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on the Medical Uses of Isotopes

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## UNITED STATES OF AMERICA

## NUCLEAR REGULATORY COMMISSION

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ADVISORY COMMITTEE ON THE MEDICAL USES OF ISOTOPES

TELECONFERENCE

MONDAY,

JULY 16, 2018

The

meeting was convened via

teleconference at 2:00 p.m., Christopher Palestro,

ACMUI Chairman, presiding.

## MEMBERS PRESENT:

CHRISTOPHER J. PALESTRO, M.D., Chairman

DARLENE F. METTER, M.D., Vice Chairman

PHILIP ALDERSON, M.D., Member

VASKEN DILS ZIAN, M.D., Member

RONALD D. ENNIS, M.D., Member

RICHARD L. GREEN, Member

MICHAEL D. O'HARA, Ph.D., Member

ZOUBIR OUHIB, Member

MICHAEL SHEETZ, Member

MEGAN L. SHOBER, Member

JOHN H. SUH, M.D., Member

LAURA M. WEIL, Member

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COURT REPORTERS AND TRANSCRIBERS 1323 RHODE ISLAND AVE., N.W. WASHINGTON, D.C. 20005-3701

NON-VOTING MEMBERS:

MELISSA MARTIN

DESIGNATED FEDERAL OFFICIALS:

DOUG BOLLOCK, DFO

LISA DIMMICK, Alternate DFO

NRC STAFF PRESENT

MARYANN AYOADE

VINCE HOLAHAN

SOPHIE HOLIDAY

ESTHER HOUSEMAN

KATIE TAPP

IRENE WU

1	PROCEEDINGS
2	2:00 p.m.
3	CHAIRMAN PALESTRO: All right, thank you.
4	Good afternoon and welcome to the Advisory Committee
5	on Medical Uses of Isotopes for the comments on the
6	draft SECY paper. My name is Dr. Christopher
7	Palestro, and I am the Chair of the ACMUI.
8	Thank you all for attending the meeting.
9	And now I would like to turn it over to Mr. Doug
10	Bollock, the Designated Federal Officer.
11	MR. BOLLOCK: Thank you, Dr. Palestro.
12	Good afternoon, everyone. As the Designated Federal
13	Officer for this meeting, I'm pleased to welcome you
14	to this public meeting of the Advisory Committee on
15	the Medical Uses of Isotopes, or ACMUI.
16	My name is Doug Bollock, I'm Chief of the
17	Medical Safety and Events Assessment Branch. I have
18	been designated as the Federal Officer for this
19	Advisory committee in accordance with 10 CFR Part
20	7.11. Present oday is the Alternate Designated
21	Federal Officer, Lisa Dimmick, who is also our Medical
22	Radiation Safety Team Leader.
23	This is an announced meeting of the
24	Committee being held in accordance with the rules and
25	regulations of the Federal Advisory Committee Act and

1	the Nuclear Regulatory Commission. This meeting is
2	being transcribed by the NRC, and it may also be
3	transcribed or recorded by others.
4	The meeting was announced in the June 7,
5	2018 edition of the Federal Register, volume 83, page
6	26503.
7	The function of the Committee is to
8	advise the staff on issues and questions that arise
9	on the medical use of byproduct materials. The
10	Committee provides counsel to staff, but does not
11	determine or direct the actual decisions of the staff
12	or the Commission. The NRC solicits the views of the
13	Committee and values their opinions.
14	I request that whenever possible, we try
15	to reach a consensus on the various issues that we'll
16	discuss today. And also recognize that there may be
17	minority or dissenting opinions. If you have such
18	opinions, please allow them to be read into the
19	record.
20	At this point, I'd like perform a roll
21	call of the ACMUI members participating today.
22	Dr. Christopher Palestro, Chairman.
23	CHAIRMAN PALESTRO: Here.
24	MR. BOLLOCK: Thank you. Dr. Darlene
25	Metter, Vice Chairman.

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1	VICE CHAIRMAN METTER: Here.
2	MR. BOLLOCK: Thank you. Dr. Philip
3	Alderson, Health Care Administrator.
4	MEMBER ALDERSON: Here.
5	MR. BOLLOCK: Thank you. Dr. Vasken
6	Dilsizian, Nuclear Cardiologist.
7	MEMBER DILSIZIAN: Yeah.
8	MR. BOLLOCK: Thank you. Dr. Ronald
9	Ennis, Radiation Oncology.
10	MEMBER ENNIS: Here.
11	MR. BOLLOCK: Mr. Richard Green, our
12	Nuclear Pharmacist.
13	MEMBER GREEN: Here.
14	MR. BOLLOCK: Thank you. Dr. Michael
15	O'Hara, our FDA Representative.
16	MEMBER O'HARA: Here.
17	MR. BOLLOCK: Thank you. Zouhir Ouhib,
18	our Therapy Medical Physicist.
19	MEMBER OUHIB: Here.
20	MR. BOLLOCK: Thank you. Mr. Michael
21	Sheetz, Radiation Safety Officer. Ms. Megan Shober,
22	our Agreement State Representative.
23	MEMBER SHOBER: Here.
24	MR. BOLLOCK: Thank you. Dr. John Suh,
25	Radiation Oncologist.

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1	MEMBER SUH: Here.
2	MR. BOLLOCK: Thank you. And Ms. Laura
3	Weil, our Patients' Rights Advocate.
4	MEMBER WEIL: Here.
5	MR. BOLLOCK: Thank you. I confirm that
6	we have quorum of over six members. On the phone,
7	did we also have Ms. Melissa Martin?
8	MS. MARTIN: Yes, here.
9	MR. BOLLOCK: Thank you. And Mr. Robert
10	Schleipman. Okay. Ms. Martin has been selected as
11	the ACMUI Nuclear Medicine Physicist Representative.
12	And Robert Schleiman has been selected as the ACMUI
13	Health Care Admin strator Representative. They are
14	both pending security clearances, but may assist in
15	the meeting. However, they do not have voting rights
16	at this time.
17	I now ask the NRC staff members who are
18	present to identify themselves. I'll start with the
19	individuals who are in the room with me.
20	MS. W: Irene Wu.
21	MS. TAPP: Katie Tapp.
22	MS. DIMMICK: Lisa Dimmick.
23	MS. HOUSEMAN: Esther Houseman.
24	MR. HOLAHAN: Vince Holahan.
25	MR. BOLLOCK: Okay, thank you. Now I'll

1	go to NRC Headquarters employees who are on the phone.
2	MS. AYOADE: Maryann Ayoade.
3	MS. HOLIDAY: Sophie Holiday.
4	MR. BOLLOCK: Okay, thank you. Do we
5	have any NRC regional employees on the phone? Okay.
6	Members of the public who notified Ms. Ayoade that
7	they would be participating in the teleconference
8	will be captured in the transcripts.
9	Those of you who did not provide prior
10	notification, please contact Ms. Ayoade at
11	maryann.ayoade@nrc.gov. That's M-A-R-Y-A-N-N dot A-
12	Y-O-A-D-E at nrc.gov. Or (301)415-0862.
13	We have a bridge line available, and that
14	phone number is (888)677-2595. The passcode to
15	access the bridge line is 9887521, followed by the
16	pound sign. This meeting is also using the GoTo
17	webinar application to view presentation handouts
18	real time.
19	You can access this by going to
20	www.gotowebinar.com, that's www dot G-O-T-O-W-E-B-I-
21	N-A-R dot C-O-M, and search in the meeting ID 419-
22	602-667.
23	The purpose of this meeting is to discuss
24	the draft report of the ACMUI Subcommittee on Training
25	and Experience Required for All Modalities.

1 report includes the Subcommittee's 2 comments and recommendations on the NRC 3 evaluation of the training experience and requirements for different categories of 5 radiopharmaceuticals in Title 10 of the 6 Federal Regulations, Part 35, medical use of 7 byproduct materials, Subpart E unsealed byproduct material, written directive required. 8 Individuals who'd like to ask a question 9 make a comment regarding a specific issue the 10 Committee has discussed should request permission to 11 12 recognized the ACMUI Chairperson, be фγ Dr. Christopher Palestro. Dr. Palestro, at his option, 13 may entertain comments or questions from the members 14 of the public who are participating with us today. 15 16 Comments and questions are 17 addressed by the Committee at the end the presentation, after the Committee has fully discussed 18 19 the topic. We ask that one person speak at a time, as this meeting is also close-captioned. 20 I would also like to add that handouts 21 and the agenda for this meeting are available on the 22 NRC's public website. At this time, I ask that 23 everyone on the call who is not speaking place their 24 25 phones on mute. If you do not have the capability

1	to mute your phone, please press star six to utilize
2	the conference line mute and unmute functions.
3	I would ask everyone to exercise extreme
4	care to make sure that the background noise is kept
5	at a minimum, as any stray background sounds can be
6	very disruptive on a conference call this large.
7	At this point, I would like to turn the
8	meeting back over to Dr. Palestro.
9	MR. BOLLOCK: All right, thank you, Mr.
10	Bollock. And at this point, I would like to turn the
11	meeting over to Dr. Darlene Metter, who is the Chair
12	of the Subcommittee on Training and Experience for
13	All Modalities, and she will present the
14	Subcommittee's evaluation of the draft SECY paper.
15	Dr. Metter.
16	VICE CHAIRMAN METTER: Thank you, Dr.
17	Palestro. And thank you for the introduction.
18	Before I start, I'd like to thank my Subcommittee
19	members, Dr. Philip Alderson, Dr. John Suh, Ms. Megan
20	Shober, and Ms. Laura Weil for their contribution to
21	this paper.
22	I'd also like to thank the opportunity to
23	review and provide recommendations for the draft SECY
24	paper entitled Staff Evaluation of Training and
25	Experience Requirements for Administering

1	Radiopharmaceuticals.
2	Now, as an introduction, I'd like to give
3	the following. In June of 2015, because of
4	stakeholder concerns that a shortage of AUs caused by
5	the 700 hours of training and experience required to
6	become an authorized user under Title 10, Code of
7	Federal Regulations, 35.300, specifically 35.390,
8	training for use of unsealed byproduct material, for
9	which a written directive is required, was limiting
10	patient access to therapeutic radiopharmaceuticals.
11	The ACMUI at that time formed a
12	subcommittee to look into this matter. The charge
13	of the subcommittee was to determine if the 700-hour
14	training and experience requirement placed a hardship
15	on patient access to alpha- and beta-emitting
16	therapeutic radiopharmaceuticals.
17	And if necessary, to make recommendations
18	for potential changes and establish recommendations
19	for the total number of hours of training and
20	experience for use of unsealed byproduct material for
21	which a written directive is required.
22	The Subcommittee concluded that the
23	current requirement of 700 hours' training and
24	experience for authorized users did not adversely
25	affect patient access to these radiopharmaceuticals,

1	and that no change in the training and experience
2	requirements was warranted.
3	The Subcommittee also noted that the
4	current training and experience requirements had not
5	been updated in nearly 15 years and recommended that
6	in the future, periodic training and experience
7	reviews be conducted.
8	This recommendation led to the creation
9	of the Subcommittee on Training and Experience for
10	All Modalities. This Subcommittee created a
11	standardized template for training and experience
12	reviews, which was completed for 10 CFR 35.100.
13	However, due to ongoing patient access concerns, the
14	Subcommittee was directed to expedite the review of
15	10 CFR 35.300, specifically 10 CFR 35.390.
16	During the March 1, 2018 ACMUI
17	teleconference meeting, the Training and Experience
18	Subcommittee reported that two recent developments
19	identified potential future problems with patient
20	access to 10 CFR 35.300 for radiopharmaceuticals.
21	The first was a potential increase in
22	therapeutic procedures related to the recent U.S. FDA
23	approval for broad use of the therapeutic
24	radiopharmaceutical lutetium-177 dotatate. The
25	second was a continued decrease in the number of

1	nuclear medicine physicians in training and sitting
2	for the American Board of Nuclear Medicine initial
3	certification exam.
4	Due to the potential future increase in
5	the number of procedures and the concomitant decrease
6	in AUs, the Subcommittee recommended that an
7	alternate AU pathway should be reconsidered.
8	From this resulted a draft SECY paper,
9	which I will summarize. This draft paper addresses
10	the NRC staff initial recommendations based on
11	limited stakeholder outreach for training and
12	experience requirements for different categories of
13	radiopharmaceuticals, with a specific focus on 10 CFR
14	part 35 on the medical use of byproduct material,
15	Subpart E, unsealed byproduct material, written
16	directive required.
17	After the final re-revision of 10 CFR
18	Part 35 in August 2017, the Commission tasked the NRC
19	staff to evaluate the possibility of a limited AU
20	training and experience pathway addressing the
21	following. One, its feasibility for certain
22	categories of radiopharmaceuticals.
23	Two, how to develop such categories.
24	Three, the appropriate training and experience
25	requirements for such categories. And four, whether

