

## Common Sense Initiative

Mike DeWine, Governor Jon Husted, Lt. Governor

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### **Business Impact Analysis**

Agency, Board, or Commission Name: Ohio Environmental Protection Agency		
Rule Contact Name and Contact Information:		
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Regulation/Package Title (a general description of the rules' substantive content):		
Ohio Biocriteria Narrative Rules		
Rule Number(s): OAC 3745-1-07 and 3745-2-03		
Date of Submission for CSI Review:		
Public Comment Period End Date:		
Rule Type/Number of Rules:		
X New/_1_ rules	□ No Change/ rules (FYR?)	
X Amended/_1_ rules (FYR? _X_)	□ Rescinded/ rules (FYR?)	

The Common Sense Initiative is established in R.C. 107.61 to eliminate excessive and duplicative rules and regulations that stand in the way of job creation. Under the Common Sense Initiative, agencies must balance the critical objectives of regulations that have an adverse impact on business with the costs of compliance by the regulated parties. Agencies should promote transparency, responsiveness, predictability, and flexibility while developing regulations that are fair and easy to follow. Agencies should prioritize compliance over punishment, and to that end, should utilize plain language in the development of regulations.

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#### **Reason for Submission**

1. R.C. 106.03 and 106.031 require agencies, when reviewing a rule, to determine whether the rule has an adverse impact on businesses as defined by R.C. 107.52. If the agency determines that it does, it must complete a business impact analysis and submit the rule for CSI review.

Which adverse impact(s) to businesses has the agency determined the rule(s) create?

The r	ule:
a.	Requires a license, permit, or any other prior authorization to engage in or operate a line of business.
— b.	Imposes a criminal penalty, a civil penalty, or another sanction, or creates a cause of action for failure to comply with its terms.
c.	Requires specific expenditures or the report of information as a condition of
—— d.	compliance.  Is likely to directly reduce the revenue or increase the expenses of the lines of
	business to which it will apply or applies.

Rule 3745-2-03 outlines a <u>voluntary process</u> that is meant to provide flexibility to regulated entities, therefore, no expenditures are required by the rule. However, if NPDES permit holders decide to pursue this voluntary opportunity then financial expenditures can be expected (i.e., consultation fees).

#### **Regulatory Intent**

2. Please briefly describe the draft regulation in plain language.

Please include the key provisions of the regulation as well as any proposed amendments.

Ohio Administrative Code (OAC) Chapter 3745-1 contains standards for water quality. Water quality standards are state regulations or rules that protect lakes, rivers, streams and other surface water bodies from pollution. These rules specify the beneficial uses of waterbodies including aquatic life, public water supply, and recreation. The rules specify numeric levels and narrative statements (water quality criteria) protective of assigned beneficial use designations, and an antidegradation policy.

OAC Chapter 3745-2 contains procedures for ensuring that water quality standards are achieved through the National Pollutant Discharge Elimination System (NPDES) permit system, and through the Total Maximum Daily Load (TMDL) Program.

Rule 3745-1-07 defines the biological criteria (biocriteria) used in setting aquatic life use designations and 3745-2-03 (new) determines how biocriteria are used in the NPDES permit

program. This rulemaking focuses on the provisions that allow attainment of the biocriteria in a receiving stream to be considered in a facility's NPDES permit. In some cases, biological survey data showing attainment of the biocriteria may be used as a basis for deviating from default modeling procedures for calculating water quality-based effluent limits in NPDES permits different from those that would otherwise be set. These NPDES related provisions provide a mechanism for regulatory flexibility to NPDES permit holders.

Rule 3745-2-03 is a new rule intended to replace and clarify Ohio's biocriteria narrative, currently found in paragraph C of rule 3745-1-07 of the Ohio Administrative Code. This rule will provide clarification and additional details on when and how the biocriteria narrative should be used as well as what information is needed for Ohio EPA to evaluate a request to use the biocriteria narrative.

This rulemaking is being undertaken to remove U.S. EPA's longstanding objection to provisions within rule 3745-1-07, to make it consistent with a Memorandum of Understanding between Ohio EPA and U.S.EPA signed in 2000, to provide more detail and clarification to the NPDES permitting flexibilities, and to satisfy the Five-Year Rule Review requirements set forth in section 106.03 of the Ohio Revised Code. The unapproved biocriteria provisions currently in 3745-1-07 are being moved to the new rule in WQS implementation Rules (3745-2-03). A small portion of the rule, not related to NPDES permits, remains in 3745-1-07.

