

Contains Nonbinding Recommendations

Draft – Not for Implementation

Principles for Selecting, Developing, Modifying, and Adapting Patient- Reported Outcome Instruments for Use in Medical Device Evaluation

Draft Guidance for Industry and Food and Drug Administration Staff, And Other Stakeholders

DRAFT GUIDANCE

This draft guidance document is being distributed for comment purposes only.

Document issued on August 31, 2020.

You should submit comments and suggestions regarding this draft document within 60 days of publication in the *Federal Register* of the notice announcing the availability of the draft guidance. Submit electronic comments to <https://www.regulations.gov>. Submit written comments to the Dockets Management Staff (HFA-305), Food and Drug Administration, 5630 Fishers Lane, rm. 1061, Rockville, MD 20852. Identify all comments with the docket number listed in the notice of availability that publishes in the *Federal Register*.

For questions about this document, contact Michelle Tarver, Office of Strategic Partnerships and Technology Innovation (OST) at (301) 796-6884 or email CDRH-PRO@fda.hhs.gov. For questions about this document regarding CBER-regulated devices, contact the Office of Communication, Outreach, and Development (OCOD) at 1-800-835-4709 or 240-402-8010.



**U.S. Department of Health and Human Services
Food and Drug Administration
Center for Devices and Radiological Health
Center for Biologics Evaluation and Research**

Contains Nonbinding Recommendations

Draft – Not for Implementation

Preface

Additional Copies

CDRH

Additional copies are available from the Internet. You may also send an e-mail request to CDRH-Guidance@fda.hhs.gov to receive a copy of the guidance. Please include the document number 18042 and complete title of the guidance in the request.

CBER

Additional copies are available from the Center for Biologics Evaluation and Research (CBER), Office of Communication, Outreach, and Development (OCOD), 10903 New Hampshire Ave., Bldg. 71, Room 3128, Silver Spring, MD 20993-0002, or by calling 1-800-835-4709 or 240-402-8010, by email, ocod@fda.hhs.gov or from the Internet at <https://www.fda.gov/vaccines-blood-biologics/guidance-compliance-regulatory-information-biologics/biologics-guidances>.

Contains Nonbinding Recommendations

Draft – Not for Implementation

Table of Contents

I.	Introduction.....	1
II.	Scope.....	4
III.	General Considerations for PRO Instrument use in Medical Device Evaluation.....	4
IV.	Best Practices for Least Burdensome Selection, Development, Modification and Adaptation of Patient-Reported Outcome Instruments.....	5
V.	Summary.....	10
VI.	Glossary	10

DRAFT

Principles for Selecting, Developing, Modifying and Adapting Patient- Reported Outcome Instruments for Use in Medical Device Clinical Evaluation

Draft Guidance for Industry and Food and Drug Administration Staff, and Other Stakeholders

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

I. Introduction

The U.S. Food and Drug Administration (FDA or the Agency) encourages the collection, analysis, and integration of patient perspectives in the development, evaluation, and surveillance of medical devices. Patients' perspectives on living with their health condition and its treatment or management are most useful in medical device evaluation when they are relevant to the regulatory decision and reliably measured.¹ **Patient-reported outcome (PRO)** instruments facilitate the systematic collection of how patients feel, function, and survive as valid scientific

¹ For more information, see FDA's guidance "[Patient Preference Information-- Voluntary Submission, Review in Premarket Approval Applications, Humanitarian Device Exemption Applications, and De Novo Requests, and Inclusion in Decision Summaries and Device Labeling](https://www.fda.gov/regulatory-information/search-fda-guidance-documents/patient-preference-information-voluntary-submission-review-premarket-approval-applications)," available at: <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/patient-preference-information-voluntary-submission-review-premarket-approval-applications>.

Contains Nonbinding Recommendations

Draft – Not for Implementation

25 evidence to support the regulatory and healthcare decision-making process.² By integrating
26 patients' voices throughout the total product lifecycle, concepts important to patients can be
27 considered in the evaluation and surveillance of medical devices.
28

