Contents of a Complete Submission for Threshold Analyses and Human Factors Submissions to Drug and Biologic Applications Guidance for Industry and FDA Staff

DRAFT GUIDANCE

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For questions regarding this draft document, contact Quynh Nhu Nguyen, 301-796-6273, or (CBER) Office of Communication, Outreach and Development, 800-835-4709 or 240-402-8010.

U.S. Department of Health and Human Services
Food and Drug Administration
Center for Drug Evaluation and Research (CDER)
Center for Biologics Evaluation and Research (CBER)

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Contents of a Complete Submission for Threshold Analyses and **Human Factors Submissions to Drug and Biologic Applications** Draft Guidance for Industry and FDA Staff¹

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This draft guidance, when finalized, will represent the current thinking of the Food and Drug Administration (FDA or Agency) on this topic. It does not establish any rights for any person and is not binding on FDA or the public. You can use an alternative approach if it satisfies the requirements of the applicable statutes and regulations. To discuss an alternative approach, contact the FDA staff responsible for this guidance as listed on the title page.

I. INTRODUCTION

This document provides guidance to industry and FDA staff on the contents of and submission procedures for *threshold analyses*² and human factors (HF) submissions³ that will support efficient Agency review, and presents timelines for FDA's review of such submissions.⁴

This guidance applies to the following types of products⁵:

- Human prescription drug products, including biologics, that are the subject of an investigational new drug application (IND)⁶, a new drug application (NDA), a biologics license application (BLA), or an abbreviated new drug application (ANDA),⁷ and supplements to these applications
- Human nonprescription drug products that are the subject of an IND, NDA, or ANDA

¹ This guidance has been prepared by the Office of Surveillance and Epidemiology in the Center for Drug Evaluation and Research (CDER), in cooperation with the Center for Biologics Evaluation and Research (CBER), the Center for Devices and Radiological Health, and the Office of Combination Products (OCP) at the Food and Drug Administration.

² All terms presented in **bold italic** at first use in this guidance are defined in the Glossary.

³ See section III of this guidance for the types of submissions.

⁴ This document is one of several documents FDA is issuing to fulfill the performance goals under the sixth authorization of the Prescription Drug User Fee Act (PDUFA VI). This document also provides information on what to include in submissions for products under other user fee programs.

⁵ This includes combination products. See definition of combination product in 21 CFR 3.2. For the purposes of this guidance, we are referring to combination products assigned to CDER or CBER as the lead center.

⁶ Sponsors can engage FDA on human factors issues as early as the pre-IND phase.

⁷ The recommendations in this guidance apply to ANDA submissions covering drug-device combination products.

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All such products in this guidance are jointly referred to as *products*, 8 and persons responsible for making submissions are referred to as *sponsors*.

This guidance does not describe when threshold analyses or HF submissions are warranted for any particular application pathway, the processes or procedures associated with their review, or the methods used by the Agency for evaluation. Furthermore, this guidance does not describe the methods used to design, conduct, or analyze HF studies. In addition to the information described in this guidance, FDA recommends that sponsors refer to other relevant guidance documents related to product design and human factors (see section VIII).

In general, FDA's guidance documents do not establish legally enforceable responsibilities. Instead, guidances describe the Agency's current thinking on a topic and should be viewed only as recommendations, unless specific regulatory or statutory requirements are cited. The use of the word *should* in Agency guidances means that something is suggested or recommended, but not required.

II. BACKGROUND

The Federal Food, Drug, and Cosmetic Act (FD&C Act) requires that drug products submitted for approval under section 505(b) be proven safe and demonstrate substantial evidence of effectiveness for the product's intended use (21 U.S.C. 355(b)). Under section 351 of the Public Health Service Act, FDA licenses a biological product based on a demonstration that it is safe, pure, potent, and it is manufactured in a facility designed to ensure that the product continues to be safe, pure, and potent.

As part of evaluating drug and biologic products for safety and effectiveness, FDA will evaluate HF data submitted by sponsors in support of the product *user interface* when submission of such data is warranted. For products that sponsors intend to submit as an ANDA, the sponsor can rely on the Agency's previous finding that its listed drug is safe and effective so long as the sponsor can demonstrate certain findings. ⁹ Certain products, including drug-device combination products, may warrant threshold analyses and additional data, such as data from comparative HF studies. ¹⁰

⁸ For purposes of this guidance, unless otherwise specified, references to "products" include drugs submitted for approval or approved under sections 505(b) or 505(j) of the Federal Food, Drug, and Cosmetic Act (FD&C Act) (21 U.S.C. 355(b) or 355(j)) and biological products licensed under section 351 of the PHS Act.

⁹ See Section 505(j)(2)(A), 505(j)(4) of the FD&C Act (21 U.S.C. 355(j)(2)(a), 355(j)(4)); 21 CFR 314.127.

¹⁰ See draft guidance for industry and FDA staff *Comparative Analyses and Related Comparative Use Human Factors Studies for a Drug-Device Combination Product Submitted in an ANDA* (Comparative Analyses Draft Guidance), available at https://www.fda.gov/downloads/Drugs/GuidanceComplianceRegulatoryInformation/Guidances/UCM536959.pdf. When final, this guidance will represent the FDA's current thinking on this topic. For the most recent version of a guidance, check the FDA Drugs guidance web page at https://www.fda.gov/Drugs/GuidanceComplianceRegulatoryInformation/Guidances/default.htm.

