



# LAND USE SERVICES DEPARTMENT PLANNING COMMISSION STAFF REPORT

**HEARING DATE:** October 23, 2025

**AGENDA ITEM 3**

**Project Description**

**APN:** N/A  
**Applicant:** San Bernardino County  
**Community:** Countywide  
**Location:** Countywide  
**Project No:** PMISC-2024-00020  
**Staff:** Lauren Miracle, Colin Drukker, PlaceWorks, Inc.  
**Project Name:** AB 98 Transportation and Mobility Element Update

Report Prepared By: Lauren Miracle, Planner

**STAFF RECOMMENDATION:** That the Planning Commission **RECOMMEND** that the Board of Supervisors ADOPT the Addendum to the San Bernardino Countywide Plan Program Environmental Impact Report; ADOPT the Findings in support of the General Plan Amendment; APPROVE the General Plan Amendment to amend Policies TM-5.5, TM-5.6, and Policy Map TM-5, add Policy Map TM-5A and Table TM-2 to the Transportation and Mobility Element of the Policy Plan, and add a definition for “Sensitive Receptor” to the Glossary of Terms section of the Policy Plan; and DIRECT the Land Use Services Department to file a Notice of Determination.<sup>1</sup>

**PROJECT DESCRIPTION:**

The project consists of a General Plan Amendment to amend Policy Map TM-5 (Goods Movement), add Policy Map TM-5A, amend Policies TM-5.5 (Countywide truck routes) and TM-5.6 (Unincorporated truck routes), and add Table TM-2 (Weight-Restricted Routes) to the Transportation and Mobility Element, and add a definition for “Sensitive Receptor” to the Glossary of Terms section of the Policy Plan (General Plan) in compliance with Assembly Bill 98 (AB 98).

**BACKGROUND:**

AB 98 was signed into law by Governor Gavin Newsom on September 24, 2024. The law establishes new requirements for warehouse design and building standards for logistics facilities and mandates local jurisdictions to, among other things, adopt/revise its circulation element to identify and establish local truck routes for the transport of goods to avoid residential areas and sensitive receptors, maximize the use of interstate or state divided highways (or local roads that predominantly serve commercial, agricultural, or industrial uses when interstate or state highways are not utilized), develop a publicly accessible Geographical Information System (GIS) layer of truck routes for warehouse operators, fleet operators, and

<sup>1</sup> Pursuant to Section 86.12.040, the Planning Commission shall either recommend to the Board of Supervisors that no amendment, a modified amendment, or the proposed amendment be made.

truck drivers, and install signage along designated truck routes, including truck parking/idling areas. (Government Code Section 65302.02.)<sup>2</sup>

AB 98 warehouse design and building standards are addressed separately during the entitlement process for a logistics facility. This General Plan Amendment is limited to mandates requiring updates to the County's Transportation and Mobility Element (e.g., circulation element). Pursuant to AB 98, the entirety of unincorporated San Bernardino County is designated a "warehouse concentration region." Other jurisdictions in the warehouse concentration region include unincorporated Riverside County and the cities of Chino, Colton, Fontana, Jurupa Valley, Moreno Valley, Ontario, Perris, Rancho Cucamonga, Redlands, Rialto, Riverside, and San Bernardino. Local jurisdictions within the warehouse concentration region face an accelerated timeline to complete the implementation of AB 98. As such, AB 98 requires San Bernardino County to review and adopt revised truck routes within the County's unincorporated areas no later than January 1, 2026, to safely accommodate truck traffic and avoid residential areas and sensitive receptors.

## **OVERVIEW:**

Since AB 98 was adopted in late 2024, the County and other jurisdictions throughout California, have been evaluating the new law to understand its requirements and coordinate at a regional level. Evaluation of the proposed truck routes considered:

- Existing and potential future regional truck routes across jurisdictions;
- Existing roadways in unincorporated areas already designated by the County as weight-restricted; and
- Patterns of existing and future land uses (both those that are served by heavy-duty trucks and those that are considered sensitive receptors).

