Blueprint 2.0: The People's Blueprint Fourth Draft
For AB 617 Consultative Group Subcommittee Review
December 17, 2020

History of how we got Here

This is provided to the Subcommittee of the AB 617 Consultative Group for review and discussion. This document is still a draft in progress.

A prior draft (known as the Third draft) draft was distributed in mid-November and presented to the Subcommittee at its meeting on November 20 by the writing team (Ms. Margaret Gordon, Kevin Hamilton, Luis Olmedo, Amy D Kyle).

At its November meeting, the Subcommittee generally endorsed these elements:

- a focus on equity and justice for the Blueprint;
- explicit discussion of preparation needed by participants to engage productively;;
- recognition of what is needed before a community is considered for selection as a "prequel" step;
- delineation of the steps needed to develop emissions reductions plans;
- addition of "scoping" steps

The Subcommittee had these major points:

- Emphasize collaborative nature of the process and how that can contribute to success;
- More rationale for why to use the approaches in the People's blueprint
- Expanded and clearer discussions of governance issues for community steering committees and responsibilities of districts and CARB;
- Any process has to be consistent with the law;
- Use independent mediator for conflict resolution.

The Subcommittee agreed to review the draft in more detail and provide written comments. Work sessions allowed for more specific discussion of the draft and related issues.

This fourth draft reflects changes from these reviews, work sessions, and additional discussions among the members of the writing team.

The fourth draft has new language in all areas to better explain the ideas, to emphasize the importance of the collaboration, to clarify details, and to add many suggestions that improve the document.

Blueprint 2.0: The People's Blueprint
Fourth for Subcommittee REVIEW | Dec 17, 2020

Introduction to Community Air Protection and AB 617

The California Community Air Protection program was established with passage of AB 617 and appropriation of resources by the California Legislature in 2017. The primary purpose is to reduce emissions and adverse effects of air pollution in disadvantaged communities and communities of color.

The State has long had programs to reduce pollution from automobiles and other vehicles and from stationary sources of air pollution. These have produced significant and important reductions in emissions at the regional scale. They have not, however, addressed impacts at a community scale.

With its focus on communities, AB 617 is a significant step toward transforming California's air quality programs to address air pollution at the neighborhood level. It mandates community-focused actions to reduce air pollution in disproportionately burdened communities through statewide strategies and community-specific emissions reduction programs. It creates a focus on environmental justice.

The program established partnerships among CARB, the local air quality districts, and community leaders.   Funding has been allocated for activities at CARB, activities by local air districts, community projects and planning, technological improvements, and incentives for improvements.

Collaborative, Problem-Solving Framework

The community air protection program relies on a collaborative, problem-solving framework. This is based on partnership between CARB, the air districts, and community leaders. All have their own interest, assets, capabilities, and needs. One strength of the approach is bringing these together into a whole that is greater than the sum of its parts, in support of community directed actions.

This is challenging. There are significant differences among both the range of organizations and individuals involved These include priorities, experience, knowledge, expertise, expectations, resources, and language. The parties agree that the key to success is to work diligently to span these differences, build inclusive processes, and draw on collective knowledge and resources. This provides a basis to develop solutions to long standing environmental justice concerns.

This Blueprint addresses topics that community leaders identify as important to strengthen the partnership and achieve results.

Perspective from the Partners

A. Districts (NEW)

Editor's Note: These points have been made in meetings but added here by the editor:

- The AB 617 program has created challenges for the air districts.

- The program was created by statute, reflecting high level policy discussion and political compromise. It was not designed to easily dovetail with existing programs. Significant time and attention are needed to establish response to these mandates in ways that districts can manage.

- As noted elsewhere, neither the statute nor the 2018 Blueprint laid out the responsibilities of the parties in detail. A great deal was left to the districts and corresponding communities and community steering committees to work out. This has required a great deal of time from all parties. As might be expected, conflicting views and practices have emerged that have been taxing.

