Draft ID: 8a918f8f-0ca8-436d-99c8-8a5a4e3f976e

Date: 31/03/2021 18:00:26

# Online Public Consultation on the Revision of the EU Legislation on Blood, Tissues and Cells

ed with * are mandatory.		
--------------------------	--	--

#### Introduction

The European Commission has conducted a comprehensive evaluation of the blood, tissues and cells (BTC) legislation, examining its functioning across the EU and published its findings in October 2019. In particular the evaluation assessed the extent to which the Main Directives met their original objectives and whether they remain fit for purpose, given all that has changed in the intervening period.

The evaluation of the legislation, <u>published in October 2019</u>, confirmed that **the legislation had improved safety and quality of blood, tissues and cells used for transfusion, transplantation or medically assisted reproduction**. The evaluation also highlighted a number of gaps and short-comings which will be addressed by a revision of the legislation to ensure the framework is up-to-date, fit for purpose and future-p r o o f .

The Commission has launched an initiative to revise the legislation, addressing the identified shortcomings. The initiative aims to:

- update the legislation to provide a more flexible alignment with scientific and technological developments
- tackle the (re-)emergence of communicable diseases, including lessons learnt from the COVID-19 pandemic
- focus on the increasing commercialisation and globalisation of the sector.

This public consultation will be an important source of information for the process that will lead to the revision. The consultation does not address changes to other EU legal frameworks but it does explore if there are specific products that do not fall clearly under the blood, tissues and cells framework or the medicines and/or medical device frameworks. Please note that a more in-depth and technical consultation is open in parallel to this one, for organisations that are directly involved in or impacted by these activities and have a good knowledge of the current legislation. If you are such an organisation, you should complete both this consultation and the targeted available o n the Santé An external contracted study will also gather evidence and views to support the Impact Assessment.

#### About you

<sup>\*</sup>Language of my contribution

Danish
Dutch
English
Estonian
Finnish
French
German
Greek
Hungarian
Irish
Italian
Latvian
Lithuanian
Maltese
Polish
Portuguese
Romanian
Slovak
Slovenian
Spanish
Swedish
*I am giving my contribution as
Academic/research institution
Business association
Company/business organisation
Consumer organisation
EU citizen
Environmental organisation
Non-EU citizen
Non-governmental organisation (NGO)
Public authority

Bulgarian

Croatian

Czech

Trade union
Other
* First name
Paul
* Surname
Ormel
*Email (this won't be published)
pr.ormel@minvws.nl
*Scope
International
Local
National
Regional
*Level of governance
Parliament
• Authority
Agency
*Organisation name
255 character(s) maximum
Ministry of Health, Welfare, and Sports
*Organisation size
Micro (1 to 9 employees)
Small (10 to 49 employees)
Medium (50 to 249 employees)
• Large (250 or more)

Transparency register number

255 character(s) maximum

Check if your organisation is influence EU decision-makin	<u>-                                    </u>	<u>er</u> . It's a voluntary database fo	r organisations seeking to
*Does your organisation	on work in any of the	e following fields?	
between 1 and 12 choices	on work in any or the	o ronowing noido.	
Blood collection	and/or blood banking	ng	
Plasma collection	on for manufacture o	of medicinal products	
Tissue or cell do	onation or banking fo	or transplantation	
Tissue or cell do	onation or banking fo	or assisted reproducti	on
Transfusion of b	lood and blood com	nponents	
Clinical applicat	ion of tissues or cell	s - transplantation	
Clinical applicat	ion of tissues or cell	s - assisted reproduc	tion
Government over authorisation, vi	•	ssue establishments	(inspection,
Medical ethics	giidi 100)		
	industry – plasma o	derived medicinal prod	ducts
		C derived medicinal p	
	-	tissue or cell based n	
	of donors of blood,		Production
_		vith blood tissues or c	ells or products
manufactured fr	•		, , , , , , , , , , , , , , , , , , ,
Government over	ersight of medicinal	products	
	ersight of medical d	•	
	blood, tissues or ce		
	ant to this consultat		
No direct activity	y in this field		
*0			
*Country of origin	rigin, or that of your organic	cation	
Please add your country of o  Afghanistan	Djibouti	Libya	Saint Martin
Aland Islands	Dominica	Liechtenstein	Saint Pierre
, adira iolarido	2 3		and Miquelon
Albania	Dominican	Lithuania	Saint Vincent
	Republic		and the
	·		Grenadines
©		©	©

