

# Cleaner Diesel Handbook



BRING CLEANER FUEL AND DIESEL RETROFITS  
INTO YOUR NEIGHBORHOOD

APRIL 2005

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**ENVIRONMENTAL DEFENSE**

finding the ways that work

## Tools for spurring retrofits

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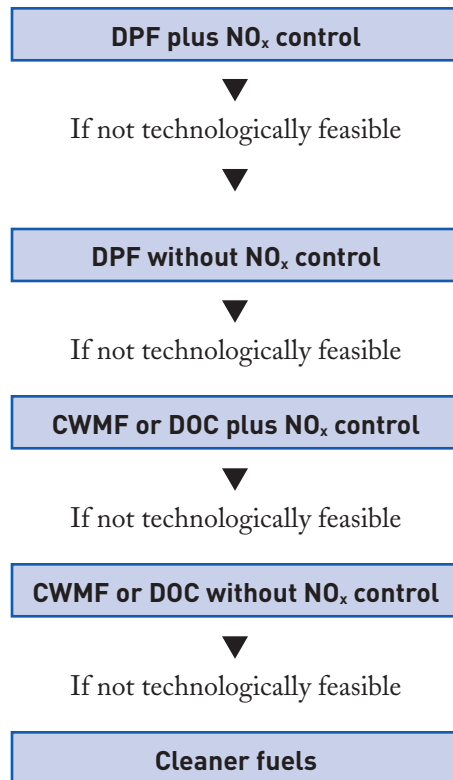
In this section of the handbook, Environmental Defense offers a framework for implementing retrofits and best management practices to help protect public health and ensure clarity for the construction industry and others who wish to reduce the pollution from *existing* diesel construction equipment. Local and state governments seeking to employ clean diesel fuels and technologies in construction projects have a number of options to encourage contractors to retrofit their existing diesel vehicles, use clean fuels or enact other best management practices, such as anti-idling measures. Environmental Defense believes these commitments to cleaner, healthier air can be incorporated in several different ways. The ideas outlined below could be used as: (1) an administrative or legislative commitment; (2) a contract specification, as a preference in the bidding process; (3) in an environmental impact statement, (4) in an executive order; or (5) in a Community Benefit Agreement.

To reduce diesel emissions from existing nonroad vehicles, Environmental Defense recommends both the installation of best available technology and the use of cleaner fuels, including diesel fuel that has 15 ppm of sulfur or less (ULSD). In Environmental Defense's view, "best available" technology is that which achieves maximum emissions reduction of fine particulate matter and NO<sub>x</sub> for a given particular engine type and application. Because specific emissions control technologies require different engine performance characteristics (temperature, duty cycles, etc.), each application has to be reviewed to determine the appropriate retrofit technology. Some flexibility and combinations of different technologies will be needed to achieve

maximum emissions reductions for each application. Therefore, we suggest a cascading series of emissions-control choices, ranked according to emissions-reduction performance. In this way, states, local agencies, fleet operators and contractors will be able to match best technologies to the specific engine and application, and will be required to achieve the maximum possible clean air benefit.

To begin, there should be an overarching, central commitment to using DPFs in combination with a NO<sub>x</sub> control. DPFs can achieve particle reductions of up to 90%. If no NO<sub>x</sub> control is available, then the DPF can be used alone. If it is not possible to use a DPF, then Environmental Defense suggests using a DOC or a CWMF in combination with NO<sub>x</sub> control. Diesel oxidation catalysts can achieve particle reductions of 20–30%, and CWMFs can reduce PM by more than 50%. If no NO<sub>x</sub> control is available, then the DOC or CWMF can be used alone. Lastly, if no pollution control technology can be used, then Environmental Defense suggests using the cleanest possible fuels. Switching from onroad diesel fuel (500 ppm sulfur content) or from nonroad diesel fuel (about 2000–3000 ppm sulfur content) to ULSD (15 ppm sulfur content or less) can reduce particulate matter, smoke and sulfate emissions.<sup>256</sup>

Environmental Defense advises using only technologies that are on or in the queue for EPA's or CARB's verified lists to ensure that you are installing a high quality product on your diesel engine. However, states and local governments should include pilot or demonstration products if they wish to investigate promising new emissions control technologies.



