^{110TH CONGRESS} 1ST SESSION S. 2210

To provide incentives for investment in research and development for new medicines, to enhance access to new medicines, and for other purposes.

IN THE SENATE OF THE UNITED STATES

October 19, 2007

Mr. SANDERS introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

A BILL

- To provide incentives for investment in research and development for new medicines, to enhance access to new medicines, and for other purposes.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,

3 SECTION 1. SHORT TITLE.

- 4 This Act may be cited as the "Medical Innovation
- 5 Prize Act of 2007".

6 SEC. 2. FINDINGS.

- 7 Congress makes the following findings:
- 8 (1) Current incentives for research and develop9 ment for new medicines that involve market exclu10 sivity lead to high prices.

(2) High prescription drug prices create hard ships on patients, employers, and taxpayers who pay
 for medicines, as well as increasing restrictions on
 access to medicines, through limited availability of
 high priced medicines by health insurance plans.

6 (3) In addition, when marketing exclusivity is 7 the reward for successful research and development 8 efforts, companies have incentives to invest enor-9 mous sums in marketing of products, and in the de-10 velopment of medicines that do not offer significant 11 incremental medicinal benefits over existing prod-12 ucts.

13 (4) According to the Food and Drug Adminis-14 tration, of the 1,284 new drug approvals from 1990 15 to 2004, only 289, or 22.5 percent, were for "priority" reviews (defined as a product that has "sig-16 17 nificant improvement compared to marketed prod-18 ucts in the treatment, diagnosis, or prevention of a 19 disease"). Of these, only 183 (14.3 percent of the 20 total) were new molecular entities classified as priority products. 21

(5) Thus, there are important gaps in treat-ments for many severe illnesses.

24 (6) The existence of neglected diseases in other25 regions of the world leads to immense suffering and

death, undermines development, shrinks potential

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2 markets, and has long-term negative effects for3 United States security.

4 (7) Emerging diseases, viral mutations, and 5 food-borne disease transmitted through international 6 trade have negative effects on Americans and must 7 be combated before they arrive on the Nation's 8 shores.

9 (8) Exclusive rights to market products are one 10 way to reward successful product research and devel-11 opment, but not the only way. Prize funds are an-12 other way and have been used successfully to stimu-13 late inventions and solutions to difficult problems.

14 (9) Awards to companies through a prize fund
15 mechanism that reward successful product research
16 and development can de-couple the reward for prod17 uct research development from the price of the prod18 uct.

(10) Awards to pharmaceutical companies for
successful product research and development can be
targeted at products that improve health care outcomes, and can stimulate research and development
in the areas of greatest need.

24 (11) The implementation of a prize fund and25 the elimination of exclusive rights to sell new medi-

cines will lead to entry by generic manufacturers,
 and lower prices for prescription drugs. This will
 eliminate the need for price sensitive formularies,
 and reduce other barriers to access to new medi cines.

6 (12) At present, generic products represent 7 more than 63 percent of pharmaceutical prescrip-8 tions, but only 20 percent of the money spent on 9 prescription drugs, for an average cost saving of 85 10 percent for generic prescriptions.

11 (13) The combined cost to the Federal Govern-12 ment of purchases, reimbursements, and subsidies 13 for medicines, including Federal outlays relating to 14 Medicare, Medicaid, purchases of medicines by the 15 Department of Defense and the Department of Vet-16 erans Affairs, and outlays related to the Federal 17 Employees Health Benefits Program, is expected to 18 exceed \$100,000,000,000 in 2007, and grow faster 19 than the overall rate of growth in the Gross Domes-20 tic Product.

(14) The cost of total United States outlays for
pharmaceutical drugs was more than
\$274,000,000,000 in 2006, measured at manufacturer's prices, an increase of more than 82 percent
since 2000.

