

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-17-0152

Number: P-17-0152

TSCA Section 5(a)(3) Determination: The chemical substance is not likely to present an unreasonable risk (5(a)(3)(C))

Chemical Name:

Generic: Poly-(2-methyl-1-oxo-2-propen-1-yl) ester with Ethanaminium, N,N,N-trialkyl, chloride and methoxypoly(oxy-1,2-ethanediyl)

Conditions of Use (intended, known, or reasonably foreseen)¹:

Intended conditions of use (generic): Import for processing as an additive in home care products, consistent with the manufacturing, processing, use, distribution, and disposal information described in the PMN.

Known conditions of use: Applying such factors as described in footnote 1, EPA evaluated whether there are known conditions of use and found none.

Reasonably foreseen conditions of use: Applying such factors as described in footnote 1, EPA has identified, based on changes made to the conditions of use in the initial PMN, the following reasonably foreseen uses: manufacture (including import), processing, or use as a solid; manufacture (including import), processing, and use that results in exceedance of a surface water concentration of 1 ppb. EPA also identified, based on information about patents, these reasonably foreseen uses: manufacture (including import), processing for use and use as polymeric solid electrolytes or curable film compositions; manufacture (including import) and processing for use as cationic latex for antibacterial formulations (this end use final product is subject to regulation under FIFRA not TSCA). EPA identified, based on readily-available, public information, the following reasonably foreseeable use: off-label consumer use in spray application as a [claimed CBI].

Summary: The chemical substance is not likely to present an unreasonable risk of injury to health or the environment, without consideration of costs or other nonrisk factors, including an

¹ Under TSCA § 3(4), the term “conditions of use” means “the circumstances, as determined by the Administrator, under which a chemical substance is intended, known, or reasonably foreseen to be manufactured, processed, distributed in commerce, used, or disposed of.” In general, EPA considers the intended conditions of use of a new chemical substance to be those identified in the section 5(a) notification. Known conditions of use include activities within the United States that result from manufacture that is exempt from PMN submission requirements. Reasonably foreseen conditions of use are future circumstances, distinct from known or intended conditions of use, under which the Administrator expects the chemical substance to be manufactured, processed, distributed, used, or disposed of. The identification of “reasonably foreseen” conditions of use will necessarily be a case-by-case determination and will be highly fact-specific. Reasonably foreseen conditions of use will not be based on hypotheticals or conjecture. EPA’s identification of conditions of use includes the expectation of compliance with federal and state laws, such as worker protection standards or disposal restrictions, unless case-specific facts indicate otherwise. Accordingly, EPA will apply its professional judgment, experience, and discretion when considering such factors as evidence of current use of the new chemical substance outside the United States, evidence that the PMN substance is sufficiently likely to be used for the same purposes as existing chemical substances that are structurally analogous to the new chemical substance, and conditions of use identified in an initial PMN submission that the submitter omits in a revised PMN. The sources EPA uses to identify reasonably foreseen conditions of use include searches of internal confidential EPA PMN databases (containing use information on analogue chemicals), other U.S. government public sources, the National Library of Medicine’s Hazardous Substances Data Bank (HSDB), the Chemical Abstract Service STN Platform, REACH Dossiers, technical encyclopedias (e.g., Kirk-Othmer and Ullmann), and Internet searches.

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-17-0152

unreasonable risk to a potentially exposed or susceptible subpopulation identified as relevant by the Administrator under the conditions of use, based on the risk assessment presented below and the terms of the proposed Significant New Use Rule (SNUR) signed by EPA.² Although EPA estimated that the new chemical substance could be very persistent, the new chemical substance has low potential for bioaccumulation, such that repeated exposures are not expected to be cumulative. Based on test data on analogous chemical substances, estimated physical/chemical properties and other structural information, and EPA's TSCA New Chemicals Program Chemical Category for Polycationic Polymers, EPA estimates that the chemical substance has high environmental hazard and potential for the following human health hazard: lung effects based on cationic binding to lung tissue. The PMN describes conditions of use that mitigate both ecological and human health risks. EPA concludes that the new chemical substance is not likely to present an unreasonable risk under the intended conditions of use.