- The expectations of various parties vary. Community representatives may view the program as being primarily about achieving equity and justice. CARB has established substantial technical requirements. Districts have expectations from their governing boards.

- While it is probably fair to say that the districts may have done better at some aspects of this program, it is also fair to say that the challenges were significant and little time for preparation was available.

- The districts have been subjected to criticism at times about the products of the processes they are using and results they have produced. This may be even though people have worked very hard to produce required products and compete mandated steps, often in a confusing environment. Many individuals were called upon to perform in areas outside their training and done their best.

- The districts are concerned about obtaining resources to carry out the mandates of the program and about maintaining their own authority and that this not be eroded in any way.

B. 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 2018 Blueprint. It represented an early understanding from CARB and perhaps the air districts, but not expertise or insights of community representatives. It did not reflect an understanding of the value and significance of the participation of the community. This was a significant deficit to the content of the 2018 Blueprint.

- 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.

- Questions of jurisdiction over specific target emissions are neither within the power nor the responsibility of community members to resolve, and should be resolved by the state.

CARB?

Editor's note: CARB has generally not participated in this discussion

Introduction to the People's Blueprint 2.0

The People's Blueprint 2.0 reflects and lessons of the first years of the Community Air protection program. It builds on the experiences of communities, air districts, CARB, and stakeholders. The overall purpose of this document is to define steps needed to achieve the goals of Community Air Protection. The intent is to lay groundwork for successful collaboration.

The People's Blueprint gives shape to what it means to have a collaborative and community-centered approach. Partnerships are centered on individual communities. Community representatives play an integral role in the design and execution of the program. More explicit identification of steps and role can enhance this. The People's Blueprint brings a lens of equity and justice. A new chapter 1 on equity and justice discusses both institutional and individual actions.

Increasing readiness for all parties to participate productively in the process is important. What helps communities get ready? Similarly, what can help to get district staff ready? Chapter 2 on readiness discusses training, shared understanding, and competencies to help prepare partners to work together. We believe this will make it easier on everyone.

The program is built on a series of processes. A new chapter 3 explicitly defines these processes and their steps. Some of this was previously included in the technical elements of Blueprint 2018.

Chapter 4 will address governance for CSCs, role of districts and CARB, and conflict resolution. The Blueprint reinforces collaborative processes to reduce and resolve conflicts. This is mostly still under development, except for a section on conflict resolution presented in this draft.

Chapter 5 discusses the role of scoping steps. Chapters 6, 7, 8, and 9 discuss steps in the planning processes. Additional details will be needed in these sections but key points are included here.

Chapter 10 is a placeholder for an examination of how monitoring and modeling can best be utilized. Some points emerging from a work session are shown here.

Chapter 11 is ap placeholder for a discussion of participatory and transparent budgeting process that supports the goals and partnerships of the program. Some points are shown here, along with comments provided on this topic during the review, to draw from in future work.

Chapter 12 is a start at a vision for how the program can evolve to solve the problems identified for this program.

1. Achieving Equity and Justice (NEW)

<mark>*Note: This is a new version that is broken out as a separate section and more fully developed.*</mark>

A. Introduction

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

Disparities in pollution burdens can result from differences in levels of scrutiny and enforcement by regulatory agencies. There are differences in the attention to technological innovation for emissions from passenger vehicles compared to stationary sources of air toxics, for example. Both clustering of sources and lower levels of control of sources in environmental justice communities contribute. Conventional monitoring and modeling strategies have not detected pollution levels or disproportionate burdens at the community scale.

A greater share of pollution (among other adverse factors) gets allocated toward communities of color and lower income. This has persisted and not been rectified by existing strategies.

Some problematic practices originated in actions by local governments and financial institutions. These include

- discrimination in housing;
- construction of municipal boundaries that contribute to segregation;
- racially based policies for home loans;
- land use practices that fail to separate polluting activities from places where people live, work, and play;
- transportation and freight transport that elevate emissions in certain places.

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

There is a broader context as well.

