Abuse-Deterrent Opioids — Evaluation and Labeling

Guidance for Industry

U.S. Department of Health and Human Services
Food and Drug Administration
Center for Drug Evaluation and Research (CDER)

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Contains Nonbinding Recommendations

TABLE OF CONTENTS

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Abuse-Deterrent Opioids — Evaluation and Labeling Guidance for Industry[1]

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I. INTRODUCTION

This guidance explains FDA's current thinking about the studies that should be conducted to demonstrate that a given formulation has abuse-deterrent properties. The guidance makes recommendations about how those studies should be performed and evaluated and discusses how to describe those studies and their implications in product labeling.

This guidance is intended to assist sponsors who wish to develop opioid drug products with potentially abuse-deterrent properties and is not intended to apply to products that are not opioids or opioid products that do not have the potential for abuse.

This guidance also does not address issues associated with the development or testing of generic formulations of abuse-deterrent opioid products. FDA intends to address that topic in one or more future guidance documents.

In general, FDA's guidance documents do not establish legally enforceable responsibilities. Instead, guidances describe the Agency's current thinking on a topic and should be viewed only as recommendations, unless specific regulatory or statutory requirements are cited. The use of the word *should* in Agency guidances means that something is suggested or recommended, but not required.

II. BACKGROUND

Prescription opioid products are an important component of modern pain management. However, abuse and misuse of these products have created a serious and growing public health problem. One potentially important step towards the goal of creating safer opioid analgesics has

[1] This guidance has been prepared by the Division of Anesthesia, Analgesia, and Addiction Products, the Office of Regulatory Policy, the Office of Surveillance and Epidemiology, the Office of Biostatistics, and the Controlled Substance Staff in the Center for Drug Evaluation and Research (CDER) at the Food and Drug Administration.

been the development of opioids that are formulated to deter abuse. FDA considers the development of these products a high public health priority.

Because opioid products are often manipulated for purposes of abuse by different routes of administration or to defeat extended-release (ER) properties, most abuse-deterrent technologies developed to date are intended to make manipulation more difficult or to make abuse of the manipulated product less attractive or less rewarding. It should be noted that these technologies have not yet proven successful at deterring the most common form of abuse—swallowing a number of intact capsules or tablets to achieve a feeling of euphoria. Moreover, the fact that a product has abuse-deterrent properties does not mean that there is no risk of abuse. It means, rather, that the risk of abuse is lower than it would be without such properties. Because opioid products must in the end be able to deliver the opioid to the patient, there may always be some abuse of these products.

For purposes of this guidance, *abuse-deterrent properties* are defined as those properties shown to meaningfully ***deter*** abuse, even if they do not fully ***prevent*** abuse. The term *abuse* is defined as the intentional, non-therapeutic use of a drug product or substance, even once, to achieve a desirable psychological or physiological effect.[2] Abuse is not the same as *misuse*, which refers to the intentional therapeutic use of a drug product in an inappropriate way and specifically excludes the definition of abuse.[3] This guidance uses the term *abuse-deterrent* rather than *tamper-resistant* because the latter term refers to, or is used in connection with, packaging requirements applicable to certain classes of drugs, devices, and cosmetics.[4]

The science of abuse deterrence is relatively new, and both the formulation technologies and the analytical, clinical, and statistical methods for evaluating those technologies are rapidly evolving. Based on the evolving nature of the field, FDA intends to take a flexible, adaptive approach to the evaluation and labeling of potentially abuse-deterrent products. Methods for evaluating the abuse-deterrent properties of new molecular entities may have to be adapted based on the characteristics of those products and the anticipated routes of abuse. The development of an abuse-deterrent opioid product should be guided by the need to reduce the abuse known or expected to occur with similar products.

Because FDA expects that the market will foster iterative improvements in products with abuse-deterrent properties, no absolute magnitude of effect can be set for establishing abuse-deterrent characteristics. As a result, FDA intends to consider the *totality of the evidence* when reviewing the results of studies evaluating the abuse-deterrent properties of a product.

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[2] Smith S M, Dart R C, Katz N P, et al. 2013. Classification and definition of misuse, abuse, and related events in clinical trials: ACTTION systematic review and recommendations. *Pain,* 154:2287-2296.

[3] Ibid.

[4] FDA's current Good Manufacturing Practice regulations include tamper-evident packaging requirements. See 21 CFR 211.132. There are also requirements for child resistant "special packaging" under the Poison Prevention Packaging Act and regulations adopted by the Consumer Protect Safety Commissioner (CPSC) in 16 CFR 1700.

As with all NDA products, FDA intends to consider opioids with abuse-deterrent properties within the context of available therapy. The standard against which each product's abuse-deterrent properties are evaluated will depend on the range of abuse-deterrent and non-abuse-deterrent products on the market at the time of that application.[5]

Abuse-deterrent properties can generally be established only through comparison to another product.

FDA encourages additional scientific and clinical research that will advance the development and assessment of abuse-deterrent technologies.

FDA believes it is critical to address the problem of opioid abuse while seeking to ensure that patients in pain have appropriate access to opioid products. Moreover, it is important that opioids without abuse-deterrent properties remain available for use in some clinical settings. For example, patients in hospice care and with difficulty swallowing may need access to opioid products that are in solution or that can be crushed.

The following section describes the categories of abuse-deterrent products. The premarket and postmarket studies that should be performed to assess the impact of a potentially abuse-deterrent product are discussed in subsequent sections. Finally, information is provided about labeling for abuse-deterrent products.

III. ABUSE-DETERRENT PRODUCTS

Opioid products can be abused in a number of ways. For example, they can be swallowed whole, crushed and swallowed, crushed and snorted, crushed and smoked, or crushed, dissolved and injected. Abuse-deterrent technologies should target known or expected routes of abuse relevant to the proposed product. As a general framework, abuse-deterrent formulations can currently be categorized as follows:

1. *Physical/chemical barriers* – Physical barriers can prevent chewing, crushing, cutting, grating, or grinding of the dosage form. Chemical barriers, such as gelling agents, can resist extraction of the opioid using common solvents like water, simulated biological media, alcohol, or other organic solvents. Physical and chemical barriers can limit drug release following mechanical manipulation, or change the physical form of a drug, rendering it less amenable to abuse.
2. *Agonist/antagonist combinations* – An opioid antagonist can be added to interfere with, reduce, or defeat the euphoria associated with abuse. The antagonist can be sequestered and released only upon manipulation of the product. For example, a drug product can be

[5] For guidance on the evaluation of abuse potential for purposes of the Controlled Substances Act (CSA), we refer sponsors to FDA's draft guidance for industry *Assessment of Abuse Potential of Drugs*. This guidance is available at: http://www.fda.gov/downloads/Drugs/GuidanceComplianceRegulatoryInformation/Guidances/UCM198650.pdf. FDA guidances are available at http://www.fda.gov/RegulatoryInformation/Guidances/default.htm.