As set forth below, the information available to EPA is sufficient to permit the Agency to conduct a reasoned evaluation of the health and environmental effects of the chemical substance under the conditions of use that are not subject to the proposed SNUR, in order to determine that the chemical substance is not likely to present an unreasonable risk under those conditions of use. As such, EPA does not need to impose testing requirements to conduct this evaluation. Whether testing is needed to evaluate the effects of the intended, known, or reasonably foreseen conditions of use of a chemical substance subject to a PMN is determined on a case-by-case basis. To the extent that testing may be necessary to conduct a reasoned evaluation of the health or environmental effects of the reasonably foreseen conditions of use that are subject to the proposed SNUR, EPA will make the appropriate determination if a SNUN is submitted following finalization of the SNUR.

EPA found no known conditions of use, assessed the intended conditions of use and the reasonably foreseen off-label consumer use, and addressed the remaining reasonably foreseen conditions of use by proposing a SNUR. Therefore, EPA determines the new chemical substance is not likely to present unreasonable risk to human health or the environment.

Fate: Environmental fate is the determination of which environmental compartment(s) a chemical moves to, the expected residence time in the environmental compartment(s) and removal and degradation processes. Environmental fate is an important factor in determining exposure and thus in determining whether a chemical may present an unreasonable risk. EPA

² Reasonably foreseen conditions of use subject to a proposed SNUR are not likely to present an unreasonable risk of injury to health or the environment. Based on EPA's experience, it is the Agency's judgment that a new use would not commence during the pendency of a proposed SNUR because web posting of a proposed SNUR serves as the cut-off date for a significant new use. Therefore, manufacturers and processors would not commence a prohibited new use that would be legally required to cease upon the finalization of the SNUR. Once a SNUR is final and effective, no manufacturer or processor – including the PMN submitter – may undertake the conditions of use identified as a significant new use of the PMN substance in the SNUR. EPA must first evaluate the new use in accordance with the requirements of TSCA Section 5 and (a) either conclude that the new use is not likely to present an unreasonable risk under the conditions of use; or (b) take appropriate action under section 5(e) or 5(f). If EPA were not to finalize the proposed SNUR, then that decision would be based on information and data provided to the Agency during the comment period demonstrating that the reasonably foreseen conditions of use subject to the proposed SNUR are not likely to present an unreasonable risk. Under either scenario, the reasonably foreseen condition of use is not likely present an unreasonable risk.

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-17-0152

estimated physical/chemical and fate properties of this new chemical substance using data for analogous chemicals. The chemical substance is estimated to be removed during wastewater treatment with an efficiency of 90% via sorption. Removal by biodegradation is estimated to be negligible based on the high molecular volume of the substance and submitted data. Sorption to sludge is estimated to be strong, and sorption to soil and sediment is estimated to be very strong, resulting in negligible migration to groundwater for the new chemical substance. Volatilization to air is estimated to be negligible based on the high molecular volume of the substance. Overall, these estimates are indicative of low potential for this chemical substance to volatilize into the air and a low potential for this chemical to migrate into ground water.

Persistence³: Persistence is relevant to whether a new chemical substance is likely to present an unreasonable risk because chemicals that are not degraded in the environment at rates that prevent substantial buildup in the environment, and thus increase potential for exposure, may present a risk if the substance presents a hazard to human health or the environment. Based on submitted data and data for analogous chemicals, EPA estimated the anaerobic and aerobic biodegradation half-life of the new chemical substance to be greater than six months. These estimates for biodegradation indicate that the new chemical substance may be very persistent in aerobic environments (e.g., surface water) and anaerobic environments (e.g., sediment).

