

Date of Hearing: September 11, 2025

ASSEMBLY COMMITTEE ON LOCAL GOVERNMENT

Juan Carrillo, Chair

SB 415 (Reyes) – As Amended September 9, 2025

**SENATE VOTE:** 38-0

**SUBJECT:** Planning and zoning: logistics use developments: truck routes

**SUMMARY:** Makes various changes to AB 98 (Carrillo, Reyes), Chapter 931, Statutes of 2024, (AB 98), which regulates warehouse development. Specifically, this bill:

- 1) Replaces “logistics use” with “logistics use development” and defines “logistic use development” to mean a building that is “primarily used as a warehouse for the movement or storage of cargo, goods or products,” as specified.
- 2) Specifies that a “logistics use development” does not include a building that serves a primary agricultural use that is actively operated for a single period of 90 days or less each year.
- 3) Specifies that the following types of land shall not be considered a sensitive receptor:
  - a) Land that will be used to ensure the public’s right of access to the sea or other public access pursuant to the California Coastal Act or the McAteer-Petris Act.
  - b) Land that is developed at or adjacent to an airport or a seaport for the express purpose of creating a buffer area between a sensitive area and an airport or seaport facility.
- 4) Clarifies that the “warehouse concentration region” (WCR) includes the unincorporated areas within the Counties of Riverside and San Bernardino, rather than the entire counties.
- 5) Defines “logistics park” to mean “a development consisting of multiple buildings containing logistics use developments.”
- 6) Specifies that a truck loading bay must be located on the side of logistics use development that is away from the nearest sensitive receptor, instead of the side opposite from a sensitive receptor.
- 7) Clarifies a separate entrance to a logistics use development or logistics park for heavy-duty trucks may include a driveway with a lane dedicated to heavy-duty trucks and a lane dedicated for other vehicles.
- 8) Provides that, for purposes of the bill, a “rezone” does not include land that meets both of the following requirements:
  - a) The land is annexed by a jurisdiction through a boundary change.
  - b) The zoning in the new jurisdiction is consistent with the zoning assigned by the original jurisdiction.

- 9) Clarifies that a buffer area may include other hardscape, access, and passenger parking improvements and may include any landscaped areas within a public right-of-way or public or private pedestrian walkways.
- 10) Specifies that a local road is considered to predominantly serve commercial, agricultural, or industrial uses if more than 50% of the properties fronting the road within 1,000 feet of the sites' truck entrances and exits are designated for commercial, agricultural, or industrial use.
- 11) Allows a city, county, or city and county (jurisdiction) to waive the requirement that a logistics use development be sited on specified roadways for sites with an existing industrial or agricultural zone for an agricultural-related logistics use project, as specified.
- 12) Requires jurisdictions outside of the warehouse concentration region to adopt an ordinance, instead of updating their circulation element, to establish truck routes by January 1 2028 or January 1, 2030 for cities with a population equal to, or less than, 50,000 persons or a county with a population equal to, or less than, 100,000 persons, as specified.
- 13) Requires, on and after January 1, 2028, or January 1, 2030, for cities with a population equal to, or less than, 50,000 persons or a county with a population equal to, or less than, 100,000 persons, all proposed development of a logistics use development to be accessible via arterial roads, major thoroughfares, or local roads that predominantly serve commercial, agricultural, or industrial uses, as specified.
- 14) Allows a jurisdiction to regulate traffic from a primary agricultural use facility, defined as a logistics use facility that is less than 20,000 square feet, located in an unincorporated area, in which one or more agricultural commodities or forest products is produced, processed, or packaged, and that may include storage of those commodities or products incidental to production, processing, or packaging.
- 15) Requires cities and counties that adopt a truck routing ordinance to:
  - a) Post specified signage to identify truck routes, truck parking and truck idling locations.
  - b) Make truck routes publicly available in geographic information system (GIS) format and share GIS maps of the truck routes with warehouse operators, fleet operators, and truck drivers.
  - c) Engage in specified community and public outreach activities.
- 16) Provides that the requirement to adopt a truck routing ordinance shall not apply to a jurisdiction that did not have a logistics use development as of January 1, 2025. However, if any new proposed logistics use developments are approved, the jurisdiction shall adopt a truck routing ordinance within two years after the date of final approval of the logistics use development.
- 17) Deletes the Attorney General's (AG's) authorization to fine a jurisdiction that does not update its circulation element within the required timelines, and instead allows the AG to bring an action against a jurisdiction that does not comply, as specified. Provides, if a jurisdiction has been found by a court to be in violation of 12) through 16) above, the jurisdiction shall be subject to any of the following:

- a) A civil penalty of up to \$50,000 every six months, as specified.
  - b) All costs of investigating and prosecuting this action, including expert fees, reasonable attorney's fees, and costs.
  - c) Other relief deemed appropriate by the court.
- 18) Requires the court to consider whether there were any mitigating circumstances delaying the jurisdiction from coming into compliance with the provisions of 12) through 16). The bill also allows the court to consider whether a jurisdiction is making a good faith effort to come into substantial compliance or is facing substantial undue hardship.
- 19) Requires that any civil penalties collected shall be paid to the AG and, upon appropriation by the Legislature, shall be distributed by the AG and returned to the local air quality management district in which the civil penalty was imposed for the district's efforts to improve air quality.
- 20) Strikes the requirement that a truck routing plan include enforcement measures and requires that the logistics use development operator be responsible for communication of the truck routing plan internally and to external parties who may dispatch trucks to the facility.
- 21) Provides that the bill shall not be construed to expand or restrict any authority that the planning director may have pursuant to any local ordinance or regulation to regulate hours of operation.
- 22) Prohibits a city or county from adopting or enforcing a requirement on a logistics uses to the extent that the requirement would prohibit or have the effect of physically precluding compliance with specified standards that are required by AB 98, as specified.
- 23) Provides that 22) above does not restrict the jurisdiction's existing authority to adopt or enforce a requirement that prohibits or has the effect of physically precluding a new or expanded logistics use development on any parcel.
- 24) Provides that nothing in AB 98 limits or precludes compliance with the Housing Crisis Act's requirements and requires a logistics use developer to comply with the Housing Crisis Act's requirements before complying with any additional requirements imposed by AB 98.
- 25) Allows the South Coast Air Quality Management District (SCAQMD) to use a combination of new air monitoring data or other measurement data to evaluate pollutant concentration at varying distances away from new logistics use projects.
- 26) Requires, on or before January 1, 2027, the Department of California Highway Patrol (CHP) to make all of the following available to city and county law enforcement agencies:
- a) At no charge, training on enforcement of laws related to commercial vehicles, including truck route enforcement.
  - b) Course completion certificates for any city and county law enforcement personnel who have completed the training in a) above.

- 27) Requires all cities and counties that are required to update a circulation element or to adopt a truck routing ordinance to have at least one enforcement officer that has received a completion certificate by the date on which that ordinance is adopted.
- 28) Provides that the bill shall not be construed to require CHP to provide training for which it has not received funding or to require a jurisdiction to have an enforcement officer that has received a course completion certificate if CHP has not made the training described in 21) above available to local law enforcement.
- 29) Makes a number of additional technical, clarifying, and conforming changes.

**EXISTING LAW:**

- 1) Establishes, pursuant to AB 98 (Carrillo, Reyes), Chapter 931, Statutes of 2024, design and operation standards, setback requirements, housing replacement requirements for non-deed restricted units, and requirements on truck routes for logistics use developments across California and the WCR as defined by the bill. [Government Code (GOV) § 65098-65098.9]
- 2) Requires local agencies to update their circulation element by 2028 or by 2026 for jurisdictions in the WCR. (GOV § 65302.02)
- 3) Requires the SCAQMD to monitor air quality and collect air pollution measurements in communities near logistics use operations in Riverside and San Bernardino Counties. [Health and Safety Code (HSC) § 40458.5]
- 4) Requires SCAQMD to establish a process for receiving community input on how any penalties for violations of the Warehouse Indirect Source Rule are spent. (HSC § 40522.7)

**FISCAL EFFECT:** According to the Assembly Appropriations Committee’s analysis of the July 17, 2025 version of this bill.

