



City of Manteca Planning Commission
AGENDA REPORT

MEETING DATE: August 6, 2026

PROJECT NAME: Fueling Stations Development and Performance Standards

PROJECT LOCATION: City-wide

APPLICATION NUMBERS: Zoning Text Amendment 26-62

RECOMMENDATION:

Planning Commission conduct a public hearing and adopt a resolution recommending that the City Council adopt an ordinance for a Zoning Text Amendment (ZTA 26-62) to amend the entitlement requirements for fueling stations set forth in Table 17.22.020-1 of Section 17.22.020 relating to Allowed Uses and Required Entitlements and adding Chapter 17.98 relating to Fueling Stations Development and Performance Standards to Title 17 of the Manteca Municipal Code.

PROJECT INFORMATION	
APPLICANT	City-initiated
PROPERTY OWNER	N/A
ZONING	Mixed-Use Commercial (CMU), Neighborhood Commercial (CN), General Commercial (CG), Commercial Manufacturing (CM)
LAND USE DESIGNATION	Commercial Mixed-use (CMU), Commercial (C)

APPLICABLE CODES AND PROCEDURES

2043 Manteca General Plan
MMC 17.08.050 Public Hearing and Public Notices
MMC 17.10.190 Zoning Amendment (Text and Map)
MMC 17.20.020 Zoning Districts
MMC 17.22.020 Allowed Uses and Required Entitlements
Pub. Res. Code, § 21000 et seq. | CEQA Guidelines § 15061(b)(3)

Procedures

The Manteca Municipal Code (MMC) designates the Planning Commission as the reviewing authority over numerous land use permits (“permits”) and entitlements. The Planning Commission may approve, conditionally approve, deny, or deny without prejudice a permit or entitlement authorized by Title 16 (Subdivisions) and 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 such action 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

On December 2, 2025, the City Council discussed concerns regarding the continued development of fueling stations within the City of Manteca. The discussion included the potential adoption of a temporary moratorium and amendments to the Zoning Code to address the proliferation of fueling stations and establish a long-term policy framework for their development.

At its June 16, 2026, meeting, the City Council received a staff presentation outlining several policy options for addressing future fueling station development. The options presented included:

Option 1. Temporary Moratorium. Adopt an interim ordinance establishing a temporary moratorium on the acceptance, processing, and approval of entitlement applications for new fueling stations.

Option 2. Zoning Code Amendments. Amend the Zoning Code to establish additional use-specific development and operational standards for new fueling stations beyond the City's existing zoning regulations.

Option 3. Conditional Use Permit Requirement. Require all new fueling stations to obtain a Conditional Use Permit, regardless of the underlying zoning district.

Option 4. General Plan Amendment. Amend the General Plan to discourage additional gasoline fueling stations in favor of electric vehicle charging, alternative fuel infrastructure, and mixed-use development.

Following City Council discussion and public testimony, the Council directed staff to pursue a phased implementation strategy consisting of Options 1, 2, and 3. Consistent with that direction, Option 1 (Temporary Moratorium) will be considered separately by the City Council through the adoption of an interim ordinance and does not require Planning Commission review. This Zoning Code Amendment implements the Council's direction regarding Options 2 and 3.

Council Direction

In providing direction to staff, the City Council discussed several long-term land use and economic development considerations, including:

- The increasing number and geographic distribution of fueling station proposals throughout the City.
- The preservation of commercially designated land for a broader range of commercial, employment-generating, and mixed-use development opportunities.
- Compatibility between fueling stations and adjacent residential neighborhoods and other sensitive land uses.
- The evolving transportation industry, including increasing adoption of electric vehicles, alternative fuel technologies, and changing consumer demand.
- The importance of balancing the City's current need for fueling services while maintaining flexibility to respond to future transportation technologies and market conditions.

Proposed Zoning Text Amendments

The proposed zoning text amendments are intended to implement the City Council's policy direction by establishing a comprehensive regulatory framework for future fueling station development. Specifically:

- Establishes use-specific development, design, and operational standards for fueling stations.
- Prohibits new fueling stations within designated commercial zoning districts where such uses are inconsistent with the City's long-term land use and economic development objectives.
- Requires discretionary review through a Conditional Use Permit in designated zoning districts to ensure compatibility with surrounding development.
- Establishes regulations intended to promote compatibility with residential neighborhoods and other sensitive land uses while preserving opportunities for a diverse mix of commercial development.

