

3 **DRAFT** Consultant Report

4 **AI Labs Group S.L.**

5 **DRAFT Strategy Report for**
6 **Legit.Health Plus**

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10 **Disclaimer**

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16 are advisory in nature, and the client retains all responsibility for any use or implementation.

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70 **Executive summary**

71 (TODO)

1 Report objectives

(TODO)

2 Major functionality of the Legit.Health Plus device

Legit.Health describes the Legit.Health Plus device as including algorithms related to:

1. ICD category distribution (the “top-5 function”): “The system highlights the top five ICD-11 disease categories, each accompanied by its corresponding code and confidence score, thereby supporting clinicians with both ranking and probability information. . .”¹

Legit.Health proposes to assess the accuracy of this function using “Top-k Accuracy” to a reference standard based on “expert” annotations of images. This measure is related to sensitivity or positive percent agreement (PPA). Legit.Health proposes performance targets of:

- Lower bound of the 95% confidence interval for top-1 accuracy $\geq 55\%$
- Lower bound of the 95% confidence interval for top-3 accuracy $\geq 70\%$
- Lower bound of the 95% confidence interval for top-5 accuracy $\geq 80\%$

No performance metrics related to specificity, or negative percent agreement (NPA), are proposed, nor are measures related to predictive value (i.e., positive predictive value (PPV) and negative predictive value (NPV)).

2. Binary indicators (the “malignancy indicator function”): “Each indicator reflects the aggregated probability that a case belongs to clinically meaningful categories requiring differential triage or diagnostic attention.”²

1. **Malignant:** probability that the lesion is a confirmed malignancy (e.g., melanoma, squamous cell carcinoma, basal cell carcinoma).
2. **Pre-malignant:** probability of conditions with malignant potential (e.g., actinic keratosis, Bowen’s disease).
3. **Associated with malignancy:** benign or inflammatory conditions with frequent overlap or mimicry of malignant presentations (e.g., atypical nevi, pigmented seborrheic keratoses).
4. **Pigmented lesion:** probability that the lesion belongs to the pigmented subgroup, important for melanoma risk assessment.
5. **Urgent referral:** lesions likely requiring dermatological evaluation within 48 hours (e.g., suspected melanoma, rapidly growing nodular lesions, bleeding or ulcerated malignancies).

¹See: “R-TF-028-001 AI/ML Description” (dated 2025-08-22), p. 1.

²See: “R-TF-028-001 AI/ML Description” (dated 2025-08-22), p. 2.

- 104 6. **High-priority referral:** lesions that should be seen within 2 weeks
 105 according to dermatology referral guidelines (e.g., suspected non-
 106 melanoma skin cancer, premalignant lesions with malignant potential).³

107 Legit.Health proposes to assess the accuracy of these functions using the area under the
 108 receiver operating characteristics curve (AUC or AUROC) with a performance target
 109 of the lower bound of the 95% confidence interval for $AUC \geq 0.80$ against a reference
 110 standard of “dermatologist” consensus image labels for each classifier.

- 111 3. Erythema intensity quantification (the “erythema severity function”): A function with
 112 semi-quantitative output (10 ordinal categories) related to the severity of erythema
 113 (redness caused by increased blood flow).⁴

114 Legit.Health proposes to assess the accuracy of this functions using the Relative Mean
 115 Absolute Error (RMAE) with a performance target of the upper bound of the 95%
 116 confidence interval for $RMAE \leq 20\%$ against a reference standard of “multi-expert”
 117 image labels.

- 118 4. Desquamation intensity quantification (the “desquamation severity function”): A func-
 119 tion with semi-quantitative output (10 ordinal categories) related to the severity of
 120 desquamation (peeling skin).⁵

121 Legit.Health proposes to assess the accuracy of this functions using the RMAE with
 122 a performance target of the upper bound of the 95% confidence interval for $RMAE \leq$
 123 20% against a reference standard of “multi-expert” image labels.

- 124 5. Nodule quantification (the “nodule detection and counting function”): “A deep learning
 125 **object detection model** ingests a clinical image and outputs bounding boxes with
 126 associated confidence scores for each detected nodule.”⁶ As a post-processing step, a
 127 count of nodules is produced, and this serves as the ultimate output of the function.

128 Legit.Health proposes to assess the accuracy of this functions using the Mean Absolute
 129 Error (MAE) with a performance target of the upper bound of the 95% confidence
 130 interval for $MAE \leq$ “Expert Inter-observer Variability” against a reference standard of
 131 “expert” counts of nodules present in images.

132 In addition, for underlying object detection, Legit.Health proposes to assess a “Devia-
 133 tion” metric ($\leq 10\%$ of inter-observer variance)⁷ and will report precision (PPV), recall
 134 (PPA), and F1-score.

135 It is not clear how or if measures of performance on images with no nodules present
 136 will be assessed (e.g., image-level NPA).

- 137 6. Hair loss surface quantification (the “hair loss quantification function”): “A deep learn-
 138 ing segmentation model ingests a clinical image of the scalp and outputs a three-class

³See: “R-TF-028-001 AI/ML Description” (dated 2025-08-22), p. 2.

⁴See: “R-TF-028-001 AI/ML Description” (dated 2025-08-22), p. 3.

⁵See: “R-TF-028-001 AI/ML Description” (dated 2025-08-22), p. 4.

⁶See: “R-TF-028-001 AI/ML Description” (dated 2025-08-22), p. 5.

⁷TODO: I do not understand, precisely, what is being proposed here.

139 probability map for each pixel.”⁸ The classes are “hair,” “no hair,” and “non-scalp.”
140 The output is a percentage of hair loss surface area, a measure of the extent of alopecia
141 (hair loss).

142 Legit.Health proposes to assess the accuracy of the non-scalp classifier using the Inter-
143 section over Union (IoU), with a lower bound of the 95% confidence interval for IoU
144 ≥ 0.50 compared to “expert” annotations.

145 For percentage hair loss, Legit.Health proposes to assess accuracy using Relative Error
146 (RE%), with an upper bound of the 95% confidence interval for RE $\leq 20\%$ compared
147 to “expert” annotations.

148 **This is a complex portfolio of functions, with each function raising its own sci-**
149 **entific evaluation and regulatory considerations.** For example, some aspects of the
150 malignancy indicator function are similar to skin lesion analyzers (SLAs) the FDA has pre-
151 viously regulated (see Section 3, “[History of Skin Lesion Analyzer \(SLA\) regulation in the](#)
152 [United States](#),” beginning on page 7). The nodule detection and counting function may be
153 similar in some regards to computer aided detection (CADe) and diagnosis (CADx) devices
154 used for lung cancer. The segmentation and intensity functions (the erythema severity func-
155 tion, the desquamation severity function, and the hair loss quantification function) may have
156 some similarities to technologies used to analyze digital pathology slides for prostate cancer
157 or images from colonoscopies. At this time, I am not aware of any precedent for providing
158 output like the output that is proposed for the top-5 function.

