

October 17, 1997. The extension to the public comment period is being granted by EPA in response to the State's request to have additional time to assess the proposal, analyze the alternative options available and submit comments reflecting this analysis. A similar request was also made by the National Association of Fleet Administrators. For additional information please refer to the proposed disapproval document published in the **Federal Register** on October 17, 1997 (62 FR 53997).

DATES: Comments on the proposed disapproval must be received in writing by January 16, 1998.

ADDRESSES: Written comments should be addressed to Mr. Thomas H. Diggs, Chief, Air Planning Section (6PD-L), at the EPA Regional Office listed below. Copies of the documents about this action are available for public inspection during normal business hours at the following locations. Persons interested in examining these documents should make an appointment with the appropriate office at least 24 hours before the visiting day:

Air and Radiation Docket and Information Center, Environmental Protection Agency, 401 M Street, S.W., Washington, D.C. 20460.
Environmental Protection Agency, Region 6, 1445 Ross Avenue, Suite 1200, Dallas, Texas 75202.
Texas Natural Resource Conservation Commission, 12100 Park 35 Circle, Austin, Texas 78711-3087.

FOR FURTHER INFORMATION CONTACT: Mr. Paul Scoggins, Air Planning Section (6PD-L), Environmental Protection Agency, Region 6, 1445 Ross Avenue, Suite 1200, Dallas, Texas, 75202, telephone (214) 665-7354.

Dated: December 4, 1997.

W.B. Hathaway,
Acting Regional Administrator.

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ENVIRONMENTAL PROTECTION AGENCY

40 CFR Part 52

[AZ 017-0004; FRL-5936-4]

Approval and Promulgation of Implementation Plans; Arizona State Implementation Plan Revision, Maricopa County

AGENCY: Environmental Protection Agency (EPA).

ACTION: Proposed rule.

SUMMARY: EPA is proposing to approve revisions to the Arizona State

Implementation Plan (SIP) that concern the control of volatile organic compound (VOC) emissions from solvent cleaning, petroleum solvent dry cleaning, rubber sports ball manufacturing, graphic arts, semiconductor manufacturing, vegetable oil extraction processes, wood furniture and fixture coating, wood millwork coating, and loading of organic liquids.

The intended effect of proposing approval of these rules is to regulate emissions of VOCs in accordance with the requirements of the Clean Air Act, as amended in 1990 (CAA or the Act). EPA's final action on these proposed rules will incorporate them into the federally approved SIP. EPA has evaluated each of these rules and is proposing to approve them under provisions of the CAA regarding EPA action on SIP submittals, SIPs for national primary and secondary ambient air quality standards and plan requirements for nonattainment areas.

DATES: Comments must be received on or before January 16, 1998.

ADDRESSES: Comments may be mailed to: Rulemaking Office, [AIR-4], Air Division, U.S. Environmental Protection Agency, Region IX, 75 Hawthorne Street, San Francisco, CA 94105-3901.

Copies of the rule revisions and EPA's evaluation report of each rule are available for public inspection at EPA's Region 9 office during normal business hours. Copies of the submitted rule revisions are also available for inspection at the following locations:

Arizona Department of Environmental Quality, 3003 North Central Avenue, Phoenix, AZ 85012
Maricopa County Environmental Services Department, 2406 S. 24th Street, Suite E-214, Phoenix, AZ 85034

FOR FURTHER INFORMATION CONTACT: Andrew Steckel, Chief, Rulemaking Office (AIR-4), Air Division, U.S. Environmental Protection Agency, Region IX, 75 Hawthorne Street, San Francisco, CA 94105-3901, (415) 744-1185.

SUPPLEMENTARY INFORMATION:

I. Applicability

The rules being proposed for approval into the Arizona SIP include: Maricopa County Environmental Services Department, Technical Services Division (MCESD) Rules 331—Solvent Cleaning, 333—Petroleum Solvent Dry Cleaning, 334—Rubber Sports Ball Manufacturing, 337—Graphic Arts, 338—Semiconductor Manufacturing, 339—Vegetable Oil Extraction Processes, 342—Coating Wood Furniture and Fixture, 346—Coating Wood Millwork, and 351—Loading of

Organic Liquids. These rules were submitted by the Arizona Department of Environmental Quality (ADEQ) to EPA on February 4, 1993 (Rule 339), August 31, 1995 (Rule 351), February 26, 1997 (Rules 331, 333, 334, 336, and 338) and March 4, 1997 (Rules 342, 337, and 346) respectively.