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III. SUBMISSION TYPES, COVER LETTER, AND FDA FORMS 63 64 **Types of Submissions** 65 Α. 66 67 Listed below are the different threshold analysis and human factors submission types: 68 69 1) Use-Related Risk Analysis 70 71 2) HF Validation Study Protocol 72 73 3) HF Validation Study Results Report 74 75 4) Threshold Analyses 76 77 5) Comparative Use HF Study Protocol 78 79 6) Comparative Use HF Study Results Report 80 81 See section IV for information regarding the content of each submission type listed in this 82 section: 83 84 B. **Cover Letter** 85 86 Each submission should include a cover letter that includes the statement "REQUEST FOR 87 [Type of Submission] REVIEW" in bolded capital letters. 88 89 For submission amendments, the cover letter should include the statement "AMENDMENT TO **REOUEST FOR** [Type of Submission] **REVIEW**" in bolded capital letters. 11 90 91 92 See Appendix A for examples. 93 94 C. Form FDA 1571 or Form FDA 356h 95 96 All electronic submissions should include only fillable forms and electronic signatures to enable 97 automated processing. A submission that is the subject of an active IND should include Form 98 FDA 1571, "Investigational New Drug Application (IND)." A submission that is the subject of a 99 marketing application should include Form FDA 356h, "Application to Market a New or Abbreviated New Drug or Biologic for Human Use." Refer to the FDA Forms website for the 100

¹¹ See section VI for additional considerations for amendments.

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latest versions of these forms and their corresponding instruction files.¹²

¹² See the FDA Forms website for latest versions of forms and instruction files at: http://www.fda.gov/aboutfda/reportsmanualsforms/forms/default.htm.

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IV. CONTENTS OF THRESHOLD ANALYSES AND HUMAN FACTORS SUBMISSIONS

This section describes the information that a sponsor should include for each respective

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A. Use-Related Risk Analysis¹³

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A comprehensive use-related risk analysis may be a separate submission or may be included as part of another submission (e.g. with the HF validation study protocol (see section IV.B) or Human Factors Engineering (HFE) Report (see section IV.C). ¹⁴ The risk analysis submission should include:

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• A comprehensive and systematic evaluation of all the steps involved in using the proposed product (e.g., based on a *task analysis*)

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• The errors that intended product *users* might commit or the tasks they might fail to perform, taking into consideration known problems with similar products

121 122 123

• The potential negative clinical consequences of *use errors* and task failures including the severity of the resulting harm

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• User task description and categorization (e.g., critical)

126 127

• The mitigation strategies employed to reduce identified risks or eliminate hazards

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• The proposed methods used to validate these mitigation strategies

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• Description of intended product users, uses, *use environments*, and training (if applicable)

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• Graphical depiction and written description of product user interface (see Appendix C for example)

136137

138

Summary of known use problems with previous or similar products¹⁵

¹³ ANSI/AAMI/ISO 14971, *Medical Devices – Application of risk management to medical devices*, defines risk as the combination of the probability of occurrence of harm and the severity of the potential harm. However, because probability is very difficult to determine for use errors, and in fact many use errors cannot be anticipated until product use is simulated and observed, the severity of the potential harm may be more meaningful for determining the need to eliminate (design out) or reduce resulting harm. Therefore, it may be appropriate when conducting the use-related risk analysis to focus on the resulting harm, and including estimated occurrence rates may not be needed.

¹⁴ See guidance *Applying Human Factors and Usability Engineering to Medical Devices* available at https://www.fda.gov/downloads/medicaldevices/.../ucm259760.pdf

¹⁵ In certain circumstances, there may be post-marketing experience that is relevant to the product under consideration. Such information might include known use problems with previous models of the subject product or known use problems with similar products.

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¹⁶ Submitting the IFU document in a Word version is consistent with recommendations to submit labeling content to FDA as part of a marketing application; see draft guidance SPL Standard for Content of Labeling Technical Qs & As. When final, this guidance will represent the FDA's current thinking on this topic. For the most recent version of a guidance, check the FDA Drugs

guidance web page at https://www.fda.gov/Drugs/GuidanceComplianceRegulatoryInformation/Guidances/default.htm.

Summary of preliminary analyses and evaluations, including *formative* evaluation

See Appendix B for an example of how to present some of the key information for a use-related risk analysis.

A sponsor can employ the use-related risk analysis to identify the need for risk mitigation strategies and to design an HF validation study that adequately evaluates the risk mitigation strategies. In circumstances where, based on the use-related risk analysis and other information, a sponsor determines that an HF validation study is not needed, the sponsor may submit the userelated risk analysis and other information, together with the justification for not conducting a HF validation study, for review under the IND.

В. **Human Factors Validation Study Protocol**

Sponsors should include the following elements in the submission:

1. Background

- Description of intended product users, uses, use environments, and training (if applicable)
- Graphical depiction and written description of product user interface (see Appendix C for example), including the intend-to-market *labels* and *labeling* that will be evaluated in the HF validation study
 - For Instructions for Use (IFUs), in addition to an intended commercial printed layout version, sponsors should provide a Word version to facilitate the exchange of labeling comments and revisions between the sponsor and FDA.¹⁶
- Summary of known use problems with previous or similar products¹⁷
- Summary of preliminary analyses and evaluations, including formative evaluations; a discussion of key findings; and any changes made to the user interface (e.g., device constituent part design change, labeling changes), as well as a discussion of how the sponsor used the formative evaluation results and findings to update the product user interface and use-related risk analysis

¹⁷ In certain circumstances, there may be post-marketing experience that is relevant to the product under consideration. Such information might include known use problems with previous models of the subject product or known use problems with similar products.

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178		
179	2.	Analysis of <i>hazards</i> and risks associated with use of the product in a use-related
180		risk analysis
181		
182	3.	HF validation testing details
183		
184		a. Study objective(s)
185		
186		b. Type of testing (<i>simulated-use</i> vs. actual use) ¹⁸
187		
188		c. Test environment and conditions ¹⁹
189		
190		d. Training provided to participants and rationale for how it corresponds to
191		real-world training and <i>training decay</i> (if applicable)
192		
193		e. Distinct user groups by number and type of test participants ²⁰
194		
195		f. User task description and categorization (e.g., critical) ²¹ and a description of
196		use scenarios that include critical tasks
197		
198		g. Definition of successful performance or failure of each test task
199		
200		h. Description of data (e.g., data collected from observational tasks, knowledge
201		tasks, and subjective interview) to be collected and methods for documenting
202		
203		i. Methods for root cause analysis of all use errors, difficulties, and <i>close</i>
204		$calls^{22}$
205		
206		j. Moderator script

¹⁸ See draft guidance for industry and FDA staff *Human Factors Studies and Related Clinical Study Considerations in Combination Product Design and Development* (Combination Products Human Factors Draft Guidance), available at https://www.fda.gov/downloads/RegulatoryInformation/Guidances/UCM484345.pdf, for further discussion of simulated vs. actual use studies. When final, this guidance will represent the FDA's current thinking on this topic.

