

Paediatric investigation plans for pain: painfully slow!

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Paediatric Investigation Plans for Pain: painf	fully slow!		
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behalf of the EMA or of its scientific committee	tees.		

Abstract

Purpose: To examine the early impact of the Paediatric Regulation, which entered into force in Europe on 27 January 2007, on the development of pharmaceutical drugs in the therapeutic field of pain submitted to the Paediatric Committee (PDCO) and to the European Medicines Agency (EMA).

Methods: Paediatric Investigations Plans (PIPs) submitted with a Decision (outcome) reached between September 2007 and March 2010 were included in the analysis.

Results: From seventeen Paediatric Investigation Plans submitted, fourteen have resulted in EMA Decision, three were withdrawn by the applicants, eight were granted a full waiver from development, and one resulted in a negative opinion. Decisions as issued included 15 clinical trials, with at least 1282 children to be recruited into studies across five different products. Neonates were included in four of the products.

Conclusions: The small number of submissions indicates a lack of new drugs being developed for the management of pain. Ethical concerns that too many vulnerable children will be recruited into clinical trials must be balanced against limiting the number of off-label prescribing and obtaining age-appropriate information on paediatric use. Now is an opportune time for clinicians, academics, learned societies and industry to collaborate for the benefit of children in pain.

Key words

Paediatric, Pain, Clinical trials, Paediatric Regulation, Paediatric Committee (PDCO), Paediatric Investigation Plan (PIP) Formatted: Not Highlight
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European Journal of Clinical Pharmacology

Introduction

A new piece of legislation (Regulation (EC) No 1901/2006 as amended) namely the 'Paediatric Regulation' governing the development and authorisation of medicines for use in children aged 0 to 17 years was introduced in the European Union in January 2007.

The Paediatric Regulation [6] also brings in many new tasks and responsibilities for the European Medicines Agency (EMA), chief of which is the creation and operation of a Paediatric Committee (PDCO) within the Agency to provide objective scientific opinions on any development plan for medicines for use in children.

Since the Paediatric Regulation entered into force in January 2007, the regulatory environment for paediatric medicines has dramatically changed. The Regulation requires pharmaceutical companies to consider the needs of the paediatric population during the development of their medicinal product.

The objective of the Paediatric Regulation is to improve the health of children in Europe by:

- facilitating the development and availability of medicines for children aged 0 to 17 years,
- ensuring that medicines for use in children are of high quality, ethically researched, and authorised appropriately,
- improving the availability of information on the use of medicines for children,

without:

- subjecting children to unnecessary trials,
- or delaying the authorisation of medicines for use in adults.

The paediatric regulation requires companies to submit a Paediatric Investigation Plan (PIPs; for further description of EMA terms see table 2) for their product, which is evaluated by the PDCO in 60 to 120 days. There is a possible clock stop at D60 to allow companies to respond to requests for modification of the plan. PDCO opinions on PIPs and waivers are transformed into binding European Medicines Agency decisions [7]. The PIP is submitted for review by the PDCO no later than the completion of the relevant human pharmacokinetic studies in adults. A waiver can be granted for a specific product, an indication or a class of products based on of the following three grounds:

- That the specific medicinal product or class of medicinal products is likely to be ineffective or unsafe in part or all of the paediatric population,
- (ii) That the disease or condition for which the specific medicinal product or class is intended occurs only in adult populations or
- (iii) That the specific medicinal product does not represent a significant therapeutic benefit over existing treatments.

For products already authorised, including active substances protected by a supplementary protection certificate, or by a patent eligible for a supplementary protection certificate, Article 8 of the Regulation applies. In these circumstances, companies have the obligation to submit the results of an agreed PIP covering all existing and

new indications, new route of administration or new formulation, unless a waiver has been granted by the PDCO.

For medicinal products not yet authorised Article 7 of the Regulation applies, and companies have the obligation to submit results of an agreed PIP, unless a waiver has been granted by the PDCO. Deferrals for the completion of trials (not for the submission of PIPs) can also be granted by the PDCO, to protect the safety of children until additional safety data in adults is available.

For off-patent products already available on the market for adults only, without information and/or a formulation appropriate for children of all ages Article 30 can apply, where companies submit a PIP on a voluntary basis leading to a Paediatric Use Marketing Authorisation (PUMA). The PIP must be agreed and covers paediatric indication and formulation. An overview of Article 7, 8 and 30 can be seen in Table 1.

Ethical concerns that too many vulnerable children are recruited into clinical trials must be balanced against limiting the number of off-label prescribing and obtaining age-appropriate information on paediatric use. Within the context of a clinical trial safety monitoring can be done rigorously, and any safety concerns noted early on, minimised or prevented.

The PDCO is not responsible for marketing-authorisation applications for medicinal products for paediatric use. This remains fully within the remit of the Committee for Medicinal Products for Human Use (CHMP) [1]. However, the CHMP or any other competent authority may request the PDCO to prepare an opinion on the quality, safety and efficacy of a medicinal product for use in the paediatric population if these data have been generated in accordance with an agreed paediatric investigation plan.

A review of all the PIPs submitted with a Decision reached between September 2007 and March 2010 was conducted to examine the impact of the Regulation in the therapeutic field of Pain, not only in terms of numbers of PIPs received but also in relation to the number and types of clinical trials to be conducted, and the number of children to be recruited.

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Method

Utilising the EMA Paediatric Database, all the Paediatric Investigation Plans (PIPs) received by the EMA between September 2007 and March 2010 were searched to identify those in the therapeutic field of pain. The EMA Paediatric Database includes all PIPs and/or waivers submitted to the PDCO and EMA since June 2007 along with all procedural steps leading to the PDCO Opinion and European Medicines Agency decision (outcome).

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It also records scientific data, while streamlining work procedures by producing pre-filled documents and interacting directly with a secure e-mail system to send messages and documents to external addressees (including applicants).

Key word 'pain' was used in search fields 'condition/ indication' and therapeutic area as the main parameter to identify the PIPs of interest.

The Pain PIPs identified where then categorised according to type of product (Table 2): Article 8 for products already authorised, Article 7 for medicinal products not yet authorised and for off-patent products already available on the market for adults only Article 30.

s Key word 'diabetes', 'Human Immunodeficiency Virus (HIV)' and 'infectious diseases' were used in search fields 'condition/ indication' and therapeutic area as the main parameters to identify PIPs to be compared in term of numbers of pharmaceutical drugs that have been submitted with the therapeutic area of pain.