159 Furthermore, it is not clear whether or how these functions are assembled into one product
160 or workflow. For example, it does not appear to make sense to route a single image to both
161 the nodule detection and counting function and the hair loss quantification function. There-
162 fore, the nodule detection and counting function and the hair loss quantification function
163 are probably best considered as independent medical devices with independent regulatory
164 strategies. The same may be true for the erythema severity function and the desquamation
165 severity function. Legit.Health may be able to significantly de-risk the regulatory process
166 by separating the functions as much as possible so that Legit.Health can have the option to
167 develop, study, and submit each function to the FDA separately, either sequentially or in
168 parallel.

169 With that in mind, this report will prioritize considerations related to the top-5 function and
170 the malignancy indicator function, which, together, would form the initial minimum viable
171 product (MVP) for a US launch. For the purposes of this report, “Legit.Health Plus” refers
172 to a device comprising some form of these two functions.

⁸See: “R-TF-028-001 AI/ML Description” (dated 2025-08-22), p. 7.

3 History of Skin Lesion Analyzer (SLA) regulation in the United States

3.1 The FDA approves two devices through the PMA pathway

2011-11-01: The FDA approves [P090012](#)⁹ for the MELA Sciences, Inc. MelaFind device. The device has the following indications for use:

MelaFind is intended for use on clinically atypical cutaneous pigmented lesions with one or more clinical or historical characteristics of melanoma, excluding those with a clinical diagnosis of melanoma or likely melanoma. MelaFind is designed to be used when a dermatologist chooses to obtain additional information for a decision to biopsy. MelaFind should NOT be used to confirm a clinical diagnosis of melanoma.

MelaFind is only for use by physicians trained in the clinical diagnosis and management of skin cancer (i.e., dermatologists) who have also successfully completed a training program in the appropriate use of MelaFind.

The MelaFind result is one element of the overall clinical assessment. MelaFind positive lesions (which may include malignant melanoma, melanoma in situ, high grade dysplastic nevi and atypical melanocytic proliferation/hyperplasia) should be considered for biopsy; the biopsy decision of a MelaFind negative lesion should be based on the remainder of the entire clinical context. Lesions that are “non-evaluable” by MelaFind should be carefully re-evaluated for biopsy.

MelaFind is indicated only for use on lesions with a diameter between 2 mm and 22 mm, lesions that are accessible by the MelaFind imager, lesions that are sufficiently pigmented (i.e. not for use on non-pigmented or skin-colored lesions), lesions that do not contain a scar or fibrosis consistent with previous trauma, lesions where the skin is intact (i.e., non-ulcerated or non-bleeding lesions), lesions greater than 1 cm away from the eye, lesions which do not contain foreign matter, and lesions not on special anatomic sites (i.e., not for use on acral, palmar, plantar, mucosal, or subungual areas). MelaFind is not designed to detect pigmented non-melanoma skin cancers, so the dermatologist should rely on clinical experience to diagnose such lesions.

This device includes custom hardware and computer vision software. A post-approval study was required. Various minor updates have since been approved under PMA supplements, with the most recent on 2016-08-18 ([P090012/S011](#)). Product code [OYD](#) was established as a result of the original approval for the MelaFind device, and no other device has been authorized under this product code.

⁹SSED: https://www.accessdata.fda.gov/cdrh_docs/pdf9/P090012B.pdf.

208 **2017-06-28:** The FDA approves [P150046](#)¹⁰ for the SciBase AB Nevisense device. The device
209 has the following indications for use:

210 Nevisense is indicated for use on cutaneous lesions with one or more clinical or
211 historical characteristics of melanoma, when a dermatologist chooses to obtain
212 additional information when considering biopsy. Nevisense should not be used on
213 clinically obvious melanoma. The Nevisense result is one element of the overall
214 clinical assessment. The output of Nevisense should be used in combination with
215 clinical and historical signs of melanoma to obtain additional information prior
216 to a decision to biopsy.

217 Nevisense is indicated only for use on:

- 218 • primary skin lesions with a diameter between 2 mm and 20 mm;
- 219 • lesions that are accessible by the Nevisense probe;
- 220 • lesions where the skin is intact (i.e., non-ulcerated or non-bleeding lesions);
- 221 • lesions that do not contain a scar or fibrosis consistent with previous trauma;
- 222 • lesions not located in areas of psoriasis, eczema, acute sunburn or similar
223 skin conditions;
- 224 • lesions not in hair-covered areas;
- 225 • lesions which do not contain foreign matter;
- 226 • lesions not on special anatomic sites (i.e., not for use on acral skin, genitalia,
227 eyes, mucosal areas).

228 This device includes custom hardware to measure electrical impedance. A post-approval
229 study was not required. Various minor updates have since been approved under PMA sup-
230 plements, with the most recent on 2020-04-30 ([P150046/S004](#)). Product code [OVN](#) was
231 established as a result of the original approval for the Nevisense device, and no other device
232 has been authorized under this product code.

233 **3.2 The FDA convenes a panel and considers reclassification**

234 **2022-05-27:** The FDA [announces](#) that it will have a panel meeting to discuss the necessary
235 studies and regulatory approach for skin lesion analyzers. [1]

236 **2022-06-30:** The FDA issues a [proposed rule](#) that, if finalized, would “reclassify optical
237 diagnostic devices for melanoma detection and electrical impedance spectrometers, both of
238 which are postamendments class III devices (product codes [OYD](#) and [ONV](#), respectively),
239 into class II (special controls), subject to premarket notification.” [2] This rule would move
240 these devices from the PMA pathway to the 510(k) pathway. (See: Appendix [A.6.4](#), “The

¹⁰SSED: https://www.accessdata.fda.gov/cdrh_docs/pdf15/P150046B.pdf.

premarket approval (PMA) pathway,” beginning on page 20 and Appendix A.6.2, “The 510(k) pathway,” beginning on page 19.) As of this report, this rule has not been finalized.

2022-07-28 through 2022-07-30: The FDA convenes the General and Plastic Surgery Devices Panel of the Medical Devices Advisory Committee to discuss the scientific considerations underpinning the review of these devices and the proposed rule.

