

# APPENDIX B. IDENTIFICATION, ASSESSMENT, AND SELECTION OF COMMUNITIES

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## APPENDIX B – IDENTIFICATION, ASSESSMENT, AND SELECTION OF COMMUNITIES

### I. INTRODUCTION

An important element of the Community Air Protection Program (Program) is selecting communities around the State with high cumulative exposure burdens for criteria air pollutants and toxic air contaminants to focus further efforts to improve air quality in these communities in addition to the statewide strategies and Program elements that will be providing reductions in impacted communities across the State. Assembly Bill (AB) 617<sup>55</sup> requires that the California Air Resources Board (CARB) Governing Board annually consider selection of communities for either community emissions reduction programs, community air monitoring, or both, as appropriate. The CARB Governing Board will consider selection of the first set of communities by October 1, 2018.<sup>56</sup> This appendix outlines the annual process and criteria for identifying, assessing, and recommending communities for CARB Governing Board consideration and selection, as deemed appropriate.

Each year's process will include the following three steps:

- *Step 1: Identification* – CARB staff developed, and will update annually, a broad list of communities for inclusion in the Program, drawing from recommendations from air districts, from community member nominations, consultation with the Office of Environmental Health Hazard Assessment (OEHHA), and from CARB's own understanding of air pollution data. CARB will publicly post this list in the summer each year.
- *Step 2: Assessment* – CARB staff will consult with community stakeholders and work with air districts and OEHHA annually to assess the cumulative air pollution exposure burden in each community on the list based on the factors outlined throughout this appendix. CARB will publicly post this statewide assessment in early fall each year.
- *Step 3: Selection* – CARB staff will review and provide annual recommendations, as appropriate, on the selection of communities for inclusion in the Program each year. Each year, the CARB Governing Board will consider the selection of additional communities for focused action for either community emissions reduction programs, community air monitoring, or both, as appropriate. The selection of communities will also include a description of near-term actions to be taken across the State to underscore efforts that will be taken to reduce emissions and exposure in all highly burdened communities.

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<sup>55</sup> Assembly Bill 617, Garcia, C., Chapter 136, Statutes of 2017, modified the California Health and Safety Code, amending § 40920.6, § 42400, and § 42402, and adding § 39607.1, § 40920.8, § 42411, § 42705.5, and § 44391.2. See Appendix H for complete bill language.

<sup>56</sup> California Health and Safety Code § 42705.5(c) and § 44391.2(c)(1).

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CARB staff are setting a strong science-based foundation to identify and prioritize communities that experience high cumulative exposure burdens. In selecting communities, AB 617 specifies that the underlying assessment shall:<sup>57</sup>

- “Prioritize disadvantaged communities and sensitive receptor locations.”
- Utilize “one or more of the following: best available modeling information, existing air quality monitoring information, existing health data based on consultation with the Office of Environmental Health Hazard Assessment...and the monitoring results obtained pursuant to (California Health and Safety Code) 42705.5.”

The following sections of this appendix outline the specific criteria and processes for identifying, assessing, and selecting communities with high cumulative exposure burdens.

## II. IDENTIFICATION

To create the broad list of communities for inclusion in the Program, CARB staff will annually solicit recommendations from community organizations, community members, and air districts. CARB staff have developed specific criteria and a process to collect nominations from communities and recommendations from air districts via an annual solicitation. In February 2018, CARB staff released a *draft Process and Criteria for 2018 Community Selections* document to guide first year community self-nominations and the air district recommendation process.<sup>58</sup> Public comments and discussion on that draft forms the basis for the process that will be used in future years and is described in this appendix.

Community members and community-based organizations have first-hand knowledge of local air quality impacts and concerns. In addition, as air districts are tasked with developing and implementing community air monitoring and community emissions reduction programs, it is critical they be engaged in the process of working with local communities in the community selection process. In consultation with OEHHA, CARB staff will review information available at the statewide level to identify any gaps and supplement the lists received from community members and air districts to ensure a comprehensive statewide list. The result will be an inclusive, publicly posted master list of communities to support each year’s selection process. CARB staff will post a list of the community self-nominations and air district community submittals, on the Program’s webpage: <https://ww2.arb.ca.gov/our-work/programs/Community-Air-Protection-Program>.

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<sup>57</sup> California Health and Safety Code § 44391.2.

<sup>58</sup> Technical criteria, requirements for public process, and timelines for the 2018 community self-nominations and air district recommendations are provided in CARB’s *draft Process and Criteria for 2018 Community Selections* available at: <https://ww2.arb.ca.gov/our-work/programs/Community-Air-Protection-Program>.

