medical devices):

- Real world data supports research on evaluation methods for innovation medical devices, and urgent need for clinical use medical device
- Research on the evaluation of diagnosis products for new emergent
 Infectious diseases
- Research on the safety, effectiveness, and quality control evaluation of nano innovative medical devices
- Research on the evaluation of Innovative medical devices based on remote transmission, flexible electronic technology, and medical robots
- Research on the safety and effectiveness evaluation of new biomaterials
- Research on new tools, standards, and methods for evaluating diagnostic and treatment products for common and frequently occurring diseases such as malignant tumors





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Predetermined Change Control Plans (PCCPs)

Dr Russell Pearson, Al Regulatory and Policy Lead, MHRA



Medicines & Healthcare products Regulatory Agency

25th September 2023





Introduction and Challenges of change management

Products can need updating (especially in the software space)



For many jurisdictions, changes require some form of resubmission and assessment



Some products may need to update frequently for safety reasons



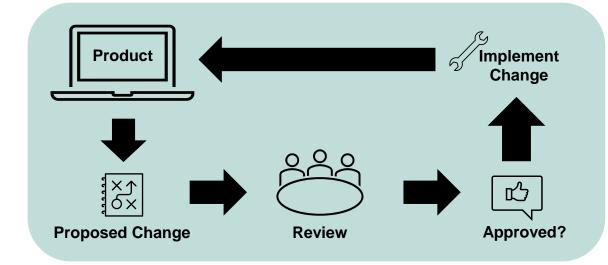
For products that change frequently, this can become administratively burdensome for both regulators and manufacturers

What are PCCPs ?

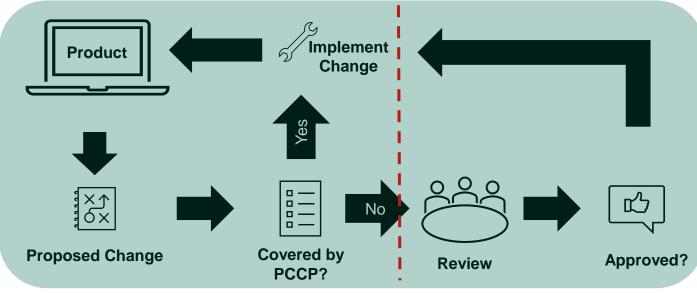
- Software and AIaMD products typically need to change more frequently than traditional hardware products.
- Predetermined Change Control Plans (PCCP) are a new regulatory process designed to address this wider change management workload issue, mostly for software and AI products.
- The concept is to allow specific change events and how to manage them to be identified ahead of time. These are documented, validated and assessed akin to a product component with the details held in the technical documentation.
- This is a global issue impacting different regulatory jurisdictions in a similar way.



Product Change Management without PCCPs



Product Change Management with PCCPs



Potential Risk / Issues around PCCPs

1. Poor evidencing/trying to set up a PCCP too soon in the TPLC

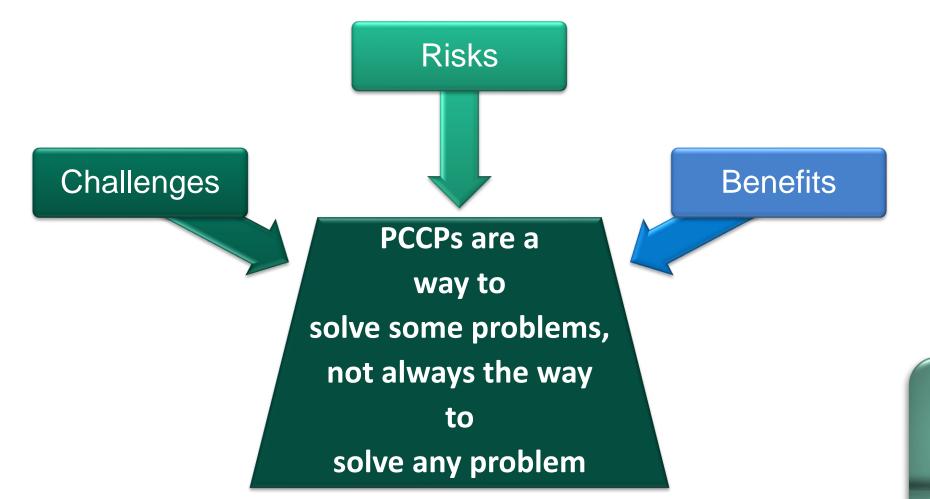
2. Implementation issues/slotting in with existing quality and regulatory processes