Algeria	Ecuador	Luxembourg	Samoa
American Samoa	Egypt	Macau	San Marino
Andorra	El Salvador	Madagascar	<ul><li>São Tomé and Príncipe</li></ul>
Angola	Equatorial Guinea	Malawi	Saudi Arabia
Anguilla	Eritrea	Malaysia	Senegal
Antarctica	Estonia	Maldives	Serbia
Antigua and Barbuda	Eswatini	Mali	Seychelles
Argentina	Ethiopia	Malta	Sierra Leone
Armenia	Falkland Islands	Marshall Islands	Singapore
Aruba	Faroe Islands	Martinique	Sint Maarten
Australia	Fiji	Mauritania	Slovakia
Austria	Finland	Mauritius	Slovenia
Azerbaijan	France	Mayotte	Solomon
			Islands
Bahamas	French Guiana	Mexico	Somalia
Bahrain	French	Micronesia	South Africa
	Polynesia		
Bangladesh	French	Moldova	South Georgia
	Southern and		and the South
	Antarctic Lands		Sandwich Islands
Barbados	Gabon	Monaco	South Korea
Belarus	Georgia	Mongolia	South Sudan
Belgium	Germany	Montenegro	Spain
Belize	Ghana	Montserrat	Sri Lanka
Benin	Gibraltar	Morocco	Sudan
Bermuda	Greece	Mozambique	Suriname
Bhutan	Greenland	Myanmar	Svalbard and
		/Burma	Jan Mayen
Bolivia	Grenada	Namibia	Sweden
©		©	

Bonaire Saint Eustatius and Saba	Guadeloupe	Nauru	Switzerland
<ul><li>Bosnia and Herzegovina</li></ul>	Guam	Nepal	Syria
Botswana	Guatemala	Netherlands	Taiwan
Bouvet Island	Guernsey	New Caledonia	Tajikistan
Brazil	© Guinea	New Zealand	Tanzania
<ul><li>British Indian</li><li>Ocean Territory</li></ul>	Guinea-Bissau	Nicaragua	Thailand
<ul><li>British Virgin</li><li>Islands</li></ul>	Guyana	Niger	The Gambia
Brunei	Haiti	Nigeria	Timor-Leste
Bulgaria	Heard Island and McDonald Islands	Niue	Togo
Burkina Faso	Honduras	Norfolk Island	Tokelau
Burundi	Hong Kong	Northern	Tonga
		Mariana Islands	
Cambodia	Hungary	North Korea	Trinidad and Tobago
Cameroon	Iceland	North	Tunisia
		Macedonia	
Canada	India	Norway	Turkey
Cape Verde	Indonesia	Oman	Turkmenistan
Cayman Islands	Iran	Pakistan	Turks and
			Caicos Islands
<ul><li>Central African</li><li>Republic</li></ul>	Iraq	Palau	Tuvalu
Chad	Ireland	Palestine	Uganda
Chile	Isle of Man	Panama	Ukraine
China	Israel	Papua New	United Arab
		Guinea	Emirates
Christmas	Italy	Paraguay	United
Island			Kingdom
	<b>(</b>		©

