

Associated Pharmacologists & Toxicologists

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February 27, 1992

Dr. David Kessler Commissioner Food & Drug Administration Rockville, MD

Dear Dr. Kessler:

we originally petitioned the FDA (copies enclosed) to halt the sale of the Today Contraceptive Sponge because we suspected it would be a frequent cause of vaginal irritation and an agent capable of increasing the user's risk of Toxic Shock Syndrome. Now there is an extended basis of user experience to support these concerns:

1. Data in the the Drug Experience Network as of 1/16/92 indicates that more than 47% of the complaints filed regarding the Today Sponge included either cervicitis or vaginitis.

These forms of irritation were predictable effects of the use of the Today Contraceptive Sponge because it contains more of the detergent/spermicide, nonoxynol 9, (1 gram/sponge) than any other OTC vaginal contraceptive, and the detergent is left in the vagina, with a polyurethane foreign body, longer than any other product. As was discussed in the petitions, the Today Contraceptive Sponge was formulated to contain the maximal feasible amount of N-9 in the sponge because the use of smaller quantities were grossly ineffective as contraceptives. It should also be noted that the complaints

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regarding the ineffectiveness of the Sponge (no drug effect, 102: pregnancy unintendec, 678) constitute 26% of all reports in the Drug Experience Network.

It is also important to note that the current package insert for the Sponge does not make it clear to the user that cervicitis and vaginitis are the most common complaints that have been associated with this contraceptive.

2. In 1986, Faich et al reported in the Journal of the American Medical Association (copy enclosed) that the use of the Today Sponge was associated with an increased incidence of Toxic Shock Syndrome.

This report lends further credence to the concerns originally brought before the FDA regarding the health risks associated with the Today Sponge.

An additional point raised in the petitions was the possibility that the continued use of the Sponge might increase the risk of vaginal or cervical neoplastic disease. This concern was based on the presence of the carcinogen, dioxane, in the spermicide, N-9, and the unknown risks that may be associated with the intravaginal use of a polyurethane. Clincal data on the possible carcinogenic effects of the Sponge are both unlikely and undesireable as a way to investigate this question. We would point out again that this matter has not been investigated asequately in the available saimal models for studying vaginal carcinogens.

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In the light of our continuing concerns regarding the possible carcinogenicity of the Sponge, and the reported adverse effects, which we cite above, we again request you review the safety and effectiveness of the Today Contraceptive Sponge. As we stated in our original petitions, we do not believe that this contraceptive product is safe and effective enough to be on the market.

Sincerely yours,

Armand Lione*

President, Associated Pharmacologists & Toxicologists Judy Brainan-Lipson

President, Empire State Consumer Assoc.

Enclosures:

- 1. Petition, Empire State Consumer Association, Inc., #83P-0187/cp
- 2. Petition, Associated Pharmacologists & Toxicologists, #83P-0187/cp0002
- 3. Petition Supplement, (6/25/84), Associated Pharmacologists & Toxicologists, #83P-0187/cp0002
- 4. Summary, Drug Experience Network, Food & Drug Administration records for the Today Contraceptive Sponge, 1/16/92
- 5. Faich G et al: Toxic Shock Syndrome and the Vaginal Contraceptive Sponge. JAMA 255:216-8, 1986.

^{*}to whom correspondence should be addressed.

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Toxic Shock Syndrome and the Vaginal Contraceptive Sponge

Gerald Fsich MD, MPH; Kay Pearson, RPh; David Fleming, MD; Solomon Sobel, MD; Charles Anello, ScD

Thirteen confirmed cases of toxic shock syndrome temporally related to use of the vaginal contraceptive sponge have been reported. The observed risk of toxic shock syndrome in sponge users may be elevated above estimated background rates, but this risk remains very low. Traumatic manipulation of the sponge, use during menstrustion or the puerperium, and prolonged retention of the sponge may additionally increase toxic shock syndrome risk. As with all contraceptives, risks must be belanced against benefits.

(JAMA 1985;255:216-218)

TOXIC shock syndrome (TSS) associated with staphylococcal infection was first recognized in 1978, slthough cases undoubtedly occurred before that time. Staphylococcus aureus has often been isolated from patients with TSS, particularly phage group 1.1 The illness is thought to be

For editorial comment see p 242.

caused by a staphylococcal toxin, although the exact pathogenesis of the disease remains unclear. Host immune status may also play a role in susceptibility to the syndrome.

