

January 31, 2001

U.S. Environmental Protection Agency
Air Docket (6102)
Attention: Docket No. A-2000-01
Room M-1500
401 M Street, SW
Washington, DC 20460

To Whom It May Concern:

On behalf of the State and Territorial Air Pollution Program Administrators (STAPPA) and the Association of Local Air Pollution Control Officials (ALAPCO), we are pleased to provide the following comments on the U.S. Environmental Protection Agency's (EPA's) Advance Notice of Proposed Rulemaking (ANPRM) on the *Control of Emissions from Nonroad Large Spark-Ignition Engines, Recreational Engines (Marine and Land-Based), and Highway Motorcycles*, as published in the *Federal Register* on December 7, 2000 (65 FR 76797).

Let us begin by commending EPA's outstanding leadership in issuing, on December 21, 2000, a final rule to control emissions from onroad heavy-duty diesel engines by setting rigorous particulate matter (PM) and oxides of nitrogen (NO_x) engine standards, to take effect beginning in 2007, and a national cap on sulfur in onroad diesel fuel of 15 ppm, to take effect beginning in mid-2006. This systems-based approach to cutting emissions from big onroad diesels will result in reductions in NO_x of over 95 percent and PM of over 90 percent; in addition, a host of other environmental and public health benefits will be reaped, including those related to toxic air pollution, acid rain, regional haze and global warming. Our associations firmly believe that this rule will play a pivotal role in state and local efforts to achieve and sustain clean, healthful air across the country.

As important as the regulation of onroad engines is to our ability to meet national clean air goals, however, such efforts alone are insufficient. At this time, many categories of nonroad engines are not federally controlled to a sufficient degree and, as a result, nonroad engines represent a dominant source of air pollution. All told, nonroad sources

present a problem that is at least as significant, if not more significant, than onroad sources; moreover, as a category, nonroad engines are a growing national source of air pollution. Accordingly, it is absolutely imperative that national action of a caliber similar to that taken for onroad engines be taken to address the public health and environmental threats posed by nonroad engines.

With respect to the framework for a federal nonroad engine regulatory program, STAPPA and ALAPCO urge that EPA establish hydrocarbon (HC), NO_x and PM standards for all new nonroad engines that reflect the same percentage of emission reduction as the standards that have been adopted for new onroad engines. In addition, it is essential that this regulatory framework be systems-based and also include requirements for nonroad fuels to meet the same standards as onroad fuels, including a 15-ppm cap on sulfur in nonroad diesel fuel, and in the same timeframe.

With this general vision for a comprehensive federal nonroad regulatory strategy as a backdrop, STAPPA and ALAPCO would like to offer the following recommendations regarding the regulation of the specific source categories identified by EPA in the December 7, 2000 ANPRM: nonroad spark-ignition (SI) engines, marine and land-based recreational engines and highway motorcycles. Our associations fully support EPA's efforts to establish an effective program to control emissions from these categories and concur with the agency's conclusion that such a program will help reduce the harmful health effects of, among others, ozone, carbon monoxide (CO) and PM.

Emission Standards for New Large Spark-Ignition Nonroad Engines

STAPPA and ALAPCO concur with EPA's suggestion that the national program to control emissions from new large SI nonroad engines go beyond standards already in place in California by including a new, more stringent emission standard to more accurately reflect the in-use deterioration of emission controls, a duty-cycle that includes transient engine operation, Not-to-Exceed testing and emission standards, basic engine diagnostic requirements and measures to reduce evaporative emissions.

To effect such a program, we recommend that the agency pursue a two-phased national control strategy. The first phase of this strategy, to take effect in 2004, should include the 3.0-gram-per-brake-horsepower-hour (g/bhp-hr) HC+NO_x standard, based on a steady-state test cycle, currently being phased in by California and to be in full effect in that state by 2004. The California Air Resources Board has estimated that its implementation of a 3.0-g/bhp-hr standard will result in a 50- to 55-ton-per-day reduction in HC+NO_x by 2010.

The second phase of the national strategy we recommend to EPA should be based on the application of automotive technology and include a more stringent standard – no less stringent than 1.0-2.0 g/bhp-hr HC+NO_x, based on a transient test – to take effect in 2007.

To facilitate compliance with these standards, liquefied petroleum gas fuel specifications, like those in place in California, should be set, including a 10-percent maximum for propene and an 85-percent minimum for propane.

Emission Standards for New Recreational Marine Engines

With respect to new recreational marine engines, STAPPA and ALAPCO agree with the approach laid out by EPA, to include aggressive emission standards, testing provisions that would require engine manufacturers to demonstrate compliance with the specified emission standards under a variety of operating conditions and effective certification and compliance provisions to ensure that the engines continue to meet the specified emission standards over their full lifetime. Specifically with respect to sterndrive and inboard gasoline recreational marine engines, STAPPA and ALAPCO recommend a catalyst-forcing standard of no less stringent than 5.0 grams per kilowatt-hour for HC+NO_x.

Emission Standards for New Land-Based Recreational Engines

In many cases, the engines used in land-based recreational vehicles are the same as those used in other two-stroke recreational vehicles, such as personal watercraft (and, often, are produced by the same manufacturers). STAPPA and ALAPCO believe EPA should proceed under the assumption that two-stroke land-based recreational engines can be made as clean as other two-stroke recreational engines. Accordingly, in setting standards for these engines, the same level of stringency should be applied, using California's personal watercraft standards as a model.

In addition, to curb the number of off-highway motorcycles exempted from these standards because of their use in competition, STAPPA and ALAPCO urge that EPA establish a definition of competition off-highway motorcycle that is firmly limited only to those motorcycles truly used for real competition and, further, set forth a decisive process for and make a commitment to effectively enforcing this policy.

Emission Standards for New Highway Motorcycles

For new highway motorcycles, STAPPA and ALAPCO recommend that national standards be harmonized with the standards adopted by California in December 1998. Accordingly, we urge that beginning in 2004, 280cc and larger highway motorcycles be required to meet a national HC+NO_x standard of 1.4 grams per kilometer (g/km) and a CO standard of 12.0 g/km, while 50cc-279cc motorcycles be required to meet a national HC standard of 1.0 g/km and a CO standard of 12.0 g/km. Further, beginning in 2008, the HC+NO_x standard for 280cc and larger highway motorcycles should be tightened to 0.8 g/km.

Blue Sky Program

Finally, our associations endorse the concept of a “Blue Sky” program to provide an incentive for manufacturers to voluntarily certify their engines to a new, more stringent standard earlier than required or to certify to an even lower standard once a new, more stringent standard takes effect.

Conclusion

STAPPA and ALAPCO believe that EPA’s December 7, 2000 ANPRM for nonroad SI engines, marine and land-based recreational engines and highway motorcycles signifies an important first step toward instituting a systematic set of substantial controls for all nonroad sources. While we are pleased by this step and the opportunity to provide our early perspectives regarding it, we cannot overstate the vital importance of timely and rigorous steps to more effectively regulate nonroad heavy-duty diesel engines and their fuels, as well. Therefore, our associations would welcome the opportunity to work in partnership with EPA as the agency moves ahead, not only with further action pursuant to this ANPRM, but also with efforts to address nonroad heavy-duty diesel engines and fuels. If we can provide any further information, please do not hesitate to contact either of us or Nancy Kruger of STAPPA and ALAPCO at (202) 624-7864.

Sincerely,

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