

## SUMMARY OF BOARD ITEM

**ITEM # 01-1-1:** PUBLIC HEARING TO CONSIDER AMENDMENTS TO THE CALIFORNIA ZERO EMISSION VEHICLE REGULATIONS

**STAFF RECOMMENDATION:** Staff recommends that the Air Resources Board (ARB or Board) amend the Zero Emission Vehicle (ZEV) regulations to adjust the rate and timing of ZEV and PZEV introduction, adjust the credit calculation mechanism and the incentives it provides, and make other administrative changes. Significant proposed changes include (1) reducing, by a little more than one half, the number of pure ZEVs needed to comply, (2) allowing a further reduction of up to 50 percent in the number of required ZEVs if manufacturers "backfill" by producing other types of advanced technology vehicles, (3) reducing the number of PZEVs needed in the early years, and (4) gradually increasing the percentage requirement up to 16 percent in 2018.

**DISCUSSION:** The ZEV regulations require that, starting with the 2003 model year, 10 percent of a manufacturer's California passenger cars and lightest light-duty trucks must be ZEVs. Sixty percent of a large volume manufacturer's obligation can be met with credits from PZEVs, which have extremely low emissions. An intermediate volume manufacturer may meet its entire obligation with PZEVs. Small volume manufacturers are exempt.

The Board considered the status of the ZEV program at a September 2000 public meeting. After hearing extensive testimony, the Board by unanimous vote adopted a resolution affirming the ZEV program as an essential component of the State's long-term air quality strategy. The Board further resolved that the basic ZEV requirements be retained and implemented in California. Finally, the Board

directed staff to develop and propose regulatory modifications and other steps that address the challenges associated with the successful long-term implementation of the ZEV program, and that result in a sustainable market for ZEVs.

In response to the Board's directive, staff has developed recommended program changes to be brought before the Board. The staff proposal is designed to maintain progress towards commercialization of ZEVs while recognizing near term constraints due to cost, lead time, and technical challenges. The proposal maintains a core ZEV component, but significantly reduces the total cost of the program.

**SUMMARY AND IMPACTS:**

The staff proposal will result in significant savings to manufacturers, particularly in the early years of the program. The amount of savings will depend on the manufacturers' compliance strategies. Staff estimates that model year 2003 savings will range from about \$130 million to about \$400 million. These savings would continue in future years, but would decrease over time as the number of PZEVs required under the staff proposal equals the number required under the current regulation.

Estimated savings over the three year period from 2003 through 2005 range from about \$111 million to \$957 million, again depending on the compliance strategies chosen by manufacturers.

Staff estimates that the staff proposal would result in a 2010 net increase of about 0.14 tons per day of direct emissions in the South Coast Air Basin, as compared to the current regulation. It is important to note, however, that this increase is almost entirely (more than 95 percent) due to the PZEV phase-in. With regard to indirect emissions in 2010, the staff proposal would result in an increase of less

than 0.05 tons per day. For 2020, staff estimates that the modifications in the staff proposal would result in a decrease of 0.08 tons per day in direct emissions. No 2020 estimate is available for indirect emissions.

ARB staff has solicited input from interested parties throughout the ZEV Biennial Review process. Public workshops were held in March, May and October 2000.



## TITLE 13. CALIFORNIA AIR RESOURCES BOARD

### NOTICE OF PUBLIC HEARING TO CONSIDER AMENDMENTS TO THE CALIFORNIA ZERO-EMISSION VEHICLE REGULATIONS

The Air Resources Board (ARB or Board) will conduct a public hearing at the time and place noted below to consider amendments to the California zero-emission vehicle (ZEV) regulations.

DATE: January 25, 2001

TIME: 9:00 a.m.

PLACE: SMUD Headquarters Building  
SMUD Headquarters Auditorium  
6201 "S" Street, Ground Floor  
Sacramento, CA 95817

This item will be considered at a two-day meeting of the Board, which will commence at 9:00 a.m., January 25, 2001, and may continue at 8:30 a.m., January 26, 2001. This item may not be considered until January 26, 2001. Please consult the agenda for the meeting, which will be available at least 10 days before January 25, 2001, to determine the day on which this item will be considered.

This facility is accessible to persons with disabilities. If accommodation is needed, please contact the Clerk of the Board at (916) 322-5594; or TDD (916) 324-9531 or (800) 700-8326 for TDD calls from outside the Sacramento area by January 10, 2001, to ensure accommodation.

PLEASE DO NOT SEND COMMENTS TO THE ABOVE ADDRESS, AS THE AIR RESOURCES BOARD WILL HAVE MOVED TO ITS NEW HEADQUARTERS BUILDING IN DECEMBER 2000. SEE "SUBMITTAL OF COMMENTS" BELOW.

### INFORMATIVE DIGEST OF PROPOSED ACTION AND PLAIN ENGLISH POLICY STATEMENT OVERVIEW

**Sections Affected:** Amendments to title 13, California Code of Regulations (CCR), section 1962 and the incorporated "California Exhaust Emission Standards and Test Procedures for 2003 and Subsequent Model Zero-Emission Vehicles, and 2001 and Subsequent Model Hybrid-Electric Vehicles, in the Passenger Car, Light-Duty Truck, and Medium-Duty Vehicle Classes."



## The Current ZEV Regulations

The California ZEV regulations were originally adopted in 1990, as part of the first ARB Low-Emission Vehicle (LEV I) regulations. The ZEV program is an integral part of California's mobile source control efforts, and is intended to encourage the development of advanced technologies that will secure increasing air quality benefits for California now and into the future.

As originally adopted, the ZEV regulations required that specified percentages of the passenger cars and lightest light-duty trucks produced by each of the seven largest auto manufacturers be ZEVs, starting in 1998. The percentages were 2 percent for the 1998-2000 model years and 5 percent for the 2001-2002 model years. A requirement of 10 percent ZEVs applied to all but small-volume manufacturers starting in model-year 2003. The ZEV program also includes a marketable credits system.

In 1996 the ARB modified the regulations to allow additional time for the technology to develop. The requirement for 10 percent ZEVs in model years 2003 and beyond was maintained, but the sales requirement for model years 1998 through 2002 was eliminated. At that same time, the ARB entered into Memoranda of Agreement (MOAs) with the seven largest auto manufacturers. Under the MOAs the manufacturers agreed to place more than 1,800 advanced-battery electric vehicles (EVs) in California in the years 1998 through 2000, and the ARB agreed to work with state and local governments to help develop ZEV infrastructure and remove barriers to ZEV introduction.

As part of the 1998 "LEV II" rulemaking, the ARB provided additional flexibility in the ZEV program by allowing additional types of vehicles to be used to meet program requirements. Under the 1998 amendments, manufacturers may use partial credits of 0.2 or more generated from vehicles with extremely low emissions (referred to as partial ZEV allowance vehicles or PZEVs) to meet the 10 percent ZEV requirement. However, large-volume manufacturers must, at a minimum, have 4 percent of their California fleet of passenger cars and lightest trucks be vehicles classified as "full" ZEVs.

Other aspects of the program provide additional options to manufacturers. Auto companies can earn extra ZEV allowances by introducing vehicles before the 2003 model year, thereby reducing their total ZEV obligation. Extra allowance is also available for battery electric vehicles with more than a 100-mile range per charge. Manufacturers may also delay compliance by one year provided they produce two years' worth of ZEVs by the end of the 2004 model year.

If no change is made to today's ZEV regulation, ARB staff estimates that approximately 22,000 full function electric vehicles would need to be offered for sale in 2003 to meet a four percent ZEV requirement. However, this total could change significantly, up or down, based on each manufacturer's actual production decisions and their chosen compliance path. As noted above, early ZEV introduction or the use of additional vehicles with extended range would decrease the 2003 obligation. Reduced reliance

on PZEVs; on the other hand, would increase the number of ZEVs needed. Widespread use of City EVs or Neighborhood Electric Vehicles (NEVs) also would increase the required number of EVs, because such vehicles earn fewer credits per vehicle than the full function EVs that are the basis of the 22,000 estimate. Staff estimates that, under the current regulations, ZEV production of full function vehicles at the 4 percent level would reach 31,000 in the 2006 model year, and 39,000 in 2008 and beyond.

### **The 2000 Biennial Review**

When the Board adopted the LEV I regulations in 1990, it directed staff to report biennially on the status of technological progress towards meeting the LEV and ZEV requirements. As part of the 2000 Biennial Review, in August the staff released a Staff Report assessing the technical and economic issues related to ZEVs. Since auto makers generally need three years' lead time for production, this most recent biennial review was also the last significant opportunity to assess their readiness for meeting the 2003 requirements.

The staff concluded that ZEVs provide comprehensive environmental, energy and societal benefits. They are the "gold standard" for vehicular air pollution control. They reduce both criteria and toxic pollutant emissions to the maximum feasible levels. High-efficiency ZEVs and hybrid-electric near-ZEVs also cut emissions of carbon dioxide and other greenhouse gases. Finally, ZEVs minimize the multi-media impacts of vehicle operation, eliminating the need for a whole host of upstream petroleum refinery, storage and delivery activities. Admittedly, ZEVs have their own upstream impacts related to power generation and create new waste disposal issues. However, on an overall lifecycle basis, they are environmentally superior to conventional automobiles. Advanced battery ZEVs and hybrid-electric near-ZEV technologies are also highly efficient, reducing absolute energy demand per mile of vehicle operation. Finally, ZEVs have the potential to be powered by renewable sources of energy such as wind, hydropower or solar energy. The societal benefits of ZEVs include their clean, quiet operation in neighborhoods and on city streets.

The ZEVs available today are battery electric vehicles. Batteries are the single most expensive component of electric vehicles. For that reason, affordable battery packs – both today and when produced in volume – are crucial to achieving a sustainable electric vehicle market. ARB contracted with a team of outside experts to obtain the best available information on battery advances, costs and future trends. The Battery Panel concluded that nickel metal hydride (NiMH) batteries were the most promising advanced technology, having both high performance and the longest useful life. Unfortunately, the Panel also concluded that battery costs are high and will not meet cost-competitive targets for some time. Although volume production will help, a breakthrough is needed to achieve truly affordable NiMH packs.

Today's ZEVs are more costly for manufacturers to make than any other vehicle technology being produced for sale between now and 2003. As noted above, most of that cost differential stems from the battery pack. The cost gap will narrow as technology improves and manufacturers move to volume production. However, there is no getting around the fact that near-term ZEVs will be relatively more expensive to produce. Staff estimates that the incremental costs for ZEVs in 2003 will range from \$7,500 for City EVs, up to more than \$20,000 for freeway capable ZEVs with advanced NiMH batteries. These calculations exclude the costs incurred for research and development of each ZEV model. Under an optimistic but nonetheless plausible scenario, battery EVs could become cost-competitive with conventional vehicles on a lifecycle cost basis. This scenario assumes volume production of more than 100,000 ZEVs per year.

There is significant disagreement over the extent of market demand for electric vehicles. Manufacturers assert that the lack of leases during the first years when vehicles were available means that the market can only absorb a few hundred ZEVs per year. Electric vehicle advocates and fleet operators point to current waiting lists as evidence of strong customer interest and pent-up demand. Staff views this as the most difficult area in which to develop reliable estimates. The entire market is new and product availability has been constrained such that true consumer interest is exceedingly difficult to gauge.

At its September 7 and 8, 2000 meeting, the Board considered the status of the ZEV program. After hearing extensive testimony and public comment, the Board adopted a resolution affirming that the ZEV program is an essential component of the State's long-term air quality strategy. The Board further resolved that the basic ZEV requirements be retained and implemented in California. Finally, the Board directed staff to develop and propose regulatory modifications and other steps that address the challenges associated with the successful long-term implementation of the ZEV program, and that result in a sustainable market for ZEVs. In particular, the Board identified the need for near-term product availability and market stability, the need to greatly enhance public education regarding the attributes and benefits of ZEV technologies, and the need to reduce or mitigate the high initial costs of vehicles and batteries in low-volume production.

### **The Proposed Amendments**

In preparing the proposed amendments in response to the Board's directions, the staff has pursued the following objectives:

- Provide incentives for ongoing technology advancement, across a wide variety of vehicle types (both ZEVs and PZEVs).
- Maintain the visibility and momentum of the ZEV program during this period of further development.

- Ensure that an adequate number of battery EVs is available in the near term to explore many different possible market applications.
- Take advantage of the air quality benefits afforded by available PZEV technology.
- Adjust the near term production requirements to better correspond to PZEV availability and the emerging market for ZEVs.

The staff is proposing two basic types of amendments. The first is adjustments to the rate and timing of ZEV and PZEV introduction to better reflect the near-term realities of cost and availability. The second is adjustments to the credit and allowance calculation mechanism and the incentives that it provides. The staff is also proposing several miscellaneous administrative and cleanup changes. The proposed amendments include the following changes.

### **Adjustments to the rate and timing of ZEV and PZEV introduction**

*Introduction of PZEVs.* The staff is proposing the establishment of multipliers for the introduction of PZEVs that would provide extra allowances for PZEVs in the early years. The proposed phase-in level is 25 percent of the current requirement in 2003, 50 percent in 2004, 75 percent in 2005, and 100 percent in 2006. In addition, the existing SULEV intermediate compliance standards would apply to all 2005 and earlier model-year PZEVs. Manufacturers would also be provided two years to make up a PZEV shortfall rather than the one year allowed under the current regulation.

*Introduction of ZEVs.* Several proposed changes would have the overall effect of reducing the number of ZEVs required, especially in the early years of the program. First, the range and phase-in multipliers would be decoupled; the replacement range multiplier is discussed below. ZEVs introduced before the 2006 model year would receive the following multipliers: 4.0 for the 2001 and 2002 model years and 1.25 for the 2003-2005 model years.

The credits earned by NEVs, which have a top speed of no more than 25 miles per hour, would be reduced to 0.5 for the 2004 and 2005 model years. For 2006 and subsequent years the credit would be further reduced to 0.15.

Staff is also proposing that the 10 percent ZEV requirement for large and medium-duty manufacturers be ramped up to 11 percent for the 2009-2011 model years, 12 percent for the 2012-2014 model years, 14 percent for the 2015-2017 model years, and 16 percent for 2018 and subsequent model years.

### **Modifications to the Incentive Structure**

*Classifying hybrid-electric vehicles with an all electric range of 20 miles or more as ZEVs.* Staff proposes that hybrid-electric vehicles that have an all electric range of 20 miles or more, and also meet the basic PZEV requirements, be allowed to satisfy the 4

percent ZEV requirement. The credits earned by such vehicles would be calculated according to their zero emission range, adjusted to reflect the fact that the effective range of such vehicles is greater than that of pure battery electric vehicles due to their hybrid powertrain.

*Allowing advanced technologies to satisfy part of the 4 percent ZEV requirement.* Staff proposes that certain other advanced technologies that are not ZEVs be allowed to satisfy up to one half of the 4 percent portion of the ZEV requirement. The advanced technologies would be any PZEV qualifying for an allowance of 0.4 or more (before any multipliers), and allowances earned by manufacturers due to placing vehicles as part of a "transportation system". (Please note that under other proposed revisions outlined below, power-assist hybrid-electric vehicles would earn an allowance of 0.45, and thus would be eligible to take advantage of this option.) The current mechanism under which a PZEV earning a score of 1.0 is considered a full ZEV allowance vehicle, not subject to the 60 percent limit for PZEV allowances, would be eliminated.

Staff also proposes that manufacturers that meet an accelerated PZEV phase-in schedule (50 percent of the current requirement in 2003 and 100 percent of the current requirement in 2004) be granted an additional 2 years to make up any shortfall in their use of the advanced technology PZEV option in 2003 and 2004.

As the ZEV requirement increases over time starting in the 2009 model year, staff proposes that the portion that can be satisfied by 0.2 allowance PZEVs be held at 6 percent. Thus the "ZEV" portion would gradually increase from 4 percent in the 2003 through 2008 model years to 10 percent by 2018. Staff proposes that up to one half of this ZEV portion could be satisfied by advanced technologies. Thus the amount that could be offset would be 2 percent in the 2003 model year, increasing to 5 percent in 2018.

*Modifying the ZEV range credit.* The proposal would modify the ZEV range credit to reduce the minimum range needed for multiple credits to 50 miles. As range increases from 50 miles to 275 miles, the credit would increase from 1 to 10. Because vehicles with a refueling time of less than 10 minutes earn the maximum credit regardless of range, a hydrogen fuel cell vehicle would earn 10 credits, not including any phase-in multiplier.

*Additional credits for a vehicle in California service for more than three years with an extended battery/fuel cell stack warranty.* Under the proposal a manufacturer would receive a credit of 0.1 times the original credit value of the vehicle for each year that a vehicle remains in service in California past three years with extended warranty coverage on the battery or fuel cell stack. The credit would be earned at the end of the year of service, and would be available for use in the following year.

*Increasing the Advanced ZEV Componentry Allowance for PZEVs.* The current regulation provides an allowance of 0.1 for vehicles that do not qualify for a zero-emission VMT allowance but are equipped with advanced ZEV componentry. The proposal would increase the advanced ZEV componentry allowance to 0.25. Thus a PZEV power-assist hybrid-electric vehicle would earn an allowance of 0.45, before any phase-in multipliers.

*Credit multiplier based on vehicle efficiency, phased in beginning in 2005.* The existing regulation does not address vehicle energy efficiency directly, but does so indirectly with the range multiplier. The proposal would establish an efficiency multiplier that would partially replace the range multiplier on a phased-in basis beginning in 2005. The efficiency multiplier would be limited to ZEVs and advanced technology PZEVs (PZEVs qualifying for an allowance of 0.4 or more, before any multipliers). All vehicle efficiencies (gasoline, CNG, electric) would be converted into the common units of miles per gallon equivalent (mpeg). In order to earn any credit, a vehicle would have to have an efficiency that is at greater than a baseline level. The multiplier earned would be the larger of 1.0 or the vehicle mpeg divided by the baseline. For ZEVs, as the efficiency multiplier is phased in, the range multiplier would be reduced to one half of its initial value. For PZEVs, the efficiency multiplier would be in addition to the current scores earned.

*Allowances for vehicles placed in an approved demonstration program.* Staff proposes that vehicles placed in advanced technology demonstration programs (e.g., Fuel Cell Partnership vehicles) earn ZEV allowances even if they are not "delivered for sale".

*Requiring vehicle placement in order to earn multiple allowances.* Under the proposal, vehicles that are "delivered for sale" but not actually placed in service would earn only one allowance. Multiple allowances would only be available to vehicles that are actually placed in service in California. To earn multiple allowances, manufacturers would be required to certify to the Executive Officer the number of vehicles placed in service during the course of the model year.

*Sales volume number used to determine the ZEV obligation.* Under the current regulation, the ZEV obligation for a manufacturer in a given model year is based upon the number of passenger cars and light-duty trucks sold by the manufacturer in that same model year. As a result the exact obligation is not known in advance, which complicates compliance planning. In order to provide greater certainty, the proposed amendments would make the sales volume used to determine manufacturers' ZEV obligation in a given year a function of vehicle sales in a prior year, and freeze the volume number for three years at a time. This change would be limited only to the determination of the sales volume against which the ZEV percentage requirements are assessed in a given year. It would not affect the determination of manufacturer status (large vs. intermediate vs. small), which is handled separately.

*Changes pertaining to manufacturer categories.* The proposal would increase the maximum size cut-off for an intermediate volume manufacturer from 35,000 to 60,000 new light- and medium-duty vehicles per model year. When a manufacturer transitions from intermediate to large volume manufacturer, there would be no "pure" ZEV obligation for the manufacturer until the sixth model year after three consecutive model years over the large manufacturer threshold. An independently owned manufacturer with California sales of light- and medium-duty vehicles not exceeding 10,000 per year would not be subject to the ZEV requirement.

In addition to the regulatory changes, the staff will recommend that the Board eliminate the regularly scheduled Biennial Reviews, and instead review the program on an as-needed basis.

### **AVAILABILITY OF DOCUMENTS AND AGENCY CONTACT PERSON**

The ARB staff has prepared a Staff Report: Initial Statement of Reasons (ISOR) for the proposed regulatory action that includes a summary of the environmental and economic impacts of the proposal. Copies of the Staff Report and the full text of the proposed regulatory language may be obtained from the ARB's Public Information Office, 1001 "I" Street, Sacramento, CA 95814, (916) 322-2990. This notice, the ISOR, and subsequent regulatory documents will also be available on the ARB's Internet site for this rulemaking at: <http://www.arb.ca.gov/regact/zev2001/zev2001.htm>. The Board staff has also compiled a record that includes all information upon which the proposal is based. This material is available for inspection upon request to the agency contact person identified below.

The ARB staff has determined that it is not feasible to draft the regulation in plain English due to the technical nature of the regulation; however, a plain English summary of the regulation is available from the agency contact person named in this notice, and is also contained in the ISOR for this regulation action.

To obtain the ISOR in an alternate format, please contact the Air Resources Board's ADA Coordinator at (916) 323-4916, TDD (916) 324-9531, or (800) 700-8326 for TDD calls from outside the Sacramento area.

Further inquiries regarding the proposed amendments should be directed to the agency contact person for this rulemaking, Chuck Shulock, Vehicle Programs Specialist, at (916) 322-6964.

## **COSTS TO PUBLIC AGENCIES AND TO BUSINESSES AND PERSONS AFFECTED**

The determinations of the Board's Executive Officer concerning the costs or savings necessarily incurred in reasonable compliance with the proposed regulatory action are presented below.

The Executive Officer has determined that the proposed regulatory action will not create costs or savings, as defined in Government Code section 11346.5(a)(6), to any state agency or in federal funding to the state, costs or mandate to any local agency or school district whether or not reimbursable by the state pursuant to part 7 (commencing with section 17500), division 4, title 2 of the Government Code, or other non-discretionary costs or savings to local agencies.

In developing this regulatory proposal, the ARB staff evaluated the potential economic impacts on private persons and businesses. Any business involved in manufacturing, purchasing or servicing passenger cars and light-duty trucks could be affected by the proposed amendments. Also affected are businesses that supply parts for these vehicles. California accounts for only a small share of total nationwide motor vehicle and parts manufacturing. There are 40 companies worldwide that manufacture California-certified light- and medium-duty vehicles and heavy-duty gasoline engines. Only one motor vehicle manufacturing plant is located in California, the NUMMI facility, which is a joint venture between GM and Toyota.

The Executive Officer has determined that proposed regulatory action would significantly reduce costs to motor vehicle and parts manufacturers, and would not have a significant adverse cost impact on directly affected persons or businesses. In comparing the projected compliance costs associated with the current regulations and the proposed amendments, the key factors are (1) the number of vehicles that are required to be placed, and (2) the incremental cost per vehicle. Both must be estimated, and both estimates are subject to considerable uncertainty. Although the direction of the cost impact of the proposed amendments is clear – they will reduce the cost of the program – the magnitude of the savings is much more difficult to assess.

Under the current regulation, for model year 2003 roughly 22,000 ZEVs would have to be produced assuming 100 percent full function vehicles, and about 38,600 ZEVs would have to be produced if the manufacturers built 100 percent City EVs or NEVs. In addition, large manufacturers would produce about 290,000 PZEVs, and intermediate manufacturers would produce another 90,000 PZEVs.

The total near-term incremental cost for full function ZEVs is estimated to range between \$13,000 and \$24,000, depending on the type of vehicle and the battery employed. For City EVs the estimated near term incremental cost ranges from \$7,500 to \$10,000. PZEV SULEVs are estimated at \$500 incremental cost, and PZEV HEVs at \$3,300. In analyzing the cost impact of the proposed amendments, staff assumes an incremental cost of \$17,000 for full function EVs (between the low and high staff

estimates), \$8,000 for City EVs, \$1,000 for NEVs, \$500 for PZEV SULEVs, and \$3,300 for PZEV HEVs. Using these estimates and assumptions, the total cost of the current regulation for model-year 2003 would be roughly \$39 million to \$374 million for the 4 percent ZEV component (100 percent NEVs at the low end and 100 percent full function EVs at the high end), and roughly \$190 million for the 6 percent PZEV component.

Staff has estimated the number of vehicles that would be required by the proposed amendments under two alternative scenarios. The first assumes full 4 percent ZEV production (no use of the 2 percent advanced technology PZEV option). Under this scenario, the number of ZEVs in 2003 is roughly 9,300 for full-function EVs, 23,500 for City EVs, or 30,900 for NEVs. The number of PZEVs in 2003 is roughly 72,000 for large manufacturers plus 22,500 for intermediate manufacturers. These vehicle totals result in a 2003 cost for 4 percent ZEV production of \$31 million assuming NEVs, \$188 million assuming City EVs, and \$158 million assuming full function EVs. The cost of PZEV production is roughly \$47 million.

