

1 **Legal and Ethical Challenges of International Direct-to-Participant Genomic Research:**
2 **Conclusions and Recommendations**

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70 Abstract

71 *Direct recruitment of participants using the internet has proven to be an effective strategy for*
72 *increasing the number and diversity of participants in genomic research, especially research on*
73 *rare diseases. Institutional review boards and research ethics committees (RECs) have approved*
74 *this strategy for domestic research, but they have been reluctant to approve it for international*
75 *research because they do not know whether it is legal to use direct recruitment in other countries*
76 *without obtaining approval from an REC in each country from which participants may be enrolled.*
77 *To inform this question, we obtained legal and ethics opinions from experts in 31 diverse countries,*
78 *and their responses to our standard questions are separately published in this symposium.*
79 *Although none of the countries has a law specifically addressing this emerging issue, it appears*
80 *that local ethics approval would be required in many countries. This article presents the argument*
81 *that single-site ethics review in the researcher's country will facilitate this valuable research while*
82 *still protecting the welfare and interests of participants and their countries.*

83 I. Introduction

84 Direct-to-participant (DTP) recruitment and enrollment via the internet has proven to be an
85 effective way of conducting genomic research, especially research on rare diseases. Although this
86 novel manner for researchers to interact with prospective and enrolled participants has been
87 approved by institutional review boards (IRBs) and research ethics committees (RECs)¹ for
88 domestic research, some IRBs and RECs have been reluctant to approve it for international
89 research because of concerns about its legality in other countries. Thus, the threshold question is
90 whether it is legal for a researcher in one country to recruit and enroll participants in another
91 country when there has not been an ethics review in the participant’s country. This determination
92 is crucial because separate ethics reviews in numerous countries to obtain a small number of
93 participants in each country would be extremely burdensome and greatly delay the research or
94 preclude it entirely.

95 To answer the question of whether international DTP genomic research is legal we enlisted
96 expert collaborators from 31 countries, and their country reports are published separately in this
97 symposium. Using the country reports as a starting point, this concluding article discusses the
98 legal, ethical, policy, and practical ramifications of extending the DTP methodology to worldwide
99 genomic research.² Our example or “use case” for the entire article is genomic research on rare
100 diseases, including rare cancers. It is one of the first applications of international DTP genomic
101 research, and using a specific use case helps bring greater clarity to the range of difficult issues
102 addressed in this article. In addition, researchers, patients, and their family members understand
103 that new methods of scientific discovery are needed for rare diseases. According to a recent article
104 from the International Rare Diseases Research Consortium and the Global Alliance for Genomics

105 and Health: “The singularity and diversity of rare diseases, combined with the small number of
106 patients for each disorder, effectively precludes conventional research discovery approaches. . . .”³

107 The analyses and recommendations in this article are solely those of the authors, and they
108 do not necessarily represent the views of the authors of the country reports or others with whom
109 we have consulted. In fact, all authors of this article do not necessarily agree with all of the analyses
110 and recommendations.

111 II. Balancing the Scientific Imperative with Ethical Considerations

112 DTP research is on the rise among both academic and commercial researchers.⁴ Its appeal is largely
113 attributable to the opportunity it presents for enhanced recruitment capacity across large
114 geographical areas. By replacing traditional local recruitment, as well as in-person consent and
115 study procedures, with decentralized efforts that leverage social media, internet-based advocacy
116 communities, electronic consent, and sample collection kits sent by mail, DTP projects ameliorate
117 some of the most logistically challenging elements of research study operations.

118 Although regulators are already fairly accustomed to the use of internet recruitment via
119 Facebook postings and the like, electronic consent remains a source of unease for some IRBs and
120 RECs. Online consent protocols range from highly interactive apps with built-in quizzes to simple
121 electronic versions of the paper consent. Most involve breaking traditional consent form
122 information into short sections that must be read and clicked through before advancing. Other
123 alternatives to in-person consent include videoconferencing and consent by phone.

124 There are reasonable concerns about the potential drawbacks of some of these newer forms
125 of consent. The ability to accurately assess competency, for example, has been questioned. One
126 DTP study addressed this concern by using video conference sessions instead of online consent

127 forms to allow for more interactive assessments. Another concern, in the case of a fully online
128 consent, is verification of the identity of the prospective participants. Depending on the level of
129 concern about potentially fraudulent study enrollment, identity verification may be as simple as a
130 follow-up email confirmation, or as complex as the use of online verification services, secure
131 transmission of images from government-issued identification, and even biometrics such as
132 fingerprinting.

133 Perhaps the most oft-cited source of uneasiness about online consent is participant
134 comprehension.⁵ Although the research community largely agrees that paper consent forms
135 burdened by up to 30 or 40 pages of complex medical and legal language do not lend themselves
136 to optimal comprehension, there remains something reassuring about the image of a research
137 professional at the participant’s side, helping to navigate and translate these complexities, and
138 pledging to safeguard the welfare of the participant in accordance with the research protocol.
139 However, published research indicates that information recall scores for online consent are
140 typically consistent with and sometimes better than those using traditional methods.⁶

141 Two well-known DTP research projects that have enrolled substantial numbers of
142 participants are the “Count Me In” and “All of Us” research programs. Both recruit from across
143 the United States, using an online consent process. Count Me In (CMI) is a non-profit cancer
144 research organization, stewarded by the Broad Institute, Dana Farber Cancer Center, Emerson
145 Collective, and the Biden Cancer Initiative. As described on its website, CMI “enables interested
146 patients to share their saliva, blood, stored tumor samples, clinical information, and experiences to
147 help researchers detect new and important patterns in cancer progression and response to treatment
148 across large numbers of people.”⁷ CMI began its work with a single metastatic breast cancer study,
149 but it has since expanded to include prostate cancer, angiosarcoma, esophageal and stomach

150 cancer, osteosarcoma, and brain cancer. In a review of the angiosarcoma (AS) project, CMI
151 researchers reported that 120 patients with this rare cancer registered in the first post-launch month
152 and 338 patients registered within 18 months. The authors explained that “this represents not only
153 a significant proportion of people living with this disease in the U.S., but also a substantially
154 increased pace of enrollment compared to previous efforts (with the largest previous AS study
155 having collected clinical data from 222 patients treated over 14 years).”⁸ They attributed the
156 study’s success to “a patient-partnered approach that leverages social media.”

157 All of Us (AoU), by contrast, does not focus on a specific disease, but instead seeks to
158 enroll one million participants from across the United States in an NIH-sponsored longitudinal
159 cohort study.⁹ Prospective participants consent online via the study’s website, or by downloading
160 a smartphone app. AoU opened for enrollment in May 2018, and as of July 2019, more than
161 230,000 participants had enrolled. Of those, 175,000 participants had contributed biospecimens.
162 The research team reported that “more than 50% of these participants are from groups that have
163 been historically underrepresented in biomedical research.”¹⁰

164 AoU recruits exclusively in the United States and is approved by a single IRB, established
165 specifically for the program, at the NIH. CMI has Dana-Farber/Harvard Cancer Center IRB
166 approval to recruit in the U.S. and Canada. The increased diversity of subjects and enhanced
167 statistical power increase the likelihood of successful outcomes from these studies and suggest that
168 international DTP genomic studies can be fruitful.

169 It is important to note that CMI and AoU are only used as examples of successful DTP
170 recruitment. Contrary to most international DTP genomic research and this article’s use of research
171 on rare disorders, CMI and AoU utilize multiple data sources (and possibly biospecimens). They
172 are designed to have ongoing data collection and support diverse research projects.

173 As discussed in greater detail below, international DTP genomic research presents minimal
174 risks and potentially high scientific benefit to both participants and society at large. An important,
175 often-overlooked benefit is supporting the autonomy of research participants to make informed
176 decisions about whether and how to participate in research.¹¹ According to the Belmont Report:

177 An autonomous person is an individual capable of deliberation
178 about personal goals and of acting under the direction of such
179 deliberation. To respect autonomy is to give weight to autonomous
180 persons' considered opinions and choices while refraining from
181 obstructing their actions unless they are clearly detrimental to
182 others. To show lack of respect for an autonomous agent is to
183 repudiate that person's considered judgments, to deny an individual
184 the freedom to act on those considered judgments, or to withhold
185 information necessary to make a considered judgment, when there
186 are no compelling reasons to do so.¹²

187 Although the Belmont Report was written for the United States, the notion of autonomy extends
188 beyond any single nation's borders. Just as people around the world engage in the global economy
189 as online consumers, so too should those who learn of a research study via the internet or
190 international advocacy groups be permitted to choose whether to participate, provided the research
191 has been approved by an REC.

192 Even though access to the internet is increasing around the world, a digital divide still
193 persists in some countries and in some communities, which could be an obstacle to the
194 democratization of access to research. In addition, some individuals may lack autonomy due to
195 diminished capacity caused by age, health status, limited language fluency, or social circumstances

196 such as culturally based gender roles. Consequently, constraints on enrollment might interfere
197 with the exercise of autonomy and any benefits derived by participation in genomic research on
198 rare disorders.

199 Scientific research also can provide benefits to society as a whole, and this possibility
200 supports the advancement of international DTP genomic research.¹³ Expanding enrollment in
201 genomic studies across borders enhances the diversity of research findings. This differs from the
202 past, where scientific research often targeted, and therefore benefited, a small proportion of the
203 world's population, typically those residing in affluent countries near large academic medical
204 centers. By democratizing access to research participation through remote consent and streamlined
205 procedures for biospecimen collection, there is an opportunity to equalize research participation.
206 No longer do prospective participants need to live in a particular geographic area or have a direct
207 connection to an investigator to take part in research. Instead, they may learn about and enroll in
208 studies through social media or other decentralized means, consent from their own home, and
209 participate by sending a collection kit back to the researcher by mail.

210 Casting a wide net is particularly important in the study of rare genetic diseases and rare
211 cancers, a major focus of DTP genomic research and the use case for this article. It is now well-
212 recognized that errors in the interpretation of the genetic variants causing rare disease, even in the
213 most well-studied populations, have resulted from a lack of data from less represented
214 populations.¹⁴ Furthermore, researchers who seek to advance our scientific understanding of rare
215 diseases cannot rely on traditional recruitment and enrollment methods. Small patient populations
216 are scattered around the globe, and therefore finding an adequate number of participants in a single
217 researcher's own country is rarely possible. An alternative is to identify research collaborators in
218 other countries who might be willing to submit applications to their own ethics committees to

219 recruit study participants in their respective localities. However, the administrative, financial, and
220 regulatory burdens associated with initiating a new protocol at numerous international sites makes
221 this path forward impractical, particularly when only a few participants (or even a single
222 participant) might be eligible at each site.

223 We are aware that equalizing research participation is quite different from equalizing
224 access to health care services that might develop from the research. This is a concern in high
225 income as well as low and middle income countries (LMICs), although the history of research
226 exploitation of residents of LMICs requires additional consideration. Thus, in the informed consent
227 process for international DTP genomic research, claims of direct benefit to participants ought to
228 be extremely modest, and the main motivation for most participants is likely to be altruism.

229 Physical risks associated with genomic research are minimal, as they usually involve only
230 saliva collection and possibly sharing information from one's medical records. The privacy risks
231 to both individual participants and their biological relatives are of greater concern, and they merit
232 careful description in the consent process and thoughtful consideration by both prospective
233 participants and researchers. Among the key privacy-related issues are whether data are in
234 identifiable form, whether stigma or other social harms may result from participation in research,
235 and whether legal protections are in place to prevent discrimination in employment, insurance, or
236 other areas. A detailed discussion of all these issues is beyond the scope of this article.