The Agency is considering several changes to clarify the meaning and procedures in the rules:

- Moving most of the biocriteria narrative rule language from OAC 3745-1-07 into new rule OAC 3745-2-03 and incorporating the 2000 MOU language. A short paragraph related to use attainment status remains in the WQS rule 1-07 to emphasize the fundamental rule of biocriteria in setting aquatic life use designations and determining attainment.
- Inclusion of language to ensure that direct assessments of biology, rather than a modeled assessment of biological outcomes would be used to set NPDES permit limits. This rule was intended to be an empirical assessment of existing discharges only.
- Inclusion of decision criteria for the director to ensure that the requirements of federal reasonable potential rules are met [40 CFR 122.44(d)]. These would require that effluent variability, instream dilution, pollution controls and species sensitivity be addressed in the assessment.
- Although the Agency is considering retaining language restricting the director's authority to limit point source discharges when the point source is discharging

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pollutants at or below WQS, the section is being reworded so that point source discharges that are primary causes of the non-attainment may be regulated, even if they are not the majority load to the waterbody on an annual basis. This is to ensure that the initial purpose of the rule (regulation only when the new limits would improve stream biology) is maintained. The requirement that point sources be the primary source of the pollutant could also potentially conflict with federal reasonable potential rules and Total Maximum Daily Load requirements. This particularly occurs in situations where point source discharges are a large portion of nutrient load during low-flow conditions, while not being a majority of the load annually. Controls on point sources can be expected to improve biological conditions in these cases.

• Removing the Limited Warmwater Habitat (LWH) use designation definition from rule 1-07 and making any remaining waters with this use subject to default water quality criteria. The LWH designation was a temporary designation originating from 1978 that is being phased out. This designation was never approved by US EPA. There are only a few waterbodies within the State that still carry the relic LWH designation. Three are being removed as part of use designation rule packages currently being prepared for proposal. The Agency plans to amend those use designation rules concurrently with the biocriteria rule changes.

Please see the related fact sheet for the comment period dates on the draft rules and additional information.

3. Please list the Ohio statute(s) that authorize the agency, board or commission to adopt the rule(s) and the statute(s) that amplify that authority.

OAC Rule 3745-1-07 is authorized by Ohio Revised Code 6111.041.

OAC Rule 3745-2-03 is authorized by Ohio Revised Code 6111.03 and 6111.12.

4. Does the regulation implement a federal requirement? Is the proposed regulation being adopted or amended to enable the state to obtain or maintain approval to administer and enforce a federal law or to participate in a federal program?

If yes, please briefly explain the source and substance of the federal requirement.

Yes, the regulations implement federal requirements.

Rule 3745-1-07 implements federal requirements in the CWA and 40 C.F.R. Parts 131 Water Quality Standards. The language being moved from rule 3745-1-07 into rule 3745-2-03 does not implement a federal requirement; it is a flexibility not contemplated in federal rules.

The rules in OAC Chapter 3745-2 implement federal reasonable potential regulations in 40 C.F.R. 122.44(d).

As stated above, these rules are being revised to remove U.S. EPA's objection to provisions in rule 3745-1-07, to make the rule consistent with a MOU between Ohio EPA and U.S. EPA, and to maintain the existing flexibility in implementing the federal rules.

### 5. If the regulation includes provisions not specifically required by the federal government, please explain the rationale for exceeding the federal requirement.

N/A. The requirements in this rulemaking do not exceed the federal requirements and maintain regulatory flexibility not contemplated by the federal requirements.

## 6. What is the public purpose for this regulation (i.e., why does the Agency feel that there needs to be any regulation in this area at all)?

3745-1-07: The CWA section 303(c)(2)(A) requires that water quality standards protect "public health or welfare, enhance quality of the water and serve the purposes of [the Act]." The CWA section 101(a)(2) establishes as a national goal "water quality which provides for protection and propagation of fish, shellfish, and wildlife, and recreation in and on the water, wherever attainable."

