



State of California
Office of the Attorney General

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ATTORNEY GENERAL

October 5, 2026

To: Warehouse Concentration Region Jurisdictions Not in Compliance with Assembly Bill 98's January 1, 2026 Deadline to Update Circulation Element of General Plans

RE: Compliance with Circulation Element Update Requirements of Assembly Bill 98

It has come to my office's attention that your jurisdiction has not yet complied with the January 1, 2026 deadline for the cities and counties that constitute the "Warehouse Concentration Region" under California Assembly Bill 98 (AB 98, Carrillo, Reyes)¹ to amend the circulation element of their general plans to include truck routes that minimize impacts to sensitive receptors, including residences, schools, day cares, parks, playgrounds, nursing homes, and hospitals.

Specifically, Government Code Section 65302.02(a) requires that the updated circulation element do all of the following:

- (1) Identify and establish specific travel routes for the transport of goods, materials, or freight for storage, transfer, or redistribution to safely accommodate additional truck traffic and avoid residential areas and sensitive receptors, as defined by Section 65098.
- (2) Maximize the use of interstate or state divided highways as preferred routes for truck routes. The county or city shall also maximize use of arterial roads, major thoroughfares, and predominantly commercially oriented local streets when state or interstate highways are not utilized. Truck routes shall comply with the following:
 - (A) Major or minor collector streets and roads that predominantly serve commercially oriented uses shall be used for truck routes only when strictly necessary to reach existing industrial zones.
 - (B) Trucks shall be routed via transportation arteries that minimize exposure to sensitive receptors.

Furthermore, counties and cities must adhere to the following directives:

- (b) On and after January 1, 2028, all proposed development of a logistics use development, as defined in subdivision (d) of Section 65098, shall be accessible via arterial roads, major thoroughfares, or roads that predominantly serve commercially oriented uses.
- (c) The purpose of this section is to ensure that logistics use developments are sited in locations that minimize adverse impacts on residential communities and enhance transportation efficiency. This is achieved by restricting logistics use developments to roadways that are suited to handle the associated traffic and that predominantly serve commercial uses.
- (d) For purposes of this section, local roads shall be considered to predominantly serve commercial uses if more than 50 percent of the properties fronting the road within 1000 feet are designated for commercial or industrial use according to the local zoning ordinance.
- (e) The county or city may consult with the Department of Transportation and the California Freight Advisory Committee for technical assistance.
- (f) The county or city shall provide for posting of conspicuous signage to identify truck routes and additional signage for truck parking and appropriate locations for idling and parking.
- (g) The county or city shall 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.
- (h) The city or county shall provide opportunities for the involvement of citizens, California Native American Indian tribes, public agencies, public utility companies, and civic, educational, and other community groups through public hearings and any other means the planning agency deems appropriate, consistent with Section 65351.
- (i) The city or county shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the changes required pursuant to this section.

(Gov. Code, § 65302.02, subds. (b)-(i).)

The requirements of AB 98 are mandatory, including the January 1, 2026 deadline to update circulation elements.² This enforcement advisory is intended to remind your jurisdictions of the requirement and highlight certain critical provisions that must be addressed as you work both quickly and diligently to ensure compliance with the law.

I. AB 98'S LEGISLATIVE PURPOSE

AB 98's requirement to craft truck routes starts with the region with the highest concentration of warehouses and among the highest levels of air pollution.³ Diesel trucks travelling to and from warehouses emit nitrogen oxide (NO_x)—a primary precursor to smog formation and a significant factor in the development of respiratory problems like asthma, bronchitis, and lung irritation—and diesel particulate matter (a subset of fine particulate matter that is smaller than 2.5 micrometers)—a contributor to cancer, heart disease, respiratory illnesses, and premature death.⁴ Trucks can also create noise pollution, disrupting sleep and causing hypertension, heart disease, and reduced cognitive performance.⁵ A high volume of trucks also contribute to traffic jams, deterioration of road surfaces, traffic accidents, and unsafe conditions for pedestrians and cyclists. These impacts are concentrated in neighborhoods already suffering from disproportionate health impacts and systemic vulnerability.⁶

As the Senate Floor Analysis acknowledged, the Legislature adopted AB 98 to address the tension between ensuring economic development and protecting communities.⁷ By identifying specific routes for diesel trucks, jurisdictions have the opportunity to conduct thoughtful land use planning to reduce health burdens on the most vulnerable members of their communities, while preserving the economic and consumer benefits of warehouse development.⁸ Proactive truck routing also allows jurisdictions to anticipate and prevent land use conflicts before they materialize and direct sustainable development to protect communities and the environment. Moreover, the Legislature acknowledged the importance of including the community in local decision-making about truck routes. By including the community in the process, jurisdictions gain valuable insight and ensure the final truck routes address real impacts felt by their constituents. Quality community engagement also gives the community a say in local decisions that impact them.

