

Brain-Computer Interfaces



Brain-computer interfaces allow people to use brain activity to control equipment such as prostheses. Beyond medicine, they are being investigated for gaming, marketing, defence and for improving cognitive functions. This briefing looks at the technology, its uses and associated ethical and regulatory challenges.

Background

Neural interfaces (NIs) are devices that interact with the brain or other parts of the nervous system.¹ NIs can replace, alter or enhance nervous system processes that are impaired.² They may record data, stimulate the nervous system to modify its activity, or in some cases do both (Box 1). Brain-computer interfaces (BCIs) are a type of NI. BCIs generally refers to devices that record the electrical signals from neurons (nerve cells) in the brain and transmit them to an external computer for interpretation. This information can be used to operate computer-controlled devices, such as speech synthesis software or computer games.³ There is no universally-agreed definition for BCIs.⁴⁻⁶ For instance, some researchers use BCI to describe devices that only record data from the nervous system, while others also use it for devices that stimulate activity (sometimes in response to the recorded data).⁶⁻⁸ In this note we use BCIs to mean devices that only record data from the brain and NIs to mean devices that stimulate, record or do both.

The term BCIs was first used in 1973.⁹ Since then, development has mainly focused on researching brain function and medical applications,¹⁰ such as assisting a patient with paralysis to communicate or control a prosthetic such as a limb or a wheelchair.^{11,12} BCIs have been highlighted by the Chief Medical Officer as an emerging technology with therapeutic potential.¹³ Other sectors, such as entertainment and defence, are also

Overview

- Brain-computer interfaces (BCIs) connect the brain to an external computer and are typically used to control electronic devices.
- Development has focused primarily on medical uses with some applications in defence, entertainment and marketing.
- Use has been largely limited to research settings due to technical challenges, but BCIs are attracting sizeable investment.
- BCIs raise ethical questions about privacy, fair access, assessing risks versus benefits, and attributing responsibility for actions involving BCIs.
- New regulatory approaches may be needed to stimulate innovation and ensure privacy, safety and the effectiveness of BCI devices.

developing BCIs, while companies and entrepreneurs are investing in heavily in BCIs and other NIs.¹⁴⁻¹⁹

BCIs present ethical challenges that may require new approaches to regulation. Many of these challenges also apply more widely to other types of NI. In September 2019, a report by the Royal Society suggested that the UK could lead in developing responsible regulation and new applications for NIs.¹

BCI Technology

BCI systems typically comprise:^{3,20}

- **A sensing element** to detect brain activity
- **A computational element** to decode that activity into meaningful information
- **A control element** that uses this information to operate a computer-controlled device.

In one recent research study, a BCI system enabled a paralysed patient to control a tablet computer.^{12,21} Brain signals detected from a patient thinking about moving a cursor on a screen were decoded and sent to software to control the tablet in the same way as a mouse.²¹

Typically, BCIs use electrodes to measure the electrical signals generated by the brain.^{3,22} However, alternative sensing elements can be used to measure other aspects of brain activity, such as magnetic fields or blood flow.²³⁻²⁶

BCIs may be categorised according to where the sensors are placed:²⁷

- **Invasive** – electrodes are implanted during a surgical procedure.^{3,4,28} These sit on the outermost layer of the brain or penetrate this layer (Box 1).²⁹
- **Non-invasive** – sensors are located outside the skull. When a BCI uses electroencephalography (EEG), electrodes are worn on the scalp in a headset.²⁷ When magnetoencephalography (MEG) is used, a patient's head is placed in a scanner to measure magnetic fields produced by electrical activity in the brain.^{23,26} BCIs may also use other non-invasive imaging techniques, such as functional magnetic resonance imaging^{24,30} and functional ultrasound, which can measure blood flow in the brain.²⁵