¹⁹ A rationale for how the testing environment and conditions of testing is representative of real-world use is helpful. In identifying conditions of testing, sponsors should consider aspects of use that can be reasonably anticipated, such as use with gloves or wet fingers, in dim lighting, or in noisy situations.

²⁰ When describing study participants and how they represent distinct user populations (groups), it is helpful to describe the characteristics that distinguish the groups and that can affect user interaction with the product (e.g., limited hand dexterity, cognitive deficit).

²¹ The selection of user tasks can be derived from the comprehensive use-related risk analysis. Tasks that could lead to harm (e.g., underdose or overdose), including those requiring the user to respond to alerts or alarms, should be categorized as critical and prioritized for testing. A task requiring comprehension of warnings, caution statements, or contraindications in the product labels or labeling would generally be considered a critical knowledge task. See Combination Products Human Factors Draft Guidance), available at https://www.fda.gov/downloads/RegulatoryInformation/Guidances/UCM484345.pdf, for definition of critical tasks.

²² While close calls and difficulties may not manifest into use errors/task failures, they are good sources of data in terms of providing potential user interface inadequacies that should be further evaluated.

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208	4.	Product samples (5 samples of product that will be tested in the HF validation) ²³
209		
210	С.	Human Factors Validation Study Report ²⁴
211		
212	Sponsors sho	uld include the following elements in their submission:
213		
214	1.	Summary of findings and conclusions
215		25
216		a. Conclusions based on HFE process ²⁵
217		
218		b. Brief summary of validation study results
219		
220		c. Discussion of whether additional risk mitigation measures are necessary
221		' TO 1122' 1 '22' 2' 1 1 4 4 1 4 1 4 1 1 1
222		i. If additional mitigation measures are needed, the study report should
223		include a description of the additional mitigation measures and justify
224225		whether additional validation testing is not warranted. However, if
226		additional validation testing is needed, the results should be submitted
227		within the report.
228		d. Discussion of <i>residual use-related risks</i> versus benefits of the product
229		d. Discussion of resultat use-retailed risks versus beliefly of the product
230	2	Background ²⁶
231	2.	Duckground
232		a. Brief summary of <i>Human Factors Engineering</i> processes applied throughout
233		the development of the product
234		r i i i i i i i i i i i i i i i i i i i
235		b. Descriptions of intended product users, uses, use environments, and training
236		(if applicable)
237		
238		c. Graphical depiction and written description of user interface (see Appendix
239		C), including the intend-to-market labels and labeling that were evaluated in
240		the HF validation study
241		

²³ FDA recognizes that in some circumstances, the ability to provide the requested quantity of samples may not be feasible. In this instance, we recommend you contact FDA for further guidance.

²⁴ The contents of the HF validation study report are intended to be equivalent to the contents outlined in Appendix A of the guidance Applying Human Factors and Usability Engineering to Medical Devices.

²⁵ If the HFE process identifies no use errors or problems that could result in harm, the sponsor should discuss how the validation study results supports a conclusion of safe and effective use by the end user. Otherwise, the sponsor should include a discussion of why the existing mitigations are effective and why the Agency should find the residual risks acceptable in the report. The discussion should incorporate findings from the entire HFE process.

²⁶ If previously submitted, cross-reference the prior submission and include the eCTD sequence number and date of submission. Sponsors should not resubmit the electronic files when referencing that document.

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242 243		d. Summary of known use problems with previous products or similar products
244 244		e. Summary of preliminary analyses and evaluations, including formative
245		e. Summary of preliminary analyses and evaluations, including formative evaluations
246		O Targations
247		i. The summary should include a discussion of key findings and any
248		changes made to the product design and its labeling based on key
249		findings, and should explain how the sponsor used the formative
250		results and findings to update the product user interface and risk
251		analysis.
252		
253		f. Reference to previous HF validation study protocol submission, description
254		of changes made to the protocol after prior feedback from the FDA, and
255		description of any protocol deviations that occurred during the study
256		g
257	3.	Analysis of hazards and risks associated with use of the product in a use-related
258		risk analysis ²⁷
259		,
260	4.	HF validation testing details
261		6 mm m
262		a. Study objective(s)
263		
264		b. Rationale for test type selected (simulated-use or actual use) ²⁸
265		
266		c. Test environment and conditions of use
267		
268		d. Training provided to test participants and how it will correspond to real-world
269		training levels and training decay (if applicable)
270		
271		e. Distinct user groups broken out by number and type of test participants
272		
273		f. User tasks description and categorization and a description of use scenarios
274		that include critical tasks
275		
276		g. Definition of successful performance or failure of each test task
277		
278		h. Test results and analysis (see example in Appendix D)
279		
280		i. Observations of task performance, including occurrences and
281		description of use errors, close calls, and use difficulties

²⁷ If previously submitted, cross-reference the prior submission and include the eCTD sequence number and date of submission. Sponsors should not resubmit the electronic files when referencing that document.

