

CHAPTER 1: PROGRAM OVERVIEW

The Carl Moyer Memorial Air Quality Standards Attainment Program (Moyer Program or program) is a grant program that funds the incremental cost of cleaner-than-required engines, equipment, and other sources of air pollution. Since 1998, the Moyer Program has been successful in reducing smog-forming and toxic emissions cost-effectively. Although air pollution regulations have significantly reduced emissions and improved air quality across the State, many areas of California continue to experience unhealthy air. The Moyer Program complements California's regulatory program by providing incentives to obtain early or extra emission reductions, especially from emission sources in minority and low-income communities and areas disproportionately impacted by air pollution. Incentives encourage customers to purchase cleaner technologies, and stimulate the marketplace to manufacture cleaner technologies. Although the Moyer Program has grown in scope, it retains its primary objective of obtaining cost-effective and surplus emission reductions to be credited toward California's legally-enforceable obligations in the State Implementation Plan (SIP) – California's road map for attaining health-based national ambient air quality standards.

The 2017 Moyer Program Guidelines (Guidelines) update the program to meet new opportunities provided by Senate Bill 513 (SB 513, Beall, 2015). These changes – cost-effectiveness limits that recognize technology and regulatory costs, the ability to leverage Moyer dollars with project co-funding, added eligibility for infrastructure projects – enable the Moyer Program to fully support emission reductions within the changing landscape of clean air technology.

This program update arrives in time to support the multiple strategic planning efforts that are relying on emission reductions from incentive programs. California's strategic plans for air quality and mobility, including both the Proposed 2016 State Strategy for the SIP and the Sustainable Freight Action Plan, point to the need for combustion engines to transition to zero and near-zero emission alternatives. This move is critical to the State's clean air mission, to the attainment of air quality standards, and to meeting future transportation goals without harm to public health and the environment. The Moyer Program is particularly important among mobile source strategies identified for the SIP, contributing reductions needed toward ozone attainment milestones in the South Coast Air Basin in 2023 and 2031.

The Guideline updates were developed in close and continuing consultation with air quality management districts and air pollution control districts (air districts), who ultimately implement Moyer Program projects. This includes the formation of several teams with specific responsibilities in re-crafting the guidelines, and input from larger group and rural sections meetings. A total of five public workshops were held to collect input from the public, including initial workshops in the San Joaquin Valley and South Coast air basins.

A. Background

The Moyer Program has been a successful and popular air pollution reduction program. Since 1998, Moyer Program grants have enabled the owners of diesel engines to go beyond regulatory requirements by retrofitting, repowering, or replacing their engines to gain early or extra emission reductions. Over the past 18 years more than \$900 million in program grants have cleaned up over 50,000 engines, reducing oxides of nitrogen (NOx) and reactive organic gases (ROG) by 178,000 tons and toxic diesel particulate matter (PM) by 6,500 tons. Moyer incentive funds have not only removed old, dirty equipment that would have otherwise remained in operation for years to come, but have benefited the economy by increasing consumer demand for newer and cleaner technologies.

The Moyer Program has been successfully implemented through the cooperative efforts of the Air Resources Board (ARB) and California's air pollution control and air quality management districts (air districts). The Health and Safety Code (H&SC) directs ARB to oversee the program by managing and distributing funds; developing and revising guidelines, protocols, and criteria for covered vehicle projects; and determining methodologies to evaluate project cost-effectiveness. Air districts follow the Board-approved Guidelines to select, fund, and monitor specific clean air projects in their areas, providing grants to public and private entities for the incremental cost of cleaner-than-required engines and/or equipment.

Air districts enjoy considerable flexibility in implementing the Moyer Program. Each air district may focus its funds on specific source categories, to tailor projects to meet local air quality objectives while still ensuring the proper and responsible use of State funds.

Emission reductions funded through the Moyer Program must be permanent, surplus, quantifiable, and enforceable in order to meet the underlying statutory provisions and be SIP-creditable. To ensure that projects are surplus to regulations, funded projects must not be required by any federal, State or local rule or regulation. In most cases project life – the period in which surplus emission reductions are delivered – must be at least three years, so that the program does not fund actions that would otherwise be taken to comply with regulatory deadlines, as well as to help ensure cost-effectiveness. A maximum project life is also established to ensure that the emission reductions remain real for a specified period.

