



PLANNING COMMISSION AGENDA REPORT

MEETING DATE: July 27, 2026

ITEM NUMBER: NB-2

SUBJECT: FAIRVIEW DEVELOPMENTAL CENTER SPECIFIC PLAN STUDY SESSION

FROM: COMMUNITY DEVELOPMENT DEPARTMENT/ PLANNING DIVISION

PRESENTATION BY: MELINDA DACEY, PRINCIPAL PLANNER, ANNA MCGILL, PLANNING MANAGER AND KAREN GULLEY / JENNIFER KELLEY, PLACEWORKS

**FOR FURTHER
INFORMATION**

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RECOMMENDATION:

Staff recommends the Planning Commission:

1. Receive the staff presentation, and provide feedback on the Fairview Developmental Center Specific Plan (FDCSP), Draft Environmental Impact Report (EIR), and associated Zoning Code and General Plan amendments.

APPLICANT OR AUTHORIZED AGENT:

The City of Costa Mesa.

BACKGROUND:

The Fairview Developmental Center (FDC) is a 115-acre State-owned property located at 2501 Harbor Boulevard in the City of Costa Mesa. The site was historically developed and operated as a residential care facility for individuals with developmental disabilities. Through extended negotiations, the State will retain ownership of 20 acres for the Southern Regional Emergency Operations Center (SREOC), which is not included in the FDCSP area. The FDCSP boundary encompasses approximately 95 acres. Of this, the California Department of Developmental Services (DDS) will retain 15 acres for housing similar to Harbor Village Apartments, leaving approximately 80 acres available for future development.

Legislative Intent

The FDC Specific Plan effort commenced in 2022, after Senate Bill (SB) 188 was enacted by the State legislature and *inter alia* added Section 14670.31 to the Government Code. SB 188 provides a framework for the reuse of the FDC property and codifies a partnership between the Department of General Services (DGS), DDS, and the City of Costa Mesa, including defined roles for each entity. This bill also stated that the State did not intend to follow the traditional state surplus property process. To support this effort, the State allocated \$3.5 million in State funding to the City to develop a Specific Plan, conduct necessary studies, and manage a community-based planning process. The Legislature's intent for the redevelopment of the FDC site is to prioritize affordable housing and housing to the greatest extent feasible, including a minimum of 200 units of permanent supportive housing, open space, and housing for individuals with developmental disabilities, and the City will create a Specific Plan for the FDC site that implements the provisions of Government Code Section 14670.31.

To that effect, Government Code Section 14670.31(c)(4) includes reference that a "development plan shall provide for housing and affordable housing at a level **consistent with** the January 2020 council-adopted strategy of 1,500 units and the housing assessment in the Department of General Services' 2021 Infrastructure Assessment of up to 2,500 units for the site (**emphasis added**)."¹ DGS prepared their May 27, 2021, Infrastructure Assessment as a part of their due diligence since the FDC site was identified as surplus and their need to understand what will affect the State's disposition of the site. The 2021 study evaluated likely constraints for redevelopment with a specific set of assumptions such as the total 110-acre site being available, the existing roadway configuration remaining unchanged and a financial feasibility component that included 500 affordable housing units. At the time the legislation was drafted, these were known factors for the FDC site. However, subsequent actions affecting these predefined unit counts identified within the legislation have occurred, which include:

- The City's adoption of its Sixth Cycle (2021-2029) Housing Element¹ in November 2022 (amended in 2023), increasing the affordable units for the site;
- The Southern Regional Emergency Operations Center (SREOC) utilizing 15-acres of the 110-acre site, thereby reducing available land for redevelopment; and
- The financial feasibility analysis conducted as a part of the planning process for the FDCSP found that development of housing less than 3,450 is not feasible (discussed in further detail below).

¹ The FDC site is a Housing Element Site with a minimum of 2,300 residential units (920 lower-income units, 690 moderate-income units, and 690 above moderate-income units).

