



City of Manteca Planning Commission
AGENDA REPORT

MEETING DATE March 21, 2024

APPLICATION NUMBER SPC-23-30 and UPJ-23-31

RECOMMENDATION

Adopt Resolution No. 1650 approving a Site Plan and Design Review Application and Conditional Use Permit for construction of an 82,009 sq ft bowling and family entertainment center, and a 54,090 sq ft banquet hall and events center. The two structures will be on opposite ends of the site, with shared parking located between the two structures. (File No. SPC-23-30 and UPJ-23-31).

PROJECT INFORMATION	
APPLICANT	Oleander at Atherton, Inc., Rod Scott
PROPERTY OWNER	AG Dutra Properties LTD
General Plan Designation	General Commercial (GC)
Zoning:	Commercial General (CG)
Existing Use:	Vacant
Proposed Use:	Bowling Facility and Event Venue
Parcel Size	7.16± acres
Adjacent Uses:	North: SR120 South: Single Family Residential & city well East: Single Family Residential West: Vacant

PROJECT DESCRIPTION

This Site Plan and Design Review Application is for a project that involves the development of two adjacent, vacant commercial parcels. The proposed project includes a bowling and family entertainment center (FEC) on the eastern end, and a banquet hall and events center on the western end. The two structures will share parking in the middle.

PROJECT LOCATION AND SITE PLAN

The property is situated on the south side of West Atherton Drive, midway between South Airport Drive and South Union Road, at 1602 West Atherton Drive and 1450 South Airport Way (APNs 226-160-19 and 49). See Figure 1 below. The site is currently vacant, and directly abuts an existing City well site to the south. Oleander Avenue currently terminates at the southern property line.



Figure 1: Project Site Location

The site plan includes an 82,009 sq ft bowling and family entertainment center on the eastern end. The western end of the site will contain a 54,090 sq ft banquet hall and events center. Parking will be shared, located between the two structures, and primary site access will be located toward the center of the parking area. Frontage landscaping will be enhanced to include at least 41 trees, plus a variety of lower-lying drought-tolerant plant species, creating a lush and welcoming streetscape section. The parking requirement will be satisfied through shared parking agreement. The FEC will be open Mon-Thurs 11am to 11pm, Friday 11am to 1:30am, Saturday 9am to 1:30am and Sunday 11am to 11pm. Holiday hours may vary. Event Center hours vary greatly depending on scheduled event requirements. The FEC is anticipated to employ approximately 90 full and part time employees. The event center expects to employ approximately 65 people on weekends, and 12 to 15 during the week.

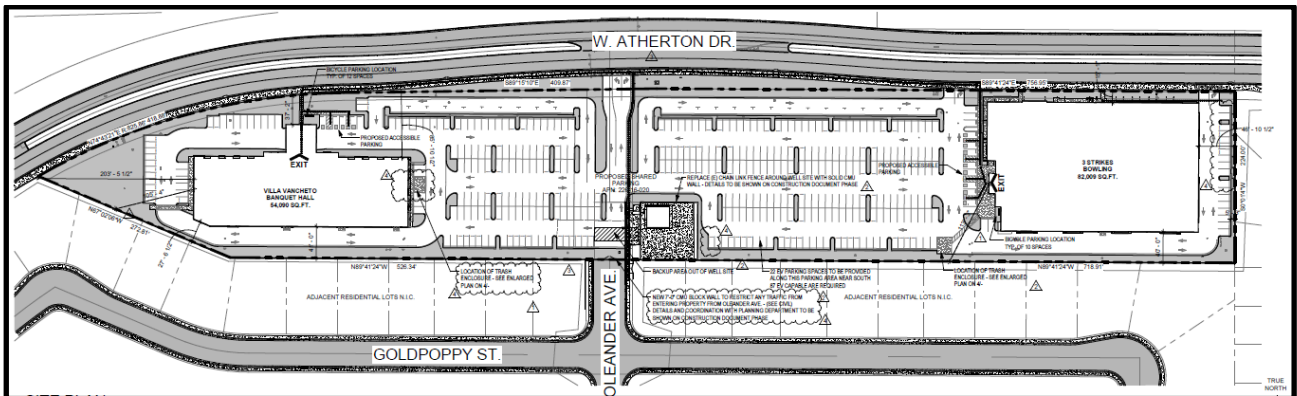


Figure 2: Site Plan

PROJECT BACKGROUND

On November 9, 2022, the City of Manteca Development Services Department received an application from RS Group Inc, requesting Preliminary Staff Review. The project was

distributed for review, and a Response Letter was sent to the applicant on December 12, 2022.