We are in a period of uprising around the country in response to actions, including police violence, against people of color. A national discussion acknowledges historic injustice and inequality, the need for structural change, and the importance of anti-racism actions. Many sources and types of inequities need to be addressed. Structural racism needs to be eliminated.

Equity issues can occur at the agency level. CARB employees recently identified issues for African American employees within the agency. Renewed and expanded discussions of equity and justice are needed for internal and external contexts. The Governing Board adopted a resolution on racial equity in October 2020. [1]

---

[1] CARB's racial equity resolution (Oct 2020) acknowledges that impacts from air pollutants and greenhouse gases disproportionally affect communities of color and that CARB's mission includes reducing the harmful effects of these emissions where socioeconomic and racial disparities are most pronounced. CARB further recognizes the role of institutional and structural racism in continuing to threaten its ability to equitably fulfill its charge so that all people of color - both inside the organization, and those outside the organization for whom CARB serves and

Given this context, several immediate actions can be taken to promote equity and inclusion. We bring forward the Equity Manifesto developed by Policy Link to define equity. [2]

B. Ensure Respect and dignity for participants

It is important to ensure that all participants are treated with respect and dignity.

> A first step is to provide training to prepare participants to maintain respect and dignity for others and within groups.

> A second step is to provide written principles for engagement that reflect the training. Participants should agree to the principles for engagement soon after they become engaged in the process.

> A third step is to review such principles as necessary during meetings for those who have not received the training (or need to be reminded).

> A fourth step is to prepare participants to promptly address situations that may arise. Leaders and key participants should be encouraged and empowered to interrupt actions or interactions that are contrary to the principles.   This is also called a request to "Back Up."

> Failure to abide by these principles is grounds for individuals to be removed from the program by their institutions. Individuals who do not demonstrate respect for others and support dignity for all should not be sent to work in communities.

We understand that actions and interactions can fail to reflect respect and inclusion can occur without explicit intent or awareness. Training and coaching are often useful to reduce this. Development of awareness of equity can increase over time. Leaders and managers should be responsible to prepare personnel for this.

C. Adopt Institutional Policies and Practices for equity, inclusion, and civil rights

Institutions need policies and practices to promote equity and inclusions in their actions.

The California Strategic Growth Council for the State of California, which includes Cal EPA, recently adopted a policy to promote equity practices among the state agencies. This is a framework policy with commitments to take further action. [3]

CARB is responsible to abide by federal nondiscrimination and civil right policies and has an office that is dedicated to managing this.

---

works with as constituents and stakeholders - are treated without prejudice, bias and derision. Further, CARB welcomes and supports global, national, statewide and local demands for racial justice and an end to institutional and structural racism in all its various forms, and acknowledges it must actively participate in changing processes, protocols, and policies within its control to ensure racial equity and social justice remains a key objective in the reduction of air pollutants and greenhouse gas emissions.

[2] PolicyLink. The Equity Manifesto. https://www.policylink.org/about-us/equity-manifesto

[3] Add reference here.

As noted, the CARB Governing Board recently passed a resolution on racial equity and committed to establishing equity policies and actions for the agency.   This is largely focused on internal actions and was adopted in response to an analysis presented by employees of color.

Several statutes mandate external actions to reduce disproportionate impacts and promote environmental justice in some form. The CARB governing board adopted a policy for environmental justice in response to these in 2001 (though it does not appear to be operative at this time). More recently, AB 617 mandated actions toward this end at the community level, though the pace is slow.

It seems that analysis and action by CARB to better direct its own actions for the agency as a whole are needed. The Governing Board has recognized the necessity to address community scale impacts in its discussions of AB 617 and issues related to air toxics.   Well-developed strategies and metrics to support sustainable communities and eliminate disparities are needed.