1	the training and experience requirements should be
2	based on hours or competency.
3	Under 10 CFR Part 35, Subpart E, the staff
4	considered the possibility of an alternate limited AU
5	pathway with tailored training and experience
6	requirements for certain categories of
7	radiopharmaceuticals. Options for such categories
8	were considered, along with appropriate corresponding
9	training and experience and the documentation of
10	training competency.
11	More extensive stakeholder outreach is
12	planned to address the feasibility of a limited AU
13	status for training and experience requirements and
14	competency assessment.
15	To evaluate the feasibility of a limited
16	AU pathway, the NRC staff first determined the
17	knowledge topic for a training and experience
18	curriculum. The curriculum included the current
19	training and experience categories in 10 CFR 35.390,
20	which would then be tailored to the specific category
21	of radiopharmaceuticals, with additional knowledge
22	topics as needed.
23	The staff then solicited stakeholder
24	input on three other topics. First, the fundamental
25	and specific radiopharmaceutical knowledge required

1	in 10 CFR 35.390 to safely administer the
2	radiopharmaceuticals. The stakeholder response was
3	overall support of the proposed knowledge topics.
4	The second was how to obtain this
5	knowledge. The stakeholder response on this question
6	was varied and ranged from maintaining the current
7	training and experience, saying that only American
8	Board of Radiology or American Board Nuclear Medicine
9	certifications, competency assessments, and perhaps
10	even radiopharmaceutical administration
11	requirements.
12	The third question was how to evaluate
1,3	the acquisition and independent application of this
14	knowledge. The stakeholder response was varied but
15	will likely require NRC and stakeholder collaboration
16	to determine this assessment.
17	Other concerns were, one, categorizing
18	radiopharmaceuticals, which had various stakeholder
19	and NRC responses. Two, how to administer the
20	training and experience requirements. And the staff
21	was considering using the Reactor Operator Licensing
22	Program as a, rather than a benchmark, but more as a
23	guide to administer these requirements.
24	Three, NRC staff estimated that the
25	required training experience would be up to 300

	15
1	classroom hours. Four, competency assessment method
2	or methods would be an examination developed by the
3	medical community, whether it be a written exam or a
4	hybrid exam, with or without preceptor attestation,
5	and potentially also forming a new specialty board.
6	The final conclusion that the staff made
7	was it may be feasible to develop a limited AU pathway
8	for certain categories of radiopharmaceuticals with
9	a competency-based approach for tailored training and
10	experience requirements and knowledge of skills
11	assessment.
12	The ACMUI Subcommittee had several
13	comments on the SECY paper. The first was that the
14	ACMUI Training and Experience Subcommittee
15	recommended that the development of an alternate
16	pathway be reconsidered.
17	Two, the stakeholder outreach has been
18	limited and was likely related to time constraints.
19	Staff should consider a broader stakeholder outreach.
20	But this outreach could assist in defining the
21	categories for radiopharmaceutical for limited AU
22	status, tailoring the limited T&E requirements, and
23	assessing the success of the knowledge and skills
24	obtained.
25	Third, collaboration with the medical

1	community and other stakeholders to develop a
2	competency-based assessment tool, mostly likely in
3	advance, is commendable. Four, minimizing the
4	training and experience requirements and thus one's
5	knowledge and skills, potentially jeopardizes
6	patients, personnel, and public safety.
7	Five, the initial projection of
8	authorized users was underestimated in that only
9	nuclear medicine physicians were considered. For the
10	2017-2018 academic year, the total number of
11	residents who could potentially meet the AU training
12	and experience requirements in 10 CFR 35.390 is nearly
13	900.
14	And this is a number that's all residents
15	in training. And these are in radiation oncology,
16	nuclear medicine, nuclear radiology, and the
17	redesigned emerging Board of Radiology pathway.
18	The data on osteopathic AUs and on AUs
19	leaving the workforce, however, is currently not
20	available. Although this revised estimate of that
21	total number of future AUs is encouraging, the
22	Subcommittee still recommends reconsideration of ar
23	alternate AU pathway.
24	Number six. The Subcommittee is
25	concerned about estimating the required training and

1	experience classroom hours for an alternate pathway.
2	Given that the curriculum for limited status AU has
3	not been established, the Subcommittee feels that
4	it's premature to address the issue of hours.
5	The Subcommittee feels strongly that
6	should a decision be made to proceed with a limited
7	AU status, the training and experience requirements
8	must be based on the knowledge and skills necessary
9	to maintain patient, personnel, and public safety,
LO	and not based on a predefined number of hours.
L1	Given these comments, the Subcommittee
L2	has five recommendations. The first is that the
13	ACMUI Training and Experience Subcommittee recommends
L4	reconsideration of the existing pathways to AU
L5	status.
L6	This reconsideration should have the
L7	goals of first maintaining maximal safety for the
L8	patient, personnel, and the public. Second, maximize
L9	patient access to current and future
20	radiopharmaceuticals. And thirdly, to clearly define
21	the AU's scope of practice.
22	Second, the educational program must be
23	all-inclusive for the limited AU status. The
24	didactic component necessary to obtain limited AU
25	status under 10 35.390 must comprehensively cover the

1	knowledge topics required for all AUs involved in 10
2	CFR 35.300, thereby ensuring the safe use of
3	radiopharmaceuticals for the patient, personnel, and
4	the public.
5	Third, the assessment method or methods
6	to assess AU competency must be objective and document
7	both initial and continuing maintenance of competency
8	for the limited AU status.
9	Fourthly, there should be greater and
LO	broader stakeholder input. And lastly, the NRC staff
L1	should conduct ongoing monitoring for potential AU
L2	shortages for 10 CFR 35.300. Data on the geographic
L3	distribution and practice patterns of AUs should be
L4	included in this surveillance.
L5	So that's the end of our subcommittee
L6	report. Do have any comments from the
L7	Subcommittee? Okay, hearing none, do I have any
L8	comments from the ACMUI Committee itself?
L9	CHAIRMAN PALESTRO: Dr. Metter, this is
20	Dr. Palestro. I have a question for you. First, the
21	Subcommittee is to be commended for doing a more
22	thorough investigation of the anticipated AUs that
23	would be, quote unquote, graduating on a yearly basis.
24	I think that's important information.
25	The Subcommittee's report says

1	approximately $900$ potentially could meet the
2	requirements. How does that compare historically?
3	What numbers have been meeting those requirements and
4	obtaining AU status in the past? Is that, do you
5	have that information?
6	VICE CHAIRMAN METTER: No, I don't have
7	that information. I just looked at the current group
8	of individuals that are in training at this point.
9	We can look at that, you know, the past, though.
LO	CHAIRMAN PALESTRO: Okay, that might help
L1	to give a better picture of what we potentially could
L2	expect in the future.
L3	MEMBER SUH: Dr. Palestro, this is John
L4	Suh, I just want to make a quick comment regarding
L5	your question.
L6	CHAIRMAN PALESTRO: Yes.
L7	MEMBER SUH: So if you look at the
L8	historic data which is provided from the American
L9	Board of Radiology, in terms of radiation oncology
20	residents, if you look at the year 2006-2007, there
21	were 585 slots, and the vast majority of those being
22	filled. And if you look at 2016-2017, there were 808
23	slots, with the vast majority of those positions being
24	filled.
25	So in the ten-year period, there is an

1	increase of about 220 potential authorized users who
2	would be radiation oncologists.
3	CHAIRMAN PALESTRO: Okay, thank you.
4	But the numbers you give are the total enrolled in
5	the program, which is, if I'm not mistaken, four
6	years. So the number of graduates then would be, or
7	new AUs, would be approximately 25% of that on an
8	annual basis. Am I correct?
9	MEMBER SUH: Yes, it would be about 200.
10	And the number of programs for that ten-year period
11	has increased from 79 programs to 92 programs. So
12	an increase of 13 programs over that decade.
13	CHAIRMAN PALESTRO: Do you anticipate any
14	further increases in the number of programs?
15	MEMBER SUH: I do know some programs that
16	will be applying for residency. I couldn't give you
17	an exact number in terms of what that number would
18	be.
19	CHAIRMAN PALESTRO: Thank you.
20	VICE CHAIRMAN METTER: Also there's a
21	small number also in radiology with the increased
22	number of individuals in the nuclear radiology and
23	the new Board pathway for being an AU. And I have a
24	number, this past or this year, I think there were 11
25	graduates. And I think there's, that's just for this

1	year.
2	Any other comments from the Committee?
3	MEMBER GREEN: Dr. Metter, this is
4	Richard Green. wish we had more clarity on the
5	number of authorized users, the number of licensees.
6	I mean, that's just something we don't have.
7	But I think it's a great opportunity to,
8	although the historical hours and assessments of
9	competency based on hours has been in place for 15
10	years, no one can really say, you know, it's written
11	in stone in a CFR
12	But no one can really say what that was
13	based upon, or whether those hour levels are
14	appropriate today in today's modern modes of
15	learning, computer-based training or web training.
16	So I just think it's valuable that there's now a
17	standing committee that you chair that looks at what
18	is the current, really, the appropriate way to assess
19	competency.
20	And I just think it's great that this is
21	being refreshed now. So we can make comments
22	relative to the request from the Commissioners and
23	address the draft recommendations made by staff.
24	But to do that, we really take a look and
25	see what it would take to adequately train a physician

1	to safely administrate radiopharmaceuticals. Until
2	that's done, we are looking at history, but not really
3	knowing where it came from.
4	VICE CHAIRMAN METTER: Thank you. Are
5	there any other comments from the Committee?
6	MEMBER OUHIB: Yes, Dr. Metter, this is
7	Zoubir Ouhib. I think to answer Mr. Green's comment
8	is that my understanding is really this is based on
9	all the education that was basically required from an
10	authorized user, you know.
11	And I guess if you go back and take a
12	look at what these authorized users had to complete
13	and so on, I think that it will be a reasonable
14	estimate of that kind of a number, in my opinion.
15	VICE CHAIRMAN METTER: Okay, thank you.
16	MEMBER SHOBER: This is Megan Shober, I
17	also have a comment about the hours.
18	VICE CHAIRMAN METTER: Yes.
19	MEMBER SHOBER: So when the 10 CFR 35 had
20	its major revision the last time, the final rule was
21	in 2002, the proposed rule was issued in 1998. And
22	as part of that, and with the proposed rule, there's
23	a pretty extensive discussion on where the number,
24	the training and experience hours comes from.
25	There's about five pages of discussion

1	about where that 700 hours comes from. So I encourage
2	people to take a look at that original proposed rule
3	from August 13, 1998. And it informs a lot of this
4	discussion that we've been having over where the hours
5	come from.
6	VICE CHAIRMAN METTER: Okay, thank you.
7	Okay, are there any more comments from the ACMUI
8	Committee members?
9	CHAIRMAN PALESTRO: Dr. Metter, this is
10	Dr. Palestro again. In your summary of the draft
11	SECY paper, you said it addresses the NRC staff's
12	initial recommendations based on limited stakeholder
13	outreach. Could you elaborate on what constituted
14	the limited stakeholder outreach and what was the
15	basis of selection of those stakeholders?
16	VICE CHAIRMAN METTER: As far as the
17	stakeholders, I believe it was in the report.
18	Maryann, or is there an NRC staff that can help with
19	that?
20	MR. BOLLOCK: Yes, this is Doug Bollock,
21	I can address that. So we had, I think, based on
22	that paper, we had a limited time frame to get a
23	limited amount of stakeholder outreach. And we are
24	also limited by our burden requirements under OMB.
25	So we can only reach out to nine non-federal agencies

1	or non-federal entities.
2	So we made the determination of the nine.
3	We wanted to get as broad of a spectrum as we could,
4	so we asked a number of licensees, picked a couple of
5	licensees from different parts of the country trying
6	to get a large institution and maybe a smaller size
7	institution that's represented.
8	We asked one of the, a professional
9	society. We asked CORAR for, I guess manufacturing,
10	I'm trying to think what the proper term is. But we
11	asked one board, the American Board of Nuclear
12	Medicine, and we also reached out to one of our co-
13	regulators, we reached out to Virginia.
14	And then we did reach out to a number of
15	federal facilities, Navy, the Army hospitals to get,
16	to kind of increase the stakeholder, from licensees
17	or from users of the radiopharmaceuticals.
18	We tried to get as broad of a, with the
19	limits of only being able to ask nine non-federal
20	entities, we tried to get as broad of a spectrum as
21	we could with that limit. So with licensees, our
22	board, professional organizations, and one state
23	regulator.
24	VICE CHAIRMAN METTER: Thank you.
25	CHAIRMAN PALESTRO: Yeah, thank you, Mr.