237 The focus of much DTP genomic research on rare diseases, the principal use case of this
238 article, should not convey the impression that the research will have a limited effect on health. In
239 the U.S., a rare disease is defined as one that affects less than one in 200,000 persons.¹⁵ The World
240 Health Organization (WHO) estimates that there are about 5,000 to 8,000 rare diseases, most with
241 a genetic basis.¹⁶ Worldwide, rare diseases affect about 400 million people, including 25 million

242 in the U.S alone.¹⁷ Scientific advances developed to prevent, diagnose, and treat rare diseases also
243 may be applied to other, more common, diseases. Therefore, existing legal restrictions in many
244 countries on international DTP genomic research have major implications for population health.

245 III. Legal Analyses from 31 Countries

246 An initial, critical question for this overall research project is whether international DTP genomic
247 research is currently lawful in countries around the world. To answer this question the investigators
248 identified experts in research laws from a diverse sample of 31 countries. The list of countries and
249 legal experts appears in Appendix 1. The procedures we followed in devising the questions,
250 including obtaining input from varied stakeholders and experts, is discussed in the introduction to
251 the country reports in this symposium.¹⁸ The complete set of questions appears in Appendix 2. In
252 this section we review some of the most important findings.

253 Questions 4 and 7 are extremely revealing.

254 4. Assume that a researcher from outside your country wants to conduct DTP genomic
255 research in your country:

256 A. Would it be lawful for the researcher to do so without Human Research Ethics
257 Committee (HREC) approval in either the researcher's country or your country?

258 B. Would it be lawful for the researcher to do so if the research were approved by an
259 IRB/REC in the researcher's own country, but was not submitted for approval in your
260 country?

261 C. Would the external researcher be required to have a collaborator in your country?

262 D. Would it matter whether the external researcher is based at a commercial, governmental
263 or academic entity?

264 7. Does your country have laws, policies, or guidelines dealing with genetic or genomic
265 research or genetic or genomic privacy that would apply to international DTP research? Do
266 your national laws on these issues apply outside of your country when residents or citizens
267 of your country enroll in a DTP study conducted abroad?

268 Legal experts were given three options to respond to question 4: “Yes,” “No,” and
269 “Unsure/Other.” They also had an opportunity to describe the bases for their answers. Question 7
270 was open-ended and allowed for more nuance and variation in the responses. From the responses
271 to these two questions we tried to draw conclusions concerning international DTP genomic
272 research’s likely legality and determine whether there are any general trends. In some cases,
273 however, responses to some of the components were given without elaboration or explanation.¹⁹
274 In these circumstances, we sought clarification or referred to other sections of the reports to
275 understand the basis upon which the responses were given. We point out the circumstances in
276 which we were unable to infer how the country experts arrived at their responses. Furthermore,
277 because these are novel legal issues, it was not surprising to see that many of our respondents
278 chose “unsure/other” as an answer, which sometimes limited our ability to find commonalities
279 between their responses.

280 Because DTP research is a relatively recent phenomenon, it is also unsurprising that none
281 of the 31 selected countries had specific legislation regulating international DTP genomic research.
282 Accordingly, the experts in these countries responded in one of two ways: (1) through
283 extrapolation or analogy to existing legislation (statutes or regulations) in related fields, such as
284 genetics, research involving human participants, and health privacy; or (2) through reference to
285 other normative instruments, such as policies or guidelines (soft law). In some circumstances, the
286 experts referred to both legislation and soft law. As a result, the responses reflect the opinions of

287 the legal experts based on related or broader norms in the absence of specific legal provisions.
288 From these opinions, we determined the likely legality (or more accurately, the permissibility) of
289 international DTP genomic research in the current global landscape.

290 **4A. Would it be lawful for the researcher to do so without HREC approval in either**
291 **the researcher’s country or your country?**

292 Generally, a researcher who wants to conduct DTP genomic research in a foreign
293 jurisdiction will have to obtain either external or local HREC approval, as 22/31 of our selected
294 legal experts considered such research to be unlawful without external or local HREC approval
295 (Table 1).²⁰

Table 1:

Would it be lawful for the researcher to do so without HREC approval in either the researcher’s country or your country?	
Yes	1 (3.2%)
No	22 (71%)
Unsure	5 (16.1%)
Other	3 (9.7%)
Total	31

296 Legal experts in 12 out of these 22 countries based their responses solely on legislation that
297 explicitly requires either local or external ethical approval for the conduct of research activities
298 (Table 2).²¹

Table 2:

Normative Requirements for External and Local HREC Approval	
Legislation	12 (54.5%)
Soft Law	9 (40.9%)
Both Legislation and Soft Law	1 (4.6%)
Total	22

299 As previously stated, these conclusions derive from related legislative norms. In the absence of
300 express legislative guidance, 9 of the 22 countries referred exclusively to soft law documents, such
301 as policy statements or guidelines, in their responses (Table 2).²² None of the 10 countries had any

302 specific documents in place that explicitly addressed international DTP genomic research. Legal
303 experts therefore drew upon related norms pertaining to research conduct, as was done within the
304 legislative context. Nigeria drew upon both legislative and soft law documents. As with prevailing
305 legislative norms, policy statements and guidelines generally require that research projects be
306 reviewed and approved prior to commencement. While these documents are not legally binding,
307 they are an expression of best research practices. Moreover, as they are more flexible than
308 legislation, they may be more readily amended to account for new research developments. As a
309 result, they may be consulted as authoritative normative frameworks potentially applicable within
310 the context of international DTP genomic research.

311 Legal experts in 5 out of 31 countries responded “unsure” as they were either unsure of the
312 applicability of their countries’ current legislation to international DTP genomic research or stated
313 there was no legislation applicable to international DTP genomic research (Table 1).²³ Legal
314 experts in the remaining 3 of 31 countries responded “other,” stating that the applicability of
315 current legislation would vary depending on the circumstances of the research (Table 1).²⁴
316 Germany is the only country where external or local HREC approval is not required in all cases,
317 including DTP genomic research. In Germany, however, health research is regulated at a
318 professional and institutional level, and ethics approval is required where a licensed medical
319 practitioner is involved or in other narrow regulatory circumstances.

320 In brief, a survey of our legal experts’ reports indicates that the requirement for HREC
321 approval is a well-established principle in the conduct of various forms of research. Pending
322 specific legislation, it is apparent from existing norms that in most cases either external or local
323 HREC approval will be required for international DTP genomic research projects.

324 **4B. Would it be lawful for the researcher to do so if the research were approved by an**
325 **IRB/REC in the researcher’s own country, but was not submitted for approval in your**
326 **country?**

327 Of the 22 countries in which our legal experts stated it would be unlawful to conduct DTP
328 genomic research with neither external nor local HREC approval, the majority (17/22) considered
329 it would also be unlawful to carry out the research without local HREC approval, even if external
330 approval had been obtained.²⁵ We include Peru within this grouping despite an “unsure” response.
331 This observed trend outlines the prevalence of local HREC approval over approval given by a
332 foreign HREC. As a result, for the majority of countries (17/31) DTP genomic research without
333 local HREC approval will be proscribed (Table 3).

Table 3:

Would it be lawful for the researcher to do so if the research were approved by an IRB/REC in the researcher’s own country, but was not submitted for approval in your country?	
Yes	5 (16.1%)
No	17 (54.8%)
Unsure/Other	9 (29%)
Total	31

334 Of the 17 countries that stated that it would be unlawful to conduct DTP genomic research
335 without local HREC approval, 11 based their responses solely on legislation (Table 4).²⁶

Table 4:

Normative Requirements for Local HREC Approval	
Legislation	11 (64.7%)
Soft Law	5 (29.4%)
Both Legislation and Soft Law	1 (5.9%)
Total	17

336 The remaining 5 out of 17 based their responses solely on soft law documents (Table 4).²⁷ As
337 noted earlier, Nigeria drew upon both categories of norms.

338 Of the initial 22 countries that stated it would be unlawful to carry out DTP genomic
339 research without local or external approval, 4 stated that such research would be lawful with

340 external HREC approval, even without local approval: Australia, Canada, Japan, and Spain. These
341 responses are not definitive, however, as there may be certain circumstances where local HREC
342 approval will be required.²⁸ The responses for Australia, Canada, and Japan were based mainly on
343 soft law documents, whereas Spain drew on legislation.

344 Legal experts in 9 out of 31 countries were “unsure” as to whether DTP genomic research
345 could be conducted solely with external HREC approval (Table 3).²⁹ This was due either to lack
346 of explicit legislation or soft law (Jordan, France, Greece, Singapore, South Korea), or variability
347 in the applicability of existing norms (Finland, United States).

348 The report for Germany stated it would be lawful to conduct DTP genomic research solely
349 on the basis of external HREC approval. However, as previously stated, this would depend on
350 whether HREC approval would be required in the researcher’s home country. Moreover, German
351 HREC approval may be required if the research forms part of a clinical trial in Germany.

352 In sum, the majority of legal experts consider it to be unlawful for a researcher to conduct
353 DTP genomic research in their respective countries without local HREC approval, even if the
354 research had received external HREC approval. Even in cases where legal experts responded
355 “unsure” or “yes,” there may be cases where local HREC would be required.

356 **4C. Would the external researcher be required to have a collaborator in your country?**

357 Legal experts were divided on whether external researchers would be required to have local
358 collaborators in their respective countries when conducting DTP genomic research. Twelve out of
359 31 experts stated that the presence of a local collaborator would not be required, 9 out of 31 stated
360 that it would be required, and 10 out of 31 were unsure (Table 5).

Table 5:

Would the external researcher be required to have a collaborator in your country?

Yes	9 (29%)
No	12 (38.7%)
Unsure/Other	10 (32.3%)
Total	31

361 Of the 12 experts who stated that the presence of a local collaborator would not be required
362 where foreign researchers conducted DTP genomic research in their respective countries, 4 stated
363 that existing legislation did not explicitly require the presence of a local collaborator.³⁰ Four of
364 the 12 experts stated that soft law norms did not mandate that external researchers have a local
365 collaborator.³¹

366 Out of the 9 experts who stated that external researchers would be required to have a local
367 collaborator in their respective countries, 5 derived their responses from legislative sources.³² The
368 remaining 4 out of 9 experts relied on existing soft law norms.³³ Ten out of 31 legal experts were
369 unsure whether external researchers would require a local collaborator. Of these 10 experts, 4
370 stated that, despite not being required by legislation, the presence of a local collaborator would be
371 required as a matter of practicality.³⁴ Two of these 10 countries did not have any explicit
372 statements in legislation or soft law addressing the need for a local collaborator, and therefore legal
373 experts were unsure if it would be a requirement. In 2 of these 10 countries, the requirement for a
374 local collaborator depended upon the context of the research.³⁵

375 Thus, despite several legal experts responding that a local collaborator is not explicitly
376 required in their home countries, the possibility for local collaboration cannot be ruled out.
377 Altogether, in addition to the 9 legal experts stating that it would be required, an additional 6 stated
378 that it would be necessary either as a practicality or in certain circumstances.³⁶ Therefore,
379 according to our experts, most of the countries studied would require the presence of a local
380 collaborator when conducting international DTP genomic research.

381 **4D. Would it matter whether the external researcher is based at a commercial,**
382 **governmental or academic entity?**

383 External researchers' institutional affiliations do not generally affect the legality of the
384 conduct of their research, with 25 out of 31 respondents replying that it would not matter if the
385 researcher were based at a commercial, governmental, or academic institution (Table 6).³⁷

Table 6:

Would it matter whether the external researcher is based at a commercial, governmental or academic entity?	
Yes	25 (80.6%)
No	4 (12.9%)
Unsure/Other	2 (6.5%)
Total	31

386 In 13 of these 25 countries, the insignificance of an external researcher's institutional affiliation
387 derived from legislation,³⁸ 9 of the 25 countries drew from soft law documents,³⁹ and Nigeria drew
388 from both legislative and soft law sources.⁴⁰

389 Four of 31 legal experts stated it would matter whether the external researcher were based
390 at a commercial, governmental, or academic entity (Table 6).⁴¹ However, this may not always be
391 determinative. In China, for instance, academic-based research projects are more easily approved
392 than commercial- or government-based projects. In India, the importance of the researcher's
393 affiliation will vary depending upon the type of research project and its objectives. Two out of 31
394 legal experts were unsure whether the external researcher's affiliation would have an impact upon
395 the lawfulness of the research (Table 6).⁴² This is due to lack of explicit legislative or soft law
396 guidance. In sum, researchers of various categorizations may engage in international DTP
397 genomic research subject to requirements for ethics approval. The overall irrelevance of
398 institutional affiliation, when viewed in light of the global requirement for ethics approval,

399 indicates that ethics approval remains the basic consideration in the context of international DTP
400 genomic research.