Here are some steps:

- Adopt a policy to ban discriminatory actions or behaviors and establish the rights of participants in the AB 617 process, as well as other areas of action for the agency. The resolution regarding equity is valuable but does not address outside parties and does not address the community air protection program.
- Appoint an equity officer or official for CARB.   The official should oversee implementation of equity policies for AB 617 including those cited here.
- Define and implement a process to address issues that are not adequately managed by the participants at the time of occurrence. This should allow for confidentiality, investigation, and actions for redress, and protection from recriminations by complainants.
- The equity official should monitor instances that arise and seek institutional responses to patterns of action or practices that are contrary to equity and inclusion, in consultation with agency staff and leadership.
- 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.

D. Institutionalize Equity analysis for substantive actions and plans

It is important to assure that actions are equitable or not and to make changes if not. This is across the scope of activity for the agency.

Within this program, as one example, some questions to consider when evaluating community emission reduction plan actions might be:

- How could the recommendations in the CERP redress disproportionate impacts?
- Who is or will experience burden based on the recommended actions?

- Who is or will experience benefits?
- What strategies might mitigate or avoid unintended consequences for Black, Indigenous or other People of Color?

Work to integrate equity into the AB 617 process must be done in the larger context of CARB's approach to tracking (for purposes of improvement) disproportionate exposure to air pollution on the basis of race, ethnicity, income. Similar analysis should be done in terms of tracking investments in communities, i.e., both financial benefits and outcomes in terms of air quality improvements. Underlying evaluation, reporting procedures and development of metrics need to take race/ethnicity into account.

2. **Readiness: Building understanding and skills**

A. Introduction

The AB 617 process brings diverse participants to work together to create a vision and plan to reduce disproportionate burdens of air pollution. The focus is at the community level, and community organizations and representatives have a strong role, working with state and local air pollution control agencies. Here we view the community as people who live and/or work in an affected community particularly around source fence lines. This model brings together people with different perspective and backgrounds to solve problems.

One key element is to create a common base of knowledge and understanding at the outset. All participants should receive training to help them prepare.

Some of the training is about engaging with all parties with respect and dignity. Some of it is about working side by side with people representing different organizations and views. Some of it is about skills and concepts that support collaboration and resolution of differences.

Participants should receive training to support their roles. These general types of preparation are laid out in this chapter. Details about organizing and funding this will need to be worked out.

Communities should play a lead role in designing and implementing the training.

B. Preparation and Training for All Participants

- Concepts of environmental justice and examples of concerns in the relevant area,
- How disproportionate burdens have been created;
- Basic tenets of AB 617, and roles of communities, air districts, ARB in the process;
- Roles of air quality agencies and others in regulating air pollution;
- Program steps, products, and results;
- Principles of equity and inclusion, cultural humility, and how they relate to this program;
- How to engage effectively in a multi stakeholder, collaborative process that focuses on achieving a shared vision through problem solving;
- Options for making decisions, including consensus compared to voting processes and how to participate in each.

C. Training and Readiness for Air District and ARB Staff

- To work with communities and community representatives with respect and equitable engagement;
- 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 understands public health concerns;
- To promote relationships between local, regional, state agencies;
- To develop skills in co-production of technical products and studies with community participants.
- Rotations with community organizations or community visits.

D. Preparation and Training for Community Participants

- To work with government agencies including air districts and ARB in a collaborative capacity;
- To work in a multi stakeholder context;
- To understands types of content to be introduced by ARB and/or districts;
- To understands their rights and responsibilities in the process;
- To develop skills in co-production of technical products and studies with air districts, CARB, and other organizations.
- Visits to agency facilities and monitoring sites should be offered.

E. New Competencies for ARB and Air District Employees (New)

- 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 co-production of technical products and studies with community participants;
- Skills in active listening

F. Optional Training and Resources to Support Learning

Encouraging optional training on air quality terms, science, and existing regulatory frameworks might be useful. CARB and the districts have been developing pieces of this, and many non-governmental organizations have resources available. Pull together a curated selection of these resources.

HOW

- *CARB and the districts to conduct more training throughout the process, both in-person and through the online Resource Center*
- *Special event training or summits on how to present information, including understanding how people learn. Include topics on air quality, health impacts.*

3. Processes: Defining the Processes in Community Air Protection

A. Introduction

The experience of the early 617 communities has led to many lessons about the processes necessary for a successful experience. This chapter identifies several processes within the program and their steps.