II. TRUCK ROUTE DEVELOPMENT PROCESS

AB 98 provides that truck routes must safely accommodate truck traffic and avoid residential areas and sensitive receptors, and it identifies the types of roads that jurisdictions must maximize when crafting specific routes. (Gov. Code, § 65302.02, subd. (a), (d).) While the statute provides some flexibility for local planning, it sets important standards that jurisdictions should carefully note—in short, roads where sensitive receptors exist may be used only when strictly necessary. (*Id.*, subds. (a)(1) & (a)(2)(A).) Moreover, potential future zoning changes to accommodate future warehouse production should not be a factor in truck route designation.

One mitigating circumstance for a delay in compliance with the January 1, 2026 deadline that courts may consider is whether a jurisdiction “is making a good faith effort to come into substantial compliance.” (Gov. Code, § 65302.02, subd. (j)(2).) A jurisdiction's adoption of a transparent public process for development of the routes required by AB 98 will help my office evaluate whether such good faith efforts have been made.

Recommended Steps When Developing Routes:

My office recommends jurisdictions take the following steps in developing their truck routes:

- Since the primary consideration is taking the utmost care to avoid areas where sensitive receptors are located, jurisdictions should begin their truck route development process by identifying sensitive receptors.
- The next consideration is where trucks need to go—warehouses and other logistics use facilities already constructed or with entitlements for future construction. Identifying these destinations may require looking beyond the jurisdiction’s own boundaries to neighboring jurisdictions and consulting with those neighboring jurisdictions.
- Regardless of preexisting truck routes, jurisdictions should then look to the standards in the law to identify the roads that are “strictly necessary” for trucks to navigate from highways to the required destinations. In completing this step, jurisdictions should categorize the roads considered for use as arterial roads; major thoroughfares; or local roads that are primarily commercial, agricultural, or industrial. The resulting route or route options should clearly identify sensitive receptors, the necessary areas needing truck routes, and the classification of each road within the route.
- A transparent and effective proposed route map should be accompanied by a specific analysis showing the steps taken above and the considerations relied on to draft the map, especially if the proposed route includes roads that pass by sensitive receptors.

By following this process and documenting their analysis, jurisdictions can provide the utmost transparency to their communities and ensure that their routes meet the legal requirements.

III. PUBLIC PARTICIPATION AND COMMUNITY OUTREACH

In addition to conducting thoughtful truck route planning and abiding by the standards identified above, AB 98 requires that community outreach be a critical aspect of the process. Specifically, the statute requires jurisdictions (1) “provide opportunities for the involvement of citizens, California Native American Indian tribes, public agencies, public utility companies, and civic, educational, and other community groups through public hearings and any other means the planning agency deems appropriate,” and (2) “make a diligent effort to achieve public participation of all economic segments of the community in the development of the changes required pursuant to this section.” (Gov. Code, § 65302.02, subds. (h), (i).)

The public participation and community outreach language closely mirrors the community engagement requirements for housing element updates, for which the Governor’s Office of Land Use and Climate Innovation and the Housing and Community Development Department have already provided some public guidance.⁹ The goals of effective community engagement are to

ensure that the community is included in the decision-making process, such that community input is considered and addressed in the jurisdiction's establishment of truck routes. Effective community engagement will result in a transparent process, which benefits both the community by allowing them to participate in decisions that affect them and the jurisdictions by building trust with the community and ensuring the truck routes best reflect consideration of all options and impacts to the community. Below are general guidelines and specific recommended practices that will help local governments demonstrate they are making good faith efforts to conduct adequate community engagement to comply with AB 98.

Recommended Best Practices for Public Participation and Community Outreach:

There are several guiding principles that can help jurisdictions meet the statute's intention that they provide for robust community engagement. In general, jurisdictions should conduct early, proactive, and diverse community outreach that is methodical and well documented. Engagement should be early in the process, such that the community is included in the jurisdiction's decision-making. Community engagement should be proactive rather than passive—jurisdictions should actively reach out rather than relying solely on the community to review posts on websites. And jurisdictions should identify diverse groups to engage with and utilize a variety of types of engagement to ensure those with or without technology- or English-proficiency can provide input.