Due to the factors described, and acknowledging the predefined unit count in the legislation, City staff requested clarification from the State regarding the legislative intent and inclusion of the predefined unit counts. In addition, the community and Planning Commission have also inquired about this topic. Accordingly, DGS provided a letter to the City, dated July 2, 2026, that reiterates the intent of Government Code Section 14670.31, and provide overall support for a specific plan that can accommodate up to 4,000 units. DGS further notes in their letter that when they drafted the requirements of the planning process, they specifically used the phrasing **consistent with** in the legislation instead of “between” or “not less than, and not more than” or other limiting language. DGS also reiterated that the “legislation required that the planning process address “economic feasibility of future development” (subsection (c)(1)), “maximize interested third-party potential purchases” (subsection (c)(2)), and have as an explicit intent to “provide certainty for the community and a potential developer” (subsection (c)(2)). As is clear from these requirements, the City’s task under the statute is to advance the land use process such that the Specific Plan is reasonably certain to be financially viable to implement.” See Attachment 1.

Financial Feasibility Analysis

The City’s project team prepared a financial feasibility analysis that was presented to the Planning Commission and City Council in 2025. See Attachment 2. As required by the Agreement with the State, and reiterated in the July 2, 2026, DGS letter, the City oversaw preparation of a Financial Feasibility Analysis (“Analysis”) for the FDC site, using three land use concepts as test cases. The three land use concepts included different unit counts, at Concept 1/2,300 units, Concept 2/3,450 units, and Concept 3/4,000 units, along with land use components identified during community outreach. Incorporating market demand and pricing, the Analysis provides a detailed summary of the development cost at the FDC site, excluding the cost that affordable housing developers will pay to build and operate their projects. The Analysis also includes project-wide infrastructure costs, such as demolition, roads, water, and sewer, along with public safety and open space needs for the level of development. Feasibility alternatives (i.e., changes in the assumptions for each land use concept that would make each concept more feasible) were included to identify adjustments that could make the overall project financially feasible.

Financial feasibility analyses are prepared and analyzed from the perspective of potential developers and ask the question: do the concepts provide enough market rate housing units to offset the costs to support the affordable housing, the DDS housing, and other amenities, such as public safety and parks and recreation facilities. It can be used to predict the potential feasibility of a project with the most accurate information at hand at the time the analysis is conducted. While these analyses try to anticipate future market trends, unforeseen trends or market factors could adjust identified feasibility when a future master developer is ready to construct. The Analysis is a ‘snapshot’ of the current market and its considerations. For FDC, the Analysis

evaluated the three concepts to determine how and whether a developer could redevelop the site and achieve an industry standard internal rate of return for project feasibility (15%). Table 1 is a summary of the results of the financial feasibility analysis:

Table 1: Total Cash Flow and Annual Internal Rate of Return			
	Concept 1	Concept 2	Concept 3
Cash Flow Sums with Financing and Cost/Revenue Escalation			
Total Cash Inflow	\$810,300,000	\$2,148,000,000	\$2,905,000,000
Total Cash Outflow	-\$962,700,000	-\$1,779,000,000	-\$2,235,000,000
Total Net Cash Flow	-\$152,360,000	\$369,100,000	\$669,8900,000
Financial Feasibility Metrics			
Annual Internal Rate of Return (IRR)	-20%	14.6%	16.7%
Feasibility Surplus/(Gap)	(\$233,000,000)	(\$5,020,000)	\$26,700,000

The financial feasibility analysis found that Concept 2 and Concept 3 were financially feasible; however, Concept 2 has a financing shortfall, commonly referred to as a “gap” in project financing. Based on the financial feasibility analysis, staff initially recommended a residential unit mix of 3,600 to 3,800 units for the preferred land use plan as a reasonably expected development range at the FDC site but studied up to 4,000 units as directed by City Council.

City and State Agreement

The City and DGS executed State Standard Agreement No. HD229063 in December 2022, consistent with SB 188, which Agreement was later amended on September 22, 2025 (collectively, the Agreement). As outlined in the Agreement, the final development plan must align with both the City’s adopted vision and the State’s interests. While the site is owned and controlled by the State (DGS), the Agreement outlines the City’s responsibilities for leading the land use planning process. The Agreement envisions that the City’s planning work for FDC would include the following deliverables:

- Robust Community Engagement Strategy (and implementation thereof);
- Comprehensive Conditions Report on the property and its setting;
- Economic Market Demand Report;
- Water Supply Assessment and coordination among Water Agencies;
- Project Conceptual Alternatives & a Preferred Plan Framework;
- Draft Specific Plan with Implementation Strategies;
- Public Draft Initial Study and Notice of Preparation, if required;
- Public Draft Environmental Impact Report;

- Draft Final Environmental Impact Report and Mitigation Monitoring and Reporting Program;
- Final Draft Specific Plan and Environmental Impact Report; and
- Public hearings for EIR certification and Specific Plan adoption, including any General Plan and Zoning amendments identified as necessary for consistency.

