

**Structured Abstract:**

**Objective:** To update, clarify and extend IDEAL concepts and recommendations.

**Background:** New surgical procedures, devices and other complex interventions need robust evaluation for safety, efficacy and effectiveness. Unlike new medicines, there is no internationally agreed evaluation pathway for generating and analysing data throughout the life cycle of surgical innovations. The IDEAL Framework and Recommendations were designed to provide this pathway and they have been used increasingly since their introduction in 2009. Based on a Delphi survey, expert workshop and major discussions during IDEAL conferences held in Oxford (2016) and New York (2017), this article updates and extends the IDEAL Recommendations, identifies areas for future research, and discusses the ethical problems faced by investigators at each IDEAL stage.

**Methods:** The IDEAL Framework describes five stages of evolution for new surgical therapeutic interventions – Idea, Development, Exploration, Assessment and Long Term Study. This comprehensive update proposes several modifications. First, a “Pre-IDEAL” stage describing pre-clinical studies has been added. Second we discuss potential adaptations to expand the scope of IDEAL (originally designed for surgical procedures) to accommodate therapeutic devices, through an IDEAL-D variant. Third, we explicitly recognise the value of comprehensive data collection through registries at all stages in the Framework and fourth,–we examine the ethical issues that arise at each stage of IDEAL and underpin the recommendations. The Recommendations for each stage are reviewed, clarified and additional detail added.

Conclusions: The intention of this article is to widen the practical use of IDEAL by clarifying the rationale for and practical details of the Recommendations. Additional research based on the experience of implementing these Recommendations is needed to further improve them.

**No surgical innovation without evaluation: Evolution and further development of the IDEAL Framework and Recommendations.**

This paper updates the IDEAL Framework and Recommendations following review at international expert meetings held during IDEAL Conferences in Oxford, UK in 2016 and New York, USA in 2017.

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**Running Head:** IDEAL Framework & Recommendations Update

**Mini-Abstract:** The IDEAL Recommendations provide a logical stepwise pathway for evaluating surgical operations, therapeutic devices and other complex interventions through five definable life-cycle stages (Idea, Development, Exploration, Assessment and Long term study). This new paradigm for research has matured since its launch in 2009, and this comprehensive update clarifies its use.

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**Methods:** The IDEAL Framework describes five stages of evolution for new surgical therapeutic interventions – Idea, Development, Exploration, Assessment and Long Term Study. This comprehensive update proposes several modifications. First, a “Pre-IDEAL” stage describing pre-clinical studies has been added. Second we discuss potential adaptations to expand the scope of IDEAL (originally designed for surgical procedures) to accommodate therapeutic devices, through an IDEAL-D variant. Third, we explicitly recognise the value of comprehensive data collection through registries at all stages in the Framework and fourth,–we examine the ethical issues that arise at each stage of IDEAL and underpin the recommendations. The Recommendations for each stage are reviewed, clarified and additional detail added.

Conclusions: The intention of this article is to widen the practical use of IDEAL by clarifying the rationale for and practical details of the Recommendations. Additional research based on the experience of implementing these Recommendations is needed to further improve them.

## **INTRODUCTION**

Surgery is a complex intervention with properties which make it more difficult to evaluate rigorously than drug treatments. Evaluation methods that fail to address this complexity have led to much controversy and wasted effort through poor study design, inadequate reporting and failure to reach agreement on standards for high quality trials. The resulting adverse consequences have included widespread adoption of new techniques or devices which later proved to be harmful and of refusal by healthcare funders to reimburse for innovations with an inadequate evidence base, as well as large scale failures of surgical research to compete successfully for public funding.

The IDEAL Framework and Recommendations represent a new paradigm for the evaluation of surgical operations, invasive medical devices and other complex therapeutic interventions. IDEAL began with a series of meetings at Balliol College, Oxford during 2007-9 to discuss the specific challenges of evaluating surgical innovation, recognising, analysing and proposing solutions for the challenges which arise as new procedures move from proof of concept towards a randomised controlled trial. These discussions resulted in the publication of a five-stage Framework describing the natural stages of surgical innovation (Idea, Development, Exploration, Assessment and Long Term Study), together with recommendations for a rigorous stepwise surgical research pathway, and suggestions for appropriate study methodology for the questions which characterise each stage. (1, 2, 3) This was subsequently followed up by publications offering methodological guidance. (4, 5, 6, 7)

Each stage is defined by a key research question:

- IDEA - STAGE 1: What is the new treatment concept and why is it needed?
- DEVELOPMENT - STAGE 2a: Has the new intervention reached a state of stability sufficient to allow replication by others?
- EXPLORATION - STAGE 2b: Have the questions that might compromise the chance of conducting a successful RCT been addressed?
- ASSESSMENT - STAGE 3: How does the new intervention compare with current practice?
- LONG-TERM STUDY- STAGE 4: Are there any long-term or rare adverse effects or changes in indications or delivery quality over time?

Various users and funders of research have acknowledged the utility of IDEAL. (Table 1) Surgical researchers are also increasingly citing and using the study designs and reporting formats recommended by IDEAL (552 papers cited key IDEAL papers [Web of Science searched 19 October 2017]). Despite these signs of interest, international use of IDEAL remains limited. It is clear that researchers need more detailed guidance about how to implement the recommendations (8, 9, 10) which were initially outlined in a generalised way.

We revised and updated the Framework and Recommendations using a three-step modified Delphi process comprising a two-round online questionnaire survey between December 2015 – April 2016 followed by an expert consensus meeting at the IDEAL Conference at St Catherine's College, Oxford on 8<sup>th</sup> April 2016 (Appendix 1- link 1). The first round required participants to address 22 questions aimed at clarifying the IDEAL Recommendations, and the second round was focused on 11 areas where consensus was not clear in round 1, with remaining areas of controversy dealt with at the Oxford meeting. The international group of

experts comprised 56 participants (47 attended the final meeting) including surgeons, methodologists, clinical trialists, ethicists, journal editors, HTA professionals, purchasers of healthcare and device industry representatives. Further details of the process and findings are provided (Appendix 2).

