



City of Manteca Planning Commission **AGENDA REPORT**

MEETING DATE: October 16, 2025

PROJECT NAME: Kaiser Emergency Department Expansion

APPLICATION NUMBER: SPC-24-81, UPJ-25-02, LLA-24-82 & MSP-25-05

RECOMMENDATION:

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

1. Adopt a resolution making the necessary findings and adopt an Initial Study (SCH #2025080633) and Mitigated Negative Declaration and associated Mitigation Monitoring and Reporting Program prepared for Kaiser Emergency Department Expansion; and
2. Adopt a resolution approving Site Plan and Design Review (SPC-24-81), Conditional Use Permit (UPJ-25-02), a Lot Line Adjustment (LLA-24-82), and Master Sign Program (MSP-25-05) for the Kaiser Emergency Department Expansion, located at 121, 153 and 167 St. Dominics Drive, and 1765, 1777, 1779, 1783, 1787 and 1795 W. Yosemite.

PROJECT INFORMATION	
APPLICANT	Kaiser Foundation Hospitals, Tina Wehrmeister
PROPERTY OWNER	Kaiser Foundation Hospitals, Sherry Ramirez
General Plan Designation	Public/Quasi-Public (PQP)
Zoning:	Public/Quasi-Public (PQP)
Existing Use:	Medical Services, Hospital
Proposed Use:	Medical Services, Hospital
Parcel Size	6.79± acres (project area)
Adjacent Uses:	North: Medical Services, Hospital South: Restaurant and vacant commercial land East: Medical Services, Hospital West: SFR and Vacant commercial land

APPLICABLE CODES AND PROCEDURES

2043 Manteca General Plan
MMC 16.19 Lot Line Adjustments
MMC 17.10.060(B)(2) Site Plan and Design Review
MMC 17.10.090 Master Sign Program
MMC 17.10.130 Conditional Use Permit
MMC 17.20.020 Zoning Districts
MMC 17.22.020 Allowed Land Uses and Requirements
MMC Chapter 17.42 through 54 (Site Planning Standards)

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 DESCRIPTION

The project will consist of a site plan review to allow for a 27,476 sq ft expansion of the existing Emergency Department. The emergency department expansion will feature 34 treatment bays; a relocated ambulance drop-off on W. Yosemite Avenue; a new walk-in emergency waiting area and drop-off on St. Dominic’s Drive; a new MRI imaging trailer; and a relocated CT trailer. The current approximately 4,000 sq ft 11-bay emergency department will be renovated with additional imaging and support space as part of a separate tenant improvement project after completion of this project. Displaced parking will be relocated to the east along St. Dominics Drive, and the existing turf and pergola landscape feature will be removed. The parking area to the west of the future emergency department will remain, but will be reconfigured to include an ambulance drop-off zone.

A Conditional Use Permit is required for hospital uses in the PQP zoning district. The hospital use is existing non-conforming, therefore the conditional use permit that the

expansion along with the existing hospital in conformance with requirements. The project also entails a Lot Line Adjustment to merge two parcels and multiple paper lots into one parcel to accommodate the proposed structure and required parking and landscaping. A Master Sign Program is requested because Kaiser owns multiple buildings on site and leases some medical office space to non-Kaiser tenants. Parking displaced by the proposed development will be relocated to the east along St. Dominics Drive, and the existing turf and pergola landscape feature will be removed. The parking area to the west of the future emergency department will remain, but will be reconfigured to include an ambulance drop-off zone. The property is situated on the northwestern corner of the intersection of W. Yosemite Avenue and St. Dominics Drive.