A. PROJECT DESCRIPTION

The proposed project consists of an application for zoning text amendments to Title 17 (Zoning) of the Manteca Municipal Code to revise Table 17.22.020-1 (Allowed Uses and

Required Entitlements) and add a new Chapter 17.98 (Fueling Stations Development and Performance Standards). The amendments establish revised permitting requirements and use-specific development, design, operational, and performance standards for new and existing fueling stations.

Currently, fueling stations are permitted in four of the City's five commercial zoning districts with approval of a Minor Use Permit (MUP). The proposed amendments would permit new fueling stations in only two commercial zoning districts and require approval of a Conditional Use Permit (CUP).

TABLE 17.22.020-1 ALLOWED USES AND REQUIRED ENTITLEMENTS FOR MANTECA'S BASE ZONING DISTRICTS					
	Mixed-Use Commercial (CMU)	Mixed-Use Downtown (DMU)	Neighborhood Commercial (CN)	General Commercial (CG)	Manufacturing Commercial (CM)
<i>Current Entitlement Requirements</i>					
Fueling Station	M	N	M	M	M
<i>Proposed Entitlement Requirements</i>					
Fueling Station	C	N	N	C	N

"M" – Minor Use Permit

"C" – Conditional Use Permit

"N" – Not Allowed

The addition of Chapter 17.98 establishes use-specific development, design, operational, and performance standards intended to address concerns regarding the proliferation of fueling stations, improve compatibility with surrounding land uses, and provide objective review criteria for new fueling stations and specified modifications to existing fueling stations. Specific provisions include but are not limited to;

- Distance Separation Requirements
 - *Minimum 500' separation between fueling stations*
- Site and Development Standards
 - *Location and site are for fueling stations*
 - *Street frontage, access location, and ingress-egress dimension requirements*
 - *Architectural design*
 - *Proximity restrictions to residential zones*
 - *Outdoor storage and fueling dispenser limitations*
- Performance Standards
 - *Management of hazardous material storage*
 - *Noise, odor, and vibration standards*
- Nonconforming (Fueling Station) Development Requirements
 - *Standards governing alterations, expansions, and modifications to existing nonconforming fueling stations*

B. EXISTING CONDITIONS

Staff has identified approximately 33 existing fueling stations operating throughout the City. In addition, there are five (5) approved but unconstructed fueling station projects and four

(4) fueling station development applications currently under review. If all approved and pending projects are ultimately constructed, the City would have approximately 42 fueling stations, representing an increase of approximately 27 percent over the existing inventory.

If all approved and pending projects are ultimately constructed, fueling stations would be distributed throughout several of the City's principal commercial corridors and commercial centers, increasing the importance of a comprehensive regulatory framework to ensure future compatibility with surrounding land uses.

ANALYSIS

The project has been analyzed with respect to the applicable codes and procedures set forth in the order below.

1. General Plan Conformance
2. Zoning Ordinance Conformance
3. Climate Action Plan Conformance
4. Environmental Clearance

1. GENERAL PLAN CONFORMANCE

LAND USE ELEMENT

The proposed Zoning Text Amendment is consistent with the goals and policies of the 2043 Manteca General Plan. The General Plan establishes the City's long-term vision for land use and development, while the Zoning Ordinance serves as the primary implementation mechanism by establishing specific land use regulations, entitlement requirements, and development standards. The proposed amendments refine where fueling stations may be established and implement objective development and operational standards to ensure that future fueling station development occurs in a manner that is compatible with surrounding land uses and consistent with the City's long-term planning vision.

Commercial Mixed Use (CMU) Land Use Designation

The Commercial Mixed Use (CMU) land use designation is intended to accommodate an integrated mix of residential, employment, retail commercial, professional office, and neighborhood-serving uses that function together as pedestrian-oriented activity centers. The General Plan encourages developments that incorporate community-serving amenities, shared parking, pedestrian and bicycle connectivity, open space, public gathering areas, and other design features that distinguish these districts from conventional commercial development.

The proposed amendments continue to allow fueling stations within the Commercial Mixed Use zoning district; however, they increase the level of discretionary review by requiring approval of a Conditional Use Permit (CUP) in place of a Minor Use Permit (MUP). Fueling stations are vehicle-oriented uses that may generate unique site planning, circulation, operational, and compatibility considerations, particularly when proposed within mixed-use

environments intended to integrate residential, commercial, employment, and pedestrian-oriented activities.

Fueling stations can be an appropriate component of a Commercial Mixed-Use development, particularly when they function as a subordinate or ancillary element of a larger mixed-use development that incorporates complementary commercial uses, plazas, pedestrian amenities, open spaces, shared parking, and other community-serving features envisioned by the General Plan. However, because fueling stations are generally more intensive, vehicle-oriented uses, they require a higher level of discretionary review to ensure they are appropriately integrated into the overall development and remain compatible with the mixed-use, pedestrian-oriented character envisioned for the CMU designation.