²⁸ See Combination Products Human Factors Draft Guidance for further discussion of simulated vs. actual use studies. When final, this guidance will represent the FDA's current thinking on this topic

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ii. Documentation of subjective data from study participants regarding product use, use errors, close calls and use difficulties.
iii. Root cause analysis of all use errors, difficulties, and close calls and discussion of risk mitigation strategies

5. Product samples (5 samples of intend-to-market product) 29

Threshold Analyses

Threshold analyses generally are utilized in comparing two drug products. For these analyses, sponsors should include the following elements in their submission:

- 1. Labeling comparison (a side-by-side, line-by-line comparison between the proposed product and the product it references that includes the full prescribing information, instructions for use, container labels and carton labeling, and descriptions of the products)
- 2. Comparative task analysis³⁰ (a comparative task analysis of the proposed product and the product it references)
- 3. Physical comparison of the device constituent part(s) (e.g., examine, through a visual or tactile examination, the physical features of the product that it plans to reference and compare them to those of the proposed product)
- 4. Sponsor's determination of whether design differences exist and, if so, whether they are characterized as minor design differences or other design differences,³¹ and the rationale for each characterization

²⁹ FDA recognizes that in some circumstances, the ability to provide the requested quantity of samples may not be feasible. In this instance, we recommend you contact FDA for further guidance.

³⁰ To conduct a comparative task analysis, sponsors should systematically dissect the use process for each product (i.e., for both the proposed product and the product it references) and analyze and compare the sequential and simultaneous manual and cognitive activities for end-users interacting with each product. FDA recommends that sponsors analyze the differences with the goal of characterizing the potential for use error. See the Association for the Advancement of Medical Instrumentation/American National Standards Institute HE75: 2009-Human factors engineering—Design of medical devices, available at: http://my.aami.org/aamiresources/previewfiles/HE75 1311 preview.pdf. Presenting this information in a side-by-side comparison table can help to facilitate FDA evaluation of this information.

³¹ For further discussion on identifying design differences and characterizing design difference(s), see Comparative Analyses Draft Guidance, available at https://www.fda.gov/downloads/Drugs/GuidanceComplianceRegulatoryInformation/Guidances/UCM536959.pdf and draft guidance for industry Considerations in Demonstrating Interchangeability With a Reference Product, available at https://www.fda.gov/downloads/Drugs/GuidanceComplianceRegulatoryInformation/Guidances/UCM537135.pdf. When final, these guidance will represent the FDA's current thinking on this topic. For the most recent version of a guidance, check the FDA Drugs guidance web page at https://www.fda.gov/Drugs/GuidanceComplianceRegulatoryInformation/Guidances/default.htm.

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310	5.	Product samples (5 samples each of the proposed product and the product it
311		references) ³²
312		
313	Е.	Comparative Use Human Factors Study Protocol ³³
314 315	Coorses abou	ald include the following elements in their submission.
316	Sponsors snot	ald include the following elements in their submission:
317	1	Background, including description of the intended product users, uses, and use
318	1.	environments
319		CHVII OHIIICHUS
320	2.	Threshold analyses (see section IV.D, above) ³⁴
321		, , , , , , , , , , , , , , , , , , ,
322	3.	Comparative use HF testing details
323		
324		a. Study objective(s)
325		
326		b. Type of testing (simulated-use vs. actual use) ³⁵
327		
328		c. Statistical analysis plan (SAP) and sample size considerations (including
329		proposed analyses and all assumptions, as well as literature references or other
330		justification supporting the methods or assumptions)
331 332		d. Test environment and conditions of testing
333		d. Test environment and conditions of testing
334		e. Distinct user groups broken out by number and type of test participants
335		e. Distinct user groups broken out by number and type or test participants
336		f. User task description and categorization (e.g., critical) ³⁶ and a description of
337		use scenarios that include critical tasks
338		
339		g. Definition of successful performance or failure of each test task
340		
341		h. Description of data (e.g., data collected from observational tasks, knowledge
342		tasks, and subjective interview) to be collected and methods for documenting
343		

³² FDA recognizes that in some circumstances, the ability to provide the requested quantity of samples may not be feasible. In this instance, we recommend you contact FDA for further guidance.

³³ Potential applicants intending to submit a drug-device combination product under an ANDA are strongly encouraged to discuss the results of the threshold analyses with the Agency via the controlled correspondence or pre-ANDA submission pathways, or both, prior to conducting comparative use human factors studies.

³⁴ If previously submitted, cross-reference the prior submission and include the eCTD sequence number and date of submission. Sponsors should not resubmit the electronic files when referencing that document.

³⁵ See Combination Products Human Factors Draft Guidance for further discussion of simulated vs. actual use studies.

³⁶ In some instances, it may be appropriate to focus the selection of user tasks on the critical tasks related to the external critical design attributes found to be different between the proposed product and the product it references.

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344		1. Methods for evaluating error rates
345		
346		j. Moderator script
347	4.	Product samples (5 samples each of the proposed product and the product it
348		references that will be tested in the comparative use HF study) 37
349		•
350	F.	Comparative Use Human Factors Study Results Report
351		
352	Sponsors shou	ald include the following elements in the submission:
353		
354	1.	Summary of study findings and conclusions
355		
356		■ Conclusions ³⁸
357		
358		 Brief summary of study results
359		
360	2.	Background ³⁹
361		
362		a. Descriptions of intended product users, uses, and use environments
363		
364		b. Reference to previous protocol submission, description of changes made to
365		the protocol after prior feedback from the FDA, and description of any
366		protocol deviations that occurred during the study
367	_	
368	3.	Threshold analyses (see section IV.D, above) ⁴⁰
369		
370	4.	Comparative use HF testing details
371		
372		a. Study objective(s)
373		1 D : 1 C : 4 : 1 : 1 : 1 : 1 : 1 : 1 : 1 : 1 : 1
374		b. Rationale for test type selected (simulated-use or actual use) 41
375		

³⁷ FDA recognizes that in some circumstances, the ability to provide the requested quantity of samples may not be feasible. In this instance, we recommend you contact FDA for further guidance.

³⁸ A comparative use human factors study should be designed to provide sufficient data to confirm that the use error rate for the critical task(s), as impacted by the differing external critical design attribute of the device constituent part(s) for the proposed generic combination product, is not worse than the corresponding use error rate for the RLD when used by patients and caregivers in representative use scenarios and use environments consistent with the labeled conditions of use. See Comparative Analyses Draft Guidance for further discussion.

