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21	Reported by: Michael Farkas					
22	APPEARANCES					

	Page 2					
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13	DR. KIRK SEWARD - MERCATOR MEDSYSTEMS					
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		100	d and Drug Administration	140vember 10, 2017
				Page 3
1			C O N T E N T S	
2				
3				PAGE
4	DR.	KHAUDEJA BANO		10
5	DR.	MELODIE DOMURAD		22
6	DR.	KIRK SEWARD		35
7	MR.	BRAD THOMPSON		61
8				
9				
10				
11				
12				
13				
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PROCEEDINGS

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DR. SHERMAN: Good morning, everyone. Welcome to FDA's public hearing on Devices Proposed for a New Use with an Approved, Marketed Drug.

My name is Rachel Sherman. I am the Principal
Deputy Commissioner at the Food and Drug
Administration. I will serve as the presiding
officer for this hearing.

Before we begin, I will make a few administrative announcements. Please silence all cell phones or other mobile devices, as the panel has done, as they may interfere with the audio in the room today.

We ask that all attendees sign in at the registration tables outside the meeting room. The restrooms are located in the lobby, past the coffee area to the right, and down the hallway.

The purpose of this hearing is to provide an opportunity for broad public input on a potential approach for devices referencing drugs, or DRDs, that may allow certain device sponsors to seek marketing authorization for devices labeled for

202-857-3376

use with a drug that is already approved and on the market when the drug sponsor does not wish to pursue this new use.

TDA will use the information that it obtains during this public meeting as well as the comments that are submitted to the public docket -- and you're going to hear us say that several times because the docket is really very important, and we do study it very carefully -- those submitted by the public -- to help inform FDA's policy development in this area.

I would now like to ask the FDA panel to introduce itself.

MR. WEINER: Hi. I'm John Weiner, the
Associate Director for Policy for the Office of
Combination Products.

MS. MALONEY: Good morning. I'm Diane
Maloney, Associate Director for Policy in the
Center for Biologics, Evaluation, and Research.

DR. THROCKMORTON: Good morning. I'm the Deputy Director for Regulatory Programs in the Center for Drug Evaluation and Research.

DR. SHUREN: Good morning. I'm Jeff Shuren.

I'm the Director of the Center for Devices and

Radiological Health.

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MS. LEE: Hi. I'm Siyeon Lee with the Office of the Chief Counsel.

DR. SHERMAN: Thank you. I would also like to identify the FDA press contact, Lauren Smith Dyer, who's here and waving her hand. If any members of the media are here today, please sign in. And if you have any questions or interested in speaking with the FDA about this public meeting, please contact Ms. Smith Dyer.

However, in keeping with the purpose of the public meeting, which is for FDA to listen to comments from the presenters, the panel members and FDA employees will not be available to make statements to the media.

On our agenda today, we have four speakers -so we have the luxury of time for once -- with
scheduled presentation slots. In order to keep to
the agenda as closely as possible, I will outline
a few ground rules.

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Page 7

First, this meeting is informal. The rules of evidence do not apply. Only FDA panel members will be allowed to question a presenter. No participants may interrupt the presentation of another participant.

And as today's meeting is a listening meeting, the FDA panel will not be able to address questions.

This public meeting is subject to FDA's policy and procedures for electronic media coverage of FDA public administrative proceedings.

Representatives of the electronic media may be permitted subject to certain limitations to videotape, film, or otherwise record FDA's public administrative proceedings, including the presentation of the speakers here today.

The meeting will be transcribed and the transcript may be accessed on the FDA website approximately 30 days after the meeting.

Each individual registered to speak has been given a 15-minute time slot on the agenda.

Following each presentation, the FDA panel may

also ask clarifying questions. If a speaker ends early or the questions from the panel do not take the full allotted period, we intend to move to the next speaker. This means speakers may find themselves being called up to give their presentations before the time that is listed on the agenda.

We have at least three of the four speakers present.

For those of you who did not register to make a presentation but would like to present your comments at this meeting, you may be able to speak during the open public comment period of the meeting, which is scheduled to begin at approximately 10:45.

Those interested in presenting during the open public comment period at the conclusion of the presentations should sign up at the registration table outside the meeting room by 10:00 a.m. for one of the five-minute speaker slots that will be available.

This meeting is not your last chance to

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comment. The docket will be open until January 15th, 2018, and we strongly encourage all interested parties to submit comments to the docket by that date.

Please see the Federal Register notice, which is available as a handout at the registration table if you would like additional details on how to submit comments to the public docket. Once again, to emphasize, the docket is very important to us and we do appreciate the time and effort that go into the comments.

Before we hear from our first speaker, I'd like to provide a few additional instructions for the presenters. We request that each presenter keep to their allotted time so that we are able to keep to the schedule.

When you speak, you will come up to the podium here, and you will see that there is a small light on the table next to the podium which will be green when you begin. It will go to yellow when there is one minute left. And when the presentation time has ended, it will turn red.

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Page 10

So if that happens, I may ask you to conclude your remarks. I apologize in advance if I interrupt any of you, but again, we request that you keep to your allotted time.

Speakers can provide additional comments that go beyond what they cover by submitting comments to the docket.

Thank you and we will now proceed with the presentations. The first speaker is Khaudeja -- and I apologize if I butcher anyone's names -- Bano.

DR. BANO: Good morning, everyone. I'll be addressing Question number 4 from the docket related to post-market safety reporting, specifically focused on challenges related to that topic. Want to specify -- because I'm involved with so many industry forums, I want to specify this is my personal opinion. Anything I'm sharing here does not represent or reflect the opinion of any organization I work with.

The reason I'm standing here and talking to you is I have an interest in post-market safety,

Page 11

mainly from a combination product perspective, but specifically this adds more complexity to that existing challenge that we see.

So the devices proposed for a new use with an improved or marketed drug are proposed for three reasons. The first one, either to improve or enhance the safety or effectiveness of an already marketed drug in its approved indication.

Second, to expand use with the approved drug for an indication for which the drug is not approved. And thirdly, any additional benefit such as increasing use of comfort or convenience.

In order to achieve these, there is usually either a change in dose, route, or the delivery rate of administration. The reason I reemphasize this is to highlight this will change the safety profile of the drug product.

The requirement or the expectation based on what has been outlined is for the product -- for the market authorization holder to plan to adequately address adverse events, including medical errors, specifically the areas of

Page 12

identifying, capturing, reporting, and responding appropriately to adverse events associated with the drug to be used per the DRD labeling.

My concern here is how will a device company, an organization that's set up as a device organization prepare themselves to truly identify — they won't be able to identify whether an adverse event happened or not, but will they be set up to identify what is causing the adverse event?

I have questions around capturing, and I'll address them a little later. Again, reporting, we need further clarification and understanding, and I want to highlight some of the challenges on those topics.

So when it comes to communicating safety information for such a product, there will obviously be device-related safety information.

Then there will be drug-related safety information. I do want to specifically draw attention to the places where interaction between the drug and device will occur.

Where and how will that information be captured effectively enough to be communicated with all the caveats to the end product user, whether it's a healthcare professional or a consumer or a patient?

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Now, the how. So what is the recommended most appropriate reporting approach specifically when it comes to drug-related events? Is the organization expected to follow the device reporting approach using the 30-day malfunction report, or the drug biologic pathway to report it in 15 days, or I understand it's not truly a combination product as identified right now, but is the expectation for us to follow the drug device combination pathway, or is there a fourth one?

From a challenge to the DRD manufacturers, the question here is who is going to capture the information and how? Is the organization going to create a new or an additional wing to specifically address the pharmacovigilance aspect because drugs do behave differently?

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Page 14

An adverse event is an adverse event. I understand. But if you look at the depth of how an event is identified, it may differ significantly between how a device organization views it versus a drug organization.

Going back to my question of where will this information be captured, is it going to be captured in a single entity system that's used by the device organization, or do we need two different platforms and databases to be able to handle, capture, analyze the information appropriately?

When it comes to reporting, is this information going to be reported to CDRH or for the drug side are we talking about sending it to CDER?

At a very high level, some of the key challenges -- and I know some of these have been talked about at length, there is a significant gap with missing the safety history when it comes to the drug and its behaviors.

When you think about a pharma organization not

Page 15

pursuing a certain indication or a certain route of administration or a dosage, there are reasons.

Maybe it's at an animal study level that there was data that prevented them. It could be safety. It could be efficacy.

We have to make sure -- how do we ensure that this device organization will have a thorough understanding even from an expectedness assessment of an adverse event? Will there be infrastructure and appropriate training in the organization that now has responsibility for an area that's -- that they are naïve to?

The data architecture questions, I understand that the EMDR update that came out has provisions for including up to 20 drug information fields in the MDR form. That's not enough. That doesn't say anything about the drug and its behaviors.

There are processes that are very unique to drugs, the whole causality assessment, relatedness, the attribution. Similarly, devices have their own, you know, definitions, the whole likely to cause, should it recur, we need -- what

is a malfunction.

When you mix a drug with a device, now how do you define your malfunctions? Is that going to change the approach?

Coding is another challenge. Suppose I have an event I'm ready to submit, whether it's to CDRH or to CDER. There is meta coding on one hand and CDRH has their own codes that they assign, specifically patient codes.

How are we going to address the periodic safety reporting? I have a drug manufacturer who has a certain drug profile. They maintain, monitor, and do the appropriate surveillance.

Going back to the initial requirement of reacting, is the device organization going to be prepared enough to react to what they find because of the drug-device interaction but also because of the changed dosage, the changed route of administration?

We want to learn from history to ensure we do not repeat any of the challenges and learn from it. How are we going to address corrections and

Page 17

removals, any field actions? Is it going to be easy to discern whether it was a drug quality issue that led to certain behaviors or adverse events, a device quality issue, or a drug-device interaction issue?

I know those will be studied. Will studying it to the magnitude that they will be studied suffice to protect public health?

Some of the challenges for the reference drug manufacturers, suppose they get informed about a new adverse event that's reported to the DRD manufacturer. That information, how are they going to handle it? Are they going to -- is it adequate to update labeling based on general pharmacovigilance practices?

Again, how do we draw the line of off-label use or use error? If there was a product that contraindicated, or in their limitations of use, highlighted a certain use and now I have -- or we have -- a device manufacturer that's promoting that use? Granted, both are right, but if you stand in the place of a consumer or a healthcare

professional, it is confusing. Conflicting information may exist at the same time.

How are we going to inform patients and healthcare professionals about what is use error, what is off-label use, and any additional safety information along the way?

From a logistical point of view, if you think about field actions and corrections, people who have lived some of these, even doing it for a single product, a device recall or a drug recall, or a combination product recall, now think about this complexity where you have two entities that are not even talking to each other, trying to pull a recall.

We all have good intentions, but how will we logistically make it happen? Who will own the product risk profile? Is it the drug manufacturer or the DRD manufacturer?

My closing remarks, there is an additional global product profile that has to be maintained. The drug manufacturer owns that profile, but now this introduces an additional challenge. Do they

include this new route of administration or dosage? How do they communicate that globally?

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Again, going back to the causality, if you have an adverse event from a post-market safety assessment, who is going to make the call -- who is the decision maker, whether it's a drug causality, device, or the combination effect?

I'll tell you. High concentrations of alcohol in a simple on-market product can cause chelation on some of the delivery systems.

I understand those will be studied, but will they be studied adequately for all markets?

Let's say suddenly the drug is being withdrawn for no reason -- I mean, no safety reason. The manufacturer decides to discontinue the drug, marketing of that drug. Then what happens? Where do we leave our patients?

Another challenge is multiple reports. If the drug manufacturer gets notified, they will -- they have an obligation to report and so will the DRD manufacturer.

Now, you end up with potentially duplicate

Page 20

reports with discrepant information. Hopefully it's the same information, but could have discrepant information. Who bears the burden of analyzing the post-market safety data of this combination?

I leave you with a big caveat, the clinical trials. There will be other speakers talking about it, but clinical trials help formulate my label.

If done right, we can come out with a very robust label, but the question is, who will take that burden on?

End of day, as I stand here as a safety physician, all that matters to me is safety. I'm all for innovation. But safety comes first. Thank you.

DR. SHERMAN: Thank you for your remarks.

Does the panel have any questions?

MR. WEINER: Thank you very much. I just had one question, a kind of combined issue. Regarding the kind of experience with the drug of the device manufacturer and access to information on safety

events, do you have any thoughts for how they might kind of enhance their understanding of the drug product and how they might ensure reports come to them to address for FDA?

DR. BANO: So if I can clarify, you're talking about how there can be effective communication between the drug manufacturer and the device manufacturer?

MR. WEINER: I guess that's a possibility, but the assumption of the DRD paradigm is that the companies don't have relationships.

DR. BANO: Right.

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MR. WEINER: You know, how would you try to manage that implication?

DR. BANO: So to me, there will be adequate public information available. There will be literature available. There are -- clinical trial data is available. There will be comprehensive information, especially if it is a well-established drug product.

So you can rely on that plus the scientific know-how of the drug molecule. But will that be

adequate? I can't say that. It depends on the drug safety profile.

Again, even with an established safety profile, my personal preference would be for some level of communication to occur between the two organizations just to make sure that there isn't something that -- it might not be a safety topic, but there isn't something that would help the DRD manufacturer make the right decision.

So there is publicly available information that they can rely on. Literature would be a good source. Thank you.

DR. SHERMAN: Any other questions?

Thank you for your remarks.

DR. BANO: Thank you.

DR. SHERMAN: Our next speaker is Melodie Domurad from Merit Medical Systems.

DR. DOMURAD: Good morning, and thank you for this opportunity to the Agency, the panel, and the many people who helped organize this meeting and given me the opportunity to speak to you today.

I would like to address Question 7, the

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Page 23

challenges that exist at the investigational application stage and how can those challenges be addressed.

Devices that are going to reference drugs as a group will encompass a wide variety of products with a range of experience about the safety and effectiveness of both the drug and the device separately.

In some instances, however, the device may already have been cleared or approved for use without the drug. The drugs, by definition, are going to have been previously approved. And so there will be safety and effectiveness data for them alone, possibly not for that indication but conceivably having been used or published.

In instances where both of the medical products have demonstrated a history of being safe and effective, that knowledge should be taken into account in review of the IDE and PMA submissions.

I think most people would agree that well-designed Phase 3 prospective studies are critical, but they should also be realistic in scope. They

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Page 24

must be completable studies. Studies that cannot be finished, cannot be enrolled, benefit no one - including the patients. Therefore, the IDE process and the subsequent PMA should not be so burdensome that it cannot be viable.

And the drug referencing device response to the size or the quality of that unmet medical need should be taken into account in that review.

I'm going to give you a specific case in point which I think provides an illustration.

Hepatocellular carcinoma accounts for nearly all of the primary liver cancer, is the second most frequent cause of cancer-related death worldwide.

The U.S. cancer update provided by a coalition of the American Cancer Society, the Center for Disease Control, the National Cancer Institute, and the North American Association of Central Cancer Registries, published in 2016, dealing with the years 2003 through '12, indicated that while overall deaths from cancer are decreasing for hepatocellular carcinoma, death and incidence rates increased significantly between 2008 and

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Page 25

2012 and these rates are anticipated to continue rising at least through 2020. So we have an unmet need.

Transarterial chemoembolization has been the most common treatment for intermediate stage hepatocellular carcinoma for over 30 years. For those who are not familiar with this treatment, it's a dual action treatment. The concept, because most liver tumors are not resectable and because there is a lack of organs for transplant, a standard treatment for intermediate stage is through a transarterial catheter to deliver one or more chemotherapies mixed with an ethiodized oil, an emulsion, much like a salad dressing, followed or in conjunction with a type of embolic.

This allows the drug to go into the tumor, to be targeted, and then the embolic prevents backflow and also holds that chemotherapy and emulsion in the tumor.

However, there's also venous outflow. So even with this targeted treatment, you do get systemic exposure. This, however, has been a treatment for

over 30 years. The problem is, there is no consensus.

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Different drugs and different combinations and different dosages at different treatment intervals with different follow-up imaging for different endpoints have been, if you will call it, a standard.

Transarterial chemoembolization is identified as a standard of care treatment for intermediate stage hepatocellular carcinoma by the American Cancer Society, the American Society of Clinical Oncology, the National Comprehensive Cancer Network, the American Association for the Study of Liver Disease, and the Society of Interventional Radiology, among others.

So the concept of the treatment is well known. It's been used for a long time, and it is recognized as being effective. However, no embolic, that device agent, has ever been FDA approved for the indication of chemoembolization, which means physicians have no on-label way of performing this standard of care.

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Page 27

I present to you an algorithm here for hopefully some illustration. Looking at hepatocellular carcinoma overall, it is particularly complex among cancers. As with virtually all cancers, extent, size, location plays an important role in treatment decision, but virtually no healthy patients develop hepatocellular carcinoma. It is typically the result of 30 to 40 years of insult from toxins, from -- excuse me -- from toxins, from various exposures, and primarily from viral burden load.

Hepatitis C is most common in the U.S., but B is also well seen. So physicians are making their treatment decisions based on not just the stage and extent of the cancer, but also the stage and the extent of the underlying liver disease that led to that cancer, as well as the cirrhosis which is a side effect which affects liver function. So they are also taking into account the existing or remaining liver function. So multifactorial, of course.

Resection, transplantation, and local ablation

Page 28

are considered potentially curative. However, altogether, those three account for only about 25 percent of hepatocellular carcinomas. At any given time, looking at the entire population of patients with hepatocellular carcinoma, about 50 percent are receiving transarterial chemoembolization as their primary therapy, a procedure for which no product has been FDA approved.

However, when you take into account the fact that those patients who get resection, ablation, and transplantation frequently have recurrences overall about 70 percent of patients who have HCC over the course of their treatment lifetime will receive TACE, which must now be off-label.

Less than two weeks ago I did a search on PubMed , sorry, using the terms chemoembolization and hepatocellular carcinoma, which resulted in 244,000 publications. All right. This is a well-known treatment for a well-known cancer.

However, despite a great deal of data out there, it's difficult to compare outcomes in

Page 29

studies because of the variability in the embolic devices, the chemotherapy types, combinations, doses, treatment intervals, endpoints, and that doesn't even take into account the patient population with different stages of disease and different amounts of underlying liver disease.

So with no embolic device approved for chemoembolization, physicians just choose amongst the many possibilities that are out there with studies that are not easy, to compare.

