



CITY OF COSTA MESA

PLANNING COMMISSION

Agenda

Monday, August 25, 2025

6:00 PM

**City Council Chambers
77 Fair Drive**

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4. Additionally, members of the public who wish to make a written comment on a specific agenda item, may submit a written comment via email to the PCPublicComments@costamesaca.gov. Comments received by 12:00 p.m. on the date of the meeting will be provided to the Commission, made available to the public, and will be part of the meeting record.

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Note regarding agenda-related documents provided to a majority of the Commission after distribution of the agenda packet (GC §54957.5): Any related documents provided to a majority of the Commission after distribution of the Agenda Packets will be made available for public inspection. Such documents will be posted on the city's website and will be available at the City Clerk's office, 77 Fair Drive, Costa Mesa, CA 92626.

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PLANNING COMMISSION REGULAR MEETING**AUGUST 25, 2025 – 6:00 P.M.****JEFFREY HARLAN
CHAIR****JON ZICH
VICE CHAIR****ANGELY ANDRADE
PLANNING COMMISSIONER****ROBERT DICKSON
PLANNING COMMISSIONER****KAREN KLEPACK
PLANNING COMMISSIONER****DAVID MARTINEZ
PLANNING COMMISSIONER****JOHNNY ROJAS
PLANNING COMMISSIONER****TARQUIN PREZIOSI
ASSISTANT CITY ATTORNEY****CARRIE TAI
DIRECTOR****CALL TO ORDER****PLEDGE OF ALLEGIANCE****ROLL CALL****ANNOUNCEMENTS AND PRESENTATIONS****PUBLIC COMMENTS – MATTERS NOT LISTED ON THE AGENDA**
Comments are limited to three (3) minutes, or as otherwise directed.**PLANNING COMMISSIONER COMMENTS AND SUGGESTIONS****CONSENT CALENDAR:**

1. [**AUGUST 11, 2025 UNOFFICIAL MEETING MINUTES**](#) [**25-431**](#)

RECOMMENDATION:

Planning Commission approve the regular meeting minutes of August 11, 2025.

Attachments: [**AUGUST 11, 2025 UNOFFICIAL MEETING MINUTES**](#)

PUBLIC HEARINGS:

1. [**CONTINUED FROM THE JULY 28TH, 2025 PLANNING COMMISSION 25-434 MEETING. UPDATES TO THE CITY OF COSTA MESA PROCEDURE FOR DETERMINING SHARED PARKING REQUIREMENTS \(PCTY-25-0001\)**](#)

RECOMMENDATION:

Staff recommends that the Planning Commission recommend that the City Council:

1. Find that the project is Exempt from the California Environmental Quality Act (CEQA), Section 15061(b)(3) ("Common Sense Exemption"); and
2. Approve the amendments and adopt a Resolution updating the City of Costa Mesa Procedure for Determining Shared Parking Requirements.

Attachments: [Agenda Report](#)

- [1. Draft Resolution](#)
- [2. Draft City Council Resolution](#)
- [3. Current Shared Parking Requirements](#)
- [4. Proposed Shared Parking Requirements](#)

2. [**FAIRVIEW DEVELOPMENTAL CENTER SPECIFIC PLAN LAND USE 25-433 PLAN - REVIEW AND RECOMMENDATION**](#)

RECOMMENDATION:

Staff recommends that the Planning Commission adopt a resolution to recommend to the City Council a scope of environmental study in the form of the Draft Preferred Land Use Plan for the Fairview Developmental Center Specific Plan, without committing the City to a specific course of action on the Specific Plan. Planning Commission comments on the Draft Preferred Land Use Plan will be forwarded to City Council for consideration.

Attachments: [Agenda Report](#)

- [1. Draft Resolution](#)
- [2. May 27, 2025 Staff Report](#)
- [3. June 23, 2025 Staff Report](#)

OLD BUSINESS: NONE.

NEW BUSINESS: NONE.

DEPARTMENTAL REPORTS:

1. PUBLIC WORKS REPORT

2. DEVELOPMENT SERVICES REPORT

CITY ATTORNEY REPORTS:

1. CITY ATTORNEY REPORT

ADJOURNMENT

PLANNING COMMISSION MEETING:

Costa Mesa Planning Commission meets on the second and fourth Monday of each month at 6:00 p.m.

APPEAL PROCEDURE:

Unless otherwise indicated, the decision of the Planning Commission is final at 5:00 p.m., seven (7) days following the action, unless an affected party files an appeal to the City Council, or a member of City Council requests a review. Applications for appeals are available through the City Clerk's Office; please call (714) 754-5225 for additional information.

CONTACT CITY STAFF:

77 Fair Drive, Costa Mesa, CA 92626
Planning Division (714) 754-5245
planninginfo@costamesaca.gov



CITY OF COSTA MESA

Agenda Report

77 Fair Drive
Costa Mesa, CA 92626

File #: 25-431

Meeting Date: 8/25/2025

TITLE:

AUGUST 11, 2025 UNOFFICIAL MEETING MINUTES

DEPARTMENT: ECONOMIC AND DEVELOPMENT SERVICES DEPARTMENT/
PLANNING DIVISION

RECOMMENDATION:

Planning Commission approve the regular meeting minutes of August 11, 2025.



REGULAR PLANNING COMMISSION MONDAY, AUGUST 11, 2025 - MINUTES

CALL TO ORDER - The Regular Planning Commission Meeting was called to order by Chair Jeffrey Harlan at 6:00 p.m.

PLEDGE OF ALLEGIANCE TO THE FLAG - Commissioner Martinez led the Pledge of Allegiance.

ROLL CALL

Present: Chair Jeffrey Harlan, Vice Chair Jon Zich, Commissioner Angely Andrade, Commissioner Robert Dickson, Commissioner Karen Klepack, Commissioner David Martinez, Commissioner Johnny Rojas

Absent: None

ANNOUNCEMENTS AND PRESENTATIONS: None.

PUBLIC COMMENTS - MATTERS NOT LISTED ON THE AGENDA: None.

PLANNING COMMISSIONER COMMENTS AND SUGGESTIONS:

Commissioner Dickson commented on the recent "Neighborhoods Where We Belong" event held at the Senior Center. He suggested that future events could incorporate more of a town hall format to allow for general audience questions. He noted that community members he spoke with expressed interest in having that type of opportunity.

Commissioner Martinez commented on the "Neighborhoods Where We Belong" rezoning initiative and noted his attendance at the recent meeting at the Norma Herzog Community Center. He expressed appreciation for the event and the participation of council members and commissioners. He encouraged community members to attend upcoming meetings, including the session on August 21 at 6:00 p.m. at City Hall regarding Harbor Boulevard and Newport Boulevard, and the Westside walking tour on August 23 at 10:00 a.m. at the Senior Center. He also highlighted additional community events.

Vice Chair Zich reiterated his request for staff to include in the regular commission meeting packets a list of all active planning applications with their associated property addresses. He noted that staff had previously committed to providing this information once resources allow. He also reiterated his request for a list of SB-9 projects and their associated addresses, emphasizing his continued interest in receiving both items.

Chair Harlan reported on his attendance at the recent housing rezoning workshop. He emphasized the importance of providing clearer context to the public regarding the outcomes of the process, including zoning code changes, revisions to the land use map, and amendments to the General Plan and Housing Element. He cautioned against vague questions that could risk disengaging participants and suggested offering more direct information on deliverables. He also recommended exploring additional outreach methods, including informal community settings, to broaden participation.

CONSENT CALENDAR:

1. JULY 28, 2025 UNOFFICIAL MEETING MINUTES

MOVED/SECOND: MARTINEZ/ DICKSON

MOTION: to approve Consent Calendar.

The motion carried by the following roll call vote:

Ayes: Chair Harlan, Vice Chair Zich, Commissioner Andrade, Commissioner Dickson, Commissioner Klepack, Commissioner Martinez, Commissioner Rojas

Nays: None

Absent: None

Recused: None

Motion carried: 7-0

ACTION:

Planning Commission approved consent calendar items.

-----**END OF CONSENT CALENDAR**-----

PUBLIC HEARINGS:

1. DESIGN REVIEW (PA-23-14) AND TENTATIVE PARCEL MAP 2023-117 REQUEST FOR A RESIDENTIAL SMALL LOT SUBDIVISION TO CREATE TWO PARCELS, EACH CONTAINING A NEW TWO-STORY DETACHED SINGLE-FAMILY RESIDENCE AND AN ATTACHED TWO-CAR GARAGE AT 2308 SANTA ANA AVENUE

Presentation by Assistant Planner Caitlyn Curley.

Ali Sedghi stated he read and agreed to the conditions if approval.

Public comments:

Santa Bob expressed support for the project. He stated he had no objections to the proposal, noting only his dislike of the palm trees included in the plan.

Dave Prosek expressed concern about the limited time provided to review project documents. He highlighted privacy impacts from second-story windows overlooking his property, potential drainage issues affecting neighboring yards, and gaps in landscaping that could worsen privacy and noise concerns.

Blake Garner expressed concerns regarding the project's impact on neighborhood character and quality of life. He noted that the property had been left unattended for years and questioned the applicant's readiness to proceed. He cited concerns about increased traffic, parking, and potential strain on public services, as well as the scale and height of the proposed development compared to surrounding single-level homes. He also raised questions regarding compliance with solar requirements and minimum lot size standards.

Kelly Prosek expressed concerns regarding privacy impacts, the use of palm trees for screening, and potential safety issues from falling debris that could affect children and pets. She noted ongoing maintenance issues, including overgrowth and bamboo from the property damaging her yard and drainage system. Additional concerns included the placement of solar panels and air conditioning units, as well as the limited time provided to review project materials.

Alfonso Jimenez spoke on behalf of property owners Mike and Gene Tchaikovsky who were unable to attend. He stated that the owners submitted written objections to the Planning Commission and expressed concern about the limited time provided to review project materials. He requested a continuance of the hearing to allow additional time for review and consultation. Specific concerns included the project's layout and proximity to the backyard of 323 23rd Street, windows overlooking private yards, and existing issues with stormwater flooding and sewer overflows.

Motion Discussion:

During discussion, Commissioners expressed overall support for the project but raised broader concerns regarding processing timeframes, public notification, drainage concerns, and privacy impacts. Commissioner Martinez suggested reorganizing conditions of approval for clarity and commented on the unusual number of palm trees required by code, while Vice Chair Zich emphasized the need for adequate public review time and cautioned against approving projects solely because they provide housing. Commissioner Dickson highlighted Condition of

Approval No. 3 as addressing privacy concerns and supported the project with that safeguard in place. Commissioner Andrade supported the project and encouraged consideration of opportunities for first-time homebuyers. Commissioners further debated the proposed landscaping, with several expressing concerns about palm trees providing little privacy. A friendly amendment was accepted to direct staff to work with the applicant to replace as many palms as feasible with alternative trees, particularly along Parcel Two adjacent to neighboring lots, and to consider additional screening vegetation.

MOVED/SECOND: MARTINEZ/ ZICH

MOTION: To approve staff recommendation with an amendment directing staff to work with the applicant to replace palm trees with more suitable alternatives and add screening vegetation along Parcel Two to address privacy concerns, while noting the importance of clear conditions of approval and improved public review processes.

The motion carried by the following roll call vote:

Ayes: Chair Harlan, Vice Chair Zich, Commissioner Andrade, Commissioner Dickson, Commissioner Klepack, Commissioner Martinez, Commissioner Rojas

Nays: None

Absent: None

Recused: None

Motion carried: 7-0

ACTION:

The Planning Commission adopted a resolution to:

1. Find that the staff presentation is exempt from the provisions of the California Environmental Quality Act (CEQA) pursuant to Section 15315 (Class 15) Minor Divisions of Land, and Section 15303 (Class 3) New Construction or Conversion of Small Structures. In addition, this project is statutorily exempt from the requirements of CEQA pursuant to Public Resources Code section 21080.66; and
2. Approve Parcel Map No. 2023-117 and Design Review PA-23-14 based on findings of fact and subject to conditions of approval, with an amendment directing staff to work with the applicant to replace palm trees with more suitable alternatives and add screening vegetation along Parcel Two to address privacy concerns.

OLD BUSINESS: None.

NEW BUSINESS:

1. STUDY SESSION REGARDING POTENTIAL ZONING CODE AMENDMENTS

Presentation by Contract Planning Manager Amber Gregg.

The Commission discussed prioritization of proposed zoning code amendments, focusing on which categories would have the greatest impact on staff efficiency, project processing, and community development. Staff noted that use, standards, and definitions categories are the most common sources of ambiguity and clarifying them would save time and streamline reviews. Commissioners emphasized the importance of addressing inconsistencies with state law, correcting ambiguities, and distinguishing between technical amendments and policy-related items. Parking standards, drive-through uses, and floor area ratio were identified as higher priorities, along with coordination with other city bodies such as the Arts Commission and Active Transportation Committee where relevant.

Public Comments:

Mark Vukseovich expressed support for the proposed zoning code updates, particularly the removal of arbitrary parking minimums, citing the example of Neat Coffee on 19th Street, which nearly could not open due to parking requirements. He emphasized that landowners and business owners should have flexibility in determining their parking needs. He also voiced agreement with Commissioner Martinez on limiting drive-throughs, citing circulation and property tax concerns, and noted additional issues such as setbacks, floor area ratio standards, and the prohibition of hookah lounges.

Motion Discussion:

During discussion on the motion, the Commission agreed to receive and file the report and supported staff's proposal to return with a reorganized list of zoning code amendments that distinguishes between technical updates and policy issues, and prioritizes items needed to address state law compliance and code ambiguities. Commissioners expressed differing views on whether to tackle easier items first or to focus on more complex, policy-driven amendments, and suggested grouping related items for efficiency. Additional comments touched on topics such as green space, parking standards, drive-through uses, and potential fiscal impacts.

MOVED/SECOND: DICKSON/ ZICH

MOTION: To move staff recommendation.

The motion carried by the following roll call vote:

Ayes: Chair Harlan, Vice Chair Zich, Commissioner Andrade, Commissioner Dickson, Commissioner Klepack, Commissioner Martinez, Commissioner Rojas

Nays: None

Absent: None

Recused: None

Motion carried: 7-0

ACTION:

The Planning Commission received and filed.

REPORT - PUBLIC WORKS - None.

REPORT - DEVELOPMENT SERVICES - Ms. Tai reported that City Council approved the residential development at 3150 Bear Street with modifications, including removal of a pedestrian gate to Olympic Avenue, incorporation of pedestrian safety features in the new signal at Bear Street, and direction to monitor parking impacts in adjacent neighborhoods. The rezoning portion of the project is scheduled for second reading on September 2. Staff also thanked the public for participating in the "Neighborhoods Where We All Belong" workshop and noted that the Fair Housing workshop originally scheduled for August 14 has been rescheduled to October 9 due to a conflict with the fair.

REPORT - ASSISTANT CITY ATTORNEY - None.**ADJOURNMENT AT 8:29 p.m.**

Submitted by:

CARRIE TAI, SECRETARY
COSTA MESA PLANNING COMMISSION



CITY OF COSTA MESA

Agenda Report

77 Fair Drive
Costa Mesa, CA 92626

File #: 25-434

Meeting Date: 8/25/2025

TITLE:

CONTINUED FROM THE JULY 28TH, 2025 PLANNING COMMISSION MEETING. UPDATES TO THE CITY OF COSTA MESA PROCEDURE FOR DETERMINING SHARED PARKING REQUIREMENTS (PCTY-25-0001)

DEPARTMENT: ECONOMIC AND DEVELOPMENT SERVICES DEPARTMENT/
PLANNING DIVISION

PRESENTED BY: CAITLYN CURLEY, ASSISTANT PLANNER &
DANIEL INLOES, AICP, ECONOMIC DEVELOPMENT ADMINISTRATOR

CONTACT INFORMATION: CAITLYN CURLEY 714-754-5692
Caitlyn.Curley@costamesaca.gov

RECOMMENDATION:

Staff recommends that the Planning Commission recommend that the City Council:

1. Find that the project is Exempt from the California Environmental Quality Act (CEQA), Section 15061(b)(3) ("Common Sense Exemption"); and
2. Approve the amendments and adopt a Resolution updating the City of Costa Mesa Procedure for Determining Shared Parking Requirements.



PLANNING COMMISSION AGENDA REPORT

MEETING DATE: AUGUST 25, 2025

ITEM NUMBER: PH-1

SUBJECT: CONTINUED FROM THE JULY 28TH, 2025 PLANNING COMMISSION MEETING. UPDATES TO THE CITY OF COSTA MESA PROCEDURE FOR DETERMINING SHARED PARKING REQUIREMENTS (PCTY-25-0001)

**FROM: ECONOMIC AND DEVELOPMENT SERVICES DEPARTMENT/
PLANNING DIVISION**

**PRESENTATION BY: CAITLYN CURLEY, ASSISTANT PLANNER &
DANIEL INLOES, AICP, ECONOMIC DEVELOPMENT
ADMINISTRATOR**

**FOR FURTHER
INFORMATION
CONTACT: CAITLYN CURLEY
714-754-5692
Caitlyn.Curley@costamesaca.gov**

RECOMMENDATION

Staff recommends that the Planning Commission recommend that the City Council:

1. Find that the project is Exempt from the California Environmental Quality Act (CEQA), Section 15061(b)(3) ("Common Sense Exemption"); and
2. Approve the amendments and adopt a Resolution updating the City of Costa Mesa Procedure for Determining Shared Parking Requirements.

APPLICANT OR AUTHORIZED AGENT

The subject Zoning Code Amendment is a City-initiated request.

BACKGROUND

For more than four decades, the City of Costa Mesa's Procedure for Determining Shared Parking Requirements (Shared Parking Requirements) has served as the basis for evaluating parking needs in multi-use developments. This tool calculates parking demand by considering variations in peak hours and visitation patterns across multiple

uses on a single site. Over time, however, evolving development trends, new types of tenant uses, and trip patterns have changed and the shared parking table's limited list of land uses and older hourly distribution of demand needs to be updated to more accurately reflect current parking demand. In accordance with Table 13-89 of the Costa Mesa Municipal Code (CMMC), the Shared Parking Requirements table may be amended by City Council resolution. Staff is therefore recommending an update to align the table with current conditions and improve its effectiveness. The existing procedure is provided under Attachment 3 for reference.

Shared Parking

To understand the role of the shared parking procedure, it is important to first outline the City's base parking requirements under the Zoning Code. The Zoning Code requires new developments, major remodels, and new tenants to provide a minimum number of parking spaces based on the specific use of the property, as outlined in Table 13-89 of the Costa Mesa Municipal Code. This table assigns a parking ratio (such as spaces per square foot of building area) to each land use type, including retail, office, restaurant, and other non-residential land use types. Furthermore, Table 13-85 of the CMMC provides the minimum number of parking spaces for multi-family residential development.

For properties with a single tenant or use, these minimum parking requirements ensure that all parking demand for that use, including employee, visitor, or resident parking, is accommodated.

Where a property contains multiple tenants or uses, also known as a mixed-use development, Table 13-89 of the CMMC (Non-Residential Parking Standards) specifies that parking shall be determined using the Shared Parking Requirements. Per the CMMC, mixed-use developments are defined as:

The development of lot(s) or structure(s) with two or more different land uses—such as, but not limited to, residential, office, manufacturing, retail, public, or entertainment—in a single building or a physically integrated group of structures.

For mixed-use developments, staff works with the applicant to obtain a detailed list of all tenants, including their specific land use and the square footage of each suite. This information is then applied to the City's Shared Parking Requirements table, which calculates the site's peak parking demand. The shared parking model evaluates hourly parking demand from 6:00 a.m. to 12:00 a.m., applying use-specific percentages to determine the actual parking need throughout the day. The result of this analysis is code-required parking that more accurately reflects parking demand for the mixed-use development and allows the owner to more effectively utilize the property.

The process for the Shared Parking Requirements table includes the following steps:

1. Uses peak parking requirements for each use in the development according to the standards in the CMMC.
2. Uses industry standard hourly distributions stored in the Shared Parking Requirements table to determine the hourly and daily (weekend/weekday) parking requirement for each use. The industry standards sources for these hourly distributions are:
 - Urban Land Institute Shared Parking, 3rd Edition and
 - Institute of Transportation Engineers (ITE) Parking Generation, 6th Edition
3. Adds the total demand for all uses in the development by hour (for weekend and weekday separately) producing peak parking demand for the site, ensuring there is sufficient parking at any given hour for all tenants.
4. Then identifies the hour with the highest peak for weekdays and weekends, and the higher of the two is the established code-required parking for the entire development.

Item Continued

This proposed update is one of 11 technical code clean-up items presented to the Planning Commission for review and recommendation to the City Council. Items 1-10 were reviewed by the Planning Commission previously on July 28, 2025 and received a recommendation of approval. At the staff's request, the Planning Commission continued the Procedure for Determining Shared Parking Requirements to the regularly scheduled meeting of August 25, 2025, to be presented to the Planning Commission for consideration and recommendation to the City Council. This date was selected to allow for this item to be reviewed by City Council with the other technical code clean-up items scheduled for September 16, 2025.

This item was continued from the previous meeting to allow staff additional time to review and confirm the methodology used in the analysis. The July 28, 2025, Planning Commission Report and video are linked below:

July 28, 2025 Planning Commission Report:

<https://costamesa.legistar.com/View.ashx?M=F&ID=14545743&GUID=2B53E72A-0BDE-402E-8A2B-A0DA8C1A4611>

Video:

DESCRIPTION

Staff is proposing to amend the Shared Parking Requirements to add 12 additional uses to the table and update the hourly percent of demand for all listed uses with the available current data from the original table and industry standard sources. The proposed updates do not change the methodology of the table, do not alter the procedure on how the table is used, and do not alter the codified parking ratios. As proposed, the updates should provide a more accurate assessment of parking demand on mixed-use development sites resulting in a more efficient use of parking resources.

ANALYSIS

The following analysis provides detail on the proposed revisions, including updated hourly adjustments, land use categories, and supporting case study results. The proposed changes are included as Attachment 4 (Proposed Shared Parking Requirements).

Hourly Adjustment Updates

To ensure consistency and accuracy, the Shared Parking Requirements was updated using the methodology and sources used to develop the existing table. The table is based on data developed from Urban Land Institute (ULI) research, adjusted to use the City's codified parking ratios, and is compiled into an Excel-based table that outlines the expected percentage of required parking by hour for various land uses.

The hourly adjustments for all the land uses within the table came from industry standard sources. The proposed table collected 23 uses listed within the ULI Shared Parking, 3rd Edition. Each use has its own list of hourly adjustments from 6:00 AM until midnight. Staff used a weighted average to combine adjustments for visitors and employees and then scaled the weekday or weekend adjustments accordingly to ensure relationship between weekdays and weekends was maintained. Staff's approach is consistent with the methodology used to create the existing table.

The proposed table also collected three additional common uses from the ITE Parking Generation, 6th Edition. These three uses were pulled from ITE because ULI did not have data available for these specific uses. The uses include Fast Food w/Drive Thru, Breweries and Distilleries, and Other (small) Retail. The methodology and calculations have been reviewed and approved by the City's Transportation Division.

Existing and Proposed Land Uses

As previously mentioned in the background section, the proposed amendment to the City's Shared Parking Requirements table adds new land uses, updates to the existing uses, and updates demand factors; all to improve the accuracy of parking demand calculations. The goal of the Shared Parking Requirements table is to present a realistic picture of true parking demand based on contemporary land use patterns.

In the absence of specific shared parking factors for uses, staff must rely on flat maximum hourly demand rates that do not account for variations by time of day. Using flat rates for mixed-use development results in surplus parking. This results in an increase in requests for parking deviations, independent parking studies, or the loss of a potential new business.

To update the table, staff reviewed the uses already listed in the City's primary parking requirement table (Table 13-89). Next, staff analyzed land uses in the Land Use Matrix (Table 13-30) that exhibit unusual or concentrated peak-hour parking demand patterns (e.g. Health Clubs/Physical Fitness Facilities). Staff then focused on common uses in Costa Mesa with sufficient local data to support inclusion, such as active entertainment and event centers. While not currently listed in the Land Use Matrix, these uses have been the subject of multiple entitlements accompanied by parking studies, providing a strong basis for their addition to the table, particularly given their increasing frequency in mixed-use developments.

