



AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: William A. Gilchrist
Director, Planning and
Building Department

SUBJECT: OAB Air Quality Informational Report

DATE: June 16, 2025

City Administrator Approval


Jestin Johnson (Jun 16, 2025 21:10 PDT)

Date: Jun 26, 2025

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report On The Master Operational Air Quality Plan for Prologis Warehouses And On The Construction Air Quality Plans For California Waste Solutions And Oakland Maritime Support Services, Approved By The City Administrator For The Operations Of Prologis Warehousing and Trucking Facilities Located At 55 Admiral Robert Toney Way, 2000 Maritime Street, 2001 Maritime Street, And 189 Burma Road, And For The Construction Of The California Waste Services Facility Located At 2308 Wake Avenue, And For The Construction Of Oakland Maritime Support Services Facility Located At 10 Burma Road.

EXECUTIVE SUMMARY

Consistent with the requirements of the mitigation measures for the Oakland Army Base (OAB) Redevelopment Project, all developers at the OAB are required to submit an Air Quality Plan (AQ Plan) for construction and operations, respectively. Once approved by the City Administrator, the plans are required to be the subject of an Informational Report to the City Council. This Informational Report describes the following two AQ Plans approved by the City Administrator:

(1) the Prologis AQ Plan for operations of warehouse and trucking facilities at 55 Admiral Robert Toney Way, 2000 Maritime Street, 2001 Maritime Street and 189 Burma Road, which was approved by the City Administrator on April 23, 2024. (See **Attachment A**).

(2) the Oakland Maritime Support Services (OMSS) AQ Plan for construction at 10 Burma Road, which was approved by the City Administrator on March 25, 2025. (See **Attachment B**).

BACKGROUND / LEGISLATIVE HISTORY

The City of Oakland (City) approved the OAB Redevelopment Plan Environmental Impact Report ([OAB EIR](#)) on July 31, 2002. In 2012, the City approved [Addendum No. 1](#) to the OAB EIR, which is applicable to Prologis. In 2021, the City approved [Addendum No. 2](#) to the OAB EIR, which is applicable to California Waste Solutions (CWS)¹. In 2023, the City approved [Addendum No. 3](#) to the OAB EIR, which is applicable to OMSS. Each Addendum included Standard Conditions of Approval/Mitigation Monitoring and Reporting Program (SCA/MMRP), including mitigation measures related to air quality.

Each Addendum includes Mitigation Measure PO-1, which requires the City to conduct a public process in the development and review of the air quality components of these mitigation measures and requires City Administrator approval of these operator plans for implementation of the mitigation measures related to air quality impacts. Additional air quality measures from each Addendum are described below.

Addendum No.1 contains the following mitigation measures for reducing the potential environmental impacts of the redevelopment project related to air quality, including requirements for the preparation and implementation of the following plans and strategies to reduce impacts related to trucking and air quality:

- Truck and Equipment Diesel Emission Reduction (MM 4.4-4)
- Transportation Control Measures and Parking/Transportation Demand Management (SCA Trans-1, MM 4.4-5)
- Truck Management Plan (MM 4.3-7)
- Sustainable Design and Construction (SCA TRANS-1, MM 4.4-6)
- Participate in Emission Reduction Demonstration Projects (MM 5.4-1)
- Technology Review Program (MM 4.4-4)
- Quantification of Diesel Emissions (MM 4.4-4)

Addendums No. 2 and No. 3 contain the following mitigation measures for reducing the potential environmental impacts of the redevelopment project, including requirements for the preparation and implementation of the following plans and strategies to reduce air quality impacts related to construction:

- Construction Management Plan (SCA AIR-1)
- Construction-Related Air Pollution Controls (SCA AIR-2)
- Diesel Particulate Matter Controls – Construction Related (SCAAIR-3)
- Truck Management Plan (Mitigation 4.3-7)
- Mitigation Measure PO-1 (Stakeholder Review of Air Quality and Trucking Plan)
- Transportation Control Measures (Mitigation 4.4-5)
- Construction Traffic and Parking (SCA TRANS-2)
- Traffic Control Plan – Hazardous Materials (Mitigation 4.3-13)