In 1980, epidemiologic investigations of an increase in the number of the reported cases of TSS led to the description of an association between TSS, tampon use, and menstruation." Since that time, most reported cases of the syndrome have continued to occur in women during menstruation. Nonmenstrual cases related to wounds, the postpartum period, and vaginitis have been reported." Cases have also been reported in conjunction with the use of the contraceptive diaphragm."" The present article reviews reported TSS cases temporally related to use of the vaginal contraceptive sponge and discusses risk implications of these cases.

The vaginal contraceptive sponge (Today) was first marketed for overthe-counter sale in July 1983. The sponge, a polyurethane device impregnated with nonoxynol 9 spermicide, has a combination of features not duplicated by other contraceptives. First, because of its over-the-counter status, it is readily available. Second, in some patients its efficacy may approach that of the diaphragm and spermicide jellies." Third, it can be left in place and provide continual

contraception for a 24-hour period.

Preapproval trials of the sponge, while large," were not sufficient to rule out the possibility of TSS. This and the experience with tampon-associated TSS led to the inclusion of a description of the symptoms of TSS in the package insert for the sponge." In addition, users were instructed not to leave the sponge in place for more than 30 hours and not to use the sponge during menstruation.

METHODS

Surveillance for sponge-related TSS cases is based on information received by the Adverse Drug Reaction Reporting System at the Food and Drug Administration (FDA)," the Centers for Disease Control (CDC) TSS Surveillance System." and maximarketing surveillance conducted by the manufacturer (VLI Corp. Irvine, Califi. The first two of these surveillance sources were in place before the sponge was marketed. The manufacturer's surveillance is primarily based on reports it receives from health care providers and consumers through a toll-free telephone hot line, which is listed in the package insert supplied with the product. The manufacturer is required to transmit any reports of adverse reactions to the FDA.

Each TSS case report is recorded by the FDA and the CDC on a CDC TSS surveil-lance form and is reviewed and classified by the CDC. A aponge-related case is defined as one in which the standard criteria," "as outlined in Table 1, are met and in which the unset of illness occurs within 45 hours following sponge insertion For reports that only noted the date of sponge use, it was assumed that

From the Center for Drugs and Biologics, Food and Drug Administration, Rockwile, Md (Dre Feich, Sobal, and Anelto and Me Peareon), and the Respiratory and Special Pathogens Epidemiology Branch, Centers for Disease Control, 'Allama' (Dr. Fiaming).

Use of trade names is for identification only and does not imply endorsement by the Public Hearth

Service
Reprint requests to Center for Drugs and Biologics, Food and Drug Administration, Room (1583)
(HEN-700), Rockinds, MD 20857 (Dr. Feich)

Table 1.—Case Definition of Toxic Shoci Syndrome ***
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the sponge was inserted at 10 PM so that an insertion-to-onset interval could be estimated.

For risk estimates, two assumptions were made. First, it was assumed that risk is independent for each use of the sponge and that sponges are used on nonmentrual days. Second, it was assumed that the average menetruating woman is "nonmentrual" five sixths of the time, or 304 days per year." Thus, to convert annual incidence rates per 100,000 women to rates per nonmentrual day, the annual rate was divided by 304 and multiplied by 10 to give a cate per million women-nonmentrual days.

RESULTS Case Review

As of Nov 1, 1984, seventeen cases of TSS in sponge users had been reported. In two of these, onset had occurred more than 48 hours after aponge insertion and in two the incubation period was unknown. Thus, 13 cases of sponge-related TSS were identified. An additional ten cases of probable TSS in sponge users were reported; these lacked one criterion of TSS (Table 1), most commonly desquamation. Only the confirmed sponge-related TSS cases were used

JAMA, Jan 10, 1986-Vol 255, No. 2

Table 2.—Sponge-Rulated Cases of Toxic Shock Syndrome							
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in this analysis. Four of these cases were briefly reviewed elsewhere."

All 13 of the patients with spongerelated TSS were hospitalized and recovered; all had vaginal cultures that were positive for S aureus. Patients ranged in age from 18 to 37 years (mean, 24.6 years) and resided in nine states. Four of the cases had potentially predisposing factors (Table 2): one patient used the sponge during menstruation, two were postpartum (37 and 56 days), and one left the sponge in place for more than 80 hours (four days). In four of the 18 cases, difficulty with sponge removal was noted, and in three of these the sponge was fragmented when finally removed.