1	Bollock. That answers my question. I appreciate
2	that.
3	VICE CHAIRMAN METTER: Are there any
4	other questions from the ACMUI Committee or comments?
5	MEMBER OUHIB: Doctor Metter, this is
6	Zoubir Ouhib again. I do have a comment, if you
7	could go up a little bit on your document. Move to
8	page one or two. There was a statement made
9	regarding, let me just see that. I think this is
L 0	relating to the FDA on the new isotope.
L1	My question is that the, you know, there
L2	was a statement that says there's a potential increase
L3	of users or something. I'm just curious, that
L4	potential future increase is based on what, exactly?
L5	What data is used to actually make such a statement?
L6	VICE CHAIRMAN METTER: Well, the dotatate
L7	has, it's going to be used for neuroendocrine tumors,
L8	and can be used for several of them. Most of the
L9	treatments right now with radiotherapy is limited,
20	let's say for specific use. But this can be a broader
21	use for neuroendocrine tumors.
22	Dr. Palestro, I believe you had looked
23	into that in your report.
24	CHAIRMAN PALESTRO: Yes. The answer is
25	that the previous radiopharmaceuticals that have been

Τ	approved were approved with a, had very harrow
2	approval. Typically, they were for patients who had
3	failed all sorts of previous therapies and very
4	specifically defined criteria.
5	Lutetium 177 dotatate, however, had a
6	much broader approval, a much more general approval,
7	and could be used conceivably at virtually any point
8	during the patient's treatment. It could be used as
9	a first line, it could be used a second line, it could
LO	be used as an endline treatment. Really up to the
L1	discretion of the individuals managing the patients.
L2	And then in addition to that, these
L3	tumors, these gastro, entero, pancreatic,
L4	neuroendocrine tumors, which were once thought to be
L5	relatively uncommon, are now recognized to be the
L6	second most common GI tract malignancy. So that's
L7	how we came to the conclusion that the potential
L8	exists for a broader use of this agent than previous
L9	similar agents.
20	MEMBER OUHIB: And this is simply just
21	an estimate here, is that correct?
22	CHAIRMAN PALESTRO: Correct.
23	MEMBER GREEN: Dr. Palestro, it's also
24	an additional fact that a single patient with a
25	gastro-entero-hepatic tumor would undergo multiple

1	courses of radionuclide therapy also weighs into that
2	consideration.
3	CHAIRMAN PALESTRO: To a lesser degree
4	because patients who are being treated with radium
5	dichloride also undergo multiple courses.
6	VICE CHAIRMAN METTER: Okay. Are there
7	any additional comments from the ACMUI Committee
8	members? Okay, I d like to open the commentary then
9	to the public.
LO	OPERATOR: Thank you. Participants on
L1	the phone, if you have a comment at this time, press
L2	star one and record your name. One moment to see if
L3	we have any comments.
L4	We have a comment from Sue, your line is
L5	now open.
L6	MS. LANGHORST: Hi, this Sue Langhorst.
L7	Hi there. I had a few questions for the ACMUI and
L8	the NRC staff to consider.
L9	My first question is will the NRC plan to
20	track information on the kinds of physicians who
21	utilize the specialty T&E training and experience
22	tracks, as I'm terming them, and report back to the
23	ACMUI the regulatory results and issues that come
24	from this change, that is, how effective the training
25	is for their regulatory compliance? That's my first

1	question.
2	My next question is if new licenses are
3	issued for this specialty track training and
4	experience, who will function as the RSO?
5	And my third question is will authorized
6	users with specialty track approval be able to be
7	appointed as an RSO, and if so, what additional
8	training will they be required to obtain? I thank
9	you all for considering the questions.
LO	MR. BOLLOCK: Thanks, Dr. Langhorst.
L1	This is Doug Bollock, I'm going to go kind of in
L2	reverse order to answer your questions. It's a
L3	little bit easier. So these are just the, so this
L4	is nothing set in stone yet, but we just thought of
L5	what are some other ways, what are possible ways to
L6	allow for expanded authorized users.
L7	And one way is to have a limited
L8	authorized user, potentially, who would be limited to
L9	whatever drug that they were going to use. But a
20	limited authorized user, we have not had any thought
21	or taken into consideration of changing the
22	requirements for an RSO.
23	Therefore, if we had an authorized, a
24	limited authorized user and is just right now, again,
25	we're just, we haven't planned on anything yet. But

1	if they're I guess lesser requirements than a full,
2	authorized user, it's unlikely that they would be,
3	that they would meet the requirements for an RSO.
4	Okay, so that likely they would not.
5	Your second question of who would
6	function as an RSO, someone who is, meets the
7	requirements for 35.50 and all the requirements in
8	the license to be an RSO at whatever facility, or
9	yeah, at a licensed facility. So those requirements
10	are not, we're not considering any changes to the
11	RSOs.
12	And then for your first question, I think
13	we did, I don't think we quite understood your first
14	question, and what. Were you asking if we, through
15	our outreach, if we're going to get more information
16	on the, on current AUs and their training or how they
17	got training? I'm not, we're not sure we understand
18	your first question, could you please repeat it?
19	MS. LANGHORST: Absolutely, absolutely.
20	MR. BOLLOCK: Thank you.
21	MS. LANGHORST: So really what, so Doug
22	what I'm talking about is if the NRC and the ACMUI
23	recommend that there be a specialty track, let's say
24	like there is for 35.392 or 35.394 for I-131
25	therapies. If there are different kinds of

1	positions, then nuclear medicine and radiation
2	oncology positions utilizing that track, will NRC be
3	considering some way of reporting back any regulatory
4	issues as far as what type of physician are having
5	these issues?
6	And if that the training that's set for
7	that level, is it adequate to meet all the regulatory
8	compliance requirements? Not that I'm asking you to
9	answer that question now, that's a question I'm
10	suggesting you consider.
11	MR. BOLLOCK: Okay, thank you for the
12	comment. We'll consider that.
13	MS. LANGHORST: Thank you all.
14	OPERATOR: Once again, if you have a
15	question or comment, please press star one and record
16	your name. Speakers, let me know whenever you're
17	ready for the next question. And it looks like we
18	have a question from Cindy Tomlinson. Your line is
19	open.
20	MS. TOMLINSON: Thank you. Chairman
21	Palestro and members of the ACMUI and NRC staff, thank
22	you for allowing me to provide this statement on
23	behalf of the American Society for Radiation
24	Oncology.
25	In response to the ACMIII's comments on

paper entitled Staff Evaluation of 1 the draft SECY 2 Experience Requirements Training and Administering Radiopharmaceuticals being discussed 3 4 today, because the draft SECY paper is not public, 5 our comments reflect only on the ACMUI draft and report and recommendations. 6 7 As we have commented in past statements to the ACMUI, we strongly oppose any reduction in the 8 9 training experience requirements found in 10 CFR for use of unsealed byproduct 10 training 11 material, for which a written directive is required. ASTRO believes that the 12 requirements found in this section are appropriate to protect the 13 safety of patients, public, and practitioners and 14 15 should not be changed. Radiopharmaceuticals highly effective in treating cancer, with possible 16 harmful effects to both the patient and the public if 17 not used correctly and under the supervision of a 18 19 highly trained physician. The rigorous T&E requirement contributes 20 of 21 the excellent safety to record 22 radiopharmaceuticals. We believe that is 23 important that administering the person the radiopharmaceutical is appropriately trained in the 24

safe handling, exposure risks, and the management of

25

Τ	side effects of radiation.
2	In general, ASTRO is comfortable with the
3	broad recommendations made by ACMUI and believes that
4	a thorough and comprehensive review of current T&F
5	requirements is reasonable.
6	Additionally, we fully support the
7	ACMUI's recommendation that the NRC conduct a
8	thorough examination of geographic distribution and
9	practice patterns of current AUs under 10 CFR 35.390
10	and 300, as well as taking greater stakeholder input.
11	The American Board of Radiology estimates
12	that between 2007 and 2017, approximately 1650
13	radiation oncologists were certified by the ABR with
14	an authorized user eligibility designation and may
15	become AUs.
16	In addition, we estimate that there are
17	approximately 2200 radiation oncology facilities in
18	the US. Together with current radiation oncology
19	AUs, the 773 radiation oncology residents currently
20	in residency programs and nuclear medicine-trained
21	AUs nationwide, there are likely enough AUs to
22	administer radiopharmaceuticals.
23	We caution a change in the current
24	requirements without a comprehensive investigation
25	could result in unintended harm to patients,

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1	personnel, and the public. ASTRO looks forward to
2	continuing to work with both the ACMUI and the NRC as
3	we continue deliperations and review on this very
4	important topic. Thank you.
5	VICE CHAIRMAN METTER: Thank you.
6	OPERATOR: Once again, if you have a
7	question or comment, please press star one and record
8	your name. It looks like we have a comment from Paul
9	Wallner, your line is open.
10	MR. WALLNER: Thank you, good afternoon.
11	My name is Dr. Paul Wallner, I'm a radiation
12	oncologist who is separately Board-certified in
13	radiation oncology and diagnostic radiology in
14	nuclear medicine. I previously served as Chief of
15	the Clinical Radiation Oncology Branch of the
16	National Cancer Institute, when my research interest
17	was in targeted radiopharmaceuticals.
18	I'm speaking today on behalf of the
19	American College of Radiology, ACR. The ACR
20	represents over 35,000 diagnostic radiologists,
21	interventional radiologists, radiation oncologists,
22	nuclear medicine physicians, and medical physicists.
23	The ACR understands the tight deadline
24	and external pressures prompting the staff's draft
25	paper. However, we strongly urge more extensive

	]
1	public engagement of the medical stakeholder
2	community before the NRC takes any significant action
3	on the issues covered by the draft paper.
4	Forward movement on this topic seems to
5	be predicated on the presumption that the 700-hour
6	training and experience requirements in 10 CFR 35.390
7	is no longer appropriate, particularly for
8	individuals without NRC-recognized Board
9	certification.
10	But the underlying concerns have yet to
11	be substantiated in a quantitative, impartial, and
12	apolitical fashion. Before there is any serious
13	movement towards modifying T&E content or hours,
14	there should be a fact-driven assessment of the
15	external criticisms regarding 35.390.
16	After all, 35.390 has a track record of
17	success in providing NRC with a reasonable assurance
18	of the adequate protection of public health and
19	safety. To help substantiate or disprove AU
20	population concerns, it's most important for NRC to
21	gather trustworthy data on the active AU population
22	providing various therapies under 35.390.
23	The collective data should enable
24	exploration of AU numbers and coverage over a multi-
25	year period of time. This suggestion has been made

1 previously, and we understand that such an activity 2 would be labor-intensive and require collaboration with agreement states and broad scope licensees. 3 4 However, without confirmation by NRC of 5 a problem, there is a questionable technical basis 6 for any rulemaking to modify 35.390 or the other 7 subparts of Part 35. Moreover, any presumption of a future AU 8 shortage informed solely by ABNM trends neglects the 9 10 radiation oncology and new nuclear radiology 11 pathways, which we understand to be stable, or in the 12 case of nuclear | radiology, expanding in size and distribution. 13 While prescriptive, the 700-hour training 14 15 experience prerequisite 35.390 and in was fundamentally intended to ensure prospective AUs, 16 without certification from the NRC-recognized board, 17 have an adequate base of knowledge and radiation 18 19 safety to supervise the proper use therapeutical medical nuclear materials, including 20 21 medical event prevention, identification, 22 mitigation. If NRC determines, based on data, that a 23 rulemaking to overhaul 35.390 T&E requirements is 24 25 ultimately necessary, any future regulatory

1	modification must reasonably ensure that clinicians
2	who do not possess the expertise obtained via their
3	residency programs and fellowships can appropriately
4	fulfill AU responsibilities and protect their
5	patients, staff, and other members of the public.
6	In conclusion, the ACR supports more
7	extensive engagement of medical stakeholders on
8	issues discussed in the draft paper. We look forward
9	to seeing the final product at the end of summer and
10	hope it reflects both the needs for more public
11	engagement, as well as the need for an NRC assessment
12	of AU members to ustify any further action.
13	The ACR also hopes to provide input to
14	the ACMUI on its own efforts related to these issues.
15	Thank you for your time.
16	VICE CHAIRMAN METTER: Thank you, Dr.
17	Wallner. Are there any other
18	OPERATOR: We have a question. Yes, we
19	do have an additional question. It comes from
20	Bennett Greenspan Your line is open.
21	MR. GREENSPAN: Hello, thank you. I'm
22	Dr. Bennett Greenspan, I'm a nuclear medicine
23	physician and radiologist and the immediate past
24	President of the Society of Nuclear Medicine and
25	Molecular Imaging And I have a few brief comments.