The Guidelines require that emission control technologies be certified or verified by ARB or by U.S. EPA when ARB does not have an applicable certification or verification program. Robust administrative requirements also help ensure emission reductions are enforceable and are achieved for the life of a project. Grantees sign contracts or agreements enforceable for the life of a project. Their replaced engines must be scrapped. Incentive program review by ARB and fiscal audits by Department of Finance help ensure Moyer funds are serving the purpose of achieving expected emission reductions.

1. Project Types. The Moyer Program funds clean air projects involving a wide variety of vehicles and equipment. Typical project types include:

- (A) **Replacement.** An older vehicle or piece of equipment that includes an engine with remaining useful life is replaced with a newer, cleaner vehicle or piece of equipment. On-road trucks and buses may be replaced through a fleet modernization contract or through a voucher incentive program (VIP). Off-road equipment also may be replaced under contract or through off-road VIP. In all cases, the older vehicles and equipment are scrapped.
- (B) **Repower.** A newer, cleaner engine is installed in place of a higher-polluting engine in an existing vehicle or piece of equipment.
- (C) **Retrofit.** An emission control system is added to an in-use engine, vehicle or piece of equipment.
- (D) **Vehicle Retirement (car scrap).** Light duty scrap programs pay the owners of older, more polluting vehicles that still have remaining useful life to voluntarily retire those vehicles earlier than they would have otherwise.
- (E) **Infrastructure.** Moyer funds provide for the installation of fueling or energy infrastructure to fuel or power covered sources. Though infrastructure does not directly deliver emission reductions, it enables the advanced clean vehicles and equipment that do.

More details on eligible project types can be found in the source category chapters of the Guidelines. Other projects may be eligible; interested applicants should reference the details in each section and consult with their local air district for additional solicitation material, program brochures, and to discuss potential Moyer Program projects.

2. Funding Sources. The Moyer Program has been funded through a variety of mechanisms since its inception in 1998. In the program's first four years, the California Legislature funded the Moyer Program through annual budget appropriations. Voter approval of *Proposition 40: The California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002* provided program funding for the fifth and sixth years.

Bills enacted in 2004 (SB 1107 and Assembly Bill (AB) 923) provided for continuous funding of the Moyer Program thereafter. The program is currently authorized at \$69 million per year from these sources:

- (A) **Smog Abatement Fee.** SB 1107 adjusted the smog abatement fee collected for new vehicles registered by the Department of Motor Vehicles (DMV) from \$6 to \$12, while extending the new vehicle Smog Check exemption period. This additional fee is directed to fund the Moyer Program (H&SC § 44091.1). SB 1107 funds do not have a sunset date.

- (B) **Tire Fee.** AB 923 adjusted the tire fee that is assessed on purchasers of new tires from \$1 per tire to \$1.75 per tire (Public Resources Code section 42885). This legislation was due to sunset in 2015; AB 8 extended that date through 2023.

ARB receives from DMV the funds from the additional \$6 portion of smog abatement fees, and from the Board of Equalization the funds from the additional \$0.75 portion of tire fees. ARB distributes these funds, currently about \$65 million per year to air districts following a statutory formula (H&SC § 44299.2).

In addition, AB 923 gave air district governing boards the authority to increase the vehicle registration surcharge by \$2 to pay for specific clean air incentive programs, including projects eligible for grants under the Moyer Program. AB 923 \$2 DMV funds have become the primary source of the 15 percent Moyer match required of air districts receiving more than the minimum allocation. Nineteen air districts have adopted the \$2 Motor Vehicle Registration fee, providing these air districts about \$50 million per year for incentive projects. The \$2 DMV surcharge fees are sent directly by DMV to the air districts.

B. Program Legislative History

The Moyer Program was created in 1998 when \$25 million was included in the fiscal year 1998-1999 State budget to fund a lower-emission heavy-duty engine incentive program. ARB adopted the first set of Moyer Program Guidelines in early 1999, and legislation (AB 1571) enacted in 1999 formally established the statutory framework for the program (H&SC § 44275 et seq.). The program initially focused on reducing NOx emissions from heavy-duty diesel engines in order to implement a strategy in the 1994 California SIP for ozone that called for the early introduction of cleaner engines. The scope of the program has expanded over the years with statutory changes adding both new covered pollutants and new source categories.

Legislation enacted in 2001 (AB 1390) required air districts with a population of over 1 million to expend 50 percent of Moyer Program funds for projects that operate or are based in environmental justice areas (H&SC § 43023.5).