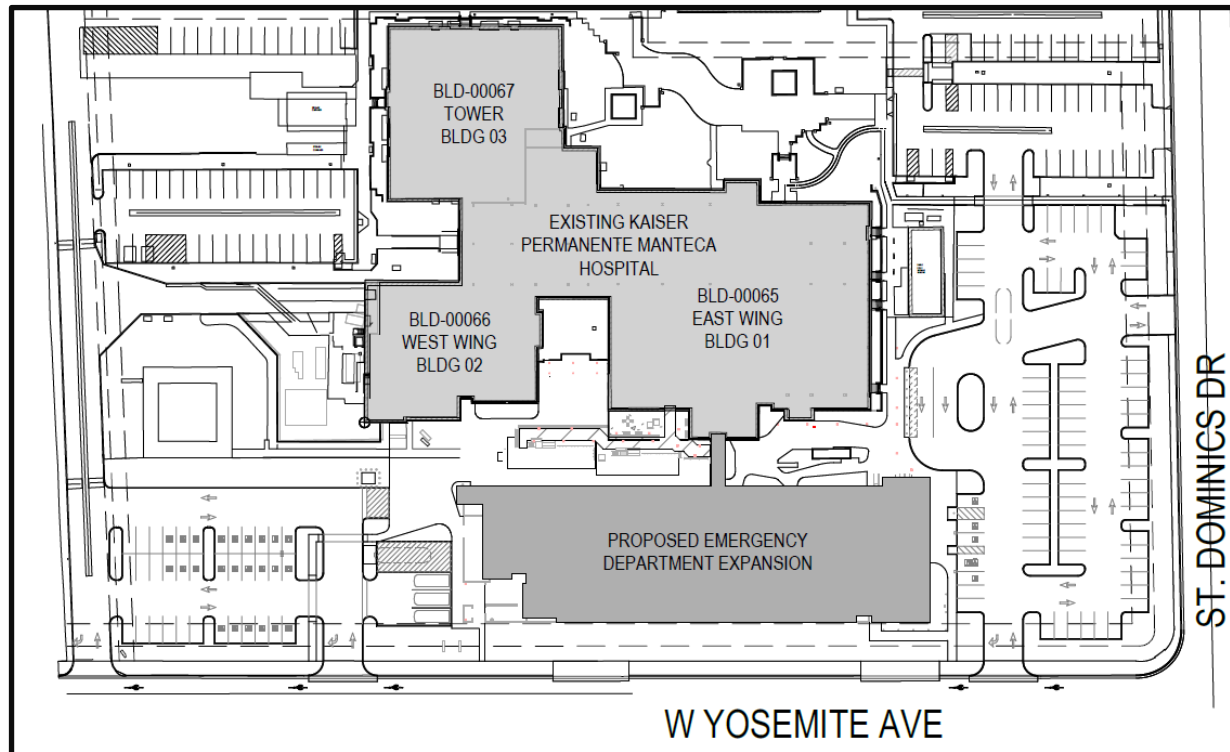


Figure 1: Site Plan

PROJECT LOCATION AND SITE PLAN

The actual project site is a portion of the larger Kaiser campus, consisting of two properties at 121 St. Dominics Drive and 1777 W. Yosemite Avenue (APNs 200-180-34 and -37). The overall project site is 6.79± acres in size. The site is within City limits and has a General Plan land use designation of Public/Quasi-Public (PQP), and a Zoning of Public/Quasi-Public (PQP). The project is bordered by hospital uses to the north and east, a restaurant and vacant commercial land to the south, and a single-family home and vacant commercial land to the west.



Figure 2: Project Site Location

PROJECT BACKGROUND

The site has been developed since St. Dominic's Hospital was originally built. A formal submittal package from the applicant team was received by the City on October 15, 2024. The application was a request for Site Plan Review, Conditional Use Permit, Lot Line Adjustment, and Master Sign Program. The project was distributed on October 22, 2024, to pertinent internal departments and external agencies for formal review.

Original entitlement and development occurred under Ordinance 779, approving Rezone Map 97-7, to rezone the former St. Dominic's Hospital project site to a Planned Development (PD) zone district and adopted the associated PD document that establishes specific design and development standards. In January of 2025, a new Zoning Map was adopted under a City-wide Rezone, which resulted in the rezoning of the project site to the PQP zone district. As a result, a conditional use permit is now required for the hospital use as part of the expansion.

GENERAL PLAN CONFORMANCE

As shown on the General Plan Land Use Map (Figure 3), the project site has a General Plan Land Use designation of Public/Quasi-Public (PQP). This designation provides for government-owned facilities, public and private schools, institutions, civic uses, assembly uses, public utilities, and quasi-public uses such as hospitals and churches.