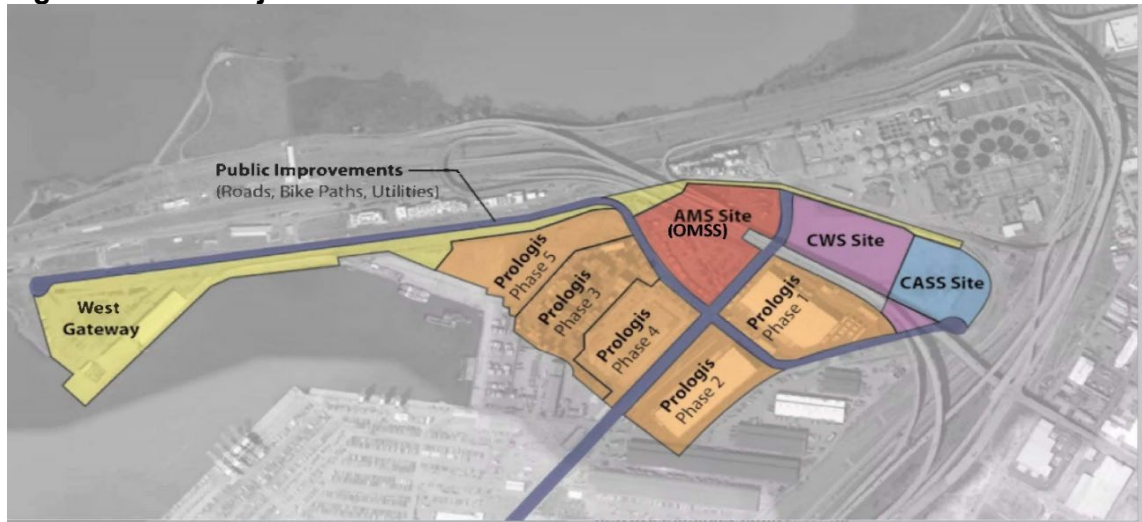
¹ The Lease and Disposition Development Agreement between CWS and the City has been recently terminated. Mention of CWS in this document is for reference and context purposes only.

In 2016, 2017, and 2025, the City Administrator has approved four (4) AQ Plans to comply with air quality mitigation measures for construction of the public infrastructure and for construction of various private improvements at the OAB including proposed facilities housing the operations of CWS and OMSS. Those plans are all found on the City's website [here](#).

ANALYSIS AND POLICY ALTERNATIVES

This Informational Report presents the AQ Plans for: (1) the operations of Prologis facilities and (2) the construction of the OMSS facility, as shown in **Figure 1**. Each is discussed below.

Figure 1. OAB Project Sites



(1) Prologis Master Operational AQ Plan

The process to develop and approve the Prologis Master Operational AQ Plan followed the requirements specified in Mitigation Measure PO-1 of the SCA/MMRP (Addendum No. 1), which requires a public outreach / review and comment period, as further described below under the "Public Outreach / Interest" section of this report. Public comments received on the draft Prologis AQ Plan are found in full in the responses to public comment letters prepared by City staff and included in **Attachment A**, and summarized below:

- *Community input.* Each tenant shall submit a checklist and hold an informational community meeting prior to approval of the checklist. Therefore, there is an opportunity for public input prior to the City approval. Further, Prologis shall hire a community outreach consultant to ensure maximum noticing of the informational meeting. Utilizing a community-sourced outreach consultant has been identified by the City as an effective way to address racial equity concerns in the community.
- *Definition of substantial change.* The City, under its sole discretion and in consultation with the City Attorney, will determine if a submitted checklist constitutes a substantial change requiring an amendment or exception to the Master AQ Plan. If the City determines an amendment or exception is necessary, the revised Master Plan or exception to the Master Plan will be recirculated for

public review.