EEG is the most widely used sensing method for non-invasive BCIs due to its low cost and portability.^{27,31} Invasive systems provide better signal quality by making direct contact with the brain.^{3,28} In theory, this could give users greater control of BCI-enabled devices.^{12,32} In practice, a range of technical challenges and risks associated with surgery currently limit the use of invasive BCIs (Box 2).^{27,28,32}

Box 1: Neural Interfaces

The Royal Society defines NIs as devices placed in or on the brain or other parts of the nervous system.¹ They can act to:

- **Stimulate** a region of the nervous system, for example by applying electric or magnetic pulses (known as neurostimulation). For instance, cochlear implants translate sounds into electrical signals and send them to the auditory nerve.³³ Deep-brain stimulators involve implanting electrodes deep in the brain to deliver electrical pulses,³⁴ to alleviate the symptoms of movement disorders such as Parkinson's disease.³⁵
- **Record** and interpret nervous system activity. For example, BrainGate's BCI involves implanting an array of electrodes in the area of the brain that controls movement.³⁶ This detects activating neurons when someone intends to move,²⁰ and has been used to allow immobile patients to control devices such as computer cursors and robotic arms.³⁷⁻³⁹
- **Record and stimulate** part of the nervous system.⁴⁰ For example, one stroke rehabilitation device under development aims to detect when a patient intends to move their arm and then stimulates the muscle to assist movement.⁴¹ Combining recording and stimulation functions in the same device is a key focus of current research.^{8,42-44}

Medical Applications

Control of Assistive Equipment

BCIs are being developed to assist patients who have lost motor and sensory function, for example as a result of stroke or spinal cord injury, resulting in paralysis.^{12,43,45-47} These include systems that allow patients to control assistive equipment, such as exoskeletons, mechanised limbs or wheelchairs.^{46,48-51} BCIs are also being developed for people who have lost the ability to speak. These work by translating brain activity intentionally generated by the patient into synthesised speech or text (Box 3).⁵²⁻⁵⁵ However, the use of decoded brain activity to enable control of assistive equipment has been largely limited to research settings.^{43,56,57} Future developments are likely to require further innovation (Box 2).¹

Box 2: Technical Challenges of BCIs

EEG records brain signals from electrodes placed on the scalp. For non-invasive BCIs the skull and tissue between the electrodes and the brain result in weaker signals and slower transfer of information to the computer.^{11,28} This limits how well the user can control the device they are connected to (such as a prosthetic limb).⁵⁸ EEG also has lower spatial resolution so it is less accurate at pinpointing the location where a signal is generated.⁵⁹ Researchers are trying to overcome these limitations to improve EEG's utility for both medical and non-medical applications.^{60,61}

MEG may be a promising alternative since the magnetic fields it detects are not weakened by the skull. It can also determine the location of brain activity more accurately than EEG.^{23,62,63} MEG has been less explored as it is expensive and requires people to lie still inside a scanner.¹ Researchers have demonstrated the feasibility of a wearable MEG system, based on quantum technology,⁶⁴ to address these issues.²⁶

Invasive BCIs also face challenges. These include intrusive wiring (which carries an infection risk) and the body's immune response can compromise electrode function over time.^{32,65,66} As a result, only a limited number of patients have been fitted with them in research settings, although attempts to commercialise implantable BCI systems continue.²⁰ For invasive BCIs to become more widely used, they are likely to require a number of innovations:¹

- Miniaturisation of implanted devices
- Capacity to measure far larger volumes of data
- Wireless recharging of device batteries
- Wireless data transfer between device and computer
- Longer device lifetime following implantation
- New surgical methods for implantation^{67,68}
- Reduction of scarring around implanted electrodes.