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Each year, CARB will use this master list and any new nominations, data, and methodologies to evaluate and recommend communities to the CARB Governing Board for community emissions reduction programs, community air monitoring, or both, as appropriate. CARB staff will provide an assessment and recommendations in an annual report that will be available for public review and comment to support consideration by the CARB Governing Board.

### COMMUNITY SELF-NOMINATIONS

To self-nominate a community, community-based organizations and community members should provide a short write-up that includes:

- Community location (e.g., boundaries, census tract, identifying city markers).
- Whether the community is nominating itself for deployment of community air monitoring, development of a community emissions reduction program, or both.
- A brief description of the community such as identifying characteristics, socio-economic factors, and existing public health data.
- A brief description of the air pollution concern. If available, include information on sources of air pollution and data on air pollution impacts to the community.

Community self-nominations can be submitted at any time to either CARB or the appropriate air district. CARB staff will forward the community self-nomination received to the appropriate air district to include in their technical assessment of communities. As noted above, if an air district does not complete a technical assessment for the self-nominated community, CARB staff will ensure that this is completed in the statewide process. CARB staff may also contact the community member or group to solicit additional information to ensure a comprehensive evaluation process.

### AIR DISTRICT RECOMMENDATIONS

As part of the annual solicitation requirements, CARB staff have established a two-step process for air district submittals. Step one is detailed in this section and step two is detailed in the “Assessment” section of this appendix. In the first step, air districts will submit to CARB an initial list of all communities being considered in their district, based on the results of an initial technical assessment. The deadline for this submittal will be provided each year by CARB. For example, in the first year of the Program this deadline was April 30, 2018.

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In the first step, air districts will provide at least the following information in its submittal of all initial communities:

- A list and brief description of all communities with high cumulative exposure burdens that the air district is recommending.
- Additional specific information for each community that is a candidate for recommendation, including descriptions of the community's identifying characteristics and preliminary geographic boundaries.<sup>59</sup>
- Assessment results using CalEnviroScreen 3.0 or the most recently updated version of CalEnviroScreen.<sup>60</sup>
- Description of additional tools or data sources (if used) to identify communities and results.
- Description of the process to refine the list of communities.
- Description of air district's relationships with members of the communities that are candidates for recommendation or community-based organizations located in those communities.
- Description of the proposed public outreach approach and schedule to determine which communities will be included in the final recommendation.
- Other information used, including information submitted by community members that helped in community identification.

In response to CARB's annual solicitation, air districts that previously submitted a list of communities for consideration in a prior year, need to provide information in the steps above for new communities the air district is adding to their list. The air district should also include any new or updated information or data that is relevant for previously submitted list.

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<sup>59</sup> Air districts will work with community steering committees to finalize community geographic boundaries. More information on the role of the community steering committee is provided in Appendix C.

<sup>60</sup> Office of Environmental Health Hazard Assessment, CalEnviroScreen, June 30, 2017, available at: <https://oehha.ca.gov/calenviroscreen>. [Accessed April 5, 2018].

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### III. ASSESSMENT

To inform the annual process for review and consideration of specific communities to the CARB Governing Board, CARB staff will work with air districts to conduct an assessment of all community recommendations provided by community members and air districts, as well as any additional communities identified by CARB staff and in accordance with the language of Assembly Bill 617.<sup>61</sup> This assessment will also include identifying disadvantaged communities and locations with sensitive receptors.<sup>62</sup> Disadvantaged communities are identified by the California Environmental Protection Agency pursuant to Senate Bill 535.<sup>63</sup> Figure B-1 indicates disadvantaged communities in California.

The assessment will evaluate factors to characterize the cumulative exposure impacts within each community and help inform staff's recommendations to the CARB Governing Board. The factors include, but are not limited to:

- *Exposure to air pollution* –
  1. Concentrations of ozone, particulate matter, and toxic air pollutants from measurements, air quality modeling, or other information quantifying air pollution exposure burden.
  2. Density of air pollution sources and the magnitude of emissions within the community from mobile and stationary pollution sources.
  3. Cancer risk estimates based on existing or new air quality modeling that characterizes the burden faced by the community.
- *Sensitive populations* –
  4. Sensitive populations including children, individuals with preexisting health conditions, and the elderly at homes, schools, hospitals, and day care centers located in close proximity to mobile and stationary emissions sources of concern, including roadways.
- *Other measures of vulnerability to air pollution* –
  5. Existing public health data that are representative of the incidence or worsening of disease related to air quality such as the prevalence of asthma, heart disease, low birth weights, and premature mortality.
  6. Socio-economic factors, such as poverty levels and unemployment rates.

