



Final Draft Community Emissions Reduction Plan for East Oakland

Community Equity, Health, and Justice Committee

March 11, 2026

Manuel Oliva, Manager, Planning and Climate Protection

Anna Lee, Manager, Environmental Justice Division

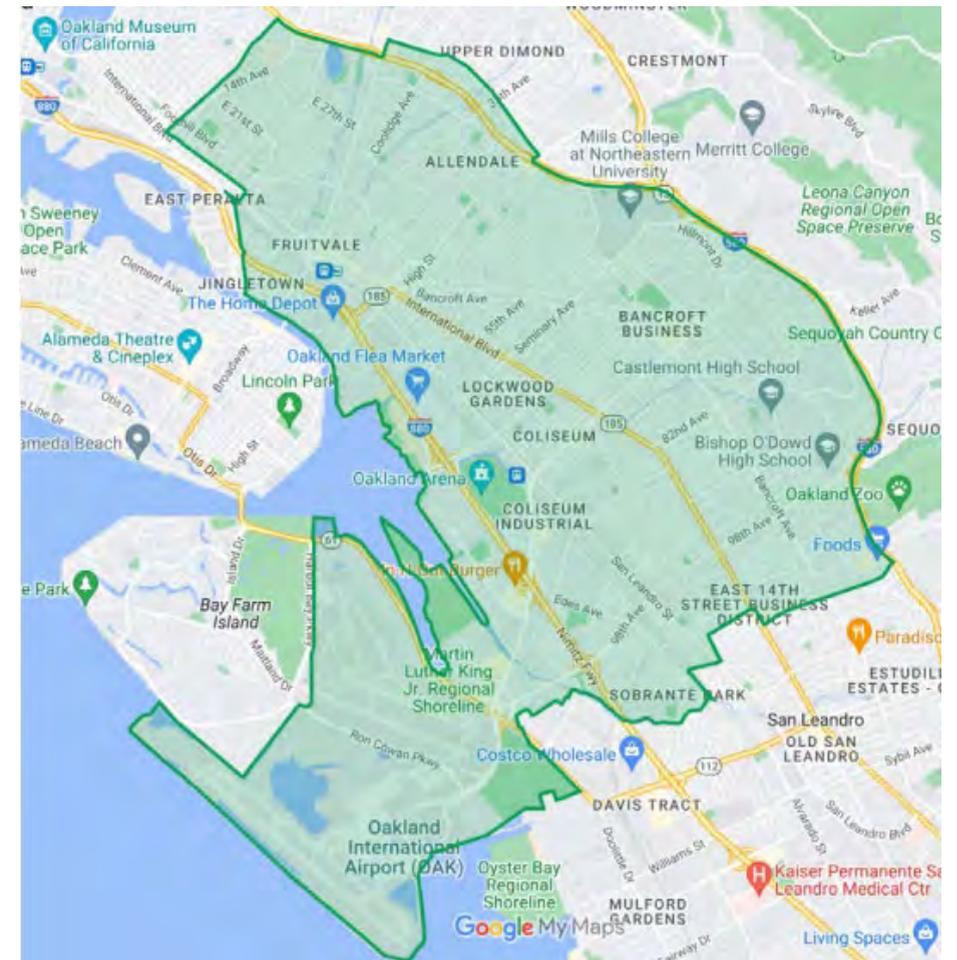


Recommended Action

Recommend to the Board of Directors that the Board (i) adopt the Final Draft Community Emissions Reduction Plan and (ii) approve the determination that adoption of the Final Draft Community Emissions Reduction Plan is exempt from the California Environmental Quality Act.

East Oakland Assembly Bill (AB) 617 Community

- Approved for a Community Emissions Reduction Plan (CERP) in February 2022
- Air District and Communities for a Better Environment (CBE) are Co-Leads
- East Oakland Community Steering Committee (CSC) convened in September 2022



AB 617 Planning Area for East Oakland

East Oakland Community Steering Committee

- CSC was recruited through an open application process led by Co-Leads and consists of 24 individuals who live or work within the East Oakland CERP project area
- Three Co-Chairs elected by the CSC and five youth members who form an unofficial Youth Committee supported by CBE
- Non-voting representatives from the City of Oakland Planning Department, Alameda County Public Health Department, and Port of Oakland

CERP Development Process

- The CSC and Co-Leads actively began working on CERP strategies and actions in September 2024
- The CSC and Co-leads held monthly meetings, follow up office hours, a special topic meeting and work sessions to iterate on the draft strategies and actions
- Surveys helped prioritize issues, evaluate draft strategies and actions, and crowd source the CERP name: “Right to Breathe: East Oakland Community Air Quality Justice Plan”
- In August 2025, the CSC reviewed the preliminary draft CERP and provided comments ahead of the release of the Public Review Draft CERP in November 2025

East Oakland Community Engagement

- Distributed \$80,000 for community engagement to local Community-Based Organizations (CBOs):
Community Mapping Project (2023) and Community Organizing Grants (2024)
- Tabled at 20 events in East Oakland to and encourage community participation in the CERP process



Community Events in East Oakland

Final Draft CERP Goals

Goal 1

Reduce East Oaklanders' exposure to air pollution by decreasing emissions from sources identified by the community as top concerns

