CHEMICAL HERITAGE FOUNDATION

THE TOXIC SUBSTANCES CONTROL ACT: FROM THE PERSPECTIVE OF JAMES V. AIDALA

Transcript of Interviews Conducted by

Jody A. Roberts and Kavita D. Hardy

at

Bergeson & Campbell P.C. Washington, D.C.

on

20 May 2010

(With Subsequent Corrections and Additions)

CHEMICAL HERITAGE FOUNDATION Oral History Program FINAL RELEASE FORM

This document contains my understanding and agreement with the Chemical Heritage Foundation with respect to my participation in the audio- and/or video-recorded interview conducted by Jody A. Roberts and Kavita D. Hardy on 20 May 2010. I have read the transcript supplied by the Chemical Heritage Foundation.

- 1. The recordings, transcripts, photographs, research materials, and memorabilia (collectively called the "Work") will be maintained by the Chemical Heritage Foundation and made available in accordance with general policies for research and other scholarly purposes.
- 2. I hereby grant, assign, and transfer to the Chemical Heritage Foundation all right, title, and interest in the Work, including the literary rights and the copyright, except that I shall retain the right to copy, use, and publish the Work in part or in full until my death.
- 3. The manuscript may be read and the recording(s) heard/viewed by scholars approved by the Chemical Heritage Foundation subject to the restrictions listed below. The scholar pledges not to quote from, cite, or reproduce by any means this material except with the written permission of the Chemical Heritage Foundation. Regardless of the restrictions placed on the transcript of the interview, the Chemical Heritage Foundation retains the rights to all materials generated about my oral history interview, including the title page, abstract, table of contents, chronology, index, et cetera (collectively called the "Front Matter and Index"), all of which will be made available on the Chemical Heritage Foundation's website. Should the Chemical Heritage Foundation wish to post to the internet the content of the oral history interview, that is, direct quotations, audio clips, video clips, or other material from the oral history recordings or the transcription of the recordings, the Chemical Heritage Foundation will be bound by the restrictions for use placed on the Work as detailed below.
- 4. I wish to place the conditions that I have checked below upon the use of this interview. I understand that the Chemical Heritage Foundation will enforce my wishes until the time of my death, when any restrictions will be removed.

Please check one:

| a | No restrictions for access. |
|---|---|
| | NOTE: Users citing this interview for purposes of publication are obliged under the terms of the Chemical Heritage Foundation Oral |
| | History Program to obtain permission from Chemical Heritage |
| / | Foundation, Philadelphia, Pennsylvania. |
| b | Semi-restricted access. (May view the Work. My permission required to quote, cite, or reproduce.) |
| c | Restricted access. (My permission required to view the Work, quote, cite, or reproduce.) |

This constitutes my entire and complete understanding.

(Signature)

Houle James V. Aidala

3/1/201

(Date)

This interview has been designated as Semi Restricted Access.

One may view the oral history with the permission of CHF. However, the permission of the interviewee is required to quote from, cite, or reproduce the oral history.

Please contact CHF to request permission.



Chemical Heritage Foundation Oral History Program 315 Chestnut Street Philadelphia, Pennsylvania 19106



The Chemical Heritage Foundation (CHF) serves the community of the chemical and molecular sciences, and the wider public, by treasuring the past, educating the present, and inspiring the future. CHF maintains a world-class collection of materials that document the history and heritage of the chemical and molecular sciences, technologies, and industries; encourages research in CHF collections; and carries out a program of outreach and interpretation in order to advance an understanding of the role of the chemical and molecular sciences, technologies, and industries in shaping society.