“Local costs of an unknown amount to each city and county to implement the changes in this bill. These costs are not reimbursable by the state because local agencies have general authority to charge and adjust planning and permitting fees to offset increased costs associated with the provisions of this bill.

“Because many of the changes in this bill modify requirements in AB 98 that do not take effect until January 1, 2026, this bill may reduce AB 98’s implementation costs for some local jurisdictions.”

**COMMENTS:**

- 1) **Bill summary.** This bill makes a number of clarifying and technical changes to AB 98. This bill replaces “logistics use” with the term “logistics use development” and defines this as a building that is primarily used as a warehouse for the movement or the storage of cargo, goods, or products, and excludes agricultural buildings that are operated for less than 90 consecutive days a year. The bill also defines “logistic park” to mean a development consisting of multiple buildings containing logistics use developments.

While AB 98 only exempts parks and recreation areas included as a condition of approval for a logistics use development from the definition of “sensitive receptor”, this bill adds exempts the following types of parkland and recreation areas to this exemption:

- a) Land that will be used to ensure the public’s right of access to the sea, or other public access, pursuant to the California Coastal Act or the McAteer-Petris Act.
- b) Land that is developed at or adjacent to an airport or seaport for the express purpose of creating a buffer area between sensitive receptors and an airport or seaport facility.

This bill also allows logistics use developments to meet the requirement in AB 98 of having a separate driveway entrance by having dedicated lanes for passenger vehicles and heavy duty trucks.

Current law under AB 98 requires a logistics use that demolishes any housing unit that was occupied in the last 10 years, to replace those units with two units of moderate- or low-income housing per one housing unit demolished, as specified. If residential dwellings are affected through purchase, the developer must provide any displaced tenant with an amount equivalent to 12 months’ rent at the current rate. In comparison, the Housing Crisis Act requires one to one replacement of demolished housing units, as well as specified relocation assistance and a right to return. This bill provides that nothing in AB 98 limits or precludes compliance with the Housing Crisis Act’s requirements.

This bill specifies that local agencies cannot adopt or enforce standards that would prohibit or have the effect of physically precluding specified standards in the law. This limitation does not apply to setbacks from sensitive receptors. Additionally, the bill contains a provision that states generally that local governments can still adopt or enforce standards that physically preclude or prohibit a logistics use as a whole on a particular parcel.

AB 98 specifies that the truck routes must direct travel along arterial roads, major thoroughfares, or “local roads that predominantly serve commercially oriented uses,” and defines that term to mean roads with 50% of the properties fronting the road within 1,000 feet are designated for commercial or industrial uses in the local zoning ordinance. This bill recasts this provision and defines “local roads that predominantly service commercial, agricultural or industrial uses” and provides that 50% of properties fronting the road within 1,000 feet of the logistic use development site’s entrance be fronted by commercial, agricultural, or industrial uses.

Current law requires that all jurisdictions update the circulation element to route trucks away from sensitive receptors. Jurisdictions in the warehouse concentration region (WCR) shall update the circulation element by January 1, 2026 and all other jurisdictions shall come into compliance by January 1, 2028. For jurisdictions outside of the WCR, SB 415 requires jurisdictions to instead adopt an ordinance for routing truck traffic away from sensitive receptors by January 1, 2028 or January 1, 2030 for cities with populations equal to, or less than, 50,000 people or counties with populations equal to, or less than, 100,000 people. This requirement would not apply to a jurisdiction that, as of January 1, 2025, did not have any logistics use development. If a new logistics use development is approved after January 1, 2025, a jurisdiction shall adopt an ordinance within two years after the date of the final approval of a logistics use development.

AB 98 authorized the Attorney General to enforce provisions of AB 98 that require an update to the circulation element and to impose a \$50,000 fine against a jurisdiction that is in violation of those provisions. This bill instead allows the Attorney General to bring an action against a jurisdiction that has not complied with the requirements to adopt a truck routing ordinance or has not updated the circulation element to come into compliance with AB 98. A jurisdiction that has been found by a court to be in violation shall be subject to any of the following:

- a) A civil penalty of up to \$50,000 every six months, for each violation, accrued from the date of the violation until the violation is cured;
- b) All costs of investigating and prosecuting this action, including expert fees, reasonable attorney's fees, and costs; and
- c) Other relief deemed appropriate by the court.