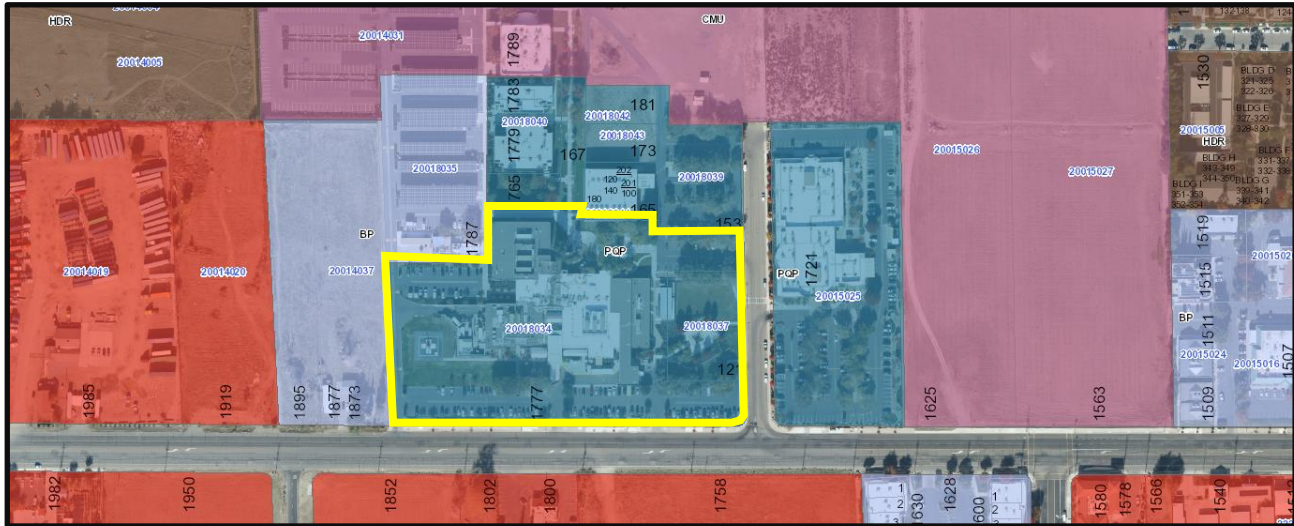


Figure 3: General Plan Land Use Designation

The proposed hospital expansion is an allowed use within the PQP designation. Maximum allowed lot coverage in the PQP is 50% or 0.5 FAR, which equates to 147,886 sq ft. The project proposes to add 27,476 sq ft to the existing 81,983, for a total of 109,459 sq ft (37% coverage or 0.37 FAR). Therefore, the project conforms to both the density and use requirements of this land use designation.

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

1. Policy LU-7.2 Designate adequate land, appropriately located for quasi-public uses such as hospitals, churches, private school facilities, and utility uses.

Analysis: The property is designated Public/Quasi-Public (PQP). This designation provides for government-owned facilities, public and private schools, institutions, civic uses, assembly uses, public utilities, and quasi-public uses such as hospitals and churches. Expansion of the existing hospital use is consistent with the preferred uses outlined in the General Plan designation.

2. Policy LU-7.3 In determining appropriate locations for public and quasi-public uses, consider, among other things, proximity to major streets, the cost to develop access to public facilities, and the safety of pedestrians and motorists.

Analysis: The project site is located at the NE corner of the intersection of W. Yosemite Avenue and St. Dominics Drive. Yosemite Avenue is a major east/west arterial. Kaiser is an existing facility. This project is an expansion of the existing use to accommodate the expanding patient base of this rapidly growing city. All required public facilities are already on-site or directly adjacent to it in the ROW. This project is conditioned to add a three-way traffic signal at the intersection, bringing the existing peak hour Level Of Service from a barely acceptable LOS D to an LOS A. The signalized intersection will include pedestrian crosswalks, which do not currently exist at this location, and the primary Kaiser ER entrance will be shifted from its current location on the very busy Yosemite Avenue to a much less congested entrance on St. Dominics Drive. The net result is a much safer site for both pedestrian and vehicular traffic.

3. **LU-8.4: Policy Area 2** is located along West Yosemite Avenue and Airport Way, as shown in Figure LU-5. The primary land uses within Policy Area 2 are envisioned to be uses that support the expansion and retention of the Kaiser Permanente facility, creation of a high transit use corridor, and linkages to a future nearby transit center, and provide connectivity to the Family Entertainment Zone and other destinations. Development within this area may include transit-oriented development, business and medical offices, commercial, recreation, and high and medium density residential, with appropriate transitions and buffers where residences would be located adjacent to industrial, wastewater processing, and other intensive uses. Vertical, mixed-use development is encouraged, with a 20% density bonus provided for all mixed-use developments that go above the 25% minimum of the developed area as commercial or office uses.

