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

Fields marked 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

^{*}Language of my contribution

Czech
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

Trade union
Other
*First name
Catherine
*Surname
Hartmann
*Email (this won't be published)
c.hartmann@europeanbloodalliance.eu
*Organisation name
255 character(s) maximum
European Blood Alliance (EBA)
*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 on the transparency register. It's a voluntary database for organisations seeking to influence EU decision-making.
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* Does your organisation work in any of the following fields? **Does your organisation work in any of the following fields? **Does your organisation work in any of the following fields? **Does your organisation work in any of the following fields? **Does your organisation work in any of the following fields? **Does your organisation work in any of the following fields? **Does your organisation work in any of the following fields? **Does your organisation work in any of the following fields? **Does your organisation work in any of the following fields? **Does your organisation work in any of the following fields? **Does your organisation work in any of the following fields? **Does your organisation work in any of the following fields? **Does your organisation work in any org
☑ Blood collection and/or blood banking
Plasma collection for manufacture of medicinal products
Tissue or cell donation or banking for transplantation
Tissue or cell donation or banking for assisted reproduction
Transfusion of blood and blood components
$^{\square}$ Clinical application of tissues or cells - transplantation

	Clinical application of tissues or cells - assisted reproduction										
	Government oversight of blood or tissue establishments (inspection,										
	authorisation, vigilance)										
	Medical ethics										
	Pharmaceutical in	dustry – plasma der	rived medicinal prod	ucts							
	Pharmaceutical industry – other BTC derived medicinal products										
	Non-industrial dev	elopers of blood, tis	sue or cell based m	edicinal products							
	Representation of	donors of blood, tis	sues or cells								
	Representation of	patients treated wit	h blood tissues or co	ells or products							
	manufactured from	n them									
	Government overs	sight of medicinal pr	oducts								
	Government overs	sight of medical dev	ices								
V	Research using b	lood, tissues or cells	3								
	Other field relevan	nt to this consultation	n								
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	ntry of origin										
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	Barbuda										
	Argentina	Ethiopia	Malta	Sierra Leone							

Armenia	Falkland Islands	MarshallIslands	Singapore
Aruba	Faroe Islands	Martinique	Sint Maarten
Australia	Fiji	Mauritania	Slovakia
Austria	Finland	Mauritius	Slovenia
Azerbaijan	France	Mayotte	Solomon
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Bahamas	French Guiana	Mexico	Somalia
Bahrain	French	Micronesia	South Africa
	Polynesia		
Bangladesh	French	Moldova	South Georgia
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			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	Guadeloupe	Nauru	Switzerland
Eustatius and			
Saba			
Bosnia and	Guam	Nepal	Syria
Herzegovina Botswana	Guatemala	Netherlands	Taiwan
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	Canada		India		Norway		Turkey
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	Central African		Iraq		Palau		Tuvalu
	Republic						
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	China	0	Israel	0	Papua New	0	United Arab
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	Christmas	0	Italy	0	Paraguay	0	United
	Island						Kingdom
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	Congo		Kazakhstan		Portugal		Uzbekistan
0	Cook Islands		Kenya		Puerto Rico		Vanuatu
	Costa Rica		Kiribati		Qatar		Vatican City
0	Côte d'Ivoire	0	Kosovo	0	Réunion	0	Venezuela
	Croatia		Kuwait		Romania		Vietnam

Cuba	Kyrgyzstan	Russia	Wallis and
			Futuna
Curação	Laos	Rwanda	Western
			Sahara
Cyprus	Latvia	Saint	Yemen
		Barthélemy	
Czechia	Lebanon	Saint Helena	Zambia
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		Cunha	
Democratic	Lesotho	Saint Kitts and	Zimbabwe
Republic of the		Nevis	
Congo			
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.

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)

most o answered row(s)	Valid	Partially valid	Partially invalid	Invalid	No answer
* Technical requirements for safety and quality are not up-to-date	•	•	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	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	©	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	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.	•	0	0	0	0
* There are sometimes difficulties in defining the borderlines for novel BTC (used in transfusion, transplantation or assisted reproduction) with other regulatory frameworks	•	0	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	0

Q2 Select up to 4 problems to which you would give highest priority at most 4 choice(s) 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

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

risk of shortages or sudden supply disruption

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	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	•	•	•
* 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

The pandemic highlighted problems that we see with the yearly influenza epidemics. It illustrated that the donor base must be larger than that needed in non-epidemic periods so that it will be adequate even with the loss of sick donors during epidemic/pandemic situations. The EU legislation must state the responsibility of Member States to effectively provide the recruitment and retention of a large donor population.