II. Background

On March 3, 1978, EPA promulgated a list of ozone nonattainment areas under the provisions of the Clean Air Act, as amended in 1977 (1977 CAA or pre-amended Act), which included Maricopa County (43 FR 8964; 40 CFR 81.305). On March 19, 1979, EPA changed the name and modified the geographic boundaries of the ozone nonattainment area to the Maricopa Association of Governments (MAG) Urban Planning Area (44 FR 16391, 40 CFR 81.303). On February 24, 1984, EPA notified the Governor of Arizona, pursuant to section 110(a)(2)(H) of the pre-amended Act, that MAG's portion of the Arizona SIP was inadequate to attain and maintain the ozone standard and requested that deficiencies in the existing SIP be corrected (EPA's SIP-Call, 49 FR 18827, May 3, 1984). On May 26, 1988, EPA again notified the Governor of Arizona that MAG's portion of the SIP was inadequate to attain and maintain the ozone standard and requested that deficiencies relating to VOC controls and the application of reasonably available control technology (RACT) in the existing SIP be corrected (EPA's second SIP-Call, 53 FR 34500, September 7, 1988). On November 15, 1990, the Clean Air Act Amendments of 1990 were enacted. Public Law 101-549, 104 Stat. 2399, codified at 42 U.S.C. 7401-7671q. In amended section 182(a)(2)(A) of the CAA, Congress statutorily adopted the requirement that nonattainment areas fix their deficient reasonably available control technology (RACT) rules for ozone and established a deadline of May 15, 1991 for states to submit corrections of those deficiencies. Section 182(a)(2)(A) applies to areas designated as nonattainment prior to enactment of the amendments and classified as marginal or above as of the date of enactment. It requires such areas to adopt and correct RACT rules pursuant to pre-amended section 172(b) as interpreted in pre-amendment guidance.¹ EPA's SIP-Call used that

¹ Among other things, the pre-amendment guidance consists of those portions of the proposed post-1987 ozone and carbon monoxide policy that concern RACT, 52 FR 45044 (November 24, 1987); "Issues Relating to VOC Regulation Cutpoints, Deficiencies, and Deviations, Clarification to appendix D of November 24, 1987 **Federal Register**

Continued

guidance to indicate the necessary corrections for specific nonattainment areas. The MAG Urban Planning Area is classified as serious;² therefore, this area was subject to the RACT fix-up requirement and the May 15, 1991 deadline.

The State of Arizona submitted several RACT rules for incorporation into its SIP on February 4, 1993, August 31, 1995, February 26, 1997 and March 4, 1997, including the rules being acted on in this document. This document addresses EPA's proposed action for MCESD Rules 331—Solvent Cleaning, 333—Petroleum Solvent Dry Cleaning, 334—Rubber Sports Ball Manufacturing, 337—Graphic Arts, 338—Semiconductor Manufacturing, 339 Vegetable Oil Extraction Processes, 342—Coating Wood Furniture and Fixtures, 346—Coating Wood Millwork, and 351—Loading of Organic Liquids. MCESD adopted Rules 331, 333, 334 and 338 on June 19, 1996; Rule 339 on November 16, 1992; Rules 337, 342 and 346 on November 20, 1996 and Rule 351 on February 15, 1995. These submitted rules were found to be complete on March 10, 1993 (Rule 339), October 25, 1995 (Rule 351) and June 5, 1997 (Rules 331, 333, 334, 337, 338, 342 and 346, pursuant to EPA's completeness criteria that are set forth in 40 CFR part 51, appendix V³ and are being proposed for approval into the SIP.

