

Medical X-Ray Imaging Devices Conformance with IEC Standards

Draft Guidance for Industry and Food and Drug Administration Staff

DRAFT GUIDANCE

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Document issued on: August 3, 2016**

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For questions regarding this document, contact the Division of Radiological Health at 301-796-2121 and Robert Sauer at Robert.A.Sauer@fda.hhs.gov or (301) 796-3580.



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Food and Drug Administration
Center for Devices and Radiological Health**

**Office of In Vitro Diagnostics and Radiological Health (OIR)
Division of Radiological Health**

**Office of Science and Engineering Laboratories (OSEL)
Division of Imaging, Diagnostics, and Software Reliability**

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Preface

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Draft Guidance for Industry and Food and Drug Administration Staff

This draft guidance, when finalized, will represent the current thinking of the Food and Drug Administration (FDA or Agency) on this topic.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.

1. Introduction

This draft guidance describes FDA's policy regarding the regulation of medical x-ray imaging equipment that are subject to requirements in the Federal Food, Drug & Cosmetic Act (FD&C Act) and FDA's regulations that apply to medical devices and electronic products. In this draft guidance, FDA is seeking to harmonize performance standards prescribed pursuant to section 534 of Subchapter C (Electronic Product Radiation Control (EPRC)) of the FD&C Act with International Electrotechnical Commission (IEC) standards, where appropriate, to help to ensure streamlined regulatory review of submissions for these products. The draft guidance also provides recommendations to industry on how to comply with the applicable requirements. FDA believes industry conformance to certain IEC standards would provide the same level of or improved protection of the public health and safety from electronic radiation as certain EPRC regulatory standards. FDA also believes conformance to certain IEC standards would be sufficient to meet the 510(k) premarket notification requirement for certain devices. FDA review of related radiological health and safety data in premarket submissions, as opposed to EPRC product reports, would maintain or improve device safety while consolidating the information manufacturers submit to FDA.

FDA's guidance documents, including this guidance, do not establish legally enforceable responsibilities. Instead, guidance describes 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 guidance means that something is suggested or recommended, but not required.

29 **2. Background**

30 Medical x-ray imaging equipment may fall under the definition of both a medical device, under
31 section 201(h) of the FD&C Act, and an electronic product, under section 531(2) of the FD&C
32 Act. As such, these devices may be subject to the provisions of the FD&C Act and FDA's
33 regulations¹ that apply to medical devices
34 (<http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/Overview/default.htm>) and
35 electronic products ([http://www.fda.gov/ohrms/dockets/ac/03/briefing/3987b1_Summary-
36 EPRC.htm](http://www.fda.gov/ohrms/dockets/ac/03/briefing/3987b1_Summary-EPRC.htm)).

37
38 While the legal authorities relating to medical devices and electronic products focus primarily on
39 safety/effectiveness and radiation safety, respectively, there is some overlap in the requirements
40 established by these authorities. FDA is issuing this draft guidance to clarify the relevant,
41 applicable standards and to help to ensure a streamlined regulatory review of submissions for
42 these devices. This draft guidance describes current Agency thinking in the following areas:

- 43
44 1) Product conformance to IEC standards;
45
46 2) Compliance with EPRC performance standards and reporting requirements; and
47
48 3) Compliance with 510(k) premarket notification requirements.

49 **a. Device Regulations**

50 FDA categorizes medical devices into one of three classes – Class I, II, or III – based on their
51 risks and the regulatory controls necessary to provide a reasonable assurance of safety and
52 effectiveness. Class I devices generally pose the lowest risk to the patient and/or user and Class
53 III devices pose the highest risk.

- 54
55 • For Class I devices, manufacturers generally must comply with general controls
56 authorized by or under sections 501 (adulteration), 502 (misbranding), 510 (registration),
57 516 (banned devices), 518 (notification and other remedies), 519 (records and reports),
58 and 520 (general provisions) of the FD&C Act (see 21 CFR 860.3(c)(1)). The following
59 regulations set forth requirements related to these general controls:
- 60 ○ 21 CFR 801: Labeling,
61 ○ 21 CFR 807: Establishment Registration and Device Listing for Manufacturers and
62 Initial Importers of Devices,
63 ○ 21 CFR 803: Medical Device Reporting, and
64 ○ 21 CFR 820: Quality System Regulation.

