

UNITED STATES OF AMERICA
FOOD AND DRUG ADMINISTRATION

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Center for Drug Evaluation and Research / Office of Communications

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PUBLIC MEETING ON THE REAUTHORIZATION OF THE GENERIC DRUG
USER FEE AMENDMENTS (GDUFA)

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1 *Welcome*

2 00:00:45 Mr. Ascione: Good morning, everybody. We're going to go ahead and get
3 started. If you want to find seats, there should be plenty of room. All right. Good
4 morning and welcome to the Public Meeting on the Reauthorization of the Generic
5 Drug User Fee Amendments, or GDUFA. My name is Mark Ascione. I'm with the
6 Office of Program Strategic Analysis within the Center for Drug Evaluation and
7 Research. I will be your moderator today.

8 00:01:20 GDUFA is the legislation that authorizes FDA to collect user fees to support the
9 process for the review of generic drug products. The current authorization of the
10 program, which is GDUFA III, expires in September of 2027. Preparations are
11 therefore underway to begin the process to reauthorize the program for fiscal years
12 2028 through 2032. The purpose of today's hybrid public meeting is to gather input
13 and recommendations from the public in advance of discussions that will occur with
14 the regulated industry.

15 00:01:53 Today's meeting is an important step in engaging with public stakeholders and on the
16 features of the GDUFA Program. We have a full agenda today. We'll begin with Dr.
17 Martin Makary, the Commissioner of the FDA, who will provide opening remarks.
18 Then we'll have presentations given by-- From FDA given by Iilun Murphy, Director
19 of Office of Generic Drugs; Rob Lionberger, Director of Office of Research and
20 Standards; Michael Kopcha, Director of the Office of Pharmaceutical Quality; and
21 Ivy Sweeney, Deputy Director of the Office of Human and Animal Drug
22 Inspectorate. We'll then have presentations from regulated industry. A Public
23 Comment Session will occur at the end of the meeting for those who submitted a
24 request in advance, and if time allows, we'll hear open public comments from people
25 who are attending here in the room. I'll then close the meeting around 12:40.

- 1 00:02:52 Each speaker throughout has a time limit. If we do have a full agenda, we'll do our
2 best to adhere to that timeframe. I've let speakers know, but for those who I didn't
3 talk to, warning card. When two minutes are left in your time, I'll have this up. I'll be
4 sitting in the back there and this will be telling you time. Time to wrap up.
- 5 00:03:13 In the Federal Register notice announcing this meeting, FDA provided questions to
6 help panelists for their comments. What is your assessment of the overall
7 performance of the GDUFA program to date? What aspects of GDUFA should be
8 retained, changed, or discontinued to further strengthen and improve the program?
9 What new features, if any, should FDA consider adding to the program to enhance
10 efficiency and effectiveness of the generic drug review process? What changes, if
11 any, could be made to the current fee structures and amounts to better advance the
12 goals of the agreement, including facilitating product development and timely access
13 for consumers?
- 14 00:03:54 Policy issues are beyond scope of the GDUFA reauthorization process. Therefore,
15 the presentation should focus on process enhancements and funding issues and not
16 on issues of policy.
- 17 00:04:04 This meeting is an opportunity for FDA to listen to public perspectives. FDA will
18 not ask questions nor answer questions raised at the meeting. Even if you cannot see
19 us in person, please know that my colleagues who will be leading and participating
20 in the reauthorization process are here. We are listening and very much value your
21 perspectives. Please, also keep in mind that you can submit comments to a public
22 docket that's open until August 11th. We encourage everyone to submit their
23 perspectives to the public docket for FDA review. You'll receive the link to the
24 public docket in the follow-up email next week.
- 25 00:04:36 A few housekeeping items. This is a hybrid format. We thank all the speakers for
26 their effort to prepare for this meeting, and we thank viewing participants for your

1 patience as we navigate this hybrid meeting. If your audio or visual disconnects or
2 diminishes, we recommend trying to reconnect through the system. If you experience
3 other technical issues during the webcast, please email the GDUFA reauthorization
4 inbox at gdufareauthorization@fda.hhs.gov. We'll not have a formal Q&A session
5 today. We will have a 20-minute break around 10:30. If there's any modifications,
6 we'll announce that at that time. For those of you who are attending in person, there
7 are restroom facilities available down the hall if you go out of the conference room
8 and down to the right. Also, there is a kiosk outside of the great room where coffee
9 and snacks are available for purchase. A video recording and transcription of today's
10 meeting as well as slides presented will be published on the FDA website after this
11 meeting.

12 00:05:37 Now I'll turn it over to Dr. Makary, FDA Commissioner, for some opening remarks.

13 *Opening Remarks*

14 00:05:45 Dr. Makary: All right. Thanks so much, Mark. Good to see everybody. I love
15 the size of this room here because it's fitting for the audience, right? This is like the
16 American College of Surgeons Conference. My first talk as a faculty member at
17 Johns Hopkins was in a gigantic auditorium at the National Conference--
18 International Conference. 20,000 surgeons attend this conference some years, and I
19 got up there at the podium thinking I'm going to be able to have a big impact in the
20 field with my research. And as I looked out beyond the sort of bright lights that
21 always shine on the stage, I noticed there were only two people in the room, and they
22 were sitting in the front. And so, my enthusiasm deflated, and I didn't know what to
23 say, so I just said what I was taught to say. I said, "I want to start off by thanking
24 both of you for being here." And they looked back at me and said, "We're just here
25 because we're giving the next two talks." And that was about the level of interest in
26 patient safety in my talk.

1 00:07:03 Well, good morning and welcome. This is GDUFA IV, and in this public meeting
2 we're going to get some good stuff done. I was just talking with the wonderful
3 Jacqueline Corrigan-Curay, who we're so lucky to have, and trying to maximize her
4 time with us about the pre-user-fee days at the FDA and they were not pretty
5 sometimes. There would be applications brought in by truck and dropped off. Paper
6 applications. We still have a giant annex, I think in Annandale, which we're going to
7 go visit to try to reduce the mountains of paper that we store and the expense of
8 those papers. But giant boxes of applications were getting dropped off. And one
9 individual had said that when they had personally dropped it off, because companies
10 sometimes would not rely on the mail delivery systems, they could see an
11 application from nearly a year ago that they dropped off still in the receiving area.
12 And that was a little bit of a taste of the massive variability and the responsiveness of
13 the FDA burdened with a variable number of applications with uncertain adaptability
14 of the funding pre-user-fees.

15 00:08:35 So, there's an important role for the user fees. And this meeting is important because
16 it marks a milestone in our ongoing commitment to ensure that Americans have
17 access to safe and effective, affordable generic drugs. Affordability of drugs is a
18 massive priority for this President. Affordability is really an access issue. If you
19 believe in improving access to care, you should believe in the importance of making
20 medications affordable. Well, many people can afford medications because they are
21 generic and because they are affordable generics. Along with congressionally
22 appropriated funding, the support of the GDUFA user fees paid by the generic drug
23 industry has helped the FDA take a number of actions to increase better
24 predictability and the timeliness of our assessment of these drug applications. We
25 have a simple job in the world of drugs, and that is Congress has charged us to look
26 at applications in a timely fashion and to determine if those drugs are safe and
27 effective.

1 00:09:51 As of May 31st, in GDUFA III, we have approved or tentatively approved 2,465
2 ANDAs. It's pretty remarkable. It's amazing. I'm getting to know more and more of
3 the staff here; of the Agency. I've been here just a hair over a hundred days and I'm
4 getting to know more of the staff and it's just remarkable the volume and the
5 scientific acuity that goes into these approvals. Of those 2,465, 226 were first
6 generics, 325 were generics with competitive generic therapy designation, and 354
7 were complex generics. The real-world impact of this work is significant. Generic
8 drugs now account for approximately 90% of prescription drugs dispensed in the
9 United States, saving patients in the healthcare system perhaps roughly over \$400
10 billion each year. Under GDUFA III, our approval of first generics has brought
11 competition to previously monopolized markets, and our focus on complex generics
12 has expanded access to affordable versions of critical medications for conditions like
13 cancer, HIV, and rare diseases. And some of my predecessors, namely Scott
14 Gottlieb, they have done a tremendous job in trying to increase the number of
15 generics available to Americans.

16 00:11:28 As we look to GDUFA IV, we're building on this strong foundation while addressing
17 emerging and ongoing challenges such as supply chain vulnerabilities, which is a
18 real problem that is not that glamorous to fix. In other words, if you fix supply chain
19 vulnerabilities, very few people in the United States will notice and come up to you
20 and say, "Thank you for fixing that supply chain vulnerability." And so, this is
21 important work just like sewage treatment facilities are important projects in local
22 governments, but because they are long-term projects, sometimes they are not
23 prioritized, but they are critically important. So, we need to address supply chain
24 vulnerabilities. And some of you have been doing that.

25 00:12:19 Now, I know you'll say afterwards, "Yeah, there were only 50 people here." But
26 there were 2 million watching by livestream and that's fine. That's okay. This is a
27 narrow area, but important. The success of GDUFA is not on FDA alone.

1 Participation of our stakeholders, some of whom are represented here today, both in
2 industry and the public, always important, is a crucial element in how we continue to
3 engage with folks through the course of the reauthorization process. And we do it for
4 all the user fee programs. So, this meeting is just a first step. We are here to listen
5 and learn. I think Sangula asked me on this little conversation that we're posting; we
6 sit in our office and talk and get ideas, and people come in and meet with us, and
7 then we'll debrief and we'll have these conversations. And sometimes we'll say,
8 "You know what? Let's just take this conversation out to the chairs, out in the lobby,
9 and turn the camera on." Because we want people to understand exactly what we're
10 thinking. Sometimes it's not that polished, but we want to be sort of raw and
11 unfiltered and transparent. So, we do these little things, no makeup on, at least for
12 me. And we just talk about what's on our mind. Well, Sangula asked me yesterday,
13 "What would you say is your leadership style?" And I never thought about a
14 question that profound, but I just told her what I believe and have always believed in
15 the people that have modeled leadership to me, and that is be on the ground and
16 listen. Be coming there headstrong, and we're going to do all these things and get in
17 line, you know, you'll fall on your face. But if you listen, you'll have great ideas
18 presented to you. And so, we are here to listen today. So, thank you for sharing.
19 Thank you for bringing your ideas to the FDA and I look forward to another very
20 productive set of discussions here for GDUFA IV. So, thank you.

21 00:14:40 Mr. Ascione: All right. Thank you, Dr. Makary. I will now like to introduce Iilun
22 Murphy, Director of the Office of Generic Drugs in CDER, to provide background
23 on GDUFA and an overview of GDUFA III.

24 *FDA Presentations*

25 00:14:59 Dr. Murphy: Thank you. Good morning. I'm delighted to be here today on
26 behalf of the Generic Drug Program. All right. My presentation will provide an
27 overview of the generic drug user fee amendments covering both the program

1 structure and its significant achievements in improving access to affordable generic
2 medicines. More specifically, in the first part of the presentation, I'll touch on the
3 background information and the evolution of GDUFA. Then, the current fee
4 structure, and then the reauthorization process. In the second half, I'll give an
5 overview of GDUFA III's accomplishments and impact on generic drug access.

6 00:15:38 Let's begin with the operational framework of GDUFA. GDUFA represents a
7 transformative approach to generic drug regulation; now in its third, five-year cycle
8 since establishment in 2012. GDUFA I laid the foundation by establishing
9 standardized review timelines and ensuring regulatory parity between domestic and
10 foreign manufacturing facilities through risk-based inspection approaches. GDUFA
11 II focused on two critical objectives. One was to reduce review cycles to approval,
12 and two was to increase approvals of quality generics. This was achieved through
13 enhanced prioritization processes and expanded communication touchpoints with
14 applicants.

15 00:16:20 GDUFA III is our current phase. Emphasizes efficiency, optimization, and complex
16 generic drug development, having addressed the historical backlog of applications
17 where we're now fine-tuning processes to maximize each assessment cycle's
18 effectiveness, with particular focus on enabling access to complex generics that
19 traditionally lack competition. The GDUFA fee structure provides the foundational
20 aspect of finances that enables FDA to maintain predictable review timelines and
21 support comprehensive generic drug oversight. User fee revenue has become
22 increasingly vital to the program sustainability. The program has evolved from 45%
23 user fee funding in 2013 to over 80% in 2024, demonstrating both the program
24 success and the critical importance of stable fee revenue for maintaining operations.

25 00:17:19 GDUFA III authorizes four distinct fee types. There's the ANDA application fees,
26 DMF fees, annual facility fees, and annual program fees based on applicant's size

1 tiers. This structure ensures broad base support while recognizing different industry
2 participants varying capabilities or incapacities.

3 00:17:48 For FY25, our target revenue of 638 million is strategically allocated across fee
4 categories to support comprehensive program operations. The reauthorization
5 process requires extensive advanced planning to ensure a seamless program
6 continuation as well as stakeholder engagement. GDUFA's five-year authorization
7 cycles require more than two years of preparation. Our current timeline includes
8 formal negotiations beginning this fall, commitment letter development through
9 early 2026, public review of recommendations through the winter of 2026, and
10 congressional consideration leading to reauthorization by September 2027, for
11 implementation October 1st.

12 00:18:36 The reauthorization process is designed for stakeholder input, including Federal
13 Register notices, public meetings, monthly consultation, opportunities during
14 negotiations, and publication of the negotiation meeting minutes to ensure broad
15 participation in shaping the program's future. Today's meeting initiates our formal
16 stakeholder consultation process. Public comments are accepted through August
17 11th. During negotiations, stakeholder representatives can participate in monthly
18 meetings with FDA and interested parties should register by September 4th. Details
19 are in the FR notice. All negotiation meeting minutes will be published within 30
20 days to maintain transparency.

21 00:19:22 Having established the program framework, I'll now discuss why GDUFA is
22 essential through concrete examples of our achievements in improving generic drug
23 access and the measurable benefits to American patients and healthcare consumers.

24 00:19:37 The generic drug program is fundamental to American healthcare with over 35,000
25 FDA-approved generic medicines. As Dr. Makary mentioned, generics represent
26 more than 90% of prescriptions filled in the United States. Our mission centers on

1 ensuring Americans have access to high quality, safe and effective generic drugs.
2 Generic approvals increase patient access through market competition, lower drug
3 prices, and supply chain diversification. These benefits also help mitigate drug
4 shortages, which is a critical public health concern.