Over the last four decades, the City's land use mix has evolved significantly. The proposed update adds 12 additional uses to the table. Some broad categories from the 1980s table, like retail, office, and restaurant, are now broken into smaller, more specific subcategories. Retail and restaurant categories, for example, have diversified into specialized subcategories with distinct operating and parking characteristics. For example, restaurants range from fast food with drive-throughs to fine dining, each with unique parking patterns, whereas the original Shared Parking Requirements table based on 1985 data, only distinguished between small restaurants (under 3,000 square feet) and large restaurants (over 3,000 square feet). This change accounts for differences in operating hours and customer patterns within these groups, resulting in a more accurate and fairer estimate of parking needs.

Similarly, new popular uses were not represented in the original model. These include uses that were not previously considered, such as physical fitness facilities, dance studios, and event centers; business types that are now common in many mixed-use developments. These uses have unique parking patterns and including them in the table makes the parking analysis more precise and versatile.

The proposed amendment keeps the 14 existing uses in the Shared Parking Requirements table, but makes an important change, each use now has its own set of hourly parking adjustments. In the current table, some uses, such as Office and Banks, have different parking ratios per the CMMC, so they were separate columns but share the

same hourly pattern of use. This approach can oversimplify real parking needs. By assigning unique hourly demand to every use, the updated table more accurately reflects how parking needs change throughout the day for each type of business or activity. On Table 1: Comparison of Existing and Proposed Uses provides a side-by-side comparison of existing uses currently provided in the Shared Parking Requirements table and the uses proposed as part of this update.

Table 1: Comparison of Existing and Proposed Uses

Existing	Proposed
Retail	
<ul style="list-style-type: none"> • Retail 	<ul style="list-style-type: none"> • Grocery Store • Department/Super Store • Retail (other) • Furniture and Appliance Stores with Greater Than 5,000 SF of Floor Area
Office	
<ul style="list-style-type: none"> • Office • Medical Office • Banks 	<ul style="list-style-type: none"> • Office < 25,000 SF • Office >= 25,000 SF • Medical/Dental Office • Banks /Savings and Loans/ Credit Unions
Residential	
<ul style="list-style-type: none"> • Studio • One Bedroom • Two Bedroom • Three Bedrooms or More 	<ul style="list-style-type: none"> • Studio • One Bedroom • Two Bedroom • Three Bedrooms or More
Restaurant	
<ul style="list-style-type: none"> • Restaurants 1st 3,000 SF • Restaurants over 3,000 SF 	<ul style="list-style-type: none"> • Restaurants, less than 300 SF of Public Area • Fast Food w/ Drive Through • Restaurants without Breakfast • Restaurants with Breakfast • Bars and Nightclubs • Breweries and Distilleries
Tourism and Hospitality	
<ul style="list-style-type: none"> • Guest Rooms • Restaurant/ Lounge • Convention Center 	<ul style="list-style-type: none"> • Hotels/Motels (see corresponding use for ancillary activities) • Event Centers
Entertainment & Fitness	
<ul style="list-style-type: none"> • Theaters and Cinemas 	<ul style="list-style-type: none"> • Health Clubs/ Physical Fitness Facilities • Studios, Dance, Martial Arts, Music • Movie Theaters • Auditoriums • Active Entertainment*, Open After 11 PM and/or Serves Alcohol

	<ul style="list-style-type: none"> Active Entertainment*, Closes Before 11 PM and No Alcohol
--	---

*Active Entertainment is defined in staff policy as retail locations that focus on physical activities. (e.g. Escape Rooms, Hatchet Throwing, Cold Plunge, Simulators, etc.)

Uses Not Included

Staff also examined the potential to add other uses where unique parking patterns were suspected. However, sufficient local or regional data could not be secured to produce reliable hourly distributions for demand for the following:

- Churches and other religious assembly uses
- Racquetball and tennis facilities
- Industrial uses (including specialized manufacturing or distribution)

Application of the Updated Shared Parking Requirements Table

To determine the effectiveness of the proposed updates, staff conducted two case studies and compared them to the current Shared Parking Requirements table. The results of the case studies are shown in Table 2. Case Study 1, is a large shopping center consisting of a supermarket and grocery store, restaurants, medical offices, smaller retail tenants, and physical fitness studios. Case Study 2, is a strip mall with smaller retail tenants, medical offices, and restaurants.

Table 2: Summary of Case Study Results

	Case Study 1	Case Study 2
Code Required Parking	1123 parking spaces	250 parking spaces
1980s Shared Parking Demand	1110 parking spaces	234 parking spaces
Proposed Shared Parking Demand	960 parking spaces	209 parking spaces
Parking Provided On-Site	1011 parking spaces	225 parking spaces
Parking Surplus with New Data	51 parking spaces	16 parking spaces

In both test cases, the new summary table more accurately reflected the parking demand onsite based on site observations throughout the year and specific site assessments during the development of this report. To determine the accuracy of the proposed updates, staff conducted site visits on the weekend and weekdays at the identified peak parking demand hour, which were 1:00 p.m. and noon for Case Study 1, and 6:00 p.m. and noon for Case Study 2. In both case studies, Staff observed a parking surplus on-site at peak demand hours on both weekends and weekdays. Furthermore, not only did the new demand data result in a lower parking demand than the data from the 1980s, but it

also resulted in a parking surplus at the site, therefore increasing flexibility at the sites for future uses.

Benefits of a More Accurate Shared Parking Table

Updating the Shared Parking Requirements ensures that parking supply in Costa Mesa meets parking demand and aligns with current development patterns, supports economic vitality, and promotes efficient land use. Key benefits include:

- Maximized efficiency - Aligns parking supply with actual demand, reducing overbuilt parking while accommodating peak use periods.
- Optimized land use - Frees property area for revenue-generating uses, public amenities, or landscaping.
- Economic development - Expands the variety of businesses that can operate without costly parking deviations, fostering a business-friendly environment.
- Data-driven decisions - Uses current, industry-standard data to provide predictable, transparent parking requirements for applicants and staff.
- Cost savings - Lowers maintenance and construction costs for parking infrastructure.
- Support for mixed-use and adaptive reuse - Facilitates redevelopment and revitalization of existing properties in line with General Plan goals.

GENERAL PLAN CONFORMANCE

The proposed amendments are in conformance with the City's General Plan, including:

- The Land Use Element identifies shared parking as a manner in which the City can more productively use space, conserve land resources, and allow other uses for that space which add vitality to our urban areas (LU-16 Mixed-Use Districts).
- Policy LU-6.2 "Continue to promote and support the vitality of commercial uses to meet the needs of residents and that support regional-serving commercial centers." General Plan specifically states that shared parking supports the vitality of commercial properties by conserving land resources by reducing the space required for parking.
- Policy LU-6.7 "Encourage new and retain existing businesses that provide local shopping and services." If space within a property does not need to be used for

parking they it may be leveraged to provide additional space for commerce or uses that attract commerce.

- Policy LU-6.19 “Provide flexibility and support for development of residential, office, small retail centers, and similar uses that would serve residents and would also benefit from the high visibility along major corridors outside of significant commercial or industrial nodes.” Providing a more accurate shared parking requirements table allows for more flexibility on how any property might be developed and updating the shared parking table further supports not only mixed-use development but also adaptive reuse of existing centers.

The proposed shared parking requirements would continue to allow for orderly, high-quality development within Costa Mesa and encourage economic growth in the community. The updated requirements also provide allowances for the development and redevelopment of properties to encourage new and existing businesses to operate within Costa Mesa.

ENVIRONMENTAL DETERMINATION

The proposed amendment has been reviewed pursuant to the California Environmental Quality Act (CEQA). Staff recommends that the updated shared parking data be found exempt from the provisions of CEQA under Section 15061(b)(3) Common Sense Exemption, which applies when it can be seen with certainty that there is no possibility the activity in question may have a significant effect on the environment. The proposed amendment qualifies for this exemption because;

The proposed amendment does not establish any new regulatory framework. The shared parking table already exists in the City’s Municipal Code and is a long-standing tool used to calculate parking demand. The update simply refines the existing table by revising the hourly distribution of parking demand and expanding the list of uses to reflect current development practices. These refinements improve the accuracy of parking demand calculations without altering the underlying methodology.

By increasing accuracy, the amendment reduces the risk of either underestimating or overestimating parking needs, thereby minimizing the chance of indirect impacts such as spillover parking, unnecessary construction of surplus parking, or related transportation and greenhouse gas concerns. Importantly, the amendment does not change what land uses are permitted, the allowable floor area, or the required parking ratios. Development potential continues to be constrained by existing Floor Area Ratio standards and the City’s Land Use Matrix. Furthermore, the parking ratios are not relaxed but only change the distribution of demand. Thus, the maximum parking ratios remain unchanged. Therefore, there is no new construction or physical change to the environment resulting from this amendment.

Because the amendment only improves the precision of an existing analytical tool without expanding development capacity or creating new physical impacts, the amendments will reduce potential impacts compared to the existing table. This includes fewer unnecessary surface lots, which means less impervious surface, stormwater runoff, and heat island effect. There would also be fewer spillover parking issues in neighborhoods due to less traffic circulation and emissions from providing a more efficient supply of parking that also allows for more space for the potential of pedestrian or bicycle paths of travel, or increases in landscape area. This is all substantiated by the case studies we provide within the analysis.

Based on this evidence, it can be seen with certainty that there is no possibility that the amendments may have a significant effect on the environment, and therefore, is exempt from further review under CEQA Section 15061(b)(3).

ALTERNATIVES

The Planning Commission has the following alternatives:

1. **Recommend City Council approval with modifications.** The Planning Commission may recommend approval with modifications to the amended Shared Parking Requirements. Modifications would be forwarded to City Council for consideration.
2. **Recommend that the City Council not adopt the updated Shared Parking Requirements.** The Planning Commission may recommend that the City Council not adopt the proposed amendments to the Shared Parking Requirements. If the proposed amendment is not supported the existing shared parking requirements table will continue to be used with its current use offerings and hourly distributions.
3. **Continue the Item.** The Planning Commission may continue the item to a date certain with direction for staff to return with additional information, changes and/or clarifications for Planning Commission consideration. If the item is continued, it will not continue to the City Council with the other technical code clean-up items which are scheduled for the regular City Council meeting of September 16, 2025.

NOTICE

Pursuant to Government Code Section 65854(a), a 1/8th page public notice was published once in the Daily Pilot newspaper no less than 20 days before the July 28, 2025, public hearing for the technical code update, which the shared parking requirements update was item 11 of 11. As the Shared Parking Requirements were continued to a date certain, August 25, 2025, on July 28, 2025, during the Planning Commission hearing, additional public notice was not necessary.

CONCLUSION

The updated Shared Parking Requirements provide updated data to reflect current parking trends to improve the accuracy of parking demand projections. These updates are intended to maximize parking efficiency, improve land utilization, attract new businesses to the City, streamline review processes, and encourage new development and revitalization of existing development in the City.

ATTACHMENTS

1. Draft Planning Commission Resolution
2. Draft City Council Resolution
3. Existing Shared Parking Requirements
4. Proposed Shared Parking Requirements

RESOLUTION NO. PC-2025-

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF COSTA MESA, CALIFORNIA RECOMMENDING THAT THE CITY COUNCIL ADOPT A RESOLUTION AMENDING THE CITY OF COSTA MESA PROCEDURE FOR DETERMINING SHARED PARKING REQUIREMENTS (CODE AMENDMENT PCTY-2025-0001)

THE PLANNING COMMISSION OF THE CITY OF COSTA MESA, CALIFORNIA HEREBY FINDS AND DECLARES AS FOLLOWS:

WHEREAS, Costa Mesa Municipal Code Section 13-89 requires the calculation of shared parking demand for mixed-use developments as established by City Council adoption of the City of Costa Mesa Procedure for Determining Shared Parking Requirements; and

WHEREAS, Costa Mesa Municipal Code Section 13-89 includes provisions to update the City of Costa Mesa Procedure for Determining Shared Parking Requirements from time to time by resolution of the City Council; and

WHEREAS, the current City of Costa Mesa Procedure for Determining Shared Parking Requirements uses outdated data from 1985, which no longer accurately reflects modern parking demand; and

WHEREAS, updates to the City of Costa Mesa Procedure for Determining Shared Parking Requirements are essential to calculate an accurate parking demand for mixed-use developments; and

WHEREAS, staff has completed a study using industry standard sources, including the Urban Land Institute (ULI) Shared Parking, 3rd Edition and Institute of Transportation Engineers (ITE) Parking Generation, 6th Edition, to update the uses and parking data included in the City of Costa Mesa Procedure for Determining Shared Parking Requirements; and

WHEREAS, these study results can be used to calculate combined parking demand for developments with a mix of uses on one site.

NOW THEREFORE, THE PLANNING COMMISSION OF THE CITY OF COSTA MESA HEREBY RESOLVES AS FOLLOWS:

Section 1: Compliance with CEQA. Adoption of this resolution is exempt from the California Environmental Quality Act ("CEQA") pursuant to CEQA Guidelines Section 15061(b)(3)

(Common Sense Exemption), as it can be seen with certainty that this action will not have any significant effect on the environment. The proposed amendment qualifies for this exemption because;

The proposed amendment does not establish any new regulatory framework. The shared parking table already exists in the City's Municipal Code and is a long-standing tool used to calculate parking demand. The update simply refines the existing table by revising the hourly distribution of parking demand and expanding the list of uses to reflect current development practices. These refinements improve the accuracy of parking demand calculations without altering the underlying methodology.

By increasing accuracy, the amendment reduces the risk of either underestimating or overestimating parking needs, thereby minimizing the chance of indirect impacts such as spillover parking, unnecessary construction of surplus parking, or related transportation and greenhouse gas concerns. Importantly, the amendment does not change what land uses are permitted, the allowable floor area, or the required parking ratios. Development potential continues to be constrained by existing Floor Area Ratio standards and the City's Land Use Matrix. Furthermore, the parking ratios are not relaxed but only change the distribution of demand. Thus, the maximum parking ratios remain unchanged. Therefore, there is no new construction or physical change to the environment resulting from this amendment.

Because the amendment only improves the precision of an existing analytical tool without expanding development capacity or creating new physical impacts, the amendments will reduce potential impacts compared to the existing table. This includes fewer unnecessary surface lots, which means less impervious surface, stormwater runoff, and heat island effect. There would also be fewer spillover parking issues in neighborhoods due to less traffic circulation and emissions from providing a more efficient supply of parking that also allows for more space for the potential of pedestrian or bicycle paths of travel, or increases in landscape area. This is all substantiated by the case studies we provide within the analysis.

Based on this evidence, it can be seen with certainty that there is no possibility that the amendments may have a significant effect on the environment, and therefore, is exempt from further review under CEQA Section 15061(b)(3).

Section 2: Amendment. The City of Costa Mesa Procedure for Determining Shared Parking Requirements is hereby amended to read as set forth in Exhibit A, attached hereto and incorporated herein by this reference.

BE IT FURTHER RESOLVED that if any section, division, sentence, clause, phrase or portion of this resolution, or the document in the record in support of this resolution, are for any reason held to be invalid or unconstitutional by a decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining provisions.

PASSED AND ADOPTED this 25th day of August, 2025.

Jeffery Harlan, Chair
Costa Mesa Planning Commission

STATE OF CALIFORNIA)
COUNTY OF ORANGE)ss
CITY OF COSTA MESA)

I, Carie Tai, Secretary to the Planning Commission of the City of Costa Mesa, do hereby certify that the foregoing Resolution No. PC-2025- __ was passed and adopted at a regular meeting of the City of Costa Mesa Planning Commission held on August 25, 2025 by the following votes:

AYES: COMMISSIONERS

NOES: COMMISSIONERS

ABSENT: COMMISSIONERS

ABSTAIN: COMMISSIONERS

Carrie Tai, Secretary
Costa Mesa Planning Commission

Resolution No. PC-2025-__

RESOLUTION NO. 2025-xx**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF COSTA MESA, CALIFORNIA, AMENDING THE CITY OF COSTA MESA PROCEDURE FOR DETERMINING SHARED PARKING REQUIREMENTS (CODE AMENDMENT PCTY-2025-0001)**

THE CITY COUNCIL OF THE CITY OF COSTA MESA HEREBY FINDS AND DECLARES AS FOLLOWS:

WHEREAS, Costa Mesa Municipal Code Section 13-89 requires the calculation of shared parking demand for mixed-use developments as established by City Council adoption of the City of Costa Mesa Procedure for Determining Shared Parking Requirements; and

WHEREAS, Costa Mesa Municipal Code Section 13-89 includes provisions to update the City of Costa Mesa Procedure for Determining Shared Parking Requirements from time to time by resolution of the City Council; and

WHEREAS, the current City of Costa Mesa Procedure for Determining Shared Parking Requirements uses outdated data from 1985, which does not accurately reflect modern parking demand; and

WHEREAS, updates to the City of Costa Mesa Procedure for Determining Shared Parking Requirements are essential to calculate an accurate parking demand for mixed-use developments; and

WHEREAS, Staff has completed a study using industry standard sources, including the Urban Land Institute (ULI) Shared Parking, 3rd Edition and Institute of Transportation Engineers (ITE) Parking Generation, 6th Edition, to update the uses and parking data included in the City of Costa Mesa Procedure for Determining Shared Parking Requirements; and

WHEREAS, these study results can be used to calculate combined parking demand for mixed-use developments on one site.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF COSTA MESA HEREBY RESOLVES as follows:

Section 1: Compliance with CEQA. Adoption of this resolution is exempt from the California Environmental Quality Act ("CEQA") pursuant to CEQA Guidelines Section 15061(b)(3) (Common Sense Exemption), as it can be seen with certainty that this

action will not have any significant effect on the environment. The proposed amendment qualifies for this exemption because;

The proposed amendment does not establish any new regulatory framework. The shared parking table already exists in the City's Municipal Code and is a long-standing tool used to calculate parking demand. The update simply refines the existing table by revising the hourly distribution of parking demand and expanding the list of uses to reflect current development practices. These refinements improve the accuracy of parking demand calculations without altering the underlying methodology.

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Based on this evidence, it can be seen with certainty that there is no possibility that the amendments may have a significant effect on the environment, and therefore, is exempt from further review under CEQA Section 15061(b)(3).

Section 2: Amendment. The City of Costa Mesa Procedure for Determining Shared Parking Requirements is hereby amended to read as set forth in Exhibit A, attached hereto and incorporated herein by this reference.

BE IT FURTHER RESOLVED that the CEQA exemption for this project reflects the independent judgement of the City.

BE IT FURTHER RESOLVED that if any section, division, sentence, clause, phrase or portion of this resolution, or the document in the record in support of this resolution, are for any reason held to be invalid or unconstitutional by a decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining provisions.

PASSED AND ADOPTED this ____ day of XX, 2025.

John Stephens, Mayor

ATTEST:

APPROVED AS TO FORM:

Brenda Green, City Clerk

Kimberly Hall Barlow, City Attorney

STATE OF CALIFORNIA)
COUNTY OF ORANGE) ss
CITY OF COSTA MESA)

I, BRENDA GREEN, City Clerk of the City of Costa Mesa, DO HEREBY CERTIFY that the above and foregoing is the original of Resolution No. 2025-xx and was duly passed and adopted by the City Council of the City of Costa Mesa at a regular meeting held on the ____day of _____, 2025, by the following roll call vote, to wit:

AYES: COUNCIL MEMBERS:

NOES: COUNCIL MEMBERS:

ABSENT: COUNCIL MEMBERS:

IN WITNESS WHEREOF, I have hereby set my hand and affixed the seal of the City of Costa Mesa this ____day of _____, 2025.

Brenda Green, City Clerk

Appendix A. Hourly Adjustments for City of Costa Mesa Procedure for Determining Shared Parking Requirements

City Identified Land Use	Office < 25,000 SF		Office >= 25,000 SF		Grocery Store		Department/Super Store		Other Retail		Medical/Dental Offices	
Time	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend
6:00 AM	3%	0%	3%	0%	7%	5%	15%	17%	0%	0%	0%	0%
7:00 AM	14%	2%	14%	2%	22%	22%	33%	37%	0%	0%	7%	4%
8:00 AM	48%	6%	48%	6%	32%	32%	42%	47%	19%	0%	93%	41%
9:00 AM	88%	8%	88%	8%	55%	55%	60%	67%	33%	38%	93%	41%
10:00 AM	100%	9%	100%	9%	65%	65%	69%	77%	47%	55%	100%	43%
11:00 AM	96%	10%	96%	10%	72%	72%	79%	88%	55%	66%	100%	43%
NOON	79%	9%	80%	9%	87%	87%	89%	100%	89%	85%	54%	28%
1:00 PM	82%	8%	82%	8%	92%	92%	89%	100%	100%	100%	93%	0%
2:00 PM	95%	6%	95%	6%	96%	96%	89%	100%	73%	96%	100%	0%
3:00 PM	91%	4%	91%	4%	97%	97%	89%	100%	73%	79%	100%	0%
4:00 PM	79%	2%	80%	2%	100%	100%	86%	96%	66%	66%	93%	0%
5:00 PM	56%	1%	56%	1%	100%	100%	78%	87%	70%	64%	87%	0%
6:00 PM	23%	1%	24%	1%	97%	97%	69%	77%	75%	67%	67%	0%
7:00 PM	14%	0%	14%	0%	79%	79%	55%	62%	70%	70%	30%	0%
8:00 PM	5%	0%	5%	0%	52%	52%	42%	47%	54%	70%	15%	0%
9:00 PM	3%	0%	3%	0%	33%	33%	29%	32%	48%	51%	0%	0%
10:00 PM	1%	0%	1%	0%	20%	20%	11%	12%	0%	0%	0%	0%
11:00 PM	0%	0%	0%	0%	7%	7%	7%	8%	0%	0%	0%	0%
MIDNIGHT	0%	0%	0%	0%	7%	7%	4%	5%	0%	0%	0%	0%

City Identified Land Use	Restaurants with Less than 300 SF of Public Area		Fast Food w/ Drive Thru		Restaurants Without Breakfast		Restaurants With Breakfast		Bars And Nightclubs		Breweries And Distilleries	
Time	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend
6:00 AM	7%	6%	0%	0%	0%	0%	28%	15%	0%	0%	0%	0%
7:00 AM	11%	11%	0%	0%	3%	3%	53%	31%	0%	0%	0%	0%
8:00 AM	21%	21%	0%	0%	6%	4%	64%	50%	0%	0%	0%	0%
9:00 AM	31%	31%	0%	0%	10%	8%	77%	71%	0%	0%	0%	0%
10:00 AM	57%	58%	20%	0%	23%	11%	87%	90%	0%	0%	0%	0%
11:00 AM	85%	87%	40%	50%	41%	23%	91%	90%	0%	0%	0%	0%
NOON	98%	100%	100%	84%	67%	54%	100%	98%	0%	0%	56%	47%
1:00 PM	98%	100%	93%	100%	67%	58%	91%	85%	1%	1%	54%	69%
2:00 PM	89%	91%	80%	94%	60%	49%	56%	68%	1%	1%	56%	78%
3:00 PM	60%	61%	53%	64%	39%	49%	49%	44%	1%	1%	61%	88%
4:00 PM	55%	56%	33%	64%	47%	49%	49%	48%	1%	2%	66%	94%
5:00 PM	60%	61%	40%	59%	69%	66%	77%	63%	3%	4%	85%	97%
6:00 PM	84%	86%	37%	100%	84%	91%	82%	72%	25%	29%	98%	100%
7:00 PM	80%	81%	20%	72%	87%	96%	82%	72%	47%	54%	100%	94%
8:00 PM	50%	51%	33%	72%	87%	100%	82%	68%	67%	77%	95%	86%
9:00 PM	31%	31%	20%	61%	87%	91%	62%	36%	87%	100%	76%	79%
10:00 PM	21%	21%	0%	0%	84%	91%	56%	29%	87%	100%	0%	58%
11:00 PM	11%	11%	0%	0%	67%	89%	74%	21%	66%	100%	0%	0%
MIDNIGHT	7%	7%	0%	0%	23%	50%	26%	13%	44%	100%	0%	0%