Analysis: The proposed expansion of Kaiser is explicitly spelled out as a primary land use for Policy Area 2.

4. **Policy 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: For CEQA Compliance, the project was required to conduct an Initial Study, which included a Traffic Impact Analysis (TIA). The project is conditioned to provide a new three-way traffic signal at the intersection of W. Yosemite Drive and St Dominics Drive. TIA data shows that LOS at several points is improved dramatically with the proposed infrastructure improvements. Most notably, LOS for the intersection of St. Dominics Dr. and W. Yosemite Ave. improves from a barely acceptable LOS C/D to LOS A/B.

Table 4 – Existing Conditions Intersection Level of Service Summary

#	Intersection	Control ¹	Existing			
			AM Peak		PM Peak	
			LOS	Delay (sec) ²	LOS	Delay (sec) ²
1	W. Yosemite Ave. / Fishback Rd.	SSSC	C	16.7	B	13.5
2	W. Yosemite Ave. / West Project Dwy.	SSSC	B	13.2	C	15.5
3	W. Yosemite Ave. / Central Project Dwy.	SSSC	C	15.2	C	16.1
4	W. Yosemite Ave. / East Project Dwy.	SSSC	B	11.9	B	13.4
5	W. Yosemite Ave. / St. Dominics Dr.	SSSC	C	15.9	D	27.6
6	W. Yosemite Ave. / Winters Dr.	Signal	B	17.5	B	12.5

Table 8 – Cumulative Conditions Intersection Level of Service Summary

#	Intersection	Control ¹	Cumulative			
			AM Peak		PM Peak	
			LOS	Delay (sec) ²	LOS	Delay (sec) ²
1	W. Yosemite Ave. / Fishback Rd.	RAB	A	6.6	A	6.8
2	W. Yosemite Ave. / West Project Dwy.	SSSC	B	11.4	B	12.7
3	W. Yosemite Ave. / Central Project Dwy.	SSSC	C	19.3	C	18.7
4	W. Yosemite Ave. / East Project Dwy.	SSSC	B	13.0	C	15.0
5	W. Yosemite Ave. / St. Dominics Dr.	Signal	A	9.0	B	12.7
6	W. Yosemite Ave. / Winters Dr.	Signal	C	24.0	B	15.6

Notes: Locations operating at unacceptable LOS or worse are in red.

1. RAB = roundabout; SSSC = side-street stop control
2. The weighted average control delay is reported for signalized intersections. The delay for the worst movement is reported for SSSC intersections.

Figure 4: TIA LOS Summary

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

Analysis: As previously discussed, the project is conditioned to provide a new three-way traffic signal at the intersection of W. Yosemite Drive and St Dominics Drive, allowing for easier pedestrian and vehicular ingress and egress. City bus route #1 runs in front of the Kaiser facility, and bus stop #21 is located just across St. Dominics Drive, in front of the adjacent Kaiser pharmacy at 1721 W. Yosemite Ave. The project is also required to provide permanent bicycle facilities pursuant to MMC Table 17.52.110-1 and the California Building Code, further facilitating multi-modal transportation to and from the site.

6. 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: As previously discussed, the project is required to provide permanent bicycle facilities pursuant to MMC Table 17.52.110-1 and the California Building Code.

7. 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 structure utilizes varied materials, colors, and textures, staggering them both horizontally and vertically to create depth, variety, and visual interest in all dimensions. A good example of this is the east elevation, which will greet visitors entering the new main entrance on St. Dominics (see Figure 5).