³⁹ If previously submitted, cross-reference the prior submission and include the eCTD sequence number and date of submission. Sponsors should not resubmit the electronic files when referencing that document.

⁴⁰ If previously submitted, cross-reference the prior submission and include the eCTD sequence number and date of submission. Sponsors should not resubmit the electronic files when referencing that document.

⁴¹ See Combination Products Human Factors Draft Guidance for further discussion of simulated vs. actual use studies.

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376	c. SAP and sample size considerations (including analyses and all assumptions,
377	as well as literature references or other justifications supporting the methods
378	or assumptions)
379	
380	d. Test environment and conditions of use
381	
382	e. Distinct user groups broken out by number and type of test participants
383	
384	f. Critical tasks and use scenarios included in testing
385	
386	g. Definition of successful performance or failure of each test task
387	
388	h. Test results and analysis
389	
390	i. Use error rates and analysis
391	
392	ii. Observations of task performance, including occurrences of use errors
393	
394	
395	V. WHERE TO SEND A THRESHOLD ANALYSIS OR HUMAN FACTORS
396	SUBMISSION
397	
398	Generally, FDA expects that sponsors will submit threshold analyses or HF submissions
399	consistent with the respective regulatory pathway. Sponsors should submit an HF validation
400	study protocol and questions regarding the protocol to the IND. For proposed generic products,
401	sponsors should submit threshold analyses, device assessments, and questions via the controlled
402	correspondence or pre-ANDA submission pathways, or both, as appropriate. Comparative use
403	HF study protocols should be submitted within a specific pre-ANDA meeting request.
404	It is recommended that all sponsors plan their development timelines to allow for Agency
405	feedback on protocols prior to initiation and conduct of the appropriate HF study. In addition,
406	sponsors should submit HF validation study results reports or comparative use HF study results
407	reports in their application for FDA review (i.e., NDA, BLA, or ANDA).
408	
409	Submissions to a Commercial IND, NDA, BLA, or ANDA must be made in Electronic Commor
410	Technical Document (eCTD) format. 42 Submissions to a Research IND ⁴³ may be in paper or

⁴² See guidance for industry *Providing Regulatory Submissions in Electronic Format – Certain Human Pharmaceutical Product Applications and Related Submissions Using the eCTD Specifications* (Using eCTD Specifications Guidance); see also section 745A(a) of the FD&C Act (21 U.S.C. 379k-1(a)).

electronic format. For paper submissions, sponsors should submit 3 copies to the appropriate

411

412

address below.

⁴³ See FDA's web page on Investigational New Drug (IND) Application at https://www.fda.gov/drugs/developmentapprovalprocess/howdrugsaredevelopedandapproved/approvalapplications/investigationalnewdrugindapplication/default.htm.

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413	
414	A. Drug Products, Including Biologics, and Combination Products, That Are
415	the Subject of an IND Paper Submission
416	
417	1. Human Factors Submissions for Prescription or Nonprescription Drugs,
418	Including Biologics, That Are the Subject of an IND Reviewed by CDER
419	
420	Food and Drug Administration
421	Center for Drug Evaluation and Research
422	Central Document Room
423	5901-B Ammendale Rd.
424	Beltsville, MD 20705-1266
425	
426	2. Human Factors Submissions for Prescription or Nonprescription Biologics That
427	Are the Subject of an IND Reviewed by CBER
428	
429	Food and Drug Administration
430	Center for Biologics Evaluation and Research
431	Document Control Center
432	10903 New Hampshire Ave.
433	Bldg. 71, Rm. G112
434	Silver Spring, MD 20993-0002
435	
436	B. Drug-Device Combination Products Under Development for Submission
437	Under ANDA
438	
439	1. Controlled Correspondence
440	
441	Sponsors seeking FDA's feedback on a specific element in the development of a drug-device
442	combination product (e.g., identification and assessment of identified differences between the
443	user interface of a proposed generic combination product and its reference listed drug) should
444	submit the correspondence through the process outlined in FDA's draft guidance Controlled
445	Correspondence Related to Generic Drug Development. ⁴⁴ This will facilitate prompt
446	consideration of and response to the controlled correspondence by the appropriate discipline.
447	
448	2. Pre-ANDA Meeting
449	

A request for a product development or pre-submission meeting for complex products that may be submitted in an ANDA should be sent through the process outlined in FDA's draft guidance for industry <u>Formal Meetings Between FDA and ANDA Applicants of Complex Products Under</u> GDUFA (Generic Drug User Fee Act). The meeting request should clearly identify in the subject line that the prospective applicant is requesting a product development or pre-submission

⁴⁴ We update guidances periodically. For the most recent version of a guidance, check the FDA guidance web page at https://www.fda.gov/RegulatoryInformation/Guidances/default.htm.

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meeting and should include adequate information for FDA to assess the potential utility of the meeting and identify the appropriate staff that should attend the meeting.

C. Electronic Submissions

The sponsor should place the request for HF submission review in Module 1.2 and associated documents (e.g. use-related risk analysis, protocols, reports) in Module 5, section 5.3.5.4 – Other Study Reports and Related Information in eCTD.

The eCTD leaf title of the document should be clear, concise, and indicative of the content. Examples include:

 HF - REQUEST FOR HUMAN FACTORS VALIDATION STUDY PROTOCOL REVIEW

• HF - AMENDMENT TO REQUEST FOR HUMAN FACTORS VALIDATION STUDY PROTOCOL REVIEW

• HF - REQUEST FOR HUMAN FACTORS VALIDATION STUDY REPORT REVIEW

• HF - AMENDMENT TO REQUEST FOR HUMAN FACTORS VALIDATION STUDY REPORT REVIEW

HF-REQUEST FOR HUMAN FACTORS VALIDATION OTHER REVIEW⁴⁵

• HF-AMENDMENT TO REQUEST FOR HUMAN FACTORS VALIDATION OTHER REVIEW

The sponsor should also provide the eCTD location of the contents of the HF submission on the cover letter and, if possible, include cross-document links or external bookmarks to the information. This approach will help ensure that the information can be accessed quickly and easily. For further information on providing leaf titles and study results reports (including filetags) in eCTD, see the eCTD Technical Conformance Guide.⁴⁶

VI. REVIEW TIMELINE

⁴⁵ For the purposes of the eCTD, there are three options: protocols, reports, or other. "Other" includes use-related risk analyses and threshold analyses.