In late 2024, the County began coordinating with other jurisdictions, the San Bernardino County Transportation Authority (SBCTA), and state representatives to understand the implications of the new law and options for coordination and compliance. In 2025, the County hired a consultant team, comprising of PlaceWorks (planning) and Fehr & Peers (transportation), to assist in outreach, technical analysis, and planning to update the Transportation and Mobility Element consistent with AB 98. The consultant team obtained and processed existing truck volume data across all jurisdictions in San Bernardino County this past summer. This information was shared during community outreach activities and formed the basis for proposed truck routes.

In order to meet the statutory deadline of updating local truck routes by January 1, 2026, while ensuring the County conducted appropriate community engagement and analysis, Land Use Services (LUS), along with our consultant team, proceeded with a two-phased approach:

### Phase 1 (This project)

Phase 1 includes conducting background research, providing outreach, analyzing truck routing criteria, and updating Policy Map TM-5 (Goods Movement) with local truck routes for unincorporated areas before the January 1, 2026, deadline. Minor refinements will also be made to the Policy Plan text, specifically amending TM-5.5 (Countywide truck routes), TM-5.6 (Unincorporated truck routes), and adding Policy Map TM-5A and Table TM-2 (Weight-Restricted Routes) to the Transportation and Mobility Element and adding the definition of "Sensitive Receptor" to the Glossary of Terms section of the Policy Plan. There are also minor text modifications to the Implementation Element, IMP-2021-TM-10 (Truck Routes), and addition of a new implementation policy, IMP-2025-TM-11 (Truck Route Enforcement).

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<sup>2</sup> On October 3, 2025, Governor Gavin Newsom approved Senate Bill 415 amending AB 98. The bill provides minor text amendments to truck route requirements for a county or city located in a warehouse concentration region and maintains a January 1, 2026, deadline.

## Phase 2 (first half of 2026)

Phase 2 will require staff/consultant coordination with local jurisdictions to ensure all locally designated truck routes are continuous and consistent across all cities and unincorporated areas. The adopted truck routes from Phase 1 may need slight revisions, as the County of Riverside and cities in the warehouse concentration region are also attempting to adopt truck routes within their own communities before the deadline. While the County has been coordinating with these other jurisdictions, the final pattern of adopted truck routes may still result in network gaps or inefficient connections that need to be addressed as part of Phase 2. Depending on the location and nature of identified adjustments, this second phase will incorporate appropriate public outreach and separate future Planning Commission and Board of Supervisors' approval.

## **TRUCK ROUTE ANALYSIS**

The proposed truck routes were selected based on the existing truck route inventory, coordination with neighboring jurisdictions, AB 98 criteria, truck traffic data, and community input, as detailed below.

### **1. TRUCK ROUTE DESIGNATION**

The Policy Plan's Transportation and Mobility Element was evaluated to create an inventory of existing truck routes within unincorporated areas of San Bernardino County. Coordination with incorporated cities and bordering unincorporated Riverside County areas were also conducted to ensure—to the greatest extent feasible given the time constraints—proper alignment of truck routes between jurisdictions. Consistent with AB 98, all new local truck routes will be proposed to safely accommodate additional truck traffic along federal and state highways, major thoroughfares, and/or in areas that minimize exposure to sensitive receptors, such as residential neighborhoods and/or schools.

### **Proposed Truck Routes**

The existing version of Policy Map TM-5, (Goods Movement) (Exhibit A) of the Policy Plan is proposed to be amended to reflect the new truck routes (Exhibit B), which are described in text below.

#### Mountain, North Desert, and East Desert Regions

No new truck routes are proposed in these regions at this time.