City Identified Land Use	Active Entertainment - Open After 11 PM and/or Serves Alcohol		Active Entertainment - Closes Before 11 PM and No Alcohol		Studios, Dance, Marital Arts, Music, Etc.		Movie Theaters		Auditoriums		Health Clubs/Physical Fitness Facilities	
Time	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend
6:00 AM	0%	0%	0%	1%	70%	65%	0%	0%	0%	0%	70%	65%
7:00 AM	0%	0%	0%	1%	42%	37%	0%	0%	2%	2%	42%	37%
8:00 AM	0%	0%	0%	1%	42%	29%	0%	0%	2%	2%	42%	29%
9:00 AM	0%	1%	2%	3%	70%	41%	0%	0%	4%	4%	70%	41%
10:00 AM	0%	1%	24%	30%	70%	29%	0%	0%	4%	4%	70%	29%
11:00 AM	0%	1%	56%	69%	80%	41%	0%	0%	4%	4%	80%	41%
NOON	0%	1%	71%	87%	61%	41%	14%	21%	6%	6%	61%	41%
1:00 PM	1%	1%	75%	91%	70%	25%	29%	46%	6%	32%	70%	25%
2:00 PM	1%	1%	79%	96%	70%	21%	35%	55%	6%	73%	70%	21%
3:00 PM	1%	1%	79%	96%	70%	25%	36%	56%	6%	73%	70%	25%
4:00 PM	2%	2%	75%	90%	80%	46%	36%	56%	6%	6%	80%	46%
5:00 PM	4%	5%	79%	96%	91%	82%	40%	62%	6%	6%	91%	82%
6:00 PM	26%	30%	83%	100%	100%	78%	40%	62%	18%	18%	100%	78%
7:00 PM	49%	55%	79%	96%	89%	50%	52%	81%	36%	38%	89%	50%
8:00 PM	69%	78%	75%	91%	78%	25%	64%	100%	93%	100%	78%	25%
9:00 PM	89%	100%	54%	66%	67%	9%	64%	100%	93%	100%	67%	9%
10:00 PM	89%	100%	8%	10%	34%	2%	52%	100%	5%	5%	34%	2%
11:00 PM	89%	100%	0%	1%	11%	2%	42%	80%	2%	2%	11%	2%
MIDNIGHT	89%	100%	0%	1%	0%	0%	26%	50%	1%	1%	0%	0%

City Identified Land Use	Event Centers		Banks/Savings and Loans/Credit Unions		Furniture And Appliance Stores With Greater Than 5,000 Sf of Floor Area		Hotels ¹	
Time	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend
6:00 AM	0%	1%	0%	0%	15%	17%	84%	84%
7:00 AM	0%	1%	0%	0%	20%	22%	87%	87%
8:00 AM	0%	1%	54%	39%	33%	37%	91%	91%
9:00 AM	2%	3%	94%	49%	51%	57%	83%	83%
10:00 AM	24%	30%	100%	67%	78%	62%	74%	74%
11:00 AM	56%	69%	71%	79%	89%	82%	74%	74%
NOON	71%	87%	71%	74%	90%	96%	70%	70%
1:00 PM	75%	91%	71%	0%	89%	100%	70%	70%
2:00 PM	79%	96%	83%	0%	88%	96%	74%	74%
3:00 PM	79%	96%	71%	0%	83%	96%	74%	74%
4:00 PM	75%	90%	88%	0%	78%	82%	74%	74%
5:00 PM	79%	96%	100%	0%	74%	77%	79%	79%
6:00 PM	83%	100%	0%	0%	69%	77%	79%	79%
7:00 PM	79%	96%	0%	0%	56%	82%	77%	77%
8:00 PM	75%	91%	0%	0%	47%	92%	81%	81%
9:00 PM	54%	66%	0%	0%	29%	72%	85%	85%
10:00 PM	8%	10%	0%	0%	11%	12%	85%	85%
11:00 PM	0%	1%	0%	0%	0%	0%	88%	88%
MIDNIGHT	0%	1%	0%	0%	0%	7%	88%	88%

¹ Apply the corresponding Land Use category for ancillary hotel uses.

City Identified Land Use	Residential: Studio		Residential: 1 Bedroom		Residential: 2 Bedroom		Residential: 3 Bedrooms or more	
Time	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend
6:00 AM	81%	77%	81%	77%	87%	83%	90%	85%
7:00 AM	10%	20%	10%	20%	10%	20%	10%	20%
8:00 AM	85%	85%	85%	85%	85%	85%	85%	85%
9:00 AM	73%	75%	74%	76%	78%	80%	81%	81%
10:00 AM	20%	20%	20%	20%	20%	20%	20%	20%
11:00 AM	75%	80%	75%	80%	75%	80%	75%	80%
NOON	65%	71%	66%	71%	70%	75%	72%	77%
1:00 PM	20%	20%	20%	20%	20%	20%	20%	20%
2:00 PM	65%	75%	65%	75%	65%	75%	65%	75%
3:00 PM	57%	67%	58%	67%	61%	70%	62%	72%
4:00 PM	20%	20%	20%	20%	20%	20%	20%	20%
5:00 PM	60%	70%	60%	70%	60%	70%	60%	70%
6:00 PM	53%	63%	53%	63%	56%	66%	57%	67%
7:00 PM	20%	20%	20%	20%	20%	20%	20%	20%
8:00 PM	55%	69%	55%	69%	55%	69%	55%	69%
9:00 PM	49%	62%	49%	62%	52%	65%	53%	66%
10:00 PM	20%	20%	20%	20%	20%	20%	20%	20%
11:00 PM	50%	68%	50%	68%	50%	68%	50%	68%
MIDNIGHT	45%	61%	45%	61%	47%	64%	48%	65%

RESOLUTION NO. 85-56

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF
COSTA MESA, CALIFORNIA, ADOPTING SHARED PARKING
REQUIREMENTS FOR THE CITY OF COSTA MESA.

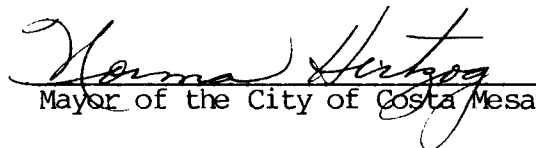
WHEREAS, the planning Commission and City Council have reviewed a report prepared by Staff concerning shared parking; and

WHEREAS, studies conducted by the Urban Land Institute and others indicate how peak parking demand for different uses varies by hour, day and month; and

WHEREAS, these study results can be used to predict combined peak parking demand for mixed use projects;

NOW THEREFORE, BE IT RESOLVED by the City Council of the City of Costa Mesa that the "City of Costa Mesa Procedure for Determining Shared Parking Requirements" as set forth in Exhibit A, attached, is hereby adopted for the City of Costa Mesa and will become effective on the effective date of Ordinance 85-20.

PASSED AND ADOPTED this 17th day of June, 1985.


Mayor of the City of Costa Mesa

ATTEST:


City Clerk of the City of Costa Mesa

STATE OF CALIFORNIA)
COUNTY OF ORANGE) ss
CITY OF COSTA MESA)

I, EILEEN P. PHINNEY, City Clerk and ex-officio Clerk of the City Council of the City of Costa Mesa, hereby certify that the above and foregoing Resolution No. 85-56 was duly and regularly passed and adopted by said City Council at a regular meeting thereof, held on the 17th day of June, 1985.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the Seal of the City of Costa Mesa this 18th day of June, 1985.

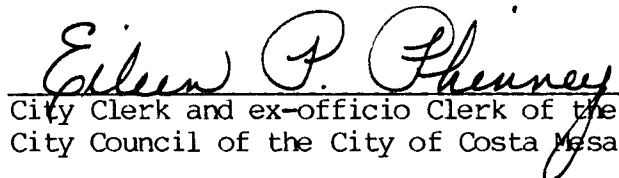

City Clerk and ex-officio Clerk of the
City Council of the City of Costa Mesa

EXHIBIT A

CITY OF COSTA MESA PROCEDURE FOR
DETERMINING SHARED PARKING REQUIREMENTS

- 1. Determine peak parking requirements for each use in the development according to standards in the Costa Mesa Municipal Code.
- 2. Using the following table, determine the hourly and daily parking requirement for each use:

	Banks and Office		Retail		Restaurant		Theaters and Cinemas		Residential		Guest Rooms		HOTEL Restaurant/Lounge		Conference/Convention
	Week days	Week ends	Week days	Week ends	Week days	Week ends	Week days	Week ends	Week days	Week ends	Week days	Week ends	Week days	Week ends	
6:00 am	3%	-	-	-	-	-	-	-	100%	100%	100%	90%	20%	20%	-
7:00 am	20	3%	8%	3%	2%	2%	-	-	87	95	85	70	20	20	-
8:00 am	63	10	17	10	5	3	-	-	79	88	65	60	20	20	50%
9:00 am	93	13	40	30	10	6	-	-	73	81	55	50	20	20	100
10:00 am	100	13	65	45	20	8	-	-	68	74	45	40	20	20	100
11:00 am	100	17	83	73	30	10	-	-	59	71	35	35	30	30	100
Noon	90	17	92	85	50	30	23%	30%	60	71	30	30	50	30	100
1:00 pm	90	13	95	95	70	45	53	70	59	70	30	30	70	45	100
2:00 pm	97	10	92	100	60	45	53	70	60	71	35	35	60	45	100
3:00 pm	93	7	90	100	60	45	53	70	61	73	35	40	55	45	100
4:00 pm	77	7	83	90	50	45	53	70	66	75	45	50	50	45	100
5:00 pm	47	3	75	75	70	60	53	70	77	81	60	60	70	60	100
6:00 pm	23	3	78	65	90	90	61	80	85	85	70	70	90	90	100
7:00 pm	7	3	85	60	100	95	68	90	94	87	75	80	100	95	100
8:00 pm	7	3	83	55	100	100	76	100	96	92	90	90	100	100	100
9:00 pm	3	-	58	40	100	100	76	100	98	95	95	95	100	100	100
10:00 pm	3	-	30	38	90	95	76	100	99	96	100	100	90	95	50
11:00 pm	-	-	12	13	70	85	61	80	100	98	100	100	70	85	-
Midnight	-	-	-	-	50	70	53	70	100	100	100	100	50	70	-

- 3. Determine the total demand for the development by hour and day by totaling the appropriate figures for each use.
- 4. The parking requirement for the development shall be equal to the highest total found under 3 above.

O-4-6

Resolution 85-56

Exhibit "A"
Resolution No. 85-56
Page 1 of 1

ATTACHMENT 4

Proposed Hourly Adjustments for City of Costa Mesa Procedure for Determining Shared Parking Requirements

City Identified Land Use	Office < 25,000 SF		Office >= 25,000 SF		Grocery Store		Department/Super Store		Other Retail		Medical/Dental Offices	
City Parking Ratios	4 parking spaces / 1,000 SF		4 parking spaces / 1,000 SF		4 parking spaces / 1,000 SF		4 parking spaces / 1,000 SF		4 parking spaces / 1,000 SF		6 parking spaces / 1,000 SF	
Time	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend
6:00 AM	3%	0%	3%	0%	7%	5%	15%	17%	0%	0%	0%	0%
7:00 AM	14%	2%	14%	2%	22%	22%	33%	37%	0%	0%	7%	4%
8:00 AM	48%	6%	48%	6%	32%	32%	42%	47%	19%	0%	93%	41%
9:00 AM	88%	8%	88%	8%	55%	55%	60%	67%	33%	38%	93%	41%
10:00 AM	100%	9%	100%	9%	65%	65%	69%	77%	47%	55%	100%	43%
11:00 AM	96%	10%	96%	10%	72%	72%	79%	88%	55%	66%	100%	43%
NOON	79%	9%	80%	9%	87%	87%	89%	100%	89%	85%	54%	28%
1:00 PM	82%	8%	82%	8%	92%	92%	89%	100%	100%	100%	93%	0%
2:00 PM	95%	6%	95%	6%	96%	96%	89%	100%	73%	96%	100%	0%
3:00 PM	91%	4%	91%	4%	97%	97%	89%	100%	73%	79%	100%	0%
4:00 PM	79%	2%	80%	2%	100%	100%	86%	96%	66%	66%	93%	0%
5:00 PM	56%	1%	56%	1%	100%	100%	78%	87%	70%	64%	87%	0%
6:00 PM	23%	1%	24%	1%	97%	97%	69%	77%	75%	67%	67%	0%
7:00 PM	14%	0%	14%	0%	79%	79%	55%	62%	70%	70%	30%	0%
8:00 PM	5%	0%	5%	0%	52%	52%	42%	47%	54%	70%	15%	0%
9:00 PM	3%	0%	3%	0%	33%	33%	29%	32%	48%	51%	0%	0%
10:00 PM	1%	0%	1%	0%	20%	20%	11%	12%	0%	0%	0%	0%
11:00 PM	0%	0%	0%	0%	7%	7%	7%	8%	0%	0%	0%	0%
MIDNIGHT	0%	0%	0%	0%	7%	7%	4%	5%	0%	0%	0%	0%

City Identified Land Use	Restaurants with Less than 300 SF of Public Area		Fast Food w/ Drive Thru		Restaurants Without Breakfast		Restaurants With Breakfast		Bars And Nightclubs		Breweries And Distilleries	
City Parking Ratios	4 parking spaces / 1,000 SF		10 parking spaces / 1,000 SF		10 parking spaces / 1,000 SF		10 parking spaces / 1,000 SF		10 parking spaces / 1,000 SF		10 parking spaces / 1,000 SF	
Time	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend
6:00 AM	7%	6%	0%	0%	0%	0%	28%	15%	0%	0%	0%	0%
7:00 AM	11%	11%	0%	0%	3%	3%	53%	31%	0%	0%	0%	0%
8:00 AM	21%	21%	0%	0%	6%	4%	64%	50%	0%	0%	0%	0%
9:00 AM	31%	31%	0%	0%	10%	8%	77%	71%	0%	0%	0%	0%
10:00 AM	57%	58%	20%	0%	23%	11%	87%	90%	0%	0%	0%	0%
11:00 AM	85%	87%	40%	50%	41%	23%	91%	90%	0%	0%	0%	0%
NOON	98%	100%	100%	84%	67%	54%	100%	98%	0%	0%	56%	47%
1:00 PM	98%	100%	93%	100%	67%	58%	91%	85%	1%	1%	54%	69%
2:00 PM	89%	91%	80%	94%	60%	49%	56%	68%	1%	1%	56%	78%
3:00 PM	60%	61%	53%	64%	39%	49%	49%	44%	1%	1%	61%	88%
4:00 PM	55%	56%	33%	64%	47%	49%	49%	48%	1%	2%	66%	94%
5:00 PM	60%	61%	40%	59%	69%	66%	77%	63%	3%	4%	85%	97%
6:00 PM	84%	86%	37%	100%	84%	91%	82%	72%	25%	29%	98%	100%
7:00 PM	80%	81%	20%	72%	87%	96%	82%	72%	47%	54%	100%	94%
8:00 PM	50%	51%	33%	72%	87%	100%	82%	68%	67%	77%	95%	86%
9:00 PM	31%	31%	20%	61%	87%	91%	62%	36%	87%	100%	76%	79%
10:00 PM	21%	21%	0%	0%	84%	91%	56%	29%	87%	100%	0%	58%
11:00 PM	11%	11%	0%	0%	67%	89%	74%	21%	66%	100%	0%	0%
MIDNIGHT	7%	7%	0%	0%	23%	50%	26%	13%	44%	100%	0%	0%

City Identified Land Use	Active Entertainment - Open After 11 PM and/or Serves Alcohol		Active Entertainment - Closes Before 11 PM and No Alcohol		Studios, Dance, Marital Arts, Music, Etc.		Movie Theaters		Auditoriums		Health Clubs/Physical Fitness Facilities	
City Parking Ratios	4 parking spaces / 1,000 SF		4 parking spaces / 1,000 SF		10 parking spaces / 1,000 SF		1 space/ 3 fixed seats or 1 space/ 35 square feet of seating area if there are no fixed seats		1 space/ 3 fixed seats or 1 space/ 35 square feet of seating area if there are no fixed seats		10 parking spaces / 1,000 SF	
Time	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend
6:00 AM	0%	0%	0%	1%	70%	65%	0%	0%	0%	0%	70%	65%
7:00 AM	0%	0%	0%	1%	42%	37%	0%	0%	2%	2%	42%	37%
8:00 AM	0%	0%	0%	1%	42%	29%	0%	0%	2%	2%	42%	29%
9:00 AM	0%	1%	2%	3%	70%	41%	0%	0%	4%	4%	70%	41%
10:00 AM	0%	1%	24%	30%	70%	29%	0%	0%	4%	4%	70%	29%
11:00 AM	0%	1%	56%	69%	80%	41%	0%	0%	4%	4%	80%	41%
NOON	0%	1%	71%	87%	61%	41%	14%	21%	6%	6%	61%	41%
1:00 PM	1%	1%	75%	91%	70%	25%	29%	46%	6%	32%	70%	25%
2:00 PM	1%	1%	79%	96%	70%	21%	35%	55%	6%	73%	70%	21%
3:00 PM	1%	1%	79%	96%	70%	25%	36%	56%	6%	73%	70%	25%
4:00 PM	2%	2%	75%	90%	80%	46%	36%	56%	6%	6%	80%	46%
5:00 PM	4%	5%	79%	96%	91%	82%	40%	62%	6%	6%	91%	82%
6:00 PM	26%	30%	83%	100%	100%	78%	40%	62%	18%	18%	100%	78%
7:00 PM	49%	55%	79%	96%	89%	50%	52%	81%	36%	38%	89%	50%
8:00 PM	69%	78%	75%	91%	78%	25%	64%	100%	93%	100%	78%	25%
9:00 PM	89%	100%	54%	66%	67%	9%	64%	100%	93%	100%	67%	9%
10:00 PM	89%	100%	8%	10%	34%	2%	52%	100%	5%	5%	34%	2%
11:00 PM	89%	100%	0%	1%	11%	2%	42%	80%	2%	2%	11%	2%
MIDNIGHT	89%	100%	0%	1%	0%	0%	26%	50%	1%	1%	0%	0%

City Identified Land Use	Event Centers		Banks/Savings and Loans/Credit Unions		Furniture And Appliance Stores With Greater Than 5,000 Sf of Floor Area		Hotels ¹	
City Parking Ratios	12.33 parking spaces / 1,000 SF		5 parking spaces / 1,000 SF		2 parking spaces / 1,000 SF		1 parking spaces / 2 units	
Time	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend
6:00 AM	0%	1%	0%	0%	15%	17%	84%	84%
7:00 AM	0%	1%	0%	0%	20%	22%	87%	87%
8:00 AM	0%	1%	54%	39%	33%	37%	91%	91%
9:00 AM	2%	3%	94%	49%	51%	57%	83%	83%
10:00 AM	24%	30%	100%	67%	78%	62%	74%	74%
11:00 AM	56%	69%	71%	79%	89%	82%	74%	74%
NOON	71%	87%	71%	74%	90%	96%	70%	70%
1:00 PM	75%	91%	71%	0%	89%	100%	70%	70%
2:00 PM	79%	96%	83%	0%	88%	96%	74%	74%
3:00 PM	79%	96%	71%	0%	83%	96%	74%	74%
4:00 PM	75%	90%	88%	0%	78%	82%	74%	74%
5:00 PM	79%	96%	100%	0%	74%	77%	79%	79%
6:00 PM	83%	100%	0%	0%	69%	77%	79%	79%
7:00 PM	79%	96%	0%	0%	56%	82%	77%	77%
8:00 PM	75%	91%	0%	0%	47%	92%	81%	81%
9:00 PM	54%	66%	0%	0%	29%	72%	85%	85%
10:00 PM	8%	10%	0%	0%	11%	12%	85%	85%
11:00 PM	0%	1%	0%	0%	0%	0%	88%	88%
MIDNIGHT	0%	1%	0%	0%	0%	7%	88%	88%

¹ Apply the corresponding Land Use category for ancillary hotel uses.

City Identified Land Use	Residential: Studio		Residential: 1 Bedroom		Residential: 2 Bedroom		Residential: 3 Bedrooms or more	
City Parking Ratios	1 covered, 0.5 open, 0.5 guest parking spaces / unit		1 covered, 1 open, 0.5 guest parking spaces / unit		1 covered, 1.5 open, 0.5 guest parking spaces / unit		1 covered, 2.5 open, 0.5 guest parking spaces / unit	
Time	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend	Weekday	Weekend
6:00 AM	81%	77%	81%	77%	87%	83%	90%	85%
7:00 AM	10%	20%	10%	20%	10%	20%	10%	20%
8:00 AM	85%	85%	85%	85%	85%	85%	85%	85%
9:00 AM	73%	75%	74%	76%	78%	80%	81%	81%
10:00 AM	20%	20%	20%	20%	20%	20%	20%	20%
11:00 AM	75%	80%	75%	80%	75%	80%	75%	80%
NOON	65%	71%	66%	71%	70%	75%	72%	77%
1:00 PM	20%	20%	20%	20%	20%	20%	20%	20%
2:00 PM	65%	75%	65%	75%	65%	75%	65%	75%
3:00 PM	57%	67%	58%	67%	61%	70%	62%	72%
4:00 PM	20%	20%	20%	20%	20%	20%	20%	20%
5:00 PM	60%	70%	60%	70%	60%	70%	60%	70%
6:00 PM	53%	63%	53%	63%	56%	66%	57%	67%
7:00 PM	20%	20%	20%	20%	20%	20%	20%	20%
8:00 PM	55%	69%	55%	69%	55%	69%	55%	69%
9:00 PM	49%	62%	49%	62%	52%	65%	53%	66%
10:00 PM	20%	20%	20%	20%	20%	20%	20%	20%
11:00 PM	50%	68%	50%	68%	50%	68%	50%	68%
MIDNIGHT	45%	61%	45%	61%	47%	64%	48%	65%



CITY OF COSTA MESA

Agenda Report

77 Fair Drive
Costa Mesa, CA 92626

File #: 25-433

Meeting Date: 8/25/2025

TITLE:

FAIRVIEW DEVELOPMENTAL CENTER SPECIFIC PLAN LAND USE PLAN - REVIEW AND RECOMMENDATION

DEPARTMENT: ECONOMIC AND DEVELOPMENT SERVICES DEPARTMENT/
PLANNING DIVISION

PRESENTED BY: CARRIE TAI, ECONOMIC AND DEVELOPMENT SERVICES
DIRECTOR AND KAREN GULLEY / SUZANNE SCHWAB, PLACEWORKS

CONTACT INFORMATION: MELINDA DACEY, (714) 754-5611;
MELINDA.DACEY@COSTAMESACA.GOV

RECOMMENDATION:

Staff recommends that the Planning Commission adopt a resolution to recommend to the City Council a scope of environmental study in the form of the Draft Preferred Land Use Plan for the Fairview Developmental Center Specific Plan, without committing the City to a specific course of action on the Specific Plan. Planning Commission comments on the Draft Preferred Land Use Plan will be forwarded to City Council for consideration.



PLANNING COMMISSION AGENDA REPORT

MEETING DATE: August 25, 2025

ITEM NUMBER: PH-2

**SUBJECT: FAIRVIEW DEVELOPMENTAL CENTER SPECIFIC PLAN LAND USE
PLAN - REVIEW AND RECOMMENDATION**

**FROM: ECONOMIC AND DEVELOPMENT SERVICES DEPARTMENT/
PLANNING DIVISION**

**PRESENTATION BY: CARRIE TAI, ECONOMIC AND DEVELOPMENT SERVICES
DIRECTOR AND KAREN GULLEY / SUZANNE SCHWAB, PLACEWORKS**

**FOR FURTHER INFORMATION CONTACT: MELINDA DACEY
(714) 754-5611
MELINDA.DACEY@COSTAMESACA.GOV**

RECOMMENDATION:

Staff recommends that the Planning Commission adopt a resolution to recommend to the City Council a scope of environmental study in the form of the Draft Preferred Land Use Plan for the Fairview Developmental Center Specific Plan, without committing the City to a specific course of action on the Specific Plan. Planning Commission comments on the Draft Preferred Land Use Plan will be forwarded to City Council for consideration.