The second scenario for implementation of the proposed amendments assumes that manufacturers take full advantage of the option to offset 2 percent of the ZEV requirement using advanced technology PZEVs. For purposes of this scenario it is assumed that the advanced technology PZEVs offered for sale in 2003 would primarily be PZEV versions of power-assist hybrid-electric vehicles such as the Prius or Insight. Under this scenario the number of ZEVs is 4,650 assuming full function, 11,750 assuming City EVs, and 15,500 assuming NEVs. It assumes 0.2 allowance PZEV production of about 72,000 for large manufacturers plus 22,500 for intermediate manufacturers. Finally, it assumes production of 10,700 advanced technology PZEVs. These vehicle totals result in a 2003 cost for ZEV production of \$15 million for NEVs, \$94 million for City EVs, or \$79 million for full function EVs. The cost for regular (0.2 allowance) PZEVs is about \$47 million, and the cost for advanced technology PZEVs is about \$35 million.

Adding up the total cost of the program (ZEV, PZEV and advanced-technology PZEV production), the savings resulting from the proposed amendments in model year 2003 range from about \$130 million (for a manufacturer that meets its ZEV obligation with 100 percent NEVs under both the current and amended regulation) to more than \$400 million (for a manufacturer that meets its ZEV obligation with 100 percent full function EVs under both scenarios). The savings in model year 2004 would be less than in 2003, due to the increased volume of PZEV production required as the PZEV phase-in multiplier is reduced. The distribution of the savings among manufacturers, dealerships, vehicle purchasers and subsidy providers has not been estimated.

The Executive Officer has also determined that the proposed regulatory action will not have a significant adverse economic impact on businesses, including the ability of California businesses to compete with businesses in other states. In accordance with Government Code section 11346.3, the Executive Officer has determined that the

proposed regulatory action will not affect the creation or elimination of jobs within the State of California, the creation of new businesses or elimination of existing businesses within California, or the expansion of businesses currently doing business within California.

The Executive Officer has also determined, pursuant to Government Code section 11346.5(a)(3)(B), that the proposed regulatory action will affect small business.

Before taking final action on the proposed regulatory action, the Board must determine that no alternative considered by the agency would be more effective in carrying out the purpose for which the action is proposed or would be as effective and less burdensome to affected private persons or businesses than the proposed action.

### **SUBMITTAL OF COMMENTS**

The public may present comments relating to this matter orally or in writing at the hearing, and in writing or by e-mail before the hearing. To be considered by the Board, written submissions must be addressed to and received by the Clerk of the Board, Air Resources Board, P.O. Box 2815, Sacramento, CA 95812, or 1001 "I" Street, 23rd. Floor, Sacramento, California 95814, no later than 12:00 noon, January 24, 2001, or received by the Clerk of the Board at the hearing. To be considered by the ARB, e-mail submissions must be addressed to [zev2001@listserv.arb.ca.gov](mailto:zev2001@listserv.arb.ca.gov) and received at the ARB no later than 12:00 noon, January 24, 2001.

The Board requests but does not require 30 copies of any written submission. Also the ARB requests that written and e-mail statements be filed at least 10 days prior to the hearing so that ARB staff and Board Members have time to fully consider each comment. The ARB encourages members of the public to bring to the attention of staff in advance of the hearing any suggestions for modification of the proposed regulatory action.

### **STATUTORY AUTHORITY**

This regulatory action is proposed under that authority granted in sections 39600, 39601, 43013, 43018, 43101, 43104 and 43105 of the Health and Safety Code. This action is proposed to implement, interpret and make specific sections 39002, 39003, 39667, 43000, 43009.5, 43013, 43018, 43100, 43101, 43101.5, 43102, 43104, 43105, 43106, 43107, 43204 and 43205.5 of the Health and Safety Code.

### **HEARING PROCEDURES**

The public hearing will be conducted in accordance with the California Administrative Procedure Act, title 2, division 3, part 1, chapter 3.5 (commencing with section 11340) of the Government Code. Following the public hearing, the Board may adopt the regulatory language as originally proposed, or with nonsubstantial or grammatical

modifications. The Board may also adopt the proposed regulatory language with other modifications if the text as modified is sufficiently related to the originally proposed text that the public was adequately placed on notice that the regulatory language as modified could result from the proposed regulatory action; in such event the full regulatory text, with the modifications clearly indicated, will be made available to the public, for written comment, at least 15 days before it is adopted. Such changes could include, but are not limited to, modifications to the types of vehicles that can be used to satisfy the ZEV or advanced technology PZEV portions of a manufacturer's obligation, further adjustments to the calculation of credits and allowances earned, modifications to the phase-in schedules for various vehicle types, and allowing compliance with the existing ZEV requirements as an option. The public may request a copy of the modified regulatory text from the Board's Public Information Office, 1001 "I" Street, Sacramento, CA 95814, (916) 322-2990.

CALIFORNIA AIR RESOURCES BOARD



Michael P. Kenny  
Executive Officer

Date: November 28, 2000

**CALIFORNIA ENVIRONMENTAL PROTECTION AGENCY**  
**AIR RESOURCES BOARD**

**STAFF REPORT: INITIAL STATEMENT OF REASONS**  
**PROPOSED AMENDMENTS TO THE**  
**CALIFORNIA ZERO EMISSION VEHICLE PROGRAM REGULATIONS**



This report has been reviewed by the staff or the California Air Resources Board and approved for publication. Approval does not signify that the contents necessarily reflect the views and policies of the Air Resources Board, nor does the mention of trade names or commercial products constitute endorsement or recommendation for use.

Date of Release: December 8, 2000  
Scheduled for Consideration: January 25, 2001



## **EXECUTIVE SUMMARY**

In 1990, California embarked on an ambitious strategy to reduce vehicle emissions to zero. This objective was to be achieved through the gradual introduction of electric vehicles into the California fleet. Specifically, the Air Resources Board mandated that at least 2 percent, 5 percent and 10 percent of new car sales be zero-emitting by 1998, 2001 and 2003, respectively.

The Zero Emission Vehicle (ZEV) mandate for passenger cars has been adjusted twice since then, in 1996 and 1998. The underlying goal, however, has not changed. California remains committed to achieving zero emissions performance wherever feasible in the vehicle fleet. The challenge is determining how to achieve sustainable success in the field.

At its September 7 and 8, 2000 meeting, the Board considered the status of the ZEV program. After hearing extensive testimony and public comment, the Board adopted a resolution affirming that the ZEV program is an essential component of the State's long-term air quality strategy. The Board further resolved that the basic ZEV requirements be retained and implemented in California. Finally, the Board directed staff to develop and propose regulatory modifications and other steps that address the challenges associated with the successful long-term implementation of the ZEV program, and that result in a sustainable market for ZEVs. In particular, the Board identified the need for near-term product availability and market stability, the need to greatly enhance public education regarding the attributes and benefits of ZEV technologies, and the need to reduce or mitigate the high initial costs of vehicles and batteries in low-volume production.

### **Proposed Modifications to the Regulations**

In response to the Board's directive, the staff has prepared a staff proposal that is designed to maintain progress towards commercialization of zero emission vehicles while recognizing near term constraints due to cost, lead time, and technical challenges. The proposal maintains a core ZEV component, but significantly reduces the total cost of the program. The staff proposal would make the following specific modifications:

*Introduction of partial ZEV allowance vehicles.* The staff is proposing the establishment of multipliers for the introduction of partial ZEV allowance vehicles (PZEVs) that would provide extra allowances for PZEVs in the early years. The proposed phase-in level is 25 percent of the current requirement in 2003, 50 percent in 2004, 75 percent in 2005, and 100 percent in 2006. In addition, the existing SULEV intermediate compliance standards would apply to all 2005 and earlier model-year PZEVs. Manufacturers would also be provided two years to make up a PZEV shortfall rather than the one year allowed under the current regulation.

*Introduction of ZEVs.* Several proposed changes would have the overall effect of reducing the number of ZEVs required, especially in the early years of the program. First, the range and phase-in multipliers would be decoupled; the replacement range multiplier is discussed below. ZEVs introduced before the 2006 model year would receive multipliers of 4.0 for the 2001 and 2002 model years and 1.25 for the 2003-2005 model years.

The credits earned by neighborhood electric vehicles (NEVs), which have a top speed of no more than 25 miles per hour, would be reduced to 0.5 for the 2004 and 2005 model years. For 2006 and subsequent years the credit would be further reduced to 0.15.

Staff is also proposing that the 10 percent ZEV requirement for large and medium-duty manufacturers be ramped up to 11 percent for the 2009-2011 model years, 12 percent for the 2012-2014 model years, 14 percent for the 2015-2017 model years, and 16 percent for 2018 and subsequent model years.

*Allow hybrid-electric vehicles with an all electric range of 20 miles or more to satisfy the ZEV requirement.* Staff proposes that hybrid-electric vehicles that have an all electric range of 20 miles or more, and also meet the basic PZEV requirements, be allowed to satisfy the 4 percent ZEV requirement. The credits earned by such vehicles would be calculated according to their zero emission range, adjusted to reflect the fact that the effective range of such vehicles is greater than that of pure battery electric vehicles due to their hybrid powertrain.

*Allow advanced technologies to satisfy part of the 4 percent ZEV requirement.* Staff proposes that certain other advanced technologies that are not ZEVs be allowed to satisfy up to one half of the 4 percent portion of the ZEV requirement. The advanced technologies would be any PZEV qualifying for an allowance of 0.4 or more (before any multipliers), and allowances earned by manufacturers due to placing vehicles as part of a "transportation system". (Under other proposed revisions outlined below, power-assist hybrid-electric vehicles would earn an allowance of 0.45, and thus would be eligible to take advantage of this option.) The current mechanism under which a PZEV earning a score of 1.0 is considered a full ZEV allowance vehicle, not subject to the 60 percent limit for PZEV allowances, would be eliminated.

Staff also proposes that manufacturers that meet an accelerated PZEV phase-in schedule (50 percent of the current requirement in 2003 and 100 percent of the current requirement in 2004) be granted an additional 2 years to make up any shortfall in their use of the advanced technology PZEV option in 2003 and 2004.

As the ZEV requirement increases over time starting in the 2009 model year, staff proposes that the portion that can be satisfied by 0.2 allowance PZEVs be held at 6 percent. Thus the "ZEV" portion would gradually increase from

4 percent in the 2003 through 2008 model years to 10 percent by 2018. Staff proposes that up to one half of this ZEV portion could be satisfied by advanced technologies. Thus the amount that could be offset would be 2 percent in the 2003 model year, increasing to 5 percent in 2018.

*Modify the ZEV range credit.* The proposal would modify the ZEV range credit to reduce the minimum range needed for multiple credits to 50 miles. As range increases from 50 miles to 275 miles, the credit would increase from 1 to 10. Because vehicles with a refueling time of less than 10 minutes earn the maximum credit regardless of range, a hydrogen fuel cell vehicle would earn 10 credits, not including any phase-in multiplier.

*Provide additional credits for vehicles in California service for more than three years with an extended battery/fuel cell stack warranty.* Under the proposal a manufacturer would receive a credit of 0.1 times the original credit value of the vehicle for each year that a vehicle remains in service in California past three years with extended warranty coverage on the battery or fuel cell stack. The credit would be earned at the end of the year of service, and would be available for use in the following year.

*Increase the advanced ZEV componentry allowance for PZEVs.* The current regulation provides an allowance of 0.1 for vehicles that do not qualify for a zero-emission VMT allowance but are equipped with advanced ZEV componentry. The proposal would increase the advanced ZEV componentry allowance to 0.25. Thus a PZEV power-assist hybrid-electric vehicle would earn an allowance of 0.45, before any phase-in multipliers.

*Provide credit multiplier based on vehicle efficiency, phased in beginning in 2005.* The existing regulation does not address vehicle energy efficiency directly, but does so indirectly with the range multiplier. The proposal would establish an efficiency multiplier that would partially replace the range multiplier on a phased-in basis beginning in 2005. The efficiency multiplier would be limited to ZEVs and advanced technology PZEVs (PZEVs qualifying for an allowance of 0.4 or more, before any multipliers). All vehicle efficiencies (gasoline, CNG, electric) would be converted into the common units of miles per gallon equivalent (mpege). In order to earn any credit, a vehicle would have to have an efficiency that is at greater than a baseline level. The multiplier earned would be the larger of 1.0 or the vehicle mpege divided by the baseline. For ZEVs, as the efficiency multiplier is phased in, the range multiplier would be reduced to one half of its initial value. For PZEVs, the efficiency multiplier would be in addition to the current scores earned.

*Provide allowances for vehicles placed in an approved demonstration program.* Staff proposes that vehicles placed in advanced technology demonstration programs (e.g., Fuel Cell Partnership vehicles) earn ZEV allowances even if they are not "delivered for sale".

*Require vehicle placement in order to earn multiple allowances.* Under the proposal, vehicles that are "delivered for sale" but not actually placed in service would earn only one allowance. Multiple allowances would only be available to vehicles that are actually placed in service in California. To earn multiple allowances, manufacturers would be required to certify to the Executive Officer the number of vehicles placed in service during the course of the model year.

*Provide certainty for the sales volume number used to determine the ZEV obligation.* Under the current regulation, the ZEV obligation for a manufacturer in a given model year is based upon the number of passenger cars and light-duty trucks sold by the manufacturer in that same model year. As a result the exact obligation is not known in advance, which complicates compliance planning. In order to provide greater certainty, the proposed amendments would make the sales volume used to determine manufacturers' ZEV obligation in a given year a function of vehicle sales in a prior year, and freeze the volume number for three years at a time. This change would be limited only to the determination of the sales volume against which the ZEV percentage requirements are assessed in a given year. It would not affect the determination of manufacturer status (large vs. intermediate vs. small), which is handled separately.

*Changes pertaining to manufacturer categories.* The proposal would increase the maximum size cut-off for an intermediate volume manufacturer from 35,000 to 60,000 new light- and medium-duty vehicles per model year. When a manufacturer transitions from intermediate to large volume manufacturer, there would be no "pure" ZEV obligation for the manufacturer until the sixth model year after three consecutive model years over the large manufacturer threshold. An independently owned manufacturer with California sales of light- and medium-duty vehicles not exceeding 10,000 per year would not be subject to the ZEV requirement.

### **Effect of Proposed Modifications**

Staff has estimated the number of vehicles that would be required under the current regulation, using the "base case" assumptions from the August 7, 2000 ZEV Biennial Review staff report (1998 production total and market share, MOA full function vehicles, no early introduction, 4 percent ZEVs from all large manufacturers). Under these assumptions, for model year 2003 roughly 22,000 ZEVs would have to be produced assuming 100 percent full function vehicles, and about 38,600 ZEVs would have to be produced if the manufacturers built 100 percent City EVs or NEVs. In addition, large manufacturers would produce about 290,000 PZEVs, and intermediate manufacturers would produce another 90,000.

Using the same assumptions, staff has estimated the number of vehicles that would be required in 2003 under the proposed amendments. Staff has prepared

estimates for two scenarios. The first assumes full 4 percent ZEV production (no use of the 2 percent advanced technology PZEV option). Under this scenario, the number of ZEVs in 2003 is roughly 9,300 for full-function EVs, 23,500 for City EVs, or 30,900 for NEVs. The number of PZEVs in 2003 is roughly 72,000 for large manufacturers plus 22,500 for intermediate manufacturers.

The second scenario for implementation of the proposed amendments assumes that manufacturers take full advantage of the option to offset 2 percent of their ZEV requirement using advanced technology PZEVs. For purposes of this scenario we assume that the advanced technology PZEVs offered for sale in 2003 would be PZEV versions of power-assist hybrid-electric vehicles such as the Prius or Insight. Under this scenario the number of ZEVs is 4,650 assuming full function, 11,750 assuming City EVs, and 15,500 assuming NEVs. In addition staff estimates basic (0.2 allowance) PZEV production of about 72,000 for large manufacturers plus 22,500 for intermediate manufacturers. Finally, under this scenario manufacturers would produce about 10,700 advanced technology PZEVs.

Adding up the total cost of the program (ZEV, PZEV and advanced-technology PZEV production), the savings resulting from the proposed amendments in model year 2003 range from about \$130 million (for a manufacturer that meets its ZEV obligation with 100 percent NEVs under both the current and amended regulation) to more than \$400 million (for a manufacturer that meets its ZEV obligation with 100 percent full function EVs under both scenarios). The savings in model year 2004 would be less than in 2003, due to the increased volume of PZEV production required as the PZEV phase-in multiplier is reduced. The distribution of the savings among manufacturers, dealerships, vehicle purchasers and subsidy providers has not been estimated.

Staff has estimated the 2010 and 2020 emissions impact of the staff proposal as compared to the current regulation, for the South Coast Air Basin. This estimate assumes full use by manufacturers of the advanced technology vehicle option, because that is expected to be the option that manufacturers would pursue over the long term.

The net emission impact of the staff proposal is made up of two components. First, there is the effect of the proposed changes to the "four percent" portion of the regulation (ZEVs and AT PZEVs). These changes result in a decrease in the number of ZEVs and an increase in the number of AT PZEVs, as compared to the current regulation. The second component of the emission impact is the effect of the proposed changes to the "six percent" portion of the regulation (0.2 allowance PZEVs). Here, because of the PZEV phase-in, the staff proposal would result in a decrease in the number of PZEVs produced over model years 2003 through 2005.

24 Initial Statement of Reasons  
December 8, 2000

Staff estimates that the staff proposal would result in a 2010 net increase of about 0.14 tons per day of direct emissions, as compared to the current regulation. It is important to note, however, that this increase is almost entirely (more than 95 percent) due to the PZEV phase-in. With regard to indirect emissions in 2010, the staff proposal would result in an increase of less than 0.05 tons per day, which is the net result of a decrease in the number of pure ZEV vehicles and an increase in the number of advanced technology PZEV vehicles. For 2020, staff estimates that the modifications in the staff proposal would result in a decrease of 0.08 tons per day in direct emissions. No 2020 estimate is available for indirect emissions.

**Staff Recommendation**

The staff recommends that the Board adopt the modifications as proposed in this Initial Statement of Reasons. The proposed modifications maintain a core ZEV component, but significantly reduce the total cost of the program

## TABLE OF CONTENTS

### EXECUTIVE SUMMARY

1.	INTRODUCTION.....	1
2.	BACKGROUND.....	3
2.1	Air Quality in California.....	3
2.2	Zero Emission Vehicle Program.....	3
2.3	2000 Biennial Review Process.....	4
2.4	September 7, 2000 Board Meeting.....	7
2.5	Staff Objectives.....	7
3.	SUMMARY OF PROPOSED AMENDMENTS.....	10
3.1	Adjust Rate and Timing of ZEV and PZEV Introduction.....	10
3.2	Modify Incentive Structure.....	13
3.3	Miscellaneous Changes.....	20
3.4	Effect of Proposed Changes.....	22
4.	REGULATORY ALTERNATIVES.....	30
4.1	Do Not Modify Program.....	30
4.2	Delay Program Implementation.....	30
5.	ECONOMIC IMPACTS.....	31
5.1	Legal Requirement.....	31
5.2	Affected Businesses.....	31
5.3	Potential Impacts on Manufacturers.....	31
5.4	Potential Impact on Dealerships.....	35
5.5	Potential Impacts on Vehicle Operators.....	36
5.6	Potential Impact on Business Competitiveness.....	36
5.7	Potential Impact on Employment.....	36
5.8	Potential Impact on Business Creation, Elimination or Expansion.....	36
5.9	Potential Costs to Local and State Agencies.....	36
6.	ENVIRONMENTAL IMPACTS.....	37
6.1	Introduction.....	37
6.2	Emission Scenarios.....	37
6.3	Other Environmental Media.....	39
6.4	Energy Diversity and Energy Demand.....	40
7.	COST-EFFECTIVENESS.....	41
8.	SUMMARY AND STAFF RECOMMENDATION.....	42
8.1	Summary of Staff Proposal.....	42
8.2	Staff Recommendation.....	42



## 9. REFERENCES.....44

APPENDIX A: PROPOSED REGULATION ORDER  
APPENDIX B: AIR RESOURCES BOARD RESOLUTION 00-29  
APPENDIX C: NON-REGULATORY MEASURES



## 1. INTRODUCTION

In 1990, California embarked on an ambitious strategy to reduce vehicle emissions to zero. This objective was to be achieved through the gradual introduction of electric vehicles into the California fleet. Specifically, the Air Resources Board mandated that at least 2 percent, 5 percent and 10 percent of new car sales be zero-emitting by 1998, 2001 and 2003, respectively.

The Zero Emission Vehicle (ZEV) mandate for passenger cars has been adjusted twice since then, in 1996 and 1998. The underlying goal, however, has not changed. California remains committed to achieving zero emissions performance wherever feasible in the vehicle fleet. The challenge is determining how to achieve sustainable success in the field.

As evidence of the State's commitment, California has partially subsidized the introduction of battery electric vehicles through grants and fleet purchases. Most recently, AB 2061 (stats. 2000, ch. 1072; Lowenthal) appropriated \$18 million to provide grants of up to \$9,000 per vehicle for vehicles leased or purchased between now and 2003.

The rationale for California's commitment is simple. Over the long term, zero-emission technology is necessary to achieve the State's public health protection goals. Health-based state and federal air quality standards continue to be exceeded in regions throughout California, and more areas of the State are likely to be designated as nonattainment with promulgation of the new federal eight-hour ozone standard. California's burgeoning population and robust economy mean continued upward pressure on statewide emissions. Manufacturing, power generation, petroleum refining, goods transport, home heating and cooling, personal mobility and a wide range of human activities all have direct air pollution consequences. Accomplishing zero emissions in any of these source categories (or portion thereof) mitigates their adverse impacts and protects human health.

Zero-emission technologies also transcend some of the persistent problems with conventional air pollution sources. Combustion-based engines are inherently higher emitting and prone to deterioration over time. Catastrophic failures are also a concern. Older gasoline-powered vehicles, for example, become gross emitters if their emission control systems fail. Combustible fuels also have significant "upstream" impacts. Refining, fuel storage and delivery all have associated emissions from both routine operations, accidents (breakdowns, fuel spills), and ongoing compliance problems (e.g., leaking underground tanks). Apart from upset conditions that may occur during electric power generation, zero emission vehicles have none of these vulnerabilities. A battery powered electric car will remain emission-free throughout its useful life.

Although ZEVs offer significant long term environmental benefits, and great technological progress has been made since the regulation was first adopted,

30 Initial Statement of Reasons  
December 8, 2000

progress has been less pronounced on the economic side. As a result, several issues must be confronted as we assess their potential for near term widespread introduction. First of all, staff's cost analysis concludes that both the initial and lifecycle costs of battery electric vehicles (EVs) will significantly exceed those of comparable conventional vehicles in the 2003 timeframe. Battery costs are high and will not meet cost-competitive targets for some time. Overall, the market for battery EVs is just starting to be understood and is very difficult to quantify. The 2003 ZEV mandate represents a ten-fold increase in the number of actual battery EVs on the road. Placing all of those vehicles within a year or two and sustaining those sales in 2004, 2005 and beyond is a significant marketing challenge by anyone's measure. With respect to PZEVs, manufacturers have testified that due to technical challenges, lead time, and other considerations, they will not all be able to take full advantage of the allowable 6 percent partial ZEV allowance vehicle (PZEV) offset in the early years.

At a Board meeting held on September 7 and 8, 2000, the Air Resources Board considered the status of the Zero Emission Vehicle program. After hearing extensive testimony and public comment, the Board by unanimous vote adopted a resolution affirming that the ZEV program is an essential component of the State's long-term air quality strategy. (A copy of the Board's resolution is included in this Staff Report as Appendix B.) The Board further resolved that the basic ZEV requirements be retained and implemented in California. Finally, the Board directed staff to develop and propose regulatory modifications and other steps that address the challenges associated with the successful long-term implementation of the ZEV program, and that result in a sustainable market for ZEVs.

In response to the Board's directive, staff has developed recommendations to be brought before the Board at a January 25, 2001 public hearing. The staff proposal, and its rationale, are presented in this Staff Report.

## **2. BACKGROUND**

### **2.1 Air Quality in California**

Air quality in California has improved dramatically over the past 25 years, largely due to continued progress in controlling pollution from motor vehicles. Faced with ever more stringent regulations, vehicle manufacturers have made remarkable advances in vehicle technology. Several thousand zero-emission vehicles are now in everyday service on California roads, and the latest conventional internal combustion engine vehicles achieve emission levels that seemed impossible just a few short years ago.

Despite this progress, however, air quality in many areas of the state still does not meet federal or state health-based ambient air quality standards. Mobile sources still are responsible for well over half the ozone-forming emissions in California. The relative contribution of passenger cars and small trucks is expected to decline over time as new standards phase in, but in 2020 such vehicles will still be responsible for about 10 percent of total emissions. State and federal law requires the implementation of control strategies to attain ambient air quality standards as quickly as practicable.