#### Valley Region

East Valley Area Plan (City of Redlands Sphere of Influence)

- Alabama Street
  - County: Major Arterial Highway, Caltrans: Principal Arterial
  - Land use: 100% Industrial/ Commercial
- California Street
  - County: Major Arterial Highway, Caltrans: Minor Arterial
  - Land use: 100% Industrial
- Palmetto Avenue
  - County: Major Highway, Caltrans: Local
  - Land use: 100% Industrial
- San Bernardino Avenue
  - County: Major Arterial Hwy, Caltrans: Minor Arterial
  - Land use: 100% Industrial/ Commercial
- Almond Avenue

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- County: Local, Caltrans: Local
- Land use: 100% Industrial

### Bloomington (City of Rialto Sphere of Influence)

- Cedar Avenue
  - County: Major Highway, Caltrans: Minor Arterial
  - Land use fronting road (linear feet)
    - Both sides (37,800): 67% Industrial/ Commercial & 33% Residential
    - Either side (18,900): 75% Industrial/ Commercial & 25% Residential
- Slover Avenue
  - County: Major Highway, Caltrans: Minor Arterial
  - Land use fronting road (linear feet)
    - Both sides (23,800): 60% Industrial/ Commercial & 40% Residential
    - Either side (11,900): 90% Industrial/ Commercial
- Agua Mansa Road
  - County: Major Highway, Caltrans: Minor Arterial
  - Land use fronting road (linear feet)
  - Both sides (6,800): 82% Industrial & 18% Residential
  - Either side (3,400): 65% Industrial & 35% Residential
- Santa Ana Avenue (east of Cedar to Bloomington boundary)
  - Land Use: Industrial (Rialto)
  - Weight-restricted Route

### City of Fontana Sphere of Influence

- Arrow Route
  - County: Major Highway, Caltrans: Minor Arterial
  - Land use fronting road (linear feet)
    - Both sides (38,600): 58% Industrial/ Commercial & 42% Residential
    - Either side (19,300): 59% Industrial/ Commercial & 41% Residential
- Valley Boulevard
  - County: Major Arterial Highway, Caltrans: Minor Arterial
  - Land use: 100% Industrial/ Commercial
- San Bernardino Avenue (Etiwanda Avenue to Redwood Avenue)
  - County: Major Divided Highway, Caltrans: Minor Arterial
  - Land use: 100% Industrial/ Commercial
- Cherry Avenue
  - County: Major Divided Highway, Caltrans: Minor Arterial
  - Land use fronting road (linear feet)
    - Both sides (25,200): 94% Industrial/ Commercial & 6% Residential
    - Either side (12,600): 90% Industrial/ Commercial & 10% Residential
- San Bernardino Avenue (Live Oak Avenue to Fontana Avenue)
  - Geotab data shows minimal truck traffic
  - Weight-restricted Route

### Muscoy (City of San Bernardino Sphere of Influence)

- State Street (Nolan/Short Street to Highland Avenue)
- Weight-restricted Route

2. PUBLIC OUTREACH

Outreach related to the proposed local truck routes was accomplished utilizing three forums: LUS open houses, targeted outreach, and public hearings. Details on the LUS open houses and targeted outreach are discussed below, while the public hearings include this October 23, 2025 Planning Commission hearing and the Board of Supervisors hearing of this General Plan Amendment, which is expected on December 16, 2025.

- a. LUS Open Houses: Community Open Houses is an initiative launched by LUS in 2023 to strengthen public engagement and educate communities in local land use issues. As part of these open houses, AB 98 informational materials were made available to the public at the open houses noted in the following table.

Open House Location	Date
Fontana	Jun 11
Joshua Tree	Jun 25
Twin Peaks	Jul 9
Big Bear Lake	Jul 23
Ontario	Aug 6
Bloomington	Aug 20
Apple Valley	Sep 24

- b. Targeted Outreach: In-person or virtual meetings where staff/consultant presented/will present AB 98 information/truck routes, and where public can ask questions/provide input. These occur in areas of the County primarily affected by warehouse development where sensitive receptors such as schools and residences are nearby. The following table lists the targeted outreach meetings and dates.

Meeting	Date
Bloomington MAC	Sept 3
Bloomington MAC	Oct 1
Countywide Virtual Public Meeting	Oct 7
Planning Commission Study Session	Oct 9
San Bernardino/Muscoy AB 617 Community Steering Committee Meeting	Oct 16
AB 617 2nd Annual Event	Oct 25

As previously discussed, additional coordination will occur with surrounding jurisdictions to refine truck routes, as needed, across the warehouse concentration area in the first quarter of 2026.

