SENATE RULES COMMITTEE SB 415
Office of Senate Floor Analyses
(916) 651-1520 Fax: (916) 327-4478

UNFINISHED BUSINESS

Bill No: SB 415
Author: Reyes (D), et al.
Amended: 9/8/25
Vote: 21

SENATE LOCAL GOVERNMENT COMMITTEE: 7-0, 4/30/25
AYES: Durazo, Choi, Arreguín, Cabaldon, Laird, Seyarto, Wiener

SENATE APPROPRIATIONS COMMITTEE: Senate Rule 28.8

SENATE FLOOR: 38-0, 6/3/25
AYES: Allen, Alvarado-Gil, Archuleta, Arreguín, Ashby, Becker, Blakespear, Cabaldon, Caballero, Cervantes, Choi, Cortese, Dahle, Durazo, Gonzalez, Grayson, Grove, Hurtado, Jones, Laird, Limón, McGuire, McNerney, Niello, Ochoa Bogh, Padilla, Pérez, Richardson, Rubio, Seyarto, Smallwood-Cuevas, Stern, Strickland, Umberg, Valladares, Wahab, Weber Pierson, Wiener
NO VOTE RECORDED: Menjivar, Reyes

ASSEMBLY FLOOR: 62-3, 9/12/25 - See last page for vote

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

SOURCE: Author

DIGEST: This bill makes various changes to AB 98 (J. Carrillo and Reyes, Chapter 931, Statutes of 2024), which regulates warehouse development.

Assembly Amendments make numerous additional changes to AB 98, including to: (1) allow cities and counties outside of the warehouse concentration region (WCR) to adopt truck routes via an ordinance instead of updating their circulation element; (2) revise enforcement provisions of local agency truck route requirements and required truck routing plans adopted by logistics use development operators, including to require the California Highway Patrol (CHP) to offer training to local law enforcement on commercial vehicle laws; (3) address issues related to conflicting local agency standards; (4) revise the requirements for a report by the

South Coast Air Quality Management District (AQMD); and (5) make other changes.

ANALYSIS:

Existing law:

1) Allows, pursuant to the California Constitution, cities and counties to "make and enforce within its limits, all local, police, sanitary and other ordinances and regulations not in conflict with general laws."

2) Provides additional powers and duties for cities and counties regarding land use under the Planning and Zoning Law, including to require every county and city to adopt a general plan that sets out planned uses for all of the area covered by the plan. A general plan must include specified mandatory "elements," including a circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, any military airports and ports, and other local public utilities and facilities.

3) 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 ("sensitive receptors"), pursuant to AB 98.

4) Establishes stricter standards, as specified, in the warehouse concentration region (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.

5) Mandates 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.

6) Requires a logistics use that demolishes any housing unit that was occupied in the last 10 years, it must 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.

This bill:

1) Revises the definition of "logistics use" and instead 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 "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) 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.

5) 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 lane dedicated for other vehicles.

6) 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.

7) 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.

8) Prohibits a city, county, or city and county (jurisdiction) from adopting or enforcing any ordinance, standard, rule, or regulation that would have the effect of physically precluding a logistics use development from complying with AB

98, but provides that a city or county may adopt or enforce requirements that prohibit or physically preclude a logistics use on a parcel.

9) Specifies 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.

10) Allows jurisdictions 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.

11) 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.

12) 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.

13) Allows a jurisdiction to regulate traffic from a primary agricultural use facility, defined a primary agricultural use facility as 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.

14) 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.

15) 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.

16) 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 11) through 15) 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.

17) Requires the court to consider whether there were any mitigating circumstances delaying the jurisdiction from coming into compliance with the provisions of 11) through 15). 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.

18) 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.

19) 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.

20) 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.

21) 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) Couse completion certificates for any city and county law enforcement personnel who have completed the training in a) above.

22) 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.

23) 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 law enforcement personnel at no charge.

24) Makes additional technical, clarifying, and conforming changes.