See:

- The FDA’s executive summary, which provides background information for panel members in advance of the meeting.
- The FDA’s presentation.
- Day 1 video, summary minutes, and transcript.
- Day 2 video¹¹, summary minutes and transcript.
- The FDA’s 24h summary, which provides a quick summary of what was covered in the meeting.

3.3 The FDA grants a De Novo

2024-01-12: The FDA grants DEN230008¹², Dermasensor Inc.’s De Novo reclassification petition for the DermaSensor device. The device has the following indications for use:

The DermaSensor device is indicated for use to evaluate skin lesions suggestive of melanoma, basal cell carcinoma, and/or squamous cell carcinoma in patients aged 40 and above to assist in the decision regarding referral of the patient to a dermatologist. The DermaSensor device should be used in conjunction with the totality of clinically relevant information from the clinical assessment, including visual analysis of the lesion, by physicians who are not dermatologists. The device should be used on lesions already assessed as suspicious for skin cancer and not as a screening tool. The device should not be used as the sole diagnostic criterion nor to confirm clinical diagnosis of skin cancer.

Postmarket data collection and surveillance was required by a special control. The FDA established a new regulation, 21 CFR 878.1830 (see Appendix B.1, “§ 878.1830: Software-aided adjunctive diagnostic device for use by physicians on lesions suspicious for skin cancer,” beginning on page 22), by granting this De Novo. While this regulation is final and is in effect, this regulation is not yet published in the Code of Federal Regulations (CFR) and may not be easy to find online. Product code QZS was established as a result of the original authorization for the DermaSensor device, and no other device has been authorized under this product code (see Table 2 on page 23).

¹¹This video is currently private on YouTube and cannot be accessed.

¹²Decision summary: https://www.accessdata.fda.gov/cdrh_docs/reviews/DEN230008.pdf.

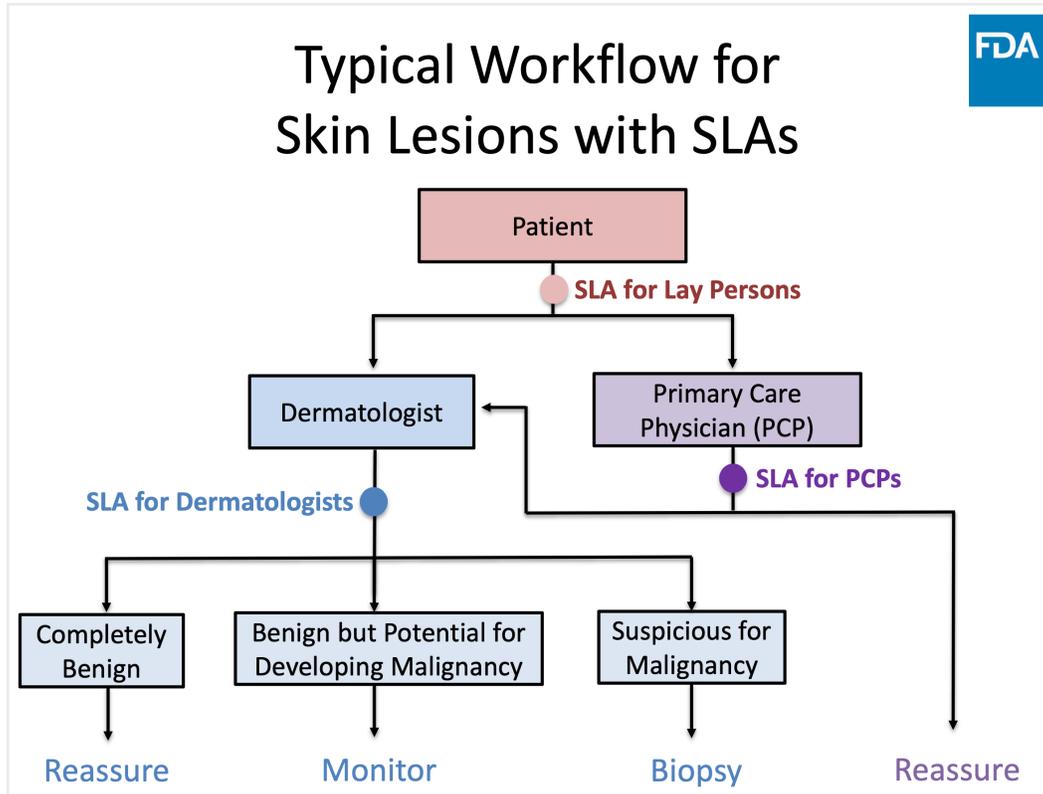


Figure 1: The FDA’s illustration of SLA workflows at the 2022-07-28 panel meeting. See: <https://www.fda.gov/media/160760/download>. While SLAs for Dermatologists were not reclassified and remain PMA devices, certain SLAs for PCPs were placed in Class II (510(k)) via the DermaSensor De Novo. As of this report, there are no legally marketed SLAs for Lay Persons in the United States.

274 The most notable difference between this device and the previous devices that went through
 275 the PMA pathway appears to be the intended user. The PMA devices are intended for use
 276 by dermatologists (“SLA for Dermatologists”). This device is intended for use by physicians
 277 who are not dermatologists (“SLA for PCPs”). See Figure 1.

278 4 Proposed draft indications for use

279 4.1 Option 1: SLA for PCPs: Evaluate skin lesions suggestive of 280 melanoma, basal cell carcinoma, and/or squamous cell carcinoma 281

282 (TODO: Likely 510(k). Sensitivity (positive percent agreement) must exceed 90%. Predicate
 283 is DermaSensor.)

284 **4.2 Option 2: SLA for PCPs: Evaluate skin lesions not suggestive**
285 **of melanoma, basal cell carcinoma, and/or squamous cell carci-**
286 **noma**

287 (TODO: Very unclear regulatory path. FDA could require a De Novo or could clear this
288 through 510(k). We would propose that the predicate be DermaSensor.)

289 **4.3 Option 3: SLA for lay persons**

290 (TODO: Likely De Novo, but FDA could require a PMA.)

291 **4.4 Option 4: SLA for Dermatologists**

292 (TODO: Likely PMA.)

293 **5 Regulatory pathway**

294 (TODO – I think 510(k) or De Novo as long as it is not indicated for dermatologists.)

295 **6 Necessary studies**

296 (TODO – see special controls in Appendix B.1, “§ 878.1830: [Software-aided adjunctive](#)
297 [diagnostic device for use by physicians on lesions suspicious for skin cancer](#),” beginning on
298 page 22. Need to decide on indications before investing in this section.)