One major concern is that the program currently creates competition among communities for selection for the AB 617 program. Ultimately the goal is to develop a logical and organic progression of communities through the process to solve the problem.

The process should retain the capacity of communities to self-identify as ready and interested.

B. Defining and Addressing the Universe of Eligible Communities and Areas (New)

The universe of areas and communities that would potentially be eligible for inclusion in the Community Air Protection program should be defined. This should identify all communities that are at risk of disproportionate impacts. The criteria for this should be referenced here.

This can then be used to contribute to planning for the program overall. This planning should bring in all eligible areas over a period of time. Rather than having a selection process that forces communities to compete against each other, it should be designed to phase in areas over a practical time frame. Regional level discussions organized by communities can inform this.

Communities vary in their capacity to engage in the AB 617 program. Some communities will be able to progress into the steps described for the "prequel" year before applying to CARB for selection. Other communities may not have leadership, infrastructure, or organization for this step. For the latter category, additional actions are needed. Some of these are being tested in currently funded projects and these results should be extracted and reviewed.

It is also important to note that CARB has not selected all communities that are ready to enter the program, due to program constraints rather than lack of capacity of the communities. This also needs more attention.

The program partners should plan for successful completion of emissions reductions in all impacted communities over some reasonable timeframe.

A funding strategy can be designed then to accommodate this and lead to completion of community air protection for all highly impacted communities.

The partners to Community Air Protection should consider whether different attention, data collection, or analyses are needed to more broadly support the program. For example, could modeling approaches developed by CARB be adapted to better identify concerns at the community rather than county scale? Could additional analysis of transportation data better inform areas with high potential for disproportionate impacts? The Community Air Protection Program should incorporate feasible steps to collect data and information to inform analyses to

rectify disproportionate impacts and support emissions reductions in all eligible communities in the foreseeable future.

C. Prequel: Preparation for Communities before they are Selected (NEW)

The existing process for selection of communities requires extensive effort before submitting an application to CARB. This section is about the steps needed before the application. We are calling this the "prequel" year.   This occurs before the start of the one-year planning process.

It is important to recognize this preparation stage in the design and funding of the program.

Communities need to achieve some level of organization. Some key steps including developing awareness of air pollution issues and how to s deal with agencies in a collaborative rather than confrontational process.

Individuals from 617 communities in an earlier cohort may be good mentors and advisors. Regional community organizations may assist communities as well.

Convening organizations should arrange training for prospective CSC members. Also, the convening organizations would be responsible to work with the distribute to conduct initial scoping as needed to inform future actions and any commitment of resources.

Note: More discussion has been suggested about roles for individual leaders.

Steps in the Prequel Stage under *development*

- Initial outreach and education for community members;
- Gauge interest in participation;
- Conduct Initial orientation and training for those interested in participating;
- Conduct initial scoping for the community;
- Recruit participants;
- Discuss preliminary proposal for boundaries for the community designation
- Obtain organizational funding as needed;
- Develop information for application to CARB for selection;
- Discuss organizational forms and elements of a charter or governance document;

Note: Several comments that greater definition of role of districts and CARB is needed here.

D. Process for a Community After Selection by CARB under AB 617

Community Steering Committees (CSCs) have been convened in most cases by a community-based organization working in the area of environmental or social justice. This has been an effective model.

- Orientation including Community Tour for community members and prospective steering committee members [6]
- Award of funds (if not done previously)
- Training as needed (depending on what was done in prequel year)
- Organization of Steering Committee
- Composition of Community Steering Committees
- Adopt Charter or By-Laws or other governing document for Community Steering Committee. Key elements are identified in the following chapter on Governance.

==Note== – Governance issues are addressed in the following chapter. This section has series of steps only

Generally, organizations in the community should work out mechanisms to share leadership when this is desirable. This might take the form of rotating the lead role over time. Districts or CARB could play a role in advising community organizations but defer to them in making a decision about this.