5 00:20:12 In 2023, the U.S. healthcare system saved over a 400 billion from the availability of
6 generic medicines. For every dollar invested in the generic drug program,
7 approximately 580 dollars in savings are generated. In 2024, FDA studied and
8 estimates 19 billion in savings from just the 742 generic applications approved in
9 2022 alone. This demonstrates the direct relationship between generic competition
10 and reduced drug prices. Market entry of even a few generic competitors yields
11 prices significantly below brand prices.

12 00:20:50 The generic drug program carefully tracks work outputs and publicly post monthly
13 metrics. Just from the first half of GDUFA III, we have some metrics highlighted
14 here, which Dr. Makary mentioned, with over 2,300 approved or tentatively
15 approved generic applications, with over 200 first generics, over 300 competitive
16 generics, and over 300 complex generics. First generics provide access where no
17 generic competition previously existed. And because of their importance to public
18 health, FDA generally prioritizes review of submissions for these products as well as
19 the CGT products.

20 00:21:26 And here are just a few of the first generics that we approved recently. These
21 approvals hopefully lead to more affordable options for those patients managing
22 serious health conditions such as stroke, diabetes, and cancer.

23 00:21:41 The generic drug program supports development and assessment of products
24 leveraging multiple communication tools. The high volume of ongoing dialogue
25 demonstrates robust industry engagement. Pre-ANDA meetings facilitate early
26 problem solving for complex products. Large numbers of post-approval supplements

1 indicate healthy market activity. Over 28,000 communications with applicants show
2 commitment to collaborative development. These metrics reflect GDUFA III's goal
3 of enhancing applicants' ability to develop complete submissions.

4 00:22:15 In addition to direct correspondence with applicants on individual ANDAs, FDA
5 staff takes steps to provide clarity for generic drug developers regarding how they
6 can meet the requirements for approval. Published guidance's, when final, describe
7 Agency's current thinking and make recommendations to industry on regulatory and
8 scientific issues related to generic drugs. The guidance is implemented; new
9 enhancements to GDUFA III to maximize the efficiency and utility of each
10 assessment cycle. We have published 30 draft and final general guidances covering
11 scientific and administrative topics, as well as issued more than 20 internal and
12 external MAPPs.

13 00:22:56 This April 2024 drug guidance addresses critical data integrity concerns for
14 bioequivalence studies. Data integrity issues can impact filing app, acceptance,
15 assessment, and approval decisions, as well as post-approval actions such as
16 therapeutic equivalence ratings. FDA emphasizes culture of quality, whether related
17 to good clinical practice or good manufacturing practices. Reliable data forms the
18 foundation for scientific decisions and public trust. We issued this guidance as part
19 of our Drug Competition Action Plan, which seeks to improve the efficiency of
20 generic drug development review as well as approval process.

21 00:23:38 FDA takes the new understandings of efficient approaches for developing generic
22 drug products and assessments of bioequivalents to write new or updated
23 recommendations related to bioequivalence issues and product quality. These are
24 communicated to the generic drug industry through continual publication of new and
25 revised product-specific guidances, otherwise known as PSGs, as well as general
26 guidances. As a commitment under the GDUFA III, FDA issues PSGs for 90% of
27 non-complex new chemical entities that are approved on or after October 1st, 2022,

1 within two years after the date of approval. For complex products approved in NDAs
2 on or after October 1st, 2022, FDA issues PSGs for 50% of such NDA products
3 within two years after the date of approval. And for 75% of such NDA products
4 within three years of the date of approval. And we are successfully meeting these
5 ambitious targets.

6 00:24:38 FDA holds scientific meetings on targeted topics based in stakeholder feedback as
7 part of our effort at expanding collaboration and communication with the industry to
8 streamline product development. As a recent example, in April, FDA collaborated
9 with Center for Research on Complex Generics to host a workshop on implementing
10 FDA's in vitro permeation test guidance recommendations. Participants could join
11 virtually for free or in person for a very nominal fee. Where possible, we consider
12 alternative methods to establish bioequivalence rather than requiring clinical studies,
13 which can be expensive. For complex products, such as topicals, historically
14 comparative clinical endpoint studies were needed, but then again, these were costly
15 and time consuming. This hands-on workshop addressed procedures that applicants
16 have found difficult to implement. Best practices were shared for different scenarios
17 that might arise. Our subject matter experts were available to provide an interactive
18 experience, so participants could learn practical skills as well as ask questions to
19 gain more knowledge.

20 00:25:44 Scientific excellence is fundamental to FDA's mission. Evidence-based decisions
21 ensure both safety and accessibility, and innovation in scientific approaches
22 accelerates generic availability. The GDUFA Science and Research Program is an
23 essential component of FDA's public health protection mission. The outputs ensure
24 regulatory standards reflect current scientific insights and modern tools and support
25 accurate assessment of generic drug quality and equivalence. We want to accelerate
26 approval processes through embracing novel technologies in order to expand patient

1 access across many product categories. My colleague, Dr. Rob Lionberger, will
2 expand on this topic following this presentation.

3 00:26:30 Annual public meetings ensure transparent priority setting based on stakeholder
4 input. The recent June 2025 workshop focused on three key areas: complex active
5 ingredients, in vitro methods, and tablet capsule efficiencies. Research outcomes
6 expand understanding and contribute to advanced characterization methods. And as
7 an example, we are evaluating nitrosamine impurity methods to address emerging
8 safety concerns. And certainly, AI and machine learning integration represents the
9 future of regulatory science, and we're looking to leverage these tools effectively.

10 00:27:04 Generic drug development requires global coordination and collaboration.
11 International collaboration enhances efficiency and reduces regulatory burden. We
12 know that shared scientific standards benefit patients. The generic drug cluster was
13 launched in June 2021 as a confidential forum and includes seven international
14 agencies. This facilitates knowledge sharing and best practice alignment and
15 addresses common regulatory challenges collaboratively. 2024 focus areas included
16 bioequivalence approaches and in vitro testing methods. Collaboration also
17 strengthens global generic drug oversight such as sharing data integrity concerns that
18 arise. A year ago, in July 2024, ICH adopted the guideline M13A Bioequivalence for
19 Immediate-Release Solid Oral Dosage Forms. This is notable because it was the first
20 ICH guidance dedicated to generic drugs and provides recommendations for
21 conducting BE study during development and post-approval phases for orally
22 administered, immediate-release solid oral dosage forms such as tablets, capsules,
23 granules, and powders for oral suspension. Global effort on this guidance establishes
24 consistent bioanalytical method validation requirements across ICH regions. This
25 reduces regulatory complexity for sponsors, and furthermore, agreements made
26 reduce the number of studies needed to establish bioequivalence for many products.

1 00:28:35 In closing, GDUFA has been instrumental in providing the resources and framework
2 to support critical programmatic activities that directly impact patient access to
3 affordable medicines. Through the two successful cycles, we've demonstrated our
4 commitment to timely ANDA reviews, guidance publication and science-driven
5 regulatory clarity that streamlines generic drug development. The metrics we've
6 shared today from our robust approval numbers to our extensive stakeholder
7 engagements show significant progress. However, we recognize that enhancing
8 patient access to safe, effective, and affordable generic medicines remains an
9 ongoing mission. We're committed to building on our successes while addressing
10 emerging challenges in an evolving pharmaceutical landscape.

11 00:29:22 Looking ahead, we're particularly excited about leveraging cutting-edge scientific
12 approaches to enhance our regulatory efficiency and scientific rigor. Our FY 2025
13 research priorities highlight our commitment to expanding AI and machine learning
14 tools, advancing model-integrated evidence approaches, and developing more
15 efficient bioequivalent methodologies for complex products. These innovations will
16 enable us to conduct our work with increased precision, efficacy and scientific depth.
17 Our success depends on continued collaboration with industry, international
18 regulatory partners, and our other stakeholders, including the public.

19 00:30:01 We look forward to our ongoing engagements that will help us refine and enhance
20 the GDUFA Program to better serve patients who depend on access to affordable
21 generic medications. Thank you so much. Rob Lionberger, I'll turn it over to you.

22 00:30:28 Mr. Ascione: Thank you, Iilun. Now, as Iilun said, Rob Lionberger is next, the
23 Director of Office of Research and Standards. He'll discuss the GDUFA's Science
24 and Research Program.

25 00:30:47 Dr. Lionberger: All right, thank you very much. Very glad to be here to talk about
26 our Science and Research Program.

1 00:30:52 But first I want to make sure everyone understands clearly why a Science and
2 Research Program is so important to generic drugs. If you compare it to our new
3 drug programs, again, most new drug programs generally conduct clinical trials to
4 establish safety and efficacy. The generic products rely on these findings, but we
5 focus on the pharmaceutical science and clinical pharmacology that allows us to
6 identify what needs to be the same. And this is so critically important because if we
7 didn't have this scientific foundation, the only thing would be left with-- You want to
8 be another manufacturer of this product? Conduct another clinical study. And I think
9 that's really why the science and research activities in the generic program are
10 essential to what we do. And this is especially important for the category of products
11 that we call complex generics. For these products, the normal things we do for
12 simple tablets and capsules, looking at the blood levels after oral administration, just
13 aren't there. They aren't available, they aren't relevant. So, we have to do something
14 else and that something else has to be based on a strong scientific foundation. And if
15 we don't have that, then there's no pathway for these complex generic products.

16 00:32:01 So, I've been at FDA over 20 years. When I joined FDA, there was a list of products.
17 You can't have a generic for a peptide. You can't have a generic for an inhaler. You
18 can't have a generic for a complex injectable. We just don't know how to do these
19 things. And over my career, we've really made so much progress on this, and I think
20 the GDUFA Science and Research Program has been essential to the development of
21 this whole area of complex generics, making competition in these areas possible.

22 00:32:28 And I want to just compare a little bit about what the landscape looked like 20 years
23 ago. There, most of the generics that came in were for solid oral dosage forms. There
24 were some solution injectables, there were some topical semi-solids, creams and
25 ointments, and then the other complex generics, there was just this very small
26 fraction of them. Compare that to 2024. Only half of our submissions are for the oral
27 dosage forms. You and the industry know that these are becoming commodity

1 products, very low cost, focused on high efficient development. There's been growth
2 in the topical and injectable solution areas. The liquid-based dosage forms delivered
3 through different routes than community pharmacies. There's a stable need for
4 topical dermatological products. But the big increase is in the other complex generics
5 categories, going from 3% to 13%. And so, this really is the new pillar for the
6 generic industry and also the area where the highest fraction of the products lacks
7 generic competition. And so, it's become critically important to the generic industry,
8 but also to the public that's looking for affordable versions of complex products.

9 00:33:45 And over the past implementation of GDUFA, we've made incredible progress in
10 this area. We now have approved generic dry-powder inhalers for inhalation
11 products. We have a completely new approach for topical products that does not rely
12 on clinical endpoint studies. We've approved generic versions of very complex long-
13 acting injectables using release controlling polymers. We've approved generics of
14 recombinant peptides. All of these things 20 years ago were just the list of things you
15 couldn't do, and now they've been completed and opened up to competition. We've
16 really established the use of quantitative medicine for these more complex products,
17 for locally acting products, for inhalation products, so that predictive models can
18 help us develop more efficient bioequivalence approaches. Other transformations
19 include recognizing the importance of combination products and the user interface
20 for the device constituent parts. This is something that wasn't on the radar 20 years
21 ago. Now it's an important part of development. It's essential for patients that they're
22 able to use their products effectively. But this is an entire emerging area that has to
23 be considered through generic drug development.

24 00:34:56 We've been able to go through and understand the full scope of which of the
25 products in the Orange Book are complex and why this allows us to plan our
26 development of guidances and our research plans to identify future and upcoming
27 needs. And the regulatory science part of GDUFA has fed directly into our

1 regulatory programs, specifically through our pre-NDA meetings and our product-
2 specific guidances. These are both two key parts of the GDUFA commitment letter
3 that are integrally linked to our Science and Research Foundation. And I want to
4 share a little bit about why these are important and how they're connected.

5 00:35:32 So again, our product-specific guidances. You go to our website; over 2,000 brand
6 products. Very specific and clear. What are the studies, what are the-- That are
7 needed to develop a generic version of those products. And these are important
8 across every product category that we're working in. For the non-complex products,
9 clear advice about the bioequivalence study leads to high first-cycle adequate
10 weights for the bioequivalence study, the most critical in vivo parts of our generic
11 drug applications. Because there's clear scientific advice, there's commitments
12 around delivering that in a timely manner for the timeframes, for industry's
13 developments. And for complex products, the product-specific guidances are a place
14 where we clearly and transparently communicate the new scientific advances that
15 come out of the GDUFA Science and Regulatory Program. Again, under the
16 GDUFA Program, there are more than 300 product-specific guidances that provide a
17 bioequivalence approach that's much more efficient than the previous approach. So,
18 again, alternatives to clinical endpoint studies. These enable effective and clear
19 competition for these products.

20 00:36:42 But we recognize, even when there's product-specific guidances, that complex
21 generics raise many scientific and regulatory challenges. Even when there is a
22 product-specific guidance. If it's a new method, something that's not standardized,
23 this isn't an assay that's been used before, so it's not in the USP. There's
24 development. Iilun mentioned our IVPT workshop on helping industry address
25 challenges in using new methods for bioequivalence. These are things where direct
26 communication with FDA is essential at many points during development for
27 product submission to be successful. Again, this is a new program that began in

1 GDUFA II, continued into GDUFA III. We've received more than 800 pre-ANDA
2 meeting requests since they've become part of our program. And I think these create
3 great value for industry in actually moving the complex products from an idea to a
4 submission. And they're really the baseline for improvement and expansion of these
5 interactions around complex generics in the future.