299 **7 Conclusion**

300 (TODO)

301 Appendices

302 A How the FDA regulates medical devices

303 A.1 Medical device types and classifications

304 The FDA groups medical devices into “classification regulations” and “product codes” based
305 on each device’s intended use and technological characteristics. These groups may also be
306 called “device types.” The FDA has “classified” device types into one of three categories
307 based on risk: Class I (lower risk), Class II (moderate risk), and Class III (higher risk). The
308 FDA applies regulatory requirements to device types according to their risk. While there
309 are exceptions, it usually works out like this:

- 310 • **Class I:** Lower risk devices are subject to **general controls** but are exempt from
311 premarket review.
- 312 • **Class II:** Moderate risk devices are subject to **general controls** and premarket review
313 through the **510(k)** pathway. In some cases, they are also subject to **special controls**.
- 314 • **Class III:** Higher risk devices are subject to **general controls** and premarket review
315 through the **premarket approval (PMA)** pathway. They are also subject to other
316 requirements associated with the PMA pathway, including pre-approval inspections,
317 annual reports, and more.

318 In a general sense, the overarching goal of the framework is to subject devices to the regula-
319 tory controls necessary to provide a “reasonable assurance of safety and effectiveness” based
320 on their benefits and risks.

321 If a novel type of medical device is invented for which there is no existing classification regu-
322 lation, it is, by default, in Class III, meaning that a PMA submission is required. However,
323 if the developer of that device believes that “general controls or general and special controls
324 would provide reasonable assurance of the safety and effectiveness of the device”, they can
325 request classification into Class I or Class II through the **De Novo** premarket pathway.
326 [3, p. 7] If the FDA grants the De Novo classification request, the device can proceed to
327 market and similar devices, whether from the same developer or from other developers, can
328 follow the device to market through the 510(k) pathway. This is discussed in more detail in
329 Section A.6, “[The FDA’s most frequently used pathways to market](#),” beginning on page 18.

330 A.2 General controls: Requirements for almost all medical devices

331 General controls typically apply to all medical devices and are described in some depth
332 on the FDA’s website.¹³ They require that a medical device be free of adulteration and
333 misbranding. A medical device is adulterated if, for example, it is unsanitary, fails to meet

¹³See: <https://www.fda.gov/medical-devices/regulatory-controls/general-controls-medical-devices>.

334 an applicable performance standard, is not PMA approved when that is required, or is in
335 violation of good manufacturing practices. A medical device is misbranded if, for example,
336 its labeling is false or misleading, it is missing required labeling, or, if it is an over-the-counter
337 (OTC) device, it is not provided with adequate instructions for use.

338 In addition, general controls require that medical device manufacturers, including medi-
339 cal device software developers, register the physical facilities they use to manufacture and
340 distribute their devices and list the devices associated with those facilities. This is called
341 “Registering and Listing.” This makes it possible for the FDA to locate these facilities and,
342 occasionally, inspect them.¹⁴

343 General controls also include a requirement to notify the FDA before bringing new devices
344 to the market (see Section A.6.2, “The 510(k) pathway,” beginning on page 19), unless the
345 device type is exempt (see Section A.6.1, “Exempt devices,” beginning on page 18).

346 General controls also require that devices be manufactured in accordance with “Current
347 Good Manufacturing Practices” (CGMPs), which are governed by the “Quality System Reg-
348 ulation” (QSR). Implementing a quality system that meets the FDA’s requirements is a
349 major undertaking. In practice, the quality system should be developed in accordance with
350 ISO 13485:2016 [4], as the FDA recently finalized a rule that will replace the existing QSR
351 with this standard in 2026.¹⁵ If you plan to implement a quality system for your product
352 in the future, start by documenting your design decisions now. This includes writing well-
353 specified product requirements against which you can verify and validate your product in
354 the future. [5]

355 Although not strictly a general control, medical device manufacturers are also required to
356 report device-related adverse events and product problems to the FDA.¹⁶ Depending on the
357 nature of the event, the FDA must be notified within either 5 working days or 30 calendar
358 days. In addition, medical device manufacturers must establish “complaint handling” proce-
359 dures and must evaluate complaints to determine if they must be reported to the FDA as
360 adverse events.

361 Establishing and maintaining the systems and processes necessary to develop, manufacture,
362 and market a medical device, including a software medical device, under general controls is
363 a major undertaking.

¹⁴Sometimes, you will come across an advertisement for a medical device that says that the device is “registered” or “listed” with the FDA. This typically means that the manufacturer paid a fee, entered an address into a FDA database, and told the FDA that they were making the device at that address. It does not mean that any real person at the FDA has ever applied any scrutiny whatsoever to the device or the manufacturer. That is: it does not mean much at all.

¹⁵See: <https://www.fda.gov/medical-devices/postmarket-requirements-devices/quality-system-qs-regulationmedical-device-current-good-manufacturing-practices-cgmp>.

¹⁶See: 21 CFR Part 803.

364 **A.3 Special controls: Additional requirements for particular types** 365 **of medical devices**

366 For Class II device types, the FDA has the authority to establish special controls in addition
367 to general controls to provide a reasonable assurance of safety and effectiveness. Special
368 controls can cover a range of topics, from interoperability, to special labeling requirements,
369 or requirements to conduct certain clinical studies. Although these requirements can be
370 established at any time by issuing new regulations, they are more commonly established
371 through the De Novo process (see Section A.6.3, “The De Novo pathway,” beginning on
372 page 19). When established through this process, special controls are proposed by the
373 developer of the novel device being reviewed in the De Novo. Nonetheless, the FDA has the
374 final word on what special controls will be applied to a new type of medical device established
375 through the De Novo process.¹⁷

376 **A.4 Additional considerations for software**

377 Although software has been regulated under the medical device regulatory framework since it
378 was established in 1976, the framework is, in many key ways, oriented towards the regulation
379 of hardware medical devices, like surgical equipment, radiology machines, diagnostic tests,
380 and similar technologies. The FDA has increasingly sought to better translate or tailor the
381 framework to software over time.

382 **A.4.1 Software As a Medical Device (SaMD), the Pre-Cert pilot, and device soft-** 383 **ware functions (DSFs)**

384 International regulators, including the FDA, have defined Software as a Medical Device, or
385 SaMD, as “software intended to be used for one or more medical purposes that perform
386 these purposes without being part of a hardware medical device,” which means that the
387 software must not be necessary for the hardware medical device to achieve its intended
388 medical purpose and that the software is not intended to “drive,” or control, a hardware
389 medical device. [6, p. 6]

390 Under this definition, because SaMD does not control physical actuators, SaMD typically
391 does not pose a risk of direct physical harm to users and patients. Instead, the risk of SaMD
392 is linked to the quality and reliability of the information the software is providing to users.