Bioaccumulation⁴: Bioaccumulation is relevant to whether a new chemical substance is likely to present an unreasonable risk because substances that bioaccumulate in aquatic and/or terrestrial species pose the potential for elevated exposures to humans and other organisms via food chains. The new chemical substance has low bioaccumulation potential based on the high molecular volume of the chemical substance, which limits bioavailability and bioaccumulation. Although EPA estimated that the new chemical substance could be very persistent, the new chemical substance has low potential for bioaccumulation, such that repeated exposures are not expected to cause food chain effects via accumulation in exposed organisms.

Human Health Hazard⁵: Human health hazard is relevant to whether a new chemical substance

³ Persistence: A chemical substance is considered to have limited persistence if it has a half-life in water, soil or sediment of less than 2 months or there are equivalent or analogous data. A chemical substance is considered to be persistent if it has a half-life in water, soil or sediments of greater than 2 months but less than or equal to 6 months or if there are equivalent or analogous data. A chemical substance is considered to be very persistent if it has a half-life in water, soil or sediments of greater than 6 months or there are equivalent or analogous data. (64 FR 60194; November 4, 1999)

⁴ Bioaccumulation: A chemical substance is considered to have a low potential for bioaccumulation if there are bioconcentration factors (BCF) or bioaccumulation factors (BAF) of less than 1,000 or there are equivalent or analogous data. A chemical substance is considered to be bioaccumulative if there are BCFs or BAFs of 1,000 or greater and less than or equal to 5,000 or there are equivalent or analogous data. A chemical substance is considered to be very bioaccumulative if there are BCFs or BAFs of 5,000 or greater or there are equivalent or analogous data. (64 FR 60194; November 4 1999)

⁵ A chemical substance is considered to have low human health hazard if effects are observed in animal studies with a No Observed Adverse Effect Level (NOAEL) equal to or greater than 1,000 mg/kg/day or if there are equivalent data on analogous chemical substances; a chemical substance is considered to have moderate human health hazard if effects are observed in animal studies with a NOAEL less than 1,000 mg/kg/day or if there are equivalent data on analogous chemical substances; a chemical substance is considered to have high human health hazard if there is evidence of adverse effects in humans or conclusive evidence of severe effects in animal studies with a NOAEL of

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-17-0152

is likely to present an unreasonable risk because the significance of the risk is dependent upon both the hazard (or toxicity) of the chemical substance and the extent of exposure to the substance. EPA estimated the human health hazard of this chemical substance based on its estimated physical/chemical properties and by comparing it to structurally analogous chemical substances for which there is information on human health hazard. Absorption of the new chemical substance is expected to be nil via all routes based on physical/chemical properties. EPA identified lung effects as a hazard from potential cationic binding to lung membranes based on chemical structure and toxicological data on analogues. Cancer hazard was deemed to be low based on OncoLogic results received from the submitter. EPA identified a LOAEC of 1.6 mg/m³, for lung effects due to polycationic binding based on data on the analogue polyhexamethylene guanidine, which was used to derive an exposure route- and population-specific point of departure for quantitative risk assessment, described below.

Environmental Hazard⁶: Environmental hazard is relevant to whether a new chemical substance is likely to present unreasonable risk because the significance of the risk is dependent upon both the hazard (or toxicity) of the chemical substance and the extent of exposure to the substance. EPA estimated environmental hazard of this new chemical substance using the Ecological Structure Activity Relationships (ECOSAR) Predictive Model (<https://www.epa.gov/tsca-screening-tools/ecological-structure-activity-relationships-ecosar-predictive-model>); specifically the QSAR for Polycationic Polymers. Acute toxicity values estimated for fish, aquatic invertebrates, and algae are 0.67 mg/L, 0.18 mg/L, and 0.046 mg/L, respectively. Chronic toxicity values estimated for fish, aquatic invertebrates, and algae are 0.037 mg/L, 0.013 mg/L, and 0.011 mg/L, respectively. These toxicity values indicate that the new chemical substance is expected to have high environmental hazard. Application of assessment factors of 4 and 10 to acute and chronic toxicity values, respectively, results in acute and chronic concentrations of concern of 0.012 mg/L (12 ppb) and 0.001 mg/L (1 ppb), respectively.