In accordance with the Agreement, the planning process has progressed to the final stages which include:

1. Public Review Draft Specific Plan;
2. Draft Environmental Impact Report (DEIR);
3. Public Hearing Draft Specific Plan;
4. Public Hearings with the Planning Commission and City Council; and
5. Adoption of the Final Specific Plan, and associated amendments for consistency, and certification of the Final Environmental Impact Report (FEIR).

The purpose of this study session is to provide the Planning Commission with an overview of the draft FDCSP and its components and allow for review of the FDCSP, associated Zoning Code and General Plan amendments for consistency, and the DEIR. Although no formal action will be taken at this meeting, staff is providing additional opportunity for questions, discussion and respectfully request feedback from the Planning Commission on the draft documents presented in this report. This feedback will inform staff if any further refinements may be needed prior to formal action by the Planning Commission.

Community Outreach

The community outreach and engagement process for the FDCSP began in 2023, with the first of five workshops. Each of the five workshops consisted of three separate sessions and dates at various locations throughout the community, for a total of 15 public engagement sessions. These workshops were advertised through various efforts, including mailers to 40,000 residents, social media posts, newspaper advertisements, and electronic notifications through the interested parties list and City newsletters. The workshops focused on various topics to garner community input throughout the planning process for the specific plan.

- Workshop No. 1 - November 2, 3, and 6, 2023 - Topics included the introduction of the project, FDC site context, requirements under State statute, and Housing Element requirements of the site. Community engagement included asking community members components of a great neighborhood as the beginning of the visioning process.
- Workshop No. 2 - January 23, 25, and 29, 2024 - Topics included background information for the project, project timeline and a summary of Workshop No.

1. Community engagement focused on the draft Vision and Guiding Principles, and feedback around mobility and open space concepts.
- Workshop No. 3 - February 29, March 4 and 6, 2024 - Topics included Refined Vision Statement, Housing, Mobility and Traffic, Parks and Open Space, and Infrastructure. Community engagement activities included stations of these topics with sticker dot exercises to learn more about the community's preferences to further identify the details of the specific plan.
- Workshop No. 4 - July 24, 25, and 31, 2024 - Topics included three land use concepts, key features, and analysis for each concept. This led into a land use concept survey that was available online from July 24 through August 30, 2024.
- Workshop No. 5 - March 24, 26, and 30, 2026 - The topic introduced the community to the Public Review Draft Specific Plan and all of its components based on prior community engagement efforts.

In addition to the above community engagement meetings, City staff held a focus group meeting with various golf course clubs on July 15, 2026, to discuss the secondary access road contemplated in the FDCSP and outline the future process. Furthermore, at the time of writing this staff report, a community Q&A is scheduled for July 23, 2026, to allow for an open dialogue with staff and prepare the community for the upcoming public hearings with the Planning Commission and City Council.

Prior FDC Project Updates at City Council, Planning Commission, and Parks and Community Services Commission

On December 12, 2023, the City Council received an overview of the planning process, the historic background of the FDC site, potential housing types (including both market-rate and affordable options), and considerations for future development. The staff report and attachments are available online at: <https://costamesa.legistar.com/MeetingDetail.aspx?ID=1141509&GUID=345AA40A-863E-4705-8AC0-6F703488A2F9>

On March 25, 2024, the Planning Commission received a presentation that included a summary of the public workshops and outlined the upcoming steps in the planning process. The staff report and attachments are available online at: <https://costamesa.legistar.com/LegislationDetail.aspx?ID=6600445&GUID=BE5C5BFB-7FF3-4EC5-B6A4-16240D272894>

At both of these meetings, the project team also presented detailed information on the economic and market considerations for affordable housing development. Topics included financing strategies, eligibility requirements, and the trade-offs needed to achieve feasibility. As part of the research and analysis, PlaceWorks conducted interviews with affordable and market-rate housing developers, advocacy groups, and industry experts familiar with Orange County housing trends. These interviews

explored preferences related to housing types, supportive services, private and public open space amenities, and neighborhood design. Insights gathered have directly informed the market demand and market feasibility analysis, the outcomes of which are included in this report to guide the development of a preferred land use plan.