1 (15) The substitution of prize fund awards to 2 companies for successful product research and devel-3 opment in place of marketing exclusivity for new 4 medicines will lead to more competition, greater uti-5 lization of generic products, lower prices, and sav-6 ings to Federal, State and local governments, private 7 employers and individual consumers of more than \$200,000,000,000 per year. Savings in governmental 8 9 expenditures alone would be more than sufficient to 10 fund the prize fund established through this legisla-11 tion.

(16) Basing the level of funding for innovation
prizes on a share of Gross Domestic Product will ensure a sustainable and forward looking commitment
to stimulate innovation for new medicines.

16 (17) Current United States outlays on pharma17 ceutical drugs are more than 2.2 percent of Gross
18 Domestic Product.

(18) By funding innovation prizes at 0.6 percent of Gross Domestic Product, the United States
will provide an incentive for innovation that would
be more than \$80,000,000,000 in 2007, an amount
that is more than 5 times the average rate of royalties for patent owners, and more than 4 times the
level of private sector research and development

spending that would be assigned to the United
 States market, based upon the United States share
 of global Gross National Product.

4 (19) The 2007 cost of the innovation prizes will 5 be much lower than the \$200,000,000,000 in re-6 duced United States outlays for pharmaceutical 7 drugs, it will vastly expand access to medicines, and 8 it will ensure that future research and development 9 for new medicines is targeted at treatments that im-10 prove health care outcomes and address public 11 health priorities.

12 SEC. 3. PURPOSE.

13 It is the purpose of this Act to provide incentives to 14 encourage entities to invest in research and development 15 of new medicines through the establishment of a Medical 16 Innovation Prize Fund and to enhance access to such 17 medicines by allowing any person in compliance with Food 18 and Drug Administration requirements to manufacture, 19 distribute, or sell an approved medicine.

20 SEC. 4. DEFINITIONS.

21 In this Act:

(1) BIOLOGICAL PRODUCT.—The term "biological product" has the meaning given such term in
section 351 of the Public Health Service Act (42
U.S.C. 262).

(2) BOARD.—The term "Board" means the 1 2 Board of Trustees for the Fund for Medical Innova-3 tion Prizes established under section 7. 4 (3) DRUG.—The term "drug" has the meaning 5 given such term in section 201 of the Federal Food, 6 Drug, and Cosmetic Act (21 U.S.C. 321). 7 (4) FUND.—The term "Fund" means the Fund 8 for Medical Innovation Prizes established under sec-9 tion 6. (5) MARKET CLEARANCE.—The term "market 10 11 clearance" means the approval of an application 12 under section 505 of the Federal Food, Drug, and 13 Cosmetic Act (21 U.S.C. 355) or the approval of a 14 biologics license application under subsection (a) of 15 section 351 of the Public Health Service Act (42) 16 U.S.C. 262). 17 SEC. 5. ELIMINATION OF EXCLUSIVE RIGHTS TO MARKET 18 DRUGS AND BIOLOGICAL PRODUCTS. 19 (a) IN GENERAL.—Notwithstanding title 35, United 20 States Code, relevant provisions of the Federal Food, 21 Drug, and Cosmetic Act (21 U.S.C. 301 et seq.) (including 22 amendments made by the Drug Price Competition and 23 Patent Term Restoration Act of 1984 (Public Law 98– 24 417; referred to as the "Hatch-Waxman Act"), the Medi-25 care Prescription Drug, Improvement, and Modernization

Act of 2003 (Public Law 108–173), and any other provi-1 2 sion of law providing any patent right or exclusive mar-3 keting period for any drug, biological product, or manufac-4 turing process for a drug or biological product (such as 5 pediatric extensions under section 505A of the Federal Food, Drug, and Cosmetic Act (21 U.S.C. 355a) or or-6 7 phan drug marketing exclusivity under subchapter B of 8 chapter V of such Act (21 U.S.C. 360aa et seq.)), no per-9 son shall have the right to exclusively manufacture, dis-10 tribute, sell, or use a drug, a biological product, or a manufacturing process for a drug or biological product in 11 12 interstate commerce, including the exclusive right to rely 13 on health registration data or the 30-month stay-of-effectiveness period for Orange Book patents under section 14 15 505(j) of such Act (21 U.S.C. 355(j)).

