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Geri Duncan Jones

December 21, 2006

Division of Dockets Management (HFA – 305)

Food and Drug Administration 5630 Fishers Lane Room 1061

Rockville, MD 20852

Attached is the American Health & Beauty Aids Institute (AHBAI) response to Docket No. 1978N-0065 and RIN number 0910-AF53. AHBAI is a national trade association representing the leading manufacturers of ethnic beauty products.

If you have any questions or require additional information, please feel free to contact me at 708-633-6328 or via e-mail at gjonesahbai@sbcglobal.net.

Sincerely

Geri Duncan Jones Executive Director

78N-0065

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Department of Health and Human Services Food and Drug Administration 21 CFRE Part 310

Response to Docket No. 1978N-0065 (formerly Docket No. 78N-0065) RIN 0910-AF53

Skin Bleaching Drug Products for Over-the-Counter Human Use; Proposed Rule

Agency: Food and Drug Administration, HHS

Action: Proposed rule; withdrawal of previous proposed rule.

Respondents: NMA (National Medical Association) Dermatology Section

AHBAI (American Health and Beauty Aids Institute)

# Response to II New Data:

# **Toxicology**

The Federal Register document refers to toxicology data received subsequent to publication of the TFM in 1982 stating that NTP data indicates, "'some evidence' of carcinogenicity in male and female rats and in female mice".

<u>Recommendation (1)</u> We suggest that the Agency consider all of the available hydroquinone toxicology data including the more recent: developmental, reproduction, neurotoxicology, metabolism, pharmacokinetic, genotoxicity, tumorigenicity and exposure testing as listed in the following references.

TABLE IV: Additional Data for FDA Review

Reference (year)	Study classification	Miscellaneous
Pifer et al. (1995)	epidemiological	HQ workers
Murphy et al. (1992)	animal	rabbit developmental toxicity study with HQ
Krasavage et al. (1992)	animal	rodent developmental toxicity study with HQ
Blacker et al. (1993)	animal	rodent two-generation reproduction study with HQ
Krasavage et al. (1984)	animal	rodent dominant lethal assay with HQ
Topping et al. (2006)	chemistry/basic science	subchronic neurotoxicity study with HQ
Deisinger et al. (1996)	basic science	metabolism study
Deisinger and English (1999)	basic science	metabolism study
Boatman et al. (2000)	basic science	metabolism study
English and Deisinger (2005)	basic science	metabolism study
Corlet et al. (2000)	pharmacology	pharmacokinetic study with HQ
Poet et al. (2004)	pharmacology	pharmacokinetic study with HQ
English, Perry et al. (1994)	animal	mechanistic study with rodents on HQ
English, Hill et al. (1994)	animal	mechanistic study with rodents on HQ
Boatman et al. (1996)	animal	mechanistic study with rodents on HQ
Hard et al. (1997)	animal	mechanistic study with rodents on HQ
David <i>et al.</i> (1998)	animal	toxicity study of HQ in sking lightener formulation in albino animals
O'Donoghue et al. (1999)	chemistry/toxicity	genotoxicity, preventative action of HQ on mutagenicity and tumorigenicity
Doepker et al. (2000)	chemistry/toxicity	genotoxicity, preventative action of HQ on mutagenicity and tumorigenicity
Williams et al. (2006)	chemistry/toxicity	genotoxicity, preventative action of HQ on mutagenicity and tumorigenicity
Whysner <i>et al.</i> (1995)	review	data for HQ, tumorigenicity
DeCaprio et al. (1999)	review	data for HQ, toxicology, environmental and occupational exposure

Recommendation (2) In consideration of the seriousness and widespread effect of the proposed ban, we request that the Agency consider undertaking a pharmacoepidemiology study of the risks associated with prescription use of hydroquinone products. Said study may be able to be performed if such products are captured by existing administrative or medical record databases (e.g. General Practice Research Database, Kaiser, etc). In particular, potentially large numbers of individuals who received hydroquinone prescriptions (e.g. exposed) could be retrospectively reviewed in these systems, with appropriate control patients (e.g. unexposed) to determine if the rates of malignancies of interest vary between those using prescription hydroquinone products and those not using prescription hydroquinone products.