The Planning Commission conducted three meetings on the Preferred Land Use Plan Framework on May 27, 2025, June 23, 2025, and August 25, 2025. Over the course of these three meetings, staff presented a comprehensive background on the City and State roles of the FDCSP, the findings of the Financial Feasibility Study (discussed above), community outreach summary, three different land use alternatives (balanced land use components that support affordable housing that is financially feasible with long-term flexibility), components of a Specific Plan, development realities of State housing laws, and environmental review. At the August 25, 2025, meeting, the Planning Commission adopted PC Resolution No. 2025-17 recommending a draft preferred land use plan for the FDCSP to the City Council for purposes of environmental review pursuant to the California Environmental Quality Act.

Link to May 27, 2025 Meeting Agenda, staff reports and associated attachments:
<https://costamesa.legistar.com/LegislationDetail.aspx?ID=7408827&GUID=E7162FB0-6F1B-49C8-8A10-A2B71A59E397>

Link to June 23, 2025 Meeting Agenda, staff reports and associated attachments:
<https://costamesa.legistar.com/LegislationDetail.aspx?ID=7443281&GUID=794883F8-79F0-429F-89AA-27A1037F3206>

Link to August 25, 2025 Meeting Agenda, staff reports and associated attachments:
<https://costamesa.legistar.com/LegislationDetail.aspx?ID=7523283&GUID=C8358D22-1767-42E4-9683-A0A0A9E45E27&Options=&Search=>

On October 9, 2025, City staff presented the FDCSP to the Parks and Community Services (PACS) Commission that included an overview of the project, timeline, and the Planning Commission's Open Space recommendations. The purpose of the meeting was to obtain PACS feedback regarding park amenities for consideration and inclusion in the FDCSP. At this meeting, the PACS Commission and wider community emphasized the need for a minimum amount of open space within the specific plan, particularly neighborhood sports fields for local sports programs.

Link to October 9, 2025 Meeting Agenda, staff reports and associated attachments:
<https://costamesa.legistar.com/LegislationDetail.aspx?ID=7693105&GUID=A38BE8F7-2C3F-4912-8FEC-E46C6A295BCB&Options=&Search=>

On October 21, 2025, the City Council considered the Planning Commission recommendation of the preferred land use plan for the FDCSP. After public comment concluded, the City Council deliberated the plan and ultimately directed staff to

move forward with the Planning Commission’s recommendation (which included a scope of environmental study in the form of the Draft Preferred Land Use Plan, up to 4,000 units, without committing the City to a specific course of action on the Specific Plan) and additionally increased the minimum open space by two acres resulting in the following change to the total open space acres: 12 acres increased to 14 acres. Table 2 depicts the Land Use categories that were utilized for the CEQA environmental review and preparation of the Public Review Draft Specific Plan.

Link to October 21, 2025 Meeting Agenda, staff report and associated attachments:
<https://costamesa.legistar.com/LegislationDetail.aspx?ID=7702666&GUID=68E67F0E-2180-4D5E-BF92-87ED2CB439DB&Options=&Search=>

Table 2 - Preferred Land Use Plan Designations and Affordable Housing

Land Use	Development Minimum	Development Maximum
Total Residential Units ^{1,4}	2,300 units minimum	4,000 units maximum
• Very Low Income	575 units ²	-
• Low Income	345 units	-
• Moderate Income	690 units	-
• Above Moderate Income	690 units	-
Commercial	10,000 sf minimum	35,000 sf maximum
Public Open Space ³	14 acres minimum	No maximum

Notes for Table 2:

1. The Very Low, Low, Moderate, and Above Moderate-income categories is defined in the City’s Housing Element.
2. The very low-income units shall include 200 Permanent Supportive Housing Units in accordance with State Code Section 14670.31. Housing developed on-site by DDS may count towards meeting this requirement.
3. Public Open Space includes areas planned for possible use of the following, including but not limited to: public parks, trails, plazas, and other types of open spaces available to the general public. It does not include private and common open space that is considered an on-site amenity for housing and is primarily accessible by the residents of the housing development.
4. Total units include the residential development within the 15-acres of land retained by DDS.
5. The Plan also contemplates a secondary access at the southeast corner of the site through the golf course, requiring the reconfiguration of up to six holes.