So giving you an example of an IDE process,
BioSphere Medical, which is now part of Merit
Medical, sought to address this unmet need in 2009
with an IDE submission to conduct a Phase 3 study
that is of an embolic. But instead of just
following the delivery of chemotherapy, can
actually load the chemotherapy ionically so when
it's delivered it stays within the tumor and you
have sustained dilution. So the concept is
identical with less venous outflow, so less
systemic exposure.

This embolic device had been cleared

previously for use in hypervascular tumors, of which hepatocellular carcinoma is one of them, three years previously. So there is evidence, clinical evidence, safety and efficacy for the device alone.

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The same embolic was CE marked two years prior to this IDE for this specific indication, so there is also data existing for delivery of Doxorubicin, potential adverse events, safety and efficacy.

And Doxorubicin itself is one of the grandparents of chemotherapy. And there's a lot of safety and effectiveness data out there.

And because of those 244,000 publications, a lot of it is actually for this indication, although it's not approved for this indication.

A pre-IDE package was sent to the Agency in June of 2009 with prompt feedback in 2000 -- August of 2009, and the IDE was submitted in October 2009.

Over the subsequent year, there were three IDE amendments in response to three deficiency letters with five conference calls, a face-to-face

Page 31

meeting, a multitude of emails and calls, ultimately resulting in an appeal submitted in August 2010 with conditional approval in November 2010 and full approval in February of 2011, so essentially a year's process to review a device which had existing data and for a drug that had existing data and was used substantially, frequently off-label.

So my recommendation is that the IDE review for devices referencing drugs to conduct clinical trials should take into account the extent of existing safety and effectiveness data for products, the degree and impact of the unmet medical need -- in this case, a growing unmet medical need -- and a requirement that the data be reasonable to demonstrate safety and effectiveness.

Prospective, well-designed Phase 3 studies, absolutely important, but they must be feasible to accomplish. And the PMA review should take into account least burdensome provision and a balance of pre and post-market data collection.

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Page 32

The study that resulted from this IDE, by the time it was actually approved to be implemented, the so-called standard of care, which was off-label, that conventional TACE, was no longer the most commonly used method of conducting this treatment method because of data from Europe, from publications.

There was rapid off-label adoption. So by the time the study could be implemented, only 17 percent -- and this is a published study by GABA and colleagues in 2012. A survey was conducted in 2010, right, the year that the conditional approval was received.

And it interviewed Society of Interventional Radiology members who conducted at least 1 to 10 chemoembolizations per year and a variety of medical facilities. And at that time, only 17 percent of physicians were still doing only the conventional method of chemoembolization.

Thank you for your attention.

DR. SHERMAN: Thank you.

Does the panel have any questions? Dr.

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DR. SHUREN: You had recommended that there be an application of the least burdensome approach --

DR. DOMURAD: Yes, sir.

DR. SHUREN: -- in the PMA. And of course, those provisions, there's an explicit reference to devices in the law.

Do you believe that that approach should be applied to entire combination of products, not just the device, but the drug component as well?

DR. DOMURAD: I cannot speak to the wide range. I am sure that this panel knows far more. I am familiar only with the types of combination devices that we would do.

I think, honestly, it depends on the amount of information that is available at the time. So if there is a lot known about the elements, I think it should be applied. If the device is entirely new, or if the use of the drug is completely different from anything that's been seen before, that, of course, needs to be taken into account.

But the size of the study, the amount of data,

Page 34

and the potential for moving some of that data collection, especially longest-term data to the post-market arena, should be considered as a possibility where the elements are relatively well understood.

DR. SHERMAN: Other questions? I have one.

You reference -- you spoke about PMAs and IDEs.

Do you -- for DRDs, do you think that there might be an occasion where an NDA or an IND would be more appropriate?

DR. DOMURAD: I do not work for a pharma company, so that's difficult for me to say. I think under certain -- again, this is a very wide field. I mean, if you take all of the devices that might be combined with all of the drugs that are out there, we've got a huge spectrum.

Do I think that there are times when the predominant treatment method -- I'm going to take something -- I'm pulling an example, all right, out of -- but if you have a vaccine, for example, that normally comes in a large vial and once you open it you have to throw it away, so an

individual injection syringe, the vaccine here, the biologic is going to be the predominant mode, and the syringe is going to be the device which is combined with it.

I think in an instance like that, clearly an IND or a BLA would be the appropriate. So where the primary effect is coming from or what the balance is, it should probably have an impact.

DR. SHERMAN: Thank you. Any additional questions? Thank you for your remarks?

DR. DOMURAD: Thank you.

DR. SHERMAN: Our next speaker is Kirk Seward from Mercator MedSystems.

DR. SEWARD: Thank you all. I want to thank the esteemed panel for facilitating this public hearing and to congratulate the Agency on working hard to confront an issue that's important both to medicine and to the development of novel therapies that utilize well-known therapeutic agents, particularly those with well-characterized safety profiles.

My name is Kirk Seward. I hold a bachelor's

Page 36

and master's degree from MIT, and my Ph.D. in mechanical engineering from the University of California at Berkley. I'm the founder and president and chief science and technology officer at Mercator MedSystems.

We're a company that's developing drug delivery devices for local, site-specific drug delivery deep in the body. As a medical device entrepreneur, inventor, and innovator, I'm happy to be here presenting at the meeting.

It's clear from the written proposal and the requests for comment describing devices referencing drugs, or DRDs, that the process is intended to address the need for greater clarity and promote consistent regulatory expectations among sponsors and innovators of medically necessary therapies. The strong efforts by those who have drafted this proposal is obvious.

There are some points that I wish to clarify and respond to in the public comment, and in doing so, I first want to provide some background in the form of a case study example of where the DRD

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Page 37

process would clearly apply. Beyond that, I'd like to comment on how to establish risk profile in determining Class II or Class III DRD applications, on application of the evidence burden as it relates to standards of substantial evidence or reasonable assurance, and then briefly on user confusion and medication error or use error factors and on identification of generic drugs within DRD labeling.

Finally, I'd like to comment on how the DRD proposal relates to CDRH's regulatory science priorities in 2017.

First, to provide a bit of a background in a case study, at Mercator MedSystems, we manufacture the Bullfrog Micro-Infusion Device. The device is introduced into the arterial or venous circulation and advanced to a target site of interest where the balloon is inflated to push a microneedle through the vessel wall.

At that target site, therapeutic or diagnostic agents can be deposited into the tissues outside of the vessel wall.

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Page 38

It's important to note that this device is already 510(k) cleared based on its demonstrated safety, efficacy, and substantial equivalents to devices previously marketed under 510(k) clearance.

The intended use of the device is that in selective areas of peripheral and coronary vessels, it's intended for the infusion of diagnostic and therapeutic agents into the vessel wall or perivascular area or intraluminal, fairly straightforward.

We've been studying the device in clinical trials with a variety of legally marketed agents including the generic corticosteroid Dexamethasone sodium phosphate for injection. It's a well-known and a well-characterized injectable solution.

These trials are either completed or underway. With the delivery of Dexamethasone, we've been studying an anti-inflammatory use of the drug to reduce vascular inflammation after mechanical interventions to open blood vessels -- to open peripheral arteries predominantly.

Page 39

While localized anti-inflammatory usage is commonly described within the generic labeling, and with a loose interpretation of the Dexamethasone label, the proposed use of the drug falls within the therapeutic intent of the drug and within the dosage range in the labeling, that being localized anti-inflammatory application, when read strictly against the drug label, the usage can be interpreted as falling outside of the indications for the drug since there is no specifically described perivascular route of administration nor indication for vascular anti-inflammation by local administration within the drug labeling.

While we've contacted generic drug

manufacturers who make Dexamethasone sodium

phosphate for injection, there has been a complete

lack of interest from them in making labeling

updates or letting us reference their drug master

files.

This makes sense from their perspective for a number of reasons. First of all, when taken as a

group, these companies are not interested in adding new labeling claims to their generic drugs because it introduces new liability, which is offset by only a very limited upside since, in many cases, the generic drugs are sold for less than \$10 a vial.

And second, no individual general drug maker is likely to step up and change their label because of the reality of immediate substitution where other generic makers could sell into the indication without incurring the liability taken by the pioneer company.

Based on these behaviors from generic drug makers, we're locked into the old drug labeling but trying to innovate the use of the drug and to provide more information to users. It's clear to us that applications like this fall squarely within the intended purview of the DRD proposal.

Turning now to the individual questions solicited within the request for public comment, I'd like to first look at Question 1 about public health, scientific, regulatory, or legal issues

that should be considered.

In addressing the question, I contend that there are specific regulatory issues that should be considered in this approach, namely that DRDs, while described in the request for comments as most likely requiring premarket approval, or PMA applications, should not be inherently classified as Class III devices, or as Class III DRDs.

In the request for comments, a statement was made by the Agency that DRDs would raise different issues of safety and effectiveness since the drug aspect of the DRD would be new, but this merely qualifies DRDs as not likely to be substantially equivalent to legally marketed predicate devices.

And while this is true in most cases, it simply disqualifies DRDs from traditional 510(k) path. But the result of the proposal was different, that the PMA route would inherently be the appropriate device marketing application.

However, I contend that this isn't entirely accurate since PMAs should only apply to Class III products, which are those that support or sustain

human life, those that are of substantial importance in preventing impairment to human health or those that present a potential, unreasonable risk of injury.

In reality, there are a great many drugs that might be referenced by DRDs that have an exceedingly safe profile in humans based on years of use in millions of patients.

Nothing specifically inherent to DRDs should lead to an automatic classification into Class III. Alternatively, the known safety and risk profile of the drug should be considered in determining the classification of the drug or of the DRD such that DRDs are classified by risk.

In this regard, Class III DRDs, or those with high risk, should require general controls in PMA.

Class II DRDs with moderate to high risk should require general and special controls and qualify for traditional or De Novo 510(k) pathway.

Meanwhile, in the case of Class 1 DRDs, which likely exist and are low to moderate risk, only general controls should be mandated.

Page 43

It's extremely important that DRDs are not inherently mandated to traverse the same regulatory pathway as high-risk Class III devices but that they are regulated based on their risk profile which accounts for what is already known about commonly used drugs, for example.

Let us look now at Question 2, the factors in submission considerations being appropriate and what modifications should be proposed.

In commenting on this, we first look at the DRD proposal in which the standard of evidence for demonstrating safety and effectiveness is proposed to be the substantial evidence standard, which is the standard that applies to the new uses of drugs rather than the reasonable assurance of safety and effectiveness, which is the standard applied in the examination of devices.

While it may be viewed that these standards have the same intent, they appear to be implemented differently in regulatory practice.

At a minimum, the quantity of clinical evidence required or mandated by the standards is

not equivalent.

To demonstrate substantial evidence of safety and effectiveness requires two adequate and well-controlled clinical trials with relevant exceptions such as with label expansions.

However, reasonable assurance, as an evidentiary standard, has no such requirement, and can often be demonstrated with real-world evidence or non-randomized trials that compare treatment group to historical controls or performance goals.

Furthermore, the two standards have resulted in distinctly different types of endpoint data that are allowed in order to support regulatory approvals. For example, substantial evidence, the drug standard, requires clinical outcome measures including improvements in feel, function, or survival.

Again, no such requirement has been placed on devices using the reasonable assurance standard.

Rather, device approvals often rely on physical or mechanical endpoints that may or may not be surrogates for feel, function, or survival.

As an example, if a device safely restores what would seemingly be normal anatomy, that has often been deemed enough to allow for approval.

To continue on this theme, there may be drugs referenced by devices that have similar intent to devices where the intent of the drug may be to preserve the device outcome. Examples of this are seen with coated pace maker leads or drug-eluting stents, which preserve the device's functionality. Or in the case of drug-coated angioplasty balloons, which preserve the vessel openness or vascular patency created by the device.

Each of these examples has been designated to have a device primary mode of action, therefore the drug coatings have not been held to the device evidence standards or to the drug evidence standards in their approvals.

The evidence standard applied to the drug component in these combination devices should not be unique to combination products that have a device primary mode of action.

For example, in cases where the drug can be

2.2

Page 46

unlinked from the device, to accomplish the same effect while allowing more patient specific or anatomy specific treatments, such as different device sizing or different drug dosing, a patient's medical condition may be more appropriately addressed and the same regulatory standard should apply as if a fixed dose of drug were coated onto a fixed size device.

This is highly relevant since primary approval outcomes for device drug combinations, such as primary arterial patency, have not been linked to drug substantial evidence outcomes of feel, function, or survival, so a double standard should not be applied whether the drug, whether the device and the drug are applied together or separately.

There may be cases, of course, where the drug product -- where the drug provides therapeutic effect independent of other procedural or surgical benefit, in which case drug endpoints may more easily apply, such as the case in which better delivery of a chemotherapeutic agent for head and

neck cancer patients is enabled by a novel device, for example.

Overall, the DRD process is about unlocking innovation by device innovators that are taking older drugs with a long history of safe use and incrementally changing them.

In regulating DRDs, CDRH should have the same flexibility to determine the validity of endpoints and use the reasonable assurance standard. At the very least, products with similar medical intent should be afforded the same standard of evidence, including what type of endpoints are to be demonstrated.

Other factors also require consideration if drug standards of evidence are applied indiscriminately. If the evidence standard of substantial evidence of safety and effectiveness prevails, then does it make sense that other provisions of drug regulations would also apply to DRDs such as breakthrough designation, fast-track approval, priority review, or exclusivity provisions?

2.2

Page 48

With specific reference to exclusivity
provisions, assuming an old drug has no patents
covering its use as listed in the Orange Book,
what would happen if new patents describing novel
methods of use of the drug are issued? Would
Orange Book references inherently change in
response to these new patents?

In response to Question 4, which addresses issues surrounding possible user confusion and medication error, use error, clearly adequate information should be provided in labeling to prevent confusion or errors. And to this end, the same level of detail should be provided as exists within current standard drug labeling.

This should include supplemental information for each relevant section of the drug labeling where different or new information is related to the new use, including indications in usage, contraindications, warnings and precautions, dosage and administration, adverse reactions, and clinical pharmacology.

In response to Question 6, addressing the case

Page 49

when multiple versions of the drug, including generics, are marketed, identifying the challenges that exist in identifying which generic drug we're referring to, for DRDs that depend on an injectable solution, we're confident that all generics keep to the same formulation solution. As all ANDAs that reference a single NDA call out the generic name of the drug, the DRD sponsor should simply be able to reference the generic name as well.

If there are specific excipients that should be excluded from the DRD labeling, they should be called out in the dosage form and strength section of the drug supplemental label.

Clearly, the development of a DRD policy or guidance shows the forward thinking of the Agency in confronting complex regulatory issues. It should be just as clear that the CDRH regulatory science priorities should be considered with drafting any such policy or guidance.

In particular, the ability to leverage big data for regulatory decision-making, the

Page 50

leveraging of real-world evidence and employing evidence synthesis across multiple domains in regulatory decision-making, and the development of methods and tools to improve and streamline clinical trial design should all be accounted for during any policymaking process.

In this regard, the appropriate standards of evidence -- in other words, reasonable assurance versus substantial evidence standards -- should incorporate the guidance offered by these priorities.

To summarize, it's my belief, speaking on behalf of Mercator MedSystems, a company clearly affected by DRD guidance, that DRDs can be a valuable tool in advancing medicine without unnecessary or cumbersome regulatory barriers.

Risks should be assessed independently for DRDs and the De Novo 510(k) pathway should be considered with Class II DRDs. Standards of evidence should be appropriate and should allow for reasonable assurance of safety and effectiveness standards to be applied to DRDs.

And finally, CDRH regulatory science priorities should be strongly considered during the development of any DRD policy or guidance.

I thank you for your time.

DR. SHERMAN: Thank you for your comments.

Questions from the panel? Dr. Throckmorton?

DR. THROCKMORTON: Yeah. Can I ask for some clarification on your response to Question 6.

DR. SEWARD: Mm-hmm.

DR. THROCKMORTON: You said for DRDs that depend on an injectable solution, we are confident that generics all keep to the same solution. I don't understand what that's meant to -- because of course we know formulations change fairly frequently.

DR. SEWARD: Sure. ANDAs that reference an NDA, though, are -- oftentimes have exactly the same excipients. While it may be true that excipients change over time or while formulations change over time, the generics, for example, that we use and that we reference, all have exactly the same makeup. And there's four of them available

on the open market.

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In cases like that, where the excipients and the formulations are the same, we should be able to reference the generic name with specific -
I'll point to my third bullet here that if there are excipients that should be excluded from the DRD labeling, they should be called out in the dosage forms and strengths.

For example, use this drug so long as it doesn't include this excipient.

DR. THROCKMORTON: Thanks. And actually, that was my second question, was called out by whom?

You're saying that it should be in the device label to require a specific generic product?

DR. SEWARD: Right. And I would actually call it the supplemental drug label, exactly. But the labeling that's provided by the device maker, in this case, the supplemental drug labeling, should include if there are caveats to that rule, that there are a number of different formulations of a drug available.

As that number of different formulations

becomes larger than one, then the drug -- then the device maker and the supplemental drug labeling should call out which formulation specifically is being referenced. Or exclude any formulations that are known to cause any safety issues.

MR. WEINER: I just wanted to try to maybe dumb down or kind of summarize or ask you to summarize your position on data needs.

So I guess the question I basically have is if you assume in a fact pattern A, is a drug company doesn't want to play --

DR. SEWARD: Mm-hmm.

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MR. WEINER: -- and they're going to need to get a new label and fact pattern B is going to be labeling the device, only on the device side, should the data vary or are you saying the data should be the same regardless? Is this a legal issue or is it a scientific issue?

DR. SEWARD: That's a good question. It's a scientific issue.

The data should be supportive of the application. The data should be sensible and

Page 54

appropriate. The data should incorporate the known usage of these, in many cases, incredibly well-known drugs, and it shouldn't be taken in a vacuum that one application of a drug, for example, in a tissue one centimeter away from where it's normally used, is a completely novel approach.

To that end, though, it would be the -- it should be the same data whether it's a drug maker or a device maker pursuing a claim of expanding a label for that data, for sure.

DR. SHERMAN: Dr. Throckmorton?

DR. THROCKMORTON: Thank you for your presentation. This is really helpful. And I'm going to ask another sort of fairly technical question about Question 4.

DR. SEWARD: Yes.

DR. THROCKMORTON: And this was about medication, potential confusion because it's, you know, the different products. And you said that the same level of detail should be provided as exists within a current drug label.