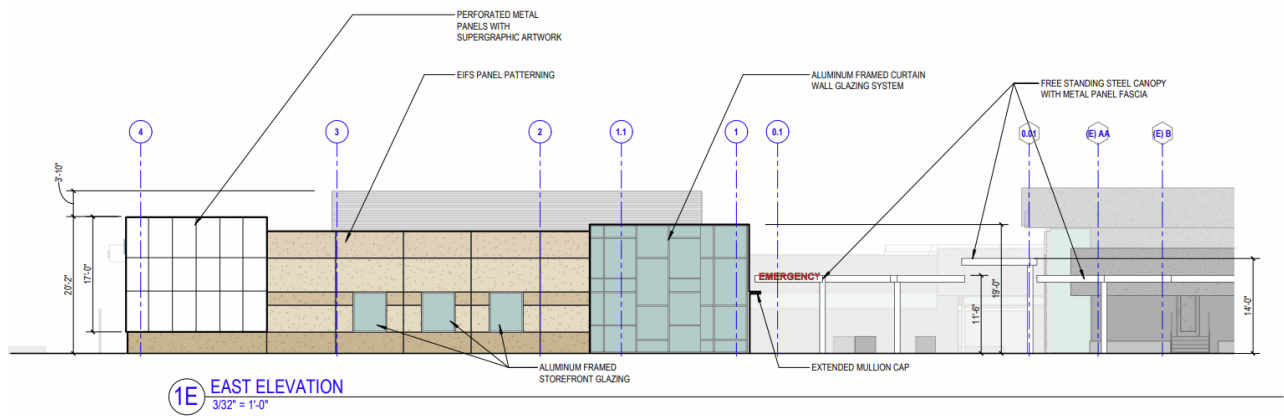


Figure 5: South Elevation

ZONING CODE CONFORMANCE

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: GP explicitly identifies hospitals as a preferred use in the PQP. Maximum allowed lot coverage in the PQP is 50% or 0.5 FAR, which equates to 147,886 sq ft. The project proposes to add 27,476 sq ft to the existing 81,983, for a total of 109,459 sq ft (37% coverage or 0.37 FAR). Therefore, the project conforms to both the density and use requirements of this land use designation. The proposed development complies with the Zoning Ordinance with regard to density, setbacks, height, photo metrics, parking, and landscaping, and has been thoroughly assessed for environmental compliance via an Initial Study.

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

Analysis: The project is conditioned to provide a new three-way traffic signal at the intersection of W. Yosemite Drive and St Dominics Drive, allowing for easier pedestrian and vehicular ingress and egress. City bus route #1 runs in front of the Kaiser facility, and bus stop #21 is located just across St. Dominics Drive, in front of the adjacent Kaiser pharmacy at 1721 W. Yosemite Ave. All these improvements serve to help reduce VMT by increasing the ease of site access.

- 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 site plan has been designed to complement the existing medical center. There are several entitled or proposed projects surrounding the campus which

will incorporate their own contemporary design, and with the Kaiser Permanente expansion, the area will collectively update the W. Yosemite corridor consistent with the character envisioned by the General Plan and implementing documents. Parking will be temporarily relocated during construction, but the net result will be a shifting of the main entrance from W. Yosemite Avenue to a much safer access point on St. Dominics Drive via a new traffic signal at the intersection with W Yosemite Avenue.

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 new emergency department borrows many elements from the existing hospital, which sits directly adjacent to it. The existing hospital is a single story, with a taller central element to signify its lobby; likewise, the emergency department maintains this scale, with a slightly taller glazed corner to draw patients to the main entry. The emergency department reconfigures the main entry of the hospital, where it provides a single zone for patients and family to easily and directly navigate to either building off of a shared plaza. The emergency department also provides an entirely separate ambulance entrance for more acute patients, located on the opposite corner of the building.

Furthermore, the emergency department's façade patterning and coloration align with those of the hospital, as well as those of the three medical office buildings at the rear of the campus. New plantings on site align with those that exist on the campus and in the local region. Signage for the project follows the language of the campus, and in many cases, existing signage is reused and refreshed. (See figures 5 & 6).