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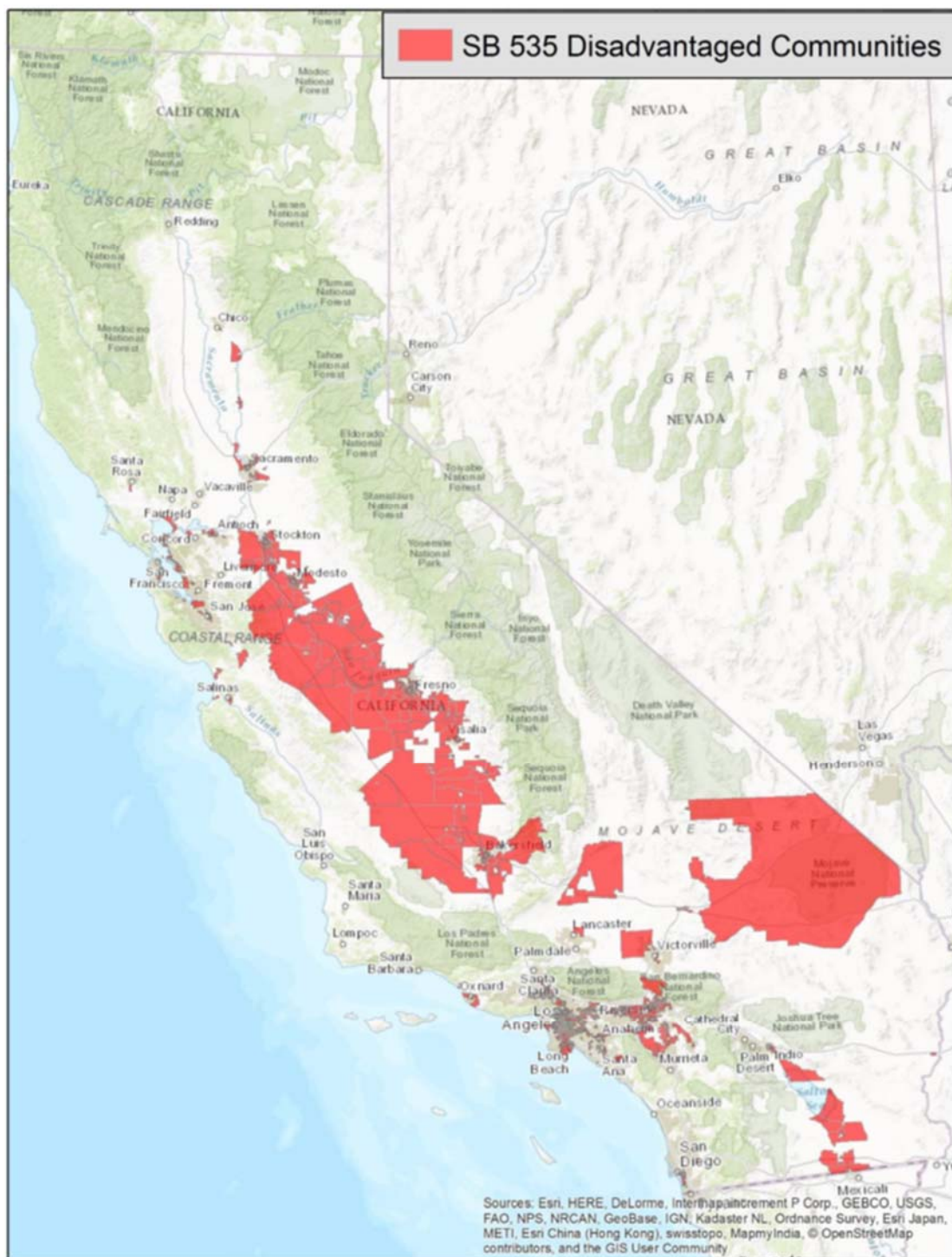
<sup>61</sup> Assembly Bill 617, Garcia, C., Chapter 136, Statutes of 2017, modified the California Health and Safety Code, amending § 40920.6, § 42400, and § 42402, and adding § 39607.1, § 40920.8, § 42411, § 42705.5, and § 44391.2. See Appendix H for complete bill language.

<sup>62</sup> California Health and Safety Code § 44391.2(b)(1).

<sup>63</sup> Senate Bill 535, DeLeon, Chapter 830, Statutes of 2012, California Health and Safety Code § 39711.

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Figure B-1 Disadvantaged Communities (*Census Tracts from CalEnviroScreen 3.0*)



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Under the second step for air district's that submit community recommendations to CARB, air districts will provide a detailed local assessment of the factors for each community under consideration in their region, which will complement CARB's statewide assessment.