Mobile sources are also the primary source of emissions of toxic air contaminants in California, and a major contributor to greenhouse gas emissions. The facilities needed to refuel the current vehicle fleet (service stations, bulk terminals, refineries) are significant sources of smog precursors, air toxics, water pollution, and hazardous waste.

### **2.2 Zero Emission Vehicle Program**

The ZEV program was originally adopted in 1990, as part of the first ARB Low-Emission Vehicle regulations. The ZEV program is an integral part of California's mobile source control efforts, and is intended to encourage the development of advanced technologies that will secure increasing air quality benefits for California now and into the future.

Under the 1990 regulations, the seven largest auto manufacturers were required to produce ZEVs beginning with model year 1998. In model years 1998 through 2000, two percent of the vehicles offered for sale in California by large volume manufacturers were to be ZEVs, and this percentage was to increase to five percent in model years 2001 and 2002, and ten percent in model years 2003 and beyond.

In 1996 the ARB modified the regulations to allow additional time for the technology to develop. The requirement for ten percent ZEVs in model years 2003 and beyond was maintained, but the sales requirement for model years 1998 through 2002 was eliminated. At that same time, the ARB entered into Memoranda of Agreement (MOAs) with the seven largest vehicle manufacturers. Under the MOAs the

## 32 Initial Statement of Reasons December 8, 2000

manufacturers must place more than 1,800 advanced-battery EVs in California in the years 1998 through 2000, and the ARB must work with state and local governments to help develop ZEV infrastructure and remove barriers to ZEV introduction.

In 1998 the ARB provided additional flexibility in the ZEV program by allowing additional types of vehicles to be used to meet program requirements. Under the 1998 amendments, manufacturers can use extremely clean vehicles—PZEVs—to meet the 10 percent ZEV requirement, except that large-volume manufacturers must, at a minimum, have 4 percent of their sales be vehicles classified as “full” ZEVs.

Other aspects of the program provide additional options to manufacturers. Auto companies can earn extra ZEV credits by introducing vehicles before 2003, thereby reducing their total obligation. Extra credit is also available for battery electric vehicles with more than a 100 mile range per charge. Manufacturers may also delay compliance by one year provided they produce two years’ worth of ZEVs by the end of 2004.

If no change is made to today’s ZEV regulation, staff estimates that approximately 22,000 full function electric vehicles would need to be offered for sale in 2003 to meet a four percent ZEV requirement. However, this total could change significantly, up or down, based on each manufacturer’s actual production decisions and their chosen compliance path. As noted above, early ZEV introduction or the use of additional vehicles with extended range would decrease the 2003 obligation. Reduced reliance on PZEVs, on the other hand, would increase the number of ZEVs needed. Widespread use of City EVs or neighborhood electric vehicles (NEVs) also would increase the required number of EVs, because such vehicles earn fewer credits per vehicle than the full function EVs that are the basis of the 22,000 estimate.

The ZEV mandate continues in 2004 and each year thereafter. If the rule is unchanged, staff estimates that ZEV production (again expressed in terms of full function vehicles, at the 4 percent level) will reach 31,000 in 2006, and 39,000 in 2008 and beyond.

### 2.3 2000 Biennial Review Process

When the ZEV mandate was adopted in 1990, electric vehicles were in a very early stage of development. To ensure successful implementation, the Board directed staff to report biennially on the status of technological progress. The September 2000 biennial review was the fifth in-depth examination of the technical and economic issues related to ZEVs. Since auto makers generally need three years’ lead time for production, this most recent biennial review was also the last significant opportunity to assess their readiness for meeting the 2003 requirements.

Staff undertook a significant effort to provide a thorough, accurate portrayal of the current status of ZEV technology and the prospects for improvement in the near- and long-term. Throughout the review process, the ARB has been committed to working closely with all interested parties to ensure that they have an opportunity to provide comments and suggestions. The key milestones of the review process were as follows:

March 29, 2000	Public Workshop Background Information for the September Review Sacramento
March 30, 2000	Public Workshop Multi-Manufacturer Ownership Arrangements Sacramento
May 31-June 1, 2000	Public Workshop Background Information for the September Review Diamond Bar
August 7, 2000	Staff Report released to the public
September 7, 2000	Board Meeting Sacramento

Staff efforts have included meetings with vehicle manufacturers, environmental groups, and other interested parties, on-site visits to the large vehicle manufacturers in Japan and in Michigan, discussions with EV drivers, and research on current and pending technologies and their environmental impacts. ARB also contracted with outside technical experts to review the state of battery technology and production costs, and assess the full fuel cycle emissions and energy efficiency of various vehicle types and fuel sources.

Among the major points noted in the staff assessment were the following:

ZEVs provide comprehensive environmental, energy and societal benefits. With respect to the environment, ZEVs are the "gold standard" for vehicular air pollution control. They reduce both criteria and toxic pollutant emissions to the maximum feasible levels. High-efficiency ZEVs and hybrid electric near-ZEVs also cut emissions of carbon dioxide and other greenhouse gases. Finally, ZEVs minimize the multi-media impacts of vehicle operation, eliminating the need for a whole host of upstream petroleum refinery, storage and delivery activities. Admittedly, ZEVs have their own upstream impacts related to power generation and create new waste disposal issues. However, on an overall lifecycle basis in California, they are environmentally superior to conventional automobiles. As California's power generation system becomes increasingly cleaner, so too will the upstream emissions associated with ZEVs. Regarding energy use, vehicles

### 34 Initial Statement of Reasons December 8, 2000

powered by grid electricity increase the diversity of California's transportation energy system. This reduces the State's dependence on foreign oil and contributes to greater stability in the overall transportation fuels market. Advanced battery ZEVs and hybrid electric near-ZEV technologies are also highly efficient; reducing absolute energy demand per mile of vehicle operation. Finally, ZEVs have the potential to be powered by renewable sources of energy such as wind, hydropower or solar energy. The societal benefits of ZEVs include their clean, quiet operation in neighborhoods and on city streets. ZEVs can also benefit the State's economy. Because of their high technology leadership, California companies have the technical and scientific capability to play significant roles in the design, development and production of advanced technology zero emission components and vehicles.

Batteries are the single most expensive component of electric vehicles. For that reason, affordable battery packs—both today and when produced in volume—are crucial to achieving a sustainable electric vehicle market. ARB contracted with a team of outside experts to obtain the best available information on battery advances, costs and future trends. The Battery Panel concluded that nickel metal hydride (NiMH) batteries were the most promising advanced technology, having both high performance and the longest useful life. Unfortunately, the Panel also concluded that battery costs are high and will not meet cost-competitive targets for some time. Although volume production will help, a breakthrough is needed to achieve truly affordable NiMH packs.

Today's ZEVs are more costly for manufacturers to make than any other vehicle technology being produced for sale between now and 2003. As noted above, most of that cost differential stems from the battery pack. The cost gap will narrow as technology improves and manufacturers move to volume production. However, there is no getting around the fact that near-term ZEVs will be relatively more expensive to produce. Staff estimates that the incremental costs for ZEVs in 2003 will range from \$7,500 for City EVs, up to more than \$20,000 for freeway capable ZEVs with advanced NiMH batteries. These calculations exclude the costs incurred for research and development of each ZEV model. Under an optimistic but nonetheless plausible scenario, battery EVs could become cost-competitive with conventional vehicles on a lifecycle cost basis. This scenario assumes volume production of more than 100,000 ZEVs per year.

There is significant disagreement over the extent of market demand for electric vehicles. Manufacturers assert that the lack of leases during the first years when vehicles were available means that the market can only absorb a few hundred ZEVs per year. Electric vehicle advocates and fleet operators point to current waiting lists as evidence of strong customer interest and pent-up demand. Staff views this as the most difficult area in which to develop reliable estimates. The entire market is new and product availability has been constrained such that true consumer interest is exceedingly difficult to gauge. The recent emergence of fundamentally new ZEVs—namely City EVs and neighborhood EVs—further

complicates staff's assessment. Although the business case for inexpensive, in-town EVs appears to be promising, there is as yet no market experience for selling these products in the U.S. Manufacturers will have to start from scratch in building consumer awareness and interest.

#### **2.4 September 7, 2000 Board Meeting**

At its September 7 and 8 meeting, the Air Resources Board considered the status of the Zero Emission Vehicle program. After hearing extensive testimony and public comment, the Board by unanimous vote adopted a resolution affirming that the ZEV program is an essential component of the State's long-term air quality strategy. The Board further resolved that the basic ZEV requirements be retained and implemented in California. Finally, the Board directed staff to develop and propose regulatory modifications and other steps that address the challenges associated with the successful long-term implementation of the ZEV program, and that result in a sustainable market for ZEVs. In particular the Board identified the need for near-term product availability and market stability, the need to greatly enhance public education regarding the attributes and benefits of ZEV technologies, and the need to reduce or mitigate the high initial costs of vehicles and batteries in low-volume production.

In response to the Board's directive, staff has developed recommendations to be brought before the Board at a January 25, 2001 public hearing. Major milestones in the regulatory process are as follows:

October 25, 2000	Public Workshop Possible Modifications to the Zero Emission Vehicle Program Regulations El Monte
December 8, 2000	Initial Statement of Reasons
January 25, 2001	Board Hearing Sacramento

The January 25 Board Hearing will focus on proposed changes to the zero emission vehicle regulations. Other non-regulatory measures such as incentives, public education, or market development will be addressed separately. Additional information regarding the development and consideration of such non-regulatory measures will be provided as it becomes available.

#### **2.5 Staff Objectives**

Over the course of the Biennial Review, staff has gathered a tremendous amount of background material and has had extensive dialogue with interested parties. Taken as a whole, this information provides a comprehensive overview of the

36 Initial Statement of Reasons  
December 8, 2000

way in which zero and near-zero emission vehicle technologies have progressed over the 10 years since the original ZEV program requirements were adopted. As should be expected, the nature and direction of research and development have varied from what was anticipated in 1990. For example, while there have been tremendous advances in battery performance and life, costs have not declined to the same extent. Because of battery cost issues, new types of smaller battery vehicles, not contemplated at that time, have been developed and are being actively pursued by manufacturers. On the hybrid front, power assist hybrid vehicles have been aggressively pursued, with the result that two high efficiency hybrids are commercially available and several others have been announced. Grid-connect hybrid vehicles, on the other hand, have received relatively little interest from most manufacturers. Conventional vehicles have had dramatic improvement in their emission performance, resulting in vehicles with extended durability and extremely low emission levels. Finally, fuel cell vehicles and their related infrastructure are perhaps the central focus of development efforts at the major automobile manufacturers. Thus there are many different technologies being pursued, with varying degrees of interest and in varying stages of development and commercialization. Across all advanced vehicle types, however, there are at least some constraints on widespread introduction in 2003 due to cost, development lead time, or other factors.

From a policy standpoint, staff believes that several conclusions emerge from this picture. First of all, as was clearly articulated by the Board, we need to maintain a core zero emission requirement to provide an incentive for further development. The tremendous progress that has been seen can at least in part be attributed to the existence of the ZEV requirement, and staff believes that maintaining this requirement will accelerate the pace at which true zero technologies are commercialized. Second, given the wide-open nature of ongoing technical advances, the program should provide increased flexibility for manufacturers to pursue specific strategies that in their view offer long term promise. Third, the program should acknowledge near term constraints due to vehicle cost and availability.

More specifically, our objectives at this point, in response to the Board's directives, are to:

- Provide incentives for ongoing technology advancement, across a wide variety of vehicle types (both ZEVs and PZEVs),
- Maintain the visibility and momentum of the ZEV program during this period of further development,
- Ensure that an adequate number of battery EVs is available in the near term to explore many different possible market applications,
- Take advantage of the air quality benefits afforded by available PZEV technology, and
- Adjust the near term production requirements to better correspond to PZEV availability and the emerging market for ZEVs.

From an operational standpoint, we also recommend that the credit calculation mechanism reflect the following:

- A new "advanced technology PZEV" option, under which high scoring PZEVs can be used to satisfy a portion of the 4 percent requirement,
- A "base case" 2003 vehicle total of about 10,000 vehicles, assuming 100 percent full function vehicles, no early introduction, and 4 percent ZEVs for all large volume manufacturers. (This set of assumptions corresponds to the 22,000 figure under the current regulation, and does not include the effect of allowing advanced technology PZEVs to count towards the 4 percent),
- Early introduction credits for 2001 and 2002 that exceed those available under the current regulation, and
- Credit scores for NEVs, City EVs, full function EVs and PZEVs that reasonably mirror the relative cost and functional differences among the various vehicle types.

### 3. SUMMARY OF PROPOSED AMENDMENTS

To achieve the objectives identified above, staff proposes that the Board adopt two basic types of modifications to the program. First, we propose that the Board adjust the rate and timing of ZEV and PZEV introduction to better reflect the near-term realities of cost and availability. Second, we propose that the Board adjust the credit calculation mechanism and the incentives that it provides. We also propose that the Board adopt several miscellaneous administrative and cleanup changes.

#### 3.1 Adjust rate and timing of ZEV and PZEV introduction.

Staff proposes that the Board reduce the number of vehicles required, especially in the early years of the program. Specific proposed changes are as follows:

##### 3.1.1 Phase in PZEV introduction

The staff proposal would phase in over four years the number of vehicles needed to take full advantage of the PZEV option (60 percent of the 10 percent ZEV mandate can be met with vehicles that are not zero emission). The proposed phase-in is 25 percent of the current requirement in 2003, 50 percent in 2004, and 75 percent in 2005, and 100 percent in 2006. This would be accomplished by introducing phase-in multipliers for all PZEVs, as shown in Table 3-1.

Table 3-1  
PZEV Phase-In Multipliers

	2003	2004	2005	2006
Allowance Multiplier	4.0	2.0	1.33	1.0

The 4.0 multiplier would also apply to PZEV vehicles introduced prior to 2003, and would retroactively apply to vehicles already introduced.

As part of this phase-in, staff proposes that the Board provide intermediate in-use compliance standards for early PZEVs, by extending the existing SULEV intermediate compliance standards to apply to PZEVs certified in model years prior to 2006. This reduces the risk to a manufacturer of recall should in use emissions exceed those experienced during development and certification.

The staff proposal also would provide an additional "carry-back" year, so that manufacturers have two years to make up a PZEV shortfall rather than the one year allowed under the current regulation.

These changes are recommended in recognition of constraints on the number of PZEVs that can be produced in the early years, due to lead time, design challenges, and other factors.

### 3.1.2 Phase in ZEV introduction

Staff proposes that the Board reduce the number of ZEVs required, particularly in the early years of the program. This reduction would be the result of the combined operation of several proposed changes.

First, the staff proposal "decouples" the range multiplier and the phase-in multiplier. Under the current regulation, these two variables are combined into a single factor, which provides a multiplier that varies according to vehicle range and the year of vehicle introduction. We propose that the Board separate these two variables. We make this suggestion in order to simplify the regulation and reduce the importance of range in determining the overall vehicle score.

The staff proposed range multiplier is discussed in Section 3.2.2 below. The proposed ZEV phase-in multipliers (which reduce the number of ZEVs needed to meet the 4 percent requirement and any additional ZEV requirement that may result if the full 6 percent PZEV option is not used) are as shown in Table 3-2.

Table 3-2  
ZEV Phase-In Multipliers

	2001-2002	2003-2005	2006 and beyond
Credit Multiplier	4.0	1.25	1.0

This change is recommended to further encourage the early introduction of vehicles, address the Board's concerns regarding the cost impact of the program on vehicle manufacturers, particularly in the early years, and make it more likely that the required number of vehicles can be successfully placed. The effect of these changes on the required number of vehicles is discussed in Section 3.4.1 below.

### 3.1.3 Reduce Future NEV Credits

Under the current regulation, the credit value for NEVs, given their cost and functionality, is high relative to that for other vehicle categories. Staff explored increasing the credits earned by other vehicle types in order to provide a more appropriate credit ratio. This resulted, however, in credit scores for full function vehicles that were so high that too few such vehicles would be needed to comply with the regulation. Thus in order to correct the disparity it is necessary to reduce the credit earned by NEVs. Staff recognizes, however, that manufacturers need appropriate lead time in order to adjust their product plans in response to any downward revisions to the credits earned by NEVs.

40 Initial Statement of Reasons  
December 8, 2000

To allow for a transition period, while moving towards a lower credit value for NEVs, staff proposes that the Board establish a ZEV discount multiplier for NEVs, as shown in Table 3.3.

Table 3-3  
ZEV Discount Multiplier for NEVs

	2004-2005	2006 and beyond
Credit Multiplier	0.5	0.15

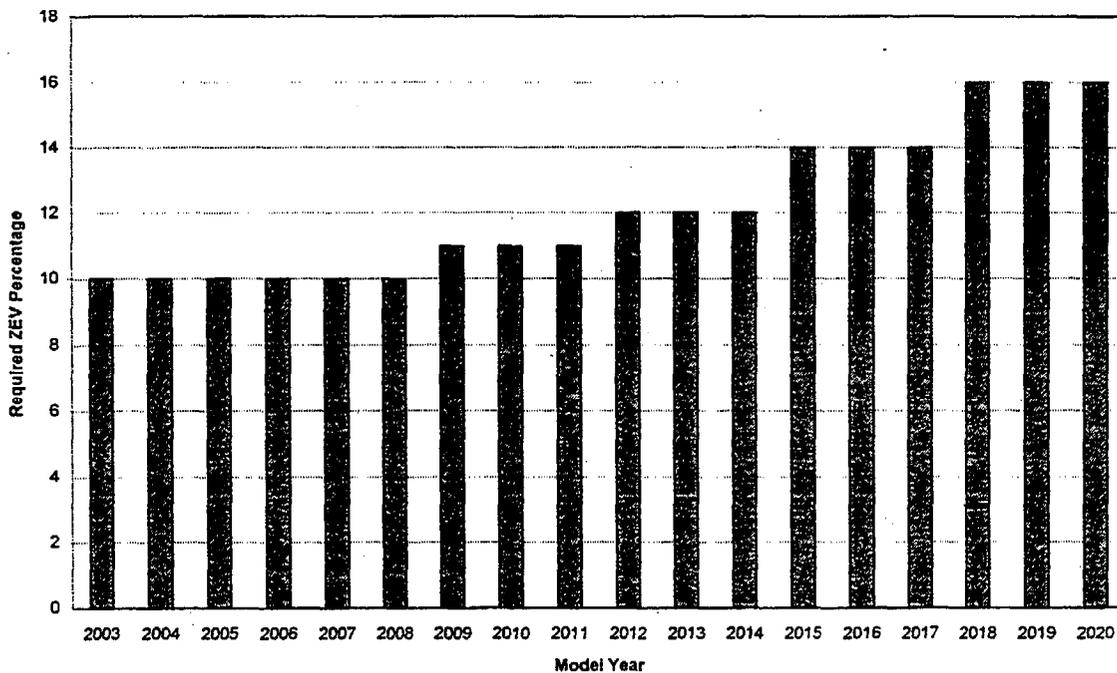
Thus the credit value for a NEV (not including the phase-in multipliers) would be 1.0 through 2003, 0.5 in 2004-2005, and 0.15 in 2006 and beyond, assuming that the NEV is placed in service. (Section 3.2.7 below describes a staff proposal that a vehicle be placed in service in order to take advantage of any multipliers). The final value of 0.15 could be adjusted in the future based on additional information regarding how such vehicles are used, the number of trips they replace, and the number of zero emission miles that they accumulate.

3.1.4 Increase ZEV percentage requirement over time

Staff proposes that the Board increase the overall ZEV percentage requirement over time for both large and intermediate volume manufacturers. The proposed schedule, illustrated on Graph 3-1 which follows, ramps up beginning in 2009 and results in a 16 percent overall requirement in 2018. This ramp up will further encourage the commercialization of a number of emerging zero emission and near zero emission technologies now under development.

Graph 3-1

ZEV PROGRAM REQUIREMENT



### 3.2 Modify Incentive Structure

#### 3.2.0 Allow extended range hybrid-electric vehicles with an all electric range of 20 miles or more to satisfy the ZEV requirement

Staff proposes that extended range hybrid-electric vehicles with an all electric range of 20 miles or more, that also meet the basic PZEV requirements, be allowed to satisfy the 4 percent ZEV requirement. The credits earned by such vehicles would be calculated using the ZEV range multiplier, with an adjustment to their tested urban range to reflect the fact that the effective range of such vehicles is greater than that of pure battery electric vehicles due to their hybrid powertrain. Specifically, for purposes of determining the ZEV range multiplier the urban all electric range of an extended range hybrid electric vehicle would be multiplied by 3.5. Thus a 20 mile extended range hybrid electric vehicle would be treated as a ZEV with a range of 70 miles.

#### 3.2.1 Allow other advanced technologies to satisfy part of the ZEV requirement

Staff proposes that the Board allow certain advanced propulsion technologies, that are not ZEVs, to satisfy up to one half of the 4 percent portion of the ZEV requirement. Specifically, under the staff proposal higher scoring PZEVs (vehicles receiving a score of 0.4 or above before any multipliers) and "transportation systems" installations would be eligible to earn ZEV credits.

4.2 Initial Statement of Reasons  
December 8, 2000

- Higher scoring PZEVs. In the staff proposal, vehicles with a PZEV score of 0.4 or higher (before the application of any multipliers) are defined as “Advanced Technology PZEVs”. Allowances from such vehicles could be used to satisfy up to one half of the four percent requirement. The incentive to build such high credit PZEVs under the current program has been reduced because manufacturers are expected to meet the 6 percent PZEV option using conventional gasoline engine SULEV PZEVs. Vehicles earning 0.4 or above include CNG vehicles (0.4), power assist hybrids (0.45 under the staff proposal—see section 3.2.4 below), and reformer fuel cell vehicles (0.7).
- Transportation systems. This change would grant increased credits to vehicles placed by manufacturers as part of a “transportation system”. Such credits would be granted, subject to the Executive Officer’s discretion, upon application by a manufacturer. To earn such credits, the manufacturer must demonstrate that the vehicle will be used as a part of an innovative transportation system that will effectively link homes, transit systems and jobs (e.g. a station car). Such systems are to be designed to evaluate the benefits and issues related to the shared use of ZEVs, and the application of new technologies such as reservation management, card systems, depot management, location management, charge billing and real-time wireless information systems.

The approaches listed in this Section 3.2.1 could only be used to satisfy up to one half of the four percent requirement. The remaining one half would need to be met with pure ZEV vehicles.

These changes are recommended in order to provide an incentive for continued development of advanced technology PZEV vehicles, and to encourage transportation system approaches that maximize the usage, exposure, and vehicle miles traveled of electric vehicles.

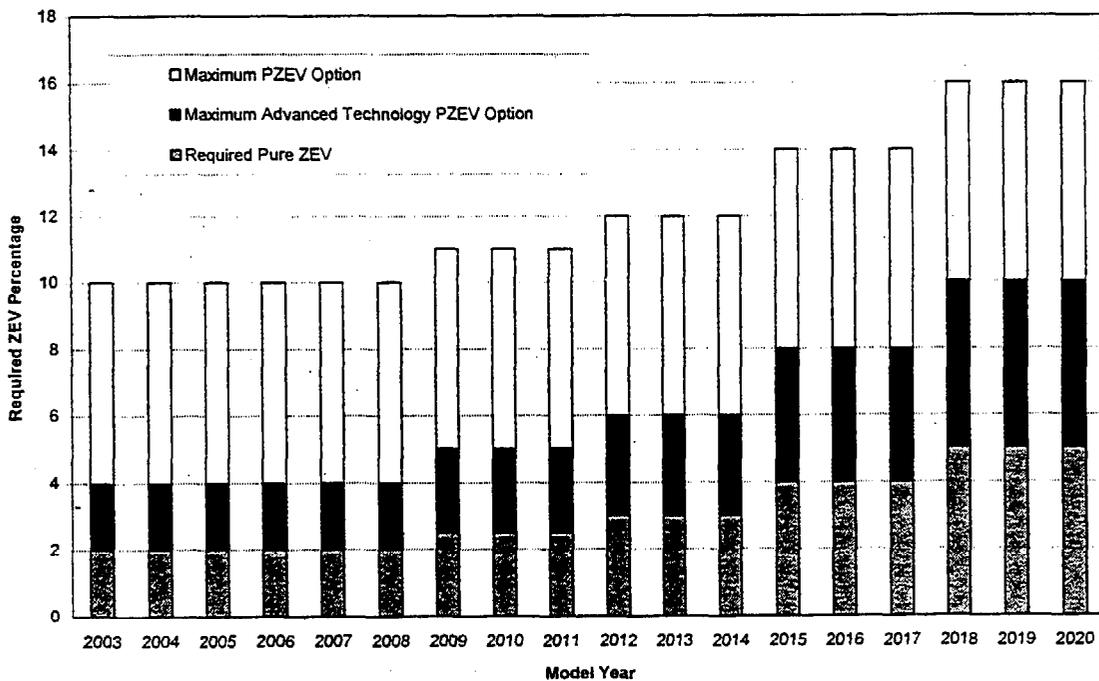
As part of this change we recommend that the Board eliminate the “full ZEV allowance vehicle” concept, because it would no longer serve any purpose. Under that concept, a PZEV earning a score of 1.0 is considered a full ZEV allowance vehicle, and allowance from such vehicles can be used to fully satisfy the ZEV obligation. The staff proposal instead requires that one half of the four percent be set aside for pure ZEV and extended range hybrid electric vehicles only.