**POLICY PLAN TEXT AMENDMENTS**

In addition to amending Policy Map TM-5, this proposed General Plan Amendment also includes minor changes to the text of the Policy Plan. Redlines to the text are found below. Exhibit C provides a clean version of the proposed Policy Plan text changes.

Proposed Text Updates

**Policy TM-5.5 Countywide truck routes**

We support SBCTA's establishment of regional truck routes that efficiently distribute regional truck traffic while minimizing impacts on residents and other sensitive receptors. We support funding through the RTP to build adequate truck route infrastructure.

### **Policy TM-5.6 Unincorporated truck routes**

We establish local truck routes in unincorporated areas to efficiently funnel truck traffic to freeways while minimizing impacts on residents **and other sensitive receptors**. We establish routes where trucks are prohibited **and prioritize enforcement** in unincorporated environmental justice focus areas and to avoid overlaps or conflicts with safe routes to schools.

### **Table TM-2 Weight-Restricted Routes (new)**

The County is proposing to add Table TM-2 Weight-Restricted Routes to the Transportation and Mobility Element to convey previously adopted and adopted proposed weight-restricted routes.

### **Sensitive Receptor Definition (new)**

The Glossary of Terms section of the Policy Plan is amended to add the definition of Sensitive Receptor to read as follows: "In the context of truck routes, sensitive receptor means one or more of the following:

- (1) A residence, including, but not limited to, a private home, apartment, condominium unit, group home, dormitory unit, or retirement home.
- (2) A school, including, but not limited to, a preschool, prekindergarten, or school maintaining kindergarten or any of grades 1 to 12, inclusive.
- (3) A daycare facility, including, but not limited to, in-home daycare.
- (4) (A) Publicly owned parks, playgrounds, and recreational areas or facilities primarily used by children.
- (4) (B) For purposes of subparagraph (A), the following types of park and recreation areas shall not be considered a sensitive receptor:
  - (i) Parks and recreation areas included as a condition of approval for the logistics use development.
  - (ii) 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 of 1976 (Division 20 (commencing with Section 30000) of the Public Resources Code) or McAteer-Petris Act (Title 7.2 (commencing with Section 66600)).
  - (iii) Land 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.
- (5) Nursing homes, long-term care facilities, hospices, convalescent facilities, or similar live-in housing.
- (6) Hospitals, as defined in Section 128700 of the Health and Safety Code."

### **Policy IMP-2021-TM-10 Truck Routes**

Coordinate with the San Bernardino County Transportation Authority (SBCTA) and incorporated jurisdictions to ~~establish a subcommittee~~ to develop **and maintain** a countywide system of regional truck routes. **Update the Policy Plan and adopt** an ordinance to establish local truck routes and expand non-truck routes (where trucks are prohibited) in unincorporated areas. Ensure truck routes avoid to the maximum extent possible, safe routes to schools, **and minimize exposure to other sensitive receptors**.

### **Policy IMP-2025-TM-11 Truck Route Enforcement (new)**

Coordinate with the California Highway Patrol to ensure appropriate training and certification is obtained for the enforcement of truck routes consistent with state law. Prioritize enforcement of truck routes and truck parking code violations in environmental justice focus areas.

## **ENVIRONMENTAL DETERMINATION**

An addendum to the 2020 San Bernardino Countywide Plan Program Environmental Impact Report (PEIR) (SCH No. 2017101033) was prepared for this Project (see Exhibit E). The addendum proposes some changes and additions to the PEIR but concludes that the proposed General Plan Amendment incorporating truck routes in the Valley area and minor text amendments to the Policy Plan text do not trigger the conditions calling for preparation of a subsequent EIR. Therefore, no additional environmental review or mitigation is necessary with this General Plan Amendment.

## **FINDINGS**

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The following findings and the evidence support the adoption of the proposed updates in accordance with San Bernardino County Development Code Section 86.12.060(a)(1)(A)-(B).