29 PRO instruments allow for collection of certain data as valid scientific evidence of safety and/or
30 effectiveness which is complementary to other evidence of clinical outcomes and/or biomarkers.
31 Use of PRO instruments is generally voluntary but may be specifically recommended in certain
32 standards and guidances. PRO instruments can include patient diaries, visual analog scale (such
33 as measures of pain severity), symptom measures, as well as multi-item, multidomain
34 questionnaires measuring aspects of health-related quality of life (HRQOL).³ A PRO can be
35 measured by self-report or by an interview, provided that the interviewer records only the
36 patient's response.⁴ Symptoms and unobservable concepts known only to the patient (e.g., pain
37 intensity and anxiety level) can be measured using PRO instruments. A PRO instrument can be
38 used in clinical studies to measure the effects of a medical intervention or changes in the health
39 status of a patient.
40

41 FDA has produced several resources to assist the sponsor in selecting, modifying or developing a
42 PRO instrument. These include the guidance entitled "[Patient-Reported Outcome Measures: Use
43 in Medical Product Development to Support Labeling Claims](#)"⁵; the series of guidance
44 documents and other resources related to Patient-Focused Drug Development⁶; and the following
45 resources that were posted to FDA's website as part of CDRH's 2016-2017 Strategic Priorities:
46 "[Value and Use of Patient-Reported Outcomes \(PROs\) in Assessing Effects of Medical
47 Devices](#),"⁷ "[PRO Case Studies](#),"⁸ and "[PRO Compendium](#)".⁹ The [PRO Case Studies](#) include
48 examples of PRO instruments used in medical device regulatory submissions and the [PRO
49 Compendium](#) lists some, but not all, of the PRO instruments that have been used and publicly
50 reported in medical device premarket clinical investigations across a wide variety of devices and
51 indications.
52

² For more information see FDA's guidance "[Patient-Reported Outcome Measures: Use in Medical Product Development to Support Labeling Claims](#)," available at <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/patient-reported-outcome-measures-use-medical-product-development-support-labeling-claims>

³ It is important to note that HRQOL is a multidimensional measure of the health and treatment experience of the patient, generally involving physical, social, and emotional domains and should not be used interchangeably with the term PRO, which is broader.

⁴ For more information see FDA's guidance "[Patient-Reported Outcome Measures: Use in Medical Product Development to Support Labeling Claims](#)," available at <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/patient-reported-outcome-measures-use-medical-product-development-support-labeling-claims>.

⁵ See Footnote 3.

⁶ For more information see FDA's Patient Focused Drug Development website on the guidance and discussion guide series <https://www.fda.gov/drugs/development-approval-process-drugs/fda-patient-focused-drug-development-guidance-series-enhancing-incorporation-patients-voice-medical>.

⁷ <https://www.fda.gov/media/109626/download>

⁸ <https://www.fda.gov/media/125193/download>.

⁹ <https://www.fda.gov/about-fda/cdrh-patient-engagement/patient-reported-outcomes-pros-medical-device-decision-making>

Contains Nonbinding Recommendations

Draft – Not for Implementation

53 In addition, PRO instruments have been qualified under the [Medical Device Development Tools](#)
54 (MDDT) program as tools that medical device sponsors can use in the development and
55 evaluation of medical devices. Qualification under the MDDT program means CDRH has
56 evaluated the tool and concurs with available supporting evidence that the tool produces
57 scientifically-plausible measurements and works as intended within the specified context of
58 use.¹⁰

59
60 With the development of novel technologies and novel uses for existing technologies, it is
61 important that outcomes important to patients are measured and included in medical device
62 submissions, when appropriate. In addition to providing evidence to assess the safety and/or
63 effectiveness of medical devices, PRO instruments can measure the impact of medical devices on
64 patient well-being and other concepts that may influence healthcare providers and patients when
65 making decisions about potential treatments or management options.

66
67 FDA believes that information from well-defined and reliable PRO instruments can provide
68 valuable evidence for benefit-risk assessments and can be used in medical device labeling to
69 communicate the effect of a treatment on patient symptoms, functioning or HRQOL, when the
70 use is consistent with the PRO instrument's documented and supported measurement properties.
71 The Agency recognizes there are many ways PRO instruments can be used within clinical
72 studies. For example, PRO instruments may be used to help determine a patient's eligibility for
73 inclusion within a study, to measure primary or secondary safety and/or effectiveness endpoints,
74 either as a stand-alone or as a component of a composite endpoint. When data from a PRO
75 instrument is used in the evaluation of a medical device, FDA determines the validity evidence
76 needed to support its specified use for a regulatory purpose. FDA uses the term "fit-for-purpose"
77 to describe this flexible approach.^{11 12}

78
79 The objectives of this guidance¹³ are to:

- 80
81 1. Describe principles that may be considered when using PRO instruments in the
82 evaluation of medical devices (Section III);
83 2. Provide recommendations about the importance of ensuring the PRO instruments are fit-
84 for-purpose (Section III), and;

¹⁰ See FDA's guidance "[Qualification of Medical Device Development Tools](#)," available at <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/qualification-medical-device-development-tools>. See also FDA's website for a listing of qualified MDDT: <https://www.fda.gov/medical-devices/science-and-research-medical-devices/medical-device-development-tools-mddt>.

