



City of Manteca Planning Commission
AGENDA REPORT

MEETING DATE: March 5, 2026
PROJECT NAME: URN Tractor Supply and Dutch Bros
PROJECT LOCATION: 2160, 2170, 2180 North Union Road, (APNs 197-240-04, 197-240-05, 197-240-06)
APPLICATION NUMBER: SPP 25-18, LLA 25-18, MUP 25-18-1, MUP 25-18-2, SPR 25-18

RECOMMENDATION:

Staff recommends the Planning Commission conduct a public hearing and consider the following:

1. Adopt a Resolution recommending that the City Council find the URN Tractor Supply and Dutch Bros project exempt from further environment review pursuant to Sections 15061(b)(3) and 15332 of the CEQA Guidelines and approve Specific Plan Amendment (SPP 25-18) adopting an ordinance amending Section C.4. (Permitted Uses and Development Standards) and C.4.1.(Permitted Land Use Summary Resources Table) of the Union Ranch Specific Plan of Subsection (C)(1) of Section 17.28.020 relating to Specific Plan (SP) Zoning District of Title 17 of The Manteca Municipal Code; and
2. Adopt a Resolution recommending that the City Council approve a Lot Line Adjustment (LLA 25-18), Site Plan and Design Review (SPR 25-18), and two Minor Use Permits (MUP 25-18-1, and MUP 25-18-2) for the development of a Gardening and Landscape Supply Retail Store and a Drive-In and Drive-Through located at 2160, 2170, and 2180 North Union Road.

PROJECT INFORMATION	
APPLICANT	California Gold Development Corp.
PROPERTY OWNER	Woodbridge Center East LLC
ZONING	Specific Plan (Union Ranch North Specific Plan)
LAND USE DESIGNATION	Commercial Mixed-Use (CMU)
EXISTING USE	Vacant land on an entitled Shopping Center
PROPOSED USE	Gardening and Landscape Supply Retail Store and a Drive-in and Drive-Through
PARCEL(S) SIZE	4.43 acres
ADJACENT USES	North: Low Density Residential South: Commercial Use East: High Density Residential West: Vacant Lot (SP-Commercial Mixed Use)

APPLICABLE CODES AND PROCEDURES

2043 Manteca General Plan

MMC 17.08.050 Public Hearing and Public Notices
MMC 16.19 Lot Line Adjustments
MMC 17.10.060 Site Plan and Design Review
MMC 17.10.070 Minor Use Permit
MMC 17.08.130 Modification
MMC 17.10.160 Specific Plan
MMC 17.20.020 Zoning Districts
MMC 17.28.020(C)(1) Union Ranch Specific Plan
CEQA Guidelines, 14 Cal. Code Regs. §15061(b)(3) and §15332

Procedures

The Manteca Municipal Code (MMC) designates the Planning Commission as the reviewing authority over several land use permits (“permits”) and entitlements. The Planning Commission may approve, conditionally approve, deny, or deny without prejudice a land use permit or entitlement authorized by Title 17 (Zoning), provided that a public hearing is held on the proposed use or development project, and members of the public are allowed to provide public testimony.

Prior to the public hearing, a staff report, environmental review and determination, and general plan findings for the permit or entitlement must be made available to the Planning Commission, interested agencies, and the public.

The permit(s) or entitlement(s) should be denied if the Planning Commission cannot make the appropriate findings. Conditions may be attached to the approval of the permit or entitlement to ensure compatibility. A Project’s design may be altered, and site improvements may be required to make a Project compatible with nearby uses. In addition, the permit or entitlement may be subject to future review, modification, or revocation by the Planning Commission as deemed necessary.

When a permit or entitlement requires a determination or action from the City Council, all project permits or entitlements must be processed concurrently, and final action must be taken by the City Council for all such requested permits or entitlements.

Appeals

Any person dissatisfied with the determination or action of the Planning Commission may appeal to the City Council within ten (10) days from the date of determination or action. Appeals must be submitted in writing, accompanied by a filing fee to the Development Services Director, identifying the determination or action being appealed and specifically stating the basis or grounds of the appeal.

PROJECT BACKGROUND

Prior Action

The project site was annexed into the City of Manteca in 2005 as part of the Union Ranch Annexation. The site is subject to the Union Ranch Specific Plan, originally adopted in

ATTACHMENT 1

Planning Commission Staff Report dated March 5, 2026

August 2005 under Ordinance No. 1310 and subsequently amended in January 2009 under Ordinance No. 1430 and August 2014 under Ordinance No. 1544.