**The proposed amendment is internally consistent with all other provisions of the respective plan, the General Plan or an applicable specific plan.**

The establishment of designated truck routes is intended to minimize adverse impacts on sensitive receptors throughout the County in compliance with state law. Countywide policies TM-5.5 and TM-5.6 support the development and implementation of truck routes both countywide and within unincorporated areas. The primary objective of these policies is to reduce truck-related impacts on residential communities by directing truck traffic toward appropriate corridors, such as freeways and major arterials. The proposed amendment to these existing policies is intended to comply with the requirements of state law. Moreover, adding table TM-2 Weight-Restricted Routes to the Transportation & Mobility Element and defining "Sensitive Receptor" in the glossary will provide further convenience and clarification.

**The proposed amendment would not be detrimental to the public interest, health, safety, convenience, or welfare of the County.**

Designating truck routes addresses growing concerns about truck traffic and emissions affecting sensitive receptors, such as residential areas. These routes are designed to divert trucks away from neighborhoods and maximize use of freeways and major roadways. Providing designated truck routes is intended to reduce public health and safety impacts associated with heavy truck traffic.

### **Public Comments:**

Bloomington MAC: Six speakers provided public comment, and all speakers expressed concern about the proliferation of illegal truck parking facilities in Bloomington. There were also concerns about the accelerated timeline for the implementation of truck routes. Two speakers indicated that they do not support Cedar Avenue becoming a truck route.

Virtual Outreach: Five attendees were present during the meeting. Most of the participants expressed concern and frustration with the lack of enforcement of existing truck traffic in Bloomington, and that trucks do not follow road signs. One participant suggested that there be weight restrictions placed on Jurupa and Santa Ana Avenue to protect residential areas in the southerly portion of Bloomington. In addition, attendees asked general questions about the AB 98 implementation process and had questions regarding the unincorporated area near San Bernardino Airport.

Planning Commission Study Session: Members of the public expressed concern with the accelerated timeline of truck route implementation and public outreach timing to provide substantial input. There was also frustration with the lack of translation services offered at the meeting.

AB 617 Community Steering Committee (San Bernardino/ Muscoy):

Notice of Public Hearing: Notice of Hearing was provided in the San Bernardino Sun in accordance with Development Code Section 86.07.020. No comment letters or other correspondence in response to this notice have been received at the time of writing this staff report.

### **RECOMMENDATION:**

That the Planning Commission **RECOMMEND** that the Board of Supervisors:

1. Adopt the Addendum to the San Bernardino Countywide Plan Program Environmental Impact Report (SCH.No. 2017101033) (Exhibit E);
2. Adopt the Findings as contained in the Staff Report;

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3. Approve the General Plan Amendment to amend Policies TM-5.5, TM-5.6, and Policy Map TM-5, and add Policy Map TM-5A and Table TM-2 to the Transportation Plan and Mobility Element; and add a definition of Sensitive Receptor to the Glossary of Terms section of the Policy Plan; and amend Policy IMP-2021-TM-10; and add Policy IMP-2025-TM-11 (Exhibits B, C, and D);
4. Approve update to the County Business Plan, Implementation Plan to amend Policy IMP-2021-TM-10 and add Policy IMP-2025-TM-11 related to truck routes and truck route enforcement.
5. Direct the Land Use Services Department to file a Notice of Determination in compliance with the California Environmental Quality Act.

