

# Final Minutes



## Clean Air Strategy Project Team Meeting 15

October 16, 2008

10:00 am – 3:30 pm

CAPP Offices, Calgary

### In attendance:

<b>Name</b>	<b>Organization</b>
Jennifer Allan	CASA
Angela Ball	TransAlta Utilities
Don Bradshaw	Alberta Energy
Christine Byrne	Imperial Oil, CAPP
Kerra Chomlak	CASA
Peter Dzikowski	Alberta Infrastructure and Transportation (by phone)
Gerry Ertel	Shell Canada, CPPI
Long Fu	Alberta Environment
Debra Gardiner	Enmax
Sharon Hawrelak	CASA
Steve Kennett	Pembina Institute
Myles Kitagawa	Prairie Acid Rain Coalition
Alison Lewis	Graymont Western Canada
Al Mok	Suncor, CAPP
Bettina Mueller	Alberta Environment
Allan Mumby	Alberta Airsheds Council
Kim Sanderson	CASA
Anita Sartori	CNRL, CAPP
Mike Zemanek	Alberta Health and Wellness

### Guests:

<b>Name</b>	<b>Organization</b>
Manuel Figueroa	Alberta Environment
Jillian Flett	Alberta Environment
James Guthrie	TransAlta Utilities

### With regrets:

<b>Name</b>	<b>Organization</b>
Len Bracko	Alberta Urban Municipalities Association
Michael Brown	ERCB
Lawrence Cheng	Alberta Environment
Tim Goos	Environment Canada
Tony Hudson	The Lung Association
Carolyn Kolebaba	Alberta Association of Municipal Districts and Counties
Ken Omotani	TransAlta
Jason Schultz	TransCanada
Nashina Shariff	Toxics Watch Society
Srikanth Venugopal	TransCanada

## Action items:

Task	Who	When
12.1: Team members who identify documents of value to the Straw Dog Subgroup will prepare a short synopsis, including how it relates to the CAS, and forward the summary and the document to Jennifer.	Team members	Ongoing
12.7: AENV will do a presentation to a future meeting on the air quality management system.	AENV	November
14.3: The SDSG will work with Kim and Jennifer to revise part one, Knowledge and Information, and Pollution Prevention and Control.	SDSG, Kim, Jennifer	November
15.1: Gerry will re-send the LUF presentation to Jennifer for distribution to the team.	Gerry Ertel	Oct 17
15.2: Jennifer will request from Sharon Hawrelak more information about the specific costs related to the request for an additional \$50,000 for public consultation. The co-chairs will consider this detailed information and apprise the team. A decision on allocating the additional funds will be made by email before the next meeting.	Jennifer, co-chairs	November 7
15.3: Jennifer and Bettina will revise the memo to GoA executive councils for review by the co-chairs, and Jennifer will send the final version to the team for information.	Jennifer and Bettina	November 7
15.4: Jennifer will circulate the proposed list of departments to receive the memo to the team before the memo goes out.	Jennifer	November 7
15.5: The BVP subgroup and Kim will meet to review the team's input and consider how best to address these points in the draft CAS.	PBV subgroup, Kim	Next meeting
15.6: Jennifer will email a reminder to team members to caucus and/or send any suggestions to the SDSG well ahead of their next meeting, likely November 6.	Jennifer	ASAP
15.7: Jennifer will poll for two consecutive days for a January meeting.	Jennifer	ASAP

Steve Kennett convened the meeting at 10:10 am. Those present introduced themselves. Al Mok reviewed safety information for this venue.