3. Product creep/straying outside the intended use

The Benefits of a Well-Functioning PCCP

Manufacturers	 Resource savings over time Improved product safety and compliance Enables continuous improvement activities 	
Regulators	 Resource savings/repurposing to more safety critical activities Safer products and greater safety signal Additional documentation to understand products 	WE PCCPs
Patients	 Greater confidence in stable performance in products generally Faster resolution of safety concerns Improved person-centred care possibilities 	

PCCPs Summary







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the European Union



Predetermined Change Control Plans Supporting Efficient Regulatory Oversight

Cassie Scherer, Medtronic for GMTA





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Digital health in medicine

Offering potentially revolutionary capabilities





The use of digital health, including AI-enabled medical devices, has the potential to address some of the most critical challenges in healthcare



With dramatic increase in connected devices and electronic health record data, there is both increased opportunity to understand and treat patients, as well as increased burden on physicians

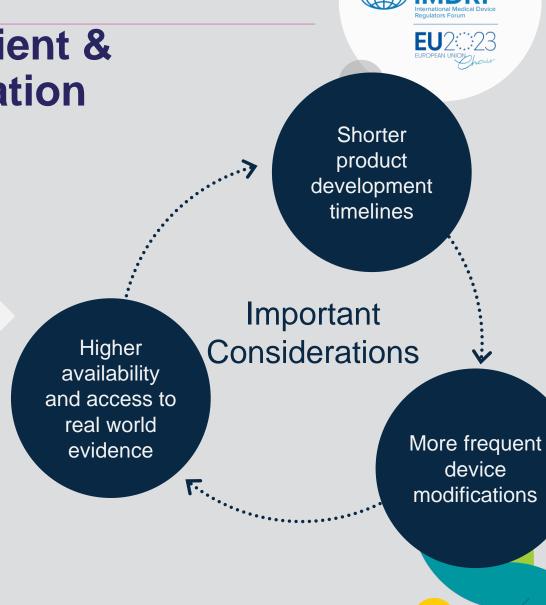


Digital health solutions, if leveraged responsibly, offer the opportunity to provide meaningful insight driven care

Laying the groundwork for efficient & harmonized digital health regulation

Traditional paradigm of medical device regulation was not designed for rapidly changing digital health technologies

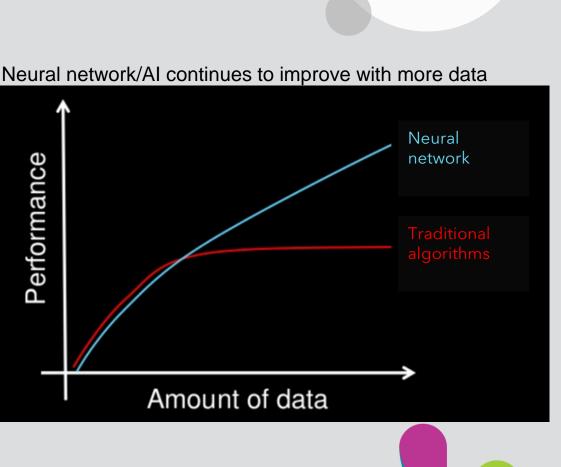




Importance of PCCP: Example

Neural network/AI uniquely suited for more rapid iteration

- Evolution of AI-enabled products can be quite rapid, in tension with typical regulatory process used for other medical devices
 - Compared to traditional algorithm development, Al techniques (particularly neural networks) allow for continued notable improvement with increased training data

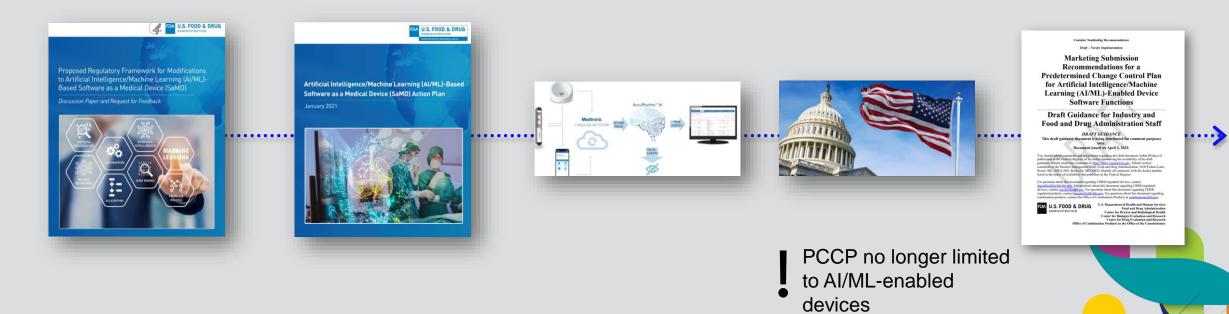




U.S. experience: Expanding use of PCCPs across all products

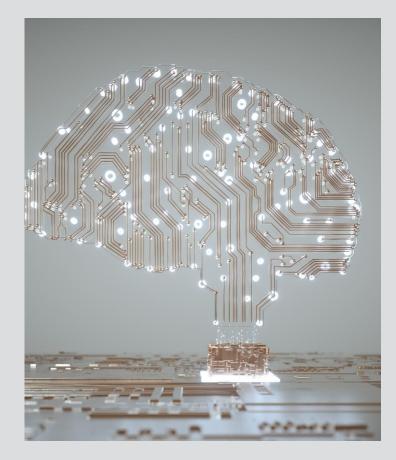


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PCCP benefits & considerations