401 **7. Does your country have laws, policies, or guidelines dealing with genetic or genomic**
402 **research or genetic or genomic privacy that would apply to international DTP**
403 **research? Do your national laws on these issues apply outside of your country when**
404 **residents or citizens of your country enroll in a DTP study conducted abroad?**

405 The majority (26 out of 31) of legal experts reported that their respective countries had
406 existing legislation and/or soft law documents dealing with genetic or genomic research or genetic
407 or genomic privacy (Table 7).

Table 7:

Does your country have laws, policies, or guidelines dealing with genetic or genomic research or genetic or genomic privacy that would apply to international DTP research?	
Yes	26 (83.9%)
No	5 (16.1%)
Total	31

408 Fifteen of 31 legal experts reported having legislation and/or soft law in their countries dealing
409 expressly with genetic or genomic research or genetic or genomic privacy.⁴³ This finding can be
410 illustrated through the GDPR, which protects genetic data as a special category of personal data.
411 In the absence of specific normative guidance relating to genetic or genomic research or genetic
412 or genomic privacy, legal experts in 11 of 31 countries reported legislation and/or soft law in
413 related domains that could be applicable to international DTP research.⁴⁴ Such domains include
414 general privacy norms, health laws, and norms regulating the conduct of research involving human
415 participants. Legal experts in 5 of 31 countries reported a lack of legislation or soft law in their
416 respective countries regarding genetic or genomic research or genetic or genomic privacy.⁴⁵

417 Concerning the application of local norms to residents or citizens enrolled in DTP genomic
418 studies conducted abroad, national laws are generally territorial and do not apply outside their
419 respective jurisdictions. This, however, is subject to certain exceptions. Legal experts in 10 out
420 of 31 countries stated that national norms could apply extraterritorially to DTP studies under
421 certain circumstances (Table 8).⁴⁶

Table 8:

Do your national laws on these issues apply outside of your country when residents or citizens enroll in a DTP study conducted abroad?	
Yes	10 (32.3%)
No	4 (12.9%)
It depends	10 (32.3%)
Unsure/Did not respond	3 (9.7%)
No applicable norms	4 (12.9%)
Total	31

422 Several legal experts noted this was the case where recruitment of citizens or residents took place
423 within their respective jurisdictions or where there was a substantial connection between the study
424 and the country.⁴⁷ An additional 10 of 31 legal experts stated that national norms in their respective
425 countries applied extraterritorially (Table 8).⁴⁸ It should be noted here that the majority of these
426 10 countries are member states of the European Union and referred to the GDPR as being
427 applicable in their responses,⁴⁹ even where local norms did not apply extraterritorially.⁵⁰ The
428 GDPR applies extraterritorially to entities that process the personal information of EU residents,
429 whether these entities are European-based or not. Four out of 31 legal experts stated that their
430 national norms did not apply extraterritorially⁵¹ and 3 out of 31 were either unsure as to their
431 application or did not address the issue of extraterritoriality (Table 8).⁵² The remaining countries
432 reported not having any norms relating to genomic or genetic research or genetic or genomic
433 privacy, thus the issue of extraterritoriality was neither raised nor relevant to the discussion.⁵³

434 Although international DTP genomic research has yet to be addressed by legislators or
435 policymakers in our selected 31 countries, genetic or genomic research or genetic or genomic
436 privacy have been addressed, either explicitly or indirectly, in existing legislation and soft law
437 documents. In the absence of express normative guidance, these frameworks may be applicable
438 to international DTP genomic research.

439 Our survey represents an attempt to discern the legality of conducting international DTP
440 genomic research based on the opinions of legal experts in 31 countries. Because it is a recent
441 development, DTP genomic research has not been regulated by specific legislation. Consequently,
442 legal experts referred to existing legislation pertaining to related subject matters or, where
443 applicable, to soft law documents, such as guidelines or policy statements. From these norms, our
444 legal experts formulated reasoned opinions on the legality of international DTP genomic research
445 through extrapolation or analogy.

446 Overall, the majority of legal experts responded that either external or local HREC
447 approval would be required to conduct DTP genomic research in their home countries. Moreover,
448 the majority stated that local HREC approval would be required. In addition to local HREC
449 approval, the presence of a local collaborator is generally required. In the majority of countries,
450 there are no restrictions on the conduct of international DTP genomic research based on the
451 researcher's institutional affiliation. Additionally, the majority of countries already have
452 legislation in place dealing with some aspects of genetic or genomic research or genetic or genomic
453 privacy that may be applicable to international DTP genomic research. Finally, in answering
454 question 10, a majority of legal experts stated that they were unsure whether their respective
455 countries' legislation or soft law would change in the next 5-10 years because of increasing
456 international DTP genomic research.⁵⁴

457 IV. International Restrictions on Research

458 International DTP genomic research requires that biospecimens or the resulting genetic data cross
459 state and national borders. As the preceding section makes clear, however, International DTP
460 genomic researchers must navigate a daunting combination of national and international law. And
461 given the global trend toward more stringent data protection laws, the legal landscape governing
462 scientific research, including international DTP genomic research, will likely become even more
463 complex in the coming years. In this section, we explore several recent developments that serve
464 as case studies of the current complexity and uncertainty facing international DTP genomic
465 researchers, as well as some consequences of legal restrictions on scientific research.

466 *United States*

467 Given the lack of comprehensive data privacy legislation in the United States, scientific research
468 and the flow of genetic information are governed by a patchwork of federal and state laws.⁵⁵ There
469 are currently over 200 statutes in effect in 49 states and the District of Columbia that implicate
470 genetics and genomics in a variety of contexts, including ownership of genetic data, employment
471 and insurance discrimination, health insurance coverage, privacy, research, and the use of residual
472 newborn screening specimens.⁵⁶ For example, some states have deemed genetic information to be
473 the property of the individual being tested⁵⁷ and/or impose informed consent requirements for
474 genetic testing and analysis.⁵⁸ States may also regulate the retention of biospecimens and the
475 resulting data in healthcare and research,⁵⁹ impose security requirements for genetic data or other
476 health records,⁶⁰ or convey additional protections to research participants (e.g., applying Common
477 Rule protections to all human subjects research).⁶¹

478 The diversity of state laws poses challenges for researchers seeking to recruit subjects from
479 jurisdictions across the country. These challenges may be heightened in the context of research
480 that relies on the DTP model, as such efforts have the potential to implicate laws in multiple
481 jurisdictions (e.g., laws in place in the state where either the researcher or participants reside, or
482 both). Such laws might vary considerably with respect to the protections afforded participants or
483 the restrictions placed on researchers (and in some cases they may be in direct conflict). Although
484 state laws that conflict with federal law may be preempted in certain circumstances, many existing
485 federal statutes (e.g., Health Insurance Portability and Accountability Act (HIPAA), Genetic
486 Information Nondiscrimination Act (GINA), and Clinical Laboratory Improvement Amendments
487 (CLIA)), permit states to adopt more protective laws.⁶²

488 In the absence of congressional action, more comprehensive data privacy laws are being
489 enacted and implemented at the state level. For example, the California Consumer Privacy Act of
490 2018 (CCPA),⁶³ effective on January 1, 2020, is leading the way, with other states likely to enact
491 similar legislation.⁶⁴ This legislation and pending bills vary in their scope and whether they
492 explicitly address research or genetic information, but, like the European Union's General Data
493 Protection Regulation (GDPR), commonly grant access and correction rights to individuals and
494 impose restrictions on the use and sharing of personal information without explicit consent. It
495 remains to be seen whether the United States will adopt comprehensive data privacy legislation,
496 and if it does, whether Congress will preempt state laws in favor of a more uniform law.

497 *Europe*

498 Legal uncertainty is not confined to jurisdictions like the United States that lack comprehensive
499 privacy legislation, a fact illustrated by the GDPR.⁶⁵ Implemented in May 2018, the GDPR is a
500 sweeping law imposing restrictions on the processing of personal information of individuals

501 residing in the European Economic Area (EEA) and grants numerous rights to data subjects.
502 Because the GDPR applies to any entity that targets EEA residents, regardless of whether the entity
503 has a presence in Europe, the effects of the GDPR are being felt worldwide and will likely affect
504 researchers engaged in DTP genomic research. In addition, the GDPR has served as a model for
505 similar legislation in other, non-EU jurisdictions.⁶⁶

506 The GDPR designates genetic data as a “special category of personal data,”⁶⁷ processing
507 of which is generally prohibited unless “the data subject has given explicit consent to the
508 processing of those personal data for one or more specified purposes.”⁶⁸ However, the GDPR
509 contains several provisions designed to facilitate scientific research. For example, although the
510 GDPR typically prohibits further processing of data in a manner that is incompatible with the
511 “specific, explicit, and legitimate purposes” for which it was initially collected (i.e., “purpose
512 limitation”), this requirement is relaxed if carried out “for purposes in the public interest, scientific
513 or historical research purposes or statistical purposes.”⁶⁹ Similarly, the GDPR permits storage of
514 data for research purposes for longer periods than would otherwise be permitted under the
515 regulations in most circumstances (“storage limitation”).⁷⁰

516 The GDPR defers to the law of the EU or Member States in several key areas that could
517 have a dramatic impact on scientific research.⁷¹ For example, under Article 9(4) of the GDPR,
518 “Member States may maintain or introduce further conditions, including limitations, with regard
519 to the processing of genetic data, biometric data or data concerning health.”⁷² Member State law
520 may also specify conditions under which a researcher may use genetic data for research purposes
521 without consent,⁷³ and Member states may adopt derogations that eliminate, in the context of
522 research, rights generally afforded by the GDPR (e.g., access and correction rights, the right to
523 object, and restrictions on processing), “in so far as such rights are likely to render impossible or

524 seriously impair the achievement of the specific purposes, and such derogations are necessary for
525 the fulfilment of those purposes.”⁷⁴

526 Broad consent (i.e., a single consent for future, unspecific uses of data for scientific
527 research)⁷⁵ is another important area where the GDPR defers heavily to EU or Member State law.
528 Recital 33 allows Member Nations to permit broader, less specific consent than would generally
529 be allowed by Article 9. Recognizing that “[i]t is often not possible to fully identify the purpose
530 of personal data processing for scientific research purposes at the time of data collection,” the
531 recital states that “data subjects should be allowed to give their consent to certain areas of scientific
532 research when in keeping with recognized ethical standards for scientific research.”⁷⁶ It remains
533 to be seen how Member States will interpret these provisions. For example, Germany’s
534 Conference of German Data Protection Authorities recently issued a resolution on its interpretation
535 of Recital 33 in which it interpreted “certain areas of scientific research” relatively narrowly,
536 requiring specific consent for the vast majority of research projects.⁷⁷ In situations where broad
537 consent is indispensable to the research, German regulators specified several additional safeguards
538 for researchers to consider, such as REC approval for additional research purposes and enhanced
539 transparency and security measures, including restrictions on transfers of personal data to other
540 countries with less stringent data protection laws.⁷⁸

541 The result of the GDPR’s deference to the law of Member States results in considerable
542 uncertainty surrounding the cross-border use of personal data, including genetic information. Not
543 all Member states have applicable laws governing research and/or genetic data, and those that do
544 can vary considerably or even directly conflict with one another.⁷⁹ Despite the GDPR’s deference
545 to Member State laws in the several key areas discussed above, the GDPR lacks clarity surrounding
546 the appropriate resolution of these potential intra-EU conflicts of law.⁸⁰ However, there are

