

## EMERYVILLE PLANNING COMMISSION

### STAFF REPORT

**Agenda Date:** June 25, 2026

**Report Date:** June 18, 2026

**TO:** Planning Commission

**FROM:** Community Development Department  
Miroo Desai, Project Planner and Project Manager

**SUBJECT:** Sutter Hospital Medical Center (PUD25-001)

**PROJECT LOCATION:** 5300 Chiron Way  
(APNs: 49-1558-2; -4;-5;-6; 49-1544-2;49-1041-29-1)

**APPLICANT/ OWNER:** Sutter Health (Contact: Vahram Massehian, Senior Project Manager)  
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**PROJECT DESCRIPTION:** A Study Session to review a proposal for an amendment to the Chiron Planned Unit Development to demolish the existing 13,776 square foot PDU building to make space for a shuttle depot and construct a new 330-foot tall, 785,000 square foot hospital building with a rooftop helipad; construct a new 50-foot tall, 55,600 square foot building for either medical office use or a 57-unit residential building; and convert two existing buildings which together comprise 563,200 square feet to medical office uses. The project would have a total net square footage of 1,405,800 square feet of buildings and be located on approximately 12 acres of the 22-acre Chiron PUD/PDP site. Parking for the project will be provided in the existing parking structure. The project will require a General Plan Amendment to accommodate the 330-foot hospital building height; a PUD amendment to authorize the proposed hospital, medical office, and potential residential uses; and any other amendments or approvals determined necessary as the application is further reviewed. The project will include removal of 10 street trees on 53rd Street and 6 street trees on Horton Street and provide for tree replacement and landscaping.

**GENERAL PLAN:** Office/Technology and Park/Open Space

**ZONING DISTRICT:** Planned Unit Development (PUD-3)

**ENVIRONMENTAL STATUS:** To be Determined

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## **I. SUMMARY BACKGROUND / STUDY SESSION FRAMING**

Sutter Health acquired the Emery Yards property from Biomed Realty in 2025 with the intention of building a hospital and ambulatory medical offices. On this site, a Planned Unit Development (PUD) permit was originally approved for the Chiron Corporation in August 1995. In 2006, Chiron was acquired by the Swiss pharmaceutical firm Novartis. In November 2013, the diagnostics unit of Novartis, including a portion of the property covered by the PUD, was sold to Grifols, a multinational pharmaceutical and chemical manufacturer based in Barcelona, Spain. The remaining Novartis portion of the PUD was acquired by Biomed Realty (“BMR”) in March 2019. In February 2021, the Planning Commission approved a Final Development Plan (FDP) permit to build a parking structure and four new “Research and Development” (R&D) buildings. BMR constructed the parking structure and one new R&D shell building between 2022-24. Because the site is currently entitled for “Research and Development” uses and not for hospital and ambulatory medical office uses, Sutter is requesting amendment of the existing PUD permit to allow for these uses.

## **II. REGULATORY HISTORY**

### *a. Chiron Planned Unit Development/Preliminary Development Plan (the PUD/PDP)*

The Emeryville Municipal Code (EMC) establishes the planned unit development (PUD) procedures, which allow for the creation of PUD zones to encourage the creative development of large sites so as to permit flexibility in physical design, achieve attractive designs which encourage large-scale site planning, and ensure the applicable provisions on the General Plan are established early in the formation of such development proposals. Under the EMC, a preliminary development plan (PDP) for the PUD is considered by the City Council with a recommendation from the Planning Commission. (EMC Section 9-1.1001) Approval of the PDP constitutes the zoning for the site, and one or more subsequent final development plans (FDP), corresponding to the development phases approved in the PDP, shall be considered by the Planning Commission. (EMC 9-7.1003)

Chiron Corporation, a research and development firm specializing in biopharmaceuticals, vaccines and blood testing, was founded in Emeryville in 1981, and in 1985 they moved into the old Shell Oil research building on Horton Street that had been acquired and renovated by Wareham Development. On August 15, 1995, the City Council passed Ordinance No. 95-006 approving a "Planned Unit Development" (PUD) for Chiron’s large life sciences campus, the Emeryville Life Sciences Center Planned Unit Development/Preliminary Development Plan (the “PUD/PDP”), also referred to as the Chiron PUD/PDP (PUD 93-2), subject to conditions of approval. The PUD/PDP encompasses most of the area bounded by Hollis Street, 45th Street, Stanford Avenue, and the railroad. On the same date (August 15, 1995), the City Council also passed Ordinance No. 95-007 approving a Development Agreement (“DA”) with Chiron Corporation. The DA vested the entitlements for a 30-year period and provided for various public benefits indexed to the phased completion of the buildings in the PUD/PDP.

This PUD/PDP calls for construction of 14 new buildings, including 7 laboratory buildings, 3 office towers, structured parking, and support facilities over a 30-year period. Please see Sheet 4

of the attached plans, *PDP Illustrative Plan at Full Buildout* (Attachment 1). Construction under the PUD/PDP has included one laboratory building ("Building 4") at Hollis and 53rd Street and a central utility plant ("Building 7a") on Chiron Way, both approved via a FDP by the City Council on August 20, 1996 (Resolution No. 96-143); one parking structure ("Building 12a") on Horton Street by a second FDP and amendment to the PUD/PDP approved by the Council on June 5, 2001 (Resolution No. 01- 076); and a park ("Hollis Green") at 53<sup>rd</sup> and Hollis Streets by a FDP approved by the Council on August 2, 2005 (Resolution No. 05-142).