This bill requires the court to consider any mitigating circumstances delaying the jurisdiction from coming in to compliance. The court may consider whether a jurisdiction is making good faith effort to come into substantial undue hardship. This bill provides that civil penalties collected pursuant to this bill must be paid to the Attorney General.

AB 98 requires SCAQMD to collect air pollution measurements in communities that are near logistics use developments and requires SQAQMD to submit an interim report on January 1, 2028 and a final report on January 1, 2033 to the Legislature. This bill allows the SCAQMD to use a combination of new air monitoring data or other measurement data to evaluate pollutant concentrations at varying distances away from new logistics use projects. This bill requires the CHP to make available training to city and county law enforcement agencies on enforcement of laws related to commercial vehicles including, but not limited to, truck route enforcement at no charge to law enforcement agencies. This bill also requires a jurisdiction that adopts a circulation element or an ordinance to have at least one enforcement officer that has received a completion certificate by the date upon which the circulation element or ordinance is adopted. This bill also provides that CHP is not required to provide training for which it has not received funding or to require a jurisdiction to have an enforcement officer that has received a course completion certificate if CHP has not made the training available to local law enforcement for no charge.

The bill also makes additional technical and conforming changes.

This bill is author sponsored.

- 2) **Author's Statement.** According to the author, "Logistics facilities have proliferated and encroached around all types of communities in the Inland Empire. This proliferation has led to a public health crisis resulting in over 4,000 individual warehouses occupying about 1 billion square feet in the region that generate approximately 600,000 truck trips a day, which is equivalent to 50 million pounds of carbon dioxide.

"This is why last year Assemblymember Carrillo and I authored, and Governor Newsom later signed AB 98 which required new design and build standards for '21st Century Warehouses,' planning requirements for local governments, and setbacks from sensitive receptors dependent on the size of the warehouse. While a framework was put into place there were

outstanding issues that need to be addressed. This year we have authored SB 415 and AB 735 to clarify this area of law.”

- 3) **AB 98 of 2024.** In response to growing concerns about the effects of warehouses on sensitive receptors, the Legislature enacted AB 98 (Carrillo and Reyes, 2024). AB 98 establishes minimum requirements that must be met for local agencies to approve development of new or expanded logistics uses (warehouses) on or after January 1, 2026 that have loading bays within 900 feet of schools, homes, daycares, nursing homes, hospitals, and parks or playgrounds. These standards required logistics uses to be located on larger roads, unless it is impractical to do so, and established, among other requirements:

- a) Minimum distances (setbacks) between loading bays and the property line of a sensitive receptor of 300 feet if the project is proposed on land that is zoned for industrial use, or 500 feet if not;
- b) Buffer zones around the properties that screen sensitive receptors using trees and walls;
- c) Site design requirements, such as orienting loading bays on the opposite side of the facility from sensitive receptors where feasible; and
- d) Building electrification requirements; and operational requirements (including phased-in mandates for zero-emission forklifts and other equipment, where feasible).

AB 98 also required developers to replace any demolished housing on a two-for-one basis with affordable units, along with providing relocation payments to displaced tenants.

AB 98 applied the criteria to logistics uses in the WCR, which includes Counties of Riverside and San Bernardino and the Cities of Chino, Colton, Fontana, Jurupa Valley, Moreno Valley, Ontario, Perris, Rancho Cucamonga, Redlands, Rialto, Riverside, and San Bernardino. Among other things, all new or expanded logistics uses in the WCR must have a 500-foot setback from nearby sensitive receptors.

Logistics uses under 250,000 square feet do not have to meet as stringent standards, including no required setbacks if they are on industrial land. The law also includes specific exemptions for certain projects already existing or in the planning process before September 30, 2024.