¹ The regulations specific to medical devices and electronic products are found in 21 CFR Chapter I Subchapter H on Medical Devices and Subchapter J on Radiological Health, respectively.

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65 Most Class I devices can be legally marketed without FDA premarket clearance of a
66 510(k) submission.

- 67
- 68 • For Class II devices, manufacturers must comply with general controls and applicable
69 special controls, and are required to have 510(k) clearance unless otherwise exempted.
70 (21 CFR 860.3(c)(2))
 - 71
 - 72 • For Class III devices, manufacturers must comply with general controls and generally
73 must receive FDA approval of a premarket approval application (PMA) that demonstrates
74 the safety and effectiveness of the device. (21 CFR 860.3(c)(3))

75 **b. EPRC Regulations**

76 The EPRC regulations are aimed at protecting the public from hazardous and unnecessary
77 exposure to radiation from electronic products. FDA identified nine types of electronic products,
78 including diagnostic x-ray systems and their major components, and established product
79 performance standards for those products to control radiation.

80

81 Manufacturers and importers of x-ray imaging devices must comply with applicable
82 requirements set forth in the following regulations:

- 83
- 84 • 21 CFR 1002.10: Product reports
 - 85 • 21 CFR 1002.11: Supplemental reports
 - 86 • 21 CFR 1002.12: Abbreviated reports
 - 87 • 21 CFR 1002.13: Annual reports
 - 88 • 21 CFR 1002.20: Reporting of accidental radiation occurrences
 - 89 • 21 CFR 1002.30: Records to be maintained by manufacturers
 - 90 • 21 CFR 1002.40: Records to be obtained by dealers and distributors
 - 91 • 21 CFR Part 1003: Notification of defects or failure to comply
 - 92 • 21 CFR Part 1004: Repurchase, repairs, or replacement of electronic products
 - 93 • 21 CFR 1010.2: Certification
 - 94 • 21 CFR 1020.30: Diagnostic x-ray systems and their major components
 - 95 • 21 CFR 1020.31: Radiographic equipment
 - 96 • 21 CFR 1020.32: Fluoroscopic equipment
 - 97 • 21 CFR 1020.33: Computed tomography (CT) equipment

98 **c. Avoidance of Duplication**

99 Industry has previously raised concerns about overlapping information required to be submitted
100 to FDA by the medical device and EPRC regulations for products that are both medical devices
101 and electronic products. The Agency has addressed this overlap regarding:

- 102
- 103 1. Ultrasound devices (a letter from the director of CDRH to the ultrasound device industry
104 exempted manufacturers and importers from submitting initial and annual product

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105 reports under the EPRC regulation on February 24, 1986
106 [[http://www.fda.gov/downloads/Radiation-](http://www.fda.gov/downloads/Radiation-EmittingProducts/RadiationEmittingProductsandProcedures/MedicalImaging/UCM509874.pdf)
107 [EmittingProducts/RadiationEmittingProductsandProcedures/MedicalImaging/UCM5098](http://www.fda.gov/downloads/RadiationEmittingProductsandProcedures/MedicalImaging/UCM509874.pdf)
108 [74.pdf](http://www.fda.gov/downloads/RadiationEmittingProductsandProcedures/MedicalImaging/UCM509874.pdf)];

- 109
- 110 2. Laser Products (see “Laser Products - Conformance with IEC 60825-1 and IEC 60601-2-
111 22; (Laser Notice No. 50)” at
112 [http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/GuidanceDocument](http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/GuidanceDocuments/ucm094361.htm)
113 [s/ucm094361.htm](http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/GuidanceDocuments/ucm094361.htm) -- see also “Laser Products; Amendment to Performance Standard
114 (proposed rule)” at [https://www.federalregister.gov/articles/2013/06/24/2013-](https://www.federalregister.gov/articles/2013/06/24/2013-14846/laser-products-proposed-amendment-to-performance-standard)
115 [14846/laser-products-proposed-amendment-to-performance-standard](https://www.federalregister.gov/articles/2013/06/24/2013-14846/laser-products-proposed-amendment-to-performance-standard)); and
116
- 117 3. CT with respect to CTDI (see “Provision for Alternate Measure of the Computed
118 Tomography Dose Index (CTDI) to Assure Compliance with the Dose Information
119 Requirements of the Federal Performance Standard for Computed Tomography” at
120 [http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/GuidanceDocument](http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/GuidanceDocuments/ucm094379.htm)
121 [s/ucm094379.htm](http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/GuidanceDocuments/ucm094379.htm)).