Rule 331 limits the emissions of volatile organic compounds (VOCs) from surface cleaning and degreasing operations, Rule 333 controls emissions of VOCs from petroleum solvent dry cleaning operations, Rule 334 limits emission of VOCs from natural and synthetic rubber adhesives used in the manufacture of non-inflatable rubber balls, Rule 337 limits emissions of VOCs from screen, gravure, letterpress, flexographic and lithographic printing processes, including related coating and laminating processes, Rule 338 limits emissions of VOCs from semiconductor manufacturing, Rule 339 limits the emissions of VOCs from the extraction

of vegetable oil using solvents, Rule 342 controls the emissions of VOC's emanating from applying finishing materials to furniture or fixtures made of wood or wood derived materials, Rule 346 limits VOC emissions from the surface preparation and coating of wood millwork, such as shutters, doors, windows and their associated woodwork, and Rule 351 controls emissions of VOCs from organic liquid loading operations at bulk plants and bulk terminals. VOCs contribute to the production of ground-level ozone and smog. The rules were adopted as part of MCESD's efforts to achieve the National Ambient Air Quality Standard (NAAQS) for ozone and in response to EPA's SIP-Call and the section 182(a)(2)(A) CAA requirement. The following is EPA's evaluation and proposed action for these rules.

III. EPA Evaluation and Proposed Action

In determining the approvability of a VOC rule, EPA must evaluate the rule for consistency with the requirements of the CAA and EPA regulations, as found in section 110 and part D of the CAA and 40 CFR part 51 (Requirements for Preparation, Adoption, and Submittal of Implementation Plans). The EPA interpretation of these requirements, which forms the basis for today's action, appears in the various EPA policy guidance documents listed in footnote 1. Among those provisions is the requirement that a VOC rule must, at a minimum, provide for the implementation of RACT for stationary sources of VOC emissions. This requirement was carried forth from the pre-amended Act.

For the purpose of assisting state and local agencies in developing RACT rules, EPA prepared a series of Control Technique Guideline (CTG) documents. The CTGs are based on the underlying requirements of the Act and specify the presumptive norms for what is RACT for specific source categories. Under the CAA amendments, Congress ratified EPA's use of these documents, as well as other Agency policy, for requiring States to "fix-up" their RACT rules. See section 182(a)(2)(A). The CTG applicable to Rule 331 is entitled, "Control of Volatile Organic Emissions From Solvent Metal Cleaning," EPA-450/2-77-022; the CTG applicable to Rule 333 is entitled, "Control of Volatile Organic Compound Emissions from Large Petroleum Dry Cleaners," EPA-450/3-82-009; the CTG applicable to Rule 337 is entitled, "Control of Volatile Organic Emissions from Existing Stationary Sources—Volume VIII: Graphic Arts—Rotogravure and

Flexography," EPA-450/2-78-033; the CTG applicable to Rule 342 is entitled, "Control of Volatile Organic Compound Emissions from Wood Furniture Manufacturing Operations" EPA-453/R-96-007; and the CTGs applicable to Rule 351 are entitled, "Control of Volatile Organic Emissions from Bulk Gasoline Plants," EPA-450/2-77-035 and "Control of Hydrocarbons from Tank Truck Gasoline Loading Terminals," EPA-450/2-77-026. Rules 334, 338, 339 and 346 control emissions from source categories for which EPA has not issued CTGs. Accordingly these rules were evaluated for consistency with the general RACT requirements of the Clean Air Act (CAA section 110 and part D). Further interpretations of EPA policy are found in the Blue Book, referred to in footnote 1. In general, these guidance documents have been set forth to ensure that VOC rules are fully enforceable and strengthen or maintain the SIP.

On February 1, 1996, EPA approved into the SIP a version of MCESD's Rule 331—Solvent Cleaning that had been adopted by MCESD on June 22, 1992. MCESD's submitted Rule 331—Solvent Cleaning includes the following changes from the current SIP:

- Increased the record retention time from 3 years to 5 years,
- Added the requirement to maintain a current list of solvents stating the VOC content in lbs/gal or g/l,
- Added the requirement to keep monthly records of make-up solvents added and other VOC containing materials used.

On February 1, 1996, EPA approved into the SIP a version of Rule 333—Petroleum Solvent Dry Cleaning that had been adopted by MCESD on June 22, 1992. MCESD's submitted Rule 333—Petroleum Solvent Dry Cleaning includes the following significant changes from the current SIP:

- Increased the record retention period from 3 years to 5 years,
- Requires the maintenance of a current list of solvents and any other VOC containing materials, including the VOC content of each in lbs/gal or g/l.
- Requires monthly records of the weight of clothing cleaned, the amount of solvent used, and the weight and type of any material disposed that contains any amount of cleaning solvents. The name of the company receiving such material must also be recorded.