*b. BMR Acquisition and Final Development Plan (FDP) Approval*

In 2006, Chiron was acquired by the multinational Swiss pharmaceutical firm Novartis. In November 2013, the diagnostics unit of Novartis was sold to Grifols, a multinational pharmaceutical and chemical manufacturer based in Barcelona, Spain.

On March 15, 2019 the remaining Novartis portion of the PUD was acquired by BMR, a developer of life sciences properties. On February 25, 2021 the Planning Commission approved an FDP to build four new multi-tenant research and development buildings and a 1,991-space supporting parking garage (Resolution Number FDP19-002).

Table 1 below summarizes the size and status of the six BMR buildings:

| <b>Building</b>            | <b>Maximum Height</b> | <b># Occupied Floors</b>            | <b>Maximum Size</b> | <b>Built/Not Built - Year</b> |
|----------------------------|-----------------------|-------------------------------------|---------------------|-------------------------------|
| B1                         | 178 feet              | 11                                  | 300,000 sq. ft.     | Not Built                     |
| B2/3                       | 114 feet              | 7                                   | 261,300 sq. ft.     | Built (Shell) – 2023-24       |
| B8A                        | 135 feet              | 7                                   | 221,000 sq. ft.     | Not Built                     |
| B8B                        | 103 feet              | 5                                   | 129,500 sq. ft.     | Not Built                     |
| B13/14<br>(parking garage) | 103 feet              | 11 levels, including grade and roof | 1,991 spaces        | Built – 2022-23               |
| B 4 (Legorreta building)   | 72 feet (approx.)     | 6                                   | 292,430 sq. ft.     | Built - 1991                  |
| PDU Building               | 30 feet (approx.)     | 1                                   | 13,776 sq. ft.      | Built – 1990s                 |
| Hollis Green               | N/A                   | N/A                                 | 30,044 sq. ft.      | Built – 2005-06               |

BMR built the parking garage (Building B13/14) in 2023, followed by one multi-tenant research and development building (Building B2/3) in 2024 and the campus came to be known as *Emery Yards*. Building B2/3 is a constructed as a “shell” building and has remained vacant.

Sutter Health acquired Emery Yards in February 2025 with the intention of constructing a medical campus at the site. Today, Sutter Health and Grifols share the properties addressed by the PUD/PDP, with each firm owning different buildings and facilities. Sheet 7 of the attached plans (*Site Plan – Sutter Owned Properties Existing Conditions, Attachment 1*), illustrates the properties owned by Sutter Health and those controlled by Grifols.

Sutter Health has now submitted an application to construct a medical facility that includes a new hospital and a new medical office building and would reuse existing buildings for medical office use as well as parking. As the Chiron PUD/PDP entitlements allow only for research and development, small scale manufacturing and office uses, Sutter Health's proposal requires an amendment to the Chiron PUD/PDP.

### **III. PROJECT DESCRIPTION**

#### *a. Project Site and Parcel Ownership*

The project site for the Sutter proposal comprises approximately 12 acres of the 22-acre Chiron PUD/PDP site and includes the buildings (B4, B2/3, B12/13 and PDU Building), building sites B1 and B8) and the Hollis Green park. See Sheet 7 of the attached plans (entitled *Site Plan – Sutter Owned Properties Existing Conditions, Attachment 1*).

Sutter Bay Hospitals owns the site previously proposed for Building 8A and 8B (now proposed as Building 8 for the hospital), and Sutter Bay Medical Foundation owns the sites of Buildings 1, 2/3, 4 and 13/14 (parking garage), the PDU Building and the Hollis Green.

#### *b. Project Proposal and Operating Characteristics*

The proposal includes construction of two new buildings (B8 and B1), re-use of the two existing buildings (B4 and B2/3), and demolition of the PDU building to create space for a shuttle depot. Please see Sheet 8 of the attached plans (entitled *Site Plan – Proposed Emeryville Medical Center Project Site and Building, Attachment 1*)

Table 2 below summarizes key characteristics of each building proposed for Sutter's portion of the PUD/PDP:

| Building Name        | Sq. ft. <sup>1</sup> | Height/Stories          | Uses                                                                                                                                                                                                                                                                            | Hours of Operation | Population <sup>2</sup>                                             |
|----------------------|----------------------|-------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|---------------------------------------------------------------------|
| <i>New Buildings</i> |                      |                         |                                                                                                                                                                                                                                                                                 |                    |                                                                     |
| B8 Hospital          | 785,000              | 330 feet/<br>17 stories | - 325-bed Hospital<br>- Labor and Delivery<br>- Neo-natal care unit<br>- Postpartum<br>- Medical-Surgical<br>- Intensive Care Unit<br>- ER and Operating Rooms<br>- Program elements including a clinical laboratory, inpatient pharmacy, administration, receiving and central | 24/7<br>3 shifts   | 2,049 daily employees;<br>1,469 per shift<br><br>488 visitors daily |