1	I pretty much agree with, I shouldn't say
2	pretty much, I agree with the ACMUI's Subcommittee
3	report. I did want to point out that physicians who
4	don't know what they're doing could create severe
5	harm to patients, and even personnel in the public,
6	if they're not careful and so on.
7	And so physicians completing an alternate
8	pathway must have the knowledge and basic science and
9	clinical information to the same degree as those
10	people trained im nuclear medicine, radiology, or
11	radiation oncology.
12	And it also turns out that to do these
13	therapies properly, these physicians need to have
14	some background in understanding the imaging related
15	to these therapies for optimal patient care.
16	And one other point I'd like to mention
17	is that physicians in nuclear medicine, nuclear
18	radiology, and radiation oncology training programs
19	are now, it's supposed to be related information but
20	it immersed it during their training. They're
21	basically involved in this for several years during
22	their training.
23	And other physicians such as medical
24	oncologists do not have this training at all. And
25	so they would, they were just totally deficient in

1	anything related to radiation physics, radiation
2	safety, and so or. So you know, if they wish to do
3	these therapies, they really need to have the same
4	kind of knowledge and skills that nuclear medicine,
5	nuclear radiology and radiation oncology physicians
6	have.
7	I did want to point out that the number
8	trainees in nuclear medicine appears to have
9	stabilized over the last couple of years.
10	And one other comment, the future of
11	these therapies I think will probably include
12	combinations of various alpha and beta emitters. And
13	so it's going to get much more complicated, and it's
14	going to take some real expertise in the physicians
15	providing these therapies. Thank you very much.
16	OPERATOR: Back to you, speakers. I'm
17	showing no other comments at this time.
18	VICE CHAIRMAN METTER: Okay. So if there
19	are no other comments, the Subcommittee, this
20	committee, or its public, I turn this over back to
21	Dr. Palestro.
22	CHAIRMAN PALESTRO: All right, thank you,
23	Dr. Metter. I do have one final comment. I do want
24	to point out that no one on the ACMUI, the
25	Subcommittee, or staff has suggested anything about

1	minimizing or fast-tracking or limiting training and
2	experience requirements. And that's certainly not
3	the intention of, and I'll take the liberty of the
4	speaking for the Subcommittee, the ACMUI and the
5	staff.
6	And in fact, I would call your attention
7	to the last page of the Subcommittee's report. At
8	the top of the page, item number four, minimizing the
9	training and experience requirements and thus one's
10	knowledge and skill potentially jeopardizes patient,
11	personnel, and public safety. And that deserves re-
12	emphasis. And I will conclude my comments there.
13	Any other comments from the Subcommittee,
14	or the ACMUI?
15	OPERATOR: Excuse me, speakers, it looks
16	like we have a few additional questions queueing up.
17	Would you like to take those questions?
18	CHAIRMAN PALESTRO: Yes.
19	OPERATOR: Thank you. And it looks like
20	we have a question from Michael Guastella. Your line
21	is open.
22	MR. GUASTELLA: Thank you, and I'm sorry
23	for signaling in there a little bit late, I apologize.
24	I'm Michael Guastella, I'm the Executive Director of
25	CORAR. Mr. Bollock mentioned a little bit earlier

1	that we were one of the organizations that provided
2	feedback.
3	And I'd just like to say that first of
4	all, CORAR supports the ACMUI recommendation for the
5	reconsideration of the existing pathways for AU
6	status. And the goal, maintaining maximal safety for
7	the patient, personnel, and the public, maximizing
8	patient access to current and future
9	radiopharmaceuticals, and clearly delineating the
10	AU's scope of practice.
11	We've also supported in the past an
12	alternative pathway and an alternative to the current
13	700 hours' training and experience requirements under
14	35.390. We have recommended a very specific scope
15	of training requirements for radioisotope handling
16	and radiation safety.
17	For specialists, like Hem/Oncs and
18	medical oncologists, who wish to administer IV
19	therapeutic radiopharmaceuticals, alpha- and beta-
20	emitting radioisotopes, as has been mentioned, which
21	have been prepared by a licensed nuclear pharmacist
22	in a state-licensed radiopharmacy and dispensed to
23	physicians as patient-ready doses.
24	In determining the appropriate amount of
25	time and scope of content for radioisotope handling

1	and radiation safety training that physician must
2	have to safely administer these types of therapeutic
3	drugs, CORAR has offered the following for ACMUI
4	consideration.
5	And I reiterate, the limited role in
6	handling these radio-labeled therapeutic drugs that
7	are dispensed and delivered to physicians in patient-
8	ready doses from licensed radio pharmacies. The
9	radiological safety profiles and radiopharmaceuticals
LO	containing alpha and beta-emitting isotopes. And
L1	physician experience in training and handling toxic
L2	non-radioactive therapies, such as cytotoxic
L3	chemotherapy agents.
L4	In closing, I'd like to say the goal of
L5	the training experience requirements under an
L6	alternate pathway is to provide licensed medical
L7	specialists with competency and cognitive and
L8	psychomotor skills necessary to effectively and
L9	safely prescribe and administer specific
20	radiopharmaceuticals. Thank you.
21	OPERATOR: It looks like we have two
22	additional comments. The next one comes from Shaemus
23	Gleason. Your line is open.
24	MR. GLEASON: Hi, and thanks for taking
25	my question today. I'm Shaemus Gleason with Bayer

1	Healthcare.
2	And in support of the ACMUI findings, we
3	actually presented a petition of sorts to the degree
4	of outlining some of the research that was missing
5	around access to our drugs, particularly Xofigo.
6	And what you'll see is after five years
7	on the market, 20 000 patients treated, 1400 sites up
8	and running, we still notice significant patient
9	falloff based on availability, both regionally and
10	just generally.
11	And in addition to that, we see a number
12	that exist that shows patients unwilling to travel
13	that results in them not receiving the therapy. So
14	once again, you know, we are very supportive of the
15	ACMUI's recent attention to these issues, and look
16	forward to engaging in further conversation. Thank
17	you.
18	OPERATOR: We have a question from
19	Bennett Greenspan Your line is open.
20	MR. GREENSPAN: Thank you. This is
21	Bennett Greenspan again. Again, I'm a nuclear
22	medicine physician and radiologist. I'm the
23	immediate past President of the Society of Nuclear
24	Medicine and Molecular Imaging.
25	We were, we the Society of Nuclear

1	Medicine and Molecular Imaging, were expecting to
2	have a statement, and that hasn't been presented. So
3	if you don't mind, I'd like to present it on behalf
4	of the Chair of the Government Relations Committee.
5	I am a member of that committee, and we the Society,
6	appreciate the opportunity to address the ACMUI on
7	this topic.
8	SNMMI, together with representatives from
9	the American College of Nuclear Medicine, the ACNM,
10	and the American Society of Radiation Oncology, ASTRO
11	
12	VICE CHAIRMAN METTER: Did we lose Dr.
13	Greenspan?
14	CHAIRMAN PALESTRO: I don't hear him on
15	the line.
16	OPERATOR: He'll need to redial back in,
17	or press star and one. It looks like we've lost him.
18	CHAIRMAN PALESTRO: All right, let's give
19	him a couple of moments, see if he can rejoin the
20	meeting.
21	MR. BOLLOCK: And this is Doug Bollock.
22	We did receive, as you know we received a letter from
23	SNMMI, ACNM, and ASTRO combined. We also received
24	one from Bayer. Yeah, those will be publically
25	available when we post the transcripts for this

1	meeting.
2	So Dr. Greenspan, if you hear us, your,
3	the combined statement from SNMMI, ASTRO, and ACNM
4	will be publically available. It has been received
5	by ACMUI and the NRC, so we do have that, we are
6	aware. And the rest of the public will be able to
7	see it when the transcripts and everything else from
8	this meeting are shared.
9	CHAIRMAN PALESTRO: All right, thank you,
10	Mr. Bollock. Are there any other comments or
11	questions from the Subcommittee, the ACMUI, or the
12	public?
13	OPERATOR: We do have an additional
14	question from the public. We have a follow-up
15	question from Michael. Your line is open, Michael.
16	MR. QUASTELLA: Thank you. This is
17	Michael Guastella again. And I guess my question is
18	more of a process question. So I realize that the
19	draft report has been presented the ACMUI. It's been
20	reviewed. Maybe Mr. Bollock can speak to what the
21	next step would be. I believe he said in March that
22	the final report, the NRC staff report, is due to the
23	Commission late summer.
24	I may have, my recollection may not be
25	accurate. I'm just kind of curious if he could

1	comment or anyone can comment on that. And will this
2	require changes to rulemaking, or are there other
3	pathways that an alternate pathway could be
4	considered? Thank you.
5	MR. BOLLOCK: Thanks for that question,
6	this is Doug Bollock again. So we owe the Commission
7	a, or we owe a product to the Commission on August
8	31, and so it'll be delivered to the Commission August
9	31 and made public within a few days of that.
LO	So it will be available to the public I
L1	would say probably the first week in September.
L2	Yeah, subject to Commission, they get a chance to
L3	look at it and then it is made public after that
L4	point.
L5	OPERATOR: Thank you, speakers. Once
L6	again, if you'd like to ask a question or a comment,
L7	please press star then one. We have a question from
L8	Carol Marcus. Your line is open.
L9	MS. MARCUS: Thank you very much, Dr.
20	Palestro and members of the ACMUI. I am opposed to
21	an alternate pathway. I urge the ACMUI to follow the
22	money here. The radiopharmaceutical companies want
23	to sell more drugs. The medical oncologists who
24	would not order Zevalin on their patients because
25	they couldn't make money on it now want to get

1 licenses so they can make money on it. 2 patient access issue I think This really a nonexistent issue. 3 I think it's more a 4 money issue. 5 The NRC is jumping on this because by selling more licemses, it's going to make a lot more 6 money 7 fee to support its medical And so I think that you really have to 8 bureaucracy. 9 look at the money If schebody living in Podunk, USA needs 10 11 a triple CABG, he's not going to get it at his little 25-bed community hospital or county hospital where he 12 He is going to have to travel. 13 lives. complex medical procedures are not available all over 14 15 the United States anywhere you live. And people are used to that fact 16 17 limit to how low the Now. there's no quality of medicine can get, but that doesn't mean 18 I think these people who need 19 it's a good idea. specialized nuclear medicine therapy, 20 which is combined with imaging, as I think Bennett Greenspan 21 22 or somebody mentioned, more and more combined. The whole reason lutetium is used for 23 therapy is that it allows imaging as well as the 24 therapy of the beta particle. 25

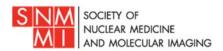
	47
1	So you need even more qualified and
2	competent and experienced and knowledgeable
3	physicians for these therapies than you used to.
4	This is no time to degrade the training and
5	experience. We need the highly skilled
6	practitioners.
7	Back in 1994, the ACMUI unanimously voted
8	to get rid of the 80-hour program for endocrinology,
9	on the basis that they simply do not get the education
10	and training in all the aspects of physics, radiation
11	safety, and more modern nuclear medicine requirements
12	than they did back in 1946 when that 80-hour program
13	started.
14	But the NRC ignored the ACMUI completely.
15	This was the recommendation for the 1995, 1997 I guess
16	it was, redo of all of Part 35. So when physicians
17	in non-nuclear medicine or radiology practices say
18	they want an 80-hour program as well, I think we
19	should say that doesn't work. Albert Einstein
20	couldn't learn this stuff in 80 hours, let alone
21	somebody with no basic training in radiology or
22	nuclear medicine.
23	And just bear in mind follow the money
24	and let's stick with the qualifications that we've
25	got. And I would add I would like to see the NRC