### **ATTACHMENTS:**

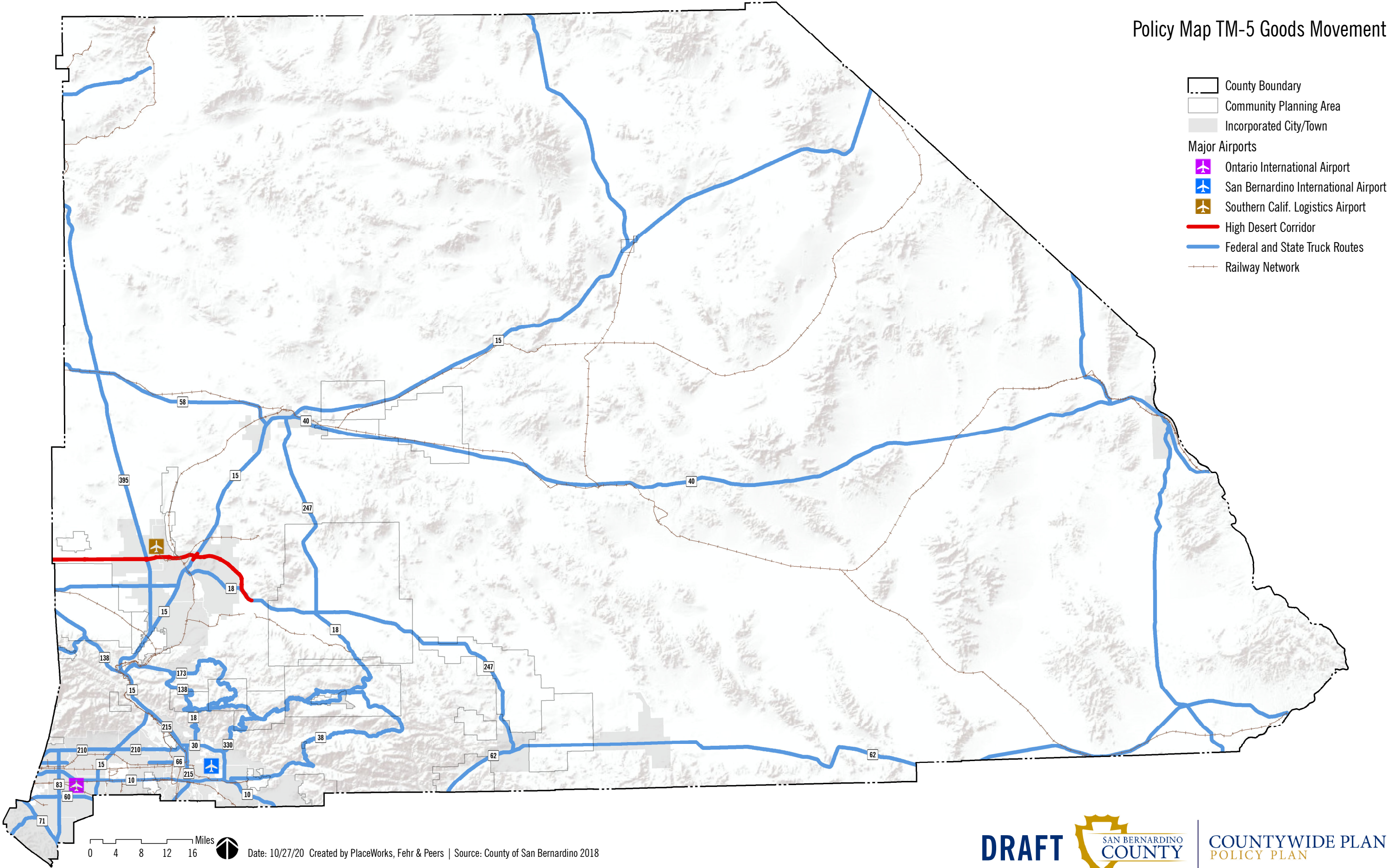
- EXHIBIT A: Policy Map TM-5 Goods Movement (Existing)  
EXHIBIT B: Policy Map TM-5, TM-5A Goods Movement (Proposed)  
EXHIBIT C: Policy Plan Text Changes (Proposed)  
EXHIBIT D: Implementation Plan Text Changes (Proposed)  
EXHIBIT E: Addendum to the 2020 San Bernardino Countywide Plan Program Environmental Impact Report  
EXHIBIT F: Links to the Final Program Environmental Impact Report



## **EXHIBIT A**

# **Policy Map TM-5 Goods Movement (Existing)**

Policy Map TM-5 Goods Movement



**EXHIBIT B**

**Policy Map TM-5, TM-5A  
Goods Movement  
(Proposed)**