547 indications that Member states are willing to work cooperatively to address such issues as they
548 arise. For example, 13 European countries recently signed a declaration of cooperation⁸¹ designed
549 to facilitate the sharing of genetic information across borders for medical research.⁸²

550 *South Africa*

551 South Africa is in the process of implementing data privacy regulations inspired by an early draft
552 of the GDPR.⁸³ However, the Protection of Personal Information Act (POPIA),⁸⁴ passed in 2013
553 and slated to go into effect in 2020, lacks some of the research provisions added in subsequent
554 drafts of the GDPR. As a result, many scholars and researchers fear the law has the potential to
555 negatively affect scientific research in the country.⁸⁵ For example, there is considerable
556 uncertainty surrounding the law's restrictions on broad consent,⁸⁶ which is currently permitted in
557 South Africa under existing guidelines and endorsed by the Academy of Science of South Africa.⁸⁷
558 Although there is ongoing disagreement about the extent to which the POPIA will preclude broad
559 consent, there are concerns that the law not only creates uncertainty for future research, but that
560 the POPIA's restrictions could require the destruction of previously collected biospecimens unless
561 individuals were re-consented, a development that would have dire consequences for biobanks and
562 the researchers who rely on reanalysis of such biospecimens.⁸⁸ Others have expressed concerns
563 that the law's restrictions on sharing certain types of sensitive information (e.g., HIV status) will
564 hinder important infectious disease research.⁸⁹

565 Developments in South Africa are being closely followed as the law has the potential to
566 influence data protection legislation across the continent. Few African nations have adopted data
567 privacy legislation (although several are considering it) and may look to South Africa as they
568 contemplate data privacy legislation or research regulations of their own.⁹⁰

569 *India*

570 Recent developments in India serve as a useful case study of how well-intentioned regulatory
571 reform can create uncertainty that stifles scientific research. In the decades preceding 2013, India
572 had become home to a robust clinical trials industry. However, widespread media reports began
573 to emerge alleging that thousands of clinical trial participants within the country had died in just
574 the last several years.⁹¹ In response, India's Supreme Court issued a sweeping ruling in 2013 that
575 placed restrictions on clinical trials conducted within the country.⁹² The decision halted over 150
576 clinical trials, impacting local researchers, large multinational pharmaceutical companies, and
577 dozens of NIH-funded clinical trials.⁹³

578 The Indian government subsequently convened an "Expert Committee" tasked with issuing
579 recommendations for improving regulation of clinical trials.⁹⁴ Among the Committee's numerous
580 recommendations were accreditation requirements for institutions carrying out clinical trials,⁹⁵
581 mandatory audio-video recording of each trial participant providing informed consent,⁹⁶
582 requirements that researchers provide compensation for research-related injuries,⁹⁷ and the
583 provision of ancillary medical care for study participants for medical issues that arose during the
584 course of a trial, even those unrelated to the research.⁹⁸ In response to the recommendations, the
585 government began to consider, and in some cases implement, a number of regulatory changes⁹⁹
586 that quickly resulted in considerable uncertainty amongst researchers, who worried about their
587 potential liability for future compensation and medical care and expressed concerns about the
588 unintended consequences of requirements such as mandatory video recording of study
589 participants.¹⁰⁰ Indian investigators lamented that they were "suddenly looked upon as partners in
590 the crime committed by a few of their kind" and that prior to the fallout created by the ruling,

591 “[their] poor patients who could not afford even the basic standard of care were getting the best
592 care on these global trials.”¹⁰¹

593 As the regulatory landscape in India continues to evolve, it remains to be seen whether the
594 country will strike a balance that protects participants without unduly inhibiting scientific research.
595 India has since issued clarifications regarding the scope of some of the regulations discussed above
596 and has retreated entirely from certain requirements.¹⁰² Despite some lingering uncertainty, there
597 is evidence that clinical trials have begun to return to the country.¹⁰³ Regardless of the ultimate
598 outcome, India’s experience illustrates the dramatic effects that regulatory uncertainty can have
599 on scientific research.

600 *China*

601 Other jurisdictions may adopt restrictions that specifically target international researchers, such as
602 those that recently took effect in China.¹⁰⁴ In May 2019, the Chinese State Council released a new
603 regulation governing scientific research within the country (“Regulation of Human Genetic
604 Resources”).¹⁰⁵ The regulation, which went into effect on July 1, 2019, broadly defines Human
605 Genetic Resources (RGRs) to include biospecimens as well as the resulting data, and has the
606 potential to dramatically affect international scientific research, including DTP research within the
607 country.¹⁰⁶

608 The regulations place a number of restrictions on international researchers, including a
609 prohibition on accessing biospecimens or data from within the country without a Chinese
610 collaborator.¹⁰⁷ These collaborations must be pre-approved by the Chinese Ministry of Science
611 and Technology and are subject to, among other things, “a security review if it might affect public
612 health, national security or public interest.”¹⁰⁸ In addition, all scientific data resulting from such a
613 collaboration must be made available to the Chinese government,¹⁰⁹ and any export of genetic

614 information also requires a permit that is subject to security review if it affects public health,
615 national security, or the public interest.¹¹⁰ Export of biospecimens is even more difficult, as it is
616 permitted only if it is “truly necessary” to the collaboration.¹¹¹ The regulations impose steep
617 penalties for engaging in research without approval or for obtaining biospecimens without
618 informed consent; researchers who run afoul of the regulations could face steep monetary penalties
619 of up to 10 million yuan (nearly \$1.4 million U.S. dollars).¹¹²

620 Taken together, these restrictions are likely to serve as a barrier to foreign scientific
621 research within the country, including DTP research. However, it is worth noting that China,
622 unlike other countries that have implemented or may be contemplating research restrictions, has a
623 relatively robust scientific infrastructure.¹¹³ Chinese researchers may be able to fill the gap left by
624 international researchers in a way that may not be possible in countries that lack such infrastructure
625 (e.g., developing countries that are of intense interest to researchers, such as African nations).¹¹⁴

626 *Regulatory Challenges*

627 Effective regulation must balance the interests of various stakeholders, including research
628 participants, researchers, and the public more broadly, and will require cross-border coordination
629 and cooperation. Restrictive regulations may often be a legitimate response to ongoing or
630 historical abuses, including concerns about exploitative research by international researchers. Yet,
631 as the above examples indicate, well-intentioned regulations can have unintended consequences
632 that can reduce participant autonomy, stifle scientific progress, and may ultimately be detrimental
633 to public health.

634 V. International Research Ethics Equivalence

635 Some key findings of the 31 country analyses by our international legal experts are that a majority
636 of the countries examined would require ethics review in both the home country of the researcher
637 and of the participant, with some countries also requiring collaboration with a local researcher.
638 These legal requirements seem based on the following assumptions: (1) having multiple ethics
639 reviews is beneficial; (2) local ethics review is necessary to consider unique social and cultural
640 conditions; and (3) local researcher involvement promotes important interests, such as scientific
641 capacity building, economic development, and protection of the country's biological resources.

642 In considering these assumptions, it is important to remember that the various governments
643 did not establish multi-site review with international DTP genomic research in mind. Rather, these
644 legal enactments predate international DTP genomic research and therefore had "traditional"
645 research in mind, meaning that each research undertaking involved, at most, a few countries; the
646 research was more likely to be invasive or interventional and therefore of greater risk than DTP
647 genomic research; and each research site had many more participants enrolled than typically enroll
648 for DTP genomic research on rare diseases. Nevertheless, before advocating for a change from
649 the legal status quo, we need to address the bases of the current rules.

650 It is clear from many studies that multiple ethics reviews often result in multiple ethics
651 conclusions. This is not necessarily a function of different perspectives being considered
652 internationally; multiple reviews in the same country often result in different conclusions. In short,
653 RECs are inconsistent.¹¹⁵ The different results are more likely a function of inadequate training of
654 REC staff and committee members,¹¹⁶ and frequently an overemphasis on idiosyncratic procedural
655 requirements of each REC. Although it is important to consider social and cultural conditions,¹¹⁷
656 there is no evidence of the relative effectiveness of domestic or local ethics review versus other
657 forms of ethics review.

658 A recent study explored the opinions of 25 experts in research ethics review from a broad
659 sampling of countries, specifically considering data-intensive research, the closest analogy to DTP
660 genomic research yet reported.¹¹⁸ Semi-structured interviews were used to probe the issue of
661 multi-site ethics review. Among its conclusions: “The underlying thread in all the distinct problem
662 areas identified is the notion of *systemic inefficiency* and *substantive weakness* reflected, for
663 example, in apprehension to novel or emerging forms of science, a focus on tick-box procedures,
664 and a lack of reasoned, principled decisions.”¹¹⁹

665 Although different REC procedures and a lack of harmonization result in lamentable
666 differences, the foundational values of independent ethics review are largely the same across many
667 countries. The Global Alliance for Genomics and Health (GA4GH) published its Ethics Review
668 Recognition Policy in 2017¹²⁰ to assess and regularize international genomic research review. The
669 background research for this policy involved the assessment of research ethics review in 39
670 countries, including interviews with experts. The foundational principles of the Framework track
671 those of individual countries: respect individuals, families, and communities; advance research
672 and scientific knowledge; promote health, wellbeing, and the fair distribution of benefits; and
673 foster trust, integrity, and reciprocity.¹²¹

674 The United Nations Educational, Scientific and Cultural Organization (UNESCO), in its
675 Universal Declaration of Bioethics and Human Rights, specifies traditional ethics review criteria,
676 including informed consent, privacy/confidentiality, benefit/risk ratio, return of results, protection
677 of the interests of vulnerable persons/communities, and research integrity and safety.¹²² We would
678 note that for both the GA4GH and UNESCO declarations the key will be how these principles are
679 applied in various settings.

680 It is also important to stress that having equivalent principles and processes does not mean
681 homogenization. There may be different outcomes or rationales used by RECs in different
682 locations, but this also characterizes the results of ethics review in different locations of the same
683 country. Although better training and communication among ethics review organizations remains
684 an overall goal, there is a fundamental research ethics equivalence of research ethics standards in
685 much of the world. As applied to consensual, data intensive, low risk, international DTP genomic
686 research, equivalency can be relied upon to achieve adequacy and justify reciprocity.¹²³

687 VI. Cultural Considerations

688 Anthropologists and others have long challenged the notion of a universal bioethical paradigm,
689 arguing that the principles of bioethics are steeped in tenets and assumptions of Western
690 philosophical rationalist thought.¹²⁴ Scholars have argued that cultural interpretations of ethical
691 concepts, such as autonomy and justice, “are not merely related to alternate understandings of
692 knowledge, but often represent a fundamental difference in conceptions of the universe and ways
693 of viewing the world.”¹²⁵ Consequently, it has been asserted that researchers’ reliance on the role
694 of the individual, especially in the informed consent process, fails to account for the value that
695 many groups place on shared governance and decision-making.¹²⁶

696 In response to this criticism, community consultation has been used to obtain information
697 about the interests, values, and traditions of groups, as well as earning the trust of participants and
698 their community. Community or family consultation may be especially important in genomic
699 research, in which data collection and dissemination may have potential risks and benefits to an
700 entire group.¹²⁷ Further, in many parts of the world, and among diverse populations, consent is a

701 communal process of collective decision-making in which community leaders, councils of elders,
702 religious authorities, extended families, or spouses may play important roles.¹²⁸

703 The conclusions about the role of cultural considerations in research have been largely
704 based on a research model where researchers directly recruit participants, often enroll several or
705 numerous participants from the same community, interact directly with participants in the
706 enrollment phase and throughout the study, and conduct research involving more than minimal
707 risk, possibly including a risk of reputational harm for a community or population group.

708 International DTP genomic research on rare disorders shares few, if any, of these
709 characteristics. Enrollment is online and may be initiated by the participant as well as the
710 researcher, there is usually no personal interaction between the researcher and participant, there
711 may be only a single individual from a geographical area or community enrolled, and the research
712 is data based (i.e., non-interventional) and generally considered to be “low risk.”