1	enforce them. I have seen the NRC examine residency
2	training programs to see where the 200 and 500 hours
3	are. And I think a lot of people's programs really
4	don't reflect that. And I think it needs
5	enforcement.
6	I got a letter from the head of NMSS a
7	few weeks ago commenting on a letter I had sent, who
8	insisted that the NRC does examine this. And I had
9	to write back and tell him you're really under a
LO	misconception. RC does not look at these hourly
L1	trainings.
L2	And the preceptor statement has nothing
L3	to do with ascertaining those training hours either.
L4	And in this morning's Federal Register the NRC has
L5	announced among other things that the preceptor
L6	requirement is gome as of, you know, mid-January.
L7	So without that last-ditch preceptor
L8	attestation of confidence, you really better make
L9	sure that the hourly and content requirements of the
20	residency training programs are being met. And I
21	really think that in many residency training programs
22	they are not. Thank you very much.
23	VICE CHAIRMAN METTER: Thank you. Did
24	Dr. Greenspan get back on?
25	OPERATOR: Again, Michael, if you're on

1	the line, please press star one to ask a question or
2	finish your statement. One moment to see if he joins.
3	VICE CHAIRMAN METTER: Thank you.
4	MR. BOLLOCK: Dr. Palestro, this is Doug
5	Bollock, and if I may, we appreciate the comments
6	from everyone, including Dr. Marcus. I just want to
7	clarify, one clarification to Dr. Marcus's statements
8	to the Part 35 rule that went out. The preceptor
9	attestation removal was only for Board-certified AUs.
LO	That's just a clarification.
L1	CHAIRMAN PALESTRO: Thank you, Mr.
L2	Bollock. Any additional questions or comments?
L3	MS. MARTIN: This is Melissa Martin. I
L4	am the incoming nuclear medicine member of the ACMUI.
L5	Having served as Radiation Safety Officer
L6	at multiple medical centers in Southern California,
L7	I think one area that has not been considered that
L8	I'm not sure how we go about it, but when you raise
L9	the possibility that isotopes are going to come into
20	medical facilities being sold or delivered directly
21	to physicians, that will violate most of the
22	hospital's radioactive materials licenses. Because
23	right now, everything has to be delivered to a
24	designated point.
25	I think the other thing we have to figure

1	out is if they are now going to be delivered to a		
2	nuclear medicine department or a radiation oncology		
3	department, that staff's time is now going to be spent		
4	taking care of a physician for which they will re-		
5	coop none of the cost of their time to receive the		
6	isotope, prep the isotope, potentially clean up the		
7	mess of the isotope.		
8	I just want those points to be		
9	considered, because I think the practical end of		
10	opening the range of users could be quite significant.		
11	CHAIRMAN PALESTRO: Thank you for that		
12	comment. Any other comments?		
13	OPERATOR: No questions from the phone.		
14	CHAIRMAN PALESTRO: All right. In view		
15	of that, I'm going to ask if there is a motion to		
16	endorse the Subcommittee's report as written.		
17	MEMBER ALDERSON: So moved. This is		
18	Alderson, so moved.		
19	CHAIRMAN PALESTRO: Okay, thank you, Dr.		
20	Alderson. Second?		
21	MEMBER SHEETZ: Second from Sheetz.		
22	CHAIRMAN PALESTRO: Thank you. All in		
23	favor?		
24	(Chorus of ayes.)		
25	CHAIRMAN PALESTRO: Any opposed? All		

	<sup>51</sup>
1	right, then the motion to endorse the report as
2	written is unanimously passed. And at this point, I
3	thank all of the participants, the Subcommittee for
4	their work, the staff, the ACMUI, as well as the
5	individuals who took time out of their day to comment
6	on the bridge line.
7	And at this point, I will turn the meeting
8	over to Mr. Doug Bollock.
9	MR. BOLLOCK: Thank you, Dr. Palestro.
10	Just as a reminder to you all, the next ACMUI public
11	meeting is our fall meeting here in NRC Headquarters
12	in Rockville, MD, September 20 and 21.
13	And I'd like to thank ACMUI, the
14	Subcommittee for reviewing our paper and providing us
15	your comments and recommendations for full Committee,
16	for your time today reviewing it and giving comments
17	and considering it.
18	And also I'd like to thank all the public
19	members who listened in today and gave comments. We
20	appreciate it greatly.
21	OPERATOR: Thanks for your participation
22	and you may discomnect at this time.
23	CHAIRMAN PALESTRO: Thanks a lot.
24	(Whereupon, the above-entitled matter
25	went off the record at 3:08 p.m.)







July 10, 2018

Douglas Bollock U.S. Nuclear Regulatory Commission Mail Stop 0-16G4 Washington, DC 20555-0001

Re: Statement on training and experience for authorized users: Guidance for the Nuclear Regulatory Commission (NRC) Advisory Committee on the Medical Use of Isotopes (ACMUI)

Dear Mr. Bollock:

The leadership of the Society of Nuclear Medicine and Molecular Imaging (SNMMI), together with representatives from the American College of Nuclear Medicine (ACNM) and American Society of Radiation Oncology (ASTRO) formed an ad-hoc committee to offer their collective recommendation for potential updates to the 10 CFR 35.390, Training for use of unsealed byproduct material for which a written directive is required. We are offering suggestions specifically regarding the basic and clinical knowledge and skills needed for those seeking authorized user status through the "alternate pathway" (10 CFR 35.390(b)) to utilize radioisotopes to provide safe and effective clinical diagnostic and therapeutic results to patients.

With regard to training and experience requirements and the initial determination of competency, it is our opinion that mastery of the curriculum listed below will ensure high quality practice of radionuclide therapy. This didactic instruction and laboratory training is important for safe and effective therapies and should not be minimized. The use of unsealed sources for therapeutic applications is complex and has serious medical and safety risk associated with it, not only for the patient but for their family, and the public at large. As such, we feel it is important to maintain this high quality of training and experience.

Furthermore, we do not have evidence of an authorized user shortage, and there is no hard data to support a potential shortage. Because of broad licensing by the NRC, exact numbers of authorized users across various disciplines is difficult, if not impossible to obtain. While the number of nuclear medicine trainees have declined over the past few years, combined diagnostic radiology and nuclear medicine residencies have developed and are rapidly gaining in popularity, balancing the decline of nuclear medicine residency trainees. Furthermore, thousands of radiation oncologists are authorized users of unsealed source radiotherapies or have an authorized user eligibility specified on their American Board of Radiology (ABR) diploma. In addition, the pipeline of radiation oncologists is strong with 773 currently in residency programs. Of note, this is the same conclusion that was reached in the Statement by the American Society for Radiation Oncology (ASTRO) to the Advisory Committee on the Medical Use of Isotopes (ACMUI) on 3/1/2018.

Given the many authorized users currently available to perform these therapies, it is not surprising that delay in availability of these therapies to patients is rare. This can be seen across many types of radioisotope therapies such as I-131, Ra-223, I-131 ibritumomab, and Strontium-89. It is possible that there is a patient access issue to certain radioisotope therapies, which could be as a result of physician preferences or multiple other causes, but a shortage of authorized users does not appear to be one of them. An example of this is the current availability of Lu-177-Dotatate. Long wait lists at most institutions are due to the ramping up of this therapy at hospitals around the country, primarily due to the complexity of providing the therapy, availability of infusion spaces, and nursing support, but not due to a lack of authorized users available to administer the therapy.

As such, the availability of authorized treating physicians is not a valid reason to consider shortening the training and experience requirements for unsealed radioisotope therapy under 10 CFR 35.390(b). And, indeed, the complexity of the Lu-177-Dotatate therapy further highlights the need for rigorous training.

Detailed in the addendum to this letter is a description of the basic science and clinical training requirements that are necessary for the proper training of an authorized user. It also fully describes the initial certification of competency as well as maintenance of certification. We would like to stress that these training requirements/hours alone are not sufficient. For example, the three mandated experiences for a given therapy are not sufficient by themselves, but rather should be the culmination of many more such experiences in residency and in practice over several years.

Based on the above points, we oppose lowering the training requirements as currently stated in 10 CFR 35.390(b). We thank the ACMUI for the opportunity to provide input and look forward to future discussions.

Sincerely,

Bennett Greenspan, MD

**SNMMI Immediate Past-President** 

aura Theverst

Bennett S. Greenspor, M. M.S.

Álan Klitzke, MD, FACNM

**ACNM President** 

Laura I. Thevenot

CEO, ASTRO

Cc: Christopher Palestro, MD, Chair, ACMUI

Darlene Metter, MD, Vice Chair, ACMUI

## Addendum to SNMMI statement on training and experience for authorized users: Guidance for the NRC's ACMUI.

The following are the basic science and clinical training and experience we feel are necessary to have as part of the total training designated in 10 CFR 35.390(b). Below that are the initial competency and maintenance of competency methods we feel are valid.

#### **Basic Science**

- Basic radionuclide handling techniques applicable to the medical use of unsealed byproduct material and radionuclides requiring a written directive. Ordering and receiving radiopharmaceuticals.
- Radiation physics: structure of matter, modes of radioactive decay, particle and photon emissions, half-lives and energies. Calculations of radioactive decay. Interactions of radiation with matter, principles of radiation detection, radiation units.
- Mathematics pertaining to the use and measurement of radioactivity, including decay calculations and calculations of organ and whole body dose. Statistics and medical decision making.
- Biochemistry, molecular biology and pharmacology.
- Chemistry of radioactive material for medical use, including: reactor, cyclotron and generator production of radionuclides, radiochemistry, formulation of radiopharmaceuticals.
- Radiation biology: biological effects of ionizing radiation. RBE. Radiation exposure. Radiation biochemistry. Radiation syndromes Classification of radiation damage. Factors affecting radiation injury. Late effects. Low dose and low dose rate effects. Comparison of risk.
- Instrumentation: Principles of instrumentation used in detection, measurement, and imaging of radioactivity with special emphasis on gamma cameras, including single photon emission computed tomography (SPECT), SPECT/computed tomography (CT), positron emission tomography (PET), and PET/CT systems, and associated electronic instrumentation and computers employed in image production and display. Dose calibrators and survey instruments, including personnel monitoring equipment. Dosage and dose measurements. Quality control of instrumentation QI, QA, QC, acceptance testing. Artifacts.
- Radionuclide production and quality control. Radiopharmaceutical QC. Radiopharmacology. Radiopharmacy. Surveys and monitoring techniques.
- Radiopharmaceuticals involved in radionuclide therapy and related imaging biodistribution, mechanisms of localization, potential toxicity. I-131 sodium, Ra-223 dichloride, Sr-89 chloride, Sm-153 EDTMP, Y-90 microspheres, labeled antibodies, Lu-177 Dotatate, Lu-177 PSMA, other alpha and beta-emitting agents.
- Radiation protection, including units, means of reducing radiation exposure, Occupational and public radiation dose limits, shielding and personnel protective equipment (e.g., eye protection, syringe shields). Management of contamination, including spills. Evaluation of patients exposed to potentially dangerous levels of radiation, assisting in the medical management of persons exposed to ionizing radiation, management and disposal of radioactive substances, radiation accident management, and management of radiation safety programs in accordance with federal and state regulations.
- Demonstrate compliance with radiation safety rules and regulations, including Nuclear Regulatory Commission (NRC) or agreement state rules, local regulations, and the ALARA (as low as reasonably

achievable) principle for radiation protection. NRC – 10 CFR 19, 20, 35, especially 10 CFR 35.390. Requirements for training and record keeping. National and international agencies. Restricted and non-restricted areas. Radionuclide therapy written directive. Patient release criteria.

- Medical events determination of occurrence, evaluation of cause(s) and consequences. Prevention.
- Internal radiation dosimetry, MIRD calculations. Dose calculations calculations of absorbed doses, therapeutic targets; tumor doses required for effective treatment.