A formal submittal package from the applicant team was received by the City on April 20, 2023. The application was a request for Site Plan Review and Conditional Use Permit. The project was distributed on April 24, 2023 to pertinent internal departments and external agencies for formal Site Plan Review.

ANALYSIS

The proposed Site Plan and Design Review Application is analyzed with respect to conformance with:

- 1. Manteca General Plan
- 2. Manteca Municipal Code
- 3. Manteca Climate Action Plan
- 4. California Environmental Quality Act (CEQA)

GENERAL PLAN CONFORMANCE

As shown on the below General Plan Land Use Map (Figure 3), the project site has a General Plan Land Use designation of General Commercial (GC). This land use designation provides for wholesale, warehousing, and heavy commercial uses, highway oriented commercial retail, public and quasi-public uses, and similar and compatible uses. The designation is also intended to accommodate visitor commercial, lodging, commercial recreation and public gathering facilities, such as amphitheatres, or public gardens.

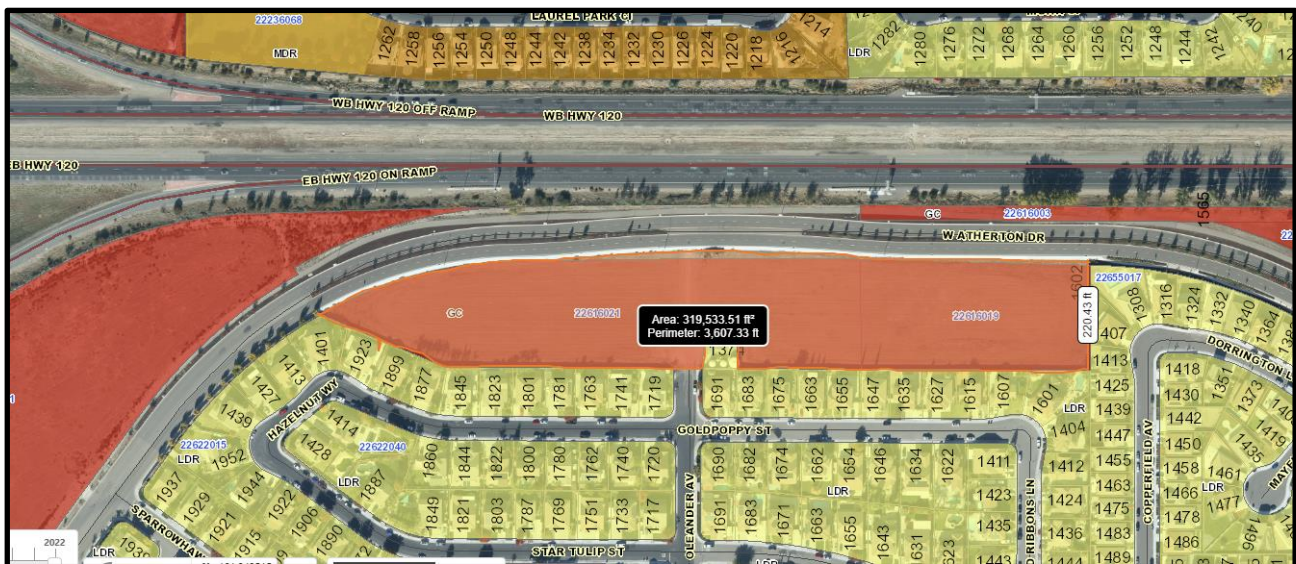


Figure 3: General Plan Land Use Designation

The proposed family entertainment center and event venue are allowed uses within the GC designation. The project conforms to both the density and use requirements of this land use designation.