Page 55

I think our interest here was to try to understand when to be concerned. So we had these two products and it was -- as one product, a DRD comes before us, when should we ask for additional testing? When should the potential for confusion raise to a level that it wouldn't be sufficient to just include the labeling information from the approved drug but, in fact, try to understand whether this combination introduced some new concern about potential confusion?

DR. SEWARD: If the combination introduces a new concern about potential confusion, then it should be covered in one of the aspects outlined here, whether it's the indications, how to use the drug, how to use the drug in this device, for example.

And I do want to be clear that the same level of detail should be provided as exists within the current standard of drug labeling, rather than the current drug labeling in the case that the drug label is 50 years old and doesn't meet the current standard.

That being said, most of what could be said about a drug being delivered in a new way for a new reason or at a new dosage, should be able to be covered within these sections of the supplemental labeling. And the supplemental labeling shouldn't exist in a vacuum either.

Supplemental labeling should be augmentative to the current labeling that's with the drug, right? So if the drug, and the vial of drug says don't use it in juvenile diabetic patients, and you don't include that in the supplemental labeling, it doesn't nullify the drug labeling that travels with the drug as well. It's -- it should be augmentative to that drug labeling.

DR. THROCKMORTON: Thanks.

DR. SHERMAN: So if I could pursue that a little further, you would envision the supplemental drug labeling, which would be if you owned and operated by the device company, to include the information specific to that particular use.

DR. SEWARD: Correct.

	- age e.
1	DR. SHERMAN: And then adverse events would be
2	reported to the Agency and would if the safety
3	profile were to change, that would be the
4	responsibility of the device manufacturer.
5	DR. SEWARD: That's right. And the liability
6	would be incurred to the device manufacturer for
7	that additional labeling.
8	DR. SHERMAN: And if it were a generic and new
9	generics came on the market, would it again be the
10	device manufacturer's responsibility to update the
11	supplemental
12	DR. SEWARD: If there's any changes to those,
13	sure.
14	DR. SHERMAN: And one last thing. That was
15	actually very helpful. For your example, if
16	you're willing to comment, do you believe that
17	that is your primary mode of action is drug or
18	device? If you don't want to comment, it's fine.
19	DR. SEWARD: We make a very long syringe.
20	DR. SHERMAN: Okay. Fair enough.
21	DR. SEWARD: So I don't think that it can be
22	interpreted that it's not the drug effect that

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Page 58

we're going for. But I would point out that it's
a -- the drug effect that we're going for is to
maintain the device effect of balloon angioplasty,
for example.

So it's not like we're trying to cure something by the injection of a drug. We're trying to maintain the patency of a vascular lumen that's been created by angioplasty or atherectomy, which opened it.

DR. SHERMAN: Okay. And would you see yourself as -- I'm sure you've thought about this -- Class III or Class II De Novo?

DR. SEWARD: I would consider this to very likely be Class II De Novo given the fact that it's a 510(k) cleared device, and it's a drug that's being used within its current dosage range for local administration to accomplish anti-inflammation.

So it's very incrementally shifting the use of the drug in that case, given the risk profile of the drug. I would assume that it's Class II.

DR. SHERMAN: Thank you. Any other questions

from --

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MS. MALONEY: I just want to make sure I understand. If the drug company did want to play, what would be the end result in terms of the difference? Is the only difference that when they're not playing, the labeling would be in the device product? But the data and the standard of evidence would be the same in either case?

DR. SEWARD: No. I think that the standard of evidence -- for the standard of evidence, we're looking to what the result of the drug use is, right? Again, if we're -- and frankly, what other products the FDA has regulated using that standard of evidence. There's no greater example of that than with drug coated balloons and drug eluting stents where the drug coated balloons went down the device path because they're chemotherapeutic agent, Paclitaxel, coated onto a balloon and they met the reasonable assurance standard, not the substantial evidence standard.

There weren't multiple clinical trials performed with them. They -- you know, they were

very straightforward device studies that led to PMAs for those products.

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If that's going to be the precedent that's set for that type of an application, then other applications should be treated the same whether, whether it's a drug device biologic or otherwise.

So the standard of evidence should be taken for the medicine that you're trying to accomplish or the medical therapy that you're trying to accomplish.

The difference -- and we're working with drug companies on more advanced applications that some of you on the panel are aware of because the drug companies have open INDs for example.

And in those cases, the drug company will have, within their labeling, that the drug is indicated for delivery through a catheter like ours. However, in most of those cases, that's a new chemical entity that they're developing, and so it is a different standard of evidence that's going to be applied to that new chemical entity.

DR. SHERMAN: No other questions?

1 Thank you for your comments.

DR. SEWARD: Thank you so much.

DR. SHERMAN: Our last speaker is Bradley
Thompson from the Combination Products Coalition.

MR. THOMPSON: Good morning. I want to thank you for organizing this meeting, this hearing.

I represent a coalition. And so we've been hard at work for the last month or so since the Federal Register Notice came out. And we've done our best to put together comments today, and I'm going to try and accurately represent those orally. But we are going to be filing written comments, which will be much more detailed.

I was very impressed with the presentation so far because they all followed -- many of them followed your questions. If I answer any of your questions, it's going to be a coincidence, all right? I'm not going to follow the structure.

I'm providing sort of more high-level observations.

Let me first tell you a little bit about the Coalition and how it operates because I think it's

very relevant to how we approach this question.

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So the Coalition by design are those companies that are very passionate about combination products, and it includes drug, device, and biological companies, about 25 all total.

And we've been around for about 14 or 15 years, and we have a committee structure, and we have a working group that is focused on cross-labeling, which is sort of the heart of some of what we're talking about. I recognize not exactly.

And we participated back in 2005 in the meeting that FDA held with DIA, and it was a very good meeting.

Our organizing principle, because we are so diverse, right -- we have device companies and we have drug and biologic companies. And traditionally, those companies have seen these issues from -- through a different lens at least, right?

So we have a very simple organizing principle in how we adopt policy positions, and that is put

the patient first. What is best for the patient, all right?

Now, if it's a safety and effectiveness issue, that's pretty simple because you use science to figure that out, right? But where it's a policy issue like this, it also includes economics. It's an unavoidable aspect of a question like this.

And I think to some extent, my perception of the folks who are struggling with this issue is there's an emotional component to it. And the emotional component is when a good idea walks through the door, you really want to pursue it.

Anybody who cares about the patient, really wants to pursue anything that sounds like it's good for the patient.

But the fact is, economics exist precisely to answer the question of how do you allocate scarce resources? That's the definition of economics.

And I know that because last weekend my senior in engineering came to me and said I'm struggling in economics, can you tutor me. And we sat down for a while and I had to review it all.

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Page 64

And as I was looking through all the materials, you end up drawing things like performance production frontiers and budget lines and everything. And it's all -- you know, you graph guns and butter. You graph two different things and try and show an optimization of what, from a societal standpoint, you want to accomplish in the allocation of scarce resources.

Well, at the end of the day, that's what we're confronted with here. We have good ideas that are coming in that may not make the cut for where we need to invest our resources. And that's not -- it's economically driven to be sure. That's how -- that's the system that we have for identifying social optimal.

But at the end of the day, it is a tough decision. If you were a venture capitalist, you would see maybe 1000 people come through your door a year. Many of them would have very good ideas and many of them with good ideas you would have to say, sorry, I can't do it. I've got these other things that are, for various reasons, a higher

priority.

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Now, when you're sitting there at the Agency and you're hearing about economics, I recognize that that may not be terribly persuasive. But at the end of the day, you guys are a gatekeeper.

And I assume that if someone walks into your office and says, you know what, we tried to raise venture capital, we just couldn't do it, can you lower the bar on safety and effectiveness, you'd say no. All right? For good reason, you'd say no.

But it might break your heart because you might look at the idea and say that's a really good idea. I can't understand why it's not getting support.

It's a tough call. And it's tough on everyone. It's tough on the folks who are making the budget decisions. It's tough on the folks in your chair who are seeing the effects of it. All right.

So that's the basic context of my remarks. So I've been authorized to make five points.

Actually, I haven't gotten to any of those five points, so I'm going to do it quickly now.

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The first point, cooperation is best. And I assume that's not a controversial statement, but I'll explain to you why I want to make this point, all right?

When the drug and device company are working together, they combine to know the most about the drug and the device and can really sort through the tough safety and effectiveness issues, all right? And they can do it efficiently, all right?

If you were to adopt a program which created a substantial alternative pathway to cooperation, you might end up discouraging cooperation, or at least not encouraging cooperation, okay? And the fact of the matter is cooperation is hard.

I spent a lot of time almost as a marriage counselor with drug and device companies trying to help them work together because it is hard. They have completely different cultures. Drug companies tend to be big, a little bit more bureaucratic, very slow in their thinking. Device

Page 67

companies are constantly wanting to go fast, fast, fast. There are commercial differences between the two. There are vocabulary differences between the two. Collaboration is hard.

If you create a pathway that basically means that collaboration isn't needed because you create an easy way for them to go around it, you discourage something that is actually very important for companies to do, and you need to be mindful of that, in my opinion.

Collaboration might, in fact, be the best outcome here. And so you might be looking for policy levers to encourage cooperation. I'm not aware of any real policy levers that FDA has that are significant enough if a deal really isn't attractive to make it attractive.

But if it were really important, obviously we could collectively go to Congress and ask Congress to -- they're in the mood to change tax law, right? We could ask for a tax provision.

Let me be clear, I'm not suggesting that we want Congress to mandate cooperation, but if they

want to incentivize it, that would be great.

But the fact of the matter is you guys or we or somebody would need to go in with data and say the market isn't working, right, because you know, if my son is taking the exam -- he took it yesterday. But if he took the exam and there was a question on it, a really good idea wasn't pursued, does that mean the economic system failed, the answer would be, no, it doesn't mean that.

You have to go beyond that to show that there's some reason it actually should have been pursued economically, not just because it's a good idea because there's a whole lot of good ideas that are not being pursued.

All right, the second point. There are a lot of reasons pharmaceutical companies may not want to participate in a collaboration with a device company.

Back in 2005, as I mentioned, you guys held a hearing, and we testified in that, and a good colleague of mine, Danelle Miller, gave a terrific

presentation, and she covered like 20 different reasons. And I'm not going to repeat it all because there's a transcript that's all there, okay?

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But just to summarize, there are scientific reasons to not collaborate. There are business reasons not to collaborate.

Within a drug company, you have people who are the world's leading thinkers on that particular molecule. When someone walks in the door and says I've got an idea for a different way to use that molecule, they have a pretty good intuitive sense of what will work and what won't work. It may not be based on a clinical trial. It may not be based on specific evidence. But it will be based on the fact that they've dedicated maybe 10 years of their life studying that molecule.

So when they say no, that's actually a pretty significant thing. And that may never come through to you, all right? And the commercial disagreement may never come through to you. There may be any number of reasons. It might be the

Page 70

device company wanted more money than the drug company wanted to give them, or vice versa. It could be any number of things. And you won't know that context for why this didn't work.

The third observation I wanted to offer is we're talking about a universe of projects where the drug company has said no. It's possible, as I just said, that in some cases it's because the drug company genuinely feels that it is a risky avenue to go down, that there are public health reasons not to do it.

If you're in that environment, you just need to understand -- I hope this wouldn't be a common occurrence. I hope it would be very rare. But the drug company might actually oppose what you're thinking of doing. And if they oppose it, that opposition, if they're not part of the FDA process, by definition, there's no cooperation, they're not engaged with you and they're not talking to you, and it just sort of, you know, is done, the pharmaceutical company might need to make that opposition known to their -- to the

patients because it's their obligation to know it.

And so you end up debating these things in a public forum because there wasn't a private forum through which they would have been discussed previously. That's a basic conundrum of this route.

Fourth, and this sort of gets more to the heart of the questions that you posed to us, as we've analyzed the proposal, I want to say that the -- all of our members together believe there is a pathway here that you've identified. And that's a big statement. It may not sound like a big statement, but in my mind, it's a big statement because it means that as we've looked at all of the pieces that you're talking about putting together, to us there seems collectively, pharmaceutical, biologics, device companies, that there is an avenue here.

In my opinion, though, just from the tenor of the Federal Register Notice, you may be underestimating just how rare the circumstances would be when all of these pieces would fit

together, and I'll give you a couple of examples.

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First, you make it clear, appropriately so, that you require the evidence of safety and effectiveness, and that you plan to respect the pharmaceutical company's ownership of the data that they've supplied to you.

If you truly subtract out that pharmaceutical data and say that the delta with that data removed is what the device company has to prove, that's a very substantial burden. Just look at what pharmaceutical companies pay to develop that data.

When you take that data out of the equation, it's going to be a very rare medical device company that can actually replace what needs to be replaced, prove what needs to be proven over again. And it'll be very important that FDA not sort of in the recesses of its mind accept certain things as proven, which actually are in reliance on the pharmaceutical company's data.

That's a hard thing to do, to unlearn what you feel you've learned, all right, but that is the task. And so then the demand on the device

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Page 73

company -- and again, I go back to the point because there's no cooperation in the economics of it, I assume you wouldn't lower the standard. I hope you wouldn't lower the standard any more than you would if someone came in and said we failed to raise venture capital money, will you lower the bar. You can't lower the bar, all right?

So that's the first point is those data requirements are going to be very substantial.

Second, there is this risk of confusion in the marketplace when the pharmaceutical company and the device company are fundamentally on a different page message-wise about what they think the public health benefits of this use are. And there's a risk of confusion in that regard.

Post-market change management, that's actually an area where we have advocated that there should be a pathway that allows someone to demonstrate that they can actually manage post-market changes without cooperation. We -- as I said, we've been involved in this issue very long. We filed comments suggesting that that is, in fact, the

case. It's difficult to do, but it is, in fact, the case.

And then finally, post-market safety -- I thought Dr. Bano did a terrific presentation at the beginning of this meeting, and I'm not going to try and duplicate that. But what we're focused on is the instance where the adverse information comes first and exclusively to the drug company.

You really have to follow that through to figure out then what happens. The drug company's the only one to receive that. There's no obligation. There's no cooperation between them and the device company to share that adverse information with a drug company.

They have to review it through an appropriate prism, but they aren't involved in the device, so they don't know all the science on the device. So number one, their own decision-making, how do you do that when you're not -- when you can't go over to the device company and say, well, what's the meaning of this or can you explain that or help me understand the science behind this.

And there's no information being shuttled between them. Now, if you say there should be, then really what you're doing is trying to legislate cooperation because that's cooperation, right, so you can't say there should be cooperation. Nor can you say, well, FDA can step in and manage it. We can ask this one -- this question, then turn around and talk to this one. That's cooperation, too, right? And that's -- and that should be off the table.

So to me, the adverse events are difficult, not impossible depending on the circumstances, but very difficult.

The final point -- the fifth point I want to make is really about the avenue. And I thought -- I loved the discussion. I thought Kirk was -- did a very nice job of presenting a very good case study for how this issue comes up.

The fact of the matter is, you do have to worry about fairness, all right? And it's more than fairness. There's a substance to it.

But the fact is, if there's no cooperation

Page 76

between the drug and the device company, that does not mean by itself that a different pathway should be available that isn't available when there is cooperation. The cooperation isn't the salient point.

And I think some of you were kind of dancing around this issue. If the product has a drug primary mode of action, if it were a combination product, there's a pretty clear set of rules as to how it would be dealt with.

Now, you're saying this isn't a combination product. I get that. But instead, as a DRD, we want to maybe think about the PMA. Well, the fact is if the drug primary mode of action, if the issues are drug-related issues, if it's proving the safety and effectiveness of the drug because they can't use the data from the pharma company, that's a drug submission. That's an NDA.

It's not a 510(k). It's not a PMA. It's an NDA. And as a consequence, I appreciate that there is a distinction between the two, but you need to make sure that you're being consistent and

not, to use a legal term, arbitrary and capricious.

So in summary, we would say, look, I think this is very fruitful discussion. I'm glad we're having this discussion. I think the Agency came up with a creative and intelligent path, and I do think there is a path through the maze that you've identified, but I really think it's for a very select few.

DR. SHERMAN: Thank you for your comments.

Does the panel have questions? Mr. Weiner?

MR. WEINER: Thank you very much. Just one question. Since a major focus here of your presentation was on economic issues, I just want to kind of peel back on that a little bit. So if you're assuming, as you say we should be assuming, of course, that the device company is prepared to put the money forward to generate the data to get approval of new use, what is the economic issue for the drug company?

MR. THOMPSON: By and large, if the device company can do it all, there isn't an economic

issue. That's what I'm saying. There is a path forward.

2.2

I think folks when they read your Federal
Register Notice are maybe underestimating just how
much they have to prove. It's counterintuitive
because to a scientist -- the stupidest thing a
scientist could ever think of doing is reproving
what's been proven. I'm sure to a scientist, that
sounds absolutely absurd.

That's what we're talking about, right?

Because we're talking about what was proven

previously, was done through with data owned by

the pharmaceutical company. If you're not using

that data, you have to reprove what that data

proves.

So if a device company can do that and navigate the other things -- that's what we're saying -- there is a pathway through here.

MR. WEINER: Just a follow-up to that, I think
I know the answer, but just to be sure we're on
the -- I'm understanding you correctly, is this
analysis applicable regardless of whether there's

a generic approved for the drug or not, or is this only prior to ANDA approval being available?

2.2

MR. THOMPSON: So I asked an associate of mine to write a summary so I could sound smart of these rules, and she sent it to me this morning at 7:00 a.m. and it was 20 pages long.

I don't have a simple question for you. There are different settings. There are drugs that have been withdrawn. There are generic drugs. There's implications of the 21st Century Cures language.

It's a complicated topic. So I don't mean like -- I am skirting it.

I was going to say I don't mean to sound like I'm skirting it, but I am skirting it. Our written comments will address that more intelligently than I could here.

DR. THROCKMORTON: I want to ask an economic question, too. So as I listen to you behind the tone of this is a rare thing, it's going to be challenging, people need to understand that, I also heard at least a little of a concern about an impact on overall product development. I think

we're all interested in, you know, in creating a pathway to foster innovative development I think is one of the specific questions we asked in the FRN.

Put you on the spot and ask you to say where you believe this pathway, if implemented, would take us as far as fostering innovation?

MR. THOMPSON: I think it would help foster innovation. I think it is well-directed at your goal of creating or identifying, I should say, because it's already there. You're not -- there's not -- we're not talking about new law -- identifying a pathway for device companies to get to market without the cooperation of the pharma company, if they have the money to do it. And so I think you've done what you as an agency would need to do, which is identify the pathway, right?