E. Process for the Planning:

1. **Scoping** should be conducted to The scoping session should guide the range of issues to be addressed in the planning process, to accommodate the best advice and concerns of the community as informed by the district and CARB. This can be helpful at several steps but should be done at least during the prequel year and after selection of a community. The plan for how to proceed should primarily refer to addressing the results of the Scoping.

   No issue should be omitted because of jurisdictional issues or for any other reason. Agricultural emission sources, including pesticides, are specifically eligible for inclusion within the scope of the plan. ==**New**==

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.

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 as needed.

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

---

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

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. No actions should be rejected on the grounds that it is not within CARB's jurisdiction to require them.

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 and schedule needs to be established for each of the areas addressed by proposed actions or solutions. The timeline should be specified.

==Note==*: Some discussion about consolidating process steps for monitoring v planning communities. Can we think about this as one process?*

4. Governance of CSCs, Role of Districts and CARB, and Resolution of Conflicts

NOTE: This section is under construction and revisions are not complete

Address Brown Act issues here

A. Introduction

B. Governance Issues for CSCs – mostly from the Third Draft

- Elements of charters and governing documents to establish CDCs
- Composition of Community Steering Committees

  o   Committees should establish co-chairs who represent an environmental perspective and will have equal authority over planning and facilitation of meetings [7]

  Insert list of interests to be represented on steering committee

  o   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.

Things to add to this:

- Leadership – should have a leadership structure that represents the community and the air district. The leadership should be committed to achieving the goals of the AB 617 program
- Number of participants – should be a manageable number but sufficient to represent the interest

---

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

- Charter should lay out seats to represent specific sectors or organizations. These may include organizations that can contribute to solutions such as planning and zooming entities or transportation agencies. These maybe designated as seats that participate ex officio (without a vote in the decisions)
- What constitutes a quorum
- Mode of decision making – consensus; consensus minus, majority vote, super majority vote, or other
- Notice practices – expectations for when and how information such as meeting announcements and agendas are distributed and with what deadlines.
- Languages to be supported and how
- Recording of discussions and decisions – who and how
- Locations of materials

Decisions to be Made and actions to be taken by CSC – areas of independent action

Forming a CSC

Need to define how a CSC becomes chartered. Who takes this action? Address the chicken and egg problem of how to create a CSC with identified areas for independent action before the CSC is created. Does this happen at the time a community is selected by the CARB Governing Board?

Roles and Responsibilities of the Local Air Quality Districts in General

Note: Text to be added here

Roles and Responsibility of CARB

Note: Text to be added here

CARB has ultimate authority under AB 617. 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 should be directed to participate actively when needed to resolve conflicts and address equity concerns.

Conflict Resolution (NEW)

This Blueprint attempts to clarify the roles and responsibilities of the principal partners in Community Air Protection. It also attempts to identify actions to better support a collaborative problem-solving approach.   These steps are intended to reduce conflicts.

However, conflicts may occur. A way to get them resolved is needed so that they do not impede progress or waste people's time and energy.

A first step is always to try to work out a conflict among those who are having it. Setting aside time for honest and constructive dialogue and seeking facilitation and clarification from respected parties who are not part of the conflict is a standard practice that often works.

As Community Air Protection is a new process, all parties need to be as flexible to make it work. In particular for the established air pollution control agencies, there is a need to approach the process with an intent to find ways to say yes to solving problems rather than to explaining why to say "no."

Conventional ways of addressing air pollution have not been successful to identifying or mitigating disproportionate burdens on communities. The AB 617 program charges air pollution control agencies to contribute to a process to fix this in partnership with new players from the community.   It will be important to critically examine whether this is possible for them. Some of the conflict is around whether agencies can adapt and find ways to solve problems or not.

Informal facilitation or mediation is often valuable and should be attempted in most cases.

If conflicts remain after informal efforts to resolve them, a formal process is needed.