The value of clean water as a public resource is a well-established fact. Ohio is an economically important and diverse state with strong manufacturing and agricultural industries that depend upon abundant and clean water. Ohio's economy also depends upon the tourism that its waters attract. The program ensures that Ohio's streams, rivers and lakes can be used for purposes such as industrial and agricultural production, boating, fishing, swimming and as a source of drinking water. The public's expectations regarding clean water supplies and recreational opportunities would be placed in jeopardy without these standards and the programs that ensure regulated activities are able to meet them.

3745-2-03: The new rule provides consistency and clarity to the methods that the Agency utilizes to translate water quality standards into effluent limitations in NPDES permits. Ohio's biocriteria allow the flexibility to use biological data in this process.

### 7. How will the Agency measure the success of this regulation in terms of outputs and/or outcomes?

In terms of surface water quality, Ohio EPA, Division of Surface Water measures the success of its programs through biological and chemical sampling and determines whether a water body is attaining its designated uses. The status or health of Ohio's streams, rivers and lakes is reported every two years in the Integrated Water Quality Monitoring and Assessment Report, which is available on Ohio EPA's website at: <a href="mailto:epa.ohio.gov/divisions-and-">epa.ohio.gov/divisions-and-</a>

offices/surface-water/reports-data/ohio-integrated-water-quality-monitoring-and-assessment-report.

The measure of success will be based upon the accuracy and protectiveness of permits issued utilizing the procedures contained in OAC chapter 3745-2.

8. Are any of the proposed rules contained in this rule package being submitted pursuant to R.C. 101.352, 101.353, 106.032, 121.93, or 121.931?

If yes, please specify the rule number(s), the specific R.C. section requiring this submission, and a detailed explanation.

No.

#### **Development of the Regulation**

9. Please list the stakeholders included by the Agency in the development or initial review of the draft regulation.

If applicable, please include the date and medium by which the stakeholders were initially contacted.

Ohio EPA sent electronic notification of the rules' availability for Early Stakeholder Outreach (ESO) to the Division of Surface Water's rulemaking interested party list on January 4, 2019. The comment period ended on February 4, 2019. A list of interested parties is available upon request. After the close of the public comment period, additional meetings with stakeholders who had submitted comments during ESO were held on October 24 and 28, 2019 and November 13, 2019. Additional information was provided to commenters and further meetings with stakeholders were held on April 19, 2022 and May 20 and 24, 2022. Changes were made based on the outcomes of these follow-up discussions and are detailed in the section below.

10. What input was provided by the stakeholders, and how did that input affect the draft regulation being proposed by the Agency.

Ohio EPA received six comments from stakeholders during the Early Stakeholder Outreach comment period. The following is a summary of the comments received:

- The Ohio Environmental Council and Midwest Biodiversity Institute believed that the rules were being changed to make them applicable only to the NPDES permit program. The rules are more broadly applicable, and Ohio EPA retained a section of 3745-1-07 to make this clear.
- The Association of Metropolitan Wastewater Authorities, Northeast Ohio Regional Sewer District and the Ohio Manufacturers Association were primarily concerned that

limits under this rule only be applied when point sources are a primary cause of impairment of the designated use. Ohio EPA agrees with this view, although the Agency believes that the current rule language may allow point source discharges that are causes of impairment to be exempt from limits. The revised language was developed after discussion of the issue with these groups.

These groups also reminded Ohio EPA of the requirement to remove regulatory language from the rules if new regulatory language has been added. This has been done in the draft rules.

• The Ohio Utilities Group commented about site-specific criteria methods that could be used under this rule. Ohio EPA believes that these issues should be considered in the rules related to site-specific criteria and have not mentioned site-specific criteria in these rules.

Ohio EPA received comments from ten stakeholders during the Interested Party Review comment period. The following is a summary of the comments received:

- The Ohio Coal Association requested information on NPDES permittees that have used the flexibilities in this rule. Ohio EPA provided this in the response to comments.
- The Ohio Coal Association and Ohio Aggregates and Industrial Minerals Association requested an explanation of how the process of data collection and submittal is done under this rule. Ohio EPA provided this in the response to comments.
- The Midwest Biodiversity Institute and the Publicly-owned Treatment Works (POTW) groups requested clarification on the U.S. EPA disapproval of the existing Rule 3745-1-07. Ohio EPA noted that the rule had been conditionally approved in 1990, but that the two agencies could not work out the conditions. U.S. EPA sent Ohio EPA a letter in 1991 disapproving the narrative portions of the rule. U.S.EPA reiterated its objections when Ohio EPA attempted to renew the rule in 1997.
- The POTW groups were concerned that protections for point sources that discharge to streams primarily impaired by non-point sources be maintained. Ohio EPA agrees that point sources meeting water quality standards should not be subject to more restrictive limits in cases where more restrictive limits would not improve stream biology. However, newer science and modeling techniques show that a 'primary cause' of impairment needs to be established by modeling, not with an arbitrary percentage of total loading to the stream.
- The POTW groups requested that the determinations of primary cause be established on a discharger-by-discharger basis rather than as a total of point source discharge.

The Agency cannot agree to this because the point sources in the aggregate may be 'a primary cause' of an impairment.

- The Ohio Coal Association pointed out that this type of assessment does not address stream channel or non-point source impacts. Ohio EPA responded that habitat quality is assessed during the use attainment analysis and is a factor in determining the appropriate stream use. Because the habitat is known to support the use, Ohio EPA can focus modeling efforts on point and non-point sources.
- The POTW groups were concerned about some of the conditions that Ohio EPA proposed for the limits under the rule. Ohio EPA believes that clarifications are needed to ensure that permit limits accurate correspond to the time period of measurements showing attainment of biological criteria.
- The Ohio Coal Association was concerned that this rule (and changes) would make permits more restrictive and increase costs. Ohio EPA emphasized that the alternatives under these rules are voluntary and therefore do not increase costs.
- The Ohio Coal Association was uncertain about how biological, chemical and physical indicators of streams are used in setting use designations and assessing use attainment. Ohio EPA explained this in the response to comments.
- The Ohio Coal Association was concerned that this rule ignored certain concepts about stream restoration. Ohio EPA explained that stream restoration requirements are not related to this rule. Debate about stream restoration goals would still exist even if this rule did not exist.
- The Ohio Coal Association had several questions about Ohio EPA's macroinvertebrate assessments, particularly about the Invertebrate Community Index (ICI). Ohio EPA explained that:
  - o In streams too small for ICI values to be calculated, macroinvertebrate community quality can be assessed using calibrated qualitative data;
  - Most ICI values have an error band that reflects variability. This error band is acknowledged in use attainment assessments;
  - Reference sites used to set biocriteria are routinely sampled (a certain number per year). Changes in a large number of sites would be needed to change the criteria;
     and
  - o Biocriteria are not used as a direct compliance tool in NPDES permits.
- The POTWs questioned the need for a reference to federal rules specifying when water quality-based limits need to be included in permits. Ohio EPA believes that

this reference, and the criteria listed in the rule need to be included to ensure that limits derived from biocriteria consider all of the factors listed in the federal rule.

### 11. What scientific data was used to develop the rule or the measurable outcomes of the rule? How does this data support the regulation being proposed?

- The biological criteria documents below discuss the uses of biological criteria and biological index measurements as the primary indicators of biological quality in the State's waters:
  - o Biological Criteria for the Protection of Aquatic Life, Volume I: The Role of Biological Data in Water Quality Assessment, Ohio EPA, 02/15/88
  - Biological Criteria for the Protection of Aquatic Life, Volume II: User's Manual for Biological Field Assessment of Ohio Surface Waters Ohio EPA, 01/01/88
  - Biological Criteria for the Protection of Aquatic Life, Volume III: Standardized Biological Field Sampling and Laboratory Methods for Assessing Fish and Macroinvertebrate Communities, Ohio EPA, 09/30/89
- The federal rules 40 C.F.R. Parts 131 and 132 provide basic requirements for water quality standards overall (Part 131) and water quality standards and implementation procedures for the Great Lakes Watershed (Part 132).
- The Supplemental Information Document provides additional data and information about implementation of water quality standards under Part 132:
  - Water Quality Guidance for the Great Lakes System Supplemental Information Document, U.S. EPA, EPA 820-8-95-001, March 1995
- 12. What alternative regulations (or specific provisions within the regulation) did the Agency consider, and why did it determine that these alternatives were not appropriate? If none, why didn't the Agency consider regulatory alternatives?