JAMES V. AIDALA

| 1954 | Born in Akron, Ohio, on 9 November |
|--------------|--|
| | Education |
| 1976 1976 | B.A., Sociology, Brown University M.A., Sociology, Brown University |
| | Professional Experience |
| 1975 | U.S. Environmental Protection Agency, Washington, D.C. Intern, Pesticide Program, Office of Water and Hazardous Materials |
| 1976 | Intern, Pesticide Program, Office of Water and Hazardous Materials |
| 1979-1981 | Program Analyst, Office of the Assistant Administrator, Office of Pesticides and Toxic Substances |
| 1993-2000 | Associate Assistant Administrator, Office of Prevention, Pesticides and Toxics |
| 2000-2001 | Assistant Administrator, Office of Prevention, Pesticides and Toxics |
| 1981-1983 | Senate Committee on Governmental Affairs, Washington, D.C. Staff Member, Subcommittee on Energy |
| 1983-1990 | Congressional Research Service, Washington, D.C. Specialist, Environmental and Natural Resources Policy Division |
| 1990-1991 | Wallace Institute for Alternative Agriculture, Washington, D.C. Director of Policy Development |
| 1991-1993 | House Committee on Energy and Commerce, Washington, D.C. Staff Member, Subcommittee on Environment, Energy and Natural Resources |
| 2001-2003 | Jellinek, Schwartz, and Connolly, Inc., Arlington, Virginia President |
| 2003-Present | Bergeson & Campbell, P.C., Washington, D.C. Senior Government Consultant |

Honors

1976 Phi Beta Kappa, Brown University

ABSTRACT

James V. Aidala began working with the Environmental Protection Agency (EPA) as a college intern in the Office of Pesticide Programs; he returned as a policy analyst in the new Office of Pesticides and Toxic Substances (OPTS) after graduate school. From Aidala's perspective, there was much uncertainty in the early years of Toxic Substances Control Act (TSCA), in part due to challenges with the law's specificity regarding polychlorinated biphenyls and, later, asbestos and lead, and in part due to logistical, organizational, and legal difficulties in the early years of TSCA. He also felt that the Reagan administration was fatal to a cohesive toxics program.

After leaving the EPA Aidala then worked for the U.S. Senate, the Congressional Research Service, and the House of Representatives, where he found that political interest was always more focused on pesticides than toxics. According to Aidala, the Toxics Release Inventory and the Pollution Prevention Act provided new tools for the toxics office, but also detracted from the core TSCA responsibilities. When he returned to the EPA as an associate assistant administrator, pesticides continued to be the priority. Though he found that TSCA prevented crises, it was difficult to get Congress interested and TSCA had a reputation as an overly burdensome law. The office used voluntary initiatives and other tools to work "under and around" TSCA, while supporting toxics provisions in new laws like the Food Quality Protection Act.

At the end of the interview, Aidala discusses his belief in the original design of TSCA, but mentions that the legal and political burdens it has amassed require wholesale reform. He also feels that now is the time for reform, given the consensus among stakeholders, even those who have long ignored TSCA, like non-profits.

INTERVIEWERS

Jody A. Roberts is the Associate Director for the Center for Contemporary History and Policy and the Manager of the Environmental History and Policy Program at the Chemical Heritage Foundation. Roberts received his Ph.D. and M.S. in Science and Technology Studies from Virginia Tech and holds a B.S. in Chemistry from Saint Vincent College. His research focuses on the intersections of regulation, innovation, environmental issues, and emerging technologies within the chemical sciences.

Kavita D. Hardy is a research assistant in the Environmental History and Policy Program at the Chemical Heritage Foundation. She received a B.A. in Chemistry and Economics from Swarthmore College.

TABLE OF CONTENTS

| Early Career at EPA | 1 |
|--|----|
| Internship at Office of Pesticide Programs. Program analyst for pesticides and toxic substances. Early TSCA implementation. Lack of oversight. | |
| Developing standards. Reagan administration. Asbestos. | |
| Congressional Years | 10 |
| Senate staff. Limited TSCA oversight. Early TSCA. Congressional | |
| Research Service. Focus on pesticides. TSCA litigation. Toxics Release | |
| Inventory. Pollution prevention. House staff. | |
| Return to EPA | |
| Focus on pesticides. Appealing to Congress. Pollution prevention. | |
| Working "under and around" TSCA. Voluntary initiatives. Emerging | |
| end points. Food Quality Protection Act. | |
| TSCA reform | 28 |
| TSCA designed well. Burdensome litigation. Politics. Current pressure | |
| for reform. Pesticides and toxics integration. Shrinking budget. Lack | |
| of non-profit involvement. | |
| - | |