Risk Analysis

As of Nov 1, 1984, according to the manufacturer, 20 million sponges had been distributed. For this analysis it is assumed that a maximum of 80% (16 million) of distributed sponges were actually used, while the remainder either went unused or had not yet been purchased. Using the spongerelated TSS cases without possible predisposing factors as a numerator. the observed rate of sponge-related TSS was nine cases per 16 million sponges. Since a case, by definition could occur within 48 hours (two days) of sponge use, this is equivalent to nine cases per 32 million nonmenstrual days of susceptibility for an observed rate of 0.28 cases per 1 million nonmenstrual days.

Precise estimates of background rates of nonmenstrual TSS do not exist. Best approximations derive from surveillance programs con-

ducted in Utah and Minneacta. For Utah, during the two-year period from 1980 through 1981 when surveillance was most intense, one case of nonmenetrual TSS in a woman was detected that was not associated with a wound or the postpartum period. Surveillance covered the state's population of 240,000 women 19 to 39 years of age (C. R. Nichola, MPA, oral communication, Nov 15, 1984). Thus, the observed incidence was 0.21 per 10' women-years, or 0.007 per 10' nonmenstrual days.

In Minnesota, ten nonmenstrus! TSS cases without predisposing factors in women 19 to 39 years of agreere detected statewide from January 1980 to June 1981. Using a denominator population of 600,000 women aged 19 to 39 years, an annus! rate of 1.1 per 100,000 women-years can be calculated. This adjusts to 0.036 cases per 10' nonmenstrus! days.

Dividing the observed spangerelated rate (0.28) by estimated background rates gives a crude risk ratio. Using the Utah (0.007) and Minnesotr (0.036) background rates produce: estimated crude risk ratios of 40.3 and 7.8, respectively. Put another way, TSS risk on nonmenstrual day: is estimated to be 7.8 to 40 time: greater for sponge users than for nonusers.

One unpublished study provides at estimate of nonmenstrual TSS derived from retrospective chart reviews of hospitalized patients with diagnoses possibly compatible with TSS. T. Halpin, MD, and L. KonchalmpH (written communication, No. 10, 1984) found one confirmed non

Spange-Related TSS-Faich at at

menstrual TSS case in a woman in the child-bearing years without predisposing factors by such a review of more than 3,000 hospital records representing all such hospitalizations for a year's period of time for a population that contained 214,927 women aged 13 to 39 years. From this a nonmenstrual TSS rate of 0.015 cases per 10' nonmenstrual days can be calculated. Using this as a comparison rate, a crude risk ratio of 18.6 for sponge-related TSS is obtained.

COMMENT

We have identified 13 cases of TSS temporally related to sponge use. Three cases involved use during the puerperium or menstrustion, both of which are contraindications for use of the sponge. One case occurred in a woman who kept the sponge in place for more than the 30 hours recommended by the manufacturer. Sponge users should be encouraged to carefully follow instructions in the package insert.

Four of the TSS cases involved difficulties with removing the sponge. Vaginal trauma and aponge fragmentation may increase TSS risk. Thus. sponge users should be particularly alert for illness following traumatic removal of the sponge.

Nine of the 18 TSS cases related to

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Toxic-shock syndrome epidemiologic festure,

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sponge use were not associated with predisposing factors. Using several estimates of the background rate of nonmenstrual TSS, we have shown that the crude risk ratio of spongerelated TSS may be elevated. This risk analysis does not control for several biases. Diagnosis and reporting of sponge-related cases probably are higher than non-spongerelated nonmenstrual cases because of the mention of TSS in the package insert, litigation, and media attention. In addition, non-sponge-related nonmenstrual cases may be less likely to be recognized because the diagnosis may not be considered in the absence of menstrustion or tampon use."

To some extent, the use of comparison data from Minnesota and Utah may lessen the degree of bias in our analysis. In both states, physicians were informed about clinical characteristics of TSS as part of an intensive surveillance effort. There was also considerable mass media attention given to the disease for several surveillance years. Active searches were made for diagnosed cases for all or part of the surveillance period.