The parties should engage an independent and professional mediator who is an expert in conflict resolution to resolve such conflicts through a mediation process. Parties to the conflict would agree to the selection of a mediator.

CARB should arrange to obtain services by retaining an appropriate practice so that this step can be activated when needed without delay.

5. Scoping Steps: Defining Issues/Topics/Problems of Interest

Scoping steps 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. 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.

Scoping is iterative and is recommended to occur at both the Prequel stage and at the outset of the planning process.

6. Analysis: 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. When possible, analyses should be jointly produced by community participants as well as technical agencies.

As noted, scoping can be used to link issues identified for a community with technical analyses.

Technical analysis is an important step in working with CSCs when developing CERPs and CAMPs, such as source attribution analyses. Much of the accumulation and presentation of the materials are done by the air districts and CARB. As mentioned before, understanding how to effectively share this information with the CSCs needs to be an ongoing discussion where we take and incorporate feedback on this topic with the goal of taking information that is typically very technical in nature and presenting it in a manner that can be easily understood.

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

Note: the role of the technical requirements needs further assessment

7. Conclusions: 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.

There may be varying perspectives regarding the interpretation of technical information. When faced with varying conclusions, additional effort and resource should be invested in ensuring fuller conversations that recognize the different perspectives, with the goal of reaching more broadly supported conclusions.   This would be instead of focusing on who is right and who is wrong.

In some cases, consulting additional experts may be valuable. In other cases, a conflict may not be within the range of expertise of an expert and about other matters.

Note: text to be added

8. Solutions: Identifying needed emissions reductions and actionable steps to achieve them

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 that can contribute to solutions should be brought in to the discussion.

Some of the agencies that may be important to solutions include local government entities including cities and counties; planning organizations; transportation agencies and authorities; other state agencies including Department of Pesticide Regulation and the Division that regulates oil and gas production.

CARB should be included in the discussion of solutions as emissions from mobile sources are important in all or most communities and CARB has primary authority for standards for emissions for vehicles, as well as role in addressing technological solutions for stationary.

Note: text to be added

9. 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 reviewed by the CSC and its advisors. Other entities may be brought into the solutions process and relied upon in achieving results also need to be identified.

 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.

Consideration should be given to ensuring that metrics of success are outcome-based and informative of whether conditions in the community are improving.

Steps in approval process:

- The plan must be approved by 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. Agency partners may find opportunities to work with or contract community members and organizations to develop suitable materials.
- Agreements between CARB and the districts should specify that district governing boards may consider plans for approval only after they are approved by the relevant CSC.

Communications and Presentation

- Where applicable, plans should be written in English and other languages as appropriate to the community.
- Generally, shorter documents are better than longer documents. Every plan should be written in a style and at a reading level for a motivated lay audience and not in a style favored by experts.
- Graphics should highlight and illustrate key points and the overall structure of the plan.
- Appendices or technical support documents may be appropriate for requires technical content as required by CARB technical requirements.
- Succinct summaries of the plan and an infographic form should be made available.
- The specific actionable steps, schedules, and metrics to track achievement of these steps should be clearly highlighted.

Approved CERPs serve as a framework for implementation but may need to be amended to address changing ng conditions or understanding.   The process for amendments may be useful to discuss.

10. Monitoring and Modeling for Community Air Protection (New)

Note: This section is under development. Here are some points for discussion:

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.
- Attention is needed to the development of an approach to monitoring that integrates information from all of the monitoring and sensing assets that are available and makes the best use of investments. Different kinds of monitors and monitoring strategies produce data with different attributes, and this needs to be recognized.
- At the same time, greater consideration of the integration of data streams to inform the communities as well as CARB and the districts is needed.
- Community air monitoring has significance to the community to help people to understand pollution sources and levels and to become proficient to engage in air quality issues. Strategies to better link community generated data to actions are needed.
- In addition to monitoring data, modeling is also important to air pollution control. Strategies for appropriate uses of modeling to enhance the AB 617 process should be further considered.
- The "monitoring" aspect of AB 617 for communities and the emissions reduction planning aspect of AB 617 for communities are best integrated into one process with one CSC. While it may be useful to conduct some level of monitoring before engaging in planning, it may equally be valuable to conduct at least scoping first to establish more specifically what the monitoring needs actually are.
- When monitoring identifies unacceptably high levels of pollution/emissions, then regulatory action needs to kick in directly.