Legislation enacted in 2004 (AB 923 and Senate Bill (SB) 1107) provided increased and continued funding through 2015 while significantly expanding the Moyer Program. AB 923 expanded the Moyer Program to include light-duty vehicle projects and agricultural sources of air pollution as defined in Health and Safety Code section 39011.5(a). AB 923 also expanded the Moyer Program from a NOx focused incentive program to include projects that also reduce reactive organic gases and fine particulate matter (PM₁₀). This change allowed the Moyer Program to more comprehensively address California's air pollution challenges, including the air toxic risk associated with emissions from diesel engines. Additional legislation enacted in 2004 (AB 1394) directed ARB to include in the Moyer Program heavy-duty fleet modernization projects that reduce NOx and/or PM₁₀ emissions through the replacement of old trucks.

Legislation enacted in 2005 (SB 467) required ARB to revise the Moyer Program Guidelines to include projects in which an applicant turns in off-road equipment powered by internal combustion engines and replaces that equipment with new zero-emission technologies.

Legislation enacted in 2006 (SB 225) provided additional resources for program administration to address the expansion of the program. This legislation increased allowable expenditures for air districts' program administration from 2 percent of program funds for outreach to 5 percent for air districts with one million or more inhabitants and to 10 percent for those with less than one million inhabitants. ARB was provided 4 percent of program funds for outreach, oversight, and administration. These additional resources enabled ARB and the air districts to improve program accessibility, efficiency and accountability.

Legislation enacted in 2009 (SBx2 3) allows a maximum project life of 10 years for off-road farm equipment projects. This legislation also allows for funding of these off-road farm equipment projects up to the compliance date as determined by statute, regulation or rule.

Legislation enacted in 2010 (AB 1507) required ARB to revise the Guidelines by July 1, 2011, to allow for the combination of Moyer Program funds with funds designed to reduce greenhouse gas emissions from federal programs or the Alternative and Renewable Fuel and Vehicle Technology Program without including them in the cost-effectiveness calculation for the Moyer Program funds.

Legislation enacted in 2013 (AB 8) extended funding of AB 923 tire fees (\$1.75 per tire) through year 2023, effectively reauthorizing the Moyer Program and associated local funds through that year. AB 8 also directed ARB to convene a working group and work with local air districts to evaluate the Moyer Program and provide recommendations for program changes. The efforts of this working group led to SB 513.

Signed by the Governor in 2015, SB 513 provided new flexibilities that allow the Moyer Program to continue to make a viable contribution to emission reductions in California into the future. SB 513 was implemented in two phases; the early revisions became effective January 1, 2016, following a public meeting and 45-day public comment period, under authority delegated to the Executive Officer. Remaining updates are scheduled for consideration by the Board in April 2017. The most noteworthy changes enabled by SB 513 included:

1. Updating cost-effectiveness criteria, authorizing the Board, in collaboration with the air districts, to establish and revise cost-effectiveness limits to account for the costs of technology and regulation;
2. Allowing for a separate school bus cost-effectiveness limit to allow the Program to fund at the levels equivalent to the Lower-Emission School Bus Program. This change has already been implemented through the amendment of the 2011 Guidelines that became effective January 1, 2016.

3. Expanded opportunities for infrastructure projects; and
4. Allowing project co-funding without penalizing cost-effectiveness.