All I'm doing I guess is sort of being clear about expectations. I think the number of companies that will be able to fund that pathway will be extraordinarily small.

DR. THROCKMORTON: And just to follow up a

Page 81

little bit, we -- the concerns that we had were on both the device side and the drug side as far as development. So one concern that we've heard voiced is that this pathway might negatively influence choices drug companies could make about product development, expanded indications, that kind of thing.

MR. THOMPSON: Who said that? No, I'm not saying that. Let me be clear. I'm not saying that.

If you literally follow the pathway that you identify, it shouldn't affect the drug company at all, neither positively nor negatively, right, because the drug company can go off and keep doing what it's doing and its board can pick the programs that it wants to support. It'll channel its money into those and it'll keep optimizing its own innovation without being inhibited by this program.

So I personally, as I sit here today, maybe one of my members will tell me that I'm missing something, but I personally think drug companies

would be more or less indifferent to this if done well.

2.2

Now, where you could go off the rails is if
you start taking their data and using it for
someone else's benefit, right, because that does - we talked about free rider problems, the generic
free rider and other. That sort of free rider
problem is a major economic problem.

So if you -- I don't mean this pejoratively -but misappropriate data from one innovator to the
benefit of the other, that would be a very bad
thing. But other than that, I don't see how it
would negatively inhibit the pharmaceutical
innovation. I may be fired tomorrow, but ...

DR. THROCKMORTON: I hope not. I'm going to ask you about that reliance question. So in the Federal Register Notice, we identified three general sources of information that we thought the device companies might rely on, talked about publicly available -- you know, literature, generalizable knowledge, and potentially the use of withdrawn NDAs.

Any pieces we're missing or do you have any concerns about those pieces as sources of information that device companies could rely on?

MR. THOMPSON: That's what I asked my younger colleague to research and she gave me the 20-page memo. So I respect the question. It's an important question, and I think we plan to address it. I just can't as we stand here now. Sorry.

DR. THROCKMORTON: Last question that I have,
I promise. It has to do with the comments you
made about it not always being clear why the drug
company chose not to cooperate with the device
company. And you sort of raised the idea that the
drug company might have some authentic concern
about the use of the drug in this particular way.

Were you suggesting that the drug company in some way or the other have an opportunity to make that concern clearer as a part of the process that we're laying out so that they would be in some way or the other made aware that this was a development that was being contemplated and they could say, boy, we've got three studies that you

may not know about that show that this causes cancer, whatever.

2.2

MR. THOMPSON: No. See, I'm really not encouraging you to draw the drug company into it.

Let me clear about that. I'm actually discouraging you from drawing the drug company into it. But I am saying that that's a weakness of the process, right, because what you're describing is resources, time, effort, money, the sort of thing that the pharma company was trying to avoid when it said no to the device company.

So to -- instead of being drawn into it with a device company, to be drawn into it with the FDA isn't fair because you're basically forcing them to become a participant in this process when they don't want to.

But that's the conundrum because they may have knowledge, and some of it may just be, you know, the wisdom of people who have spent 10 years studying this molecule to -- and they understand how it behaves. You're not tapping into that.

And if I were FDA, I'd be really nervous about the

Page 85

drug company not being at the table because I know you guys are terrific at review, but reviewing isn't the same as spending 10 years of your life in a lab tinkering with a drug product and getting to know it. It's just not the same.

DR. THROCKMORTON: And as you pointed out, we wouldn't be able to look under the hood of the drug materials for -- you know, we wouldn't be able to rely on those data. Thanks.

MR. WEINER: This made me think of another question. This probably goes to your 20-page memo and what you're planning to say in writing. I'm not sure.

But on the issue of -- you were saying it wouldn't be appropriate to have a pathway available just because there's a lack of cooperation. Is there an economic issue there, too, or are you expecting sort of backdoors people could get better protection for less cost by using this pathway, or is that not one of the issues you're raising for the drug industry?

MR. THOMPSON: Can you restate it? I'm not

sure I followed what you asked.

2.2

MR. WEINER: I may be asking a question that has nothing to do with what you were saying. I had the impression what you were saying was if people have an easier pathway or a more protected pathway, whatever it might be, that should be available regardless of whether you have cooperation or not. Is that what you were driving at and, more particularly, does that mean that you could have --

MR. THOMPSON: Yeah.

MR. WEINER: -- this pathway, and therefore, the paradigm of the NDA pathway wouldn't apply to you and there might be pluses or minuses to that for that company or for their competitors?

MR. THOMPSON: So there's two sides of this horse to fall off on, okay, which is why I don't envy you in trying to ride the horse.

One side of the horse you could fall off on is making this pathway too easy. If you make it too easy, it means that companies may well not -- choose not to cooperate because this is easy

enough we're going to not cooperate, all right?

That would be a bad thing because from a product development standpoint, talk about things you want to incentivize. Cooperation is something I think you want to incentivize. I don't think you want to discourage it, all right?

Now, the other side of the coin you could fall off on is I assume you're not going to have a gate to this thing which says come in and prove to us that the pharmaceutical company, for example, is being unreasonable in their commercial demands and, therefore, you want to go it alone.

You're going to have to just sort of say
here's a pathway regardless of economics,
regardless of anything else. It's available to
all comers if you want to go it alone rather than
say you have to prove that you were treated
unfairly by a potential partner and that's why
you're going -- so it needs to be open to all.
And that creates a bit of a conundrum as to what
you're truly trying to achieve.

DR. SHERMAN: Any additional questions?

2.2

Thank you for your comments.

As I understand it, we have no other speakers, so that is -- was a very informative, not-full morning.

So on behalf of the FDA panel, I would like to thank all speakers for their presentations and all the audience for their attention, whether in person or by webcast.

Discussing the issues for today's meeting, I also, on behalf of the panel, would like to thank the FDA staff that worked to put this meeting together.

We've had a productive partial morning of thoughtful, insightful comments that have provided FDA with a lot of valuable information to consider on this topic.

We want to encourage all our stakeholders once again to submit comments to the docket for this meeting. As a reminder, the docket is open until January 15th, 2018.

Our next steps will be to review all the information provided during this meeting as well

2.2

Page 89 as the information submitted to the docket. So to all attendees and speakers, have a safe trip home. The meeting is now adjourned. (Whereupon, at 10:33 a.m., the meeting was adjourned.)

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I, Michael Farkas, the officer before whom the foregoing proceeding was taken, do hereby certify that the proceedings were recorded by me and thereafter reduced to typewriting under my direction; that said proceedings are a true and accurate record to the best of my knowledge, skills, and ability; that I am neither counsel for, related to, nor employed by any of the parties to the action in which this was taken; and, further, that I am not a relative or employee of any counsel or attorney employed by the parties hereto, nor financially or otherwise interested in the outcome of this action.

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[1 - altogether]

1	3	60:10 64:7	administrative
	_	account 23:19	4:10 7:11,15
1 32:15 40:21	3 23:21 29:14	24:8 27:19 28:2	adopt 62:22 66:12
42:20	31:18	28:10 29:4 31:11	adoption 32:8
10 3:4 32:15 40:6	30 7:19 13:10 25:6	31:21 33:21	advance 10:2
69:16 84:19 85:3	26:1 27:9	accounted 50:5	advanced 37:17
1000 64:18	35 3:6	accounts 24:11	60:12
10903 1:10	4	43:5	advancing 50:15
10:00 8:19	4 10:13 48:8 54:16	accurate 41:21	adverse 11:21
10:33 89:4	40 27:9	90:6	12:2,8,9 14:1,1
10:45 8:15	5	accurately 61:11	15:9 17:3,11 19:4
11/20/2017 91:12	_	achieve 11:13	30:9 48:20 57:1
12 24:19	50 28:5 55:21 510 38:2,4 41:16	87:21	74:7,13 75:11
14 62:6	42:19 50:18 58:15	action 25:8 45:14	advocated 73:17
15 7:21 13:12 62:6		45:21 57:17 76:8	affect 81:12
15th 9:2 88:20	76:19	76:14 90:9,13	afforded 47:11
16 1:5	6	91:7,9	agency 22:19
17 32:9,17	6 48:22 51:8	actions 17:1 18:8	30:16 35:16 41:10
2	61 3:7	adding 40:2	49:16 57:2 65:2
2 43:7	7	additional 9:7,13	77:5 80:16
20 15:15 69:1 79:6	7 22:22	10:5 11:11 13:20	agenda 6:18,21
83:5 85:11	70 28:13	18:5,19,22 35:9	7:21 8:7
2000 30:17	9	55:4 57:7 87:22	agent 26:19 46:22
2003 24:19		address 7:7 11:21	59:18
2005 62:12 68:20	9:02 1:6	12:12 13:21 16:10	agents 35:19
2008 24:22	a	16:22 21:4 22:22	37:21 38:9,13
2009 29:13 30:17	a.m. 1:6 8:19 79:6	29:13 36:14 79:15	ago 28:16
30:18,19	89:4	83:7	agree 23:20
2010 31:3,4 32:12	ability 49:21 90:7	addressed 23:3	alcohol 19:8
2011 31:4	91:4	46:6	algorithm 27:1
2012 25:1 32:11	ablation 27:22	addresses 48:8	allocate 63:17
2016 24:18	28:11	addressing 10:13	allocation 64:8
2017 1:5 37:12	able 7:7 8:12 9:15	41:2 48:22	allotted 8:3 9:15
2018 9:2 88:20	12:7 14:10 49:9	adds 11:2	10:4
2020 25:2	52:3 56:3 80:20	adequate 17:14	allow 4:21 45:3
20903 1:11	85:7,9	21:15 22:1 44:3	50:20
21st 79:10	absolutely 31:19	48:10	allowed 7:3 44:13
22 3:5	78:9	adequately 11:21	allowing 46:2
244,000 28:19	absurd 78:9	19:12	allows 25:16 73:18
30:13	accept 72:17	adjourned 89:3,5	alternative 66:13
25 28:2 62:5	access 20:22	administration	alternatively
	accessed 7:18	1:9 4:7 11:15 15:2	42:11
	accomplish 31:20	16:19 19:1 39:12	altogether 28:2
	46:1 58:17 60:8	39:13 48:20 58:17	

[amendments - behaviors]

amendments	47:19 86:13	aspects 55:13	85:16 86:7 87:15
30:21	appreciate 9:10	assessed 50:17	avenue 1:10 70:10
american 24:15	76:20	assessment 15:8	71:18 75:15
24:17 26:10,11,13	approach 4:20	15:19 19:5	avoid 84:11
amount 33:15,22	13:7,10 16:4 33:3	assign 16:8	aware 60:13 67:14
amounts 29:6	33:8 41:4 54:7	associate 5:15,18	83:20
analysis 78:22	62:1	79:3	b
analyze 14:11	appropriate 13:7	associated 12:2	
analyzed 71:9	15:10 16:13 34:10	association 24:17	b 27:12 53:14
analyzing 20:4	35:6 41:19 43:8	26:13	bachelor's 35:22 back 14:6 16:14
anatomy 45:2	50:7,20 54:1	assume 53:10	
46:3	74:15 85:15	58:21 65:6 66:4	19:3 62:12 68:20
anda 79:2	appropriately	73:3 87:8	73:1 77:15 backdoors 85:18
andas 49:7 51:16	12:2 14:12 46:6	assuming 48:2	backflow 25:18
angioplasty 45:10	72:2	77:16,16	
58:3,8	approval 31:3,4	assumption 21:10	background 36:21 37:13
animal 15:3	32:13 41:6 45:3	assurance 37:6	bad 82:11 87:2
announcements	46:9 47:21 77:19	43:15 44:6,19	balance 31:21
4:10	79:2	47:9 50:8,21	35:8
answer 61:16	approvals 44:14	59:19	balloon 37:18 58:3
63:17 68:9 78:20	44:20 45:17	atherectomy 58:8	59:18
anti 38:19 39:1,7	approved 1:4 4:4	attendees 4:14	balloons 45:11
39:12 58:17	5:1 11:8,9,11	89:2	59:15,16
anticipated 25:1	23:10,12 26:20	attention 12:21	bano 2:10 3:4
anybody 63:13	28:9 29:7 30:15	32:20 88:7	10:11,12 21:5,12
anyone's 10:10	32:2 55:8 79:1	attorney 90:11	21:15 22:15 74:4
apologize 10:2,10	approximately	attractive 67:16	bar 65:9 73:7,7
appeal 31:2	7:19 8:15	67:16	barriers 50:16
appear 43:19	arbitrary 77:1	attribution 15:20	based 11:18 17:14
applicable 78:22	architecture	audience 88:7	27:14 38:2 40:13
application 23:2	15:13	audio 4:12 91:3	42:7 43:4 69:14
33:3 37:4 39:7	area 4:17 5:11	augmentative	69:14,15
41:19 53:22 54:4	15:11 38:10 73:17	56:7,14	basic 65:21 71:5
60:4	areas 11:22 38:7	august 30:18 31:3	basically 53:9
applications 37:4	arena 34:3	authentic 83:14	67:5 84:14
40:17 41:7 60:5	arterial 37:16	authorization	bears 20:3
60:12	46:11	4:22 11:20	beginning 74:5
applied 33:9,18	arteries 38:22	authorized 65:22	behalf 50:13 88:5
43:16 45:18 46:14	asked 79:3 80:3	automatic 42:10	88:10
46:15 47:15 50:22	83:4 86:1	available 6:16	behave 13:22
60:21	asking 86:2	8:21 9:6 21:16,17	behaves 84:21
applies 43:14	aspect 13:21 41:12	21:18 22:10 33:16	behaviors 14:21
apply 7:2 37:1	63:7	51:22 52:21 76:3	15:17 17:3 40:13
41:21 46:7,21		76:3 79:2 82:20	

[belief - classified]