¹² See Section VI for glossary. BEST Glossary, *FDA-NIH Biomarker Working Group. BEST (Biomarkers, Endpoints, and other Tools) Resource [Internet]. Silver Spring (MD): Food and Drug Administration (US); 2016-. Glossary. 2016 Jan 28 [Updated 2018 May 2]. Co-published by National Institutes of Health (US), Bethesda (MD).* <https://www.ncbi.nlm.nih.gov/books/NBK338448/>.

¹³ This guidance is intended to improve the regulatory predictability and impact of PROs, as noted in the Patient Engagement and the Science of Patient Input section of the Medical Device User Fee Amendments (MDUFA IV). For more information, see the MDUFA IV Commitment Letter, pg. 16 Section 3a-c: <https://www.fda.gov/media/100848/download>. The term "bridging studies" listed in Section 3c refers to modification and adaptation of PRO instruments.

Contains Nonbinding Recommendations

Draft – Not for Implementation

- 85 3. Outline best practices to help ensure relevant, reliable, and sufficiently robust PRO
86 instruments are developed, modified, or adapted using the least burdensome approach
87 (Section IV).
88

89 FDA’s guidance documents, including this draft guidance, do not establish legally enforceable
90 responsibilities. Instead, guidances describe the Agency’s current thinking on a topic and should
91 be viewed only as recommendations, unless specific regulatory or statutory requirements are
92 cited. The use of the word *should* in Agency guidance means that something is suggested or
93 recommended, but not required.
94

95 **II. Scope**

96 FDA intends the principles outlined in this guidance to apply to PRO instruments used in
97 medical device evaluation across the total product life cycle. This guidance is intended to
98 supplement the aforementioned resources by outlining recommended best practices for
99 developing relevant, reliable, and sufficiently robust PRO instruments using the least
100 burdensome approach. This guidance document does not detail the methods and steps of
101 developing, modifying, or adapting a PRO instrument. Instead, it communicates what FDA
102 believes are some of the best practices for selecting, developing, and modifying PRO instruments
103 for use in medical device evaluation. A glossary is also included as an Appendix to clarify
104 terminology.

105 **III. General Considerations for PRO Instrument use in**
106 **Medical Device Evaluation**

107 **A. Key Principles**

108 FDA believes the following principles are important to consider when incorporating PRO
109 instruments into the evaluation of the total product lifecycle of medical devices:
110

- 111 1. Establish and define the concept of interest (COI) the PRO instrument is intended
112 to capture;
113 2. Clearly identify the role of the PRO (e.g., primary, key secondary, or exploratory)
114 in the clinical study protocol and statistical analysis plan;
115 3. Provide evidence showing that the PRO instrument reliably assesses the concept
116 of interest; and
117 4. Effectively and appropriately communicate the PRO-related results in the labeling
118 to inform healthcare provider and patient decision making.
119

120 **B. Importance of ensuring PRO Instruments are fit-for-**
121 **purpose**

122 PRO instruments that are fit-for-purpose should be used for a specific context of use
123 (COU). FDA believes three factors should be considered when selecting a PRO
124 instrument:

Contains Nonbinding Recommendations

Draft – Not for Implementation

- 125
126
127
128
129
130
131
132
1. Is the concept being measured by the PRO instrument meaningful to patients and would a change in the concept of interest be meaningful to patients?
 2. What role (e.g., primary, key secondary, or exploratory) will the PRO instrument serve in the clinical study protocol and statistical analysis plan?
 3. Does the evidence support its use in measuring the concept of interest as specified in the clinical study protocol and statistical analysis plan?

133
134
135
136
137
138
139
140
141
142
143

A key consideration when assessing whether a PRO instrument is fit-for-purpose for a particular COU is the population in which the validity evidence was generated.¹⁴ The population in which the validation work was performed should be consistent with the intended use population in the clinical study protocol. By assessing the similarities and differences between the population in the clinical study and in the development of the PRO instrument, the FDA can determine whether the PRO instrument is fit-for-purpose.¹⁵ For example, patients with late-stage disease may have different symptoms or perspectives than patients in the early stage. Hence, the items on the PRO instrument developed in early stage patients may not be applicable to patients experiencing later stages of the disease.