Page 6 of 34

Results

Seven out of the twelve Article 7 submissions were for fixed dose combinations, one of which included development in the adolescent age group while the other was an application for a full waiver. The PDCO did not consider that they offered significant therapeutic benefit to children as fixed combination. Although the effect of the substances on their own was known, the effect of the combination was unknown and would have required studies. However the PDCO was of the opinion that fixed combinations were not appropriate in this case as they do not allow flexibility in the dosing according to age and weight. Therefore waivers for paediatric development were granted for all age groups for these fixed combinations.

One eighth product was also a request for a Waiver in all age groups, based on the ground that the medicinal product did not represent a significant therapeutic benefit over existing available products. This submission was for an old product well known and widely used, but with a new formulation for intravenous use. In this instance, the PDCO did not agree that the product lacked the potential to meet the current needs; however they had significant concerns about the content of the formulation for this product and about the lack of clinical data for prescribing in the neonatal age group. Discussions with the company regarding these concerns led to the development of a clinical trial designed to specifically investigate these key safety concerns.

Finally out of the last three PIPs submissions under Article 7 were for the same active substance but included_ both acute and chronic pain indications, with immediate and prolonged release formulations. The initial application included a request for a partial waiver for the 0-23 months age group. Following extensive discussion with the applicant, the PDCO agreed on PIPs for all the paediatric age groups, in both indications but utilising modelling and simulation of pharmacokinetics in children less than 2 years.

The last PIP under Article 7 was for acute pain. The initial submission included a request for a partial waiver for the 0-23 months age group. Following discussion with the applicant, the PDCO agreed on PIPs for children from 6 years to less than 18 years and a partial waiver in children from birth to less than 6 years of age. The partial waiver was granted based on the ground that the product does not represent significant benefit over existing treatments.

The Article 8 PIP submission was refused by the PDCO. The PDCO had concerns that the proposed measures and timelines were not appropriate to generate necessary data in determining the conditions in which the

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medicinal product may be used to treat the paediatric population or subsets thereof, nor in adapting a paediatric formulation. The PDCO also considered that the product would not bring significant therapeutic benefit. A product-specific waiver was granted on PDCO own motion on the grounds that the specific medicinal product is likely to be ineffective or unsafe in all the paediatric population.

Another product submitted a request for a Waiver for children older than 2 years due to expected lack of efficacy in this age group and lack of significant therapeutic benefit. The PDCO was in agreement with the data presented by the applicant and therefore a Partial Waiver for children over 2 years of age was granted.

Overall, Opinions as issued by the PDCO following discussion with the applicant resulted in the agreement of 13 clinical trials, with a total of at least 1282 children to be recruited across five different products. The number of studies per product ranged from one to six.

For two of the products, the PDCO agreed to studies across the full paediatric age range (from birth to 18 years), starting with the older children (6 - 17 years) and proceeding in a staggered stepwise manner to the younger children (2-5 years followed by the less than 2 years age group). This staggered approach was adopted to maximise the safety of the children.

Following extensive discussion between the PDCO and the company, efficacy did not need to be demonstrated in a blinded fashion in two clinical trials, on the grounds that data would be generated in other studies with the same compound, all be it in a different pain model.

Evaluation by the PDCO takes account where possible the guidance on Clinical Investigation of Medicinal Products for Treatment of Nociceptive Pain (Committee for Proprietary Medicinal Products (CPMP) [10] and the Guideline on Clinical Medicinal Products intended for the Treatment of Neuropathic Pain [11]

Four studies for one product were placebo controlled, as there was no pharmacological alternative currently used or available in clinical practice. However, the study protocols included clear guidance for 'rescue treatment'. Five other studies across three different products were active-controlled, however only two were blinded due to complexities in achieving this. Four of the studies were for pharmacokinetics only, and one of the studies was a modelling and simulation of pharmacokinetics.

Neonates were included in four agreed PIPs. Only one applicant had included neonates in their original PIP submission, and their inclusion in the other three PIPs was only after evaluation by PDCO, and subsequent discussions with the companies. Preterm neonates were included in two agreed PIPs, again following PDCO evaluation, with the primary aim of identify pharmacokinetics data in three PIPs. Population-pharmacokinetics, micro assay and sparse sampling were agreed in all four PIPs, limiting the individual burden for each infant. This is an important step forward given the lack of current available data for many drugs in the neonatal age group, while causing minimal pain and distress.

Three out of the five proposed PIPs were non-opioids intended for mild to moderate pain. One PIP was specifically for Procedural pain and the last PIP was for acute pain. Only the new product had the potential to work as Step III analgesia, as defined by the World Health Organization three-step analgesic ladder [2].

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Formulations

The development of intravenous and age-appropriate oral formulation, in immediate and prolonged release forms, has the potential to be of significant therapeutic benefit to the paediatric population.

Eleven of the fourteen submissions included formulations for oral use, two of the fourteen included intravenous formulation, one submission was for inhalation use and the last submission was for nasal spray. Age-appropriate formulations were not adequately addressed in seven of the original submissions. Following review by the PDC0 two of the applicants agreed to develop age-appropriate formulation. This would indicate that the legislation has been able to positively influence the development of age-appropriate formulations where it otherwise may not have been developed.

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Discussion

Effective management of childhood pain is a high priority. There is now conclusive evidence that paediatric patients of all ages, including the extremely premature neonates [3], are capable of experiencing pain as a result of tissue injuries, medical illnesses, therapeutic and diagnostic procedures, trauma and surgery. A range of medications is available to treat a variety of pain types [4] but not all are suitable for all age subsets. There is increasing knowledge in the understanding of developmental neurobiology, developmental pharmacology and of the psychological needs of children in pain, however a gap remains.

The paediatric population (birth to 18 years) in the European Union is close to 100 million, and up to 10% of these will undergo some type of surgical procedures every year, not to mention other painful conditions. Paediatric patients experience pain in different clinical situations following trauma, during hospital stay and in pathological conditions treated by physicians outside the hospital, such as headache and acute abdominal pain which are common during childhood. An epidemiological survey of 9,000 school children found that one third of seven year old children and half of 15 year olds had headaches. In a survey done in school children in Germany (n=749) [5] 83% of children and adolescents reported experiencing pain during the preceding 3 months. Many of these children, in all age groups will require analgesia.