BCIs for Improved Neurostimulation

BCI technology has the potential to make established therapies more effective, because of its ability to transfer information from the brain to an external computer for analysis. For example, implantable deep-brain stimulators apply an electric current to the brain (Box 1).^{34,69} They are available on the NHS to treat movement disorders like drug-resistant Parkinson's.⁷⁰ However, the current is delivered in a pre-programmed way that doesn't change according to the patient's symptoms. This can lead to adverse side effects, such as speech or balance impairment.^{42,71-74}

BCIs can be used to make treatments more responsive by providing greater insight into brain function. They can sense abnormal brain activity, using it to identify the onset of symptoms. Treatment could then be tailored to a specific patient, reducing the need for clinicians to re-programme devices regularly.⁷² The NeuroPace RNS⁷⁵ is one example of a responsive implantable device (approved for clinical use in the US) that applies brain stimulation to prevent epileptic seizures from occurring.⁷⁶ BCIs could also help to make neurostimulation treatments for mental health disorders, like depression,⁷⁷ responsive to the person's mental state.^{20,78-84}

Non-Medical Applications

BCI technology is attracting interest in a number of non-medical areas, with some products being marketed directly to consumers.^{3,85,86} Examples include:

- **Entertainment:** Companies are developing non-invasive BCI headsets to play computer games.^{87,88} These would allow users to control actions within the game via thought.^{89–91} NeuroSky⁹² and MyndPlay⁹³ are among the small number of companies currently offering BCI-enabled gaming products to consumers.⁹⁴
- **Training:** NeuroSky, MyndPlay, Emotiv⁹⁵ and other companies also market EEG headsets for enhancing cognitive abilities such as concentration.^{94,96} These systems work by neurofeedback, the process of learning to control your brain activity by becoming visually aware of it on a computer screen.^{97,98,99} This may help people with attention deficit disorders to focus⁹⁴ and patients with chronic pain to manage their symptoms.¹
- **Marketing:** BCI technology is being developed for market research studies (neuromarketing).¹⁰⁰ This involves collecting data from the brain to gain insight into consumer decision-making.^{101,102} BCIs might be used, for example, to measure the reaction of a consumer to an advertising campaign.¹⁰³
- **Defence:** The MoD is investigating how BCIs can enhance different cognitive abilities, including decision-making and sensory processing (such as sight, hearing and touch).¹⁰⁴ In the US, the Defense Advanced Research Projects Agency is funding an extensive programme of NI projects.¹² For example, the Next-Generation Nonsurgical Neurotechnology programme aims to develop non-invasive BCIs for service personnel.^{105,106} Potential applications could include control of unmanned aerial vehicles or cyber-defence systems.^{105,107,108}

BCI technology is also under development for other applications that are further from being realised.¹⁰⁹ For example, Facebook is working on non-invasive BCIs to enable hands-free communication with smartphones at a faster rate than typing.^{16,110} Meanwhile, Neuralink recently reported it had developed a laboratory prototype of an implantable BCI.⁶⁷ This BCI is initially intended for medical applications, with the ultimate goal of merging human intelligence with artificial intelligence.^{17,111} Estimates suggest that invasive BCIs could be available for medical use within 5–10 years.⁶⁶ However, for non-medical use, the timeframe is likely to be much greater.¹

Ethical Challenges

In 2013, the Nuffield Council on Bioethics published an ethical framework for technologies that interface with the brain.³ Since then, the Royal Society (2019)¹, the OECD (2019)¹¹² and academics^{4,113,114} have all highlighted the importance of addressing the ethics of NI use.

Safety of BCIs

Safety concerns primarily focus on invasive types of BCI. As these are implanted in brain tissue, they can cause localised damage to nerve cells and blood vessels, and an increased infection risk.³ The Nuffield Council concluded that the pivotal role of the brain (including in the functioning of mind and body, and sense of self), requires the risks and benefits of interventions to be carefully assessed.