#### Clinical requirements for radionuclide therapy

- Qualifications of physicians: competence in: patient evaluation to include: pertinent patient information relevant to the requested procedure using clinical request form, patient interview; chart and computer data base review; Review of relevant imaging studies. Focused physical examination as indicated; and communication with the referring physician if necessary.
- Patient care and procedural skills. History and physical exam.
- Certification in NM, NR, RO, BLS. ACLS desirable.
- Patient selection Verification of patient identity; Explanation of procedure to the patient. Informed consent. Determination and documentation of pregnancy states. Discussion of risks and benefits of the procedure, including patient education and counseling of expected benefits, possible adverse side effects, radiation safety. Determination of clinical indication. Evaluation of findings clinical (e.g. operative), pathology, lab values (ex. FT4, TSH, thyroglobulin, WBC, platelets), relevant imaging studies oncologic studies, including as appropriate studies of sentinel node localization, fluorodeoxyglucose (FDG) imaging, Meta-lodo-Benzyl-Guanidine (MIBG), somatostatin-receptor imaging, and other agents as they become available. PET, PET/CT, and other hybrid molecular imaging studies for both oncologic and non-oncologic indications.
- Patient preparation: determine desired administered activity, route of administration. Determine required dosimetry. Understand risks specific to each therapeutic radiopharmaceutical, including types of emissions.
- Patient management (along with other physicians as needed) of post-therapy complications.
- Supervision of administration of therapeutic radiopharmaceutical(s) to patient. Radiation protection specific to each therapeutic radiopharmaceutical. Dosimetry.
- Patient release timing and conditions, provision of radiation precautions, verbal and written.
- Prepare a complete but concise nuclear medicine procedure report.
- Post-therapy follow up. Follow up scintigraphy as necessary.
- Assessment of treatment response.
- Recommend, plan, conduct, supervise, interpret, and report diagnostic and therapeutic nuclear medicine procedures appropriate for the clinical problem or condition.
- Therapeutic administration of radioiodine for both malignant and benign thyroid disease. When
  appropriate, thyroid studies must include measurement of iodine uptake and dosimetry calculations
  for radio-iodine therapy.
- Therapeutic administration of other unsealed radiopharmaceuticals for malignant and benign diseases.
- Evaluate radionuclide uptake, biodistribution, metabolism, retention and clearance with quantitative imaging to determine tumor dosimetry and therefore treatment planning.

- Understand fundamentals of imaging molecular targets, processes and events, and existing and emerging molecular imaging techniques, particularly as they relate to current clinical practice of radiopharmaceutical therapy.
- Radiopharmaceutical and/or Clinical Indications (including but not limited to):
  - o Hyperthyroidism I-131 sodium iodide
  - o Differentiated thyroid cancer I-131 sodium iodide
  - o Bone pain palliation Sr-89 chloride, Sm-153 EDTMP
  - Radioembolization for hepatocellular cancer or liver metastases Y-90 Theraspheres or SIRSpheres
  - Neuroendocrine tumors I-131 MIBG, Lu-177 Dotatate and other potential PRRT therapies
  - o Radiolabeled antibodies
  - Bone metastases Ra-223 dichloride
  - o Prostate cancer Lu-177 PSMA, (Ac-225 PSMA currently under active investigation in Europe)
  - Other therapeutic radiopharmaceuticals as they become available for clinical practice.
  - Other potential therapeutic radionuclides currently under investigation:
    - Beta-emitters: Cu-67, Re-186, Re-188, Ho-166
    - Alpha-emitters: Bi-212, Bi-213, At-211, Tb-149, Ac-225

Please note that much of the training delineated above would be obtained within the context of nuclear medicine training programs in Nuclear Medicine or Nuclear Radiology, or training programs in Radiation Oncology. For those physicians who have not had formal training in Nuclear Medicine/Nuclear Radiology or Radiation Oncology and wish to provide radionuclide therapy, the above information is considered essential for competent practice of radionuclide therapy.

#### Recommendations for initial and maintenance of competency under 35.390(b):

- 1) Certification process for physicians performing radiopharmaceutical therapy as is already recognized under 10 CFR 35.390 (a) ABNM or ABR NR or RO certification is sufficient.
- 2) Participation in Maintenance of Certification for those who became an authorized user through the alternate pathway, similar to 35.390(a).
- 3) Accreditation of the Nuclear Medicine laboratory. This should include a proficiency testing program that will assess performance of the technologists and physicians.

Future possible evaluation of competency under 35.390(b):

Certification of physicians who have completed a Fellowship in radiopharmaceutical therapy and have passed a certification exam by an accredited medical specialty board.



Dr. Christopher Palestro, Chairman Advisory Committee on the Medical Uses of Isotopes The U.S. Nuclear Regulatory Commission

#### RE: Written Statement to the Advisory Committee on the Medical Uses of Isotopes, the **Nuclear Regulatory Commission; Training & Experience Requirements**

Dear Dr. Palestro and the Advisory Committee,

In response to the topics discussed during the Advisory Committee on the Medical Uses of Isotopes (ACMUI) meeting regarding Training & Experience (T&E) hours for AUs under 10 CFR 35.300 on March 1, 2018, Bayer HealthCare Pharmaceuticals Inc. would like to share both the real world operational safety history of Xofigo and the knowledge gained after 5 years of commercial availability to help inform the Nuclear Regulatory Commission (NRC). Bayer is requesting the NRC to consider a proposal to enable a class of physicians, notably medical oncologists and urologists, to attain Authorized User (AU) status under the limited authorization of parenteral administration of <sup>223</sup>Ra dichloride (Xofigo) with 80 hours of classroom and laboratory training, as well as appropriate work experience (under the supervision of an AU for Xofigo or a Xofigo manufacturer) and written attestation. Xofigo is an FDA-approved and commercially available therapeutic agent in the United States.

As the NRC is aware, our distribution model limits unintended exposure and reduces the risk of misadministration since it limits the handling requirements at end user facilities to an absolute minimum.

With this demonstrably safe model of distribution along with the previously discussed reality of decreasing numbers of AUs limiting patient access to effective Xofigo treatments. Bayer is interested in identifying a path forward for other physicians to attain AU status for limited authorization to administer Xofigo to patients under their care.

#### **Xofigo**

Xofigo (223RaCl<sub>2</sub>) is an alpha emitting radiopharmaceutical which is concentrated in areas of osteoblastic activity. Xofigo is currently FDA-approved for the treatment of patients with castration-resistant prostate cancer, symptomatic bone metastases and no known visceral metastatic disease. This approval was based on showing a 2.8-month survival benefit (3.6month survival benefit at the updated analysis) over placebo during the pivotal phase III trial, ALSYMPCA (ALpharadin in SYMptomatic Prostate CAncer).

Since the launch of Xofigo in 2013 over 90,000 doses have been delivered and administered to patients at more than 1,000 sites located across the United States (Bayer internal database). During this time there have been very few cases of medication errors reported with the administration of Xofigo Patient Ready Doses in the US.

In our Phase III ALSYMPCA (ALpharadin in SYMptomatic Prostate CAncer) trial, there was a higher incidence of Grade 3/4 thrombocytopenia and neutropenia in the radium arm compared to placebo. Overall, there was a higher incidence of Grade 3 and 4 adverse events and more patients discontinuing treatment on the placebo arm than the active Ra-223 arm.

#### 11 July 2018

Bayer HealthCare Pharmaceuticals Inc. Regulatory Affairs 100 Bayer Blvd POBox 915 Whippany, NJ 07981-0915

Phone: 862-404-4057 Fax: 862-404-3175 Email:

yuan.xue@bayer.com

Treatment-emergent AE	Radium (N=509)	Placebo (N=253)
CTC Grade 3 or 4*, n (%)	339 (56)	188 (62)
Serious adverse events, n (%)	281 (47)	181 (60)
Leading to discontinuation of study treatment, n (%)	99 (16)	62 (21)

<sup>\*</sup>CTC toxicity grade: 1 = mild; 2 = moderate; 3 = severe, 4 = life-threatening; and 5 = death.

Per ALSYMPCA: "The number of patients who had adverse events after they received the study drug was consistently lower in the radium-223 group than in the placebo group for all adverse events (558 of 600 patients [93%] vs. 290 of 301 patients [96%]), grade 3 or 4 adverse events (339 patients [56%] vs. 188 patients [62%]), serious adverse events (281 patients [47%] vs. 181 patients [60%]), and study drug discontinuation because of adverse events (99 patients [16%] vs. 62 patients [21%])."

#### US Distribution/Administration Model of Xofigo

During the development of our distribution model for Xofigo in the United States, an unprecedented level of detail and attention was focused on ensuring that whenever possible, potential routes of exposure and contamination to end users were removed. This resulted in an operational model that provides patient-specific unit dosages in 10 mL syringes which carry both NIST traceability and a high degree of certainty that there is no external contamination.

Before the syringe containing the appropriate unit dosage of Xofigo arrives at the customer, there is an extensive amount of training and education provided by Bayer to all end users to ensure they handle and administer the unit dosage in a safe manner. Bayer has an entire team comprised of ten health physics/nuclear medicine trained individuals, called radiotherapy specialists, to assist in clinical site setup and maintenance activities as needed.

Xofigo injection does not require long infusions, pumps, or pre-meds; no significant injection site reactions have been observed with this radiopharmaceutical in the post-approval setting. An IV line is first established with saline to ensure patency, then the Xofigo-containing unit dosage syringe is connected via a three way stopcock (or similar) followed by a slow bolus injection over one minute. After another saline flush, all potentially contaminated materials are segregated and bagged for decay-in-storage. Due to the decay characteristics of the alphaemitting radiopharmaceutical, external exposure is not an operational concern and internal contamination is effectively managed by using standard universal precautions. The patient is also immediately releaseable without instructions per 10 CFR 35.75(b). The dose associated with a Xofigo patient (1.6 mrem per NUREG-1556) to members of the public is less than 2% of the NRC limit for which instructions are required; for scale this is roughly the equivalent to the radiation dose experienced on a two hour plane flight.r. This treatment process is then repeated up to 5 more times separated in time by 4 weeks (8 weeks maximum).

#### NRC AU Licensing of Xofigo

In the fall of 2012, Bayer Healthcare along with the product inventor Algeta were asked to provide some background to the NRC on the health physics considerations of Xofigo usage, a first in class drug, to help inform the licensing decision. Subsequently in January 2013, the NRC announced that Xofigo would be licensed under 10 CFR 35.300, with T&E requirements pursuant to either 10 CFR 35.390 or 35.396, allowing nuclear medicine physicians/radiologists and radiation oncologists to be AUs for the administration of Xofigo (an alternate pathway involving the completion of 700 hours of T&E was available for any other physician to attain such AU status).

#### Issues with the current T&E requirements

While this model has worked well in the past, issues have now surfaced that limit patient access, despite the fact that these patients are indicated and eligible for Xofigo treatment. Some of the most prevalent issues are:

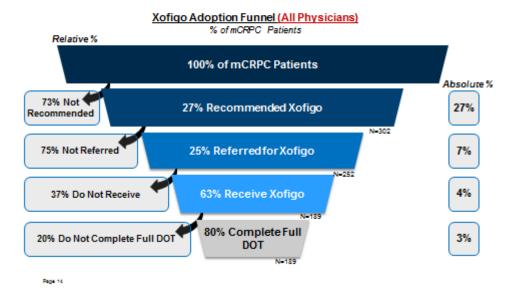
- Diminishing numbers of AUs
- Geographic distribution of Authorized Users
- Extraordinary interest within the referring physicians community to administer Xofigo themselves allowing for simplification and optimization of patient experience.
  - These physicians are also in many cases the most appropriately aligned with the clinical and safety benefits of Xofigo and the continuum of patient care.
- Logistical and financial burdens for patients being forced to visit different offices at different times during the course of treatment
- The referring physicians, instead of the administering physicians, historically manages the treatment of adverse events related to Xofigo and other systemic therapies

These considerations and hurdles do limit the access of patients to Xofigo as discussed immediately below (additional information can be provided as needed). Xofigo is a product which carries a NCCN Category I recommendation.

Below are diagrams illustrating this access limitation:

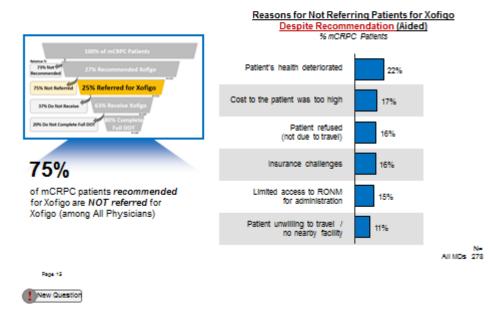


Physicians do not refer 75% of patients for Xofigo despite making a recommendation

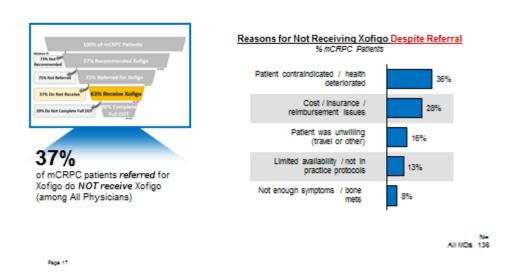




#### Patient health deterioration is a key reason for loss of referral



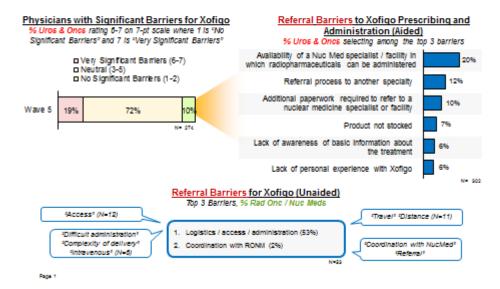
When Xofigo is not received despite a referral, this is most often because of lack of eligibility or cost / reimbursement issues



These diagrams indicate that of the 27% of patients who physicians recommend for Xofigo, only 25% are referred to a neighboring clinic for treatment. Even after a referral, 37% of patients don't end up getting Xofigo.