N/A. This rulemaking clarifies and maintains voluntary, regulatory flexibility provisions, rather than regulatory requirements.

13. Did the Agency specifically consider a performance-based regulation? Please explain.

Performance-based regulations define the required outcome, but don't dictate the process the regulated stakeholders must use to achieve compliance.

Water quality standards function as a performance-based regulation because for each beneficial use defined in the rules there are measurable water quality criteria for determining if a water body meets its designated beneficial uses. Ohio's water quality standards include numeric criteria for many chemical substances to protect human health and aquatic life, bacteria indicators to protect water-based recreation and biological criteria used to gauge attainment of certain aquatic life use designations. The inclusion of numeric biological criteria is an especially strong attribute of Ohio's rules, once that imparts flexibility and common sense into the listing of waters that fail to meet standards.

The business community is not directly held accountable for these ambient water quality criteria, but any business that discharges pollutants or places fill or dredge materials into waters of the State must comply with permits designed to ensure the ambient standards are met. The Agency does not specify the technology that must be used to comply with permits.

The Implementation of Water Quality Standards rules are procedural in nature. In general, the rules are not performance-based. The rules require specific procedures to be used to translate water quality standards into NPDES permit limitations. It is then up to the NPDES permit holder to determine how these NPDES permit effluent limitations will be met (the performance-based portion of the Agency's regulations).

Specifically, the language being moved from rule 3745-1-07 into rule 3745-2-03 acts as a mechanism to provide regulatory flexibility while still being protective. The language will provide another option for achieving compliance, and is voluntary.

### 14. What measures did the Agency take to ensure that this regulation does not duplicate an existing Ohio regulation?

Ohio EPA is the delegated state agency for both the water quality standards and NPDES programs. Only a review of existing Ohio EPA rules was necessary, and no duplication was found.

# 15. Please describe the Agency's plan for implementation of the regulation, including any measures to ensure that the regulation is applied consistently and predictably for the regulated community.

The Agency will put the effective date of the adopted rules three months out from the date of adoption, which provides for U.S. EPA's review and approval. An updated table of contents of the rule chapter will be created and made available on the Division's web page and program staff will be available for answering questions on where existing content was moved.

#### **Adverse Impact to Business**

- 16. Provide a summary of the estimated cost of compliance with the rule. Specifically, please do the following:
  - a. Identify the scope of the impacted business community; and
  - b. Identify the nature of all adverse impact (e.g., fees, fines, employer time for compliance,); and
  - c. Quantify the expected adverse impact from the regulation.

    The adverse impact can be quantified in terms of dollars, hours to comply, or other factors; and may be estimated for the entire regulated population or for a "representative business." Please include the source for your information/estimated impact.

These rules provide alternate limits that are almost always less restrictive than those developed under procedures elsewhere in 3745-2. Therefore, no adverse impact is expected under these rules. Overall, the water quality standards affect the business community indirectly through other regulatory programs that are designed to assure compliance with requirements based on meeting the water quality standards. These requirements take the form of effluent limits imposed by Ohio EPA through the NPDES permit program and the terms and conditions imposed through the 401 program for any activity that places dredge or fill materials into waters of the state. Though there is no direct cost associated with this water quality standards rulemaking, the Agency has evaluated potential costs the business community might incur through other CWA programs.

- a. The affected business community might include those regulated through the NPDES program. This includes cities, villages, counties, townships, industries that discharge wastewater directly into surface waters, and various privately owned wastewater treatment facilities that discharge into surface water.
- b. Those regulated under the NPDES program are affected by the level of wastewater treatment necessary to meet the narrative and numeric criteria associated with the designated beneficial uses listed in the rules.
- c. In regard to those regulated through the NPDES permit program, the overall adverse impact **of permit limits** can vary greatly based on stream designated use, as the type and quantity of pollutants discharged; the amount of dilution water available to mix with the discharge, and the amounts of pollutants already present in the dilution water. A higher level of wastewater treatment may be required of those discharging to a higher quality stream.
- 17. Why did the Agency determine that the regulatory intent justifies the adverse impact to the regulated business community?