Staff also proposes that manufacturers that meet an accelerated PZEV phase-in schedule (50 percent of the current requirement in 2003 and 100 percent of the current requirement in 2004) be granted an additional 2 years to make up any shortfall in their use of the advanced technology PZEV option in 2003 and 2004.

As the ZEV requirement increases over time (from 10 percent in 2003 to 16 percent in 2019), staff proposes that the Board hold the portion that can be satisfied by 0.2 allowance PZEVs at 6 percent. Thus the "ZEV" portion would increase from 4 percent in 2003-2011 to 10 percent in 2019. Under the staff proposal up to one half of this ZEV portion could be satisfied by advanced technology PZEVs. Thus the amount that could be offset would be 2 percent in 2003, increasing to 5 percent in 2019. This is illustrated in the Graph 3-2, which follows.

Graph 3-2

ZEV PROGRAM REQUIREMENT



3.2.2 Modify the ZEV range credit

Staff proposes that the ZEV range credit be modified to reduce the minimum range needed for multiple credits to 50 miles. As range increases from 50 miles to 275 miles the credit would increase from 1 to 10. Because vehicles with a refueling time of less than 10 minutes earn the maximum credit regardless of range, under this proposal a hydrogen fuel cell vehicle would earn 10 credits, not including any phase-in multiplier. The staff proposal also includes a conforming change to the PZEV zero emission VMT factor, such that the maximum factor of 1.0 would apply at 50 miles range rather than 100 miles range. Finally, under the staff proposal a ZEV with the demonstrated capacity to accept fuel or electric charge equivalent to at least 60 miles of UDDS range in less than 10 minutes, when starting from 20 percent state of charge, is counted as having 60 additional miles (up to a 275 mile maximum) of range.

44 Initial Statement of Reasons  
December 8, 2000

The reduction in the minimum range needed to earn multiple credits is recommended in recognition of the fact that lower range vehicles can satisfactorily fill a number of market applications, and to provide a more gradual incentive for range rather than the "all-or nothing" step function at 100 miles used by the current regulation. The increase in the number of range credits is intended to reward the difference in range across different vehicle types, and provide a large incentive for vehicles that can be refueled quickly.

3.2.3 Provide additional in-service credits for ZEVs and zero-emission VMT vehicles that remain in service in California for more than three years, with a battery/fuel cell stack warranty in effect

Staff proposes that additional credits be granted to vehicles, other than NEVs, whose "electrochemical power source" remains under warranty. This would provide an incentive for manufacturers to offer extended warranties, which would protect the consumer from the risk and cost of battery or fuel cell stack replacement. This credit would be limited to vehicles with a true zero emission VMT capability of 20 miles or more. It would apply beginning in the fourth year after the vehicle is placed in service (the initial three year warranty currently offered by vehicle manufacturers would not receive any additional credit).

Specifically, under the staff proposal a manufacturer would receive a credit of 0.1 times the original credit value (excluding any phase-in multipliers) of the vehicle for each year that a vehicle remains in service in California and is covered by a warranty. The credit would be earned at the end of the year of service, and would be available for use in the following year. Thus a vehicle that remains in service and covered under warranty for 13 years would eventually earn additional credits equal to those earned when the vehicle was first placed in service. For example, a vehicle placed in service in 2003, with a credit value of 4.5, would earn an additional credit of 0.45 in 2006 if it is in service and covered by a warranty throughout that year. The credit would be available for use in 2007. The vehicle would earn an additional 0.45 credit for each year that it is in service thereafter, available in the following year.

This change is recommended due to the uncertainty regarding battery life. The proposed approach will encourage manufacturers to provide extended power source warranties. This will transfer the risk, and cost, of battery failure from the vehicle owner to the manufacturer, and remove a possible disincentive to vehicle placement.

The effect of this incentive on the number of vehicles placed is difficult to predict. This point is discussed in Section 3.4.5 below.

3.2.4 Increase the Advanced ZEV Componentry Allowance.

Because the power source warranty credit discussed above is only applicable to vehicles with zero emission range, it would not apply to power assist hybrids. Staff recognizes, however, that given the current state of battery technology it is not clear that the battery pack in a PZEV HEV would last, without replacement, for the 15 years and 150,000 miles that are required to qualify as a PZEV. To address the cost of battery replacement, staff proposes that the Board increase the advanced ZEV componentry allowance to 0.25. Thus a PZEV power assist hybrid vehicle would earn an allowance of 0.45, before any phase in multipliers. The current regulation provides an allowance of 0.1 for vehicles that do not qualify for a zero-emission VMT allowance but are equipped with advanced ZEV componentry.

3.2.5 Provide an allowance multiplier based on vehicle efficiency, phased in beginning in 2006

The existing regulation does not address vehicle energy efficiency directly, but does so indirectly with the range multiplier. Staff proposes that the Board define an efficiency multiplier that would replace the range multiplier on a phased-in basis beginning in 2006. Under the proposed allowance mechanism, all vehicle efficiencies (gasoline, CNG, electric) are converted into the common units of miles per gallon equivalent (mpege). The mpege value is calculated as follows:

- Gasoline fueled vehicles: Unadjusted, combined EPA fuel economy.  
 $1/[(.55 \times \text{unadjusted EPA city mpg} + .45 \times \text{unadjusted EPA highway mpg})]$ .
- Battery ZEVs and grid-connect hybrids: 33,705 divided by  $(.55 \times \text{AC Whr/mile city} + .45 \times \text{AC Whr/mile highway})$ .
- Alternate fuel vehicles: Combined fuel economy as determined in accordance with 49 CFR 600, excluding the federal "fuel content" factor.
- Flexible or dual fuel vehicles: The lower of the values for the fuels used.

In order to earn any allowance, a vehicle must have an efficiency that is greater than a baseline level established in proportion to CAFÉ requirements. The multiplier earned would be the larger of 1.0 or the vehicle mpege divided by the baseline. The baseline requirements are as shown in Table 3-4.

Table 3-4  
Vehicle Efficiency Baseline Requirements

Category	Passenger Seats	Baseline
PC or LDT, less than 3750 lbs.	Fewer than 4	44.000 (1.60 x 27.5)
PC or LDT, less than 3750 lbs.	4 or more	38.500 (1.40 x 27.5)
LDT, 3751-5750 lbs.	Fewer than 4	34.375 (1.25 x 27.5)
LDT, 3751-5750 lbs.	4 or more	28.875 (1.05 x 27.5)
LDT and MDV, 5750-8500 lbs.	Any	20.625 (0.75 x 27.5)

For example, the Toyota RAV4 EV, with miles per gallon equivalent efficiency of 77.4, would earn an efficiency multiplier of 77.4 divided by 28.875, or 2.68.

Under this proposed methodology, the efficiency multiplier earned by various current and proposed vehicles, based on available information regarding their fuel economy, would be as shown in Table 3-5.

Table 3-5  
Estimated Vehicle Efficiency Multipliers

Vehicle	Class	Passengers	MPEG	Estimated Efficiency Multiplier
EV1 Panasonic	< 3750	2	99-135	2.25-3.06
City EV (estimated)	< 3750	2	95	2.17
Altra	3751-5750	4	87-105	3.02-3.64
EV Plus	3751-5750	4	74-78	2.57-2.72
RAV4 EV	3751-5750	4	77	2.68
Ranger EV	3751-5750	3	69	2.01
S 10 NiMH	3751-5750	3	42-62	1.22-1.81
EPIC	> 5750	5	43-48	1.48-1.67
Insight PZEV	< 3750	2	76.5	1.74
Prius PZEV	< 3750	4	57.7	1.50
Nissan Sentra CA	< 3750	4	34.9	1.00
Escape HEV PZEV	3751-5750	4	41.2	1.43
Durango HEV	> 5750	4	21.8	1.06

Please note that many of the values in this table are unconfirmed or are based on best estimates. Actual tested mileage, and the resulting multiplier, may vary from the values shown.

This change is proposed to encourage greater vehicle efficiency, which provides a number of benefits. For electric vehicles, increased efficiency results in greater range for any given pack capacity, and reduced upstream emissions. For gasoline vehicles, increased efficiency not only results in lower upstream emissions, but it also means reduced tailpipe emissions of greenhouse gases.

Staff proposes that the efficiency multiplier be phased in over a four year period, beginning in 2005. For ZEVs, the efficiency multiplier would replace one half of the range multiplier over time. That is, as the efficiency multiplier is phased in, the range multiplier would be reduced to one half of its initial value. For PZEVs, the efficiency multiplier would be in addition to the current scores earned.

The specific phasing multipliers for ZEVs are as shown in Table 3-6.

Table 3-6  
ZEV Efficiency Multiplier Phase-In

	2004	2005	2006	2007	2008
Range	1.0	0.875	0.75	0.625	0.5
Efficiency	0.0	0.25	0.5	0.75	1.0

For example, in 2005 the allowances earned by a vehicle would be the sum of .875 times the range score, plus .25 times the efficiency score.

This phase-in relationship is recommended in order to hold the required number of vehicles at approximately the same level before and after the introduction of the efficiency factor. Under the proposed mechanism, efficiency scores would range from 1 to about 3. This is roughly one-half of the range of scores that would be earned under the proposed range credit. In general, staff expects that the combined scores under the range plus efficiency scoring mechanism would approximate those earned under the range-only approach. The scores for individual vehicles would vary, of course, depending on their relative performance.

### 3.2.6 Allow credits for vehicles placed in an approved demonstration program

Staff proposes that the Board allow vehicles placed in advanced technology demonstration programs (e.g. Fuel Cell Partnership vehicles) to earn ZEV credits even if they are not "delivered for sale". To earn such credits, the manufacturer must demonstrate to the reasonable satisfaction of the Executive Officer that the vehicles will be regularly used in applications appropriate to evaluate issues related to safety, infrastructure, fuel specifications or public education. Such a

vehicle is eligible to receive the same allowances that it would have earned if placed in service.

This change is proposed in order to provide a reward within the ZEV program for production of early prototype vehicles, and thereby recognize the manufacturers' efforts in these areas.

### 3.2.7. Require vehicle placement in order to earn multiple credits

Under the staff proposal, vehicles that are "delivered for sale" but not actually placed in service would not be eligible for multiple credits.

This change is proposed in order to encourage that vehicles are actually placed in service rather than stored. The latter approach provides no air quality benefit and does nothing to build a market or hasten vehicle commercialization.

## 3.3 Miscellaneous Changes

### 3.3.1 Provide certainty regarding the sales volume number used to determine the ZEV obligation

Under the current regulation, the ZEV obligation for a manufacturer in a given model year is based upon the number of passenger cars and light duty trucks sold by the manufacturer in that same model year. As a result the exact obligation is not known in advance, which complicates compliance planning.

In order to provide greater certainty, staff proposes that the Board make the sales volume used to determine manufacturers' ZEV obligation in a given year a function of vehicle sales in a prior year, and that the Board freeze the volume number for three years at a time. This change is limited only to the determination of the sales volume against which the ZEV percentage requirements are assessed in a given year. It does not affect the determination of manufacturer status (large vs. intermediate vs. small), which is handled separately.

Specifically, under the staff proposal the sales volume used to determine manufacturers' ZEV obligation would be fixed for three year periods, beginning with 2003-2005, followed by 2006-2008, 2009-2011, and so on. The sales volume figure in each three year period would be the three year average sales from two periods prior. For example, the sales volume used for 2003-2005 would be the average for sales in 1997-1999, and the sales volume used for 2006-2008 would be the average for sales in 2000-2002.

### 3.3.2 Increase the volume threshold for intermediate and large manufacturers

Under the current regulation, intermediate manufactures are defined as those with California sales between 4,501 and 35,000 light and medium duty vehicles

per year. Intermediate manufacturers can meet their entire ZEV obligation using PZEVs. Manufacturers with sales greater than 35,000 are classified as large, and are subject to the 4 percent ZEV minimum production requirement. Staff proposes that the Board increase the threshold at which a manufacturer is designated as "large" to 60,000.

Under the current regulation, two manufacturers (BMW and Volkswagen) would transition from intermediate to large in 2006. The staff proposal would delay that transition until their sales reach the higher threshold. This change is proposed to narrow the gap between the manufacturers at the low end of the large range and the other large manufacturers, the smallest of whom has sales in excess of 90,000. In addition it will limit the number of manufacturers that must compete to place ZEVs in the same market in the early years.

### 3.3.3. Phase in ZEV compliance for intermediate manufacturers that transition to large

Under the current regulation, an intermediate manufacturer that transitions to large is likely to "overcomply" with the regulation as compared to other large volume manufacturers. This situation arises because prior to the transition, the manufacturer, as an intermediate, can meet the 10 percent requirement entirely with PZEVs. Thus an intermediate manufacturer could already have 50 percent of its fleet meeting the PZEV requirement (assuming compliance using gasoline SULEV PZEVs that generate an allowance of 0.2). After the transition, the manufacturer would still have 50 percent PZEVs, but would also need 4 percent ZEVs. This is the equivalent of a 14 percent rather than 10 percent ZEV requirement.

Under the staff proposal, manufacturers that transition to large would not be subject to the ZEV requirement until the sixth model year after three consecutive model years with sales greater than the large manufacturer threshold.

These changes are proposed to mitigate the inequity of certain manufacturers facing higher effective requirements than other manufacturers in the same size classification.

### 3.3.4 Exempt independent low volume manufacturers with California sales of less than 10,000 from the ZEV percentage requirements

Under the current regulation, small volume manufacturers, defined as those with California sales below 4,500 per year, are not subject to the ZEV requirement. Under the staff proposal, in addition to the small volume exemption, an independently owned manufacturer with California sales of less than 10,000 per year would be defined as an "independent low volume manufacturer", and would not be required to meet the percentage ZEV requirements. In determining total California production, the "independent low volume manufacturer" provisions

would aggregate production of firms commonly owned in 10 percent or greater part. The criteria are based on those developed by the USEPA.

Similar to the previous change regarding intermediate manufacturers, this change is proposed in order to narrow the gap between the various manufacturers classified as intermediate. Porsche could transition to intermediate under the current regulation, but would likely be an independent low volume manufacturer under the staff proposal.

### **3.4 Effect of Proposed Changes**

The following sections provide estimates of the number of vehicles required, and the number of credits earned per vehicle, under the draft staff proposal as opposed to the current regulation.

#### **3.4.1 Number of Vehicles**

Table 3-7 below shows for model years 2003 through 2008 the number of ZEVs, PZEVs, and advanced technology PZEVs that would be produced under the current regulation and the draft staff proposal. These totals are calculated using the same assumptions that were used for the "base case" estimate in the August staff report (1998 production total and market share, MOA full function vehicles, no early introduction, 4 percent ZEVs from all manufacturers). Thus the "100 percent full function EV" total of 9,300 under the draft staff proposal is comparable to the 22,000 total from the staff report. Note that these totals assume that all manufacturers take full advantage of the 6 percent PZEV option.

Two cases are shown for the draft staff proposal. The first assumes that all manufacturers meet the full 4 percent requirement with ZEVs—that is, they do not take advantage of the option to meet half of the requirement with advanced technology PZEVs. The second case assumes that all manufacturers take full advantage of the 2 percent advanced technology PZEV option. In this case, the number of ZEVs is cut in half, to be replaced by advanced technology PZEVs.

The number of advanced technology PZEVs increases each year due to the phase out of the PZEV early introduction multiplier.

Combinations of vehicle types (e.g. one third each of NEVs, City EVs, and full function EVs) would result in totals that fall within the high and low ranges shown in Table 3-7.

Table 3-7  
Vehicle Production, Current Regulation and Staff Proposal

		2003	2004	2005	2006	2007	2008
<b>Current Regulation</b>							
ZEVs							
	If 100 percent full function EV	22,000	22,000	22,000	31,000	31,000	38,600
	If 100 percent City EV	38,600	38,600	38,600	38,600	38,600	38,600
	If 100 percent NEV	38,600	38,600	38,600	38,600	38,600	38,600
AT PZEVs (a)		0	0	0	0	0	0
PZEVs (b)	Large manufacturers	290,000	290,000	290,000	290,000	290,000	290,000
	Intermediate manufacturers	90,000	90,000	90,000	90,000	90,000	90,000
	Total	380,000	380,000	380,000	380,000	380,000	380,000
<b>Draft Staff Proposal (c)</b>							
<b>1. Assuming no Advanced Technology PZEVs (4 percent ZEVs)</b>							
ZEVs							
	If 100 percent full function EV	9,300	9,300	9,300	11,600	11,600	11,600
	If 100 percent City EV	23,500	23,500	23,500	29,400	29,400	29,400
	If 100 percent NEV	30,900	61,800	61,800	257,000	257,000	257,000
AT PZEVs		0	0	0	0	0	0
PZEVs (b)	Large manufacturers	72,000	145,000	218,000	290,000	290,000	290,000
	Intermediate manufacturers	22,500	45,000	67,500	90,000	90,000	90,000
	Total	94,500	190,000	285,500	380,000	380,000	380,000
<b>2. Assuming 2 percent Advanced Technology PZEVs (2 percent ZEVs)</b>							
ZEVs							
	If 100 percent full function EV	4,650	4,650	4,650	5,800	5,800	5,800
	If 100 percent City EV	11,750	11,750	11,750	14,700	14,700	14,700
	If 100 percent NEV	15,450	30,900	30,900	128,700	128,700	128,700
AT PZEVs (d)		10,700	21,500	32,200	43,000	43,000	43,000
PZEVs (b)	Large manufacturers	72,000	145,000	218,000	290,000	290,000	290,000
	Intermediate manufacturers	22,500	45,000	67,500	90,000	90,000	90,000
	Total	94,500	190,000	285,500	380,000	380,000	380,000

- (a) Under the current regulation there is no distinction between an advanced technology (AT) PZEV and a gasoline engine PZEV other than their relative allowance. Neither can be counted towards the 4 percent requirement.
- (b) Assumes full 6 percent is met with gasoline SULEV PZEVs earning an allowance of 0.2.
- (c) Does not include effect of efficiency credit or power train warranty credit.
- (d) Assumes a vehicle with a 0.45 (before multiplier) allowance, such as a Toyota Prius PZEV.

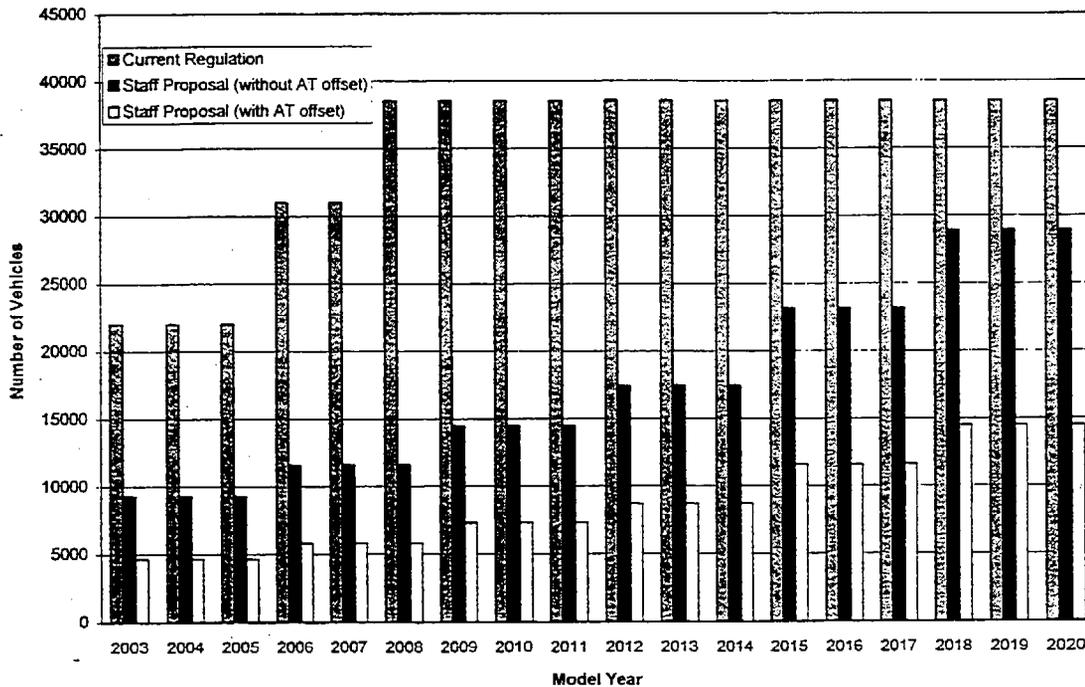
Graph 3-3 below shows the number of full function vehicles that would be required, using the "base case" assumptions, in model years 2003 through 2020.

52 Initial Statement of Reasons  
December 8, 2000

These calculations do not take into account any change that would result from the introduction of efficiency multipliers in 2007; rather, they are calculated using the 2003 credit structure throughout. They also do not take into account the effect of any power train warranty credits. These factors are discussed separately below.

Graph 3-3

Number of Full Function Vehicles



3.4.2 Estimated Credits Earned per Vehicle

Table 3-8 below shows the number of credits that staff estimates would be earned in 2001, 2002 and 2003, for selected vehicle types, under the current regulation and under the draft staff proposal. These are provided as examples; because of the flexibility given to manufacturers we do not know if any of these vehicles will be delivered for sale to comply with the 2003 requirement.

Table 3-8  
Estimated Credits Earned Per Vehicle, Current and Revised Regulation

Manufacturer	Model Year	Vehicle	Battery type	2001 Credit		2002 Credit		2003 Credit	
				Current	Revised	Current	Revised	Current	Revised
DaimlerChrysler	1999	EPIC	NiMH	1.00	10.72	1.00	10.72	1.00	3.35
Ford	2000	Ranger	PbA	1.00	9.12	1.00	9.12	1.00	2.85
GM	1999	EV1	PbA	4.30	13.78	4.30	13.78	2.30	4.31
Honda	1999	EV Plus	NiMH	4.67	16.03	4.67	16.03	2.67	5.01
Nissan	2000	Altra	Li+	4.77	16.64	4.77	16.64	2.77	5.20
Toyota	2000	RAV4 EV	NiMH	5.13	18.78	5.13	18.78	3.13	5.87
Ford		Think City	NiCad	1.00	4.48	1.00	4.48	1.00	1.40
Honda		City Pal	NiMH	1.00	8.80	1.00	8.80	1.00	2.75
Nissan		Hypermini	Li+	1.00	5.60	1.00	5.60	1.00	1.75
Toyota		eCom	NiMH	1.00	5.60	1.00	5.60	1.00	1.75
		NEV		1.00	4.00	1.00	4.00	1.00	1.25

Note that the biggest gains go to full function vehicles that formerly were below the 100 mile range cutoff for multiple credits, but now exceed the 50 mile range cutoff (EPIC and Ranger). Also please note that because the City EVs have not been certified, our calculation of their credit score is based on publicly available information rather than test cycle results.

### 3.4.3 Relative Credit Values

Table 3-9 shows the 2003 credit values under the draft staff proposal for NEVs, selected City EVs, and full function EVs from the same manufacturer. It then shows the ratio of City EV credit to NEV credit, full function EV credit to City EV credit, and full function EV credit to NEV credit. Again, note that these estimates are based on publicly available information rather than test cycle results.

Table 3-9  
Ratio of 2003 Credits, NEV vs. City EV vs. Full Function EV

Manufacturer	Vehicle Type			Ratio		
	NEV	City	FFEV	City/NEV	FFEV/City	FFEV/NEV
Ford	1.25	1.40	2.85	1.12	2.04	2.28
Honda	1.25	2.75	5.01	2.20	1.82	4.01
Nissan	1.25	1.75	5.20	1.40	2.97	4.16
Toyota	1.25	1.75	5.87	1.40	3.35	4.70

These ratios illustrate the relative value of different vehicles to the manufacturer. For example, using the above credit values, in the case of Toyota one City EV would be worth 1.4 NEVs, one full function EV would be worth 3.35 City EVs, and one full function EV would be worth 4.7 NEVs.