Index

3

33/50 Program, 20

A

alar, 32
American Federation of Labor-Congress of Industrial Organizations, 33
asbestos, 9, 11, 13, 14, 20, 22, 23, 24, 30, 33

B

Bhopal, India, 19, 20, 32
Biles, Blake A., 5, 31
bisphenol A (BPA), 17
Blodgett, John E., 10
Blue Ribbon Committee on Chemical Testing, 13
BPA. See bisphenol A
Bracken, Marilyn C., 5
Bush, President George H. W., 18
Bush, President George W., 14

С

Capitol Hill. See Washington, D.C. Carter, Jr., President James E., 6, 9, 18, 32 Chemical Manufacturers Association, 7 chlorofluorocarbons, 11, 12 Clinton, President William J., 14, 15, 16, 22 Comprehensive Environmental Response, Compensation and Liability Act, 4 Congressional oversight, 2, 11, 14, 15, 16, 20, 21, 33 Congressional Research Service, 2, 10, 14, 15, 19, 21, 22 Consumer Product Safety Commission, 4, 29 Cook, Kenneth A., 33 Cooper, Richard M., 13 Corrosion Proof Fittings v. EPA, 19, 21, 26 Costle, Douglas M., 17, 18, 23

D

D'Amato, Alfonse M., 27 Davies, J. Clarence "Terry", 4, 17, 18, 24, 28 Deepwater Horizon, 14 DEHP. *See* di(2-ethylhexyl) phthalate DeKany, John P., 5 Delaney Clause, 9, 22 Denison, Richard A., 33 Design for the Environment, 24 di(2-ethylhexyl) phthalate (DEHP), 17 Dingell, John D., 17, 32 Drayton, William, 6, 18 Durenberger, David F., 15, 19

Е

Emergency Planning and Community Right to Know Act, 4
Endocrine Disruptor Screening and Testing Advisory Committee, 27
Energy Star, 24
Environmental Defense Fund, 33
Environmental Law Institute, 25
ethylene dibromide, 32
Executive Order 13101, 24
Executive Order 13149, 24
Exxon Mobil Corporation, 32

F

Federal Advisory Committee Act, 34
Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA), 2, 10, 14, 19
FIFRA. *See* Federal Insecticide, Fungicide, and Rodenticide Act
Florini, Karen L., 33
Food Quality Protection Act, 23, 27, 28, 32
Ford, Jr., President Gerald R., 18
formaldehyde, 17, 32

G

Gingrich, Newton L., 15, 16, 23

Goldman, Lynn R., 23 Gorsuch, Ann M., 5, 6, 7, 17 Guam, 12

H

Harvard University, 1, 2 Hernandez, John W., 32 High Production Volume Challenge Program, 26 Hudson River. *See* polychlorinated biphenyls (PCBs)

Ι

Interagency Testing Committee, 29

J

Jellinek, Steven D., 2, 5, 7, 8, 9, 12, 13, 17, 18

K

Kelly, Cynthia C., 31 Kennedy, Edward M., 8 Kinney, Janie A., 33 Kover, Frank D., 31

L

lead, 14, 20, 23 Les v. Reilly, 22, 23 Long Island, New York, 27

Μ

Montreal Protocol on Substances that Deplete the Ozone Layer, 11 Muir, Warren R., 5, 17, 18

Ν

National Institute of Environmental Health Sciences (NIEHS), 4 National Toxicology Program (NTP), 4 Nixon, President Richard M., 18

0

Obama, President Barack H., 11

Office of Management and Budget Office of Information and Regulatory Affairs, 9 OSHA. *See* U.S. Occupational Safety and Health Administration