The COVID-19 crisis has demonstrated the importance of contingency planning to respond adequately and quickly to crisis as pandemic and other disasters

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.

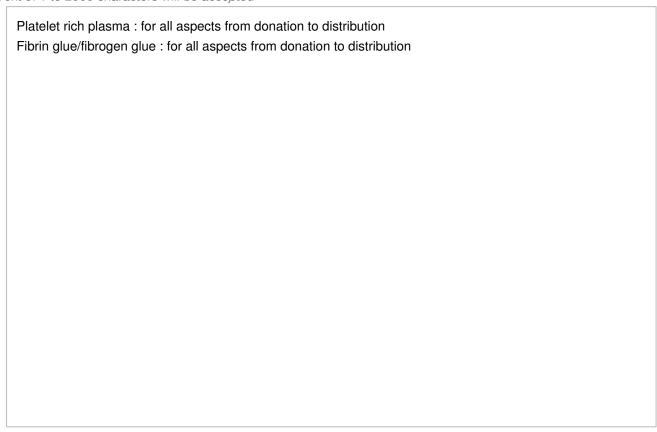
Q7 In which of the following cases do you think that technical rules for safety and quality should be **included in the scope** of the BTC legislation?

Only for donation	For all aspects from	No	
and testing	donation to distribution	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



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

The European Directives should concern solely the general principles and refer to the technical details of the EDQM guide (revised regularly) and ECDC recommendations taking into consideration epidemiological changes. Epidemiological developments are transient by nature, so it is difficult to foresee every situation in the legislation. While the activities of ECDC in the field of SoHO safety has developed since 2010, there is still no formal mandate in the Blood Directives defining ECDC role in that regard, and ECDC recommendations are not mandatory for national competent authorities. This should be clarified in the next Directives. The Directives should include a coordination mechanism to deal with emergent threats in the field of blood safety (and other substances of human origin) in line with the mechanisms proposed in other proposals for a regulation (mandate of ECDC and cross-border threats) currently being discussed. 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.

8

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?

8

Q11 Would greater collaboration between Member State competent authorities (e. g. joint inspections, peer audits of inspections improve effectiveness of oversight and increase inter-Member state exchange of blood, tissues and cells?

ate excl	ange of blood,	tissues and cells?
8		
13 For c	uestions 9 to 1	2, do you see any risks or potential negative impacts?
Yes		
[©] No		
No a	nswer	
	scribe the risk	or negative impact, specifying which question you refer to
The risk	is that it will cost mo	proposition will bring an increase in costs and complexity to the implementation. re that it is effective and only increase bureaucracy. If inspections should be unified in the EU as well as the extent of the inspection.
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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
 - O No
 - No answer
- *Q16 Are you aware of cases where blood, tissues and cells are used to treat patients, without proven clinical benefit?
 - Yes
 - O No

Please describe the case(s) you are aware of briefly

Text of 1 to 2000 characters will be accepted

A good example is the COVID19 pandemic. At the start no-one knew if convalescent plasma would be effective. Now it seems that there is a need for certain criteria to be effective (high level of neutralizing antibodies and application in the first days with clinical signs). In such situation, it is important to be able to try a new treatment, even if it impossible in the early stages of an epidemic to measure certain qualities simply because the tests were not invented yet.

In the field of stem cells, claims for effectiveness are often unsubstantiated as well as for innovations in the collection, preparation, storage of BTC without stringent authorization measures.

Another example if the off-label use of intravenous immunoglobulins, albumin, and the surgical use of platelet rich-plasma. Regarding blood components, especially fresh frozen plasma, many hospitals do not always use them in the most appropriate way as their use is not always back up by scientific evidence of efficacy.