Below is a list of potential examples of best practices for complying with AB 98's outreach requirements:

Crafting an outreach plan: Establishing a plan for public engagement before starting truck route planning helps to ensure adequate input from various stakeholders. As part of this process, it can be helpful to designate a staff member to oversee and serve as a point-person for community outreach. Creating a diverse advisory board or stakeholder committee comprised of experts and community members can provide insight into reaching the community and understanding community needs.

Creating a dedicated website: A website dedicated to the AB 98 process serves as an essential tool to inform and gather information from the community. The website should explain the truck route drafting process, describe the factors being considered to create routes, include maps of the proposed routes, and actively seek input from the community regarding proposed routes. The website can also serve as a repository documenting the jurisdiction's efforts, including upcoming community outreach opportunities, lists of all outreach efforts to diverse groups, summaries of input from each outreach event or effort, whether and how community input was incorporated into planning, hyperlinks to reports or other information, and meeting video records, if any. There should be an option for the public to submit comments directly to the jurisdiction on the website.¹⁰

Holding community meetings: As is required for any general plan amendment, local governments must hold public hearings when they amend their circulation elements. (Gov. Code, § 65351.) Public hearings are an important tool for local governments to

provide opportunities for the community to be involved in developing truck routes. In order to maximize community engagement, local governments should hold multiple hearings, meetings, or workshops throughout the process and at times and locations convenient to members of the affected community. This means holding meetings at a variety of different times and locations. For example, holding meetings outside of normal working hours, in areas and locations within the affected neighborhoods like parks or community centers, holding meetings at events where people already gather (e.g. street fairs or other public community events), and where there is both sufficient parking and easily accessible public transit. Jurisdictions should also consider providing for childcare during meetings. Meetings should be conducted in both Spanish and English or have interpretation options available, including for any other language spoken by a significant segment of the community. The goal for these meetings is to make them as inclusive and accessible as possible. Jurisdictions should also provide hard copies of information that is available on the website at meetings in Spanish and English. The meetings should be noticed with ample lead time prior to the meeting, at least a week in advance; be broadcasted online; and be recorded and available afterwards.

Crafting a survey: A survey can be a useful and efficient way for the jurisdiction to collect information from the community. Good surveys include the public early in the process and broaden the range of participants by including residents who do not come to meetings. Any survey should be accompanied by a map—available in print and virtually—and should seek input on truck route concerns, preferences, and suggestions. The survey should be made available in English, Spanish, and every other language spoken by a significant segment of the community.

Providing notice: Notice should be carefully considered for each type of community engagement employed by a jurisdiction. Notice should be varied and thorough, relying on a mix of virtual and hardcopy options, and be provided in both English and Spanish, and any other language spoken by a significant segment of the community.¹¹ Hardcopy notices can be posted in community spaces and highly trafficked areas like public libraries; recreation centers; youth and senior community centers; and lobbies of buildings that constitute sensitive receptors, like hospitals, daycares, and apartment buildings. Virtual notices can utilize the website, social media, and e-mail lists. Beyond providing broader notice of community meetings and surveys, jurisdictions should consider directly informing sensitive receptors along current or proposed truck routes of AB 98 and the jurisdictions' efforts to comply. This can be achieved by individual mail notices, door hangtags, or flyers. These physical notices can be given to residents and schools within a certain radius of the proposed route; prominent signs can also be posted along the proposed route. The notice should include a brief description of the proposed truck routes, and directions for accessing complete information about the process, such as a link to the website, and information about how the public can provide input on the route.

Creating a telephone call-in line: A phone number or hotline should be provided to receive public inquiries or comments from members of the public.

Partnering with local organizations: Jurisdictions can partner with affected stakeholder groups—including but not limited to community-based organizations, school districts and county offices of education, educational institutions, or other public agencies—to solicit feedback, leverage local networks, and co-host meetings.

Ultimately, AB 98's requirement to conduct thorough community outreach should not be considered lightly; instead, it should be a cornerstone of a jurisdiction's decision-making process. To the extent robust community engagement causes a jurisdiction to delay its adoption of well-considered and adequately-protective truck routes, I consider this engagement to be an important consideration in determining whether a jurisdiction has made a good faith effort to comply, consistent with Government Code Section 65302.02(j)(2).

IV. CONCLUSION

Warehouse Concentration Region jurisdictions must promptly comply with AB 98's requirement to craft truck routes that fully consider and minimize impacts to sensitive receptors and undertake meaningful community outreach to allow for public participation in the development of these truck routes. As the Legislature has made clear, AB 98 is an important tool for protecting overburdened communities from dangerous air pollution. If jurisdictions have questions about AB 98 or this letter, they should direct them to our Bureau of Environmental Justice at EJ@doj.ca.gov.