- *Reduction of diesel emissions.* Section 3.2 of the Prologis Master AQ Plan includes mitigation measures to reduce diesel emissions from heavy-duty trucks. Sub-section 3.2.1(3) provides language to specifically mitigate the potential impact from diesel powered truck refrigeration units (TRUs) requiring that electrical outlets shall be planned and required to be installed at the loading docks serving the refrigerated portion of the facility so trucks can run refrigeration with electricity while loading and unloading. Tenant shall undertake informational efforts such as posting signs on the loading dock indicating plug-in availability and send email notification to vendors encouraging the use of plug-in capable vehicles at the facility to maximize the number of deliveries with electric plug-in refrigeration compatible delivery trucks with the goal of 100 percent utilization.
- *Demonstrations projects.* Section 3.6 of the Prologis Master AQ Plan includes the participation in Emission Reduction Demonstration Projects, which is the same requirement of all OAB tenants. The City has, and will continue to, review compliance with this requirement in the Technology Reports required by each OAB tenant every three years.

(2) OMSS AQ Plan

The process to develop and approve the OMSS AQ Plan followed the requirements specified by the City Council in Mitigation Measure PO-1 of the SCA/MMRP (Addendum No. 3), which requires a public outreach / review and comment period, as further described below under the “Public Outreach / Interest” section of this report. No comments were received from the public although in response to discussions with the City’s Race and Equity Department, the attached AQ Plan also includes a public engagement component, including requiring OMSS to hire a community outreach consultant to ensure maximum noticing of the informational meeting. Utilizing a community-sourced outreach consultant has been identified by the City as an effective way to address racial equity concerns in the community.

The AQ Plans and processes mandated by Mitigation Measure PO-1 meet the Citywide priorities of responsive and trustworthy government. Mitigation Measure PO-1 provides a structural framework to promote and celebrate community engagement, specifically in the West Oakland community. In addition, the Planning Bureau issues a biannual newsletter highlighting OAB developments and updates, and with the arrival of each new tenant to the OAB, a community meeting is hosted by the tenant and City staff. This community meeting provides an opportunity for the tenant to present its operational plan as it relates to air quality. Attendees to these meetings include interested citizens, community organizations and other public and private agencies. Newsletters, updates and tenant information can be found on the [City’s Gateway Industrial District’s website](#).

The AQ Plans discussed in this Informational Report meet the Citywide priorities of ADD

FISCAL IMPACT

There is no fiscal impact of the City Council's action to receive this informational report. Furthermore, there are no fiscal impacts of implementing these AQ Plans since they will be implemented and funded by each the project developers.

PUBLIC OUTREACH / INTEREST

Regarding public outreach of this informational report, email notification was sent to stakeholders who requested to be informed about air quality plans for the City's portion of the OAB.

Regarding public outreach during the review period of the draft AQ Plans, the process outlined in Mitigation Measure PO-1 of the SCA/MMRP of each Addendum was adhered to, and summarized as follows:

Prologis Master Operational AQ Plan

On June 5, 2024, Prologis submitted its first draft to the City. On September 12, 2024, the City released a 45-day Notice of Preparation of the draft Prologis Master AQ Plan to the official stakeholder list per Mitigation Measure PO-1. The intent of this Notice of Preparation is to provide advance notice before the plan is released for an official 17-day public review period.

On November 12, 2024, the City held a quarterly meeting attended by stakeholders, including community-based organizations, community residents, and interested government air quality agencies. Prologis made a presentation, including a description of typical warehousing and trucking operations covered by the plan, presented the components of the draft plan and described how such components were based on the list of emission reduction actions developed by the staff of the Bay Area Air Quality Management District (BAAQMD) to the extent applicable. The specific diesel emission reduction actions contained in the draft plan were presented and discussed, so to provide information and input prior to release of the draft Air Quality Plan for the official 17-day public review period.