### 1. Administrative Items

- a) **Approval of agenda and meeting objectives**  
Steve reviewed the agenda and meeting objectives, which were approved as circulated.
- b) **Approve minutes from meeting 14**  
The minutes from meeting 14 were approved by consensus.
- c) **Action items follow up**

Task	Status
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<b>Task</b>	<b>Status</b>
12.1: Team members who identify documents of value to the Straw Dog Subgroup will prepare a short synopsis, including how it relates to the CAS, and forward the summary and the document to Jennifer.	Ongoing
12.7: AENV will do a presentation to a future meeting on the air quality management system.	This presentation will be done at the November meeting.
13.8: Gerry will contact Dave Bartekso for a copy of the LUF presentation to distribute to the team	Gerry will resend this item to Jennifer.
14.1: Long Fu will write out his proposed action for research infrastructure and coordination and forward to Jennifer and Kim.	Done
14.2: The caucuses will discuss and forward their collective ideas to Jennifer for distribution to the SDSG a week prior to their next meeting.	Ongoing. Efforts continue to get the Sharepoint site in place for sharing documents. Members agreed to forward comments and suggestions to Jennifer who will distribute to the SDSG. However, if a matter is sensitive, members may prefer to funnel their comments through their sector's representative on the SDSG.
14.3: The SDSG will work with Kim and Jennifer to revise part one, Knowledge and Information, and Pollution Prevention and Control.	Carry forward.
14.4: Victor will a) work with Sharon to develop a script for presenters at town hall meetings, b) add slides to the presentation to describe the process and timelines, c) add to the Q&As information on what the team has done to date, and d) prepare extracts of information on which the team has already agreed, to be available at the conversation tables.	Done.
14.5: Al Mok will inquire whether CAPP or Suncor can host the October meeting.	Done.

#### **d) Budget Update**

Jennifer emailed an updated budget to the team just prior to this meeting with a request from the Public Consultation Subgroup for an additional \$50,000. This increase is due to consultant costs associated with delays in the discussion guide, changes to the website to make it more accessible, cancellation fees for venues that had to be changed, and other items. This increase puts the public consultation budget up to \$247,000. Some team members expressed concern about the additional requests for funding related to the guide. Jennifer advised that there is room in the budget to accommodate this request, assuming that none of funds allocated in the “placeholder” category have been allocated. AENV is picking up most of the cost for the Aboriginal consultations. The team stressed the need to ensure that Calder Bateman is on top of the budget so there are no more unexpected requests for funds.

**Action 15.2: Jennifer will request from Sharon Hawrelak more information about the specific costs related to the request for an additional \$50,000 for public consultation. The co-chairs will consider this detailed information and apprise the team. A decision on allocating the additional funds will be made by email before the next meeting.**

**e) CASA Update**

Jennifer advised that CASA is now organizing the Indoor Air Quality symposium to be held next spring. A consensus workshop will also be held in the spring. An AAQO priority-setting workshop will be held sometime in 2009. Town hall meetings for the Electricity Framework Review will be held in late November-early December.

Al noted that he and Myles have been involved in a workshop on scenarios for energy and environment and if the final product looks like it could be useful for the CAS team, they will bring it forward.

## **2. Subgroup Updates**

### **a) Governance Subgroup (GSG)**

Bettina advised that the GSG has met twice. AENV is providing resources to support the GSG's work, including development of background material on criteria for good governance. The GSG has focused on topic areas previously developed by the team: cumulative effects, urban air quality, agriculture/forestry, industrial point sources, non-point sources, overall energy mix/energy efficiency, and indoor air quality. They will then develop a brief description of the governance system for each topic, based on the following points:

- What decisions within the topic area have implications for air quality?
- How do the decisions affect air quality?
- How does the air quality management system relate to the topic and these decisions?
- Jurisdiction and authority to make decisions
- Current parties involved
- Current decision-making process
- Historical performance management of the issues over the last 10 years

The GSG will identify common themes in the different topic areas that need to be in place to manage air successfully. They will meet again in early November to wrap up their work. The desired product is a two-page document that outlines findings and appropriate goals and actions. The governance opportunities will be tied back to the strategic directions, especially pollution prevention and control and regional planning. Much of the background being compiled won't appear in the final strategy.