The area under consideration represents the final two undeveloped parcels located directly north of the Woodbridge Center East shopping center. While the site has not been previously entitled for pad development, it has remained designated for commercial development under the Specific Plan.

Project Review

The Project was referred to various internal City Departments and Outside Agencies for review and comment. The table below shows a list of City Departments and outside agencies that have provided comments or conditions for the Project. Comments have been addressed as part of the review process and/or incorporated as conditions of approval.

City Departments	Outside Agencies
<ul style="list-style-type: none">• Building• City Manager's Office• Mayor's Office• City Council District 4• Code Enforcement• Economic Development• Engineering• Parks & Recreation• Police Department• Sewer• Solid Waste• Transit• Water	<ul style="list-style-type: none">• CA Dept of Conservation• Caltrans District 10• City of Lathrop• Manteca Unified School District• Native American Heritage Commission• PG&E• SJCOG (Habitat Conservation)• ALUC• SSJID• San Joaquin County Environmental Health• San Joaquin County Public Works• San Joaquin County Mosquito and Vector• SJVAPCD• Frontier Cable

PROJECT DESCRIPTION

The proposed Project includes applications for a Specific Plan Amendment (SPA), Lot Line Adjustment (LLA), Site Plan and Design Review (SPR), and two Minor Use Permits (MUP) to facilitate the development of two new commercial buildings within the Union Ranch Specific Plan area.

The Specific Plan Amendment proposes to amend the Union Ranch Specific Plan land use regulations by adding Drive-In and Drive-Through as allowable uses within the land use table (Section C.4.1), subject to approval of a Minor Use Permit. In addition, the

ATTACHMENT 1

Planning Commission Staff Report dated March 5, 2026

Applicant requests an amendment to the Specific Plan to amend the entitlement requirement for a Gardening and Landscape Supply retail use from a Conditional Use Permit to a Minor Use Permit.

The Lot Line Adjustment proposes to consolidate and reconfigure three existing parcels within an existing shopping center. Following the adjustment, the Project site would consist of two parcels: Parcel 1, totaling approximately 32,216 square feet, and Parcel 2, totaling approximately 122,068 square feet. Parking for the proposed development will be shared between the two parcels and the existing shopping center pursuant to an existing recorded covenant, conditions, and restrictions (CC&Rs) document that allows for shared parking and access across the entire shopping center site.

The Site Plan Review includes the construction of two new commercial buildings. Parcel 1 is proposed to be developed with a 950-square-foot Dutch Bros Coffee quick-serve restaurant featuring a drive-through facility. The drive-through is designed to accommodate on-site vehicle stacking for up to 32 vehicles, preventing queuing impacts to internal drive aisles, adjacent properties, and public rights-of-way and streets. The drive-through operation will prioritize customer orders with in-person order runners who circulate through the drive-through queue. The building will also include a walk-up service window for pedestrians.

Ancillary outdoor seating, consisting of picnic tables, is proposed adjacent to the building. The Dutch Bros Coffee is proposed to operate daily between the hours of 5:00 a.m. and 11:00 p.m.

Parcel 2 is proposed to be developed with a 21,702-square-foot Tractor Supply Gardening and Landscape Supply retail store. The Project includes accessory structures consisting of a 1,250-square-foot forage shed and a 1,627-square-foot live goods center, along with approximately 18,570 square feet of enclosed outdoor display and 24,191 square feet of outdoor display area. Outdoor display areas are designed to function as part of the retail operation and are integrated into the site layout to avoid conflicts with internal vehicular and pedestrian circulation. No on-site security is proposed for the outdoor storage areas.

Both Project sites anticipate a total of 15 employees per shift and a total of approximately 30 employees on site at any given time. Both developments are designed to function within an existing, fully developed commercial shopping center and will utilize established site access points, internal circulation systems, parking areas, and existing public infrastructure. The overall Project is intended to be compatible with surrounding commercial uses while providing new retail and service opportunities within the Union Ranch Specific Plan area. (See Figure 1.)

to the site is provided via two access points on North Union Road, with additional access available from two existing driveways through the adjacent shopping center to the south on East Lathrop Road (see Figure 2).

Site Conditions

The Project site is characterized by flat topography consistent with surrounding land uses, which includes a mix of agricultural, industrial, low-density residential, and commercial development. The site is currently vacant and undeveloped and represents the final two undeveloped pads directly north of the existing Woodbridge Center East shopping center.



FIGURE 2: PROJECT LOCATION

The Project site is accessed primarily via North Union Road, which provides convenient connectivity to regional routes, including Interstate 5 and State Route 120. Off-site City-maintained sidewalks and roadways about the site, and existing utilities—including electricity, water, sewer, and telecommunications infrastructure—are available to serve the Project.