393 The FDA sought to establish a distinct regulatory pathway for SaMD through the “Software
394 Precertification (Pre-Cert) Pilot Program.” [7] The goal of this pilot was to explore whether
395 the FDA could assure the safety and effectiveness of medical device software by focusing its
396 oversight on ensuring that development organizations had established a “Culture of Quality

¹⁷Unlike other rules, special controls established through the De Novo process are the result of an “administrative order.” This means they do not go through the standard rule-making process: There is no economic analysis, and there is no public comment period. This makes the De Novo process an unusually fast and powerful regulatory tool for the FDA, but it can still feel very slow for developers from other industries. See Section A.6.3, “The De Novo pathway,” beginning on page 19, for an overview of the time required.

397 and Organizational Excellence (CQOE).” Such developers could then market medical device
398 software without further review.

399 In principle, the concept has structural similarities to the current framework for lower risk
400 “Exempt” devices (see Section A.6.1, “Exempt devices,” beginning on page 18), with a CQOE
401 occupying a similar role to that of a Quality System in the traditional model. Along these
402 lines, the FDA noted in its final report on the pilot program that “further development is
403 needed before being able to identify low-risk devices where an organizational appraisal alone
404 could be relied upon without further premarket review of the device,” and “organizational
405 appraisals would not be sufficient to take the place of device-specific clinical performance
406 reviews and cybersecurity reviews for all moderate-risk devices, and device-specific reviews of
407 these elements are of particular value for higher-risk and novel devices.” [7, p. 12] Products
408 included in the pilot went through the traditional framework concurrently, and the FDA
409 found that a new law would be needed to implement a program like the Pre-Cert pilot for
410 SaMD in place of the traditional framework.

411 As the Pre-Cert pilot was underway, the FDA also explored regulatory approaches for med-
412 ical devices enabled by Artificial Intelligence (AI) and Machine Learning (ML) (see Section
413 Section A.4.2, “Machine Learning (ML),” beginning on page 15). In the course of this work
414 and in the course of implementing the software provisions of the Cures Act, the FDA increas-
415 ingly moved away from the term SaMD in key documents. Instead, the broader term “device
416 software functions” (DSF), which includes SaMD and software functions that are not SaMD,
417 was used. Proposed frameworks that were originally scoped to apply only to SaMD were
418 expanded to include software functions that were necessary for a hardware medical device to
419 achieve its intended medical purpose and software functions that control hardware medical
420 devices. This may have reflected a recognition by the FDA that there is lower risk software
421 that is not SaMD and that the concepts being proposed for SaMD may have applicability
422 for other software as well.

423 Although work on SaMD-specific approaches is continuing,¹⁸ today, the FDA does not have
424 or implement a separate regulatory framework for SaMD. Instead, SaMD is regulated under
425 the FDA’s regulatory framework for all medical devices. The U.S. Congress would likely
426 need to pass a new law for this to change.

427 **A.4.2 Machine Learning (ML)**

428 The FDA and international regulators issued Guiding Principles on Good Machine Learning
429 Practice for Medical Device Development in 2021. [8] This language parallels language used
430 to describe current good manufacturing practices (CGMPs), but it does not reflect a final
431 policy or regulation from the FDA. Later, in 2023, the FDA and international regulators
432 issued Guiding Principles on Predetermined Change Control Plans for Machine Learning-
433 Enabled Medical Devices. [9] This followed a draft guidance from the FDA on the same
434 topic earlier that year. [10]

¹⁸See, for example, the International Medical Device Regulator’s Forum (IMDRF) working group: <https://www.imdrf.org/working-groups/software-medical-device>.

435 These approaches are based on the FDA’s experience authorizing several hundred AI or
436 ML-enabled medical devices for marketing in the United States.¹⁹

437 The FDA has substantial experience with AI and ML-enabled devices, particularly for imag-
438 ing, and the FDA has shown a clear willingness to pursue new approaches, such as prede-
439 termined change control plans (PCCPs) that enable these devices to be updated without
440 additional review by the FDA provided that robust procedures are in place to study and
441 monitor the performance of the technology over time or to evaluate new versions of models
442 before they are deployed.

443 **A.4.3 Cybersecurity**

444 The FDA is continuing to make extensive updates to its approach to medical device cyber-
445 security. [11] [12] [13] Although a detailed description of the relevant requirements is beyond
446 the scope of this document, it is important to ensure that adequate cybersecurity expertise
447 is present on the device design team early in the development process, and the FDA will
448 scrutinize cybersecurity documentation closely in the premarket review process for medical
449 devices, in addition to more traditional medical device software documentation. [14]

450 **A.5 Interactions with the FDA during medical device development**

451 **A.5.1 Investigational devices**

452 Before a medical device reaches the market through a premarket pathway, such as the 510(k)
453 or De Novo pathway, it is often necessary to study the device to gather evidence of its safety
454 and effectiveness for its intended use. Devices can be studied before they are authorized
455 by the FDA under an “Investigational Device Exemption” (IDE), a process through which
456 the FDA and/or an Institutional Review Board (IRB) ensures the protection of human
457 subjects. In some cases, a study may be “exempt” from the FDA’s IDE regulations. (This is
458 a different sort of exemption than the 510(k) exemption described in Section A.6.1 beginning
459 on page 18.) Otherwise, unless a device or a study poses a significant risk – the “potential
460 for serious risk to the health, safety, or welfare of a subject” – the study can be overseen
461 by an IRB. [15, p. 3] These studies follow “abbreviated requirements.”²⁰ Studies that pose a
462 significant risk are subject to additional requirements, and the FDA itself must approve the
463 study before it can begin.

464 Once they get to the FDA, IDEs are approved, approved with conditions, or disapproved
465 within 30 days. They typically range from several dozen to several hundred pages in length.

¹⁹See: <https://www.fda.gov/medical-devices/software-medical-device-samd/artificial-intelligence-and-machine-learning-aiml-enabled-medical-devices>.

²⁰See: 21 CFR 812.2(b).