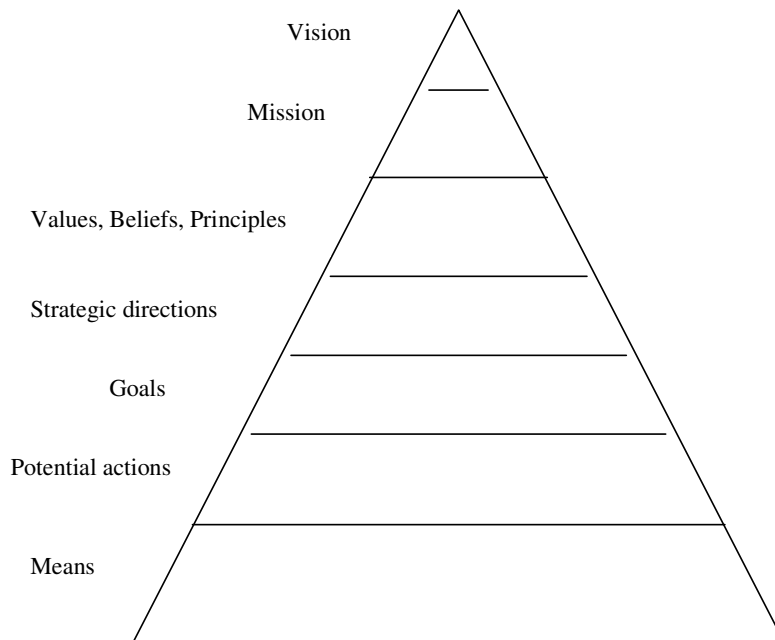
The following points emerged in discussion with team members:

- The GSG intends to ensure that accountabilities will be in place to manage air quality in line with the CAS.

- We need to make a distinction between who is accountable for implementing the CAS vs. who is responsible for managing an air quality plan. CAS implementation is a one-time event, but there are ongoing activities associated with air quality management. The governance framework must work on an ongoing basis.
- The GSG will take on the task of defining roles and responsibilities for agencies involved in regional air quality management (the placeholder goal 3 under Regional Planning).
- Governance related to industrial point sources seems to be working well, but one challenge relates to air issues for which there are multiple points of accountability (e.g., transportation), or for which the governance system is not as good as it should be (e.g., agriculture).

**b) Straw Dog Subgroup (SDSG)**

Myles advised that the SDSG last met on September 26<sup>th</sup> and focused on the regional planning strategic direction and the overall strategic structure, which is illustrated below. The SDSG agreed that the team should aim for consensus as far down the pyramid as possible. If members have ideas for detailed means or actions, they should forward them to the SDSG, which can then work to develop goals. Time spent on the actions and means can help us to better understand the goals.



**c) Key messages from CAS team to executives of GOA departments**

The CASA executive has agreed to help the team by sending a memo to the executive councils of relevant GoA departments. The purpose is to inform the executives that the team is developing a Clean Air Strategy and that there are cross-GoA implications. Peter

Watson offered to send the memo to deputies and ADMs. Draft text was circulated to the team prior to the meeting.

Team members provided the following comments:

- The theme of coordination should permeate this communication – coordination among departments and among policies. Also, note how the CAS in a general way relates to and informs other broader policy initiatives now underway. GoA departments are important partners in this process.
- Coordination might be as easy as saying it will tie into the LUF and other initiatives. Some members thought examples would help departments visualize what is meant. Others thought examples were not needed, as executive committees would be aware of what’s happening. We want them to see themselves in the CAS and consider how their department affects air quality.
- Government has internal processes as well, such as the cross-ministry committees, and specific departments could use that avenue if they want to get more involved or need more information.
- Departments already are aware of the need for more explicit integration and interconnectedness as indicated in the LUF and have accepted their role in that policy, one aspect of which is air quality management. The memo could reinforce that commitment and the desire for them to support the CAS.
- The team does not yet have precise recommendations, so the memo should just tell them what is coming and that they will receive more information when the CAS is further along. AENV expects to follow up and do further briefing.

