

Blueprint 2.0

Introduction to the topic

- why it was created,
- what the statute says,
- who the parties are,
- budget history, current status, future prospects and breakdowns among all parties for the whole budget
- Perspectives from the parties: each of the three major parties gets 750 words to write about what they think is important to say without everybody having to agree.
 - Perspective from CARB
 - Perspective from the Districts
 - Perspective from Community Representatives
 - The 2018 Blueprint was written by CARB without consideration of a number of issues necessary to a successful program.
 - The community representatives were not involved in the design or development of the Blueprint. Consequently, the 2018 Blueprint represented an early understanding from CARB and perhaps the air districts, but not any of the expertise or insights of community representatives. This was a significant deficit to the content of the 2018 Blueprint and did not reflect an understanding of the value and significance of the participation of the community
 - The 2018 Blueprint did not acknowledge questions of equity and justice that are the heart of environmental justice and so must be incorporated.
 - The 2018 Blueprint included a lot of discussion about CARB's role and actions that CARB would take but did not reflect an understanding of how to define, prepare for, or manage the processes that would be needed to implement the law. This led to a great deal of conflict and consternation that may not have been necessary with a broader scoping process involving all of the parties. Much of what is presented in Blueprint 2.0 deals with these issues.
 - The processes involved with the first round of CERPs included conflicts that remained largely unresolved and that were detrimental for the community participants. Provisions to identify and resolve conflicts fairly and rapidly are needed.
 - Much greater attention is needed to how to prepare and create necessary readiness and capacity among all parties.

Introduction to this document

- Purpose of this document; organization; what is well discussed in this version and what remains for the future
- Table of references to other important documents, statements, data, portals, etc. (*how to track progress -- as above)

Goal statement for this document: defining the actions to support Community Air Protection.

1. Partnerships and Collaboration: Building partnerships, understanding, and co-generated knowledge to support community air protection

A. Introduction

The AB 617 process brings together diverse participants to work on plan for community air protection in individual communities.

The Community Air Protection program also is to establish a strong role for communities in redressing disproportionate burdens of air pollution. Here we view the community as people who live and/or work in an affected community particularly around fenceline.

The 2018 Blueprint did not include sufficient attention to preparation and readiness for this process. Greater recognition is needed of the role that communities would need to play in defining how this could work. The 2020 Blueprint adds steps needed to make a transition to a new paradigm of engagement with highly impacted communities, as an alternative to prior top-down processes. The communities play a lead role in designing and implementing the training. Experiences of communities should be reflected rather than hiring consultants.

To make this process work, all participants should be trained on common content that supports the process as a whole and provides common understanding. Moreover, the participants from different sectors benefit from training specific to their role. These general types of preparation are laid out in this chapter.

B. Preparation and Training for All participants

- introduce concepts of environmental justice,
- how disproportionate burdens are created,
- the basic tenets of AB 617, and
- roles communities, air districts, ARB.

C. Training and Readiness for air district and ARB Staff ¹

- To work with communities; and community representatives with respect and equitable engagement;

¹ Training on effective community engagement, environmental justice, and racial equity in order for CARB and air district staff to understand racial disparities and systemic racism.924-25

- To understand sources and implications of structural racism, why these need to be addressed, and what their responsibilities are to take actions;
- To perceive community scale air pollution sources and why they may not be detected by conventional methods;
- To discuss ways to better address disproportionate burdens of air pollution;
- to understand content introduced by communities using language and evidence that might be unfamiliar;
- to understand public health concerns;
- Rotations with community organizations or community visits should be required as well.

D. Preparation and Training for Community Participants:

- To work air districts and ARB;
- to work in a multi stakeholder context;
- to understand content to be introduced by ARB and districts;
- to understand their rights and responsibilities in the process.
- Visits to agency facilities and monitoring sites should be offered.

E. New Competencies for ARB and Air District Employees

- Skills in multiple languages
- Cultural humility, competency, and sensitivity and anti-racist actions
- Environmental justice
- Basic skills in research translation and science communication;
- Skills in active listening

F. Principles of Equity and Justice

We are in a period of uprising around the country in response to actions, including police violence, against people of color. We are having a national discussion acknowledging historic injustice and inequality and the need for structural change, including integration of principles of anti-racism. We are bringing forward stories of many sources and types of inequities that need to be addressed and structural racism that needs to be eliminated.