122

123 To avoid duplication and streamline the regulatory review of submissions relating to medical x-
124 ray imaging devices, this draft guidance clarifies the relevant, applicable standards for these
125 products and provides alternative submission options.
126

127 **3. Scope**

128 **a. Products Addressed in the Draft Guidance**

129 This draft guidance addresses diagnostic x-ray imaging systems and their major components (see
130 21 CFR 1002.1 and 21 CFR 1020.30(a)(1)). Most diagnostic x-ray imaging systems and their
131 major components are classified as Class I or II devices. Tables 1 and 2 include the regulations
132 and product codes for these devices.
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Table 1 – Class II devices that are covered by this draft guidance

Regulation Number	Regulation Description	Associated Product Codes
21 CFR 872.1800	Extraoral source x-ray system	EHD, MUH
21 CFR 872.1810	Intraoral source x-ray system	EAP
21 CFR 892.1600	Angiographic x-ray system	IZI
21 CFR 892.1610	Diagnostic x-ray beam limiting-device	KPW, IZW, IZX
21 CFR 892.1630	Electrostatic x-ray imaging system	IXK
21 CFR 892.1650	Image-intensified fluoroscopic x-ray system	JAA, OWB, OXO
21 CFR 892.1660	Non-image-intensified fluoroscopic x-ray system	JAB
21 CFR 892.1670	Spot-Film Device	IXL
21 CFR 892.1680	Stationary x-ray system	KPR, MQB, MWP
21 CFR 892.1710	Mammographic x-ray system	IZH
21 CFR 892.1715	Full-field digital mammography system	MUE
21 CFR 892.1720	Mobile x-ray system	IZL
21 CFR 892.1730	Photofluorographic x-ray system	IZG
21 CFR 892.1740	Tomographic x-ray system	IZF
21 CFR 892.1750	Computed tomography x-ray system	JAK, OAS
21 CFR 892.1860	Radiographic Film/Cassette Changer	KPX
21 CFR 892.1980	Radiologic table	KXJ, IXQ, IXR, IZZ

136
137
138
139

Table 2 – Class I devices that are covered by this draft guidance

Regulation Number	Regulation Description	Associated Product Codes
21 CFR 892.1700	Diagnostic X-Ray High Voltage Generator	IZO
21 CFR 892.1760	Diagnostic X-Ray Tube Housing Assembly	ITY
21 CFR 892.1880	Wall-mounted Radiographic Cassette Holder	IXY
21 CFR 892.1830	Radiologic Patient Cradle	KXH