APPLICANT OR AUTHORIZED AGENT:

City of Costa Mesa

BACKGROUND:

The Fairview Developmental Center (FDC) is a 115-acre property located at 2501 Harbor Boulevard in the City of Costa Mesa. Owned by the State of California, 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 Emergency Operations Center (EOC) and Department of Developmental Services (DDS) complex needs housing, which will not be included in the Specific Plan area. The proposed Specific Plan boundary encompasses

approximately 95 acres. Of this, DDS will retain 15 acres for housing similar to Harbor Village Apartments, leaving approximately 80 acres available for future development.

To prepare a viable Specific Plan and conduct environmental review under the California Environmental Quality Act, the City is responsible for evaluating a land use concept that is both physically and financially viable and reasonably expected. The City can then ensure a Specific Plan that achieves a balance of community desires and key public benefits-such as affordable housing, open space, and community amenities- as well as plan elements that are reasonably expected to be seen as part of a future project proposal based on feasibility.

In accordance with the FDC project agreement with the State, the process has now progressed to the Preferred Plan Framework and environmental review. This process entails Planning Commission input on components to include on a Preferred Plan. The purpose is to commence the environmental review step anticipated in the City-State agreement, and for which the City approved a contract with a consultant to prepare. The purpose of environmental review is to evaluate a project description and identify significant impacts and corresponding mitigation measures to inform the decision-making for the eventual Specific Plan.

Planning Commission Discussion: Prior Study Sessions

The Planning Commission conducted two meetings on the Preferred Plan Framework on May 27, 2025 and June 23, 2025, with the following summaries of both Planning Commission and public input. The May 27, 2025, FDC Study Session Staff Report and materials are included as Attachment 1 to this report. The June 23, 2025 FDC Study Session Staff Report and Materials are included as Attachment 2 to this report.

At its June 23, 2025 meeting, staff also presented and the Planning Commission discussed a comprehensive background on the City and State roles in the Fairview Development Center (FDC) Specific Plan process to date, the findings of the Financial Feasibility Study, components of a Specific Plan, development realities of State housing laws, and environmental review.

Below is a summary of comments and input received from Planning Commissioners at both meetings:

a. Residential Development Range and Affordability Targets

May 27, 2025: Input was received on target residential development ranges for the Specific Plan, with some acknowledgement that the community voiced support to stay closer to the Housing Element target (2,300 units), some input to increase the target to what is financially feasible but not go beyond this point and some input to study the maximum density for the purposes of the EIR (4,000 units) and provide a

target range that is financially feasible in the Specific Plan. There seemed to be consensus amongst the Commission to encourage meeting the Housing Element's target of 40% affordable units for the FDC site.

June 23, 2025: Commissioners discussed the challenge of meeting the 40% affordability targets, requested clarification on the types of affordable housing, and acknowledged that financial feasibility affected the development range.

Current Status: As previously mentioned, not accounting for a reasonably expected level of development would risk the City potentially inadequately planning for the infrastructure and public service requirements to support future development. Staff recommends setting a minimum residential development of 2,300 units and a maximum residential development of 3,800 units (i.e., the Planning Commission would recommend a number within this range to be set as the maximum). The minimum residential development is to ensure that the FDC Specific Plan meets the affordability goals that were outlined in the City's adopted Housing Element. The maximum range is to ensure that reasonable expected development "pays its way" if the Specific Plan ultimately allows for the maximum and it indeed occurs.

b. Development Pattern / Connectivity / and Uses

May 27, 2025: The Commission requested additional information on the development patterns considered within the Specific plan, including permitted use types under each land use designation and some additional clarity about density, height, and other potential objective standards. Some Commissioners voiced support for including other community amenity type uses, such as a library or a community room. Some commented that the land use plan doesn't feel "unique" or like a neighborhood at this stage and would like some additional information to help visualize what the Specific Plan will entail.

June 23, 2025: Commissioners expressed concerns about the relative isolation of the FDC site, leading to mention of connectivity of the site to Harbor Boulevard.

Current Status: A range of community amenity uses will be included as allowable uses in planning areas within the Specific Plan.

c. Circulation Network

May 27, 2025: The Planning Commission requested more detail on the components within the grand promenade, including size and look of sidewalks, planting areas and the adjacent development patterns (i.e. mixed-use development, housing or any commercial component). The Planning Commission acknowledged that while the promenade was supported during public outreach, further refinement was needed to

enhance its connectivity, reinforce sense of place and promote walkability across the development.

June 23, 2025: Several Commissioners discussed the secondary access road and proposed alternate secondary access points. Commissioners also discussed concerns about planning for public transit. In addition to requesting refinement on the grand promenade, Commissioners also mentioned pedestrian connectivity and paseos were desired.

Current Status: Staff and the consultant team has refined the promenade concept for review (discussed further below). Staff and the consultant team recounted prior discussions explaining the infeasibility of the alternate suggestions of secondary access points.

d. Open Space and Community Amenities

May 27, 2025: Planning Commission supported open space overall and questioned how the Specific Plan would incorporate the City's General Plan open space goals citywide and for the FDC site.

June 23, 2025: Planning Commission received significant input from members of the public pertaining to the importance of retaining the golf course and the allocation of open space to accommodate for youth sports. Commissioners stressed the importance of open space, including providing required General Plan standards at 4.26 acres per 1,000 people, and supporting field space (including increasing housing density into other planning areas). Discussions ranged from the demographics of golf course users and percentage of golf course users that are City residents, and implications for population underserved by public open space amenities.

Current Status: Staff will incorporate input about open space into the Specific Plan provisions to ensure a minimum of 12 acres of publicly accessible open space, but incorporate levers to increase open space amounts unless public amenities or affordable housing features are included. Furthermore, the City's Public Works and Parks and Recreation Department have been continually engaged in potential impacts to the golf course from the secondary access road. Preliminary indications are that six holes would need to be configured, however City staff continue to evaluate to ensure that any greater impacts are also mitigated through requirements in the Specific Plan. Since the secondary access road is located on City-owned land, staff will include a requirement in the Specific Plan that a negotiation process occur should the secondary access be desired by a future developer.

e. Commercial Development

May 27, 2025: Staff received input regarding the commercial components of the plan and heard support for distribution of commercial space within the Specific Plan, as well as options for both mixed use configurations and standalone retail configurations.

June 23, 2025: Commissioners continued to express preference for commercial development to be in more flexible locations, including in mixed-use configurations.

Current Status: The drafted working Preferred Land Use Plan reflects commercial planning areas distributed into the planning areas.

f. Harbor Frontage (portion of golf course between Harbor Boulevard and FDC site)

May 27, 2025: Some commissioners queried the DDS letter dated June 28, 2024, included in the staff materials, and asked if there was still an opportunity to explore a land swap concept as part of the project. At the meeting, staff explained that this concept had previously been discussed with the Department of General Services (DGS), who did not express interest at the time in pursuing the concept.

June 23, 2025: Four Commissioners expressed interest in pursuing the Harbor Frontage concept for a variety of reasons, including open space, commercial, and housing. Several Commissioners also discussed the effects to the golf course as a result of the proposed secondary access.

Current status: Staff will forward Planning Commission's sentiment to the City Council for discussion. The Harbor Frontage land is City-owned and the City Council is the decision-maker on efforts involving City-owned land. However, if City Council elects to continue to explore this option, staff will continue to engage in discussions with the State about its viability and the potential steps (including the current deed restrictions on the use of the golf course land and potential legislation needed) to consider a land swap option. One additional consideration is that the golf course areas outside the FDC site were not included as part of the City's Measure K process, which means a major land use designation change would require a vote of the people.

g. Community Engagement

May 27, 2025: Several Commissioners expressed concerns over the results of the community survey conducted when compared to the viable land use options under the financial feasibility analysis and suggested slowing down the process and conducting additional community outreach.

June 23, 2025: Commissioners discussed additional outreach opportunities with different segments of the community and stressed coordination with public agencies like the school district, water district, and Orange County Transportation Authority.

Current Status: Staff reaffirmed that there would be additional opportunities for public engagement on the Specific Plan as well as the environmental review.

DISCUSSION AND ANALYSIS:

Following community input and financial feasibility analysis, the City's planning effort progressed to the development of land use alternatives and from those alternatives, a preferred land use plan. At the May 27, 2025 and June 23, 2025 meetings, the Planning Commission provided guidance about various components in the preferred land use plan.

Working Draft FDC Preferred Land Use Concept Map

The revised working draft preferred plan incorporates the input from the Planning Commission from the past two meetings. The draft plan shown below could accommodate the following:

- 2,300 housing units minimum; 3,800 housing units maximum
- Up to 35,000 square feet of commercial use (can be mixed-use configuration with a flexible location)
- a grand promenade
- 12 acres minimum publicly-accessible open space
- pedestrian trails and a street network that can accommodate all modes of transportation (vehicles, bicycle lanes and pedestrian routes),
- secondary access route from Harbor Boulevard.

In response to Planning Commission comments, staff also revised the working draft of the preferred plan to identify integration and additional locations for potential commercial and mixed-use development, along the grand promenade and dispersed throughout the plan. The draft plan also maintains flexibility to be memorialized into the Specific Plan to accommodate changing market conditions, evolving housing products and a range of potential housing developers depending on the State's disposition process.

The map displays a proposed development site with various land use designations. The site is bounded by Tanager Dr to the north, Harbor Blvd to the east, and Fair Dr to the south. A large area is designated as Medium Density Residential (orange), while a smaller area is designated as High Density Residential (dark orange). A central area is designated as Commercial/ Mixed Use (pink), and a large area is designated as Open Space (green). The site is also bounded by Shelley Circle Trail (dotted line) and a Community Trail/ Paseo (dashed line). The site is adjacent to the EOC (Environmental Office Center) and the Harbor Blvd corridor.

Legend

- Medium Density Residential
- High Density Residential
- Commercial/ Mixed Use
- Open Space

Legend

- DDS Housing
- Residential
- Mixed Use/ Commercial
- Open Space
- Community Trail/ Paseo
- Shelley Circle Trail

The revised land use concept map still includes a Grand Promenade or grand entryway to create an identity for this project. This idea has received strong community support. Staff has provided some additional illustrations to further identify the types of uses that would be encouraged and allowed along the promenade including commercial uses, housing, mixed use development, open space, widened sidewalks and bicycle lanes (including in the illustrations provided within Attachment 3). Additionally, Attachment 5 provides a recommended street cross section for the potential Grand Promenade, as well as other internal roadway configurations being considered for the Specific Plan. The promenade is intended to serve as the site's primary spine, enhancing connectivity, reinforcing a sense of place, and promoting walkability across the development.

-7-

Staff proposes a minimum of 12 acres based on input from the Planning Commission and the community. While this minimum does not meet the current General Plan policies for the City and FDC site, the developer would provide a combination of land, improvements to the parks and trails, and park impact fees consistent with the City's Local Park Ordinance. A defined minimum amount of publicly accessible open space sets the minimum parameter to meet local and State parkland standards and provide accessible recreational opportunities for future residents and visitors. In addition, staff will include incentives in the Specific Plan that will further encourage the provision of publicly accessible open space beyond the minimum requirement.

In response to the discussion pertaining to the relationship between open space and the need to accommodate housing on the site, staff proposes incorporating requirements into the Specific Plan to require the State and General Plan amounts of open space, and providing incentives to reduce the amounts if increased affordability or public amenities are incorporated. However, for purposes of environmental review, staff would assume the minimum amount of open space as that represents the most conservative approach for evaluating environmental impacts.

Specific Plan Land Use Plan and Development Standards:

The Specific Plan will ensure that infrastructure and public services associated with future development of the FDC site are provided. The Plan will also provide flexibility to accommodate evolving housing products, as the market conditions change over time while maintaining community input and certainty around the plan. This includes adaptable land use designations (including a minimum of 10,000 and a maximum of 35,000 square feet of commercial and/or retail space) and phasing strategies while maintaining the plan's core principles and community objectives.

FDC Specific Plan and its Components

During the June 23, 2025 Study Session, the Planning Commission and public requested additional information on the Specific Plan process. Staff presented the outline and components of the Specific Plan would implement the land use plan by setting forth regulations and requirements to ensure that the FDC site has adequate infrastructure and community benefits to support buildout levels.

The land use plan itself is intended to be more high-level, with designated land use type and key components of the plan. The land use map identifies potential areas for housing development but does not describe the maximum density or height at these locations. The Specific Plan will then evolve this land use plan further with specific land use types, maximum densities, heights, and additional details, requirements, and timing considerations.

The FDC Specific Plan will serve as the land use regulatory (zoning) document for all future development applications on the site. Future developers will be required to comply with the adopted Specific Plan, but could utilize other permitted housing state legislation, including State Density Bonus Law (SDBL) provisions, as part of their project applications to the City.

The proposed FDC Specific Plan will include existing conditions, visions and guiding principles, the main components of the plan and administration and implementation requirements for how future projects under the project will be processed. Specific Plans typically include the following Chapters:

- Introduction
- Existing Conditions and History of the FDC Site
- Vision and Guiding Principles
- The Plan (*italics represents items to be included*).
 - Land Use Plan (including permitted land use categories such as housing/affordable housing, commercial, community amenities, etc.)
 - *Allow community amenity uses (library, school, etc.)*
 - Mobility and Circulation (including roadway and network layout, street sections, bicycle, and pedestrian path and access requirements, etc.)
 - *Secondary access acquisition process (City-owned land), including community engagement*
 - *Construction phasing of “backbone” paths and streets*
 - Open Space (including minimum required open space, types of open space permitted and possible locations for open space, recreational amenities, dedications, fees to be paid, construction and maintenance responsibilities)
 - *Require State/General Plan designated amount of open space*
 - *Use Open Space requirements as a lever to achieve additional affordability or publicly-available amenities*
 - *Accommodate active sports fields that are open to the public, with the uses to be determined by the City’s Park Master Plan*

- *Golf course reconfiguration and improvement requirements, including phasing*
 - *Pedestrian connection to Fairview Park*
- Infrastructure (including infrastructure requirements for the plan such as water, storm drain, sewer and drain utilities for both master development and individual project development)
 - *Construction phasing of “backbone” infrastructure*
- Public Services (including additional requirements for public services such as police and fire facilities, as well as storm drainage to accommodate the need of additional residents and services)
 - *Construction phasing to ensure public services are available to service future residents*
- Administration and Implementation
 - Review processes, including applications and decision bodies
 - Future development
 - Specific Plan amendments
 - Monitoring requirements
 - Development impact fee provisions

Public and Planning Commission/City Council input received over the course of the Specific Plan process, as well as input received on the draft preferred plan, will be used to shape and memorialize the requirements in the Specific Plan. The FDC Specific Plan will serve as the regulatory and policy document guiding the site’s development over time. Therefore, the overall goal of the project description is to set maximum development parameters that can be studied and can anticipate possible environmental impacts. This process ensures transparency for the public during future City project review processes.

Project Description Considerations for Environmental Review

The project description described herein will serve as the basis for environmental review. The thresholds and parameters for the project description will be studied under the Environmental Impact Report (EIR) in accordance with the California Environmental Quality Act (CEQA). This project description will be included in the

Notice of Preparation (NOP) and used to initiate the environmental review, leading to the preparation of the Draft Environmental Impact Report (DEIR).

It is commonplace for the project description, as studied under CEQA, to include maximum development capacity and thresholds, so that the City can accurately study and anticipate all possible environmental impacts. One example of this is studying up to 4,000 units as part of the EIR, even though the Specific Plan may set a maximum residential unit threshold lower than this number (e.g. 3,600-3,800 units). The higher threshold is chosen for CEQA purposes because it was shown in land use concepts and is therefore reasonably assumed that a future application may propose up to that threshold. Studying this maximum threshold also ensures that the City accurately studies all potential environmental impacts and discloses them to the public. Another example of this threshold would be to study a maximum height threshold within the EIR project description, even though the Specific Plan may set different height maximums for varying parcels within the plan. Additionally, CEQA alternatives are used as a tool to study other potential scenarios under CEQA. Typically, these consist of a project alternative that would be seen to provide reduced environmental impacts (e.g., a smaller-scale or lower intensity project).

GENERAL PLAN CONFORMANCE:

The City's 2021-2029 Housing Element identifies the site as a Housing Opportunity Site and allocates 2,300 residential units, with 40% of those units expected to be affordable to very low- and low-income households. To implement this vision, a General Plan Amendment will be required to reconcile the current MUC land use designation with the housing capacity and policy direction in the Housing Element. The Fairview Developmental Center Specific Plan will serve as the guiding planning document to implement these goals and provide a comprehensive framework for future development.

PUBLIC NOTICE:

There is no public notice requirement for the Planning Commission Fairview Developmental Center Specific Plan Study Session. 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).

As of the date of this report, no written public comments have been received. Any public comments received prior to August 25, 2025, Planning Commission meeting will be forwarded separately to the Planning Commission.

NEXT STEPS:

Staff recommends that the Planning Commission adopt a resolution to recommend to the City Council a scope of environmental study for the Fairview Developmental Center Specific Plan, without committing the City to a specific course of action on the Specific Plan. Planning Commission comments on the Draft Preferred Land Use Plan will be forwarded to City Council for consideration.

Following this meeting, staff will pursue two separate but parallel tracks:

- 1) **Continued progress of the FDC Developmental Center Specific Plan.** The City Council will consider the aforementioned materials, along with the Planning Commission's recommendation, and provide direction on the Preferred Land Use Plan and project description at a future meeting (likely in September/October).

Following the City Council meeting, staff will proceed with the environmental review process. A Notice of Preparation (NOP) will be issued to initiate the environmental review, leading to the preparation of a Draft Environmental Impact Report (DEIR). During the DEIR public review period, the public will be able to evaluate and understand the environmental impacts and continue to provide input that will refine the preferred plan and the Specific Plan components.

Concurrently, staff will continue to refine proposed Specific Plan policies, development standards, and objective design guidelines. Community outreach will be conducted to present the study plan and DEIR to the community for feedback. A follow-up study session with the Planning Commission and City Council will also be held on the draft Specific Plan, with additional opportunity for discussion and refinement. Once input is received and refinements are made, the City would create a final draft Specific Plan and initiate the formal public hearing process to consider adoption of the Specific Plan and associated project approvals.

Concurrently, following completion of the DEIR public review period, DGS anticipates releasing a request for proposals to identify a Master Developer.

- 2) **Discussion about Harbor Frontage.** Four members of the Planning Commission indicated interest in discussing land use concepts for the City-owned land between Harbor Boulevard and the FDC east boundary, including a possible land swap. Since this City-owned area is currently occupied by a portion of the golf

course, staff will present this discussion to the City Council as a separate-but-related item and receive direction from the City Council.

ATTACHMENTS:

1. Draft Resolution (including Preferred Land Use Concept / Project Description)
2. May 27, 2025, FDC Study Session Staff Report
3. June 23, 2025, FDC Study Session Staff Report
4. FDC Specific Plan Revised Street Sections (under separate cover)

RESOLUTION NO. PC-2025- ##

**A RESOLUTION OF THE PLANNING COMMISSION OF THE
CITY OF COSTA MESA, CALIFORNIA RECOMMENDATION
ON FAIRVIEW DEVELOPMENTAL CENTER SPECIFIC PLAN
DRAFT LAND USE CONCEPT, AND PROJECT DESCRIPTION
FOR PURPOSE OF ENVIRONMENTAL REVIEW**

THE PLANNING COMMISSION OF THE CITY OF COSTA MESA, CALIFORNIA FINDS
AND DECLARES AS FOLLOWS:

WHEREAS, the Fairview Developmental Center located at 2501 Harbor Boulevard is owned by the State of California and was formerly used as a state-run residential facility for individuals with developmental disabilities; and

WHEREAS, the residents of the Fairview Developmental Center main campus have been relocated; and

WHEREAS, in recognition of California's acute affordable housing crisis, the State has prioritized the development of affordable housing in the disposition of the Fairview Developmental Center property; and

WHEREAS, on June 30, 2022, the State enacted Senate Bill 188, codified in Government Code Section 14670.31, establishing the framework for the planning and disposition of the Fairview Developmental Center site; and

WHEREAS, on December 29, 2022, pursuant to Government Code Section 14670.31, the Department of Developmental Services (DDS), Department of General Services (DGS), and the City of Costa Mesa entered into a formal agreement to plan for the future redevelopment of the Fairview Developmental Center; and

WHEREAS, under this agreement, the City is responsible for managing the land use planning process, while the DGS is responsible for overseeing the property's eventual disposition; and

WHEREAS, in September 2023, the City initiated the land use planning process and has since conducted multiple community outreach events to gather input on

neighborhood design, vision and guiding principles, and identifying community priorities; and

WHEREAS, representatives from the City, DGS, and DDS have continued to meet regularly to coordinate planning efforts and ensure that the Fairview Developmental Center Specific Plan aligns with the intent of the enabling legislation and supports both State and City goals; and

WHEREAS, these goals include: the planning for the construction and operation of a California Office of Emergency Services Regional Emergency Operations Center; the development of DDS housing consistent with Government Code Sections 14670.36, 14670.31, and 14670.35(e); and the City's adopted Housing Element objectives; and

WHEREAS, it is essential that the Specific Plan include a land use framework and supporting policies that balance financial feasibility, State requirements—including provisions for affordable housing and DDS housing—and community priorities such as open space and accessibility, in order to create a viable plan to guide future development; and

WHEREAS, in order to prepare a feasible Specific Plan and conduct environmental review pursuant to the California Environmental Quality Act (CEQA), the City must evaluate a version of the project that is both physically and financially viable; and

WHEREAS, the Financial Feasibility Analysis served as a critical step in this process by evaluating whether each land use concept could offset the costs of demolition, infrastructure, DDS and affordable housing site preparation, while still generating a return sufficient to attract private investment—thereby ensuring the plan's feasibility and ability to deliver key public benefits such as affordable housing, open space, and community amenities; and

WHEREAS, the results of the Financial Feasibility Analysis informed staff's recommendation for a Preferred Plan and serve as a foundational element in the drafting of the Specific Plan; and

WHEREAS, on May 27, 2025, the City conducted a Planning Commission Study Session to provide the Commission and the public with a comprehensive update on the FDC Specific Plan project, and to offer an opportunity for the Commission to review and discuss land use concepts and key plan components prior to making a recommendation to the City Council on a preferred land use plan; and

WHEREAS, on June 23, 2025, the City conducted a second Planning Commission Study Session to provide a comprehensive recap of the City and State roles in the Fairview Development Center (FDC) Specific Plan process to date, the findings of the Financial Feasibility Study, components of a Specific Plan, development realities of State housing laws, and environmental review; and

WHEREAS, based on the feedback provided by the public and Planning Commission during the Study Session, City staff presented an updated recommendation to the Planning Commission on August 25, 2025; and

WHEREAS, a duly noticed public hearing held by the Planning Commission on August 25, 2025 with all persons having the opportunity to speak for and against the proposal; and

WHEREAS, pursuant to the California Environmental Quality Act (CEQA), the project is subject to the California Environmental Quality Act (CEQA) and an Environmental Impact Report (EIR) will be prepared for the project in accordance with the CEQA Guidelines, based on the direction received on the preferred land use plan and defined project description and draft preferred land use plan; and

NOW, THEREFORE, based on the evidence in the record and the recommended project description, draft preferred land use plan, included in Exhibit A, the Planning Commission hereby recommends that the City Council considers its recommendation with respect to the property described above, with the clarification that this recommendation is for the purpose of environmental review only and does not commit the City to a specific course of action; and

BE IT FURTHER RESOLVED, that the Costa Mesa Planning Commission does hereby find and determine that adoption of this Resolution is expressly for the purpose of scoping environmental review, as described in the staff report and supporting materials referenced in Exhibit A, and in compliance of all applicable federal, state, and local laws.

BE IT FURTHER RESOLVED that if any section, division, sentence, clause, phrase or portion of this resolution, or the document in the record in support of this resolution, are for any reason held to be invalid or unconstitutional by a decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining provisions.

PASSED AND ADOPTED this 25th day of August, 2025.

