

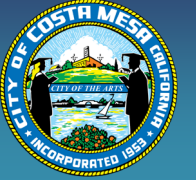


City Council Hearing Draft Preferred Land Use Plan



October 21, 2025

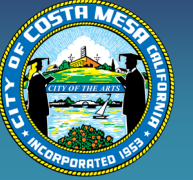
To Be Discussed:



- Background & Community Engagement
- Land Use Concepts & Financial Feasibility
- Recommended Preferred Land Use Plan
- FDC Specific Plan: Next Steps
- Recommendation



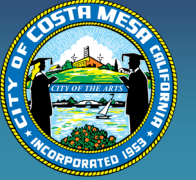
Background: City and State Contractual Obligations



2022

- Senate Bill (SB) 188 established framework for reuse of Fairview Developmental Center (FDC)
- Partnership between City and State Department of General Services (DGS) and Developmental Services (DDS)
- \$3.5 million in State funding to develop the Specific Plan, conduct studies, and manage community planning process

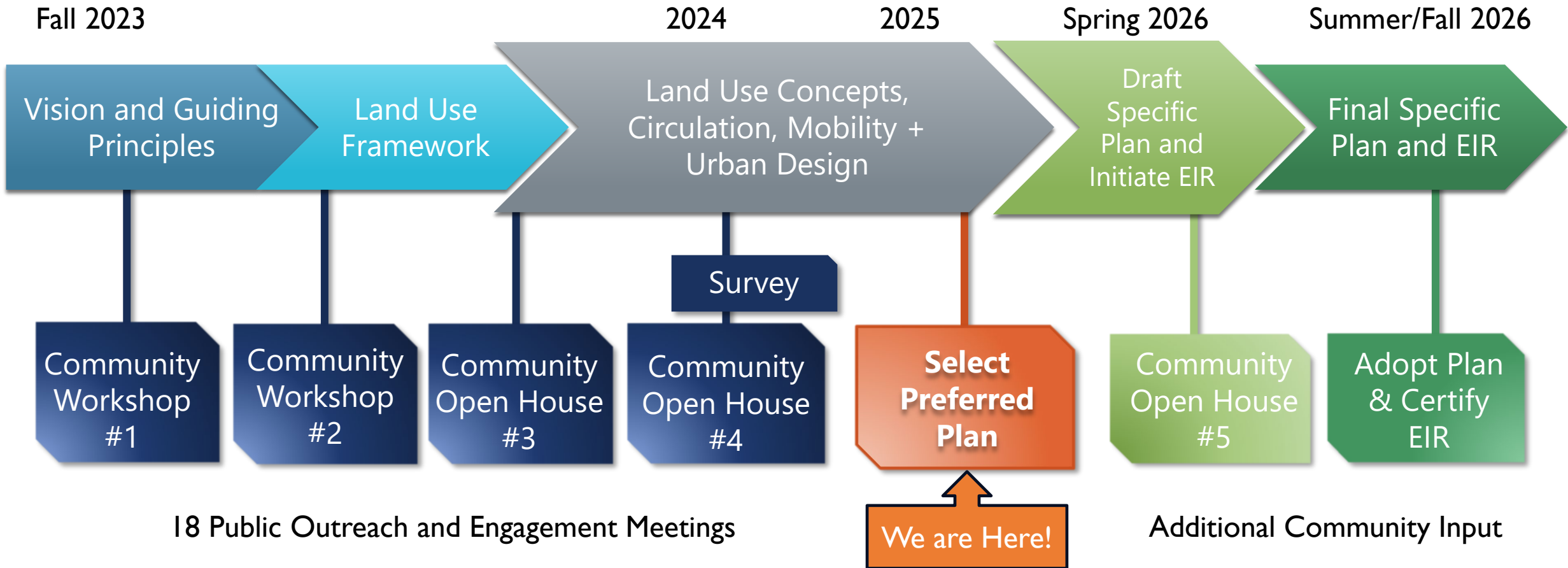
City and State Contractual Obligations



January 29, 2023

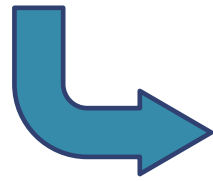
- City enters into Agreement with State that includes the following deliverables:
 - Robust Community Engagement
 - Comprehensive Conditions Report
 - Economic Market Demand (Financial Feasibility Analysis)
 - Conceptual Project Alternatives and Preferred Plan Framework
 - Draft and Final Specific Plan
 - Environmental Review and Compliance
 - Public Hearings for Specific Plan Adoption and Implementation
 - Amend any applicable City Zoning Code or General Plan for consistency

Project Timeline



Community Input

454 **TOTAL ATTENDEES**



342 **IN-PERSON ATTENDEES**

79 **VIRTUAL ATTENDEES**



1,625+

RESPONSES TO QUESTIONS

295+

COMMENT CARDS RECEIVED



344+

WRITTEN FEEDBACK COLLECTED



719

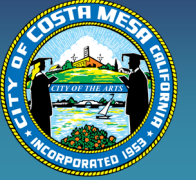
SURVEY RESPONDENTS



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Land Use Concepts & Financial Feasibility