## **SCOPE**

Discussions about updating IDEAL covered four main new areas. First, the need for a pre-IDEAL, pre-clinical Stage. Second, the application of IDEAL to other complex health interventions. Third, a reconsideration of the place of registries in the IDEAL pathway, and finally an explicit examination of the ethical issues that arise at each stage of IDEAL and underpin the recommendations

Publications reporting pre-clinical studies prior to ‘first in human’ studies as “IDEAL Stage 0” have already appeared (11). However, due to the challenge of drafting recommendations for conduct and reporting of such a potentially broad and varied set of different study types, we recommend the use of the term ‘Pre-IDEAL’ for these studies rather than adding a formal “Stage 0” to the Framework.

IDEAL’s potential for application to therapeutic medical device evaluation was quickly recognised (Appendix 1-link 2), and the necessary modifications have already been summarized in a description of an IDEAL-D (Devices) variant (12) supported by an international Delphi process (13). Other specific variants have also been proposed, such as the R-IDEAL tool from the MRI-Linear Accelerator Consortium (14) and IDEAL-Physio (15). However, the consensus group agreed not to broaden the scope of the original IDEAL Framework, but to welcome and monitor the work of groups investigating potential wider uses.

With the help of academic ethicists, the scope of the IDEAL Framework and Recommendations has been expanded to include explicit ethical guidance at each stage. Ethical issues arising in each of the IDEAL stages are examined in detail in an accompanying paper. (16)

### **UPDATE OF IDEAL: STAGE BY STAGE**

The 2009 Framework comprised five stages: Idea (1), Development (2a), Exploration (2b), Assessment (3) and Long-term study (4). (3) The main purpose of each stage is summarised above.

We updated the original Framework to improve its usability and transparency. **This update includes description of each IDEAL stage using the PICO framework** (patients/operators, interventions, comparators, outcomes), identifying appropriate reporting guidelines and identifying when to progress to the next stage. We also underline the key research question for each IDEAL stage and highlight areas for future research. The revised and original versions are shown side by side to clarify the changes made in this update. (Table 2)

### ***Pre-IDEAL studies***

#### **Purpose and description**

Pre-IDEAL research is essential prior to first in human trials of an innovation.

***Patients and operators:*** Although patients do not receive treatments in Pre-IDEAL studies, consultation is desirable to evaluate the societal need and perceived value of the proposed intervention. (17) Where the investigators are engineers or scientists with no clinical background, clinicians should also be consulted.

**Intervention and comparator:** Pre-clinical studies usually do not involve a comparator. However, testing (e.g. surface wear, battery drain), simulation or modelling studies may allow comparison with the current standard.

**Outcomes:** Depending on the type of pre-clinical study, the aims and methods may vary widely. Typically, key studies focus on demonstrating that the intervention brings about the intended physical changes. Following this, studies to estimate reliability and safety, qualitative studies with stakeholders to determine potential demand and acceptability, and modelling studies to predict overall impact on health care costs/efficiency may be desirable. This is especially relevant for new devices for purpose of coverage and reimbursement.

### **Appropriate study designs**

Pre-clinical studies include material testing, simulator, cadaver, animal, modelling and cost-effectiveness studies. (18, 19, 20)

Controlled experiments will often be appropriate and feasible for laboratory or bench studies. Because of the wide range of study objectives and methods, comprehensive recommendations about study design are impractical. We therefore recommend following the best available authoritative guidance on particular study types. (Appendix 1- link 3)

### **Recommended reporting guidelines for protocols and full reports**

Explicit reporting of Pre-IDEAL findings is both practically and ethically necessary to support optimal development of Stage 1 studies. However protection of professional or commercial advantage may inhibit full reporting. Transparency around study design, subjects and outcomes is essential, but recommendations for reporting of sensitive details of mechanism or technique at this stage may prove impractical. We recommend using the numerous high

quality, subject-specific guidelines that exist for reporting different kinds of preclinical studies and protocols which can be found on the EQUATOR and Meridian Network databases (Appendix 1- link 4), or at the National Institutes of Health (Appendix 1- link 5)

### **Ethical aspects**

Animal studies should abide by recognised ethical guidelines, including the imperative to reduce, refine, and replace animal use whenever possible (Appendix 1- link 6). Animal models must be valid and the results applicable to humans. Pre-IDEAL simulation and bench testing can raise ethical considerations of justice where assumptions built into testing (e.g. about typical body shapes) may limit the applicability of the results, or expose subgroups to greater risk of harm (16).

### **Identifying stage endpoints**

In principle, the pre-IDEAL stage should be complete before the first in human procedure is done. Any feasible studies which can be expected to identify avoidable and/or predictable risks of failure or harm to the first patient should be performed.

### ***“Idea” Stage 1 - ‘First in human’ use***

#### **Purpose and description**

IDEAL Stage 1 describes the first use of a new procedure or device in a patient, either as part of a planned approach or in an unplanned emergency situation. (21) Where planned, the patient or patients are usually highly selected.

**Patients and operators:** Patient selection criteria should be explained in detail: if any proposed patients refuse the procedure, or are excluded, this should be explained with reasons. The operators are usually an individual or small team in a single centre.

**Intervention:** A full technical description of the new procedure or technology, in sufficient detail to allow an equivalently skilled operator to reproduce it, should be provided. There is normally no explicit comparator.

**Outcomes:** Commonly include technical success, safety and short-term physiological and clinical measures. Transparency demands that all adverse events must be fully disclosed. Whenever feasible, in all stages of IDEAL, outcomes should be described using widely accepted standardised definitions and terms, preferably selected from a core outcomes set (Appendix 1- link 7).

### **Appropriate study designs**

Stage 1 involves a single case or a few cases. If enough suitable patients are available progression may occur within a short time. It is recommended that reports explain the need for the new treatment concept and why it might be better than currently available treatment. Video recording and sharing is highly recommended and can be part of on-line publication.