Background

As approved last year by the Legislature, AB 98 establishes standards for logistics uses to be located on larger roads, unless it is impractical to do so, and establishes, among other requirements:

- 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;
- Buffer zones around the properties that screen sensitive receptors using trees and walls;
- Site design requirements, such as orienting loading bays on the opposite side of the facility from sensitive receptors where feasible; and
- Building electrification requirements; and operational requirements (including phased-in mandates for zero-emission forklifts and other equipment, where feasible).

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

AB 98 applies stricter criteria to logistics uses in the WCR. 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 mandates 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 law includes requirements for public input and making route maps publicly available.

Finally, AB 98 directs the South Coast Air Quality Management District 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.

As approved by the Legislature, AB 98 included some provisions that were unclear. The author wants to make clarifying changes to AB 98 to improve its implementation.

Comments

Purpose of this bill. According to the author, "Last year, AB 98 established statewide standards for the siting, design, development, and operation of warehouses. AB 735 follows in AB 98's momentum and makes technical and clarifying changes to the state law established by AB 98. This bill responds to the questions my office has received from a wide range of stakeholders on how AB 98 should be implemented."

Keep on truckin'. Current law requires local governments to update their circulation elements with truck routing plans. Cities and counties say that updating the circulation element will be challenging because this update will trigger a host of other laws requiring changes to their general plans, and that there are at least three counties that have a sole planning staffer to do the work. AB 735 instead allows communities outside the WCR to adopt truck routes via ordinance, which is a simpler process, instead of updating their circulation element. The bill also includes other measures to ease implementation of the truck routing provisions for

cities and counties, including to give an additional two years to adopt the ordinance for smaller jurisdictions outside of the WCR, to only require jurisdictions that have logistics uses within their communities to develop truck routes, and to limit penalties for cities and counties that have made good faith efforts to comply.

Getting physical. AB 98 established a wide range of standards for building and site design for logistics uses. Logistics use developers are concerned that a local government might have standards that conflict with requirements in AB 98 and therefore make it physically impossible to build a warehouse that complies both with local requirements and state law. For example, if a local government prohibits walls of higher than six feet, a developer could not comply with both AB the local requirement and AB 98's requirement that walls be at least 10 feet tall. AB 735 proposes changes to specify that local agencies cannot adopt or enforce standards that would prohibit or have the effect of physically precluding specified standards contained in AB 98. This provision may override some specific local government standards. However, the bill's limitation does not apply to setbacks from sensitive receptors, meaning that local governments clearly can require additional setbacks. 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. This provision is intended to ensure that local governments can still impose standards that exceed AB 98's standards.

Related/Prior legislation

AB 735 (Carrillo, 2025) is substantively similar to SB 415. That measure is pending on the Senate Floor. The authors of both AB 735 and SB 415 have committed to a joint process that moves similar bills through the Legislature in coordination.

FISCAL EFFECT: Appropriation: No Fiscal Com.: Yes Local: Yes

According to the Assembly Appropriations Committee:

- 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.

SUPPORT: (Verified 9/12/25)

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
California Taxpayers Association
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
Institute of Real Estate Management
International Warehouse Logistics Association
Invest Fresno
League of California Cities
Los Angeles Area Chamber of Commerce
Madera Co. Economic Development Commission
Madera County 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 Deigo Regional Chamber of Commerce
Southern California Leadership Council
Supply Chain Federation

OPPOSITION: (Verified 9/12/25)

None received

ASSEMBLY FLOOR: 62-3, 9/12/25
AYES: Addis, Aguiar-Curry, Ahrens, Alvarez, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Connolly, Dixon, Elhawary, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Johnson, Kalra, Krell, Lowenthal, McKinnor, Nguyen, Ortega, Pacheco, Papan, Patel, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Valencia, Ward, Wicks, Wilson, Zbur, Rivas
NOES: Flora, Lackey, Sanchez
NO VOTE RECORDED: Alanis, Arambula, Castillo, Chen, Davies, DeMaio, Ellis, Hadwick, Lee, Macedo, Muratsuchi, Patterson, Ta, Tangipa, Wallis

Prepared by: Anton Favorini-Csorba / L. GOV. / (916) 651-4119
10/13/26 11:45:24

****** END ******