In addition to conforming to the GC land use designation density and use, the Site Plan conforms to the following General Plan goals and policies:

- 1. LU-2-2: Encourage growth to contribute to the city's strong, diversified economic base and provide an appropriate balance between employment and housing opportunities for all income levels.**

Analysis: The FEC is anticipated to employ approximately 90 full and part time employees. The event center expects to employ approximately 65 people on weekends, and 12 to 15 during the week. Both facilities will need a range of staff, from custodial to managerial. The proximity of the site to residential allows for the possibility of employees walking to work

- 2. LU-2.3: To maintain balanced growth and to manage the City's investment in infrastructure, facilities, and services for growth areas, encourage infill development, redevelopment, and rehabilitation projects within the City, prioritizing investments in underserved neighborhoods, and growth that is contiguous with existing development and/or the boundary of the City.**

Analysis: The site is a 7.16± acre vacant commercial property, well within the City limits. Although the site is too large to qualify for a CEQA exemption, it is an infill site, being that it is surrounded on three sides by existing development. Stormwater, sewer and city water are all readily available through existing facilities under Atherton, and a utilities easement that runs through the center of the property, from Atherton Drive south to the northern terminus of Oleander Avenue.

- 3. LU-4.4: Ensure that all commercial and other non-residential development is compatible with adjacent land uses, particularly residential uses, based upon the location and scale of buildings, lighting, and in conformance with the noise standards of the Safety Element. When development is incompatible, require commercial uses to provide adequate buffers and/or architectural features to protect residential areas, developed or undeveloped, from intrusion of nonresidential activities that may degrade the quality of life in such residential areas.**

Analysis: The project has many design elements that speak to consideration for the adjacent residential neighborhood. The two buildings are designed with no rear-facing windows, and rear elevations are enhanced to provide visual interest, rather than large blank expanses. A seven-foot-tall masonry wall is required as a physical and visual buffer between commercial and residential, as is a minimum 10' wide landscaping buffer with vertical screening trees. Nearly all site lighting is on the front of the proposed buildings, and in the shared parking area, away from the homes. A photo metric plan was provided to show consideration for potential light trespass and glare. The plan was reviewed and

is compliant with Manteca Municipal Code. Potential noise was also considered, and will be mitigated through enhanced sound-dampening construction materials.

- 4. LU-9.2: As part of land use decisions, ensure that environmental justice issues related to potential adverse health impacts associated with land use decisions, including methods to reduce exposure to hazardous materials, industrial activity, vehicle exhaust, other sources of pollution, and excessive noise on residents regardless of age, culture, gender, race, socioeconomic status, or geographic location, are considered and addressed.**

Analysis: The property in question is larger than five acres, and is therefore subject to the requirements of the California Environmental Quality Act (CEQA). An Initial Environmental Study was conducted by private party consultants, including focuses on traffic, noise and greenhouse gas (GHG). The results of the study show that the impact of the project in all categories is estimated to be “less than significant”. Special attention was paid to the proximity of the existing adjacent single-family residential to the south. As discussed previously, the building placement, on-site circulation, ingress-egress, landscaping and lighting are all oriented to the north side of the property, away from the homes. A masonry wall and 10’ wide landscaping buffer also provides screening.

- 5. LU-10.7: Encourage commercial recreation uses at the Family Entertainment Zone, Big League Dreams, and on other appropriately designated locations.**

Analysis: The proposed location is not in the Family Entertainment Zone (FEZ), but it is a commercial property that is highly visible from SR120. Being that it is on the southern side of SR120, it is in an ideal position to help fill a void in the commercial presence needed to service the thousands of homes built there in recent years. The site design and location facilitate vehicular access from S. Airport Way or S. Union Road, and they provide a connection to the existing Class 1 bikeway on the northern side of W. Atherton Drive via a new signalized intersection at the main project entrance.