Clipperton Cocos (Keeling) Islands	Jamaica Dapan	Peru Philippines	United States United States Minor Outlying
<ul><li>Colombia</li><li>Comoros</li></ul>	Jersey Jordan	<ul><li>Pitcairn Islands</li><li>Poland</li></ul>	Islands  Uruguay  US Virgin Islands
Congo Cook Islands Costa Rica Côte d'Ivoire Croatia Cuba	<ul><li>Kazakhstan</li><li>Kenya</li><li>Kiribati</li><li>Kosovo</li><li>Kuwait</li><li>Kyrgyzstan</li></ul>	<ul><li>Portugal</li><li>Puerto Rico</li><li>Qatar</li><li>Réunion</li><li>Romania</li><li>Russia</li></ul>	Uzbekistan Vanuatu Vatican City Venezuela Vietnam Wallis and
Curaçao	Laos	Rwanda	Futuna  Western Sahara
Cyprus Czechia	Latvia Lebanon	Saint Barthélemy Saint Helena Ascension and Tristan da	<ul><li>Yemen</li><li>Zambia</li></ul>
Democratic Republic of the Congo	Lesotho	Cunha Saint Kitts and Nevis	Zimbabwe
Denmark	Liberia	Saint Lucia	

The Commission will publish all contributions to this public consultation. You can choose whether you would prefer to have your details published or to remain anonymous when your contribution is published. Fo r the purpose of transparency, the type of respondent (for example, 'business association, 'consumer association', 'EU citizen') country of origin, organisation name and size, and its transparency register number, are always published. Your e-mail address will never be published. Opt in to select the privacy option that best suits you. Privacy options default based on the type of respondent selected

#### \*Contribution publication privacy settings

The Commission will publish the responses to this public consultation. You can choose whether you would like your details to be made public or to remain anonymous.

#### **Anonymous**

Only organisation details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published as received. Your name will not be published. Please do not include any personal data in the contribution itself if you want to remain anonymous.

#### Public

Organisation details and respondent details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published. Your name will also be published.

I agree with the personal data protection provisions

#### The BTC evaluation findings

An <u>evaluation of the BTC legislation</u> was published on 11 October 2019. Although the evaluation concluded that the legislation had increased safety and quality of blood, tissues and cells in the EU, a number of shortcomings and gaps were identified.

### Q1 To what extent are the findings of the evaluation still valid one year since the publication of the evaluation?

at most 8 answered row(s)

	Valid	Partially valid	Partially invalid	Invalid	No answer
* Technical requirements for safety and quality are not up-to-date	•	0	0	0	0
* There are substances of human origin that should be in the scope of the legislation but currently are not (breast milk, fecal microbiota, serum eye drops etc.)	•	0	0	•	•
* Divergent national approaches to oversight by authorities leads to unequal protection and lack of inter-Member State trust and barriers to BTC exchange	•	0	0	•	•
* Donors of blood, tissues and cells are not adequately protected by the legislation	•	0	0	0	0
*					

Children born from medically assisted reproduction techniques are not adequately protected	•	•	•	0	0
* The requirements for authorising new ways of preparing and using blood, tissues and cells are not adequate, particularly because demonstration of efficacy and safety in the recipient is not required.	•	•	•	•	•
* There are sometimes difficulties in defining the borderlines for novel BTC (used in transfusion, transplantation or assisted reproduction) with other regulatory frameworks	•	•	•	0	•
* Current legislation has not proven adequate to protect EU patients from the risk of shortages or sudden supply disruption	•	0	0	0	0

#### Q2 Select up to 4 problems to which you would give highest priority

at most 4 choice(s)

at					
Technical	requirements	for safety	and quality	are not up-	-to-date

- There are substances of human origin that should be in the scope of the legislation but currently are not (breast milk, fecal microbiota, serum eye drops etc.)
- Divergent national approaches to oversight by authorities leads to unequal protection and lack of inter-Member State trust
- Donors of blood, tissues and cells are not adequately protected by the legislation
- Children born from medically assisted reproduction techniques are not adequately protected
- The requirements for authorising new ways of preparing and using blood, tissues and cells are not adequate, particularly because demonstration of efficacy and safety in the recipient is not required.
- There are sometimes difficulties in defining the borderlines for novel BTC (used in transfusion, transplantation or assisted reproduction) with other regulatory frameworks
- Current legislation has not proven adequate to protect EU patients from the risk of shortages or sudden supply disruption

### Q3 How did, in your view, the Covid-19 pandemic influence the evaluation conclusions?

at most 8 answered row(s)