|                                                                                                                                                                                     |         |                        |                                                                                                                                                                                                                          |                                                    |                                                 |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------|------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------|-------------------------------------------------|
|                                                                                                                                                                                     |         |                        | supply areas, central utility plant, and a loading dock.<br><br>- Helipad – located at a height of 294 feet at a frequency of approximately one round-trip flight per day, including nighttime hours - patient transport |                                                    |                                                 |
| B1<br><br>(Two variants)                                                                                                                                                            | 55,600  | 50 feet/<br>3 stories  | Medical office (MOB) and parking (53 spaces)<br><br>OR<br><br>Housing (57-units) and parking (53 spaces)<br><br>9 ADA spaces for B2/3                                                                                    | 7am to 7pm,<br>M-F;<br>8am to<br>Noon<br>Saturdays | 122 employees daily<br><br>1088 visitors daily  |
| <i>Existing Buildings</i>                                                                                                                                                           |         |                        |                                                                                                                                                                                                                          |                                                    |                                                 |
| B4                                                                                                                                                                                  | 292,500 |                        | MOB and associate support space                                                                                                                                                                                          | 7am to 7pm,<br>M-F;<br>8am to<br>Noon<br>Saturdays | 643 employees daily<br><br>5,829 visitors daily |
| B2/3                                                                                                                                                                                | 272,700 | 114 feet/<br>7 stories | - MOB<br>- Surgical center<br>-Urgent care<br>- Pharmacy<br>- Blood lab<br>- Specialty clinics (OB/GYN; prenatal; urology; ENT; pediatrics)                                                                              | 7am to 7pm,<br>M-F;<br>8am to<br>Noon<br>Saturdays |                                                 |
| PDU Building Site                                                                                                                                                                   | 20,700  |                        | Shuttle Depot                                                                                                                                                                                                            | TBD                                                | N/A                                             |
| B13/14                                                                                                                                                                              | 710,641 | 103 feet/<br>11 levels | 1,991 spaces;<br><br>1200 sq. ft. commercial space                                                                                                                                                                       | 24/7<br><br>Regular business hours                 | N/A                                             |
| <sup>1</sup> Total Net Square Feet of Buildings: 1,405,800 (excludes garage)<br><br><sup>2</sup> Total Daily Employee Population = 2,814<br>Total Daily Visitor Population = 12,060 |         |                        |                                                                                                                                                                                                                          |                                                    |                                                 |

For more details regarding proposed uses please see Attachment 2, *Applicant's Project Description*. Page 15 of this attachment includes additional details and assumptions regarding the proposed helipad on Building B8.

*c. Site Circulation*

Vehicular Circulation:

Sheet 24 of the attached plans (entitled *Site Circulation – Proposed Public/Visitor/Employee Vehicular Circulation, Attachment 1*) illustrates how vehicles will access the site. The proposal involves removal of the traffic diverter on Horton Street and conversion of Chiron Way into a south-bound one-way street to accommodate anticipated vehicular trips. The main entrance of the hospital (B8) is proposed at 53<sup>rd</sup> Street, and the main entrance of existing Building B2/3 will be relocated from Hollis Street to Chiron Way. The main entrance of existing Building 4 at Chiron Way will not be changed. Hollis and Horton Streets will continue to function as two-way streets with access to the garage occurring at two entrances on Horton Street.

Sheet 24 also shows the location of passenger pick-up and drop-offs located along 53<sup>rd</sup> Street and Chiron Way.

Ambulance Circulation

Primary routes for ambulances arriving at the hospital are Hollis Street and Peladeau Street/Chiron Way. Ambulances will arrive and park at the rear of Building 8 using Chiron Way. (See Sheet 25, entitled *Site Circulation – Proposed Ambulance Circulation, Attachment 1*). Horton and 53<sup>rd</sup> Streets are shown as being secondary access routes for ambulances.

Service Vehicles Circulation

Service vehicles will primarily use Hollis Street, Stanford Avenue, Chiron Way and a portion of Horton Street. Service loading bays at Building B8 will be accessed via Horton Street, while loading docks at Building 4 and Building 2/3 will be accessed via Chiron Way. (See Sheet 26, entitled *Site Circulation – Proposed Service Vehicle Circulation, Attachment 1*).

Shuttle Circulation

Sutter is proposing to operate a dedicated shuttle service to transport staff and patients/visitors between the Emeryville campus and the Emeryville Amtrak Station, MacArthur BART Station, West Oakland BART Station and off-site parking facilities in Berkeley and Oakland. The exact locations for these pickup and drop off points are not yet identified.

Shuttle loading and unloading will occur at a new Shuttle Depot that will take the place of the existing PDU building, which will be demolished. At this time the applicant has not designed this facility but anticipates installing a landscaped perimeter fence or a decorative greenwall to provide separation between the park plaza and the Shuttle Depot.

Approximately 11 shuttles are anticipated to operate (with 20 passenger capacity) during employee peak hours to transport employees between satellite parking lots in Berkeley and Oakland and the Emeryville campus. During employee peak hours (6:00 AM to 8:00 AM and 3:00 PM to 6:00 PM), there would be a frequency of 1 shuttle every 5 minutes. During off-peak hours, the frequency of shuttles would potentially be 1 shuttle every 20 minutes.