### Sample legislation regarding green contracting (retrofits and clean fuels)

According to the federal Clean Air Act, only EPA may set emissions standards for new nonroad engines and vehicles. EPA sets emissions standards for *new* nonroad engines and *new* nonroad vehicles. In May of 2004, EPA issued a rule setting emissions standards for new nonroad engines as well as regulating the amount of sulfur allowed in diesel fuel for the nonroad sector.<sup>257</sup> For more information on this new nonroad rule, please refer to: <http://www.epa.gov/nonroad-diesel/>. EPA has addressed new nonroad vehicles, but there are many older vehicles on the road today. Therefore, Environmental Defense recommends that states and local municipalities encourage retrofits and the use of cleaner fuels for *existing* nonroad vehicles. Cleaning up older diesel engines will be an important piece for reducing air pollution while the new nonroad rule phases in.

To encourage retrofits on existing nonroad equipment and the use of cleaner fuels, Environmental Defense suggests that state and local municipalities pass regulations (also sometimes referred to as “green contracting laws”) regarding the use of retrofit technology on state/local municipality owned nonroad diesel vehicles as well as nonroad diesel vehicles used when contracting with state/local municipalities. Environmental Defense also suggests including the use of ULSD fuel (15 parts per million of sulfur or less) as one of the contract specifications.

NEW YORK CITY’S LOCAL LAW 77  
New York City’s Local Law 77 requires the City to use ULSD fuel and retrofits on city-owned nonroad equipment.<sup>258</sup> Local Law 77 also includes use of retrofits and ULSD as a contract specification in public works contracts.

Excerpts from New York City’s Local Law 77, Section 1:<sup>259</sup>

b. (1) Any diesel-powered nonroad vehicle that is owned by, operated by or on behalf of, or leased by a city agency shall be powered by ultra low sulfur diesel fuel.

(2) Any diesel-powered nonroad vehicle that is owned by, operated by or on behalf of, or leased by a city agency shall utilize the best available technology for reducing the emission of pollutants.

c. (1) Any solicitation for a public works contract and any contract entered into as result of such solicitation shall include a specification that all contractors in the performance of such contract shall use ultra low sulfur diesel fuel in diesel-powered nonroad vehicles and all contractors in the performance of such contract shall comply with such specification.

(2) Any solicitation for a public works contract and any contract entered into as

a result of such solicitation shall include a specification that all contractors in the performance of such contract shall utilize the best available technology for reducing the emission of pollutants for diesel-powered nonroad vehicles and all contractors in the performance of such contract shall comply with such specification.

#### NEW YORK STATE ASSEMBLY LAW ON CONSTRUCTION IN LOWER MANHATTAN

The Coordinated Construction Act for Lower Manhattan, passed by both the New York State Senate and Assembly, commits New York State construction projects in lower Manhattan to control emissions by requiring that nonroad vehicles be powered with ULSD and retrofit with technologies such as oxidation catalysts, particulate filters or an emissions control technology that achieves the lowest particulate matter emissions.<sup>260</sup>

Excerpts from Section 4 of the Coordinated Construction Act for Lower Manhattan:

e. Notwithstanding any general, special or local law or rule or regulation to the contrary, a public agency shall require contractors and subcontractors to use *only ultra-low sulfur diesel fuel* to power the diesel-powered non-road vehicles with engine horsepower (HP) rating of 60 HP and above used on lower Manhattan redevelopment projects and, where practicable, to reduce the emission of pollutants by retrofitting such non-road vehicles with oxidation catalysts, particulate filters, or technology with comparable or better effectiveness. (emphasis added)