Our conclusion is that the risk of nonmenstrual TSS may be increased by sponge use. This is based on the temporal association, the possible increase in the rate of occurrence of nonmenstrual TSS above estimated background rates, and the analogous. established association found between TSS and tampon use. It must be emphasized that while the risk may be elevated, it still represents a small risk. To date about one case (without predisposing factors and occurring within 48 hours of use) per 2 million sponges used has been reported.

It is important to consider this risk in the proper perspective. Decisions about contraceptives must take into account comparative efficacy and safety information, le, benefits must be balanced against risks. Risks from one contraceptive method must be compared with those associated with other methods. Risks associated with pregnancy far exceed the risks of most contraceptive means.

Physicians should be alert to the possibility of TSS even in nonmenstructing patients. When diagnosed, TSS cases should be reported to state health departments. When the contraceptive sponge is involved, reporting to the manufacturer or FDA is encouraged.

We thank Michael Outerholm, PhD, for his coview and community.

Bafasancas

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Associated Pharmacologists & EEA COLOR 10 Toxicologists

June 25, 1984

Dr. Frank Young Commissioner of Food & Drugs Food & Drug Administration 5600 Fishers Lane Rockville, MD 20857

CLINICAL REPORTS ON VAGINAL IRRITATION & TOXIC SHOCK SYNDROME
ASSOCIATED WITH THE USE OF THE TODAY CONTRACEPTIVE SPONGE
Supplement to Citizen Petition 83P-0187/CP0002

SUMMARY.

One year ago, this organization petitioned the Food & Drug Administration to withdraw its premarketing approval of the Today Contraceptive Sponge because the intravaginal animal tests recommended by the FDA Panel on Vaginal Contraceptives had not been completed and evaluated for the Sponge. At that time, there were scientific reports available to suggest that if intravaginal animal tests were performed with this contraceptive product, the Today Sponge might be shown to be a frequent cause of vaginal irritation, and to increase the incidence of toxic shock syndrome among its users. Available reports also suggested that, after long-term use of the Sponge, the incidence of tumor formation among users might increase because of the intravaginal exposure to a polyurethane and dioxane, the carcinogenic contaminant of the Sponge spermicide, Nonoxynol-9.

There are now clinical reports, which will be outlined in detail below, that suggest as many as 12% of the women who use the Contraceptive Sponge experience vaginal irritation from this product. When compared to other

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vaginal contraceptives, the Today Sponge has been shown to be significantly more irritating than the diaphragm and one type of foaming suppository contraceptive. At this time there are nine cases of toxic shock syndrome (TSS) among Today Sponge users confirmed by the Centersfor Disease Control (Atlanta, GA), and several additional reports that have been classified as "near-shock" because available information was not sufficient to meet all of the established criteria to confirm these cases as TSS. The carcinogenic potential of the polyurethane and dioxane in the Contraceptive Sponge are still untested in available animal models. Clinical data on side effects such as tumor formation are impossible to monitor at this point.

Toxic shock syndrome can be a lethal disease. If a women can buy a Contraceptive Sponge, use it as recommended, and risk developing a fatal disease while using this product, the standards for safety of over-the-counter drug products, which have been established in the past by the FDA, are not being met for this product.

Although it is specified in the U.S. Code of Federal Regulations that the Commissioner of the FDA "shall furnish a response to each petitioner within 180 days of receipt of the petition" (21 CFR 10.30 (2)), no response has been made to the original petition on this matter submitted one year ago. At this time, we request that you consider the material submitted in the original petition along with the clinical data reviewed below, to provide a basis for removing the Today Contraceptive Sponge from the CTC drug merket.

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Detailed Statement of Grounds:

1. Vaginal Irritation

A small clinical study on the vaginal irritation caused by repeated use of the Contraceptive Sponge was reported to the FDA by Dr. Gerald Bernstein of the Univ. of So. Calif. Med. Ctr. A summary of this study was obtained through a freedom of information request as part of a letter written June 10, 1982 by Dr. William J. McCann, the Medical Officer in the Office of Metabolic and Endocrine Drugs, FDA. Dr. Bernstein reported that when 10 women wore a Contraceptive Sponge for more than 2 days, 3 of the women complained of vaginal irritation and 4 expelled the Sponge. (1) In a second study involving 15 women who attempted to wear contraceptive sponges on 7 consecutive days, 5 of the women experienced vaginal irritation. At the end of the study, four of these women presented with Class II Pap smears. (2)

A large clinical study, involving 1,400 women, which was completed here in the U.S., has shown that the Contraceptive Sponge caused significantly more vaginal irritation that the diaphragm. After one year, 12 women per 100 sponge users discontinued use of the Sponge because of vaginal irritation. This was significantly more than the discontinuation rate among diaphragm users, which was 3.7 per 100 women. This data was summarized in a recently published report by the Population Information Program at the Johns Hopkins University (3).