## **Exogenous Ochronosis**

Hydroquinone containing creams are the mainstay of therapy for Caucasian, Black, Asian, and Hispanic American male and female consumers suffering from hyperpigmenting skin diseases. Melasma, post-inflammatory hyperpigmentation, and lentigines have responded well to treatment with over the counter and prescription hydroquinone formulations for over 60 years in the United States of America without any significant, irreversible adverse reactions reported. During the period from 1961 to 1995, there were less than 30 adverse events reported to the FDA related to use of hydroquinone. The majority of these reports were minor skin irritations, allergic reactions and 1 case of hyperpigmentation. According to Maibach, approximately 10-15 million skin tone cream units were sold in the United States in 1997. This volume of hydroquinone equates to over 550 million potential exposures annually and therefore billions of exposures since introduction of hydroquinone into the US market. In the United States of America hydroquinone is widely used with less than 1 adverse reaction for every billion exposure generating an extremely favorable benefit to risk profile.<sup>8</sup>

According to the Proposed Rule, "hydroquinone has been shown to cause disfiguring effects (ochronosis) after use of concentrations as low as 1 to 2 percent." Support for this statement includes 21 referenced articles covering the period from 1975 to 2001. We have formulated and formatted Table 1 to highlight the relevant demographic, clinical, histological and patient outcomes from each of the 21 references (in the same order) to facilitate review of the pertinent data.

Comment: It is well known that the use of skin bleaching in products in Africa prior and subsequent to the partial ban in South Africa is very different than in the United States of America, as illustrated in the table and the Agencys' review. Black Africans tend to use hydroquinone over entire cutaneous surfaces, for much longer periods of time, at higher concentrations (6.5 to 8.5%) and in hydro-alcoholic formulations (t-butyl alcohol) that may also contain ochronotic mercuric compounds. The American experience differs in that hydroquinone is generally used on isolated areas of skin for specific hyperpigmenting disorders (as opposed to trying to have a lighter colored skin), duration of use is usually limited to correction of the underlying pigment problem, hydroquinone is the only active ingredient in the product and the formulations are 'cream' based. It is noteworthy that the desire to bleach the skin is so great in South Africa that subsequent to the partial hydroquinone ban, the use of anti-acne products containing synergistic resorcinols, that lighten skin color, has increased dramatically. 8.26

The clinical descriptions of exogenous ochronosis associated with hydroquinone in the rare American 'case reports' are less striking (Stage 1) than the more severe African (Stage III) 'series'. Similarly, skin histology in the African population with hydroquinone-associated

ochronosis demonstrates more pathology (colloid milium, collagen and elastin degeneration, pseudoepithelomatous hyperplasia, transepidermal elimination of pigment, sarcoidal like granulomas, giant cells, plasma cells, and histiocytes) than patients from the United States. Histopathology specimens obtained from patients in the United States with the rare diagnosis of exogenous ochronosis exhibit much less aggressive pathology displaying ochronotic fibers not laden with inflammatory cells, destruction, transepidermal elimination or granulomas. (Table 1)

The rare cases of exogenous ochronosis in Americans generally respond to effective treatment: avoidance, dermabrasion, and laser therapy. (Table 3). Treatments were not offered or described in the African series. (Table 1)

We have reviewed the English literature available to date on hydroquinone associated exogenous ochronosis, which includes 1 United States case report that was not included in the Agency references (Table 1a). The small number of cases reported compared with the volume of hydroquinone sold in the United States support the rarity of exogenous ochronosis in the American population.

Under the Freedom of Information Act, we have submitted a request for adverse events reports of hydroquinone associated ochronosis received by the Food and Drug Administration. The information has not been received as of this date.

<u>Recommendation</u>: We recommend that the agency reconsider the proposed ban of over the counter hydroquinone on the basis of exogenous ochronosis as the association in the United States is extremely rare, generally mild, responds to treatment, and will impose an undue burden on the American consumer.

# IV. Analysis of Impact

According to Executive Order 12866 agencies are directed to access all costs and benefits of available regulatory alternatives ....to select regulatory approaches that maximize net benefits.... The proposed rule states, "FDA tentatively concludes that the benefits of OTC skin bleaching drug products are insignificant when compared to the potential risks and that the proposed rule would benefit society....The benefit or removing OTC skin bleaching products from the market will be a reduction in number of cases that would otherwise occur each year....FDA has limited information to assign a monetary value to the prevention and treatment of ochronosis and the direct medical costs and indirect medical costs, such as psychological suffering resulting from disfigurement due to ochronosis."