Goal 2

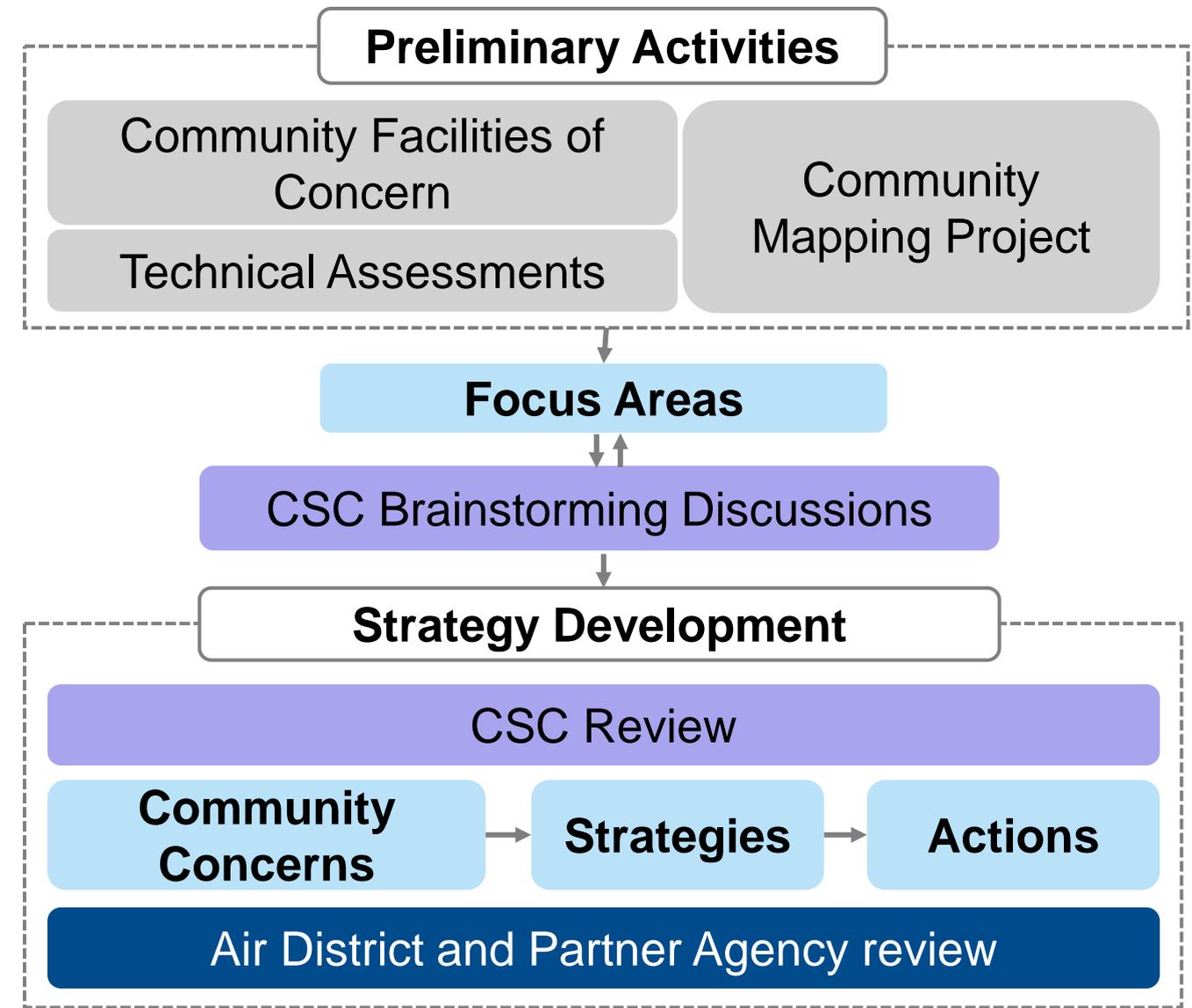
Prioritize actions that have the opportunity to reduce disproportionately high health impacts associated with air pollution affecting East Oakland residents to achieve improvements in community health