On February 12, 1996, EPA approved into the SIP a version of Rule 334—Rubber Sports Ball Manufacturing, that had been adopted by MCESD on September 20, 1994. MCESD's submitted Rule 334—Rubber Sports Ball

document" (Blue Book) (notice of availability was published in the **Federal Register** on May 25, 1988); and the existing control technique guidelines (CTGs).

²The MAG Urban Planning Area retained its designation of nonattainment and was classified by operation of law pursuant to sections 107(d) and 181(a) upon the date of enactment of the CAA amendments. See 56 FR 56694 (November 6, 1991). On November 6, 1997 EPA published a final rule reclassifying the MAG Urban Planning Area from moderate to serious (FR 62 60001). This reclassification became effective on December 8, 1997.

³EPA adopted the completeness criteria on February 16, 1990 (55 FR 5830) and, pursuant to section 110(k)(1)(A) of the CAA, revised the criteria on August 26, 1991 (56 FR 42216).

Manufacturing includes the following significant changes from the current SIP:

- Replaced daily cutoff of 300 lbs VOC with monthly cutoff of 8333 lbs,
- Increased the record retention period from 3 years to 5 years,
- Decreased frequency from daily to monthly for usage records of adhesives, solvents, and other VOC containing materials.

On September 5, 1995, EPA approved into the SIP a version of Rule 337—Graphic Arts that had been adopted by MCESD on April 6, 1992. MCESD's submitted Rule 337—Graphic Arts includes the following significant changes from the current SIP:

- Added a definition for capture efficiency,
- Establishes time phased lowering of VOC limits for fountain solutions and establishes VOC limits for fountain solutions refrigerated below 60°F,
- Establishes time phased lowering of vapor pressure of cleaning solutions,
- Allows monthly recordkeeping on presses which do not use alcohol in their fountain solution, provided they emit less than 25 tons of VOC per year,
- Increases the record retention period from 3 years to 5 years.

There is currently no version of MCESD's Rule 338—Semiconductor Manufacturing in the SIP. The submitted rule includes the following provisions:

- Requires facilities that emit more than 25 tons per year (tpy) of VOC from negative photoresist operations to vent the emissions to a control system with an overall control efficiency of at least 80%,
- Requires facilities that emit more than 50 tpy of VOC from positive photoresist operations to vent the emissions to a control system with an overall control efficiency of at least 80%,
- Provides an exemption for positive photoresist operations that use liquids that use less than 10% VOC by weight and never exceed a temperature of 104°F,
- Requires an operation and maintenance plan specifying key system operating parameters for the emission control system,
- Requires the use of closed containers for storing VOC containing material,
- Requires monthly usage records of all VOC containing material,
- Requires equipment operating records.

There is currently no version of MCESD's Rule 339—Vegetable Oil Extraction Processes in the SIP. The submitted rule includes the following provisions:

- Establishes a monthly VOC limit of 2.5 pounds per ton of processed seeds for any consecutive 30 day period of operation, and a weekly VOC limit of 3.0 pounds of VOC per ton of processed seeds for any 7 consecutive days of operation,
 - Requires that VOC emissions from any extractor or desolventizer-toaster be controlled by a condenser and mineral-oil scrubber with an overall control efficiency of at least 90% by weight,
 - Requires that the desolventizer-toaster discharge conveyor is vented to a mineral oil scrubber with an overall control efficiency of 90% by weight,
 - Requires an operation and maintenance plan specifying key system operating parameters for the emission control system,
 - Requires monthly inspection of equipment in solvent service for gaseous and liquid leaks and the keeping of a permanent leak detection and repair notebook,
 - Requires daily recordkeeping.
- There is currently no version of MCESD's Rule 342—Coating Wood Furniture and Fixture in the SIP. The submitted rule includes the following provisions:
- A purpose and applicability definition,
 - Definition of terms,
 - VOC standards consistent with the CTG expressed in grams per liter as well as pounds per pound of solids,
 - A schedule of compliance for sources emitting in excess of 50 tpy,
 - A limitation of conventional air-atomized spray and other spray methods,
 - Process equipment operation and maintenance requirements,
 - Procedures for the handling and disposing of VOC containing material,
 - Labeling requirement of VOC containing storage containers,
 - Monitoring and record keeping requirements,
 - Compliance test methods,
 - An appendix describing the averaging provisions.
- There is currently no version of MCESD's Rule 346—Coating Wood Millwork in the SIP. The submitted rule includes the following provisions:
- A purpose and applicability definition,
 - Definition of terms,
 - VOC limits of coatings used on wood millwork,
 - VOC trade-off options;
- (1) lower VOC topcoat and unlimited VOC sealer
 - (2) lower VOC sealer and higher VOC topcoat
 - (3) single application finish,
- Allows alternative control by means of an emission control system,