Requiring a Conditional Use Permit provides the City with greater opportunity to evaluate the location, site design, circulation, operational characteristics, and potential impacts of each proposal on a site-specific basis. The CUP process, together with the objective development and performance standards established by Chapter 17.98, enables the City to ensure that fueling stations complement the overall design of mixed-use developments, maintain compatibility with surrounding residential and commercial uses, and further the intent of the Commercial Mixed-Use designation as established by the 2043 Manteca General Plan.

Commercial (C) Land Use Designation

The Commercial (C) land use designation is intended to accommodate a broad range of neighborhood-serving, community-serving, and regional-serving commercial uses, including retail, restaurants, offices, service stations, highway-oriented commercial uses, lodging, wholesale, warehousing, public and quasi-public uses, commercial recreation, and other similar and compatible commercial activities. The General Plan recognizes that commercial areas serve a variety of community needs while also emphasizing that uses incompatible with residential development due to noise, vibration, or other operational characteristics should not be located where they may adversely affect existing or planned residential neighborhoods.

The proposed amendments continue to recognize fueling stations as an appropriate commercial land use by allowing them within the Commercial zoning districts. However, the amendments increase the level of discretionary review by requiring approval of a Conditional Use Permit (CUP) in place of a Minor Use Permit (MUP). While fueling stations are an anticipated component of the Commercial designation, they are also vehicle-oriented uses that may generate unique site planning, circulation, operational, and compatibility considerations depending on their location, scale, and relationship to surrounding development.

Requiring a Conditional Use Permit provides the City with greater flexibility to evaluate each proposal on its individual merits and ensure that new fueling stations are appropriately located, designed, and operated in a manner that complements surrounding commercial development while protecting nearby residential and other sensitive land uses. The CUP process, together with the objective development and performance standards established by Chapter 17.98, enables the City to address site-specific considerations such as access

and circulation, architectural design, compatibility with adjoining uses, noise, lighting, hazardous materials management, and operational characteristics.

Collectively, these provisions preserve opportunities for future fueling station development within the Commercial designation while ensuring that such development complements surrounding commercial uses, protects nearby sensitive land uses, and maintains the flexibility intended by the General Plan for a diverse mix of commercial activities.

General Plan Goals & Policies

In addition to being consistent with the Commercial Mixed Use (CMU) and Commercial (C) General Plan land use designations, the proposed Zoning Text Amendment directly implements Land Use Policies LU-1.3 and LU-4.4 by refining the City's regulatory framework for fueling station development and establishing objective standards that promote orderly growth and land use compatibility.

Land Use Policy LU-1.3 directs the City to maintain consistency between the General Plan and its implementing plans, ordinances, and regulations. The proposed amendments further this policy by updating the Manteca Municipal Code to establish revised entitlement requirements and comprehensive use-specific development standards for fueling stations. As the General Plan provides broad policy direction regarding land use, the Zoning Ordinance serves as the primary implementation mechanism. The proposed amendments translate the General Plan's land use objectives into specific regulatory requirements governing where fueling stations may be located, the level of discretionary review required, and the standards by which they are evaluated. In doing so, the Project strengthens the consistency between the General Plan and the City's zoning regulations while providing a clear and predictable framework for future fueling station development.

“LU-1.3 Ensure consistency and compatibility between the Land Use Map and implementing plans, ordinances, and regulations.”

Land Use Policy LU-4.4 encourages commercial development that is compatible with adjacent land uses, particularly residential neighborhoods. The proposed amendments directly advance this policy by establishing objective development and operational standards designed to minimize potential land use conflicts while allowing fueling stations to develop in appropriate commercial locations. These standards regulate, among other things, separation distances, site layout, access and circulation, architectural design, proximity to residential uses, outdoor storage, fueling dispenser placement, lighting, noise, hazardous materials management, and other operational characteristics. Together with the enhanced Conditional Use Permit review process, these standards provide the City with the ability to evaluate both the physical design and operational characteristics of individual projects, ensuring that future fueling station development is appropriately integrated with surrounding land uses and consistent with the compatibility objectives of the General Plan.

“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.”

Collectively, the proposed amendments are intended to ensure that future fueling station development occurs in appropriate commercial locations, is compatible with surrounding land uses, and is designed and operated in a manner that promotes the public health, safety, and welfare while implementing the goals and policies of the 2043 Manteca General Plan.