466 **A.5.2 Breakthrough devices**

467 Depending on the quality of early evidence for a proposed product, FDA may grant a break-
468 through device designation. [16] A variety of considerations, including resource constraints,
469 play a role in determining whether a product will be accepted into the Breakthrough Device
470 Program, including whether that product is already supported by some evidence that it may
471 present a meaningful benefit to patients above and beyond what is currently available. [16,
472 p. 9] Breakthrough designation prioritizes a product at the FDA as it goes through any of
473 the pathways described above and may have downstream benefits with respect to coverage
474 under “Transitional Coverage of Emerging Technology” (TCET). This should be considered
475 when deciding what indications to pursue and what evidence to present to the FDA early in
476 the course of interactions with the FDA.

477 For companies that are positioning themselves as acquisition targets for established medical
478 device manufacturers, a breakthrough device designation can be a strong value signal to
479 potential acquirers. In considering this strategy, it is important to note that the FDA has
480 significant discretion about what devices it includes in the Breakthrough Program, and the
481 FDA, due in part to resource constraints, has been increasingly conservative in granting
482 breakthrough device designations.

483 A breakthrough device is one that meets the criteria below:

- 484 • First Criterion: The device provides for more effective treatment or diagnosis of life-
485 threatening or irreversibly debilitating human disease or conditions; and
- 486 • Second Criterion: Any one of the following:
 - 487 – The device represents breakthrough technology; or
 - 488 – The device has no approved or cleared alternatives; or
 - 489 – The device offers significant advantages over existing approved or cleared alter-
490 natives; or
 - 491 – Availability of the device is in the best interest of patients.

492 Notably, the FDA evaluates preliminary performance information when assessing the first
493 criterion, so a breakthrough designation request involves providing some data to the FDA.

494 **A.5.3 Presubmissions**

495 A presubmission is a voluntary request for feedback from the FDA on specific topics and
496 questions posed by a device developer to inform a future marketing submission. [17, p. 3] The
497 FDA typically provides written feedback in response to these requests in approximately 70
498 days, with a 1-hour meeting, in person or virtual, about 5 days thereafter. [17, p. 20] Meeting
499 minutes are finalized a few weeks later, depending on the speed of the device developer, who
500 is responsible for drafting the minutes. Virtual meetings are typically easier to schedule.

501 A valuable use of the presubmission program is to obtain the FDA’s feedback on a study
502 design before the study starts. Product development time frames and estimates should
503 account for the possibility that a follow-up meeting will be necessary if there is significant
504 feedback on study design. To minimize the likelihood that the FDA will request follow-up
505 meetings, it is important to prioritize requests for feedback and keep the number of topics
506 discussed to a minimum.

507 A presubmission request can also specify that written feedback alone is sufficient and no
508 meeting is needed. This can expedite simple interactions because it is not necessary to find
509 a mutually agreeable time to meet, but the FDA’s goal is still to provide written feedback
510 in response to these requests in approximately 70 days. So, usually, it is better to request
511 a meeting rather than written feedback alone. You can cancel the meeting if the written
512 feedback turns out to be sufficient.

513 Presubmissions are part of a broader program called the “Q-submission” program. Many
514 interactions with the FDA fall under this program, and there are arcane conventions around
515 how they are tracked and what they are called. These details are outlined at some length in
516 the FDA’s policy for the program. [17]

517 Beyond a general awareness that the Q-submission program and the presubmission program
518 within it cover many types of interactions with the FDA, for the purposes of this report,
519 what is important to know is:

- 520 • You have opportunities to get the FDA’s feedback as you develop your medical device.
- 521 • The FDA takes several months (usually about 70 days) to thoroughly consider the
522 issues raised before providing that feedback.
- 523 • To make the most of each opportunity, it’s important to provide a well-considered
524 proposal for the FDA to react to, and it’s important to prioritize your requests for
525 feedback so the most important issues can be fully addressed.

526 **A.6 The FDA’s most frequently used pathways to market**

527 **A.6.1 Exempt devices**

528 In the context of medical device regulatory requirements, “exempt” is usually a reference
529 to well established lower risk device types for which premarket review by the FDA is not
530 required, meaning that 510(k)s, De Novos, and PMAs are not required for these devices.
531 While not reviewed by the FDA, exempt devices are typically subject to other requirements,
532 including other general controls (see Section A.2, “[General controls: Requirements for almost
533 all medical devices](#),” beginning on page 12). Sometimes, a substantial change to the intended
534 use or technology used in an otherwise exempt device results in the device “tripping the
535 limitations of the exemption.” When the limitations of the exemption are tripped, premarket
536 review by the FDA is required. Otherwise, the exempt pathway is the lowest burden path
537 to market for FDA-regulated medical devices. This pathway is not available for novel device
538 types.

539 **A.6.2 The 510(k) pathway**

540 The 510(k), or premarket notification, pathway is the most common path to market for
541 medical devices that are not exempt from premarket review by the FDA. A successful 510(k)
542 results in a determination by the FDA that a device is “substantially equivalent,” or “SE” to
543 a legally marketed predicate device with the same intended use and “clearance” to market
544 the device. In the simplest but least common case, a device can be found to have the same
545 technological characteristics (i.e. design, materials, energy source, or other characteristics) as
546 a predicate device with the same intended use. This is rare: a device is usually not similar
547 enough to a predicate device to support this type of determination. More commonly, a
548 device can be found to have differences in technological characteristics that are not significant
549 enough to raise different questions of safety and effectiveness than a predicate device with
550 the same intended use. If this is the case, the new device can be shown, provided there is
551 data to support this, to be as safe and effective as that predicate device and can therefore
552 be found “substantially equivalent” to that predicate device. [18]

553 Devices that cannot be found SE to a predicate device are said to be “not substantially
554 equivalent” (NSE). If a product would be found NSE because of a difference in its intended
555 use or because differences in its technological characteristics raise different questions of safety
556 or effectiveness than legally marketed devices, it is said to lack a predicate, and it is not
557 eligible for the 510(k) pathway. In these cases, provided it is a lower or moderate risk device,
558 a De Novo is typically the best option. If a device would be found NSE only because the data
559 provided are insufficient to demonstrate that it is as safe and effective as a predicate device,
560 the product remains eligible for the 510(k) pathway and may be found SE in the future with
561 additional data or improvements. Additional information is available in guidance from the
562 FDA, and the FDA provides a flowchart outlining the 510(k) decision making process in
563 Appendix A of that guidance. [18, p. 27]

564 Although the process can take longer, device developers seeking a 510(k) should generally
565 plan for the process to take up to 270 days from the date they provide a complete submission
566 to the FDA (up to 90 days for the FDA to complete its review, and up to 180 days for the
567 developer to answer questions if the FDA pauses its review to request additional information).
568 [19] These submissions require extensive documentation, and it is not unusual for them to
569 exceed one-thousand pages. [20]

570 **A.6.3 The De Novo pathway**

571 Under the FD&C Act, novel devices that cannot be found SE to a legally marketed predicate
572 device through the 510(k) pathway are automatically subjected to the FDA’s most stringent
573 requirements (called “class III,” requiring “premarket approval” or “PMA” submissions). In
574 practice, this is not necessary for all novel technologies, and so the De Novo program was
575 established to provide a more streamlined path to market for novel moderate risk technologies
576 that lack a predicate. [3]

577 In a De Novo, the FDA makes a standalone assessment of the safety and effectiveness of the
578 device under review. This includes reviewing proposed “special controls,” a form of specific

579 regulatory requirement that is tailored to the new device type. When granting a De Novo,
580 the FDA finalizes special controls that, when combined with general controls (requirements
581 like the Quality Systems Regulation (QSR) and 510(k)), provide a “reasonable assurance of
582 safety and effectiveness” for the device that was the subject of the De Novo and follow-on
583 devices.