- Allows an exemption for sources emitting less than 2 tons per year of VOC,

- A limitation of conventional air-atomized spray and other spray methods,
- Process equipment operation and maintenance requirements,
- Procedures for the handling and disposing of VOC containing material,
- Labeling requirement of VOC containing storage containers,
- Monitoring and record keeping requirements,
- Compliance test methods.

On April 6, 1992 EPA, approved into the SIP a version of MCESD's Rule 351—Loading of Organic Liquids that had been adopted by MCESD on April 6, 1992. MCESD's submitted Rule 351—Loading of Organic Liquids includes the following significant changes from the current SIP:

- Section 401 discussing equipment leak provisions has been reformatted, and a requirement to maintain a logbook for monthly leak inspections has been added,

- Section 503 now requires that all records be retained for 3 years.

EPA has evaluated the submitted rules and has determined that they are consistent with the CAA, EPA regulations, and EPA policy. Therefore, MCESD Rules 331—Solvent Cleaning Operations, 333—Petroleum Solvent Dry Cleaning, 334—Rubber Sports Ball Manufacturing, 337—Graphic Arts, 338—Semiconductor Manufacturing, 339 Vegetable Oil Extraction Processes, 342—Wood Furniture and Fixture Coating, 346—Wood Millwork Coating, and 351—Loading of Organic Liquids are being proposed for approval under section 110(k)(3) of the CAA as meeting the requirements of section 110(a) and Part D.

Nothing in this action should be construed as permitting or allowing or establishing a precedent for any future request for revision to any state implementation plan. Each request for revision to the state implementation plan shall be considered separately in light of specific technical, economic, and environmental factors and in relation to relevant statutory and regulatory requirements.

IV. Administrative Requirements

A. Executive Order 12866

This action has been classified as a Table 3 action for signature by the Regional Administrator under the procedures published in the **Federal Register** on January 19, 1989 (54 FR 2214–2225), as revised by a July 10, 1995 memorandum from Mary Nichols,

Assistant Administrator for Air and Radiation. The Office of Management and Budget (OMB) has exempted this regulatory action from E.O. 12866 review.

B. Regulatory Flexibility Act

Under the Regulatory Flexibility Act, 5 U.S.C. 600 *et seq.*, EPA must prepare a regulatory flexibility analysis assessing the impact of any proposed or final rule on small entities. 5 U.S.C. 603 and 604. Alternatively, EPA may certify that the rule will not have a significant impact on a substantial number of small entities. Small entities include small businesses, small not-for-profit enterprises, and government entities with jurisdiction over populations of less than 50,000.

SIP approvals under section 110 and subchapter I, part D of the Clean Air Act do not create any new requirements but simply approve requirements that the State is already imposing. Therefore, because the Federal SIP approval does not impose any new requirements, the Administrator certifies that it does not have a significant impact on any small entities affected. Moreover, due to the nature of the Federal-State relationship under the CAA, preparation of a flexibility analysis would constitute Federal inquiry into the economic reasonableness of state action. The Clean Air Act forbids EPA to base its actions concerning SIPs on such grounds. *Union Electric Co. v. U.S. EPA*, 427 U.S. 246, 255–66 (1976); 42 U.S.C. 7410(a)(2).

C. Unfunded Mandates

Under section 202 of the Unfunded Mandates Reform Act of 1995 ("Unfunded Mandates Act"), signed into law on March 22, 1995, EPA must prepare a budgetary impact statement to accompany any proposed or final rule that includes a Federal mandate that may result in estimated costs to State, local, or tribal governments in the aggregate; or to private sector, of \$100 million or more. Under section 205, EPA must select the most cost-effective and least burdensome alternative that achieves the objectives of the rule and is consistent with statutory requirements. Section 203 requires EPA to establish a plan for informing and advising any small governments that may be significantly or uniquely impacted by the rule.