⁴⁶ The eCTD Technical Conformance Guide is available at: http://www.fda.gov/Drugs/DevelopmentApprovalProcess/FormsSubmissionRequirements/ElectronicSubmissions/ucm153574.ht m.

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The Agency intends to review and comment on HF validation study protocol submissions in accordance with PDUFA VI performance goals.⁴⁷ The review clock for the performance review goals begins when the Agency receives a *complete submission*. FDA will:

If, after submitting an HF validation study protocol, a sponsor submits additional questions,

not respond to the original questions and will consider the original protocol submission

withdrawn. FDA will consider submission of a revised protocol, or revised or additional

supporting materials, to be a new submission with a new 60-day timeline for response.

the specific circumstances (e.g. breakthrough designation) surrounding the individual

HOW TO OBTAIN ADDITIONAL INFORMATION

unsolicited revisions to the protocol, or a lengthy or complex response to an FDA question, or

amends original submission materials with new information for any reason, FDA ordinarily will

FDA will review all threshold analyses or comparative use HF submissions consistent with good

review management principles and practices, as applicable, and in a timeframe to support any applicable performance goals under FDA's various user fee programs, taking into consideration

sponsor with written comments within 60 days

written comments within 60 days

written comments within 60 days

By fiscal year (FY) 2019, review 50% of HF protocol submissions and provide the

By FY 2020, review 70% of HF protocol submissions and provide the sponsor with

By FY 2021, review 90% of HF protocol submissions and provide the sponsor with

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- 506 507 508 509
- 510 511
- 512 513
- 514 515
- 516

application.

validation study protocols or reports.

VII.

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appropriate.

submit a controlled correspondence⁴⁹ or pre-ANDA meeting package, or both,⁵⁰ when

⁴⁷ PDUFA VI reauthorization performance goals and procedures for fiscal years 2018 through 2022, Section I.1.5.e, available at: http://www.fda.gov/downloads/ForIndustry/UserFees/PrescriptionDrugUserFee/UCM511438.pdf.

FDA encourages industry to meet with the Agency when appropriate⁴⁸ to obtain Agency advice

during product development. Meetings should not be used to obtain Agency review of HF

Prior to submitting an ANDA for a generic combination product, sponsors are encouraged to

⁴⁸ Please refer to Guidance for Industry *Formal Meetings between FDA and Sponsors or Applicants, available at:* https://www.fda.gov/downloads/Drugs/GuidanceComplianceRegulatoryInformation/Guidances/UCM590547.pdf.

⁴⁹ Draft guidance for industry, *Controlled Correspondence Related to Generic Drug Development, available at:*https://www.fda.gov/downloads/drugs/guidancecomplianceregulatoryinformation/guidances/ucm583436.pdf. When final, this guidance will represent the FDA's current thinking on this topic. For the most recent version of a guidance, check the FDA Drugs guidance web page at https://www.fda.gov/Drugs/GuidanceComplianceRegulatoryInformation/Guidances/default.htm.

⁵⁰ Please refer to draft guidance for industry, Formal Meetings Between FDA and ANDA Applicants of Complex Products Under GDUFA, available at

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			Draji — Noi jor impiementation
528			
529			
530	VIII.	RF	EFERENCES
531532533534			e guidance documents relating to HF, product design, requesting meetings with the nd providing electronic submissions include those listed below:
535 536		A.	Guidance documents related to HF
537 538 539		•	Draft Guidance on <u>Human Factors Studies and Related Clinical Study Considerations</u> in <u>Combination Product Design and Development</u>
540 541 542 543		•	Draft guidance for industry <u>Comparative Analyses and Related Comparative Use</u> <u>Human Factors Studies for a Drug-Device Combination Product Submitted in an</u> <u>ANDA</u>
544 545 546		•	Draft guidance for industry <u>Considerations in Demonstrating Interchangeability With</u> <u>a Reference Product</u>
547 548 549		•	Guidance for industry and FDA staff <u>Applying Human Factors and Usability</u> <u>Engineering to Medical Devices</u>
550 551		B.	Guidance documents related to product design
552553554		•	Guidance for industry <u>Safety Considerations for Product Design to Minimize</u> <u>Medication Errors</u>
555 556 557		•	Draft guidance for industry <u>Safety Considerations for Container Labels and Carton</u> <u>Labeling Design to Minimize Medication Errors</u>
558 559		C.	Guidance on requesting meetings with Agency
560561562		•	Draft guidance for industry <u>Formal Meetings Between the FDA and Sponsors or Applicants of PDUFA Products</u>
563564565		•	Draft guidance for industry, <u>Controlled Correspondence Related to Generic Drug</u> <u>Development</u>
566		•	Draft guidance for industry, Formal Meetings Between FDA and ANDA Applicants of

https://www.fda.gov/downloads/drugs/guidancecomplianceregulatoryinformation/guidances/ucm578366.pdf. When final, this guidance will represent the FDA's current thinking on this topic. For the most recent version of a guidance, check the FDA Drugs guidance web page at https://www.fda.gov/Drugs/GuidanceComplianceRegulatoryInformation/Guidances/default.htm.