### **Recommended reporting guidelines for protocols and full reports**

We recommend Stage 1 studies be reported as a single case report. The SCARE Guidelines provide a useful standard reporting structure. (22) Menon et al (11) demonstrate a well reported IDEAL model of surgical innovation in the development of robotic kidney transplantation (RKT) with regional hypothermia.

### **Ethical aspects**

Significant ethical issues arising in Stage 1 include: minimising patient harm; ensuring adequately informed patient consent; optimising communication about the innovation in the

surgical team; identifying and managing conflicts of interest; and obligatory full and accurate reporting of outcomes to prevent avoidable harms to future patients. Reflection is important to confirm the potential for the new innovation to solve a real clinical problem. Planned innovations should be conducted in compliance with local hospital and research ethics frameworks such as IRBs. Local organisations should be responsible for ensuring that review supports rather than discourages innovation (16).

### **Identifying stage endpoints**

Once Stage 1 is completed, deciding whether to progress to Stage 2a depends on proof of concept, technical achievement, apparent safety and potential efficacy.

### **Areas for future work & research**

The IDEAL Collaboration strongly recommends registration of all first-in-human procedures. There is an ethical obligation on investigators to make their research available to others contemplating similar interventions. Registration of unsuccessful interventions is critical to prevent repetition of harmful errors. However, investigators may be discouraged if transparency exposes them to legal and other challenges. Therefore regulatory and governance frameworks need to evolve to accommodate these tensions. Public interest protection rules similar to those shielding accident investigations in the transport industries could achieve this. The recently enacted UK “Access to Medical Treatments (Innovations) Bill” allows the creation of a “medical innovations register” which, with appropriate protection could represent an IDEAL Stage 1 register (Appendix 1- link 8)

Incentives may be necessary to ensure that innovations with adverse outcomes are registered. Potential mechanisms to achieve this include making reporting a professional or legal obligation or requiring registration as a pre-requisite to publishing first-in-human case reports.

## ***“Development” (Stage 2a) – Towards stabilisation of the technique***

### **Purpose and description**

In IDEAL Stage 2a, procedures are typically undergoing iterative modification towards a final, stable version.

**Patients and operators:** Usually only a few tens of patients and a few operators are involved, within a single institution for technique-based innovations. For new devices the number of operators and centres may be larger.

**Intervention:** A technical description of the initial version of the intervention is needed and an account of when, why and how modifications to either technique or selection criteria were made (23). No comparator is involved this stage. For example, Diez del Val et al (23) report the development of robotically assisted oesophagectomy by a two-surgeon team from the first robotic case onwards, presenting the cases sequentially and showing key outcomes (blood loss, robotic operating time, lymph node yield, length of stay and complications) for each patient. The reasons for rejecting cases for robotic surgery are explained, and all changes to technique or indication are highlighted, showing when they occurred and explaining why they were instituted.

**Outcomes:** Relevant outcomes include short-term clinical, technical and safety outcomes.

### **Appropriate study designs**

Normally a small single centre prospective cohort. A typology which deconstructs interventions into their component parts may help with precise definition of procedures, and clarify description of which parts of the procedure change as it is modified and updated. (24)

## Recommended reporting guidelines for protocols and full reports

IDEAL advocates that Stage 2a studies should report:

- Patient inclusion and exclusion criteria, how many patients were assessed for treatment, which candidates were excluded, and the reasons for their exclusion. Patients considered for, but ultimately not offered the intervention may also be described, together with their outcomes.
- Consecutive presentation of case-specific outcomes for all cases treated. **May involve use of statistical monitoring techniques eg, CUSUM (25)**
- When and why modifications to the technique or indications occurred, to reduce the risk of avoidable harm by preventing repetition of unsuccessful modifications. A graphic representation showing when technical modifications occurred during the series is useful.

## Ethical aspects

Stage 2a studies are planned, and are therefore subject to appropriate institutional research ethics review. Issues specific to Stage 2a are minimising harm during development of the new procedure, informed consent and transparent publication of outcomes. Consent should include information about Stage 1 outcomes, acknowledging that risks cannot be reliably predicted or quantified at this stage. Collecting and reporting outcomes in accessible ways minimises avoidable harm to future patients and guides the fair and equitable uptake of innovation. In this and subsequent stages an independent oversight group to monitor outcomes during the study is highly desirable particularly for high risk procedures. (16)

## Identifying stage endpoints

By the end of this stage, the procedure and indications should be stable enough to permit multi-centre replication during Stage 2b. The phase of intentional iterative change should be complete, although limited further modifications may still occur in Stage 2b.

### **Areas for future work & research**

Further work is needed to guide development of protocols to plan Stage 2a studies, and to develop methods to evaluate when Stage 2a endpoints have been reached. (Appendix 1- link 9)

### ***“Exploration” (Stage 2b) – Bridge to a pivotal trial***

#### **Purpose and description**

In the ‘Exploration’ phase a greater experience of the new intervention is gained in a wider group of surgeons and patients to collect information which will determine whether and how to progress to a definitive comparison against current best treatment. The data should be used to promote consensus on the design and conduct of a future RCT, and to improve its feasibility by minimising potential barriers to delivery. (26, 27) Chen et al (27) conducted a 20-centre non-randomised prospective cohort study of treatments for uterine fibroids, in which patients chose to receive hysterectomy, myomectomy or HIFU therapy. The very large differences reported in complications and short term recovery ruled these out as primary outcomes for a future RCT, as equipoise appeared impossible. Using QoL measures at 6 months was also infeasible, as the very similar results found implied an enormous trial population requirement. There remained, however, an answerable question about recurrence after treatment.

**Patients and operators:** The patient group is less selective than for 2a studies, involving more patients in more centres; case numbers will commonly be over 100. More surgeons are learning and undertaking the new technique, and may disagree on inclusion criteria.

**Intervention and comparator:** The intervention will now be relatively well defined, but minor differences in technique are still common and can be explored through pre-planned subgroup analyses. A comparator intervention may or may not exist.