2. ZONING ORDINANCE CONFORMANCE

ZONING

The proposed Project consists of a City-initiated amendment to Title 17 (Zoning) of the Manteca Municipal Code. Specifically, the Project amends Table 17.22.020-1 (Allowed Uses and Required Entitlements) to revise the entitlement requirements for fueling stations and adds Chapter 17.98 (Fueling Stations Development and Performance Standards). Collectively, the amendments establish a comprehensive regulatory framework governing the location, entitlement process, development, operation, expansion, and modification of fueling stations throughout the City.

Under the existing Zoning Code, fueling stations are permitted within four commercial zoning districts upon approval of a Minor Use Permit. While this entitlement process has historically provided an appropriate level of review, the City Council has expressed concerns regarding the continued proliferation of fueling stations and whether the existing regulatory framework adequately addresses compatibility with surrounding land uses, particularly where fueling stations are proposed in proximity to residential neighborhoods or within mixed-use environments.

The proposed amendments respond to those concerns through two principal changes. First, the amendments revise the entitlement requirements by limiting fueling stations to the Commercial Mixed Use (CMU) and Commercial (CG) zoning districts and requiring approval of a Conditional Use Permit in place of a Minor Use Permit. Elevating the entitlement to a Conditional Use Permit provides the City with greater discretion to evaluate the appropriateness of each proposal on a site-specific basis, including its location, design, operational characteristics, circulation, and compatibility with surrounding development. This additional level of review recognizes that while fueling stations are appropriate commercial uses, they are also vehicle-oriented developments that may warrant greater consideration due to their operational characteristics and potential impacts on adjoining properties.

Second, the Project establishes Chapter 17.98, creating comprehensive development and performance standards applicable to new fueling stations and specified modifications or expansions to existing fueling stations. These standards address such matters as minimum separation distances between fueling stations, site design, architectural design, access and circulation, proximity to residential uses, outdoor storage, fueling dispenser placement, hazardous materials management, lighting, noise, odor, vibration, and other operational characteristics. The standards are intended to provide objective criteria that promote

consistency during project review while ensuring that fueling stations are designed and operated in a manner that minimizes potential land use conflicts.

The amendments also distinguish between the City's Commercial Mixed Use (CMU) and Commercial (C) General Plan land use designations. Within the Commercial Mixed-Use designation, fueling stations continue to be allowed; however, the Conditional Use Permit process provides additional discretion to ensure that fueling stations are appropriately integrated into larger mixed-use or town center developments that incorporate complementary commercial uses, plazas, pedestrian amenities, shared parking, open space, and other community-serving features envisioned by the General Plan. This additional review allows the City to evaluate whether a fueling station contributes to, rather than detracts from, the pedestrian-oriented and integrated character intended for mixed-use environments.

Within the Commercial designation, fueling stations remain an anticipated commercial use consistent with the General Plan. The proposed amendments preserve opportunities for future fueling station development while establishing a more comprehensive review process and objective standards that ensure new fueling stations are appropriately located, designed, and operated in a manner compatible with surrounding commercial and residential uses. Together, the revised entitlement requirements and development standards improve the City's ability to evaluate site-specific conditions while maintaining flexibility for future commercial development.

As discussed in the General Plan Conformance section of this report, the proposed amendments implement Land Use Policies LU-1.3 and LU-4.4 by refining the City's zoning regulations to better implement the General Plan and establishing standards that promote compatible commercial development. The amendments further the General Plan by ensuring that future fueling station development occurs in appropriate commercial locations, is compatible with surrounding land uses, and incorporates objective design and operational standards that promote the public health, safety, and welfare.

The Project has also been evaluated pursuant to the California Environmental Quality Act (CEQA) and determined to be exempt from further environmental review under Section 15061(b)(3) of the State CEQA Guidelines because the amendments establish a legislative regulatory framework and do not authorize or approve any specific physical development project. Future fueling station proposals will remain subject to independent environmental review, as applicable, during the development application process.

Findings

Based on the foregoing analysis, the proposed Zoning Text Amendment is internally consistent with the provisions of Title 17 of the Manteca Municipal Code, implements the applicable goals and policies of the 2043 Manteca General Plan, promotes the orderly development of commercial land uses, and establishes a comprehensive and predictable regulatory framework governing future fueling station development within the City. Accordingly, staff has determined that the proposed Project satisfies the required findings for approval of a Zoning Text Amendment, as discussed below.