*The team agreed that the co-chairs will review the next draft of the memo and sign off on behalf of the team.*

**Action 15.3: Jennifer and Bettina will revise the memo for review by the co-chairs, and Jennifer will send the final version to the team for information.**

**Action 15.4: Jennifer will circulate the proposed list of departments to receive the memo to the team before the memo goes out.**

### **3. Beliefs, Values, Principles (BVP)**

Myles distributed another version of the BVP input matrix. He reviewed the feedback received from the industry caucus and provided rationale for the changes. The team discussed how it wishes to present the concept of “keeping clean areas clean” (KCAC), with members noting a number of comments:

- Replace BATEA with “minimum source performance standards.” AENV has decided not to use the BATEA acronym, as it is closely tied to direction being taken by the US EPA.
- Team members discussed the idea of “not polluting up to limits” listed under Keeping Clean Areas Clean (KCAC).

There are concerns that the phrase may not accurately reflect the reality that industrial limits are put in place to make sure ambient air quality objectives (AAQOs) are not exceeded. Under the industrial release policy, technology assessment determines BADET and then a technology decision is made. Then modeling exercises are used to see if that BADET choice exceeds the AAQO. If it does, then improvements are needed. Industry needs to know what the expectations are, noting limits are adjusted based on many things.

On the other hand, the idea moves beyond the industrial limits for a specific facility to safeguard AAQOs. A facility would not be allowed to operate without pollution abatement just because there is room in the airshed. Technology-derived limits are set for facilities. No matter how good the air quality is, source performance standards still have to be applied, which needs to be made clear in the CAS. As air quality deteriorates in an area, performance requirements on industry will tighten up. While a facility may have been built to a specific standard ten years ago, things change, and requirements may become more stringent in a particular area. And in some areas, it may simply mean no more development if we are bumping up against limits.

It was noted that “not polluting up to limits” has been in government policy for many years, and the CASA PM and Ozone framework put considerable context into this idea. The framework also includes economic and other considerations.

The team agreed that more work is needed on wording of the KCAC principle and the context. In general, there was agreement that facilities should operate below AAQOs and minimum standards should be used in all areas (i.e. in clean areas as well as intensely developed areas). There are a lot of assumptions and other powerful principles behind the phrase that may need to be articulated and described; examples included fostering a conservation ethic (to do better than the minimum standards) and wisely using environmental carrying capacity.

Myles reviewed the changes to the rest of the principles. In addition to the need for revisions to the principle on KCAC, two other areas were also flagged for further work:

- The principle related to decision making and reference to singular vested interest.
- Achieving harmony without tradeoffs.

The team was reminded that the principles are to be considered as a group, and that although they will appear at the beginning of the CAS, they will be elaborated on later in the goals and actions. They will not stand alone.

**Action 15.5: The BVP subgroup and Kim will meet to review the team’s input and consider how best to address these points in the draft CAS.**

#### **4. Public Consultation Update**

Al Mok provided an update on the town hall meetings, briefly summarizing concerns raised to date. Jennifer had previously distributed a summary of the online input received so far. Participants have expressed a range of concerns, including need for quick action and integration

of information; issues about urban design; need for meaningful and credible data; lack of trust among government, industry and the public; importance of education and communications; and a suggestion that CASA could be more visible. Areas for CASA to pay attention to include: indoor air quality, impacts on human health, cumulative effects (especially related to smaller players; e.g., flaring and venting), and transboundary issues. Attendance has been light, but the input has been very good and the airsheds and local media have done a good job of promoting the meetings. Even after the meetings are done, people can still complete the online survey. Many of the issues raised at the consultations are things the team has talked about. When the town hall meetings are done, the team will need to cross-reference the concerns raised with the draft strategy.

Other members added a few more comments and observations:

- Agricultural operations and air quality was a big concern in areas such as Lethbridge.
- CASA needs to do a better job of promoting itself, the value of consensus and how it works.
- Some issues and potential solutions mean different things in rural and urban areas (e.g., transportation).
- In some early town hall meetings, there seemed to be reluctance to criticize industry because of the reliance on industry for local economic benefits. A lot of input was likely missed because of this culture.

Team members noted that they will need to consider how to reflect the regional input and specific issues that have come out in the town hall meetings. Different ideas were suggested:

- Many of the issues will likely fit in the regional planning strategic direction, where examples could be noted without listing every issue.
- The strategic directions cut across all sectors, but one approach might be to recommend more work in each sector under each strategic direction; e.g., for agriculture, what is needed in the area of pollution prevention and control.
- We could develop a summary table that shows how issues noted for each issue will be addressed by the CAS and do not get into the details.