belief 50:12	burdensome 24:5	cases 40:5 41:15	changed 16:18,18
believe 33:8 57:16	31:21 33:3	45:22 46:17 52:2	changes 57:12
71:10 80:6	bureaucratic	54:2 60:15,18	73:19
benefit 11:11 24:2	66:22	70:8	changing 47:6
46:20 82:5,11	business 69:6	catheter 25:12	channel 81:16
benefits 73:14	butcher 10:10	60:17	characterized
berkley 36:3	butter 64:5	causality 15:19	35:20 38:16
best 61:10 63:1		19:3,7	chelation 19:9
	c	cause 15:22 19:9	chemical 60:19,21
66:3 67:11 90:6 91:3	c 1:22 3:1 4:1		chemoembolizat
better 46:21 85:19	27:12	24:13 53:5 causes 84:1	
	california 36:3		25:4 26:8,20 28:7 28:17 29:8 32:19
beyond 10:6 37:1 68:11	call 19:5 26:6 49:7	causing 12:9	
	52:15 53:3 65:16	caveat 20:6	chemoembolizat
big 20:6 49:21	called 8:5 32:3	caveats 13:3 52:19	32:16
66:21 71:12,13,13	49:13 52:7,12	cder 14:16 16:7	chemotherapeutic
biologic 13:11	calls 30:22 31:1	cdrh 14:14 16:6,8	46:22 59:17
35:2 60:6 62:17	cancer 24:12,13	47:7 49:18 51:1	chemotherapies
biological 62:5	24:14,15,16,18,20	cdrh's 37:11	25:13
biologics 2:3 5:19	26:11,12 27:15,17	ce 30:6	chemotherapy
71:17	28:20 47:1 84:2	cell 4:11	25:18 29:2,16,17
biosphere 29:12	cancers 27:4,5	center 2:3,5,7 5:19	30:11
bit 37:13 61:21	capital 65:8 73:6	5:22 6:2 24:15	chief 2:9 6:5 36:4
66:21 77:15 81:1	capitalist 64:17	centimeter 54:5	choices 81:5
87:20	capricious 77:2	central 24:17	choose 29:8 86:22
bla 35:6	capture 13:18	century 79:10	chose 83:12
blood 38:21	14:11	certain 4:21 7:13	circulation 37:16
board 81:15	captured 13:2	15:1,1 16:12 17:3	circumstances
bodreau 91:2,13	_	17:19 34:13 72:17	71:21 75:12
bodreau 91:2,13 body 36:8	14:7,8	17:19 34:13 72:17 certificate 90:1	71:21 75:12 cirrhosis 27:17
· ·	14:7,8 capturing 12:1,11		
body 36:8 book 48:3,6 boy 83:22	14:7,8 capturing 12:1,11 carcinoma 24:11	certificate 90:1	cirrhosis 27:17
body 36:8 book 48:3,6	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10	certificate 90:1 91:1	cirrhosis 27:17 claim 54:10
body 36:8 book 48:3,6 boy 83:22	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18	certificate 90:1 91:1 certify 90:3 91:2	cirrhosis 27:17 claim 54:10 claims 40:2
body 36:8 book 48:3,6 boy 83:22 brad 2:14 3:7	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18 30:2	certificate 90:1 91:1 certify 90:3 91:2 chair 65:19	cirrhosis 27:17 claim 54:10 claims 40:2 clarification 12:13
body 36:8 book 48:3,6 boy 83:22 brad 2:14 3:7 bradley 61:3	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18 30:2 carcinomas 28:3	certificate 90:1 91:1 certify 90:3 91:2 chair 65:19 challenge 11:3	cirrhosis 27:17 claim 54:10 claims 40:2 clarification 12:13 51:8
body 36:8 book 48:3,6 boy 83:22 brad 2:14 3:7 bradley 61:3 break 65:12	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18 30:2 carcinomas 28:3 care 26:9,22 32:3	certificate 90:1 91:1 certify 90:3 91:2 chair 65:19 challenge 11:3 13:17 16:5 18:22	cirrhosis 27:17 claim 54:10 claims 40:2 clarification 12:13 51:8 clarify 21:5 36:19
body 36:8 book 48:3,6 boy 83:22 brad 2:14 3:7 bradley 61:3 break 65:12 breakthrough	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18 30:2 carcinomas 28:3 care 26:9,22 32:3 carefully 5:9	certificate 90:1 91:1 certify 90:3 91:2 chair 65:19 challenge 11:3 13:17 16:5 18:22 19:18	cirrhosis 27:17 claim 54:10 claims 40:2 clarification 12:13 51:8 clarify 21:5 36:19 clarifying 8:1
body 36:8 book 48:3,6 boy 83:22 brad 2:14 3:7 bradley 61:3 break 65:12 breakthrough 47:20	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18 30:2 carcinomas 28:3 care 26:9,22 32:3 carefully 5:9 cares 63:13	certificate 90:1 91:1 certify 90:3 91:2 chair 65:19 challenge 11:3 13:17 16:5 18:22 19:18 challenges 10:15	cirrhosis 27:17 claim 54:10 claims 40:2 clarification 12:13 51:8 clarify 21:5 36:19 clarifying 8:1 clarity 36:14
body 36:8 book 48:3,6 boy 83:22 brad 2:14 3:7 bradley 61:3 break 65:12 breakthrough 47:20 briefly 37:6	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18 30:2 carcinomas 28:3 care 26:9,22 32:3 carefully 5:9 cares 63:13 case 24:9 31:14	certificate 90:1 91:1 certify 90:3 91:2 chair 65:19 challenge 11:3 13:17 16:5 18:22 19:18 challenges 10:15 12:14 14:18 16:21	cirrhosis 27:17 claim 54:10 claims 40:2 clarification 12:13 51:8 clarify 21:5 36:19 clarifying 8:1 clarity 36:14 class 37:3,3 41:8,8
body 36:8 book 48:3,6 boy 83:22 brad 2:14 3:7 bradley 61:3 break 65:12 breakthrough 47:20 briefly 37:6 broad 4:19	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18 30:2 carcinomas 28:3 care 26:9,22 32:3 carefully 5:9 cares 63:13 case 24:9 31:14 36:22 37:14 42:20	certificate 90:1 91:1 certify 90:3 91:2 chair 65:19 challenge 11:3 13:17 16:5 18:22 19:18 challenges 10:15 12:14 14:18 16:21 17:9 23:1,2 49:2	cirrhosis 27:17 claim 54:10 claims 40:2 clarification 12:13 51:8 clarify 21:5 36:19 clarifying 8:1 clarity 36:14 class 37:3,3 41:8,8 41:21 42:10,15,17
body 36:8 book 48:3,6 boy 83:22 brad 2:14 3:7 bradley 61:3 break 65:12 breakthrough 47:20 briefly 37:6 broad 4:19 budget 64:3 65:18	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18 30:2 carcinomas 28:3 care 26:9,22 32:3 carefully 5:9 cares 63:13 case 24:9 31:14 36:22 37:14 42:20 45:10 46:20,21	certificate 90:1 91:1 certify 90:3 91:2 chair 65:19 challenge 11:3 13:17 16:5 18:22 19:18 challenges 10:15 12:14 14:18 16:21 17:9 23:1,2 49:2 challenging 79:20	cirrhosis 27:17 claim 54:10 claims 40:2 clarification 12:13 51:8 clarify 21:5 36:19 clarifying 8:1 clarity 36:14 class 37:3,3 41:8,8 41:21 42:10,15,17 42:20 43:3 50:19
body 36:8 book 48:3,6 boy 83:22 brad 2:14 3:7 bradley 61:3 break 65:12 breakthrough 47:20 briefly 37:6 broad 4:19 budget 64:3 65:18 bullet 52:5	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18 30:2 carcinomas 28:3 care 26:9,22 32:3 carefully 5:9 cares 63:13 case 24:9 31:14 36:22 37:14 42:20 45:10 46:20,21 48:22 52:18 55:20	certificate 90:1 91:1 certify 90:3 91:2 chair 65:19 challenge 11:3 13:17 16:5 18:22 19:18 challenges 10:15 12:14 14:18 16:21 17:9 23:1,2 49:2 challenging 79:20 chance 8:22	cirrhosis 27:17 claim 54:10 claims 40:2 clarification 12:13 51:8 clarify 21:5 36:19 clarifying 8:1 clarity 36:14 class 37:3,3 41:8,8 41:21 42:10,15,17 42:20 43:3 50:19 58:12,12,14,21
body 36:8 book 48:3,6 boy 83:22 brad 2:14 3:7 bradley 61:3 break 65:12 breakthrough 47:20 briefly 37:6 broad 4:19 budget 64:3 65:18 bullet 52:5 bullfrog 37:15	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18 30:2 carcinomas 28:3 care 26:9,22 32:3 carefully 5:9 cares 63:13 case 24:9 31:14 36:22 37:14 42:20 45:10 46:20,21 48:22 52:18 55:20 58:20 59:8 74:1,2	certificate 90:1 91:1 certify 90:3 91:2 chair 65:19 challenge 11:3 13:17 16:5 18:22 19:18 challenges 10:15 12:14 14:18 16:21 17:9 23:1,2 49:2 challenging 79:20 chance 8:22 change 11:14,16	cirrhosis 27:17 claim 54:10 claims 40:2 clarification 12:13 51:8 clarify 21:5 36:19 clarifying 8:1 clarity 36:14 class 37:3,3 41:8,8 41:21 42:10,15,17 42:20 43:3 50:19 58:12,12,14,21 classification
body 36:8 book 48:3,6 boy 83:22 brad 2:14 3:7 bradley 61:3 break 65:12 breakthrough 47:20 briefly 37:6 broad 4:19 budget 64:3 65:18 bullet 52:5 bullfrog 37:15 burden 20:3,12	14:7,8 capturing 12:1,11 carcinoma 24:11 24:21 25:6 26:10 27:3,8 28:5,18 30:2 carcinomas 28:3 care 26:9,22 32:3 carefully 5:9 cares 63:13 case 24:9 31:14 36:22 37:14 42:20 45:10 46:20,21 48:22 52:18 55:20	certificate 90:1 91:1 certify 90:3 91:2 chair 65:19 challenge 11:3 13:17 16:5 18:22 19:18 challenges 10:15 12:14 14:18 16:21 17:9 23:1,2 49:2 challenging 79:20 chance 8:22 change 11:14,16 16:4 40:8 48:6	cirrhosis 27:17 claim 54:10 claims 40:2 clarification 12:13 51:8 clarify 21:5 36:19 clarifying 8:1 clarity 36:14 class 37:3,3 41:8,8 41:21 42:10,15,17 42:20 43:3 50:19 58:12,12,14,21 classification 42:10,13

[clear - considerations]

clear 36:11 40:16	combinations 26:3	companies 21:11	concept 25:8
49:18 55:17 67:21	29:2 46:10	40:1 60:12,14	26:16 29:19
72:2 76:9 80:18	combine 66:8	62:2,5,16,17,18	concern 12:4
81:9 83:11 84:5	combined 20:20	66:18,21 67:1,9	55:10,12 79:21
clearance 38:5	34:15 35:4	68:17 71:17 72:11	81:3 83:14,18
cleared 23:10	come 9:17 20:10	80:13,20 81:5,22	concerned 55:2
29:22 38:2 58:15	21:4 64:18 69:19	82:19 83:3 86:21	concerns 81:1
clearer 83:18	69:21 87:9	company 12:4	83:2
clearly 35:5 37:1	comers 87:16	34:12 36:6 40:12	conclude 10:1
48:10 49:15 50:13	comes 12:16 13:8	50:13 53:10 56:19	conclusion 8:17
clinical 20:6,8	14:13,20 20:15	59:3 60:15 66:7	condition 46:5
21:17 26:11 30:4	34:21 55:4 74:8	68:19 69:8 70:1,2	conditional 31:3
31:10 38:12 43:21	75:18	70:7,9,15,21 72:9	32:12
44:4,15 48:21	comfort 11:12	72:14 73:1,11,12	conduct 29:14
50:5 59:21 69:14	coming 35:7 64:11	74:8,13,14,20	31:10
closely 6:21	comment 8:13,17	76:1,17 77:17,20	conducted 32:11
closing 18:19	9:1 36:12,20 37:2	77:22 78:13,16	32:15
coalition 2:14	37:10 40:20 57:16	80:15 81:12,14	conducting 32:5
24:14 61:4,7,22	57:18	83:12,13,14,16	conference 30:22
62:2	commenting	84:4,6,10,11,13	confident 49:5
coated 45:8,10	43:10	85:1 86:15 87:10	51:11
46:8 59:15,16,18	comments 5:5	company's 72:5	conflicting 18:1
coatings 45:15	6:15 8:12 9:3,8,11	72:19 74:10	confront 35:17
codes 16:8,9	10:5,6 41:5,9 51:5	compare 28:22	confronted 64:10
coding 16:5,7	61:1,10,13 73:22	29:10 44:9	confronting 49:17
coffee 4:17	77:10 79:15 83:10	competitors 86:15	confusing 18:1
coin 87:7	88:1,14,18	completable 24:1	confusion 37:7
coincidence 61:17	commercial 67:2	complete 39:17	48:9,12 54:19
collaborate 69:6,7	69:20 87:11	completed 38:17	55:5,10,12 73:10
collaboration 67:4	commissioner 2:1	completely 33:19	73:15
67:6,11 68:18	4:6	54:6 66:20	congratulate
colleague 68:22	committee 62:7	complex 27:4	35:16
83:5	common 25:5	49:17	congress 67:18,18
colleagues 32:11	27:12 70:13	complexity 11:2	67:22
collection 31:22	commonly 32:5	18:12	conjunction 25:15
34:2	39:2 43:6	complicated 79:11	consensus 26:2
collectively 67:18	communicate 19:2	component 33:10	consequence
71:16	communicated	45:19 63:10,11	76:20
combination 2:2	13:2	comprehensive	consider 58:13
2:14 5:16 11:1	communicating	21:18 26:12	88:15
13:13,15 18:11	12:16	conceivably 23:15	consideration
19:7 20:5 33:9,13	communication	concentrations	47:14
45:19,20 55:9,11 61:4 62:3 76:8,11	21:6 22:5	19:8	considerations 43:8
01.4 02.3 /0.8,11			43.0

[considered - development]

considered 28:1	corticosteroid	33:22 34:1,2	46:22 60:17
34:3 41:1,4 42:12	38:14	44:12 49:22 53:8	delta 72:8
49:19 50:19 51:2	cost 85:19	53:16,16,21,22	demand 72:22
consistent 36:15	counsel 2:9 6:5	54:1,9,11 59:7	demands 87:11
76:22	90:8,11 91:6	68:3 72:5,8,8,11	demonstrate
constantly 67:1	counselor 66:18	72:12,19 73:8	31:16 44:2 73:18
consumer 13:5	counterintuitive	76:17 77:18 78:12	demonstrated
17:22	78:5	78:14,14 82:4,10	23:17 38:2 44:8
contact 6:7,12	couple 72:1	85:9	47:13
contacted 39:15	course 27:21	databases 14:10	demonstrating
contemplated	28:14 33:5,21	date 9:4 91:13	43:12
83:21	46:17 51:14 77:17	day 13:10 20:13	depend 49:4 51:11
contend 41:2,20	cover 10:6	64:9,16 65:5	depending 75:12
context 65:21 70:4	coverage 7:10	days 7:19 13:12	depends 22:1
continue 25:1 45:4	covered 55:13	de 42:19 50:18	33:15
contraindicated	56:4 69:1	58:12,14	deposited 37:21
17:18	covering 48:3	deal 28:21 67:15	depth 14:2
contraindications	create 13:20 67:5	dealing 24:18	deputy 2:1 4:6
48:19	67:6	dealt 76:10	5:21
control 24:16	created 45:12 58:8	death 24:13,21	described 39:2,11
controlled 44:4	66:12	deaths 24:20	41:5
controls 42:16,18	creates 87:20	debating 71:2	describing 36:12
42:22 44:10	creating 80:1,10	decides 19:15	48:4 84:9
controversial 66:4	creative 77:6	decision 19:6 22:9	design 50:5 62:2
conundrum 71:5	critical 23:21	27:6 49:22 50:3	designated 45:13
84:17 87:20	cross 62:8	64:17 74:18	designation 47:20
convenience 11:12	cultures 66:20	decisions 27:14	designed 23:21
conventional 32:4	cumbersome	65:18	31:18
32:19	50:16	decreasing 24:20	_
cooperate 83:12	curative 28:1	dedicated 69:16	detail 48:13 54:21
86:22 87:1	cure 58:5	deemed 45:3	55:18
cooperation 66:3	cures 79:10	deep 36:8	detailed 61:13
66:13,14,15,16	current 48:14	deficiency 30:21 define 16:3	details 9:7 determine 47:8
67:13,22 70:18	54:22 55:19,20,21	definition 23:11	
73:2,20 74:12 75:4,4,6,9,22 76:4	56:8 58:16 cut 64:11	63:18 70:18	determining 37:3 42:13
76:4 80:14 85:17		definitions 15:21	develop 27:7
86:8 87:4	d	degree 31:13 36:1	72:11
	d 4:1	deliver 25:12	developing 36:6
coronary 38:7 correct 56:22	dancing 76:6	delivered 29:18	60:19
corrections 16:22	danelle 68:22	56:2	development 5:11
18:8	data 15:4,13 20:4	delivery 11:14	35:18 49:15 50:3
correctly 78:21	21:18 23:13 28:21	19:10 29:16 30:8	51:3 79:22 80:2
10.21	30:8,12 31:6,7,12	36:7,8 38:18	81:3,6 83:21 87:3
	31:15,22 32:6	30.7,0 30.10	01.3,0 03.41 07.3

[device - drug] Page 6

device 4:21 12:4,5	diane 2:3 5:17	diverse 62:16	83:9 85:6 87:22
12:18,22 13:9,15	differ 14:3	docket 5:6,8 9:1,4	drafted 36:18
14:4,9 15:7 16:2	difference 59:5,5	9:8,9 10:7,13	drafting 49:20
16:15,17 17:4,4	60:11	88:18,19 89:1	draw 12:20 17:16
17:20 18:10 19:7	differences 67:2,3	doing 18:9 32:18	84:4
20:21 21:7 23:7,9	different 14:10	36:20 70:16 75:3	drawing 64:2 84:6
24:6 26:19 29:7	26:3,3,4,4,5,5	78:7 80:18 81:14	drawn 84:12,13
29:22 30:5 31:5	29:5,6 33:20	81:15	drd 12:3 13:17
33:10,18 35:3	41:10,18 44:12	domains 50:2	17:11 18:18 19:20
36:8 37:15,15	46:3,4 48:17	domurad 2:12 3:5	21:10 22:8 36:22
38:1,6,12 41:19	52:20,22 54:20	22:17,18 33:4,11	37:3,9,10 40:18
44:20 45:1,7,12	60:20 62:19 64:5	34:11 35:11	41:12 42:14 43:11
45:14,15,21 46:1	66:20 69:1,11	don't 82:12	47:3 49:8,12,15
46:4,8,10,15 47:1	73:13 76:2 79:8	door 63:12 64:18	50:14 51:3 52:7
47:4 52:13,17	differently 13:22	69:10	55:3 76:12
53:2,15,15 54:10	43:20	dosage 15:2 16:18	drds 4:20 34:8
55:15 56:19 57:4	difficult 28:22	19:2 39:6 48:20	36:13 41:4,8,10
57:6,10,18 58:3	34:12 74:1 75:11	49:13 52:8 56:3	41:13,16 42:6,9
58:15 59:7,17	75:13	58:16	42:14,15,17,20
60:1,6 62:4,16	dilution 29:19	dosages 26:4	43:1 47:7,20 49:4
66:7,9,18,22	directed 80:9	dose 11:14 46:7	50:14,18,19,22
68:18 70:1 71:17	direction 90:5	doses 29:3	51:10
72:9,13,22 73:12	director 5:15,18	dosing 46:4	dressing 25:14
74:13,16,17,20	5:21 6:2	double 46:13	driven 64:13
76:1 77:17,21	disagreement	douglas 2:5	driving 86:8
78:16 80:13 81:2	69:21	doxorubicin 30:8	drug 1:4,9 2:5 4:4
82:19 83:3,12	discern 17:2	30:10	4:6 5:1,2,22 11:5
84:11,13	discontinue 19:15	dr 2:1,5,7,10,12	11:8,9,10,17 12:3
device's 45:9	discourage 67:8	2:13 3:4,5,6 4:2	12:19,22 13:8,11
devices 1:2 2:7 4:3	87:6	5:20 6:1,6 10:12	13:14 14:5,15,21
4:11,20,22 6:2	discouraging	20:17 21:5,12,15	15:15,17 16:2,11
11:4 15:20 23:4	66:14 84:6	22:13,15,16,18	16:12,17 17:2,4,9
29:2 31:10 33:7	discrepant 20:1,3	32:21,22 33:2,4,5	18:10,17,21 19:6
33:14 34:14 36:7	discussed 71:4	33:11 34:6,11	19:13,15,16,19
36:12 38:4 41:8	discussing 88:9	35:9,11,12,14	20:21 21:3,7,20
41:14 43:3,17	discussion 75:16	51:5,6,7,9,10,16	21:22 22:2 23:7
44:19 45:5,6,19	77:4,5	52:11,15 53:12,19	23:11 24:6 25:16
dexamethasone	disease 24:16	54:12,12,13,17,18	31:6 33:10,19
38:14,18 39:4,16	26:14 27:16 29:5	55:11 56:15,16,22	36:6,7 38:19 39:4
dia 62:13	29:6	57:1,5,8,12,14,19	39:5,8,10,14,15
diabetic 56:10	disqualifies 41:16 distinction 76:21	57:20,21 58:10,13	39:19 40:7,13,14
diagnostic 37:20		58:22 59:9 60:22	40:15 41:11 42:12 42:13 44:15 45:6
38:9	distinctly 44:12	61:2,3 74:4 77:10 79:17 80:22 82:15	42:13 44:15 45:6 45:8,10,15,16,18
		17.11 00.22 02.13	45.0,10,15,10,18

[drug - exclude]