144
145
146

IV. Best Practices for Least Burdensome Selection, Development, Modification and Adaptation of Patient-Reported Outcome Instruments

147

A. Measure concepts important to patients

148
149
150
151
152

One purpose of using PRO instruments should be to assess outcomes that matter to patients; however, not all PRO instruments used in clinical studies accomplish this goal. Incorporating outcomes that reflect patient priorities in the clinical study protocol can help to seamlessly integrate factors included in a patient’s decision-making process into FDA’s benefit-risk determinations.¹⁶ Assessing outcomes that patients find meaningful

¹⁴ See Footnote 3.

¹⁵ For more information on methods used to gather comprehensive input from patients, please see “[Patient-Focused Drug Development: Collecting Comprehensive and Representative Input](https://www.fda.gov/regulatory-information/search-fda-guidance-documents/patient-focused-drug-development-collecting-comprehensive-and-representative-input). Guidance for Industry, Food and Drug Administration Staff, and Other Stakeholders” available at <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/patient-focused-drug-development-collecting-comprehensive-and-representative-input>. While the scope of this guidance is currently limited to drugs, we believe the recommendations are also applicable to medical device development and evaluation.

¹⁶FDA has several guidances on benefit-risk determinations. Please see “[Factors to Consider When Making Benefit-Risk Determinations for Medical Device Investigational Device Exemptions](https://www.fda.gov/regulatory-information/search-fda-guidance-documents/factors-consider-when-making-benefit-risk-determinations-medical-device-investigational-device),” available at: <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/factors-consider-when-making-benefit-risk-determinations-medical-device-investigational-device>. Please see “[Factors to Consider When Making Benefit-Risk Determinations in Medical Device Premarket Approval and De Novo Classifications](https://www.fda.gov/regulatory-information/search-fda-guidance-documents/factors-consider-when-making-benefit-risk-determinations-medical-device-premarket-approval-and-de-novo-classifications),” available at: <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/factors-consider-when-making-benefit-risk-determinations-medical-device-premarket-approval-and-de-novo-classifications>. Please see “[Factors to Consider Regarding](#)

Contains Nonbinding Recommendations

Draft – Not for Implementation

153 may reduce the collection of less important PROs, thereby limiting the unnecessary
154 burden on patients. Ultimately, including outcomes of importance to patients
155 appropriately in the medical device labeling may help inform patient and healthcare
156 provider conversations about treatment or management options.

157
158 During PRO instrument development, effective engagement, concept elicitation
159 interviews, and cognitive interviews with patients can help ensure that the COIs intended
160 to be measured by a PRO instrument are important to the daily lived experience of
161 patients and could be useful to inform their future decisions regarding the use of the
162 medical device. Concept elicitation interviews identify or confirm the concept(s)
163 measured by the PRO instrument as well as what aspects of the concept are most
164 important to the patients, such as the frequency, severity, and/or interference with daily
165 life. For example, pain is a concept and the aspects that may be most important to patients
166 are its severity and how it interferes with daily life.

B. Ensure Patient-Reported Outcome Instruments are Understandable to Patients

169 The elements of a PRO instrument include the instructions, items, recall period, and
170 response options. FDA recommends that these elements be composed using plain
171 language to help ensure that patients with varying levels of overall literacy and health
172 literacy understand and are able to provide informed responses. In addition, using
173 appropriate benchmarks (e.g., a point of reference against which things may be compared
174 or assessed), activities, or symptom wording may facilitate patients being able to
175 accurately report their health status. For example, a sponsor may be interested in
176 assessing visual function. The concept may be measured with items assessing difficulties
177 patients have with activities they may do in everyday life such as reading books, menus,
178 and labels on medicine bottles. FDA recommends conducting cognitive interviews to
179 generate evidence supporting the wording of these elements.

180 The response options to the items should be consistent with the wording of the item. For
181 example, if the frequency of itching was identified through the concept elicitation
182 interviews as important, then the response options should be measures of frequency (e.g.,
183 never, rarely, sometimes, often, always) and the wording for the response options and
184 items confirmed using cognitive interviews.¹⁷ These interviews should be conducted

Benefit-Risk in Medical Device Product Availability, Compliance, and Enforcement Decisions,” available at: <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/factors-consider-regarding-benefit-risk-medical-device-product-availability-compliance-and>. Please see “Benefit-Risk Factors to Consider When Determining Substantial Equivalence in Premarket Notifications (510(k)) with Different Technological Characteristics,” available at: <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/benefit-risk-factors-consider-when-determining-substantial-equivalence-premarket-notifications-510k>.