Complex Products Under GDUFA

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569 570 571	•	Guidance for industry and review staff <u>Best Practices for Communication Between IND Sponsors and FDA During Drug Development</u>
572 573	D.	Guidance on providing electronic submissions
574	•	Guidance for industry <u>Providing Regulatory Submissions in Electronic Format</u> –
575		Certain Human Pharmaceutical Product Applications and Related Submissions
576		Using the eCTD Specifications
577		
578		

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579	GLOSSARY			
580				
581	Applicant or sponsor : The entity that submits proposed Threshold Analyses or HF submissions			
582	for the following types of products:			
583				
584	• Prescription drug products (including biologics) that are the subject of an NDA (21 CFR			
585	314.3(b)), a BLA (21 CFR 601.2), or an ANDA (21 CFR 314.92), or that are currently			
586	the subject of an IND (21 CFR 312.3(b)) in anticipation of the submission of a marketing			
587	application			
588	NI ' ' I I I I I I I I I I I I I I I I I			
589	 Nonprescription drug products that are the subject of an IND, NDA, or ANDA 			
590	Class calls. Instances in which a year almost makes a year amonthat acred moult in home but the			
591	Close calls: Instances in which a user almost makes a use error that could result in harm, but the			
592	user takes an action to "recover" and prevent the use error from occurring.			
593 504	Composetive Use Human Factors Study Protectly Actualy meetical for a menaged			
594 595	Comparative Use Human Factors Study Protocol: A study protocol for a proposed			
596	combination product that describes the design and methodology for a comparative use human factors study.			
597	factors study.			
598	Comparative Use Human Factors Study Results Report: A study report that provides the			
599	results of a comparative use human factors study.			
600	results of a comparative use numan factors study.			
601	Complete submission: The information FDA identifies for a sponsor to include to ensure that			
602	the Agency can conduct a complete review of a proposed Human Factors Validation Study			
603	Protocol.			
604				
605	Critical task: A user task which, if performed incorrectly or not performed at all, may cause			
606	harm to the patient or user, where "harm" includes compromised medical care.			
607	•			
608	Formative evaluation: The process of assessing, at one or more stages during the product			
609	development process, a user interface or user interactions with the user interface in order to			
610	identify the interface's strengths and weaknesses and to identify potential use errors that would			
611	or could result in harm to the patient or user.			
612				
613	Hazard: A potential source of harm.			
614				
615	Human Factors Engineering : The application of knowledge about human behavior, abilities,			
616	limitations, and other characteristics of medical device users when designing medical devices,			
617	including mechanical and software-driven user interfaces, systems, tasks, user documentation,			
618	and user training, to demonstrate and enhance safe and effective use. HF engineering and			
619	usability engineering can be considered synonymous.			
620	Homeon Footone Wolfdetion Cande Destands A studential 1 d t 1 d 1 d 1			
621	Human Factors Validation Study Protocol: A study protocol that describes the design and			
622	methodology for a human factors validation study.			

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Human Factors Validation Study Results Report: A study report that provides the results of	8
human factors validation study.	

Human factors validation testing: Testing conducted at the end of the product development process to assess user interactions with a product user interface and to identify use errors that may result in serious harm to the patient or user. Human factors validation testing is also used to assess the effectiveness of risk management measures. Human factors validation testing represents one portion of design validation.

Label: As defined in section 201(k) of the FD&C Act (21 U.S.C. 321(k)), the term *label* means "a display of written, printed, or graphic matter upon the immediate container of any article."

Labeling: As defined in section 201(m) of the FD&C Act (21 U.S.C. 321(m)), the term *labeling* means "all labels and other written, printed, or graphic matter (1) upon any article or any of its containers or wrappers, or (2) accompanying such article." Labeling includes outside containers or wrappers and package liners.

Medication error: The National Coordinating Council for Medication Error Reporting and Prevention describes *medication error* as any preventable event that may cause or lead to inappropriate medication use or patient harm while the medication is in the control of the health care professional, patient, or consumer. Such events may be related to professional practice, health care products, procedures, and systems, including prescribing; order communication; product labeling, packaging, and nomenclature; compounding; dispensing; distribution; administration; education; monitoring; and use.⁵¹

Residual use-related risks: The risks that remain after risk control measures have been taken.

Simulated-use testing: Testing of a product under conditions of use that mimic real-world use conditions without administering the actual therapy to patients.

Task: An action or set of actions performed by a user to achieve a specific goal.

Task Analyses: A systematic breakdown of device use process into discrete sequences of tasks.⁵²

 Threshold analyses: Conducted to identify differences (if any) that may exist between the proposed combination product's user interface and the product it references. Consist of labeling comparison, comparative task analysis, and physical comparison of the device constituent part(s).⁵³

⁵¹ National Coordinating Council for Medication Error Reporting and Prevention web page, available at: http://www.nccmerp.org/aboutMedErrors.html.

⁵² See an example of a task analysis in Guidance for Industry and FDA Staff titled "Applying Human Factors and Usability Engineering to Medical Devices," available at https://www.fda.gov/downloads/MedicalDevices/.../UCM259760.pdf.

⁵³ See Comparative Analyses Draft Guidance.

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664 665	Training decay: The time elapsed between receiving training and first product use.
	II
666	Use environment : The environment(s) in which the product will be used. This may include a
667	variety of settings, such as clinical settings or home settings.
668	
669	Use error: A user action, or lack of action, that was different from that expected by the
670	manufacturer and that caused an outcome that (1) was different from the result expected by the
671	user, (2) was not caused solely by product failure, and (3) did or could result in harm.
672	
673	Use-related risk analysis: An analytical method to identify use errors associated with each use
674	step, and then the hazards/risks and clinical significance of those hazards/risks. The use-related

675 676 677

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User: A person who interacts with (i.e., operates or handles) the product.

methods for validating the risk mitigation strategies.