Page 7

45:22 46:4,7,10	economically	employing 50:1	established 21:20
46:12,14,15,17,18	64:13 68:13	emulsion 25:14,19	22:3
46:20 47:15,19	economics 63:6,16	enabled 47:1	esteemed 35:15
48:2,5,14,16 49:1	63:18,21 65:3	encompass 23:5	ethiodized 25:13
49:3,8,14 52:9,16	73:2 87:14	encourage 9:2	europe 32:6
52:18,21 53:1,2	effect 19:7 27:18	67:13 88:17	evaluation 2:3,5
53:10 54:4,9,22	35:7 46:2,19	encouraging	5:19,22
55:8,15,15,19,20	57:22 58:2,3	66:15 84:4	event 12:8,10 14:1
55:20 56:2,8,9,9	effective 21:6	ended 9:22	14:1,3 15:9 16:6
56:12,13,14,18	23:18 26:18	endpoint 44:12	17:11 19:4
57:17,22 58:2,6	effectively 13:2	endpoints 26:6	events 11:21 12:2
58:15,20,21 59:3	effectiveness 11:7	29:3 44:21 46:20	13:8 17:4 21:1
59:11,15,15,16	23:7,13 30:12	47:8,12	30:9 57:1 75:11
60:6,11,13,15,16	31:12,17 41:11	ends 8:1	evidence 7:2 30:3
62:4,17 66:7,9,18	43:12,16 44:3	engaged 70:19	30:4 37:4,6 43:11
66:20 69:8 70:1,7	47:17 50:22 63:3	engineering 2:11	43:13,22 44:2,8
70:9,15 74:8,10	65:9 66:10 72:4	36:2 63:20	44:14 45:16,16,18
74:14 76:1,7,14	76:16	enhance 11:7 21:2	46:12 47:11,15,16
76:15,16,18 77:20	effects 65:19	enrolled 24:2	47:17 50:1,2,8,9
79:1 81:2,5,12,14	efficacy 15:5 30:4	ensure 15:6 16:20	50:20 59:8,10,10
81:22 83:11,14,15	30:9 38:3	21:3	59:14,20 60:7,20
83:16 84:4,6 85:1	efficiently 66:11	entire 28:4 33:9	69:15 72:3
85:4,8,21	effort 9:10 84:9	entirely 33:18	evidentiary 44:7
drugs 4:20 13:21	efforts 36:17	41:20	exactly 51:17,21
15:19 23:4,11	either 11:6,14	entities 18:12	52:16 62:11
26:3 31:10 34:15	38:17 56:6 59:8	entity 14:8 60:19	exam 68:5,6
36:13 37:9 40:2,5	electronic 7:10,12	60:21	examination
42:5 43:6,14 45:4	elements 33:17	entrepreneur 36:9	43:17
47:5 54:3 79:8,9	34:4	environment	example 29:11
dual 25:8	else's 82:5	70:12	34:19,20 36:22
dumb 53:7	eluting 45:8 59:15	envision 56:17	43:6 44:14 45:1
duplicate 19:22	emails 31:1	envy 86:18	45:22 47:2 51:20
74:6	embolic 25:15,17	equation 72:12	52:9 54:5 55:16
dyer 6:7,12	26:19 29:1,7,15	equivalent 41:14	57:15 58:4 59:14
e	29:22 30:6	44:1	60:14 87:10
e 1:22,22 3:1 4:1,1	emdr 15:14	equivalents 38:3	examples 45:7,13
early 8:2	emotional 63:10	error 17:17 18:4	72:1
easier 86:5	63:11	37:7,8 48:10,10	exceedingly 42:7
easily 46:21	emphasize 9:9	errors 11:22 48:12	exceptions 44:5
easy 17:2 29:10	employed 90:8,11 91:7	especially 21:19 34:2	excipient 52:10
67:7 86:20,21,22			excipients 49:11
economic 68:8	employee 90:10	essentially 31:5 establish 37:2	51:18,19 52:2,6 exclude 53:4
77:14,19,22 79:17	employees 6:16	establish 5/:2	exclude 33.4
82:8 85:17			

[excluded - generalizable]

excluded 49:12	68:2 69:16 73:22	filed 73:21	formulation 49:6
52:6	74:1 75:19,22	files 39:20	53:3
exclusively 74:8	76:13	filing 61:12	formulations
exclusivity 47:21	factors 37:8 43:7	film 7:14	51:14,19 52:3,20
48:1	47:14	final 75:14	52:22 53:4
excuse 27:10	failed 68:9 73:5	finally 37:10 51:1	forum 71:3,3
exist 18:2 23:1	fair 57:20 84:14	74:3	forums 10:17
42:21 49:3 56:6	fairly 38:10 51:14	financially 90:12	forward 49:16
63:16	54:15	91:8	77:18 78:2
existing 11:3	fairness 75:20,21	find 8:4 16:16	foster 80:2,8
27:19 30:8 31:6,7	fall 40:17 86:17,19	fine 57:18	fostering 80:7
31:12	87:7	finished 24:2	founder 36:3
exists 48:13 54:22	falling 39:9	fired 82:14	four 6:18 8:8
55:18	falls 39:5	first 7:1 9:12 10:9	51:22
expand 11:9	familiar 25:7	11:6 20:15 36:21	fourth 13:15 71:7
expanded 81:6	33:13	37:13 39:22 40:21	frankly 59:12
expanding 54:10	far 33:12 61:15	43:10 61:21 63:1	free 82:6,7,7
expansions 44:5	80:7 81:2	66:3 72:2 73:8	frequent 24:13
expectation 11:18	farkas 1:21 90:2	74:8	frequently 28:12
13:14	90:17	fit 71:22	31:8 51:15
expectations	fast 47:20 67:1,1,2	five 8:20 30:22	frn 80:4
36:15 80:19	fda 5:4,12 6:7,11	65:22 66:1	frontiers 64:3
expected 13:9	6:14,16 7:2,7,11	fixed 46:7,8	fruitful 77:4
expectedness 15:8	7:18,22 21:4	flexibility 47:8	full 8:3 31:4 88:3
expecting 85:18	26:19 28:8 59:13	focus 77:13	function 27:18,20
experience 20:21	62:13 67:14 70:17	focused 10:15	44:16,22 46:13
23:6	72:16 75:6 84:13	62:8 74:6	functionality 45:9
explain 66:5 74:21	84:22 88:5,11,15	folks 63:9 65:17	fund 80:20
explicit 33:6	fda's 4:3 5:10 7:9	65:18 78:3	fundamentally
exposure 25:22 29:21	7:14 feasible 31:19	follow 13:9,14 26:5 61:18 74:9	73:12 further 12:13
exposures 27:11	february 31:4	78:19 80:22 81:11	56:17 90:10
extent 27:5,15,16	federal 9:5 61:9	followed 25:14	furthermore
31:11 63:8	71:20 78:3 82:17	61:15,16 86:1	44:11
extraordinarily	feedback 30:17	following 7:22	
80:21	feel 44:16,22	29:16	g
extremely 43:1	46:12 72:21	food 1:9 4:6	g 4:1
f	feels 70:9	forcing 84:14	gaba 32:10
_	field 17:1 18:8	foregoing 90:3	gap 14:19
face 30:22,22	34:14	form 15:16 36:22	gate 87:8
facilitating 35:15	fields 15:15	49:13	gatekeeper 65:5
facilities 32:17	fifth 75:14	forms 52:8	general 17:14 40:7
fact 28:10 53:10	figure 63:5 74:10	formulate 20:8	42:16,18,22 82:18
53:14 55:8 58:14			generalizable
63:16 66:16 67:11			82:21

[generate - impairment]

generate 77:18	65:10,14 68:7,13	healthcare 13:4	hope 70:13,14
generic 37:8 38:14	68:14,21 69:12	17:22 18:4	73:4 82:15
39:2,15 40:2,5,10	75:17	healthy 27:7	hopefully 20:1
40:13 49:3,8,9	gotten 66:1	hear 5:7 9:12	27:2
52:4,14 57:8 79:1	grandparents	heard 79:21 81:3	horse 86:17,18,19
79:9 82:6	30:10	hearing 4:3,8,18	huge 34:16
generics 49:2,6	granted 17:21	35:16 61:6 65:3	human 42:1,2
51:12,20 57:9	graph 64:5,5	68:21	humans 42:7
genuinely 70:9	great 28:21 42:5	heart 62:9 65:12	hypervascular
getting 65:15 85:4	68:1	71:8	30:1
give 8:5 24:9 70:2	greater 36:14	held 45:15 62:13	i
72:1	59:14	68:20	
given 7:21 22:21	green 9:20	help 5:10 20:8	ide 23:19 24:3
28:4 58:14,20	ground 6:22	22:8 66:19 74:21	29:11,14 30:7,16
giving 29:11	group 23:5 40:1	80:8	30:18,20 31:9
glad 77:4	44:10 62:8	helped 22:20	32:1
global 18:20	growing 31:14	helpful 54:14	idea 63:11 65:13
globally 19:2	guess 21:9 53:9	57:15	65:14 68:7,14
go 9:11,20 10:6	80:18	hepatitis 27:12	69:11 83:13
25:16 67:1,7,18	guidance 49:16,20	hepatocellular	ideas 64:10,19,20
68:3,11 70:10	50:10,14 51:3	24:11,21 25:6	68:14
73:1 74:19 81:14	guns 64:5	26:10 27:3,8 28:3	identical 29:20
82:3 87:12,16	guys 65:5 68:2,20	28:5,18 30:2	identification 37:8
goal 80:10	85:2	hereto 90:11	identified 13:13
goals 44:10	h	hi 5:14 6:4	14:3 26:8 71:11
goes 85:11		high 14:17 19:8	77:8 82:17
going 5:7 13:18,19	hallway 4:17	42:16,17 43:3	identify 6:7 12:6,7
14:6,7,14 16:3,10	hampshire 1:10	61:19	12:9 80:17 81:12
16:14,15,22 17:1	hand 6:8 16:7	higher 64:22	identifying 12:1
17:13,13 18:3	handle 14:11	highlight 11:16	49:2,3 64:14
19:3,5 23:4,12	17:13	12:14	80:10,13
24:9 34:18 35:2,3	handout 9:6	highlighted 17:19	ides 34:7
53:13,14 54:15	happen 18:16 48:4	highly 46:9	ii 37:3 42:17 50:19
58:1,2 60:3,21	happened 12:8	historical 44:10	58:12,14,21
61:11,12,17,18	happens 10:1	history 14:20	iii 37:3 41:8,8,21
66:2 69:2 72:13	19:16 74:10	16:20 23:17 47:5	42:11,15 43:3
73:9 74:5 79:13	happy 36:9	hmm 51:9 53:12	58:12
79:19 82:15 87:1	hard 35:17 61:8	hold 35:22	illustration 24:10 27:2
87:8,13,19	66:16,19 67:4 72:20	holder 11:20	
good 4:2 5:17,20	hcc 28:13	holds 25:18	imaging 26:5 immediate 40:9
6:1 10:12 18:15	head 46:22	home 89:3	
22:11,18 53:19	health 2:8 6:3	honestly 33:15	impact 31:13 35:8 79:22
61:5 62:14 63:11		hood 85:7	
63:14 64:10,19,20	17:8 40:22 42:3 70:10 73:14		impairment 42:2

implemented 32:2	indication 11:8,10	inhibited 81:18	interpreted 39:9
32:9 43:20 80:6	15:1 23:14 26:20	initial 16:14	57:22
implication 21:14	30:7,14,15 39:12	injectable 38:16	interrupt 7:4 10:3
implications 79:10	40:11	49:5 51:11	intervals 26:4
importance 42:2	indications 39:10	injection 35:1	29:3
important 5:8 9:9	48:18 55:14 81:6	38:15 39:17 58:6	interventional
27:6 31:19 35:17	indifferent 82:1	injury 42:4	26:14 32:14
38:1 43:1 67:9,17	indiscriminately	innovate 40:15	interventions
72:16 83:7	47:16	innovation 20:15	38:21
impossible 75:12	individual 7:20	47:4 80:7,9 81:18	interviewed 32:14
impressed 61:14	35:1 40:7,19	82:14	intraluminal
impression 86:4	inds 60:14	innovative 80:2	38:10
improve 11:6 50:4	industry 10:17	innovator 36:9	introduce 5:13
improved 11:5	85:21	82:10	introduced 37:16
improvements	inflammation	innovators 36:16	55:9
44:16	38:20 39:13 58:18	47:4	introduces 18:22
incentivize 68:1	inflammatory	input 4:19	40:3 55:11
87:4,5	38:19 39:1,7	insightful 88:14	intuitive 69:12
incidence 24:21	inflated 37:18	instance 35:5 74:7	inventor 36:9
include 19:1 48:15	influence 81:5	instances 23:9,16	invest 64:12
52:10,19 55:7	inform 5:10 18:3	institute 24:16	investigational
56:11,20	informal 7:1	instructions 9:13	23:1
includes 62:4 63:6	information 5:4	insult 27:9	involved 10:16
including 7:15	12:17,18,20 13:1	intelligent 77:6	73:21 74:16
11:21 15:15 24:3	13:19 14:7,11,14	intelligently 79:16	ionically 29:17
38:14 44:16 47:12	15:15 17:12 18:2	intend 8:3	issue 17:3,4,5
48:18 49:1	18:6 20:1,2,3,22	intended 36:14	20:20 35:17 53:18
incorporate 50:10	21:16,19 22:10	38:6,8 40:18	53:18,20 63:3,6,9
54:1	33:16 40:16 48:11	intent 39:5 43:19	73:21 75:18 76:7
increased 24:22	48:15,17 55:7	45:5,6 47:10	77:19 78:1 85:14
increasing 11:12	56:20 74:7,14	intentions 18:15	85:17
incredibly 54:2	75:1 82:18 83:3	interaction 12:21	issued 48:5
incrementally	88:15,22 89:1	16:17 17:5	issues 40:22 41:3
47:6 58:19	informative 88:3	interest 10:22	41:11 48:9 49:17
incurred 57:6	informed 17:10	37:17 39:18 55:1	53:5 62:19 66:10
incurring 40:11	infrastructure	interested 6:10	76:15,15 77:14
ind 34:9 35:6	15:9	8:16 9:3 40:1 80:1	85:20 88:9
independent	infusion 37:15	90:12 91:8	it'll 72:16 81:16
46:19	38:8	interfere 4:12	81:17
independently	inherent 42:9	intermediate 25:5	i'm 78:8
	I.	25 11 26 0	•
50:17	inherently 41:7,18	25:11 26:9	ì
50:17 indicated 24:19	inherently 41:7,18 43:2 48:6	international 2:10	j january 0:1 88:20
	,		january 9:1 88:20
indicated 24:19	43:2 48:6	international 2:10	

[jessica - manufacture]

jessica 91:2,13	49:14 52:14,16	leverage 49:21	look 14:2 40:21
job 75:17	53:14 54:11,22	leveraging 50:1	43:7,10 65:13
john 2:2 5:14	55:21	levers 67:13,14	72:10 77:3 85:7
june 30:17	labeled 4:22	liability 40:3,11	looked 71:14
juvenile 56:10	labeling 12:3	57:5	looking 27:2 28:4
k	17:14 37:9 39:2,6	life 42:1 69:17	59:11 64:1 67:12
k 38:2,4 41:16	39:14,18 40:2,14	85:3	loose 39:3
42:19 50:18 58:15	48:11,14,16 49:12	lifetime 28:14	lot 30:11,14 33:17
76:19	52:7,17,18 53:2	light 9:18	66:17 68:14,16
keep 6:20 9:15,16	53:15 55:7,19,20	limitations 7:13	88:15
10:4 49:6 51:12	56:5,6,7,8,12,12	17:18	loved 75:16
81:14,17	56:14,18 57:7	limited 40:4	low 42:21
keeping 6:13	59:6 60:16 62:9	line 17:16	lower 65:9 73:3,4
key 14:17	lack 25:10 39:18	lines 64:3	73:6,7
khaudeja 2:10 3:4	85:16	linked 46:11	lumen 58:7
10:9	language 79:10	listed 8:6 48:3	luxury 6:19
kind 20:20,21	large 34:21 77:21	listen 6:14 79:18	m
21:2 53:7 76:6	larger 53:1	listening 7:6	magnitude 17:7
77:15 81:7	lauren 6:7	literally 81:11	maintain 16:12
kirk 2:13 3:6	law 33:7 67:19	literature 21:17	58:3,7
35:12,22 75:16	80:12	22:11 82:20	maintained 18:20
know 14:18 15:21	laying 83:19	little 12:12 56:17	major 77:13 82:8
17:6 21:13,22	lead 42:10	61:21 66:21 77:15	maker 19:6 40:7
51:14 54:20 59:22	leading 69:9	79:21 81:1	45:8 52:17 53:2
63:19 64:4 65:7	leads 45:8	lived 18:9	54:9,10
66:8 68:4 70:3,20	learn 16:20,21	liver 24:12 25:9	makers 40:10,14
71:1 74:17 78:20	learned 72:21	26:14 27:16,18,20	makeup 51:22
80:1 82:20 84:1	leave 19:17 20:6	29:6	making 27:13
84:18 85:1,5,8	led 17:3 27:17	load 27:11 29:17	39:18 49:22 50:3
knowledge 23:18	60:1	lobby 4:16	65:17 74:18 86:20
82:21 84:18 90:7	lee 2:9 6:4,4	local 27:22 36:7	malfunction 13:10
known 26:16	left 9:21	39:13 58:17	16:1
28:20,20 33:17	legal 40:22 53:17	localized 39:1,7	malfunctions 16:3
35:19 38:15 42:11	77:1	located 4:16	maloney 2:3 5:17
43:5 53:5 54:2,3	legally 38:13	location 27:5	5:18 59:2
70:22	41:14	locked 40:14	manage 21:14
knows 33:12	legislate 75:4	logistical 18:7	73:19 75:7
l	length 14:19	logistically 18:16	management
	lens 62:19	long 26:17 47:5	73:16
lab 85:4	letters 30:21	52:9 57:19 73:21	mandate 67:22
label 17:16 18:5	letting 39:19	79:6	mandated 42:22
20:9,11 26:21	level 14:17 15:3	longer 32:4	43:2,22
28:15 31:8 32:4,8 39:4,8 40:8 44:5	22:5 48:13 54:21	longest 34:2	manufacture
37.4,0 40.0 44.3	55:6,17 61:19		37:14