Jeffrey Harlan, Chair
Costa Mesa Planning Commission

STATE OF CALIFORNIA)
COUNTY OF ORANGE)ss
CITY OF COSTA MESA)

I, Carrie Tai, Secretary to the Planning Commission of the City of Costa Mesa, do hereby certify that the foregoing Resolution No. PC-2025-__ was passed and adopted at a regular meeting of the City of Costa Mesa Planning Commission held on August 25, 2025 by the following votes:

AYES: COMMISSIONERS

NOES: COMMISSIONERS

ABSENT: COMMISSIONERS

ABSTAIN: COMMISSIONERS

Carrie Tai, Acting Secretary
Costa Mesa Planning Commission

Resolution No. PC-2025-__

EXHIBIT A

Recommendation on the environmental scope of study on the FDC Preferred Plan

95 Acre Property Boundary

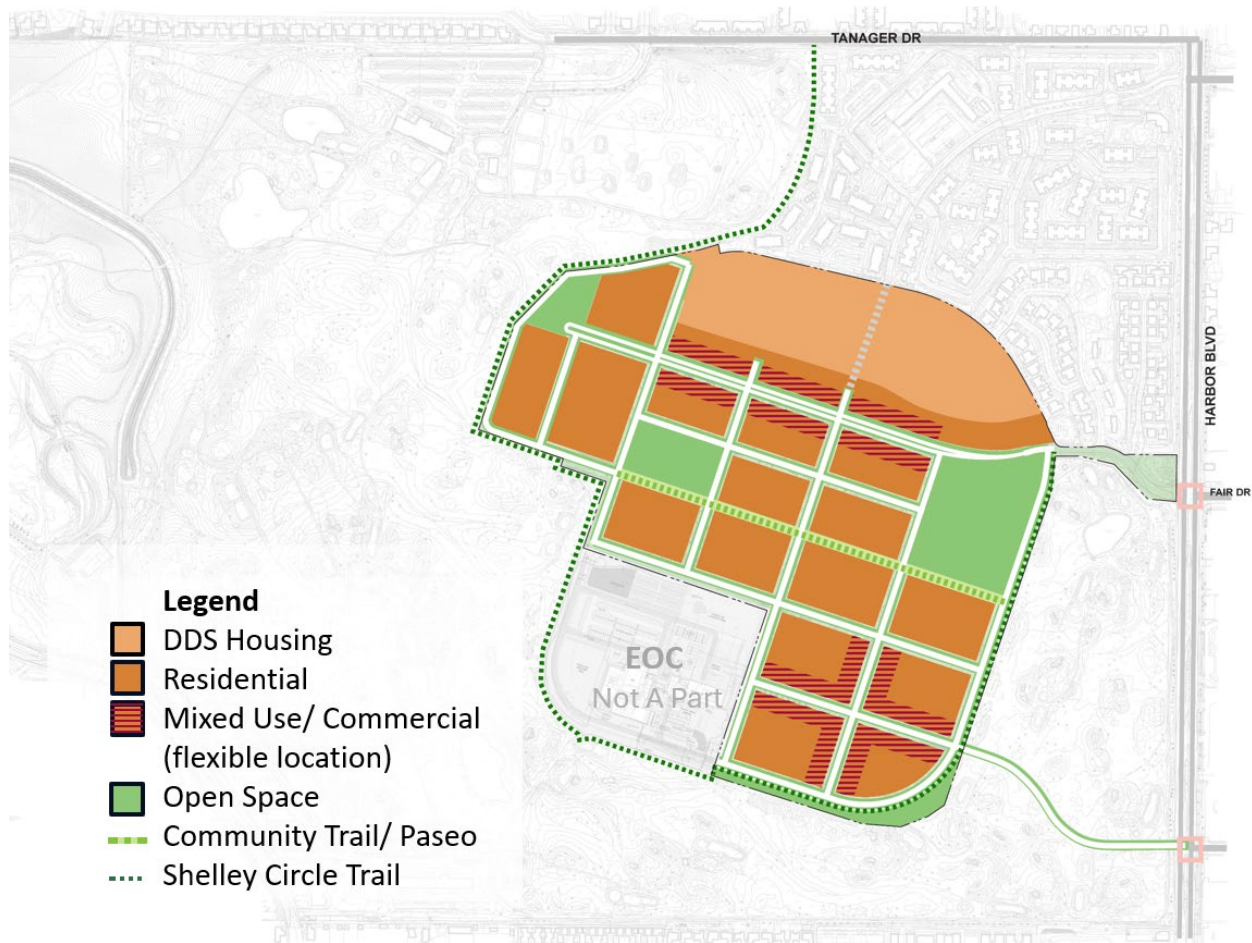
- 2,300 Dwelling Units Minimum (per Housing Element)
- 3,800 Dwelling Units Maximum
- 35,000 square foot Commercial maximum – flexible location – could be standalone or in mixed-use configuration in any building
- 12 acres minimum dedicated publicly accessible open space (plus improvements and impact fees)
- 2 access points from Harbor Boulevard
- (Off-site) Partial golf course reconfiguration due to secondary access road

Land Use	Development Minimum	Development Maximum
Residential ¹		
• Very Low Income	575 units ²	-
• Low Income	345 units	-
• Moderate Income	690 units	-
• Above Moderate Income	690 units	-
Total Units ⁴	2,300 units minimum	3,800 units maximum
Commercial	10,000 sf minimum	35,000 sf maximum
Public Open Space ³	12 acres minimum	No maximum

NOTES:

1. The definition of Very Low, Low, Moderate, and Above Moderate-income categories is defined in Section X of the City's Housing Element.
2. 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 Project also includes the construction of a secondary access on the southeast corner of the site that would run through the golf course. This would require the reconfiguration of up to six holes.

Conceptual Land Use as of 7/24/2025



Specific Plan Designations:

Residential. The Residential land use category is intended to allow for a wide range of housing types, including two-and-three story walk-up townhomes, courtyard or motorcourt products, stacked flats, and buildings up to 12 stories in height. This category is also intended to satisfy the City's 6th Cycle RHNA obligation for the FDC property in terms of providing Very Low, Low, Moderate, and Above Moderate-Income Housing.

The Residential category will also allow for a range of senior living options including independent and assisted living. Public and private recreational uses, daycare, and community and neighborhood-serving amenities will also be allowed.

This category also includes approximately 15-acres of property to be retained by the State Department of Developmental Services (DDS) for the development of housing for the developmentally disabled (Very Low Income), and housing for moderate and above moderate households.

Commercial. The Commercial land use category is intended to allow for neighborhood-serving retail and service uses in either a stand-alone or mixed-use configuration, including restaurants, coffee shops, small grocery and retail stores, pharmacies, studio and fitness facilities, and small office uses, including medical office, in either a mixed-use or stand-alone configuration. Ancillary community supporting uses, such as day care, are also allowed.

Publicly Accessible Open Space. The Open Space category is intended for various parks and open space uses that are open to the general public, including neighborhood parks, recreation centers and cultural facilities, smaller pocket parks, and trails for pedestrians and bicyclists. Flexibility in the final location and configuration of publicly accessible open space is provided in the Specific Plan.

Minimum Specific Plan Provisions to Carry out the Preferred Land Use Plan:

- The Plan (*italics represent items in addition to items in the heading parenthetical*).
 - Land Use Plan (including permitted land use categories such as housing/affordable housing, commercial, community amenities, etc.)
 - *Allow community amenity uses (library, school, etc.)*
 - Mobility and Circulation (including roadway and network layout, street sections, bicycle, and pedestrian path and access requirements, etc.)
 - *Secondary access acquisition process (City-owned land), including community engagement*
 - *Construction phasing of “backbone” paths and streets*
 - Open Space (including minimum required open space, types of open space permitted and possible locations for open space, recreational amenities, dedications, fees to be paid, construction and maintenance responsibilities)
 - *Require State/General Plan designated amount of open space*
 - *Use Open Space requirements as a lever to achieve additional affordability or publicly-available amenities*
 - *Accommodate active sports fields that are open to the public, with the uses to be determined by the City’s Park Master Plan*
 - *Golf course reconfiguration and improvement requirements, including phasing*

- *Pedestrian connection to Fairview Park*
- Infrastructure (including infrastructure requirements for the plan such as water, storm drain, sewer and drain utilities for both master development and individual project development)
 - *Construction phasing of “backbone” infrastructure*
- Public Services (including additional requirements for public services such as police and fire facilities, as well as storm drainage to accommodate the need of additional residents and services)
 - *Construction phasing to ensure public services are available to service future residents*
- Administration and Implementation
 - Review processes, including applications and decision bodies
 - Future development
 - Specific Plan amendments
 - Monitoring requirements
 - Development impact fee provisions



PLANNING COMMISSION AGENDA REPORT

MEETING DATE: MAY 27, 2025

ITEM NUMBER: NB-2

SUBJECT: STUDY SESSION REGARDING THE FAIRVIEW DEVELOPMENTAL CENTER SPECIFIC PLAN LAND USE PLAN

**FROM: ECONOMIC AND DEVELOPMENT SERVICES DEPARTMENT/
PLANNING DIVISION**

PRESENTATION BY: ANNA MCGILL, PLANNING AND SUSTAINABLE DEVELOPMENT MANAGER, PHAYVANH NANTHAVONGDOUANGSY, PRINCIPAL PLANNER, KAREN GULLEY, PLACEWORKS, SUZANNE SCHWAB, PLACEWORKS, STEVE GUNNELLS, PLACEWORKS

**FOR FURTHER INFORMATION CONTACT: PHAYVANH NANTHAVONGDOUANGSY
(714) 754-5611
PHAYVANH@COSTAMESACA.GOV**

RECOMMENDATION:

Staff recommends the Planning Commission receive the staff presentation and provide feedback on community variables that will shape the land use plan for the Fairview Developmental Center Specific Plan.

APPLICANT OR AUTHORIZED AGENT:

City of Costa Mesa

PURPOSE OF THE STUDY SESSION:

The purpose of this study session is to provide the Planning Commission and the public with a comprehensive update on the progress of the Fairview Developmental Center Specific Plan (FDC-SP) project. and offer an opportunity for the Planning Commission to review and discuss the land use concepts and key components of the plan prior to providing a recommendation on the preferred land use plan and its components to the City Council. The City developed three land use concepts that were studied and presented to the public to solicit input (detailed later in the report). The purpose of the land use concepts was to test housing unit thresholds and other

plan components (such as circulation network, open space, commercial square footage, etc.).

Over the past several months, City staff—working in partnership with the State—has made progress on addressing State requirements and factors influencing the land use plan, while incorporating community input and preliminary findings of the financial feasibility analysis. This work has provided a perspective on the actual feasibility of the conceptual land use plans and project components.

The preferred plan is intended to comprise of the preferred components from all concepts studied, coupled with the likelihood that the plan is desirable from a development standpoint. At this stage, the information presented will also help define the scope of the project to initiate the environmental review process pursuant to the California Environmental Quality Act (CEQA). Additional discussion is under the “Recommendations for the Preferred Land Use Plan” section of this report.

This study session is intended to set the stage for a formal recommendation by the Planning Commission to the City Council in July 2025. While no formal action will be taken at this meeting, staff respectfully requests feedback from the Planning Commission on the draft land use concepts and project components presented in this report. Input is particularly encouraged on the proposed land use distribution, open space framework, circulation network, and overall site organization. This feedback will inform the refinement of the project description, support the creation of a preferred land use plan, and shape the environmental analysis moving forward.

Following tonight’s study session, staff will return on June 9, 2025, with a refined Preferred Plan, updated project description, and a set of draft vision and guiding principles. The Planning Commission will be asked at that time to make a formal recommendation to the City Council, enabling the City to begin the CEQA process and continue advancing the FDC Specific Plan project.

Once the City Council selects a preferred land use plan, staff will begin a formal environmental analysis in accordance with CEQA. The City will assess potential environmental impacts—such as traffic, noise, air quality, and biological resources—and identify feasible ways to avoid or minimize those impacts. Based on the findings of this analysis, the Preferred Plan may be refined to ensure that future development aligns with State environmental standards and community goals.

In parallel with the CEQA process, staff will continue community outreach efforts to help shape and finalize the development standards and policies that will be memorialized in the Specific Plan.

BACKGROUND:

The Fairview Developmental Center (FDC) is a 115-acre property located at 2501 Harbor Boulevard in the City of Costa Mesa. Owned by the State of California, the site was historically developed and operated as a residential care facility for individuals with developmental disabilities. Today, the facility is largely unoccupied and in a “warm shutdown” phase, meaning it is no longer serving its original residential function. The State has relocated all remaining residents to community-based homes and has acknowledged that it does not intend to follow the traditional State surplus property process for this site.

Over the years, the future of the FDC property has been the subject of considerable interest and discussion among local and state agencies. In 2020, the Costa Mesa City Council created an Ad Hoc Committee to advise staff and provide recommendations related to the FDC. That same year, the Council adopted a vision for the site supporting approximately 1,500 mixed-use, mixed-income housing units—including workforce, veterans, and permanent supportive housing. The Council directed staff to collaborate with the State to preserve local input and influence over future development decisions and land use outcomes.

The FDC site is one of the largest housing opportunity sites identified in the City’s Housing Element, adopted on February 1, 2022. The Housing Element anticipated accommodating approximately 2,300 units on this site and includes a specific program directing the City to pursue a Specific Plan for residential development, in partnership with the State. The Housing Element plan for the site became Concept 1.

In June 2022, the State Legislature approved Government Code Section 14670.31, which provides a framework for the reuse of the FDC property. The legislation codifies a partnership between the Department of General Services (DGS), the Department of Developmental Services (DDS), and the City of Costa Mesa, with defined roles for each entity. While the site is owned and controlled by the State, under this framework, the City is responsible for leading the land use planning process, which includes preparation of a Specific Plan, identifying and defining public benefits, amending the General Plan, updating the zoning regulations, and conducting the CEQA review. Defining key components of the plan—such as affordable housing, open space, and community-serving amenities—is a key effort of the Specific Plan Process and will help ensure that redevelopment of the site aligns with local priorities and State policy goals. In parallel, the State—through DGS—will lead the property disposition process, as property owner, which will include either sale or lease of the land to a master developer, for the purposes of building a project in compliance with the City’s Specific Plan.

To support this effort, the legislation 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 law also expresses the Legislature's intent that the property be redeveloped as a mixed-use project, prioritizing affordable 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.

The FDC-SP project will implement the provisions of Government Code Section 14670.31. As outlined in the agreement between the City and State, the final development plan must align with both the City's adopted vision and the State's interests. While the City will guide the planning process with opportunities for community engagement and transparency, the ultimate disposition of the property will be made by DGS, based on terms and conditions deemed to be in the best interests of the State.

HOUSING ELEMENT IMPLEMENTATION - HOUSING PROGRAM 3B

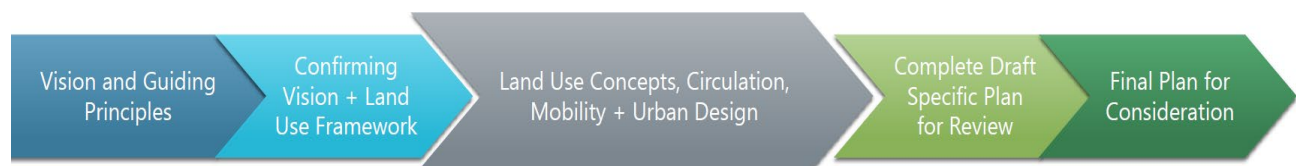
The approved 6th Cycle Housing Element identifies the property as a housing opportunity site that may accommodate 2,300 future residential units. Approximately 40% of the residential units projected for this site will meet a portion of the City's Regional Housing Needs Assessment (RHNA) shortfall for low- and very- low-income households. As such, the Housing Element Program 3B outlines the implementation objectives for the FDC site to accommodate future housing development. This project, which includes the development of a Specific Plan (SP), and the disposition of the FDC site, requires a coordinated planning effort with the State Department of General Services (DGS), Office of Emergency Services (OES), and Department of Developmental Services (DDS).

Figure 1: Site Location



In August 2023, the City retained PlaceWorks to complete the community outreach, land use planning and environmental review process for this project.

PROJECT PROGRESS:



This section outlines the key milestones that informed the development of the land use concepts, which illustrate a range of site design, circulation, and housing scenarios that will shape a future neighborhood. The land use concepts were formulated utilizing feedback solicited from the community engagement events, public meetings held at City Council and Planning Commission, ongoing coordination meetings with state agencies, and input from housing developers and affordable housing advocates.

Community Workshops

Launched in October 2023, the project's community engagement program was

designed to optimize public participation and encourage the public to provide input at critical stages of the plan development. The community engagement process will continue to be dynamic and improve as the project progresses forward. The project's website, www.fdcplan.plan, is continually updated to share project information and encourage participation at upcoming events. The City has held 18 community outreach events thus far for this project.

The outreach events have included in-person and virtual workshops, pop-up events, and study sessions. Materials for all workshop and pop-up events were provided both in English and Spanish, with Spanish interpreters available to assist attendees when needed. For in-person meetings, the City's Parks and Community Services Department provided activities for children to enable parents to engage more fully in the outreach process.

The workshops focused on drafting the community vision and guiding principles, as well as gathering input on the conceptual plans. A summary of the workshops and all related outreach materials are available online at: <https://fdcplan.com/participate/>. The results of the fourth workshop is described in the "Land Use Concepts Outreach" section of this report.

FDC Project Updates at City Council and Planning Commission

In addition to the community outreach events, project updates for the FDC Specific Plan were presented to the City Council on December 12, 2023, and Planning Commission on March 25, 2024.

- The City Council Meeting (December 12, 2023): Staff provided 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>
- The Planning Commission Meeting (March 25, 2024): In addition to the Council update, this presentation 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 meetings, staff and PlaceWorks 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 the 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.

State Agencies Coordination Meetings

The City held weekly coordination meetings with the State DGS and DDS Representatives from April 2024 through August 2024 and has continued to meet on an as-needed basis thereafter. These meetings focus on aligning future land use planning with State legislative requirements, DDS housing needs, and the development of the future Regional Emergency Operations Center (EOC) to ensure that the land uses are compatible and occur in a coordinated manner. Key State factors influencing the land use concepts include Senate Bill (SB) 82, SB 188, SB 138, and SB 166, along with the State agencies programmatic and operational requirements. A summary of these factors is provided as Attachment 1.

As a result of the meetings, the original project boundary was modified to remove the plant operations area, the segment of Merrimac Way running through Harbor Village Apartments, and the Mark Lane residential development. These areas are owned, operated, and maintained by DDS and management company. The revised Specific Plan boundary now encompasses approximately 95 acres. Of this, the State will retain ownership of 20 acres for the EOC and DDS complex needs housing which are not included in the Specific Plan area. DDS will retain 15 acres for housing similar to Harbor Village Apartments, leaving approximately 80 acres available for the Master Developer, as shown in Figure 2.

Each of the land use concepts has been designed to meet the needs of DDS housing programs and the EOC operations. In accordance with SB 138, the existing 5-acre plant operations site will be redeveloped for residential use serving adolescents and adults with complex needs. Additionally, approximately 15 acres shown in Figure 2 will be used for DDS State housing consistent with SB 82. DDS anticipates developing up to 480 residential units adjacent to the existing Harbor Village Apartments, with 20% of the units dedicated to individuals with developmental disabilities, similar to the Harbor Village model. This 15-acre portion of the property will be included in the Specific Plan area.

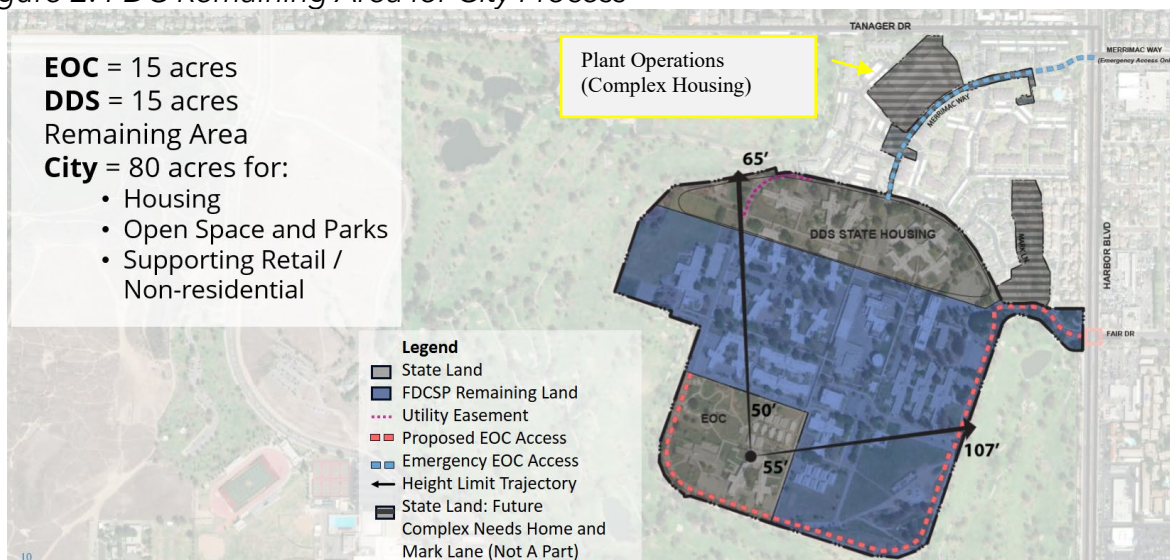
While the land use concepts identify approximate planning areas for DDS housing, the final boundaries will be determined by the State, potentially through future legislation. The Specific Plan's land use policies will ensure that future planning areas support the State's DDS housing goals.

DDS also expressed opposition to the inclusion of large open space areas that could support a regional sports and recreation complex. In its letter dated June 28, 2024, submitted in response to the proposed land use concepts, DDS stated that the primary focus of the plan should be to maximize the provision of affordable housing, and that large open space areas are incompatible with this objective. The letter is included as Attachment 2.

The State DGS is also moving forward with construction of the EOC. Additional information is available online at: <https://buildcaloessreoc.turnersocal.com/>. Following the development of the land use concepts used and the launch of the summer workshop series, the State agreed to align Shelley Circle with the southeast corner of the project boundary. This revised alignment, shown as a dashed red line in Figure 2, will be incorporated in the preferred land use plan.

Figure 2 also identifies the location of the EOC Communication Tower, which stands approximately 120 feet tall. To ensure a clear line of sight with other State communication towers, height restrictions will apply to development located directly north and east of EOC site. In these areas, buildings will be limited to approximately six to eight stories to preserve the operational effectiveness of the communication system.

Figure 2: FDC Remaining Area for City Process



LAND USE CONCEPTS:

This report presents three land use concepts, each representing a distinct development scenario based on input from the community, while aligning with State requirements. The concepts explore variations in urban design, circulation networks, and distribution of open space recreational areas. They were created to evaluate a range of residential densities and affordability levels. The conceptual illustrations and associated acreages included in this section were originally prepared for the

community outreach efforts and were developed prior to the State’s final decision to redevelop the plant operations area for the complex needs housing and before the final alignment of Shelley Circle was confirmed. This section includes the illustrations that were presented to the community in summer 2024 during outreach events. The feedback received from these outreach events have been incorporated into the draft preferred land use plan shown later in this staff report.

Since summer 2024, each concept has been analyzed for its market and development feasibility, traffic and circulation impacts, consistency with City and State goals, and potential funding sources and implementation timelines. The conceptual plan names are provided for ease of reference. The planning areas configuration are illustrative and intended to demonstrate different development patterns. The analysis provided in this report will help identify and prioritize trade-offs of various land use components that will shape the preferred land use plan and form the foundation for the Specific Plan. The Land Use Concepts are provided as Attachment 3.

Concept 1: Fairview Promenade (Housing Element)



Concept 1 reflects the Housing Element household income distribution assumptions for this site: 25% Very Low-Income, 15% Low-Income, 30% Moderate-Income, and 30% Above Moderate-Income. The land use configuration might feature a central grand boulevard or signature street that defines the character of the site and provides a strong visual and functional connection to the secondary road network. The corridor could include a wide landscaped median with pedestrian pathways, integrated public art, or streetscape treatments that enhances the identity of the development along the sidewalks and pathways.