**Outcomes:** These include safety, a precise effect estimate of short term clinical outcome useful for trial size calculations, identification of possible subgroup outcome differences, assessment of surgical quality and learning curves, qualitative evaluation of trial feasibility and definition of core outcomes measures for the future trial. Validated core outcome measures should be used if available (Appendix 1- link 7).

### **Appropriate study designs**

IDEAL Exploration studies are typically collaborative multi-centre prospective cohort studies and feasibility RCTs designed to enhance investigator consensus on key issues. **The goal is to resolve the problems which most commonly prevent surgical RCTs: in doing so, however, Exploration studies may sometimes make it clear that an RCT is inappropriate or infeasible. In such cases Exploration studies may facilitate “next best” approaches such as propensity scoring of the observational data collected, or point to the need for a registry approach. We therefore recommend an early pre-planned consensus meeting to evaluate short term results and agree on whether an RCT can be done, and where feasible, to develop its design. Statistical analysis of learning curves may be useful. (28)**

### **Recommended reporting guidelines for protocols and full reports**

Guidance to assist design and reporting of Exploration Stage studies includes the recent CONSORT extension for pilot and feasibility RCTs (29) and the updated STROBE guideline for

observational studies (30). IDEAL's development of a reporting checklist for this stage is underway.

### **Ethical aspects**

Stage 2b studies require institutional research ethics review. Potential harms from the learning curve should be minimised by training and mentoring. Informed consent should be based upon information from Stage 2a. For reasons of justice and equity patient selection should reflect the population in which the innovation can be expected to be effective; and the data set should include outcomes of importance to patients.(16) An independent study oversight group to monitor outcomes is recommended.

### **Identifying Stage Endpoints**

By the end of Stage 2b, all the requirements needed to progress to a pivotal RCT should be complete. These fall into two groups;

#### ***a) Endpoints that demonstrate that the technique can be widely adopted by surgeons:***

1. Agreement on the definition of the intervention (and acceptable variants) for the purposes of an RCT;
2. Agreement on quality standards for delivery of the intervention; and
3. Assessment of learning curves to allow decisions on admission of clinicians into an RCT and how to evaluate their outcomes to avoid bias in a comparison versus standard treatment.

#### ***b) Endpoints that demonstrate that progression to a formal randomised controlled trial is feasible:***

1. Confirmation of the appropriate target patient population. Disagreements on details of patient selection are a common cause of failure to achieve consensus for an RCT;
2. Confirmation of the appropriate comparator treatment;

3. Confirmation of the appropriate primary endpoint for outcome assessment in the RCT.

The DELTA guidance on specifying the target difference for a RCT is recommended (Table 2- link 10).

4. Evidence of consensus amongst surgeons and patients that they are willing to accept randomisation between the proposed treatment options.

We recommend the use of nested qualitative studies to explore the attitudes and values of participants.

### **Areas for future research**

Successful Stage 2b Exploration studies require the collaboration of multiple researchers and institutions. These type of studies may therefore be especially suitable to cooperative groups such as the UK Surgical Trainee collaborative. (31) Methods for establishing that the intervention is sufficiently defined and stable for RCT evaluation need further work. Empirical evaluation of the impact of 2b studies on the probability of developing a successful RCT is needed. If large scale procedure registry systems or permanent audits exist, methods for nesting 2b studies within the system are needed.

### ***“Assessment” (Stage 3) – Pivotal study/RCT***

#### **Purpose and description**

In the ‘Assessment’ Stage a pivotal comparative evaluation occurs, usually against current standard treatment. This should take place soon after the new procedure is stable, and prior to its extensive use, to avoid loss of equipoise among clinicians and patients.

**Patients and operators:** This will typically involve a substantial number of patients and operators at multiple centres. Clear patient and operator selection criteria should be based on data gathered in previous Stages. (26, 27)

**Intervention and comparator:** The new intervention is compared with a clinically relevant comparator. Typically this will be “best usual care” but on occasions, a placebo or sham surgery control might be appropriate. (32)

**Outcomes:** Outcomes reflecting the values of patients and operators should be identified during the Stage 2b collaborative study and consideration given to developing a new core outcome set (COS) if one does not already exist (33). IDEAL 2b studies provide opportunities to identify and pilot test the primary outcome for a definitive trial.

### Appropriate study designs

Where feasible a multi-surgeon, multi-centre randomised trial (6, 34) should be performed. Variants, including cluster-randomised or expertise-based RCTs (35, 36) or stepped wedge designs may be appropriate. Where circumstances preclude randomisation, acceptable alternatives include controlled interrupted time series or observational designs using efficient post-hoc techniques (e.g. propensity scoring) to minimise known sources of bias. Nesting medical device based trials within national population/disease based registries is recommended to facilitate larger scale pragmatic trials (12)

### Recommended reporting guidelines for protocols and full reports

Several robust guidelines for reporting surgical RCTs are recommended including the updated 2010 CONSORT Statement (37), its extension for NPT (non-pharmacological treatments) (38) and a template for intervention description and replication (TIDieR Statement). (39)

The SPIRIT statement provides excellent guidance for writing protocols for RCTs. (40) These and other more specific reporting guidance for surgery can be found at the EQUATOR website (Appendix 1- link 4).

### **Ethical aspects**

Stage 3 trials require institutional research ethics review and independent oversight. Relevant ethical issues concern the generation of valid data; fair inclusion and exclusion criteria; access and equity in research participation; use of outcomes relevant to patients; measures to minimise surgeon bias; efforts to minimise patient harm due to the learning curve; fair treatment of the data and prompt publication of all relevant results. Placebo or sham surgery controls may be justifiable where they offer the best chance to resolve uncertainty, do not involve unacceptable risks to patients and are acceptable to key stakeholders (16). All RCTs should be registered on an appropriate international register, for example <https://clinicaltrials.gov/>

### **Identifying endpoints of stage**

The two main endpoints of Stage 3 are a) valid evidence on the intervention's relative effectiveness; and b) identification of aspects which require long-term monitoring (typically late and rare outcomes).