Prior to the implementation of the Regulation the Paediatric Working Party a temporary working party of the Committee on Medicinal Products for Human Use (CHMP) —conducted an exercise between 2001 and 2007 to establish 'Paediatric Needs' [8]. The lists of paediatric needs as adopted by the Working Party serves as a basis for the inventory of needs that is to be established and published by the Paediatric Committee in accordance with the Paediatric Regulation. This list is intended to guide the Committee when assessing PIPs.

Another list, the 'Priority List of off-patent medicines' [9] has been set up to direct research on off-patent medicines for which there is a high need in the paediatric population. With the availability of funding, provided through the European Union Framework Programmes, the aim is that more of these medicines will be developed for children and submitted for a Paediatric Use Marketing Authorisation. Conditions with higher therapeutic needs were initially identified as early as 2002-2003, mostly based on the severity of the disease; the paediatric groups affected (with special priority for the neonatal population); the non-availability of treatment alternatives; and the high prevalence of the disease in the paediatric population. For each condition, published therapeutic reviews of medicines used in children were analysed to identify off-label products of therapeutic interest and priorities for research. The list comprises a number of medicines relating to various therapeutic areas and is regularly updated.

Analgesia in the paediatric population was identified as an area with high therapeutic needs in the 'Priority List' and in the 'Paediatric Needs'.

Pain management has one of the highest needs compared to other therapeutic areas, especially when considering the high incidence and prevalence of pain in the paediatric population across all conditions. When comparing the number of PIP submissions in pain to other therapeutic fields in the same time period however we note that the numbers of products being developed are small. In the same period, twenty-one PIPs were submitted in the therapeutic area of Diabetes (Twelve still under review), and twelve submitted for Human Immunodeficiency

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Virus. (Nine still under review). The prevalence and incidence of these indications compared to pain (five still under review) are comparatively much less, but are noted to be very active areas in terms of drug development.

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Development in Pain is low in comparison to the high incidence and despite the high therapeutic need identified in the priority list.

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Conclusion

There is an apparent lack of innovative drugs being developed for pain, compared to some other therapeutic areas, however this may not be a paediatric only problem. Despite the Paediatric Regulation industry remain at liberty to study in any therapeutic area of their choice. This is an opportune time for clinicians, academia, learned societies and industry to collaborate for the discovery of new products, the generation of new data and the development of new formulations to ultimately benefit the needs of children and neonates in pain. The Paediatric Regulation serves to enforce industry to consider the needs of children in the development plans of their products, while the PDCO serves to ensure that only studies that offer significant value are agreed upon for the final Decisions.

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Conflict of interest

The authors declare that they have no conflict of interest.

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 Table 1 A short description of EMA terms including weblinks (updated from Factors associated with success of market authorisation applications for pharmaceutical drugs submitted to the European Medicines Agency (Eur J Clin Pharmacol (2010) 66:39–48)

Torm	Description
Centralized	A Community registration procedure created by Council Dogulation (EEC) No. 2200/02 and
Procedure	amended by Regulation 726/2004 for the authorization of medicinal products for which there
riocedure	is a single application a single evaluation and a single authorisation allowing direct access to
	the single market of the European Community. The opinion of the CHMP is transmitted to the
	European Commission to be transformed in a further 67 days into a single marketing
	authorisation applicable to the whole European Union. This procedure is compulsory for
	autorisation applicable to the whole European Onion. This procedure is computed y for medicinal products derived from biotechnology, and in 4 specific therapeutic areas (products
	against HIV sensor neurodogenerative diseases and disbates) and available at the request of
	against fir v, cancer, neurodegenerative diseases and diabetes), and available at the request of
	EMEA
	http://ec.europa.eu/enterprise/pharmaceuticals/procedure/enroc_en.htm
	http://www.ema.europa.eu/index/authorisation.htm
Class waiver	The Agency already adopted decisions on class waivers in October 2009 for conditions that do
Cluss wurver	not occur in children or for products likely to be unsafe or ineffective in children. The list of
	waivers is regularly undated in light of the advance in knowledge and science in the paediatric
	field
	http://www.ema.eu/opa.eu/htms/human/paediatrics/classwaivers.htm
СНМР	The Committee for Medicinal Products for Human Use (CHMP) is responsible for preparing
CHIM	the Agency's opinions on all questions concerning medicinal products for human use in
	accordance with Regulation (FC) No 726/2004
	http://www.ema.europa.eu/htms/general/contacts/CHMP/CHMP.html
СНМР	CHMP's scientific conclusions on issues related to medicinal products e.g. whether the data
Opinion	submitted allow to conclude that there is an overall positive benefit/risk of a new product in a
• P	proposed indication and whether the product should be placed on the market.
Compliance	A compliance check is performed to verify that all the measures agreed in a PIP and reflected in
- r	the Agency's decision have been conducted in accordance with the decision, including the
	agreed timelines. Compliance is one of several prerequisites for obtaining the rewards and
	incentives provided for in Articles 36 to 38 of the Paediatric Regulation.
EMA	The European Medicines Agency (EMA) created by Council Regulation (EEC) No. 2309/93 of
	22 July 1993, and renamed by Council Regulation 726/2004 of 31 March 2004, is based in
	Canary Wharf, London. The Agency is responsible for coordinating the existing scientific
	resources put at its disposal by the competent authorities of the Member States for the
	evaluation and supervision of medicinal products.
	http://www.ema.europa.eu
European	Commission of the European Communities: The "civil service" of the European Union It is
Commission	the executive organ of the Community. It proposes Community policy and legislation,
	implements the decisions taken by the Council of Ministers, and supervises the day-to-day
	running of Commission policies.
Follow-up SA	Any application for SA following the initial application on the same area/condition. For
	example, the initial advice can be on the pharmacokinetics and the exploratory phase II trial,
	and later the pivotal Phase III trial could be the subject of a follow-up advice.
Informed	According to Article 10c of Directive 2001/83/EC as amended, following the granting of a
Consent	marketing authorisation, the authorisation holder may allow use to be made of the
applications	pharmaceutical, non clinical and clinical documentation contained in the dossier of the
	medicinal product for the purpose of examining subsequent applications relating to other
	medicinal products possessing the same qualitative and quantitative composition in terms of
	active substances and the same pharmaceutical form.
	http://www.ema.europa.eu/htms/human/presub/q03.htm
MAA	Marketing Authorisation Application: Across all European markets, plus Australia, New
	Zealand, South Africa, and Israel (exceptions amongst major markets include USA, Canada,
	China and Japan), the <i>Marketing Authorization Application</i> (MAA) is a common document
	used as the basis for a marketing application (an application for approval to market the product
	based on a run review of all quality, safety, and efficacy data, including clinical study reports).
	In the USA, the New Drug Application (NDA) is the MAA equivalent. In Canada, the New
	brug Submission (NDS) is the MAA equivalent.
	<u>nup://www.ema.europa.eu/index/index/indexn1.ntm</u>