The pandemic made them:	Stronger	Unchanged	Weaker	No answer
* Technical requirements for safety and quality are not up-to-date	•	0	0	0
* There are substances of human origin that should be in the scope of the legislation but currently are not (breast milk, fecal microbiota, serum eye drops etc.)	0	•	0	0
* Divergent national approaches to oversight by authorities leads to unequal protection and lack of inter-Member State trust	•	0	©	0
* Donors of blood, tissues and cells are not adequately protected by the legislation	•	0	0	0
* Children born from medically assisted reproduction techniques are not adequately protected	0	•	0	0
* The requirements for authorising new ways of preparing and using blood, tissues and cells are not adequate, particularly because demonstration of efficacy and safety in the recipient is not required.	•	•	•	•
* There are sometimes difficulties in defining the borderlines for novel BTC (used in transfusion, transplantation and assisted reproduction) with other regulatory frameworks	0	•	0	0
* Current legislation has not proven adequate to protect EU patients from the risk of shortages or sudden supply disruption	•	0	0	0

Q4 Are there other lessons learned from the Covid-19 pandemic that should be taken into account in the revision of the BTC legislation? If so, please describe.

1500 character(s) maximum

Several lessons can be learned from the COVID-19 crisis.

- 1. Harmonised crisiscoordination should be explored (referring to the ECDC guidance papers including donor deferral criteria, safety testing strategies & paper published by the EC concerning continuation of transport of essential SoHO in case of closed borders).
- 2. The need for European selfsufficiency is highlighted by the COVID-19 crisis during which patients and healthcare workers are afraid that third countries stop/limit their export to provide for their own residents.
- 3. Contingency plans are essential for a continuation of supply of SoHO for the patient

## Keeping EU technical requirements up to date with scientific and medical knowledge and practice

The EU legislation includes many rules regarding technical issues such as who can donate, what tests must be carried out on donors, what quality criteria should be met for the blood, tissues and cells that are supplied to hospitals and clinics, which types of adverse occurrences should be notified to authorities, etc. According to the evaluation, many of these rules are currently out of date. The evaluation also concluded that the rules should be extended to include donor protection and the protection of children born from medically assisted reproduction.

The Commission is considering three possible options for setting and updating these technical rules:

- 1. By **professionals**: the blood and tissue centres would conduct their own risk assessments and establish rules based on the conclusions, together with professional society guidance. This process would be reviewed for approval by inspectors from the national authority.
- 2. EU law would require that professionals follow the rules and guidance of named **expert bodies** such as ECDC and EDQM, in consultation with professional associations.
- 3. All detailed technical requirements would be described in **EU legislation** and kept up-to-date with regular amendments.

Q5 Who should set out these technical rules to effectively achieve up-to-date safety and quality rules, based on good science? (Consider the time required to update the rules, including during crises, their quality as well as whether EU harmonisation is essential or not)

	Professionals	Expert bodies	EU law	No answer
* Rules on donor suitability and testing	0	•	0	0
* Rules on donation frequency and donor monitoring.	0	•	0	0
* Rules on quality management by providers of blood, tissues and cells (air quality requirements, documentation, quality control testing, training etc.)	0	•	0	0
* Rules on the technical characteristics of blood, tissues and cells provided for patients (e.g. volume, cell numbers, labelling)	0	•	0	0
* Criteria and templates for reporting and investigation of adverse reactions and events to authorities.	0	0	•	0
* Rules for the development of new processing methods or new clinical uses of blood, tissues and cells	0	0	•	0

Q6 In general, which of these options, in your view, would overall be most **cost-effective**?

	Very	Quite	Rather not	Not at all	No answer
* Professionals	0	0	0	0	•
* Expert bodies	0	0	0	0	•
* EU law	0	0	0	0	•

The BTC evaluation showed that, over time, many new substances of human origin being used in patients do not fall within the scope of the BTC legislation. Some fall wholly or partially under other frameworks nationally and some are unregulated at the EU level.

Q7 In which of the following cases do you think that technical rules for safety and quality should be **included in the scope** of the BTC legislation?