6 00:37:43 Again, we've accomplished a lot, but if we look forward, again, there's still many
7 products without generic competition, and there's not going to be generic versions
8 unless there's a company that's willing to invest in the development of that product. I
9 believe that efficient and clear regulatory systems can help make that decision more
10 possible, right? If there's clarity through product-specific guidances, through pre-
11 ANDA meetings, and identifying the most efficient way that you can develop those
12 products, this can help companies decide that they want to compete in those areas
13 because they know clearly what's expected. And over time, we've shown that the
14 research program has been making consistent efforts to reduce the regulatory burden
15 and develop more efficient bioequivalence approaches. I think both of these streams
16 really are intended to make it very clear what's needed to compete for complex
17 generics.

18 00:38:43 And I just want to give two simple examples of the value that regulatory science
19 investments can make for the generic program.

20 00:38:52 So, one is mentioned by Dr. Murphy in her presentation about the M13
21 implementation. But I want to indicate the link and the connection and how that
22 began through the Regulatory Science Program. In 2019, at our regulatory priority
23 meeting, we heard from the industry that felt that they were doing a lot of
24 unnecessary bioequivalence studies. FDA prioritized research in this area. We
25 collected data and collaboration from industry on studies that they had done that they
26 thought wasn't needed. We implemented a risk-based approach globally through the
27 ICH process. Specifically within FDA, we revised over 800 product-specific

1 guidances for immediate-release products to recommend fewer bioequivalence
2 studies. We estimate that if this takes full effect, there'd be about 200 less
3 bioequivalence studies each year. You know how much your bioequivalence studies
4 cost. If I have to do them in the government purchasing, that would cost me this
5 much money. And so, this is a, you know, again, significant and continuing benefit
6 of science investments to develop efficient regulatory systems.

7 00:39:59 Another element that is going to be incredibly important for public health is access
8 to competition for the GLP-1 peptides. And I just want to share a little bit about why
9 are these products complicated to make generic products. The brand products often
10 are produced via recombinant technology, a cell-based method, and are provided in
11 drug device combination products such as pen injectors and autoinjectors. So, the
12 generic products as you're developing them, must develop-- Will have to develop a
13 device that's similar enough that patients will use it effectively. I have to navigate the
14 patent landscapes around that. As well I have to develop an efficient way to
15 synthesize the peptides. I have to control the purity and impurities of those so that
16 there's no difference in immunogenicity, and I have to be able to demonstrate that to
17 FDA. All of these complex scientific issues need to be resolved to have a successful
18 product in these areas. And our Science and Research Program is investing in these
19 areas as well as a focus of our pre-ANDA meetings.

20 00:41:02 And again, even beyond these areas, there are still over 300 currently marketed
21 complex products without generics sales over 60 billion dollars a year. Just to give
22 examples of 10 of them on the left side here. But all of these products have complex
23 scientific issues. Many of them are combination products that have device
24 constituent parts. The Science and Research Foundation really enables our advice
25 and our discussions around these. And if you compare the markets and the savings--
26 Savings for the industry, the savings for the consumers to the investment that we're

1 making in our GDUFA's Regulatory Science Program, very significant return on
2 investment here for the future of the complex generics industry.

3 00:41:42 And just in closing, GDUFA's Regulatory Science Program provides the scientific
4 foundation for the generics of complex generics. And the regulatory programs
5 needed to make this effective. Our product-specific guidances, the pre-ANDA
6 meetings; they follow directly from these scientific advances, and that's what enables
7 high quality product-specific guidances that support new approaches. That means
8 also when you have pre-ANDA meetings on these complex generics, you're
9 interacting with people who have expertise and understanding of the scientific issues
10 around these products. And so, I look forward to our negotiation process and
11 developing a system for complex generics that's even more effective in the future.
12 So, thank you all very much.

13 00:42:35 Mr. Ascione: All right. Thank you, Rob. Next up we have Michael Kopcha, the
14 Director of the Office of Pharmaceutical Quality, who'll be talking about
15 pharmaceutical quality in relation to the generic drug process.

16 00:42:58 Dr. Kopcha: Appreciate that. Thanks, Mark, for the introduction. For those of
17 you that don't know me, I'm Mike Kopcha. I'm the Director for the Office of
18 Pharmaceutical Quality. During my time today, I want to discuss how OPQ as well
19 as the GDUFA Program have enabled continual improvement related to
20 pharmaceutical quality. And typically, one of the ways I start, if most of you are
21 familiar with my presentations, I usually start out with this particular slide. The
22 reason being that I want to stress what pharmaceutical quality means not only to this
23 UFA Program, but to all of the UFA programs and to the products that we oversee.
24 Everyone deserves confidence in their next dose of medicine and pharmaceutical
25 quality assures the availability, safety, as well as the efficacy of each dose that a
26 consumer or patient will take.

1 00:43:47 So, with this foundation in mind, let's explore how OPQ embodies these principles
2 through our commitment to continual improvement. So, OPQ is committed to a
3 culture of continual improvement, particularly regarding the quality assessment
4 process. Now, you notice I refer to this as an assessment process. Some people refer
5 to it as a review process. I don't really like the term review, because I think it
6 minimizes really the process as well as what these individuals do; that do these
7 assessments. Because what they're actually doing is not just reviewing the
8 assessments that come in, they're actually critically assessing all of that work that
9 comes in and making decisions based on what's presented to them. So, by regularly
10 examining and improving our process, OPQ quality assessments remain relevant,
11 accurate, as well as aligned with best practices that are out there. This commitment
12 to continual improvement reinforces OPQ's quality lifecycle approach. It is a
13 lifecycle approach. So, we start from INDs all the way through to ANDAs. Our
14 culture of continual improvement isn't just the concept, though. It puts into practice
15 through enhanced operations across OPQ. So, let me give you a little idea how we
16 are actually making this a reality then.

17 00:45:03 So, enhanced OPQ operations, OPQ is-- Got a little ahead of myself there. OPQ's
18 quality lifecycle approach is about efficient and effective quality assessments
19 throughout the process, as I mentioned. From investigational new drugs, INDs, to
20 new drug applications, NDAs, as well as to abbreviated new drug applications and
21 all post-approval changes that are submitted to our Office as well. This approach
22 allows for holistic decision-making, not just focusing on what's in front of us, but we
23 now have a more holistic or lifecycle approach or understanding of the particular
24 products that are coming our way. And we get involved very early in the assessment
25 decision making, as you can imagine, and that decision making will impact later
26 stages. So, the decisions we make now on INDs, NDAs, is going to affect what
27 decisions we're going to make when we get to ANDAs. So, our assessors need to

1 have that lifecycle understanding to be able then to make those decision-- Decisions
2 based on what's happened prior to that ANDA coming to the Agency.

3 00:46:04 So, to increase our organizational agility, OPQ implemented a comprehensive cross-
4 training initiative for assessors. So, they are cross-trained at all levels now, and the
5 staff completed both pre- and post-marketing submission training. So, they
6 understand, again, that lifecycle approach, that holistic approach, is really the
7 approach that we are taking. This means that assessors are now able to handle both
8 pre- and post-marketing assignments within the GDUFA Program. We also generally
9 increase OPQ's efficiency by harmonizing internally, as well as streamlining
10 processes to reduce redundancies as well as administrative burdens. Everybody's
11 trying to do that, especially in this day and age where we have a limited number of
12 staff, limited amount of funding, that's presented to us.

13 00:46:49 So, we generally increased our efficiencies by harmonizing these processes to be
14 able to address those issues. So, while we've made significant strides in enhancing
15 our internal operations, our commitment to improving extends well beyond our
16 borders or the U.S. borders. So, let me examine how those accomplishments work
17 then on more of a global stage.

18 00:47:12 So, OPQ is a commitment to continual improvement in quality assessment process;
19 is our guiding light in our ongoing international harmonization efforts. The ICH
20 M4Q, efforts that are going on, better establishes the location and organization of
21 quality information that's coming into these submissions. So, we want to start
22 harmonizing this. We want to start to better establish that, so people know where to
23 look when these applications come in, and it makes the review process just that
24 much more efficient. Again, taking this lifecycle management approach. It also helps
25 with digital transformation of that information, so that we don't necessarily need to
26 do things with paper and pen anymore. The M4 revision guideline reached step one

1 at ICH, which is the expert sign-off, and that happened spring of this year and is
2 projected to be adopted as a final guidance in 2027.

3 00:48:03 OPQ also contributed to the publication of ICH Q12 guideline that harmonizes
4 management of post-approval changes as well. ICH Q12 is fully implemented and
5 available for all participants. Training material, including videos and related manuals
6 of policies and procedures, or what we call MAPPS—yes, we love our acronyms at
7 the FDA—were published last year ensuring OPQ assessors are adequately prepared
8 to be able to handle those types of submissions. So, as we continue to harmonize
9 internationally, we're also investing in cutting-edge technology to revolutionize our
10 work. One of our most exciting innovations is the knowledge-aided assessment and
11 structured application, or what we call KASA. I know you've heard about this
12 before, but we continue to make improvements. We continue to evolve that program,
13 that particular platform as well.

14 00:48:55 So, KASA is a data-driven platform for structured quality assessments—the key
15 being here structured quality assessments—that supports knowledge and risk
16 management across products and facilities throughout that product's lifecycle. So,
17 the KASA system advances CDER's quality assessment of applications by capturing
18 and managing the information that we receive about inherent risk and control
19 approaches that are being taken at those facilities.

20 00:49:19 The systems include predefined risk algorithms. So, we use risk algorithms to help
21 us do this work, and data integration that can address product design as well as
22 manufacturing and facilities in a structured format. Again, all of this is structured, so
23 that it becomes very easy to find this information and be able to assess that
24 information.

25 00:49:39 KASA performs computer-aided analysis and provides a framework for a structured
26 quality assessment. That's the whole point behind that. With the implementation of

1 the KASA system, review disciplines for solid oral dosage products—again, right
2 now it's solid oral dosage products—have access to sophisticated analytics and
3 search capabilities. However, KASA will continue to expand across more quality
4 assessment domains in the future.

5 00:50:03 So, with that being said, what I want to do now is let's understand what-- Now that
6 you understand what KASA is, let's take a look at how far we've come with this
7 groundbreaking system.

8 00:50:12 So, you have your timeline here. In 2021, KASA was released, and it allowed it to
9 aid in the assessment of about 40% of ANDAs. That was back in 2021. That was
10 four years ago. Again, for solid oral dosage products as well as biopharmaceuticals
11 and the manufacturing components that come into those assessments. After major
12 updates to the interface in data analytics, KASA 4 then was released in 2023 to cover
13 drug substance for generics as well as for new drugs and for drug master files. So,
14 you can see we've staged the improvements of the KASA system.

15 00:50:46 KASA 5.0 now, which should be available this year, actually expands coverage to a
16 majority of dosage forms, including liquid dosage forms, and will encompass more
17 than 95%-- 95% of generic drug products. So, we've gone from 40% now almost up
18 to 95%. The new releases also cover microbiology disciplines as well. So, I want to
19 put that in there. While KASA represents a significant technology advancement,
20 we're also innovating our assessment process, which is what we need to continually
21 do.

22 00:51:18 So, let me introduce you-- Well, reintroduce you to something you may be familiar
23 with, which is our integrated quality assessment process approach, or what we call
24 IQA. So, IQA is made possible by a multidisciplinary team, as you could imagine,
25 comprising FDA discipline experts who work collaboratively on the regulatory
26 submissions. So, we bring them together in these integrated quality assessments. It's

1 integrated with those experts to do the quality assessment. So, we work with those
2 individuals closely together so that we're able to do those assessments quickly with
3 the group as a whole.

4 00:51:54 While OPQ has long used IQA, we're continuing to improve its workload
5 management as well as its monitoring abilities. An assessment workload dashboard
6 will help leaderships manage staff's workload and distribution, because as you could
7 imagine, we need to make sure that everybody is kind of equal in terms of the
8 workload that they have. Because before we'd see some people had too much of a
9 workload, other people had some capacity, so we needed to resolve that issue. And
10 we did that by being able to put this workload capacity component into our
11 integrated quality assessment program. And this leads to more efficient assignments
12 and improved workload balance across all of the OPQ disciplines.

13 00:52:33 So, we won't necessarily need to create this balance by hand though, because we've
14 created an algorithm which actually automates that process. So, we're trying to
15 decrease the amount of involvement in some of this more routine, redundant type of
16 work. That's not really where these assessors should be spending their time and
17 attention. So, we developed these algorithms to help them be able to manage that
18 work without their direct involvement necessarily in that work. So, the tool will
19 automate the assignment decision-making process by considering obviously the
20 application type, the assessor's product familiarity with the particular dosage form,
21 and staff availability. So, we're bringing those three things into that algorithm to
22 make that assessment.

23 00:53:13 Aligned teams then are put together. It's being modified to improve the assignment
24 flexibility workload. And these aligned teams are drawn from smaller pools of
25 individuals across the assessment disciplines to assign IQA teams that have
26 cohesiveness, that are collaborative and familiar members. It's well known and well
27 published that teams that are comfortable with each other, that continually work with

1 each other, that know each other's styles and/or idiosyncrasies are more efficient and
2 effective. And we try to keep those teams together because of that, and it helps them
3 to then be able to work together. They know what the expectations are with each
4 other. They know how to interact with each other. So, it just makes that assessment
5 process that much more efficient, that much more collaborative, that much more
6 integrated.

7 00:53:58 So we're looking forward to a new aligned team structure, which will create even
8 further consistency among these teams, assessing both small and large molecules. So
9 again, we're trying to cross-train and we are cross-training the assessors to be able to
10 handle all types of molecules, all types of dosage forms, and work across all of the
11 UFA programs, whereas before there were more or less that kind of working on
12 specific application types, specific application programs. So, these efforts then will
13 allow more agility and streamlining assessment process. So, as you can see, our
14 quality assessment processes are evolving, but our innovation doesn't stop there. So,
15 let's explore some of the other newer tools that we're utilizing as well.

16 00:54:42 So, we've covered quality assessment. So, let's consider these tools that are enabling
17 regulatory innovation in other areas, starting with our quality management maturity
18 or QMM Program, one of the most promising areas of regulatory innovation. So, let
19 me explain to you how this innovation is working and to help improve quality
20 management in the industry itself.