### **Areas for future work and research**

Many current initiatives will contribute to improvements in surgical trial design, conduct and reporting. These include Trial Forge (Appendix 1- link 11) to improve trial efficiency (41), and PRECIS-2, a tool to improve trial design (42). Research to establish better methods for early phase IDEAL studies is also being undertaken at the Bristol Centre for Surgical Research in the UK (Appendix 1- link 12).

### ***“Long-term study” (Stage 4) – Identifying rare and later outcomes***

#### **Purpose and description**

The IDEAL Framework proposes registries for data collection in Stage 4 (Long-term study). Their strength lies in recognising late or uncommon safety outcomes and identifying changes in the use of procedures - so called “indication creep”, and trends in outcomes which may reveal variations in the quality of surgery. Registries allow evaluation of “real world” outcomes and, very importantly, can allow ongoing feedback to clinicians and manufacturer (43). This update of IDEAL introduces the recommendation for the use of registries at a much earlier stage in the framework.

- **Registries for device surveillance and life cycle assessments.**

Registries or ‘registry like’ systems can detect long term or rare safety problems with devices such as the failures of metal-on-metal hip implants (44, 45), problems with vascular closure devices (46), and surgical meshes. (47, 48) Comprehensive coverage requires commitment from users and sustainable partnership with stakeholders. Registries should have independent supervision, use standard universally applicable definitions of outcomes and relevant confounders, and cover equivalent devices from all relevant manufacturers. However, manufacturers are often involved in registry funding, and are naturally wary of exposure of their data to competitors. IDEAL promotes comprehensive, high quality registry/big data development whilst recognising the conflicts and the need to address stakeholder concerns (49).

- **Introducing registries at an early stage.**

Whereas IDEAL originally envisaged registries as confined to Stage 4, registry-type data collection can usefully begin from IDEAL Stage 1. Device manufacturers typically develop competitor products more or less simultaneously, and evaluate them through exclusive arrangements with a relatively small pool of clinicians. The evident scientific and public interest in pooling of these datasets is in tension with competition between manufacturers. Starting a registry at an early stage can allow data harmonization and pooling of resources and data if agreements can be reached (50 & Appendix 1- link 13).

- **Developing trials within registries**

IDEAL Stage 3 RCTs can be ‘nested’ within registries or cohort studies (51, 52 & Appendix 1 - link 14), potentially enhancing trial recruitment, but informed consent processes require careful consideration (see below).

**Patients & operators:** The patient population is dictated by the stage at which the registry is introduced. Registries introduced at an early stage are mostly procedure or device driven with clinicians entering all patients treated with the innovation. Disease-driven registries, consisting of all known patients with a specific medical condition, are preferable scientifically but are not easy to implement and rarely sustainable. A feasible compromise approach which facilitates nested trials and other secondary data usage is the “all comers” model which collects data on available treatments in a specific condition or area of practice (53). Advances in electronic records systems’ capacity to code accurately for both diagnosis and treatment will rapidly improve our ability to develop such registries in the future.

**Intervention & Comparator:** Registries may be procedure/device-driven or disease-driven. Which design is optimal depends on the objectives of the registry and should be clinician- and

patient driven. Registries can be utilised within specific trials where appropriate to increase their efficiency, for example the UK REBOA (Resuscitative Endovascular Balloon Occlusion of the Aorta) RCT will be using data collected via the UK trauma registry (Appendix 1 –link 15).

**Outcomes:** Registries allow for analysis of long term outcomes that may not be captured within the lifetime of an RCT. Early stage registries may be particularly useful in allowing co-operating innovators to pool learning on procedural modifications in order to arrive at the optimal technique more rapidly.

### **Appropriate study designs**

Key design issues for registries centre on the dataset and on fostering engagement. Datasets should be as small and cheap to collect as possible, whilst reliably capturing patient and device/procedure identity, diagnosis, and the key influences on outcome. Standardised terminology should be used for all data items. Careful design of contributor recognition, data entry systems and feedback methods should maximise incentives for and minimise barriers to full data submission.

### **Recommended reporting guidelines for protocols and full reports**

Clear plans for analysis and reporting of data should be developed at the outset, specifying time intervals, numbers of patients registered, or pre-specified safety signals which will trigger analysis. The form, authorship, and means of distribution of reports needs to be agreed in advance, giving all contributors appropriate recognition, notice of reports and access to the data.

### **Ethical aspects**

In Stage 4, interventions are no longer within a research ethics framework, but part of routine clinical practice. However, as registry data is collected this raises issues about patient consent

for future use of data including the development of pragmatic nested RCTs. Integrated verbal consent can be an alternative to written consent in some contexts. (54) Issues of access and equity may arise in Stage 4 if the innovation is more expensive than alternatives, or concentrated in specialist centres. Conflicts of interest created by financial or reputational rewards and/or aggressive marketing may bias practice towards the innovation even for indications where there is little evidence. (16)

### **Areas for further research**

Research is needed on the specific value of different features of registries, and on the factors which facilitate or prevent their introduction. Further analysis of real world application of trials within registries is required to inform practical guidance and future IDEAL recommendations.

Significant variation exists in the outcome measures used in international patient registries within the same clinical area, reducing their utility by making comparison, linkage, and aggregation of data more difficult. International collaborations are emerging to advance these issues (Appendix 1 links 16 and 17).

### **LIMITATIONS**

The recommendations in this article arose from a relatively small selected group of experts. Different perspectives may have emerged with a wider range of participants. The use and uptake of IDEAL is continuously evolving, and this paper presents an update at a specific point in time. It will undoubtedly be refined further in the future.

### **CONCLUSIONS**

The idea of an integrated stepwise evaluation pathway for complex interventions is generally accepted as desirable. The IDEAL approach meets this need in a logical and widely accepted

manner. However, IDEAL requires on-going review and updates. Experience in the planned use of the IDEAL Framework and Recommendations is currently limited. Empirical analysis of the outcomes and impact of using IDEAL will be an important driver for future incremental and evidence-based modifications.