584 If a De Novo request is granted, future modifications to the device can be submitted as
585 510(k)s, and products from other manufacturers can also be brought to market through
586 the 510(k) pathway by demonstrating substantial equivalence to the De Novo device and
587 by meeting the applicable special controls. It is generally accepted that the “reasonable
588 assurance of safety and effectiveness” review standard, which is used in both the De Novo
589 and PMA marketing application pathways, is a more stringent standard than “substantial
590 equivalence” and is more difficult to achieve, and this deters many developers from pursuing
591 the De Novo pathway. That said, in my opinion based on my 14 years of experience at
592 the FDA, the safety and effectiveness standard for 510(k), in its modern implementation for
593 device types recently established through the De Novo process, is often not, in practice, lower
594 than that for De Novo, and similar studies are often needed to support a positive decision
595 from the FDA for similar indications for use under either pathway.

596 Additional information is available in guidance from the FDA, and the FDA provides a
597 flowchart outlining the De Novo decision making process in Attachment 1 of the guidance.
598 [3, p. 14]

599 Although the process can take longer, device developers seeking a De Novo should generally
600 plan for the process to take up to 330 days from the date they provide a complete submission
601 to the FDA (up to 150 days for the FDA to complete its review, and up to 180 days for the
602 developer to answer questions if the FDA pauses its review to request additional information).
603 [21] Like 510(k)s, these submissions require extensive documentation, and it is not unusual
604 for them to exceed one-thousand pages.

605 **A.6.4 The premarket approval (PMA) pathway**

606 The premarket approval (PMA) pathway is the FDA’s most stringent premarket pathway
607 for medical devices. While this is the default pathway for novel devices for which a device
608 type has not otherwise been classified (see Section A.1, “[Medical device types and classifica-](#)
609 [tions](#),” beginning on page 12), it is designed for higher risk devices that are “purported
610 or represented to be for a use in supporting or sustaining human life or for a use which
611 is of substantial importance in preventing impairment of human health, or... [present] a
612 potential unreasonable risk of illness or injury.”²¹ In a PMA, a device developer must show
613 that “there is reasonable assurance that the device is safe and effective for its conditions of
614 use.”²² The FDA may also request input from a panel of outside experts in the course of a
615 PMA review.²³ Manufacturers of PMA devices are inspected by the FDA before approval
616 to ensure compliance with general controls, including the QSR (see Section A.2, “[General](#)

²¹21 USC § 360c

²²See: 21 CFR 860.7(c)(1).

²³See: 21 CFR 814.44.

617 controls: Requirements for almost all medical devices,” beginning on page 12). An additional
618 inspection may occur approximately 1-year after approval.

619 If a PMA device is approved, further modifications are burdensome, and the FDA’s policy on
620 which of seven different PMA submission types to choose from when making various types
621 of modifications extends to nearly 30 pages. [22] PMA devices are also subject to annual
622 reporting requirements, and the FDA sometimes requires additional studies after the devices
623 are approved.

624 The PMA pathway is the device review pathway that most resembles the pathway the FDA
625 uses to approve new drugs. Given the difficulty and expense involved, it is not uncommon
626 for a device developer to abandon a project if the FDA determines that a De Novo would
627 be insufficient and that a PMA will be required.

628 Additional information is available in regulations and guidance documents from the FDA,
629 and the FDA maintains a webpage that provides an overview of the pathway.²⁴

630 Although the process can take longer, device developers seeking a PMA should generally plan
631 for the process to take up to 360 days from the date they provide a complete submission to
632 the FDA (up to 180 days for the FDA to complete its review, and up to 180 days for the
633 developer to answer questions if the FDA pauses its review to request additional information).
634 For PMAs that go to panel, the process can take up to 500 days (up to 320 days for the
635 FDA to complete its review, and up to 180 days for the developer to answer questions if the
636 FDA pauses its review to request additional information). [23] These submissions require
637 extensive documentation, and it is not unusual for them to exceed several thousand pages.

²⁴See: <https://www.fda.gov/medical-devices/premarket-submissions-selecting-and-preparing-correct-submission/premarket-approval-pma>.

B Relevant FDA device classification regulations and precedents

B.1 § 878.1830: Software-aided adjunctive diagnostic device for use by physicians on lesions suspicious for skin cancer

While currently unpublished, this regulation was established by the DermaSensor De Novo and is likely to read as follows:

- (a) **Identification.** A software-aided adjunctive diagnostic device for use by physicians on lesions suspicious for skin cancer is a prescription device that uses a software algorithm to analyze optical or other physical properties of a skin lesion and returns a classification of the skin lesion. The device is intended for use by a physician not trained in the clinical diagnosis and management of skin cancer as an adjunctive second-read device following identification of a suspicious skin lesion. It is not for use as a standalone diagnostic and is not for use to confirm a clinical diagnosis.
- (b) **Classification.** Class II (special controls). The special controls for this device are:
- (1) Data obtained from premarket clinical performance validation testing and post-market surveillance acquired under anticipated conditions of use must demonstrate that the device performs as intended in the intended patient population, unless FDA determines based on the totality of the information provided for premarket review that data from post-market surveillance is not required.
 - (i) Data must demonstrate superior accuracy of device-aided users' diagnostic characterization of the indicated lesions compared to the accuracy of un-aided users.
 - (ii) Clinical testing must evaluate patients across a range of skin phototypes, risk factors, and anatomic areas that represents the intended use population.
 - (iii) Standalone device performance testing must demonstrate the accuracy of the device output relative to ground truth, including the following:
 - (A) Testing must demonstrate at least 90% sensitivity of the device output for lesions with high metastatic potential, or an alternative clinical consideration must be provided to justify lower sensitivity. Clinical justification must be provided for the reported specificity.
 - (B) Lesions must be selected by representative users and include a justified quantity and range of mimic lesions per diagnosis.
 - (C) Justification must be provided for the determination of ground truth.