¹⁷ See FDA’s PFDD Guidance Public Workshop Discussion Guide 2 “Methods to Identify What is Important to Patients & Select, Develop or Modify Fit-for-Purpose Clinical Outcomes Assessments” available at <https://www.fda.gov/media/116276/download>

Contains Nonbinding Recommendations

Draft – Not for Implementation

185 prior to using a PRO instrument to collect outcomes in a clinical study. Technologies
186 such as tele- or videoconferencing may facilitate conducting cognitive interviews,
187 allowing diverse patient feedback on the interpretation of the PRO instrument elements.
188 FDA encourages sponsor interactions through the voluntary Q-submission program¹⁸
189 with the relevant review offices and the Patient Science and Engagement Program to help
190 determine the appropriateness of the cognitive interview approach.

191 FDA recommends that you consider offering PRO instruments in different languages,
192 where appropriate, in order to measure the patient experience in patients with limited
193 English language proficiency and health literacy. FDA believes that collecting PRO data
194 from all patients, including those with limited English language proficiency and health
195 literacy, can help ensure that the clinical study findings are generalizable to the intended
196 use population. Moreover, adequate patient interpretation of the questionnaire items may
197 help minimize missing data, improve the consistency of item interpretation, and
198 potentially improve the data collected in the clinical study.

C. Be Clear about the Role of PRO Instrument in the Clinical Study Protocol and Statistical Analysis Plan

201 FDA determines the strength of evidence needed to support the measurement properties
202 of a PRO instrument based on the role of the instrument specified in the clinical study
203 protocol and statistical analysis plan. For example, a PRO instrument used to measure a
204 secondary effectiveness endpoint may need different validity evidence than a PRO
205 instrument used to descriptively assess a safety endpoint.

206
207 FDA believes COI and COU in which a PRO instrument is used should be clearly
208 conveyed in the clinical study protocol and the statistical analysis plan. As such, FDA
209 recommends that the COI be clearly defined by a statement of what is being measured,
210 how it is being measured and interpreted, and how the results will be communicated in
211 the labeling. Similarly, FDA recommends that the COU describe the specific role of the
212 PRO instrument in the medical device development and evaluation process, which
213 includes defining what endpoint the PRO instrument is being used to capture in the
214 clinical study (e.g., safety versus effectiveness, primary versus secondary versus
215 ancillary/exploratory) and the amount of change measured by the PRO instrument that is
216 clinically meaningful.¹⁹ The sponsor should plainly state and clearly identify the PRO
217 instrument's COU in the clinical study protocol and statistical analysis plan (e.g., pain

¹⁸ The Q-Submission Program is used by sponsors and FDA to discuss certain questions relating to a submission (current or future) with review offices and/or broader device programs. For more information on the process for requesting feedback or meetings with the FDA for medical device submissions, see FDA's guidance "[Requests for Feedback and Meetings for Medical Device Submissions: The Q-Submission Program](https://www.fda.gov/regulatory-information/search-fda-guidance-documents/requests-feedback-and-meetings-medical-device-submissions-q-submission-program)," available at: <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/requests-feedback-and-meetings-medical-device-submissions-q-submission-program>.

¹⁹ See FDA's PFDD Guidance 3 Public Workshop Discussion Guide "[Methods to Identify What is Important to Patients & Select, Develop or Modify Fit-for-Purpose Clinical Outcomes Assessments](https://www.fda.gov/media/116277/download)," available at <https://www.fda.gov/media/116277/download>.

Contains Nonbinding Recommendations

Draft – Not for Implementation

218 intensity as the concept, reduction in pain intensity as the primary effectiveness outcome
219 with the endpoint being a 30% reduction in the pain intensity scale score at three months
220 compared to baseline).

