



Written Testimony of John Carey  
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United States House of Representatives  
House Committee on Energy and Commerce  
Subcommittee on Environment

Chemicals in Commerce: Legislative Proposal to Modernize America's Chemical Safety Law,  
Strengthen Critical Supply Chains, and Grow Domestic Manufacturing



## Summary of Testimony

### United States Chemical Innovation has stagnated

In 2015—the year before the Lautenberg amendments—EPA received 519 Premanufacture Notices (PMNs) Last year, only 154 were submitted. That is a **70 percent decline in new chemical submissions**. During roughly the same period, **U.S. R&D spending in this sector fell by 77 percent**.

### Innovation is happening outside the United States

Between 2021 and 2025, dsm-firmenich successfully registered and commercialized 12 new fragrance ingredients around the world—but **none in the United States**. Nearly all of these materials are already on the market in major international jurisdictions, including Europe under REACH, Australia, Japan, Taiwan, the Philippines, and China.

### EPA's own Safer Choice Program shows these materials are safe

Even as EPA's new chemicals program has stalled, EPA's own Safer Choice Program has concluded that most fragrance materials—including thousands used in consumer products—meet its "safer chemistry" criteria. In fact, **Safer Choice now lists more than 2,800 fragrance chemicals** as meeting its interim criteria.

### When the United States cannot approve predictable, well characterized fragrance molecules, it threatens broader American competitiveness

Fragrance materials should be among the simplest chemistries to evaluate. If low risk, consumer safe materials can't get through the system, then more complex chemistries needed for advanced manufacturing, sustainability, and supply chain resilience stand little chance.



## Written Testimony

With each passing day, week, month, year, and now decade, United States' chemical innovation falls farther and farther behind.

Good afternoon, Chairman Guthrie, Chairman Palmer, Ranking Member Tonko, Ranking Member Pallone, and Members of the Subcommittee. Thank you for the opportunity to testify today. It is a privilege to speak with you as you consider legislative proposals to modernize America's chemical safety laws, strengthen critical supply chains, and support domestic manufacturing.

### **dsm-firmenich**

My name is John Carey, and I serve as a Regulatory Director at dsm-firmenich, a global leader in health, nutrition, bioscience, fragrance, and taste. dsm-firmenich employs more than 4,000 people across the United States and over 30,000 in 60 countries world-wide. We operate at the intersection of the essential, the desirable, and the sustainable helping reconcile what people want, what society needs, and what the planet demands. Our company draws on more than 150 years of scientific discovery and innovation. We maintain over 15 R&D facilities, hold more than 16,000 patents, and invest over \$800 million annually in research and development. Our commitment to safety, environmental stewardship, and scientific excellence runs deep because billions of people interact with our products every single day.



In the United States we are governed by a patchwork of laws, regulations and administrative agencies, including the Food and Drug Administration and the Environmental Protection Agency. Over the past decade, our fragrance business has struggled to register innovative new materials in the United States under TSCA Section 5 as amended by The Frank R. Lautenberg Chemical Safety for the 21st Century Act.

## **HCPA**

In addition to representing dsm-firmenich, I am also testifying on behalf of the Household and Commercial Products Association (HCPA)—the premier trade association for companies that manufacture products used for cleaning, protecting, maintaining, and disinfecting homes and commercial environments. HCPA member companies generate \$227 billion annually and employ 308,000 people across the U.S whose work helps consumers and workers create a cleaner, healthier and more productive life. HCPA's mission is to protect, promote and enhance the household and commercial products industry and the consumers and workers who use its members' products.

## **New Chemical Innovation in the United States has stagnated**

Despite our shared commitment to safety, the United States' new chemicals program has stagnated. The data are striking:



- In FY **2015**, the last year before the Lautenberg amendments, **593**<sup>1</sup> Premanufacture Notices (PMNs) were submitted.
- In FY **2024**, only **164** PMNs were submitted.
- In FY **2025**, that number declined further to **154**.

This represents a **70% decline** in new chemical submissions over the past decade—an unmistakable sign of a system that is no longer functioning. Not surprisingly, U.S. R&D spending also **declined by 77%** from 2015–2021<sup>2</sup>.