In addition to data layers available within CalEnviroScreen, the list below highlights data sources that can be used by air districts and communities in developing their assessments and recommendations.<sup>64</sup> This may include additional data available at the regional level such as local community air monitoring, modeling, and health studies. These data sources may change over time and CARB staff will include a revised list of data sources in each year's solicitation. CARB staff will also draw on many of these data sources in preparing staff's annual statewide assessment to support community recommendations to the CARB Governing Board. As part of this process, CARB staff will develop and post a statewide assessment to summarize the data used to help support selection of the recommended communities. This template will be updated periodically as the Program evolves.<sup>65</sup> The revised version will be included in each year's community recommendation solicitation. The data sources include:

- *State information* –
  - Additional data layers available within CARB's Environmental Justice Screening Method, including sensitive receptor and hazard proximity data.
  - CalEnviroScreen 3.0 or newer results, including social and health metrics, such as poverty level and asthma hospitalizations.
  - California Emission Inventory for mobile, area-wide, and stationary sources.
  - The California Healthy Places Index.<sup>66</sup>
  - CARB Pollution Mapping Tool.
  - Statewide air quality monitoring data for pollutants not included in CalEnviroScreen 3.0.
- *Air district information* –
  - Community-scale emission inventories.
  - Community air quality monitoring and special studies.<sup>67</sup>

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<sup>64</sup> More information on data sources that can be used by air districts in developing assessments and recommendations is available at: <https://ww2.arb.ca.gov/our-work/programs/Community-Air-Protection-Program>.

<sup>65</sup> More information and the template for statewide assessments is available at: <https://ww2.arb.ca.gov/our-work/programs/Community-Air-Protection-Program>.

<sup>66</sup> Public Health Alliance of Southern California, *The California Healthy Places Index*, 2018, available at: <http://healthyplacesindex.org/>.

<sup>67</sup> Examples of studies include: (1) Bay Area Air Quality Management District, Community Air Risk Evaluation Program (CARE), available at: <http://www.baaqmd.gov/plans-and-climate/community-air-risk-evaluation-care-program> and (2) South Coast Air Quality Management District, Multiple Air Toxics Exposure Study (MATES), available at: <http://www.aqmd.gov/home/air-quality/air-quality-studies/health-studies/mates-v>.



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- Regional or local air quality modeling.
- Health risk assessments and other health-based studies, surveys, health impact assessments, and data.
- *Federal resources* –
  - National Emission Inventory.
  - Risk Screening Environmental Indicators model.
  - U.S. Environmental Protection Agency Environmental Justice Screening and Mapping Tool.
  - National Air Toxics Assessment.

To support ongoing improvements in data sources and evaluation methodologies, CARB and the Department of Toxic Substances Control (DTSC) are contracting with a consortium of researchers to provide analytical support to identify appropriate datasets and to develop novel indicators that can be integrated into existing cumulative impacts screening approaches such as CalEnviroScreen.<sup>68</sup> Statute implemented by both CARB<sup>69</sup> and DTSC<sup>70</sup> require method development to assess cumulative impacts and integrate indicators of community vulnerability for the implementation of regulatory programs and community monitoring. The contract includes several opportunities for the public to engage with the researchers, including quarterly meetings to discuss progress. At the end of the contract, the researchers will present their results and their report will be available in the online Resource Center. In addition, new data from community air monitoring will become available in subsequent years of the Program that can also strengthen the community identification and selection process.

Based on this analysis, air district submittals will include specific recommendations for selection of communities for air monitoring and/or emissions reduction programs.<sup>71</sup>

In refining their list of communities into a recommendation of communities to be selected for action that year, air districts must conduct a public process to outreach to communities under consideration to help inform their recommendations. As part of their outreach efforts, each participating air district will:

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<sup>68</sup> Integrating a community cumulative impacts framework in the implementation of AB 617 and SB 673. (2018) Morello-Frosch, R., Pastor, M., Sadd, J, Cushing, L., London, J. and English, P. CARB/DTSC Contract Number 17RD035.

<sup>69</sup> California Health and Safety Code § 42705.5 and § 44391.2.

<sup>70</sup> Senate Bill 673, Lara, Chapter 611, Statutes of 2015, California Health and Safety Code § 25200.21 and § 25200.23.

<sup>71</sup> CARB staff expect in most cases, nominations that come directly from communities will be included as part of the air district's assessment. In cases where they are not, CARB staff will conduct a similar analysis of the factors above to ensure equal consideration in the community assessment and selection process. This may include contacting the self-nominating community member of group to make sure staff fully understand the community issues.

