

MINUTES

Air Pollution Training: Experiences and Opportunities

**Sponsored by the
STAPPA/ALAPCO/EPA Joint Training Committee Meeting**

**February 5-6, 1998
Ramada Plaza at Fisherman's Wharf
San Francisco, CA**

Thursday, February 5, 1998

I. INTRODUCTION

Mary Boyer (CA), Chair of the STAPPA Training Committee and host of the meeting, welcomed the participants and initiated self-introductions around the room. Danny Shea (Huntsville, AL), Chair of the ALAPCO Training Committee, and Ron Townsend (EPA), Chair of the EPA Training Committee also welcomed the attendees. Mary made administrative announcements and briefly reviewed the agenda.

II. TRAINING INTEGRATION — REPORT FROM THE STAPPA/ALAPCO/EPA WORKGROUP ON TRAINING FOR PM2.5 MONITORING

Howard Wright (EPA) opened the session by reviewing the history of the training integration effort. The integration undertaking was launched with STAPPA/ALAPCO's recommendations for strengthening the agency's support for state and local air pollution training. Briefly stated the associations recommended that:

- ?? EPA build training into the regulatory development process;
- ?? EPA play a major role in the development and updating of high-priority courses and course materials; and
- ?? EPA include long-term funding for training in its strategic plans.

STAPPA/ALAPCO reiterated these recommendations in a letter to John Seitz from September 1997, which emphasized the need to build training into the regulatory development process. By ensuring that each new rule is accompanied by an appropriate and timely training program for state and local air agency staff, EPA will promote effective resource utilization and facilitate implementation of new regulations with less disruption to state and local air programs. John Seitz's response commended the JTC's work and requested that the JTC work on identifying "major regulations over the next

two years" that warrant incorporation of training in the rulemaking process. The aim is to develop timely and effective training in advance and advertise it widely

Howard indicated that the PM_{2.5} workgroup is comprised of training providers and subject matter experts. The workgroup initiated its task by identifying technical subject areas in the rule and determining the sequence of subject area training delivery. Next, the workgroup assembled supporting technical material, identified the most suitable delivery format by subject area, mobilized training providers for the development and delivery of training tools and ensured that a variety of delivery approaches will be employed. At this stage, the workgroup has found that key ingredients to a successful training integration effort are securing subject matter expert support and commitment, understanding the target audience, getting involved early in the rulemaking process, identifying specific technical areas for support, assembling an oversight group and developing and maintaining communication between customers and providers.

The next speaker, Joe Elkins (EPA), built on Howard's comments by pointing out examples where EPA has attempted to address the rule-making issue. According to Joe, the establishment of EPA's Education and Outreach Group is, in and of itself, an accomplishment. With respect to the PM_{2.5} monitoring workgroup, the collaboration and communication between monitoring staff and training experts on the development of a training program breaks ground in the area of training integration. Joe noted that EPA's plan to include a training component into the PM_{2.5} monitoring implementation plan is a success. The aforementioned training component was developed jointly through the workgroup.

Next, Joe indicated that the workgroup has focused on four technical areas: network design, monitor operation, quality assurance/quality control and chemical speciation. Training in these areas has been and will be delivered through workshops, satellite training, classroom courses, guidance manuals and on the Internet. EPA, regional consortia and the Air and Waste Management Association, among others, are jointly sponsoring workshops. Satellite broadcasts scheduled during 1998 include: network design on March 25, 1998; monitor operation on June 1998; quality assurance/quality control in October 1998; and chemical speciation during December 1998. Videotapes and revised/updated courses in the four technical areas will be available throughout 1998. Finally, training information will be available on EPA's PM_{2.5} monitoring web site – <http://www.epa.gov/ttn/amtic>.

Howard and Joe suggested next steps for the workgroup and the larger JTC: (1) identify criteria for selecting "major regulations;" (2) apply the criteria to regulations scheduled for promulgation in the next two years; (3) provide list of "major regulations" to EPA; and (4) propose a meaning for John Seitz's call to incorporate training into major regulations.