The adjoining shopping center is currently anchored by a pharmacy with an accessory drive-through, a fuel station paired with a quick-serve restaurant featuring an accessory drive-through, and a carwash facility.



FIGURE 3: AERIAL VIEW OF PROJECT SITE LOOKING EAST

Although surrounding commercial uses incorporate drive-through elements as accessory functions, the adopted Union Ranch Specific Plan does not currently permit Drive-In and Drive-Through uses as a primary use. Accordingly, to accommodate the proposed development, an amendment to the Union Ranch Specific Plan is required to establish Drive-In and Drive-Through uses as allowable primary uses, subject to approval of a Minor Use Permit.

ANALYSIS

The proposed project has been analyzed with respect to conformance with:

1. General Plan Conformance
2. Zoning Code Conformance
 - Zoning
 - Specific Plan Zoning
 - Site Plan and Design Review
 - Minor Use Permit
3. Subdivision Ordinance Conformance
 - Lot Line Adjustment
4. Climate Action Plan
5. Environmental Clearance

1. GENERAL PLAN CONFORMANCE

The Project site has a Commercial Mixed Use (CMU) General Plan land use designation. The CMU land use designation allows for high-density residential development, employment centers, retail commercial uses, and professional offices. It encourages a mix of compatible uses that provide neighborhood-serving sales, services, and activities, as well as employment opportunities. Developments within the CMU designation are intended to include community-serving amenities and connections that distinguish them from conventional multifamily, neighborhood commercial, or office projects. The goal is to create recreational areas and neighborhood-serving uses that function as local gathering places similar to a small-town square, supporting both recreation and social interaction.

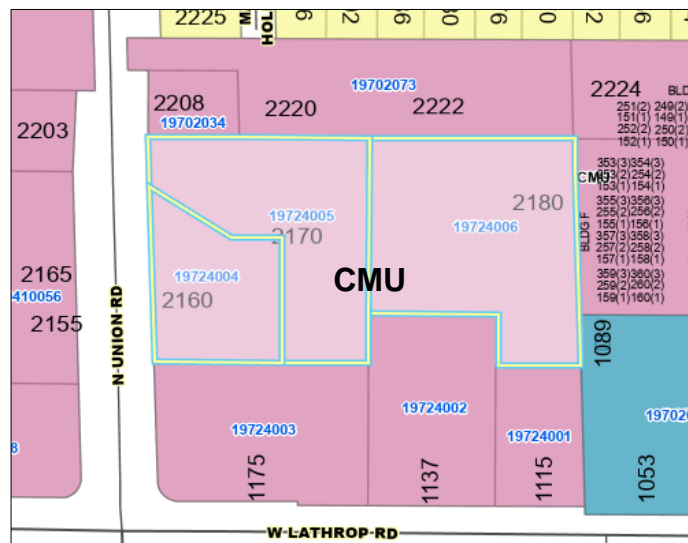


FIGURE 4: GENERAL PLAN DESIGNATION

The proposed Project, which includes a retail store and a Drive-in and Drive-Through facility, is consistent with the scope and intent of the CMU General Plan land use designation.

In addition to conforming to the CMU General Plan land use designation requirements, the proposed retail store and Drive-in and Drive-Through facility are consistent with the following General Plan goals and policies:

1. Land Use Goal LU-3: Provide for the development of commercial uses that offer goods and services to Manteca residents and the City's market area.

The proposed project will augment the types of goods and services available to the Woodbridge Center East retail center, which is intended to serve residents in the immediate vicinity. As a result, the Project will provide access to services that are currently not available within the City, thereby enhancing local commercial offerings and reducing the need for residents to travel outside the area for these services.

2. Land Use Policy LU-P-49: The City shall give priority to infill development and new development contiguous to existing developed areas, whenever practical.

Analysis: The project site is located within an area that is already substantially developed and surrounded by existing urban uses. An established shopping center occupies the site south of the proposed project, a residential subdivision occupies the area north of the proposed project, and an existing multi-family apartment complex occupies the area east of the proposed project. The Project represents infill development on an existing urbanized site and is contiguous with existing developed areas on all sides. By utilizing land within the City's developed footprint rather than extending development into undeveloped or outlying areas, the Project is consistent with Land Use Policy LU-P-49, which prioritizes infill and development adjacent to existing development whenever practical.

3. Community Development Policy CD-8: Upgrade and enhance the visual quality of Manteca's arterial and collector streets.