The applicant anticipates adding additional shuttles with larger passenger capacities to transport employees and visitors to and from the Emeryville Amtrak Station, MacArthur BART Station, West Oakland BART Station and the campus. Potentially, there will be a frequency of 1 shuttle every 15 minutes during both peak and off-peak hours to the Amtrak Station and the 2 BART stations.

Shuttles to the off-site parking facilities would operate once the hospital is constructed and operational. The applicant states that shuttles “may need to operate before that to encourage medical office employees to use alternative transportation modes even if there is no parking deficit”.

See Sheet 23 (entitled *Site Circulation – Proposed Shuttle Circulation*, Attachment 1) to see shuttle routes that will run along Hollis, Horton and 53<sup>rd</sup> Streets, and Stanford Avenue.

### Bicycle Circulation

Sheet 21, *Site Circulation – Proposed Bicycle Circulation*, outlines existing bicycle circulation and identifies existing bicycle facilities including bicycle lanes, bicycle boulevard, separated (raised) bikeways and separated (street level) bikeways. Chiron Way is not envisioned to be used by bicycles. This sheet also shows locations of bicycle parking at all buildings except the hospital. No details regarding the proposed number of short-term and long-term spaces have been provided at this time.

As noted under the Vehicular Parking section above, the existing traffic diverter on Horton Street is proposed to be removed to allow vehicular flows. No additional bicycle infrastructure improvements are proposed at this time, and the applicant’s project description includes consideration of standard measures to reduce bicycle/vehicular conflicts such as high-visibility green pavement markings, enhanced signage and minimizing curb radii and crossing widths. See also *Applicant Project Description* for additional details regarding potential measures (Attachment 2, Page 28).

### Pedestrian Circulation

Sheet 22, *Site Circulation – Proposed Pedestrian Circulation*, outlines existing pedestrian pathways. The project proposes a new sidewalk along the hospital frontage on the west side of Chiron Way, extending from 53rd Street to the current sidewalk terminus just north of the proposed hospital site. The project would also install a midblock crossing on Chiron Way to facilitate pedestrian crossings between the hospital and the MOB.

*d. Open Space and Landscape Plan*

Sheets 9 and 10 of the attached plans (Attachment 1) illustrate existing open space/landscape plan and conceptual open space/landscape plan respectively. A total of 16 street trees are proposed to be removed (10 on 53<sup>rd</sup> Street and 6 on Horton Street) to accommodate the new hospital. An additional 31 private trees are also proposed for removal, though their locations are not noted on the plans at this time. The project includes the planting of 50 new, private trees along Horton and 53<sup>rd</sup> Streets and adjacent to the proposed shuttle depot. An arborist report will need to be submitted that provides details on the size and replacement values of the street trees removed in order to assess the project's compliance with the Urban Forestry Ordinance (UFO).

*e. Conceptual Building Design Elevations*

Sheets 28 to 38 of the attached plans (Attachment 1) provide a conceptual ground floor plan and stacking diagram for the hospital and preliminary elevations of the two new buildings. The hospital and the new MOB will operate as all-electric facilities, while existing buildings B4 and B2/3 would continue to utilize same power sources with which they were originally constructed.

*f. Estimated Construction Schedule*

Table 3: Construction Schedule

| Building                     | Start Work                                                                                                                                                                 | Total Construction Time | Anticipated/Earliest Construction Phase |
|------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------|-----------------------------------------|
| B2/3<br>(5555 Hollis Street) | Tenant Improvements (TIs) work starts 2 months after PUD amendment approval                                                                                                | 21 months               | Q3 2027- Q4 2029                        |
| B8                           | FDP submission after PUD Amendment approval                                                                                                                                | 71 months               | Q3 2034 – Q4 2033                       |
| B4<br>(5300 Chiron Way)      | TIs will proceed as future program requires and only after hospital construction is complete.<br><br>The building will be used for administrative purposes in the interim. |                         | Q3 2034- Q4 2035                        |
| B1                           | Start construction after hospital is in operation and B2/3 and B4 are at full occupancy.                                                                                   | 24 months               | TBD                                     |

|  |                                                                             |  |  |
|--|-----------------------------------------------------------------------------|--|--|
|  | In the interim, the site would be used as a construction coordination area. |  |  |
|--|-----------------------------------------------------------------------------|--|--|

#### IV. PRELIMINARY GENERAL PLAN AND ZONING ANALYSIS

The General Plan Land Use Designation for the site is Office/Technology except for the existing Hollis Green park which is designated as Park/Open Space. The zoning for the site is Planned Unit Development PUD-3, established in 1995 and known as the Chiron PUD/PDP as mentioned in Section II (Regulatory History) of this staff report. The proposed uses of hospital and medical office buildings are consistent with the Office/Technology land use designation, but not consistent with the Chiron PUD/PDP allowed land uses. Therefore, the project requires a PUD Amendment for the proposed uses. Staff will continue to evaluate whether the proposed hospital, medical office, and residential variant are fully consistent with the General Plan land use designation or whether additional General Plan or zoning (PUD) amendments are required to authorize the proposed use mix.