713 An important area in which socio-cultural considerations should be explored is in the
714 concept of “minimal risk” or “low risk,” a crucial element of our proposal for single-site ethics
715 review for international DTP genomic research. Some threshold questions are: How is the concept
716 of minimal risk research viewed in diverse countries and communities? Who determines it? What
717 criteria are used to assess the level of risk of a particular protocol? How does risk vary in discrete
718 populations, including minority and indigenous groups? While recognizing the importance of
719 thoroughly and sensitively exploring these questions, we argue below that, in the context of
720 genomic research on rare disorders, these questions can be addressed in single-site review.

721 To the extent that community consultation is valuable for international DTP genomic
722 research, the relevant “community” may be families with a rare genetic disease, and the researchers
723 may be able to interact with community members all over the world through their online

724 community before, during, and after the study. In communities requiring that participation
725 decisions involve individuals other than the prospective participant, the prospective participants
726 *themselves* (to the extent they can do so without personal risk) may want to seek consultation with
727 individuals or groups they deem to be most appropriate.

728 Local cultural considerations are important to ethics review, especially as applied to
729 minority or indigenous populations.¹²⁹ Nevertheless, it is not clear that local ethics review is
730 necessary to ensure that socio-cultural conditions are considered so long as external ethics review
731 incorporates knowledgeable input on local considerations.¹³⁰ In addition to the balancing of risks
732 and benefits and informed consent, other cross-cultural issues for researchers and RECs to consider
733 include storage and future re-use of samples, secondary data and sample sharing, and return of
734 results.¹³¹ Further research is critical to determining the ways in which cultural considerations
735 should be included in international DTP genomic research.

736 VII. Ethical and Policy Analysis

737 Our analysis in the preceding sections makes it clear that there are significant legal barriers to
738 expanding DTP genomic research across international boundaries. Far from uncovering a simple
739 solution, our examination of the legal frameworks of 31 countries helps bring into focus the
740 complexity of these issues. Although ethics review is required by virtually every country, the
741 specifics of this review vary from country to country. For example, the specific process for
742 investigators to seek approval for their protocols, and the process used by ethics review members
743 to evaluate these protocols, is not consistent.

744 These discrepancies represent a core challenge for international DTP genomic research.
745 Because of these procedural differences, international research has typically been conducted using

746 a multi-site, networked approach. In this model, there is at least one collaborator in each country
747 where participants will be recruited, with ethics approval sought independently according to the
748 requirements of each country. As we have discussed, however, this is simply not a scalable model
749 for international DTP genomic research. Because much of this research and the use case for this
750 article focus on rare diseases, there may be as few as only one or two persons in each country with
751 a condition of interest. As a result, obtaining separate ethics review in each country quickly
752 reaches a point of diminishing returns and infeasibility.

753 Our examination of the legal frameworks in each country brings the challenge of
754 international DTP genomic research into stark relief, but it also hints at a possible solution. As
755 noted previously, the underlying frameworks of research ethics in much of the world are
756 remarkably consistent. For example, the requirement for prospective ethics review of research
757 protocols is nearly universal, and the principles of research ethics that RECs are expected to apply
758 in their review are nearly always compatible with one another. This consistency in the ethical
759 frameworks underlying research policies around the world is likely attributable to the common
760 conceptual and historical roots of these policies. Many of these principles were first articulated in
761 the Nuremberg Code in 1947.¹³² Subsequently, the Declaration of Helsinki¹³³ of 1964 was
762 developed and revised by the World Medical Association through decades of international
763 collaboration. As a result, the Declaration of Helsinki has become a *de facto* standard for both its
764 explication of the principles of ethical research and its description, in general terms, of the
765 mechanisms that should be used to ensure that research with humans is conducted in an ethical
766 manner. This standard has proven influential throughout the world as countries have sought to
767 codify these principles into policy.

768 The fundamental agreement of research policies around the world indicate that single-site
769 review for international DTP genomic research (in the U.S., often referred to as “central IRB
770 review”) may be a viable solution to the lack of scalability created by country-by-country review.
771 In the international single-site review model, investigators in one country would receive
772 prospective ethics review in their own country for their international DTP genomic research
773 protocol. The approval would then be deemed adequate by all countries that recognize approval
774 in the investigator’s country as a legally effective approval for research with residents in the
775 participants’ country. This approach is analogous to in-country central review, an option already
776 available in many countries, but it would extend the authority of central review across international
777 borders.

778 In this section, we consider the ethical considerations and historical contingencies that led
779 to the use of local, site-by-site ethics review throughout most of the world. We then review the
780 factors that have led over time to the development of frameworks for in-country, single-site review,
781 and why the extension of single-site review across international borders is acceptable from a policy
782 and ethics perspective. We then lay the groundwork for our recommendations by examining why
783 this approach is well-suited for international DTP genomic research.

784 A. *History of Local Ethics Review*

785 Extending back to its earliest applications in the 1950s,¹³⁴ ethics review of human research
786 protocols has been primarily a local activity. Throughout the world, ethics reviewers typically live
787 in the same community or even work in the same institution as the researcher proposing the
788 research. When the NIH introduced peer review for intramural research conducted with healthy
789 volunteers in 1953, the review panel was composed of peer researchers also working in the NIH
790 Clinical Center.¹³⁵ Over twenty years later, when the first regulations applicable to extramural

791 researchers were promulgated in the U.S., they called for institutions to develop their own review
792 boards composed of both local experts and community members.¹³⁶ This is precisely the reason
793 why ethics review committees in the U.S. are referred to as *Institutional* Review Boards; they
794 largely operate within a single institution. Despite the difference in terminology, RECs throughout
795 the world still operate primarily on a local scale.

796 Several interrelated factors have contributed to the adoption of local review, as opposed to
797 regional or national review. Most research with human participants conducted in the twentieth
798 century was conducted at a single site, typically under the direction of a single lead investigator.
799 Because most research was designed and carried out locally, local review allowed review
800 committees to discuss research protocols with the lead investigator, to maintain oversight and
801 accountability to ensure that research is conducted according to the protocol, and perhaps even to
802 learn which investigators can be trusted to conduct research responsibly.¹³⁷

803 Critically, however, the tradition of local ethics review has not been driven exclusively by
804 practical considerations. At least two related normative concerns have also driven this practice.
805 The first normative concern is that members of local communities might have values or needs that
806 are not identical with those of other communities, and that needed to be addressed during the ethics
807 review process. To take a recent example, members of African-American communities in
808 Baltimore might have grown more skeptical of biomedical research as a result of the disclosure
809 that Johns Hopkins Hospital collected cervical cancer cells from Henrietta Lacks and developed a
810 cell line without her or her family's permission.¹³⁸ For this reason, it might be important for a
811 local IRB at this institution to consider the implications of this story in the approval of new research
812 protocols that would include members of local African-American communities.¹³⁹

813 The second normative concern that has been offered to support local research ethics review
814 is that it is important for local institutions and communities that research ethics committees retain
815 some degree of autonomy and independence. As discussed above, local committees might require
816 autonomy so that they can represent the values and needs of local communities in their review of
817 research protocols. Potential research participants may also be reassured that the local institution,
818 which they know and trust, has reviewed and approved a study. The independence of local RECs
819 has also been emphasized as an approach that can reduce conflicts of interest. For example, in
820 countries with national healthcare systems, such as the United Kingdom (U.K.), a local REC that
821 operates independently from the national healthcare system is seen as a way to ensure that research
822 studies are approved on the basis of their ethical and scientific merits, and not on financial or
823 political considerations.¹⁴⁰

824 B. *Single-Site Domestic Review*

825 Even though most research ethics review has remained local, researchers, patient advocates, and
826 other stakeholders have long expressed interest in more centralized approaches. A great deal of
827 this interest has been driven by concerns that local ethics review can significantly increase the
828 effort required to carry out multi-site research. Although research conducted in large networks
829 has grown increasingly popular in the past decade,¹⁴¹ multi-site designs for clinical trials have been
830 used for decades. Beginning in the early 1990s, for example, investigators in the U.K. began to
831 explore regional or national review for multi-site clinical trials on the grounds that applying for
832 ethics approval at each individual site took significant effort and tended to delay the start of
833 trials.¹⁴² This critique has been supported by reports demonstrating significant variability in the
834 amount of time required by local RECs to review protocols for multi-site studies, with some sites
835 requiring weeks to months to complete this review.¹⁴³

836 In addition to these practical concerns, support for centralized approaches to ethics review
837 has been bolstered by growing evidence that local variability in research ethics review often does
838 not seem attributable to local differences in values or the specific needs of communities. In a 2003
839 report, for example, investigators categorized proposed revisions to the language of consent forms
840 from two trials that were reviewed locally at 25 sites.¹⁴⁴ They found that revisions proposed by
841 local IRBs tended to make consent forms longer and score lower on readability scales. IRBs
842 sometimes proposed wording changes that did not alter meaning, and even introduced errors.
843 These changes were made at the cost of a median review time of over 100 days, with some sites
844 requiring nearly a year to complete their review. Reports demonstrating similar issues with
845 variation in local research ethics review come from the U.K.,¹⁴⁵ the U.S.,¹⁴⁶ and Canada.¹⁴⁷

846 Taken as a whole, the experience with local ethics review over the past decades shows that
847 this approach creates significant practical challenges for multi-site research, and often does not
848 address the normative concerns that originally motivated the adoption of this approach around the
849 world. As a result, many countries have adopted alternative approaches that can be utilized in
850 some circumstances. In 1997, the U.K. created 13 multicenter research ethics committees to
851 review research studies that would take place at five or more sites.¹⁴⁸ In 1981, the Food and Drug
852 Administration in the U.S. issued regulations that allowed study sponsors to create their own IRBs
853 for multi-site studies, and in 1998 for sites to delegate research ethics review to another site.¹⁴⁹
854 However, many IRBs remained reticent to delegate their authority to central IRBs. As a result, a
855 regulatory change was introduced in January 2019 that made central IRB review obligatory for
856 multi-site studies.¹⁵⁰

857 C. *Single-Site International Review*

858 Given that individual countries have successfully adopted single-site review within their borders,
859 it is perhaps inevitable that researchers and other stakeholders would begin to consider whether
860 such an approach could be adopted across international borders. As we have noted, this approach
861 is particularly attractive in contexts like international DTP genomic research where the incremental
862 burden of seeking review in additional countries is large while the benefit in recruiting additional
863 participants is likely to be small. Although we believe that international single-site review could
864 prove successful from both a practical and an ethical perspective, we recognize that international
865 single-site review raises issues that are not necessarily identical with those raised by in-country
866 central review. Before recommending a strategy to adopt international single-site review, then, it
867 is important to first consider the unique issues raised in the international context.

868 Perhaps the most obvious challenge raised by single-site review for international research
869 is that the policies adopted in each country differ, and sometimes in significant ways. When multi-
870 site studies undergo central review *within* a country, that central review typically utilizes the same
871 process and applies the same criteria that would have been used had the study been reviewed
872 locally. The same consistency would not be expected in an international context. Even countries
873 with deep historical and cultural ties like Canada and the U.K. utilize review criteria and processes
874 that are different from one another. For example, research policies in many countries allow for an
875 expedited review process when a study poses only minimal risk to participants. However, as
876 shown in one study that underwent ethics review in five countries (Canada, Israel, New Zealand,
877 U.K., and the U.S.), both the criteria for determining when a study poses minimal risk and the
878 interpretation of those criteria in practice can vary significantly.¹⁵¹ Our examination of the legal
879 frameworks of 31 countries presented above also clearly demonstrates this type of variation.