During the discussion, Iwan Choronenko (Tampa, FL) urged EPA to develop a systematic, top-down approach when developing a training program with a new rule. He stressed that the operational staff at the agency needs to be engaged in the effort. Danny Shea (Huntsville, AL) observed that a consistent and significant cost of training is travel. While the satellite courses, videotapes and revisions to self-instructional manuals are useful, hands-on classroom and field training is necessary for some subjects and, oftentimes, not available without travelling great distances.

III. TRAINING INTEGRATION — REPORT FROM THE STAPPA/ALAPCO/EPA WORKGROUP ON MACT TRAINING

Manisha Blair (CO) represented the MACT training workgroup and provided a report on the history and work of the subcommittee. The workgroup's task is to promote and assist in the development of implementation guidance for the numerous and complex MACT regulations. The implementation guidance would be directed at regulators, regulatees and the general public. The goals of the workgroup are to pool resources, improve modes of communication, develop plain English guides, develop a template for future MACTs and develop a strategic plan. To these ends, the workgroup has developed the following tools: a MACT implementation strategy, a matrix on implementation tools, training and information-sharing web sites (e.g., www.epa.gov/ttn/uatw and www.cdphe.state.co.us/ap/aphom.html), and a tool development agreements that would identify which delivery mechanisms are most appropriate for particular situations. Manisha indicated that the next step for the workgroup is to develop a strategic training plan to help identify which MACTs warrant an enhanced level of training. The strategic training plan may include criteria for selecting MACTs (e.g., number of sources, complexity of standards and size of sources), a formalization of links/modes of communication, an annual MACT-specific needs assessment and a list of training tools available (e.g., guidance documents, satellite downlinks, videos and cd-rom). Attendees commented that the strategic planning effort should be coordinated with the PM_{2.5} workgroup and the larger JTC.

IV. OVERVIEW OF EPA'S FY99 TRAINING GRANT REQUIREMENTS

Through a speakerphone, Paul Rasmussen (EPA) briefed the attendees on the FY 1999 state and local grant analysis project and the training requirements. EPA and STAPPA/ALAPCO have been conducting a joint analytical project to evaluate the additional requirements and distribution of federal grant funds for FY 1999 and beyond. The project, which is being accomplished in two phases, is a comprehensive analysis of the resource requirements of state and local air agencies and how new EPA air program priorities impact the level of Section 105 funding. It is anticipated that the results of the project will provide the basic data and information necessary to help justify EPA grant funding requests in the future and assist in the allocation of those funds. A final report on case studies of state and local air management agencies and allocation options will be available in March 1998. EPA has assumed responsibility for the analytical work needed to develop allocation factors and proposed regional allocations. A final decision on FY 1999 regional office allocations will be made by March 31, 1998.

Next, Paul reviewed President Clinton's proposed budget, announced on February 2, 1998, which includes funds for EPA. The total requested for EPA is \$7.8 billion, a 6-percent increase over the FY 1998 enacted level and the largest budget request ever for the agency. The proposed FY 1999 budget includes an increase of \$9.2 million over FY 1998 for state, local and tribal air grants -- \$8.3 million for state and local agencies and \$900,000 for tribes -- bringing the total to \$209.4 million (including \$8.12 million in radon grants). Of this amount, \$50.7 million is earmarked for the development of the national PM_{2.5} monitoring network, to be granted under Section 103 of the Clean Air Act (thereby not requiring a state or local match). In last year's budget (FY 1998), \$35.6 million was appropriated under Section 103 of the Clean Air Act and earmarked for the PM_{2.5} monitoring network. The proposed FY 1999 budget sets aside \$15.1 million more

than last year for the PM2.5 monitoring network (\$50.7 million), but only includes an increase of \$8.3 million for state and local air grants. Therefore, \$6.8 million for the PM2.5 monitoring network is to be reprogrammed from traditional Section 105 grants. EPA is still working to determine the details of this reprogramming and plans to consult state and local agencies. The total appropriated and requested for PM2.5 monitoring in FY 1997 (\$4.5 million), FY 1998 (\$35.6 million) and 1999 (\$50.7 million) equals \$90.8 million, which is less than the estimated \$98.3 million total that is needed for the network. EPA plans to request the remaining \$7.5 million in FY 2000. The President's budget request includes \$230.6 million for global climate change activities, an increase of \$121.4 million over last year. Of this total, \$205 million is earmarked for the Climate Change Technology Institute. An additional \$26.9 million is requested for stratospheric ozone depletion, and increase of \$9.59 million over FY 1998. The proposed budget will now go to Congress for consideration.