Analysis: The site is currently vacant. The proposed project is designed to be consistent with the architectural character of the existing shopping center and will complete the currently undeveloped area between the commercial center and the residential subdivision to the north. The Project includes landscaped buffers, a new signalized intersection, and street improvements. Landscaping will consist of a combination of trees, shrubs, and groundcover to create a visually appealing and softened streetscape edge.

2. ZONING CODE CONFORMANCE

ZONING

The Project is located in a Special Plan zone district, which establishes specific development standards for allowed uses in its respective Specific Plan entitlement document. The proposed Gardening and Landscape Supply and Drive-In and Drive-Through uses are compatible with the Commercial Mixed Use (CMU) General Plan land use designation.

SPECIFIC PLAN

Purpose

Per Manteca Municipal Code Section 17.08.13, a modification to a land use entitlement may be granted only when the Approving Authority makes all findings required for the original approval and the additional finding that there are changed circumstances sufficient to justify the modification of the approval.

Considerations

The purpose of a Specific Plan zoning district, also referred to as “Special Purpose Zoning,” is to designate unique planning areas within the City. All Specific Plan zones are accompanied by their respective Specific Plan document, which establishes development standards, public improvement standards, architectural and design standards, and allowed uses, among other regulatory attributes for the planning area.

The Project site is part of a Special Plan zone district and is subject to the requirements of the Union Ranch Specific Plan. The Project site has a Specific Plan Commercial Mixed Use (CMU) designation, not to be confused with the CMU zone district.

The Union Ranch Specific Plan does not currently allow Drive-Throughs as a primary use. Additionally, the Specific Plan requires a Conditional Use Permit for a Retail Gardening and Landscape Supply use. The Project proposes to amend Table C.4.1 of the Specific Plan to:

- Establish a Minor Use Permit as a permit type not currently identified in the Specific Plan.
- Include Drive-In and Drive-Through as an allowable use, subject to approval of a Minor Use Permit; and
- Modify the entitlement requirement for the Gardening and Landscape Supply use from a Conditional Use Permit to a Minor Use Permit.

This amendment provides a mechanism for the City to review and approve these uses while ensuring they remain compatible with surrounding development. If approved, the amended Specific Plan would allow the proposed Project uses to be consistent with the land use intent and regulatory framework of the Union Ranch Specific Plan.

Approval of the Lot Line Adjustment (LLA 25-18), Site Plan and Design Review (SPR 25-18), and two Minor Use Permits (MUP 25-18-1 for the Drive-In/Drive-Through and MUP 25-18-2 for the Gardening and Landscape Supply store) are contingent upon approval of the Specific Plan Amendment.

Specific Plan Amendment Findings

- 1. The proposed Specific Plan is consistent with the General Plan goals, policies, and implementation programs.**

ATTACHMENT 1

Planning Commission Staff Report dated March 5, 2026

Analysis: The proposed amendment maintains and strengthens consistency with the General Plan by supporting infill commercial development and efficient use of land within an established urbanized area. By establishing development standards, circulation concepts, and design guidelines, the amended Specific Plan promotes compatible development patterns, sustainable growth, and enhanced community-serving commercial uses within the Union Ranch Specific Plan area. The proposed Drive-In/Drive-Through and Gardening and Landscape Supply uses align with the City's vision for neighborhood-serving retail and employment opportunities, consistent with General Plan Land Use Goal LU-3, Policy LU-P-49, and Community Development Policy CD-8.

- 2. The land use and development regulations within the Specific Plan are comparable in breadth and depth to similar zoning regulations contained in this Title.**

Analysis: The amended Specific Plan incorporates the addition of Drive-In and Drive-Through as a permitted use subject to a Minor Use Permit and establishes a Minor Use Permit as a new entitlement type for the Gardening and Landscape Supply retail use. These amendments are consistent with the entitlement framework and regulatory structure established in comparable Commercial Mixed Use (CMU) zoning districts in the City of Manteca. The Specific Plan provides clear standards for permitted uses, development intensity, site design, circulation, outdoor display, and performance criteria, ensuring that future development is adequately regulated and consistent with comparable-base zoning standards.

- 3. The administration and permit processes within the Specific Plan are consistent with the administration and permit processes of the Zoning Ordinance.**

Analysis: The Specific Plan clearly identifies review authorities, discretionary permit requirements, and approval procedures. The establishment of the Minor Use Permit type provides a consistent and predictable review mechanism comparable to other discretionary approvals under the Zoning Ordinance. This ensures that the City can effectively review and manage site-specific impacts, such as drive-through operations, circulation, parking, and site compatibility, in a manner consistent with the City's established zoning and permitting framework.

