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Submission via www.regulations.gov

Dr. Nancy Beck
Principal Deputy Assistant Administrator
Environmental Protection Agency
Office of Chemical Safety and Pollution Prevention
1200 Pennsylvania Avenue, NW
Washington, D.C. 20460-0001

**Re: Procedures for Chemical Risk Evaluation Under the Toxic Substances
Control Act (TSCA) [EPA-HQ-OPPT-2025-0260]**

Dear Dr. Beck,

The Independent Lubricant Manufacturers Association (“ILMA” or “Association”) appreciates the opportunity to comment on the U.S. Environmental Protection Agency’s (“EPA”) proposed changes to the risk evaluation procedures under Section 6 of the Toxic Substances Control Act (“TSCA”). ILMA supports EPA’s efforts to refine its approach by adopting a conditions-of-use framework for risk evaluations and determinations, thereby ensuring that regulatory actions are risk-based, scientifically justified, and administratively efficient—without risking overreach into applications that do not present unreasonable risks to health or the environment. Such an approach would better direct agency resources toward areas where potential risks are concentrated and where risk management would yield meaningful public health and environmental benefits.

ILMA represents 350 lubricant manufacturers, suppliers, and distributors across North America. Collectively, ILMA’s manufacturing members produce and sell more than 25% of motor oils, 40% of industrial lubricants, and 75% of metalworking fluids in the region. These products are indispensable to the operation of equipment and machinery across the manufacturing, energy, transportation, and defense sectors. A 2025 S&P Global study of the U.S. lubricants market found that independent lubricant manufacturers—most of which qualify as small and mid-sized businesses under Small Business Administration standards—contributed \$7.8 billion to U.S. GDP in 2024, supporting approximately 25,000 jobs and paying \$2.6 billion in wages.

President: **James Carroll**, Schaeffer Manufacturing Co.
Immediate Past President: **Richard Camper**, Hasco Oil Co.
Treasurer: **Michael Skuratovich**, Eastern Oil Company
General Counsel: **Jeffrey L. Leiter**

Vice President: **David Richards**, RichardsApex, Inc.
Secretary: **Dean Fronney**, Master Fluid Solutions
Chief Executive Officer: **Holly Alfano**
Regulatory Counsel: **Jorge Roman**

The success of ILMA members is inseparable from their longstanding commitment to using high-quality raw materials and employing strong occupational hygiene and environmental practices to deliver safe, high-performance lubricants for industrial, transportation, and household use.

ILMA's detailed comments follow. Additionally, the Association offers support to the comments submitted by the American Chemistry Council highlighting the need for a fit-for-purpose approach to risk evaluations and determinations under Section 6, consistent with TSCA's statutory framework.

I. The Safe Use of High-Quality Lubricant Additives is Crucial for ILMA Manufacturing Members.

Lubricants are complex formulations, typically composed of a base oil and chemical additives that provide critical performance properties such as oxidation stability, anti-wear protection, friction modification, corrosion inhibition, detergency, and emulsification control. For many machining and grinding applications, water-miscible formulations incorporate other additives that enhance lubricity and corrosion protection. Some formulations also include an EPA-registered antimicrobial agent to prevent biodeterioration. In all cases, these additives are fundamental to the performance and longevity of machinery and vehicles across the economy.

For formulations using mineral-based oils, additives are typically applied in low concentrations into a stable oil matrix, substantially limiting their potential for release or exposure under normal conditions of use. As market needs and regulatory frameworks evolve, the use of additive formulations is routinely modernized to improve efficiency and minimize environmental and occupational impacts. For example, the development of the ILSAC GF-7 motor oil specification—driven partly by EPA's automotive efficiency and emissions standards—has incentivized innovation in additive technologies to improve fuel economy, emissions-system compatibility, and engine-wear protection. The use of additives in low concentrations in water-miscible formulations is also driven not only by product performance requirements, but also health and safety considerations. Simply put, minimizing risks to human health and safety, as well reducing environmental impacts, is a priority when optimizing lubricant properties.