21 00:55:05 So, CDER's QMM Program aims to encourage establishments to implement quality
22 management practices that go beyond current-- Current good manufacturing
23 practices or CGMP standards. CGMP standards are at the bare minimum. I've been
24 in this industry for a long period of time. I remember when I was an undergrad, and
25 I'm not going to tell you how long ago that was, but even then, these issues are still
26 here that many years later. So, it just amazes me that people are just kind of hovering
27 on this borderline of meeting CGMPs. We need to raise the quality standard within

1 the industry itself, and we believe, I believe, that this QMM program will help us
2 raise that bar.

3 00:55:49 In 2024, OPQ launched the voluntary QMM Prototype Assessment Protocol
4 Evaluation Program using lessons learned from a QMM pilot program to develop
5 these prototype assessment protocols. The current program aims to evaluate whether
6 the prototype as designed can enable assessments of established quality management
7 practices. We had to try it out. We developed these protocols. Well, do they work or
8 don't they? So, we had to go out and test them to see if they actually did what we
9 wanted them to do. And then we also took those and provided establishments with
10 actionable feedback.

11 00:56:23 So, while I don't like using this term, but this is kind of akin to having FDA come in-
12 - I'm going to say this word anyway, but I kind of put it in quote, as a "consultant," if
13 you will, to take a look at your quality systems. It's not a punitive system; it's not a
14 punitive program. A lot of people misunderstand that about QMM. We come in to
15 evaluate your program, your quality program, and understand your quality
16 management, and then share that back with the company. And that's where it goes.
17 That's as far as that information goes.

18 00:56:53 So, what we want to do though is that we want to be able to tell companies where
19 they need to improve, and then hopefully they will take that seriously. And then this
20 should then begin to raise the bar of their quality management maturity within that
21 particular company.

22 00:57:10 So, the initial volunteers were solicited through a Federal Register notice that was
23 published in 2024 for this first pilot program. 27 drug manufacturing establishments
24 actually volunteered. And out of that 27, we selected nine, and that included three
25 generic drug establishments. So, there were generic drug companies; one third, 33%,
26 volunteered that were generic drug companies. We conducted orientation for

1 participating establishments just to make sure people understood the expectations
2 and the requirements of the program and what we were there to do and how this
3 would benefit them as well as benefiting us.

4 00:57:44 Following evaluation, each establishment received a detailed report summarizing
5 their strengths, as I mentioned, and opportunities for improvement. So, we wanted to
6 make sure that we acknowledge both where you're doing well and where there's
7 areas for continual improvement. Post-improvement assessment follows up with the
8 first-- This year's first participants are ongoing, and should be completed by
9 September of this year, providing that feedback to those nine establishments. We
10 received feedback from these establishments indicating that the establishments--
11 That these assessments were valuable to them and they would encourage other
12 establishments to participate as well. So, in fact, different establishments from some
13 of the same companies wanted to and have applied for the second year of this
14 program as well. That's how much they valued the input.

15 00:58:31 So, the outcomes of this program will help inform the refinement of QMM
16 assessment protocol and process and further demonstrating OPQ's commitment to
17 continual improvement and raising that quality bar across all of the industry. So, the
18 QMM Program has already shown great promise, but we're not resting on our laurels
19 on that. So, let's take a look at what's next for this groundbreaking program.

20 00:58:53 So, looking ahead, this year OPQ intends to publish a paper summarizing the lessons
21 learned from the 2024 program, so we could share that more broadly and that the
22 industry can see what it is that we've done and how the program works. It would also
23 cover refinements to the protocol and an approach to improve the consistency of
24 scoring. Yes, we do score each of the areas that we audit. We have to. And then this
25 way you then know, or companies will know, what areas need improvement, which
26 ones are doing well in, and then as they continually to hopefully improve those

1 areas, then those scores should go up. So, there's a way to monitor improvement as
2 well.

3 00:59:29 We're also going to share anonymized scores for the nine assessments. Again, they
4 will be anonymized. We're excited to note that an FRN was posted from April to
5 June of this year, soliciting volunteers to participate in the second-year program. We
6 received a rather large number of companies and facilities that wanted to participate,
7 but again, we selected nine from that list.

8 00:59:54 While QMM is a relatively new program that focuses on manufacturing
9 establishments, we're also leveraging AI, artificial intelligence, to improve our
10 internal processes. So, let me introduce you to our Analytics-Driven Supplement
11 Evaluation Tool. Yes, we like these fancy names, and as you can imagine, it does
12 have an acronym. And we call it ASE. One of the ways that's easy for me to
13 remember it's because there's a commercial out there that says, "ACE is the place."
14 Well, ASE is spelt a bit differently, but that's kind of how I remember this one.

15 01:00:26 So in fact, this program itself also uses AI use cases that supports the triage and staff
16 assignment process for the assessment of post-approval changes or CBEs, changes
17 being effected. So, we use-- Again, let me just reiterate that. Uses an AI use case that
18 supports the triage, the triage of the CBEs that come in, and staff assignment process
19 for the CBEs. So again, this is an automated process making use of artificial
20 intelligence, again, to take this routine or redundant work away from the assessors
21 and put it into an AI system and let that generate how we then actually parse out the
22 CBEs. It uses a convolutional neural network model in combination with a rule-
23 based approach, but ASE produces an output that helps staff triage the CBE
24 submissions, which is extremely helpful. The output of the AI component
25 contributes to the triage and staff assignment processes, and also-- It also
26 summarizes the submitted information to support then the decision making. It
27 supports the decision making of the assessor. It does not make the decision. I want to

1 be very clear about that, because people get confused when they hear about AI, and
2 they always ask us, they ask me, “Well, Mike, is AI making all the decisions for
3 OPQ?” The answer is no. It's a tool. It's a tool that helps us save time. It helps
4 summarize data, but it is the assessor. That's why I don't like that term reviewer,
5 because they actually critically assess and look at what's in the submissions and they
6 make the decisions, not the AI model.

7 01:02:07 So, ASE is just one example of how we're using advanced analytics. Another
8 powerful tool is our Quality Surveillance Dashboard, and that's called QSD. So,
9 Quality Surveillance Dashboard is a dynamic and interactive facility-based
10 dashboard for consistent assessment of facilities and quality signals. So again, we've
11 got this dashboard. A lot of people like to look at the graphics, they remember things
12 more easily than just looking at charts or tables. So, it's really a nice tool that allows
13 them to do that. And the dashboard was designed to provide assessors with the
14 ability to navigate details about each facility's products and an overall timeline of the
15 facility's quality history. So, it's at the fingertips now of the assessors to pull up that
16 information. It helps with surveillance; it helps with the assessment. It also helps
17 with inspection. So, it's really a multi-use dashboard that's been put together. The
18 user interface incorporates interactive visualizations that enable users to discover and
19 share insights regarding those facilities, as well as the manufacturing capabilities and
20 product quality information from those facilities.

21 01:03:13 Soon, the integration of data collected from KASA is then going to be used to
22 continue to build that database within the Quality Surveillance Dashboard. So, we
23 always want to make sure that what we develop interacts with all of the other
24 systems that we have as best as they can and as far as they can, because you want to
25 be able to have that interaction and have those systems work with each other.
26 Otherwise, they'd only be of minimal use to us. So, soon the integration of data
27 collected from KASA will enhance analytics within the QSD, something we're very

1 much looking forward to. So, this way we have those analytics on our hands and the
2 assessors then don't have to do this manual work. Again, that's time consuming.
3 Better to spend their time doing the assessment, not pulling all this data together.
4 And that's where AI and these advanced analytics come into play.

5 01:04:01 So, these innovative tools are crucial, but they're not the only way we're driving
6 progress. So, let's shift gears and examine how our research initiatives are enabling
7 generic drug approvals. You heard about the research programs under GDUFA. You
8 heard it from Dr. Lionberger, you heard it from Dr. Murphy as well. So, I'm not
9 going to bore you with going over what they've already done, but I do want to share
10 with you some of the research that we've done that's critical from a scientific
11 standpoint to be able then to develop, evaluate an approval of the quality generics
12 that are coming into us, ensuring drug safety and efficacy. So, to give you a concrete
13 idea of our research efforts, let me share some of the highlights from our work
14 during GDUFA III.

15 01:04:46 So, OPQ collaborated with OGD and others on more than 70 research projects to
16 support generic product development and ANDA assessment. So, it's used in both
17 places. It helps assessment as well as it helps us to do inspections as well by doing
18 this research. Some research highlights include control strategies and analytical
19 methods for nitrosamine impurities. I think somebody-- Most of you are well
20 familiar with this issue. An evaluation of immunogenicity for synthetic peptide
21 drugs. Dr. Lionberger talked about that just a little while ago.

22 01:05:20 Additionally, OPQ supported in vitro bioequivalence approaches for complex
23 formulations such as ointments, liposomes, creams, things along those lines,
24 implants, as well as complex routes of administration such as topical, inhalation, as
25 well as ophthalmic. So, since 2022, OPQ and OGD collaboratively conducted 44
26 NDA triage meetings to identify knowledge gaps in our product-specific guidances
27 and resulted in the initiation of seven research projects to specifically inform

1 additional guidance development. So, these research initiatives aren't just theoretical,
2 they have real-world impact. It's not doing research for the sake of doing research.
3 It's got to be based in the work that we do.

4 01:06:08 So, what I like to do then is give you some examples of how our research has
5 enabled groundbreaking generic drug approvals. So, as I mentioned, GDUFA-funded
6 research—and again, this is GDUFA-funded research—has been instrumental in
7 enhancing scientific knowledge and tools, especially for complex generics. In 2023,
8 we approved the first generic naltrexone extended-release injectable suspension to
9 treat alcohol and opioid dependence, which uses a complex polymeric microsphere
10 technology. So, this approval makes a significant achievement due to the scientific
11 advancements that enable development as well as manufacturing, as well as
12 demonstrating bioequivalence for this complex generic product. GDUFA-funded
13 research on long-acting injectable products such as this has systematically advanced
14 scientific understanding and helps us develop new development tools as well.

15 01:07:02 In 2024, FDA approved the first generic teriparatide injection for osteoporosis
16 treatment, a significant milestone for peptide drugs, which must address potential
17 immunogenicity risks. It's always an ongoing issue. As a peptide drug, teriparatide
18 poses immunogenicity risks. I think most of you're aware of that, again, Dr.
19 Lionberger mentioned that a little while ago, requiring generic drug developers to
20 conduct impurity comparability studies and address any differences, that-- Of course,
21 those differences may lead to immunogenicity risk. OPQ labs developed assays to
22 assess unwanted immune responses elicited by these impurities in these drug
23 products. And research increased the reliability of these assays, such that
24 immunogenicity risk of the teriparatide drug product was compared to enable the
25 approval of the first ANDA. So, there's a lot of work that goes on to allow these
26 drugs then to be approved at the ANDA level.

1 01:08:00 These approvals, which were facilitated by internal and external research
2 collaborations demonstrate how FDA research priorities have addressed scientific
3 insights or given us scientific insights, improve assessment methods, and help
4 improve drug availability for both patients as well as consumers. So, as we've seen
5 from quality assessment improvements to cutting-edge research, GDUFA has been
6 instrumental, there's no doubt about it in advancing pharmaceutical quality.

7 01:08:29 So, in closing. I hope you've seen that the generic drug user fees have enabled
8 regulators and industry to mutually benefit patients in an evolving world and ensure
9 that patients remain the top priority in our decision making as well as in our
10 operations. Before I conclude, I want to leave you with a key message that
11 encapsulates the essence of our mission and the importance of GDUFA.

12 01:08:56 Here we go. Continual improvement and innovation are keys in assuring drug
13 quality. GDUFA has provided the resources to make this possible, so let us continue
14 to assure quality medicines are available to the American public because, quite
15 simply, our lives depend on it. No doubt about that. So, I'd like to thank you for the
16 privilege of your time and attention, and I'll turn it back over to Mark.

17 01:09:27 Mr. Ascione: All right, thank you, Mike. I just want to make sure I get Ivy's title
18 correct on this. So, now we'll hear from Ivy Sweeney, the Deputy Director of the
19 Office of Human and Animal Drug Inspectorate on FDA-- On the FDA Drug
20 Inspectorate. Ivy.

21 01:09:46 Dr. Sweeney: Right, thank you. Thank you. Today I'm actually serving as the
22 Acting Director of the Office within the Office of Inspections and Investigations. As
23 many of you are aware, generic-- GDUFA fees and non-user fee appropriations,
24 they've been crucial in funding for personnel involved in generic drug regulations,
25 including those inspecting generic drug facilities. Today I'm happy to provide some
26 updates on the Inspectorate and FDA drug inspections overall. Firstly, however, I'll

1 speak about a topic that is probably on the minds of many, and that's the FDA's May
2 6th news release regarding the expansion of foreign unannounced inspections before
3 I get into more general items. Next slide. Next slide?

4 01:10:37 So, let me speak a little bit about unannounced inspections. The FDA conducts about
5 12,000 domestic inspections and about 3,000 foreign inspections each year for all
6 commodities, and typically pre-announcements are mandatory for all medical device
7 surveillance inspections, some bioresearch monitoring inspections. In addition, there
8 are some other commodity inspections, as needed, are pre-announced. The primary
9 purpose of pre-announcing specifically during foreign inspections is to ensure the
10 appropriate records, personnel, will be available so that we may execute an effective
11 inspection.

12 01:11:11 In general, the Agency usually announces foreign inspections in advance, partly due
13 to logistics such as arranging travel, access to facilities, securing visas, and partly
14 because of the high cost of conducting foreign inspections. Foreign trips typically
15 consist of multiple facility inspections and they can be costly, frequently with airfare
16 being one of the major contributors to those costs. Unlike domestic facilities, where
17 English is the required form of communication, English is not always a requirement
18 for foreign facilities, and therefore, arranging translation services in advance is
19 another important factor when considering a foreign inspection for FDA.