	Only for donation and testing	For all aspects from donation to distribution	No answer
* Fecal microbiota transplants	0	•	0
* Donated human breast milk	0	•	0
* Serum eye drops	0	•	0
* Blood, tissues or cells used for cosmetic/esthetic purposes	0	•	0
* Blood, tissues or cells removed from a patient, processed and returned to the patient at the bedside or during their surgery, without falling under a different legislative framework	0	•	0
Others	0	•	0

Please provide a description of the other substances you consider should be included in this legislation and explain why.

Text of 1 to 2000 characters will be accepted

In order to make the scope future-proof, the scope should be defined to include substances of Human origin in general that are donated with the goal to apply it to patients.

Q8 If you have further comments on the technical rules for safety and quality of blood, tissues and cells and other substances of human origin, please enter them
here.
Text of 1 to 2000 characters will be accepted
In our responses in Q5 we aimed to allocate the specific subjects of regulation based on the expected degree of flexibility required. If developments on the short term can be expected, it is preferred to allocate them to expert organs. If it concerns ground rules on a more abstract level that need safeguarding, e.g. the necessity for tracebility criteria, they should be allocated to EU-legislation.
Improving oversight of blood, tissue and cell activities
The evaluation indicated that variable national approaches to oversight of blood, tissue and cell activities in Member States results in a lack of trust and creates barriers to the exchange of blood, tissues and cells between Member States.
Q9 What would be the impact of introducing oversight principles for authorities in EU legislation. The principles might address independence of inspectors, conflicts of interest, and competency requirements for staff in authorities.
7
Q10 Would audits by the European Commission of Member State competent authority control systems (inspection, vigilance, reporting) improve trust and inter-Member State exchange of blood, tissues and cells?

g. joint inspections, peer audi	on between Member State competent authorities (e. ts of inspections improve effectiveness of oversight ate exchange of blood, tissues and cells?
10	
	e of training of staff in national/regional authorities to ectiveness of oversight and increase inter-Member es and cells?
7	
Q13 For questions 9 to 12, do  Yes  No No answer	you see any risks or potential negative impacts?
Please describe the risk or neg	gative impact, specifying which question you refer to.
	espectors would require an increase in capacity. Attention need to be spections do not result in a delay of corrective measures due to

Q14 If you have further comments on oversight of the blood, tissues and cells sector, please enter them here.

Text of 1 to 2000 characters will be accepted

8

Shared responsibility and transparency is needed between, and preferably joint inspections and jointly written reports by, inspectorates of MS's in case an entity is operating in multiple countries.

Differences in legislation and specifically financial incentives (for profit/not for profit), are of influence in the activities and organization of these multi-country operating entities that should be taken into consideration.

Supporting innovation for patient benefit
The BTC evaluation found that innovation was not facilitated optimally. In particular, only laboratory validation of new processing methods is required (no animal or clinical studies to demonstrate safety and efficacy in the patient).
*Q15 Should legal requirements be introduced in EU legislation for demonstrating safety, quality and efficacy when blood, tissues or cells are prepared or used in new ways?   Yes  No  No  No answer
*Q16 Are you aware of cases where blood, tissues and cells are used to treat patients, without proven clinical benefit?    Yes  No
Member States are responsible for deciding the regulatory status of products/substances. They might classify as blood, tissues and cells (Substances of Human Origin) or under another legal framework such as the pharmaceutical or medical device frameworks. EU level regulatory advice can be sought on wheth the legislation on Advanced Therapy Medicinal Products would apply (from the Committee for Advanced Therapies) and on whether the medical device legislation would apply (from an expert group of medical device authorities).
*Q17 Are you aware of cases where the regulatory classification of a substance of human origin is unclear?    Yes  No

### Please provide information on case(s) you are aware of

	Description of the product/substance	The regulatory framework it borders	The impact of this for patients
1	Adipose tissue derived mesenchymal cells derived from belly fat and transplanted to the knee of the same individual to support regeneration of cartilage	АТМР	It delays and possibly prevents the possibility of performing this treatment (on the short term).
2	White blood cells (leukocytes/lymphocytes)	Tissues and cells / Blood	-
3			

*Q18 Do you consider that there are substances/products being regulated under
one legal framework but would be better regulated under another?