In addition, this patient-access limitation was also confirmed in additional market research:

20% of physicians indicate availability of a Nuc Med specialist/facility as a top 3 barrier to prescribing Xofigo



#### Proposed path forward

These issues were discussed during the March 1, 2018 ACMUI meeting. It is recognized that an environment is being created in which not all the patients prescribed Xofigo treatment during the course of their disease are actually getting it.

Of importance to the regulatory scope of the NRC are the unique radiation safety considerations that make Xofigo a safe and easy to use product based both on emission characteristics, ease of administration and minimal administered activity. A considerable investment was made to ensure the product is both received and eventually dispensed in a fashion where operational risk is mitigated by engineering controls and in those areas where this is not possible, appropriate expert training is provided by Bayer.

Therefore, Bayer respectfully requests that the NRC allows for the licensers of physicians *vis* a *vis* T&E under the current distribution model after the completion of training/experience/competency requirements provided by the manufacturer OR other appropriately-trained Authorized Users.

If there are any questions regarding this statement, please contact me at yuan.xue@bayer.com or at 862-404-4057.

Respectfully yours,

Yuan Xue, PhD Global Regulatory Strategist Regulatory Affairs – Oncology Bayer HealthCare Pharmaceuticals

#### **References:**

1. Xofigo US Packaging Insert.

- Bayer internal database.
   Bayer Responses to NRC Questions: Radium-223 dichloride; dated 8-November-2012.



# The American Board of Nuclear Medicine

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Christopher Palestro, M.D. Chair, Advisory Committee on the Medical Uses of Isotopes U.S. Nuclear Regulatory Commission Washington, DC 20555-0001

Dear Dr. Palestro:

The ABNM has reviewed the February 19, 2018 draft report of the ACMUI Subcommittee on Training and Experience Requirements for All Modalities regarding the current NRC requirements for 700 hours of supervised training and experience for Authorized Users (AUs) of radioactive materials under 10 CFR 35.390 – Training for use of unsealed byproduct material for which a written directive is required. The Subcommittee is considering whether the 700 hour training requirement decreases patient access to alpha and beta emitting therapeutic radiopharmaceuticals, and whether it should recommend changes for the total number of hours of training & experience that is required.

The Subcommittee draft interim report states there are two reasons for reasonable concern for a near-future decline in patient access to care: (1) U.S. Food and Drug Administration's approval of <sup>177</sup>Lu dotatate for treatment of certain neuroendocrine tumors, and (2) the decrease in the number of first-time candidates sitting for the Certification Examination of the American Board of Nuclear Medicine.

The ABNM welcomes the FDA-approval mentioned above and supports efforts to bring more targeted radionuclide therapies to patients in the U.S.; however, the ABNM strongly believes that the current requirement for 700 hours of supervised training and experience should not be changed and that reducing the *minimum* requirement for 700 hours of supervised training and experience for unsealed radioisotope therapy raises concern for patient safety. The decrease in the number of nuclear medicine or nuclear radiology qualified AUs is likely overestimated in the Subcommittee draft interim report. The need for fact-driven evaluation before any action was also endorsed by the American College of Radiology (ACR) in comments to the NRC ACMUI sent on July 16. The ABNM fully supports the ACR statement.

The number of initial ABNM certificates issued each year has been relatively constant from 1977 - 2015. The average number of certificates issued each year was 72 during this time (range 50 - 107). The ABNM issued 43 initial certificates in 2016, and 49 certificates in 2017. No data is available for 2018 since the certification examination will not be given until October.

# Page Page 2 of 3 ABNM Letter to ACMUI on Training and Experience

The ABNM has issued a total of 5,744 certificates since the board was incorporated in 1971. There are at least 3,591 active diplomates (not deceased or retired) at the present time.

The Subcommittee draft interim report noted a decrease in the number of ACGME accredited Nuclear Medicine training programs and residents from 57 programs with 161 residents in academic year 2007 – 2008, to 41 programs with 75 residents in 2017 – 2018.

The decrease in the number of programs and trainees is partly due to an increase in the number of Nuclear Medicine physicians who are also certified in Diagnostic Radiology by the American Board of Radiology (ABR). Certification by the ABR decreases the duration of Nuclear Medicine training required for ABNM certification from 36 months to 16 months, creating the appearance of decreasing numbers of residents, when it is the duration of training that is decreasing. Contributing to this trend is the increasing availability of dual training pathways where residents training in Nuclear Medicine are counted as Diagnostic Radiology residents rather than Nuclear Medicine residents, due to the requirements of the ACGME and the ABR. At a recent professional meeting, the ABNM learned that there are at least 35 additional radiology residents engaged in a new program through the ABR aimed at additional qualification in nuclear radiology during the usual length of their diagnostic radiology residency.

The ABNM believes that dual training will result in better-trained physicians to meet the needs of patients in the era of molecular imaging and therapy. The ABNM sees no evidence that workforce issues have decreased patient access to care, and concern for potential future issues has not considered recent positive changes in Nuclear Medicine training. The popularity of the dual training pathways in Nuclear Medicine and Diagnostic Radiology is one of the reasons for the decline in the number of ACGME accredited Nuclear Medicine programs; however total number of residents is not reflected in a similar decline in number of ABNM certificates.

The ABNM urges the subcommittee to re-evaluate the initial estimates of AUs available and those in training to provide the needed services. We also request a re-review of the number of radiation oncology physicians in training as numbers quoted in the draft interim report were erroneously low.

In addition, targeted radionuclide therapies frequently require management by experts in multiple disciplines (surgery, radiation oncology, medical oncology, radiology, nuclear medicine) at centers of excellence; no shortage of AUs has been reported at such institutions. Finally, if the current number of AUs proves to be insufficient to make radionuclides widely available, we believe pursuing approaches to increase the number of properly trained nuclear medicine physicians, nuclear radiologists and radiation oncologists will be better for patient care than lowering the standards for administering radionuclide therapies.

Although the NRC does not oversee the insurance industry, we feel that a larger threat to patient access as compared to the number of AUs in the United States is insurance coverage. Reducing the *minimum* requirement for 700 hours of supervised training and experience for unsealed radioisotope therapy further jeopardizes patient safety because there is no standardized

# Page Page 3 of 3 ABNM Letter to ACMUI on Training and Experience

assessment of the knowledge, skill and judgment of these physicians who are not certified by the ABNM, or certified by the ABR in the subspecialty of Nuclear Radiology.

In summary, the ABNM strongly believes that the current requirement for 700 hours of supervised training and experience should not be changed and asks the NRC correct the errors in the number of trainees, which we would expect could reduce or end the concern on the number of AUs available to provide these services.

Sincerely,

George M. Segal M.D

**Executive Director** 

GMS/DAP/mrf

Saniel A. Pryma, MY

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August 22, 2018

Christopher Palestro, MD
Chair, Advisory Committee on the Medical Uses of Isotopes
US Nuclear Regulatory Commission
Washington, DC 20555-0001

Dear Dr Palestro,

The leadership of the ABR reviewed the February 19, 2018 and July 5, 2018 draft reports of the ACMUI Subcommittee on Training and Experience Requirements for All Modalities regarding the current NRC requirements of 700 hours of supervised training and experience for Authorized Users (AUs) of radioactive materials under 10 CFR 35.390, *Training for use of unsealed byproduct material for which a written directive is required.* The subcommittee has suggested that the 700-hour training requirement might be reduced, partly because of a perceived decrease in patient access to care with alpha and beta emitting therapeutic radiopharmaceuticals.

The ABR board strongly opposes a reduction in the current training requirements or development of a "limited status AU". This is a patient safety and quality-of-care issue. As this field becomes more complex, it is important to maintain strong training requirements.

The subcommittee mentions shortages in the number of AUs in the United States. We are not aware of any shortage. The ABR and ABNM have not seen decreases in the number of candidates seeking certification in nuclear medicine or nuclear radiology (nuclear radiology is the term used by the ABR for our candidates and diplomates, whereas nuclear medicine is usually practiced by non-ABR certified individuals who are certified only by ABNM). It is true that there has been a decline in the number of "Nuclear Medicine Residency Programs", largely because of the increasingly limited job market for individuals without strong diagnostic radiology (DR) training in this era of hybrid imaging (PET/CT, SPECT/CT, PET/MR), which requires substantial knowledge of all aspects of DR modalities. However, in DR, there has been increased interest in nuclear radiology because of hybrid imaging and new therapeutic radioisotopes. DR residency programs are not closing and there are increased opportunities for nuclear radiology training in DR programs. The number of radiation oncology (RO) residents and candidates for ABR RO certification has been stable for many years. Most ABR DR and RO diplomates are AU Eligible at the time of certification, and most go on to become AUs.

In summary, the ABR strongly opposes a reduction in the number of hours of supervised training and experience for AUs under 10 CFR 35.390. We feel that maintenance of the current 700 hours is necessary to protect the public.

Sincerely,

Lisa A Kachnic, MD President Valerie P Jackson, MD Executive Director

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August 27, 2018

Attn: The Honorable Kristine L. Svinicki U.S. Nuclear Regulatory Commission Mail Stop O-16B33 Washington, DC 20555-0001

Subject: 10 CFR 35.390, "Training for use of unsealed byproduct material for which a written directive is required;" recommendations of the American College of Radiology

Dear NRC Chairman Kristine Svinicki:

On behalf of the American College of Radiology (ACR)—a professional organization representing more than 38,000 radiologists, radiation oncologists, interventional radiologists, nuclear medicine physicians, and medical physicists—we are writing regarding ongoing activities within the U.S. Nuclear Regulatory Commission (NRC) and the NRC Advisory Committee on the Medical Uses of Isotopes (ACMUI) to reevaluate authorized user (AU) requirements in 10 CFR Part 35, Subpart E—particularly 35.390, "Training for use of unsealed byproduct material for which a written directive is required." This letter outlines specific concerns of ACR on this topic, and proposes an alternative approach going forward.

#### Concerns Regarding NRC Activities Related to 10 CFR 35.390

The ACR supports and acknowledges the appropriateness of periodic reassessment of 10 CFR Part 35 to provide reasonable assurance of adequate protection of public health and safety. We believe that this process should be driven by the experiences and expertise of medical licensees and regulators, informed by objective and quantitative evidence, and be free from politicization by external companies and groups. We are concerned that the current efforts to reevaluate the training and experience (T&E) requirements in 10 CFR 35.390 appear to have been hastened by external pressures without a sufficient basis in science or the shared experience of current materials licensees. Recent NRC activities to prioritize and rapidly move toward modifying the T&E requirements in 10 CFR 35.390 for prospective AUs without NRC-recognized board certification deviate from the data-driven, risk-informed, deliberative approach warranted by the associated risk and potential destabilizing impact of such a policy.

The ACR believes the arguments in favor of significantly modifying 10 CFR 35.390 to provide a less comprehensive alternate pathway for those without NRC-recognized board certification are

unsubstantiated and should be examined with scientific rigor before the NRC takes any significant action that could negatively impact public health and safety. The recent NRC staff efforts at the Commission's direction to reimagine a radionuclide-specific, "limited scope AU" concept for uses under 10 CFR Part 35, Subpart E do not adequately address the primary questions of whether regulatory revisions are a necessary and justifiable use of limited NRC resources, and whether the perceived benefits outweigh the substantial risks.

#### A Multidisciplinary Team Model is the Standard of Care in Radiopharmaceutical Therapy

As part of a broad spectrum of cancer therapy modalities, therapy with unsealed radiopharmaceutical sources may promote cures or palliation of disease while minimizing untoward side effects and complications. Examples of these radiopharmaceuticals include Iodine-131 (sodium iodide), Iodine-131 (meta-iodobenzylguandine MIBG iodine-131), Lutetium-177 DOTA, Yttrium-90 DOTA, Phosphorus-32 (sodium phosphate), Phosphorus-32 (colloidal chromic phosphate), Radium-223 (radium dichloride), Samarium-153 (lexidronam ethylene diamine tetra methylene phosphonic acid [EDTMPA]), Strontium-89 (strontium chloride), Yttrium-90 (ibritumomab tiuxetan), and others in current research.