20 01:11:49 Finally, the legal authority to enter a domestic facility versus a foreign facility is
21 different. An FDA Form 42, a notice of inspection, is not required to be issued for
22 foreign inspections due to several factors related to jurisdictional limitations and
23 practical considerations. So, FDA does operate on the U.S. law and does not have
24 the same regulatory authority in foreign countries as it does domestically. And so,
25 the Form 42, that notice, it serves as a formal notice under the U.S. regulatory
26 framework, but this framework has a limited applicability in foreign jurisdictions. In
27 addition, there are some sovereignty considerations. Foreign inspections often

1 require coordination with local regulatory authorities and must respect the host
2 country's sovereignty at times. So, issuing formal regulatory notices may conflict
3 with certain diplomatic protocols or local regulatory processes. Other considerations
4 are practical and operational factors. Many of our foreign facilities are conducted on
5 a voluntary basis, where the facility allows and agrees FDA conduct the inspection,
6 and so the formal notice could be seen as to discourage cooperation from some
7 foreign manufacturers.

8 01:12:59 In addition, foreign inspections may be conducted under mutual recognition--
9 Mutual recognition agreements, cooperative agreements with foreign regulatory
10 bodies, and other international frameworks that have their own procedural
11 requirements. As many recall during the COVID-19 pandemic of 2020, inspections
12 were being pre-announced due to restrictions implemented by many facilities;
13 control visitors, staff, and public safety reasons. However, we've come a long way
14 since then and I'm happy to report that the percentage of unannounced inspections
15 across FDA has increased back to pre-pandemic levels. Next slide.

16 01:13:37 Now, the U.S. Government Accountability Office conducted a study which was
17 published and released in 2022, and in that study, one of those recommendations was
18 that FDA incorporates some leading practices into the design of its unannounced
19 inspection and translation pilot programs. And so, FDA began implementation of a
20 foreign unannounced inspection pilot, also known as the FUIP, back in March 2022,
21 and the pilot was focused on conducting unannounced foreign human drug
22 inspections in India and China where the majority of our foreign firm drug facility
23 inventory resides.

24 01:14:12 Now, outside of the foreign unannounced inspection pilot, unannounced inspections
25 have been occurring but have been limited in nature due to the reasons I shared.
26 Foreign unannounced drug inspections are also conducted where possible by our in-
27 country personnel stationed overseas and for some for-cause inspections, where

1 compliance matter or drug safety issue is being investigated. Over the last five years,
2 the number of foreign unannounced drug inspections has been steadily increasing in
3 part due to the pilot. As a matter of comparison, in fiscal year 2024, about 89% of
4 domestic drug inspections were unannounced, and about 12% of foreign drug
5 inspections were announced. Next slide. Unannounced, excuse me.

6 01:15:00 As mentioned, FDA has been conducting this pilot mostly in India, in China, since
7 early 2022. The pilot program was actually published into public law later that year
8 in December 2022. The FDA-- Excuse me. The Food and Drug Omnibus Reform
9 Act of 2022, which was enacted in part of the Consolidated Appropriations Act of
10 2023, includes the provision that mandates a pilot program for increased
11 unannounced foreign drug establishment inspections and important development as
12 the pilot program requires resources, trained personnel, processes, and money.

13 01:15:35 So, this section of the law directs FDA to evaluate the differences between pre-
14 announced and unannounced human drug inspections and the impact of announcing
15 inspections in advance of the inspection. So, the pilot includes a requirement to
16 assess the differences between the amount and types of deficiencies found during the
17 unannounced and pre-announced foreign human drug inspections, and it assesses the
18 cost and benefits associated with the two. The Agency was also charged to identify
19 the barriers in conducting unannounced inspections of foreign human drug
20 establishments, the challenges to achieve parity between domestic and foreign
21 human drug establishment inspections, and the approaches needed to mitigate any
22 negative effects that are caused by conducting unannounced foreign human drug
23 inspections. Quite a feat and quite a challenge for FDA to undertake. Next slide,
24 please.

25 01:16:28 So, happy to report the unannounced pilot is still in progress, approximately 50%
26 complete as of June of this year. Challenges, I'll share some of those right now, with
27 the unannounced drug inspections thus far include some staffing, logistical cost

1 related issues. There have been some post-COVID delays in getting the pilot
2 inspections conducted in China after the pandemic. Those have mostly been
3 resolved. We did have a slowdown this year in conducting some of the pilot
4 inspections in part due to process changes and improvements that are ongoing
5 internally related to coordinating logistics and conducting some of those inspections.
6 We've had some limitations in support staff this year. The pilot still continues,
7 meaning unannounced inspections are still occurring, and the foreign unannounced
8 inspections under this pilot. They frequently require multiple investigators per
9 inspection, adding a strain to existing resources. The Drug Inspectorate is balancing
10 pilot resourcing needs with resourcing needs to meet other inspection work plan
11 goals.

12 01:17:32 And I will just share here that some of the facilities that have been inspected are
13 GDUFA-funded facilities. So, in regard to those logistical challenges I alluded to, we
14 have encountered difficulties at times finding reliable, safe ground transportation in
15 some areas, coordinating translators for inspections, maintaining confidentiality of
16 the inspection due to information we must provide to local governments and hotels
17 to secure and access safe lodging for our staff.

18 01:18:01 Despite that, we do have some successes. As I mentioned, we were able to get quite
19 a number of these inspections done unannounced. A lot of what we've gathered so
20 far is really to help inform what next steps we will take and how best we can
21 improve the program to ensure that we're able to improve parity with the style of
22 conducting these inspections in comparison to domestic ones.

23 01:18:26 Further, one of the cost challenges related to some of these inspections does have to
24 do with the availability of translators; I mentioned the cost of air travel as limiting
25 factors that the agency continues to overcome as we expand the use of unannounced
26 foreign inspections. As the pilot-- As I mentioned, as the pilot continues, this
27 valuation will continue on. However, next slide, please. A lot has been learned to

1 date with the foreign unannounced inspection pilot. We've seen over the last five
2 years, as I mentioned, increasing the number of unannounced drug inspections up to
3 as much as 24% in some countries in part due to the pilot. And in addition to
4 inspections in India and China, FDA has been conducting unannounced foreign drug
5 inspections in other countries on a limited basis. And so, I'll call your attention to the
6 news release of May 6th, 2025, and this aims to expand the unannounced foreign
7 inspections at FDA-regulated facilities including drug manufacturing facilities. And
8 as the details of the expansion of foreign inspections across the board are still being
9 worked out, just know that it will apply to multiple commodities, not just drug
10 facilities, and it could also mean an increase in the number of unannounced foreign
11 inspection expansion in other countries outside of India and China.

12 01:19:45 As a reminder, FDA is authorized to take regulatory action against any firm that
13 seeks to delay, deny, or limit an inspection, or refuses to permit entry for an
14 unannounced drug inspection or device inspection. Now, this news release should
15 serve as advance notice that firms can anticipate that their next foreign inspection
16 may be an unannounced one. Firms are encouraged to ensure that FDA personnel
17 attempting an inspection are provided access without delay. Next slide.

18 01:20:17 Now, the expansion of the unannounced foreign inspections, as I mentioned, will
19 also apply to facilities engaged in generic drug manufacturing. And as seen on this
20 slide, the number of GDUFA-paid facilities has been increasing over the years. And
21 likewise, our ability to ensure we are keeping pace with timely risk-based inspection
22 completion remains just as important in application approvals, routine surveillance
23 needs, and ensuring as an agency we are being timely in our decision making.
24 GDUFA fees, including non-user fee appropriations, fund personnel involved in
25 generic drug regulations, including some of our investigator workforce.

26 01:20:55 During a GDUFA-funded inspection, various aspects of a generic drug
27 manufacturing facility and its operations are reviewed to ensure compliance with

1 quality and safety standards. Current good manufacturing practices are assessed to
2 determine a facility's adherence to CGMP regulations. As mentioned just now, these
3 are basic regulations. Manufacturing processes, methods, and formulations are
4 verified to those described in the ANDA. Data integrity, facilities quality control
5 system, and changes in amendments to the manufacturing processes to the approved
6 ANDA are also reviewed during a GDUFA inspection. Overall, these inspections are
7 conducted to ensure the generic drugs entering the market are safe, effective, and of
8 high quality. Next slide, please.

9 01:21:43 All right. Many of you may or may not be aware, we did undergo a reorganization
10 on October 1st, 2024. The Office of Human Drug Inspectorate was born, if you
11 must. It has the primary responsibility of ensuring all inspections of drug facilities,
12 including those funded by GDUFA, are being completed timely and using risk-based
13 inspection approaches to performing that function.

14 01:21:11 As many of you are aware, on October 1, 2024, there was an FDA reorganization
15 that it did impact at the time what was the Office of Regulatory Affairs, which
16 became the FDA's Office of Inspections and Investigations. The Office of
17 Pharmaceutical Quality Operations, OPQO, is now the Office of Human and Animal
18 Drug Inspectorate. Now, mark you. This change actually served a number of
19 purposes. Our four-field divisions that were formally in that office has now become
20 six-field divisions that support our domestic operations, and we were also able to
21 consolidate our pre-approval managers, and these are our folks who oversee a
22 number of our time-sensitive, and at times GDUFA-funded, pre-approval
23 inspections. They were consolidated into a single division, and our dedicated foreign
24 cadre staff are housed with our Foreign Drug Division, and they oversee all of our
25 foreign drug inspections and our primary points of contact for the unannounced--
26 Foreign unannounced pilot.

1 01:23:22 Now, as of June of this year, OHADI has a total of 210 investigators. Our workforce
2 does remain strong. 16 of those are foreign-drug-dedicated cadre members. 194 of
3 the 210 are OHADI field investigators stationed across the United States, and that
4 includes our national experts. 86 of those field investigators are funded by GDUFA.
5 Now, FDA continues to maintain offices and staff in other countries, for example. A
6 number of our drug investigators are stationed in China and India alongside other
7 FDA personnel in those countries, and this allows the Agency to be strategically
8 positioned to provide oversight to the notable volume of drug facilities in those
9 countries. Next slide, please.

10 01:24:10 Now, the Drug Inspectorate's Workforce capacity continues to be critical to us,
11 ensuring that adequate oversight of facilities involved in all aspects of generic drug
12 manufacturing are maintained. Now, our FDA drug investigative workforce is highly
13 skilled and knowledgeable. They are expected to be able to cover a wide variety,
14 often complex, drug manufacturing processes during any inspection, and our staff
15 must remain ready, prepared to also be responsive to investigate signals, complaints,
16 field alerts, and so forth to ensure the safety and trust in the products that are
17 currently on the market. Now, we continue to put investments to train this
18 workforce. Maintain and advance their skillset continues to be crucial to our
19 workforce. And ensuring the right personnel with the right experience are being
20 recruited and selected, as always, plays an important role. In addition, the retention
21 of our staff is equally as vital in ensuring this workforce capacity is maintained.

22 01:25:08 Now, though for the most part the Drug Inspectorate was not directly impacted by
23 the recent rifts, we did see a number of employee departures, retirements, that have
24 had an indirect impact. And while our operational processes are being revamped and
25 centralized, we continue to look for best practices, ways to improve efficiencies
26 needed to support our core inspection, investigational operations. To facilitate some
27 of these inspections and record reviews, we have tools such as remote regulatory

1 assessments, remote interactive evaluations that are available and may be utilized
2 when appropriate. In addition, the Agency utilizes mutual recognition agreements
3 between FDA and foreign regulatory authorities, which allows us to rely upon
4 information from drug inspections conducted by each other's within each other's
5 borders.

6 01:25:56 Now, due to the recent hiring freeze, the hiring of additional investigators was on
7 hold for a short period. However, we have resumed recruitment and hiring of new
8 drug investigators. There are currently some open announcements. We are hopeful
9 the importance of the investigator role to public safety will allow us to fully staff the
10 Drug Inspectorate and address any losses of attrition we have seen this year. As
11 mentioned, we currently have about 210 drug investigators. We'd like to see that
12 workforce continue to increase so that we can get to capacity. This will allow us to
13 not only meet the needs of our current work plan but be in a better position to expand
14 foreign unannounced inspections, provide efficient oversight to facilities being
15 brought online domestically.

16 01:26:42 You heard from a number of speakers today describing the complexity and the
17 resource investments required to provide accessible, safe, and effective generic drugs
18 to the U.S. population. Today, I shared with you some past currents and future plans
19 with respect to the foreign unannounced inspections and the Drug Inspectorate's
20 commitment to remaining that gold standard we are known for around the world by
21 ensuring we are prioritizing our recruitment, our training, our attention of the drug
22 investigative workforce. The Agency's ability to conduct inspections remain one of
23 the critical pieces of its oversight responsibilities, and we're excited to be part of the
24 kickoff conversations surrounding the next round of generic drug use of the
25 amendments, working lockstep as an Agency to ensure safe, effective, generic drugs
26 are made accessible to the American public in a timely manner. Thank you. Let me
27 turn it back over to our moderator.

1 01:27:39 Mr. Ascione: Thank you, Ivy. That brings us to our break, so we'll return back
2 here at 10:50. For those here in the great room, I'll remind you that restroom
3 facilities are out the doors here, down the hall to the right, and there's a kiosk right
4 out the doors that is available for coffee or snacks for purchase. So, we'll see you
5 back here at 10:50. Thank you.

6 *Industry Presentations*

7 00:04:03 Mr. Ascione: All right, let's get back to it. So, welcome back, everyone. A few
8 reminders. If you're experiencing any technical difficulties, do please email the
9 GDUFA reauthorization inbox at gdufareauthorization@fda.hhs.gov. Also keep in
10 mind that you can submit public comments until August 11th. That docket will be
11 open and the email with the link to it will be sent out as part of the summary for next
12 week. We do encourage everyone to submit their perspectives.

13 00:04:37 A couple other reminders for those in the sporting world. Tadej Pogacar on stage
14 seven of the Tour de France back in yellow, defending champ, and American Taylor
15 Fritz over in England is down two sets to one at Wimbledon semifinal. And a
16 reminder for the speakers: I'll put this up with when you have two minutes left in
17 your timeframe and this one I'm asking you to please wrap up. That'll be true for all
18 the way through to the rest of the presentations today.

19 00:05:08 All right. Before the break, we heard from FDA. Our next session is on regulated
20 industry perspective. First, we have Giuseppe Randazzo, Senior Vice President,
21 Sciences and Regulatory Affairs from the Association of Accessible Medicines. So,
22 Giuseppe, please come on up here.