With this information known, the project team was able to move the FDCSP project into the next stages of the planning process which are discussed in detail below.

DISCUSSION AND ANALYSIS:

FDCSP

The FDCSP was developed based on extensive community outreach and input from the public. The FDCSP is a planning tool that provides a regulatory framework to guide future redevelopment, and improvements for the FDC site which includes specific land use regulations and development standards to carry out the community's vision. The FDCSP is comprised a total of eight chapters including:

1. **Chapter 1, History & Disposition Process**, documents the location, history of the FDC property and state law pertaining to operations and reuse of the site.
2. **Chapter 2, Introduction**, provides existing conditions, and the purpose, authority, and intent of the Specific Plan and summarizes the planning process, including community outreach.
3. **Chapter 3, Vision & Guiding Principles**, establishes the vision and guiding principles which serve as a guide for this Specific Plan and future development.
4. **Chapter 4, Land Use & Urban Design**, provides the conceptual land use plan, statistical summary, and objectives for housing developments and overall urban design on the Specific Plan site. It includes objective development and design standards.
5. **Chapter 5, Mobility**, describes the roadway network, including the different types of roadways and their requirements, bicycle and pedestrian connections, and intersections improvements.
6. **Chapter 6, Open Space, Landscaping & Public Art**, identifies the kinds of open space that will be incorporated within the Specific Plan area, and those that can be implemented as part of future development.
7. **Chapter 7, Infrastructure & Public Services**, provides information on the facilities and infrastructure needed to support future development, including electricity and natural gas, water and sewer, waste management, and nearby public services.
8. **Chapter 8, Administration & Implementation**, outlines the processes and procedures for development approvals as well as implementation of the Specific Plan, including conceptual phasing.

These chapters establish the regulatory framework for the future redevelopment of the FDC site and include development and design standards to achieve the community's vision. Each chapter includes a purpose statement that explains the intent of the chapter, objective development and design standards (where applicable), and chapter specific topics. For example, *Chapter 4, Land Use & Urban Design*, includes the following sections: Purpose, Land Use Plan, Urban Design, Housing Plan, Uses, and Development and Design Standards. Whereas *Chapter 6, Open Space, Landscaping & Public Art*, includes: Purpose, Open Space and Trails Plan, Landscaping and Trees, and Public Art. The various sections of each chapter

implement the community's vision. Details of all of the various community outreach activities, including their dates, are included in *Chapter 2, Introduction*, of the FDCSP.

The City released the public review draft specific plan for a 30-day public comment period that began on March 16, 2026, and concluded on April 15, 2026. In addition, the City held three rounds of community outreach for Workshop No. 5 that included in-person open house meetings on March 24, and March 26, 2026, and a virtual meeting on March 30, 2026, to introduce the community to the draft specific plan, inform them of its components, and obtain their feedback on the draft document. Spanish translation was available during all three events. The community was notified of the events through a variety of methods such as newspaper advertisement, e-blasts through the interested parties list, City Hall Snapshot, social media posts, announcements during Planning Commission and City Council meetings, and setting up A-Frame signs with meeting information and distributing flyers. The public comments received during this process resulted in refinements to the Public Hearing Draft FDCSP being presented to the Planning Commission was made available on the project webpage for the broader community on July 14, 2026, at the following link: https://fdcplan.com/wp-content/uploads/00_COMPILED_FDC-SpecificPlan_Hearing-Draft_07142026.pdf.

The updates made to the FDCSP in response to public comments include further text refinements to the vision and guiding principles, purpose statements, and addressing project phasing details and specific plan implementation processes. Other edits made to the document by staff align with new terminology for uses that were presented to the Planning Commission on April 13, 2026, at a study session as part of zoning code updates to Land Use Classifications for various nonresidential uses, which returned for recommendations to City Council at the Planning Commission's July 13, 2026, hearing. In addition, the residential parking minimums were removed to be consistent with City Council's direction for Housing Element sites rezoning at their March 17, 2026, hearing. This change was made for consistency due to the FDC site being a Housing Element site. Prior to this change, there were no parking minimums for affordable housing units and the market rate units included a 1.25 parking ratio for each one-bedroom unit and a 2.25 parking ratio for each two- or more bedroom unit. The 0.25 for each of these ratios were inclusive of guest parking.