The lubricants industry adheres to rigorous occupational health standards. The U.S. Occupational Safety and Health Administration's ("OSHA") hazard communication, ventilation, and personal protective equipment ("PPE") standards drive continuous improvement in workplace safety. Independent lubricant manufacturers operate with strong industrial hygiene programs and quality control systems that ensure safe handling and blending of additive components.

ILMA recognizes the importance of evaluating chemical substances systematically under TSCA to ensure they do not pose significant risks to health or the environment. However, an overly broad risk evaluation framework could divert attention from genuine risk drivers and impose unnecessary burdens on uses or sectors without significant exposure pathways or where existing controls effectively mitigate risk. Accordingly, ILMA supports a more focused approach that

considers the effectiveness of industry-specific mitigation measures and differentiates among conditions of use.

II. The Scope of Risk Evaluations Should be Narrowed to Ensure Risks are Granularly Understood and Mitigated.

ILMA supports a condition-of-use-specific framework for risk determinations. TSCA Section 6(b)(4)(A) directs EPA to evaluate “the conditions of use” of a chemical substance, not to conduct and issue a generalized, one-size-fits-all determination. A granular, use-based approach better aligns with statutory text and congressional intent, allowing EPA to identify and address risks where they truly exist while avoiding unnecessary regulation of uses that are inherently low-risk or well-controlled.

EPA should exercise its scoping discretion to focus evaluations on conditions of use where available information indicates that risk is concentrated. This approach ensures that TSCA risk evaluations remain data-driven and outcome-oriented. Public participation and judicial mechanisms already exist to ensure EPA’s scoping decisions remain reasonable and transparent.

A “whole-chemical” approach, by contrast, could unintentionally trigger broad restrictions or supply chain disruptions that are misaligned with actual exposure potential. Such an approach risks overregulating downstream sectors—including lubricant manufacturing and use—where protective measures are already in place and effective. A condition-of-use framework maximizes environmental and health benefits, improves regulatory certainty, and enhances the cost-effectiveness of TSCA implementation.

A risk evaluation process that distinguishes among specific conditions of use will yield a more accurate, science-based understanding of exposure and focus regulatory attention where it is most warranted. This approach represents the best path forward to safeguard human health and the environment while sustaining innovation and industrial competitiveness.

III. Mitigation Controls Used by Industry Should be Part of Risk Evaluations.

The lubricants industry maintains a robust culture of product stewardship and occupational safety. ILMA members routinely employ engineering controls (e.g., enclosed blending and automated packaging systems), administrative controls (e.g., exposure monitoring and work practice standards), and PPE consistent with OSHA standards. Routine ventilation, spill containment, and waste management procedures are also standard practice. These long-standing controls substantially mitigate exposure risks during the manufacturing process and must be recognized in TSCA risk evaluations. Thus, ILMA supports the explicit consideration of existing, enforceable workplace controls when assessing risk.

Lubricant manufacturing and blending operations are regulated under OSHA and subject to EPA’s spill prevention requirements. Typical industry-standard practices include:

- Closed blending and automated or mechanical transfer systems to prevent volatilization or spills.
- Local exhaust ventilation and air monitoring to ensure airborne concentrations remain well below occupational exposure limits.
- Mandatory use of gloves, eye protection, and other PPE, as appropriate.
- Regular training and administrative controls to ensure proper chemical handling.

Acknowledging these existing safeguards in EPA's risk evaluations ensures that exposure characterizations are realistic and that regulatory responses are appropriately targeted. Recognizing and crediting effective workplace controls also prevents duplicative regulation and fosters a cooperative, data-driven approach to chemicals management.

IV. Conclusion

ILMA appreciates the opportunity to comment on EPA's proposed revisions to the TSCA risk evaluation procedures. The Association supports a refined, conditions-of-use-specific approach that promotes science-based decision-making, prioritizes genuine risks, and recognizes effective industry controls. Such an approach will strengthen public confidence in the TSCA program while supporting innovation and economic vitality in the lubricants sector.

If you have any questions regarding this letter, please contact me or the Association's regulatory counsel, Jorge Roman (jroman@bmalaw.net).

Sincerely,

A handwritten signature in black ink, appearing to read "Holly Alfano". The signature is written in a cursive, flowing style.

Holly Alfano
CEO