EPA has determined that the approval action proposed does not include a Federal mandate that may result in estimated costs of \$100 million or more to either State, local, or tribal governments in the aggregate, or to the private sector. This Federal action

approves pre-existing requirements under State or local law, and imposes no new Federal requirements. Accordingly, no additional costs to State, local, or tribal governments, or to the private sector, result from this action.

List of Subjects in 40 CFR Part 52

Environmental protection, Air pollution control, Hydrocarbons, Intergovernmental relations, Ozone, Reporting and recordkeeping requirements, Volatile organic compound.

Authority: 42 U.S.C. 7401–7671q.

Dated: December 9, 1997.

Felicia Marcus,

Regional Administrator, Region IX.

[FR Doc. 97–32929 Filed 12–16–97; 8:45 am]

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ENVIRONMENTAL PROTECTION AGENCY

40 CFR Part 52

[FRL–5933–7]

Approval and Promulgation of Implementation Plans; Colorado; Correction

AGENCY: Environmental Protection Agency (EPA).

ACTION: Proposed rule.

SUMMARY: EPA is proposing corrections to the State Implementation Plan (SIP) for the State of Colorado. First, EPA is proposing corrections to its January 21, 1997 rulemaking in which EPA approved several Colorado new source review (NSR) SIP revisions. Specifically, pursuant to a December 17, 1996 request from the State of Colorado, EPA is proposing to remove from the approved SIP two sections of Colorado's prevention of significant deterioration (PSD) rules in Regulation No. 3. EPA is also proposing to disapprove a provision in the State's definition of "federally enforceable" in Regulation No. 3 that EPA inadvertently failed to disapprove in its January 21, 1997 rulemaking. Specifically, the provision in that definition states that provisions which are not required by the Federal Clean Air Act (Act) shall not be submitted as part of the SIP and shall not be federally enforceable. This provision is being proposed for disapproval because the Act provides that any provision approved by EPA as part of the SIP is federally enforceable unless and until the State requests, and EPA approves, a SIP revision removing such provision.

Second, EPA is proposing to correct an October 5, 1979 rulemaking in which EPA incorrectly listed Colorado House Bill 1109 as being approved as part of the Colorado SIP.

Last, EPA is proposing to correct a September 23, 1980 rulemaking, in which EPA mistakenly replaced a Colorado SIP approval in 40 CFR 52.320 with a Montana SIP approval.

DATES: Comments must be received in writing on or before January 16, 1998.

ADDRESSES: Written comments on this action should be addressed to Vicki Stamper, 8P2-A, Environmental Protection Agency, Region VIII, 999 18th Street, suite 500, Denver, Colorado 80202–2466. Copies of the documents relative to this action are available for inspection during normal business hours at the following location: Air Program, Environmental Protection Agency, Region VIII, 999 18th Street, suite 500, Denver, Colorado 80202–2466.

FOR FURTHER INFORMATION CONTACT: Vicki Stamper, EPA Region VIII, (303) 312–6445.

SUPPLEMENTARY INFORMATION:

I. Corrections to January 21, 1997 Rulemaking

On January 21, 1997, EPA promulgated approval of five Colorado SIP revisions submitted on November 12, 1993, August 25, 1994, September 29, 1994, November 17, 1994, and January 29, 1996. (See 62 FR 2910–2914.) All of these SIP submittals contained revisions to the State's NSR and PSD provisions in Parts A and B of Colorado Regulation No. 3.

A. Correction to Exclude Sections V.B. and VII.A.5. of Part B of Colorado Regulation No. 3 From the SIP

The November 12, 1993 SIP submittal contained revisions to Regulation No. 3 that were adopted by the Colorado Air Quality Control Commission (AQCC) at a July 15, 1993 public hearing. The primary purpose of the State's July 1993 rulemaking was to adopt an operating permit program to address the requirements of title V of the Clean Air Act Amendments of 1990 and 40 CFR part 70. Concurrent with the adoption of its operating permit program, the State made revisions to its construction permit regulations, which are also in Regulation No. 3, to make the two programs work together and to allow for the implementation of certain title V operating permit provisions. At the same time, the State also completely restructured and renumbered the provisions in Regulation No. 3. While the majority of the provisions in the