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**Table 1: URL links to organisations utilising IDEAL Recommendations**

Organisation	URL
National Cancer Research Institute (NCRI)	<a href="http://www.ncri.org.uk/events/ncri-future-of-surgery-technology-trials-in-surgery/">http://www.ncri.org.uk/events/ncri-future-of-surgery-technology-trials-in-surgery/</a>
NHS Commissioners in the UK	<a href="http://www.ideal-collaboration.net/2015/03/ideal-resources-commissioners-nhs-right-care-website/">http://www.ideal-collaboration.net/2015/03/ideal-resources-commissioners-nhs-right-care-website/</a>
Medical Device Epidemiology Network Initiative (MDEpiNet) partnership with the US Food and Drug Administration (FDA)	<a href="http://mdepinet.org/">http://mdepinet.org/</a>
European Network for Health Technology Assessment (EUnetHTA)	<a href="http://www.eunethta.eu/">http://www.eunethta.eu/</a>
National Institute of Healthcare Research in the UK (NIHR) recommends IDEAL study designs in commissioning briefs for example, 17/17 Fibrin Glue for Pilonidal Sinus Disease	<a href="http://www.nihr.ac.uk/funding-and-support/documents/current-funding-opportunities/hta/17_17cb.pdf">http://www.nihr.ac.uk/funding-and-support/documents/current-funding-opportunities/hta/17_17cb.pdf</a>
Royal College of Surgeons/NIHR Surgical Technology Evaluation Portal	<a href="https://www.rcseng.ac.uk/standards-and-research/research/surgical-trials-initiative/rcs-nihr-surgical-technology-evaluation-portal-launched/">https://www.rcseng.ac.uk/standards-and-research/research/surgical-trials-initiative/rcs-nihr-surgical-technology-evaluation-portal-launched/</a>

NIHR Office for Clinical Research

Infrastructure (NOCRI)

<https://www.nihr.ac.uk/about-us/how-we-are-managed/managing-centres/nihr-office-for-clinical-research-infrastructure/industry-case-studies.htm>

**Table 2. Summary of the IDEAL Framework, Recommendations and Proposals including updates.**

Stage of innovation	Updated IDEAL Framework	Updated IDEAL Recommendations for researchers	Updated IDEAL Proposals for improving the surgical research environment
<p><b>Pre-IDEAL</b> <i>Pre-clinical</i></p>	<p><b>Pre-IDEAL was not described in original IDEAL framework</b>  <b>Purpose:</b> Feasibility and definition of procedure  <b>Number &amp; Types of Patients:</b> pre-clinical  <b>Number &amp; Types of Surgeons:</b> Very few; innovators  <b>Output:</b> Description addressing:</p> <ul style="list-style-type: none"> <li>• Whether intended goal of procedure is accomplished</li> <li>• Level of difficulty of performing procedure or using device as compared to standard of care</li> <li>• Safety risks</li> <li>• Desirability of intervention</li> </ul> <p><b>Method:</b> Various, including simulator, cadaver, animal, modelling and cost-effectiveness studies</p> <p>Stage Endpoint: Any studies that could avoid predictable risks of failure or harm to the first human should have been conducted.</p>	<ul style="list-style-type: none"> <li>• All predictable risks to patients should be investigated before human studies begin</li> <li>• Guidelines on best scientific practice and ethics specific to the types of study should be followed where available</li> <li>• A minimum dataset describing technical consistency should be made public before first-in-human testing.</li> </ul>	<p><b>Journals:</b> Editors should require publication of the Pre-IDEAL minimum dataset before or together with first-in-human reports</p> <p><b>Regulatory/legal:</b> Regulators should develop a definition of the minimum publically available dataset required to allow First-in Human studies of new devices to proceed.</p> <p><b>Ethical aspects:</b> general standards of research integrity apply</p>

<p><b>Stage 1</b> <b>Idea</b> <i>First in human</i></p>	<p><b>Purpose:</b> Proof of concept  <b>Number &amp; Types of Patients:</b> Single digit; highly selective.  <b>Number &amp; Types of Surgeons:</b> Very few; innovators@  <b>Output:</b> Description  <b>Intervention:</b> Evolving; procedure inception  <b>Methods:</b> Structured case reports  <b>Outcomes:</b> Proof of concept; technical achievement; dramatic success; adverse events, surgeon views of the procedure</p> <p><i>Stage Endpoint: Outcomes will determine whether to proceed to stage 2a.</i></p>	<ul style="list-style-type: none"> <li>• Provide full details of patient selection, technique and outcomes and patients not selected during the time frame, and why.</li> <li>• Use standard well-defined measures for reporting outcome and patient characteristics</li> <li>• Use structured reporting system eg, SCARE checklist.</li> <li>• Make the above information available to peers regardless of outcome</li> </ul>	<p><b>Journals:</b> Encourage or require registration of the innovation when considering for publication (E.g. IJS: Case Reports and <a href="http://www.researchregistry.com">www.researchregistry.com</a>)</p> <p><b>Regulatory/legal:</b> Provide public interest defence from legal discovery for registries specifically for first-in-human studies. Ensure local hospital policy on innovative procedures groups foster innovation (i.e., IRB or new procedure committee)</p> <p><b>Ethical aspects:</b> multiple strategies required to minimise harms to patients, including formal human research ethics approval for selected planned interventions</p>
<p><b>Stage 2a</b> <b>Development</b> <i>Single centre/single intervention; case series/prospective cohort</i></p>	<p><b>Purpose:</b> Development of procedure  <b>Number &amp; Types of Patients:</b> Few; Selected  <b>Number &amp; Types of Surgeons:</b> Few; innovators and some early adopters  <b>Output:</b> Technical description of procedure and its development with reasons for changes  <b>Intervention:</b> Evolving; procedure development  <b>Methods:</b> Prospective development studies  <b>Outcomes:</b> Mainly safety; technical and procedural success</p> <p><i>Stage Endpoint: Procedure should be refined enough to allow replication in Stage 2b and there should be no intent to make further major modifications</i></p>	<ul style="list-style-type: none"> <li>• Make protocol for study available</li> <li>• Use standard well-defined measures for reporting outcome and patient characteristics</li> <li>• Report and explain all exclusions</li> <li>• Report all cases sequentially with annotation and explanation of when and why changes to indication or procedure took place.</li> <li>• Display main outcomes graphically to illustrate the above.</li> </ul>	<p><b>Journals</b> Support for publication of Development study formats and protocols</p> <p><b>Regulatory/legal:</b> Ensure that patient consent includes information about known outcomes from Stage 1**, about unknown risks and – inform the patient that the surgeon has carried out few of the procedures previously</p> <p><b>Ethical aspects:</b> formal human research ethics approval required</p>