Allows manufacturer to make specific modifications postmarket without new marketing authorization --- furthering more rapid positive product evolution & improvements for patient care

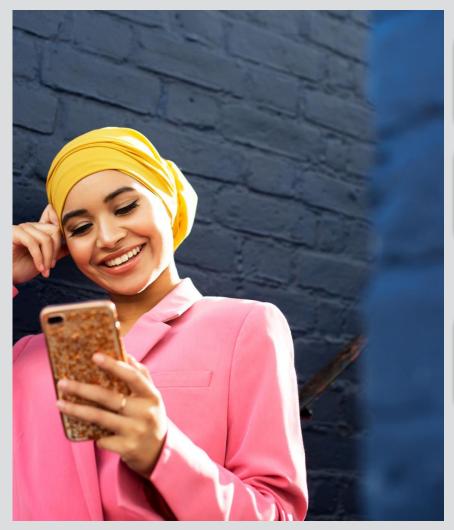
Reduces burden for regulators by reducing total number of reviews for a product

Modifications included in PCCP should be those that would otherwise require premarket review. Can be utilized for modifications implemented manually or automatically

Goal is a regulatory approach that strikes a balance of sufficient premarket confidence and postmarket efficiency

Commitment to transparency





PCCP includes a plan to address how changes will be communicated to users

Communication is provided to notify users when new version has been deployed

• For example, content includes description of changes, impact on performance, and reference to updated manual

Electronic instructions for use (eIFU) helps facilitate rapid notification to users

 Benefits of eIFU also include environmental benefits and increased availability, utility, interactivity, and accessibility to labeling

PCCP: Key take-aways



Beneficial to allow for **further optimization of the technology** without new marketing authorization while still ensuring safety and effectiveness

Important for changes that would otherwise need premarket review

Harmonization of PCCPs is key to encouraging innovation globally





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Fostering Innovation Predetermined Change Control Plan

April Veoukas, Abbott for GMTA





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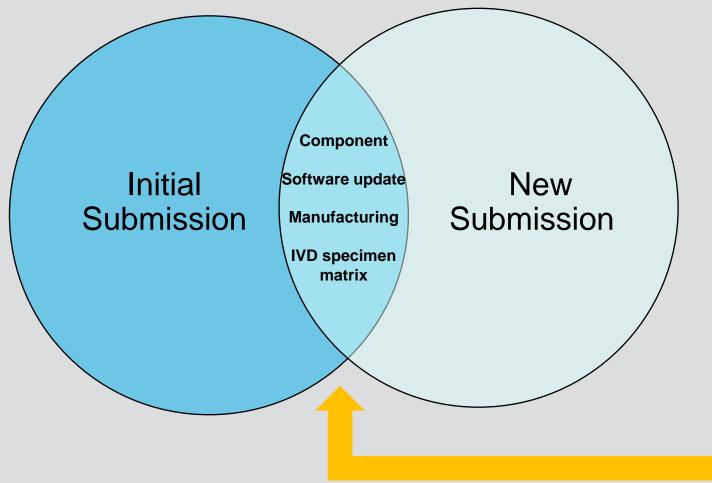
Medical Device Development

ITERATIVE advancements supported by AGILE processes foster INNOVATION and benefit PATIENTS





CHANGES ELIGIBLE FOR PREDETERMINED CHANGE CONTROL PLAN (PCCP)

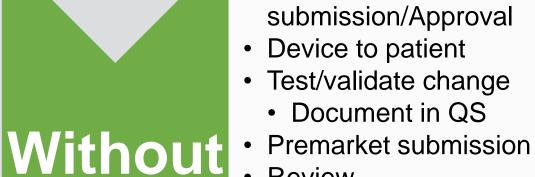


Subset of changes requiring notification and approval before implementation become eligible for PCCP.