The maximum height permitted within the Chiron PUD/PDP is 225 feet and the underlying height zone in the Maximum Building Height Map in the General Plan is 50 feet (base)/100 (bonus). The proposed height of the hospital is 330 feet, which is higher than what is currently permitted in the PUD as well as higher than heights allowed by the Maximum Building Heights Map in the General Plan. The project therefore will require a General Plan Amendment (GPA). In order to approve a GPA, the Planning Commission and the City Council will need to make the following findings outlined in Section 9-7.1205 of the Emeryville Municipal Code (EMC):

- (a) The proposed amendment will contribute to the public health, safety, and general welfare or will be of benefit to the public;
- (b) The proposed amendment is consistent with the General Plan's guiding principles, unless the guiding principles themselves are proposed to be amended;
- (c) The proposed amendment retains the internal consistency of the General Plan and is consistent with other adopted plans, unless concurrent amendment to those plans is also proposed and will result in consistency;
- (d) The proposed amendment has been reviewed in compliance with the requirements of the California Environmental Quality Act; and
- (e) The proposed amendment complies with State law for the preparation, adoption, and amendment of general plans at California Government Code Section 65350 et seq.

The total build-out permitted by the Chiron PUD/PDP is 2.2 million square feet (excluding parking and open space). Sutter's proposed net square footage of existing and proposed buildings is 1,405,800, and the existing square footage for Grifols-controlled buildings is 284,700 square feet. Therefore, the proposed build out will not exceed that permitted by the Chiron PUD/PDP ( $1,405,800 + 284,700 = 1,690,500$ ).

The Chiron PUD/PDP specifies up to 0.81 parking spaces per employee. The existing parking garage (B13/14) accommodates 1,991 spaces and the project proposes an additional 62 spaces in the proposed MOB on site B1, for a total of 2,053 spaces. The estimated number of employees at the Sutter campus is 2,814. So, the maximum number of parking spaces permitted by the PDP based on the parking ratio of 0.81 spaces per employee is 2,279 spaces. The proposed parking at the Sutter campus is 2,053 spaces, which is equivalent to 0.73 spaces per employee and therefore is in compliance with the PUD/PDP specification.

The Chiron PUD/PDP also contains specifications relating to site design aspects including trees, landscaping, building setbacks and other topics. The proposed project's compliance with these topics is pending further analysis and design development.

## V. ENVIRONMENTAL REVIEW

The California Environmental Quality Act (CEQA) requires local jurisdictions to evaluate the potential environmental impacts of discretionary actions before approving development projects. When a project may result in significant impacts, CEQA requires the agency to disclose those impacts, consider feasible mitigation measures and alternatives, and determine whether the project may be approved in light of that environmental analysis. CEQA is an informational process and does not predetermine whether the City will ultimately approve, deny or modify the project.

The City has retained Urban Planning Partners (UPP) to prepare an Environmental Impact Report (EIR) for the Sutter project. The cost of this analysis is borne by the applicant. Attachment 3 provides UPP's scope of work that includes areas of analysis required by CEQA as well as a tentative schedule. As required by CEQA, an EIR scoping session is scheduled for the August 27<sup>th</sup> Planning Commission meeting to solicit comments on issues and areas that the EIR should analyze.

## VI. COMMUNITY AND COMMITTEE COMMENTS

### (a) *Community Meeting*

Consistent with past practice the City asked Sutter Health to conduct a community meeting introducing their proposal prior to any meetings with City committees or commissions. This was held on May 16, 2026 at 5300 Chiron Way, one of the existing buildings proposed to be repurposed as medical offices. Approximately 50 people attended in person and 75 people attended on-line. Comments made are summarized below. Please note this is not an exhaustive list of comments/issues raised and is provided to communicate key feedback and the overall tenor of the comments:

***Impacts on 53<sup>rd</sup> Street.*** Several residents of Emery Bay Village and the Golden Gate Residential Association in Oakland expressed concerns about traffic impacts on 53rd Street due to existing congestion during school drop-off and pick-up hours. Concerns regarding safety, parking and neighborhood character were also raised.

***Height and Massing.*** Concerns were raised regarding the proposed height of the hospital and its shadow impacts. It was suggested that the proposed height is out of scale with the surrounding buildings. Questions were raised about the sufficiency of the geological support for a structure with the proposed massing. A commenter suggested considering relocating the hospital to the corner of Stanford Avenue and Hollis Street (B-1 site).

***Community Benefit.*** Commentators noted Sutter's non-profit tax status and the limited tax contribution it would provide to the City and expressed interest Sutter providing broader community value through a community benefits package or similar mechanism.

*(b) Bicycle/Pedestrian Advisory Committee (BPAC)*

The BPAC reviewed the Sutter Medical Center proposal at their June 1, 2026 meeting. The applicant team presented the project's initial study and plan. Committee members and public commenters raised concerns across several topics, summarized below:

***General Bicycle and Pedestrian Impacts.*** Given the project's location in the middle of existing bicycle boulevards, Committee members and public commenters expressed significant concern about bicycle and pedestrian safety and connectivity with the Stanford Avenue and Horton Street intersection was flagged as a critical area. A representative from Bike East Bay reiterated their offer to work with the applicant on potential project refinements and measures addressing bicycle and pedestrian safety and connectivity and requested that NACTO thresholds be maintained.