682 683

User interface: All components of the product with which the user interacts, including the device constituent part(s) of the product and any associated controls and displays, as well as product labels, labeling, and packaging.

risk analysis includes a comprehensive and systematic evaluation of all the steps involved in

they might fail to perform (considering known problems for similar products), the potential

negative clinical consequences of use errors and task failures, the mitigation strategies, and

using the product (e.g., based on a task analysis), the errors that users might commit or the tasks

685 686

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687		APPENDIX A
688		
689	$\mathbf{E}\mathbf{X}$	AMPLE OF STATEMENTS TO INCLUDE IN THE COVER LETTER
690		
691	1)	For use-related risk analysis reviews, include the statement " REQUEST FOR
692		USE-RELATED RISK ANALYSIS REVIEW" in bold capital letters.
693		
694	2)	For amendments to use-related risk analysis reviews, include the statement
695		"AMENDMENT TO REQUEST FOR USE-RELATED RISK ANALYSIS
696		REVIEW " in bold capital letters.
697		
698	3)	For HF protocol reviews, include the statement " REQUEST FOR HUMAN
699		FACTORS VALIDATION STUDY PROTOCOL REVIEW" in bold capital
700		letters.
701		
702	4)	For amendments to HF protocols, include the statement "AMENDMENT TO
703		REQUEST FOR HUMAN FACTORS VALIDATION STUDY PROTOCOL
704		REVIEW " in bold capital letters.
705		
706	5)	For HF study results reports, include the statement " REQUEST FOR HUMAN
707		FACTORS VALIDATION STUDY REPORT REVIEW" in bold capital
708		letters.
709		
710	6)	For amendments to HF study results reports, include the statement
711	,	"AMENDMENT TO REQUEST FOR HUMAN FACTORS VALIDATION
712		STUDY REPORT REVIEW" in bold capital letters.
713		•
714	7)	For comparative use HF threshold analyses reviews, include the statement
715	,	"REQUEST FOR THRESHOLD ANALYSES REVIEW" in bold capital
716		letters.
717		
718	8)	For amendments to comparative use HF threshold analyses reviews, include the
719	,	statement "AMENDMENT TO REQUEST FOR THRESHOLD ANALYSES
720		REVIEW " in bold capital letters.
721		1
722	9)	For comparative use HF protocol reviews, include the statement " REQUEST
723	,	FOR COMPARATIVE USE HUMAN FACTORS PROTOCOL REVIEW"
724		in bold capital letters.
725		
726	10)	For amendments to comparative use HF protocol reviews, include the statement
727	- /	"AMENDMENT TO REQUEST FOR COMPARATIVE USE HUMAN
728		FACTORS PROTOCOL REVIEW" in bold capital letters.
729		
730	11)	For comparative use HF study results report reviews, include the statement
731	11)	"REQUEST FOR COMPARATIVE USE HUMAN FACTORS REPORT
732		REVIEW" in bold capital letters.
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7	3	3
7	3	4

For amendments to comparative use HF study results report review, include the 12) statement "AMENDMENT TO REQUEST FOR COMPARATIVE USE **HUMAN FACTORS REPORT REVIEW**" in bold capital letters.

APPENDIX B

EXAMPLE OF USE-RELATED RISK ANALYSIS

Task	Use task	Description	Potential	Critical	Risk	Evaluation
No.	description	of potential	hazards/harm	task	mitigation	method in HF
		use errors	and severity ⁵⁴	(Yes/	measure for	validation study
				No)	each use	
					error	
4	Press green	Button is	Full dose is	Yes	Redesign	Evaluated in HF
	button and	held for less	not injected;		product to	validation study
	hold for 10	than 10	leads to		eliminate	in use scenario 1:
	seconds	seconds	patient death		the need to	Administration
					hold for 10	of Drug, task 4
					seconds	

APPENDIX C

EXAMPLE OF DESCRIPTION OF USER INTERFACE

Interface Item	Written description of the user interface	Graphical depiction of the user interface
Inspection Window	The user inspects the window to ensure that the drug color is clear and drug solution does not have any particulates	

⁵⁴ Describe potential hazard/harm and severity for each potential use error.

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APPENDIX D

HYPOTHETICAL EXAMPLE OF HF VALIDATION DATA

A hypothetical example of the results of analyzing human factors validation study data are

shown in the table below. Analysis of human factors validation study data should focus on any

problems found during the testing. The study data should be analyzed to determine which part of the user interface was involved and how the user interaction could have resulted in the use error or

Study

t's

participan

subjective

feedback

The user

heard a

second

click and

stopped

pressing

because

thought

injection

complete

based on

the click.

he

the

was

the button

Sponsor's Root

cause analysis⁵⁷

Root cause

showed that the

cues that do not

coincide with

hold time and

contribute to

confusion.

user interface

has audible

the labeled

analysis

Sponsor's

Mitigation

strategies⁵⁸

Product was

redesigned to align

the audible cues to

drug. This change

impacts a critical

delivery. Thus, the

evaluated in another

effectiveness of this

change to the user

validation study

demonstrate the

conducted to

interface.

task for drug

change was

needed to deliver the

the "hold time"

Discussion of

751 752

753

754

755 6 7

9

	5	
	5	
7	5	•
	5	
7	5	(
7	-	,

133	
756	
757	
758	
759	
760	

Description of Tasks (denote C for critical)
Task 4:
Press green
button and
hold for 10
seconds

(C)

problem.

Number of

use errors

description

1 use error.

The user

press the

button for

seconds,

held it for

5 seconds.

he only

did not

green

10

and

of use

errors

Number of

use

and

close calls and

difficulties⁵⁵

description of

close calls and use difficulties 0 close calls or

use difficulties

7	6	1

· · · · · · · · · · · · · · · · · · ·
⁵⁵ While close calls and difficulties may not manifest into actual use errors/failures, they are good source of data in terms of
providing potential user interface inadequacies that should be further evaluated.

⁵⁶ What the participant(s) say about the use errors/close calls/use difficulties from their perspective.

⁵⁷ This should incorporate the sponsor's analysis of the subjective data obtained from study participants clarifying why or how the use errors and failures occurred from the participant's perspective. Some questions to consider: What did study participants say about the errors/failures? Did they say how/why the errors/failures occurred? Did they comment on any aspect of the user interface that may have influenced their behavior/action while they were performing the task? Did they note any suggested user interface improvements?

⁵⁸ This should address whether additional product modifications, risk mitigations, or risk mitigation validation should be implemented as necessary.