4		
1	Medicinal	A finished dosage form, for example, tablet, capsule, solution, etc., that contains an active
2	Product	ingredient generally, but not necessarily, in association with inactive ingredients. The term also
3		includes a finished dosage form that does not contain an active ingredient but is intended to be
4		used as a placebo.
5	Multiple	MAAs, where the applicants wish to obtain, either simultaneously or successively, more than
5	Applications	one Marketing Authorisation for a specific medicinal product, under different invented names.
6		http://www.ema.europa.eu/htms/human/presub/q09.htm
7	OD	Orphan Drug A drug for the treatment of a rare serious disease (defined in the EU as a
8		condition that affects not more than 5 in 10,000 persons in the Community, and in the US as a
Q .		condition affecting fewer than 200,000 people in the US) or for a disease not likely to generate
10		sufficient profit to justify R&D costs.
10		http://www.ema.europa.eu/htms/human/orphans/intro.htm
11	PDCO	The main responsibility of the <i>Paediatric Committee</i> (PDCO) is to assess the content
12		of paediatric investigation plans and adopt opinions on them in accordance with
13		Regulation (EC) 1901/2006 as amended. This includes the assessment of applications
1/		for a full or partial waiver and assessment of applications for deferrals
14		http://www.ema.europa.eu/htms/general/contacts/PDCO/PDCO.html
15	ЫЬ	A PIP sets out a programme for the development of a medicine in the paediatric population
16		The PIP aims to generate the necessary quality, safety and efficacy data through studies to
17		support the authorisation of the medicine for use in children of all ages including age-
18		appropriate formulation(s). These data have to be submitted to the European Medicines
10	1	Agency or national competent authorities as part of an application for a marketing
19		authorisation for a new medicine or for one covered by a patent. In some cases, a PIP may
20		include a waiver of the studies in one or more paediatric subsets or a deferral
21	Protocol	The process of giving scientific advice for Orphan Drugs
22	Assistance	http://www.ema.europa.eu/https/human/sciadvice/protocol.htm
23	SA	Scientific Advice
24	5.1	http://www.emea.europa.eu/htms/human/sciadvice/Scientific.htm
24	SA letter	An official written statement expressing the final opinion of the CHMP on the questions raised
25	SITION	by the applicant.
26	SAWP	The <i>Scientific Advice Working Party</i> is a permanent working party of the CHMP in charge of
27	511111	Scientific Advice and Protocol Assistance for orphan medicinal products. This is the only
28		Working Party of the EMEA established in the EU legislation
20		http://www.ema.europa.eu/htms/general/contacts/CHMP/CHMP_SAWP.html
29	Scientific	These are composed by experts of all Member States and are established in the legislation. In
30	Committees	addition to the CHMP the Committee for Advanced Theranies is also involved in the
31	commuters	evaluation of medicinal products in particular gene cell and tissue engineered medicinal
32		products
33	Single	In the European Union (EU), a company that wishes to bring a medicine to the market may
24	applications	submit a single application to the EMEA for a 'marketing authorisation' (licence) that is valid
34		simultaneously in all EU Member States plus Iceland Liechtenstein and Norway. This is
35		called the 'centralised (or 'Community') authorisation procedure' and is mandatory for certain
36		types of medicines and optional for others. (The precise scope is set out in Annex I of
37		Regulation (EC) No 726/2004.)
38		http://www.ema.europa.eu/index/indexh1.htm
20	SMEs	Small and Medium-sized Enterprises
39		Companies are classified according to their size (micro. small or medium) based on the number
40		of employees and annual turnover.
41		http://www.ema.europa.eu/htms/human/raguidelines/sme.htm
42	Variation	Modification to the terms of a marketing authorization application (Regulations (EEC) No
43		2309/93 and Directives 2001/83/EC and 2001/82/EC). Variations can be minor (type IA and
44		IB) or major (type II), (Commission Regulation (EC) No 1084/2003)
44		http://www.ema.europa.eu/htms/human/raguidelines/post.htm - type1
45		http://www.ema.europa.eu/htms/human/raguidelines/post.htm - type2
46	Waiver	Waivers can be issued if there is evidence that the medicine concerned is likely to be ineffective
47		or unsafe in the paediatric population, or that the disease or condition targeted occurs only in
18		adult populations, or that the medicine, or the performance of trials, does not represent a
40		significant therapeutic benefit over existing treatments for paediatric patients.
49		
50	Withdrawal	An applicant withdraws the application for evaluation of a medicinal product
51		http://www.ema.europa.eu/htms/human/withdraw/withdrawapp/background.htm
52	Working	The CHMP establishes working parties which have expertise in a particular scientific field, and
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Party are composed of members selected from the European experts list maintained by the EMEA. <u>http://www.ema.europa.eu/htms/general/contacts/CHMP/CHMP_WPs.html</u>

Table 2: An overview of Article 7, 8 and 30

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		26 th 2009 Voluntary	2008	Marketing Authorisation application

	Paediatric Investigation Plans for Pain: painfully slow!
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Title page

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European Journal of Clinical Pharmacology

Abstract

*Purpose:*_To examine the early impact of the Paediatric Regulation, which entered into force in Europe on 27 January 2007_± on the development of pharmaceutical drugs in the therapeutic field of pain submitted to the Paediatric Committee (PDCO) and to the European Medicines Agency (EMA).

Methods: Paediatric Investigations Plans (PIPs) submitted <u>with a Decision (outcome) reached</u> between September 2007 and March 2010 were included in the analysis. Formatted: Highlight
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Results: From seventeen Paediatric Investigation Plans submitted, fourteen have resulted in EMA Decision, three were withdrawn by the applicants, eight were granted a full waiver from development, and one resulted in a negative opinion. Decisions as issued included 15 clinical trials, with at least 1282 children to be recruited into studies across five different products. Neonates were included in four of the products.