C. Summary of Changes for the 2017 Guidelines

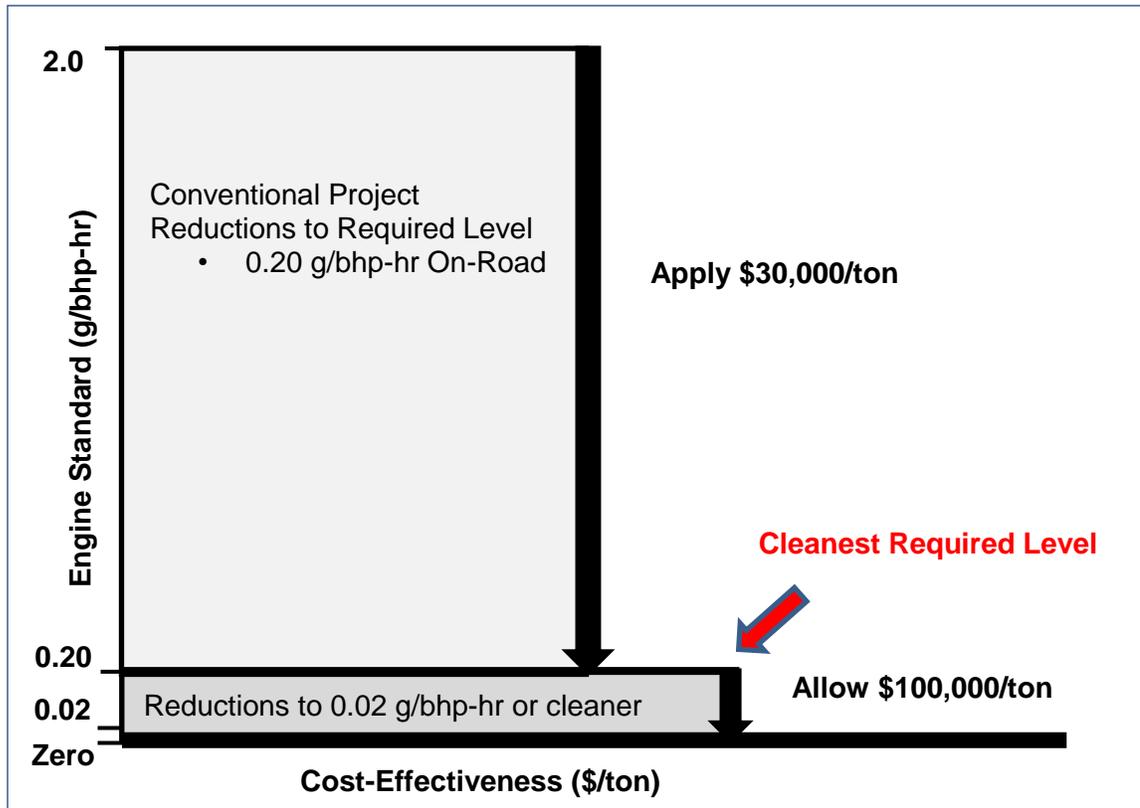
The 2017 Guidelines are proposed as an update to the Moyer Program to reflect the opportunity and flexibility provided by SB 513. The key program changes to be implemented through these Guidelines include the following. (Additional detail is included in the Staff Report issued to accompany Board consideration of these Guidelines.)

1. **Establish New Cost-Effectiveness Limits.** SB 513 specified that the Board, in collaboration with the air districts, should consider the cost of technology and the cost of regulations in establishing cost-effectiveness values. The proposed Guidelines include a tiered cost-effectiveness approach that will allow the program to meet dual needs – supporting both conventional projects and emerging technologies. The general cost-effectiveness limit would be increased from the current \$18,260 up to \$30,000 per weighted ton of emission reductions (particulate matter (PM) reductions would still be weighted by a factor of 20 due to diesel PM toxicity). The increase in the base limit reflects more recent regulatory costs and will enable more meaningful grants for cleaner engines at the required standard.

For advanced technology engines that are zero-emission or, alternatively, meet the cleanest optional standard level certified, the proposal allows air districts to choose to apply a cost-effectiveness limit of up to \$100,000 per weighted ton. This higher limit would provide additional incentive to turn engines and fleets over to the cleanest certified technologies now emerging in the marketplace.

Figure 1 below illustrates how the dual cost-effectiveness limits would be implemented under the proposed change for an on-road engine meeting the 0.02 g/bhp-hr Optional Low NOx standard.

Figure 1: Illustration of Dual Cost-Effectiveness Limit for On-Road Projects



2. **School Buses:** Note that a separate cost-effectiveness limit of \$276,230 per weighted ton will continue to apply to school bus projects, to enable consistency with the funding levels used in California’s Lower-Emission School Bus program as directed by SB 513. This program change has already been made, through a revision to the Moyer Program 2011 Guidelines effective January 1, 2016.
3. **Expansion of Infrastructure Program.** SB513 provided new opportunities to fund installation of fueling or energy infrastructure for zero and near zero alternative vehicles and equipment and other projects that enable clean air technologies. Under SB 513, infrastructure projects are not subject to the cost-effectiveness limit. Infrastructure categories included in the chapter are commercial battery charging and alternative fueling stations for on-road and off-road vehicles and equipment, and continued support for marine shore power electrification and stationary agricultural electrification projects. Proposed funding limits for infrastructure projects are as follows:
 - (A) Up to 50 percent of eligible costs for all projects;
 - (B) Up to an additional 10 percent (total of 60 percent) for publicly accessible stations;

- (C) Up to an additional 15 percent (total of 65 percent) for projects including on-site solar or wind power generation;
- (D) Up to 100 percent for electric charging stations and alternative fueling stations for school buses. This is consistent with recent Board direction to consider opportunities for funding to assist public school buses.

To provide project selection transparency for public accessible projects staff proposes requiring a competitive bid process when the project includes access to the public. The proposal also provides flexibility for air districts to select projects that meet their local needs and priorities.