Goal 3

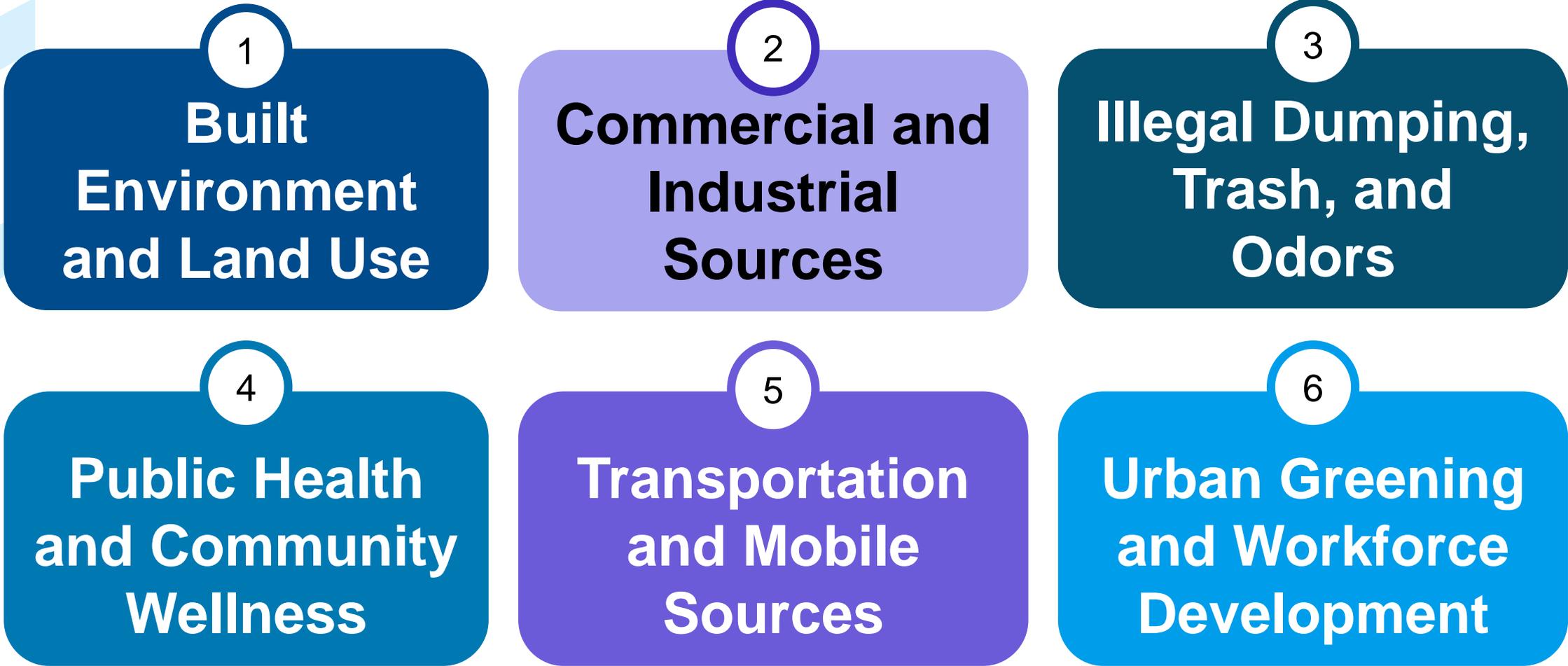
Empower East Oakland residents to participate in holding polluters accountable by combining their local knowledge with an understanding of emission sources, health impacts, air pollution regulations and reporting mechanisms

Final Draft CERP Strategy Development

- **Preliminary Activities:**
Data gathering and information sharing
- **Strategy Development:**
Created strategies and actions as a collaboration between the CSC, Air District, and partner agencies



Final Draft CERP Focus Areas



Community Concerns and Action Highlights

1 Focus Area: Built Environment and Land Use

Community Concerns

1. Reducing Air Pollution at Home
2. Vulnerable Populations in Proximity to Pollution Sources and Incompatible Zoning

Action Highlights

- Air Filtration for East Oakland Homes
- Access to Existing Clean Energy Home Retrofit and Weatherization Programs
- Air Filtration for East Oakland High-Priority Facilities

Community Concerns and Action Highlights (cont.)

2 Focus Area: **Commercial and Industrial Sources**

Community Concerns

1. Particulate Matter (PM) Exposure: Fugitive Dust, Material Handling, and Construction
2. Toxic Emissions & Hazardous Materials
3. Commercial and Smaller Industrial Facilities
4. Accountability of Polluting Industries and Businesses



Action Highlights

- Rule Amendments to Address Fugitive Dust
- Provide Clear and Accessible Air District Permitting Information
- Targeted Inspections to Address Repeat Violators
- Promote the Complaint Program Through a Public Information Campaign

Community Concerns and Action Highlights (cont.)

3 Focus Area: Illegal Dumping, Trash, and Odors

Community Concerns

1. Unsanitary Conditions, Inequitable Access to Waste Disposal Services, and Lack of Enforcement



Action Highlights

- Illegal Dumping Prevention Community Outreach
- Driving Local Clean Up and Beautification Activities

Community Concerns and Action Highlights (cont.)

4 Focus Area: Public Health and Community Wellness

Community Concerns

1. Contributions of Outdoor Air Pollution to Cumulative Health Impacts
2. Protecting Sensitive Populations and Mitigating Pollution Impacts
3. Raising Awareness about Health Impacts of Air Pollution

Action Highlights

- East Oakland Air Monitoring Project
- Make Air and Emissions Monitoring Data More Accessible
- Improve Air Pollution Awareness

Community Concerns and Action Highlights (cont.)

5 Focus Area: Transportation and Mobile Sources

Community Concerns

1. Trucks in the Community
2. Interstate-580 Truck Ban
3. Road Dust Near Freeways and High-Volume Roadways
4. Oakland International Airport

Action Highlights

- Indirect Source Policy Package
- Idling Prevention and Outreach
- Study Impacts of Interstate-580 Truck Ban
- Port Zero-Emissions Plan
Airport-specific Elements

Community Concerns and Action Highlights (cont.)