The results of a large international study undertaken in Bangladesh, Tajwan and Yugoslavia were also summarized by the Johns Hopkins group. (3) In that study the effectiveness and acceptability of the Sponge was compared with a foaming suppository, the Neo Sampoon, which is not sold in the U.S. The discontinuation rate because of vaginal discomfort for the Neo Sampoon was relatively

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high at 9.4 per 100 women, however, even this discontinuation rate was significantly lower than the rate reported for the Contraceptive Sponge, 12.7 per 100 for the Sponge) women (3). Thus the incidence of vaginal irritation in both of these clinical studies ranged between 12 and 13%.

When discomfort and problems removing the Sponge were grouped with all other reasons cited for discontinuing the use of the Sponge, the overall rate was about 50% (3).

The voluntary reports that have been submitted to the Sponge manufacturer (VLI Corp., Irvine, CA) and the FDA Drug Experience Network (4) now number in the hundreds the women who have experienced vaginal pain, fever and distress because of the Contraceptive Sponge. These reports include some categorized as "near shock" because information was inadequate to confirm the occurrence of toxic shock syndrome.

2. Toxic Shock Syndrome and the Contraceptive Sponge

Vaginal infections with various strains of Staphylococcus aureus have been associated with the onset of Toxic Shock Syndrome (TSS). Laboratory tests on the growth of S. aureus in the presence of components of the Contraceptive Sponge have produced conflicting results. A report prepared for the manufacturer of the Sponge (VLI Corp., Irvine, CA) did find that the growth of S. aureus was inhibited by the Sponge's spermicide, Nonoxynol-9, when clean sponges were innoculated with bacteria and incubated in beakers (3). However, a 1933 study by Dr. Elizabeth Baehler at the State University of New York at Buffalo (5) indicated that N-9 had no inhibitory activity on staphylococci or group B streptococci, but it was highly effective against Streptococcus pneumoniae.

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At this time the Centersfor Disease Control (CDC), in Atlenta, GA, has confirmed reports on nine cases of TSS among users of the Today Contraceptive Sponge. In the CDC report on the first four TSS cases (6), it was noted that two of the TSS victims had left the Contraceptive Sponge in place for longer than the recommended 24 hours.* Of the five more recent cases of TSS, the time the sponge was left in the vagina has been determined for four of the women. In these four cases, the Sponge was left in the vagina 12, 13, 14 and less than 24 hours (7). One woman was menstruating. Despite the growing number of Sponge users who have become victims of TSS, the effect of the spermicide detergent, Nonoxynol-9, on the intravaginal absorption of TSS toxins also awaits investigation in experimental animals.

Conclusion

The original petition on the inadequacies in the safety testing for the Today Contraceptive Sponge summarized the available research reports that suggested that if the Sponge had been subjected to the recommended intraveginal animal tests, it would frequently be associated with vaginal irritation and it might increase the incidence of TSS and tumor formation among women who used this vaginal contraceptive. Although it is too soon to expect that clinical data will shed light on the potential carcinogenic properties of the ingredients in the Sponge, after one year of widespread use, clinical data is now available that suggests the Sponge is frequently associated with vaginal irritation and 9 confirmed cases of toxic shock syndrome have been identified among women who were using this product.

^{*}The manufacturer claims that the Sponge is approved for 48 hour use in England and Switzerland (2). The FDA limited the product to 24 hour use in Jan. 1983.

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There are a number of alternate forms of vaginal contraception with greater safety and effectiveness than the Contraceptive Sponge that are available to women. Once, again, we request that this product be withdrawn because it has not been shown to be safe enough for sale on the over-the-counter drug market.

Certification

The undersigned certifies, that, to the best knowledge and belief of the undersigned, this petition includes all information and views on which the petition relies, and that it includes representative data and information known to the petitioner which are unfavorable to the petition.

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