less than or equal to 10 mg/kg/day or if there are equivalent data on analogous chemical substances. EPA may also use Benchmark Dose Levels (BMDL) derived from benchmark dose (BMD) modeling as points of departure for toxic effects. See <https://www.epa.gov/bmds/what-benchmark-dose-software-bmds>. Using this approach, a BMDL is associated with a benchmark response, for example a 5 or 10 % incidence of effect. The aforementioned characterizations of hazard (low, medium, high) would also apply to BMDLs. In the absence of animal data on a chemical or analogous chemical substance, EPA may use other data or information such as from in vitro assays, chemical categories (e.g., Organization for Economic Co-operation and Development, 2014 Guidance on Grouping of Chemicals, Second Edition. ENV/JM/MONO(2014)4. Series on Testing & Assessment No. 194. Environment Directorate, Organization for Economic Co-operation and Development, Paris, France. ([http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=env/jm/mono\(2014\)4&doclanguage=en](http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=env/jm/mono(2014)4&doclanguage=en))), structure-activity relationships, and/or structural alerts to support characterizing human health hazards.

⁶ A chemical substance is considered to have low ecotoxicity hazard if the Fish, Daphnid and Algae LC50 values are greater than 100 mg/L, or if the Fish and Daphnid chronic values (ChVs) are greater than 10.0 mg/L, or there are not effects at saturation (occurs when water solubility of a chemical substance is lower than an effect concentration), or the log Kow value exceeds QSAR cut-offs. A chemical substance is considered to have moderate ecotoxicity hazard if the lowest of the Fish, Daphnid or Algae LC50s is greater than 1 mg/L and less than 100 mg/L, or where the Fish or Daphnid ChVs are greater than 0.1 mg/L and less than 10.0 mg/L. A chemical substance is considered to have high ecotoxicity hazard, or if either the Fish, Daphnid or Algae LC50s are less than 1 mg/L, or any Fish or Daphnid ChVs is less than 0.1 mg/L (Sustainable Futures <https://www.epa.gov/sustainable-futures/sustainable-futures-p2-framework-manual>).

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-17-0152

Exposure: The exposure to a new chemical substance is potentially relevant to whether a new chemical substance is likely to present unreasonable risks because the significance of the risk is dependent upon both the hazard (or toxicity) of the chemical substance and the extent of exposure to the substance.

EPA estimates occupational exposure and environmental release of the new chemical substance under the intended conditions of use described in the PMN using ChemSTEER (Chemical Screening Tool for Exposures and Environmental Releases <https://www.epa.gov/tsca-screening-tools/chemsteer-chemical-screening-tool-exposures-and-environmental-releases>). EPA uses EFAST (the Exposure and Fate Assessment Screening Tool; <https://www.epa.gov/tsca-screening-tools/e-fast-exposure-and-fate-assessment-screening-tool-version-2014>) to estimate general population, consumer, and environmental exposures.

EPA considers workers to be a potentially exposed or susceptible subpopulation (PESS) on the basis of greater exposure potential compared to the general population. EPA also considers PESS in conducting general population drinking water exposures by evaluating risks associated with water intake rates for multiple age groups, ranging from infants to adults. EPA considers consumers of specific products to be a potentially exposed or susceptible subpopulation on the basis of greater exposure potential compared to the general population who do not use specific products.

For this new chemical assessment, exposure to workers via the inhalation route is expected to be negligible under the conditions of use. EPA did not assess exposure to workers or consumers via the dermal route because hazards relevant to dermal exposure were not identified. Releases to water and air were estimated. Exposure to the general population via ingestion was not assessed because hazards relevant to oral exposure were not identified. Exposure to the general population via inhalation was not assessed because releases to air are expected to be negligible (below modeling thresholds). Exposure via the inhalation route was assessed for an off-label consumer use in spray application, which was identified as a reasonably foreseen use.