880 Although this type of variation in process and review criteria clearly takes place, it remains
881 unclear whether that variation should be considered a “feature” or a “bug” of country-by-country
882 review of international research. On the one hand, some of that variation seems irrelevant to the
883 goal of ensuring that research is conducted in an ethically appropriate way. The fact that one
884 country requires one set of forms and another country requires a different set of forms has little
885 impact on the goal of ensuring that research participation is voluntary and its risks are minimized.
886 However, it is dangerous to disregard all variation as undesirable. For example, in the minimal
887 risk study conducted in five countries, the differences in the classification of risk might
888 legitimately reflect differing perspectives on the risk of research participation that correspond with
889 cultural values that differ across the five countries. This example is important because in contrast
890 to the examples of in-country variation cited earlier, the differences in review observed in this
891 study did seem to reflect differences in perspective on an ethically important issue: the
892 interpretation of risks posed by research.

893 In our proposal for adopting international single-site review for DTP genomic research,
894 therefore, we do not intend to disregard the variation in perspectives on the conduct of research
895 around the world. Instead, we argue that important differences in culture and values among
896 countries can be addressed – and perhaps are even better addressed – through strategies other than
897 additional REC review. As discussed above, researchers working to develop an international DTP
898 genomic research protocol can engage with appropriate stakeholders through a variety of methods.
899 The community of patients and family members most interested in a particular rare disease
900 typically engage through online platforms like Facebook, although this is not an option in some
901 countries. This is by necessity, since they are usually scattered around the world. These types of

902 communities are key stakeholders in DTP genomic research and are generally enthusiastic about
903 the opportunity to engage with researchers through online platforms.

904 Depending on the focus of a study, the relevant stakeholders may not be accessible through
905 a single online community, but researchers can seek the input of stakeholders in other ways.
906 Expatriates in the researcher's own country may be able to serve as cultural liaisons to the
907 populations that live in their country of origin. Leaders from government, medicine, and public
908 health in target countries, reached by phone or videoconference, may also be able to help
909 researchers and RECs address local cultural needs and design research to respect these differences.
910 This type of engagement can be carried out, and used to inform study design, without the need for
911 country-by-country ethics review.

912 REC review is designed to ensure that proposed research is designed in ways that respects
913 the autonomy of participants, maximizes benefits and minimizes risks, and approaches recruitment
914 and other procedures in a just way, among other ethical concerns. The priorities reflected in this
915 ethical framework – the same framework explicated in the Declaration of Helsinki and applied
916 across the globe – are consistent enough to provide a basis for mutual recognition of ethics
917 approval among most countries. To the extent that variation in cultural values need to be
918 considered in the design and operation of a study, a single REC should evaluate whether the
919 investigators have undertaken appropriate consultation and are proposing sufficient strategies to
920 continue that engagement throughout the course of a study. For example, the REC itself could
921 retain consultants to assist it in considering the implications of a research study in different cultural
922 contexts. All of these measures could be utilized without REC review in each country, and does
923 not prevent studies from adopting slightly different procedures in different countries in order to

924 accommodate values or legal requirements that are relevant in certain communities or
925 jurisdictions.¹⁵²

926 D. *Low Risk International DTP Genomic Research*

927 Although it is perhaps possible to make a strong ethical case for international single-site ethics
928 review for *all* research with humans, we are focused in this work on a single type of research:
929 international DTP genomic research on rare disorders. Our conclusion is that single-site ethics
930 review would work well with international DTP genomic research because participants are literally
931 few and far between and genetic diversity carries special scientific value. Moreover, DTP genomic
932 research does not raise many of the issues that benefit most from close REC oversight.

933 First, DTP genomic research is typically minimal risk¹⁵³ and non-interventional. The
934 collection of DNA in this type of research requires participants to spit into a vial or swab the inside
935 of their cheeks. This does not carry the types of risks conferred by research involving the invasive
936 collection of a biospecimen or the administration of an investigational drug. Researchers
937 conducting DTP genomic research eventually may use their findings to develop new
938 pharmaceuticals, but studies testing those pharmaceuticals would require their own approvals in
939 the future, often including regulatory considerations that fall outside the scope of this analysis,
940 such as Investigational New Drug approvals by the Food and Drug Administration. The fact that
941 future research might carry higher risks (and require its own approvals) should not affect the
942 approval of DTP genomic research.

943 One dimension of DTP genomic research that carries an element of intervention is the
944 return of genomic results to participants. As discussed above, this is often viewed by participants
945 as a positive because many are interested in learning more about their genetic makeup. It could
946 carry risks, however, such as if a participant receives information about their risk for developing a

947 condition and then responds to the information by pursuing invasive medical tests. These
948 possibilities need to be considered when a REC is reviewing a DTP genomic research protocol
949 involving the return of genomic results, especially when those results are so-called secondary
950 findings because they do not relate to the original study. Nevertheless, there is no reason to believe
951 that country-by-country review would be superior to single-site review in this context, and
952 appropriate guidelines are available for minimizing the risks of returning results.¹⁵⁴

953 The second feature of international DTP genomic research that makes it amenable to
954 single-site review is the low risk it is likely to carry for creating a therapeutic misconception. In
955 many forms of conventional health research, participants may misunderstand their research
956 participation as a form of medical care. This misconception is reinforced by the fact that much of
957 this research takes place in academic medical centers, sometimes with a patient's own healthcare
958 provider as an investigator in the study. This misconception is ethically problematic because it
959 increases the chances that individuals will overlook the potential risks of research or even fail to
960 recognize that they are participating in research. In our view, individuals choosing to submit their
961 biospecimens for DTP genomic research are unlikely to make such a mistake.

962 A far greater risk is that they will participate due to a *diagnostic* misconception; in other
963 words that they are participating in research in order to obtain a diagnosis for themselves or their
964 child with an undiagnosed rare disease. It is not clear, however, that this would be a misconception
965 of the goals of this type of research.¹⁵⁵ Genomic research on rare diseases is often designed with a
966 dual research and clinical purpose. This research typically involves individuals who are known to
967 have a clinical condition (such as a neurodevelopmental disorder or an immune deficiency), but
968 for whom the genetic cause of this condition is not known. Researchers analyze participants'
969 genomic data to identify genetic variants that may be causing this condition. The research finding,

970 if it meets appropriate standards for validity, will then often be disclosed to parents as the genetic
971 cause of their child's condition.

972 Although the ethical implications of this dual-purpose research needs to be explored
973 further,¹⁵⁶ it is sufficient in this context to observe that there are two potential risks created by this
974 “diagnostic misconception”: (1) the risk that parents would allow their child to participate in
975 research that creates undue risks in order to obtain a diagnosis for the child; and (2) the risk that
976 parents will pursue ill-advised medical interventions on the basis of unverified research results.
977 The former risk is significantly mitigated in the context of DTP research, since this research is
978 typically minimal risk and non-interventional. The latter risk can be mitigated in part through clear
979 communication that any diagnostic information generated in the research context would need to
980 be confirmed in a clinical context. The protocol for this communication can be appropriately
981 reviewed by a single-site review, especially if high standards are followed for translation of
982 information into other languages, such as the confirmation of translation through back-translation.

983 E. *Participant Autonomy*

984 We have previously discussed the importance of autonomy to potential research participants. In
985 this section we consider autonomy in the enrollment process as a practical limitation on regulation.

986 DTP genomic research does not only involve researchers soliciting potential participants,
987 but in an indeterminate number of cases an individual will learn of the research, contact the
988 researchers, and ask to enroll. The individual may be informed of the research by an already-
989 enrolled participant, read about the research on a disease-specific website, or learn about the
990 research through some other means. The 31 country reports appearing in this symposium clearly
991 indicate that, regardless of the laws in their country, no individual would be legally sanctioned for

992 participating in a DTP genomic research project conducted abroad where the research was not
993 approved in the individual's country.¹⁵⁷

994 If no attempt is made to bring civil or criminal legal proceedings against a participant, then
995 any legal action would have to be brought against a DTP researcher.¹⁵⁸ We think it is also highly
996 impractical and therefore unlikely that a legal action would be brought against a foreign researcher
997 who does not have domestic ethics approval, except in the case of a researcher with ongoing
998 operations in the participant's country, such as a pharmaceutical company or a university with
999 multiple research protocols.¹⁵⁹ Based on the reluctance to proceed against individuals, it is
1000 reasonable to assume that enrollment initiated by the participant will not result in a legal action.
1001 Indeed, it is likely that virtually all international DTP genomic research will be free from legal
1002 actions. As the author of the country report on Germany has observed: "It is difficult to envisage
1003 a regulatory regime capable of effectively governing cross-border activity that involves private
1004 individuals, exempt specimens that can be sent by ordinary post, and the processing of data in the
1005 context of globalized networks."¹⁶⁰

1006 Furthermore, it will be extremely difficult to neatly divide the wide range of enrollment
1007 circumstances into researcher-solicited (assumedly unlawful) versus participant-initiated
1008 (assumedly lawful) enrollment. To illustrate this point, we describe two of the many possible
1009 scenarios.

1010 Example 1: A researcher mentions at an international medical conference that he or she is
1011 conducting genomic research on a certain rare disorder and asks international colleagues to help
1012 identify affected individuals. If a conference attendee mentions the study to a patient and the
1013 patient contacts the researcher, is this researcher-solicited or participant-initiated enrollment?

1014 Would this be different from having the physician mention the study to the patient and, with the
1015 patient's consent, sending the patient's contact information to the researcher?

1016 Example 2: An individual reads about an international DTP genomic study online and
1017 contacts the researcher. After discussing enrollment criteria, the researcher says that the individual
1018 does not qualify for the current phase of the study, but the individual would qualify for a new phase
1019 beginning the following year. At the individual's request, the researcher contacts the individual
1020 when the new phase of the study is beginning. Is this researcher-solicited or participant-initiated
1021 enrollment? If the patient, with or without authorization, supplies the researcher with contact
1022 information of other patients, would subsequent contact by the researcher be researcher-solicited
1023 or patient-initiated?

1024 The difficulty and undesirability of drawing distinctions among various types of
1025 recruitment and enrollment to enforce research laws that were not enacted to regulate DTP research
1026 supports our recommendation that ethics approval by an adequate ethics review body in the
1027 researcher's country should permit international DTP genomic research in the participant's country
1028 of residence.

1029 F. *Data Protection Precedent*

1030 The concept of deferring to another country's legal protections following a determination of
1031 adequacy is becoming an accepted principle in international law. Perhaps the best example is in
1032 the area of data protection. Although European concerns about the transfer of data to other
1033 countries dates to the 1970s,¹⁶¹ the first major development was the enactment of the European
1034 Data Protection Directive of 1995.¹⁶² Its aim was to harmonize rules on data processing by
1035 members of the European Union (E.U.) and to restrict the transfer of personal data to non-member
1036 countries that did not ensure "an adequate level of protection." Without obtaining a formal

1037 determination of adequacy, the E.U. and the U.S. entered into the Safe Harbor Framework
1038 Agreement in 2000, which provided that certain U.S. entities may be considered as offering
1039 essentially equivalent data protection as in the E.U. Directive. To merit such a status, U.S.
1040 companies had to file an annual self-certification, pledging that they were in compliance with the
1041 principles of the Directive as set forth on the website of the U.S. Department of Commerce. The
1042 companies also were required to publicize that they were following these principles and, if they
1043 failed to do so, it would constitute a deceptive trade practice in violation of section 5 of the Federal
1044 Trade Commission Act.¹⁶³

1045 The Safe Harbor Framework Agreement was in effect until 2015, when it was struck down
1046 by the European Court of Justice. The case of *Schrems v. Data Protection Commissioner*¹⁶⁴ was
1047 brought after Edward Snowden revealed that Facebook and other technology companies disclosed
1048 personal data of E.U. citizens to the U.S. National Security Agency. Because such disclosures
1049 were not prevented by the Safe Harbor Agreement, the court invalidated the entire agreement. In
1050 2016, the Privacy Shield was established to replace the Safe Harbor Agreement.¹⁶⁵ Its structure,
1051 self-certification and publication of an assurance of compliance, were the same as before, but there
1052 were two key differences. First, Privacy Shield strengthened the enforcement provisions to require
1053 that organizations respond expeditiously to complaints by E.U. state authorities through an
1054 independent mechanism, establish damages for harms flowing from improper disclosures, and
1055 increase the ability of individuals to access their personal data.¹⁶⁶ Second, the U.S. government
1056 provided assurances that its national security agencies would not engage in mass surveillance of
1057 data transferred pursuant to the Privacy Shield.