#### SACRAMENTO'S OZONE SUMMIT MODEL "GREEN CONTRACTING" ORDINANCE

The Sacramento Ozone Summit, a gathering of agency heads and elected

officials from around the Sacramento federally designated Ozone Non-attainment Area, led to the design of a green contracting model ordinance by the Sacramento Metropolitan Air Quality Management District's Mobile Source Division. This ordinance offers a voluntary and flexible approach to reducing construction site emissions that would certify rental firms/construction firms as "green contractors." Being "green" would entail curtailing activities on "spare the air" days, mitigating emissions using ULSD or emulsified fuel, and replacing/retrofitting engines using Carl Moyer incentive funds or Sacramento Emergency Clean Air Transportation Funds (SECATF), which at one point totaled \$28 million. "Green contractors" would then receive bidding bonuses that would give them a competitive advantage in the contract bidding process. "Green contractors" would also be subject to detailed monitoring of construction equipment.<sup>261</sup>

Excerpts from Section 3. of the Model "Green Contracting" Ordinance:

Within 90 days of adoption of this Chapter, the *(insert name of local agency)* shall designate a Program Manager *(such as the agency's manager responsible for procurement)* and shall develop and implement a Green Contracting Program. The Green Contracting Program must include a description of the plan to encourage contractors operating within the *(insert name of local agency)* to procure and to operate low-emission vehicles and to obtain low-emission fleet status for off-road equipment fleets and heavy-duty on-road vehicle fleets. The *(insert name of local agency)*'s Green Contracting Program must focus on fleet owners that have contracts for *(insert name of local agency)* business.

The *(insert name of local agency)* must include contract bid language that would

implement the following Green Contracting Program requirements. See (c) for the exception to this requirement.

### **Sample contract specifications**

#### **BOSTON BIG DIG**

Excerpt from Section 721.562 of the Big Dig Contract Specifications.

Methods that shall be used by the Contractor to control nuisance odors associated with diesel emissions from construction equipment include:

Turning off diesel combustion engines on construction equipment not in active use and on dump trucks that are idling while waiting to load or unload material for 5 minutes or more.

Establishing a staging zone for trucks that are waiting to load or unload material at the contract area, in a location where the diesel emissions from the trucks will not be noticeable to the public.

Locating combustion engines away from sensitive receptors such as fresh air intakes, air conditioners, and windows. *In addition to the above diesel emission control measures, all off-road diesel powered equipment used for this contract shall contain oxidation catalyst emission control equipment on the exhaust system side of the equipment.* (emphasis added)

Please note that when the Boston Big Dig contract specifications were drafted, ULSD fuel (sulfur content of 15 ppm) was not available in the Boston region. For that reason, DPFs could not be used as retrofit technology and DOCs only were used.

#### **CONNECTICUT I-95 NEW HAVEN HARBOR CROSSING CORRIDOR IMPROVEMENT PROGRAM (NHCC PROJECT)**

Connecticut's Department of Transportation (ConnDOT), the Connecti-

cut Department of Environmental Protection, the Connecticut Department of Motor Vehicles, and the Connecticut Construction Industry Association worked together to create a contract specification to improve quality of life during the long-lasting I-95 New Haven Harbor Crossing Corridor Improvement Program.

### **Notice To Contractors (NTC)—Diesel Vehicle Emission Controls**

All diesel powered construction equipment with engine horsepower (HP) ratings of 60 HP and above, that are on the project or are assigned to the contract for a period in excess of 30 days *shall be retrofitted with Emission Control Devices and/or use Clean Fuels* in order to reduce diesel emissions. In addition, all motor vehicles and/or construction equipment shall comply with pertinent State and Federal regulations relative to exhaust emission controls and safety. (emphasis added)

### **Truck staging zones**

The contractor shall establish truck-staging zones that are waiting to load or unload material at the contract area. Such zones shall be located where the diesel emissions from the trucks will have minimum impact on abutters and the general public.