23 00:05:47 Mr. Randazzo: Thanks, Mark. Before I begin, I want to express my sincere thanks
24 to the FDA for convening this important Public Meeting. From Commissioner
25 Makary to Dr. Corrigan-Curay, to Office Directors Dr. Murphy, Dr. Kopcha, we
26 appreciate your continued leadership and commitment to the GDUFA program. I'd

1 also like to thank Dr. Rob Lionberger and Ivy Sweeney for presenting today on
2 behalf of the Office of Research and Standards and the Office of Inspections and
3 Investigations respectively. The work of these offices, OGD, OPQ, OIL, and Office
4 of Compliance is essential in ensuring that generic drugs are assessed and inspected
5 in a timely manner. In doing so, patients have continued access to safe, effective and
6 high-quality generic medicines. And last but certainly not least, a special thank you
7 to Kathleen Davies, Kim Taylor, Dat Doan, and all the many FDA staff who made
8 all the work behind the scenes happen and made this meeting possible. Good
9 morning.

10 00:06:48 As Mark mentioned, my name is Giuseppe Randazzo and I serve as the Senior Vice
11 President of Science and Regulatory Affairs at the Association for Accessible
12 Medicines. Our Association members collectively manufacture over half of the
13 FDA-approved generic medicines dispensed in the U.S. On behalf of our members,
14 we thank you for the opportunity to speak here today.

15 00:07:11 I'm going to go over some background, which you've probably seen in the previous
16 presentations, so bear with me. I wrote this before seeing those presentations, so I'll
17 repeat some things. The Generic Drug User Fee Amendments Act, or GDUFA, has
18 played an essential role in strengthening the generic drug review process and helping
19 to ensure that patients have timely access to safe, effective and affordable medicines.
20 Generic drugs and biosimilars, as you've heard previously, represent 90% of all
21 prescriptions dispensed in the U.S., but what you have not heard previously was, but
22 remarkably only 13.1% of the spend on prescription drugs.

23 00:07:49 Over the past 10 years, savings from generic drugs and biosimilars have totaled over
24 3 trillion dollars. Why do I bring this up? Just to point out that these savings
25 underscore the essential role generic medicines play in supporting and sustaining our
26 healthcare system, delivering unparalleled value to patients, payers, and taxpayers

1 alike. Continued investment in the generic drug program is critical in maintaining
2 both access and affordability in the American healthcare system.

3 00:08:23 Since the enactment, in GDUFA I in 2012, the influx-- Hold on. Yeah, okay. I'm just
4 making sure the pages are correct. Since the enactment of GDUFA I in 2012, the
5 influx of resources from user fees has contributed to substantial progress in
6 improving the efficiency and effectiveness of the Generic Drug Review Program.
7 The GDUFA Program supports investments in FDA staff and infrastructure,
8 enabling a more efficient review process and more predictable review timeline.
9 Before GDUFA, as mentioned previously, generic applications review times were
10 slow and unpredictable, and the Agency was impacted or facing a backlog of more
11 than 2,800 unreviewed ANDAs. Thanks to the establishment of this program, the
12 backlog of unreviewed applications were eliminated and median ANDA approval
13 times have dropped significantly. This work helps not only to ensure patient access,
14 but also encourages market competition, which helps keep medicines affordable for
15 the American public.

16 00:09:29 In GDUFA I, the Agency met many of its assessment timelines—trust me, I know—
17 which improved predictability and while the first-cycle approval rates certainly
18 improved during GDUFA I, many applications did not receive first-cycle approval,
19 and then there was GDUFA II and GDUFA III. These GDUFAs were built on the
20 foundation established in GDUFA I. With each subsequent GDUFA reauthorization
21 and with the help from industry, the FDA committed additional resources to improve
22 first-cycle approval rates. This was done through a variety of different mechanisms.
23 None more important than the improvement of communication between FDA and
24 industry.

25 00:10:08 Structured opportunities for communication, such as pre-submission meetings, mid-
26 cycle review updates, post-complete response letter meetings, and post-warning
27 letter meetings, provide industry with critical information about FDA's expectations,

1 so that they can be assessed or addressed, excuse me, more quickly, with the goal of
2 fewer assessment cycles, conserving both FDA and industry resources.

3 00:10:35 Another area of improvement in each reauthorization, and this was previously
4 mentioned on a slide or two from other speakers, has been the timely issuance of
5 product-specific guidances, or PSGs. Industry is thankful for the policy staff and the
6 subject matter experts who facilitate this process. PSGs outlined their recommended
7 methodology for generating evidence to support ANDA approval. User fees have
8 supported the timely development and maintenance of these guidances. In return,
9 these guidances have facilitated the development of high-quality generic applications
10 by providing clarity and predictability on FDA's regulatory experience expectations.
11 And as you saw from Rob's presentation, what is done on the complex generic side
12 as well.

13 00:11:20 GDUFA II and GDUFA III also provided additional resources to support the
14 development of review of complex generics. These products pose unique scientific
15 and technical challenges that can impede the development of generic versions. The
16 regulatory science initiative under GDUFA has helped guide the development of
17 more technically challenging products. Some of these complex products include
18 inhalers, long-acting injectables, and topical formulations, many of which previously
19 were without generic competition. With this, it is very obvious the impact of
20 GDUFA is clear.

21 00:11:58 In 2024 alone, FDA has approved over 700 generic drugs, including more than 100
22 first generics. These represent critical opportunities to lower costs for patients and
23 strengthen the resilience of our supply chain. With all of the success, there is still
24 room for improvement.

25 00:12:16 As we look ahead to GDUFA IV, we are eager to continue our strong partnership
26 with the FDA to work to ensure the generic drug program delivers measurable

1 results for both regulatory efficiency and more importantly for the public health. In
2 GDUFA IV, we look forward to discussions on how to further streamline the ANDA
3 assessment process, how we can increase transparency for applicants, how we can
4 enhance support for generic, excuse me, complex generics, how we can expand the
5 use of modern review tools, and how we can ensure the program remains agile in a
6 rapidly evolving scientific and policy environment.

7 00:12:56 We also look forward to working with the FDA to improve the inspection and post-
8 inspection process. These improvements can help facilitate the incorporation of
9 inspection findings into the ANDA assessment in a timely or more timely manner so
10 that the inspection decisions do not unnecessarily impede ANDA approvals. Other
11 areas of focus in GDUFA IV could include advancing global harmonization and
12 addressing persistent challenges such as drug shortages and barriers to market entry.

13 00:13:28 In closing, GDUFA is a success story, and one we are proud to continue to build
14 together. GDUFA is a vital tool that supports the development of generic medicines
15 for industry and enables the FDA to efficiently assess the-- And improve them,
16 excuse me. Ultimately, this expands access to safe, affordable treatments for the
17 American patients. Again, we thank the FDA for its commitment to the GDUFA
18 Program and we look forward to working with you to make GDUFA IV the most
19 effective version for patients yet and for public health and for the future of
20 affordable medicines. Thank you.

21 00:14:16 Mr. Ascione: All right, thank you, Giuseppe. Next up we have Joel Carpenter,
22 the Executive Director of the Bulk Pharmaceuticals Task Force. Joel.

23 00:14:28 Dr. Carpenter: Good morning, everyone. I am-- Just need to quickly pull up my
24 notes here. Okay. So, welcome this morning. I'm here to talk about the Bulk
25 Pharmaceuticals Task Force and our expectation for the upcoming GDUFA
26 negotiation. Dr. Makary talked about four specific topics and has-- Which came out

1 in the FDA data call a while back and I will address each of those four. I believe my
2 colleague Giuseppe actually touched on exactly those four and I will probably repeat
3 a few of the things he has said. So, he queued me off.

4 00:15:15 Just as an introduction, the Bulk Pharmaceuticals Task Force has been around for
5 more than 20 years. It was originally under the umbrella of SOCMA, but we've
6 broken into an independent organization in 2020. We have 16 member companies
7 and one consultant and it's actually a wide range of member companies. We have
8 very small companies that are just one site and a few pots and pans. Copperhead is
9 one example of that. We have other members who are basically fine chemical
10 producers but have carved away part of their plant into a GMP unit and so they have
11 a GMP area and then they have regular fine chemicals.

12 00:15:54 And then we have some big folks who are global in presence, people like Evonik and
13 MilliporeSigma, who are broadly participating in the game here, both on the drug
14 substance and on the drug product side. So, we've got a very varied interest within
15 our organizations. We represent both small and large organizations in our group.
16 And many of these have other facilities worldwide like Piramal in India, but it also
17 has facilities in North America. The same thing with Evonik. So, I speak for the
18 domestic API industry. We do have a sister organization in the European Union
19 called APIC-- API Committee. And so, they really look at it from a European
20 perspective and they're a member of the Suffolk organization, which is sort of
21 equivalent to ACC here in the United States. And so that's a little bit of a background
22 about the organization.

23 00:16:51 Previous in these GDUFA negotiations, you had a fellow named John DiLoreto
24 participating in GDUFA I, II, and III. With sadness, I tell you that he passed away
25 last year, unfortunately, from cancer and I stepped into his role here starting in 2023
26 when he was beginning to have issues there. And so, this is not my first time at
27 GDUFA negotiations, but I was in GDUFA I for one or two meetings, but I will be

1 sitting here at the GDUFA IV negotiation as your participant or representing the API
2 industry. So, I'm the guy. So, keep that in mind.

3 00:17:32 Our value proposition to industry is basically to be-- I mean, a value proposition to
4 two of my membership is to be the face of the API industry with health authorities
5 both domestically and worldwide. And so, we are sort of the interface between API
6 producers and people like yourselves at FDA and also with Health Canada and the
7 Therapeutic Goods Administration and I can name a number of other organizations
8 worldwide. We also do a lot of collaboration amongst ourselves on RA and QA
9 issues. Issues will come up and we will powwow together and discuss, you know,
10 "Hey, what's the best way to approach it?" Sometimes we write comments to various
11 Federal Register notifications that come out there, and so you'll see my name on a
12 number of those things. Right now, we're commenting on the USP's new program
13 for-- New way of looking at controlled room temperature. And so, you can see the
14 types of things we work on.

15 00:18:30 We also have an education component. Because there's always new people coming
16 into the regulatory affairs world. And so, we help our member companies with the
17 education side there as well.

18 00:18:42 And so a little bit about me. I have my training; I'm a Ph.D. Organic Chemist from
19 the University of Texas in Austin. Austin, back in the 1980s, was a really fun city to
20 live in. I'm not so sure it's true still, but I've been part of this group since 2008, and
21 I've led this group since 2023. I have 33 years of industrial experience, and I have 17
22 years actually in API manufacturing. So, I do have steel-toed shoes; I do have a
23 Nomex jumpsuit; I do have a hard hat; I do have goggles. And so, I've been out and
24 about in API manufacturing sites. So, I'm very familiar with the day-to-day activities
25 that go at the live locations. Let's see. I live in Baton Rouge and so that does present
26 a logistics challenge for me attending all these meetings in person. I'm originally
27 from New Orleans and so I'm definitely from the south. And another little factoid

1 about me, I have a 16-year-old tortie cat who tells me when to get up in the morning.

2 So, that's about it.

3 00:20:01 Giuseppe talked about the benefits of the GDUFA Program and I want to highlight
4 some of these exact same points that he made. Really-- It is really impactful to the
5 overall public health in the United States, looking at GDUFA I going forward. I take
6 medicine probably more than I would like and the fact that we are doing better with
7 our foreign inspections-- I take a lot of generic drugs. The fact that we are doing
8 better with our foreign inspections definitely gives me more assurances that I'm
9 getting good medicines. And so, I really appreciate the game that how that has
10 evolved over the years here.

11 00:20:41 Another thing we hated at first, my industry hated at first, were completeness
12 assessments. We thought that was annoying and difficult and we have grown to love
13 them. It really helps us get our notes together, get our filings together, so that we can
14 make a good filing to the FDA and you guys are happy with what we give you and
15 everything is working out much better. So, that got off to a rough start for us, but we
16 are ever so thankful that that program came out of GDUFA I. And also, another
17 offshoot of that. It allows for a more timely review of ANDAs and DMFs
18 themselves; the fact that we got our package together correctly upfront with you
19 guys. And so that's been a win-win. And so, we like quick reviews or we like
20 thorough quick reviews and having a really well put together dossier really helps
21 with that.

22 00:21:43 Another topic. There is greater transparency between FDA and industry about where
23 things are at and moving forward. We have these quarterly implementation meetings,
24 which we think is absolutely wonderful. It allows us to get our concerns out in front
25 and on a timely basis as opposed to waiting for the next round of GDUFA
26 negotiation. I think that's been a very powerful tool and so we definitely want to
27 continue with that. I think it's very strong. And also, a couple of years ago you guys

1 offered a DMF training program and my membership loved it and we would love for
2 you guys to do it again, because it was a very strong program, very well received. I
3 know you made videotapes of it all and we can go back and see it again, but it would
4 be worthwhile to take another look at that.

5 00:22:33 As far as opportunities to improve. So, Dr. Sweeney spoke this morning, and I think
6 she took a lot of wind out of my sails, because she's promoting or she's going
7 forward with exactly one of our big asks, which is getting the foreign inspectorate up
8 in-- Program up in better shape. Unannounced inspections, we feel are much more
9 meaningful, much more impactful and really better assess the state of matters. And
10 so, I think she's doing a great job there. We just want to see more of that and maybe
11 with other countries as well, not just India and China. And I recognize we're in a
12 pilot phase of this and so this program will evolve over time, but Dr. Sweeney's
13 program, I think really needs to be fully supported.

14 00:23:24 One other thing we struggle with, and this was a mention in somebody else's slide.
15 An ICH Q12. There was some training offered on that, on how to implement. My
16 organization really struggles with post-approval changes and Q12 does offer some
17 new tools. You look out there changes to an approved NDA and ANDA from 2004.
18 That's a pretty old guidance and it may be worthwhile taking a second look at that,
19 but my people really do struggle with post-approval changes. And so that would be
20 another area where we feel like we can really benefit from more work in that area.

21 00:24:04 Transparency on the status of particular filing reviews. And so, if we submit an
22 amendment while something is under review-- My people send amendment to a
23 DMF when something is already under review. That can greatly impact the timelines
24 of the GDUFA goals, right? And so, we really would like more clarity or more
25 visibility into seeing when something started review and when it done review, so we
26 don't mess with that drug master file in the middle of all that. And so that would be
27 very beneficial for us.