54 Initial Statement of Reasons  
December 8, 2000

As was noted above, after an appropriate transition period the staff proposal would reduce the NEV credit to 0.15. This transition would be complete in 2006. Table 3-10 below shows the credit ratios that will be in place on a long term basis under the staff proposal. Our intent is that these values should, overall, encourage manufacturers to produce a variety of vehicle types, rather than all NEVs or all City EVs.

Table 3-10  
Ratio of 2006 Credits, NEV vs. City EV vs. Full Function EV

Manufacturer	Vehicle Type			Ratio		
	NEV	City	FFEV	City/NEV	FFEV/City	FFEV/NEV
Ford	0.15	1.12	2.28	7.47	2.04	15.20
Honda	0.15	2.20	4.01	14.67	1.82	26.72
Nissan	0.15	1.40	4.16	9.33	2.97	27.73
Toyota	0.15	1.40	4.70	9.33	3.35	31.31

Note that by 2006 the credit value of City EVs and full function EVs as compared to NEVs would increase greatly. Again using the case of Toyota, one City EV would be worth 9.33 NEVs, one full function EV would be worth 3.35 City EVs (this ratio does not change), and one full function EV would be worth 31.31 NEVs.

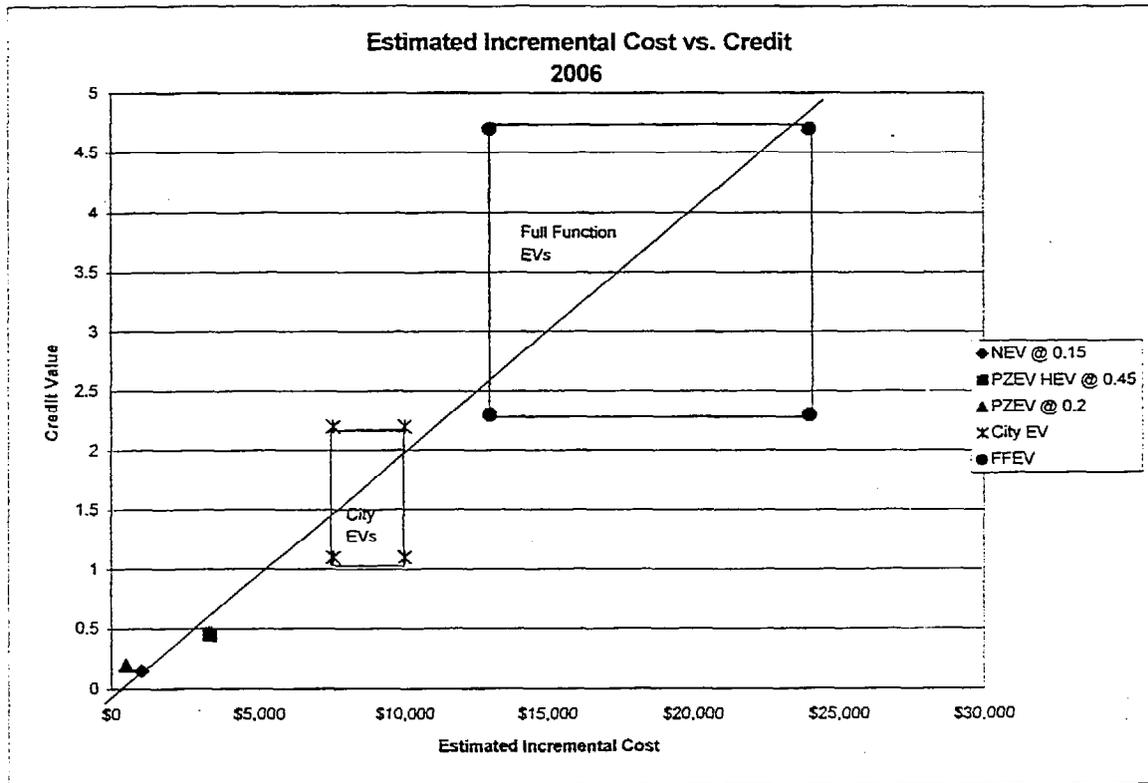
Graphs 3-4 and 3-5 that follow show the relative value of various ZEV and PZEV credits from a different standpoint. These graphs display the credit value earned vs. the estimated incremental cost for various vehicle types. Graph 3-4 uses the credit values earned in 2003, which incorporate the various phase-in multipliers. Graph 3-5 uses the credit values earned in 2006, after the phase-in multipliers for ZEVs and PZEVs are no longer in effect and the NEV credit value has been reduced to 0.15.

The cost and credit values for City EVs and full function EVs in these graphs are shown as ranges, using the high and low values both for credits earned and for the estimated incremental cost for such vehicles. We did so because we do not have complete vehicle-specific ZEV cost information, and the information that we do have is subject to trade secret limitations.

Finally, these graphs do not take into account any changes in vehicle technology that would reduce the estimated incremental cost for any vehicle type between 2003 and 2006.



Graph 3-5



As is show by Graph 3-5 above, when the long term credit values are in effect, beginning in 2006, the relative credit values of the various vehicle types appear to be appropriate given the estimated incremental costs.

#### 3.4.4 Effect of Efficiency Multiplier

The effect of the efficiency multiplier on the number of vehicles will depend on the performance of the vehicles produced in future years. Staff has chosen the parameters used in order to keep the required number of vehicles roughly the same. This of course could vary--if manufactures move to highly efficient vehicles then fewer vehicles overall would need to be produced. Such vehicles, however, would be more cost effective and would have a better chance of competing in the marketplace.

#### 3.4.5 Effect of Power Train Warranty Credit

The effect of the power train warranty is also difficult to predict. Such warranty credits, if earned by manufacturers, would reduce the required number of vehicles from the numbers shown above. In the extreme, if all manufacturers took full advantage of the credit mechanism, and all vehicles remained on the road for at least 13 years, after 13 years the number of credits generated per year by vehicles on the road would be sufficient to fully meet a 4 percent requirement without any new vehicles (note, however, that by this time the

overall percentage requirement will have increased). On the other hand, such warranties, if successful, would increase the number of zero emission vehicles actually in service and the number of zero emission vehicle miles traveled.

#### **4. REGULATORY ALTERNATIVES**

##### **4.1 Do Not Modify Program**

The Board could leave the regulation intact. As described above, this would leave in place the requirement that manufacturers produce and offer for sale roughly 22,000 full function EVs in 2003 and subsequent years, along with some 380,000 PZEVs per year. Alternatively, they could produce and offer for sale some 39,000 City EVs or neighborhood electric vehicles each year rather than full function vehicles. Several additional manufacturers would transition from intermediate to large status in 2006, and would need to begin producing ZEVs at that time.

In staff's view, it would be very challenging to place the required number of ZEVs in service. With regard to PZEVs, manufacturers have testified that due to lead time, the timing of platform changeovers, and other factors, they will not be able to take full advantage of the PZEV option in the early years of the program. This would result in yet more ZEVs that would need to be placed.

Production at this level also would impose a large cost burden on the manufacturers. The vehicles would need to be priced aggressively in order to meet the sales targets, and this would reduce the revenue available to the manufacturers to offset their costs. Finally, to the extent that the state provides subsidies in order to assist with vehicle marketing, such a large number of vehicles needing subsidies would result in large state expenditures.

##### **4.2 Delay Program Implementation**

The Board could delay implementation of the ZEV requirement until such time as it believes that improved ZEV technology will be available. Under this approach, no ZEVs or PZEVs would be offered for sale until the program was in force.

This clearly would reduce the cost burden on manufacturers. It would also, however, eliminate any ability to see if there are successful market niches for battery electric vehicles. Similarly, it would remove all regulatory pressure to improve zero emission vehicle technology, and likely slow the pace of commercialization of a variety of advanced vehicle technologies. In addition, it would postpone the introduction of large numbers of PZEV vehicles, which with their 15 year emission warranty would make a significant improvement in California's air quality over time.

## **5. ECONOMIC IMPACTS**

The proposed amendments to the Zero Emission Vehicle program will reduce the costs borne by automobile manufacturers and dealers. Staff believes, therefore, that the proposed amendments would cause no noticeable adverse impact in California employment, business status, and competitiveness. Because the ZEV regulations provide considerable flexibility to manufacturers, the magnitude of these savings is difficult to estimate with any certainty. A more detailed discussion follows.

### **5.1 Legal Requirement**

Sections 11346.3 and 11346.54 of the Government Code require state agencies to assess the potential for adverse economic impacts on California business enterprises and individuals when proposing to adopt or amend any administrative regulation. The assessment shall include consideration of the impact of the proposed regulation on California jobs, business expansion, elimination, or creation, and the ability of California businesses to compete.

State agencies are also required to estimate the cost or savings to any state or local agency and school districts in accordance with instruction adopted by the Department of Finance. This estimate is to include any nondiscretionary costs or savings to local agencies and the costs or savings in federal funding to the state.

### **5.2 Directly Affected Businesses**

Any business involved in manufacturing passenger cars and light-duty trucks would be directly affected by the proposed amendments. Also affected are businesses that supply parts for these vehicles. California accounts for only a small share of total nationwide motor vehicle and parts manufacturing. There are about 40 companies worldwide that manufacture California-certified light- and medium-duty vehicles and heavy-duty gasoline engines. Only one motor vehicle manufacturing plant is located in California, the NUMMI facility, which is a joint venture between GM and Toyota.

### **5.3 Potential Impact on Manufacturers**

The proposed amendments are expected to significantly reduce costs to motor vehicle and parts manufacturers. The key factors that determine the cost of compliance with the current ZEV regulation, or an amended version, are (1) the number of vehicles that are required to be placed, and (2) the incremental cost per vehicle. Both must be estimated, and both estimates are subject to considerable uncertainty.

Section 3.4.1 above presents staff estimates as to the number of ZEVs and PZEVs that must be produced and offered for sale in order to satisfy the current

and amended regulation. Because of the flexibility provided in the regulation, it is not possible to present a single point estimate. For ZEVs, different totals are provided assuming that the manufacturers use 100 percent NEVs, 100 percent City EVs, or 100 percent full function EVs. All of the ZEV estimates assume that manufacturers take full advantage of the possible 6 percent PZEV offset. For PZEVs, the type of vehicle to be used in the early years is known (primarily 0.2 allowance PZEV SULEVs), but uncertainty still arises because we do not know how many PZEVs manufacturers will be able to produce.

With regard to incremental cost per vehicle, a detailed cost analysis addressing the incremental cost of various vehicle types was presented in the August 8, 2000 Biennial Review Staff Report. These estimates also are subject to error, and as noted in the Staff Report there is great difficulty and uncertainty associated with projecting future costs for evolving technology.

Finally, the actual impact on manufacturers depends upon the extent to which they are able to pass along any increased costs to dealerships or vehicle purchasers, and the amount of any public subsidies that are provided.

For all of these reasons, staff notes that although the direction of the cost impact of the proposed amendments is clear--they will reduce the cost of the program--the magnitude of the savings is much more difficult to assess. We present our best estimates, based upon what we believe are reasonable assumptions, but we emphasize that the reader take note of the uncertainty involved. We first address the cost of the current regulation. We then discuss the cost of the staff proposal, and then finally the savings due to the staff proposal (the difference between the two). At the end of this section there is a summary table that lays out the results of our cost estimation in comparison form.

### **5.3.1 Current Regulation**

Turning first to the current regulation, Section 3.4.1 above estimated that for model year 2003 roughly 22,000 ZEVs would be produced assuming 100 percent full function vehicles, and 38,600 ZEVs would be produced if the manufacturers built 100 percent City EVs or NEVs. In addition, large manufacturers would produce about 290,000 PZEVs, and intermediate manufacturers would produce another 90,000 PZEVs.

In the August 7 Staff Report, the total near term incremental cost for full function ZEVs was estimated to range between \$13,000 and \$24,000, depending on the type of vehicle and the battery employed. For City EVs the near term incremental cost ranged from \$7,500 to \$10,000. No estimate was provided for NEVs. PZEV SULEVs were estimated at \$500 incremental cost, and PZEV HEVs at \$3,300. For the purposes of the cost discussion here we assume an incremental cost of \$17,000 for full function EVs (between the low and high staff

report estimates), \$8,000 for City EVs, \$1,000 for NEVs, \$500 for PZEV SULEVs, and \$3,300 for PZEV HEVs.

Using the assumptions and estimates described above, the total cost of the current regulation for model year 2003 would be roughly \$39 million to \$374 million for the 4 percent ZEV component (100 percent NEVs at the low end and 100 percent full function EVs at the high end), and roughly \$190 million for the 6 percent PZEV component. These estimates are summarized in Table 5-1. Note that it is not clear that all of this cost would necessarily be borne by manufacturers—it could also be shared with dealerships, vehicle purchasers and/or with the state.

Table 5-1  
Estimated Incremental Cost of Current Regulation

Current Regulation		Number of Vehicles	Incremental Cost	Total Cost
ZEVs	If full function	22,000	\$17,000	\$374,000,000
	If City	38,600	\$8,000	\$308,800,000
	If NEV	38,600	\$1,000	\$38,600,000
PZEVs	SULEV	380,000	\$500	\$190,000,000
	AT	0	\$3,300	\$0
Total	If full function			\$564,000,000
	If City			\$498,800,000
	If NEV			\$228,600,000

### 5.3.2 Staff Proposal

Two estimates are provided in Section 3.4.1 above for the number of vehicles required under the staff proposal. The first assumes full 4 percent ZEV production (no use of the 2 percent advanced technology PZEV option). Under this scenario, the number of ZEVs in 2003 is roughly 9,300 for full function EVs, 23,500 for City EVs, or 30,900 for NEVs. The number of PZEVs in 2003 is roughly 72,000 for large manufacturers plus 22,500 for intermediate manufacturers. These vehicle totals result in a 2003 cost for 4 percent ZEV production of \$31 million assuming NEVs, \$188 million assuming City EVs, and \$158 million assuming full function EVs. The cost of PZEV production is roughly \$47 million. These estimates are shown in Table 5-2.

Table 5-2  
Estimated Incremental Cost of Staff Proposal, Without AT Option

Staff Proposal, without AT option		Number of Vehicles	Incremental Cost	Total Cost
ZEVs	If full function	9,300	\$17,000	\$158,100,000
	If City	23,500	\$8,000	\$188,000,000
	If NEV	30,900	\$1,000	\$30,900,000
PZEVs	SULEV	94,500	\$500	\$47,250,000
	AT	0	\$3,300	\$0
Total	If full function			\$205,350,000
	If City			\$235,250,000
	If NEV			\$78,150,000

The second staff proposal estimate assumes that manufacturers take full advantage of the option to offset 2 percent of the ZEV requirement using advanced technology PZEVs. For purposes of this estimate we assume that the advanced technology PZEVs offered for sale in 2003 would be PZEV versions of power assist hybrid electric vehicles such as the Prius or Insight. Under this scenario the number of ZEVs is 4,650 assuming full function, 11,750 assuming City EVs, and 15,500 assuming NEVs. This scenario also assumes production of about 72,000 basic (0.2 allowance) PZEVs for large manufacturers plus 22,500 for intermediate manufacturers. Finally, it assumes production of 10,700 advanced technology PZEVs. These vehicle totals result in a 2003 cost for ZEV production of \$15 million for NEVs, \$94 million for City EVs, or \$79 million for full function EVs. The cost for basic (0.2 allowance) PZEVs is about \$47 million, and the cost for advanced technology PZEVs is about \$35 million. These estimates are shown in the Table 5-3.

Table 5-3  
Estimated Incremental Cost of Staff Proposal, With AT Option

Staff Proposal, with AT option		Number of Vehicles	Incremental Cost	Total Cost
ZEVs	If full function	4,650	\$17,000	\$79,050,000
	If City	11,750	\$8,000	\$94,000,000
	If NEV	15,450	\$1,000	\$15,450,000
PZEVs	SULEV	94,500	\$500	\$47,250,000
	AT	10,700	\$3,300	\$35,310,000
Total	If full function			\$161,610,000
	If City			\$176,560,000
	If NEV			\$98,010,000

### 5.3.3 Cost Savings

Adding up the total cost of the program (ZEV, PZEV and advanced technology PZEV production), the estimated savings due to the staff proposal in model year 2003 range from about \$130 million (for a manufacturer that meets its ZEV obligation with 100 percent NEVs under both the current and the amended regulation) to more than \$400 million (for a manufacturer that meets its ZEV obligation with 100 percent full function EVs under both scenarios.) These estimates are shown in the Table 5-4.

Table 5-4  
Estimated 2003 Savings Under Staff Proposal

Difference		Current vs. w/o AT Option	Current vs. with AT Option
ZEVs	If full function	-\$215,900,000	-\$294,950,000
	If City	-\$120,800,000	-\$214,800,000
	If NEV	-\$7,700,000	-\$23,150,000
PZEVs	SULEV	-\$142,750,000	-\$142,750,000
	AT	\$0	\$35,310,000
Total	If full function	-\$358,650,000	-\$402,390,000
	If City	-\$263,550,000	-\$322,240,000
	If NEV	-\$150,450,000	-\$130,590,000

Once again, it must be emphasized that the distribution of such savings among manufacturers, dealerships, vehicle purchasers and subsidy providers has not been estimated.

The savings due to the staff proposal would continue on in future years. The savings in 2004 would be less than in 2003, due to the increased volume of PZEV production required as the PZEV phase-in multiplier is reduced.

### 5.4 Potential Impact on Dealerships

The extent to which motor vehicle dealerships are affected by the current ZEV regulation, or the amended regulation, depends on the specifics of the interaction between the dealership and the manufacturer. During the course of the biennial review dealership representatives stated their concern that they would be forced to absorb increased costs stemming from the increased incremental cost of vehicles produced to meet the regulation. Staff is unable to estimate the magnitude of any such effect. It is clear, however, that by reducing total program costs the proposed amendments would also reduce any cost impact on motor vehicle dealerships.

### **5.5 Potential Impacts on Vehicle Operators**

As is the case with dealerships, the impact of the current regulation or the amended regulation on vehicle purchasers will depend on the extent to which manufacturers choose, and are able, to pass along any increased costs. Once again, staff cannot estimate the extent to which this would occur, but it is clear that the proposed amendments would serve to reduce any possible cost increases for vehicle purchasers as compared to the current regulation.

### **5.6 Potential Impact on Business Competitiveness**

Because the proposed amendments are anticipated to reduce costs faced by California businesses, they would have no adverse impact on the ability of California businesses to compete with businesses in other states as

### **5.7 Potential Impact on Employment**

The proposed amendments are not expected to cause a noticeable change in California employment because California accounts for only a small share of motor vehicle and parts manufacturing employment.

### **5.8 Potential Impact on Business Creation, Elimination or Expansion**

The proposed amendments are not expected to affect business creation, elimination or expansion.

### **5.9 Potential Costs to Local and State Agencies**

The proposed amendments are not expected to result in an increase in costs for state and local agencies.

## **6. ENVIRONMENTAL IMPACTS**

### **6.1 Introduction**

This section outlines the emission impacts of the regulatory modifications proposed by staff. We describe staff's inventory model, the assumptions made concerning the passenger car and light-duty vehicle fleet, and the anticipated emission increases attributable to the proposed regulatory changes. The section concludes with a discussion of other environmental and energy impacts.

To assess the fleet-wide emissions impacts of both the current ZEV program and proposed regulatory changes, ARB staff conducted an emissions impact analysis using the updated on-road emissions inventory model, EMFAC2000, approved by the Board on May 25, 2000. The model was adjusted slightly to address the unique attributes of PZEV evaporative requirements, to include recent changes to the air conditioning corrective factors, and to reflect new evaporative data and analysis not included in the published version. Staff will be seeking Board approval for these minor revisions. The results of the analysis represent three implementation scenarios in the South Coast Air Basin, and include the emissions from passenger cars and light-duty trucks weighing less than 3,751 pounds gross vehicle weight.

As direct emissions from motor vehicles are reduced, the indirect emissions that result from vehicle refueling, fuel transportation, fuel processing, and feedstock extraction represent a larger share of the total emissions that are attributed to vehicle operation. Staff's estimates of indirect emissions are based on contract work conducted by Acurex Environmental (now part of A.D. Little) in 1996 and updated in 1999.

### **6.2 Emissions Scenarios**

Staff has prepared estimates of the emission impact, in the South Coast Air Basin, of the staff proposal as compared to the current regulation. Estimates are provided for 2010 and for 2020. The vehicle totals used in these estimates are taken from Section 3.4 above, which shows the number of vehicles estimated to be produced under the current regulation and the proposed modifications. These vehicle totals are calculated using the same assumptions that were used for the estimates in the August 7, 2000 staff report (1998 production total and market share, MOA full function vehicles, 4 percent ZEVs from all manufacturers). Estimates were prepared for the current regulation, and for the staff proposal using the advanced technology option. This latter scenario was chosen because that is the compliance path that we expect will be pursued by manufacturers over the long run. Specifically:

- The Current Regulation scenario represents the ZEV credit calculation scheme used in the current ZEV regulations. In this scenario, manufacturers

66 Initial Statement of Reasons  
December 8, 2000

take full advantage of the 6 percent PZEV option. Within the 4 percent requirement, the scenario uses the range achieved by the manufacturers' MOA vehicles. This results in overall ZEV percentages, for the large manufacturers, of 2.3 percent from 2003 through 2005, 3.2 percent in 2006 and 2007, and 4 percent in 2008 through 2010.

- The Staff Proposal with AT Option scenario assumes that all manufacturers take full advantage of the 2 percent advanced technology PZEV option. In this case, the number of ZEVs is reduced as compared to the current regulation, but part of the reduction in ZEVs is offset by advanced technology PZEVs.

The net emission impact of the staff proposal is made up of two components. First, there is the effect of the proposed changes to the "four percent" portion of the regulation (ZEVs and AT PZEVs). These changes result in a decrease in the number of ZEVs and an increase in the number of AT PZEVs, as compared to the current regulation. The second component of the emission impact is the effect of the proposed changes to the "six percent" portion of the regulation (0.2 allowance PZEVs). Here, because of the PZEV phase-in, the staff proposal would result in a decrease in the number of PZEVs produced over model years 2003 through 2005.

Table 6-1 below presents the difference in direct emissions for the South Coast Air Basin in 2010 for the staff proposal as compared to the current regulation. As is shown in the table, staff estimates that the proposed changes result in a 2010 net increase of about 0.14 tons per day of direct emissions, as compared to the current regulation. It is important to note, however, that this increase is almost entirely (more than 95 percent) due to the PZEV phase-in.

Table 6-1  
Change in Direct Emissions  
South Coast Air Basin in 2010  
(Tons per day)\*

	ROG Exhaust	ROG Evaporative	NOx Exhaust	Total ROG + NOx
Staff Proposal, with AT Option	-0.09	0.28	-0.05	0.14**

\* Estimates include only those vehicles sold in model-years 2003 to 2010; other vehicles excluded

\*\* This increase is almost entirely (more than 95 percent) due to the PZEV phase-in.

With regard to indirect emissions, staff estimates that the proposed changes would result in a minor net increase (less than 0.05 tons per day) in 2010 indirect emissions in the South Coast Air Basin. This net change would be due to a reduction in the number of pure ZEVs (which results in higher upstream

emissions), partially offset by an increase in the number of PZEV hybrid vehicles (which have greater fuel economy and hence lower upstream emissions).

To assess the longer-term impact of the proposed amendments, staff also prepared an emission inventory analysis for the year 2020. These estimates are for direct emissions only. Staff does not have information to support an upstream emission analysis for the year 2020 at this time.

Table 6-2 below presents the difference in 2020 direct emissions in the South Coast Air Basin for the staff proposal as compared to the current regulation. As is shown in the table, the staff proposal would result in a 2020 decrease of 0.08 tons per day as compared to the current regulation.

Table 6-2  
Change in Direct Fleet Emissions  
South Coast Air Basin in 2020  
(Tons per day)\*

Scenario	ROG Exhaust	ROG Evaporative	NOx Exhaust	Total ROG + NOx
Staff Proposal, with AT Option	-0.21	0.52	-0.39	-0.08

\* Estimates include only those vehicles sold in model-years 2003 to 2020; other vehicles excluded

### 6.3 Other Environmental Media

As was noted in the August 7, 2000 Biennial Review Staff Report, ZEVs can make significant positive contributions in other environmental areas. Just as the gasoline refining, marketing and distribution system results in air pollution emissions, it likewise results in water pollution due to fuel leakage and wastewater discharges, and is a source of hazardous waste. Given the relatively small changes in near term fleet composition as a result of the proposed modifications, staff expects no significant impact in these environmental areas.