140 **b. Standards Addressed in the Draft Guidance**

141 Under section 514(c)(1)(A) of the FD&C Act, FDA must, by publication in the Federal Register,
142 recognize all or part of an appropriate standard established by a nationally or internationally
143 recognized standard development organization for which a person may submit a declaration of
144 conformity in order to meet a premarket submission requirement or other requirement under the
145 FD&C Act to which such standard is applicable. FDA has recognized the following IEC
146 standards that apply to one or more of the devices covered by this draft guidance (see Appendix
147 A):
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- 149 • IEC 60601-1-3: Medical electrical equipment – Part 1-3: General requirements for basic
150 safety and essential performance – Collateral Standard: Radiation protection in diagnostic
151 X-ray equipment;
152
- 153 • IEC 60601-2-28: Medical electrical equipment - Part 2-28: Particular requirements for
154 the basic safety and essential performance of X-ray tube assemblies for medical
155 diagnosis;
156
- 157 • IEC 60601-2-43: Medical electrical equipment – Part 2-43: Particular requirements for
158 the safety and essential performance of X-ray equipment for interventional procedures;
159
- 160 • IEC 60601-2-44: Medical electrical equipment – Part 2-44: Particular requirements for
161 the basic safety and essential performance of X-ray equipment for computed tomography;
162
- 163 • IEC 60601-2-45: Medical electrical equipment – Part -2-45: Particular requirements for
164 the basic safety and essential performance of mammographic X-ray equipment and
165 mammographic stereotactic devices;
166
- 167 • IEC 60601-2-54: Medical electrical equipment – Part 2-54: Particular requirements for
168 the basic safety and essential performance of X-ray equipment for radiography and
169 radioscopy;
170
- 171 • IEC 60601-2-63: Medical electrical equipment - Part 2-63: Particular requirements for
172 the basic safety and essential performance of dental extra-oral X-ray equipment; and
173
- 174 • IEC 60601-2-65: Medical electrical equipment - Part 2-65: Particular requirements for
175 the basic safety and essential performance of dental intra-oral X-ray equipment.
176
177

178 **4. Policy**

179 As discussed further below, FDA believes conformance² to certain IEC standards would provide
180 the same level of or improved protection of the public health and safety from electronic radiation
181 as certain EPRC performance standards, and that submitting a declaration of conformity to the
182 applicable standard(s) would be sufficient to meet the EPRC reporting requirements. FDA also
183 believes conformance with certain IEC standards would be sufficient to meet the 510(k)
184 premarket notification requirement for certain devices. Thus, a manufacturer or importer that
185 conforms to the IEC standards identified in section 3b of this draft guidance (see Appendix A),
186 and otherwise complies with section 514(c) of the FD&C Act, would be deemed to have met
187 certain EPRC requirements as described in section 4a of this draft guidance, and 510(k)

² Conformance shall be to the current version, including corrigenda and amendments of the applicable IEC standards as recognized by FDA at the time of device manufacture.

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188 premarket notification requirements for certain devices as described in section 4b of this draft
189 guidance.

190 **a. Electronic Products - Performance Standards and Reporting Requirements**

191 The IEC standards described in section 3b of this draft guidance (see Appendix A for additional
192 details) are applicable to many parts of the performance standards for diagnostic x-ray systems
193 (see Table 3) established under section 534 of the FD&C Act.

194
195 FDA believes conformance to the identified IEC standards would provide the same level of or
196 improved protection of the public health and safety from electronic product radiation as the
197 requirements in 21 CFR 1020.30 (in part), 1020.31, 1020.32 (in part), 1020.33 (in part) (see
198 Table 3). Therefore, a manufacturer or importer that has submitted a declaration of conformity
199 to the applicable IEC standards, see process discussed in sections 5 and 6 of this draft guidance,
200 would be deemed to have met certain performance standard requirements in 21 CFR 1020.30,
201 1020.31, 1020.32, and 1020.33, assuming the criteria in section 514(c) of the FD&C Act are
202 satisfied.

203
204 Furthermore, if a device conforms to the applicable standards in section 3b of this draft guidance
205 (see Appendix A), FDA believes that the reports in 21 CFR 1002 Subpart B (1002.10, 1002.11,
206 and 1002.13) would be duplicative because the manufacturer would have already submitted
207 applicable radiation safety information in a declaration of conformity. Therefore, a manufacturer
208 that has submitted a declaration of conformity to the applicable standards, see process discussed
209 in section 5 of this draft guidance, would be deemed to have met the reporting requirements in 21
210 CFR 1002 Subpart B (1002.10, 1002.11, and 1002.13), assuming the criteria in section 514(c) of
211 the FD&C Act are satisfied.