6 Focus Area: Urban Greening and Workforce Development

Community Concerns

1. Lack of Trees, Limited Resources, and a Need for More Green Jobs

Action Highlights

- Create a Resource to Help Prioritize Installation of Vegetative Buffers
- Urban Greening Funding

CERP Public Review

- Public comment on the Public Review Draft CERP began on November 3, 2025, and concluded on December 7, 2025
- A total of 119 additional members of the public commented on behalf of the Stop Oakland Airport Expansion Coalition
- Posted a Response to Comments document and updated the CERP with clarifications, and added new actions and a new metric

Community Steering Committee Approval

- At the February 5, 2026, meeting the CSC voted to approve the Final Draft CERP with a majority of 14 yes votes and one objection
- The approved Final Draft CERP advances to the Community Equity, Health, and Justice (CEHJ) Committee for consideration

CEQA Compliance

- Legal staff with support from outside counsel determined the Final Draft CERP is exempt from CEQA
- Discussion regarding this determination is included in the Final Draft CERP in *Appendix G: Applicability Analysis for California Environmental Quality Act*

Recommended Action

Recommend to the Board of Directors that the Board (i) adopt the Final Draft Community Emissions Reduction Plan and (ii) approve the determination that adoption of the Final Draft Community Emissions Reduction Plan is exempt from the California Environmental Quality Act.

CSC Reflections



Questions & Discussion

For more information:

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Community Advisory Council's Compliance and Enforcement Recommendations

Community Equity, Health, and Justice
Committee

March 11, 2026

Patrick Messac, Community Advisory Council, Council Member

Ken Szutu, Community Advisory Council, Council Member



Presentation Outline

- Recommended Action
- Community Experience
- Why a case study?
- Seven Recommended Actions from Crown Hill Case Study
- Public Comment
- Questions
- Vote

Recommended Action

Review and discuss the seven Community Advisory Council recommendations and consider forwarding them to the Board of Directors for consideration and potential direction to staff.

Crown Hill Materials: Community Experience



<https://youtu.be/YNLPgLIdeio?si=tccumiN2MhdFaRUs>



A layer of dust on fence line table

Crown Hill Materials: Why a Case Study?

What is a case study?

Following one real issue through complaint, inspection, permitting, and enforcement to see how the system actually works.

Why Crown Hill Materials?

Five years of visible dust

Dozens of complaints, no confirmed violations

January 2024: Community Advisory Council (CAC) elevated fenceline concerns

Case Study Resources

What followed?

- 25 inspections
- Compliance & Enforcement Ad Hoc Meetings
- 2 community meetings
- Public records request
- **August 2025:** District issues Cease-and-Desist



Community meeting with CHM residents

Key Takeaway: With strong District support, the community got relief. The system should not require 20 months to work.

Community Perspective: Complaint Report

Complaint Investigation Report

Complaint Description: “Cement Dust is blowing into our house and car. The air is really hard to breathe because of this fine dust. This is really a health issue. I have been **complaining since July 4, 2024**, and they are still mixing and making dust. **I have not received one single written report on the outcome of this problem.**”

Complaint Status: “Unconfirmed – Emission was no longer present”

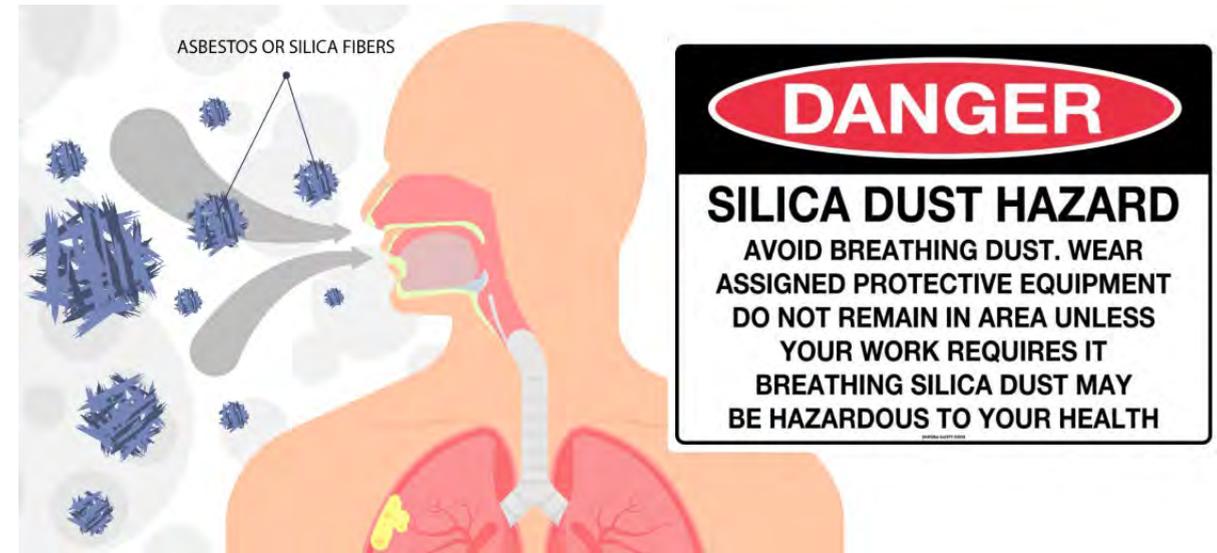
Complaints without Consequences

Crown Hill Materials (2024)

23 complaints

0 confirmed

0 Notices of Violation



Health risks associated with silica dust inhalation

District reiterated to Crown Hill Materials personnel the importance of being “a good neighbor”

Dust sampling did not include a health assessment

Recommendation #1: Customer-Centered Complaint Process

- Publish complaint logs tied to facilities
- Provide clear summaries to complainants
- Solicit feedback to improve communication

Enforcement Gap: Rules vs. Results

- **Regulation 6, Rule 1** – Visible Emissions
- **Regulation 6, Rule 6** – Trackout
- **Regulation 1-301** – Public Nuisance

Crown Hill Materials (2024)

25 Inspections

0 visible emissions violations

0 trackout violations

0 nuisance violations



Illustration of the Ringelmann Scale

Inspection Observation (4/2/25)

"Batch plant not operating. Light dust observed in bad sun position, no dust after moving to good sun position."