Conclusions: The small number of submissions indicates a lack of new drugs being developed for the management of pain. Ethical concerns that too many vulnerable children will be recruited into clinical trials must be balanced against limiting the number of off-label prescribing and obtaining age-appropriate information on paediatric use. Now is an opportune time for clinicians, academics, learned societies and industry to collaborate for the benefit of children in pain.

Key words

Paediatric, Pain, Clinical trials, Paediatric Regulation, Paediatric Committee (PDCO), Paediatric Investigation Plan (PIP)

Introduction

A new piece of legislation (Regulation (EC) No 1901/2006 as amended) namely the 'Paediatric Regulation' governing the development and authorisation of medicines for use in children aged 0 to 17 years was introduced in the European Union in January 2007.

The Paediatric Regulation [6] also brings in many new tasks and responsibilities for the European Medicines Agency (EMA), chief of which is the creation and operation of a Paediatric Committee (PDCO) within the Agency to provide objective scientific opinions on any development plan for medicines for use in children.

Since the Paediatric Regulation entered into force in January 2007, the regulatory environment for paediatric medicines has dramatically changed. The Regulation requires pharmaceutical companies to consider the needs of the paediatric population during the development of their medicinal product.

The objective of the Paediatric Regulation is to improve the health of children in Europe by:

- facilitating the development and availability of medicines for children aged 0 to 17 years,
- ensuring that medicines for use in children are of high quality, ethically researched, and authorised appropriately,
- improving the availability of information on the use of medicines for children,

without:

- subjecting children to unnecessary trials,
- or delaying the authorisation of medicines for use in adults.

The paediatric regulation requires companies to submit a Paediatric Investigation Plan (PIPs; for further description of EMA terms see table 2) for their product, which is evaluated by the PDCO in 60 to 120 days. There is a possible clock stop at D60 to allow companies to respond to requests for modification of the plan. PDCO opinions on PIPs and waivers are transformed into binding European Medicines Agency decisions [7]. The PIP is submitted for review by the PDCO no later than the completion of the relevant human pharmacokinetic studies in adults. A waiver can be granted for a specific product, an indication or a class of products based on of the following three grounds:

- That the specific medicinal product or class of medicinal products is likely to be ineffective or unsafe in part or all of the paediatric population,
- (ii) That the disease or condition for which the specific medicinal product or class is intended occurs only in adult populations or
- (iii) That the specific medicinal product does not represent a significant therapeutic benefit over existing treatments.

For products already authorised, including active substances protected by a supplementary protection certificate, or by a patent eligible for a supplementary protection certificate, Article 8 of the Regulation applies. In these circumstances, companies have the obligation to submit the results of an agreed PIP covering all existing and

European Journal of Clinical Pharmacology

new indications, new route of administration or new formulation, unless a waiver has been granted by the PDCO.

For medicinal products not yet authorised Article 7 of the Regulation applies, and companies have the obligation to submit results of an agreed PIP, unless a waiver has been granted by the PDCO. Deferrals for the completion of trials (not for the submission of PIPs) can also be granted by the PDCO, to protect the safety of children until additional safety data in adults is available.

For off-patent products already available on the market for adults only, without information and/or a formulation appropriate for children of all ages Article 30 can apply, where companies submit a PIP on a voluntary basis leading to a Paediatric Use Marketing Authorisation (PUMA). The PIP must be agreed and covers paediatric indication and formulation. An overview of Article 7, 8 and 30 can be seen in Table 1.

Ethical concerns that too many vulnerable children are recruited into clinical trials must be balanced against limiting the number of off-label prescribing and obtaining age-appropriate information on paediatric use. Within the context of a clinical trial safety monitoring can be done rigorously, and any safety concerns noted early on, minimised or prevented.

The PDCO is not responsible for marketing-authorisation applications for medicinal products for paediatric use. This remains fully within the remit of the Committee for Medicinal Products for Human Use (CHMP) [1]. However, the CHMP or any other competent authority may request the PDCO to prepare an opinion on the quality, safety and efficacy of a medicinal product for use in the paediatric population if these data have been generated in accordance with an agreed paediatric investigation plan.

A review of all the PIPs submitted with a Decision reached between September 2007 and March 2010 was conducted to examine the impact of the Regulation in the therapeutic field of Pain, not only in terms of numbers of PIPs received but also in relation to the number and types of clinical trials to be conducted, and the number of children to be recruited.

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Method

Utilising the EMA Paediatric Database, all the Paediatric Investigation Plans (PIPs) received by the EMA between September 2007 and March 2010 were searched to identify those in the therapeutic field of pain. The EMA Paediatric Database includes all PIPs and/or waivers submitted to the PDCO and EMA since June

2007 along with all procedural steps leading to the PDCO Opinion and European Medicines Agency decision (outcome).

It also records scientific data, while streamlining work procedures by producing pre-filled documents and interacting directly with a secure e-mail system to send messages and documents to external addressees (including applicants).

Key word 'pain' was used in search fields 'condition/ indication' and therapeutic area as the main parameter to identify the PIPs of interest.

The Pain PIPs identified where then categorised according to type of product (Table 2): Article 8 for products already authorised, Article 7 for medicinal products not yet authorised and for off-patent products already available on the market for adults only Article 30.

μ Key word 'diabetes', 'Human Immunodeficiency Virus (HIV)' and 'infectious diseases' were used in search fields 'condition/ indication' and therapeutic area as the main parameters to identify PIPs to be compared in term of numbers of pharmaceutical drugs that have been submitted with the therapeutic area of pain.

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Results

<u>Twelve</u> submissions were for Article 7 and from a known class, with only one of the submissions being a product with a new mechanism of action. <u>The thirteenth submission was for Article 8 and the fourteenth</u> submission was a Paediatric Use Marketing Authorisation request, which was also a well known product widely used for other indications.

Seven out of the twelve Article 7 submissions were for fixed dose combinations, one of which included_ development in the adolescent age group while the other was an application for a full waiver. The PDCO did not consider that they offered significant therapeutic benefit to children as fixed combination. Although the effect of the substances on their own was known, the effect of the combination was unknown and would have required studies. However the PDCO was of the opinion that fixed combinations were not appropriate in this case as they do not allow flexibility in the dosing according to age and weight. Therefore waivers for paediatric development were granted for all age groups for these fixed combinations.