- 6. C-1.1: Strive to balance levels of service (LOS) for all modes (vehicle, transit, bicycle, and pedestrian) to maintain a high level of access and mobility, while developing a safe, complete, and efficient circulation system. The impact of new development and land use proposals on VMT, LOS, and accessibility for all modes should be considered in the review process.**

Analysis: Assessment of LOS was conducted through a Traffic Impact Study by private party traffic consultants. The determination of the study was that with the addition of project trips under typical weekday operations, intersections would continue to operate acceptably. Under both Cumulative No Project and Cumulative Plus Project conditions, with the lane configuration and signal improvements identified in the PFIP, all study intersections would operate acceptably at LOS D or better during the AM and PM peak hours.

- 7. C-2.4: Design street improvements to provide multiple, direct, and convenient routes for all modes.**

Analysis: Frontage improvements for the proposed project include curb, gutter and sidewalk consistent with City standards. A new three-way traffic signal will be installed

at the intersection of the main drive aisle with W. Atherton Drive, and a crosswalk will be installed to facilitate access between the site and the existing Class 1 bikeway on the northern side of the road. A finger median and left-turn pocket is to be constructed at the new signal for westbound traffic entering the site. The other two proposed driveways will be right-out only. On-site circulation includes stop signs and "Do Not Block" markings at the main internal intersection.

- 8. C-2.15: Ensure that development and infrastructure projects are designed in a way that provides pedestrian and bicycle connectivity to adjacent neighborhoods and areas (such as ensuring that sound walls, berms, and similar physical barriers are considered and gaps or other measures are provided to ensure connectivity).**

Analysis: The site plan proposes accessible paths to each of the two businesses, and through to the new signalized intersection. At that junction, pedestrians will be able to use a new crosswalk to access the existing Class 1 bikeway on the northern side of W Atherton Drive. A seven-foot-tall sound wall already exists along the southern property line, but that barrier will be enhanced with a 10' wide landscaping buffer along the length of the wall.

- 9. C-3.3: Encourage shared parking to reduce overall land consumed by parking areas and reduce single-occupant vehicle use.**

Analysis: The two proposed businesses share the internally-located parking. On a per-square-foot breakdown of each internal use, the combined parking requirement would be higher. However, at no time will both facilities be maxed out at the same time. Three Strikes will likely be at or near capacity early after it opens, but will then settle into a more normal daily capacity. Villa Banchetto events will usually happen earlier in the day than the anticipated rush hours for Three Strikes. The expectation is that peak parking lot usage for the two businesses will basically alternate, with neither use ever approaching max capacity of 435 parking spaces.

- 10. C-4.4: Provide bicycle parking facilities at commercial, business/professional and light industrial uses in accordance with Part 11 of the California Building Standards Code.**

Analysis: Pursuant to MMC Table 17.52.110-1, this project is required and conditioned to provide a minimum of ten (10) permanent bicycle parking spaces on site.

- 11. CD-2.2: Utilize architectural design features (e.g., windows, columns, offset roof planes, etc.) to vertically and horizontally articulate elevations for all sides of buildings.**

Analysis: The proposed structures incorporate a variety of materials, finishes and colors to provide visually interesting and welcoming buildings. Larger expanses of stucco on the rear or side walls are broken up with false windows, shutters, brick veneer, and foam and stucco pop-outs or cut-ins. The roof lines are articulated with short and long parapets. Three Strikes uses large windows and metal awnings, while Villa Banchetto chooses a large porte cochere to bring attention to the entrance.

ZONING CODE CONFORMANCE

The project site is currently zoned Commercial General (CG). The purpose of a CG zoning district is to provide for wholesale, warehousing, and heavy commercial uses, highway-oriented commercial retail, public and quasi-public uses, and similar and compatible uses. The designation is also intended to accommodate visitor lodging, commercial recreation and public gathering facilities, such as amphitheaters, or public gardens. It also allows most neighborhood and mixed commercial uses.

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 must 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 FEC is classified as "Indoor Amusement / Entertainment Facility," and the event center is classified as "Assembly Use". Both uses are allowed in the CG zoning district, subject to a Conditional Use Permit. Maximum allowed FAR for the CG zoning district is 0.6 or 60%. The proposed structures comprise a total of 136,099 sq ft, which equates to 0.436 FAR, or 43.6% of the site. The structures comply with all other development standards, and the overall project otherwise meets or exceeds the other design criteria for landscaping, lighting, parking, drainage and screening.