Furthermore, AB 98 mandated that all cities and counties update their general plan’s circulation element by January 1, 2028 (or January 1, 2026, for jurisdictions in the WCR) to designate truck routes that avoid residential areas and sensitive receptors, maximizing the use of highways and major arterials. The bill included requirements for public input and making route maps publicly available.

Finally, AB 98 directed the SCAQMD to conduct air quality monitoring near warehouses in Riverside and San Bernardino Counties and report on pollution impacts to evaluate the effectiveness of the mandated setbacks.

- 4) **Related Legislation.** AB 735 (Carrillo) makes various changes to AB 98, which regulates warehouse development. AB 735 and SB 415 are identical. AB 735 is on the Senate Floor.

- 5) **Previous Legislation.** AB 1000 (Reyes, 2023) contained similar provisions to AB 2840, but would have allowed setbacks as low as 500 feet if specified mitigation requirements were met. AB 1000 was held in this Committee.

AB 1748 (Ramos, 2023) would have required specified local agencies to impose a 300-foot setback requirement on parcels that are adjacent to sensitive receptors and include a warehouse that is larger than 400,000 square feet unless the local agency adopts specified alternative policies. AB 1748 was held in the Assembly Appropriations Committee.

AB 2840 (Reyes, 2022) would have required cities and counties within the Counties of Riverside and San Bernardino to impose setbacks of 1,000 feet from residences, schools, and other sensitive receptors, or equivalently protective alternative measures, as specified. AB 2840 was held in the Senate Governance and Finance Committee.

- 6) **Arguments in Support.** The League of California Cities (CalCities), American Planning Association, California Chapter (APA California), California State Association of Counties (CSAC), and Rural County Representatives of California (RCRC) write in support, “[We] sincerely appreciate the commitment through AB 735 (Carrillo) and SB 415 (Reyes) to clean up the warehouse bill from last session (AB 98, Chapter 931, Statutes of 2024). In representing cities, counties and planners statewide, we are pleased to express our sincere appreciation of Assemblymember Carrillo and Senator Reyes for honoring their commitment to address significant implementation problems created by AB 98.

“Cal Cities, APA California, CSAC, and RCRC remain steadfast in our position – the warehouse clean-up is NOT optional. While we opposed AB 98, the clean-up legislation MUST move forward this year to ensure the law can be implemented successfully at the local level. These bills are consistent with the Senate’s request last session for clean-up legislation.”

- 7) **Arguments in Opposition.** The City of Ontario writes in opposition to a previous version of the bill, “The City of Ontario strive to be a good steward to the region and our community and to ensure the development of a well-planned, balanced, and self-sustaining community. It is our strong opinion that cities improving the quality of life, supply chain needs, and inflation are critical issues all cities are facing. Applying the proposed requirements to projects currently in the pipeline will significantly disrupt economic development and job creation.”

## REGISTERED SUPPORT / OPPOSITION:

### Support

Air Cre  
 American Planning Association, California Chapter  
 Building Owners and Managers Association of California  
 Cal Asian Chamber of Commerce  
 California Business Properties Association  
 California Business Roundtable  
 California Forestry Association  
 California Grocers Association



California Hispanic Chamber of Commerce  
California Manufacturers & Technology Association  
California Metals Coalition  
California Retailers Association  
California State Association of Counties  
California Taxpayers Association (CALTAX)  
Can Manufacturers Institute  
City of Bakersfield  
City of Industry  
City of Merced  
City of Rancho Cucamonga  
Fresno County Economic Development Council  
Icsc  
Inland Empire Economic Partnership (IEEP)  
Institute of Real Estate Management (IREM)  
International Warehouse Logistics Association  
Invest Fresno  
League of California Cities  
Los Angeles Area Chamber of Commerce  
Madera Co. Economic Development Commission  
Naiop California  
Naiop Inland Empire Chapter  
Naiop San Diego Chapter  
Naiop Southern California Chapter  
Orange County Business Council  
Pacific Merchant Shipping Association  
Rural County Representatives of California  
San Diego Regional Chamber of Commerce  
Southern California Leadership Council

**Opposition**

Board of Supervisors County of Madera  
City of Ontario

**Analysis Prepared by:** Linda Rios / L. GOV. / (916) 319-3958