Recommendation #2: Enforceable Rules

- Analyze rule efficacy and violation trends
- Update rules that rarely produce enforceable outcomes
- Align rule design with field conditions

Recommendation #3: Modernize Evidence Collection

- Strategically use monitoring tools where appropriate
- Provide guidance on enforceable documentation
- Modernize digital evidence submission

Impact over Intention

Regulation 2-1-115 Exemption applies only to facilities with **maximum rated capacity under 15 cubic yards per hour**

- Crown Hill Materials: Application listed: **12 cubic yards/hour**



DATA FORM G
General Air Pollution Source

BAY AREA AIR QUALITY MANAGEMENT DISTRICT
375 Beale Street, Suite 600, San Francisco, CA 94105 (415) 749-4990 FAX (415) 749-5030
www.baaqmd.gov

Form G is for general air pollution sources. Use specific forms when applicable. If this source burns fuel, then also complete Form C.

1. Business Name: Crown Hill Materials LLC Plant No: _____ (if unknown, leave blank)

2. SIC No.: 3531 Date of Initial Operation TBD

3. Name or Description: Small Concrete Batch Plant (Weigh Hopper) Source No.: S- 1

4. Make, Model, and Rated Capacity of Equipment: Custom Batch Plant 12 CU YD/HR

5. Process Code¹ 4079 Material Code² 4029 Usage Unit² CU.YD

6. Total throughput, last 12 mos. 1200 usage units² Maximum operating rate: 12 usage units² /hr

7. Typical % of total throughput: Dec-Feb 5 % Mar-May 40 % Jun-Aug 45 % Sep-Nov 10 %

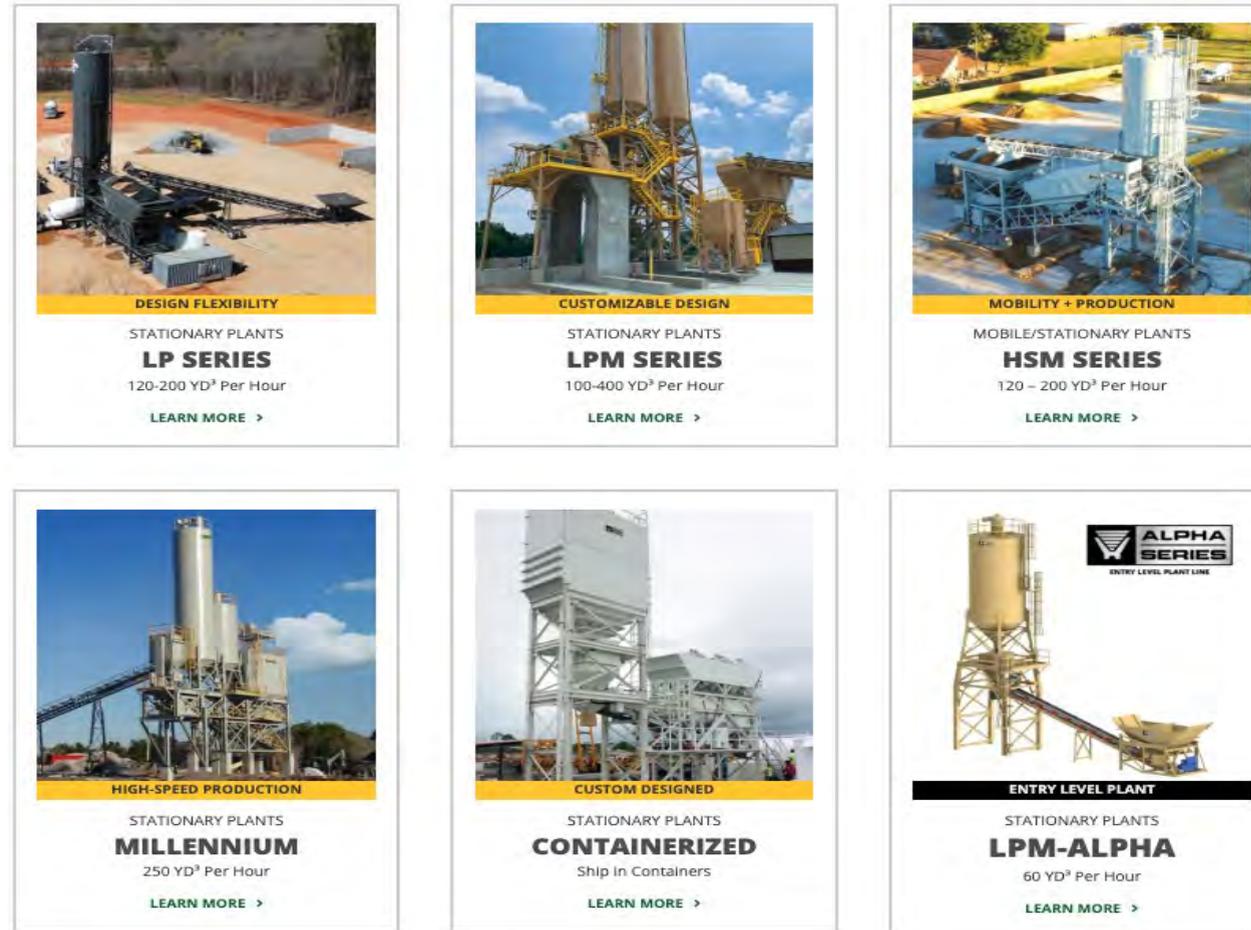
8. Typical operating times: 4 hrs/day 3-4 days/week 36 weeks/year