SITE PLAN AND DESIGN REVIEW

Purpose

The purpose of a Site Plan and Design Review process is to promote excellence in site planning and design, to encourage the harmonious appearance of buildings and sites, to ensure that new and modified uses and development will be compatible with the existing and potential development of the surrounding area, and to produce an environment of stable, desirable character.

Considerations

The proposed Project involves development within an existing, fully urbanized shopping center. The site plan is designed to function within the established commercial setting while maintaining safe and efficient circulation for vehicles, bicycles, and pedestrians. The Project was reviewed by City Engineering and conditioned to avoid conflicts among these transportation modes, as circulation elements are clearly defined and integrated into the overall site design.



FIGURE 5: SOUTH AND WEST ELEVATIONS OF PROPOSED DUTCH BROS

Buildings are oriented toward internal drive aisles and parking areas to provide clear visibility and convenient access for customers. The proposed Tractor Supply building is oriented south toward the primary parking area to reinforce pedestrian connectivity and storefront visibility. Primary building entrances are clearly defined and accessible from internal pedestrian pathways, supporting safe and intuitive pedestrian movement throughout the site.

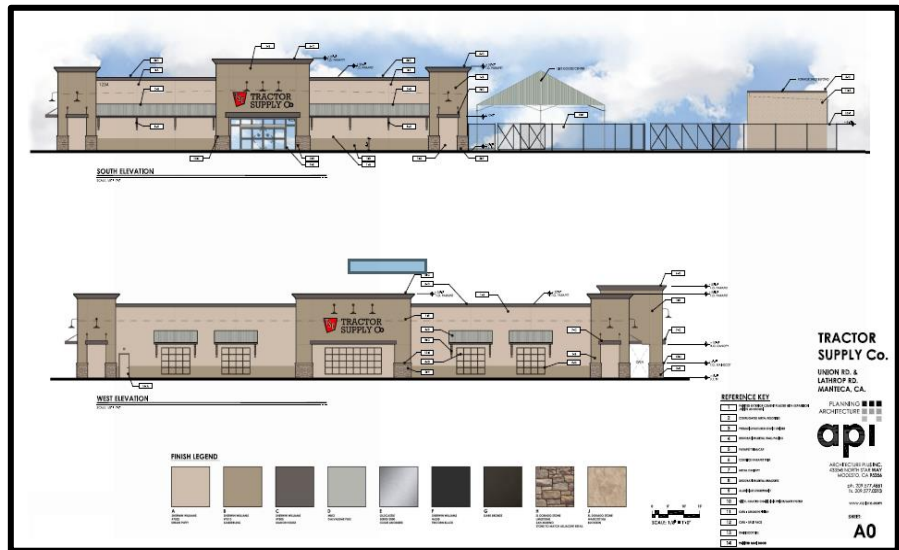


FIGURE 6: SOUTH AND WEST ELEVATIONS OF PROPOSED TRACTOR SUPPLY

Vehicular access is provided via existing driveways from adjacent public streets, connecting to an internal circulation system that serves all tenant spaces. The Project includes a Drive-In/Drive-Through component, with a queuing lane designed to accommodate high usage without interfering with internal vehicular circulation, bicycle

movement, or access to parking areas. On-site parking is distributed throughout the site and connected to building entrances via pedestrian walkways that provide safe and convenient access.

Pedestrian circulation is provided through internal sidewalks and pathways linking parking areas to building entrances, ensuring continuous, accessible routes throughout the site. Accessible parking spaces, paths of travel, and building entrances comply with all applicable accessibility standards. Outdoor display areas associated with the retail use are integrated into the site layout to avoid conflicts with vehicular, bicycle, or pedestrian circulation, ensuring internal circulation remains unobstructed.

The Project site is served by existing municipal water, wastewater, and stormwater infrastructure. No extension of public utilities is required. Floor plans are designed to accommodate commercial retail uses typical of a neighborhood shopping center, with tenant spaces arranged to allow functional storefronts, service access, and efficient internal circulation. Building elevations incorporate articulated façades, varied materials, and roof forms to provide visual interest and compatibility with surrounding development (see Figure 3–6). Overall, the Project’s site layout, building orientation, circulation system, and utility connections are designed to function efficiently within the existing context while enhancing usability, accessibility, and multimodal safety.