<p><b>Stage 2b Exploration</b> <i>Bridge from observational to comparative evaluation. Purpose is to gain data to decide if and how to test in a robust RCT or other appropriate pivotal design.</i></p>	<p><b>Purpose:</b> Achieving consensus between surgeons and centres  <b>Number &amp; Types of Patients:</b> Many; broadening indication to include all potential beneficiaries  <b>Number &amp; Types of Surgeons:</b> Many; innovators, early adopters, early majority  <b>Output:</b> Effect estimate based on large sample; Analysis of learning curves; estimate of influence of pre-specified technical variants and patient subgroups on outcome.  <b>Intervention:</b> Stable; acceptable variants defined  <b>Method:</b> Prospective multi-centre exploration cohort study (disease or treatment based); pilot/feasibility multicentre RCTs.  <b>Outcomes:</b> Safety; clinical outcomes (specific/graded); short-term outcomes; patient centred/reported outcomes; feasibility outcomes</p> <p><b>Stage Endpoints:</b> fall in to two main groups; Demonstrate that technique can be more widely adopted; and, Demonstrate that progression to RCT is desirable and feasible</p>	<ul style="list-style-type: none"> <li>• Make protocol for study available</li> <li>• Use standard well-defined measures for reporting outcome and patient characteristics</li> <li>• Participate in collaborative multi-centre co-operative data collection, incorporating feasibility issues such as: <ul style="list-style-type: none"> <li>○ estimating effect size,</li> <li>○ defining intervention quality standards,</li> <li>○ evaluating learning curves,</li> <li>○ exploring subgroup differences,</li> <li>○ eliciting key stakeholder values and preferences,</li> <li>○ analysis of adverse events:</li> </ul> </li> <li>• Pre-planned consensus meeting prior to progressing to an RCT to identify feasibility and ability to recruit, intervention and comparator definitions, appropriate patient selection criteria, primary endpoint.</li> </ul>	<p><b>Funders:</b> Support Stage 2b Exploratory cohort studies as preliminary “pilot/feasibility” phases for RCT proposals.</p> <p><b>Journals:</b> Support publication of IDEAL Exploration studies and protocols</p> <p><b>Ethical aspects:</b> formal human research ethics approval required</p> <p>Ensure that potential harms from the learning curve are minimised by training and mentoring prior to progressing to Stage 3</p>
<p><b>Stage 3 Assessment</b> <i>Definitive comparative evaluation of main efficacy and safety aspects of new technique against current best treatment.</i></p>	<p><b>Purpose:</b> Comparative effectiveness testing  <b>Number &amp; Types of Patients:</b> Many; expanded indications (well-defined)  <b>Number &amp; Types of Surgeons:</b> Many; early majority  <b>Output:</b> Comparison with current standard therapy  <b>Intervention:</b> Stable</p>	<ul style="list-style-type: none"> <li>• Register on an appropriate international register (e.g., clinicaltrials.gov)</li> <li>• Use standard well-defined measures for reporting outcome and patient characteristics</li> <li>• Incorporate information about patient and clinician values and preferences in consent information and outcome measure design</li> </ul>	<p><b>Funders:</b> Support trial proposals incorporating preparatory Stage 2b work</p> <p><b>Journals:</b> Encourage authors to refer to work on innovation in prior IDEAL stages preceding RCT. Support use of appropriate reporting guidelines.</p>

	<p><b>Method:</b> RCT with or without additions/modifications; alternative designs (cluster, preference RCTs, stepped wedge, adaptive designs)</p> <p><b>Outcomes:</b> Clinical outcomes (specific and graded); potentially Patient Reported outcomes , Health Economic outcomes</p> <p><b>Stage Endpoints:</b> two main endpoints; Clear valid evidence on relative effectiveness of innovation; and, Identification of issues requiring long term monitoring.</p>	<ul style="list-style-type: none"> <li>Reporting guidelines: CONSORT update of 2010 with extension for non-pharmacological treatments COMET TIDieR SPIRIT (for RCT protocol design)</li> </ul>	<p>Mandate registration of RCT in trials register prior to publication.</p> <p><b>Ethical aspects:</b> formal human research ethics approval required</p>
<p><b>Stage 4</b> <b>Long term monitoring</b></p>	<p><b>Purpose:</b> Surveillance</p> <p><b>Number &amp; Types of Patients:</b> All eligible</p> <p><b>Number &amp; Types of Surgeons:</b> All eligible</p> <p><b>Output:</b> Description; audit; regional variation; quality assurance; risk adjustment</p> <p><b>Intervention:</b> Stable</p> <p><b>Method:</b> Registry; routine database; rare-case reports</p> <p><b>Outcomes:</b> Rare events; long-term outcomes; quality assurance</p> <p>Registries for devices – IDEAL-D Registries at earlier stages of IDEAL</p>	<ul style="list-style-type: none"> <li>Registries may begin from the earliest stages of human use</li> <li>Registry datasets should be defined by the clinical community with patient input</li> <li>Datasets should be simple, cheap and easy to collect</li> <li>Curation of registries by clinical community is desirable</li> <li>Funding of registries should be agreed between government and commercial interests but kept separate from curation</li> <li>Consent for use of registry data in research should be broad and where possible automatic</li> </ul>	<p><b>Funders</b></p> <p>Link funding for purchasing treatment to delivery of adequate long term follow up</p> <p><b>Ethical aspects:</b> resolve issues of consent for data use and especially for nested RCTs</p>

@ Terms used under this heading refer to the classification of Everett Rogers (Diffusion of Innovations, 4<sup>th</sup> Ed, 1995)

\*Registries should be organised according to the IDEAL recommendations and should be available for enrolment at *any Stage*

\*\*Patient consent should always include outcomes from previous IDEAL Stage

Items in purple relate to clarifications to Framework added since 2009 publication.