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213 **Table 3 – EPRC requirements deemed to be met based on conformity to applicable IEC**
214 **standard(s)**
215

21 CFR 1002 Subpart B	Required Manufacturers' Reports for Listed Electronic Products
21 CFR 1020.30(c), (h), (k), (l), (m), (n), (o)	Diagnostic x-ray systems and their major components
21 CFR 1020.31	Radiographic equipment
21 CFR 1020.32(a), (b), (c), (d)(1), (d)(2), (d)(3)(i) – (iv), (d)(4), (f), (h), (i), (j), (k)	Fluoroscopic equipment ³
21 CFR 1020.33(a), (b), (c), (f), (g), (h), (i), (j), (k)	Computed tomography (CT) equipment

216
217 Some sections of the electronic product regulations are not adequately addressed or are outside
218 the scope of the IEC standards identified in section 3b of this draft guidance (see Appendix A).
219 For these parts of the electronic product regulations, FDA has determined there is no applicable
220 portion of the IEC standards that can be used to meet the requirements. Consequently,
221 manufacturers, importers, and their devices would not be deemed to have met the requirements
222 identified in Table 4 below solely based on conformance with the identified IEC standards.
223

224 **Table 4 – EPRC requirements that would not be deemed to be met based solely on**
225 **conformity to IEC standards**
226

21 CFR 1002 Subparts A, C, D, E, F	Records and Reports
21 CFR 1010.3	Identification
21 CFR 1010.4	Variances (from EPRC requirements only)
21 CFR 1020.30(a)	Applicability
21 CFR 1020.30(b)	Definitions (see note)
21 CFR 1020.30(d)	Assemblers Responsibility
21 CFR 1020.30(e)	Identification of x-ray components
21 CFR 1020.30(g)	Information Provided to Assemblers
21 CFR 1020.30(j)	Warning Label
21 CFR 1020.30(q)	Modification of Certified Components
21 CFR 1020.32(d)(3)(v)	Lateral Plane patient entrance point
21 CFR 1020.32(g)	Source-skin distance
21 CFR 1020.33(d)	Quality assurance

227

³ FDA is considering whether to issue separate guidance to address the termination of exposure for fluoroscopic equipment and operation of emergency fluoroscopic mode.

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228 **b. Medical Devices – 510(k) Clearance**

229 To obtain 510(k) clearance, manufacturers must establish the substantial equivalence of their
230 new device to a legally marketed predicate that does not require premarket approval. This is done
231 by showing their new device has the same intended use, and technological characteristics that are
232 either the same or different but the differences do not raise different questions of safety and
233 effectiveness than the predicate (see section 513(i) of the FD&C Act). Conformance with
234 recognized consensus standards may in some situations support a substantial equivalence
235 determination (see guidance entitled “Use of Standards in Substantial Equivalence
236 Determinations” (March 2000) found at
237 <http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/GuidanceDocuments/ucm073752.htm>).
238 Moreover, declaration(s) of conformity to recognized consensus standard(s) could
239 be sufficient to eliminate the need for manufacturers to submit in their 510(k) (and for FDA to
240 review) the actual test data for those aspects of the device addressed by the standards. There are
241 few mandatory FDA standards that apply to medical devices, but there are numerous national
242 and international voluntary consensus standards that the Agency has reviewed and recognized
243 (<http://www.accessdata.fda.gov/scripts/cdrh/cfdocs/cfStandards/search.cfm>). A discussion of the
244 substantial equivalence review process is found in the guidance entitled “The New 510(k)
245 Paradigm - Alternate Approaches to Demonstrating Substantial Equivalence in Premarket
246 Notifications” (March 1998) found at
247 <http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/GuidanceDocuments/ucm080187.htm>.

248
249
250 FDA also believes that conformance to the applicable standards in section 3b of this draft
251 guidance (see Appendix A) would be sufficient to meet the premarket notification requirements
252 for the Class II devices listed in Table 5, assuming the criteria in section 514(c) of the FD&C Act
253 are satisfied.

254
255 **Table 5 – Devices for which conformity to applicable IEC standards is sufficient to meet**
256 **510(k) premarket notification requirements**

Regulation Number	Regulation Description	Associated Product Codes
21 CFR 892.1610	Diagnostic x-ray beam limiting device	KPW, IZW, IZX
21 CFR 892.1670	Spot-Film Device	IXL
21 CFR 892.1860	Radiographic Film/Cassette Changer	KPX

257
258
259 This means that manufacturers and importers of devices in Table 5 would be deemed to have met
260 the 510(k) premarket notification requirement if they submit a declaration of conformity to the
261 applicable standard(s) identified in section 3b of this draft guidance (see Appendix A) and satisfy
262 the criteria in section 514(c) of the FD&C Act, see process discussed in sections 5 and 6 of this
263 draft guidance.
264