The predominant medical paradigm for treating patients who may require such therapy utilizes a multidisciplinary team approach so patients benefit from the unique expertise of many medical specialties. Within that framework, public health and safety are optimally protected when unsealed radiopharmaceutical therapies are supervised and performed by appropriately trained and licensed physicians. Typically these are nuclear medicine physicians, radiation oncologists, nuclear radiologists, and certain other diagnostic radiologists with those qualifications in close cooperation and communication with referring physicians responsible for overall clinical management of the patients (such as medical oncologists, etc.), and supported by staff trained and experienced in handling of radioactive materials and imbued with a culture of safety for patients and personnel.<sup>2</sup>

#### Lack of Data Indicating AU Shortage

NRC's exploration of less comprehensive, radionuclide-specific, "limited scope" pathways to AU status for therapeutic radiopharmaceuticals implies that the agency believes there is an insufficient AU population performing and supervising radiopharmaceutical therapies in the United States. This presumption has not been supported by publicly accessible, trustworthy data compiled by first-party sources. Indeed, no such datasets currently exist despite questions about the size and distribution of AUs for specific medical uses of isotopes.

<sup>&</sup>lt;sup>1</sup> ACR, American Association of Physicists in Medicine (AAPM), and Society for Pediatric Radiology (SPR). ACR-AAPM-SPR Technical Standard for Therapeutic Procedures Using Radiopharmaceuticals. Available from <a href="https://www.acr.org/-/media/ACR/Files/Practice-Parameters/RadioPharm.pdf">https://www.acr.org/-/media/ACR/Files/Practice-Parameters/RadioPharm.pdf</a>

<sup>&</sup>lt;sup>2</sup> American College of Radiology (ACR). ACR Practice Parameter for the Performance of Therapy with Unsealed Radiopharmaceutical Sources. Available from: <a href="https://www.acr.org/-/media/ACR/Files/Practice-Parameters/UnsealedSources.pdf?la=en">https://www.acr.org/-/media/ACR/Files/Practice-Parameters/UnsealedSources.pdf?la=en</a>

In March 2018, an NRC ACMUI subcommittee discussed a potential future AU shortage based on nuclear medicine residency trends combined with an expectation of Lu-177 dotatate popularity. However, those preliminary discussions focused exclusively on previous American Board of Nuclear Medicine (ABNM) trends, without factoring in the American Board of Radiology (ABR) radiation oncology and nuclear radiology pathways to AU status for unsealed radiopharmaceutical sources requiring a written directive. Our current understanding, based on information from the ABR, indicates a potentially increasing trend in the radiation oncologist population and increased expansion of recently revamped nuclear radiology programs. The ACMUI's July 5, 2018 comments to NRC staff found that nearly 900 residents in radiation oncology, nuclear medicine, nuclear radiology, and the redesigned radiology pathway could potentially meet the AU T&E requirements in 10 CFR 35.390 for the 2017-2018 academic year.<sup>3</sup> Thus, residency information and observations from the specialties in question contradict the unsubstantiated premise of an impending AU shortage. The increasing clinical use of Lu-177 dotatate, and theranostics in general, should continue to bolster medical student interest in pursuing specialty residencies with radiopharmaceutical therapy expertise. However, there is a need for trustworthy data about currently active AU populations.

The ACR recommends that NRC collaborate with Agreement States and broad-scope licensees to determine the number and distribution of actively practicing AUs with the therapeutic radiopharmaceuticals of interest. Maintaining this dataset should illustrate AU trends over a multi-year period to deduce the stability and growth of the AU population. Changes in AU numbers over time could provide regulators and stakeholders with informed arguments supporting or opposing regulatory revisions and would serve as an accurate baseline for future decision-making.

Other Factors Driving Utilization of Radiopharmaceutical Therapy Unrelated to NRC Regulations NRC's hastened progression towards a radionuclide-specific, limited scope AU pathway also implies that radiopharmaceutical therapies are underutilized perhaps because of the presumption that AUs are insufficiently accessible under the current T&E prerequisites in 10 CFR 35.390. While there is certainly no trustworthy evidence to suggest chronic underutilization of these modalities resulting from current NRC regulations, there are myriad drivers behind care management decisions by referring clinicians.

While practice guidelines, clinical decision support tools, peer-reviewed literature, and other informational resources can augment decision-making, medical oncologists and other referring physicians responsible for managing patients' care have varying levels of awareness regarding the availability and appropriate use of radiopharmaceutical therapy options. In many cases, alternative treatments not involving radiation dose are available with similar appropriateness ratings and outcomes. In some cases, there could be reluctance by care managers to refer/transfer patients for subspecialty care regardless of the proximity, expertise, or quality of care performed by providers of

<sup>&</sup>lt;sup>3</sup> NRC ACMUI. Advisory Committee on the Medical Uses of Isotopes Comments on the Draft SECY Paper Entitled "Staff Evaluation of Training and Experience Requirements for Administering Radiopharmaceuticals." Available from: <a href="https://www.nrc.gov/docs/ML1818/ML18186A517.pdf">https://www.nrc.gov/docs/ML1818/ML18186A517.pdf</a>

cancer therapies outside their own practices. Economic/insurance drivers and patients' personal views about radiation could also affect referral and treatment decisions. The ACR recommends further exploration of utilization drivers that include partnerships with other federal regulatory agencies with more influence than NRC on radiopharmaceutical therapy utilization, such as the Centers for Medicare and Medicaid Services (CMS).

It is unclear what effects, if any, future modifications to NRC T&E requirements for prospective AUs without NRC-recognized board certification would have on referral patterns and overall use of radiopharmaceutical therapies. NRC regulations are not the sole external consideration for providers interested in providing radiopharmaceutical therapy themselves. A myriad of factors – such as medical standards, appropriate use criteria, practice/procedure guidelines, facility accreditation requirements, quality metrics, insurance/payer requirements, self-referral prohibitions, medicolegal considerations, etc. – influence physician and provider willingness to offer any given treatment. Regardless, if NRC moves forward with the requested revisions to 10 CFR 35.390, it is likely that referring clinicians without subspecialized expertise would be pressured for financial reasons by manufacturers to obtain "limited scope AU" status—those same outreach efforts by manufacturers might be better used to educate the referring provider community about the availability of these therapies provided by subspecialized experts.

#### Therapeutic Radiopharmaceuticals are Not Simple and Safe—Need for Specialized Expertise

Patients and their families expect that those performing and supervising radiopharmaceutical therapy are providing the right treatment at the right dose at the right time. Nuclear medicine physicians, radiation oncologists, and nuclear radiologists are continuously immersed in radiological considerations as an inherent component of their subspecialized roles on the patient's care team. Such considerations are integrated into every level of training programs, certifications, specialty publications, and day-to-day professional responsibilities. Outliers from other medical specialties who have obtained the necessary T&E and supervised cases under the current 10 CFR 35.390 have acquired basic knowledge to competently manage these tasks in a responsible manner—this is why 10 CFR 35.390 already includes a legitimate T&E alternative pathway to AU status for those from other specialties without NRC-recognized board certification.

With any radionuclide-specific, "limited scope AU" concept, NRC should consider the much higher likelihood of safety issues when enabling the use of therapeutic radiopharmaceuticals in settings with limited expertise and experience in nuclear materials handling, storage, shipping, dosimetry, and waste handling. AUs must be fully prepared to supervise all aspects of the medical use of the unsealed radiopharmaceutical sources in question, prevent potential medical events before they occur, identify and report to regulatory agencies any medical events that have occurred, and mitigate any dangers of spills and contamination.

#### Prepackaged Unit Dose Distribution Does Not Eliminate Need for Expertise

The core knowledge required to adequately perform AU responsibilities remains the same regardless of whether radiopharmaceuticals are shipped from centralized nuclear pharmacies in unit doses or

prepared on-site in the treatment facilities. Many issues and risks—i.e., improper assay, spillage/contamination, handling unused product, tissue extravasation, etc.—would be more likely to occur in settings where the AU is nominally trained and generally unaccustomed to working with unsealed radiopharmaceutical sources. Less than perfect real-world scenarios, including unexpected situations during the handling of these materials, must be factored into the NRC's regulatory approach.

#### **Alpha- and Beta-Emitters**

NRC should not assume that specific uses regulated under 10 CFR Part 35, Subpart E are safe for general use if they involve alpha- and/or beta-emitters. Many such agents will have a gamma component or be paired with gamma-emitting agents to allow for imaging that is essential for whole body and organ dosimetry and therapeutic decision-making. It is inaccurate to suggest that these radiopharmaceuticals can be handled by nominally trained clinicians in inexperienced facilities without introducing risk to all involved.

#### **Chemotherapy Drugs Are Not Radioactive**

It has been argued that medical oncology practices are experienced with administration by oncology nurses of hazardous drugs, such as antineoplastic agents used in chemotherapy. However, nuclear materials pose very different dosage, exposure, handling, storage, waste management, and risk mitigation considerations compared to nonradioactive hazardous materials. While antineoplastic agents are certainly harmful in terms of occupational exposure for oncology nurses when absorbed into the skin/inhaled/ingested, such agents do not carry the same exposure and environmental concerns—much less the same level of public fear and panic—as nuclear materials generally do.

To be clear, the fact that referring physicians may supervise treatments that involve pharmacist preparation and oncology nurse administration of antineoplastic agents or other hazardous drugs in no way prepares them for their responsibilities as an AU of radiopharmaceuticals to protect patients, their staff and facilities, and members of the public from ineffective, accidental, inappropriate, or otherwise unnecessary radiation exposure.

## Unintended Implementation Consequences and Considerations for NRC and Agreement State Regulators of Radionuclide-Specific, Limited Scope AU Concept

Beyond the more important medical and public health/safety considerations, the ACR has concerns about the likely disruption within NRC, state regulatory agencies, and licensed facilities created by establishing and overseeing additional complexity and disparate AU levels with varying responsibilities (e.g., "full scope" and "limited scope/radionuclide-specific" AUs).

NRC and Agreement State agencies would need to dedicate additional resources to deal with regulatory revisions and corrections, guidance revisions and new information notices targeted to non-expert AU subpopulations, outreach to new medical communities unaccustomed to NRC's regulatory paradigm, expanded capabilities for when spills and other adverse issues arise in nontraditional care settings, and so on. With a radionuclide-specific approach, NRC would need to establish a highly prioritized and expeditious timeframe for rulemakings intended to incorporate new radiopharmaceuticals into the

armamentarium of medical licensees and to prevent future delays in patient access to emerging agents tied to the agency's administrative processes. It would be advisable for NRC to establish a more extensive monitoring program to specifically track medical events, trends, and determine any underreporting of medical events that occur under the supervision of limited scope AUs separately from medical events that occur in the more traditional care settings. Additionally, NRC would increase its own exposure to U.S. Government Accountability Office and other external investigations of the agency's licensee vetting processes as numerous new individuals from previously unknown medical settings would be encouraged by manufacturers to seek limited scope AU status. All of the above expanded capabilities would inevitably result in increased fees for materials licensees, and less efficient/timely regulatory oversight.

#### **Summary of ACR Recommendations**

In conclusion, the ACR recommends that NRC not pursue regulatory revisions to accommodate the concept of a radionuclide-specific, limited-scope AU status until such time as NRC's time-tested paradigm in 10 CFR 35.390 is shown by data to be problematic for medical licensees or otherwise in immediate need of revision. We recommend that NRC collaborate with all Agreement State agencies and NRC broad-scope licensees to compile a multi-year dataset on the active AU population. NRC should also work with other federal agencies, particularly CMS, to explore other possible radiopharmaceutical therapy drivers and determine if NRC's AU T&E requirements in 10 CFR 35.390 are directly causing a perceived underutilization. Most importantly, we recommend that NRC consider the numerous unintended consequences and likely negative effects on public health and safety, security, and practice of medicine of revising 10 CFR 35.390 to provide a radionuclide-specific, limited-scope AU pathway for nominally trained clinicians.

As always, the American College of Radiology welcomes additional dialog with the NRC Commissioners and staff on these and other issues of shared interest. Please contact Gloria Romanelli, JD, ACR Senior Director, Legislative and Regulatory Relations, or Michael Peters, ACR Director of Legislative and Regulatory Affairs, at (202) 223-1670 or <a href="mailto:grownanelli@acr.org">gromanelli@acr.org</a> / <a href="mailto:mpeters@acr.org">mpeters@acr.org</a>, with any questions or concerns.

Respectfully Submitted,

Modely

Geraldine B. McGinty, MD, MBA, FACR

Chair, Board of Chancellors

American College of Radiology