This concept would accommodate 2,300 residential units with an average density of 39 dwelling units per acre. Higher-density residential development would be concentrated toward the center of the site, with lower-density areas positioned along the edges, particularly near Harbor Boulevard. Planning Areas 1 through 5, totaling 20 acres and located adjacent to the existing Harbor Village Apartments, are designated to accommodate 483 DDS units. This includes three (3) complex needs units, 99 very low-income units, and 384 moderate-income units.

Open space areas would be distributed throughout the project area, with individual park areas ranging from 1.6 to 3.5 acres. The open space network would include greenways and trails designed to connect residential neighborhoods to recreational areas. Park facilities may support a variety of active uses such as soccer and baseball fields, and other recreational uses. To reduce traffic circulation through the site, open space and commercial uses would be strategically located near the Harbor Boulevard - Fair Drive entrance.

Concept 2: Fairview Fields

115.9	Property Boundary (Acres)
3,450	Dwelling Units
25,000	Commercial Square Feet
1	Senior Tower
18	Dedicated Open Space
2	Access Point (existing)



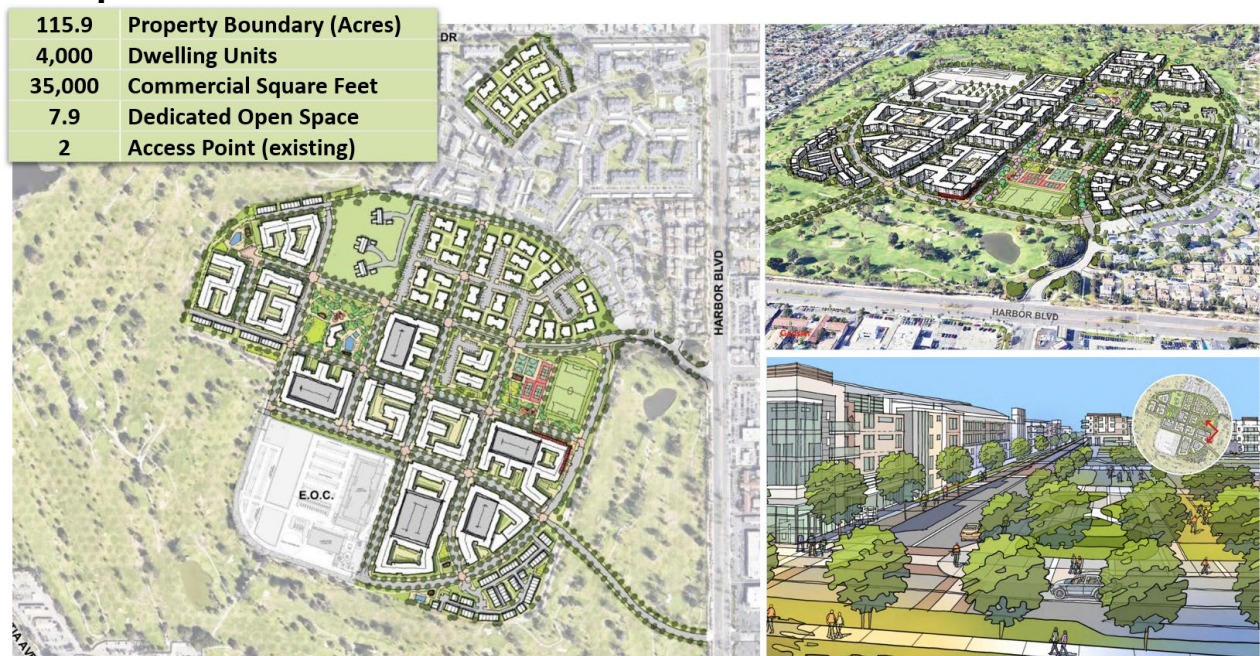
Concept 2 features a more formal grid street pattern, with slightly smaller blocks than Concept 1, which enhances walkability and connectivity throughout the site. This scenario assumes that a future developer would utilize the State Density Bonus Law to increase the number of above moderate units to subsidize the affordable requirements.

For this scenario, the base residential capacity in the Specific Plan would be 1,725 units. However, by applying a 50% density bonus for both Very Low- and Moderate-income units—as permitted by State Density Bonus Law—100% total density bonus

could be achieved, resulting in a maximum of 3,450 residential units. This would include the base units and an assumed bonus of 1,725 units. Approximately 20 acres adjacent to Harbor Village Apartments would be reserved to meet DDS housing needs.

There would be two access roads, one at Fair Drive and another via a new roadway extension through the golf course, connecting to the Harbor Shopping Center. Open space would be concentrated into large, centralized neighborhood park designed to support various active recreational uses, including sports fields and other community amenities.

Concept 3: Fairview Commons



Concept 3 represents the highest reasonable level of residential development across the Planning Areas. All Planning Areas would be designated for high-density residential uses, with the exception of the southeast corner, which is envisioned for high-end townhomes. This concept would accommodate the income distribution projected in the Housing Element for Very Low, Low, and Moderate, which totals 1,610 units—or 40% of the total units—to meet the City’s affordability housing goals for this site. The remaining 2,390 units (60%) would be allocated to the Above Moderate category, which help subsidize affordable housing.

This scenario assumes the City would enter into a Development Agreement with the master developer to secure the final housing mix. Concept 3 supports the highest residential yield and allows for a variety of housing types, including townhomes, apartments, and condominiums. To accommodate the increased density and

improve site circulation, this concept would also require a secondary access point to Harbor Boulevard.

FINANCIAL FEASIBILITY:

As required by the agreement with the State, a Financial Feasibility Analysis was conducted for each land use concept and provides a detailed summary of the cost to develop each planning area—excluding the cost that affordable housing developers will pay to build and operate their projects. The analysis also includes project-wide infrastructure costs—demolition, roads, water, and sewer into the equation. Feasibility alternatives (i.e., changes in the assumptions for each land use alternative that would make each alternative more feasible) are included to identify adjustments that could make the overall project financially feasible. The Financial Feasibility Analysis is attached to the report as Attachment 6.

The financial feasibility is prepared and analyzed from the perspective of a potential master developer: do the concepts provide for a sufficient number of market rate housing units to offset the costs to support the affordable housing, the DDS housing, and other amenities, such as parks and recreation facilities. The Analysis is a 'snapshot' of the current market and its considerations. 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 the master developer is ready to construct. The Financial Feasibility Analysis evaluates the three concepts to determine whether a developer could redevelop the site, achieve a 15% internal rate of return (an industry standard for determination of project feasibility) and potentially have enough surplus provide the public benefits the State is looking for and the benefits that the City and community may expect.

The State intends to dispose of the site by turning the property over to a master developer, excluding certain portions that will be retained by the State. The master developer would demolish the existing buildings, remediate any contamination, and construct the necessary infrastructure to support the ultimate buildout allowable under the specific plan.

A sizeable number of the new housing units constructed would be restricted to households qualified as lower income. The master developer might develop this affordable housing, but they are more likely to turn the prepared land over to an affordable housing developer. Another sizeable number of housing units would be constructed separately for and under contract to the state's DDS. However, the master developer would prepare the sites for the DDS housing. The remainder of the housing units would be constructed by the master developer to be rented or sold at market rates. The intent is that the specific plan would allow the number of market

rate housing units that would generate sufficient profit to compensate for the demolition, the site preparation, and the infrastructure that will support the affordable housing units and the DDS housing units.

To prepare a viable Specific Plan and conduct environmental review under CEQA, the City must evaluate a version of the project that is both physically and financially viable. The Financial Feasibility Analysis was a critical step in this process. It evaluated whether each land use concept could cover the costs of demolition, infrastructure, DDS and affordable housing site preparation, and still generate a sufficient return to attract private investment. This ensures the plan can be implemented and that key public benefits—such as affordable housing, open space, and community amenities—can be delivered. The analysis informed staff's recommendation on a Preferred Plan and provides a foundation for drafting the Specific Plan.

Infrastructure and Site Development

Each of the three land use concepts will require significant infrastructure upgrades, including new sewer, storm drain, water, and utility improvements. All concepts also involve site demolition and environmental remediation, with associated costs varying by concept.

The cost estimates for each scenario are summarized in the table below and include site preparation, impact fees, soft costs (such as engineering, environmental review, and bonding), infrastructure improvements, and a standard contingency. It is important to note that higher development costs do not necessarily determine a concept's financial feasibility. These considerations are incorporated and addressed in the financial feasibility analysis that follows.

Table 3: Total Development Costs

	Concept 1	Concept 2	Concept 3
Total Planning Area Development Cost	\$434,300,000	\$776,100,000	\$1,046,400,000
Project-wide site Development Cost	\$130,300,000	\$174,600,000	\$148,500,000
Offsite improvement Cost	\$13,420,000	\$18,400,000	\$18,400,000
Total project development cost	\$578,100,000	\$959,100,000	\$1,213,000,000

In evaluating the three land use concepts, this analysis estimates whether or not the market rate development would generate a fifteen percent (15%) Internal Rate of Return (IRR) for the equity investment needed for the project. This rate is an industry standard and is considered the minimum return to entice outside investors to invest

equity in a development project. The table below 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

Note: The total cash inflow and outflow is a simple sum of the monthly estimates. The data are not discounted and thus do not reflect the time value of money. However, the IRR does account for the timing of inflows versus out-flows.

Based on the analysis above, Concept 1 would cost more to develop than it would generate in income. This concept would need additional funding of over \$233 million to be feasible at a 15.0 percent IRR. Concept 2, which showing slightly less than the industry standard IRR of 15% would still be considered financially feasible as it is anticipated a developer could make minor adjustments to their own pro forma or to the project to bring it to the 15% rate that would make the project viable. Finally, Concept 3 is financially feasible, with an IRR of 16.7% and would generate \$26.7 million in residual land value that could be used for additional public benefits.

Traffic and Mobility

All three land use concepts will require improvement to the intersection at Fair Drive and Harbor Boulevard. Concept 1 relies solely on the existing access point at this intersection, while Concepts 2 and 3 introduce a secondary access road through the golf course connecting to Harbor Boulevard. Due to its higher housing capacity, Concept 3 is expected to generate the most traffic and may require additional offsite improvements such as added lanes and signal timing adjustments.

While Level of Service (LOS) is no longer required to be studied under CEQA for significance thresholds, the City continues to study LOS for public transparency and as part of its City requirements. The City has adopted Level of Service (LOS) D as the acceptable threshold for intersection performance. Each land use concept was analyzed for its impact on traffic, with LOS ratings ranging from LOS A (free-flowing

conditions) to LOS F (significant delays requiring multiple signal cycles). The table below summarizes projected daily trip generation and LOS for each concept.

Table 4: Traffic and Level of Service

	Concept 1	Concept 2	Concept 3
Access Points to Harbor Boulevard	1	2	2
Daily Trip Generation	11,342	16,640	18,501
Morning Peak Hour Trips	842	1,229	1,407
Evening Peak Hour Trips	997	1,449	1,639
Level Of Service	With No Improvements: <ul style="list-style-type: none"> • Morning Peak: LOS C • Evening Peak: LOS D 	With No Improvements: <ul style="list-style-type: none"> • Morning Peak: LOS C • Evening Peak: LOS E 	With No Improvements <ul style="list-style-type: none"> • Morning Peak: LOS C • Evening Peak: LOS E
	With Improvements: <ul style="list-style-type: none"> • Morning Peak: LOS A • Evening Peak: LOS C 	With Improvements <ul style="list-style-type: none"> • Morning Peak: LOS B • Evening Peak: LOS D 	With Improvements: <ul style="list-style-type: none"> • Morning Peak: LOS B • Evening Peak: LOS D

If a secondary roadway is constructed through the Mesa Linda Golf Course, it will result in operational impacts as future development phases are implemented. Based on the land use concepts and phasing assumptions, it is anticipated that this roadway may not be needed until residential development exceeds 2,300 units, which could take approximately 10 to 12 years. While this connection may affect current golf course operations, it also presents an opportunity to improve the course layout and enhance the overall user experience.

To evaluate this opportunity, the City engaged Todd Eckenrode Origins Golf Design, a local golf course architect firm, to evaluate potential design adjustments to the golf course in order to accommodate the secondary access route. Origins Golf Design developed preliminary concepts that reimagine the driving range and nearby areas in a way that maintains functionality and elevates the golfing experience. The associated costs for this design enhancement are included in the financial feasibility analysis, ensuring that long-term planning reflects both the infrastructure needs of the project and the ongoing success of the golf course as a valued community amenity. This information will be used to inform and memorialize the Specific Plan if the City Council proceeds with a maximum unit count above 2,300 units. It is anticipated that it may be further refined once a master developer submits to the City for entitlements.

Additionally, each concept incorporates an interconnected network of pedestrian and bicycle paths. These facilities are designed to link residential areas with parks, community amenities, and key destinations within the project area and the broader City, promoting active transportation and reducing reliance on cars.

Parks and Open Space

The three land use concepts offer different approaches to open space distribution. Concept 1 features a linear park with open space dispersed throughout the site. Concept 2 concentrates parkland into a larger, centralized area, while Concept 3 prioritizes housing and provides the least amount of park/open space.

State Government Code Section 66477, known as the Quimby Act, authorizes cities to require the dedication of parkland or payment of in-lieu fees from residential subdivisions to support the development of park and recreational facilities. The law sets a baseline requirement of up to 3.0 acres per 1,000 residents. It also allows jurisdictions to adopt higher local standards if supported by their General Plan and local ordinance.

In accordance with this authority, the City has established a local parkland dedication standard of 4.26 acres per 1,000 residents, as outlined in General Plan Policy OSR-1.18. This requirement is implemented through the City's Park and Recreation Dedications Ordinance (Municipal Code Title 13, Chapter XI, Article 5). Based on projected population levels, none of the land use concepts currently meet the 4.26-acre standard.

Table 2: Recreational/Open Space

	Concept 1	Concept 2	Concept 3
Dedicated Recreational/Open Space Areas (acres)	14.1	18	4.9
Population Projection ¹	5,744	7,816	10,232
Required Open Space based on Policy OSR-1.18	~22 acres of open space	~36 acres of open space	~42 acres of open space
NOTES: <i>1. Persons Per Household: 2.64, Source: American Community Survey 2022. Includes estimated 480 DDS units for each concept (mix of 20% Very Low and 80% Moderate income). Assumes 1 person per household for Very Low and permanent supportive units.</i>			

The current General Plan Land Use Designation for the Fairview Developmental Center site is Mixed-Use Center (MUC). The MUC designation—unique to this site—also includes an open space goal requiring that at least 25% of the site be preserved as open space. Based on the 80 acres available for development, this equates to a minimum of approximately 22 acres.

While none of the current land use concepts fully meet the open space goal of preserving 25% of the site as required under the existing MUC designation, a component of the project is a General Plan Amendment to align the designation with the Specific Plan's final land use and open space framework. This amendment will update the MUC land use designation to reflect the allowable uses and revised open space standards established through the Specific Plan.

As the planning process progresses, the Specific Plan will define a realistic and implementable open space goal—supported by future land dedication and developer-funded improvements—that will guide how open space is integrated into the site's long-term development. It is anticipated that the open space goal will be met during implementation through a combination of land dedication, in-lieu fees, development impacts fee and/or developer-funded improvements as part of the future development agreement.

LAND USE CONCEPTS OUTREACH

Survey Details and Structure

To gather community input on the three land use concepts, the City conducted public outreach throughout July and August 2024. Engagement activities included in-person and virtual workshops, pop-up events, and an online survey available from July 24 to August 30, 2024. All materials and events were offered in both English and Spanish, and paper surveys were made available at in-person events (see Attachment 4). In total, the City received 719 survey responses, along with 10 emails and 8 comment cards submitted during the outreach events.

To encourage broad participation, the online survey did not require responses to every question, resulting in varying response rates. The survey was hosted on the Social Pinpoint platform and was designed to reflect the same information presented at public workshops, allowing participants who could not attend in person to access an equivalent level of detail. The survey featured the following informational tabs:

- Introduction – Included instructions for navigating the survey, explained the purpose and development of land use concepts for the FDC Specific Plan, and outlined the survey's goals.
- Land Use Concepts – Provided detailed descriptions of each concept, results from traffic and infrastructure studies, and an interactive map.
- Summary – Offered side-by-side comparisons of the concepts, including the results of the traffic and infrastructure studies. The summary also provided an overall comparison of the concepts intended to inform participants about the various tradeoffs between each concept.

Survey Outreach

The survey was promoted extensively during Workshop 4 open-house series and at pop-up events hosted by the City.

- Wednesday, July 24, 2024 - Open House/Workshop Night 1, 6-8 p.m., Norma Hertzog Community Center, 1845 Park Avenue
- Thursday, July 25, 2024 - Open House/Workshop Night 2, 6-8 p.m., Saint John Paul the Baptist Church, 1021 Baker Street
- Wednesday, July 31, 2024 - Virtual Open House/Workshop Night 3, 6-8 p.m., hosted via Zoom.

The City publicized the survey through the following media and print forms:

- Direct mailer to 40,000 households via USPS
- Social Media (Instagram and Facebook) --~1,000 average reach
- City Manager's Weekly Newsletter (Snapshot) - 12,000 subscribers
- Costa Mesa Minute Video (broadcast on CMTV and social media)
- Three pop-up events: Harbor Iglesia Church, Music in the Park, Northgate Mercado Gonzalez
- Announced at City Council meeting
- Project Website: fdcplan.com
- Flyers at City Facilities

Survey Results

The survey results are provided in Attachment 5. Below is a summary of key findings:

- A total of 719 survey responses were received. Additional feedback included ten emails and eight comment cards submitted during in-person events.
- The physical layout of Concept 1 was the most preferred among respondents.
- Open Space configuration most influenced a participant's preference when selecting a preferred layout.
- 52% of respondents support adding a secondary access road; 32% opposed it, and 16% indicated they need more information.
- 65% of respondents are supportive of 2,300 dwelling units in the plan. About 20% support 3,450 units, while 13.5% support a higher density of 4,000 units.

- 66% of respondents believe the plan should maintain the 920 affordable dwelling units (Very low- and Low-income categories) designated in the City's Housing Element.
- A majority of the respondents were primarily unsupportive of reducing open space/park space for more housing.
- Over 315 open-ended comments were submitted, covering a wide range of topics including strong support of affordable housing, concerns about increased traffic, and importance of preserving open space.

Considerations for the Preferred Land Use Plan

The land use concepts analysis—including financial feasibility findings—identifies several considerations to inform the development of a preferred land use plan:

1. Ensuring Financial Viability

A sufficient number of market-rate housing units will be necessary to generate revenue to fund critical project components, including demolition, infrastructure, open space improvements, and the preparation of sites for DDS and affordable housing.

2. Balance Land Use Components

The preferred plan will need to strike an appropriate balance between affordable housing, market-rate housing, and open space to meet community goals, financial feasibility, and State expectations.

3. Support the Delivery of Affordable Housing

If there is a desire to increase the likelihood and shorten the time frame for developing affordable housing, a sufficient number of market rate units are needed to help pay the cost of structured parking.

4. Plan for Long-Term Flexibility

Incorporating residual land value into the planning approach will help maintain project feasibility in the face of potential changes in economic and market conditions over the anticipated 10- to 18-year buildout period.

RECOMMENDATIONS FOR THE PREFERRED LAND USE PLAN:

The land use concept analysis and the financial feasibility findings, staff recommends the following key elements and considerations for the preferred land use plan:

1. *Residential Development range from 3,600-3,800 units*

This range strikes a balance between market feasibility and achieving City and State housing goals. It also provides flexibility for detailed site planning, phasing, and housing mix adjustments as the project progresses.

2. *Circulation Network: Grand Promenade*

The plan includes a central Grand Promenade that has received strong community support. It should serve as the site's primary spine, enhancing connectivity, reinforcing a sense of place, and promoting walkability across the development.

3. *Open Space: Minimum Publicly Accessible Open space of 10-12 acres*

A defined amount of minimum publicly accessible open space is essential to ensure a high quality of life, meet local and State parkland standards, and provide accessible recreational opportunities for future residents and visitors. In addition, staff will look at including incentives into the Specific Plan that will further encourage the provision of publicly accessible open space.

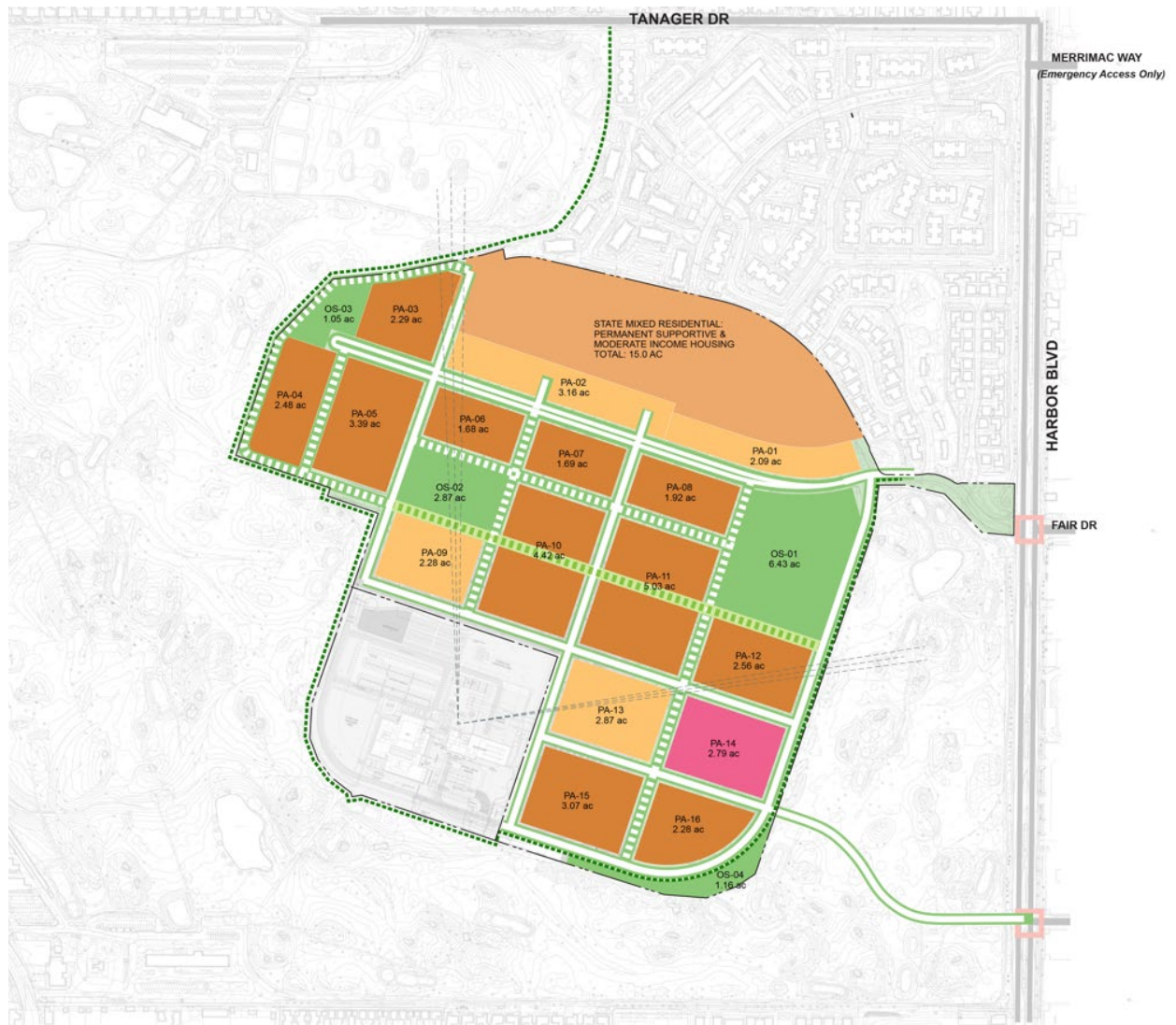
4. *Specific Plan Land Use Plan and Development Standards: Built-in flexibility for future Master Developer with certainty for the community*

The Specific Plan should be designed with flexibility to accommodate changing market conditions and evolving housing products, while not compromising on community decisions and certainty around the plan. This includes adaptable land use designations (including a maximum of 35,000 square feet of commercial and/or retail space) and phasing strategies while maintaining the plan's core principles and community objectives.