- 4. Opportunity to Co-Fund Moyer Projects with Other Public Funds.** Proposed Guideline changes would provide new opportunities for Moyer Program funds to co-fund projects with other incentive programs without a cost-effectiveness penalty, as provided for in SB 513. Co-funding would allow projects to be approved with support from multiple program grants up to the total eligible cost of the project. Moyer Program and AB 923 funds would continue to be subject to cost-effectiveness limits (except in the case of infrastructure), regardless of whether such thresholds apply in other contributing programs. There is no limit on the number of co-funding sources that can be used to fund a project, as long as the total project costs are not exceeded and a 15 percent applicant cost share requirement is met for private sector projects. Provisions in the General Criteria and Program Administration Chapters would safeguard against double counting of emission reductions, and the Moyer Program will account for all emission reductions for SIP purposes. Projects would still be required to meet the individual requirements of each funding source.
- 5. Changes to Program Administration.** Program administration affects air district implementation of all Moyer projects, and ARB staff has worked with air districts to streamline and reorganize the administrative requirements that ensure program accountability. A major reporting update made in SB 513 was changing the two year expenditure deadline for grant funds to a four year liquidation deadline. Guideline changes to reflect this provide additional time to complete more complex projects, while contract execution will serve as an interim milestone for progress tracking. Another key change to the chapter is the phase-in of accounting principles, as recommended by California Department of Finance, to improve fiscal transparency and lower the cost of program audits. The updated Guidelines also provide air districts procedures for redirection of unallocated grant funds to districts with ready projects.
- 6. Changes to the On-Road Sections.** This version of the Guidelines would merge previous 2011 Guideline chapters 4, 5 and 6 into one comprehensive chapter for heavy-duty trucks and buses. The On-Road Voucher Incentive Program (VIP) program would remain separate in Part II of the Guidelines. A significant change in the on-road section is the addition of funding caps for new technologies such as Optional NOx and zero emission engines. Staff also

modified VIP funding caps for conventional project types. The fleet size limit of ten or less vehicles was removed; however, fleets larger than ten would have to use cleaner engine technology.

- 7. Changes to the Off-Road Sections.** The proposed 2017 Guidelines would combine previous chapters 7, 8, 9 and 10 into one off-road equipment chapter, while Off-Road VIP remains separate. Staff proposes to extend the eligibility for large fleets (more than 5,000 horsepower) to one additional opportunity after January 1, 2017. This will provide large fleets a path to add Tier 4 final equipment while retaining broader opportunity for medium fleets within this time frame. Program changes also allow equipment with Tier 3 engines and portable equipment to be eligible for equipment replacement.
- 8. Changes to the Locomotive Section.** Program guidelines would be updated for locomotive projects to require all new equipment be Tier 4 or cleaner. Staff also proposes to allow the reuse and/or the recycling of the baseline chassis while still requiring the baseline engine to be destroyed. Idle limiting devices and retrofit projects would no longer be eligible for funding.
- 9. Changes to the Marine Section.** For marine projects, proposed changes would include allowing the cleanest technologies to be eligible for the highest maximum percentage of eligible cost, and allowing compliant Tier 2 engines to be repowered. Vessels that are compliant with the Commercial Harbor Craft replacement schedule would become eligible for the same funding amounts as unregulated vessels. Provisions would also be added for hybrid system vessel retrofits.
- 10. Emissions Estimates and Deterioration.** Staff proposes that project evaluation consider the emissions that occur due to deterioration of vehicles and equipment emission controls over time. Deterioration rates used in ARB emissions inventories are available for on-road trucks and off-road equipment. Including these factors in Moyer Program emissions and cost-effectiveness calculations for both old and new equipment will better reflect real-world engine emissions over project lives, and align Moyer calculation methods with those used in ARB planning inventories and SIP air quality modeling.
- 11. Other Changes.**
 - (A) New purchase projects that expand fleets would no longer be eligible projects, due to SIP creditability concerns.
 - (B) The baseline vehicle for Light Duty Vehicle projects must have an engine model year of 2003 or older.
 - (C) Only minor changes are proposed for the Agricultural Assistance Program (Part III).

- (D) Appendices have been re-worked. Calculations in Appendix C are updated to improve the flow of calculations; formulas have been added to account for engine deterioration and calculate the new dual cost-effectiveness limits. Emission factors have been updated in Appendix D and now include deterioration. The appendices for acronyms, definitions and references have been updated. Previous appendices E and G have been removed, with cost-effectiveness information moved to Appendix C and capital recovery tables moved to Appendix D.