Over time, we would like to see an increasingly integrated and sophisticated surveillance approach that is able to inform and engage local communities, perceives community scale conditions, identify impactful sources, provide a basis for better assessing cumulative impacts within the CEQA process, determine trends, and illustrate the results of actions to reduce emissions. Data should be publicly available and provided in ways that make it useful to audiences.

11. Budgeting and Funding

<mark>Note</mark>: *This section is under development*.

The section is to outline elements of participatory budgeting and transparent expense accounting for a transparent and fair process in the context of a collaborative partnership:

- Transparent to all participants
- Participatory
- Substantiated by credible cost estimates;
- Cognizant of the public interest in cost effective use of public funds
- Equitable in allocations generally commensurate to value
- Allocates responsibility for management of CSC budgets to the CSCs in consultation with their district and CARB and in support of projects
- Provides for routine updating of information to participants and report back of expenditures to budgets

<mark>*Note: Comments shown below to inform discussion:*</mark>

Comments from South Coast on Previous Third Draft

- Propose approach where CSC can make decisions on CSC operations budget, and where community could engage in participatory budgeting related to incentive projects within CSC's community to support CERP implementation and monitoring equipment to be used in CAMP communities. Air district could provide tech assistance. Legally, district Boards must approve budget expenditures but staff are open to implementing models for participatory budgeting that will be as inclusive and equitable as possible.
- Consider using Community Air Grants to help with CSC operations for start-up year activities, for CERP/CAMP development years, and implementation years.
- CARB can work with Consultation Group to develop specific budget amounts to allocate for CSC operations budgets, separating start-up year, plan development year, and implementation years.

Verbatim Comments from CEEB related to budget on Previous Third Draft

- Need training to be made available that explains public process for budgeting within agencies that can highlight CSC participation (SCAQMD and BAAQMD Budget advisory committees)
- Need more detail on what activities will be included in consulting CSC on budget decisions related to AB 617. Risk spending too much time discussing budgets and taking time away from other important discussion topics.
- Who will do the work to develop equity criteria for budget analysis?

- Need to discuss governing agreement that may provide CSC with budgetary control. Bagley-Keene issues. CCEEB has due process concerns since CSC makeup excludes certain participation.

Verbatim comments from BAAQMD related to budget on Previous Third Draft

- Suggests that timing of the budget discussion and decisions are key, and consideration should be given identifying which budget decisions need to inform the Process for Planning above in order to ensure the right resources are allocated at the right time and that the community guidance be incorporated into the annual process of preparing air district budgets for approval by our respective governing boards.

Verbatim comments from San Joaquin Valley APCD on Previous Third Draft

- District supports the principle of working with CSCs to gain a good understanding of expectations and needs for community engagement, community air monitoring, community grant investment opportunities, and CERP measure implementation to assist the District and CARB in ensuring that sufficient resources are available to support the program.

- Should acknowledge that any proposed funding allocation changes made by the CSCs may require additional air district Governing Board or CARB approval.

12. Evolution: Contributing to Sustainable Communities and Achieving Justice

Over time, we would like to see a plan to solve the problem of disproportionate impacts for all California communities, not only a few, by 2030.

Over time, we would like to see the focus for actions expand to include communities as full partners and better delineate actions needed at the local, regional, state, national, or international levels.

Over time, we would like to see an air pollution control sector that is trained, prepared, and energized to engage with communities to eliminate air pollution impacts and contribute to a sustainable and just California.

Over time, we would like to see systems approaches that transcend the silos of air, water, land, and materials, to reducing pollution and ensuring good health and wellbeing for all.