5. *Working Draft FDC Preferred Land Use Concept Map*

Figure 3 illustrates the working draft preferred plan that incorporates the staff recommendations outlined in this section. The draft plan can accommodate a maximum unit range of 3,600-3,800 units, a grand boulevard, minimum open space of at least 10 acres and pedestrian trails and a street network that can accommodate all modes of transportation (vehicles, bicycle lanes and pedestrian routes), including a secondary access route from Harbor Boulevard. The draft plan also maintains flexibility to be memorialized into the Specific Plan to accommodate changing market conditions, evolving housing products and a range of potential housing developers depending on the State's disposition process.

Figure 3: Working Draft FDC Preferred Land Use Concept Map



GENERAL PLAN CONFORMANCE:

The City's 2021-2029 Housing Element identifies the site as a Housing Opportunity Site and allocates 2,300 residential units, with 40% of those units expected to be affordable to very low- and low-income households. To implement this vision, a General Plan Amendment will be required to reconcile the current MUC land use designation with the housing capacity and policy direction in the Housing Element. The Fairview Developmental Center Specific Plan will serve as the guiding planning document to implement these goals and provide a comprehensive framework for future development.

Specific Plan, General Plan Amendment and Environmental Review Process

The Fairview Developmental Center Specific Plan is being prepared to establish detailed land use designations, development standards, infrastructure improvements, and design guidelines for the site. A Specific Plan is a planning tool authorized under California Government Code Sections 65450-65457 that allows cities to implement General Plan policies within a defined area. Once adopted, the Specific Plan will govern all future development proposals for the site, and any development must conform to its requirements.

Following Planning Commission and City Council input on the land use concepts presented in this report, staff will begin drafting the Specific Plan, along with the associated General Plan Amendment. While the City Council will not take formal action or select a final land use concept at this stage, their input—along with feedback from the Planning Commission and community—will help inform a preferred land use plan and define the scope of the environmental review pursuant to the California Environmental Quality Act (CEQA).

Once the project description and land use plan is refined, a Notice of Preparation (NOP) will be issued to initiate the CEQA process. A Scoping Meeting will be held to gather public input on the scope of the Draft Environmental Impact Report (DEIR), which will be prepared and circulated for public review. The Specific Plan, General Plan Amendments, and DEIR will be prepared concurrently over the course of several months. The Planning Commission and City Council will consider these documents during future public hearings. Additional community meetings will also be held to share the draft plan and gather further input prior to formal consideration.

PUBLIC NOTICE:

There is no public notice requirement for the Planning Commission Fairview Developmental Center Specific Plan Study Session. However, to encourage public engagement, the City provided the following informal outreach:

- 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.

NEXT STEPS:

The redevelopment of the Fairview Developmental Center offers a unique opportunity to transform an underutilized site into a vibrant, mixed-use community that reflects the City's goals for sustainability, open space, and active transportation.

The Planning Commission's feedback is a critical step in shaping the vision and structure of the Specific Plan.

Staff will present a summary of the Planning Commission's input, including a refined preferred land use along, draft project description, draft vision statement, draft guiding principles and any additional information requested, back to the Planning Commission at their June 9, 2025, meeting for further review and a formal recommendation of the Preferred Plan to the City Council. Following this meeting, the City Council will consider the aforementioned materials, along with the Planning Commission's recommendation and to provide direction on the preferred plan use project, project description, vision statement and guiding principles at their July 15, 2025, meeting.

Following input from the City Council, staff will proceed with the environmental review process. A Notice of Preparation (NOP) will be issued to initiate the environmental review, leading to the preparation of a Draft Environmental Impact Report (DEIR). Concurrently, staff will continue to develop proposed Specific Plan policies, development standards, and objective design guidelines. An outreach event will be held to present the proposed plan and DEIR to the community for feedback. A follow-up study session with the Planning Commission and City Council will be held on the draft Specific Plan, with additional opportunity for discussion and refinement. Upon completion of the DEIR public review period, the City will initiate the formal public hearing process to consider adoption of the Specific Plan and associated project approvals. In addition, following completion of the DEIR public review period, DGS anticipates release a request for proposals for a Master Developer.

ATTACHMENTS:

1. State Factors
2. Department of Developmental Services (DDS) June 28, 2024 Letter
3. Land Use Concepts for Survey
4. Land Use Concepts Survey
5. Survey Results
6. Financial Feasibility Analysis



PLANNING COMMISSION AGENDA REPORT

MEETING DATE: June 23, 2025

ITEM NUMBER: OB-1

SUBJECT: FAIRVIEW DEVELOPMENTAL CENTER SPECIFIC PLAN LAND USE PLAN - REVIEW AND RECOMMENDATION

**FROM: ECONOMIC AND DEVELOPMENT SERVICES DEPARTMENT/
PLANNING DIVISION**

PRESENTATION BY: ANNA MCGILL, PLANNING & SUSTAINABILITY DEVELOPMENT MANAGER, KAREN GULLEY, PLACEWORKS, SUZANNE SCHWAB, PLACEWORKS, STEVE GUNNELLS, PLACEWORKS

**FOR FURTHER INFORMATION CONTACT: ANNA MCGILL
(714) 754-5609
ANNA.MCGILL@COSTAMESACA.GOV**

RECOMMENDATION:

Staff recommends that the Planning Commission receive the staff presentation and provide feedback on community variables and plan components that will shape the land use plan for the Fairview Developmental Center (FDC) Specific Plan.

APPLICANT OR AUTHORIZED AGENT:

City of Costa Mesa

BACKGROUND:

City and State Roles in the FDC Specific Plan Process

The 115-acre FDC site located at 2501 Harbor Boulevard in the City of Costa Mesa includes several interested entities, uses and state legislation. These factors create an opportunity for a planning process to guide the future redevelopment of the land. Extensive early coordination between the City and the State has resulted in this planning process being a collaboration. This section of the staff report outlines the state legislation that dictates the overall planning process and describes the City's and State entities' roles in guiding the development of the FDC site.

In June 2022, the State Legislature through Senate Bill (SB) 188 approved Government Code Section 14670.31, which provides a framework for the reuse of the FDC property. The legislation codifies a partnership between the Department of General Services (DGS), the Department of Developmental Services (DDS), and the City of Costa Mesa, with defined roles for each entity.

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 is for the redevelopment of the FDC site to prioritize affordable 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. The City will create a Specific Plan for the FDC site that implements the provisions of Government Code Section 14670.31.

Agreement: The City and the State executed an agreement in December 2022 consistent with SB 188. The agreement envisioned that the City's planning work for FDC would be completed by December 2025 and 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.

As outlined in the agreement between the City and State, 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.

City's Role: The regulatory framework for this planning process includes preparation of a Specific Plan, identifying and defining public benefits, amending the General Plan, updating the zoning regulations, and conducting the environmental review in accordance with the California Environmental Quality Act (CEQA). Although the City does not own the land, the City maintains zoning authority over the land. This is same authority by which the City regulates all land that is not public right-of-way (streets, etc). In the case of FDC, the City has benefit of a working relationship with the State and

understands the State intentions on securing a private master developer (as opposed to the State itself) to develop the site.

One unique element of the agreement requires the City to conduct an analysis to help determine project scenarios that will be financially feasible for a future master developer. Preparation of financial feasibility analyses is typically undertaken by the property owner or a developer to assess realistic development scenarios to pursue. This information, while used by developers to decide whether to pursue a project, is often not known to a jurisdiction (city or county) during planning efforts. In the case of FDC, the City benefits from understanding the financial feasibility analysis, which identifies the range for reasonable expected development. This information is also needed by DGS to inform their disposition process and select a master developer.

State's (DGS) Role: The State DGS, acting as the property owner, will lead the property disposition process, which will include either sale or lease of the land to a master developer, for the purposes of pursuing one or more projects in compliance with the City's Specific Plan. As part of this process, the State will release a Request for Proposals (RFP) and select a master developer with a proposal that most closely reflects State and City goals and regulations for the site. DGS has expressed that they will likely start the disposition process and release the RFP after the Draft Environmental Impact Report (EIR) public review period is complete. This ensures that the State's disposition process can include with a clearly defined scope of development, Specific Plan regulations, and a detailed understanding of the environmental impacts associated with the site. Note that any project proposal would be processed through the applicable application types identified in the Specific Plan.

State (DDS) Role: DDS is the second state agency that has an active role in the FDC site planning process. DDS provides a wide variety of development disability services to Californians, which can include projects that build additional affordable and/or supportive housing. In accordance with SB 82, and demonstrated in the three developed land use concepts, DDS will retain 15 acres for housing that will be developed in a manner similar to the Harbor Village Apartments. DDS anticipates developing up to 480 residential units adjacent to the existing Harbor Village Apartments, with 20% of the units dedicated to individuals with developmental disabilities, like the Harbor Village model. Any units constructed by DDS as part of the FDC site will count towards the City's fulfilling its Regional Housing Needs Allocation (RHNA) obligation. This 15-acre portion of the property will be included in the Specific Plan area and studied under the EIR. DDS has committed to developing their portion of the site in accordance with the City's Specific Plan, and continue to meet and collaborate with the City to ensure that the Specific Plan's land use policies support the State's DDS housing goals and interests.

State's Role in Emergency Operations Center (EOC): DGS is also overseeing and responsible for the construction of the Emergency Operations Center (EOC).

Additional information is available online at: <https://buildcaloessreoc.turnersocal.com/>. The May 27, 2025, staff report included additional information on decisions made between the City and State regarding this project, including the revised alignment of Shelley Circle and the identified location of the EOC community tower, which will impose height restrictions located directly north and east of the EOC site. These decisions will be reflected and memorialized in the Specific Plan.

City and State Coordination: The City and State entities (DGS, EOC development team and DDS) hold bi-weekly coordination meetings to discuss the progress of the Specific Plan, EOC project, anticipated DDS housing and DGS disposition process. These continued meetings are critical in ensuring shared information, goals, and interests as they relate to the overall FDC site.

Community Outreach and Input

The City launched the community outreach component of the FDC Specific Plan process in 2023. The goal was to optimize public participation and encourage public input on the plan development. Many comments on the types and amount of housing, on the internal circulation and connectivity to the surrounding community, and parks and opens spaces were gathered and summarized. Outreach events have included in-person and virtual workshops, pop-up events, and study sessions. Materials for all workshop and pop-up events were provided in both English and Spanish, with Spanish interpreters available to assist attendees as needed. For in-person meetings, the City's Parks and Community Services Department provided activities and childcare resources to enable parents to attend and more fully engage in the outreach process.

Workshop 1: The first workshop, which consisted of three workshop meetings, conducted in November 2023, focused on idea generation for the ingredients of great neighborhood which was used to inform a draft vision statement and set of guiding principles. The summary of the input received is available on the FDC website, through this link: https://fdcplan.com/wp-content/uploads/2023/11/Workshop-1_Summary_DRAFT_Revised_11.28.23.pdf

Workshop 2: The second workshop was conducted in January 2024, consisting of three workshop meetings, and focused on the draft Vision and Guiding Principles, based on the feedback from the first workshop series. The summary of the input received is available on the FDC website, through this link: https://fdcplan.com/wp-content/uploads/Workshop-2_Summary_FINAL.pdf

Workshop 3: Held across 3 workshop meetings in February and March 2024, the third workshop series provided an open house format which gave the community opportunity to walk through various stations and learn more about a variety of topics

related to the FDC Specific Plan. The summary of the input received is available on the FDC website, through this link: https://fdcplan.com/wp-content/uploads/Open-House-3_Summary_English.pdf

The first three workshop series were advertised across a range of media and print forms (detailed on each workshop summary) and documented input from 419 attendees.

Workshop 4: The input received on the first three workshops was used to inform and shape the three Project Conceptual Alternatives, which incorporated key community features identified by the public. Held across three workshop meetings in July and August, 2024, the fourth workshop focused on the draft Land Use Concepts. The summary of the input received is available on the FDC website, through this link: https://fdcplan.com/wp-content/uploads/Open-House-4_Summary_ENGLISH.pdf

Throughout the fourth workshop outreach events, the City received 719 survey responses, along with 10 emails and 8 comment cards. A summary of the input received on the land use concepts was included as an attachment in the May 27, 2025, staff report.

Financial Feasibility Recap

As required by the agreement with the State, 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 2,300 units, 3,450 units, and 4,000 units, along with land use components identified during public 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—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. The Analysis was provided as an attachment to the May 27, 2025, staff report.

Financial feasibility analyses are prepared and analyzed from the perspective of potential developers and ask the question: do the concepts provide for a sufficient number of 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 the 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%).

In evaluating the three land use concepts, this analysis estimates the cost to develop several land use concepts along with an Internal Rate of Return (IRR). The industry standard deems 15% to be the minimum return that outside investors expect to invest equity in a development project. The table below 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

Note: The total cash inflow and outflow is a simple sum of the monthly estimates. The data are not discounted and thus do not reflect the time value of money. However, the IRR does account for the timing of inflows versus out-flows.

Based on the analysis above, Concept 1 would cost more to develop than it would generate in income. This concept would need additional subsidy of over \$233 million to be feasible at a 15.0 percent IRR. Absent a subsidy, it is highly unlikely that this development scenario would come to fruition. Concept 2, which showing slightly less than the industry standard IRR of 15% would still be considered financially feasible as it is anticipated a developer could make minor adjustments to their own pro forma or to the project to bring it to the 15% rate that would make the project viable. Finally, Concept 3 is financially feasible, with an IRR of 16.7%.

While normally unavailable to the City as part of a Specific Plan development process, the Financial Feasibility Analysis results are significant in that they provide an indication of what a master developer is likely to propose on the FDC site as the range of units. This allows the City to more clearly forecast estimated population growth and needs, along with infrastructure and public service needs to support development at the FDC site. The Analysis points to the reasonable expected development level to more clearly reflect Concept 3 than Concept 1. To achieve an

IRR at the industry standard of 15%, it is estimated that the unit range could be approximately 3,600 to 3,800 units.

To prepare a viable Specific Plan and conduct environmental review under CEQA, the City is responsible for evaluating a land use concept that is both physically and financially viable and reasonably expected. The City can then ensure a Specific Plan that achieves a balance of community desires and key public benefits-such as affordable housing, open space, and community amenities- as well as plan elements that are reasonably expected to be seen as part of a future project proposal based on feasibility.

In accordance with the FDC project agreement, the process has now progressed to the Preferred Plan Framework. This process entails Planning Commission input on components to include on a Preferred Plan. These components are based on input received from the community survey and the Vision and Guiding Principles for the Specific Plan. Collectively, the Planning Commission and public input will provide a foundation for components of the Specific Plan.

Planning Commission Input: May 27, 2025, Study Session

Based on the Financial Feasibility Analysis of the land use concepts, staff presented a Study Session on the Preferred Plan Framework to the Planning Commission at a study session item on May 27, 2025. The session included a comprehensive presentation covering land use concepts, varying residential densities – including affordable housing–commercial uses, circulation networks, and open space planning. Commissioners also were provided with an overview of the community outreach and feedback, financial feasibility findings, and necessary site and infrastructure improvements. The purpose of the study session was to gather input from the Planning Commission to help refine the project description, shape the Preferred Plan Framework, and inform the scope of environmental review required under the CEQA. The May 27, 2025, FDC Study Session Staff Report and Materials are included as Attachment 1 to this report. Below is a high-level summary of comments and input received from the Planning Commission at this meeting:

a. Residential Development Range and Affordability Targets

A range of input was received on target residential development ranges for the Specific Plan, with some acknowledgement that the community voiced support to stay closer to the Housing Element target (2,300 units), some input to increase the target to what is financially feasible but not go beyond this point and some input to study the maximum density for the purposes of the EIR (4,000 units) and provide a target range that is financially feasible in the Specific Plan. A few Commissioners asked about a potential land swap concept (further discussed in other input received below) and the possibility of using City-owned land between Fair Drive and the

proposed secondary access road adjacent to Harbor Boulevard to provide additional housing and/or open space. There seemed to be consensus amongst the Commission to encourage meeting the Housing Element's target of 40% affordable units for the FDC site.

b. Development Pattern

The Commission requested additional information on the development patterns considered within the Specific plan, including permitted use types under each land use designation and some additional clarity about density, height, and other potential objective standards. Some Commissioners voiced support for including other community amenity type uses, such as a library or a community room. Some commented that the land use plan doesn't feel "unique" or like a neighborhood at this stage and would like some additional information to help visualize what the Specific Plan will entail.

c. Circulation Network

There was some input received on the grand promenade, mainly requesting more detail on the components within the promenade, including size and look of sidewalks, planting areas and the adjacent development patterns (i.e. mixed-use development, housing or any commercial component). The Planning Commission acknowledged that while the promenade was supported during public outreach, further refinement was needed to enhance its connectivity, reinforce sense of place and promote walkability across the development.

d. Open Space and Community Amenities

While there was no specific Planning Commission direction on the minimum open space desired, they did support open space overall and questioned how the Specific Plan can incorporate the City's General Plan open space goals citywide and for the FDC site. While the staff recommended minimum open space for the Specific Plan that is lower than the Citywide or FDC specific goals in the General Plan, the amount suggested assumed that these goals would be met through dedication of land, the cost of improvements to the land and additional park impact fees that the master developer would pay in accordance with the City's Local Park Ordinance. The components for meeting the open space requirements will be further discussed in the analysis of the staff report. Finally, staff received input regarding the commercial components of the plan and heard support for distribution of commercial space within the Specific Plan, as well as options for both mixed use configurations and standalone retail configurations.

e. Other Input Received

Additional input from the Planning Commission was received and is summarized below:

- Land Swap concept: Some commissioners queried the DDS letter dated June 28, 2024, included in the staff materials, and asked if there was still an opportunity to explore a land swap concept as part of the project. At the meeting, staff explained that this concept was further discussed with the Department of General Services (DGS), who did not express interest at the time in pursuing the concept. However, if a consensus is received amongst both the Planning Commission and City Council to continue to explore this option, staff will continue to engage in discussions with the state and assembly members about its viability as an option and the potential steps (including the current deed restrictions on the use of the golf course land and potential legislation needed) to consider a land swap option. One additional consideration is that the golf course areas outside the FDC site were not included as part of the City's Measure K process, which means a major land use designation change would require a vote of the people.
- Further community outreach: some Commissioners expressed concerns over the results of the community survey conducted when compared to the viable land use options under the financial feasibility analysis and suggested slowing down the process and conducting additional community outreach.

DISCUSSION AND ANALYSIS:

Recommendations for the Vision Statement and Guiding Principles

The Planning Commission requested a summary of the vision statement and guideline principles to evaluate conceptual land use plan framework. The draft vision statement and guiding principles have been included as Attachment 2.

A vision statement is an aspirational description of the desired future for a specific area. It reflects the community's long-term goals and values and serves as a foundation for land use decisions, physical development, and policy direction. In a Specific Plan, the vision ensures that future growth aligns with local priorities while supporting broader city and state goals such as housing production, sustainability, and livability. Guiding principles are the core values that support the vision. They provide a decision-making framework and help shape the plan's development by emphasizing priorities like connectivity, inclusivity, adaptability, and economic vitality.

For the Fairview Developmental Center (FDC) Specific Plan, the vision guides the planning process and unifies input from stakeholders and the community. Feedback from outreach events (Workshops 1 and 2) and study sessions informed the draft vision and guiding principles, which reflect both community perspectives and

broader planning goals. These drafts will continue to evolve and will be included in the final Specific Plan to guide future development of the site.

FDC Specific Plan and its Components

A Specific Plan is a tool used by jurisdictions to implement the General Plan in a defined area within the City. The required content is established by Sections 65450 – 65457 of the California Government Code. A Specific Plan incorporates the elements of the community vision into a Preferred Land Use Plan, and planning control, detailed standards and design direction that may supplement and/or differ from a City's traditional zoning regulations. In addition to establishing a land use plan and development regulations, a Specific Plan must also provide conceptual plans for circulation and infrastructure improvements needed to support the intended land uses. It must also address the phasing of development, financing, and how development applications will be processed.

The City's responsibility and due diligence is to create a specific plan for the FDC site that ensures that future development provides all required infrastructure, public services, open space, public safety services, and appropriate development impact fees to fund services that cannot be constructed. Because specific plans, unlike the zoning ordinance, govern a defined geographic area, jurisdictions will establish a scope of development that is anticipated to evaluate infrastructure and land use needs. Understanding the needs guides the development requirements that are included in the specific plan. As such, it is important for a jurisdiction to identify the most realistically expectable level of development to ensure adequate requirements are in place to support that development and broader public needs.

The FDC Specific Plan will be the basis for all future development applications on the site. The developer(s) selected by the State will be required to comply with the adopted Specific Plan, but could utilize other permitted housing state legislation, including State Density Bonus Law (SDBL) provisions, as part of their entitlement requests and application to the City.

Key Chapters and Components of a Specific Plan will typically include existing conditions, visions and guiding principles, the main components of the plan and administration and implementation requirements for how future projects under the project will be processed. Specific Plans typically include the following Chapters:

- Introduction
- Existing Conditions and History of the FDC Site
- Vision and Guiding Principles
- The Plan

- Land Use Plan (including permitted uses under each land use category such as housing/affordable housing, commercial, community amenities, etc.)
- Mobility and Circulation (including roadway and network layout, street sections, bicycle, and pedestrian path and access requirements, etc.)
- Open Space (including minimum required open space, types of open space permitted and possible locations for open space, recreational amenities, dedications, fees to be paid, construction and maintenance responsibilities)
- Infrastructure (including infrastructure requirements for the plan such as water, storm drain, sewer and drain utilities)
- Public Services (including additional requirements for public services such as police and fire facilities, as well as drainage to accommodate the need of additional residents and services)
- Administration and Implementation

More detailed examples of the components of the Specific Plan, including some visual representations of possible requirements, will be included in the staff presentation. While the Specific Plan will include clear standards to ensure that infrastructure and public needs are accommodated, it will also include flexibility to accommodate factors such as evolving housing products. The City's goal is to ensure that development at the FDC site implements community infrastructure and public needs that are met by a developer as they pursue a reasonably expected development plan. To facilitate the City's housing goals, the Specific Plan is not intended to predict development scenarios or overly dictate requirements.

The FDC Specific Plan will serve as the regulatory and policy document guiding the site's transformation over time. It will also support the State's future solicitation of a Master Developer to implement the vision in alignment with the City's goals and community input. Therefore, the overall goal of the project description is to set maximum development parameters that can be studied and can anticipate possible environmental impacts. This process ensures transparency for the public and will help the master developer with a transparent and efficient entitlement process for future City review.

DEVELOPMENT OF THE PREFERRED LAND USE PLAN:

Following community input and financial feasibility analysis, the City's planning effort contemplated the development of land use alternatives and from those alternatives, a

preferred land use plan. Staff is requesting that the Planning Commission provide guidance about components that should be included in a preferred land use plan.

To assist in the Planning Commission efforts and public input, the consultant team developed potential land use alternatives as starting points for discussion. The goal in developing these alternatives was to incorporate components of the studied land use concepts that were desired by the community as well as incorporate aspects of good planning design with consideration of the results of the financial feasibility analysis.

These alternatives, shown below, were vetted, and discussed with City staff across multiple divisions/departments and used to formulate the preferred land use plan that was shown to the Planning Commission at the May 27, 2025, hearing. All land use plans considered can accommodate the staff recommended components of the preferred plan that was shared with the Planning Commission at the last study session (housing target range, minimum amount of open space dispersed through the site, commercial space, grand promenade, and flexibility for a future master developer).

All alternatives are within a development unit range that is considered reasonably expected, based on the financial feasibility analysis. Staff recommends setting a minimum residential development of 2,300 units and a maximum residential development of between 3,600-3,800 units (i.e., the Planning Commission would recommend a number within this range to set as the maximum). The minimum residential development is to ensure that the FDC Specific Plan meets the affordability goals that were outlined in the City's adopted Housing Element.