### 6.4 Energy Diversity and Energy Demand

Reducing demand for gasoline can have important benefits for California. First, a reduction in demand could help eliminate shortages of cleaner-burning California gasoline that have lead to rapid price increases. Second, a successful effort to reduce gasoline demand also would reduce the need for additional refining, transportation and distribution facilities, thus reducing air and water pollution as noted above. High-efficiency ZEVs and hybrid electric near-ZEVs also will result in significant reductions in emissions of CO<sub>2</sub> and other greenhouse gases.

EVs and hybrid electric vehicles typically take advantage of such measures and, as a result, achieve higher efficiencies. Battery EVs, which use electricity as a

68 Initial Statement of Reasons  
December 8, 2000

fuel, provide significant alternative fuel benefits because electricity can be produced from a variety of non-petroleum energy resources. Moreover, because both electricity and hydrogen can be produced from renewable resources such as solar, wind or hydropower, or biomass feedstocks, these technologies can help pave the way towards a sustainable energy future.

The staff proposal incorporates an incentive for increased vehicle energy efficiency, to be phased in beginning in 2006. This will directly encourage increased vehicle efficiency, and provide corresponding energy benefits. In addition, staff expects that in the near term the PZEV option will be met using power assist hybrid vehicles. Because these vehicles are highly efficient, increased penetration of such vehicles into the marketplace will also bring about energy benefits.

Staff is unable to provide a quantitative estimate of any such benefits at this time.

## 7. COST-EFFECTIVENESS

This section discusses the effect of staff's proposed amendments on the cost-effectiveness of the state's air quality program.

At the September 7 Board meeting, testimony was presented regarding the near term cost-effectiveness of the ZEV program. Estimates presented by vehicle manufacturers, based on cost and emission benefit information from the August 7 Biennial Review staff report, indicated that at least in the early years of the program the dollars spent per ton of pollutant reduced under the ZEV program will be much higher than for any other ARB regulatory measure. Despite this information, which was not disputed by staff, the Board voted unanimously to maintain the program. They did so because of a belief that the ZEV program needs to be viewed and considered on a long-term basis. As is highlighted in Resolution 00-29, adopted at the September 7 meeting, the Board found the ZEV program to be an essential component of the State's long-term air quality strategy, and further found that the ZEV program has brought about significant technological advances.

Given this background and context, near term cost-effectiveness is not a deciding factor in the Board's consideration of the ZEV program and staff's proposed changes. The Board directed staff to develop changes that address the cost challenges facing the program, but there is no specific target level or range of cost-effectiveness that must be achieved.

Section 6 above concludes that the changes in the staff proposal will result in an increase of roughly 0.14 tons per day in direct emissions of HC and NOx in the South Coast Air Basin in 2010, as compared to the current regulation. Indirect emissions are projected to increase by less than 0.05 tons per day. Due to State Implementation Plan requirements, the state will need to find other sources of emission reductions to offset any emissions increase. As was noted at the September 7 hearing, other near term measures to reduce emissions will have a lower cost per ton than the ZEV program. Therefore the total cost of achieving the necessary improvements in air quality will be less under the staff proposal than under the current regulation.

## 8. SUMMARY AND STAFF RECOMMENDATION

### 8.1 Summary of Staff Proposal

As presented in the previous sections, the staff proposal is designed to maintain progress towards commercialization of zero emission vehicles while recognizing near term constraints due to cost, lead time, and technical challenges. The proposal maintains a core ZEV component, but significantly reduces the total cost of the program.

The staff proposal would make the following specific modifications:

- Phase in PZEV introduction
- Phase in ZEV introduction
- Reduce future NEV credits
- Increase the ZEV percentage requirement over time
- Allow hybrid electric vehicles with an all electric range of 20 miles or more to be counted as ZEVs
- Allow other advanced technologies that are not ZEVs to satisfy part of the ZEV requirement
- Provide manufacturers that achieve double the PZEV phase-in level in 2003 and 2004 with extra time to take advantage of the advanced technology option
- Modify the ZEV range credit
- Provide in-service credits for ZEVs and zero-emission VMT vehicles that remain in service in California for more than three years, with a battery/fuel cell stack warranty in effect
- Increase the advanced ZEV componentry allowance
- Provide an allowance multiplier based on vehicle efficiency, phased in beginning in 2005
- Allow credits for vehicles placed in an approved demonstration program, even if not "delivered for sale"
- Require vehicle placement in order to earn multiple credits
- Provide certainty regarding the sales volume number used to determine the ZEV obligation
- Increase the volume threshold for large manufacturers
- Phase in ZEV compliance for intermediate manufacturers that transition to large
- Exempt independent low volume manufacturers from the ZEV percentage requirements

### 8.2 Staff Recommendation

The ARB staff recommends that the Board amend Section 1962, Title 13, California Code of Regulations, and the incorporated "California Exhaust

Emission Standards and Test Procedures for 2003 and Subsequent Model Zero-Emission Vehicles, and 2001 and Subsequent Model Hybrid Electric Vehicles, in the Passenger Car, Light-Duty Truck and Medium-Duty Vehicle Classes". The regulation is set forth in the Proposed Regulation Order in Appendix A.

## 9. REFERENCES

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**APPENDIX A: PROPOSED AMENDMENTS**

1. Proposed Regulation Order: Amendments to the Zero-Emission Vehicle Regulation

Attached

2. Proposed Amendments to California Exhaust Emission Standards and Test Procedures for 2003 and Subsequent Model Zero-Emission Vehicles, and 2001 and Subsequent Model Hybrid Electric Vehicles, in the Passenger Car, Light-Duty Truck and Medium-Duty Vehicle Classes

Copies of the Test Procedures are available on the ARB's Internet site for this rulemaking at <http://www.arb.ca.gov/regact/zev2001/zev2001.htm>, or may also be obtained by contacting the agency contact person for this rulemaking, Chuck Shulock, Vehicle Programs Specialist, at (916) 322-6964 or [cshulock@arb.ca.gov](mailto:cshulock@arb.ca.gov).



## PROPOSED REGULATION ORDER

### AMENDMENTS TO THE CALIFORNIA ZERO-EMISSION VEHICLE REGULATION

Amend section 1962, title 13, California Code of Regulations, to read as follows:

#### § 1962. Zero-Emission Vehicle Standards for New 2003 and Subsequent Model Passenger Cars, Light-Duty Trucks and Medium-Duty Vehicles.

(a) *ZEV Emission Standard.* The Executive Officer shall certify new 2003 and subsequent model passenger cars, light-duty trucks and medium-duty vehicles as ZEVs if the vehicles produce zero exhaust emissions of any criteria pollutant (or precursor pollutant) under any and all possible operational modes and conditions. Incorporation of a fuel-fired heater shall not preclude a vehicle from being certified as a ZEV provided: (1) the fuel-fired heater cannot be operated at ambient temperatures above 40°F, (2) the heater is demonstrated to have zero fuel evaporative emissions under any and all possible operational modes and conditions, and (3) the emissions of any pollutant from the fuel-fired heater when operated at an ambient temperature between 68°F and 86°F do not exceed the emission standard for that pollutant for a ULEV under section 1961(a)(1).

A vehicle that would meet the emissions standards for a ZEV except that it uses a fuel-fired heater that can be operated at ambient temperatures above 40°F, that cannot be demonstrated to have zero fuel evaporative emissions under any and all possible operation modes and conditions, or that has emissions of any pollutant exceeding the emission standard for that pollutant for a ULEV under section 1961(a)(1), shall be certified based on the emission level of the fuel-fired heater.

(b) *Percentage ZEV Requirements.*

(1) *General Percentage ZEV Requirement.* The minimum percentage ZEV requirement for each manufacturer in 2003 and subsequent model years is listed that at least 10% in the table below as the percentage of the PCs and LDT1s produced by the manufacturer and delivered for sale in California that must be ZEVs, subject to the conditions in this section 1962(b). A manufacturer's volume of PCs and LDT1s produced and delivered for sale in California will be averaged for the 1997, 1998, and 1999 model years to determine the California PC and LDT1 production volume for the 2003 to 2005 ZEV requirements. For subsequent three-year periods following 2003 to 2005, a manufacturer's California PC and LDT1 production volume will be based on a three-year average of the manufacturer's volume of PCs and LDT1s produced and delivered for sale in California in the prior fourth, fifth and sixth years (e.g. 2006 to 2008 model-year ZEV requirements will be based on California PC and LDT1 production volumes for 2000 to 2002 model years). This production averaging is used to determine ZEV requirements only, and has no effect on a manufacturer's size determination. In applying the ZEV requirement, a PC or LDT1 that is produced by a small volume manufacturer, but is

marketed in California by another manufacturer under the other manufacturer's nameplate, shall be treated as having been produced by the marketing manufacturer.

<i>Model Years</i>	<i>Minimum ZEV Requirement</i>
<u>2003 through 2008</u>	<u>10 percent</u>
<u>2009 through 2011</u>	<u>11 percent</u>
<u>2012 through 2014</u>	<u>12 percent</u>
<u>2015 through 2017</u>	<u>14 percent</u>
<u>2018 and subsequent</u>	<u>16 percent</u>

(1)(2) Basic Requirements for Large Volume, Intermediate Volume, Independent Low Volume, and Small Volume Manufacturers.

(A) *Large Volume Manufacturers.* In 2003 and subsequent through 2008 model years, a large-volume manufacturer must meet at least 40% ~~20%~~ of its ZEV requirement with ZEVs, ~~full ZEV allowance vehicles, extended range HEVs,~~ or ZEV credits generated by such vehicles, and at least another 20% with ZEVs, extended range HEVs, advanced technology PZEVs, or credits generated by such vehicles. The remainder of the large-volume manufacturer's ZEV requirement may be met using ~~partial ZEV allowance vehicles~~ PZEVs or credits generated by such vehicles. As the ZEV requirement increases over time (from 10% in 2003 to 16% in 2018), the maximum portion of the ZEV requirement that may be satisfied by 0.2 allowance PZEVs, or credits generated by such vehicles, is limited to 6% of the manufacturer's applicable California PC and LDT1 production volume; advanced technology PZEVs or credits generated by such vehicles may be used to meet up to one half of the manufacturer's remaining ZEV requirement.

(B) *Intermediate Volume Manufacturers.* In 2003 and subsequent model years, an intermediate volume manufacturer may meet its ZEV requirement with up to 100 percent partial ZEV allowance vehicles or credits generated by such vehicles.

(C) *Small Volume Manufacturers and Independent Low Volume Manufacturers.* A small volume manufacturer or an independent low volume manufacturer is not required to meet the percentage ZEV requirements. However, a small volume manufacturer or an independent low volume manufacturer may earn and market credits for the ZEVs, extended range HEVs or ~~ZEV allowance vehicles~~ PZEVs it produces and delivers for sale in California.

(2)(3) Counting ZEVs, Extended Range HEVs, and ZEV Allowance Vehicles PZEVs in Fleet Average NMOG Calculations. ~~Vehicles certified as ZEVs and as full ZEV allowance vehicles shall be counted as ZEVs for the purposes of calculating a manufacturer's fleet average NMOG value and NMOG credits under sections 1961(b) and (c), a vehicle certified as a ZEV or as an extended range HEV is counted as one ZEV, and a Partial ZEV allowance vehicles shall be~~ PZEV is counted as one SULEVs certified to the 150,000 mile standards for the purpose of calculating a manufacturer's fleet average NMOG value and NMOG credits under sections 1961(b) and (c), regardless of any ZEV or PZEV multipliers.

~~(3)~~(4) *Implementation Prior to 2003 Model Year.* Prior to the 2003 model year, a manufacturer that voluntarily produces vehicles meeting the ZEV emission standards applicable to 2003 and subsequent model year vehicles may certify the vehicles to those standards and requirements for purposes of calculating fleet average NMOG exhaust emission values and NMOG credits under sections 1961(b) and (c), and for calculating ZEV credits as set forth in section 1962~~(d)~~(g).

~~(4)~~(5) *Changes in Small Volume, Independent Low Volume, and Intermediate Volume Manufacturer Status.* In 2003 and subsequent model years, if a small volume manufacturer's average California production volume exceeds 4,500 units of new PCs, LDTs, and MDVs based on the average number of vehicles produced and delivered for sale for the three previous consecutive model years, or if an independent low volume manufacturer's average California production volume exceeds 10,000 units of new PCs, LDTs, and MDVs based on the average number of vehicles produced and delivered for sale for the three previous consecutive model years, or if an intermediate volume manufacturer's average California production volume exceeds ~~35,000~~ 60,000 units of new PCs, LDTs, and MDVs based on the average number of vehicles produced and delivered for sale for the three previous consecutive model years, the manufacturer shall no longer be treated as a small volume, independent low volume, or intermediate volume manufacturer, as applicable, and shall comply with the ZEV requirements for independent low volume, intermediate volume or large volume manufacturers, as applicable, beginning with the ~~fourth~~ sixth model year after the last of the three consecutive model years. If a manufacturer's average California production volume falls below 4,500, 10,000 or ~~35,000~~ 60,000 units of new PCs, LDTs, and MDVs, as applicable, based on the average number of vehicles produced and delivered for sale for the three previous consecutive model years, the manufacturer shall be treated as a small volume, independent low volume, or intermediate volume manufacturer, as applicable, and shall be subject to the requirements for a small volume, independent low volume, or intermediate volume manufacturer beginning with the next model year. In determining small volume manufacturer status, vehicles produced by one manufacturer and marketed in California by another manufacturer under the other manufacturer's nameplate shall be treated as part of the California production volume of the sales of the marketing manufacturer.

(c) *Partial ~~and Full~~ ZEV Allowance Vehicles (PZEVs).*

(1) This section 1962(c) sets forth the criteria for identifying vehicles delivered for sale in California as ~~partial or full ZEV allowance vehicles~~ PZEVs. A ~~partial ZEV allowance vehicle~~ PZEV is a vehicle that ~~is delivered for sale in California and that cannot be certified as a ZEV but qualifies for a partial PZEV allowance of at least 0.2 but less than 1.0.~~ A full ZEV allowance vehicle is a vehicle that is delivered for sale in California and that qualifies for a ZEV allowance of 1.0. An extended range HEV is not treated as a PZEV, and is instead subject to the ZEV multipliers in section 1962(d).

(2) *Baseline ~~Partial~~ PZEV Allowance.* In order for a vehicle to be eligible to receive a ~~partial or full~~ PZEV allowance, the manufacturer must demonstrate compliance with all of the

following requirements. A qualifying vehicle will receive a baseline ~~partial~~ PZEV allowance of 0.2.

(A) Certify the vehicle to the 150,000-mile SULEV exhaust emission standards for PCs and LDTs in section 1961(a)(1) (for model years 2003 through 2006, existing SULEV intermediate compliance standards shall apply to all PZEVs);

(B) Certify the vehicle to the evaporative emission ~~standards~~ in section 1976(b)(1)(E) (“zero” evaporative emissions standards);

(C) Certify that the vehicle will meet the applicable on-board diagnostic requirements in section 1968.1 for 150,000 miles; and

(D) Extend the performance and defects warranty period set forth in sections 2037(b)(2) and 2038(b)(2) to 15 years or 150,000 miles, whichever occurs first.

(3) *Zero-Emission VMT ~~Partial~~ PZEV Allowance.*

(A) A vehicle that meets the requirements of section 1962(c)(2) and has zero-emission vehicle miles traveled (“VMT”) capability will generate an additional PZEV allowance, not to exceed 0.6, according to the following equation:

$$\text{Zero-Emission VMT } ~~\text{Partial}~~ \text{ PZEV Allowance} = 0.6 \times \text{Zero-Emission VMT Factor}$$

where zero-emission VMT factor is the ratio of the zero-emission miles the vehicle travels to the total miles traveled per trip.

(B) The zero-emission VMT factor in the above equation is to be calculated as follows, with the urban all-electric range (AER) determined in accordance with section E.3.(2)(a) of the “California Exhaust Emission Standards and Test Procedures for 2003 and Subsequent Model Zero-Emission Vehicles, and 2001 and Subsequent Model Hybrid Electric Vehicles, in the Passenger Car, Light-Duty Truck and Medium-Duty Vehicle Classes,” incorporated by reference in section 1962(e)~~(h)~~:

<i>Urban All-Electric Range</i>	<i>Zero-emission VMT Factors</i>
< 20 miles	0.0
≥ 20 miles to < <del>400</del> <u>50</u> miles	<del>(30</del> <u>5</u> + [0.5 x Urban AER])/ <del>80</del> <u>30</u>
≥ <del>400</del> <u>50</u> miles	1.0

(C) As an alternative to determining the zero-emission VMT factor in accordance with the preceding section 1962(c)(3)(B), a manufacturer may submit for Executive Officer approval an alternative procedure for determining the zero-emission VMT potential of the

vehicle as a percent of total VMT, along with an engineering evaluation that adequately substantiates the zero-emission VMT determination. For example, an alternative procedure may provide that a vehicle with zero-emissions of one regulated pollutant (e.g. NOx) and not another (e.g. NMOG) will qualify for a zero-emission VMT factor of 0.5. Upon approval of the alternative procedure, the Executive Officer shall assign a zero-emission VMT factor not to exceed 1.0.

(D) The Executive Officer shall approve an additional 0.1 zero-emission VMT partial ZEV allowance for an HEV with an all-electric range greater than 20 miles if the manufacturer demonstrates to the reasonable satisfaction of the Executive Officer that the HEV is equipped with software and/or other strategies that would promote maximum use of off-vehicle charging, and that the strategies employed are reasonably reliable and tamper-proof. In no event, however, may the total zero-emission VMT ZEV allowance for an HEV under section 1962(c)(3) exceed 0.6.

(4) *Partial PZEV Allowance for Advanced ZEV Componentry.* A vehicle that does not qualify for any zero-emission VMT ~~partial PZEV~~ allowance under section 1962(c)(3) shall qualify for an advanced componentry ~~partial PZEV~~ allowance of ~~0.1~~ 0.25, if the manufacturer demonstrates to the reasonable satisfaction of the Executive Officer that the vehicle is equipped with advanced ZEV componentry such as an advanced battery integral to the operation of the vehicle power-train or an electric power-train.

(5) *Partial PZEV Allowance for Low Fuel-Cycle Emissions.* A vehicle that uses fuel(s) with very low fuel-cycle emissions shall receive a ~~partial PZEV~~ allowance not to exceed 0.2. In order to receive the fuel-cycle ~~partial PZEV~~ allowance, a manufacturer must demonstrate to the Executive Officer, using peer-reviewed studies or other relevant information, that NMOG emissions associated with the fuel(s) used by the vehicle (on a grams/mile basis) are lower than or equal to 0.01 grams/mile. Fuel-cycle emissions must be calculated based on near-term production methods and infrastructure assumptions, and the uncertainty in the results must be quantified. The fuel-cycle partial ZEV allowance is calculated according to the following formula:

$$\text{Partial ZEV Fuel Cycle Allowance} = 0.2 \times [(\text{percent of VMT using fuel(s) meeting the requirements of the preceding paragraph}) / 100]$$

A manufacturer's demonstration to the Executive Officer that a vehicle qualifies for a fuel-cycle partial ZEV allowance shall include test results and/or empirical data supporting the estimate of the relative proportion of VMT while operating on fuel(s) with very low fuel-cycle emissions.

(6) *Calculation of Combined PZEV Allowance for a Vehicle.* The combined PZEV allowance for a qualifying vehicle in a particular model year is the sum of: the PZEV allowances listed in this section 1962(c)(6), multiplied by any PZEV introduction phase-in multiplier or PZEV high efficiency multiplier listed in section 1962(c)(7) (if a 2005 model-year PZEV qualifies for both multipliers listed in section 1962(c)(7), the product of the two multipliers is used as the PZEV multiplier).

- (A) The baseline PZEV allowance of 0.2 for vehicles meeting the criteria in section 1962(c)(2);
- (B) The zero-emission VMT PZEV allowance, if any, determined in accordance with section 1962(c)(3), not to exceed 0.6;
- (C) The advanced ZEV componentry PZEV allowance, if any, determined in accordance with section 1962(c)(4), not to exceed ~~0.4~~ 0.25; and
- (D) The fuel-cycle emissions PZEV allowance, if any, determined in accordance with section 1962(c)(5), not to exceed 0.2.

(7) PZEV Multipliers.

(A) PZEV Introduction Phase-In Multiplier. Each 2000 through 2005 model-year PZEV that is produced and delivered for sale in California qualifies for a PZEV introduction phase-in multiplier as follows:

	<u>MY 2000-2003</u>	<u>MY 2004</u>	<u>MY 2005</u>
<u>Multiplier</u>	<u>4.0</u>	<u>2.0</u>	<u>1.33</u>

(B) PZEV High-Efficiency Multiplier. A PZEV qualifies for a full high-efficiency multiplier in accordance with section 1962(e) starting with the 2005 model year.

~~(d) Generation and Use of ZEV Credits; Calculation of Penalties. A manufacturer that produces and delivers for sale in California ZEVs, full-ZEV allowance vehicles, or partial ZEV allowance vehicles in a given model year exceeding the manufacturer's ZEV requirement set forth in section 1962(b) shall earn ZEV credits in accordance with this section 1962(d).~~

~~(+)(d) Qualification for ZEV Multipliers.~~

~~(A)(1) 1996-1998 Model-Year ZEV Multipliers.~~

~~(+)(A) 1996-1998 Model-Year ZEV Multiplier Based on Vehicle Range. 1996-1998 model-year ZEVs shall qualify for a ZEV multiplier based on vehicle range as follows:~~

<u>ZEV Multiplier</u>	<u>Vehicle Range (miles)</u>	
	<u>Model Years 1996 and 1997</u>	<u>Model Year 1998</u>
<u>2</u>	<u>any</u>	<u>≥ 100</u>
<u>3</u>	<u>≥70</u>	<u>≥ 130</u>

Range shall be determined in accordance with section 9.f.(2)(a) of the "California Exhaust Emission Standards and Test Procedures for 1988 Through 2000 Model Passenger Cars, Light-Duty Trucks and Medium-Duty Vehicles," incorporated by reference in section 1960.1(k).

~~2.~~(B) *1996-1998 Model-Year ZEV Multiplier Based on Specific Energy of Battery.* 1996-1998 model-year ZEVs shall qualify for a ZEV multiplier based on specific energy of the battery as follows:

<i>ZEV Multiplier</i>	<i>Specific Energy of Battery (w-hr/kg)</i>
2	any
3	≥40

~~3.~~(C) A 1996-1998 model-year ZEV may qualify for a ZEV multiplier according to section 1962(d)(1)(A) or section 1962(d)(1)(A)~~2.~~(B), but not both. ~~For purposes of calculating a manufacturer's fleet average NMOG value under section 1960.1(g)(2), each ZEV that qualifies for a ZEV multiplier shall be counted as one vehicle.~~

~~(B)(2)~~ *1999-2007 2000 Model-Year ZEV Multiplier Calculation for Extended Electric Range Vehicles.* ~~±~~ Each ZEV ~~and full-ZEV allowance vehicle~~ that is produced and delivered for sale in California in the 1999 ~~to - 2007~~ 2000 model years and that has an extended electric range shall qualify for a ZEV multiplier as follows:

<i>All-electric range</i>	<i>MY 1999-2000</i>	<i>MY 2001-2002</i>	<i>MY 2003-2005</i>	<i>MY 2006-2007</i>
100-175	6-10	4-6	2-4	1-2

ZEV multipliers under the above schedule will be determined by linear interpolation between the values shown in the above schedule. Range shall be determined in accordance with ~~S~~section E.3.(2)(a) of the "California Exhaust Emission Standards and Test Procedures for 2003 and Subsequent Model Zero-Emission Vehicles, and 2001 and Subsequent Model Hybrid Electric Vehicles, in the Passenger Car, Light-Duty Truck and Medium-Duty Vehicle Classes," incorporated by reference in section 1962(e)(h). ZEVs that have a refueling time of less than 10 minutes and a range of 100 miles or more shall be counted as having unlimited all-electric range, and shall consequently earn the maximum allowable ZEV multiplier for a specific model year. ZEVs that have a range of 80 to 99 miles shall qualify for ZEV multipliers in ~~the~~ 1999-~~2002~~ 2000 model years in accordance with the following equation:

$$\text{ZEV multiplier} = (\text{minimum allowable ZEV multiplier per above table for a model year}) \times (\text{AER equivalent to a 10 minute recharge}/100) \times 0.5.$$

(b) For purposes of calculating a manufacturer's fleet average NMOG value under sections 1960.1(g)(2) and 1961(b) and (c), title 13, CCR, each extended electric range ZEV shall be counted as one vehicle.

(3) ZEV Multipliers for 2001 and Subsequent Model Years.