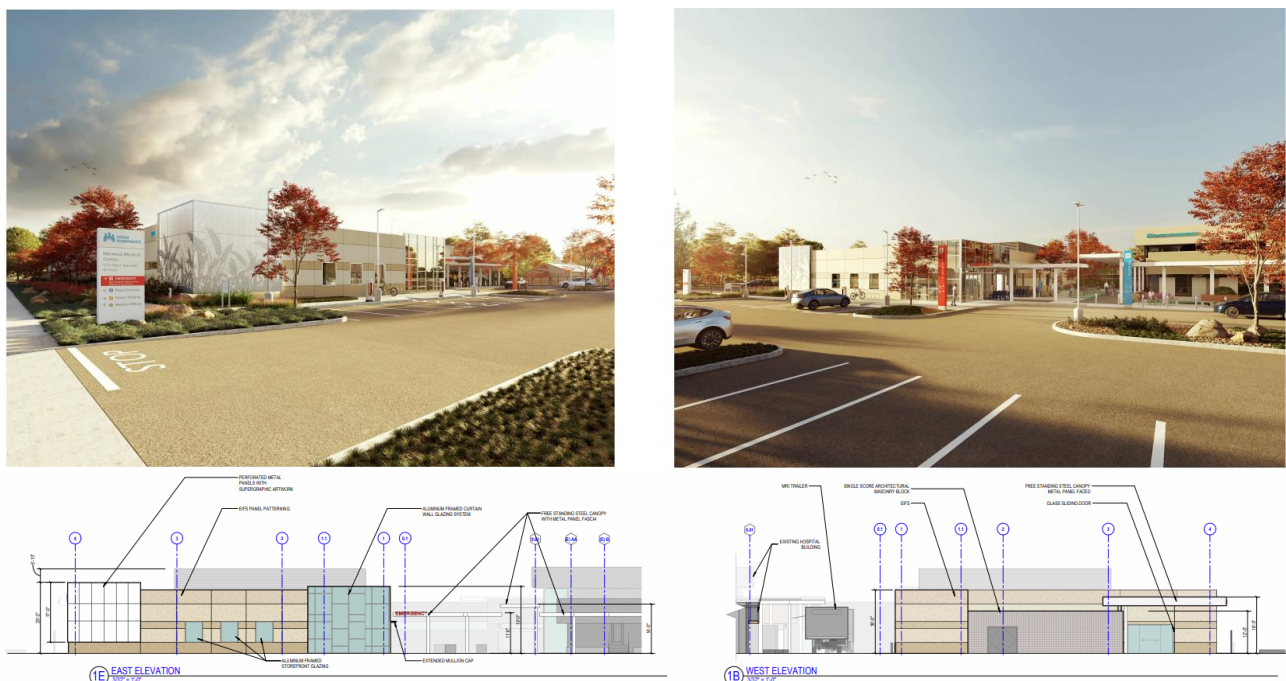


Figure 5: Elevations

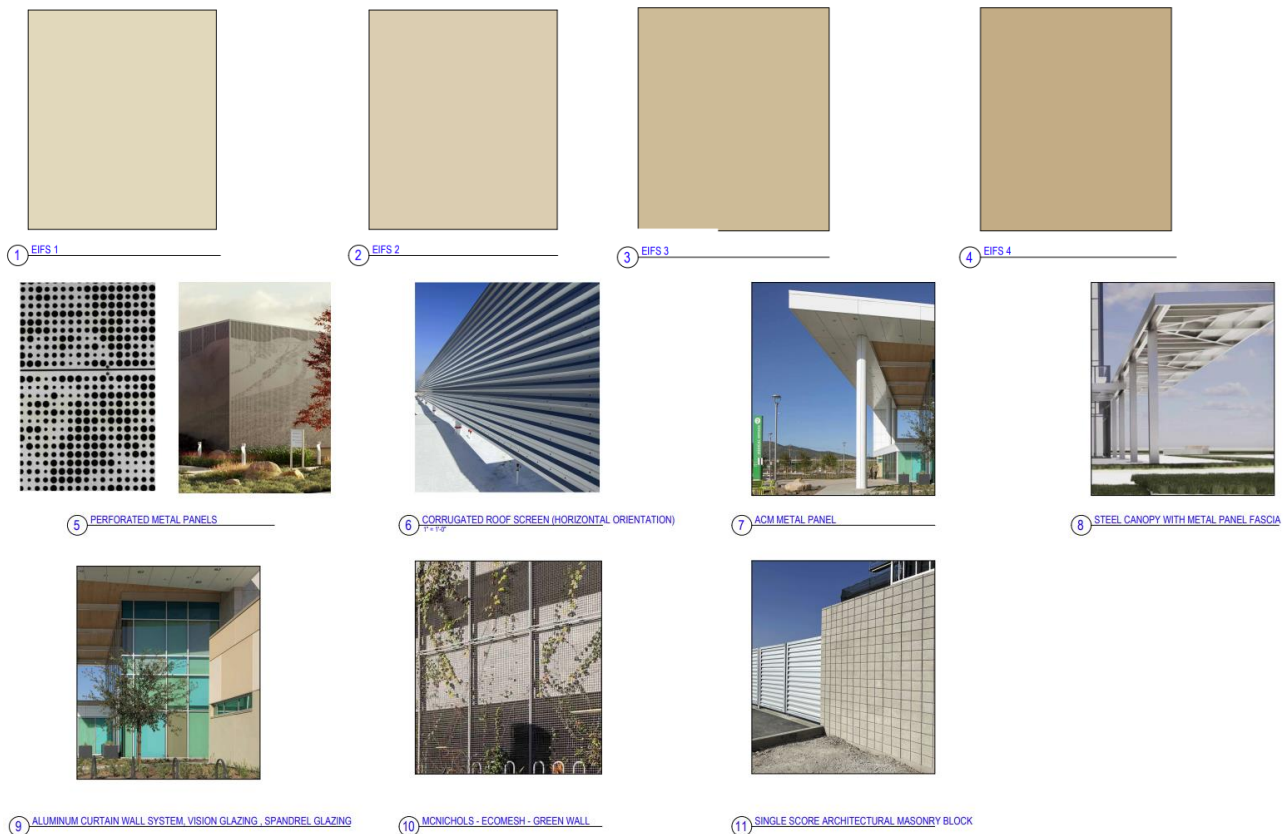


Figure 6: Colors and Materials

Conditional Use Permit Findings

In order to approve a Conditional Use Permit application, Section 17.10.130 of the Manteca Municipal Code 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 previously, this proposed development is consistent with the General Plan and all applicant provisions of this Title.

- 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: This is an expansion of a long-existing use, which is necessary for the provision of health and safety for this rapidly growing city. All proposed development is on land that is owned by Kaiser and is already developed by them. They are simply re-purposing the land to better serve the demands of the community. Additionally, the new site layout will provide easier and safer pedestrian connectivity to the right-of-way.

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

Analysis: The property is zoned Public/Quasi-Public, which allows the hospital use, subject to a Conditional Use Permit. Moreover, the General Plan identifies hospitals as a preferred use for this designation.

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: As discussed previously, the proposed development does meet the minimum requirements of this Title and is consistent with the preferred uses spelled out in the 2043 General Plan.

Lot Line Adjustment Findings

In order to approve a Lot Line Adjustment application, Section 16.19.030 of the Manteca Municipal Code requires that the Development Services Director must make the following findings:

1. The Development Services Director shall approve a lot line adjustment application if he or she finds:

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

Analysis: The request is two-fold. First, the applicants wish to merge one smaller lot (APN 200-180-37) into the larger one (APN 200-180-34), eliminating an illegal nonconformance on the boundary between the two. Second, the applicant requests to merge four paper lots (Lots 13, 24, 28, and 29 below) with the larger lot. The totality of these mergers brings the whole parcel into greater compliance with the Zoning Ordinance and the Subdivision Map Act and makes site design much simpler in general (See Figure 7).