One eighth product was also a request for a Waiver in all age groups, based on the ground that the medicinal product did not represent a significant therapeutic benefit over existing available products. This submission was for an old product well known and widely used, but with a new formulation for intravenous use. In this instance, the PDCO did not agree that the product lacked the potential to meet the current needs; however they had significant concerns about the content of the formulation for this product and about the lack of clinical data for prescribing in the neonatal age group. Discussions with the company regarding these concerns led to the development of a clinical trial designed to specifically investigate these key safety concerns.

One of the Article 7 submission resulted in a negative opinion; the grounds for refusal cannot be communicated for legal reasons.

Finally <u>out of the last three PIPs</u> submissions under Article 7 were for the same active substance but included both acute and chronic pain indications, with immediate and prolonged release formulations. The initial application included a request for a partial waiver for the 0-23 months age group. Following extensive discussion with the applicant, the PDCO agreed on PIPs for all the paediatric age groups, in both indications but utilising modelling and simulation of pharmacokinetics in children less than 2 years.

The last PIP under Article 7 was for acute pain. The initial submission included a request for a partial waiver for the 0-23 months age group. Following discussion with the applicant, the PDCO agreed on PIPs for children from 6 years to less than 18 years and a partial waiver in children from birth to less than 6 years of age. The partial waiver was granted based on the ground that the product does not represent significant benefit over existing treatments.

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medicinal product may be used to treat the paediatric population or subsets thereof, nor in adapting a paediatric formulation. The PDCO also considered that the product would not bring significant therapeutic benefit. A product-specific waiver was granted on PDCO own motion on the grounds that the specific medicinal product is likely to be ineffective or unsafe in all the paediatric population.

Another product submitted a request for a Waiver for children older than 2 years due to expected lack of efficacy in this age group and lack of significant therapeutic benefit. The PDCO was in agreement with the data presented by the applicant and therefore a Partial Waiver for children over 2 years of age was granted.

Overall, Opinions as issued by the PDCO following discussion with the applicant resulted in the agreement of 13 clinical trials, with a total of at least **1282** children to be recruited across **five** different products. The number of studies per product ranged from one to six.

For two of the products, the PDCO agreed to studies across the full paediatric age range (from birth to 18 years), starting with the older children (6 - 17 years) and proceeding in a staggered stepwise manner to the younger children (2-5 years followed by the less than 2 years age group). This staggered approach was adopted to maximise the safety of the children.

Following extensive discussion between the PDCO and the company, efficacy did not need to be demonstrated in a blinded fashion in two clinical trials, on the grounds that data would be generated in other studies with the same compound, all be it in a different pain model.

Evaluation by the PDCO takes account where possible the guidance on Clinical Investigation of Medicinal Products for Treatment of Nociceptive Pain (Committee for Proprietary Medicinal Products (CPMP) [10] and the Guideline on Clinical Medicinal Products intended for the Treatment of Neuropathic Pain [11]

Four studies for one product were placebo controlled, as there was no pharmacological alternative currently used or available in clinical practice. However, the study protocols included clear guidance for 'rescue treatment'. Five other studies across three different products were active-controlled, however only two were blinded due to complexities in achieving this. Four of the studies were for pharmacokinetics only, and one of the studies was a modelling and simulation of pharmacokinetics.

Neonates were included in four agreed PIPs. Only one applicant had included neonates in their original PIP submission, and their inclusion in the other three PIPs was only after evaluation by PDCO, and subsequent discussions with the companies. Preterm neonates were included in two agreed PIPs, again following PDCO evaluation, with the primary aim of identify pharmacokinetics data in three PIPs. Population-pharmacokinetics, micro assay and sparse sampling were agreed in all four PIPs, limiting the individual burden for each infant. This is an important step forward given the lack of current available data for many drugs in the neonatal age group, while causing minimal pain and distress.

Three out of the **five**, proposed PIPs were non-opioids intended for mild to moderate pain. One PIP was specifically for Procedural pain and the last PIP was for acute pain. Only the new product had the potential to work as Step III analgesia, as defined by the World Health Organization three-step analgesic ladder [2].

Formulations

The development of intravenous and age-appropriate oral formulation, in immediate and prolonged release forms, has the potential to be of significant therapeutic benefit to the paediatric population.

Eleven of the fourteen submissions included formulations for oral use, two of the fourteen included intrave formulation, one submission was for inhalation use and the last submission was for nasal spray, Age-appropriate formulations were not adequately addressed in seven, of the original submissions. Following review by the PDC0 two of the applicants agreed to develop age-appropriate formulation. This would indicate that the legislation has been able to positively influence the development of age-appropriate formulations where it otherwise may not have been developed.

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Discussion

Effective management of childhood pain is a high priority. There is now conclusive evidence that paediatric patients of all ages, including the extremely premature neonates [3], are capable of experiencing pain as a result of tissue injuries, medical illnesses, therapeutic and diagnostic procedures, trauma and surgery. A range of medications is available to treat a variety of pain types [4] but not all are suitable for all age subsets. There is increasing knowledge in the understanding of developmental neurobiology, developmental pharmacology and of the psychological needs of children in pain, however a gap remains.

The paediatric population (birth to 18 years) in the European Union is close to 100 million, and up to 10% of these will undergo some type of surgical procedures every year, not to mention other painful conditions. Paediatric patients experience pain in different clinical situations following trauma, during hospital stay and in pathological conditions treated by physicians outside the hospital, such as headache and acute abdominal pain which are common during childhood. An epidemiological survey of 9,000 school children found that one third of seven year old children and half of 15 year olds had headaches. In a survey done in school children in Germany (n=749) [5] 83% of children and adolescents reported experiencing pain during the preceding 3 months. Many of these children, in all age groups will require analgesia.

Prior to the implementation of the Regulation the Paediatric Working Party a temporary working party of the Committee on Medicinal Products for Human Use (CHMP) —conducted an exercise between 2001 and 2007 to establish 'Paediatric Needs' [8]. The lists of paediatric needs as adopted by the Working Party serves as a basis for the inventory of needs that is to be established and published by the Paediatric Committee in accordance with the Paediatric Regulation. This list is intended to guide the Committee when assessing PIPs.