(A) ZEV Phase-In Multiplier. Each 2001 to 2005 model-year ZEV and extended range HEV that is placed in service in California qualifies for a ZEV phase-in multiplier as follows:

	<u>MY 2001-2002</u>	<u>MY 2003-2005</u>
<u>Multiplier</u>	<u>4.0</u>	<u>1.25</u>

(B) ZEV Discount Multiplier for NEVs. Each 2004 and subsequent model-year NEV that is produced and delivered for sale in California is subject to a ZEV discount multiplier for NEVs as follows:

	<u>MY 2004 - MY 2005</u>	<u>MYs 2006 and Subsequent</u>
<u>Discount Multiplier</u>	<u>0.5</u>	<u>0.15</u>

(C) ZEV Extended Electric Range Multiplier.

1. Basic Multiplier Schedule. Each 2001 and subsequent model-year ZEV and extended range HEV that is placed in service in California and that has an extended urban electric range qualifies for a ZEV extended electric range multiplier as follows:

<u>Urban All-Electric Range</u>	<u>Multiplier</u>
<u>&lt; 50 miles</u>	<u>1</u>
<u>≥ 50 miles to &lt; 275 miles</u>	<u>(Urban AER-25)/25</u>
<u>≥ 275 miles</u>	<u>10</u>

To determine the applicable ZEV range for an extended range HEV, the tested urban all-electric range shall be multiplied by a factor of 3.5.

2. Fast refueling.

a. A ZEV with the demonstrated capability to accept fuel or electric charge until achieving at least 95% SOC or rated fuel capacity in 10 minutes or less when starting from all

operationally allowable SOC or fuel states is counted as having unlimited zero emission range and qualifies for the maximum allowable ZEV extended electric range multiplier.

b. A ZEV with the demonstrated capacity to accept fuel or electric charge equivalent to at least 60 miles of UDDS range when starting from 20% SOC in less than 10 minutes is counted as having 60 additional miles (up to a 275 mile maximum) of UDDS range in the range multiplier determination in section 1962(d)(3)(C)1.

3. Multiplier Phase Down. Starting with the 2005 model year, the ZEV extended electric range multiplier is phased down to one half of its value in accordance with section 1962(e)(4).

(D) Combined ZEV Multiplier. Starting with the 2001 model year, the combined ZEV multiplier for each ZEV and extended range HEV in a specific model year is the product of:

1. The ZEV phase-in multiplier if any as set forth in section 1962(d)(3)(A);

2. In the case of a NEV, the ZEV discount multiplier for NEVs if any as set forth in section 1962(d)(3)(B);

3. The extended electric range multiplier if any as set forth in section 1962(d)(3)(C);  
and

4. The high efficiency multiplier if any as set forth in section 1962(f).

(2)(E) Effect of ZEV Multipliers. In calculating the number of ZEVs and ~~full ZEV allowance vehicles~~ extended range HEVs produced and delivered for sale in California by a manufacturer in a model year and the ZEV credits from such vehicles, the number of ZEVs and ~~full ZEV allowance vehicles~~ extended range HEVs qualifying for a particular ZEV multiplier shall be multiplied by the combined ZEV multiplier.

(e) ZEV and PZEV High Efficiency Multipliers

(1) Eligibility. Beginning with the 2005 model year, both ZEVs and PZEVs are eligible for a high efficiency multiplier. A NEV or other vehicle unable to maintain the speed and time tolerances contained in 40 CFR 86.115-00 (b)(1) and (2) (as effective July 1, 2000) for at least one cycle of both the UDDS and HFEDS is not eligible to earn an efficiency multiplier. A vehicle earning an efficiency multiplier value of less than 1.00 pursuant to section 1962(c)(3) will be treated as having an efficiency multiplier of 1.

(2) Calculation of CMPEG Rating. For all vehicle types, a CMPEG (California miles per equivalent gallon) rating is determined as follows:

(A) For gasoline-fueled vehicles and HEVs with <20 mile zero-emission range, CMPEG = Combined Fuel Economy determined in accordance with 40 CFR Part 600 = 1/ [.55 / (EPA city mpg, unadjusted) + .45 / (EPA highway mpg, unadjusted)].

(B) For BEVs and off-vehicle charge capable HEVs with >20 mile zero emission range, CMPEG = [ 33,705 AC whr/gal / (.55 (AC whr/mile UDDS) + .45 (AC whr/mile HFEDS))] where AC whr/ mile values are determined in accordance with section E.3. "Determination of All-Electric Range-Urban," and "Determination of All-Electric Range-Highway" of the "California Exhaust Emission Standards and Test Procedures for 2003 and Subsequent Model Zero-Emission Vehicles, and 2001 and Subsequent Model Hybrid Electric Vehicles, in the Passenger Car, Light-Duty Truck and Medium-Duty Vehicle Classes," as incorporated by reference in section 1962(h). Qualifying HEV CMPEG determination shall be based solely on electric mode operating efficiency for vehicles that are able to maintain test cycle speed and time tolerances for the entire zero-emission range test.

(C) For vehicles operating on an alternative fuel, including CNG, alcohol, or hydrogen, CMPEG = Combined Fuel Economy as determined in accordance with 40 CFR Part 600. Alternate fuel vehicle CMPEG shall not be compensated with the federal (1/0.15) "fuel content" factor used in determining average fuel economy.

(D) For flexible-fuel or dual-fuel vehicles, CMPEG is the lowest of the federal combined fuel economy values determined for any fuel or fuel mixture on which the vehicle is certified to operate.

(3) Determining the high-efficiency multiplier. A high efficiency multiplier is determined based on the following table.

<u>Vehicle Type</u>	<u>Efficiency Multiplier</u>
<u>PCs or LDTs 0-3750 lbs. loaded vehicle weight And fewer than 4 designated passenger seats</u>	<u><math>E = \text{CMPEG} / (1.6 * 27.5)</math></u>
<u>PCs or LDTs 0-3750 lbs. loaded vehicle weight And with 4 or more designated passenger seats</u>	<u><math>E = \text{CMPEG} / (1.4 * 27.5)</math></u>
<u>LDTs 3751-5750 lbs. loaded vehicle weight And fewer than 4 designated passenger seats</u>	<u><math>E = \text{CMPEG} / (1.25 * 27.5)</math></u>
<u>LDTs 3751-5750 lbs. loaded vehicle weight And with 4 or more designated passenger seats</u>	<u><math>E = \text{CMPEG} / (1.05 * 27.5)</math></u>
<u>LDTs and LEV I MDVs 5751 lbs. loaded vehicle weight to 8500 lbs. gross vehicle weight</u>	<u><math>E = \text{CMPEG} / (0.75 * 27.5)</math></u>

(4) Phasing in the High Efficiency Multiplier for ZEVs. For ZEVs and extended range HEVs, the high efficiency multiplier is phased in, and the extended electric range multiplier is phased down to one-half of its initial value, by multiplying the multipliers by the values in the following schedule:

	<u>MY 2004</u>	<u>MY 2005</u>	<u>MY 2006</u>	<u>MY 2007</u>	<u>MYs 2008 and Subsequent</u>
<u>Range Multiplier</u>	<u>1.0</u>	<u>0.875</u>	<u>0.75</u>	<u>0.625</u>	<u>0.5</u>
<u>Efficiency Multiplier</u>	<u>0.0</u>	<u>.25</u>	<u>.5</u>	<u>.75</u>	<u>1.0</u>

(f) In-Service Warranty Multiplier for ZEVs and PZEVs With  $\geq 20$  Mile Zero Emission Range. Except in the case of a NEV, an additional ZEV or PZEV multiplier will be earned by a ZEV or a PZEV with  $\geq 20$  mile zero emission range whose zero-emission energy storage or conversion system is under an original warranty from the vehicle manufacturer beyond three years of service and is registered for operation on public roads in California. Manufacturers will receive 0.1 times the original ZEV credit earned by the vehicle (including multipliers other than the ZEV phase-in multiplier in section 1962(d)(3)(A) and the PZEV introduction phase-in multiplier in section 1962(c)(7)) on a year-by-year basis beginning in the fourth year. The warranty multiplier is reported and earned in the year following each continuous year of service.

(g) Generation and Use of ZEV Credits; Calculation of Penalties.

(1) A manufacturer that produces and delivers for sale in California ZEVs or PZEVs in a given model year exceeding the manufacturer's ZEV requirement set forth in section 1962(b) shall earn ZEV credits in accordance with this section 1962(g).

(3)(2) ZEV Credit Calculations.

(A) Credits from ZEVs and ~~Full-ZEV Allowance Vehicles~~ Extended Range HEVs. An ~~full-ZEV allowance vehicle~~ extended range HEV shall be ~~is~~ treated as a ZEV in calculating and applying ZEV credits. The amount of ZEV credits earned by a manufacturer in a given model year from ZEVs shall be expressed in units of g/mi NMOG, and shall be equal to the number of ZEVs produced and delivered for sale in California that the manufacturer applies towards meeting the ZEV requirements for the model year (~~at least 40% of the ZEV requirement for a large volume manufacturer~~) subtracted from the number of ZEVs produced and delivered for sale in California by the manufacturer in the model year and then multiplied by the NMOG fleet average requirement for PCs and LDT1s for that model year.

(B) Credits from ~~Partial-ZEV Allowance Vehicles~~ PZEVs. The amount of ZEV credits from ~~partial-ZEV allowance vehicles~~ PZEVs earned by a manufacturer in a given model year shall be expressed in units of g/mi NMOG, and shall be equal to the total number of PZEV allowances from ~~partial-ZEV allowance vehicles~~ PZEVs produced and delivered for sale in California that the manufacturer applies towards meeting its ZEV requirement for the model year (~~a number not to exceed 60% of the ZEV requirement for large volume manufacturers~~) subtracted from the total number of PZEV allowances from ~~partial-ZEV allowance vehicles~~ PZEVs produced and delivered for sale in California by the manufacturer in the model year and then multiplied by the NMOG fleet average requirement for PCs and LDT1s for that model year.

(C) The number of credits from a manufacturer's [i] ZEVs and full ZEV allowance vehicles extended range HEVs, [ii] advanced technology PZEVs, and [iii] all other PZEVs shall each be maintained separately ~~from the number of credits from the manufacturer's partial ZEV allowance vehicles.~~

~~(4)(3)~~ *ZEV Credits for MDVs and LDTs other than LDT1s.* ZEVs, extended range HEVs and PZEVs classified as MDVs or as LDTs other than LDT1s may be counted toward the ZEV requirement for PCs and LDT1s, and included in the calculation of ZEV credits as specified in this section 1962~~(d)~~(g) if the manufacturer so designates.

(4) *ZEV Credits for Advanced Technology Demonstration Programs.* A vehicle placed in a California advanced technology demonstration program may earn ZEV credits even if it is not "delivered for sale." To earn such credits, the manufacturer must demonstrate to the reasonable satisfaction of the Executive Officer, prior to certification, that the vehicles will be regularly used in applications appropriate to evaluate issues related to safety, infrastructure, fuel specifications or public education. Such a vehicle is eligible to receive the same allowances and credits that it would have earned if placed in service.

(5) *ZEV Credits for Transportation Systems.* A ZEV or extended range HEV placed as part of a transportation system may earn additional ZEV credits, which may used in the same manner as credits from advanced technology PZEVs. To earn such credits, the manufacturer must demonstrate to the reasonable satisfaction of the Executive Officer, prior to certification, that the vehicle will be used as a part of an innovative transportation system that will effectively link homes, transit systems and jobs (e.g. a station car). Such systems are to be designed to evaluate the benefits and issues related to the shared use of ZEVs, and the application of new technologies such as reservation management, card systems, depot management, location management, charge billing and real-time wireless information systems. The additional ZEV credit may not exceed the original ZEV credit earned by the vehicle, including multipliers other than the ZEV phase-in multiplier in section 1962(d)(3)(A).

~~(5)(6)~~ *Submittal of ZEV Credits.* A manufacturer may meet the ZEV requirements in any given model year by submitting to the Executive Officer a commensurate amount of ZEV credits consistent with section 1962(b). These credits may be earned previously by the manufacturer or acquired from another manufacturer. The amount of ZEV credits required to be submitted shall be calculated according to the criteria set forth in this section 1962~~(d)~~(g).

~~(6)(7)~~ *Requirement to Make Up a ZEV Deficit.*

(A) *General.* A manufacturer that produces and delivers for sale in California fewer ZEVs than required in a given model year shall make up the deficit by the end of the next model year by submitting to the Executive Officer a commensurate amount of ZEV credits, except that credits generated from PZEVs may be used to offset deficits for two model years. The amount of ZEV credits required to be submitted shall be calculated by ~~(A)~~ [i] adding the number of ZEVs and extended range HEVs produced and delivered for sale in California by the manufacturer for

the model year to the number of ZEV allowances from partial ZEV allowance vehicles produced and delivered for sale in California by the manufacturer for the model year (~~not to exceed 60% of for a large volume manufacturer's ZEV requirement, not to exceed that permitted under section 1962(b)(2)~~), ~~(B)~~ [ii] subtracting that total from the number of ZEVs required to be produced and delivered for sale in California by the manufacturer for the model year, and ~~(C)~~ [iii] multiplying the resulting value by the fleet average requirements for PCs and LDT1s for the model year in which the deficit is incurred.

(B) Additional Time to Make Up ZEV Deficits for the 2003-2004 Model Years.

1. Model-Year 2003 ZEV Deficits. A manufacturer that produces, and delivers for sale in California, model-year 2003 or earlier PZEVs that generate at least twice as many credits as are necessary to take full advantage of the manufacturer's 60% PZEV option for the 2003 model year has through the 2007 model year to fully exercise its option to meet an additional 20% of its ZEV requirement for the 2003 model year with credits from advanced technology PZEVs.

2. Model-Year 2004 ZEV Deficits. A manufacturer that qualifies under section 1962(g)(7)(B)1., and produces, and delivers for sale in California, model-year 2004 or earlier PZEVs that generate at least twice as many credits as are necessary to take full advantage of the manufacturer's 60% PZEV option for the 2003 and 2004 model years, has through the 2008 model year to fully exercise its option to meet an additional 20% of its ZEV requirement for the 2004 model year with credits from advanced technology PZEVs.

~~(7)~~(8) Penalty for Failure to Meet ZEV Requirements. Any manufacturer that fails to produce and deliver for sale in California the required number of ZEVs or submit an appropriate amount of ZEV credits and does not make up ZEV deficits within the specified time period shall be subject to the Health and Safety Code section 43211 civil penalty applicable to a manufacturer that sells a new motor vehicle that does not meet the applicable emission standards adopted by the state board. The cause of action shall be deemed to accrue when the ZEV deficits are not balanced by the end of the specified time period. For the purposes of Health and Safety Code section 43211, the number of vehicles not meeting the state board's standards shall be calculated according to the following equation, provided that ~~no more than 60%~~ the percentage of a large volume manufacturer's ZEV requirement for a given model year that may be satisfied with partial ZEV allowance vehicles or ZEV credits from such vehicles may not exceed the percentages permitted under section 1962(b)(2)(A):

(No. of ZEVs required to be produced and delivered for sale in California for the model year) - (No. of ZEVs produced and delivered for sale in California for the model year) - (No. of ZEV allowances from partial ZEV allowance vehicles produced and delivered for sale in California for the model year) - [(Amount of ZEV credits submitted for the model year) / (the fleet average requirement for PCs and LDT1s for the model-year)].

~~(e)~~(h) Test Procedures. The certification requirements and test procedures for determining compliance with the this section 1962 are set forth in "California Exhaust Emission

Standards and Test Procedures for 2003 and Subsequent Model Zero-Emission Vehicles, and 2001 and Subsequent Model Hybrid Electric Vehicles, in the Passenger Car, Light-Duty Truck and Medium-Duty Vehicle Classes,” adopted by the state board on August 5, 1999, and last amended [Insert date of amendment], which is incorporated herein by reference.

(i) ZEV-Specific Definitions. The following definitions apply to this section 1962.

(1) “Advanced technology PZEV” means any PZEV with an allowance of 0.4 or higher (before the application of any multipliers).

(2) “Battery electric vehicle” means any vehicle that operates solely by use of a battery or battery pack, or that is powered primarily through the use of an electric battery or battery pack but uses a flywheel or capacitor that stores energy produced by the electric motor or through regenerative braking to assist in vehicle operation.

(3) “Extended range HEV” means an HEV that meets the criteria in section 1962(c)(2) for a PZEV allowance of 0.2 and has a minimum urban zero-emissions range of at least 20 miles attributable to off-vehicle recharging.

(4) “Neighborhood electric vehicle” means a motor vehicle that meets the definition of Low-Speed Vehicle either in section 385.5 of the Vehicle Code or in 49 CFR 571.500 (as it existed on July 1, 2000), and is certified to zero-emission vehicle standards.

(5) “Placed in service” means having been sold or leased to an end-user and not to a dealer or other distribution chain entity, and having been individually registered for on-road use by the California Department of Motor Vehicles.

~~(j)~~ Abbreviations. The following abbreviations are used in this section 1962:

“AER” means all-electric range.

“BEV” means battery electric vehicle.

“CMPEG” means California miles per equivalent gallon.

“HEV” means hybrid-electric vehicle.

“HFDES” means highway fuel economy driving cycle.

“LDT” means light-duty truck.

“LDT1” means a light-truck with a loaded vehicle weight of 0-3750 pounds.

“MDV” means medium-duty vehicle.

“Non-Methane Organic Gases” or “NMOG” means the total mass of oxygenated and non-oxygenated hydrocarbon emissions.

“NEV” means neighborhood electric vehicle.

“NOx” means oxides of nitrogen.

“PC” means passenger car.

“PZEV” means any vehicle that is delivered for sale in California and that qualifies for a partial ZEV allowance of at least 0.2.

“SOC” means state of charge.

“SULEV” means super ultra-low-emission-vehicle.

“UDDS” means urban dynamometer driving cycle.

“ULEV” means ultra-low emission vehicle.

“VMT” means vehicle miles traveled.

“ZEV” means zero-emission vehicle.

Note: Authority cited: Sections 39600, 39601, 43013, 43018, 43101, 43104 and 43105, Health and Safety Code. Reference: Sections 39002, 39003, 39667, 43000, 43009.5, 43013, 43018, 43100, 43101, 43101.5, 43102, 43104, 43105, 43106, 43107, 43204, and 43205.5, Health and Safety Code.

Amend title 13, CCR, section 1900 to read as follows:

**§1900. Definitions.**

[Subsections (a)(1) through (17) -- No change]

(18) “Intermediate volume manufacturer” means any pre-2001 model year manufacturer with California sales between 3,001 and ~~35,000~~ 60,000 new light- and medium-duty vehicles per model year based on the average number of vehicles sold by the manufacturer each model year from 1989 to 1993; any 2001 through 2002 model year manufacturer with California sales between 4,501 and ~~35,000~~ 60,000 new light- and medium-duty vehicles per model year based on the average number of vehicles sold by the manufacturer each model year from 1989 to 1993; and any 2003 and subsequent model year manufacturer with California sales between 4,501 and ~~35,000~~ 60,000 new light- and medium-duty vehicles based on the average number of vehicles sold for the three previous consecutive model years for which a manufacturer seeks certification. For a manufacturer certifying for the first time in California, model year sales shall be based on projected California sales.

(19) “Large volume manufacturer” means any 2000 and subsequent model year manufacturer that is not a small volume manufacturer, or an independent low volume manufacturer, or an intermediate manufacturer.

(20) “Independent low volume manufacturer” means a manufacturer with California annual sales of less than 10,000 new passenger cars, light-duty trucks and medium-duty vehicles following aggregation of sales pursuant to this section 1900(a)(20). Annual sales shall be determined as the average number or sales sold for the three previous consecutive model years for which a manufacturer seeks certification; however, for a manufacturer certifying for the first time in California, annual sales shall be based on projected California sales for the model year. The annual sales from different firms shall be aggregated in the following situations:

(A) Vehicles produced by two or more firms, one of which is 10% or greater part owned by another;

(B) Vehicles produced by any two or more firms if a third party has equity ownership of 10% or more in each of the firms:

(C) Vehicles produced by two or more firms having a common corporate officer(s) who is (are) responsible for the overall direction of the companies:

(D) Vehicles imported or distributed by all firms where the vehicles are manufactured by the same entity and the importer or distributor is an authorized agent of the entity.

Note: Authority cited: Sections 39600, 39601, 43013, 43018, 43101, and 43104 Health and Safety Code. Reference: Sections 39002, 39003, 39010, 39500, 40000, 43000, 43013, 43100, 43101, 43101.5, 43102, 43104, 43106, and 43204, Health and Safety Code.

Amend section 1960.1(k), Title 13, California Code of Regulation, to read as follows:

(k) The test procedures for determining compliance with these standards are set forth in "California Exhaust Emission Standards and Test Procedures for 1981 through 1987 Model Passenger Cars, Light-Duty Trucks, and Medium-Duty Vehicles," adopted by the state board on November 23, 1976, as last amended May 20, 1987, and in "California Exhaust Emission Standards and Test Procedures for 1988 through 2000 Model Passenger Cars, Light-Duty Trucks, and Medium-Duty Vehicles," adopted by the state board on May 20, 1987 as last amended August 5, 1999, both which are incorporated herein by reference, and in "California Exhaust Emission Standards and Test Procedures for 2001 and Subsequent Model Passenger Cars, Light-Duty Trucks, and Medium-Duty Vehicles," as incorporated by reference in section 1961(d). The test procedures for determining the compliance of 2001 through 2006 model-year hybrid electric vehicles with the standards set forth in this section are set forth in "California Exhaust Emission Standards and Test Procedures for 2003 and Subsequent Model Zero-Emission Vehicles, and 2001 and Subsequent Model Hybrid Electric Vehicles, in the Passenger Car, Light-Duty Truck, and Medium-Duty Vehicle Classes, as incorporated by reference in section 1962(e)(h).

\* \* \* \*

Note: Authority cited: Sections 39600, 39601, 43013, 43018, 43101, 43104 and 43105, Health and Safety Code. Reference: Sections 39002, 39003, 39667, 43000, 43009.5, 43013, 43018, 43100, 43101, 43101.5, 43102, 43104, 43105, 43106, 43107, 43204, and 43205.5, Health and Safety Code.

Amend section 1961(a)(8)(B) and 1961(d), title 13, California Code of Regulations, to read as follows:

(8) *Requirements for Vehicles Certified to the Optional 150,000 Mile Standards.*

(A) *Requirement to Generate Additional Fleet Average NMOG Credit.* A vehicle that is certified to the 150,000 mile standards in section 1961(a) shall generate additional NMOG

fleet average credit as set forth in 1961(b)(1) or additional vehicle equivalent credits as set forth in 1961(b)(2) provided that the manufacturer extends the warranty on high cost parts to 8 years or 100,000 miles, whichever occurs first, and agrees to extend the limit on high mileage in-use testing to 105,000 miles.

(B) *Requirement to Generate a Partial ZEV Allowance.* A vehicle that is certified to the 150,000 mile SULEV standards shall also generate a partial ZEV allocation according to the criteria set forth in section C.3 of the "California Exhaust Emission Standards and Test Procedures for 2003 and Subsequent Model Zero-Emission Vehicles, and 2001 and Subsequent Model Hybrid Electric Vehicles, in the Passenger Car, Light-Duty Truck and Medium-Duty Vehicle Classes," incorporated by reference in section 1962(e)(h)."

\* \* \* \*

(d) *Test Procedures.* The certification requirements and test procedures for determining compliance with the emission standards in this section are set forth in the "California Exhaust Emission Standards and Test Procedures for 2001 and Subsequent Model Passenger Cars, Light-Duty Trucks, and Medium-Duty Vehicles," adopted on August 5, 1999, which is incorporated herein by reference. In the case of hybrid electric vehicles, the certification requirements and test procedures for determining compliance with the emission standards in this section are set forth in the "California Exhaust Emission Standards and Test Procedures for 2003 and Subsequent Model Zero-Emission Vehicles, and 2001 and Subsequent Model Hybrid Electric Vehicles, in the Passenger Car, Light-Duty Truck and Medium-Duty Vehicle Classes," incorporated by reference in section 1962(e)(h).

\* \* \* \*

Note: Authority cited: Sections 39600, 39601, 43013, 43018, 43101, 43104 and 43105, Health and Safety Code. Reference: Sections 39002, 39003, 39667, 43000, 43009.5, 43013, 43018, 43100, 43101, 43101.5, 43102, 43104, 43105, 43106, 43107, 43204, and 43205.5, Health and Safety Code.