- 677 (D) Testing must include a representative range of individuals with
- 678 diverse risk factors (including age, body site, and skin photo-
- 679 type, and other clinical factors), and analysis of standalone per-
- 680 formance must include subgroup analysis by relevant risk factors.
- 681 (2) Non-clinical performance testing must demonstrate that the device per-
- 682 forms as intended under anticipated conditions of use, including com-
- 683 patibility testing of the device software with specific signal or image
- 684 acquisition hardware. Testing must include a description of compatible
- 685 hardware and processes, pre-specified compatibility testing protocols
- 686 and dataset(s).
- 687 (3) Performance testing must demonstrate device precision, including re-
- 688 peatability and reproducibility of device performance, across operators
- 689 and challenging use conditions.
- 690 (4) Performance testing must demonstrate the electrical safety, mechanical
- 691 safety, thermal safety, and electromagnetic compatibility of any electri-
- 692 cal components of the device.
- 693 (5) Performance testing must validate reprocessing instructions for reusable
- 694 components of the device.
- 695 (6) The patient-contacting components of the device must be demonstrated
- 696 to be biocompatible.

Table 1: Product codes associated with 21 CFR 878.1830 for “Software-aided adjunctive diagnostic device for use by physicians on lesions suspicious for skin cancer.”

Product Code	Submission Type	Device Type Name	Definition
QZS	510(k)	Software-Aided Adjunctive Diagnostic Device For Use By Physicians On Lesions Suspicious For Skin Cancer	A software-aided adjunctive diagnostic device for use by physicians on lesions suspicious for skin cancer is a prescription device that uses a software algorithm to analyze optical or other physical properties of a skin lesion and returns a classification of the skin lesion. The device is intended for use by a physician not trained in the clinical diagnosis and management of skin cancer as an adjunctive second-read device following identification of a suspicious skin lesion. It is not for use as a standalone diagnostic and is not for use to confirm a clinical diagnosis.

Table 2: Most recent FDA-authorized devices: “Software-Aided Adjunctive Diagnostic Device For Use By Physicians On Lesions Suspicious For Skin Cancer”

Submission	Sponsor	Device	Date Decision
DEN230008	DERMASENSOR	DermaSensor	2024-01-12

697 **B.2 PMA devices****Table 3:** Product codes associated with PMA SLAs.

Product Code	Submission Type	Device Type Name	Definition
ONV	PMA	Electrical Impedance Spectrometer	It is indicated for use on cutaneous lesions with one or more clinical or historical characteristics of melanoma, when a dermatologist chooses to obtain additional information when considering biopsy. It should not be used on clinically obvious melanoma. It is to be used as one element of the overall clinical assessment. The output given by the device should be used in combination with clinical and historical signs of melanoma to obtain additional information prior to a decision to biopsy.
OYD	PMA	Optical Diagnostic Device For Melanoma Detection	Intended in the detection of melanoma and high grade lesions among atypical lesions in order to rule-out melanoma.

Table 4: Most recent FDA-authorized devices: PMA SLAs.

Submission	Sponsor	Device	Date Decision
P150046/S004	SCIBASE	Nevisense	2020-04-30
P150046/S002	SCIBASE	Nevisense	2019-01-14
P150046/S003	SCIBASE	Nevisense	2018-12-11
P150046/S001	SCIBASE	Nevisense	2018-07-13
P150046	SCIBASE	NEVISENSE	2017-06-28
P090012/S011	STRATA SKIN SCIENCES	MELAFIND	2016-08-18
P090012/S010	STRATA SKIN SCIENCES	MELAFIND	2016-03-02
P090012/S006	STRATA SKIN SCIENCES	MELAFIND	2016-01-12
P090012/S004	STRATA SKIN SCIENCES	MELAFIND	2015-10-22
P090012/S008	STRATA SKIN SCIENCES	MELAFIND	2015-01-26
P090012/S005	STRATA SKIN SCIENCES	MELAFIND	2014-12-19
P090012/S007	STRATA SKIN SCIENCES	MELAFIND	2014-11-26
P090012/S003	STRATA SKIN SCIENCES	MELAFIND	2014-10-22
P090012/S009	STRATA SKIN SCIENCES	MELAFIND	2014-07-07
P090012/S002	STRATA SKIN SCIENCES	MELAFIND	2012-10-02

Table 4: Most recent FDA-authorized devices: PMA SLAs. *(continued)*

Submission	Sponsor	Device	Date Decision
P090012/S001	STRATA SKIN SCIENCES	MELAFIND	2012-08-08
P090012	STRATA SKIN SCIENCES	MELAFIND	2011-11-01

698 C Common acronyms and abbreviations

Table 5: Acronyms and Abbreviations

Term	Description
510(k)	Premarket notification
AI	Artificial intelligence
AIC	Automated Impella Controller
AUROC	Area under the receiver operating characteristics (ROC) curve
CADe	Computer assisted detection
CADx	Computer assisted diagnosis
CDRH	FDA's Center for Devices and Radiological Health
CDS	Clinical decision support
CFR	Code of Federal Regulations
CGM	Continuous glucose monitoring
CGMP	Current Good Manufacturing Practices
DSF	Device software function (a use or function that is a focus of the FDA's oversight)
Dx	Diagnosis
EHR	Electronic Health Record
FDA	U.S. Food and Drug Administration
FD&C Act	Food, Drug, and Cosmetic Act
HCP	Healthcare professional
HHS	U.S. Department of Health and Human Services
IDE	Investigational Device Exemption
IMDRF	International Medical Device Regulators Forum
IRB	Institutional Review Board
MDDS	Medical device data system
MDR	Medical device report
ML	Machine learning
NPA	Negative percent agreement
NPV	Negative predictive value
NSE	Not substantially equivalent
ONC	HHS Office of the National Coordinator for Health Information Technology
OTC	Over-the-counter
PCCP	Predetermined change control plan
PMA	Premarket Approval
PPA	Positive percent agreement
PPV	Positive predictive value
Pre-Cert	Software Precertification (Pre-Cert) Pilot Program
QSR	Quality Systems Regulation (effective 1997-06-01 through 2026-02-01)
SE	Substantially equivalent

SaMD	Software As a Medical Device
TCET	Transitional Coverage of Emerging Technology

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