Clean water is recognized as a valued resource worth protecting. The water quality standards program is the primary means of ensuring that the quality of water in Ohio's streams, rivers and lakes is improved, maintained and remains suitable for swimming, drinking and fishing. The basic goal of meeting all beneficial uses and criteria established under the CWA is the normal requirement mandated by federal regulations. Deviation from that expectation is allowed in only a handful of extraordinary circumstances, one of which is imposition of widespread social and economic impact. Thus, it is incumbent upon states to establish the proper balance between the water quality goals (beneficial uses and criteria) and the costs to society of attaining those goals. The Agency believes the draft rules are supported by the need to protect water quality and are in the overall public interest.

Although there is no direct impact of these rules in OAC Chapters 3745-1 and 3745-2 on the regulated business community, the Agency determined that formalizing procedures in rule benefits the Agency and the business community by bringing consistency and transparency to the implementation of water quality standards.

#### **Regulatory Flexibility**

18. Does the regulation provide any exemptions or alternative means of compliance for small businesses? Please explain.

Yes. Flexibility has been built into certain aspects of the water quality standards program. This flexibility applies to businesses of all sizes. The intent of these rules is to provide flexibility in setting water quality-based limits in NPDES permits. The biocriteria narrative is implemented by the National Pollutant Discharge Elimination System (NPDES) program and is meant to provide regulatory flexibility, while still being environmentally protective.

19. How will the agency apply Ohio Revised Code section 119.14 (waiver of fines and penalties for paperwork violations and first-time offenders) into implementation of the regulation?

The first-time paperwork violation waiver is not applicable to this rule package. The rule in OAC chapter 3745-1 contains standards for CWA permitting programs to enforce; no paperwork or permits are required by the standards themselves. The one rule in OAC Chapter 3745-2 contains procedures for translating water quality standards into wasteload allocations and effluent limitations in NPDES permits. No paperwork or permits are required by the procedures themselves.

20. What resources are available to assist small businesses with compliance of the regulation?

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The following resources are available:

- Ohio EPA's Office of Compliance Assistance and Pollution Prevention (OCAPP) is a non-regulatory program that provides information and resources to help small businesses comply with environmental regulations. OCAPP also helps customers identify and implement pollution prevention measures that can save money, increase business performance and benefit the environment. Services of the office include a toll-free hotline, on-site compliance and pollution prevention assessments, workshops/training, plain-English publications library and assistance in completing permit application forms. Additional information is available at <a href="mailto:epa.ohio.gov/divisions-and-offices/environmental-financial-assistance/about-defa/office-of-compliance-assistance-and-pollution-prevention">epa.ohio.gov/divisions-and-offices/environmental-financial-assistance/about-defa/office-of-compliance-assistance-and-pollution-prevention</a>.
- Ohio EPA also has a Customer Support Center web page (<u>ohioepa.custhelp.com/</u>) that contains links to several items to help businesses navigate the permit process, including the Permit Wizard, Frequently Asked Questions (FAQ), training and subscription to various program listservs.
- Ohio EPA maintains the Compliance Assistance Hotline 800-329-7518, weekdays from 8:00 a.m. to 5:00 p.m.
- Ohio EPA, Division of Environmental and Financial Assistance's Compliance Assistance
   Unit provides technical support to small (less than 0.5 million gallons per day)
   wastewater treatment plants. Additional information is available at:
   epa.ohio.gov/divisions-and-offices/environmental-financial-assistance/compliance assistance/compliance-assistance...
- U.S. EPA Small Business Gateway also has information on environmental regulations for small businesses available at <a href="mailto:epa.gov/smallbusiness/">epa.gov/smallbusiness/</a> and a Small Business Ombudsman Hotline 800-368-5888.
- U.S. EPA's Water Quality Standards Handbook, Second Edition available at: water.epa.gov/scitech/swguidance/standards/handbook/index.cfm.
- U.S. EPA's Policy and Guidance: Reference Library contains an index of EPA documents related to water quality standards, including those referenced in the WQS Handbook. You can sort the index alphabetically, by publication date, or by topic. Available at: water.epa.gov/scitech/swguidance/standards/library/index.cfm.
- The Division of Surface Water's Water Quality Standards program web page contains background information and direct links to sections of the regulations. Additional information is available at: <a href="mailto:epa.ohio.gov/divisions-and-offices/surface-water/reports-data/water-quality-standards-program">epa.ohio.gov/divisions-and-offices/surface-water/reports-data/water-quality-standards-program</a>.