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

Analysis: The project proposes an accessible pathway through the property, parallel to the project's main driveway, to the northern property line at Atherton Drive. The intersection of the main driveway and Atherton Drive is conditioned to be signalized, so pedestrian traffic will have easy access to the extension of the Class I bikeway on the north side of the roadway. Additionally, the accessible path connects the parking areas and both businesses.

- 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 proposed project was reviewed to ensure compatibility with the character, scale, and quality of the existing development in this district area of the City. The site design complies with all lighting and landscaping requirements and it ultimately enhances the safety, aesthetics and pedestrian connectivity around the project area. The parking requirement will be satisfied through shared parking between the two properties.

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 applicant and his design team have worked consistently with Staff to adjust the project design to meet the City's Code requirements. All entrances, pedestrian access points and parking areas are on the north side of the property, screened from the adjacent homes by the two structures, vertical landscaping and a seven-foot-tall tall masonry wall, so there is no direct access to this site from the adjacent neighborhood. The entire site is oriented away from those homes, providing extensive screening of light and sound through building orientation, light shielding, a masonry wall, a landscaping buffer and enhanced sound-dampening building construction materials. The developer has provided a photo metric plan, and the landscaping plan includes tall trees along the southern and eastern property lines to assist in mitigating light and sound trespass. As discussed in the General Plan section above, the site design and chosen architecture provide unique and attractive buildings and grounds to the property. These structures will be attractive commercial buildings that will add to the emerging streetscape of Atherton Drive, which is a new commercial corridor developing in the City. This site is set between Living Spaces and a future commercial center to the west, and the architecture of the new buildings will set the tone for development in the area. The buildings are directly visible from Highway 120, and their addition to the streetscape will attract visitors to the area (See figure 4).





Figure 4: Elevations

Conditional Use Permit Findings

In order to approve a Conditional Use Permit application, Section 17.10.130 of the Zoning Ordinance requires that the Planning Commission must make the following findings:

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

Analysis: As discussed above, the project is consistent with multiple goals and policies of the General Plan, and the development standards and design guidelines of Title 17 of the Municipal Code.

- 2. The establishment, maintenance, or operation of the use applied for will not, under the circumstances of the particular case (location, size, design, and operating characteristics), be detrimental to the health, safety, peace, morals, comfort, or general welfare of persons residing or working in the neighborhood of such use or to the general welfare of the city.**

Analysis: The proposed use is allowed in the pertinent zoning district, subject to a Conditional Use Permit. The project is subject to the California Environmental Quality Act (CEQA), and therefore provided an environmental Initial Study to determine potential impacts and mitigations. Within this Initial Study are a Traffic Impact Study (TIS), Greenhouse Gas study (GHG) and a Noise Study.

The Traffic Impact Study data shows that under both Cumulative No Project and Cumulative Plus Project conditions, with the lane configuration and signal improvements identified in the PFIP, all study intersections would operate acceptably at LOS D or better during the AM and PM peak hours.

The GHG Study resulted in overall less-than-significant impacts, so no mitigations were required. The Noise Study determined that, due to the construction materials and methods used in the buildings, the proposed project will generate noise levels which are more than 10 dBA below existing ambient noise levels at the closest residences, resulting in a 0 dB increase in average sound levels.

As additional safety measures, the developer is proposing to install security cameras on the light poles throughout the parking area, and on the two buildings themselves. Security personnel will also be on-site during all business hours. Building materials are sound dampening in nature, and noise during business hours is subject to the Manteca Municipal Code Performance Standards

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

Analysis: The CG zoning provides for wholesale, warehousing, and heavy commercial uses, highway-oriented commercial retail, public and quasi-public uses, and similar and compatible uses. The designation is also intended to accommodate visitor lodging, commercial recreation and public gathering facilities, such as amphitheaters, or public gardens. It also allows most neighborhood and mixed commercial uses. The two proposed uses fit well within range of conditionally allowed uses itemized in MMC Table 17.22.020-1. The event center is categorized as "Assembly Use" and the FEC is categorized as "Indoor Amusement / Entertainment Facility".