(b) REMUNERATION.—A person that is eligible for
prize payments from the Fund as provided for in section
10 shall receive such payments—

(1) in lieu of any remuneration the person
would have otherwise received for the exclusive marketing, distribution, sale, or use of a drug, biological
product, or manufacturing process for a drug or biological product but for the application of subsection
(a); and

(2) in addition to any other remuneration that
 such person receives by reason of the nonexclusive
 marketing, distribution, sale, or use of the drug, bio logical product, or manufacturing process for a drug
 or biological product.

6 (c) APPLICATION.—This section shall apply only with 7 respect to the marketing, distribution, sale, or use of a 8 drug, a biological product, or a manufacturing process for 9 a drug or biological product that occurs on or after Octo-10 ber 1, 2007.

11 SEC. 6. FUND FOR MEDICAL INNOVATION PRIZES.

12 (a) ESTABLISHMENT.—There is hereby established in 13 the Treasury of the United States a revolving fund to be known as the "Fund for Medical Innovation Prizes", 14 15 which shall consist of amounts appropriated to the Fund and amounts credited to the Fund under subsection (c). 16 17 (b) AVAILABILITY OF FUNDS.—Amounts in the Fund 18 shall be available to the Board, subject to section 16(b), 19 for the purpose of carrying out this Act.

(c) AMOUNTS CREDITED TO THE FUND.—The Secretary of the Treasury shall credit to the Fund the interest
on, and the proceeds from sale or redemption of, obligations held in the Fund.

1	SEC. 7. BOARD OF TRUSTEES FOR THE FUND.
2	(a) ESTABLISHMENT.—There is hereby established
3	(as a permanent, independent establishment in the execu-
4	tive branch) a Board of Trustees for the Fund for Medical
5	Innovation Prizes.
6	(b) Membership.—The Board shall be composed of
7	13 members, including—
8	(1) the Administrator of the Centers for Medi-
9	care & Medicaid Services;
10	(2) the Commissioner of Food and Drugs;
11	(3) the Director of the National Institutes of
12	Health;
13	(4) the Director of the Centers for Disease
14	Control and Prevention; and
15	(5) nine individuals to be appointed by the
16	President, with the advice and consent of the Sen-
17	ate, of which—
18	(A) three representatives of the business
19	sector;
20	(B) three representatives of the private
21	medical research and development sector, in-
22	cluding at least one representative of the non-
23	profit private medical research and development
24	sector; and
25	(C) three representatives of consumer and
26	patient interests, including at least one rep-

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1	resentative of patients suffering from orphan
2	diseases.
3	(c) TERMS.—
4	(1) IN GENERAL.—Except as provided in para-
5	graph (2), each member appointed to the Board
6	under subsection $(a)(5)$ shall be appointed for a
7	term of 4 years.
8	(2) TERMS OF INITIAL APPOINTEES.—As des-
9	ignated by the President at the time of appointment,
10	of the members first appointed to the Board under
11	subsection $(a)(5)$ —
12	(A) 5 members shall be appointed for a
13	term of 4 years; and
14	(B) 4 members shall be appointed for a
15	term of 2 years.
16	(d) VACANCIES.—Any member of the Board ap-
17	pointed to fill a vacancy occurring before the expiration
18	of the term for which the member's predecessor was ap-
19	pointed shall be appointed only for the remainder of that
20	term. A member of the Board may serve after the expira-
21	tion of that member's term until a successor has taken
22	office.
23	(e) Compensation and Travel Expenses.—
24	(1) Compensation.—Members of the Board
25	shall each be paid not less than the daily equivalent

of level IV of the Executive Schedule for each day
 (including travel time) during which they are en gaged in the actual performance of the duties of the
 Board.

5 (2) TRAVEL EXPENSES.—Each member of the 6 Board shall receive travel expenses, including per 7 diem in lieu of subsistence, in accordance with appli-8 cable provisions under subchapter I of chapter 57 of 9 title 5, United States Code.