**APPENDIX B: RESOLUTION 00-29**

State of California

AIR RESOURCES BOARD

Resolution 00-29

September 7, 2000

Agenda Item No.: 00-8-3

WHEREAS, the California State Implementation Plan (SIP) for ozone, adopted by the Air Resources Board (the ARB or Board) in November 1994, establishes the state strategy for attaining the ambient air quality standard for ozone in all areas of the state by 2010 as required by federal law; this plan includes, as part of the mobile source element developed by the ARB, the California Low-Emission Vehicle (LEV) program, which was approved by the Board in 1990 to provide significant reductions of ozone precursor pollutant emissions from passenger cars and light-duty trucks;

WHEREAS, the California LEV program includes a zero-emission vehicle (ZEV) element under which at least 10 percent of the passenger cars and lightest light-duty trucks produced by a large or intermediate-volume manufacturer and delivered for sale in California must be ZEVs, beginning in model year 2003;

WHEREAS, large-volume manufacturers are permitted to satisfy up to 6 percent of the 10 percent ZEV requirement with larger numbers of vehicles reflecting near-zero emitting technologies, and intermediate volume manufacturers may meet the entire 10 percent obligation via that route; the ZEV regulation also includes a number of credit generation and trading components that provide significant flexibility in meeting the requirements;

WHEREAS, with respect to the environment, ZEVs are the "gold standard" for vehicular air pollution control as they reduce both criteria and toxic pollutant emissions to the maximum feasible levels; high-efficiency ZEVs and hybrid electric near-ZEVs also cut emissions of carbon dioxide and other greenhouse gases;

WHEREAS, in Resolution 90-58 approving adoption of the regulations creating the California LEV program, the Board directed the staff to consult with the regulated industry and other interested parties and to prepare a report regarding the status of the implementation of the LEV program - including the ZEV requirement - for submission to Board at least every two years;

WHEREAS, in March and May of 2000, ARB staff held public workshops to solicit information regarding the status and issues related to the ZEV program such as vehicle and battery technology, infrastructure, marketability, cost, and environmental benefits;

WHEREAS, the ARB staff has evaluated the vehicle technologies and concluded that there is no technological barrier to building battery powered ZEVs but issues of cost and consumer acceptance remain; with regard to near-zero emission vehicles, technology exists which allows vehicles to achieve the required level of performance;

WHEREAS, to obtain the best available information on battery advances, costs and future trends, the ARB contracted with a Battery Panel composed of three outside experts; the Panel concluded that nickel metal hydride (NiMH) batteries are the most promising advanced technology - having both high performance and the longest useful life - but also that nickel metal-hydride battery costs are high and that mass production and further technological development is needed to reduce those costs;

WHEREAS, unlike conventional vehicles, battery powered ZEVs do not require an extensive "fueling" infrastructure since most customers will recharge at home or work, but the availability of public charging stations is nonetheless extremely important because of its influence on consumer confidence and acceptance; the public infrastructure for electric vehicles continues to expand in California, and there currently are about 400 public charging stations statewide with approximately 700 separate chargers;

WHEREAS, one issue affecting public charging infrastructure is the absence of uniform charging standards or equipment; a little more than half of all chargers are inductive, with the rest conductive;

WHEREAS, there is significant disagreement over the extent of market demand for electric vehicles; manufacturers assert that the lack of leases during the first years when vehicles were available means that the market can only absorb a few hundred ZEVs per year, while electric vehicle advocates point to current waiting lists as evidence of strong customer interest and pent-up demand; the entire market is new and product availability has been constrained to a degree that true consumer interest is exceedingly difficult to gauge;

WHEREAS, studies and surveys indicate that the primary factors affecting EV market demand are range, recharge time and competitive pricing; other important factors include public infrastructure, additional vehicle platforms, public education, and making electric vehicles available to retail customers;

WHEREAS, staff's cost analysis concludes that both the initial and lifecycle costs of battery electric vehicles will significantly exceed those of comparable conventional vehicles in the 2003 timeframe; however, with volume production and improved technology, battery electric vehicles could ultimately become competitive on a lifecycle cost basis;

WHEREAS, the fleet-wide emissions benefits of ZEV introduction will be modest in the near term due to the relatively small penetration of ZEVs and concurrent improvements in conventional vehicles; however, on a per vehicle basis, ZEVs are significantly cleaner than even the cleanest gasoline-powered alternative and will steadily reduce emissions as their fleet penetration grows, and more importantly, ZEVs have no risk of in-use emission control system failures; and

WHEREAS, ZEVs can make significant positive contributions in other environmental areas including water and hazardous waste reduction;

WHEREAS, vehicles powered by grid electricity increase the fuel diversity of California's transportation energy system; this reduces the State's dependence on foreign oil and contributes to greater stability in the overall transportation fuels market.

NOW, THEREFORE, BE IT RESOLVED that the Board finds the ZEV program to be an essential component of the State's long-term air quality strategy.

BE IT FURTHER RESOLVED that the basic ZEV requirements be retained and implemented in California.

BE IT FURTHER RESOLVED that the Board finds that the ZEV program has brought about significant technological advances through automakers' efforts to develop electric vehicles and interest in developing alternatives to electric vehicles.

BE IT FURTHER RESOLVED that the Board finds that the ZEV program is responsible for a renewed national and international focus on electric vehicles and related clean vehicle technologies.

BE IT FURTHER RESOLVED that the Board directs the staff to develop and propose regulatory modifications and other steps that address the challenges associated with the successful long-term implementation of the ZEV program - in particular the need for product availability and market stability, the need to greatly enhance public awareness and education of the attributes and benefits of ZEV technologies, and the need to reduce or mitigate the high initial costs of vehicles and batteries in low-volume production - and that result in a sustainable market for ZEVs.

98 Initial Statement of Reasons  
December 8, 2000

BE IT FURTHER RESOLVED that such proposed regulatory modifications shall be brought to the Board as quickly as possible.

I hereby certify that the above is a true and correct copy of Resolution 00-29, as adopted by the Air Resources Board.

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Marie Kavan, Clerk of the Board

## **APPENDIX C: NON-REGULATORY MEASURES**

In Resolution 00-29, the Board directed staff to develop and propose regulatory measures and other steps to address the challenges associated with the successful long-term implementation of the ZEV program. The January 25, 2001 Board hearing and this Initial Statement of Reasons are focused on regulatory amendments. Staff is also, however, pursuing non-regulatory matters such as incentives, infrastructure, and public outreach. This section outlines the current status of staff work in these areas. An updated version of this Appendix will be released prior to the Board hearing.

### **C.1 Incentives**

In response to the Board's direction, staff has assessed the ZEV incentives currently available, what additional incentives may be needed, and how government (state, regional, and local) can ensure that such incentives are available up to the 2003 time frame, and--if needed--beyond. An overview of the staff assessment is provided here. More detailed information will be made available at the ZEV information web site (<http://www/ZEVinfo.com>).

#### **C.1.1 Need for Incentives**

Incentives are commonly used by government to promote the introduction of new technology that will benefit society. Many of the current ZEV incentives are components of programs that promote the use of alternative fuels for reductions in air pollution and increased energy diversity. Incentives are an important tool for addressing the challenges to developing a sustainable market for ZEVs and the successful long-term implementation of the ZEV program. Incentives can be used to reduce or mitigate the high initial costs of vehicles and batteries in low volume production and can positively influence product availability and market stability in the near term. Additionally, through coordinated promotional efforts, state and local incentive program administrators can greatly enhance public education and awareness of the attributes and benefits of ZEV technologies.

The staff cost analysis presented at the September 2000 ZEV program biennial review concludes that both the initial and lifecycle costs of battery electric vehicles will significantly exceed those of comparable conventional vehicles now and in the 2003 timeframe. With volume production and improved technology, battery electric vehicles could ultimately become competitive on a lifecycle basis. However, while costs are high, it is vital to provide monetary and non-monetary support in the form of incentives to enhance ZEV marketability in the near term.

C.1.2 Incentives Currently Available

There are a number of federal, state, local and private incentive programs currently available. The incentives include tax credits, grants, and funding for programs. Some of the incentives may be available only for public agency fleets.

C.1.2.1 Federal Incentives

The National Energy Policy Act. The National Energy Policy Act of 1992 (EPAAct) allows a federal tax credit of 10 percent of the cost of electric vehicles. The credit is based on the purchase price of a vehicle and may not exceed \$4,000. The credit is available to vehicles placed into service after June 30, 1993 but before January 1, 2005. The federal tax credit is reduced by 1/4 in 2002 (to a maximum of \$3,000); 1/2 in 2003 (to a maximum of \$2,000); and 3/4 in 2004 (to a maximum of \$1,000). This federal tax program expires after 2004. EPAAct also allows a tax deduction of the actual cost, up to \$100,000, of a clean fuel refueling site, which includes electric charging infrastructure.

EPAAct also includes a 10-year electric vehicle demonstration program and a 15-year cooperative program between government and industry to research, develop and demonstrate electric vehicle charging infrastructure. In addition, the federal luxury tax has been eliminated for alternative fuel vehicles, including electric vehicles.

The Transportation Equity Act. The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21), passed into law in 1998, includes funding through its Congestion Mitigation and Air Quality (CMAQ) provisions for programs that reduce transportation related emissions in areas that are designated nonattainment, or maintenance, for federal air quality standards. Through this program, there are substantial opportunities to apply competitively for funds for an array of projects, including projects involving the purchase of ZEVs. The selection of projects fall under a cooperative process involving the state Department of Transportation (CalTrans), regional transportation coordinating committees and local air quality management and air pollution control districts.

Clean Cities. The Clean Cities Program of the U.S. Department of Energy (DOE) unites public and private sector entities whose common goal is to build the alternative fuels market. Under the coordination of DOE, locally based government/industry partnerships establish plans to achieve local goals for sustainable alternative fuels markets. DOE assists local partnerships with program development and funding for alternative fuel vehicle related projects and programs.

C.1.2.2 State and Local Incentives and Demonstration Programs

Buy-Down Incentives. California currently provides a \$5,000 "buy-down" incentive available in many areas of the state to offset the higher incremental cost of a qualifying battery electric vehicle. The buy-down incentives have reduced the up front cost of leasing a ZEV by \$5,000, making ZEVs much more attractive to customers. In most cases, these grants are funded 50/50 by the California Energy Commission (CEC) and local air districts that have agreed to participate and provide matching funds. Currently participating air districts include the Bay Area Air Quality Management District (BAAQMD), the Sacramento Metropolitan Air Quality Management District (SMAQMD), the Santa Barbara County Air Pollution Control District (SBCAPCD), the San Diego County Air Pollution Control District (SDCAPCD), the Ventura County Air Pollution Control District (VCAPCD), and the San Luis Obispo County Air Pollution Control District (SLOCAPCD).

In the South Coast Air Quality Management District (SCAQMD), a \$5,000 buy-down incentive program is administered by the Mobile Source Pollution Reduction Committee (MSRC) without CEC funds. The MSRC also has a 25 percent match program for local governments. The BAAQMD administers a separate program using AB 433 funds that provides a \$6,000 incentive to public agencies for a full-sized EV and a range of incentives for a variety of other electric vehicles.

ev Sacramento. The ARB funded a \$2.5 million ev Sacramento program that provided incentives to public agencies in the Sacramento area to lease battery electric vehicles. The vehicles were offered to public agencies for three-year lease with the first year nearly free and the remaining two years at a cost comparable to equivalent gasoline vehicles. Funding was also provided by ARB to offset the cost of charger installation. ev Sacramento is jointly administered by ARB and the Department of General Services' Office of Fleet Administration.

Infrastructure Incentives. The CEC offers EV infrastructure incentives to fleet operators and consumers through participating automakers. Participating automakers are Ford, General Motors, DaimlerChrysler, Honda, Nissan and Toyota. Under the program, the CEC provides up to \$500 to the automakers for each EV they lease or sell outside the SCAQMD. For vehicles leased or purchased in the SCAQMD, \$750 is offered due to MSRC contributions. This incentive must be matched dollar-for-dollar by the automaker and can be used for charging equipment or installation hardware and/or labor. The BAAQMD and the MSRC also have programs to fund public infrastructure.

ZEV Incentive Program. AB 2061 (Lowenthal) established a new \$18 million program to provide grants to reduce the incremental cost of leasing or buying a ZEV. The grants are available to eligible new zero emission passenger vehicles and light-duty trucks leased or purchased between October 1, 2000 and

December 31, 2002. The grant amount is up to \$3,000 per year for three years (maximum \$9,000) for eligible vehicles. If the entire \$9,000 is provided for each vehicle, this would result in 2,000 grants. The incentive will be available throughout the State and allows, but does not require, air districts to augment the grants. The program will be administered by ARB, in conjunction with the CEC. Local air districts may voluntarily administer the program in their area. Staff guidelines for the program are scheduled for consideration by the Board on December 7, 2000. Staff intends to issue grants beginning in January 2001.

CEC Vehicle Purchase Incentive Program. The CEC has a newly established \$5 million pilot efficiency-based vehicle purchase incentive program. The program's primary purpose will be to decrease California's growth rate in gasoline consumption and ease demand shortages due to supply constraints, while decreasing the environmental impact of new vehicles to California. Goals are to increase new fleet fuel economy and displace gasoline use with alternative fuel vehicles, transforming current market trends by promoting to the consumer vehicles with increased energy efficiency and lesser environmental impacts. Eligible vehicles could include high fuel economy gasoline vehicles in a class, hybrid electric (including gasoline or CNG) vehicles, CNG and other alternative fueled (ethanol, methanol, and propane) vehicles, battery electric vehicles and fuel cell vehicles.

Exemption from State Vehicle Fees. Adopted in 1998, SB 1782 (Thompson) exempts from the state vehicle license fee the incremental cost associated with the purchase or lease of an alternative fuel or electric vehicle meeting ARB's ultra low emissions vehicle standards. As a consequence, the fee to register an AFV or an electric vehicle is the same as for a comparable conventionally fueled vehicle even though the AFV or electric vehicle may have cost more.

Access to High Occupancy Vehicle (HOV) Lanes. As of June 1, 2000, AB 71 allows drivers of electric vehicles and ultra low emission vehicles that meet the federal "Inherently Low Emission Vehicle" standard (e.g. CNG) and have the required DMV-issued stickers to use high occupancy vehicle or carpool lanes even if the vehicle does not contain the required number of occupants.

Parking and Charging Support Incentives. Efforts to expand the public infrastructure have been focused on local government offices, businesses, shopping centers and regional destinations. The charging is free and parking may also be available at no charge. For example, the City of Sacramento public parking garages and Los Angeles International Airport provide free parking and charging for electric vehicles.

#### C.1.2.3 Utility Incentives

Several utilities currently provide time-of-use rates for electricity used to recharge electric vehicles. These utilities are the Los Angeles Department of Water and

Power, San Diego Gas and Electric, Sacramento Municipal Utility District (SMUD) and Pacific Gas and Electric.

### C.1.3 Possible New Incentives

Staff would like to explore with other state agencies such as the CEC and DGS the possibility of creating additional statewide AFV incentive programs. Any new program should have well-defined goals including encouraging the availability and placement of electric vehicles. Programs to consider include dealer incentives for vehicle placement, funding for workplace charging, and expansion of the type of vehicles eligible. Current programs should be continued up to 2003, and beyond, and possibly expanded to provide incentives for City EVs, neighborhood EVs, and zero emission motorcycles. Staff would like to see the CEC pilot efficiency-based vehicle incentive program implemented and ultimately funded for the full program. Staff also is working on a model City/County ordinance that will assist local jurisdictions in their efforts to support ZEVs.

### C.1.4 Next Steps

ARB staff has developed guidelines for implementing the \$18 million ZEV Incentive Program authorized by AB 2061 (Lowenthal). These guidelines will be considered at the Board's December 7, 2000, Public Meeting. The guidelines were developed with the input of a stakeholder working group consisting of state agencies, local air quality management and air pollution control districts, automakers, auto dealers, fleet administrators, bill sponsors, and ZEV proponents. This working group has strongly encouraged the ARB, CEC and local air districts to work towards a statewide coordinated vehicle incentive program that will result in a vehicle incentive larger than any single individual incentive currently available from existing state and local vehicle buy down programs or through the AB 2061 program alone. It is envisioned that the coordinated vehicle incentive may be obtained through a single, seamless application process. ARB staff anticipates that the working group will remain active during the ZEV Incentive Program implementation.

An expanded ZEV incentive working group is also being considered that would seek out additional opportunities for new federal, state, and local incentives. The participants could potentially include state- and nationally based environmental groups and the California Air Pollution Control Officers Association. The participants, as a group and individually, would sponsor and support new incentive programs. ARB staff will offer to provide coordination for the work group's efforts.

## C.2 **Infrastructure Issues**

The August 7, 2000 staff report discussed the considerable progress that has been made over the last several years in the development of charging

infrastructure to support battery electric vehicles. This includes the development and expansion of public charging, as well as the installation of charging stations at fleet facilities and residences.

The Board identified several issues for further action by ARB. These included maintenance and expansion of public charging, evaluating whether standardization of charging systems is needed, and evaluating what can be done to reduce infrastructure costs.

#### C.2.1 Public Charging

Public infrastructure enhances the utility of battery electric vehicles. Currently there are about 400 public charging stations statewide; the vast majority of these stations are located in metropolitan areas in southern California, the Bay Area, and Sacramento. Significant investments in public infrastructure have been made by a wide variety of local government agencies (cities, counties), local retailers, and infrastructure providers (including electric utility providers).

Based on direction provided by the Board at the September 7, 2000 Board meeting, and public comment, staff proposes that the following action items be considered to both expand and maintain public charging in California:

##### C.2.1.1 Centralized Information

The reliability of public chargers is very important. Many drivers routinely depend on public charging to extend the range of their vehicles. Clean Car Maps ([www.cleancarmaps.com](http://www.cleancarmaps.com)), along with several other sources, is an excellent source of information on the Internet. This site provides charger maps, charger types, and driving directions to chargers. It also allows the user to report problems with chargers. This type of centralized information is critical to assist drivers in locating and effectively using public chargers in their area.

##### C.2.1.2 Maintenance

Although charger failure and vandalism rates have been much lower than expected, it is extremely important that any needed charger repairs be done as expeditiously as possible so as not to erode public confidence in the technology. Repairs to public chargers can be delayed if information on how to contact the property owner is not readily accessible so that permission for repairs can be obtained in a timely manner. Also, it is very important to quickly repair any damage due to vandalism.

##### C.2.1.3 Paying for Public Charger Maintenance

Funding for charger repair and maintenance is critical. Most charger repairs are currently covered by the manufacturer under the charger warranty. It is very

important, however, to ensure that there is sufficient funding for repair of chargers damaged by vandalism, or for which the warranty has expired.

The Clean Car Maps website currently provides information and greatly assists with the repairs of chargers. ARB staff recommends that Clean Car Map be fully supported and, if necessary, expanded by stakeholders. To this end, staff proposes that ARB work with stakeholders to develop additional funding sources to support the Clean Car Maps. This would include funding for timely updates to charger location information, as well as the reporting, dispatching, and funding, if needed, for repair of public chargers. Stakeholders should work with ARB and Clean Car Maps to determine whether some type of "insurance" fund is need to support repair of chargers no longer warranted or damaged by vandalism.

#### C.2.1.4 Public Charging Expansion

ARB staff will continue to participate in efforts to expand public charging infrastructure. In particular, ARB staff recommends working with stakeholders to identify additional public and private funding sources to support public charging infrastructure. In addition, the development of outreach and educational materials targeted at encouraging public charging would be extremely helpful. A review and revision, if necessary, of criteria for selecting public charging locations that would target public infrastructure at the most critical areas should be completed. This would not only take into account recent increases in electric vehicle usage, but also identify those areas where a lack of infrastructure has been a disincentive to marketing vehicles. Such a study should also identify likely business partners that could make public infrastructure part of their customer service, as Costco has done.

#### C.2.2 Workplace Charging

Workplace charging requires more attention. While some employers have been slow to embrace employee charging, others have taken laudable initiatives. The cost of infrastructure installation has often been a disincentive. Staff recommends working with stakeholders to develop programs that encourage the installation of workplace charging.

#### C.2.3 Standardization

ARB received several comments at workshops and the September Board hearing on the need to establish requirements for a single charging standard. Staff believes that ARB has the regulatory authority to establish standards for electric vehicle charging systems. Staff does not, however, believe that lack of a standardized charging system will adversely impact vehicle deployment between 2000 and 2002. Nevertheless, the need for regulatory action in this area should be thoroughly explored in 2001. If regulatory action is warranted, standards

should be promulgated in sufficient time to be incorporated into the 2006 model year.

#### C.2.4 Action Plan

Staff proposes the development of a California Infrastructure Stakeholder Group to address infrastructure issues on a statewide level. The Group would be charged with working in four areas:

- Public Charging. Develop a comprehensive list of public charging sites, review and make recommendations for any needed revisions to existing protocols for the siting of public chargers, identify funding sources for expansion of public charging, recommend strategies to encourage investment in public charging, and work to enhance a centralized information source for public charging.
- Workplace & Home Charging. Develop recommendations on strategies to encourage the installation of workplace chargers, as well as to reduce costs for fleet and residential charger installation. Review existing incentive programs for infrastructure, and make recommendations for any new programs that may be needed.
- Charger Performance. Exchange technical information related to "in the field" experience with chargers, charger problems, and maintenance requirements. Identify areas where additional research or field studies may be needed. Participate, if helpful, with industry standard activities, including UL, SAE, and other groups. Review information on new technical developments, including integrated charging and performance of new charger models and designs.
- Standardization. Work with ARB staff to develop recommendations on whether ARB should develop standards for a single charging system. Recommendations should thoroughly evaluate the need for such standards, mechanism for developing the standards, and impacts that standards would have on existing programs and vehicle development plans.

#### C.3 **Public Education and Outreach**

While upholding the ZEV mandate in its September 8 unanimous decision, the Board expressed the need to greatly enhance public awareness of the attributes and benefits of ZEV technologies. For this reason, staff proposes to develop a comprehensive public education and marketing plan for zero emission vehicles. This section begins with a description of ARB's current outreach activities, which is followed by a proposal for developing a comprehensive public outreach and education plan for ZEVs.

### C.3.1 Current ARB Outreach Activities

To date, staff has been very proactive in conducting public outreach to schools, community events, and community groups. Using vehicles from the ARB test fleet, staff have participated in events at schools, youth groups, fairs, Earth Day celebrations, Science Day at the State Capitol, Clean Air Day, Clean Cities conferences, Electric Vehicle Symposiums and the Los Angeles International Auto Show, to name a few. These events provide participants with an opportunity to gain experience with the new vehicle technology and have questions answered about EV capabilities and environmental benefits.

The Short Term ev Loan program and EVs for Education have also been beneficial outreach tools. The Short Term ev Loan program allows public agencies to try an EV for one to two months to see if these vehicles meet the agency's needs. EVs for Education provides EVs to local air districts, schools and teachers for use in environmental and educational programs.

A new web site was created in August 2000 as a comprehensive and centralized place for ZEV information. [www.ZEVinfo.com](http://www.ZEVinfo.com) is a "one-stop" source for all ZEV related information. It currently provides information on vehicles, incentives and government programs for private individuals and fleets. In the future, an important goal of this web site is to provide seamless implementation of the different State run incentive programs that promote ZEVs and other clean and efficient vehicles in California.

This site was established to coincide with the kick-off of the first annual ZEVent on August 17, 2000. The ZEVent gave the ARB the opportunity to showcase the latest ZEV technologies and to acknowledge the participants of ev Sacramento, a program to assist State and local public agencies in the Sacramento region to lease EVs at competitive prices. Many marketing tools were developed for the ZEVent including lapel pins, tote bags, bumper stickers and window stickers.

### C.3.2 Outreach and Education Plan

Although these efforts have been beneficial, a comprehensive outreach and education plan must be developed to take these efforts to the next level. The ARB recognizes that past efforts have been made by stakeholder groups including the California Electric Transportation Coalition, the ZEV Alliance, the Union of Concerned Scientists and CalPIRG to develop and implement ZEV awareness campaigns. All of these efforts have been beneficial to the ZEV program. Staff would like to work with these and other stakeholders to build on these past efforts. To do this, staff proposes to hold a workshop early next year to receive input from experts and stakeholders on developing the public education and outreach plan. Staff also proposes that a working group or steering committee be established to address this issue. Continued input from

such a group would be beneficial for the long-term success of implementing the plan.

As we move forward, the goals of a comprehensive outreach and public education plan should include educating consumers on how their transportation choices impact the environment, public health and energy consumption. Such a plan should also educate the public on the many attributes of new clean air technologies such as ZEVs.

To achieve these goals, it is important that the plan include ways to increase the public's exposure to ZEV technologies, increase the public's opportunities to test drive these vehicles, and ensure that up-to-date, accurate and easily accessible information on ZEVs is available. The plan should also address how different types of ZEVs fit into a zero emission transportation system.

If these elements along with input from experts and stakeholders are implemented, this comprehensive outreach and public education plan will play an important role in achieving a sustainable ZEV market in California.