1. The proposed Zoning Text Amendment is consistent with the General Plan and any applicable Specific Plan goals, policies, and implementation programs, for the reasons discussed in the General Plan Conformance and Zoning sections of this report.
2. The proposed amendment would not be detrimental to the public interest, health, safety, convenience, or welfare of the City, as the amendments establish a comprehensive regulatory framework governing the location, review, design, and operation of fueling stations while promoting compatibility with surrounding land uses.
3. The amendment has been reviewed in compliance with the California Environmental Quality Act (CEQA). As discussed in the CEQA section of this report, the Project is exempt from further environmental review pursuant to Section 15061(b)(3) of the State CEQA Guidelines.
4. This finding is not applicable because the Project is a legislative Zoning Text Amendment and does not include a Zoning Map Amendment.
5. The proposed Zoning Text Amendment is internally consistent with the provisions of Title 17 of the Manteca Municipal Code, as discussed in the Zoning section of this report.

3. CLIMATE ACTION PLAN CONFORMANCE

The Project does not approve or authorize any specific physical development, increase development intensity, expand the geographic areas in which fueling stations are permitted, or otherwise facilitate additional development beyond that already contemplated by the General Plan and Zoning Code. Rather, the Project increases the level of discretionary review and establishes additional development and performance standards governing future fueling station proposals. Accordingly, a project-level Climate Action Plan Consistency Review is not required for this legislative action. Any future fueling station development proposal will be evaluated for consistency with the City's adopted 2025 Climate Action Plan and associated Climate Action Plan Consistency Review Checklist, as applicable, at the time a discretionary development application is submitted.

4. ENVIRONMENTAL CLEARANCE

The proposed Project has been evaluated in accordance with the California Environmental Quality Act (CEQA) (Public Resources Code Section 21000 et seq.) and the State CEQA Guidelines. The Project consists of a City-initiated amendment to Title 17 (Zoning) of the Manteca Municipal Code that revises the entitlement requirements for fueling stations and establishes use-specific development and performance standards applicable to future fueling station development. The Project is legislative in nature and does not approve or authorize the construction, expansion, or operation of any specific fueling station or other physical development.

The proposed amendments do not expand the areas in which fueling stations are permitted or increase the development potential otherwise allowed under the General Plan or Zoning Code. Instead, the amendments refine the City's regulatory framework by requiring a greater level of discretionary review through the Conditional Use Permit process and establishing comprehensive development, design, operational, and performance standards governing future fueling station development. These regulations are intended to improve land use

compatibility, establish objective review criteria, and provide greater oversight of future fueling station proposals.

Accordingly, the proposed Project is exempt from CEQA pursuant to Section 15061(b)(3) of the State CEQA Guidelines (Common Sense Exemption). Under this exemption, CEQA applies only to activities that have the potential to cause a significant effect on the environment. It can be seen with certainty that there is no possibility that adoption of the proposed Zoning Text Amendment, in and of itself, may have a significant effect on the environment because it establishes a more comprehensive regulatory framework governing future fueling station development rather than approving or facilitating any specific physical development.

Furthermore, the proposed amendments increase regulatory oversight by requiring additional discretionary review and imposing objective development and operational standards that future fueling station projects must satisfy. The ordinance does not create new development opportunities or authorize fueling stations in areas where they are not already contemplated by the City's planning framework. Rather, it establishes additional requirements intended to ensure that future fueling station development is appropriately located, designed, and operated in a manner that is compatible with surrounding land uses.

Any future proposal involving the construction, expansion, or modification of a fueling station will continue to undergo independent environmental review under CEQA, as appropriate, based on the specific characteristics of the proposed project and the environmental setting of the project site.

Therefore, staff has determined that the proposed Project is exempt from further environmental review pursuant to Section 15061(b)(3) of the State CEQA Guidelines, and no additional environmental documentation is required.

CONCLUSION

Based upon the foregoing analysis and findings contained in this staff report, staff has determined that the proposed Zoning Text Amendment is consistent with the 2043 Manteca General Plan, satisfies the required findings for approval, and promotes public health, safety, and general welfare. Therefore, staff recommends that the Planning Commission conduct a public hearing and adopt a resolution recommending that the City Council approve the proposed Zoning Text Amendment.

PROJECT ATTACHMENTS

The Project Attachments have been included as part of the Planning Commission Agenda and not attached to this Staff Report. All documents are accessible via the link below.

<https://www.manteca.gov/departments/legislative-services-city-clerk/city-council-video>

Attachment 2 – Planning Commission Resolution

Attachment 3 – Exhibit 'A' – Ordinance

Attachment 4 – Project Presentation

Report Prepared by: Jesus R. Orozco, Deputy Director of Development Services – Planning

Approved by: Brad Wungluck, Development Services Director