Risk Characterization: EPA characterizes risks to human health and the environment by comparing the potential hazards and exposures for the chemical substance, estimated as described above. EPA applies a margin of exposure approach to calculate potential human health risks of new chemicals. A benchmark (acceptable) margin of exposure is derived by applying uncertainty factors for the following types of extrapolations: intra-species extrapolation (UFH = 10 to account for variation in sensitivity among the human population), inter-species extrapolation (UFA = 10 to account for extrapolating from experimental animals to humans) and LOAEL-to-NOAEL extrapolation (UFL = 10 to account for using a LOAEL when a NOAEL is not available). Hence, in the New Chemicals Program, a benchmark MOE is typically 100 and 1000 when NOAELs and LOAELs, respectively, are used to identify hazard. When allometric scaling or pharmacokinetic modeling is used to derive an effect level, the UFH may be reduced to 3, for a benchmark MOE of 30. The benchmark MOE is used to compare to the MOE calculated by comparing the toxicity NOAEL or LOAEL to the estimated exposure concentrations. When the calculated MOE is equal to or exceeds the benchmark MOE, the new chemical substance is not likely to present an unreasonable risk. EPA assesses risks to workers considering engineering controls described in the PMN but in the absence of personal protective

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-17-0152

equipment (PPE) such as gloves and respirators. If risks are preliminarily identified, EPA then considers whether the risks would be mitigated by the use of PPE (e.g., impervious gloves, respirator).

Risks to human health for the new chemical substance were evaluated using the route-specific effect level (i.e., LOAEC) described above. Risks were not evaluated for workers for lung effects via inhalation because exposures are predicted to be negligible under the conditions of use. Risks to the general population for lung effects via inhalation were not assessed because releases to air are expected to be negligible (below modeling thresholds). Risks to consumers for lung effects via inhalation were not assessed under the intended conditions of use because exposure is not expected under those conditions.

EPA assessed risks to consumers for lung effects via inhalation for an off-label consumer use (i.e., consumer spray application as a [claimed CBI]), which was identified as a reasonably foreseen condition of use. Risks were not identified for consumers for lung effects via inhalation exposure during use of a hand triggered spray pump (MOEs greater than 430; benchmark MOE = 100).

Risks to the environment were evaluated by comparing estimated surface water concentrations with the acute and chronic concentrations of concern. Risks to the environment were not identified because releases to water are expected to result in surface water concentrations that do not exceed the acute COC or the chronic COC.

Because no risks to workers, the general population, consumers, or the environment were identified under the intended conditions of use, EPA has determined that the new chemical substance is not likely to present unreasonable risk to human health or the environment under the intended conditions of use. EPA found no known conditions of use.

It is reasonably foreseen, based on changes made to the conditions of use in the initial PMN, that manufacture (including import), processing, or use as a solid, and manufacture, processing, or use that results in exceedance of a surface water concentration of 1 ppb, may occur. It is also reasonably foreseen, based on information about patents, that manufacture, processing for use and use as polymeric solid electrolytes or curable film compositions may occur; and, manufacture and processing for use as cationic latex for antibacterial formulations (this end use final product is subject to regulation under FIFRA not TSCA). The SNUR that has been proposed for this chemical substance defines certain conditions of use as significant new uses. The proposed significant new uses are: manufacture (including import), processing, or use of the substance in any manner that results in inhalation exposure; manufacture (including import) or processing the substance as a solid or powder; and release of a manufacturing, processing, or use stream, associated with any use of the substance, into the waters of the United States exceeding a surface water concentration of 1 ppb. Conditions of use that fall under the restrictions of the proposed SNUR are not likely to present unreasonable risk of injury to health or the environment because (1) those conditions of use are not likely to be commenced during the pendency of the proposed SNUR, and (2) upon finalization of the SNUR, those conditions of use would be prohibited unless and until EPA makes an affirmative determination that the significant new use is not likely to present an unreasonable risk or takes appropriate action under section 5(e) or 5(f).

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-17-0152

EPA also identified, based on readily-available, public information, the following reasonably foreseeable use: off-label consumer use in spray application as a [claimed CBI]. EPA determines that this condition of use is not likely to present unreasonable risk as discussed above.

4/15/2019
Date:

/s/
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