[manufacturer - new]

manufacturer	measures 44:15	meta 16:7	88:4,13
16:11 17:12,20	mechanical 36:2	method 32:5,6,19	move 8:3
18:17,18,21 19:15	38:20 44:21	34:18	moving 34:1
19:19,21 20:22	media 6:9,17 7:10	methods 48:5 50:4	multifactorial
21:7,8 22:9 57:4,6	7:12	michael 1:21 90:2	27:20
manufacturer's	medical 2:12	90:17	multiple 19:18
57:10	11:22 22:17 23:16	micro 37:15	49:1 50:2 59:21
manufacturers	24:7 29:12,13	microneedle 37:18	multitude 31:1
13:17 17:10 39:16	31:14,15 32:17	miller 68:22	n
marked 30:6	36:8 46:5 47:10	millions 42:8	
market 5:2 10:14	60:9 72:13	mind 71:13 72:17	n 1:22 3:1,1 4:1 name 4:5 35:22
10:22 11:20 19:4	medically 36:16	mindful 67:10	
19:9 20:4 31:22	medication 37:7	mine 68:22 79:3	49:8,9 52:4 names 10:10
34:3 52:1 57:9	48:10 54:19	minimum 43:21	names 10:10 national 24:16
68:4 73:16,19	medicine 35:18	minuses 86:14	
74:3 80:14	50:15 60:8	minute 7:21 8:20	26:12
marketed 1:4 4:4	medsystems 2:13	9:21	navigate 78:17 naïve 15:12
11:5,8 38:4,13	35:13 36:5 37:14	misappropriate	nda 34:9 49:7
41:14 49:2	50:13	82:10	
marketing 4:22	meet 55:21	missing 14:20	51:17 76:18,20 86:13
19:16 41:19	meeting 4:15 5:5	81:21 83:1	ndas 82:22
marketplace	6:11,14 7:1,6,6,9	mit 36:1	
73:11	7:17,19 8:12,14	mix 16:2	nearly 24:11
markets 19:12	8:19,22 22:20	mixed 25:13	necessary 36:17 neck 47:1
marriage 66:17	31:1 36:10 61:6	mm 51:9 53:12	need 12:13 14:9
maryland 90:19	62:13,14 74:5	mobile 4:11	15:22 24:7 25:3
master 39:19	88:9,11,19,22	mode 35:2 45:14	29:13 31:14,15
master's 36:1	89:3,4	45:21 57:17 76:8	36:14 53:13 64:12
materials 64:2	melodie 2:12 3:5	76:14	67:9 68:3 70:12
85:8	22:16	moderate 42:17	70:21 76:22 79:20
matter 66:16 68:2	members 6:8,15	42:21	80:17
75:19	7:2 32:15 71:10	modifications	needed 67:6
matters 20:14	81:21	43:9	needs 33:21 53:8
maze 77:7	memo 83:6 85:11	molecule 21:22	72:14,15 87:19
md 1:11	mentioned 68:20	69:10,12,17 84:20	negatively 81:4,13
mdr 15:16	mercator 2:13	money 70:1 73:6	82:13
mean 19:14 34:14	35:13 36:5 37:14	77:18 80:15 81:17	neither 81:13 90:7
68:8,9 76:2 79:11	50:13	84:9	91:6
79:13 82:9 86:9	merely 41:12	monitor 16:13	nervous 84:22
meaning 74:21	meric 2:12	month 61:8	network 26:13
means 8:4 26:21	merit 22:17 29:12	mood 67:19	never 69:19,21
67:5 71:14 86:21	message 73:13	morning 4:2 5:17	new 1:2,10 4:4 5:3
meant 51:13	met 59:19	5:20 6:1 10:12	11:4 13:20 17:11
		22:18 61:5 79:5	19:1 33:19 40:2,3
			17.1 33.17 70.2,3

	offered 50:10	organiza 22:20	narticipants 7:1
41:12 43:14 48:4		organize 22:20	participants 7:4
48:7,17,18 53:14	office 2:2,9 5:15	organizing 61:6	participate 68:18
55:9,12 56:2,3,3	6:4 65:7	62:15,21	participated
57:8 60:19,21	officer 4:8 36:4	organs 25:10	62:12
77:19 80:12	90:2	outcome 44:15	particular 49:21
nice 75:17	offset 40:4	45:7 67:12 90:12	56:21 69:9 83:15
non 44:9	oftentimes 51:17	91:8	particularly 27:4
normal 45:2	oil 25:13	outcomes 28:22	35:20 86:9
normally 34:21	okay 57:20 58:10	46:10,12	parties 9:3 90:9
54:6	66:15 69:4 86:17	outflow 25:20	90:11 91:7
north 24:17	old 40:14 48:2	29:20	partner 87:18
notary 90:1,18	55:21	outline 6:21	passionate 62:3
note 38:1	older 47:5	outlined 11:19	patency 45:12
notice 9:5 61:9	once 6:19 9:8	55:13	46:11 58:7
71:20 78:4 82:17	34:21 88:17	outside 4:15 8:19	patents 48:2,4,7
notified 19:19	oncology 26:12	37:21 39:9	path 41:17 59:17
novel 35:18 47:1	open 8:13,16 9:1	overall 24:20 27:3	77:6,7 78:1
48:4 54:6	34:22 38:21,21	28:13 47:3 79:22	pathway 13:11,15
november 1:5	52:1 60:14 87:19	owned 56:19	42:19 43:3 50:18
31:3	88:19	78:12	66:13 67:5 71:11
novo 42:19 50:18	opened 58:9	ownership 72:5	73:18 76:2 78:18
58:12,14	openness 45:11	owns 18:21	80:2,6,13,17,20
nullify 56:12	operated 56:19	p	81:4,11 85:15,20
1 10 10			06.5 6 10 12 20
number 10:13	operates 61:22	n 1·22 22 4·1	86:5,6,12,13,20
39:22 52:20,22	opinion 10:18,19	p 1:22,22 4:1	87:14
39:22 52:20,22 69:22 70:3 74:18	opinion 10:18,19 67:10 71:19	pace 45:8	87:14 patient 13:5 16:9
39:22 52:20,22	opinion 10:18,19 67:10 71:19 opportunity 4:19	pace 45:8 package 30:16	87:14 patient 13:5 16:9 29:4 46:2 63:1,1
39:22 52:20,22 69:22 70:3 74:18	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17	pace 45:8 package 30:16 paclitaxel 59:18	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15
39:22 52:20,22 69:22 70:3 74:18 80:19 o	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5
39:22 52:20,22 69:22 70:3 74:18 80:19 o 3:1 4:1	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7
39:22 52:20,22 69:22 70:3 74:18 80:19 o 3:1 4:1 obligation 19:20 71:1 74:12	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20 71:1 74:12 observation 70:5	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22 optimal 64:15 optimization 64:6	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12 6:15 7:2,7,22 8:2	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8 47:1 56:10 71:1
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20 71:1 74:12 observation 70:5 observations	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22 optimal 64:15 optimization 64:6 optimizing 81:17	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12 6:15 7:2,7,22 8:2 20:18 22:19 32:22	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8 47:1 56:10 71:1 pattern 53:10,14
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20 71:1 74:12 observation 70:5 observations 61:20	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22 optimal 64:15 optimization 64:6	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12 6:15 7:2,7,22 8:2 20:18 22:19 32:22 33:12 35:15 51:6	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8 47:1 56:10 71:1 pattern 53:10,14 pay 72:11
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20 71:1 74:12 observation 70:5 observations 61:20 obtains 5:4	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22 optimal 64:15 optimization 64:6 optimizing 81:17	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12 6:15 7:2,7,22 8:2 20:18 22:19 32:22 33:12 35:15 51:6 60:13 77:11 88:5	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8 47:1 56:10 71:1 pattern 53:10,14
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20 71:1 74:12 observation 70:5 observations 61:20 obtains 5:4 obvious 36:18	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22 optimal 64:15 optimization 64:6 optimizing 81:17 orally 61:12	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12 6:15 7:2,7,22 8:2 20:18 22:19 32:22 33:12 35:15 51:6 60:13 77:11 88:5 88:10	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8 47:1 56:10 71:1 pattern 53:10,14 pay 72:11
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20 71:1 74:12 observation 70:5 observations 61:20 obtains 5:4 obvious 36:18 obviously 12:18	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22 optimal 64:15 optimization 64:6 optimizing 81:17 orally 61:12 orange 48:3,6	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12 6:15 7:2,7,22 8:2 20:18 22:19 32:22 33:12 35:15 51:6 60:13 77:11 88:5 88:10 paradigm 21:10	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8 47:1 56:10 71:1 pattern 53:10,14 pay 72:11 peel 77:15
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20 71:1 74:12 observation 70:5 observations 61:20 obtains 5:4 obvious 36:18 obviously 12:18 67:17	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22 optimal 64:15 optimization 64:6 optimizing 81:17 orally 61:12 orange 48:3,6 order 6:20 11:13	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12 6:15 7:2,7,22 8:2 20:18 22:19 32:22 33:12 35:15 51:6 60:13 77:11 88:5 88:10 paradigm 21:10 86:13	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8 47:1 56:10 71:1 pattern 53:10,14 pay 72:11 peel 77:15 pejoratively 82:9
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20 71:1 74:12 observation 70:5 observations 61:20 obtains 5:4 obvious 36:18 obviously 12:18 67:17 occasion 34:9	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22 optimal 64:15 optimization 64:6 optimizing 81:17 orally 61:12 orange 48:3,6 order 6:20 11:13 44:13	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12 6:15 7:2,7,22 8:2 20:18 22:19 32:22 33:12 35:15 51:6 60:13 77:11 88:5 88:10 paradigm 21:10 86:13 part 29:12 70:17	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8 47:1 56:10 71:1 pattern 53:10,14 pay 72:11 peel 77:15 pejoratively 82:9 people 18:8 22:20
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20 71:1 74:12 observation 70:5 observations 61:20 obtains 5:4 obvious 36:18 obviously 12:18 67:17 occasion 34:9 occur 12:22 22:5	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22 optimal 64:15 optimization 64:6 optimizing 81:17 orally 61:12 orange 48:3,6 order 6:20 11:13 44:13 organization	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12 6:15 7:2,7,22 8:2 20:18 22:19 32:22 33:12 35:15 51:6 60:13 77:11 88:5 88:10 paradigm 21:10 86:13 part 29:12 70:17 83:18	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8 47:1 56:10 71:1 pattern 53:10,14 pay 72:11 peel 77:15 pejoratively 82:9 people 18:8 22:20 23:20 64:18 69:8
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20 71:1 74:12 observation 70:5 observations 61:20 obtains 5:4 obvious 36:18 obviously 12:18 67:17 occasion 34:9 occur 12:22 22:5 occurrence 70:14	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22 optimal 64:15 optimization 64:6 optimizing 81:17 orally 61:12 orange 48:3,6 order 6:20 11:13 44:13 organization 10:20 12:5,6 13:9 13:19 14:4,5,9,22 15:7,10 16:15	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12 6:15 7:2,7,22 8:2 20:18 22:19 32:22 33:12 35:15 51:6 60:13 77:11 88:5 88:10 paradigm 21:10 86:13 part 29:12 70:17 83:18 partial 88:13	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8 47:1 56:10 71:1 pattern 53:10,14 pay 72:11 peel 77:15 pejoratively 82:9 people 18:8 22:20 23:20 64:18 69:8 79:20 84:19 85:18
39:22 52:20,22 69:22 70:3 74:18 80:19 o o 3:1 4:1 obligation 19:20 71:1 74:12 observation 70:5 observations 61:20 obtains 5:4 obvious 36:18 obviously 12:18 67:17 occasion 34:9 occur 12:22 22:5	opinion 10:18,19 67:10 71:19 opportunity 4:19 22:19,21 83:17 oppose 70:15,16 opposition 70:17 70:22 optimal 64:15 optimization 64:6 optimizing 81:17 orally 61:12 orange 48:3,6 order 6:20 11:13 44:13 organization 10:20 12:5,6 13:9 13:19 14:4,5,9,22	pace 45:8 package 30:16 paclitaxel 59:18 page 3:3 73:13 83:5 85:11 pages 79:6 panel 4:11 5:12 6:15 7:2,7,22 8:2 20:18 22:19 32:22 33:12 35:15 51:6 60:13 77:11 88:5 88:10 paradigm 21:10 86:13 part 29:12 70:17 83:18	87:14 patient 13:5 16:9 29:4 46:2 63:1,1 63:13,15 patient's 46:5 patients 18:3 19:17 24:3 27:7 28:5,11,13 42:8 47:1 56:10 71:1 pattern 53:10,14 pay 72:11 peel 77:15 pejoratively 82:9 people 18:8 22:20 23:20 64:18 69:8 79:20 84:19 85:18 86:5

[perception - process]

noncontion 62.9	nionog 71.15.22	noggibiliting 20:0	nmagamya 45.7 0 11
perception 63:8	pieces 71:15,22	possibilities 29:9	preserve 45:7,9,11
performance	83:1,2	possibility 21:9	president 36:4
44:10 64:3	pioneer 40:12	34:4	presiding 4:7
performed 59:22	place 17:22	possible 6:21 48:9	press 6:7
performing 26:22	placed 44:18	70:7	pretty 63:4 69:12
period 8:3,13,17	places 12:21	possibly 23:14	69:18 76:9
periodic 16:10	plan 11:20 72:4	post 10:14,22 19:4	prevails 47:18
peripheral 38:7	83:7	20:4 31:22 34:3	prevent 48:12
38:22	planning 85:12	73:16,19 74:3	prevented 15:4
perivascular	platforms 14:10	potential 4:19	preventing 42:2
38:10 39:11	play 53:11 59:3	30:9 34:1 42:3	prevents 25:17
permitted 7:13	playing 59:6	54:19 55:5,10,12	previously 23:12
person 88:8	plays 27:6	87:18	30:1,3 38:4 71:5
personal 10:18	please 4:10 6:9,11	potentially 19:22	78:12
22:4	9:5	28:1 82:21	primarily 27:11
personally 81:20	plus 21:21	practice 43:20	primary 24:12
81:22	pluses 86:14	practices 17:15	28:7 35:7 45:14
perspective 11:1	pma 23:19 24:4	pre 30:16 31:22	45:21 46:9,11
39:21	31:20 33:5 41:6	precautions 48:19	57:17 76:8,14
persuasive 65:4	41:18 42:16 76:13	precedent 60:3	principal 2:1 4:5
ph.d. 36:1	76:19	precisely 63:16	principle 62:15,21
pharma 14:22	pmas 34:7 41:21	predicate 41:14	prior 30:6 79:2
34:11 76:17 80:14	60:2	predominant	priorities 37:12
84:10	podium 9:17,19	34:18 35:2	49:19 50:11 51:2
pharmaceutical	point 18:7 24:9	predominantly	priority 47:21
2:11 68:17 70:21	52:5 58:1 66:3,5	38:22	65:1
71:17 72:5,7,11	68:16 73:1,8	preference 22:4	prism 74:16
72:19 73:11 78:13	75:14,14 76:5	premarket 41:6	private 71:3
82:13 87:10	pointed 85:6	prepare 12:6	probably 35:8
pharmacology	points 36:19 65:22	prepared 16:16	85:11
48:21	66:2	77:17 91:3	problem 26:1 82:8
pharmacovigila	policy 5:10,15,18	present 8:9,11	82:8
13:21 17:15	7:9 49:15,20 51:3	27:1 42:3	problems 82:6
phase 23:21 29:14	62:22 63:5 67:13	presentation 6:20	procedural 46:19
31:18	67:14	7:4,16,22 8:11	procedure 28:8
phones 4:11	policymaking	9:22 54:14 61:14	procedures 7:10
phosphate 38:15	50:6	69:1 74:4 77:14	proceed 10:8
39:17	population 28:4	presentations 8:6	proceeding 90:3
physical 44:20	29:5	8:18 10:9 88:6	proceedings 7:11
physician 20:14	posed 71:8	presenter 7:3 9:14	7:15 90:4,6
physicians 26:21	position 53:8	presenters 6:15	process 24:4 29:11
27:13 29:8 32:18	positions 62:22	9:14	31:5 36:13 37:1
pick 81:15	positively 81:13	presenting 8:16	47:3 50:6 70:18
	_	36:10 75:17	83:18 84:8,15
			<u> </u>

[processes - recognize]

processes 15:18	protect 17:8	pursued 68:8,13	raised 83:13
product 11:1,17	protected 86:5	68:15	raising 85:21
11:19 12:17 13:3	protection 85:19	pursuing 15:1	randomized 44:9
13:13 17:17 18:10	prove 72:9,15	54:10	range 23:6 33:12
18:11,17,20 19:9	78:5 87:9,17	purview 40:18	39:6 58:16
21:3,20 28:8	proven 72:15,18	push 37:18	rapid 32:8
46:18 52:14 55:3	78:8,11	put 61:10 62:22	rare 70:14 71:21
59:7 76:7,9,12	proves 78:15	77:18 80:5 88:11	72:13 79:19
79:22 81:6 85:4	provide 4:18 9:13	putting 71:16	rate 11:15
87:3	10:5 36:21 37:13	q	rates 24:22 25:1
production 64:3	40:16		react 16:16
productive 88:13	provided 24:14	qualifies 41:13	reacting 16:15
products 2:2,14	48:11,13 52:17	qualify 42:18	reactions 48:20
5:16 23:5,17	54:21 55:18 88:14	quality 17:2,4 24:7	read 39:8 78:3
31:13 33:9 41:22	88:22		ready 16:6
45:20 47:10 54:20	provides 24:10	quantity 43:21 question 7:3 10:13	real 44:8 50:1
55:3 59:13 60:2	46:18	13:18 14:6 20:11	67:14
61:4 62:4	providing 61:19	20:20 22:22 40:21	realistic 23:22
professional 13:4	proving 76:15	41:2 43:7 48:8,22	reality 40:9 42:5
18:1	provision 31:21	51:8 52:12 53:9	really 5:8 54:14
professionals 18:4	67:20	53:19 54:16,16	63:12,13 65:13
profile 11:17	provisions 15:14	62:1 63:7,17 68:7	66:9 67:15,17
16:12 18:17,20,21	33:6 47:19,22	75:8 77:13 79:7	68:7 74:9 75:3,15
22:2,4 37:2 42:7	48:2	79:18 82:16 83:6	77:8 84:3,22
42:12 43:5 57:3	public 4:3,19 5:5,6	83:7,9 85:11 86:2	reason 10:21
58:20	5:10 6:11,14 7:9	questions 6:10 7:8	11:15 19:14,14
profiles 35:21	7:11,14 8:13,17	8:1,2 12:11 15:13	56:3 65:10 68:12
program 66:12	9:8 17:8 21:16	20:18 22:13 32:22	reasonable 31:16
81:19	35:15 36:20 40:20	34:6 35:10 40:19	37:6 43:15 44:6
programs 5:21	40:21 70:10 71:3	51:6 58:22 60:22	44:19 47:9 50:8
81:16	73:14 90:1,18	61:16,17 71:8	50:21 59:19
projects 70:6	publications	77:11 80:3 87:22	reasons 11:6 15:2
promise 83:10	28:19 30:13 32:7	quickly 66:2	39:22 64:22 68:17
promote 36:15	publicly 22:10	r	69:2,6,7,22 70:11
promoting 17:20	82:20		recall 18:10,10,11
prompt 30:17	published 23:15	r 1:22 4:1	18:14
proposal 36:11,18	24:18 32:10	rachel 2:1 4:5	receive 28:15
37:11 40:18 41:17	pubmed 28:17	radiological 2:7	74:11
43:11 71:9	pull 18:13	6:3	received 32:13
proposed 1:2 4:3	pulling 34:19	radiology 26:15	receiving 28:6
11:4,5 39:4 43:9	purpose 4:18 6:13	32:15	recesses 72:17
43:12	pursue 5:3 56:16	rails 82:3	recognize 62:10
prospective 23:21	63:12,14	raise 41:10 55:6	65:3
31:18		65:7 73:6	