265 **5. Submission of Declarations of Conformity**

266 If manufacturers and importers elect to conform to a recognized and applicable IEC standard to
267 meet one of the requirements discussed above (*i.e.*, premarket notification, performance
268 standard, or reporting requirement), they must submit a declaration of conformity that certifies
269 that the device is in conformity with the standard (see section 514(c)(1)(B) of the FD&C Act).
270 Information on such declarations is available in guidance entitled “Recognition and Use of
271 Consensus Standards” found at
272 [http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/GuidanceDocuments/ucm0](http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/GuidanceDocuments/ucm077274.htm)
273 [77274.htm](http://www.fda.gov/MedicalDevices/DeviceRegulationandGuidance/GuidanceDocuments/ucm077274.htm).

274
275 Further guidance on the manner in which and the substance that should be included in
276 declarations of conformity submitted by manufacturers and importers is included below.
277

278 **a. Devices for which a 510(k) is submitted**

279
280 For devices for which a 510(k) is submitted, manufacturers or importers should submit
281 their declaration of conformity to the applicable IEC standards as part of their 510(k)
282 submission. Manufacturers of devices subject to 21 CFR 1020.30(c) also should state
283 in the device description of the 510(k) that adequate assembly instructions have been
284 developed, are available, and will be provided to assemblers.
285

286 **b. Devices for which no 510(k) is submitted**

287
288 For devices for which no 510(k) is submitted, including investigational devices,
289 manufacturers and importers should submit a declaration of conformity in an
290 Abbreviated Report submitted under 21 CFR 1002.12(e). An Abbreviated Report for
291 devices subject to 21 CFR 1020.30(c) should include a statement that adequate
292 assembly instructions have been developed, are available, and will be provided to
293 assemblers.

294 **6. Certification**

295 Manufacturers of diagnostic x-ray systems and their major components for which an applicable
296 EPRC performance standard is in effect, including those that conform to applicable IEC
297 standards to meet EPRC performance standards, must provide certifications for their products
298 (see 21 CFR 1010.2(a)). To properly certify their product, manufacturers must furnish product
299 certifications to dealers or distributors, at the time of delivery, that the product conforms to the
300 IEC standards that are declared in the associated declaration of conformity and any other
301 standards in Chapter J (Radiological Health) of Title 21 of the CFR (such as parts of 21 CFR
302 1020.30) (see 21 CFR 1010.2(a)).
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304 The certification must be provided on a label or tag permanently affixed to or inscribed on the
305 product so as to be legible, readily accessible to view when the product is fully assembled for
306 use, and the label or tag must be in the English language (see 21 CFR 1010.2(b)).
307

308 The certification label or tag should use the following modified statement of compliance:
309

310 Complies with 21 CFR Subchapter J and, in lieu of [insert FDA performance standard
311 CFR number(s)], with IEC [insert IEC Standard number and edition number], dated
312 [Insert publication date of the FDA-recognized IEC standard], [add, as appropriate]
313 including corrigenda dated [insert publication dates of the FDA-recognized corrigenda]
314 and amendments dated [insert publication dates of the FDA-recognized amendments], as
315 permitted by "Medical X-Ray Imaging Devices: Conformance with IEC Standards;"
316 dated [Insert date of final guidance issuance]."
317

318 For example:
319

320 Complies with 21 CFR Subchapter J and, in lieu of 21 CFR 1020.33, with IEC 60601-2-
321 44 ed1.0 (2009), including Amendment 1 (2012), as permitted by "Medical X-Ray
322 Imaging Devices: Conformance with IEC Standards;" dated [date of issuance of final
323 guidance].
324

325 Under 21 CFR 1010.2(c), this certification must be based upon a test, in accordance with the
326 standard, of the individual article to which it is attached or upon a testing program which is in
327 accordance with good manufacturing practice. The manufacturer's quality system should
328 address various aspects of radiation safety and conformity to standards through design controls.
329 Testing results should be documented and placed in the firm's records.