Another list, the 'Priority List of off-patent medicines' [9] has been set up to direct research on off-patent medicines for which there is a high need in the paediatric population. With the availability of funding, provided through the European Union Framework Programmes, the aim is that more of these medicines will be developed for children and submitted for a Paediatric Use Marketing Authorisation. Conditions with higher therapeutic needs were initially identified as early as 2002-2003, mostly based on the severity of the disease; the paediatric groups affected (with special priority for the neonatal population); the non-availability of treatment alternatives; and the high prevalence of the disease in the paediatric population. For each condition, published therapeutic reviews of medicines used in children were analysed to identify off-label products of therapeutic interest and priorities for research. The list comprises a number of medicines relating to various therapeutic areas and is regularly updated.

Analgesia in the paediatric population was identified as an area with high therapeutic needs in the 'Priority List' and in the 'Paediatric Needs'.

Pain management has one of the highest needs compared to other therapeutic areas, especially when considering the high incidence and prevalence of pain in the paediatric population across all conditions. When comparing the number of PIP submissions in pain to other therapeutic fields in the same time period however we note that the numbers of products being developed are small. In the same period, <u>twenty-one</u>, PIPs were submitted in the therapeutic area of Diabetes <u>(Twelve still under review)</u>, and <u>twelve submitted for Human Immunodeficiency</u>.

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Page 27 of 34

European Journal of Clinical Pharmacology

Virus, (Nine still under review). The prevalence and incidence of these indications compared to pain (five stil under review) are comparatively much less, but are noted to be very active areas in terms of drug development.

Development in Pain is low in comparison to the high incidence and despite the high therapeutic need identified in the priority list.

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submissions include PIPs, with the

waivers.

remaining three being requests for full

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Conclusion

There is an apparent lack of innovative drugs being developed for pain, compared to some other therapeutic areas, however this may not be a paediatric only problem. Despite the Paediatric Regulation industry remain at liberty to study in any therapeutic area of their choice. This is an opportune time for clinicians, academia, learned societies and industry to collaborate for the discovery of new products, the generation of new data and the development of new formulations to ultimately benefit the needs of children and neonates in pain. The Paediatric Regulation serves to enforce industry to consider the needs of children in the development plans of their products, while the PDCO serves to ensure that only studies that offer significant value are agreed upon for the

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benefit from the Paediatric Regulation. It would not be possible without their help and cooperation.

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Conflict of interest

The authors declare that they have no conflict of interest.

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 Table 1 A short description of EMA terms including weblinks (updated from Factors associated with success of market authorisation applications for pharmaceutical drugs submitted to the European Medicines Agency (Eur J Clin Pharmacol (2010) 66:39–48)

Term	Description		
Centralised	A Community registration procedure created by Council Regulation (EEC) No. 2309/93 and		
Procedure	amended by Regulation 726/2004 for the authorization of medicinal products, for which there		
	is a single application, a single evaluation and a single authorisation allowing direct access to		
	the single market of the European Community. The opinion of the CHMP is transmitted to the		
	European Commission to be transformed in a further 67 days into a single marketing		
	authorisation applicable to the whole European Union. This procedure is compulsory for		
	medicinal products derived from biotechnology and in 4 specific therapeutic areas (products		
	against HIV cancer neurodegenerative diseases and diabetes) and available at the request of		
	companies for other innovative new products. Applications are submitted directly to the		
	Emparts for other innovative new products. Applications are submitted directly to the		
	EMEA.		
	http://cc.cu/opa.eu/enerprise/piarmaceuricals/pioceuric/pioc_en.num		
CI			Field Code Changed
Class waiver	The Agency already adopted decisions on class waivers in October 2009 for conditions that do		
	not occur in children, or for products likely to be unsafe or ineffective in children. The list of		
	waivers is regularly updated in light of the advance in knowledge and science in the paediatric		
	field.		
	http://www.ema.europa.eu/htms/human/paediatrics/classwaivers.htm		
CHMP	The Committee for Medicinal Products for Human Use (CHMP) is responsible for preparing		
	the Agency's opinions on all questions concerning medicinal products for human use, in		
	accordance with Regulation (EC) No 726/2004.		
	http://www.ema.europa.eu/htms/general/contacts/CHMP/CHMP.html		Field Code Changed
CHMP	CHMP's scientific conclusions on issues related to medicinal products, e.g. whether the data	_	
Opinion	submitted allow to conclude that there is an overall positive benefit/risk of a new product in a		Deleted: scientific conclusions
opinion	proposed indication and whether the product should be placed on the market		Deleted: submitted allow
Compliance	A compliance sheet is performed to verify that all the measures agreed in a DID and reflected in		(
Compliance	A compnance check is performed to verify that an the measures agreed in a PIP and reflected in		
	the Agency's decision have been conducted in accordance with the decision, including the		
	agreed timelines. Compliance is one of several prerequisites for obtaining the rewards and		
	incentives provided for in Articles 36 to 38 of the Paediatric Regulation.		
EMA	The European Medicines Agency (EMA) created by Council Regulation (EEC) No. 2309/93 of		Deleted: Medicines Agency
	22 July 1993, and renamed by Council Regulation 726/2004 of 31 March 2004, is based in		
	Canary Wharf, London. The Agency is responsible for coordinating the existing scientific		
	resources put at its disposal by the competent authorities of the Member States for the		
	evaluation and supervision of medicinal products.		
	http://www.ema.europa.eu		Field Code Changed
European	Commission of the European Communities: The "civil service" of the European Union It is		Tield code enaliged
Commission	the executive organ of the Community. It proposes Community policy and legislation		
Commission	implements the decisions taken by the Council of Ministers and supervises the day to day		
	running of Commission policies		
Eallan CA	Anne angliantian fan CA fallaming the initial angliation of the first of the little D		
rollow-up SA	Any application for SA following the initial application on the same area/condition. For		
	example, the initial advice can be on the pharmacokinetics and the exploratory phase II trial,		
	and later the pivotal Phase III trial could be the subject of a follow-up advice.		
Informed	According to Article 10c of Directive 2001/83/EC as amended, following the granting of a		
Consent	marketing authorisation, the authorisation holder may allow use to be made of the		
applications	pharmaceutical, non clinical and clinical documentation contained in the dossier of the		
	medicinal product for the purpose of examining subsequent applications relating to other		
	medicinal products possessing the same qualitative and quantitative composition in terms of		
	active substances and the same pharmaceutical form.		
	http://www.ema.europa.eu/htms/human/presub/a03.htm		Field Code Changed
МАА	Marketing Authorisation Application: Across all European markets plus Australia New		i icia code citaligea
1111111	Zealand South Africa and Israel (exceptions amongst major markets include USA Conside		
	China and Japan) the Markating Authorization Ambiastics (MAA) is a common definition of the markating Authorization Ambiastics (MAA) is a common definition of the second		
	Clinia and Japan), the <i>marketing Authorization Application</i> (MAA) is a common document		
	used as the basis for a marketing application (an application for approval to market the product		
	based on a tull review of all quality, safety, and efficacy data, including clinical study reports).		
	In the USA, the New Drug Application (NDA) is the MAA equivalent. In Canada, the New		
	Drug Submission (NDS) is the MAA equivalent.		
	http://www.and.and.and.and.and.and.http://		Field Code Changed