Р

PCBs. See polychlorinated biphenyls
pesticides, 1, 2, 3, 8, 9, 11, 19, 22, 23, 24, 25, 27, 28, 29, 31, 32, 34
Philadelphia, Pennsylvania, 11
Pollution Prevention Act, 24, 25, 30
polychlorinated biphenyls (PCBs), 4, 11, 12, 20, 22, 28, 30
precautionary principle, 30
President's Council on Environmental Quality, 17

R

REACH. See Registration, Evaluation and Authorisation of Chemicals
Reagan, President Ronald W., 5, 6, 10, 13, 16, 17, 18, 32
Registration, Evaluation, and Authorisation of Chemicals (REACH), 30
Regulatory Analysis and Review Group. See Office of Management and Budget
Reid, Harry M., 15, 22
Reilly, William K., 18, 20
Reisa, James J., 17

S

Seifter, Joseph, 3 Seminario, Margaret M. "Peg", 33 Soto, Ana M., 27 Stafford, Robert T., 10 Superfund, 10 Sussman, Robert M., 32 Synar, Michal L., 15, 17, 22

Т

Todhunter, John A., 5, 6, 17, 32 Toxic Substances Control Act, 1, 2, 3, 4, 8, 9, 10, 11, 13, 14, 15, 16, 17, 19, 20, 21,

22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34 base data set, 3, 8, 9, 10 existing chemicals, 4, 28 inventory, 3, 4, 9 new chemicals, 3, 4, 8, 9, 20 premanufacture notice, 4, 5, 17, 20 risk assessment, 9 Section 4, 22, 25, 29, 32 Section 4(b), 13 Section 4(f), 17 Section 5, 22 Section 6, 19, 22, 25, 29 Section 6(e), 11 Section 8, 22, 29 Section 8(e), 20 Section 9, 17, 29 significant new use rule, 20 structure activity relationships, 3, 4, 20 testing, 4, 5, 9, 12, 13, 19, 21, 22, 25, 26, 27, 28, 29 Toxics Release Inventory, 20 Train, Russell E., 17 TSCA. See Toxic Substances Control Act Tunney, John V., 10, 14

U

U.S. Congress, 8, 9, 11, 12, 13, 14, 15, 16, 19, 21, 22, 23, 24, 30, 32, 33
House of Representatives, 17, 18, 21, 24
Committee on Government Operations, 14
Senate, 2, 5, 8, 10, 17, 22
Committee on Appropriations, 27
Committee on Environment and Public Works, 10, 14
Committee on Governmental Affairs, 2, 14
U.S. Department of Agriculture, 2, 7, 8
U.S. Department of Defense, 12
U.S. Department of Health and Human

U.S. Department of Health and Human Services, 2

U.S. Department of Health, Education, and Welfare. See U.S. Department of Health and Human Services U.S. Department of the Interior, 6, 7 U.S. Department of the Treasury, 7 U.S. Environmental Protection Agency, 1, 2, 3, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 18, 19, 20, 21, 22, 23, 24, 25, 27, 28, 30, 31, 32, 34 Office of Chemical Safety and Pollution Prevention, 2 Office of General Counsel, 13 Office of Pesticide Programs, 1, 8, 31 Office of Pesticides and Toxic Substances, 1, 2, 5, 8 Office of Pollution Prevention and Toxics, 4, 7, 20, 31 Office of Prevention, Pesticides, and Toxic Substances, 2, 24 Office of Toxic Substances, 3, 5, 7, 8, 13, 17, 31 Office of Testing and Evaluation, 5 Office of Water, 1 U.S. Fish and Wildlife Service, 2 U.S. Food and Drug Administration, 9, 13 U.S. Minerals Management Service, 14 U.S. Occupational Safety and Health Administration, 4 University of California, Los Angeles, 1

V

Voluntary Children's Chemical Evaluation Program, 26

W

Warren, Jacqueline M., 33
Washington, D.C., 1, 2, 5, 7, 8, 9, 10, 11, 16, 18, 19, 21
Watt, James G., 6, 7, 17
Wiles, Richard D., 33
Wilson, James Q., 1