- Yes
- <sup>◎</sup> No
- No answer

Please provide information on substances/products that you consider are not regulated under the most suitable framework

	Description of the product/substance	Why you consider it is not regulated under the most suitable framework
1	Microbiotal feces transplantation	Should be included in the SoHO legislation as it is a substance of human origin that shares similar risks for the patient in application as SoHO that are already regulated. E.g. the risk of transmission of diseases
2	Mother milk donated for the treatment of an unrelated patient	Should be included in the SoHO legislation as it is a substance of human origin that shares similar risks for the patient in application as SoHO that are already regulated. E.g. the risk of transmission of diseases
3	Some substances are currently classified as ATMP, although the regulatory framework is not suitable for these products, due to the high variability of the starting product, rapid developments in processing methods and small patient groups that make it impossible to perform the necessary clinical trials	Some ATMP might fit better in the SoHO legislation if authorization procedures are introduced for novel processing methods

Q19 How would you assess the impact of a new EU level structure or committee to advise Member States on whether a substance falls under the BTC legislation or not, equivalent to those for ATMPs and medical devices?
8
If you have further comments on your answer please enter them here 2000 character(s) maximum
The advice of the new EU level structure should be published and freely available for transparency purposes and thereby simultaneously stimulate harmonization between member states. The advice on substances should be addressed in expert meetings to consider inclusion of the product classification in the Guide.
*Q20 If an EU level structure or committee as described in Q19 were established, do you consider that it should co-ordinate decisions with the equivalent committees in the medicinal product and medical device frameworks?   Yes  No  No  No answer
*Q21 Are the donation, procurement and testing provisions for blood, tissues and cells that are used to manufacture medicinal products or medical devices adequate?  Very inadequate  Somewhat inadequate  Adequate

Please describe the specific provisions you consider should be changed and why
2000 character(s) maximum
It should be investigated if different (less stringent) rules can apply concerning donation, procurement and testing for tissues and cells for which at the moment of donation is already clear that they will be used to manufacture medicincal products or medical devices to avoid an overly legislative burden.
Q22 If you have further comments on the subject of innovation in blood, tissues and cells please enter them here.
Text of 1 to 2000 characters will be accepted
Donors should be protected against unnecessary donations. Donations of SoHO should be prevented or a least the donors or relatives of the donors should be well informed if at the moment of donation it is already known that there is only a slight chance for ever using the material for therapies.

Somewhat too stringent

Much too stringent

I don't know

Sufficiency of supply of blood, tissues and cells
Although an objective of the BTC legislation was to ensure a sustainable supply of critical blood, tissues and cells, the evaluation showed that there are dependencies on certain Member States and on third countries for certain substances, in particular plasma for the manufacture of medicinal products. In addition, was highlighted that there is a lack of legal provisions to ensure appropriate emergency measures in the event of sudden supply interruptions.
Q23 What effect would mandatory EU monitoring and <b>routine</b> reporting of sufficiency data mandatory reporting of donations, distribution, import, export and use by BTC establishments o national authorities and to the Commission) have?
Additional costs and administrative burden for establishments and authorities
7
Transparency for citizens
7
Q24 What effect would sharing of reported donation and supply monitoring data on an EU blatform have?
Additional costs and administrative burden for establishments and authorities
5
nformation for policy makers (for vigilance and sufficiency measures)
7
Q25 What would be the impact of mandatory rapid notification to the national authority, and by hem to other Member State authorities, in the case of a sudden significant drop in supply due
o an incident or other crisis?
6
Q26 What other measures could be introduced in legislation to address a sudden
drop in supply due to a crisis?
Co-operative actions between blood and tissue establishments
Notification to the national authority with a response at Member State level

ontingency 3.
plans upply of
sufficiency luding:

General comments and supporting documents

Text of 1 to 2	on blood, tissu 2000 characters will b		p.0400 011101			
_	pload one supp	_	_	submission	here.	
Only files of th	e type pdf,txt,doc,do	ocx,odt,rtf are allov	ved			
THANK YOU	FOR YOUR CONT	RIBUTION!				

Sante-soho@ec.europa.eu