### **Idling**

Idling of delivery and/or dump trucks, or other diesel powered equipment shall not be permitted during periods of non-active use, and it should be limited to three minutes in accordance with the Regulations of Connecticut State Agencies Section 22a-174-18(a)(5).<sup>262</sup>

### **Environmental performance commitments in environmental impact statements**

An Environmental Impact Statement (EIS) is a document required for major

federal actions (or regional, state, or local actions funded with substantial federal monies) that may significantly affect the environment. Describing the positive and negative effects of the major project and citing alternative actions, an EIS serves as a tool for decision-making.

When a governmental agency plans a construction project, Environmental Defense strongly encourages the use of the cleanest possible fuel and pollution control technology in the Environmental Performance Commitments (EPC) section of the project's Environmental Impact Statement (EIS). This puts interested parties on notice that there will probably be future contract specifications that follow the guidelines established in the EIS. Thus, requirements for clean diesel equipment and clean diesel fuel can come out of the EIS and bidding process. Although the following two examples include the type of language that a government seeking cleaner diesel fuel and technology use might include in an Environmental Impact Statement's EPC section, Environmental Defense also recommends that:

- Emissions-reductions steps such as the use of ULSD or best available reductions technologies (BART) should be extended to onroad trucks servicing the construction site and all stationary diesel generators used in connection with construction.
- Emissions standards should cover non-road vehicles of 50 HP and greater.
- Anti-idling measures include a powerful enforcement plan and mechanism.
- Regular emissions testing be conducted at construction sites, and that the results of these tests be made publicly available, to ensure compliance and accountability.
- Trucks and construction equipment be marked with a label or sticker that

certifies that they are using ULSD fuel as well as retrofit technology.

- Truck staging zones should be established for diesel-powered vehicles waiting to load or unload materials. The zones should be located where diesel emissions will have the least impact on abutters and the general public.
- Idling should be limited to three minutes for delivery and dump trucks and other diesel-powered equipment (with some exceptions).
- All work should be conducted to ensure that no harmful effects are caused to adjacent sensitive receptors, such as schools, hospitals, and elderly housing.
- Diesel-powered engines should be located away from fresh air intakes, air conditioners, and windows.

New York's Route 9A Draft Supplemental Environmental Impact Statement<sup>263</sup> can serve as a sample for how diesel emissions impacts can be mitigated and addressed in an EIS.

Excerpt from New York's Route 9A Draft Supplemental EIS, page 10:

All diesel construction engines—excluding trucks—would use ultra low-sulfur diesel (ULSD) fuel; where practicable, engines larger than 60 horsepower (HP) would include emissions reduction measures to reduce emissions of PM and volatile organic compounds (VOCs). For the purpose of this study, it was assumed that PM emissions from all such engines would be reduced by 40 percent—the average reduction achieved by using diesel oxidation catalysts (DOC). PM emissions may be further reduced in cases where diesel particle filters (DPF) would be used—85 percent reductions or higher can be achieved with this technology. Since it is uncertain at this time what emission reduction technologies would be most efficient with each equipment type,

and since DOCs reduce more VOCs, which are ozone precursors and are of regional concern, the environmental performance commitments (EPCs) provide the flexibility to utilize either DOC or DPF control technologies. Therefore, the minimum PM emissions reduction of DOCs was assumed for the local impact analyses.<sup>264</sup>

Similarly, the Fulton Street Transit Center Draft EIS<sup>265</sup> also contains language suggesting the use of ULSD fuel and retrofit technology to mitigate the impact of unhealthy diesel emissions.