9. For batch or cyclic processes: 7:00 minutes/cycle 10 minutes between cycles

10. Exhaust gases from source: Wet gas flowrate N/A cfm N/A at N/A °F
(at maximum operation) Approximate water vapor content N/A volume%

Impact over Intention (cont.)

- Manufacturer specification indicated: models **>60 cubic yards/hour**



Screenshot from Vince Hagan website

Recommendation #5: Protective Permitting Safeguards

- Verify maximum rated production capacity independently
- Evaluate like operations cumulatively when applying exemptions
- Ensure meaningful deterrence for operating without a permit

Recommendation #6: Strengthen Learning through Case Studies

- Resource CAC case studies as a valuable tool for transparency and system improvement
- Support continued collaboration between CAC and Air District staff
- Apply lesson learning across “One Air District”

Beyond Crown Hill Materials: Continuous Improvement

Isolated Success

- Reactive handling
- Resolving a single community concern
- Episodic CAC involvement

VS.

Structure Method

- Formal case study framework
- Improve System Performance
- CAC as structure bridge with District staff & management support

Recommendation #7: Top Community Concerns Framework

- Identify top recurring air quality concerns by county
- Integrate complaint, inspection, emissions, and health data
- Use findings to guide proactive enforcement priorities

Recommended Action

Review and discuss the following seven Community Advisory Council recommendations and consider forwarding them to the Board of Directors for consideration and potential direction to staff:

1. Implement a customer-centered complaint process that provides clear communication, feedback, and closure to complainants.
2. Adopt and implement rules that can be enforced more consistently and effectively.

Recommended Action (cont.)

3. Evaluate opportunities to incorporate modern technology for real-time evidence collection where legally and operationally appropriate.
4. Improve public access to permitting and exemption information for facilities under Air District jurisdiction by publishing facility permits and exemptions online through a community-facing dashboard.
5. Revise permitting regulations to incorporate stronger safeguards for fenceline communities by ensuring that permit and exemption determinations are based on verified equipment capacity data and enforceable operational limits.

Recommended Action (cont.)

6. Partner with overburdened communities to co-develop a “Top Community Concerns” list, by county, that combines community feedback with agency data such as complaints, inspections, emissions, health indicators, and facility operations to identify recurring air quality issues and guide proactive enforcement.
7. Institutionalize the CAC’s case-study approach as a structured framework for learning, transparency, and ongoing program improvement across Air District programs, applying it to permitting in 2026.

Questions & Discussion

For more information:

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CalEnviroScreen Updates

Community Equity, Health, and Justice Committee

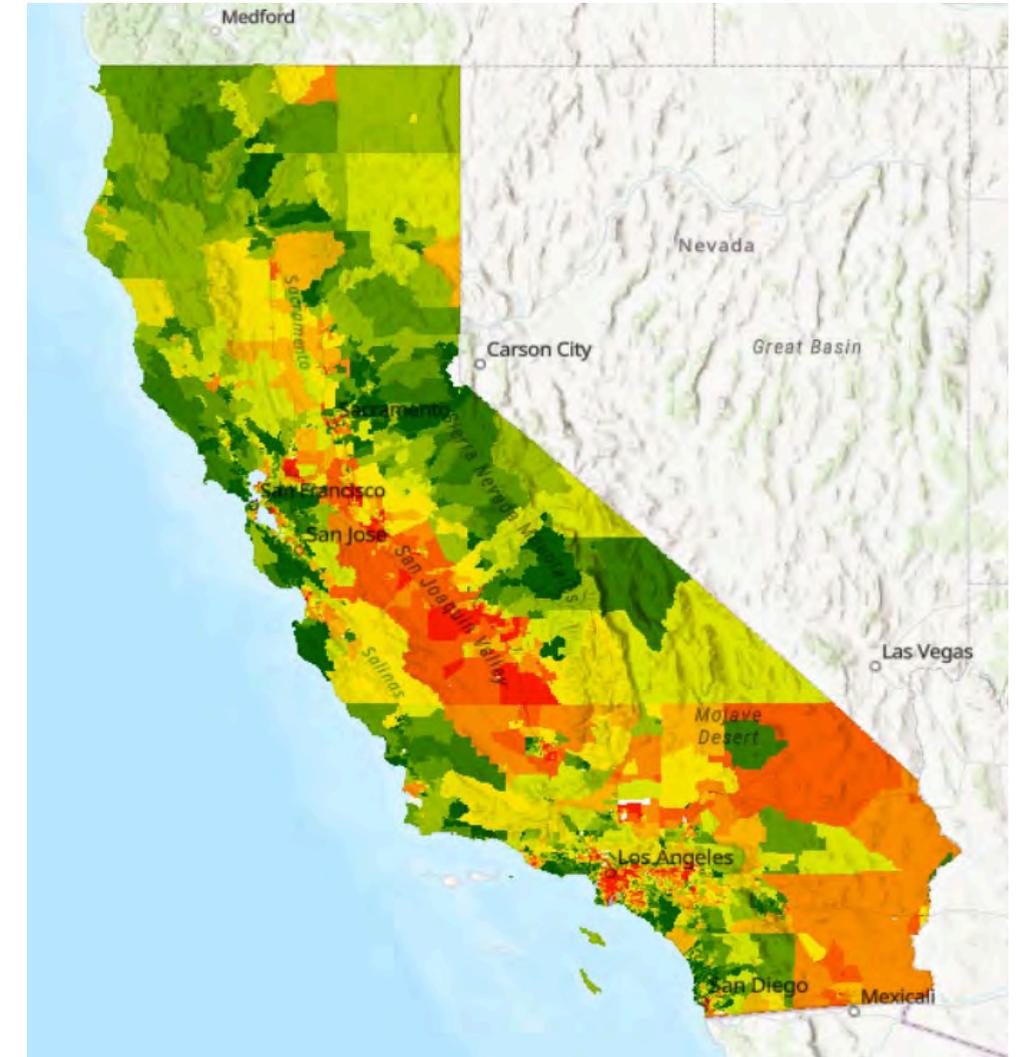
March 11, 2026

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Assessment, Inventory, and Modeling Division



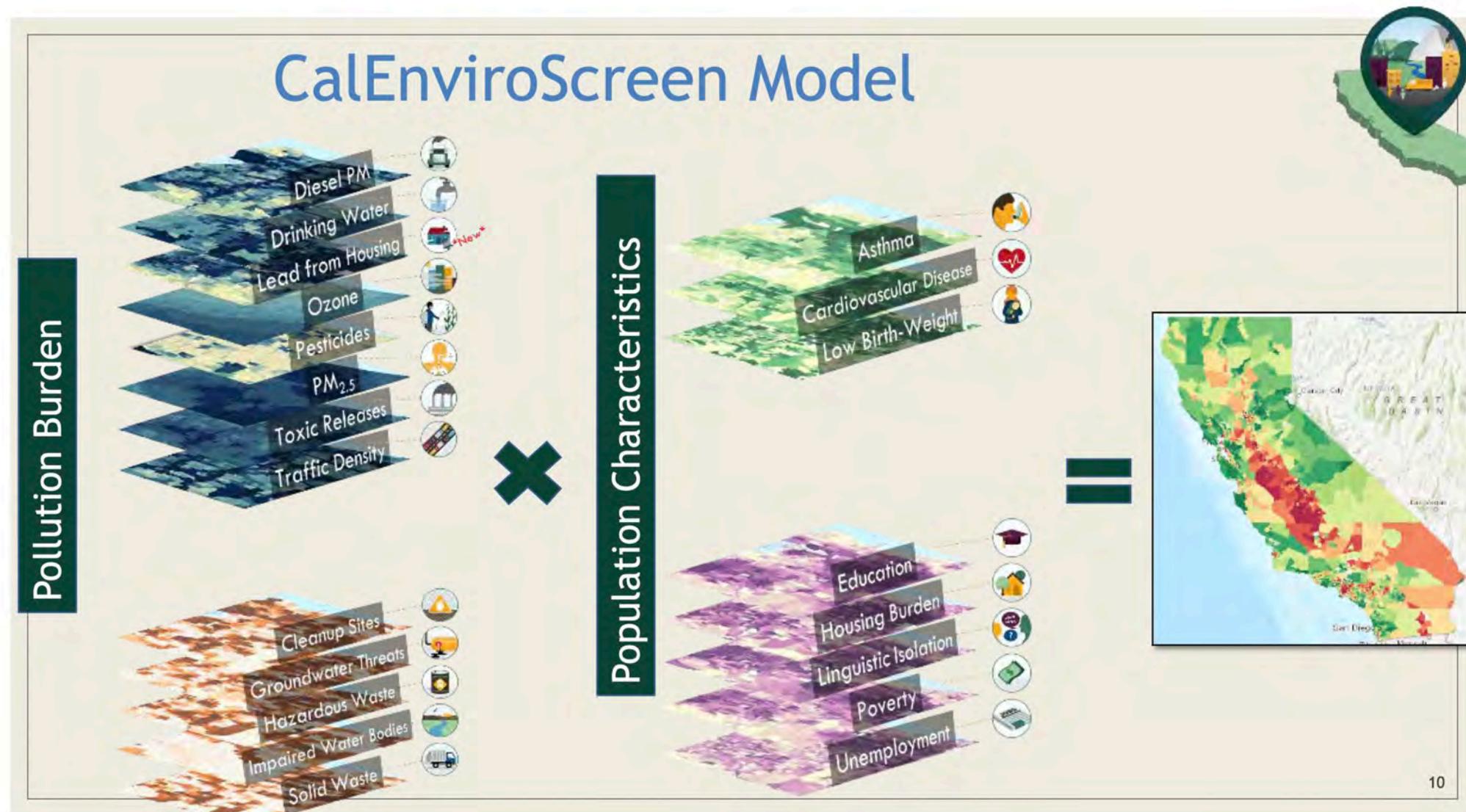
Background on CalEnviroScreen

- Statewide Environmental Justice mapping tool
- Science-based, developed and refined with stakeholder engagement
- Used by other agencies, governments, and community-based organizations, as well as the Air District
- Updated 2014, 2017, 2021, and now 2026 (Draft Version 5.0)
- Office of Environmental Health Hazard Assessment (OEHHA) seeking comments on Draft v5.0 by April 1, 2026



Map of CalEnviroScreen draft version 5.0 (overall scores, as percentiles).