(f) CHAIRPERSON; OFFICERS.—The members of the
Board shall elect a Chairperson and any other officers of
the Board. The Chairperson and any such officers shall
be elected for a term of 2 years.

14 (g) STAFF.—The Board may appoint and fix the pay 15 of such additional personnel as the Board considers appropriate. The staff of the Board shall be appointed subject 16 17 to the provisions of title 5, United States Code, governing appointments in the competitive service, and shall be paid 18 19 in accordance with the provisions of chapter 51 and subchapter III of chapter 53 of such title relating to classi-20 21 fication and General Schedule pay rates.

(h) EXPERTS AND CONSULTANTS.—The Board may
procure temporary and intermittent services under section
3109(b) of title 5, United State Code.

1	SEC. 8. POWERS AND DUTIES OF THE BOARD.
2	(a) DUTIES.—The Board shall—
3	(1) award prize payments for medical innova-
4	tion in accordance with this Act; and
5	(2) submit a report to the Congress under sec-
6	tion 14.
7	(b) Powers of Board.—
8	(1) Hearings and sessions.—
9	(A) IN GENERAL.—The Board may, for
10	the purpose of carrying out this Act, hold hear-
11	ings, sit and act at times and places, take testi-
12	mony, and receive evidence as the Board con-
13	siders appropriate.
14	(B) FIRST MEETING.—Not later than 30
15	days after the initial members of the Board are
16	appointed under section $7(b)(5)$ and confirmed,
17	the Board shall conduct its first meeting.
18	(2) Policies and procedures.—
19	(A) IN GENERAL.—Not later than 1 year
20	after the initial members of the Board are ap-
21	pointed under section $7(b)(5)$ and confirmed,
22	the Board shall establish such policies and pro-
23	cedures as may be appropriate to carry out this
24	Act.
25	(B) MAJORITY VOTE.—The policies and
26	procedures of the Board shall require that any

1	determination of the Board be made by not less
2	than a majority vote of the members of the
3	Board.
4	(C) Administrative procedures.—The
5	policies and procedures of the Board shall com-
6	ply with subchapter II of chapter 5 of title 5,
7	United States Code.
8	(D) TRANSPARENCY.—The policies and
9	procedures of the Board shall—
10	(i) comply with sections 552 and 552b
11	of title 5, United States Code (commonly
12	referred to as the "Freedom of Informa-
13	tion Act" and the "Government in the
14	Sunshine Act", respectively); and
15	(ii) ensure that the proceedings and
16	deliberations of the Board are transparent
17	and are supported by a description of the
18	methods, data sources, assumptions, out-
19	comes, and related information that will
20	allow the public to understand how the
21	Board reaches its criteria-setting and
22	award decisions.
23	(3) EXPERT ADVISORY COMMITTEES.—To as-
24	sist the Board in carrying out this Act, the Board

1	shall establish independent expert advisory commit-
2	tees, including committees on the following:
3	(A) Economic evaluation of therapeutic
4	benefits.
5	(B) Business models and incentive struc-
6	tures for innovation.
7	(C) Research and development priorities.
8	(D) Orphan diseases.
9	(E) Financial control and auditing.
10	(4) Powers of members and agents.—Any
11	member or agent of the Board may, if authorized by
12	the Board, take any action which the Board is au-
13	thorized to take under this Act.
14	(5) MAILS.—The Board may use the United
15	States mails in the same manner and under the
16	same conditions as other departments and agencies
17	of the United States.
18	SEC. 9. PRIZE PAYMENTS FOR MEDICAL INNOVATION.
19	(a) AWARD.—For fiscal year 2008, and each subse-
20	quent fiscal year, the Board shall award to persons de-
21	scribed in subsection (b) prize payments for medical inno-
22	vation relating to a drug, a biological product, or a new
23	manufacturing process for a drug or biological product.
24	(b) ELIGIBILITY.—To be eligible to receive a prize
25	payment under subsection (a) for medical innovation relat-

1 ing to a drug, a biological product, or a manufacturing2 process, a person shall be—

3 (1) in the case of a drug or biological product,
4 the first person to receive market clearance with re5 spect to the drug or biological product; or

6 (2) in the case of a manufacturing process, the
7 holder of the patent with respect to such process.