One part of this is environmental racism that has led to disproportionate impacts and burdens of pollution on communities of color and lower income. We are learning from recent findings presented by CARB employees that there are issues for African American employees within the agency. In this context, a renewed and expanded discussion of equity and justice are needed, within the AB 617 community air protection program, as well as in other areas.

The AB 617 program must be conducted to result in greater equity and justice and to ensure dignity for all participants.

Because equity was not explicitly incorporated into the 2018 Blueprint, we are building it into the Blueprint for 2020.

The community air protection program was established to redress disproportionate burdens of air pollution in communities of color and lower income.

We understand that past practices have created disparities between communities in California and elsewhere. A greater share of pollution (among other adverse factors) has been allocated toward communities of color and lower income. Some of these practices, such as discrimination in housing and financing of home loans, and land use practices that fail to separate polluting activities from places where people live, work, and play, originated outside the air pollution control sector. Nonetheless, they have persisted for many years and not as yet been rectified.

The community air protection program is intended to create a process and forum where the disproportionate burdens can be understood and redressed. This process brings forward individuals from highly impacted communities to engage with a variety of interests and the air pollution control entities at the state and local level.

It is essential that this program be cognizant of this history and take active, overt steps to overcome it.

The CARB has yet to adopt policies that would mandate equitable processes or outcomes, and such policies and practice must be adopted at this time, to apply to the AB 617 community air protection program but also to all other areas under its jurisdiction.

With regard to the Community Air Protection Program, one key step is to ensure that individuals from highly impacted communities, many of whom may be people of color and lower income, are treated in a respectful way and that they are engaged as full partners. If instances occur that are contrary to this, they need to be addressed promptly.

The Blueprint should incorporate a policy of equity and justice.

The California Air Resources Board must adopt a statement barring discriminatory actions or behaviors and establishing the rights of participants in this process, as well as other areas of action for the agency, to be treated without bias or condescension. Some models or sources for CARB to consider would include Title 6 of the US Civil Right Act.

Moreover, the Blueprint must provide for oversight by CARB to the planning processes. CARB has ultimate authority under AB 617. The role of the districts is not mandated in the statute. It is the responsibility of CARB to ensure that the process works for the communities.

CARB staff who are tasked to participate in support of communities in the 617 process must be directed to ensure that equitable processes are created and to identify when approaches are to be modified as the process unfolds. Community participants should not be required to raise their concerns over and over in order to see that they are addressed.

When conflicts are not resolved by the front-line staff, then a clear and defined process for elevation and resolution must be available. A designated officer for equity must be authorized to prescribe alternative approaches. When departures from principles of equity are severe, this official must be authorized to direct resolution including appointing new leaders.

A formal process is needed for complaints to be submitted that results in a review and action, that can be confidential, run by a neutral third party, and not result in recriminations against those who complained. Clear remedies are needed

Failure to abide by these principles will be grounds for individuals to be removed from the program.

In addition, one way to create enforceable duties for CSCs is to convene them under the Brown Act, which provides for certain types of conflict resolution and rules for accountability. Community organizations should receive training on this option and be able to make an informed decision about approaches to conflict resolution.

HOW

- *CARB and the districts to conduct more training throughout the process, both in-person and through the online Resource Center (including early Blueprint training to enhance community capacity building prior to selection; key elements of the emission inventory; the role of the Steering Committee; etc.)*
- *Special event training or summits on how to present information, including understanding how people learn. Include topics on air quality, health impacts.²*
- *Districts and ARB adjust hiring and personnel practices to achieve a workforce with skills in community engagement, communications, multi lingual skills, and listening as well as talking. Such skills should be viewed as integral to air pollution control in community settings.*
- *CARB to adopt principles of equity and justice for AB 617 and all its programs and to set targets and metrics for improvements.*
- *CARB to define responsibilities of staff during planning process to identify problematic situations and attempt resolution.*
- *CARB to designated an equity official who has authority to direct solutions to conflicts that arise for community representatives in the AB 617 process including appointment of new conveners if necessary.*

² Special event training or summits on how to present information, including understanding how people learn. Include topics on air quality, health impacts. (30-31)

2. Processes: Defining and Running productive, equitable processes to support Community Air Protection

A. Introduction

The experience of the earlier 617 communities has led to many lessons about the processes necessary for a successful experience for the communities and agencies. This topic was largely absent from the original Blueprint, so significant guidance development is needed. The first step is to conceptualize what the various processes are.