With respect to training, Paul indicated that, traditionally, training funds have been set-aside as national priorities. Training funds will stay constant in FY 1999 as in FY 1998, subject to the approval of Dick Wilson, Acting Administrator for Office of Air and Radiation.

V. MOBILE SOURCES TRAINING

Pat Childers from the Office of Mobile Sources (OMS) opened the session by indicating that the committee's invitation has raised important issues within OMS regarding the need for a formal training program. While OMS has been focusing on education and outreach, it will begin to consider approaches for developing mobile sources training. The initial communication between Pat and the JTC is a good first step in this effort.

Pat indicated that there are some mobile sources workshops taking place across the country pertaining to the conformity rule and the new policy on voluntary measures in State Implementation Plans.

Next, Gary Cagle, the Training and Curriculum Coordinator at the National Center for Vehicle Emissions Control and Safety (NCVECS) described the workshops he develops and conducts. He has trained over 3,700 people, mostly technicians, in transient vehicle testing, diagnosis and repair of emission-related failures and tampering detection. Gary walked the attendees through a technician training status report of loaded-mode inspection/maintenance (I/M) programs and highlighted distinct components from different states (e.g., a market driven report card in Colorado).

Attendees commented that the NCVECS training program might benefit from an evaluation mechanism, particularly with regard to quality control of the mechanic's job.

VI. TOOLS FOR TRAINERS" - SMALL GROUP DISCUSSIONS

Mary Boyer (CA) and Joel Todd of Scientific Consulting Group (SCG) presented the *STAPPA/ALAPCO Tools for Trainers* -- a kit designed to guide state and local agencies in setting up training plans for their agencies. The following tools are compiled in the kit: a generic STAPPA/ALAPCO staff development curriculum; a compilation of various state and local air agency curricula with accompanying abstracts; a model training needs assessment survey; guidelines on how to evaluate needs; training provider fact sheets. The set of tools should help air agencies tailor training programs to meet their specific needs.

Tools for Trainers is a living document that will continue to be updated and modified. To that end, a mechanism will be created to maintain the kit on the STAPPA/ALAPCO web

site. Training coordinators in every state and local air agency will receive this first edition of *Tools for Trainers* in a 3-ring binder, which can be updated through additions from the web site..

Next, the attendees broke out into small group discussions to analyze specific sections of *Tools for Trainers* and discuss what aspects are most helpful within that section. Group leaders reported their findings to the larger assembly.

VII. ANNUAL TRAINING NEEDS ASSESSMENT SURVEY

Joel Ann Todd (SCG) indicated that she has been working on the FY 1998 Training Needs Assessment Survey and that the final report should be completed imminently. The results of the survey will be used by training providers (e.g., APTI, CARB, Rutgers, NETI, regional consortia) and EPA rule-makers to identify gaps in current training and future trends.

Next, Joel asked the small groups (convened during the last session) to consider several questions with respect to needs assessment surveys. The groups did so and found the following:

How do we gather information?

Participants found that multiple strategies are necessary to gather information including: (1) e-mail to the director specifically asking who the appropriate contact would be; (2) telephone interview surveys; (3) hold meetings or raise points at meetings to solicit information; and (4) written surveys used in tandem with other mechanisms. In general, a strategic and tailored approach should be employed to gather information.

What information do we need?

This group generated a list of information that would be needed in a needs assessment survey: technical information (e.g., speciation, QA/QC), information about roles and resources, profiles on the regulated community, environmental justice information, public health information, timelines, strategic plan, data collection strategies and emerging and future issues.