8 (c) CRITERIA.—The Board shall, by regulation, es-9 tablish criteria for the selection of recipients, and for de-10 termining the amount, of prize payments under this sec-11 tion. Such criteria shall include consideration of the fol-12 lowing:

(1) The number of patients who would benefit
from the drug, biological product, or manufacturing
process involved, including (in cases of global neglected diseases, global infectious diseases, and other
global public health priorities) the number of nonUnited States patients.

(2) The incremental therapeutic benefit of the
drug, biological product, or manufacturing process
involved as compared to existing drugs, biological
products, and manufacturing processes available to
treat the same disease or condition, except that the
Board shall provide for cases where drugs, biological
products, or manufacturing processes are developed

1	at roughly the same time, so that the comparison is
2	to products that were not recently developed.
3	(3) The degree to which the drug, biological
4	product, or manufacturing process involved address-
5	es priority health care needs, including—
6	(A) current and emerging global infectious
7	diseases;
8	(B) severe illnesses with small client popu-
9	lations (such as indications for which orphan
10	designation has been granted under section 526
11	of the Federal Food, Drug, and Cosmetic Act
12	(21 U.S.C. 360bb)); and
13	(C) neglected diseases that primarily afflict
14	the poor in developing countries.
15	(4) Improved efficiency of manufacturing proc-
16	esses for drugs or biological processes.
17	(d) REQUIREMENTS.—In awarding prize payments
18	under this section, the Board shall comply with the fol-
19	lowing:
20	(1) In cases where a new drug, biological prod-
21	uct, or manufacturing process offers an improve-
22	ment over an existing drug, biological product, or
23	manufacturing process and the new drug, biological
24	product, or manufacturing process competes with or
25	replaces the existing drug, biological product, or

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manufacturing process, the Board shall continue to
make prize payments for the existing drug, biological
product, or manufacturing process to the degree that
the new drug, biological product, or manufacturing
process was based on or benefitted from the development of the existing drug, biological product, or
manufacturing process.

8 (2) The Board may not make prize payments
9 based on the identity of the person who manufac10 tures, distributes, sells, or uses the drug, biological
11 product, or manufacturing process involved.

(3) The Board may award prize payments for
a drug, a biological product, or a manufacturing
process for not more than 10 fiscal years, regardless
of the term of any related patents.

16 (4) For any fiscal year, the Board may not
17 award a prize payment for any single drug, biologi18 cal product, or manufacturing process in an amount
19 that exceeds 5 percent of the total amount appro20 priated to the Fund for that year.

(5) For every drug or biological product that
receives market clearance, the Board shall determine
whether and in what amount to award a prize payment for the drug or biological product not later
than the end of the fourth full calendar-year quarter

following the calendar-year quarter in which the
 drug or biological product receives market clearance.
 SEC. 10. PRIZES FOR PRIORITY RESEARCH AND DEVELOP MENT.

5 (a) MINIMUM LEVELS OF FUNDING.—For fiscal year
6 2008, and each subsequent fiscal year, the Board shall
7 establish and may periodically modify minimum levels of
8 funding under section 9 for priority research and develop9 ment.

(b) INITIAL MINIMUM LEVELS.—Of the amount appropriated to the Fund for a fiscal year, the Board shall
use (subject to the establishment or modification of an applicable minimum level of funding under subsection (a))
not less than—

15 (1) 4 percent of such amount for global ne-16 glected diseases;

17 (2) 10 percent of such amount for orphan18 drugs; and

(3) 4 percent of such amount for global infectious diseases and other global public health priorities, including research on AIDS, AIDS vaccines,
and medicines for responding to bioterrorism.