...The FDA is also responsible for advancing the public health by helping to speed innovations that make medicines and foods more effective, safer and more affordable and helping the public get accurate, science based information they need to use medicines and foods to improve their health."

### FDA Mission Statement

National Ambulatory Care Survey Data suggests that 3 million patients visit dermatologists offices each year for concerns related to pigment abnormalities. The unrecorded cases who are treated by non-dermatologists or use over the counter drugs is at least equally prevalent. The FDA underestimates the significance of pigment abnormalities and overestimates the incidence and severity of hydroquinone-associated ochronosis in the American consumer.

Recommendation The FDA withhold any action on the proposed rule until all the pharmacological, clinical and epidemiologic data have been reviewed and appropriately weighted in addition to completing a human epidemiologic study to access the incidence, if any, of hydroquinone associated ochronosis and cancer risk.

eference (ear) country of origin]	# EO pts	Patient age (yr), race, gender	Suspected causative agent	Duration of use	Clinical Description
ndlay et al. 975) outh Africaj	35	30-39/B/F	HQ cream, 6-8%	continuously, up to 8yr	Reticulated, sooty hyperpigmentation, blue tint, chloasma, colloid milia
lumide 987)	15	unk/B?/unk	HQ , unk%	not stated	none
agos] ordaan and Mulligan 990)	1	39/B/F*	HQ cream, unk %	"many years"	"papular ochronosis", annular atrophic lesions
outh Africa] oshaw et al. 985) I.S.]	2	1. 75/B/F 2. 49/B/F	1. HQ, 2%, then 4% 2. Brightening cream	1. 2yr; then few weeks 2. 3 mos.	pigmented papules, macular pigmentation     sharply demarcated blue-black hyperpigmentation, papules
dman <i>et al.</i> 985) I.K.]	1	45/B/F	HQ, 2%	10 yr	symmetric hyperpigmentation
onnor and Braunstein 987)	1	72/B/F	HQ cream, unk %	since childhood	confluent blue-black macules/patches
J.S.] awrence <i>et al.</i> 988)	2	1. 62/B/F 2. 46/B/F	1. HQ cream, 1% 2. HQ cream, 1%	1, 2-3 yr 2, 2 mos.?	speckled hyperpigmentation     hyperpigmented macules
J.S.] oward and Fumer 990)	1	36/Mex/F	HQ cream, 2%	4 mos.	macular hyperpigmentation
J.S.] viven et al. 1990)	1	53/B/F	HQ cream, 2%	2-3 mos.	sooty black macules and patches, hypopigmented macules
J.S.] ordaan and Van Niekerk 1990) South Africa]	2	1. 56/B/M 2. 39/B/F*	1. HQ, 6.5-7.5% 2. skin lightening cream, unk %	1. "many years" 2. 5 уг	"papular ochronosis",annular hypopigmented patches with raised borders     "papular ochronosis"
lartín <i>et al.</i> 1992) Puerto Rico]	2	1. 44/PR/F 2. 56/B/F	HQ + RA; HQ cream, unk %     OTC bleaching cream, unk %		grayish black pigmentation & papules     hyperpigmented, purplish black macules
inider and Thiers 1993)	1	59/B/F	HQ cream, 2%, then 3%, then 4% + sunscreen	many years, then 3 mos., then 3 mos.	blue-black macules, mild hypopigmentation
J.S.] Camarasa 1994)	1	45/unk/F	HQ, 2%	?9 mos.	hyperpigmentation/"melasma"
U.S.] Bowman and Lesher 2001) U.S.]	1	75/B/F	bleaching cream	not stated	yellowish papulonodules with surrounding hyperpigmentation
ADDITIONAL CASE RE Cullison <i>et al.</i> 1983) U.S.]	PORTS 1	50/B/F	HQ cream, 2%	2.5 уг	uniform, blue-black sooty hyperpigmentation
Pennys 1985)	1	?/Black?/?	not stated	not stated	not stated
U.S.] lordaan and Mulligan 1990)	1 .	39/B/F*	HQ cream, unk %	"many years"	"papular ochronosis", annular atrophic lesions
South Africa] Carey et al. 1990)	3	not stated	HQ bleaching creams	not stated	not stated
U.S.] Davis et al. 1990)	1	40/Caj/M	HQ bleaching cream, unk%	?9mos.	punctate hyperpigmentation
U.S.] Jacyk 1995) South Africa]	6	1. 49/B/F 2. 50/B/F 3. 70/B/F 4. 40/B/F 5. 49/B/F 6. 43/B/F	not stated	not stated	2 annular lesions, raised rim, satellite lesions     4 annular lesions     3. 2 annular lesions     4. 7 lesions, 2 annular     5. 2 annular lesions     6. >20 annular lesions
Kramer <i>et al.</i> (2000) U.S.]	1	50/Hisp/F	HQ cream 2%; then 4%	30 years; unk	speckled grey-brown patches
0.S.j Bellew and Alster 2004) U.S.]	2	1. 47/B/F 2. 46/NA/M	Bleaching creams, unk %     HQ bleach, unk %	1. several mos. 2. 1 yr	diffuse dark-brown patches; grouped pinpoint slate gray macules     slate gray hyperpigmented patches
Bongiomo and Aricò 2005) Italy]	2	1. 45/B/F 2. 35/B/F	HQ cream, 2%     bleaching agents, unk % + steroid cream	1. 4 уг 2. 10 уг	blue-black macules, hyperpigmentation     hyperpigmentation; hypopigmentation; striae
Brogeras and Sánchez-	1	70/Hisp/F	HQ cream, 2%	6 yr	bluish gray hyperpigmentation