Excerpts from the Fulton Street Transit Center Draft EIS, page 2:

The Build Alternatives would be implemented with incorporation of Environmental Performance Commitments (EPCs). The EPCs consist of onsite measures that would include the use of ultra-low sulfur diesel (ULSD), with sulfur content less than 15–30 parts per million (ppm) fuel and retrofit technology in heavy-duty engines and off-road construction vehicles operating during the construction of the FSTC, including during year 2005/2006, the peak period of construction. Other EPCs include a dust control plan for the construction site including a soil erosion sediment control plan which would be part of the Construction Environmental Protection Program (CEPP). The dust control plan could include: spraying of a (non-hazardous, biodegradable) suppressing agent on disturbed soil and other surfaces; containment of fugitive dust; and adjustment of work practices to reflect meteorological conditions as appropriate.<sup>266</sup>

## **Community Benefit Agreements**

Community Benefit Agreements (CBAs) can also serve as a tool to improve air quality. CBAs are project-

specific contracts between developers of a major project and community organizations. CBAs are safeguards to ensure that local community residents share in the benefits of major developments. They allow community groups to have a voice in shaping a project, press for community benefits that are tailored to their particular needs, and enforce developer's promises.

The CBA process begins with interested members of the community, who identify how a proposed development project can benefit residents and workers. Once a list of potential benefits is determined, community members meet with the developer and/or representatives of the city to negotiate a CBA. Each CBA is unique, reflecting the needs of a particular community.

The first full-fledged CBA came in 2001, when a large coalition of community groups negotiated a far-reaching agreement with the developer of the Staples Center for the Los Angeles Sports and Entertainment District. This was followed by four more CBAs on projects across Los Angeles. A dozen additional projects in Los Angeles have community benefits provisions incorporated into their respective development agreements.

Many communities across the country are now using the community benefits model. In San Jose, two projects have incorporated community benefits provisions into the development agreements, while groups in at least six cities—Denver, Seattle, Milwaukee, Miami, New York and New Haven—are actively pursuing community benefits.<sup>267</sup>

In 2004, community groups, environmental organizations, and labor unions joined together and reached a CBA with Los Angeles World Airports (LAWA), the government entity that operates LAX.

Excerpts from the LAX CBA regarding reducing harmful diesel emissions via cleaner fuels and retrofits:

**F. Construction Equipment.**

**1. Best Available Emissions Control Devices Required.** LAWA shall require that all diesel equipment used for construction related to the LAX Master Plan Program be outfitted with the *best available emission control devices primarily to reduce diesel emissions of PM, including fine PM, and secondarily, to reduce emissions of NO<sub>x</sub>*. This requirement shall apply to diesel-powered off-road equipment (such as construction machinery), on-road equipment (such as trucks) and stationary diesel engines (such as generators). The emission control devices utilized for the equipment at the LAX Master Plan Program construction shall be: (i) verified or certified for use by CARB for on-road or off-road vehicles or engines; or (ii) verified for use by EPA for on-road or off-road vehicles or engines. Devices certified or verified for mobile engines may be effective for stationary engines and that technology from EPA/CARB on-road verification lists

may be used in the off-road context. (emphasis added)

**5. ULSD and Other Fuels.**

**a. ULSD and Other Fuel Requirements.**

All construction equipment used for construction related to the LAX Master Plan Program *shall use only Ultra-Low Sulfur Diesel fuel (15 ppm or lower), so long as there are adequate supplies of ULSD in the Southern California area.* If adequate supplies of ULSD are not available in the Southern California area, then other fuels may be used, provided that the other fuels do not result in an greater emissions of fine PM or nitrogen oxides than that which would be produced by use of ULSD at 15 ppm or lower. Cost of ULSD shall not be a consideration in determining “adequate supplies.” (emphasis added)

For more information on the LAX CBA go to: [http://www.environmentaldefense.org/documents/4174\\_LAX\\_CBA\\_Summary.pdf](http://www.environmentaldefense.org/documents/4174_LAX_CBA_Summary.pdf). For the exact language of the LAX CBA go to: [http://www.environmentaldefense.org/documents/4201\\_LAX\\_CBA\\_full.pdf](http://www.environmentaldefense.org/documents/4201_LAX_CBA_full.pdf).