330 **7. Compliance and Enforcement**

331 This draft guidance does not limit the Agency's ability to pursue an enforcement action if
332 manufacturers do not comply with the applicable regulations.
333

334 As discussed previously, FDA's intention of considering manufacturers compliant with regard to
335 certain requirements as discussed in this draft guidance is contingent on a manufacturer or
336 importer declaring conformance to certain IEC standards, with that conformance being based on
337 a testing program. The manufacturer's quality system should address various aspects of
338 radiation safety and conformity to standards through design controls. Testing results should be
339 documented and placed in the firm's records. The policy described in this draft guidance would
340 not apply if FDA finds that a manufacturer's testing program does not assure the adequacy of
341 safeguards against hazardous electronic product radiation or that it does not assure that electronic
342 products comply with the appropriate standards (*see* 21 CFR 1010.2(c)).
343

344 By declaring conformance with the IEC standards, corrigenda, and amendments identified in this
345 draft guidance, manufacturers declare that they have established design specifications that relate
346 to radiation emission. As stated in 21 CFR 1003.2(b), one of the definitions of an electronic

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347 product defect is failure to conform to design specifications relating to the emission of electronic
348 product radiation. Thus, failure to meet any of the requirements of an IEC standard, corrigenda,
349 or amendment to which a manufacturer declares conformance is an electronic product defect and
350 is cause for notification and repurchase, repair or replacement as defined in 21 CFR parts 1003
351 and 1004.

352
353 This draft guidance does not change FDA’s policy towards enforcement of correction of such
354 defects. Manufacturers and importers must notify FDA upon discovery of a radiation safety
355 defect, as required by 21 CFR 1003.10. Also, as required by 21 CFR 1003.11, FDA will notify
356 industry when the Agency makes such discoveries. As required by 21 CFR part 1004, the
357 manufacturer must repurchase, repair or replace defective products without charge, under a plan
358 approved by FDA. FDA will review and approve or reject all corrective action plans, as required
359 by 21 CFR 1004.6.

360 **8. Imports**

361 In order to import medical x-ray imaging equipment, importers are required to affirm compliance
362 with applicable EPRC performance standards, either by using the Customs Automated Forms
363 Entry System or by filing Form FDA 2877, *Declaration for Imported Electronic Products*
364 *Subject to Radiation Control Standards*

365 (<http://www.fda.gov/downloads/AboutFDA/ReportsManualsForms/Forms/UCM080778.pdf>).

366 This affirmation consists of declaring that a product either (1) complies with applicable
367 standards, as evidenced by provision of an accession number for the radiation safety report or
368 most recent annual report filed by the manufacturer for the product or (2) is excluded by the
369 applicability clause or definition in the standard or by FDA written guidance and specification of
370 the reason for exclusion. Firms would be issued an accession number when they submit a
371 declaration of conformity, see process discussed in section 5 of this draft guidance. Devices for
372 which a 510(k) is submitted would be issued an accession number upon clearance of the 510(k)
373 containing appropriate declarations of conformity. Devices for which no 510(k) is submitted
374 would be issued an accession number upon receipt of an abbreviated report containing a
375 declaration of conformity to the appropriate standards. Importers that follow this draft guidance
376 should declare that their product complies with the applicable standards (Option 1) and provide
377 the accession number received in response to the 510(k) or abbreviated report.

378

379 **Appendix A: Applicability of IEC Standards to Specific**
380 **Device Types**

381 The IEC uses a tiered structure for its standards: general standards, collateral standards and
382 particular standards. The base standard (e.g., IEC 60601-1 for medical electrical equipment) is
383 called the general standard. Collateral standards (e.g., IEC 60601-1-3 for radiation protection in
384 diagnostic x-ray equipment) provide general specifications for safety that are applicable to a
385 subgroup of devices covered by the general standard, or a specific characteristic of all equipment
386 covered by the general standard that is not fully addressed in the general standard (e.g., alarm
387 systems). Particular standards apply to specific types of equipment (e.g., IEC 60601-2-43 for
388 interventional fluoroscopy systems), and may replace, add to, amend or remove conditions
389 contained in the general or collateral standards, as appropriate for the specific type of equipment
390 under consideration. Particular standards may also add other basic safety and essential
391 performance conditions.