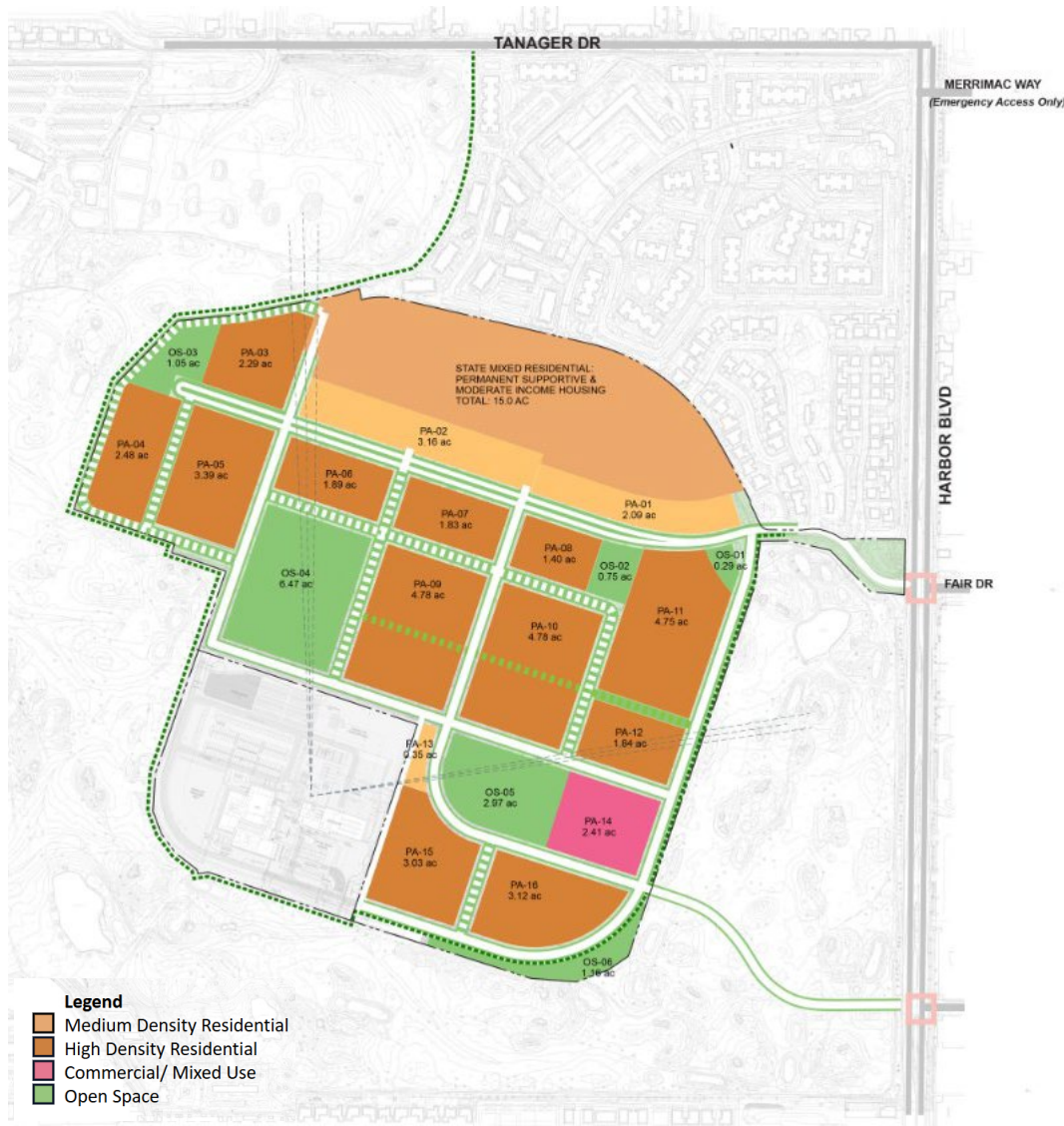
State Density Bonus Law now allows additional density on all housing development projects that provide a certain level of affordable housing. Density bonuses can range from 5% to 80% of the number of base units. For example, a development with 100 base units can earn up to an 80% density bonus (180 units) if all the units are affordable (very-low, low, or moderate-income levels). In another example, a development with 100 units base units can earn up to a 50% bonus (150 units) if 40% of the units are restricted to a very-low income level.

The reason for a maximum number is to accommodate for the reasonable expectation that a master developer will pursue a financially feasible development scenario. This ensures that the City studies all developmentally feasible options and ensures that future projects meet the Specific Plan and adequately fulfill infrastructure and public service requirements to support the approximate level of development. These recommendations seek to strike a balance between the City planning for the reasonably expectable range of development, achieving City and State housing goals, and ensuring that development "pays its way."

Considered Land Use Plan Alternative 1

The first considered land use plan included dispersed open space, with large portions strategically placed within the communication tower height limitation area. The plan also included lower density development along the proposed promenade and a curved secondary road, though this feature was not preferred due to restricted turning radius for larger vehicles and that it created awkward shaped parcels that may be difficult to develop. Finally, commercial was placed near the secondary access to minimize neighborhood traffic and convenience, placed adjacent to open space to create opportunities for outdoor dining and other indoor/outdoor retail opportunities.

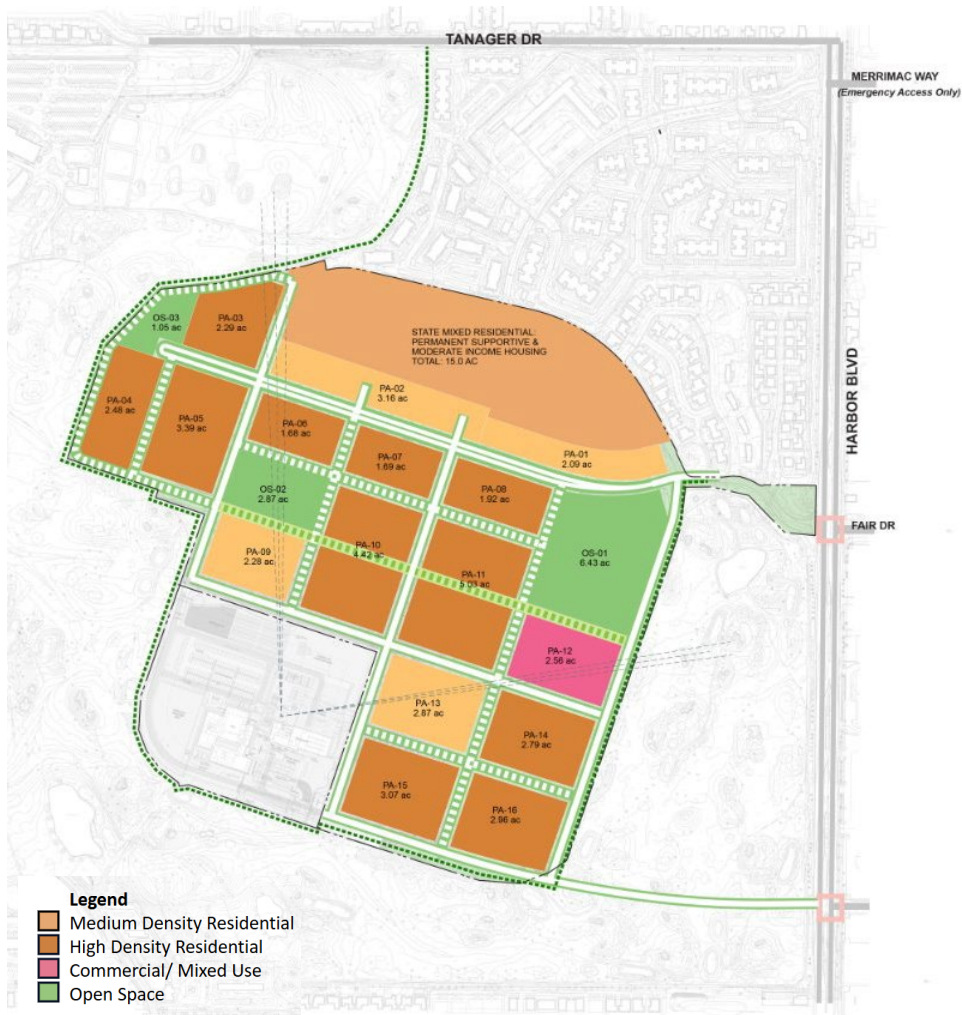
Figure 1: Considered Land Use Concept Map 1



Considered Land Use Plan Alternative 2

The second considered land use plan incorporated open space near Fair Drive to minimize traffic into the community and provide open space adjacent to the golf course. The plan also incorporated lower density development along the promenade and near the EOC site due to the communication tower height limitations. The secondary access road coming into the bottom of the Specific Plan was considered, but ultimately rejected as it did not meet EOC requirements.

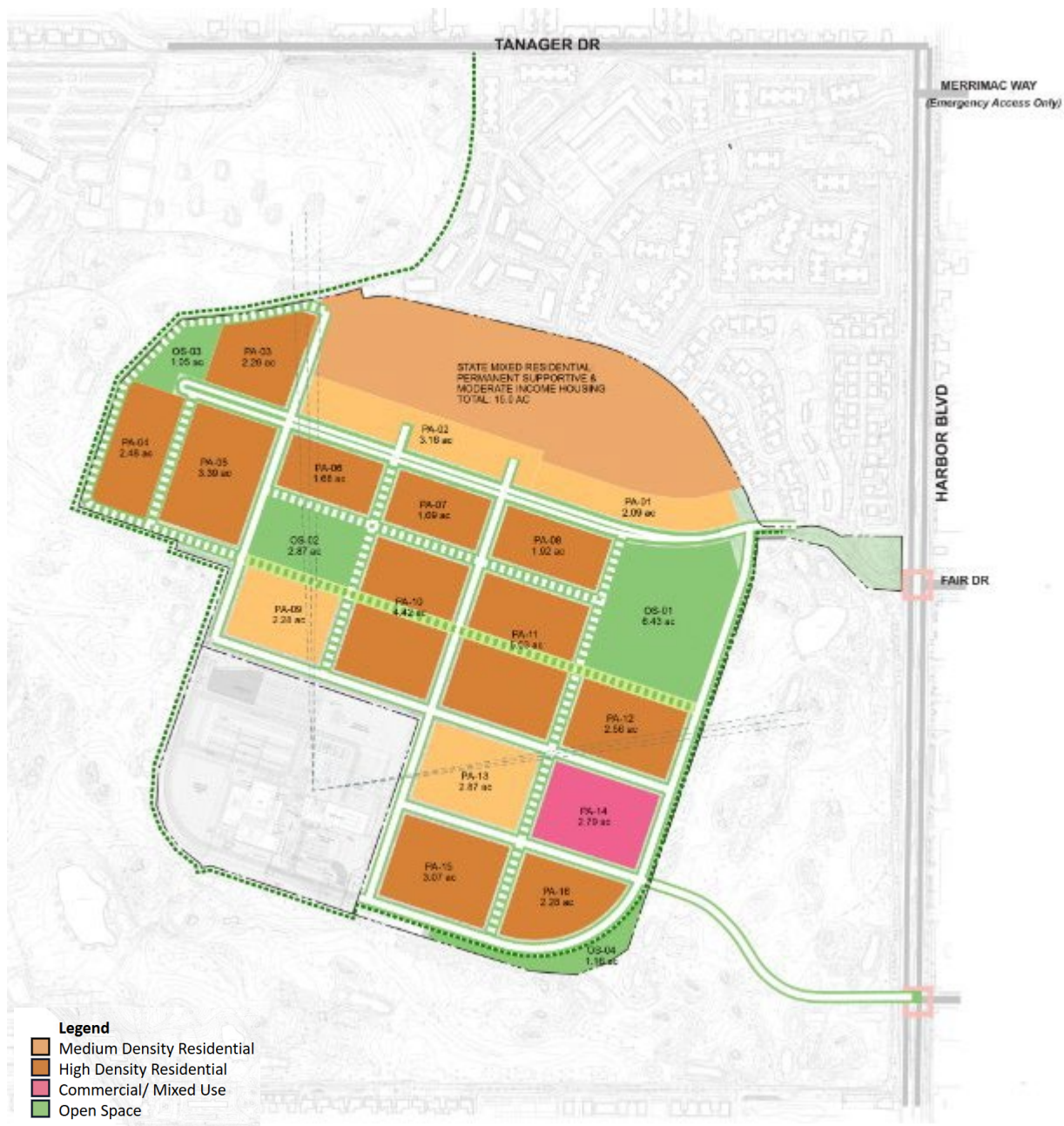
Figure 2: Considered Land Use Concept Map 2



Considered Land Use Plan Alternative 3

Considered Land Use Plan 3 included the same open space near Fair Drive and lower density development along the promenade and adjacent to the EOC site. The plan adjusted the secondary access road to meet EOC requirements and adjacent to commercial space to accommodate convenient access and minimize neighborhood traffic. This considered land use concept most closely reflects the staff recommendation preferred land use plan that was shown to the Planning Commission at the May 27th Study Session.

Figure 3: Considered Land Use Concept Map 3



During the May 27th Study Session, the commission and public requested additional information on the Specific Plan process, which has been provided above and will be included in a more detailed visual form in the staff presentation. The land use plan is intended to be more high-level, with designated land use type and key components of the plan. The land use map identifies potential areas for housing development but does not describe the maximum density or height at these locations, allowing flexibility for the master developer as part of the entitlement process. The Specific Plan will then evolve this land use plan further with additional details, requirements, and considerations. As part of the City's obligation to plan the FDC site to accommodate a reasonably expected level of development, staff has reached a critical point in the project to complete an initial draft the Specific Plan based on the received input. It could also be seen as a study plan that can continue to be refined once a draft Specific Plan is available for review but will be used to study the environmental impacts under CEQA before a final draft Specific Plan is realized. As mentioned above, not accounting for a reasonably expected level of development will result in the City inadequately planning for the infrastructure and public service requirements to support the development.

Key considerations for a preferred land use plan were included in the May 27 staff report including balancing land use components, supporting delivery of affordable housing, ensuring financial viability, and planning for long-term flexibility. Based on the feedback received from the Planning Commission, staff have made certain revision to the key elements below for continued Planning Commission considerations on the working draft preferred land use plan, as outlined below:

1. *Residential Development range*

Based on the input from the Planning Commission and public, as well as the need to adequately plan for a realistic development scenario, the Planning Commission could consider setting a minimum residential development of 2,300 units and a maximum residential development of between 3,600-3,800 units (i.e., the Planning Commission could recommend a number within this range to set as the maximum).

2. *Circulation Network: Grand Promenade*

The revised land use concept map still includes a Grand Promenade or grand entryway to create an identity for this project. This idea has received strong community support. Staff has provided some additional illustrations to further identify the types of uses that would be encouraged and allowed along the promenade including commercial uses, housing, mixed use development, open space, widened sidewalks and bicycle lanes (including in the illustrations

provided within Attachment 3). Additionally, Attachment 4 provides street cross sections for the potential Grand Promenade, as well as other internal roadway configurations being considered for the Specific Plan. The promenade is intended to serve as the site's primary spine, enhancing connectivity, reinforcing a sense of place, and promoting walkability across the development.

3. *Open Space: 12 acres (minimum) of Publicly Accessible Open Space*

While staff originally proposed a minimum open space of 10-12 acres, the staff propose consideration of a minimum of 12 acres based on input from the commission and the community. While this minimum does not meet the current General Plan policies for the City and FDC site, the developer would provide a combination of land, improvements to the parks and trails, and park impact fees consistent with the City's Local Park Ordinance. A defined minimum amount of publicly accessible open space sets the minimum parameter to meet local and State parkland standards and provide accessible recreational opportunities for future residents and visitors. In addition, staff will consider including incentives in the Specific Plan that will further encourage the provision of publicly accessible open space beyond the minimum requirement.

4. *Specific Plan Land Use Plan and Development Standards: Built-in flexibility for future Master Developer with certainty for the community*

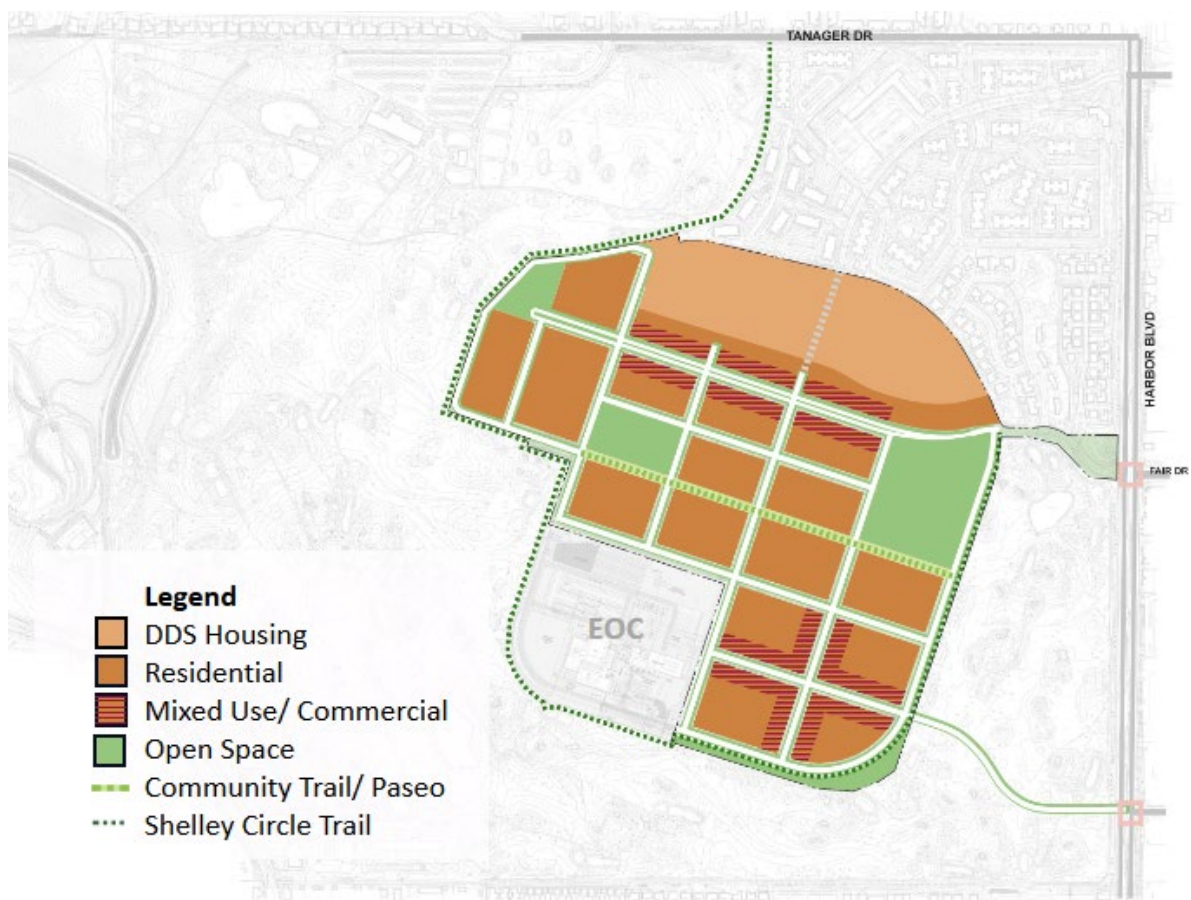
The Specific Plan should be designed to ensure that infrastructure and public services associated with development of the FDC site are provided as part of future project. The Plan will also provide flexibility to accommodate evolving housing products, as the market conditions change over time while maintaining community input and certainty around the plan. This includes adaptable land use designations (including a minimum of 10,000 and a maximum of 35,000 square feet of commercial and/or retail space) and phasing strategies while maintaining the plan's core principles and community objectives. Staff also revised the land use map figure, to identify additional locations for potential commercial and mixed-use development, along the grand promenade and dispersed throughout the plan.

5. *Working Draft FDC Preferred Land Use Concept Map*

Figure 4 illustrates the revised working draft preferred plan that incorporates the input from the Planning Commission. It is included in the staff report to provide something for the Planning Commission to react to and continue to provide input on. The draft plan shown below could accommodate a minimum unit range of 2,300 units and a range of housing units (up to 4,000 units), a

grand promenade, minimum open space of at least 12 acres and pedestrian trails and a street network that can accommodate all modes of transportation (vehicles, bicycle lanes and pedestrian routes), including a secondary access route from Harbor Boulevard. Commercial and mixed-use configurations have been added to the land use map, distributed across the site, with some focus on potential options along the grand promenade and within the interior of the plan. The draft plan also maintains flexibility to be memorialized into the Specific Plan to accommodate changing market conditions, evolving housing products and a range of potential housing developers depending on the State's disposition process.

Figure 4: Working Draft FDC Preferred Land Use Concept Map



Project Description Considerations for CEQA

Public and Planning Commission/City Council input received over the course of the Specific Plan process, as well as input received on the draft preferred plan, will be used to shape and memorialize the requirements in the Specific Plan. It will also be used to set the thresholds and parameters for the project description that ultimately

gets studied under the Environmental Impact Report (EIR) in accordance with the California Environmental Quality Act (CEQA). This project description will be included in the Notice of Preparation (NOP) and used to initiate the environmental review, leading to the preparation of the Draft Environmental Impact Report (DEIR).

It is commonplace for the project description, as studied under CEQA, to include maximum development capacity and thresholds, so that the City can accurately study and anticipate all possible environmental impacts. One example of this is studying up to 4,000 units as part of the EIR, even though the Specific Plan may set a maximum residential unit threshold lower than this number (e.g. 3,600-3,800 units). The higher threshold is chosen for CEQA purposes because it was shown in land use concepts and is therefore reasonably assumed that a future application may propose up to that threshold. Studying this maximum threshold also ensures that the City accurately studies all potential environmental impacts and discloses them to the public. Another example of this threshold would be to study a maximum height threshold within the EIR project description, even though the Specific Plan may set different height maximums for varying parcels within the plan. Additionally, CEQA alternatives are used as a tool to study other potential scenarios under CEQA. Typically, these consist of a project alternative that would be seen to provide reduced environmental impacts (e.g., a smaller-scale or lower intensity project).

GENERAL PLAN CONFORMANCE:

The City's 2021-2029 Housing Element identifies the site as a Housing Opportunity Site and allocates 2,300 residential units, with 40% of those units expected to be affordable to very low- and low-income households. To implement this vision, a General Plan Amendment will be required to reconcile the current MUC land use designation with the housing capacity and policy direction in the Housing Element. The Fairview Developmental Center Specific Plan will serve as the guiding planning document to implement these goals and provide a comprehensive framework for future development.

PUBLIC NOTICE:

There is no public notice requirement for the Planning Commission Fairview Developmental Center Specific Plan Study Session. However, to encourage public engagement, the City provided the following informal outreach:

- 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).

As of the date of this report, no written public comments have been received. Any public comments received prior to the June 23, 2025, Planning Commission meeting will be forwarded separately to the Planning Commission.

NEXT STEPS:

Following this meeting, staff will return to the Planning Commission with a refined preferred land use plan and draft project description to a future Planning Commission meeting this summer for further review and a recommendation of the Preferred Plan to the City Council.

Following this, the City Council will consider the aforementioned materials, along with the Planning Commission's recommendation and to provide direction on the preferred plan use project, project description, vision statement and guiding principles at a future meeting (likely in August/September). The goal is to receive direction on some of the main topic areas discussed.

Following direction from the City Council, staff will proceed with the environmental review process. A Notice of Preparation (NOP) will be issued to initiate the environmental review, leading to the preparation of a Draft Environmental Impact Report (DEIR). Concurrently, staff will continue to refine proposed Specific Plan policies, development standards, and objective design guidelines. Community outreach will be conducted to present the study plan and DEIR to the community for feedback. A follow-up study session with the Planning Commission and City Council will also be held on the draft Specific Plan, with additional opportunity for discussion and refinement. During the DEIR public review period, the public will be able to evaluate and understand the environmental impacts and continue to provide input that will refine the preferred plan and the Specific Plan components. Once input is received and refinements are made, the City would create a final draft Specific Plan and initiate the formal public hearing process to consider adoption of the Specific Plan and associated project approvals. Concurrently, following completion of the DEIR public review period, DGS anticipates releasing a request for proposals to select a Master Developer.

ATTACHMENTS:

1. May 27, 2025, FDC Study Session Staff Report
2. FDC Vision and Guiding Principles
3. Land Use Concept Illustrations
4. FDC Specific Plan Draft Street Sections