221
222 During the study design stage, prior to the investigational device exemption (IDE)
223 submission or conducting of the pivotal study,²⁰ sponsors are encouraged to engage FDA
224 regarding the relevance and suitability of a proposed PRO instrument to the benefit-risk
225 assessment. The Pre-Submission process should be used to obtain feedback per the FDA
226 guidance “Requests for Feedback and Meetings for Medical Device Submissions: The Q-
227 Submission Program.”²¹

228 When presenting results from a clinical study which includes a PRO instrument in a
229 medical device submission, the sponsor should confirm that the concept measured by the
230 PRO instrument matches the COI stated in the COU, and that the specified change in the
231 PRO instrument is clinically meaningful. Sponsors may want to consider clearly
232 identifying the location of this information within the application.

233 **D. Leverage Existing PRO Instruments and Validity**
234 **Evidence**

235 Sponsors often choose to select from existing PRO instruments rather than develop a new
236 PRO instrument. Existing PRO instruments can be used as-is, modified, or adapted,
237 which is often less resource intensive than creating a new PRO instrument due to the
238 ability to leverage existing validity evidence. Modifying²² or adapting an existing PRO
239 instrument may be a least burdensome approach for a new COU. FDA encourages the
240 modification or adaptation of existing PRO instruments where it is feasible and such an
241 approach would still result in a relevant and reliable PRO instrument for the COU.

242
243
244 FDA recommends reviewing peer-reviewed literature as a starting point for identifying
245 the validity evidence associated with the development, use, or evaluation of the PRO
246 instrument of interest while keeping in mind that PRO instruments should reflect
247 contemporary activities of daily life. Accordingly, PRO instruments historically used to
248 assess patient functioning may not adequately reflect functioning in the present due to
249 technological advances that may facilitate the performance of certain tasks. Modification
250 of the items may be needed to ensure a given COI is still adequately being measured. To
251 modify the PRO instrument, the sponsor may conduct supplementary cognitive
252 interviews and construct new items as needed to adequately capture the concept of

²⁰ See FDA’s guidance “[Design Considerations for Pivotal Clinical Investigations for Medical Devices](https://www.fda.gov/regulatory-information/search-fda-guidance-documents/design-considerations-pivotal-clinical-investigations-medical-devices),” available at <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/design-considerations-pivotal-clinical-investigations-medical-devices>.

²¹ See FDA’s guidance “[Requests for Feedback and Meetings for Medical Device Submissions: The Q-Submission Program](https://www.fda.gov/regulatory-information/search-fda-guidance-documents/requests-feedback-and-meetings-medical-device-submissions-q-submission-program),” available at <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/requests-feedback-and-meetings-medical-device-submissions-q-submission-program>.

²² Modification may change the properties of the PRO instrument such that new evidence would be needed to evaluate the properties of the modified PRO instrument.

Contains Nonbinding Recommendations

Draft – Not for Implementation

253 interest. Sponsors are encouraged to engage in discussion with FDA through the Q-
254 submission process regarding the approach to modifying or adapting an existing PRO
255 instrument.

E. Consider Alternative Platforms and Parallel Development for Generating Validity Evidence for PRO Instruments

258 Real-world evidence derived from multiple sources outside of the clinical research setting
259 (such as electronic health records, claims and billing activities, product and disease
260 registries, or health-monitoring devices) may be used to generate validity evidence for
261 PRO instruments. With the proliferation of real-world data (RWD), it is possible that
262 PRO instrument development could be nested in a RWD source.²³ Professional
263 organization and patient-driven registries may also help identify patients and facilitate
264 generation of validity evidence. FDA encourages sponsors to consider these alternative
265 approaches to generate validity evidence for PRO instruments as potential less
266 burdensome approaches.

267
268 Sponsors proactively developing or modifying PRO instruments for use in future product
269 development may want to also consider using early feasibility, phased clinical studies,
270 pivotal clinical studies, and/or post-approval studies to generate quantitative validity
271 evidence. Such an approach of using the parallel development work may be more
272 efficient and cost effective than conducting a sequential, separate PRO instrument
273 validation study. When choosing this option, sponsors should prospectively specify in the
274 clinical study protocol and statistical analysis plan the intent to generate quantitative
275 validity evidence for the PRO instrument.

276
277 Sponsors should note that generating validity evidence as part of the pivotal clinical study
278 does not mean the PRO instruments can be used to support specific statements regarding
279 safety and/or effectiveness in that pivotal study in the labeling or public summaries.
280 Instead, the validity evidence may support the PRO instrument’s use in future clinical
281 studies, including postmarket studies.