The more substantial edits between the two drafts occurred in Chapter 8, Administration & Implementation. The edits include:

- Further refinements to the planning application process with some slight reorganization;
- Development impact fees were added to section 8.3.3;
- New Transportation Demand Management section 8.3.4;
- New Funding and Financing subsection 8.3.5.A;

- Further refinements to Table 8-3, Implementation and Conceptual Phasing, were made; and
- New Table 8-4, Ongoing Ownership, Maintenance and Funding.

A new planning application implementation action was added requiring the future Master Developer to conduct outreach and community engagement once the final secondary access road through the golf course—and any necessary redesign—is determined. This is included in the FDC Development Review Application requirements in Section 8.2.6.A as item number 15.

General Plan and Municipal Code Consistency

Government Code Section 65300.5 mandates that General Plan elements, and parts thereof, be integrated, internally consistent, and include a compatible statement of policies for the adopting agency. Staff has confirmed that the proposed FDCSP is consistent with the goals and policies of the Land Use, Circulation, Housing, Noise, Safety and Open Space and Recreation Elements of the City's General Plan. The Land Use Element is proposed to be amended to be consistent with the FDCSP by removing the existing general plan designation of Multi-use Center (MUC) throughout the Land Use Element and referring to the FDCSP. This change is proposed because the FDCSP establishes its own site-specific land use regulations. In addition, a new "Specific Plan" section is being added to the Land Use Element. Since the Southern Regional Emergency Operations Center (SREOC) is adjacent to the FDCSP, and per the City and State agreement, the SREOC's land use designation is proposed to change from MUC to Public and Institutional. The Land Use Element amendments are included as Link 2 below, where ~~striketrough~~ text denotes text being removed, and underline text denotes text being added. Exhibits depicting the existing and proposed land use map designations for the FDCSP, and the SREOC, are included in Link 3 below.

Since the MUC land use designation is being removed from the Land Use Element, the complimentary zoning designation for this land use designation must also be removed from the Zoning Code (Title 13 of the Costa Mesa Municipal Code). Targeted amendments to the Zoning Code remove all references to the "Institutional and Recreational Multi-use" (I&R-MLT) Designation. In addition, a new chapter titled "Specific Plans" is proposed to be added to the Zoning Code and refers to the FDCSP, but it will also list Costa Mesa's other adopted specific plans. This Zoning Code amendment allows the FDCSP to be implemented and supersede other zoning code requirements where there may be inconsistencies. This is due to the FDCSP incorporating its own site-specific zoning regulations (setbacks, heights, open space standards, etc.). Since the SREOC has a zoning designation of I&R-MLT, the site will be rezoned to "Institutional Recreational," which is a zoning designation that is consistent with the SREOC operations. The Zoning Code amendments are included in Link 4 below, where ~~striketrough~~ text denotes text being removed, and underline

text denotes text being added. Exhibits depicting the existing and proposed zoning map designations for the FDCSP, and the SREOC, are included in Link 5 below.

The proposed amendments to the Land Use Element and Zoning Code bring these documents into internal consistency and are therefore consistent with the purposes of the General Plan and Municipal Code. The General Plan and Zoning Code amendments associated with the FDCSP were made available for review on July 17, 2026.

ENVIRONMENTAL CONSIDERATIONS:

The City issued a Notice of Preparation (NOP) on October 29, 2025, which started the environmental review process for the FDCSP. The NOP was available from October 29, 2025, through December 5, 2025. A public scoping meeting was also held on November 17, 2025. The purpose of the NOP is to notify potential Responsible Agencies (Agencies) that the City, as Lead Agency, plans to prepare an EIR for the project and to solicit comments and suggestions regarding (1) the scope and content of the EIR and (2) the environmental issues and alternatives to be considered in the EIR, pursuant to the California Environmental Quality Act Guidelines (CEQA Guidelines) (Title 14 of the California Code of Regulations) Section 15082. The NOP also provides agencies, organizations, tribes, and interested parties of the preparation of the EIR and requests for comments on the scope and contents of the environmental document. The NOP was submitted to the State Clearinghouse per statute, and the following project number was assigned: SCH No. 2025101405. All subsequent project related environmental documents can be accessed on the State Clearinghouse webpage utilizing this project number.