Sincerely,



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Attorney General

Citations

¹ AB 98 was enacted in 2024, amended by Senate Bill 415 (Reyes) in 2025, and it amends sections of the Government Code, Health and Safety Code, and the Vehicle Code. AB 98 defines “Warehouse concentration region” as the 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. (Gov. Code, § 65098, subd. (h).)

² January 1, 2026 is the deadline for the Warehouse Concentration Region jurisdictions to update their circulation elements; for all other cities and counties, the deadline to create an ordinance with a truck route is either January 1, 2028 or January 1, 2030, depending on the size of the jurisdiction. (Gov. Code, § 65098.2.8, subd. (a), (b).)

³ Los Angeles Times, *We mapped the warehouse takeover of the Inland Empire*, May, 1, 2022, available at: <https://www.latimes.com/opinion/story/2022-05-01/inland-empire-warehouse-growth-map-environment>; CalMatters, *California warehouse boom comes with health, environmental costs for Inland Empire residents*, January 26, 2023, available at: <https://calmatters.org/commentary/2023/01/inland-empire-california-warehouse-development/>; Riverside and San Bernadino Counties on list of nonattainment jurisdictions for PM 2.5 and ozone, and listed as maintenance areas for NOx, U.S. Environmental Protection Agency Green Book, available at: <https://www3.epa.gov/airquality/greenbook/kbcty.html>; <https://www3.epa.gov/airquality/greenbook/jbcty.html>; and <https://www3.epa.gov/airquality/greenbook/nmcs.html>.

⁴ California Air Resources Board, Nitrogen Dioxide & Health, <https://ww2.arb.ca.gov/resources/nitrogen-dioxide-and-health> (last visited Jan. 16, 2024) (NOx); California Air Resources Board, Summary: Diesel Particulate Matter Health Impacts, <https://ww2.arb.ca.gov/resources/summary-diesel-particulate-matter-health-impacts> (last visited Jan. 16, 2024); Office of Environmental Health Hazard Assessment and American Lung Association of California, Health Effects of Diesel Exhaust, <https://oehha.ca.gov/air/health-effects-diesel-exhaust> (last visited Jan. 16, 2024) (DPM).

⁵ Noise Sources and Their Effects, <https://www.chem.purdue.edu/chemsafety/Training/PPETrain/dblevels.htm> (last visited Jan. 16, 2024) (a diesel truck moving 40 miles per hour, 50 feet away, produces 84 decibels of sound); Birgitta Berglund, et al., *Guidelines for Community Noise*, World Health Organization (1999), at 21-34.

⁶ South Coast Air Quality Management District, *Final Socioeconomic Assessment for Proposed Rule 2305 – Warehouse Indirect Source Rule – Warehouse Actions and Investments to Reduce Emissions (WAIRE) Program and Proposed Rule 316 – Fees for Rule 2305* (May 2021), at 4-5 (concluding that communities in the South Coast Air Basin near large warehouses had a substantially higher proportion of people of color; were exposed to more diesel particulate matter; had higher rates of asthma, cardiovascular disease, and low birth weights; and had higher poverty and unemployment rates).

⁷ Senate Floor Analysis of AB 98, August 31, 2024, page 10, available at: https://leginfo.legislature.ca.gov/faces/billAnalysisClient.xhtml?bill_id=202320240AB98.

⁸ Ibid.

⁹ Governor’s Office of Land Use and Climate Innovation, General Plan Guidelines, Chapter 3: Community Engagement and Outreach, available at: <https://www.lci.ca.gov/planning/general-plan/guidelines/>; California Department of Housing and Community Development, Public Participation Building Blocks Guide, available at: <https://www.hcd.ca.gov/housing-element/building-blocks/public-participation>.

¹⁰ For good examples of this practice, see the interactive map and survey from Jurupa Valley, available at: <https://fp.mysocialpinpoint.com/jurupa-valley-citywide-freight-analysis>, and the results of a similar request for public input by Ontario, available at: https://hdp-us-prod-app-pw-participate-files.s3.us-west-2.amazonaws.com/8017/6343/1315/TrafficBoards_englishspanish.pdf.

¹¹ Based on latest census data, San Bernardino and Riverside County are both majority Hispanic and Latino counties, with 56 percent and 52 percent of their population identifying as such. U.S. Census Bureau, available at: <https://www.census.gov/quickfacts/fact/table/%20sanbernardinocountycalifornia/AFN120222> and <https://www.census.gov/quickfacts/table/PST045215/06065>.