F. Collaborate with Others in the Pre-Competitive Space

283 Where possible and appropriate, the FDA encourages sponsors and other stakeholders to
284 work together in the pre-competitive space to develop, modify, or adapt a PRO
285 instrument for use in regulatory submissions. Sponsors are encouraged to consider
286 relevant stakeholders for potential collaborations, including but not limited to, patient
287 organizations, health professional organizations, and research institutions with expertise
288 in PRO instrument development. Collaborative development of a PRO instrument may
289 also engender broader acceptance of results due to fewer concerns about bias in assessing
290 the relevant aspects of the condition or its treatment or management of patients

²³ See FDA’s guidance “[Use of Real-World Evidence to Support Regulatory Decision-Making for Medical Devices](https://www.fda.gov/regulatory-information/search-fda-guidance-documents/use-real-world-evidence-support-regulatory-decision-making-medical-devices),” available at <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/use-real-world-evidence-support-regulatory-decision-making-medical-devices>

Contains Nonbinding Recommendations

Draft – Not for Implementation

291 (compared to customized questionnaires developed by a single sponsor). Sponsors should
292 consider submitting PRO instruments for qualification under the Medical Device
293 Development Tools (MDDT) Program.²⁴

294 **V. Summary**

295 To further integrate patient voices throughout the total product lifecycle of medical devices, it is
296 important to consider concepts important to patients in the regulatory evaluation and surveillance
297 of medical devices. Well-designed PRO instruments facilitate incorporating patient perspectives
298 as scientific evidence to support regulatory and healthcare decision-making.

299
300 FDA believes that the recommendations outlined in this guidance will help ensure that PRO
301 instruments are developed, modified, adapted or used in the evaluation of medical devices in a
302 way that generates relevant, reliable and sufficiently robust data to assess outcomes of
303 importance to patients, regulators, and healthcare providers.

304
305 This guidance outlines flexible approaches to developing, modifying, or adapting a PRO
306 instrument. FDA encourages sponsors and other stakeholders to explore other least burdensome
307 approaches and discuss those approaches with the FDA to help determine whether or how they
308 can be applied to support regulatory submissions.

309 **VI. Glossary**

310 The following glossary is provided to clarify the meaning of terms used in this guidance
311 document relating to patient-reported outcome instruments for medical device submissions. The
312 terms used in this glossary have been defined in the BEST glossary, which was a joint FDA-
313 National Institutes of Health (NIH) effort and the guidance entitled “[Patient-Reported Outcome
314 Measures: Use in Medical Product Development to Support Labeling Claims](#),” unless otherwise
315 noted. These terms are not intended to be applied in any context beyond this guidance.
316 Understanding that terminology in this field may change over time, we intend to publish this
317 glossary on our website as part of finalization of this guidance.

318 **Adaptation** – Any change made to the test that has been translated into the language of a target
319 group and that takes into account the nuances of the language and the culture of the group.²⁵
320 Adaptation does not change the items comprising the PRO instrument but involves the transfer of

²⁴See FDA’s guidance “[Qualification of Medical Device Development Tools](https://www.fda.gov/regulatory-information/search-fda-guidance-documents/qualification-medical-device-development-tools),” available at <https://www.fda.gov/regulatory-information/search-fda-guidance-documents/qualification-medical-device-development-tools>. See also FDA’s website for a listing of qualified MDDT: <https://www.fda.gov/medical-devices/science-and-research-medical-devices/medical-device-development-tools-mddt>. For more information, see Medical Device Development Tools available at <https://www.fda.gov/medical-devices/science-and-research-medical-devices/medical-device-development-tools-mddt>.

²⁵ American Educational Research Association, American Psychological Association, National Council on Measurement in Education. *Standards for educational and psychological testing*. Washington, DC: American Educational Research Association; 2014.

Contains Nonbinding Recommendations

Draft – Not for Implementation

321 a PRO instrument’s content to another mode²⁶, language²⁷ or population.²⁸ Adaption studies are
322 undertaken to confirm the properties of the PRO instrument in the new situation or language.

323 **Cognitive Interview** – A cognitive interview is a type of qualitative research method used to
324 determine whether the concepts and items of a PRO instrument are understood by patients as
325 intended by the instrument developers.^{29, 30}

326 **Concept Elicitation Interviews** – Concept elicitation is a process to collect a holistic set of
327 relevant concepts that are important to patients. Concepts can be elicited using qualitative,
328 quantitative, or mixed methods.³¹

329 **Concept (also referred to as Concept of Interest [COI])**– In a regulatory context, the concept
330 is the aspect of an individual’s clinical, biological, physical or functional state, or experience that
331 the assessment (PRO instrument) is intended to capture (or reflect).³² For a PRO, the concept
332 represents aspects of how patients function or feel related to a health condition or its treatment.³³

333 **Context of Use (COU)** – The context of use is a statement that fully and clearly describes the
334 way the PRO instrument is used and the medical product-related purpose of its use.