It was generally agreed that consideration of regional input and specific issues should be discussed in more detail once the results from the consultations have been tabulated.

## **5. Regional Planning**

Mike Zemanek provided a short overview of the process used by the SDSG to compile the draft, noting the two goals and their intent. Team members offered the following comments:

- We need to work on the synergies with other initiatives that are trying to deal with the tension between economic, environmental and social aspects. The LUF will try to articulate regional outcomes that speak to some of these elements. How do we articulate a forum for discussion in the context of air that feeds into and off of other discussions?
- We need to define what we mean by regional planning; e.g., the term “airsheds” is not mentioned. We should discuss managing air quality based on airsheds. Also, goal 1



relates to long term sustainability. The intent is good, but shouldn't all goals have something specifically related to air quality?

- We need to have a longer, clear discussion about the tension that exists between economic development and the desire for clean air. At present, additional industrial activity, transportation, population, etc. generally mean increased emissions. The CAS is about tradeoffs and managing risk. This question deserves some discussion, but the team likely does not have consensus on what to do.
- Despite the work done on the principles, beliefs and values, these may not be the things that people truly do care about. It may be that people are largely motivated by greed and fear. We need to talk about this tension and how people respond. Pollution control needs to enable companies to make a profit and have a competitive advantage.

***The team agreed that a discussion of the tension between economic development and clean air and how the CAS will address it should occur at the next meeting, as the outcome could provide very valuable direction for the strategy.***

- Management of airsheds and overlapping integration with municipal planning will be an important part of the CAS. Air management rather than the LUF was the original focus of the Regional Planning strategic direction.
- The reference to one of the challenges being a focus on short-term economic growth is questionable. A bigger challenge is timing. It was noted that this focus relates to unplanned rapid growth that is creating pressure points.
- The points listed in Goal 1 will likely be delivered through LUF programs. There are a lot of sensitivities around these issues, and they are already showing up in the LUF and will surface in regional plans. We can highlight their relevance and importance to air, but should pass them off to another arena of work.
- There is always the question as to what informs what. Our task is to make sure that what we develop does not run counter to what is done elsewhere (e.g., LUF). This team needs to provide recommendations that can be addressed in the LUF's regional plans to ensure that air quality does not deteriorate further.
- When the team identified regional planning as a strategic direction, it was thinking about air zone-based planning – a plan for an area that constitutes a physical airshed – which is not necessarily the same as the airsheds that exist now. Perhaps we should change this strategic direction to something like “Air Zone Based Planning.”
- The LUF should not be our guide for how the CAS addresses regional planning. Airshed management means different things to different people, and for a localized issue, the LUF may not be very helpful. Regional planning can be small or large. Older airsheds were based on local and/or regional issues, but the newer ones focus more on addressing cumulative effects and managing wider regional issues.

Jennifer summarized the main points from the regional planning discussion:

1. How is regional planning in the CAS positioned with respect to the LUF?
2. What is the role of airsheds and how should local issues be addressed?
3. The team needs to discuss the tension between economic development and protecting air quality.

4. What is the definition of regional planning?
5. How to deal with the “red, yellow, green” system as it applies to other pollutants and sources (e.g. non-point sources)?

The SDSG wants input from the team and it will be up to each caucus to decide how its members want to provide input.

**Action 15.6: Jennifer will email a reminder to team members to caucus and/or send any suggestions to the SDSG well ahead of their next meeting, likely November 6.**

## **6. Part One of CAS Draft**

The team briefly considered the current draft of part one, which was pared down following direction at the last meeting. No major comments were received, but this is not the last opportunity. As the team approves each segment, it will be brought into the rolling draft.

## **7. Next Meeting**

The next meeting will be Friday, November 14 in Edmonton.

**Action 15.7: Jennifer will poll for two consecutive days for a January meeting.**

The meeting adjourned at 3:30 pm.