### **dsm-firmenich's experience mirrors this trend**

From 2021 to 2025, we successfully registered and commercialized **12** new fragrance ingredients globally—yet none in the United States.

We aim to commercialize 2–3 new fragrance materials per year. Yet today we have **nine** materials stuck in the review, submitted in **2020 or 2021**, despite TSCA's 90–180-day review period. Given the lack of progress, we submitted only one PMN in 2022, zero in 2023, zero in 2024 and one in 2025.

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<sup>1</sup> See [Status of Pre-Manufacture Notices reviewed under Section 5 of the Toxic Substances Control Act \(TSCA\) | US EPA](#)

<sup>2</sup> See Economic and Societal Impacts of EPA's Implementation of Section 5 of the Lautenberg Chemical Safety Act (September 2022) available at <https://chemicalinnovations.org/files/CCIEconomicandSocietalImpacts-FTIReportSeptember2022.pdf>



The materials are already on the market globally and registered, listed, or notified in many jurisdictions with robust national registration requirements including:

- Europe either registered or listed according to REACH (Registration, Evaluation, Authorisation and Restriction of Chemicals)
- Australia AIIIC (Australian Inventory of Industrial Chemicals)
- The Philippines PICCS (Philippine Inventory of Chemicals and Chemical Substances)
- Japan under CSCL (Chemical Substances Control Law)
- Taiwan under TCSI (Taiwan Chemical Substance Inventory)
- China under IECSC (Inventory of Existing Chemical Substances)

These jurisdictions evaluate many of the same risks, yet the U.S. remains the only major market where these materials cannot be sold.

### **EPA Scientists conclude many fragrance materials are safer alternatives**

While EPA has taken steps to address the new chemical backlog, a comparison with **EPA's Safer Choice Program** is revealing. EPA states that Safer Choice products "help consumers and commercial buyers identify products with safer chemical ingredients without sacrificing quality or performance<sup>3</sup>.

- In May 2023, Safer Choice released a list of over 2,400 fragrance chemicals that meet its Interim Fragrance Criteria.

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<sup>3</sup> See <https://www.epa.gov/saferchoice>



- In July 2024, that number grew to more than 2,800—representing over 80% of the ingredients listed on the International Fragrance Association (IFRA) Transparency List<sup>4</sup>.

Even as new chemical reviews have slowed dramatically, EPA's own Safer Choice Program has affirmed thousands of fragrance ingredients as examples of safer chemistry.

### **Why Fragrance Ingredients Illustrate the Problem**

Fragrance molecules should be among the easiest chemistries to evaluate because:

- Their intended and reasonably foreseen uses are limited, specific, and well characterized.
- Exposure pathways are highly predictable.
- Data packages submitted globally reflect the best available science, weight of evidence, and reasonably ascertainable information.

If companies cannot reliably register fragrance materials—materials safe enough for direct use on the body—then what hope is there for more complex chemistries that underpin advanced technologies?

For this reason, we support the committee's proposal to define "conditions of use" such that intended, known, or "reasonably foreseen" uses are those "more likely than not" to occur.

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<sup>4</sup> IFRA Transparency List as of January 2026 available at <https://ifrafragrance.org/transparency-list>



## **We commend the Committee's leadership in strengthening our chemical safety laws**

All Americans benefit when our nation's chemical safety laws are strong, predictable, and science-based. We appreciate the committee's targeted reforms to:

- Increase accountability
- Strengthen domestic manufacturing
- Support supply chain resilience
- Safeguard public and environmental health
- Promote American innovation

dsm-firmenich and HCPA member companies are fully committed to chemical safety. We support a rigorous, science-driven new chemicals program. But the current system is not enabling safety or innovation. It is driving technology, investment, and manufacturing overseas at a time when the United States aims to strengthen supply chains, promote sustainability, and expand domestic production.

Reforms that improve predictability, transparency, and alignment with global scientific practices will not only enhance safety—they will help restore the United States as a leader in chemical innovation.