335 **Fit-for-Purpose** – A conclusion that the level of validation associated with a medical product
336 development tool is sufficient to support its context of use.

337 **Item**—An individual question, statement, or task (and its standardized response options) that is
338 evaluated by the patient to address a particular concept.³⁴

²⁶ Coons SJ, Gwaltney CJ, Hays RD, et al. Recommendations on evidence needed to support measurement equivalence between electronic and paper-based patient-reported outcome (PRO) measures: ISPOR ePRO good research practices task force report. *Value in Health*. 2009;12(4):419-429.

²⁷ Wild D, Grove A, Martin M, et al. Principles of good practice for the translation and cultural adaptation process for patient-reported outcomes (PRO) measures: report of the ISPOR Task Force for Translation and Cultural Adaptation. *Value in health*. 2005;8(2):94-104.

²⁸ Wild D, Eremenco S, Mear I, et al. Multinational Trials—Recommendations on the Translations Required, Approaches to Using the Same Language in Different Countries, and the Approaches to Support Pooling the Data: The ISPOR Patient-Reported Outcomes Translation and Linguistic Validation Good Research Practices Task Force Report. *Value in Health*. 2009;12(4):430-440.

²⁹ See FDA’s Patient Focused Drug Development Guidance 2 Public Workshop Discussion documents “[Methods to Identify What is Important to Patients & Select, Develop or Modify Fit-for-Purpose Clinical Outcomes Assessments](https://www.fda.gov/media/116259/download),” available at <https://www.fda.gov/media/116259/download>.

³⁰ Forsyth, B. H., & Lessler, J. T. (2011). Cognitive Laboratory Methods: A Taxonomy. In P. P. Biemer, R. M. Groves, L. E. Lyberg, N. A. Mathiowetz, & S. Sudman (Eds.), *Measurement Errors in Surveys* (Vol. 173): John Wiley & Sons.

³¹ See Footnote 26.

³² For additional information see Patient-Focused Drug Development Glossary, available at <https://www.fda.gov/drugs/development-approval-process-drugs/patient-focused-drug-development-glossary>.

³³ See Footnote 3.

³⁴ See Footnote 3.

Contains Nonbinding Recommendations

Draft – Not for Implementation

- 339 **Modification** – A change in instrument content, format (including response formats), and/or
340 administration conditions.³⁵
- 341 **Patient-reported outcome (PRO)** – A type of clinical outcome assessment that is based on a
342 report that comes directly from the patient about the status of a patient’s health condition without
343 interpretation of the patient’s response by a clinician or anyone else.³⁶
- 344
- 345 **Patient-reported outcome instrument** – The measure or tool used to collect the PRO.
- 346 **Questionnaire**—A type of patient-reported outcome instrument that is a set of questions or
347 items shown to a respondent to get answers for research purposes. Types of questionnaires
348 include diaries and event logs.³⁷
- 349 **Recall period** – The period of time patients are asked to consider in responding to a PRO item or
350 question. Recall can be momentary (real time) or retrospective of varying lengths.³⁸
- 351 **Validation** –The process to establish that the performance of a PRO instrument is acceptable for
352 its intended purpose.
- 353 **Validity** – Validity is the degree to which evidence supports the performance of a PRO
354 instrument result for its intended purpose.³⁹
- 355 **Validity Evidence** - Data that supports the validity of a PRO instrument for its proposed uses.⁴⁰

³⁵ American Educational Research Association, American Psychological Association, National Council on Measurement in Education. *Standards for educational and psychological testing*. Washington, DC: American Educational Research Association; 2014.

³⁶ See Footnote 3.

³⁷ See Footnote 3.

³⁸ See Footnote 3.

³⁹ American Educational Research Association, American Psychological Association, National Council on Measurement in Education. *Standards for educational and psychological testing*. Washington, DC: American Educational Research Association; 2014.

⁴⁰ Adapted from Kane, MT “Validation.” In R. L. Brennan (Ed.), *Educational measurement (4th edition)*. Westport: American Council on Education and Praeger, 2006.