1 00:24:41 And another thing is dealing with the timeline for goals, the GDUFA timeline goals
2 and the perception amongst my people is that they are not always adhered to. And
3 so, we'd like to see a little bit more work done in that area there.

4 00:24:59 With regard to how industry has changed in the course of GDUFA III, I think the
5 elephant in the room is COVID, right? That really changed a lot of things. And we
6 used to think of quality only in terms of impurities, management, and form, whether
7 the crystal structure is correct or whether the particle size is correct. But COVID
8 introduced the concept of supply chain security to quality, and FDA has embraced
9 this. And we think that's a good thing. You look at our partners, our drug product
10 manufacturers and how they purchase things. And then you look at the API industry
11 as it is domestically and security supply really needs to be a consideration. So, a little
12 bit of work in that area is warranted.

13 00:25:53 I attended the ASPR meeting, did I get that right? A couple of weeks ago. And that
14 seemed to have been one of the mantras that was repeated over and over again, about
15 supply chain security. And they viewed it in context of national security as well. And
16 so, I feel like this is really how things are changing and this is kind of where we need
17 to be going to because, as a slide mentioned earlier, accessibility is very important
18 for medicine and particularly for API industry, which is so much dominated by our
19 foreign brothers and sisters out there, that the domestic generic industry really needs
20 a little bit of a boost here because people buy on price a lot.

21 00:26:41 Okay. And what is-- Changes we expect through 2032? Trump's administration has
22 made it very clear that it's interested in reshoring and friendshoring medicines, both
23 the APIs and also finished dosage forms. And so, we feel like the next couple of
24 years that will be really very much the focus of what we are working on here and
25 how to revive the domestic generic industry. And so, that's what we think is going to
26 be happening. And I recognize the work that the ASPR folks are doing there.

1 00:27:20 So, if you want to contact me, my email is J Carpenter written all as one. J as in Joel,
2 carpenter@bptf.us. And if you would like to visit our website at www.bptf.us. So,
3 that's all I have to say today and thank you.

4 *Open Comment Period*

5 00:27:58 Mr. Ascione: Thank you, Joel. So, that now brings us to the Public
6 CommentSection of the meeting. I will call up each person individually. Diana, you
7 can come on and up. So, first we have Diana Zuckerman, President of the National
8 Center for Health Research.

9 00:28:22 Dr. Zuckerman: Okay, are my slides up?

10 00:28:23 Mr. Ascione: Yep, they should be.

11 00:28:24 Dr. Zuckerman: Okay. All right, there we go.

12 00:28:27 Mr. Ascione: All right, we have the clock on.

13 00:28:28 Dr. Zuckerman: Okay, thanks so much. Hi, I'm Dr. Diana Zuckerman, President of
14 the National Center for Health Research, and I appreciate the opportunity to speak to
15 you today. My perspective is based on my 35 years of working on issues pertaining
16 to the safety and effectiveness of medical products. I have postdoctoral training in
17 epidemiology and public health and was a faculty member and researcher at Vassar,
18 Yale and Harvard before moving to Washington to work as a congressional
19 investigator on FDA issues in the U.S. Congress. And I've also worked at HHS and
20 the White House.

21 00:29:10 Our research center is a nonprofit think tank that scrutinizes the safety and
22 effectiveness of medical products, and we don't accept funding from companies that
23 make those products or any companies or entities that have any financial interest in
24 our work. And I like to say I'm one of FDA's biggest fans, because I fully appreciate
25 the Agency's importance. And as a Founding Board Member of the Alliance for a

1 Stronger FDA, I work with nonprofits and industry to increase appropriations for the
2 FDA.

3 00:29:49 We all know that our healthcare system relies on generic drugs and frankly would
4 collapse without them. I wish appropriations would be sufficient to support all of
5 FDA's essential work, but we all know that FDA needs user fees to ensure getting
6 safe and effective medical products to market in a timely manner. But it's also true
7 that speed is not the most important part of that equation, even though it is very
8 important. So, there have been a lot of statements, impressive and inspiring
9 statements, from the FDA this year about transparency and the need for the FDA to
10 regulate industry and not-- Rather than be-- I should say, rather than be influenced
11 by unduly cozy relationships. And an important step in the right direction would be
12 for negotiations for user fees to include patient, consumer, and public health
13 advocates instead of only including industry and the FDA behind closed doors.

14 00:30:59 And unfortunately, all user fee negotiations, including GDUFA, have focused on
15 what industry wants and needs and what they're willing to pay for, and not on what
16 patients and consumers want and need. But that being said, we're in this together.
17 We're all in this together. And I just want to say on a personal note, I have relied on
18 generic drugs to save my life. I've taken them for cancer and I've taken them for high
19 blood pressure. So, I really understand how important it is that we all work together,
20 and that trust in generic drugs is essential to make healthcare affordable for
21 everyone.

22 00:31:43 And I am concerned that that trust in FDA and in generic drugs has eroded lately.
23 And that's why GDUFA needs to show very clearly that user fees will focus on
24 ensuring that generic drugs are truly equivalent to brand name treatments in all the
25 ways that matter to patients. Speed should be secondary, because when patients
26 realize that some generic drugs are ineffective or unsafe, it harms companies whose

1 products are safe and effective. You may be wondering why I haven't changed my
2 slides. Okay, here we go.

3 00:32:24 So, the performance goals have really focused on a lot of important issues, but often
4 on speed. And there are a few very important safety and efficacy performance goals
5 that have been part of GDUFA in the past and we want to make sure they will be in
6 the future. And that does include the number of inspections conducted by domestic
7 or foreign establishment location and inspection type and facility type, and the
8 median time from beginning of inspection to Form FDA 483 issuance, and these
9 other median time issues that you all are very well aware of.

10 00:33:10 But last summer, the FDA determined that Synapse, which is a company in India,
11 “faked and forged” data submitted to the FDA and FDA withdrew the
12 bioequivalence rating of 400 of their drugs, but they're still on the market. And,
13 worse yet, neither patients nor pharmacists have access to the names of those drugs.
14 And that really is unfair. Obviously to patients, but also to the companies that are
15 doing their job correctly, because you're competing against some of these generic
16 drugs that have been faked and forged.

17 00:33:54 Valasure has also conducted research showing a sizable number of generic drugs are
18 substandard. Sometimes they have too much of a dose, sometimes they have too
19 little, sometimes they are contaminated. There are a lot of problems. So, for that
20 reason it is-- I mean, I've heard a lot about what GDUFA has accomplished, and I
21 agree, but GDUFA should include metrics showing that these kinds of problems are
22 being addressed and that generic drugs truly are safe and equivalent to brand name
23 drugs. That's the promise of generic drugs; that's the promise of the FDA. And that
24 promise needs to be really explicit and metrics are one of the ways to show that
25 GDUFA is part of the solution to these issues.

1 00:34:52 Some of the missing monitoring metrics are the very issues that FDA is proud of in
2 how they describe the role of generic drugs, that they must be pharmaceutically
3 equivalent, they should-- That companies need to show they're capable of making
4 the drug correctly, that they're capable of making the drug consistently, that the
5 active ingredient is the same as the brand name and the same amount gets into the
6 body, and that the inactive ingredients are actually safe and that the drug does not
7 break down over time. So, these are the very same things that FDA has emphasized.
8 And what we are asking is how can we have metrics that show that this is being met,
9 that these standards are being met. And I agree with previous speakers that the post-
10 market surveillance aspect is very important. Once the product gets on the market,
11 we still need to make sure that it continues to be safe and effective and equivalent.

12 00:36:04 And I want to close by saying we are all working together. We all need to work
13 together to help keep our healthcare affordable or as close to affordable as possible,
14 and that partnerships with patient, consumer, and public health groups as part of the
15 GDUFA process and everything that the FDA does is really important to all of us.
16 Thank you.

17 00:36:50 Mr. Ascione: Thank you, Diana. All right. Next up we have Andrew Zacher,
18 Senior Director, Regulatory and Public Policy at Amneal Pharmaceuticals. Andrew,
19 come on up.

20 00:37:11 Mr. Zacher: Okay. Good morning, everybody. As you can see, my name is
21 Andrew Zacher. It's really nice to be back at FDA as an alum. See everybody in
22 person here at White Oak today.

23 00:37:25 Today I'm here representing Amneal Pharmaceuticals where I serve as Senior
24 Director of Regulatory and Public Policy. Amneal is a leading U.S. manufacturer of
25 generic drugs. We make injectables and biosimilars. Our unwavering focus is on
26 making high-quality, affordable medicines accessible to patients nationwide. We're

1 deeply committed to ensuring that no patient is left behind due to medical shortages,
2 and we share a common goal of finding sustainable long-term solutions to strengthen
3 our healthcare system. And at the risk of being slightly repetitive of what everybody
4 has already said today, I want to take a quick moment to just highlight the profound
5 impact that the GDUFA Program has had for patients.

6 00:38:10 Since its enactment in 2012, GDUFA has accelerated access to affordable generics
7 by improving efficiency and predictability of the FDA's approval process. Before
8 GDUFA, unpredictable timelines and limited resources often delayed generic drug
9 approvals, reducing competition, and limiting patient access. In the first few years
10 following GDUFA's creation, its value is very clear. Nearly 25% of all generic drugs
11 ever approved by the FDA were approved in just the first four years after GDUFA's
12 enactment. This achievement not only led to substantial healthcare savings but also
13 increased patient confidence in generics. Since then-- Sorry. Since then, GDUFA has
14 allowed the FDA to further reduce timelines, enhance communications industry, and
15 improve overall quality of generic products.

16 00:39:04 Performance reports consistently show that GDUFA has led to faster application
17 reviews, better inspection quality, and more transparent processes, enabling timely
18 approvals and broader market competition. Over the past decade, GDUFA has
19 helped generate more than 3 trillion dollars in savings for patients. In short, by
20 providing FDA with stable funding and to streamline and expedite reviews, GDUFA
21 is essential to expanding patient access to affordable medicines.

22 00:39:34 Looking ahead, the upcoming GDUFA reauthorization is a critical opportunity for
23 the FDA and stakeholders to address the mounting challenges facing the generic
24 drug sector. Our industry is indeed confronting significant challenges such as market
25 consolidation, persistent shortages, and unsustainable pricing pressures. These
26 complex and interconnected issues threaten the long-term sustainability of our sector
27 and our ability to provide patients with affordable medicines. The current race to the

1 bottom in environment that makes investment-- Makes investment in advanced
2 manufacturing and quality improvements difficult for many companies, which has
3 led to more frequent drug shortages, especially for older low-margin generics.
4 Combined with regulatory hurdles and supply chain constraints, this has created a
5 very fragile market where patient access is increasingly at risk.

6 00:40:24 As we confront these challenges, the reauthorization of GDUFA is more important
7 than ever. While these issues threaten the long-term sustainability of the sector, and
8 more importantly, patient access to affordable medicines, the ongoing success of
9 GDUFA highlights the power of collaboration among stakeholders, including
10 regulators, industry, congress, patient groups and consumer advocates.

11 00:40:47 The program's collective-- Collaborative development process ensures that diverse
12 perspectives are considered and shared goals remain at the forefront. In an
13 environment where both regulators and manufacturers are being called upon to do
14 more with less, the reauthorization process is an important opportunity to find
15 creative solutions, like leveraging advanced technologies and improving process
16 efficiencies to ensure affordable high-quality medicines continue to reach patients.
17 By working together through public meetings and negotiations, we can set new
18 priorities that sustain a resilient generic marketplace that's responsive to evolving
19 healthcare needs. Amneal appreciates the chance to be part of this important
20 discussion and looks forward to constructively working with FDA on GDUFA
21 reauthorization. Thank you.

22 00:41:47 Mr. Ascione: Thank you, Andrew. Next, we have Nimi Chhina, Vice President
23 Global Regulatory Affairs, Operations Policy and Intelligence at Teva
24 Pharmaceuticals.

25 00:42:09 Dr. Chhina: Good morning. I am one of the last few people between lunch and
26 you guys, but I do have some points to make and I'm going to try and weave in some

1 points that were already made earlier today. Very impactful and insightful
2 presentations both by industry presenters, FDA presenters and the Open Public
3 Hearing thus far. I'm honored to make these comments here today on behalf of
4 leading provider of generic drugs Teva Pharmaceuticals. I'm Dr. Nimi Chhina. I
5 serve as Vice President for Global Regulatory Affairs, Operations, Policy and
6 Intelligence at Teva. Like my colleague just before me, I'm also an FDA alumni and
7 very happy to be back here at the White Oak Campus.

8 00:42:53 A little bit about Teva first. In the U.S., Teva markets over 500 generic prescription
9 products in more than 1,500 dosage strengths, packaging sizes and forms, including
10 oral solid dosage forms, injectable products, inhaled products, transdermal patches,
11 and topical formulations. 300 million generic prescriptions per year are filled with a
12 Teva product in the U.S. Teva generics saved the U.S. healthcare system an
13 estimated 375 billion over the last decade and 35 billion last year in 2024 alone.
14 Teva manufactures a significant portion of its medicines domestically producing
15 over 6.5 billion doses annually in the U.S., 93% of which are used by American
16 patients.

17 00:43:41 Teva's U.S. operations contribute over 600 million in manufacturing investment,
18 support over 6 billion in gross domestic product, or GDP, including 2.5 billion in
19 labor income. Teva operates eight manufacturing sites across the country, directly
20 employing over 5,000 Americans and indirectly supporting over 40,000 additional
21 U.S. jobs.

22 00:44:06 Firstly, we would like to thank the Agency for convening this public meeting on
23 GDUFA IV today. As speakers before me have indicated as well, GDUFA reflects a
24 vital joint commitment from the FDA and the generic drug industry to continuous
25 improvement in the generic drug review and approval process.

1 00:44:24 A strong GDUFA Program is vital to timely U.S. patient access, to affordable, high
2 quality, safe and effective generic medicines. As Dr. Makary, Dr. Murphy, and
3 AAM speaker, Giuseppe, as well indicated, there are many metrics that highlight the
4 importance of generics to the U.S. market. Despite the importance of generic drugs
5 sector in the U.S., there remain challenges with development, review, and timely
6 FDA approval of generic drugs. GDUFA I, which established the Generic Drug
7 Review Program in 2012, encompassed three key aims.