Who can provide information?

This group identified who can provide information for needs assessments. Operational staff begins the process of information generation. Then, field and professional staff in enforcement/compliance build on the information from operational staff. Finally, all of this information is fed to the manager, who, in turn, provides review, resources, mission and indication regarding whether projects are obtainable and achievable.

When do we conduct needs assessments?

This group found that it is critical to obtain the results of needs assessments in a timely fashion to secure resources. It was observed that EPA rarely meets its schedules, which imposes a hardship on training providers in terms of timing. Additionally, this group found that an informal assessment would be useful, in addition to the formal annual needs assessment.

With respect to the concerns raised by the final question, Iwan Choronenko (Tampa, FL) observed that more coordination among providers is needed to avoid duplication. He suggested that EPA establish a full time coordinator in every region. Jeff Gabler (WESTAR) stated that he views his job as exactly that – coordinate training courses within the western states.

VIII. APTI RESOURCES -- STATUS OF OLD COURSES AND FUTURE OF CLASSROOM TRAINING

Ron Townsend (EPA) summarized the status of old courses and the future of classroom training at the agency. According to Ron, both satellite and classroom courses are successful modes of delivery. However, he indicated that each is better suited for different purposes. It was stressed that the Air Pollution Distance Learning Network will not override classroom courses.

Next, Ron briefly reviewed which courses have been on satellite this year: 400 – air toxics, 413 – control of particulate emissions, 415 – control of gaseous emissions, 423 – air pollution dispersion models, and 446 – inspection procedures and safety. Courses that have been preserved in the classroom-only setting include: 427 – combustion evaluation, 435 – atmospheric sampling, 450 – source sampling for particulates and 464- analytical methods for air quality standards.

Danny Shea (Huntsville, AL) and other attendees urged EPA to increase travel assistance for state and local agencies to attend the classroom courses. Additionally, it was recommended that EPA develop a system for posting training needs as they arise.

IX. EVALUATION OF VARIOUS DELIVERY PROCESSES: WORKSHOPS, SATELLITE BROADCASTS, CLASSROOM COURSES AND SELF-INSTRUCTIONAL MATERIALS

Susan Wierman presented the findings of a MARAMA report that identifies standard operating procedures and provides recommendations on workshop management operations for the regional association. To obtain a copy of the report, please contact Susan at (410) 467-0170.

Next, Ron summarized the findings of surveys that EPA has conducted regarding the effectiveness of satellite courses versus classroom courses. It was found that 70% perceived no difference between the two modes of delivery in terms of impact upon learning, 20% perceived an improved impact and 10% perceived a negative impact. Ron indicated that these percentages have been constant over the years.

Victor Espinosa (CA) described the bifurcated training program conducted by the California Air Resources Board (CARB). First, the compliance training section in the agency focuses on training for officials within the state. Other training programs conducted are the CARB series, which is funded by EPA. The national CARB series brings air pollution training courses to interested agencies across the country. Among the strategies that have worked for CARB are providing video copies of courses, training the trainers, multimedia training and hands-on approaches for inspectors. Finally, CARB places emphasis on a strong evaluation process to continuously improve the program.

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X. SMALL TOWN SAVES WORLD: A VIDEO ON PM_{2.5} AIR POLLUTION

Gail Lewkowicz (STAPPA/ALAPCO) presented the associations' educational video, *Small Town Saves World: A video on PM_{2.5} Air Pollution*. The video features small town citizens as they tell the story of PM_{2.5}: What is PM_{2.5}? How is it formed? What are the sources? How can it be controlled? The subject matter is treated objectively and there is no reference to the standards. The video may be used to educate a variety of people including students of all ages, political leaders and community groups. The video was sent to every state and local air director, appropriate EPA officials, the National Conference of State Legislators, among others.