1058 In 2018, the E.U.'s General Data Protection Regulation (GDPR)¹⁶⁷ replaced the 1995
1059 Directive, but the same approach to transfer of personal data to third countries applies. Under

1060 Article 45 of the GDPR, personal data may be exported to a country outside of the E.U. only if the
1061 European Commission has acknowledged the adequacy of data protection in the recipient country.

1062 So far, the European Commission has recognized Andorra, Argentina, Canada (application
1063 limited to private entities falling under the scope of Canadian Personal Information Protection and
1064 Electronic Documents Act), Faroe Islands, Guernsey, Israel, Isle of Man, Japan, Jersey, New
1065 Zealand, Switzerland, Uruguay and the United States (limited to the Privacy Shield framework) as
1066 providing adequate protection.¹⁶⁸ With the exception of Japan, the other governmental policies
1067 were assessed under the previous Data Protection Directive framework. Article 45(9) of the GDPR
1068 provides that these earlier decisions will be amended, replaced or repealed by a Commission
1069 decision during a periodic review, which must take place at least every four years. Changes in the
1070 legal framework of a third country or international organization may warrant sooner review.¹⁶⁹

1071 Substantively, adequacy requires compliance with 10 principles, the first six of which were
1072 previously part of the Data Protection Directive:

- 1073 1. purpose limitation principle;
- 1074 2. data quality and proportionality principle;
- 1075 3. transparency principle;
- 1076 4. security principle;
- 1077 5. right of access, rectification and opposition;
- 1078 6. restrictions on onward transfers;
- 1079 7. the foreign country's legislation should include basic data protection concepts and
1080 remain consistent with the principles enshrined in the GDPR;
- 1081 8. data must be processed in a lawful, fair, and legitimate manner while being set out in a
1082 sufficiently clear manner;

1083 9. the data retention principle ensures that data is kept no longer than necessary for the
1084 purposes for which personal data is processed;

1085 10. the confidentiality principle complements the security principle by stipulating that data
1086 must be protected against unauthorized or unlawful processing as well as accidental loss,
1087 destruction or damage.¹⁷⁰

1088 The E.U.-U.S. data protection agreement, as well as a similar Switzerland-U.S.
1089 agreement,¹⁷¹ clearly suggests that without adopting identical laws and procedures it is still
1090 possible for countries to use adequacy determinations as a way of deferring to the laws of other
1091 nations. Comparable measures could enable the use of adequacy determinations to permit single-
1092 site ethics review for international DTP genomic research.

1093 Because of the centrality of equivalence and adequacy to the recommendations in this
1094 article, it is important to distinguish these two concepts. “Equivalence” is based on a comparison
1095 of research ethics provisions in more than one country. By contrast, “adequacy” is based on a
1096 comparison of the research ethics review process and outcomes in more than one country.
1097 Therefore, a country with equivalent research ethics provisions that failed to apply or enforce them
1098 would not be adequate, and a country without equivalent provisions could achieve adequacy
1099 through other means, such as ad hoc administrative determinations or explicit international
1100 agreements. In our analytical framework, both concepts are important, and equivalence supports
1101 the finding of adequacy.

1102 G. *Equivalency Provision in the Common Rule*

1103 Single-site ethics review with deferral to the ethics determination in the researcher’s country is
1104 consistent with the following provision that has been a part of the Common Rule since 1991:

1105 (h) When research covered by this policy takes place in foreign
1106 countries, procedures normally followed in the foreign countries to
1107 protect human subjects may differ from those set forth in this policy.
1108 In these circumstances, if a department or agency head determines
1109 that procedures prescribed by the institution afford protections that
1110 are at least equivalent to those provided in this policy, the
1111 department or agency head may approve the substitution of the
1112 foreign procedures in lieu of the procedural requirements provided
1113 in this policy. Except when otherwise required by the statute,
1114 Executive Order, or the department or agency head, notices of these
1115 actions as they occur will be published in the Federal Register or
1116 will be otherwise published as provided in department or agency
1117 procedures.¹⁷²

1118 Strictly construed, this provision permits U.S.-supported researchers to comply with foreign ethics
1119 procedures if there is a determination by the U.S. agency or department sponsoring the research
1120 that the foreign procedures are equivalent to the Common Rule.¹⁷³ Without an equivalency
1121 determination, foreign researchers participating in a multinational study funded by an American
1122 agency would have to comply with the Common Rule, despite a greater familiarity with their own
1123 comparable research provisions.¹⁷⁴

1124 This provision has not been used, however, and the Office for Human Research Protections
1125 (OHRP) of the Department of Health and Human Services (HHS) has never deemed any country
1126 to have equivalent protections. Not only should this provision be used to permit researchers to
1127 comply with comparable ethics review requirements in the countries of participants, but the spirit

1128 of this provision supports a wider application of equivalency. We believe that reports in this
1129 symposium from 31 diverse countries, our review showing adequacy and equivalency of laws
1130 regulating research with human subjects around the world, and the low risk and high potential
1131 benefit of international DTP genomic research present a compelling case for recognizing the
1132 determinations of single-site ethics review conducted in the researcher's home country.¹⁷⁵

1133 VIII. Recommendations

1134 1. International DTP genomic research approved by an ethics review body in the
1135 researcher's country should be deemed approved in the participant's country if ethics review in
1136 the researcher's country has been determined to be adequate by the participant's country.

1137 2. To facilitate international DTP research and to inform potential researchers and
1138 participants, a list of countries whose ethics review is deemed adequate should be posted on the
1139 website of the regulatory authority responsible for the ethical conduct of research with human
1140 participants, such as the OHRP in the United States.¹⁷⁶ Compilations of these country-developed
1141 adequacy determinations by international organizations would facilitate international reviews.

1142 3. Ethics review bodies evaluating proposals for international DTP genomic research
1143 submitted by researchers in their home country should consider whether the countries from which
1144 participants will be enrolled accept single-site ethics review in the researcher's home country.

1145 4. Ethics review bodies reviewing proposals for international DTP genomic research
1146 submitted by researchers in their home country should evaluate whether the researchers have given
1147 due regard to cultural considerations in the countries from which participants will be enrolled.

1148 5. Regulatory authorities responsible for the ethical conduct of research with human
1149 participants should inform ethics review bodies under their jurisdiction of the approval criteria for
1150 international DTP genomic research.

1151 6. Additional research is needed to assess the socio-cultural implications of international
1152 DTP genomic research in various population subgroups, including minority and indigenous
1153 populations.

1154 These recommendations provide a broad framework for ethics review of international DTP
1155 genomic research. They are not intended to be the final word, as many questions remain, including
1156 the following. How are substantial equivalence and adequacy determined? What is the process for
1157 identifying and disclosing the countries determined to have adequate research ethics review? How
1158 should socio-cultural conditions in the country or locale of research participants be considered?
1159 What rules should apply on an interim basis while equivalence and adequacy are determined?
1160 Consequently, additional work remains in implementing these recommendations.

1161 IX. Implementation

1162 A. *Legal Requirements*

1163 Our primary recommendation is to have single-site ethics review in the researcher's country. The
1164 most direct way to accomplish this would be to have a multinational treaty or a series of bilateral
1165 agreements establishing reciprocal recognition of research ethics determinations. Although this
1166 may be simple in theory, it would be exceedingly difficult to achieve because international
1167 agreements often require time-consuming, contentious negotiations and significant political
1168 support.¹⁷⁷

1169 Another way in which our primary recommendation could become legally binding is
1170 through unilateral action. A country could declare that the research ethics review procedures of
1171 certain named countries are equivalent to their own and therefore adequate to satisfy the laws of
1172 the research participant's country. For example, the U.S. OHRP could make a determination that
1173 ethics review in Canada is equivalent to review in the U.S. and therefore it is adequate to satisfy
1174 the Common Rule.¹⁷⁸ The effect would be to permit Canadian researchers to conduct DTP
1175 genomic research in the U.S. without local IRB approval.¹⁷⁹

1176 For this approach of unilateral recognition of adequacy to be effective a substantial number
1177 of countries would need to declare the research ethics review of a considerable number of other
1178 countries as equivalent. There could be reciprocal, unilateral agreements or multinational
1179 agreements. For example, the E.U. could determine that the H3Africa countries have equivalent
1180 ethics review and vice versa.

1181 As noted earlier, focusing on the participant's country seems to burden the participant's
1182 country rather than the researcher's country and, consequently, raises the question of why the
1183 participant's country would agree to accept the determinations of the researcher's ethics review
1184 body. The answer, to reiterate, is that DTP genomic research is consensual, non-interventional,
1185 data based, and low risk. Potential participants excluded from genomic studies would be adversely
1186 affected if the individuals enrolled do not sufficiently represent the global population. We believe
1187 that any minor variation or deviation in established research review procedures for this type of
1188 research is more than offset by the public policy supporting potentially valuable genomic studies.

1189 As a matter of strategy, it might be better for the countries performing significant amounts
1190 of genomic research, such as the U.S., to take the lead in recognizing the equivalence of other
1191 countries. Then, other countries may be more likely to reciprocate.

1192 B. *Ethical Guidelines and Best Practices*
1193 Besides legally binding provisions there are other international documents and principles that
1194 currently do or could be revised to expressly support single-site review in the researcher’s country
1195 for international DTP genomic research. These include the Council for International Organizations
1196 of Medical Sciences (CIOMS) and World Health Organization (WHO) International Ethical
1197 Guidelines for Biomedical Research Involving Human Subjects (2016);¹⁸⁰ United Nations
1198 Educational, Scientific and Cultural Organization (UNESCO) Universal Declaration of Bioethics
1199 and Human Rights (2005)¹⁸¹ and Task Force on Privacy and Protection of Health-Related Data
1200 (2019);¹⁸² Council of Europe, Recommendation on the Protection of Health-Related Data
1201 (2019);¹⁸³ Human Heredity and Health in Africa (H3Africa) Guidelines on Informed Consent;¹⁸⁴
1202 and the World Medical Association’s Declaration of Helsinki (2013).¹⁸⁵

1203 Indeed, a review of international ethics norms from these recognized bodies over the last
1204 25 years reveals remarkable symmetry and complementarity as concerns both the principles for
1205 genomic research and for ethics review. Even “classical” biomedical principles of respect for
1206 persons, beneficence, and justice have been translated into more genetic-specific guidance. They
1207 now also include familial or community interests in genetic information, the need to examine
1208 possible group stigmatization or discrimination (insurance/employment) concerns, and more
1209 recently, consideration of the impact on future generations and ensuring equitable access. This
1210 move from strictly individualistic ethics protection to including the welfare of others affected by
1211 genetic conditions or the need for health care to include the sharing of genetic data are common to
1212 the guidance provided in the norms of these international bodies. These shared principles and
1213 guidance for ethics review in genomic research bode well for the recognition of single site ethics
1214 review.

1215 In addition to international declarations and ethical guidelines, funders of international
1216 research, such as the Wellcome Trust¹⁸⁶ and the Gates Foundation,¹⁸⁷ could condition funding on
1217 single-site ethics review in the researcher’s country for international DTP genomic research.
1218 Organizations of genomic researchers, such as the Global Alliance for Genomics and Health
1219 (GA4GH)¹⁸⁸ could also adopt best practices calling for this procedure for ethics review. This
1220 “soft” regulation could generate momentum for acceptance of this review process. The most
1221 persuasive evidence of the appropriateness of this approach, however, would be the successful use
1222 of these procedures in international DTP genomic research without significant difficulty or
1223 complaints from participants, researchers, or governments.