4. The proposed use meets the minimum requirements of this Title applicable to the use and complies with all other applicable laws, ordinances, and regulations of the city and state.

Analysis: The proposed development was analyzed by Planning for consistency with Title 17 of the Manteca Municipal Code. The project was reviewed with regard to use, density, height, setback, landscaping, drainage, parking, lighting, site access, potential environmental impacts, traffic impact, and more. The submittal was distributed to numerous City departments and external agencies for review. An environmental Initial Study was conducted by third party environmental consultants to ensure compliance with CEQA.

CLIMATE ACTION PLAN CONFORMANCE

On October 15, 2013, the Manteca City Council approved and adopted the Air Quality Element Update and Climate Action Plan in response to the passing of Assembly Bill AB32. The intent of this plan is to reduce overall greenhouse gas emissions in both private and public sector development. The proposed Commercial Site Plan conforms to the following Climate Action Plan strategies:

- 1. Compact Development Strategies CD-1: The City shall encourage projects consistent with the development densities allowed by the General Plan and are contiguous to existing development to meet compact development criteria.**

Analysis: Maximum allowed FAR for the CG zoning district is 0.6 or 60%. The proposed structures comprise a total of 136,099 sq ft, which equates to 0.436 FAR, or 43.6% of the site. The site is bordered by existing development on three sides, so the proposal is an infill project. However, due to the site size, it does not qualify for a CEQA infill exemption. An environmental Initial Study was provided to assess potential impacts and provide suggested mitigations. The study includes a focus on traffic, greenhouse gas and noise.

- 2. CAP Strategy Pedestrian Infrastructure PI-1: The City shall ensure that all projects comply with the General Plan policies regarding pedestrian infrastructure during the development review process.**

Analysis: As discussed in the General Plan section of this report, the project is consistent with a number of General Plan policies and goals. The project proposes an accessible pathway which connects both businesses, and continues through to the northern property line on Atherton Drive. There, pedestrian traffic has direct access to the existing sidewalk on the southern side of the roadway, and the extension of the Class I bikeway on the north side of the roadway. Additionally, the main entrance to the site is 0.56 miles from a Route 4 bus stop on northbound S. Airport Way, near Peregrine Street.

- 3. CAP Strategies Solar Generation SG-1: The City shall encourage development projects to provide solar power as part of their strategy to reduce greenhouse gas emissions.**

Analysis: City staff informed the applicant of the increased desire of the City to see solar on commercial projects. Staff has confirmed via email that the developer will implement solar on both structures in this project.

- 4. CAP Strategies Water Conservation WC-1: The City shall continue to implement water conservation measures to comply with the Model Water Efficiency Landscape requirements that implement the Water Conservation in Landscaping Act of 2006 (Assembly Bill 1881, Laird).**

Analysis: A required part of the formal submittal package is a completed Model Water Efficient Landscape Ordinance (MWELo) Compliance Form. This document is to accompany their landscaping planting plan. Compliance with this checklist and water efficiency requirements will be determined during construction document review.

ENVIRONMENTAL REVIEW

The property in question is larger than five acres, and is therefore subject to the requirements of the California Environmental Quality Act (CEQA). An Initial Environmental Study was conducted by private party consultants. The results of the study show that the impact of the project is estimated to be "less than significant". Pursuant to the findings within the project environmental study, the project is deemed to exempt from the requirements of the California Environmental Quality Act (CEQA), per Article 12 §15183, "Projects Consistent with a Community Plan, General Plan or Zoning".

The Initial Study and appendices are available for review on the City of Manteca website at the following link:

<https://www.manteca.gov/departments/development-services/planning/planning-division-documents/-folder-379>

Report prepared by: Toben Barnum, Associate Planner

Attachments:

1. Initial Study
 2. Planning Commission Resolution No. 1650
 - 2A. Exhibit A Project Plans
 - 2B. Exhibit B Conditions Of Approval
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Reviewed by:

Lea C. Simvoulakis, Deputy Director, Planning

Date

Barbara Harb, Interim Development Services Dept. Director

Date