Weighing up the risk of using a device against the benefits it offers may be easier for medical applications. Their benefits can be more directly measured by the effectiveness of the treatment whereas, for non-medical applications, benefits may

be harder to define or be more subjective.^{3,115,116} The Council also concluded that non-invasive BCIs systems, such as EEG devices for gaming, are unlikely to cause serious health risks. However, extended use may lead to changes in the brain that occur as a result of the brain's inherent plasticity,^{3,117} which the Council highlighted as a particular risk to children.³ There has been no systematic research on the long-term effects of EEG for recreational purposes.¹¹⁸

Privacy and Security

Current understanding of brain function is limited, which means that brain activity data cannot be used to 'read' a person's thoughts.³ Theoretically, it might be possible to infer certain personal information from BCI data, such as a person's emotional state, sexual preferences, religious and political beliefs, and cognitive health.^{119–121} However, some academics have questioned whether currently available BCIs can reveal this kind of information.¹²²

Brain activity data may be captured in increasing volumes as the consumer market for BCI technology grows.^{121,123} Some academics have expressed concern that companies developing or using BCIs could seek to use this data for profit, for example by targeting advertising to specific individuals.^{124,125} They also speculate that governments may seek to obtain brain activity data from BCI companies for security and law enforcement.¹²⁴ Other academics suggest that connecting BCI systems to the internet may open up the possibility of them being hacked to steal data or to hijack the devices under their control.^{113,126}

Equality of Access

New technologies may often be costly (particularly initially), limiting use to those who can afford them. Unequal access to BCIs and other NIs for human enhancement applications could widen already existing societal inequalities.^{115,127} In a recent public dialogue that canvassed the views of a small sample of the UK population, participants felt that NIs for medical applications should be available to all those in need, regardless of wealth (Box 4).¹²⁸ NICE provides recommendations to the NHS on the adoption of new technologies,^{129,130} based on how well the treatment works and whether it is value for money.

Accurately Communicating the Risks and Benefits

According to the Nuffield Council, publicising the more speculative uses and benefits of BCIs may help to attract investment and shape future research.³ However, exaggerated claims or inaccurate communication risks and benefits may affect patients' understanding and expectations, and jeopardise informed consent. Unsubstantiated or misleading marketing may undermine wider public trust in the technology.^{3,96}

Agency & Autonomy

The use of BCI-enabled equipment involves the user sharing control of that equipment with the BCI, especially when it includes automated decision-making.^{113,131} This raises questions regarding agency.^{58,132,133} An example is the extent to which responsibility for an action facilitated by a BCI-enabled device, such as a prosthetic limb or speech synthesiser (Box 3), can be attributed to the user.⁴ Such questions may raise challenges for attributing legal responsibility when actions or speech have been executed by a BCI-enabled device.^{134,135,136}

Box 3: Decoding Speech from the Brain

BrainCom is one example of a research project aiming to develop invasive BCIs for patients who are unable to verbalise speech.⁵³ The separate processes of: (1) thinking about saying specific words and (2) speaking, produce similar activity patterns within the brain. BrainCom's BCI implant would record electrical brain activity generated by a patient who has lost the ability to verbalise their speech but can still imagine speaking. These recordings would then be decoded to identify specific sounds that can be stitched together to form words delivered by a speech synthesiser.^{53,54} This process has been compared to lip reading using measurements from the brain.

Regulating BCIs

In the UK, there is no regulation specific to BCI technology. However, BCI systems may fall within the scope of the EU Medical Devices Regulation (MDR) if they are intended for medical use.^{137,138} The MDR came into force in 2017 and will apply fully in the UK in May 2020.¹³⁸ It sets out the safety, quality and performance requirements that must be met for any medical device marketed in the EU. The Medicines and Healthcare products Regulatory Agency (MHRA) is responsible for regulating medical devices to ensure they meet the standards of the MDR and will continue to have this role after Brexit.¹³⁹