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- Hold at least one public workshop for all stakeholders.
- Hold community-level meetings in areas within the air district such that members from each community under consideration can easily participate:
  - Coordinate with community leaders and community-based organizations to determine the appropriate place and time for the meetings.
  - Provide interpretation services and/or materials to communities in appropriate languages.

Air districts should also consider additional factors in recommending specific communities for community air monitoring and/or community emissions reduction program preparation that year, including but not limited to:

- Existing community air monitoring and/or emissions reduction efforts.
- Community organization administrative and technical resources.
- Anticipated community, government, and business stakeholder resource needs for capacity building, mitigation, public process, etc.

The following information covers the remaining minimum community recommendation requirements. The deadline for this submittal will be provided each year by CARB. For example, in the first year of the Program the deadline was July 31, 2018.

- List of all communities recommended for action that year, including community descriptions, identifying characteristics, preliminary geographic boundaries, and applicable census tract(s):<sup>72</sup>
  - A description of any air district assessments of communities identified for recommendation.
  - A description of each community's capacity and interest to participate and engage in air quality activities, including a summary of the air district's relationships with members of the recommended communities or community-based organizations located in the recommended communities.
- Description of the process used to refine the list communities.
- If the communities are recommended for community air monitoring, a description of the known air quality data needs.
- If the communities are recommended for community emissions reduction programs, provide the following information:

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<sup>72</sup> For the first year, CARB requested that air districts also include recommended communities for air monitoring and/or emissions reduction programs for years 2 through 5 and years 6 and beyond. In subsequent years, it is anticipated that the community priorities will be re-evaluated with any new data and public input and these initial recommendations could be updated in subsequent annual solicitations. Air districts will work with community steering committees to finalize community geographic boundaries. More information on the role of the community steering committee is provided in Appendix C.

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- Description of air quality challenges affecting the community, and potential sources.
- Confirmation that emissions sources are well-characterized in the community.
- Confirmation that air monitoring results are available that characterize the high air pollution exposure burden experienced by the community well enough to inform community emissions reduction program development.
- Confirmation that sufficient data and resources are available to produce source attribution results for use in strategy development within the necessary time frames prescribed by AB 617.<sup>73</sup>

### IV. SELECTION

CARB staff will develop annual recommendations on the selection of communities for inclusion in the Program. Each year, the CARB Governing Board will consider staff's recommendations at a public meeting, as appropriate.

The full number of California communities with high cumulative air pollution exposure burdens will far exceed a single year's capacity to successfully develop and implement community monitoring or community emissions reduction programs. Therefore, the recommendations for communities to be considered will also include a description of near-term actions to be taken in communities statewide, to underscore efforts to reduce emissions and exposure in disproportionately burdened communities. See Appendix D for a description of statewide actions.

As part of CARB staff's recommendation to the CARB Governing Board, staff will evaluate additional considerations to inform the Board's consideration of communities, particularly in the initial years of the Program's implementation. These considerations include:

- *Regional diversity* – Building capacity and supporting existing community-led efforts and solutions in multiple air districts.
- *Sources* – Selecting a mix of communities with varying air pollution sources to support development of a range of emission reductions strategies that used as a model for other, similar communities. The pollution source mixes that CARB will consider to support strategies that benefit different types of highly burdened communities include, but are not limited to:
  - Freight-related pollution sources.
  - Specific industrial sources that are common in disproportionately burdened communities (e.g., metal plating and recycling facilities; oil and gas production and refining).
  - Urban mixes of traffic, commercial, and residential sources of air pollution.

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<sup>73</sup> California Health and Safety Code § 44391.2(c)(2).

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- Rural sources of air pollution (e.g., agricultural burning, fugitive dust).
- Pollution sources along the U.S.-Mexico border.

Communities included in the statewide assessment will either be selected by the CARB Governing Board for a community emissions reduction program and/or community air monitoring, or will remain on the candidate list for future year consideration. If a community is selected by the CARB Governing Board for air monitoring only, it will be a priority consideration for the selection of an emissions reduction program in subsequent years. This consideration will be contingent upon a recommendation by the community steering committee, the available data are sufficient to support an emissions reduction program, and the availability of adequate resources. CARB and air districts will also continue to implement broader State and regional programs to improve air quality so all highly burdened communities will see ongoing benefits prior to additional action through the AB 617 process in future years. These efforts include CARB and air district freight-related measures, statewide and local climate investments, and enforcement of emissions rules and regulations throughout the State, which are described in Appendix F.