A Notice of Availability (NOA) of the Draft Environmental Impact Report (DEIR) was issued on May 14, 2026, which began a 48-day public review and comment period that began on May 14, 2026, and concluded on July 1, 2026, pursuant to Public Resources Code Section 21092 and CEQA Guidelines Section 15087. The DEIR was prepared to analyze potential impacts of the project and identify measures to mitigate the environmental effects. The DEIR determined that the proposed project would result in potentially significant impacts related to the following environmental topics: air quality, biological resources, cultural resources, geology and soils, greenhouse gas emissions, hazards and hazardous materials, noise, transportation, and tribal cultural resources. In addition, the DEIR describes and evaluates project alternatives that may reduce or avoid any identified significant adverse impacts of the project. Topics that could not be mitigated to less than significant include air quality, biological resources, cultural resources, and greenhouse gas emissions. Responses to public comments on the DEIR are being prepared and will be included in the Final EIR. The Final EIR will be made available prior to the August 10, 2026, Planning Commission hearing.

The DEIR identified that the FDCSP project would result in the following:

No Impact or Less than Significant Impact	Significant Impacts that can be Mitigated to Less than Significant Impact	Significant and Unavoidable Impacts
Aesthetics	Geology and Soils	Air Quality
Energy	Hazards and Hazardous Materials	Biological Resources
Hydrology and Water Quality	Noise	Cultural Resources
Land Use and Planning	Transportation	Greenhouse Gas Emissions
Population and Housing	Tribal Cultural Resources	
Public Services		
Recreation		
Utilities and Service Systems		

Significant and Unavoidable Impacts

The DEIR includes an Executive Summary that contains *Table ES-2, Summary of Significant Environmental Impacts and Mitigation Measures*, which identifies all of the potentially significant and significant impacts that can be mitigated to a level that is less than significant with mitigation measures incorporated, and significant and unavoidable impacts that cannot be mitigated to a level that is less than significant with mitigation measures incorporated. A summary of the significant and unavoidable impacts are discussed below.

Air Quality: The DEIR found that the FDCSP would cumulatively contribute to air quality impacts with all new future development (residential and non-residential) that results in cumulative construction and operational criteria pollutant emissions. This is due to nonattainment designations in the South Coast Air Basin (SoCAB) and inconsistency with the South Coast Air Quality Management District's (South Coast AQMD's) Air Quality Management Plan (AQMP) (Impact AIR-1), short-term emissions that exceed the South Coast AQMD's thresholds during construction (Impact AIR-2), long-term emissions exceed South Coast AQMD's thresholds and cumulative contribution to the SoCAB's nonattainment designations (Impact AIR-3), sensitive receptors being exposed to pollutant concentrations (Impact AIR-4), and cumulative impacts would be cumulatively considerable (Impact AIR-5). Each of these identified impacts include mitigation measures that reduce the overall impact, but not to a level that is less than significant.

Biological Resources: The DEIR found that the FDCSP may impact an aquatic resource (potential wetland) if the off-site improvements that may be needed in relation to the secondary access road at the Costa Mesa Country Club affect the man-made pond on the Mesa Linda Golf Course (Impact BIO-2). The biological report notes that the man-made pond may be a wetland and would need to go through an aquatic resource delineation process with appropriate state and federal agencies. The other biological resource impacts (Impact BIO-1 and Impact BIO-3) indicate that the impacts would be reduced to a level that is less than significant with mitigation incorporated. Impact BIO-1 requires on-site surveys to be completed prior to construction activities commence for specific flora and fauna due to presence of suitable habitat on the FDC site. Impact BIO-3 requires compliance with Migratory Bird Treaty Act and pre-construction surveys are required to be conducted during the bird nesting season prior to commencement of construction activities, or avoidance during the bird nesting season.

