

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-19-0030

Number: P-19-0030

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

Chemical Name:

Generic: Triethanolamine modified Phosphinocarboxylates, sodium salts

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

Intended conditions of use (generic): Manufacture for use in water systems, 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 evaluated whether there are reasonably foreseen conditions of use and found none.

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 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. Based on data submitted on the new chemical substance, EPA's TSCA New Chemicals Program Chemical Category for Polyanionic Polymers,² data on anhydrides and carboxylic acid, estimated physical and chemical properties, and test data on analogous chemical substances, EPA estimates that the chemical substance has low environmental hazard and potential for the following human health hazards: reproductive/developmental toxicity, systemic effects, and irritation. EPA concludes that the new chemical substance is not likely to present 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.

² TSCA New Chemicals Program (NCP) Chemical Categories. <https://www.epa.gov/reviewing-new-chemicals-under-toxic-substances-control-act-tsca/chemical-categories-used-review-new>.

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-19-0030

unreasonable risk under the conditions of use.

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 estimated physical, chemical, and fate properties of the anion and cation using submitted data for the new chemical substance and EPI (Estimation Programs Interface) SuiteTM, a suite of physical/chemical property and environmental fate estimation programs (<http://www.epa.gov/tsca-screening-tools/epi-suite-estimation-program-interface>). In wastewater treatment, the anion and cation are estimated to be removed with 90% efficiency based on biodegradation. Migration of the anion and cation to groundwater is estimated to be slow due to rapid biodegradation. Sorption of the anion and cation to sludge, soil, and sediment is estimated to be low. The anion is expected to undergo negligible volatilization to air due to low estimated vapor pressure and Henry's law constant; the cation is expected to undergo negligible volatilization due to low reported vapor pressure. Overall, these estimates indicate that both the anion and cation have low potential to volatilize to air and low potential to migrate to groundwater.

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. EPA estimated biodegradation half-lives of the anion and cation using submitted data for the new chemical substance and EPI SuiteTM. EPA estimated that the aerobic and anaerobic biodegradation half-lives of both the anion and cation are less than two months. These estimates indicate that this substance will not be persistent in aerobic environments (e.g., surface water) or 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. Based on data submitted for the new chemical substance and EPI SuiteTM, EPA estimates that the anion and cation of the new chemical substance have low bioaccumulation potential (bioaccumulation factor, anion = 0.89; bioaccumulation factor, cation = 0.89). Because

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)

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-19-0030

EPA estimated low persistence and low potential for bioaccumulation for both the anion and cation of the new chemical substance, EPA does not expect repeated exposures to cause food-chain effects via accumulation in exposed organisms.

Human Health Hazard⁵: Human health hazard is relevant to whether a new chemical substance 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 and chemical properties, and by comparing it to structurally analogous chemical substances for which there is information on human health hazard, and other structural information. Absorption of the new chemical substance is estimated to be poor through the skin and gastrointestinal tract, and good through the lungs based on physical and chemical properties. EPA identified irritation and reproductive/developmental effects based on analogy to triethanolamine and developmental effects based on the chelating potential of the carboxylate moieties. EPA quantitatively assessed the new chemical substance using data for the analogue triethanolamine and for an analogous anion. EPA identified a benchmark dose lower bound (BMDL) for triethanolamine of 117 mg/kg-bw/day for kidney effects in a 2-year drinking water study. For the analogous anion, a NOAEL of 100 mg/kg/day was identified based on skeletal effects at 400 mg/kg/day in a developmental study. Both of these effect levels were used to derive exposure route- and population-specific points 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

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 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

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-19-0030

upon both the hazard (or toxicity) of the chemical substance and the extent of exposure to the substance. EPA estimated environmental hazard using test data submitted for the new chemical substance. The acute toxicity values based on submitted measurements on the new chemical substance for fish, aquatic invertebrates and algae are greater than 10,000 mg/L, greater than 3,789 mg/L, and 884 mg/L, respectively. EPA applied a conservative acute toxicity value of greater than 100 mg/L for all endpoints and acute-to-chronic ratio of 10 to estimate a chronic toxicity value for fish, aquatic invertebrates, and algae greater than 10 mg/L. Based on these toxicity values, EPA expects the new chemical substance to have low environmental hazard. Application of assessment factors of 5 and 10 to the conservative acute and chronic toxicity values results in acute and chronic concentrations of concern of 20 mg/L (20,000 ppb) and 1 mg/L (1,000 ppb), respectively.

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 substance, EPA assessed worker exposure through dermal absorption, and inhalation exposure to workers is not expected. Releases to water and landfill were estimated. Exposure to the general population was assessed via drinking water and fish ingestion. Exposure to the general population via inhalation was not assessed because releases to air are not expected. Consumer exposures were not assessed because consumer uses were not identified as conditions of use.

Risk Characterization: EPA applies a margin of exposure approach to calculate potential human health risks of new chemicals. A benchmark (acceptable) margin of exposure is derived

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-19-0030

by applying uncertainty factors for the following types of extrapolations: intra-species extrapolation ($UF_H = 10$ to account for variation in sensitivity among the human population), inter-species extrapolation ($UF_A = 10$ to account for extrapolating from experimental animals to humans) and LOAEL-to-NOAEL extrapolation ($UF_L = 10$ 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 UF_H 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 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 levels (i.e., BMDL and NOAEL) described above. Risks were not identified for workers for systemic effects from dermal exposure based on quantitative hazard data for triethanolamine (MOE = 273; benchmark MOE = 100) or the analogous anion (MOE = 504; benchmark MOE = 100). Irritation hazards to workers through dermal contact, identified based on triethanolamine, cannot be quantified due to a lack of dose-response for this hazard. Risk will be mitigated if exposures are controlled by the use of appropriate PPE, including impervious gloves. EPA expects that that employers will require and workers will use appropriate personal protective equipment (i.e., impervious gloves), consistent with the Safety Data Sheet prepared by the PMN submitter, in a manner adequate to protect them.

Risks were not identified for the general population for systemic effects from exposure to the new chemical substance through drinking water ($MOE_{Adult} = 1,446,000$; $MOE_{Infant} = 344,000$; benchmark MOE = 100), fish ingestion (MOE = 50,905,000; benchmark MOE = 100), or landfill leaching (well water) (MOE = 1,238,000; benchmark MOE = 100) based on quantitative hazard data for triethanolamine or based on quantitative hazard data for the analogous anion (all MOEs > 635,000; benchmark MOE = 100). Risks to consumers were not evaluated because consumer uses were not identified as conditions of use.

Risks to the environment were evaluated by comparing estimated surface water concentrations with the estimated acute and chronic COCs. Risks to the environment were not identified because estimated surface water concentrations did not exceed the acute or chronic COC.

Because worker exposures can be controlled by PPE, no unreasonable risks to the general population or environment were identified, and there are no expected consumer exposures, EPA has determined that the new chemical substance is not likely to present unreasonable risk to human health or the environment under the conditions of use.

TSCA Section 5(a)(3) Determination for Premanufacture Notice (PMN) P-19-0030

4/24/2019
Date:

/s/
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