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 whether 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

O 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	Stem cell based suspension used for treating wounds, injuries and skin diseases	BTC vs. medicinal products vs ATMP	
2	Isolated hepatocytes (without expansion)	T&C vs. ATMP	
3	Serum eye drops	Blood vs. T&C vs. Medicinal products	

*Q18 Do you consider that there are substances/products being regulated under one legal framework but would be better regulated under another?
Yes
No
No answer
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?
If you have further comments on your answer please enter them here 2000 character(s) maximum
We are in favour of the creation of such a structure as long as its opinions remain non-binding and the final choice remains within the hand of the national competent authority. We believe such a structure will help competent authorities and expert bodies
*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 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
Somewhat too stringent
Much too stringent
I don't know
Please describe the specific provisions you consider should be changed and why. 2000 character(s) maximum
Considering the manufacture process to obtain PDMP (inactivation steps), some donor eligibility rules aimed
to the protection of the recipients are to stringent. As well, frequency of plasmapheresis should be reduced according to the protein concentration in the donor's plasma
There are rules for certain pathogens that the donor may have had, that can be accepted for plasma donation but not for blood donation. The requirements for testing are often higher for plasma collectors than for blood establishments. This should be regulated by EDQM and/or ECDC.
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
The BTC legislation should cover all BTC products irrespective of their medical application (transfusion) and irrespective of their production and distribution.

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,
it 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 routine reporting of sufficiency data
(mandatory reporting of donations, distribution, import, export and use by BTC establishments to national authorities and to the Commission) have?
to national authorities and to the commission, have:
Additional costs and administrative burden for establishments and authorities
4
Transparency for citizens
7
O24 What offeet would sharing of reported denotion and aurolly manitoring data on an ELL
Q24 What effect would sharing of reported donation and supply monitoring data on an EU platform have?
piationii navo.
Additional costs and administrative burden for establishments and authorities
5
Information for policy makers (for vigilance and sufficiency measures)
5
Q25 What would be the impact of mandatory rapid notification to the national authority, and by
them to other Member State authorities, in the case of a sudden significant drop in supply due
to an incident or other crisis?

8

- *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
 - Notification to the EU level with collective response co-ordination
 - Other
 - No answer

Please describe

1000 character(s) maximum

A crisis must be met appropriately depending if local, national or several Member States are concerned. Notifications should be mandatory for different levels of regional national or international crisis and this must be detailed in the legislation.

To mitigate a sudden supply disruption, the European Commission should adopt common rules establishing favourable conditions for exchanges between Member States (simplification of procedures, paperwork and formalities, etc)

Some blood and tissue establishments and competent authorities have in place preparedness/contingency plans for emergencies such as infectious disease outbreaks, natural disasters or military conflicts.

- *Q27 What would be the effect of making such **preparedness/contingency plans** mandatory?
 - It would raise many concerns
 - It would raise some concerns
 - It would have no impact
 - It would bring some improvements
 - It would bring many improvements
 - No answer

Q28 If you have further comments on the topic of ensuring a sustainable supply of essential blood, tissues and cells. Please list any other measure you consider would support this objective.

7	ext of 1 to 2000 characters will be accepted	

Although it may be difficult to imagine solutions for several situations beforehand, going through the plan will give preparedness and may shine lights on parts of the process that must be improved before the actual crisis is here. However, it should be noted that BEs already have contingency plans.
It should be noted that preparedness involves not only BTC but also institutions for microbiology, for testing of blood, etc. Such things can be coordinated in a contingency plan.
Regarding monitoring supply and data, it would be useful as it would force the policy makers to be proactive instead of reactive, as the problem can be identified beforehand.
We should however be careful regarding the rapid notification mechanism and its scope. If it is unbalanced, we have the risk of having a "crying wolf".

General comments and supporting documents

Q29 If you have general comments on other topics related to the revision of the EU legislation on blood, tissues and cells, please enter them here.

Text of 1 to 2000 characters will be accepted

	The exchange of BTC should be facilitated by including in the new Directives the text of the Treaty No 26 of the Council of Europe "European agreement on the Exchange of Therapeutic Substances of Human
С	Origin". In principal, only the exchange of rare blood types (frequency < 1/250) should be considered and the outline exchange of blood is not advised, self-sufficiency should be organized on regional or national basis
10	outine exchange of blood is not advised, sen-sumiciency should be organized on regional of national basis

You may upload one supporting document to your submission here.

Only files of the type pdf,txt,doc,docx,odt,rtf are allowed

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THANK YOU FOR YOUR CONTRIBUTION!

Contact

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