Site Plan and Design Review Findings

In order to approve a Site Plan and Design Review application, Section 17.10.060 of the Zoning Ordinance requires that the Planning Commission make the following findings:

- 1. The proposed project is consistent with the objectives of the General Plan, complies with applicable zoning regulations, Planned Development, Master Plan or Specific Plan provisions, Improvement Standards, and other applicable standards and regulations adopted by the City.**

Analysis: The proposed Project is consistent with the Woodbridge Center East shopping center and with General Plan policies. It conforms to the CMU land use designation and the Union Ranch Specific Plan Zoning District. The Project is conditioned to comply with all applicable improvement standards and City regulations, including lighting, landscaping, and public improvements.

- 2. The proposed project will not create conflicts with vehicular, bicycle, or pedestrian transportation modes of circulation.**

Analysis: As conditioned, the Project ensures safe ingress and egress for vehicles, bicycles, and pedestrians. The site design has been reviewed by internal and external departments to ensure no conflicts exist among circulation modes and that connections to the existing shopping center remain unobstructed.

- 3. The site layout (orientation and placement of buildings and parking areas), as well as the landscaping, lighting, and other development features, is compatible**

with and complements the existing surrounding environment and ultimate character of the area under the General Plan.

Analysis: The Project enhances the visual presence of the site and streetscape along both Lathrop Road and Union Road. All lighting fixtures are consistent with the existing shopping center, minimize off-site light pollution and glare, and meet minimum safety requirements. Landscaping meets Specific Plan requirements, provides buffers along roadways and drive aisles, and is consistent with the existing center's design.

- 4. The proposed architecture, including the character, scale, and quality of the design, relationship with the site and other buildings, building materials, colors, screening of exterior appurtenances, exterior lighting and signing, and similar elements, establishes a clear design concept and is compatible with the character of buildings on adjoining and nearby properties.**

Analysis: The Project is consistent with the architectural character of the existing shopping center and the approved CMU Design Guidelines. The development completes the currently undeveloped area between the existing center and the residential subdivision to the north. Design features include cement plaster exterior walls with El Dorado stone accents and decorative metal wall panels, matching the existing center. The Project is expected to provide a visual enhancement to the site and surrounding area.

MINOR USE PERMIT

Purpose

Minor Use Permits provide a mechanism for administrative review of land uses that are expected to have minimal impacts on surrounding properties and the community. These permits apply to uses identified in the zoning ordinance as requiring a Minor Use Permit, which are generally exempt from CEQA review. The process ensures that such uses are compatible with the surrounding development and can include conditions to address operational, circulation, or site-specific impacts.

Drive-in Drive-through use (Dutch Bros) MUP 25-18-1

The proposed Drive-In and Drive-Through use is subject to approval of a Minor Use Permit to manage operational impacts, including vehicular circulation, queuing, and integration with the surrounding shopping center. The drive-through is designed to accommodate on-site stacking for up to 32 vehicles, preventing spillover into internal drive aisles or adjacent streets. Full-time staff will take orders in-person throughout the queue and actively monitor traffic flow to maintain safe and efficient circulation.

Ancillary outdoor seating, consisting of picnic tables, is proposed adjacent to the building and is located to avoid conflicts with pedestrian and vehicular circulation. The use is designed to function within the existing commercial center, sharing parking, internal circulation, and site access. Operational characteristics are typical of a quick-service restaurant with drive-through service, and the MUP provides the City with ongoing

regulatory authority to require adjustments if circulation conflicts or impacts to neighboring uses occur.

Gardening and Landscape Supply Retail Store (Tractor Supply) MUP 25-18-2

The proposed Gardening and Landscape Supply retail store is subject to approval of a Minor Use Permit to ensure compatibility with surrounding uses and to allow the City to evaluate operational and site-specific impacts. If approved, the amended Union Ranch Specific Plan would allow the use under a Minor Use Permit.

The Project is designed to operate within the existing Woodbridge Center East shopping center and utilizes established site access, internal circulation, and shared parking. Outdoor display areas are incorporated into the site layout and configured to avoid conflicts with vehicular, bicycle, and pedestrian movement. Accessory structures, including a 1,250 square-foot forage shed and a 1,627 square-foot live goods center, along with approximately 42,761 square feet of outdoor display area, are designed to function seamlessly as part of the retail operation. All outdoor display areas will be properly secured, maintained, and located so as not to impede required parking, drive aisles, or pedestrian pathways.

The scale, operational characteristics, and site design of the retail store are compatible with surrounding commercial tenants and consistent with the intent of the Union Ranch Specific Plan. The MUP provides the City with regulatory authority to ensure the use continues to operate safely, remains compatible with surrounding uses, and maintains required site standards over time.