TABLE I: ORIGINAL REF		Histology	EM findings	Treatment	Outcome
Reference Year)	Location	Histology	-w namings		
rear; country of origin]					
indlay et al.		Skin: elastosis, ochronosis of papillary dermis, colloid degeneration,	попе	HQ avoidance, sunscreen, topical	mild improvement, smooth skin
(1975) South Africa]		colloid milium, pigmentary incontinence; Ear: ochronosis, elastosis, pigment granulae laden superficical chondrocytes		steroids	
Dlumide	unknown	none	none	unknown	none
[1987] Lagos]					
Jordaan and Mulligan	forehead, cheeks, neck	······································	none	noné	none
(1990)		sparse ochronotic fibers			
South Africa] Hoshaw et al.	1. Forehead, temples, malar cheeks	clumped yellow-brown deposits in upper dermis	1. none	1. none	1. 1yr: no change; 6yr: decrease
(1985) [U.S.]	2. cheeks, поse, chin	2. banana-shaped brown clumps in upper dermis	2. none	2. none	in #/size of papules; background malar hyperpigmentation 2. 9 mos: no change
Tidman ef al.	zygomatic cheek, nose, chin	solar elastosis, dermal yellow-brown structures, histiocytes	Active	cosmetic camouflage	11mos-no change
(1985) [U.K.]			phagocytosis		
Connor and Braunstein	Forehead, temples, malar cheeks	free/phagocytized yellow-brown granules in dermis	none	none	none
(1987) [U.S.]					
Lawrence et al.	1. malar cheeks	solar elastosis, brown structures in upper dermis, swollen cottagen, finely	1. none	1. HC 2.5% cream, sunscreen	1. unknown
(1988) [U.S.]	2. forehead, periorbital area, malar cheek, nose	granular brown pigment	2. none	2. HC cream, sunscreen	forehead; some decreased pigmentation
Howard and Furner	forehead, cheeks, chin, gingival and	upper dermal numerous banana-shaped clumps of golden brown material,	none	0.1% retinoic acid gel, 1% HCV and 5% bp gel w sunscreens	minimal lightening
(1990) [U.S.]	buccal mucosa?	solar elastosis			
Diven et al.	Forehead, periorbital area, malar cheeks	Yellow-brown pigment in papillary dermis	none	A. cryo, tretinoin gel & tca B. dermabrasion	A. PIH B.&C. pt pleased
(1990) [U.S.]				C. CO2 laser	
Jordaan and Van Niekerk		1. ochrophages, melanophages, free melanin, ochronotic pigment, colloid	1. none	1, none	1. none
(1990) [South Africa]	Face, forehead, neck, auricular cartilage	rnilium, ochronotic fibers 2. atrop	2. попе	2. none	2. none
			1, ochronotic	1, avoid HQ cream, HC 1% cream,	1. 8 mo:no change
Martin et al. (1992)	forehead, nose, cheeks     temples, left infraorbital area	yellow-brown ochronotic fibers in papillary dermis     yellow-brown ochronotic fibers in papillary dermis	globules	sun avoidance	2. unknown