***Horton Street Diverter.*** Multiple Committee members and commenters objected to the proposed removal of the Horton Street traffic diverter, with some suggesting additional diverters instead to protect surrounding neighborhoods from increased traffic.

***53rd Street Corridor and School Impacts.*** Representatives from the Golden Gate Residential Association in Oakland and 53<sup>rd</sup> Street Residents raised concerns about existing street parking, traffic congestion and impacts on schools along 53<sup>rd</sup> Street, particularly during drop-off and pick-up.

***Parking and Spillover Impacts.*** Questions were raised regarding the adequacy of the 1,991-space Horton Street garage, and spillover impacts beyond the immediate project vicinity, including 53<sup>rd</sup> Street to Martin Luther King Jr Way, Bay Street and the Loop.

53<sup>rd</sup> Street Residents submitted written comments to BPAC which are attached to this staff report. (Attachment 4).

*(c) Commission On Aging*

The Commission on Aging reviewed the proposal at their June 10, 2026 meeting. Commissioners and public commenters raised concerns across several topics, summarized below:

**Community Benefit.** Given Sutter's nonprofit status and limited tax contribution to the City, public commenters noted an expectation that Sutter would need to provide broader community value. Commissioners raised questions about Sutter's support for older adults, such as being part of the Department of Veterans Affairs (VA) network or part of the Program of All-Inclusive Care for the Elderly (PACE) program. Questions were also raised regarding Sutter's willingness to support seniors by providing regular programs at the Senior Center on different health-related issues such as dementia etc. One Commissioner suggested that Sutter should consider starting these programs next year rather than waiting for the entitlement process to be completed.

**Shuttles.** Commenters appreciated that a shuttle was planned for but had questions about shuttle accessibility, hours of operation, the number of vehicles and whether the shuttle system would be integrated with existing transit, including Emery Go-Round, Paratransit and the existing shuttle system for Alta Bates Summit Medical Center (Alta Bates) in Berkeley.

**Parking.** Commenters raised concerns about parking costs, accessibility, and whether parking validation comparable to Alta Bates existing program would be available.

**Traffic.** Commenters raised extensive concerns about congestion along 53rd Street, the Powell Street off-ramps, and Hollis and Horton Streets and asked about whether Sutter would share responsibility for required infrastructure improvements.

**Safety.** Commenters asked whether the project would include improved lighting and bus shelters in the site area and said that increased traffic at intersections would likely reduce pedestrian safety for older adults.

**Timeline and Engagement.** Commenters asked about the City's traffic study timeline, community engagement opportunities, and whether Sutter would maintain ongoing engagement with the Commission on Aging.

53<sup>rd</sup> Street Residents submitted written comments to the Commission on Aging which are attached to this staff report. (Attachment 5).

*(d) Parks and Recreation Committee*

The Parks and Recreation Committee reviewed the Sutter Medical Center project on June 17, 2026. Committee and community members were generally supportive of the project at this early stage, but raised concerns they hoped could be integrated into the design, summarized below:

**New Parks and Community Benefits.** Given Sutter's nonprofit status, commenters asked that the project deliver broader community value, such as new parks, a children's play area, outdoor dining and gathering spaces, public restrooms and public access to proposed rooftop terraces. Commenters added that Sutter should use pockets of space

between buildings not just for drainage or decorative plantings, but to create recreational spaces for people to gather, eat, or find respite.

**Changes to Existing Parks.** Questions were raised about whether mature trees would be replaced with younger ones and whether new landscaping would be only native plants. Commenters raised concerns about the changes to Chiron Plaza and the loss of it feeling like park space.

**Effects on Wildlife.** Commenters raised concerns about the impact of the helipad and helicopters on birds, including shorebirds and species in the Emeryville Bay Village tree canopy, and asked whether noise studies would be conducted. A commenter also requested that bird-safe glass fritting be placed on the exterior rather than the interior of the building.

**Pedestrian, Bike, and Vehicle Access.** Commenters raised concerns about cyclist and pedestrian safety on 53rd Street and asked that an alternative route, such as 45th Street, be made bike-safe and about how construction from re-routing, noise and dust would impact the connection between the South Bayfront Bridge and San Pablo Avenue.

53<sup>rd</sup> Street Residents submitted written comments to the Parks and Recreation Committee which are attached to this staff report. (Attachment 6).

## VII. STAFF COMMENTS

The proposal was reviewed at the May 28<sup>th</sup> Development Coordinating Committee (DCC) meeting and other inter-departmental meetings between the Community Development Department and Public Works staff. Staff recognizes the value the proposed project could contribute to Emeryville by bringing new inpatient and emergency medical services to the community, providing expanded healthcare services, and producing skilled construction and high-paying medical jobs. Projects of this scale have regional benefits but also have local impacts on infrastructure, public services, fiscal sustainability, and long-term land use planning that must be addressed through the City's entitlement process, environmental review, and any legally supportable project conditions, mitigation measures, and/or voluntary development agreement or community benefits.