AGILE CHANGE MANAGEMENT

• Premarket



PCCP

- Review
- Approval
- Enhanced device to patient

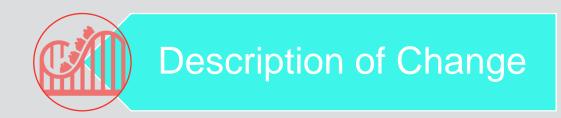


- Premarket submission/Approval
 - Change control plan
- Device to patient
- Test/validate change per PCCP
 - Document in QS
- Enhanced device to patient





COMPONETS OF A PCCP







Acceptance Criteria







Predetermined Change Control Plan (PCCP)

ITERATIVE advancements supported by AGILE processes foster <u>GLOBAL</u> INNOVATION and benefit PATIENTS <u>GLOBALLY</u>





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Anna Hallersten, Roche Diagnostics for GMTA

25 September 2023







Diagnostics (IVDs)



Screening: am I at risk? Prevention: what can I do to prevent falling ill? Early detection: am I ill?

Diagnosis: what is wrong with me? Stratification: what are the details? Treatment: what treatment is best for me?

Prognosis: will I get better?

Therapy monitoring: is it working?

Disease management: can I live a normal life?

*The value of in vitro diagnostic testing in medical practice: a status report. PLoS One 2016;11:e0149856 link.

- IVDs influence ca ²/₃ of all clinical decision-making
- ...but only 2% of total healthcare spending*

To reach healthcare systems without delay, IVDs need regulatory oversight** that is

- → Risk-based
- → Globally convergent
- → Nimble
- → Efficient
- → Connected

**Principles of ideal diagnostic regulation and the IVDR, CCLM, Volume 61 Issue 4 link



The regulatory toolbox for diagnostics (IVDs)



	SCOPE Qualification Classification RUO/LDT Nomenclature Borderline	PATHS Premarket approvals Premarket notifications Self-declaration Compassionate use Emergency use	EVIDENCE Data generation Study requirements RWD/RWE Overseas data Life-cycle approach	
. 0	LABELING Label Labeling/IFU Digitization User requirements	SUPPLY CHAIN Manufacturing Importer/exporter Traceability & UDI Distributors Warehousing	SAFETY PMS Incident reporting Trend reporting Inspections	
	GOVERNANCE Oversight Decision-making Appeal Fees International issues	INFRASTRUCTURE Expertise, capability Processes, databases Guidance mechanisms Digitalization Regulators' QMS	CONNECTIVITY Interoperability Interfaces (AI, environmental, pharma) Data processing	



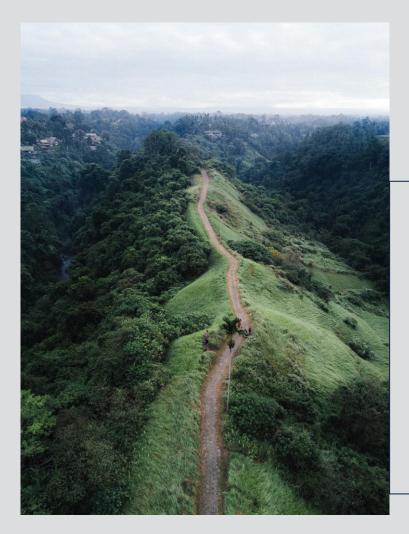
Innovative paths in the regulatory toolbox

SCOPE Qualification Classification RUO/LDT Nomenclature Borderline	PATHS Premarket approvals Premarket notifications Self-declaration Compassionate use Emergency use PCCPs & pre-cert's Orphan use Sandboxes/airlocks	EVIDENCE Data generation Study requirements RWD/RWE Overseas data Life-cycle approach
LABELING Label Labeling/IFU Digitization User requirements	SUPPLY CHAIN Manufacturing Importer/exporter Traceability & UDI Distributors Warehousing	SAFETY PMS Incident reporting Trend reporting Inspections
GOVERNANCE Oversight Decision-making Appeal Fees International issues	INFRASTRUCTURE Expertise, capability Processes, databases Guidance mechanisms Digitalization Regulators' QMS	CONNECTIVITY Interoperability Interfaces (AI, environmental, pharma) Data processing





Ideas for refinement of innovative paths



PATHS Premarket approvals Premarket notifications Self-declaration Compassionate use Emergency use PCCPs & pre-cert's Orphan use Sandboxes/airlocks

- Expand pre-cert models to e.g. well-established products (typically long experience/low risk)
- Explore **pre-cert** models for use in public health emergencies to remain nimble
- Develop system/process/entity-based **KPIs** for use in PCCP models and pre-cert models
- Foresee where use of innovative tools impact other requirements, e.g. labelling
- Think early about needed infrastructure for new regulatory models e.g. IT interfaces
- Foster convergence for global mind-set on e.g. changes to support reliance
- Share globally the learnings from pilots on new tools
- Involve industry and other stakeholders in ideation
- Apply a **principle-based** approach to the design of new tools and models



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