1224 X. Conclusion

1225 The primary recommendation of this article, single-site ethics review in the researcher’s country,
1226 is quite limited. It applies only to international direct-to-participant (DTP) genomic research, and
1227 specifically to the use case of rare disorders. This research is low risk, non-interventional, and
1228 consensual. The participants in the research are often highly motivated families with a history of
1229 the disorder being studied who are seeking to obtain information and advance scientific discovery.
1230 Without a method for avoiding redundant ethics review in multiple countries, much promising
1231 genomic research on rare diseases and cancers is likely to be curtailed or precluded. Special
1232 cultural conditions in communities or countries ought to be addressed, but we believe it can be
1233 done as part of the single-site review and does not need additional domestic or local review.

1234 At a time when international cooperation is increasingly under strain, the primary
1235 recommendation does not require international collaboration or agreements. Our proposal merely
1236 recognizes the status quo of broad equivalence of research ethics criteria that have been a part of

1237 international documents, such as the Declaration of Helsinki, for many years. In analogous areas,
1238 such as international data protection, the finding of equivalent standards leads to a determination
1239 of adequacy, which supports unilateral action by one country or reciprocal actions by multiple
1240 countries. International DTP genomic research can flourish under a similar arrangement.
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1242

Appendix 1: Country Reports and Authors

Country Reports	Authors
Australia	Don Chalmers
Brazil	Suelie G. Dallari, Marina de Neiva Borba
Canada	Miriam Pinkesz, Yann Joly
China	Haidan Chen
Denmark	Mette Hartlev
Estonia	Liis Leitsalu
Finland	Sirpa Soini
France	Emmanuelle Rial-Sebbag
Germany	Nils Hoppe
Greece	Tina Garani-Papadatos, Panagiotis Vidalis
India	Krishna Ravi Srinivas
Israel	Gil Siegal
Italy	Stefania Negri
Japan	Ryoko Hatanaka
Jordan	Maysa Al-Hussaini, Amal Al-Tabba'
Mexico	Lourdes Motta, Laura Estela Torres Moran
Netherlands	Aart Hendriks
Nigeria	Obi Nnamuchi
Peru	Rosario Isasi
Poland	Dorota Krekora-Zajac
Qatar	Eman Sadoun
Singapore	Calvin Ho
South Africa	Pamela Andanda
South Korea	Won Bok Lee
Spain	Pilar Nicolás
Sweden	Titti Mattsson
Switzerland	Vladislava Talanova, Alexandre Dosch, Dominique Sprumont
Taiwan	Chien-Te Fan, Tzu-Hsun Hung
Uganda	Obi Nnamuchi
United Kingdom	Jane Kaye, Andelka Phillips, Heather Gowans, Nisha Shah
United States	James W. Hazel

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1245 Appendix 2: Survey Questions

- 1246 1. As far as you know, is DTP genomic research a topic of interest to researchers or other
1247 stakeholders in your country?
- 1248 2. Assume that a researcher in your country wants to conduct DTP genomic research with
1249 participants in your country and that such research is subject to IRB/REC review. Please describe
1250 the conditions for IRB/REC approval, if it could be approved at all.
- 1251 3. Assume that a researcher in your country wants to conduct DTP genomic research in another
1252 country. Please describe the conditions that must be satisfied for IRB/REC approval in your
1253 country, if it could be approved at all. Would your IRB/REC also require approval from a
1254 research ethics review body in the other country?
- 1255 4. Assume that a researcher from outside your country wants to conduct DTP genomic research
1256 in your country:
- 1257 A. Would it be lawful for the researcher to do so without IRB/REC approval in either the
1258 researcher's country or your country?
- 1259 B. Would it be lawful for the researcher to do so if the research were approved by an IRB/REC
1260 in the researcher's own country, but was not submitted for approval in your country?
- 1261 C. Would the external researcher be required to have a collaborator in your country?
- 1262 D. Would it matter whether the external researcher is based at a commercial, governmental, or
1263 academic entity?
- 1264 5. As far as you know, what are the perceived benefits and risks that could occur if a researcher
1265 from another country conducted IRB/REC-approved genomic research on samples or data
1266 obtained from your country? Please consider the perspectives of the public, research participants,
1267 socially-defined groups (e.g., indigenous or minority populations), researchers, and other
1268 professional or government entities.
- 1269 6. Does your country have biohazard committees, data protection boards, export permit
1270 authorities, or other entities that regulate the transferring of data across borders for research? If
1271 so, do these requirements apply to individual citizens as well as research and medical
1272 institutions?
- 1273 7. Does your country have laws, policies, or guidelines dealing with genetic or genomic research
1274 or genetic or genomic privacy that would apply to international DTP research? Do your national
1275 laws on these issues apply outside of your country when residents or citizens of your country
1276 enroll in a DTP study conducted abroad?
- 1277 8. Does your country have laws, policies, guidelines, or cultural expectations regarding the return
1278 of individual or aggregate research results?
- 1279 9. Does your country have laws, policies, or guidelines regarding "direct-to-consumer" genetic
1280 testing (e.g., 23andMe) and, if so, what do they provide?
- 1281 10. How, if at all, do you anticipate that your country's laws, policies, or guidelines will change
1282 in the next 5-10 years in response to international DTP genomic research?

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- ¹⁹ France, Greece, India, Israel, Italy, Japan, Nigeria, Poland, and Spain.
- ²⁰ Australia, Brazil, Canada, China, Denmark, Greece, India, Israel, Italy, Japan, Mexico, Netherlands, Nigeria, Peru, Qatar, South Africa, Spain, Sweden, Switzerland, Taiwan, Uganda, and the United Kingdom. Note: We include Peru within these 22 countries despite an “unsure” response in its report as it was stated, based on existing legislation, that HREC approval was a prerequisite for all forms of scientific research in the country. Finland answered both “yes” and “no,” therefore we categorized the response as “unsure/other.” Similarly, we categorized South Korea’s response as “unsure/other” as the explanation did not state that DTP genomic research would be unlawful without external or local REB approval.
- ²¹ Brazil, China, Denmark, Italy, Israel, Mexico, the Netherlands, Peru, Spain, Sweden, Switzerland, and Taiwan.
- ²² Australia, Canada, Greece, India, Japan, Qatar, South Africa, Uganda, and the United Kingdom.
- ²³ Estonia, France, Jordan, Poland, and South Korea.
- ²⁴ Finland, Singapore, and the United States.
- ²⁵ Brazil, China, Denmark, India, Israel, Italy, Mexico, the Netherlands, Nigeria, Peru, Qatar, South Africa, Sweden, Switzerland, Taiwan, Uganda, and the United Kingdom.
- ²⁶ Brazil, China, Denmark, Israel, Italy, Mexico, the Netherlands, Nigeria, Peru, Sweden, Switzerland, and Taiwan.
- ²⁷ India, Qatar, South Africa, Uganda, and the United Kingdom.
- ²⁸ Australia, Canada, and Japan.
- ²⁹ Estonia, France, Greece, Finland, Jordan, Poland, Singapore, South Korea, and the United States.
- ³⁰ Germany, the Netherlands, Peru, and Taiwan.
- ³¹ Australia, Canada, Greece, and Japan.
- ³² Brazil, China, Israel, Italy, and Mexico.

- 33 India, Qatar, South Africa, and Uganda.
- 34 Denmark, Singapore, South Korea, and the United Kingdom.
- 35 Finland and the United States.
- 36 Nine responded “Yes,” 4 stated it would be practical, and 2 stated it would depend on the context of the research.
- 37 We included Germany and South Korea in this grouping, despite their uncertainty as to their responses because their legislation does not explicitly preclude commercial entities from conducting research. Rather, in certain circumstances, commercial entities may be subject to additional scrutiny during HREC approval (South Korea) or stricter regulation in the conduct of their research (Germany).
- 38 Brazil, Denmark, Finland, Israel, Italy, Mexico, the Netherlands, Nigeria, Peru, Singapore, Sweden, Switzerland, and Taiwan.
- 39 Australia, Canada, Japan, Greece, South Africa, Uganda, the United Kingdom, and the United States.
- 40 We were not able to categorize Estonia, Nigeria, and Spain as there were insufficient indications as to the types of normative documents relied on to provide their responses.
- 41 China, India, Poland, and Qatar.
- 42 France and Jordan.
- 43 Australia, Brazil, China, Denmark, Estonia, Finland, France, Germany, Greece, Israel, Italy, Japan, Spain, Sweden, the United Kingdom. Note: we include countries which listed the GDPR within this list as it contains provisions regarding the protection of genetic data.
- 44 Canada, Mexico, the Netherlands, Nigeria, Peru, Poland, Singapore, Switzerland, Taiwan, Uganda, and the United States.
- 45 India, Jordan, Qatar, South Africa, and South Korea.
- 46 Canada, China, Nigeria, South Korea, Spain, Switzerland, Taiwan, Uganda, the United Kingdom, and the United States.
- 47 See, for example, Canada, Spain, Switzerland, and Taiwan.
- 48 Australia, Estonia, Finland, France, Germany, Greece, Israel, Italy, the Netherlands, and Sweden.
- 49 Estonia, Finland, France, Germany, Greece, Italy, the Netherlands, and Sweden.
- 50 See Finland, France, the Netherlands, and Sweden.
- 51 Denmark, Mexico, Peru, and Singapore.
- 52 Brazil, Japan, and Poland.
- 53 India, Jordan, Qatar, and South Africa.
- 54 See Question 10 of Country Reports: Brazil, Denmark, Finland, France, Greece, Israel, Italy, Jordan, Mexico, the Netherlands, Nigeria, South Africa, South Korea, Spain, Sweden, Switzerland, Taiwan, Uganda, and the United Kingdom
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- ⁶¹ See, e.g., Cal. Health and Safety Code § 24170 et seq.; Md. Health Code §13-2001 et seq.; N.Y. Public Health Code §2440 et seq.; Code of Va. § 32.1-162.16.
- ⁶² See E.W. Clayton et al., *supra* note 55 (discussing the various federal statutes governing genetic information and research, including issues of preemption).
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- ⁶⁸ Regulation (EU) 2016/679, Article 9(2)(a).
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¹⁵⁰ 45 C.F.R. § 46.114(b)(1).

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¹⁵³ In some cultures, any analysis of human biospecimens may be viewed with great skepticism or at least as raising very important issues. The possible use of information derived from specimens may raise other important issues. On a global basis, these issues arising from international DTP genomic research deserve further study, as we recommend. On a study-by-study basis, the investigators and their ethics review bodies ought to consider the issues in the context of the range of countries from which participants will be recruited or accepted.

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- ¹⁷² 45 C.F.R. § 46.101(h).
- ¹⁷³ Another provision of the Common Rule, setting forth the applicability of the Common Rule, provides in pertinent part: “It also includes research conducted, supported, or otherwise subject to regulation by the Federal Government outside the United States.” 45 C.F.R. § 46.101(a).
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- ¹⁷⁸ Arguably, such a determination is not necessary under current U.S. law, but it would be necessary for a country that currently requires local ethics review for a researcher outside of the country.
- ¹⁷⁹ As discussed in section V, there is considerable alignment of the criteria and procedures for research ethics review around the world, but we do not reach the issue of what specific standards ought to be developed or applied to satisfy equivalency and adequacy. An example of proposed guidelines is Global Alliance for Genomics and Health, Ethics Review Recognition Policy, *available at* <https://www.ga4gh.org/wp-content/uploads/GA4GH-Ethics-Review-Recognition-Policy.pdf> (last visited August 26, 2019).
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- ¹⁸⁵ World Medical Association, *supra* note 133.
- ¹⁸⁶ Wellcome Trust, <https://wellcome.ac.uk/> (last visited August 23, 2019).
- ¹⁸⁷ Bill and Melinda Gates Foundation, <https://www.gatesfoundation.org/> (last visited August 23, 2019).
- ¹⁸⁸ Global Alliance for Genomics and Health, <https://www.ga4gh.org/> (last visited August 23, 2019).