#### Professional societies

- Ensure guidelines explicitly support IDEAL model of technical development and evaluation

- Require members to use appropriate registers for the various stages of innovation as a condition of specialist recognition

**Appendix 1: Online references:**

1. <http://www.ideal-collaboration.net/ideal-conference-2016-evaluating-innovation-in-surgery-and-therapeutic-technology-the-ideal-approach/>, <http://www.ideal-collaboration.net/library/ideal-presentations/>
2. <http://mdepinet.org/>
3. <https://www.gov.uk/guidance/research-and-testing-using-animals>, <https://grants.nih.gov/grants/policy/air/>
4. <http://www.equator-network.org/>, <https://meridian.cvm.iastate.edu/>
5. <http://www.nih.gov/research-training/rigor-reproducibility/principles-guidelines-reporting-preclinical-research/>
6. <https://www.nc3rs.org.uk/>
7. <http://www.comet-initiative.org/> <http://www.ichom.org/>
8. <http://services.parliament.uk/bills/201516/accesstomedicaltreatmentsinnovation.html>
9. <http://blogs.bmj.com/bmj/2016/04/20/beyond-buxton-establishing-when-the-times-right-for-a-surgical-trial/>
10. <https://www.abdn.ac.uk/hsru/research/methodological/delta/>
11. <http://www.trialforge.org/>,
12. <http://www.bristol.ac.uk/social-community-medicine/centres/surgical-research/>

**Key aims of Surgical Innovation Theme are:**

<b>1</b>	<b>Develop methods for intervention development within early phase study design and establish methods for optimal timing of a randomised evaluation</b>
<b>2</b>	<b>Establish methods for information provision and informed consent for recruitment into IDEAL early and later phase studies</b>

3	Create core outcome sets for benefit and harm outcome selection and measurement in early phase studies and methods for systematic reporting
4	Use network meta-analyses to identify active novel interventions
5	Develop novel methods to utilise Surgical Registries to identify outliers, establish associations between care and outcomes, and optimise surgical innovation
6	Design and develop complex co-interventions to optimise outcomes of surgery

13. <http://www.ucl.ac.uk/nicor/audits/minap>

14. <https://www.twics.global/>

15. <https://w3.abdn.ac.uk/hsru/REBOA/Public/Public/index.cshtml#>,  
<https://www.tarn.ac.uk/>

16. <http://www.icor-initiative.org/>, <http://www.icvr-initiative.org/>

17. <https://patientregistry.ahrq.gov/>

## Appendix 2. Delphi Process informing the update of IDEAL

We undertook to revise and update the Framework and Recommendations using a consensus process which incorporated a three-step modified Delphi method (Dalkey NC et al). The Delphi method is recommended for use in the healthcare setting as a reliable means of determining consensus for a defined clinical problem. This method is an iterative process that uses systematic progression of repeated rounds of voting and is an effective process for determining expert group consensus where there is little or no definitive evidence and where opinion is important (Meshkat B et al 2014). The Delphi exercise took place between December 2015 and April 2016 and included a two-round online questionnaire survey followed by an expert consensus meeting at the IDEAL Conference at St Catherine's College, Oxford on 8<sup>th</sup> April 2016. (See links on IDEAL website [www.ideal-collaboration.net/](http://www.ideal-collaboration.net/))

The international group of experts comprised 56 participants including surgeons, methodologists, clinical trialists, ethicists, journal editors, HTA professionals, purchasers of healthcare and device industry representatives. First, a comprehensive list of key areas to be addressed which would allow updating of the Framework and Recommendations were identified by the core IDEAL group (AH, CP, YP, PMcC). The questions addressed:

1. Participants views on the usability, strengths, weaknesses and barriers to the use of IDEAL.
2. Modifications to the framework for evaluation of medical devices and what recommendations should follow this.
3. Broadening of IDEAL for evaluation of all complex interventions (e.g. physiotherapy, psychotherapy, QI programmes)

4. Review of Stage 1 through to Stage 4 addressing potential modifications or additions to the initial recommendations of 2009

5. The role of Prospective Exploration Studies in Stage 2b in adequately substituting for pilot and feasibility RCTs

6. Potential adjuncts to IDEAL such as the use of PRECIS 2 tool & Trials within Cohorts

7. Registries (at what stage should they start?/ownership/patient consent)

Following this, for round 1 of the process, a list of 22 questions were circulated to all 56 participants. This was accompanied by a clear explanation of the objectives of the study and specific instructions for member participation. Two of the questions were open ended which allowed free text responses. The other 20 were focused statements with assessment of consensus using the Likert scaling method to grade from 1 (strongly agree) to 9 (strongly disagree) with each statement. Mean Likert scaling scores were determined for each statement. 'Consensus for', 'consensus against' or 'no consensus' was determined when the mean score was  $> 6.5$ ,  $1-3.5$  and  $>3.5 - \leq 6.5$  respectively. A list of 11 statements that did not meet consensus from round 1 were emailed again to all experts who had participated in round 1. In round 2, participants used the same voting method as described for round 1, but with the knowledge of the group scores for each of the statements and their comments. The participants could reflect upon the group results and change their mind, while preserving the anonymity of their responses. Final responses were analysed as described for round 1, and statements that did not meet expert agreement were retained for discussion in the face-to-face meeting at the IDEAL conference in St Catherine's College, University of Oxford. An online link to a list of all statements and those which and did not meet consensus over the two rounds of the Delphi method is provided for further reference (<http://www.ideal->

[collaboration.net/wp-content/uploads/2013/12/IDEAL-update-meeting\\_Delphi-results8\\_4\\_16.pdf](http://collaboration.net/wp-content/uploads/2013/12/IDEAL-update-meeting_Delphi-results8_4_16.pdf) ).

## References

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