[Puerto Rico]	2. Ishipise, lok limasished area	2. 30.00.	around/within collagen bundles	2. avoid bleaching cream, sunscreen	
Snider and Thiers	Periorbital area, nasolabial fold	yellow-brown globules, swollen/degenerated collagen in dermis	none	not stated	unknown
(1993) [U.S.]					
Camarasa (1994) [U.S.]	cheeks, periorbital	none	none	none .	none
Bowman and Lesher (2001)	forehead, cheeks, chin	yellow-brown pigment in upper dermis overlying bony nodule	none	punch excision, adapatene gel	improvement of hyperpigmentation
[U.S.] ADDITIONAL CASE REI	PORTS				
Cullison et al.		banana-shaped clumps, yellow-brown pigment and swollen collagen in	large ochronotic fibers	HC 2.5% cream, sun avoidance	Remarkable clearing, residual periorbital pigment
(1983) [U.S.]	cheek, skin creases of cheeks	upper dermis	ilbers		
Pennys (1985)	not stated	none	none	not stated	none
ju.s.j					BORO.
Jordaan and Mulligan (1990) [South Africa]	forehead, cheeks, neck	thinned epidermis, granulomatous infiltrate, giant cells, asteroid bodies, sparse ochronotic fibers	none	none .	none
Carey et al.	not stated	completed, not stated	completed, not	not stated	none
(1990) [U.S.]			stated		
Davis et al.	infraorbital	yellow-brown broad ochronotic fibers, upper dermis	none	not stated	none
(1990) [U,S.]					
Jacyk	1. Face	1. Ochronotic zone: yetlow-brown thickened collagen bundles, elastosis	none	not stated	попе
(1995)	2. Face	2. same			
[South Africa]	3. Face 4. Face	3. same 4. same			
	5. Face 6. Face	5. same 6.same			
W			none	Q-switched 694 nm ruby laser	lightening in treated areas
Kramer et al. (2000)	zygomatic cheek	yellow-brown pigment in swollen collagen bundles of dermis	HOHE	#	
[U.S.] Bellew and Alster	1. cheeks; forehead, infraorbital region,	1. yellow-brown depositions in dermis	попе	1. QS 755nm Alexandrite laser	1. 0-12mos: progressive fading;
(2004) [U.S.]	nose, cheeks 2. temples, malar cheeks	2. "ochronosis"		bimonthly, 6 sessions, sun avoidance sunscreen 2. QS 755 nm Alexandrite laser	H&E: no residual pigment 2. 16mos: marked lightening
Bongiorno and Aricò	1. face (forehead, temples, nose), neck	1. yellow-brown banana-shaped fibers, swollen collagen, free brown	попе	not stated	none
(2005) [Italy]		pigment granules, macrophages in papillary/ reticular dermis  2. thinned epidermis & collagen; yellow-brown banana-shaped fibers and granules in dermis			
Brogeras and Sánchez-	Cheeks, eyebrows	ochronotic pigment in dermis	лопе	Q-switched Nd:YAG laser	not assessed
Viera	and the second of the second o				
(2006)					
[Spain]		mos=months; 8=Black; Hisp=Hispanic; NA=Native American; PR=Puerto Rican; F=female; M		<u></u>	