XI. REPORTS FROM EXISTING TRAINING PROVIDERS

The various training providers who serve on the JTC had the opportunity to give a status report to the attendees. Their presentations were supplemented by 1-page fact sheets that describe the specific niche in training each provider fills. To obtain a copy of a provider's 1-page fact sheet, please contact Gail Lewkowicz of STAPPA/ALAPCO at (202) 624-7864.

XII. TRAINING ON THE INTERNET

Next, guest speakers featured training programs on the Internet. Harold Cota (Cal Poly University), Joe Rodota (California Virtual University) and Norm Rogers (Data Technology) each walked the attendees through their respective training programs on the Internet.

XIII. WHAT'S DRIVING TRAINING IN THE NEXT THREE YEARS?

Iwan Choronenko (Tampa, FL) opened the session by identifying factors that bear on long-term training requirements: availability of funding, timely delivery of needed courses, location of training sites and availability of qualified instructors. Among the programs that are evolving and will affect training in the next three years are community based environmental protection, the state and tribal air and radiation planning project, the national air and radiation indicators project, the regional strategic implementation plan, the national environmental performance partnership system, sustainable communities initiative, climate change initiative and the Governmental Performance and Results Act. To meet these future obligations, Iwan identified courses that would be desirable:

- ?? dynamics of public policy and planning;
- ?? basic air quality policy and legislative overview;
- ?? basic environmental policy and legislation overview;
- ?? transportation planning, energy policy and air quality;
- ?? principles of design and operation of PM2.5 monitoring networks;
- ?? the greenhouse effect and global warming;
- ?? prevention of accidental releases inspections – Section 112(r);
- ?? compliance assurance monitoring;
- ?? supplemental environmental projects; and
- ?? environmental economics.

After reviewing various pros and cons of different training options, Iwan made recommendations to EPA's Air Pollution Training Institute (APTI) and state and local air programs to face challenges in training over the next three years. It was suggested that APTI: (1) concentrate their efforts on new course development; (2) assist headquarters staff in the integration of training requirements during rulemaking; (3) strive to keep their training courses current; (4) assess the need for area training centers; (5) contract with recognized air pollution control experts to deliver in-situ classroom training to state and local agencies; (6) assess the feasibility of private sector participation in EPA training courses; (7) convert self-study courses to Internet based training; (8) establish an Internet based training clearinghouse; (9) assist regional training consortia in disseminating training information; and (10) continue improving the satellite downlinking capability. With respect to state and local air programs, Iwan recommended that they (1) develop and implement suitable in-house on-the-job training programs; (2) become more self-sustaining in training their respective staffs; and (3) work with the regional training

coordinators to insure that the necessary training courses are funded during the budget development process.

Mary Boyer (CA) indicated that in the state of California the focus will be shifting to multi-media training with an emphasis on partnerships with industry. Additionally, state resources will be targeted at MACT standards. She emphasized that all training providers need to strive to keep courses current. Finally, she was pleased to see the increasing involvement by regional consortia in training.

Howard Wright (EPA) expressed the agency's perspective on training in the next three years. He observed that the budget determines the breadth of support and speed of implementation. Key challenges that lie ahead are to meet program needs in measurable ways, using evolving technology. Among the training goals that should be attained are better prepared staff, desktop convenience, time and travel dollar savings and measurable results reported under the Government Performance Results Act. Howard's vision of the future role of the JTC is to keep funding support on the front-burner; promote more effective training development, delivery and evaluation; facilitate provider coordination to minimize duplication; and serve as training "spokesgroup."

XIV. NEXT TRAINING CONFERENCE/LOCATION AND DATES

Mary Boyer (CA) sought input from the attendees regarding the next JTC meeting and the next training contacts conference. Participants urged EPA to revert to its old format for the training contacts conference indicating that these meetings are critical to downlink training coordinators. Since some of the same people attend both meetings, attendees concluded that the JTC meeting should be "piggy-backed" onto the training contacts conference to save travel resources. Larry Byrum (CENSARA) offered to consider hosting the next meeting.

XV. ADJOURNMENT

The meeting of the STAPPA/ALAPCO/EPA Joint Training Committee was adjourned.

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