Medicinal	A finished dosage form, for example, tablet, capsule, solution, etc., that contains an active	
Product	ingredient generally, but not necessarily, in association with inactive ingredients. The term also	
	includes a finished dosage form that does not contain an active ingredient but is intended to be	
	used as a placebo.	
Multiple	MAAs, where the applicants wish to obtain, either simultaneously or successively, more than	
Applications	one Marketing Authorisation for a specific medicinal product, under different invented names.	
OD	Ornhan Drug A drug for the treatment of a rare serious disease (defined in the EU as a	Trield Code Changed
OD	condition that affects not more than 5 in 10,000 persons in the Community, and in the US as a	
	condition affecting fewer than 200,000 people in the US) or for a disease not likely to generate	
	sufficient profit to justify R&D costs.	
	http://www.ema.europa.eu/htms/human/orphans/intro.htm	Field Code Changed
PDCO	The main responsibility of the <i>Paediatric Committee</i> (PDCO) is to assess the content	
	of paediatric investigation plans and adopt opinions on them in accordance with	
	Regulation (EC) 1901/2006 as amended. This includes the assessment of applications	
	for a full or partial waiver and assessment of applications for deferrals	
	http://www.ema.europa.eu/htms/general/contacts/PDCO/PDCO.html	
PIP	A PIP sets out a programme for the development of a medicine in the paediatric population	
-	The PIP aims to generate the necessary quality, safety and efficacy data through studies to	
	support the authorisation of the medicine for use in children of all ages including age-	Formatted: Highlight
	appropriate formulation(s), These data have to be submitted to the European Medicines	(
	Agency, or national competent authorities, as part of an application for a marketing	
	authorisation for a new medicine, or for one covered by a patent. In some cases, a PIP may	
	include a waiver of the studies in one or more paediatric subsets, or a deferral.	
Protocol	The process of giving scientific advice for Orphan Drugs	
Assistance	http://www.ema.europa.eu/htms/human/sciadvice/protocol.htm	Field Code Changed
SA	Scientific Advice	
CA 1 <i>ii</i>	http://www.emea.europa.eu/htms/human/sciadvice/Scientific.htm	Formatted: French (France)
SA letter	An official written statement expressing the final opinion of the CHMP on the questions raised	
CAWD	by the appreciant.	
SAWP	Scientific Advice and Protocol Assistance for orphan madicinal products. This is the only	
	Working Party of the EMEA established in the EU logislation	
	http://www.ema.europa.eu/htms/general/confacts/CHMD/CHMD_SAWD.html	Field Code Changed
Scientific	These are composed by experts of all Member States and are established in the legislation. In	Field Code Changed
Committees	addition to the CHMP, the Committee for Advanced Theranies is also involved in the	
Committees	evaluation of medicinal products, in particular, gene, cell and tissue engineered medicinal	
	products	
Single	In the European Union (EU), a company that wishes to bring a medicine to the market may	
applications	submit a single application to the EMEA for a 'marketing authorisation' (licence) that is valid	
	simultaneously in all EU Member States, plus Iceland, Liechtenstein and Norway. This is	
	called the 'centralised (or 'Community') authorisation procedure', and is mandatory for certain	
	types of medicines and optional for others. (The precise scope is set out in Annex I of	
	Regulation (EC) No 726/2004.)	
	http://www.ema.europa.eu/index/indexh1.htm	Field Code Changed
SMEs	Small and Medium-sized Enterprises	
	Companies are classified according to their size (micro, small or medium) based on the number	
	of employees and annual turnover.	
** * .*	http://www.ema.europa.eu/htms/human/raguidelines/sme.htm	Field Code Changed
Variation	Modification to the terms of a marketing authorization application (Regulations (EEC) No	
	2309/93 and Directives 2001/83/EC and 2001/82/EC), Variations can be minor (type IA and IB) and the transfer of the transfer o	
	IB) or major (type II), (Commission Regulation (EC) No 1084/2003)	
	http://www.ema.europa.eu/htms/human/raguidelines/post.htm - type1	Field Code Changed
Waiwar	<u>Mup://www.ema.europa.eu/ntms/numan/raguideines/post.htm - type2</u>	Field Code Changed
waiver	waivers can be issued if there is evidence that the disease or condition terreted occurs only in	
	adult populations or that the medicine, or the performance of trials, does not represent a	
	significant therapeutic benefit over existing treatments for paediatric patients	
	semineant incrapeutic benefit over existing readinents for pacifiatic patients.	
Withdrawal	An applicant withdraws the application for evaluation of a medicinal product	
	http://www.ema.europa.eu/htms/human/withdraw/withdrawapp/background.htm	Field Code Changed
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Party	are composed of members selected from the European experts list maintained by the EMEA.	
	http://www.ema.europa.eu/htms/general/contacts/CHMP/CHMP_WPs.html	Field Code Changed
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Table 2: An overview of Article 7, 8 and 30

	Art. 7	Art. 8	Art. 30 (Paediatric Use
			Marketing
			Authorisation)
Existing Marketing Authorisation	No	Yes	No
			If Yes: not all
			paediatric needs
			are covered
Medicinal Product authorised in the	N/A	Yes	No
Community, protected			
either by a Supplementary Protection			
Certificate (SPC) or by a patent which			
cualifies for granting a SPC			
Mandatory PIP at the time of submission of	Yes since 26 th July	Yes since January	No
Marketing Authorisation application	2008	26 th 2009	Voluntary