Minor Use Permit Findings

Whenever authorized by ordinance, the Approving Authority may issue a Minor Use Permit when he or she finds as follows:

1. The proposed use is consistent with the General Plan, any applicable Specific Plan, and the provisions of this Title.

Analysis: As conditioned, the proposed uses are consistent with the General Plan. Upon approval of the Specific Plan Amendment, the proposed Drive-in and Drive-through use (Dutch Bros) and the Gardening and Landscape Supply retail store (Tractor Supply) would also be consistent with the Union Ranch Specific Plan. Both uses conform to the land use designations and policies of the City, supporting infill development and neighborhood-serving commercial opportunities.

2. The proposed use is consistent with the purpose of the applicable district or districts.

Analysis: The Project site is located within the Union Ranch Specific Plan area with a Commercial Mixed Use (CMU) designation. The proposed uses are consistent with the purpose and intent of the Specific Plan and the CMU designation, which promotes compatible, community-serving commercial development within an established urban

area. The Drive-in and Drive-through use and the Gardening and Landscape Supply use are compatible with surrounding commercial development, consistent with the operational characteristics of existing tenants, and supported by approved circulation and site planning.

- 3. The proposed use will not be materially detrimental to the health, safety, and welfare of the public or to property and residents in the vicinity.**

Analysis: The proposed uses have been designed to minimize potential impacts on surrounding uses. The Dutch Bros drive-through has a stacking capacity of up to 32 vehicles, managed through on-site staff to prevent queuing onto internal drive aisles or adjacent properties. The Tractor Supply outdoor display areas are located and configured to avoid conflicts with vehicular, pedestrian, and bicycle circulation. The Project has been reviewed by City departments and applicable outside agencies, and it has been determined that the proposed uses will not be materially detrimental to public health, safety, or welfare. Conditions of approval further ensure compliance with operational, circulation, and safety standards.

- 4. The proposed project (use) is consistent with the objectives of the General Plan, complies with applicable zoning regulations, Planned Development, Master Plan or Specific Plan provisions, Improvement Standards, and other applicable standards and regulations adopted by the City.**

Analysis: The proposed Drive-in and Drive-through and Gardening and Landscape Supply uses comply with the City's General Plan objectives and the amended Union Ranch Specific Plan, including requirements for a Minor Use Permit. The Project conforms to applicable zoning, Improvement Standards, and operational requirements, including circulation, parking, pedestrian access, and public infrastructure. Conditions of approval ensure ongoing compliance and compatibility with existing commercial development and surrounding land uses.

3. SUBDIVISION ORDINANCE CONFORMANCE

LOT LINE ADJUSTMENT

Purpose

A lot line adjustment is a land use action involving four or fewer existing adjoining parcels in which land is transferred from one parcel to another without creating any additional parcels. The adjustment simply modifies existing property boundaries and does not increase the total number of lots. Approval is required by the local agency or advisory agency, whose review is limited to determining whether the resulting parcels comply with the local general plan, any applicable specific or coastal plans, and all zoning and building ordinances.

Considerations

The proposed Lot Line Adjustment reconfigures approximately 4.43 acres of commercially designated land within the Union Ranch Specific Plan area into two parcels

ATTACHMENT 1

Planning Commission Staff Report dated March 5, 2026

to accommodate the proposed Gardening and Landscape Supply retail store (Tractor Supply) and Drive-In/Drive-Through use (Dutch Bros). Following the adjustment, Parcel 1 will total approximately 1.03 acres and Parcel 2 will total approximately 3.40 acres. The adjustment does not increase the number of parcels or expand the development capacity of the site beyond that contemplated by the Union Ranch Specific Plan.

The reconfigured parcels are designed to function cohesively within the existing Woodbridge Center East shopping center. The new lot configuration will not prevent either the proposed or existing development from meeting applicable Specific Plan standards, including minimum lot size, setbacks, parking ratios, landscaping requirements, circulation standards, or other improvement standards.

The Lot Line Adjustment will not impair vehicular, bicycle, or pedestrian circulation within the shopping center. Cross-access and reciprocal access agreements will be recorded to ensure continued shared access between parcels, maintaining integrated internal circulation and preventing parcel isolation. Emergency access and service access will remain compliant with City standards.

Existing public utilities, storm drainage facilities, and infrastructure serving the site will remain in place and operational. The Lot Line Adjustment will not necessitate relocation of utilities, modification of recorded easements, or installation of new off-site infrastructure.

Lot Line Adjustment Findings:

Whenever authorized by ordinance, the Approving Authority may approve a lot line adjustment when he or she finds as follows:

1. The parcels resulting from the lot line adjustment conform to the zoning ordinance and applicable building ordinances of the city.