8 00:45:01 First and foremost, safety. As Dr. Zuckerberg also emphasized the importance of
9 safety of generic drugs, GDUFA I started off with the aim on safety by ensuring that
10 industry participants, both foreign or domestic with parity, are inspected using a risk-
11 based approach. We also learned from Dr. Sweeney on efforts on that regard that
12 continue to be enhanced. The second key aim was access. By expediting the
13 availability of low-cost, high-quality generic drugs based on greater predictability
14 and timeliness in the review of generic drug applications. And the third key aim was
15 transparency. In part, by improving FDA's communications and feedback with
16 industry in order to expedite patient access-- Product access, my bad.

17 00:45:50 We can all agree that these three aims—safety, access, and transparency—from the
18 inception of the GDUFA Program and as stated in the GDUFA I Commitment
19 Letter, remain relevant today. Current iteration, GDUFA III, which runs through
20 2027, introduced new enhancements with the intent of reducing the number of
21 review cycles for ANDAs and foster the development, assessment and approval of
22 complex generics.

23 00:46:17 As we look ahead, there is a continued need to sustain and strengthen this focus on
24 complex generics and to reduce the number of review cycles and promote first-cycle
25 approvals. Complex generics are a heterogeneous set of products, including those
26 with complex APIs, such as peptides and oligonucleotides, and those with complex
27 routes of administration or those involving a device such as inhalers or autoinjectors.

1 Dr. Lionberger very eloquently articulated some of the complexities associated with
2 complex generics, including, for example, immunogenicity assessment and device
3 aspects that he talked about.

4 00:46:56 As highlighted by previous speakers, many complex products still don't have generic
5 competition. A white paper from the USC Brookings Schaeffer Initiative for Health
6 Policy titled "*The FDA could do more to promote generic competition. Here's how*"
7 analyzed three main areas, one of which was regulatory barriers to complex generics
8 approvals. The paper noted that because of the challenges in establishing
9 bioequivalence, a significant number of complex non-biological products with long
10 expired exclusivity face little or no competition from generics in the U.S. The
11 authors examined a set of complex products identified in a study by the government
12 Accountability Office. They found that 24 complex non-biological drugs from that
13 GAO list had no remaining exclusivity, but generic entry had occurred for only
14 about half of those that were not discontinued. Where entry occurred, it took on
15 average 15 years post-loss of exclusivity for the first generic to enter the U.S.
16 market.

17 00:47:59 Another study titled "*Potential savings from accelerating US approval of complex*
18 *generics*", that is available on the AAM website, compared Canada, E.U. and U.S.
19 approvals of complex generics and found that three of the seven products studied had
20 no generic competition in the U.S., but were approved elsewhere, were drug-device
21 combinations. The study estimated that generic competition in the U.S. for the seven
22 complex products in that analysis would yield annual median savings estimated at
23 1.3 billion U.S. dollars. The study concluded that these significant savings could
24 have been realized already if the pending ANDAs for those complex generics had
25 been approved earlier by the FDA. These and other such studies and findings
26 highlight the importance of facilitating efficient development, review, and timely
27 approval of complex generics.

1 00:48:50 Dr. Lionberger also eloquently articulated and highlighted FDA's Generic Science
2 and Research efforts to help with this. As noted in FDA's release of the fiscal year
3 2024 GDUFA Science and Research report, an insufficient scientific understanding
4 can create uncertainty about how to develop a complex generic product or how to
5 demonstrate that it is bioequivalent to its brand name reference listed drug.

6 00:49:15 The pharmaceutical industry also plays a crucial role in facilitating the FDA review
7 and approval of complex generics by addressing scientific and technical challenges
8 and fostering better communication with the Agency. A potential solution for
9 GDUFA IV may include a dedicated complex generic development program to
10 enable enhanced engagement between FDA and the applicant during development
11 and review. Such a program could help with earlier identification and resolution of
12 review issues, paving the path to timely approval, and therefore timely patient access
13 to high quality medicines.

14 00:49:51 We applaud the Agency for their commitment to meeting GDUFA performance
15 goals, and we request the Agency to collect and share metrics for first-cycle
16 approvals for complex generics. Such parameters are critical for meaningful change
17 in supporting timely patient access to affordable medicines. We commend the FDA
18 and the Office of Generic Drugs in particular for initiating the transparency pilot for
19 enhanced communications last year. It is an important step in the right direction to
20 facilitate effective communication, especially in cases when the GDUFA goal date is
21 missed or where there is a complex regulatory issue identified.

22 00:50:27 Industry sponsors often can provide answers to help resolve complex regulatory
23 issues. However, there are limited opportunities for FDA industry engagement on
24 such issues. It would be meaningful to arm the Agency with the ability to engage the
25 sponsor as complex regulatory issues are emerging to facilitate mitigation and early
26 resolution. We encourage the Agency to consider incorporating principles in the next
27 GDUFA reauthorization to promote regulatory predictability, adherence to GDUFA

1 goal dates, exercising timely, transparent communication and early engagement with
2 industry sponsors to help mitigate and resolve complex regulatory issues.

3 00:51:08 Another concept we propose for the Agency's consideration is to explore the
4 application of the least burdensome principle to generics review. The least
5 burdensome principle encourages FDA to determine the minimum amount of
6 information necessary to adequately answer a regulatory question in the most
7 efficient manner. Although the least burdensome principle is codified in sections of
8 the Federal Food, Drug, and Cosmetic Act related to devices, no statutory change
9 may be needed for FDA to implement the principles for generics or any other
10 regulated commodity.

11 00:51:42 Lastly, I must express our excitement about the developments and announcements
12 related to digital innovation and potential use of artificial intelligence at the Agency.
13 I especially note comments made by Dr. Lionberger and Dr. Kopcha earlier today.
14 Incorporating digital innovation and smart use of AI, automation and machine
15 learning can streamline generic drug development and assessment and help the
16 Agency meet enhanced performance goals and potentially faster review timelines.

17 00:52:09 Before I close, I would like to highlight that drug shortages, non-FDA-approved
18 compounded drugs, and supply chain resilience have become increasingly important
19 issues in the U.S., as also alluded to by Dr. Carpenter in his comments earlier today.
20 Between 2018 and 2023, a total of 258 unique active ingredients went into national
21 shortage per FDA's report to Congress. Strength of the Generic Drug Review
22 Program is instrumental for timely patient access to FDA-approved affordable drugs,
23 as well as for sustainability of the generic drug industry and a resilient U.S. drug
24 supply chain.

25 00:52:33 I would like to end by expressing our deepest gratitude again to the Agency for
26 soliciting public input on GDUFA reauthorization. We look forward to a productive

1 negotiation with the Agency to find solutions to bring safe, effective, high-quality
2 genetic medicines to American patients as quickly as possible. Thank you so much.

3 00:53:18 Mr. Ascione: Thank you, Nimi. Next, we have Basil Considine, medical student
4 from George Washington University, Sinai Hospital, Baltimore.

5 00:53:41 Mr. Considine: Hello. I'm going to be going in a little bit of a different direction
6 from my colleagues so far. My name is Basil Considine and I am a healthcare
7 education and healthcare practitioner. Thank you for the opportunity to speak today.
8 I'm going to be sharing a little bit about the impact that GDUFA has had on patients
9 and on healthcare practitioners and tell you a little bit of my story and the story of
10 one of my patients in voicing my support for reauthorizing and renewing GDUFA
11 and continuing to find new ways to improve, to streamline, to enhance this process
12 that has improved the lives of millions of Americans.

13 00:54:29 I've worked in and around healthcare for most of my professional life, including as a
14 practitioner, as an educator, and as an administrator. I have worked for 13 years as a
15 nursing leader and educator, but before that I was working on supervising quality
16 improvement projects and working on ways for nurses and medical students on their
17 journey to becoming physicians to find ways to identify barriers to patients, being
18 able to take medications, to get them on a timely fashion, to stay with them and stay
19 out of the hospital. I have in my career trained more than 500 nurse practitioners and
20 more than 200 hospital administrators, and I'm currently a faculty member at
21 Abilene Christian University and myself am undergoing retraining as a medical
22 student at George Washington University's regional medical campus in Baltimore at
23 Sinai Hospital.

24 00:55:37 In my professional experience, the generic drugs approved via GDUFA have been
25 and are some of the most powerful tools that we have for keeping patients out of the
26 hospital and for giving them a better quality of life. Many of our patients have things

1 that we can treat with drugs like antibiotics and antivirals that cure them, but far
2 more that pass through my patient panel, that present in my clinic, are living with
3 chronic conditions that have years and decades of treatment, where hypertension
4 worsens, where heart failure increases and we need more drugs and to tweak the
5 regimens. And GDUFA has provided more and more options that they can actually
6 afford, that we can tweak when a patient starts to have trouble swallowing. We can
7 switch from a whole set of pills throughout the day to an extended-release version
8 that the FDA has been able to approve and that the manufacturer has been able to
9 bring to market.

10 00:56:42 You've seen today-- The previous speakers talk about some of these savings, and so I
11 won't belabor this point. I'll just point out that some of the countries that I've lived in,
12 the savings for a single state is more than that entire countries' gross national
13 product, and that when I first began teaching a class on improving patient outcomes
14 at the Boston Medical Center all the way back in 2005, that GDUFA did not exist as
15 something in practice. And I remember the first time when one of my students wrote
16 a paper about the need for more generics, and then to see the GDUFA process evolve
17 over the years has been wonderful to see those ideas, those proposals, to be able to
18 go into action.

19 00:57:38 One of the first patients that I talked to when trying to find out why they weren't
20 taking their blood pressure medications told me that they had run out and that they
21 were waiting on their granddaughter to come back from India with a new batch of
22 medications, because they could not afford the brand name medication that they had
23 been prescribed. And at the time, we didn't have an approved generic, but we do
24 now. And when a similar case like that came up just two weeks ago when I was at
25 Sinai Hospital, we were able to not only prescribe the generic form, but through our
26 Meds-to-Beds Program, give them a three-month supply before they left the hospital
27 to make sure that they weren't running out because they went home and they were

1 too tired. They weren't running out because they were trying to decide whether to
2 pay their electric bill or fill their meds. And those are some of the things that
3 GDUFA has made possible.

4 00:58:49 I want to tell you about one of my patients. Henry. Pseudonym, because patient
5 privacy is important. When I first met Henry, he was retired and living entirely on
6 his Social Security income. He had no pension, he had no 401k, only the taxes that
7 he'd paid on his wages were coming back to support him now. And I don't have to
8 tell you that there've been a lot of price increases with inflation these last few years,
9 and I don't have to tell you that their Social Security really hasn't kept pace. Most of
10 his income, such as it was, was going to rent, food, health insurance and out-of-
11 pocket health spending.

12 00:59:38 He had, I think, done pretty well for himself. He'd saved up a good nest egg to
13 support him in his retirement, and then his late wife came down with cancer and that
14 emptied out their savings, sold the house, moved into an assisted living facility, and
15 then his insurance company dropped their coverage of the brand name medication
16 that he had been taking. And he had a seizure, and he didn't come into the hospital
17 then. It was only after two weeks of growing seizures in intensity and in frequency
18 that he came to the emergency room and saw me.

19 01:00:24 Now, there are a lot of things that we could say about improving patient education.
20 But you've heard there are a lot of drugs out there and there are a lot of different drug
21 forms, and most patients don't know that there is a generic form involved, that they
22 don't know when one has become available. They just know, "I've been on this pill
23 for years and years and years and I need this pill to stay healthy." And when his
24 insurance dropped his coverage, Henry looked at it and realized that he could pay his
25 rent or, with the particular insurance situation that he had, he could pay for that
26 medication out of pocket. And so things got worse until he couldn't bear it anymore.

1 01:01:12 And when talked with a social worker, looked at his medication history and realized
2 that his prescription had never been updated, that he was not aware, nor was his
3 PCP, aware that there was a generic drug that he could afford that cost less than a
4 10th of that brand drug. When I told him that we could get his meds and that our
5 social worker could even waive the copay for the first three months and that
6 afterwards it would only be about \$60 out of pocket, he started to cry.

7 01:01:52 Now, I don't know what things you look forward to in your life. Henry had more
8 than a few years. He said that the reason he was crying wasn't just because he could
9 afford this med, but because his granddaughter was pregnant and was about to
10 deliver the baby, and that he didn't think that he was going to make it until there
11 because he was seizing so much.

12 01:02:24 And it's patients like Henry, where the drugs approved by GDUFA have given him
13 his life back, a life free from the free-- The fear of that seizure. A life where he can
14 look forward to those things that are so important to him. It is stories like that that
15 bring me here to share a little bit of my story and say, as a health practitioner,
16 moving from one level of administering medications to prescribing them; as a health
17 educator, working to train nurses to inform patients and educate them about the
18 options that will let them continue to receive their lifesaving medications within their
19 budgets; as someone who's worked in hospital administration to try and improve
20 outcomes and keep people out of the hospital. For all these reasons, I'm here to say I
21 wholeheartedly support the reauthorization of GDUFA and all of these proposals
22 from industry and from the FDA to do what really matters to improve the lives and
23 the health of Americans. Thank you.

24 01:03:57 Mr. Ascione: Thank you, Basil. So, we do have some time. At this point we can
25 open up to anybody else in the room who wants to make a public comment. If you
26 do, a couple things. You'll be given a five-minute time limit. We ask that you start

1 by introducing yourself with your name and your affiliation. But if anybody wants to
2 make a comment, please come up to the podium now.

3 *Closing Remarks*

4 01:04:27 Mr. Ascione: All right. Seeing that there are no takers, that does conclude our
5 Public Comment Session. Thank you all. Please be advised that the public docket--
6 The public docket is available until August 11th as a chance to provide written
7 comment for the FDA to read. That's another place to be able to do it. A link will be
8 sent when-- With the follow-up emails after this event. So, that concludes our
9 meeting for today. Thank you to all the speakers who took the time to share their
10 comments with us. Thank you to everyone who logged in to listen to the meeting
11 today. We hope you all enjoy the rest of your day. Thank you.