CalEnviroScreen Internals



- Raw data + processing = indicator layers
- Layers are grouped, summed, and multiplied
- Converted to percentiles (relative across state)

CalEnviroScreen combines multiple tract-level data layers to produce final scores, which are always relative (percentiles). Version 4.0 shown.

Applications at the Air District

The Air District leverages **CalEnviroScreen 4.0** to:

Designate local areas (“overburdened communities”) via rulemaking, for

- Enhanced regulatory requirements
- Prioritized and/or enhanced resource allocations
- Development of localized emission reduction plans under Assembly Bill (AB) 617

Characterize (describe, map, compare, etc.) local conditions, in

- Community Description chapters in AB 617 plans
- California Environmental Quality Act (CEQA) comments supporting Environmental Justice concerns

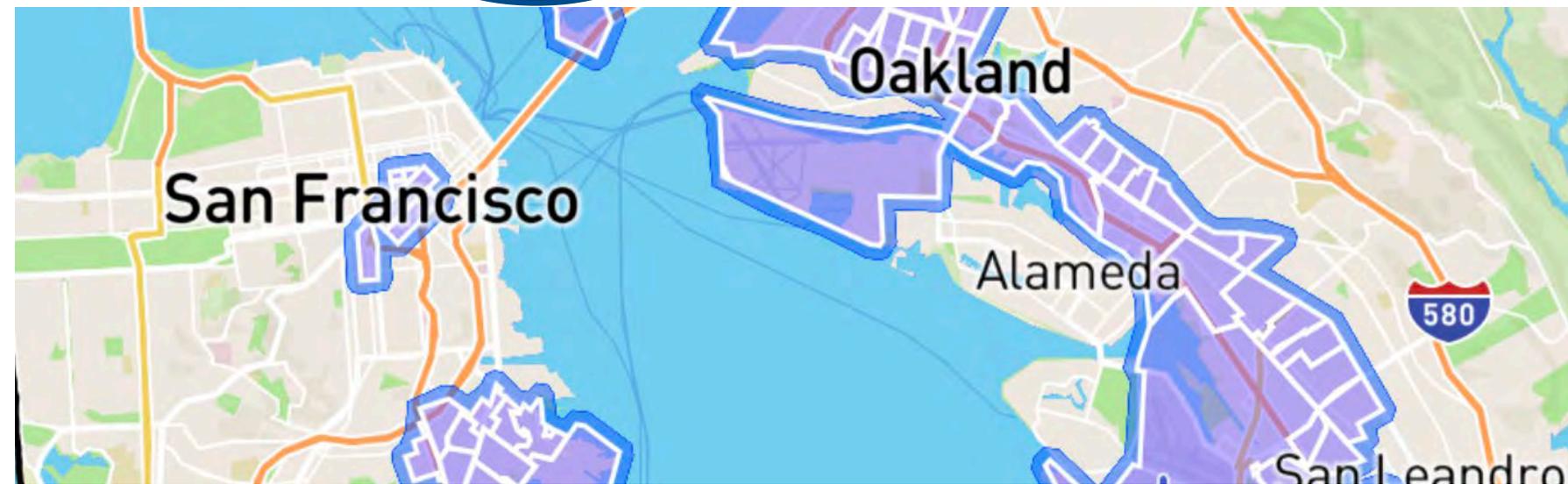
Assess project/program investments

- Which communities are likely benefiting and how much?

Community Designations

2-1-243

Overburdened Community: An area located (i) within a census tract identified by the California Communities Environmental Health Screening Tool (CalEnviroScreen), Version 4.0, as having an overall CalEnviroScreen score at or above the 70th percentile, or (ii) within 1,000 feet of any such census tract.



Overburdened communities map for the Bay Area Air District, which is based on CalEnviroScreen version 4.0

No automatic designation updates when new CalEnviroScreen versions are available — existing boundaries are tied to v4.0, and changes to designations require Board oversight and approval

Unpacking and Accounting for Changes

Data, methods, and tracts have changed in Draft Version 5.0

- Refreshed data for all existing indicators (e.g. Asthma rates); two indicators added (Diabetes and Small Air Toxics Sites)
- Improved processing of Hazardous Waste, Drinking Water contaminants, and Children's Lead Risk; also, some handling of missing data has changed
- Some Census tracts have split into two, or adjusted boundaries

Scoring approach is relative

- Indicators are expressed in percentiles, which are relative rankings
- Example: for a certain tract, Asthma indicator seems to have worsened (v5.0 percentile is higher than v4.0). Data can still show asthma *rate* decreasing in that tract — just not as quickly as elsewhere
- This also applies to overall scores

Air District Engagement

- Attending OEHHA informational workshops
- Requesting data layers and details from OEHHA staff
- Working to understand general picture across the Bay Area
- Cataloging specific concerns
- Preparing for written feedback by April 1, 2026

Questions & Discussion

For more information:

David Holstius, PhD | Senior Advanced Projects Advisor | dholstius@baaqmd.gov