Analysis: The proposed Lot Line Adjustment will result in two parcels that are consistent with the Union Ranch Specific Plan, the City of Manteca Zoning Ordinance, and the requirements of the California Subdivision Map Act. Parcel 1 will total approximately 1.03 acres, and Parcel 2 will total approximately 3.40 acres. Each resulting parcel will meet all applicable development standards, including minimum lot area, setbacks, and access requirements. The reconfigured parcels are designed to ensure that both the proposed and existing development will continue to comply with all Specific Plan standards, including parking, landscaping, circulation, and improvement requirements.

2. No conditions or exactions are required to bring project into conformance with the zoning ordinance and applicable building ordinances of the city, or to facilitate the relocation of existing utilities, infrastructure or easements.

Analysis: The proposed Lot Line Adjustment does not create nonconforming parcels and does not impact existing utilities, infrastructure, or recorded easements. Cross-access and reciprocal access agreements will be recorded to maintain shared

vehicular and pedestrian circulation between parcels. Emergency and service access will remain compliant with City standards. The Project complies with all applicable City standards as proposed; therefore, no additional conditions or exactions are necessary to ensure compliance or to facilitate utility or infrastructure relocation.

4. CLIMATE ACTION PLAN

On October 15, 2013, the Manteca City Council approved and adopted the Air Quality Element Update and Climate Action Plan (CAP) in response to the passing of Assembly Bill AB32. The intent of the CAP is to reduce overall greenhouse gas emissions in both private and public sector development.

On November 18, 2025, an update to the CAP was adopted by the City Council that modified a number of City policy documents, building code requirements, development standards, design guidelines, and standard practices applicable to new development and redevelopment projects.

As presented, TR 3.3 recognizes the minimum standards for bicycle parking. The proposed project implements Action EG.3 by incorporating applicable design standards, including renewable energy requirements, and Action EG.5.1 by ensuring that all building plan checks for new development include consistency reviews for compliance with the most recent CALGreen Code.

5. ENVIRONMENTAL CLEARANCE

The proposed project was reviewed for compliance with the California Environmental Quality Act (CEQA). An environmental memorandum dated November 6, 2025, assessing the proposed project concluded that the Project qualifies for the Commonsense Exemption pursuant to CEQA Guidelines §15061(b)(3), which applies when it can be seen with certainty that there is no possibility the activity may have a significant effect on the environment. The proposed development involves minor improvements on a previously disturbed and urbanized site, and no new or unusual environmental impacts would occur. Therefore, the commonsense exemption is appropriate.

In addition, the Project qualifies for the Infill Exemption under CEQA Guidelines 15332. The exemption applies to infill development within city limits on sites less than five acres, are surrounded by urban uses, meet specified criteria regarding consistency with the General Plan and zoning, lack of significant environmental effects, availability of utilities and services, and absence of habitat value for special-status species. The First Carbon Solutions memo confirms that the Project meets all requirements for this exemption: it is located on an infill site, is consistent with applicable land use designations, relies on existing infrastructure, and would not result in significant traffic, noise, air quality, or other environmental impacts.

Based on the findings presented within the November 6, 2025, Environmental Memorandum, the proposed project is cleared from further environmental review.

CONCLUSION

Based on the facts and findings presented in this staff report, the Project’s cumulative design, use(s), and operations will not be a detriment to the public health, safety, peace, comfort, convenience, prosperity, and general welfare of those residing or working in proximity to the Project. Therefore, Staff recommends the Planning Commission recommend approval of the Project to the City Council.

A complete video of the proceedings along with the agenda, staff report, and supporting documents for this Planning Commission Agenda Item can be found via the following link: https://manteca-ca.granicus.com/player/clip/1197?view_id=2&redirect=true

Attachments:

- Attachment 2: Specific Plan Amendment Resolution
- Attachment 3: Exhibit ‘A’ - Specific Plan Ordinance
- Attachment 4: Exhibit ‘A-1’ - Amended Specific Plan Pages
- Attachment 5: Entitlements Resolution
- Attachment 6: Exhibit ‘A’ - Conditions of Approval
- Attachment 7: Project Plan Set dated February 11, 2026
- Attachment 8: Lot Line Adjustment dated January 21, 2026
- Attachment 9: CEQA Memorandum dated November 6, 2025
- Attachment 10: Project Power Point

Report prepared by: Sol Jobrack, Associate Planner

Reviewed by:

Jesus Orozco, Deputy Director

Date