recognized 26:18	41:3 43:3,20	reprove 78:14	rider 82:6,7,7
recommendation	44:13 46:6 49:17	reproving 78:7	right 4:17 13:13
31:9	49:18,22 50:3,16	request 9:14 10:3	17:21 20:10 21:12
recommended	51:1	40:20 41:5,9	22:9 28:19 32:12
13:6 33:2	related 10:14,15	requests 36:12	34:19 52:15 56:9
record 7:14 90:6	12:18,19 13:8	require 42:16,18	57:5 59:12 61:18
recorded 90:4	24:13 48:17 76:15	47:14 52:14 72:3	62:16,20 63:2,5
recur 15:22	90:8 91:6	required 43:22	65:10,20 66:6,11
recurrences 28:12	relatedness 15:20	requirement	66:11 67:20 68:4
red 9:22	relates 37:5,11	11:18 16:14 31:15	68:16 69:20 72:21
reduce 38:20	relationships	44:7,18	73:7 75:5,9,20
reduced 90:5	21:11	requirements 73:9	78:10 80:17 81:13
reemphasize	relative 90:10	requires 44:3,15	82:5 84:8 87:1,6
11:15	relatively 34:4	requiring 41:6	rising 25:2
reference 17:9	relevant 44:4 46:9	research 2:4,6	risk 18:17 37:2
23:4 33:6 34:7	48:16 62:1	5:19,22 83:5	42:4,11,14,16,17
39:19 48:1 49:7,9	reliance 72:18	resectable 25:9	42:21 43:3,4
51:16,21 52:4	82:16	resection 27:22	58:20 73:10,15
referenced 42:6	rely 21:21 22:11	28:11	risks 50:17
45:5 53:4	44:20 82:19 83:3	resources 63:18	risky 70:9
references 48:6	85:9	64:8,12 84:9	robust 20:11
referencing 4:20	remaining 27:20	respect 72:4 83:6	role 27:6
24:6 31:10 36:13	remarks 10:2	respond 36:20	room 4:13,15 8:19
referring 49:4	18:19 20:17 22:14	responding 12:1	route 11:14 15:1
reflect 10:19	35:10 65:21	response 24:6	16:18 19:1 39:11
regard 42:15 50:7	reminder 88:19	30:21 48:7,8,22	41:18 71:6
73:15	removals 17:1	51:8	rule 52:19
regarding 20:20	removed 72:8	responsibility	rules 6:22 7:1 76:9
regardless 53:17	repeat 16:21 69:2	15:11 57:4,10	79:5
78:22 86:7 87:14	replace 72:14	restate 85:22	S
87:15	replaced 72:15	restores 45:1	s 1:22 3:1 4:1
register 8:10 9:5	report 13:11,11	restrooms 4:16	safe 23:17 42:7
61:9 71:20 78:4	19:20	result 27:9 41:17	47:5 89:2
82:17	reported 1:21	59:4,11	safely 45:1
registered 7:20	14:14 17:11 57:2	resulted 28:18	safety 10:14,22
registration 4:15	reporting 10:14	32:1 44:11	11:7,16 12:16,18
8:18 9:6	12:1,12 13:7,10	resulting 31:2	12:19 14:20 15:4
registries 24:18	14:13 16:11	review 23:19 24:8	16:11 18:5 19:4
regulated 43:4	reports 19:18 20:1	31:5,9,20 47:21	19:14 20:4,13,14
59:13	21:3	63:22 74:15 85:2	20:15,22 22:2,3,7
regulating 47:7	represent 10:19	88:21	23:6,13 30:4,9,11
regulations 47:19	61:7,11	reviewing 85:2	31:12,16 35:20
regulatory 5:21	representatives	ride 86:18	38:3 41:11 42:11
36:15 37:11 40:22	7:12		43:12,15 44:2

[safety - stage]

	T	T	T
47:17 50:21 53:5	sending 14:15	significantly 14:4	71:7 72:17 80:18
57:2 63:3 65:9	senior 63:19	24:22	82:7 83:13 84:10
66:10 72:3 74:3	sense 39:21 47:18	silence 4:10	85:18 87:13
76:16	69:12	silver 1:11	sought 29:13
salad 25:14	sensible 53:22	similar 45:5 47:10	sound 71:12 79:4
salient 76:4	sent 30:16 79:5	similarly 15:20	79:13
sat 63:21	separately 23:8	simple 19:9 62:21	sounds 63:14 78:9
saying 52:13	46:16	63:4 79:7	source 22:12
53:16 76:11 78:1	serve 4:7	simply 41:16 49:9	sources 82:18 83:2
78:18 81:9,9 84:7	set 12:5,9 60:3	single 14:8 18:10	speak 7:20 8:12
85:14 86:3,4	76:9	49:7	9:17 22:21 33:11
says 56:9 65:7	settings 79:8	sir 33:4	speaker 8:1,4,20
69:10 87:9	seward 2:13 3:6	sit 81:20	9:12 10:9 22:16
scarce 63:17 64:8	35:12,14,22 51:9	site 36:7 37:17,20	35:12 61:3
schedule 9:16	51:16 52:15 53:12	sitting 65:2	speakers 6:18
scheduled 6:20	53:19 54:17 55:11	siyeon 2:9 6:4	7:16 8:4,8 10:5
8:14	56:22 57:5,12,19	size 24:7 27:5	20:7 88:2,6 89:2
science 36:4 37:11	57:21 58:13 59:9	33:22 46:8	speaking 6:10
49:19 51:1 63:4	61:2	sizing 46:4	50:12
74:17,22	share 74:13	skills 90:7	special 42:18
scientific 21:21	sharing 10:18	skirting 79:12,14	specific 24:9 30:7
40:22 53:18,20	sherman 2:1 4:2,5	79:14	36:7 41:3 46:2,3
69:5	6:6 20:17 22:13	slot 7:21	48:1 49:11 52:4
scientist 78:6,7,8	22:16 32:21 34:6	slots 6:20 8:20	52:14 56:20 69:15
scope 23:22	35:9,12 51:5	slow 66:22	80:3
search 28:16	54:12 56:16 57:1	small 9:18 80:21	specifically 10:15
second 11:9 24:12	57:8,14,20 58:10	smart 79:4	11:2,22 12:20
40:7 52:12 68:16	58:22 60:22 61:3	smith 6:7,12	13:7,20 16:9
73:10	77:10 87:22	social 64:15	39:11 42:9 53:3
section 48:16	shifting 58:19	societal 64:7	specify 10:16,17
49:13	show 64:6 68:11	society 2:10 24:15	spectrum 34:16
sections 56:4	84:1	26:11,11,14 32:14	spending 85:3
see 9:5,18 11:3	shows 49:16	sodium 38:15	spent 66:17 84:19
58:10 64:18 82:12	shuren 2:7 6:1,1	39:16	spoke 34:7
84:3	33:1,2,5	sold 40:5	sponsor 5:2 49:8
seeing 65:19	shuttled 75:1	solicited 40:20	sponsors 4:21
seek 4:21	side 14:15 27:18	solution 38:16	36:16
seemingly 45:2	53:15 81:2,2	49:5,6 51:11,12	spot 80:5
seen 27:13 33:20	86:19 87:7	somebody 68:3	spring 1:11
45:8 62:18	sides 86:16	son 68:5	squarely 40:17
select 77:9	sign 4:14 6:9 8:18	sorry 28:17 64:21	staff 88:11
selective 38:7	significant 14:19	83:8	stage 23:2 25:5,11
sell 40:10	67:15 69:19	sort 54:15 61:19	26:10 27:14,15
		62:9 66:9 70:20	

stages 29:5	studies 23:21 24:1	56:7,11,18 57:11	talk 75:8 87:3
stakeholders	24:1 29:1,10	supplied 72:6	talked 14:19 82:6
88:17	31:18 60:1 83:22	support 41:22	82:19
stand 17:22 20:13	study 5:9 15:3	44:13 65:15 81:16	talking 10:21
83:8	26:13 29:14 32:1	supportive 53:21	14:15 18:13 20:7
standard 25:11	32:9,10 33:22	suppose 16:5	21:5 62:10 70:6
26:7,9,22 32:3	36:22 37:14 75:18	17:10	70:20 71:15 78:10
43:11,13,14,16	studying 17:6	sure 15:6 22:6	78:11 80:12
44:7,15,19 45:18	38:12,19 69:17	33:12 51:16 54:11	tapping 84:21
46:7,13 47:9,11	84:20	57:13 58:11 59:2	target 37:17,20
47:16 48:14 55:19	stupidest 78:6	64:13 76:22 78:8	targeted 25:17,21
55:22 59:7,9,10	subject 7:9,13	78:20 85:13 86:1	task 72:22
59:13,19,20 60:7	submission 29:14	surgical 46:19	tax 67:19,20
60:20 73:3,4	43:8 76:18	surrogates 44:22	technical 54:15
standards 37:5	submissions 23:19	surrounding 48:9	technology 36:4
43:18,22 44:11	submit 9:3,8 16:6	surveillance 16:13	tell 19:8 61:21
45:16,17 47:15	88:18	survey 32:11	81:21
50:7,9,19,22	submitted 5:6,9	survival 44:17,22	tend 66:21
standing 10:21	30:18 31:2 89:1	46:13	tenor 71:19
standpoint 64:7	submitting 10:6	sustain 41:22	term 34:2 77:1
87:3	subsequent 24:4	sustained 29:19	terms 28:17 59:4
start 82:4	30:20	synthesis 50:2	terribly 65:4
state 90:19	substance 75:21	syringe 35:1,3	terrific 68:22 74:4
statement 41:9	substantial 37:5	57:19	85:2
66:4 71:12,13,14	38:3 42:1 43:13	system 14:8 64:14	testified 68:21
statements 6:17	44:2,14 46:12	68:8	testing 55:5
stays 29:18	47:17 50:9 59:20	systemic 25:21	thank 6:6 10:8
stents 45:9 59:16	66:13 72:10 73:9	29:21	20:16,17,19 22:12
step 40:8 75:6	substantially 31:7	systems 2:12	22:14,15,18 32:20
steps 88:21	41:13	19:10 22:17	32:21 35:9,10,11
straightforward	substitution 40:9	t	35:14,14 51:4,5
38:11 60:1	subtract 72:7	t 3:1,1	54:13 58:22 61:1
streamline 50:4	suddenly 19:13	table 8:19 9:7,19	61:2,5 77:10,12
strength 49:13	suffice 17:8	75:10 85:1	88:1,6,10
strengths 52:8	sufficient 55:6	tables 4:15	thanks 52:11
strictly 39:8	suggesting 67:21	tace 28:15 32:4	56:15 85:9
strong 36:17	73:22 83:16	take 8:2 20:11	theme 45:4
strongly 9:2 51:2	summarize 50:12	28:10 29:4 31:11	therapeutic 35:19
structure 61:18	53:7,8 69:5	31:20 34:14,18	37:20 38:9 39:5
62:7	summary 77:3	72:12 80:7	46:18
struggling 63:9,20	79:4	taken 23:18 24:8	therapies 35:18
studied 17:6,7	supplemental	33:21 39:22 40:11	36:17
19:11,12	48:15 49:14 52:16	54:3 60:7 90:3,9	therapy 28:7 60:9
	52:18 53:2 56:5,5		

thing 57:14 69:19	thursday 1:5	treated 60:5 87:17	u
72:20 78:6 79:19	time 6:19 7:21 8:6	treatment 25:5,7,8	
81:7 82:12 84:10	9:10,15,22 10:4	25:11,21,22 26:4	u.s. 24:14 27:12
87:2,9	18:2 26:17 28:4	26:9,16 27:6,14	ultimately 31:2
things 64:2,6,22	32:2,9,17 33:16	28:14,20 29:3	unavoidable 63:7
70:3 71:2 72:18	51:4,19,20 66:17	32:6 34:18 44:9	underestimating
78:17 87:3	84:9	treatments 46:3	71:21 78:4
think 14:22 18:7	times 5:7 34:17	trial 21:17 50:5	underlying 27:16 29:6
18:11 23:20 24:10	tinkering 85:4	69:14	understand 13:12
33:15,17 34:8,13	tissue 54:5	trials 20:7,8 31:11	14:2 15:13 19:11
34:17 35:5 55:1	tissues 37:21	38:13,17 44:4,9	
57:21 59:9 61:22	today 4:13 6:9,18	59:21	51:13 55:2,8 59:3 65:14 70:13 74:22
63:8 73:13 76:6	7:16 22:21 61:10	tried 65:7	79:20 84:20 88:2
76:13 77:3,5,7,8	81:20	trip 89:3	understanding
78:3,7,19 79:22	today's 7:6 88:9	true 41:15 51:18	12:13 15:8 21:2
80:2,8,9,16,19	tomorrow 82:14	90:6	78:21
81:22 83:7 85:10	tone 79:19	truly 12:6 13:12	understood 34:5
87:5,5	tool 50:15	72:7 87:21	underway 38:17
thinkers 69:9	tools 50:4	try 21:13 53:6	unfairly 87:18
thinking 49:16	topic 10:16 22:7	55:1,8 61:11 64:6	unique 15:18
66:22 70:16	79:11 88:16	74:6	45:20
third 52:5 70:5	topics 12:15	trying 18:13 40:15	universe 70:6
thirdly 11:11	total 62:5	58:5,7 60:8,9	university 36:2
thompson 2:14	tough 64:16 65:16	66:18 75:3 84:10	unlearn 72:20
3:7 61:4,5 77:21	65:16,17,18 66:10	86:18 87:21	unlinked 46:1
79:3 80:8 81:8	toxins 27:9,10	tumor 25:16,19	unlocking 47:3
83:4 84:3 85:22	track 47:20	29:18	unmet 24:7 25:2
86:11,16	traditional 41:16	tumors 25:9 30:1	29:13 31:13,14
thorough 15:7	42:19	turn 9:22 75:8	unnecessary
thought 58:11	traditionally	turning 40:19	50:16
74:4 75:15,16	62:18	tutor 63:21	unreasonable
82:18	training 15:10	two 14:9 18:12	42:4 87:11
thoughtful 88:14	transarterial 25:4	22:5 28:16 30:6	update 15:14
thoughts 21:1	25:12 26:8 28:6	44:3,11 55:3 64:5	17:14 24:14 57:10
three 8:8 11:5	transcribed 7:17	67:3,4 76:21	updates 39:19
28:2 30:3,20,21	transcriber 91:1	86:16	upside 40:4
82:17 83:22	transcript 7:18	type 25:15 47:12	usage 39:1,9 48:18
throckmorton 2:5	69:3 91:3	60:4	54:2
5:20 51:6,7,10	transplant 25:10	types 29:2 33:13	use 1:2 4:4 5:1,3,4
52:11 54:12,13,18	transplantation	44:12	11:4,9,12 17:17
56:15 79:17 80:22	27:22 28:12	typewriting 90:5	17:17,18,19,21
82:15 83:9 85:6	travels 56:13	typically 27:8	18:4,5 23:10 30:1
throw 34:22	traverse 43:2		33:19 37:7 38:6
			38:19 39:4 40:15

[use - younger]

42:8 47:5,9 48:3,5	viewed 43:18	78:19 85:10 86:2
48:10,18 51:21	views 14:5	86:12
52:9 55:14,15	viral 27:11	welcome 4:2
56:10,21 58:19	virtually 27:5,7	went 59:16
59:11 63:4 69:11	vocabulary 67:3	wide 23:5 33:11
73:14 76:17 77:1	voiced 81:4	34:13
77:19 82:21 83:15		willing 57:16
user 13:3 37:7	W	wing 37.10 wing 13:20
48:9	walks 63:11 65:6	wing 13.20 wisdom 84:19
users 40:16	69:10	wise 73:13
uses 43:14	wall 37:19,22	wish 5:2 36:19
	38:10	withdrawn 19:13
usually 11:13 utilize 35:19	want 10:16,17	79:9 82:22
utilize 33.19	12:14,20 16:20	words 50:8
V	35:14 36:21 53:11	
vaccine 34:20 35:1	55:17 57:18 59:2	work 10:20 34:11 61:8 66:19 69:13
vacuum 54:4 56:6	59:3 61:5 63:12	69:13 70:4
validity 47:8	64:7 66:5 67:22	
valuable 50:15	68:1,17 71:9	worked 88:11
88:15	75:14 76:13 77:14	working 35:16
variability 29:1	79:17 84:16 87:4	60:11 62:8 66:7
variety 23:5 32:16	87:5,6,12,16	68:4
38:13	88:17	world 44:8 50:1
various 27:10	wanted 53:6 70:1	world's 69:9
64:22	70:2,5	worldwide 24:13
vary 53:16	wanting 67:1	worry 75:20
vascular 38:20	wants 63:13 81:16	write 79:4
39:12 45:12 58:7	warnings 48:19	writing 85:12
venous 25:20	waving 6:8	written 36:11
29:20 37:16	way 18:6 26:21	61:12 79:15
venture 64:17	56:2 67:7 69:11	y
65:8 73:6	83:15,17,19	yeah 51:7 86:11
versa 70:2	we've 34:16 38:12	year 30:20 32:12
versions 49:1	38:18 39:15 61:7	32:16 64:19
versus 14:5 50:9	61:9 62:6 71:9,14	year's 31:5
vessel 37:19,22	73:20 81:3 83:22	years 24:19 25:6
38:9 45:11	88:13	26:1 27:9 30:3,6
vessels 38:8,21	weakness 84:7	42:7 55:21 62:7
viable 24:5	webcast 88:8	69:16 84:19 85:3
vial 34:21 40:6	website 7:18	yellow 9:20
56:9	weekend 63:19	yesterday 68:6
vice 70:2	weeks 28:16	younger 83:4
videotape 7:14	weiner 2:2 5:14,14	· <u>-</u>
view 18:7	20:19 21:9,13	
	53:6,13 77:11,12	