392
393 In particular standards, the term “this standard” is used to make reference to the general standard,
394 any applicable collateral standards and the particular standard, taken together. Therefore,
395 conformance to a particular standard includes conformance to any collateral standards and the
396 general standard in the same series (e.g., IEC 60601), as well as to any other particular standards
397 included as normative. However, a condition in a particular standard takes priority over any
398 conflicting conditions in collateral and general standards in the same series and normative
399 particular standards (e.g., conditions in IEC 60601-2-43 take precedence over any conflicting
400 conditions in IEC 60601-2-54, 60601-1-3 and IEC 60601-1).

401
402 The chart below indicates the IEC standards that apply to different devices classified in the CFR
403 after taking into consideration the IEC’s tiered structure system. The far left column lists the
404 classification regulation numbers for devices within the scope of this draft guidance. To
405 determine which IEC standards apply to a device:

- 406
407
- 408 1. Find the row containing the classification regulation in the left column
 - 409 2. Trace the row across the rest of the table and note which columns are marked with an ‘X’
 - 410 3. The column headings for the columns marked with a ‘X’ provide the names the IEC standards that apply to that device

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Table 6 – Applicability of IEC Standards to Specific Medical Device Classifications

Classification Regulation	IEC 60601-1-3 General	IEC 60601-2-28 X-Ray Tube	IEC 60601-2-43 Interventional X-ray Equipment	IEC 60601-2-44 Computed Tomography	IEC 60601-2-45 Mammography	IEC 60601-2-54 Radiography and Radioscopy	IEC 60601-2-63 Extra-Oral Dental Equipment	IEC 60601-2-65 Intra-Oral Dental Equipment
21 CFR 872.1800							X [†]	X [†]
21 CFR 872.1810							X	
21 CFR 892.1600			X			X		
21 CFR 892.1610						X		
21 CFR 892.1630			X					
21 CFR 892.1650			X [‡]			X [‡]		
21 CFR 892.1660			X					
21 CFR 892.1670	X							
21 CFR 892.1680						X		
21 CFR 892.1700	X							
21 CFR 892.1710					X			
21 CFR 892.1715					X			
21 CFR 892.1720						X		
21 CFR 892.1730						X		
21 CFR						X		

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Classification Regulation	IEC 60601-1-3 General	IEC 60601-2-28 X-Ray Tube	IEC 60601-2-43 Interventional X-ray Equipment	IEC 60601-2-44 Computed Tomography	IEC 60601-2-45 Mammography	IEC 60601-2-54 Radiography and Radioscopy	IEC 60601-2-63 Extra-Oral Dental Equipment	IEC 60601-2-65 Intra-Oral Dental Equipment
892.1740								
21 CFR 892.1750				X				
21 CFR 892.1760		X						
21 CFR 892.1830	X							
21 CFR 892.1860	X							
21 CFR 892.1880	X							
21 CFR 892.1980	X							

413

414 † The FDA medical device regulations and IEC use different definitions of extra-oral and intra-oral x-ray systems. IEC standards
415 60601-2-63 and 60601-2-65 use the location of the image receptor to define the devices. FDA uses the location of the x-ray source to
416 make the distinction (21 CFR 872.1800 and 21 CFR 872.1810). Manufacturers should provide a declaration of conformity to either
417 IEC 60601-2-63 or IEC 60601-2-65 for devices classified as “Extra-oral source x-ray system” devices under 21 CFR 872.1800,
418 depending on whether the device design meets the IEC definition of extra-oral or intra-oral. Devices classified as “intra-oral source x-
419 ray system” devices under 21 CFR 872.1810 should conform to IEC 60601-2-63.

420

421 ‡ IEC 60601-2-43 applies to devices under 21 CFR 892.1650 that are intended to be used in interventional procedures. The applicable
422 standard for all other devices under 21 CFR 892.1650 is IEC 60601-2-54.

423

424 See <http://www.accessdata.fda.gov/scripts/cdrh/cfdocs/cfStandards/search.cfm> for a current list of FDA recognized consensus
425 standards.