Table II. Published cases of exogenous ochronosis (EO) in the US\*

No. of patients	Patient age (y) race and gender	Suspected causative agent	Reference (year)
patients 1	58 B/F	2% Hydroquinone for 2.5 years (used 5 to 6 x daily)	Cullison et al. (1983)
2	75 B/F	2% Hydroquinone for 2 years	Hoshaw et al.(1985)
-	49 B/F	OTC skin lightening cream for 2 months	
1	Not stated	Not stated	Pennys (1985)
1	72 B/F	One month of darkening after using skin lightening creams since childhood	Conner and Braunstein (1987)
2	62 B/F	1% Hydroguinone for 2 to 3 years	Lawrence (1988)
_	46 B/F	1% Hydroquinone (duration unknown)	
1	47 B/F	4% Hydroguinone for 18 months	Fisher (1988)
3	Not stated	Not stated	Carey et al. (1990)
1	36 Hisp/F	2% Hydroguinone for 4 months	Howard and Furner (1990)
1	53 B/F	2%Hydroquinone for 2 to 3 months	Diven et al. (1990)
1	40 Cajun/M	Not stated	Davis et al. (1990)
2	56 B/M	6 5-7 5% Hydroxyquinone for 'many' years	Jordaan and Niekerk (1991)
	39 B/F	Skin lightening cream for 5 years (unknwn hydroquinone concentration)	
2	44 B/F	2% hydroquinone for 3 to 4 years	Martin et al. (1992)
	56B/F	Over the counter skin lightening creams for 30 years	
1	72 C/M	Secondary to alkaptonuria which the patient had for 37 years	Albers et al. (1992)
1	59 B/F	2 to 4% Hydroquinone for many years	Snider and Theirs (1993)
	45 race not stated/F	2% Hydroquinone used to treat melasma; EO associated with allergic	Camarasa (1994)
1		hypersensitivity to hydroquinone	
6	40-70 B/F	Not stated	Jacyk (1995)
1	50 Hisp/F	2% Hydroquinone for 30 years	Kramer (2000)

B = Black; C = Caucasian; Hisp = Hispanic; F = female; M = mate.

Table III. Efficacy of treatments used for exogenous ochronosis\*

Therapy	Clinical Efficacy	References
voidance of offending agent	Beneficial, but slow improvement	Findlay et al. (1975), Cullison et al. (1983), Hoshaw et al. (1985), Snider and Thiers (1993)
Retinoic acid	Helpful for some individuals; caused transient hyperpigmentation in others	Howard and Furner (1990) Diven et al. (1990), Schultz et al. (1988)
Retinoic acid and sunscreen	Beneficial, infrequently utilized	Camarasa (1994)
Gunscreen	Variable efficacy	Hoshaw et al. (1985), Martin et al. (1992), Whilliams (1992)
Trichloroacetic acid	Ineffective	Diven et al. (1990)
Low-potency corticosteroids	Variable efficacy	Lawrence (1988), Cullison et al. (1983), Howard and Furner (1990 Martin et al (1992)
Dermabrasion	Beneficial, infrequently utilized	Lang (1988)
Dermabrasion and CO2 laser	Beneficial, infrequently utilized	Diven et al. (1990)
Cryotherapy	Ineffective	Diven et al. (1990)
Q-switched ruby laser	Beneficial, infrequently utilized	Kramer (2000)
Q-switched alexandrite laser	Beneficial, infrequently utilized Bellew and Alster (	
Tetracycline	Beneficial in sarcoid-like ochronosis Fisher (1988)	

CO<sub>2</sub> = carbon dioxide

<sup>\*</sup>Adapted with permission from Levin CY, Maibach H. Exogenous Ochronosis. Am J Clin Dermatol; 2(4):213-217.

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Blacker et al. (1993)	animal	rodent two-generation reproduction study with HQ
Krasavage et al. (1984)	animal	rodent dominant lethal assay with HQ
Topping et al. (2006)	chemistry/basic science	subchronic neurotoxicity study with HQ
Deisinger et al. (1996)	basic science	metabolism study
Deisinger and English (1999)	basic science	metabolism study
Boatman et al. (2000)	basic science	metabolism study
English and Deisinger (2005)	basic science	metabolism study
Corlet et al. (2000)	pharmacology	pharmacokinetic study with HQ
Poet et al. (2004)	pharmacology	pharmacokinetic study with HQ
English, Perry et al. (1994)	animal	mechanistic study with rodents on HQ
English, Hill et al. (1994)	animal	mechanistic study with rodents on HQ
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Hard et al. (1997)	animal	mechanistic study with rodents on HQ
David et al. (1998)	animal	toxicity study of HQ in sking lightener formulation in albino animals
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Whysner et al. (1995)	review	data for HQ, tumorigenicity
DeCaprio et al. (1999)	review	data for HQ, toxicology, environmental and occupational exposure

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