23 (c) PUBLIC INPUT; RECOMMENDATIONS.—The advi24 sory committee on research and development priorities (es25 tablished pursuant to section 8(b)(3)) shall—

(1) solicit public input on research and develop ment priorities; and

3 (2) periodically recommend to the Board modi4 fications in the minimum levels of funding for prizes
5 for priority research and development under this sec6 tion.

7 (d) PROCEDURES.—The Board shall adopt proce8 dures to establish and periodically modify minimum levels
9 of funding under section 9 for priority research and devel10 opment.

11 SEC. 11. SPECIAL TRANSITION RULES.

(a) IN GENERAL.—A drug or biological product that
is on the market on October 1, 2007, shall remain eligible
for prize payments for not more than 10 fiscal years, consistent with section 9(d)(3).

16 (b) DETERMINATION OF VALUE.—In determining the 17 amount of a prize payment for a drug or biological product 18 described in subsection (a), the Board shall calculate the 19 incremental value of the drug or biological product as of 20 the date on which the drug or biological product was first 21 introduced in the market.

(c) MAXIMUM AMOUNT.—With respect to drugs and
biological products described in subsection (a), the Board
may award—

(1) of the amount appropriated to the Fund for
 fiscal year 2008, not more than 90 percent of such
 amount; and

4 (2) of the amount appropriated to the Fund for
5 each of the succeeding 9 fiscal years, not more than
6 a percentage of such amount that is equal to 9 per7 cent less the percentage applicable to the preceding
8 fiscal year under this subsection.

9 SEC. 12. ARBITRATION.

In the case of a drug that is on the market on October 1, 2008, and subject to patents owned by a party other than the person who first received market clearance for the drug, the Board shall establish an arbitration procedure to determine an equitable division of any prize payments under this Act among the patent owners and the person who first received market clearance for the drug.

17 SEC. 13. ANNUAL AUDITS BY GAO.

(a) AUDITS.—The Comptroller General of the United
States shall conduct an audit of the Board each fiscal year
to determine the effectiveness of the Board—

(1) in bringing to market drugs, vaccines, other
biological products, and new manufacturing processes for medicines in a cost-effective manner; and
(2) in addressing society's medical needs, including global neglected diseases that afflict pri-

marily the poor in developing countries, indications
for which orphan designation has been granted
under section 526 of the Federal Food, Drug, and
Cosmetic Act (21 U.S.C. 360bb), and global infectious diseases and and other global public health priorities.

7 (b) REPORTS.—The Comptroller General of the
8 United States shall submit a report to the Congress each
9 fiscal year on the results of each audit conducted under
10 subsection (a).

11 SEC. 14. REPORT TO CONGRESS.

12 Not later than 1 year after the date of the enactment 13 of this Act, the Board shall submit to Congress a report 14 containing the findings, conclusions, and recommendations 15 of the Board concerning the implementation and adminis-16 tration of this Act, including recommendations for such 17 legislative and administrative action as the Board deter-18 mines to be appropriate.

19 SEC. 15. FUNDING.

20 (a) Appropriations.—

(1) START-UP COSTS.—For fiscal year 2008,
there are authorized to be appropriated to the Fund,
such sums as may be necessary to carry out this
Act.

1 (2) PROGRAM IMPLEMENTATION.—For fiscal 2 year 2008 and each subsequent fiscal year, there is 3 appropriated to the Fund, out of any funds in the 4 Treasury not otherwise appropriated, an amount 5 equal to the amount that is 0.6 percent of the gross 6 domestic product of the United States for the pre-7 ceding fiscal year (as such amount is determined by the Secretary of Commerce). 8

9 (b) AVAILABILITY.—Funds appropriated to the Fund 10 for a fiscal year shall remain available for expenditure in 11 accordance with this Act until the end of the 3-year period 12 beginning on October 1 of such fiscal year. Any such funds 13 that are unexpended at the end of such period shall revert 14 to the Treasury.

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