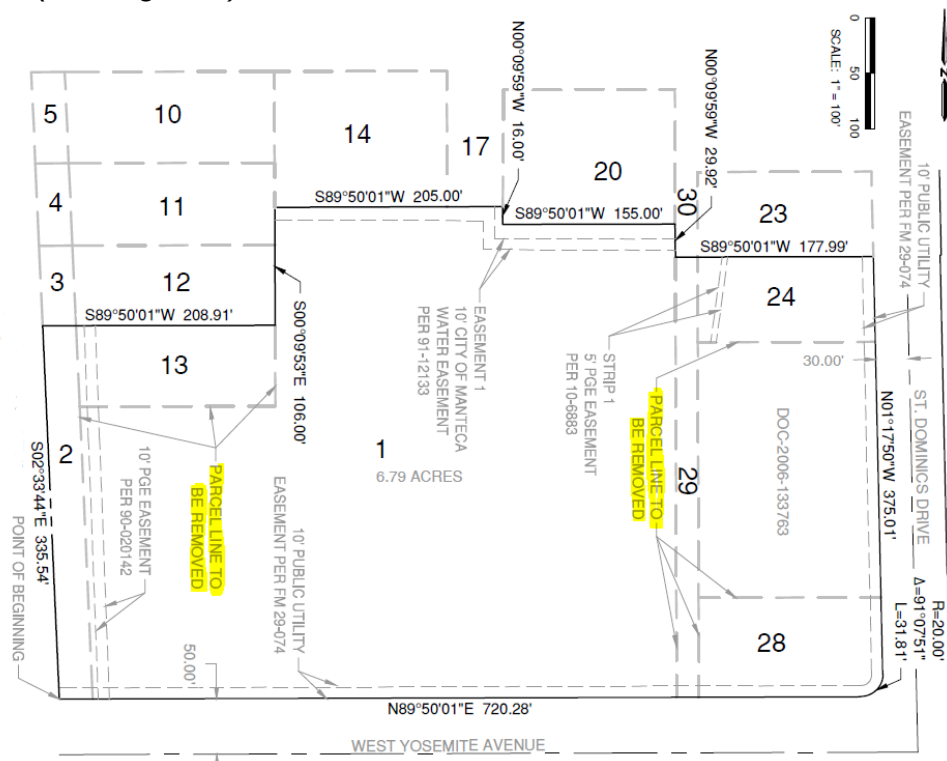


Figure 7: Lot Line Adjustment

- b. No conditions or exactions are required to bring the 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: No conditions or actions are required to bring the project more into conformance with the Zoning Ordinance or Building Code. The existing use is allowed per Zoning. This is simply an expansion of a previously approved use, which is a preferred use within the General Plan PQP designation.

- 2. Conditional Approval by the Development Services Director. Pursuant to Section 66412(d) of the State Map Act, the Development Services Director shall conditionally approve a lot line adjustment where the conditions or exactions on its approval are needed to conform the lot line adjustment to local zoning or building ordinances, or to facilitate relocation of existing utilities, infrastructure, or easements. Any dedications required as a condition of approval shall be made in accordance with Chapter [16.21](#) of this title; any improvements required as a condition of approval shall be made in accordance with Chapter [16.23](#) of this title.**

Analysis: No conditions or exactions are required to bring the project more into conformance with the Zoning Ordinance or Building Code. Dedication is already in place, as the project site has been developed since 1989.

Master Sign Program Findings

The Approving Authority may approve a Master Sign Program with the finding that the proposed sign plan complies with the standards and requirements of this Title. Master Sign Programs which do not clearly meet such requirements shall be referred to the Planning Commission.

Analysis: All proposed signage for this project is subject to MMC 17.54 Signs on Private Property. The requested sign package has been assessed for consistency with regard to site placement, size, quantity, and content. Much of what is proposed is essentially wayfinding signage to guide patients and medical personnel. All proposed signage is determined to be consistent with Title 17.

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 the private and public sectors. 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 that are contiguous to existing development to meet compact development criteria.**

Analysis: Maximum allowed lot coverage in the PQP is 50% or 0.5 FAR, which equates to 147,886 sq ft. The project proposes to add 27,476 sq ft to the existing 81,983, for a total of 109,459 sq ft (37% coverage or 0.37 FAR). Therefore, the project conforms to both the density and use requirements of this land use designation.

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 two accessible pathways that directly connect the proposed new building with the ROW, without crossing a drive aisle or parking area. The same pathway connects the new structure to the existing building to the north, also without crossing a drive aisle or parking area. An accessible path is also provided from the ROW on St Dominics, but it does require one drive aisle crossing to reach the medical buildings. Bus Route #1 runs westerly along W Yosemite Avenue, and stop #21 is located just across St. Dominics from the project site on W Yosemite.

3. 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 the construction document review.

ENVIRONMENTAL REVIEW

In accordance with the California Environmental Quality Act (CEQA), an Initial Study/Mitigated Negative Declaration (IS/MND) was prepared for the proposed project (SCH #2025080633). The resultant Mitigation Monitoring and Reporting Program (MMRP) determined that any potential impacts can be reduced to a less-than-significant level with the implementation of the proposed mitigations.

The full IS/MND can be reviewed on the City of Manteca website or at the Development Services Department, 1215 W. Center St., Suite 201, Manteca, CA 95337.

Report prepared by: Toben Barnum, Associate Planner

Attachments:

Attachment 2 – Initial Study / Mitigated Negative Declaration
Attachment 3 – CEQA Resolution
Attachment 4 – Exhibit A - MMRP
Attachment 5 – Planning Commission Resolution
Attachment 6 – Exhibit A – Plan Set
Attachment 7 – Exhibit B – Conditions of Approval
Attachment 8 – Exhibit C - Lot Line Adjustment Exhibit
Attachment 9 – Exhibit D – Master Sign Program
Attachment 10 – Project PowerPoint

Reviewed by:

Jesús Orozco, Deputy Director, Planning

Date

Brad Wungluck, Development Services Dept. Director

Date