**Transportation Impacts.** Staff recognized that a project of this size has the potential to substantially affect the City's circulation system and multimodal transportation network. While removal of the recently built diverter may be necessary for the functioning of the hospital, the transportation analysis should evaluate the corresponding effects of removing this bicycle and pedestrian infrastructure and, if significant impacts would occur, identify mitigation measures, to the extent feasible. Staff noted that the applicant has chosen not to identify specific bicycle and pedestrian improvements at this stage and is instead waiting for the transportation analysis to identify recommended measures.

Providing additional context at this stage will help all stakeholders, decision-makers, and reviewing bodies understand how the transportation, safety, and multimodal concerns are

expected to be addressed as the project moves through the entitlement, environmental review, and transportation analysis processes. Staff recommends that the applicant refine its project description so that it is more closely aligned with regional transportation planning and transportation impact analysis frameworks, including the Alameda CTC CMP Transportation Impact Analysis Guidelines, and show that the project's future transportation analysis will evaluate:

- Bicycle and pedestrian barriers resulting from increased traffic volumes, turning movements, and circulation changes.
- Bicycle, pedestrian, transit, shuttle, and vehicle conflict locations and interactions.
- Potential effects on bicycle boulevard operations, bicycle network connectivity, and multimodal corridor function.
  - Specifically address the east/west 53<sup>rd</sup> Street Bike Boulevard and the North/South Horton Street Bike Boulevard and other Bike Boulevards near the project site.
- Transit operations, transit access, and interactions between proposed shuttle services and existing transit services.
  - Discuss how or whether the shuttles may use existing stops citywide, shared with Emery Go-Round and AC Transit
- Driveway, loading, drop-off, shuttle, and emergency access interactions with the surrounding multimodal transportation network.
- Consistency with adopted City transportation policies and plans, including the Active Transportation Plan (ATP), Local Roadway Safety Plan (LRSP), and General Plan transportation policies.

As several community members identified existing congestion and safety concerns on 53<sup>rd</sup> Street during school drop-off and pick-up, staff conducted a field survey on Wednesday, June 3<sup>rd</sup>. The survey findings are summarized in Attachment 7. The results of the survey are qualitative observations during drop-off and pick-up hours; and staff notes that the transportation analysis will address the ways in which the project may exacerbate this issue in greater depth.

**Shuttle Routes and Shuttle Depot.** As mentioned in Section III (c) of this staff report, the applicant has proposed a designated shuttle service to transport staff and patients/visitors between the Emeryville campus and Amtrak station, MacArthur BART station, West Oakland BART Station and off-site parking facilities. Sutter has not yet provided sufficient details on routes, frequency and volume of services to evaluate the efficacy of the shuttle. This shuttle service is envisioned to facilitate smooth operation of the medical campus. Further study should evaluate whether a robust shuttle program, including appropriate routes, frequency, hours of operation, stops, and coordination with existing transit services, would reduce not only trips directly to the campus, but also for the project's vehicle trips, parking demand, VMT and multimodal conflicts. Staff encourages Sutter to explore potential integration of its shuttle service with the existing Emery-Go Round service, AC Transit, paratransit, and other existing services where doing so would improve project operations, reduce transportation impacts, or provide mutually beneficial transportation efficiencies.

Recognizing that there is no alternative site where a shuttle depot can be located, staff recommends that depot be designed to enhance, or at a minimum not diminish, the experience

along the pedestrian and bike paths connecting from Horton Street to the South Bayfront Bridge. Doing so could support active transportation and reduce conflicts between shuttle operations and existing bicycle and pedestrian circulation. The applicant should also consider whether introducing a customer-facing, active commercial use (e.g. a café) facing the plaza could activate the pedestrian level use of this area.

Staff also recommends that the proposed curb-cut for the shuttle depot along Horton Street align with 53<sup>rd</sup> Street to avoid line-of-sight issues.

**Housing Variant.** For building site B1 (corner of Hollis Street and Stanford Avenue) the applicant has proposed two variants – one is a 3-story, 55,600 square foot medical office and the second variant is a 3-story residential building accommodating 57 one-bedroom units for their employees. Both the environmental documents as well as the project approvals will review and consider the two options, to allow Sutter the flexibility to build workforce housing once the hospital is built and functioning. Staff understands that a larger medical office may not be feasible at this site given trip generation rates for such uses. However, staff encourages the applicant to consider a larger housing proposal for Sutter employees because it would potentially improve the project's jobs/housing balance, reduce employee commute trips, and provide a more direct project-related benefit than additional medical office space at this location.

**Community Benefits Program.** As this is a part of an existing PUD, the City's bonus density system does not apply. The EIR will identify the project's potentially significant impacts and evaluate feasible mitigation measures and alternatives required under CEQA, including transportation, noise, air quality, aesthetics, and other applicable environmental topics. Separately, the City may evaluate broader fiscal, public service, and public health, safety and welfare issues associated with the proposed medical campus. For example, because the hospital would be operated by a nonprofit entity, the project may generate different fiscal effects on tax-dependent services such as police and fire than other forms of private development at this site. Staff is engaging a consultant to conduct a fiscal analysis to evaluate the medical campus's fiscal and economic effects on the City.