From May 2020, the MDR scope will be extended to certain products that work in a similar way, or have similar risks, to a medical device. The extension aims to strengthen their safety, quality assurance and market surveillance.¹³⁷ It includes non-invasive brain stimulation equipment that applies electrical currents, magnetic or electromagnetic fields that penetrate the skull and modify brain activity.¹⁴⁰⁻¹⁴² The MDR will therefore apply to some commercially available devices, such as headsets intended to enhance memory and focus through brain stimulation.^{140,143} Non-invasive BCIs that measure brain activity, such as some computer game headsets using EEG, will remain outside the scope of the MDR. However, there has been some debate between academics about whether neurofeedback equipment should be more strictly regulated.^{117,142} BCI devices that fall outside the scope of the MDR will still be governed by consumer protection laws, such as the Consumer Rights Act 2015.^{144,145}

Regulatory Challenges

The Royal Society recently reported clinicians' concerns that regulatory restrictions limit access to new medical innovations. It also suggested that NIs are being used by some consumers with little regulatory constraint, despite a limited understanding of their safety or effectiveness.¹

Effectiveness of Consumer BCIs

Some academics have questioned the effectiveness of consumer BCIs that use EEG.¹⁴⁶⁻¹⁴⁸ For example, it is unclear whether the benefits of EEG neurofeedback are real or a placebo effect.^{146,149} In addition, some have contended that companies marketing these devices and other products for enhancing cognitive functions are making exaggerated claims without adequate evidence.^{96,150,151} In the UK, consumer BCI products not covered by the MDR are subject to lower levels of oversight. This makes it very difficult for consumers to assess

whether devices will work as advertised.⁹⁶

Data Governance

The use of personal information in the UK is governed by data protection laws, including the EU General Data Protection Regulation (GDPR).¹⁵³ Under the Regulation, health data are subject to stricter access requirements than some other personal data.¹⁵⁴ Academics have raised concerns that brain data from commercially available BCIs that are not classed as medical devices may not have these additional protections.¹⁵⁵ The Morningside Group (an international collaboration of neuroscientists, neurotechnologists, ethicists and engineers) have also made recommendations for the regulation of BCIs and other technologies that interface with the nervous system.^{1,113} These include suggestions for data governance, including that users give explicit consent before their brain data can be shared.¹¹³ Research on brain activity data may provide new insights and tools for enhancing the health and well-being of individual patients and wider society.^{156,157}

Box 4: Public Opinion on NI technology

In 2019, the Royal Society commissioned a public dialogue to identify public attitudes towards NIs.^{128,152} It involved 73 participants from a "broadly representative demographic of society" with varying tendencies to adopt new technologies. Nearly all participants approved of using NIs for medical purposes. Non-medical uses were met with greater caution, but some were considered positive developments for society (such as enhancing experiences of entertainment).

Data derived from brain activity were considered more personal than data generated by using social media or smartphones, leading to the view that more caution is required with NIs than other technologies. Participants expressed a variety of other concerns such as equality of access, control and transparency of BCI data use, and a potential future in which their minds could be read, or their behaviour controlled without prior consent.

New Approaches to Regulation

The Royal Society has suggested that NIs could be used as a test case for new approaches to technology regulation.¹ For example, allowing new medical devices to be temporarily tested in a controlled environment with limited regulation (a sandbox). Sandboxes have also been used to support innovation in other sectors, such as financial technologies.¹⁵⁸ They also recommended that the public be given a clear voice in shaping future NI regulation.¹

In June 2019, the UK Government said that it is working with the NHS and regulators to develop guidance for innovators looking to bring novel medical technologies to market.¹⁵⁹ Through the Regulators' Pioneer Fund, it has invested £10m in projects to make regulation more supportive of innovation. The MHRA and NHS Digital are developing datasets enabling the validation of AI-based software used in medical devices.¹⁶⁰

In the US, the FDA has published draft, non-binding, regulatory guidance for implantable BCIs to help accelerate medical uses of the technology.^{161,162} This is the first example of a regulatory agency focusing explicitly on BCIs. The FDA says that it intends to update this guidance as invasive BCI technology develops.¹⁶³

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