Prologis revised the draft AQ Plan following input from the Stakeholder meeting and submitted a revised draft Master AQ Plan on November 21, 2024. On December 3, 2024, that draft was released to stakeholders for the official 17-day public review period public as required by Mitigation Measure PO-1. The City received comments from CARB. Following the end of the public review period, City staff met with Prologis to discuss enhancements to the draft plan and to address public comments. In response to these comments, Prologis further revised the AQ Plan. The latest version of the Master AQ Plan, dated January 27, 2025, was approved by the City Administrator, and is included in **Attachment A**.

OMSS Construction AQ Plan

On April 20, 2023, the City released a 45-day Notice of Preparation of the draft OMSS AQ Plan to the official stakeholder list per Mitigation Measure PO-1. The Notice of Preparation provided advance notice before the AQ Plan was released for an official 17-day public review period. On June 8, 2023, OMSS submitted its first draft to the City.

On March 14, 2024, the City held a quarterly meeting attended by stakeholders, including community-based organizations, community residents, and interested government air quality agencies. OMSS made a presentation, including a description of its construction plans, a brief description of its proposed operations and presented the components of the draft OMSS AQ Plan.

On April 26, 2024, the draft OMSS AQ Plan was released to stakeholders for the official 17-day public review period as required by Mitigation Measure PO-1.

The City received no written comments during the review period.

Following the end of the public review period, City staff presented OMSS with revisions to the draft AQ Plan. In response to these comments, OMSS revised the AQ Plan. The latest version of the OMSS AQ Plan, dated September 13, 2024, was approved by the City Administrator, and is included in **Attachment B**.

COORDINATION

The preparation of this report and the approved AQ Plans involved coordination between the Planning and Building Department and the OAB Project staff through the City Administrator's Office.

SUSTAINABLE OPPORTUNITIES

Economic: The AQ Plans described in this report will facilitate implementation of the OAB Project, which will allow economic use of the sites. In addition to the construction and warehousing jobs typically associated with new industrial development, the OAB Project includes a Community Benefits Program with beneficial contractors and job requirements including funding for local jobs programs and labor requirements.

Environmental: The AQ Plans will facilitate implementation of the OAB Project, which the City Council determined to have beneficial environmental effects including the remediation of site contamination and increased access to open space. Adherence to the approved AQ Plans will reduce potential air-quality impacts.

Race & Equity: The AQ Plans will facilitate implementation of the OAB Project, which includes the Community Benefits Program developed specifically to respond to the concerns of an adjacent West Oakland neighborhood that has been long considered comprised of disenfranchised black communities and other communities of color. These AQ Plans will reduce potential air quality impacts during construction and operations of the existing Prologis warehouse facilities and the proposed OMSS facility on residents of the West Oakland neighborhood.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

An Environmental Impact Report was certified in 2002 when the OAB Redevelopment Plan was adopted. Addendum No. 1 was prepared in 2012 when the City Council approved the master plan for the Project and the Lease Disposition and Development Agreement with Prologis CCIG Oakland Global, LLC, the master developer of the former OAB. Addendum No. 2 was published in 2021 and analyzed the environmental impacts of the CWS Recycling facility. Addendum No. 3 analyzed potential environmental impacts associated with the OMSS facility was published in 2023. Each of these environmental documents can be found [here](#).

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive An Informational Report On The Master Operational Air Quality Plan for Prologis Warehouses And On The Construction Air Quality Plans For California Waste Solutions And Oakland Maritime Support Services, Approved By The City Administrator For The Operations Of Prologis Warehousing and Trucking Facilities Located At 55 Admiral Robert Toney Way, 2000 Maritime Street, 2001 Maritime Street, And 189 Burma Road, And For The Construction Of The California Waste Services Facility Located At 2308 Wake Avenue, And For The Construction Of Oakland Maritime Support Services Facility Located At 10 Burma Road.

For questions regarding this report, please contact Corey Alvin, Planner IV, at (510) 519-0292

Respectfully submitted,

William A Gilchrist

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Attachments (2):

Attachment A. Final / Approved Master Air Quality Plan Memorandum for Operations of Prologis Warehouses and Trucking Facilities dated April 29, 2025

Attachment B. Final / Approved Air Quality Plan Memorandum for Construction of the OMSS Facility dated March 25, 2025