To the extent supported by the fiscal analysis, environmental review, adopted City policies, or voluntary negotiations with Sutter, certain measures could be memorialized in a Development Agreement, Community Benefits Agreement, or similar mechanism. Potential topics may include, without limitation, transportation improvements, public realm improvements, senior programming, educational partnerships, workforce development, public art, or other project-related commitments. Any required conditions or exactions must be legally supportable or voluntary.

**Miscellaneous (Public Art).** Staff noted that there are tremendous opportunities for creating vibrant plazas with public art within the campus that would be of benefit to the community at large. Public art requirements may be considered through applicable City requirements, project design, or voluntary community benefit discussions, including opportunities to deploy art creatively on or beyond the campus where legally and practically appropriate.

**Miscellaneous (Mobile Food Vendor).** It was pointed out that Sutter has not proposed any new, ground floor retail/restaurant spaces that could benefit visitors and employees. Recognizing that the brick-and-mortar food spaces can often be less flexible and result in vacancies, Sutter could consider establishing a mobile food vendor program as these vendors are more flexible and can respond to demand. The use of mobile food vendors could also activate the existing Hollis Green park while providing food options for hospital users as well as the surrounding community members, including residents and office workers. Providing dining options on site could also reduce the number of vehicle trips to and from the campus.

**Miscellaneous (School and Child Care).** Consistent with General Plan Policies PP-14 through PP-P18, staff noted there are opportunities for Sutter to collaborate on programming with Emeryville Unified School District (EUSD) that would result in some form of educational programming such as intern and guest lecture programs. Staff encourages Sutter to initiate the process of exploring such opportunities with the EUSD staff. This effort can also extend to education for seniors, as noted by comments made at the Commission of Aging meeting.

Consistent with General Plan Policies T-P-67 and PP-P-14, Community Services Department staff noted the potential increased demand for childcare associated with Sutter's 2000+ employees that are expected to work at the Emeryville campus and the limited capacity at Emeryville Child Development Center. This demand may be even higher if the project ultimately incorporates the housing variant. Staff will continue to evaluate whether and how the project may affect demand for local childcare services.

## **VIII. PERMITS AND PROCESS**

Permits Required: The project will require a PUD amendment and a General Plan Amendment to address the proposed height, and any other General Plan or PUD consistency issues identified through further review. The project may also require additional approvals or permits, including but not limited to Final Development Plan approval, design review, tree removal authorization, transportation demand management review, parking-related approvals, encroachment permits, utility relocation permits, sign approvals, and other City or outside agency approvals as applicable. The Planning Commission will make recommendation to the City Council for their final decision. If a Community Benefit Agreement or Development Agreement is proposed, this would also be evaluated as part of the entitlements package.

Prior to making a decision on the proposal, decision-makers will first need to certify the environmental document (EIR) prepared to ensure compliance with CEQA.

Process: Following this study session, the project continue through the City's permit review process, including environmental review and public hearings before any final entitlement decision is made. Additional project information and analysis may raise issues not yet identified in this report. These will be identified and addressed in the staff report when the project is brought back to the Commission and Council for future study sessions, and for a hearing and decision.

## IX. RECOMMENDATION AND ISSUES TO CONSIDER

After hearing a presentation from the applicant and receiving public testimony, staff requests that the Planning Commission provide comments and direction regarding this project, addressing the following issues, and any other issues, as appropriate:

1. *Does the Commission have any comments or direction regarding the project's circulation plan and transportation improvements, including*
  - a. *Bicycle and pedestrian improvements*
  - b. *Driveway/drop-off/loading/emergency access interactions with existing transportation infrastructure*
  - c. *The format, extent, frequency, and operating characteristics of the shuttle system*
  - d. *Whether the applicant should evaluate opportunities to coordinate the shuttle system with existing transit and community transportation services where doing so would reduce project impacts or improve transportation efficiency.*
2. *Has the Commission identified any potential impacts from the proposed project on fiscal, public service, or public health, safety and welfare issues that would not be addressed through the CEQA mitigation process that should be further evaluated as part of the City's entitlement review, fiscal analysis, or any community benefits discussions?*
3. *Does the Commission have any comments on the proposed scale of the housing variant proposed at the B-1 site, including whether the applicant should evaluate a larger workforce housing alternative or other site program that could reduce employee commute trips and better respond to project-related needs?*
4. *Does the Commission have any input for the applicant on the design of the shuttle depot, including its relationship to Hollis Green, the South Bayfront Bridge connection, and adjacent bicycle and pedestrian facilities?*
5. *Does the Commission have any other comments or direction regarding the project?*

### Attachments:

1. [Sutter Hospital Medical Center Plans](#)
2. [Applicant Project Description](#)
3. [UPP Contract for CEQA Work](#)
4. [53<sup>rd</sup> Street Residents Comments Submitted to BPAC](#)
5. [53<sup>rd</sup> Street Resident Comments Submitted to Commission on Aging](#)
6. [53<sup>rd</sup> Street Resident Comments Submitted to Parks and Recreation Committee](#)
7. [Staff Traffic Observation Summary \(Anna Yates school\)](#)