Then, this draft outline key attributes of the process that contribute to success.

B. Preparing Communities before they are Selected for the Program

The 617 process has worked best in communities that are organized before they were selected for this process. Organized communities are already aware of air pollution issues and the issues for dealing with agencies in a collaborative process. Existing organizations have taken a lead in many of the AB 617 processes. Such organizations may not exist. Some community air protection grants have been awarded to organizations seeking to organize or prepare communities for the 617 process. This step is important to preparing communities in the absence of existing organizations.³

Avoid selection process forcing communities to compete against each other. (39)

C. Process for Selecting Communities by the ARB

The ARB process is currently set up to force communities to compete again each other for status as designated to the AB 617 program.

This needs to be revised to avoid this and to lead to a logical and organic progression of communities through the process. **Note:** *There is a process going on at ARB on this point*

D. Process for a Community Selected under AB 617

The process for a community designated under AB 617 and the corresponding district has these steps:

- Initial preparation by district
- Identification of community lead organization(s)
- Award of funds (if not done previously)
- Organization of Steering Committee by District and community lead organization

³ Identify opportunities for pre-selection work with community members prior to official CARB selection. (38)

- Orientation including Community Tour for District staff and prospective steering committee members ⁴
- Composition of Community Steering Committees
 - Committees should establish co-chairs who represent an environmental perspective and will have equal authority over planning and facilitation of meetings ⁵
- Adopt Charter or By-Laws or other governing document for Community Steering Committee. Key elements:
 - CSCs should be empowered with formal decision-making authority for these elements:
 - leadership structure that puts community at forefront of decision-making through a co-chair/co-lead structure with a local community-based organization
 - Co-leads should be ex-officio members of the CSC in voting manners to prevent any conflicts of interest
 - Governing document should specify how decisions would be made and whether achieving consensus, majority vote, supermajority, or other method will be used to achieve “approval”
 - The governing document should provide for authentic leadership from the community.
 - In some cases, bringing the CSC under the Brown Act may provide an important safeguard such as appropriate time for review of documents by the members of the CSC and public.
 - The governing document should include provisions for dispute resolution.
 - When dispute resolution provisions fail, appeal may be made to the **ARB Designated Equity Official** who will attempt to resolve the dispute or may make a mandatory decision if warranted.
- Critical junctures at which clear approval is needed should be defined.

E. Process for the Planning:

1. **Scoping** Session or session should be held to identify the key issues from the point of the district, ARB, and CSC members. The scoping session should then select the range of issues to be addressed in the planning process, to accommodate the best advice and concerns of the community as well as the District. The plan for how to proceed should primarily refer to addressing the results of the Scoping.
2. **Technical analysis and community information gathering** from all relevant sources including community comments, monitoring data, other data sources, mapping of pollution sources, mapping of data, and so on.

⁴ Recommend districts AND COMMUNITY PARTNERS provide a community tour for Steering Committee members and other stakeholders at the beginning of the process. (6-7)

⁵ Committees should establish co-chairs who represent an environmental perspective and will have equal authority over planning and facilitation of meetings (143-145)

3. **Conclusions from the analysis** should be developed explicitly by the CSC with advice from ARB, the District and other technical advisories and experts and community members.
4. **Solutions for problems** identified by the community and/or through the technical analysis and other means should be discussed openly and broadly by the CSC with the district. Experts and representatives of other organizations should be brought in to the discussion.
5. **Actions to achieve the solutions** should be identified as completely as possible in the plan and reviewed by the CSC and its advisors. Other entities may be brought into the solutions process and relied upon in achieving results if they agree. If actions cannot be identified for particular topics, that also should be identified and forwarded on as part of the findings of the planning process for possible actions by the ARB or others.
6. **Tracking Actions and Follow-up:** The process for engagement of the CSC beyond the planning process or a successor organization should be described. Mechanisms for continuing accountability to the community for the implementation of the plan should be included. A baseline needs to be established for each of the areas addressed by proposed actions or solutions