Cultural Resources: The DEIR found that the FDCSP would result in the loss of a historic resource. The FDC site as a whole (buildings and internal walking paths) contribute cumulatively towards a historic district designation, even though the individual buildings themselves are not identified as a historic resource. The FDCSP envisions the complete redevelopment of the property that will result in the buildings being demolished, as well as the walking paths. This results in a significant and unavoidable impact. Mitigation measures include the completion of a Historic American Building Survey (HABS) with a scaled district map, detailed description of the site with historic narrative, and high-resolution digital photographs of the site. In addition, the FDCSP incorporates a requirement that at a minimum, three interpretive panels be placed on the site during redevelopment that explain the site's history (Impact CUL-1). Other cultural resource impacts (Impact CUL-2 and Impact CUL-3) indicate that the impacts would be reduced to a level that is less than significant with mitigation incorporated in relation to site grading and construction activities. The mitigation measures include archaeological monitoring and procedures for inadvertent discoveries that may arise during construction.

Greenhouse Gas Emissions: The DEIR found that the operation of the FDCSP project would cumulatively increase Greenhouse Gas (GHG) emissions that exceed the South Coast AQMD thresholds (Impact GHG-1 and Impact GHG-2) and mitigation measures will not reduce the impact to a level that is less than significant. Mitigation measures utilize the Air Quality mitigation measures because both of these topics overlap.

Alternatives

The DEIR evaluated the proposed project against three alternatives including a No Project Alternative, General Plan buildout with no specific plan (minimum 2,300 residential units from the Housing Element), and adaptive reuse of the Historic District. Chapter 4 of the DEIR includes a more detailed description of each

alternative. The DEIR identified the adaptive reuse of the Historic District as the environmentally superior alternative, but it would not meet all of the City's goals and would not eliminate any of the significant and unavoidable impacts associated with the project, though it would likely reduce the severity. The DEIR notes that this alternative would still result in the demolition of buildings and alterations to walking paths to accommodate the redevelopment, but it does not improve connectivity and mobility and only partially enhances open space and recreation.

All applicable environmental documents referenced above (NOP, NOA and DEIR) are available on the following City webpage:

<https://www.costamesaca.gov/government/departments-and-divisions/economic-and-development-services/planning/environmental-notice-and-reports>

PUBLIC NOTICE:

Because this is a study session as opposed to a public hearing, there is no public notice requirement for the Fairview Developmental Center Specific Plan Study Session beyond the applicable meeting notice requirements of the Brown Act. However, to encourage public engagement, the City provided the following announcements:

- Newspaper publication ad.
- The date and time of the study session were posted on the project website.
- Information about the study session was shared via the City's social media channels and distributed to the project email list and citywide email lists (which includes over 8,000 email addresses).

The announcement also included the August 10, 2026, Planning Commission hearing notice which was posted on-site at the FDC, mailed to property owners and occupants within 500 feet of the FDC site, and published in the Daily Pilot newspaper in conjunction with the study session meeting information. As of the date of this report, no written public comments have been received. Any public comments received prior to July 27, 2026, Planning Commission meeting will be forwarded separately to the Planning Commission.

NEXT STEPS:

Staff recommends that the Planning Commission receive the presentation and provide feedback to staff on the draft documents. The Planning Commission will hold a public hearing on August 10, 2026, to provide recommendations to the City Council regarding the FDCSP, Land Use Element, and Zoning Code amendments.

LINKS:

1. Fairview Developmental Center Specific Plan
https://fdcplan.com/wp-content/uploads/00_COMPILED_FDC-SpecificPlan_Hearing-Draft_07142026.pdf
2. Land Use Element Amendments
https://fdcplan.com/wp-content/uploads/Land-Use-Element_November-2025_FDC-SP-Tracked-Edits.pdf
3. Land Use Map Amendment
<https://fdcplan.com/wp-content/uploads/Existing-and-Proposed-Zoning-Map-GP-LUE-Map.pdf>
4. Zoning Code Amendments
<https://fdcplan.com/wp-content/uploads/Zoning-Code-Amendments-Fairview-Developmental-Center-Specific-Plan.pdf>
5. Zoning Map Amendment
<https://fdcplan.com/wp-content/uploads/Existing-and-Proposed-Zoning-Map-GP-LUE-Map.pdf>
6. Draft Environmental Impact Report (DEIR)
<https://www.costamesaca.gov/government/departments-and-divisions/economic-and-development-services/planning/environmental-notice-and-reports>

ATTACHMENTS:

1. July 2, 2026 Department of General Services Letter
2. July 19, 2024 FDCSP Financial Feasibility Overview for Land Use Plan Concepts Memorandum