HOW: Establish an official from the Office of Equity and Justice with experience in and knowledge of Community and environmental justice organizations in California as to review with districts the community organizations that are authentic representatives of communities and plan for setting up a community steering committee. Community representatives may appeal to the Designated Official if they believe that the process is not appropriate. The CARB Official may direct resolution of issues regarding community process

3. Budgets

- Budget information should be shared between ARB, the District, and the CSC, including allocations to all parties.
- The CSC should be consulted on any budget decision affecting it and have decision making authority of any expenditures of AB 617 funding in areas in their region.
- Need to develop equity criteria for analysis of budgets. **Note: to be added**
- The governing agreement may provide that the CSC control the budget for the joint project. If it does, then the governing agreement should describe the procedure to resolve disputes. Community representatives may appeal to the CARB Designated Official if they believe that the decision is not appropriate. The CARB Designated Official may direct resolution of issues regarding budgets affecting CSCs.

4. Scoping: Defining the Issues/Topics/Problems of Interest

A scoping step should be added to allow for discussion with community representatives, develop shared understanding of key problems and possible solutions and to identify the key issues from the point of the district, ARB, and CSC members. This should then be used to define what is needed in terms of technical analyses and information gathering to inform the process.

This step also allows the group to get on the same page and understand the range of concerns at the outset. Also, additional training needs may be identified or refined at this initial phase.

Ideally, scoping results in a more specific approach that is informed by a shared understanding that is informed by all of the participants in the process and so would benefit from both community insights and expertise from air pollution control experts and others.

5. Analysis: Conducting sound, useful, and informative analyses reflecting technical and community knowledge

Technical analysis and community information gathering should include all relevant sources including community comments, monitoring data, other data sources, mapping of pollution sources, mapping of data, and so on.

Technical analyses should be designed to contribute to the development of the plan and be focused on the needs of each program and the types of data available.

While it is helpful to have models to consider, this should not be solely dictated by CARB.

6. Conclusions: Reaching conclusions from analyses and their implications for the community

Conclusions from the analysis should be developed explicitly by the CSC with advice from ARB, the District and other technical advisories and experts and community members.

Note: text to be added

7. Solutions: Identifying needed emissions reductions and actionable steps to achieve them for a community project

Solutions for problems identified by the community and/or through the technical analysis and other means should be discussed openly and broadly by the CSC with the district. Experts and representatives of other organizations should be brought in to the discussion.

Note: text to be added

8. Actions: Implementing plans and tracking progress for a community project and elevating them as appropriate for statewide action

Actions to achieve the solutions should be identified as completely as possible in the plan and reviewed by the CSC and its advisors. Other entities may be brought into the solutions process and relied upon in achieving results if they agree. If actions cannot be identified for particular topics, that also should be identified and forwarded on as part of the findings of the planning process for possible actions by the ARB or others.

- The final plan must be approved by the representative of the District and through the approval of the CSC, as provided in the governing agreement. The plan belongs equally to the community and to the district, and both parties should be seen as authors of the plan.
- Where applicable, plans should be written in English and in Spanish (or other language). Generally, shorter documents are better than longer documents. Every plan should be written at a reading level suitable for a motivated lay audience and not for an expert. Graphics should be used to highlight and illustrate key points and the overall structure of the plan.
- Succinct summaries of the plan and an infographic form should be made available for those of limited reading ability and for those who have languages other than English and Spanish as their first languages.
- The specific actionable steps and metrics to track achievement of these steps should be clearly highlighted.
- Any community issues not addressed in the plan should also be clearly highlighted.

9. Monitoring

Note: text to be added

Decisions about approaches to monitoring including selection and placement of monitors and duration and frequency of monitoring are to be brought to the CSC for review and approval.

More attention is needed to the development of the statewide monitoring program as defined in AB 617.

10. Evolution: Learning the lessons of the community projects and applying them at the district and state level

Note: text to be added