FDC Site Planning: State Needs

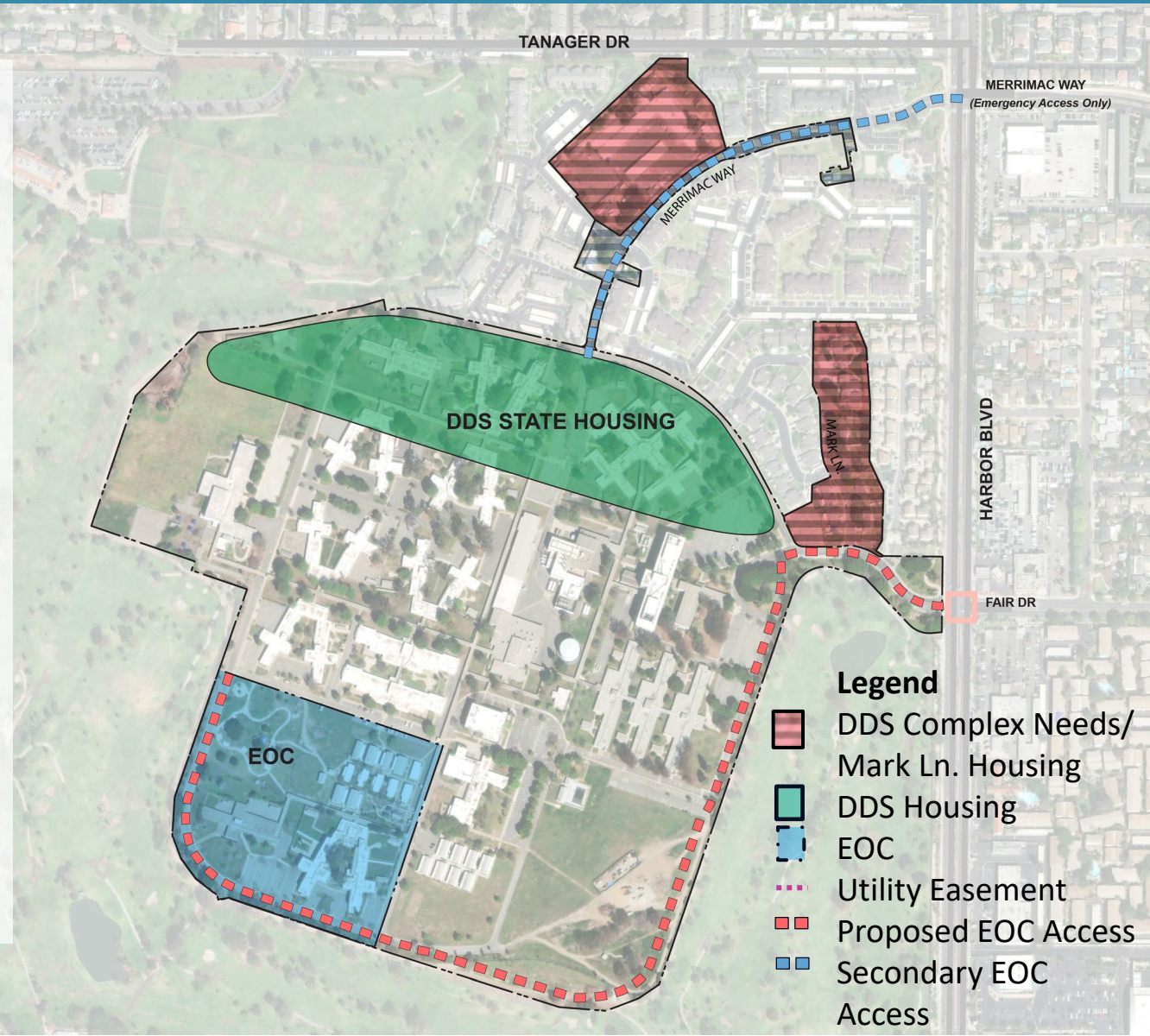


Emergency Operations Center (EOC)

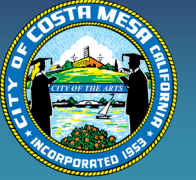
- 15 acres
- 120-foot-tall communication tower (i.e., 10 stories)
- No helipad

Department of Developmental Services (DDS)

- 15 acres for housing referred to as "Shannon's Mountain"
- 5 acres for complex needs homes



Remaining Land



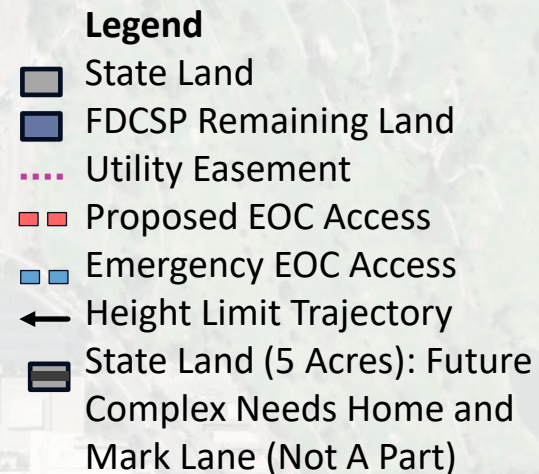
EOC = 15 acres

DDS = 15 acres

Remaining Area

City = 80 acres for:

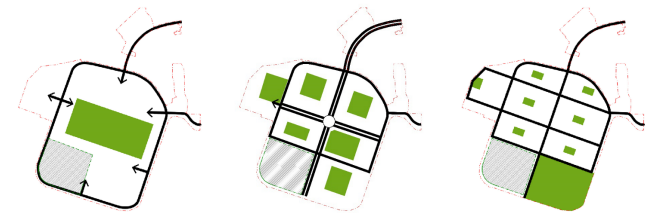
- Housing
- Open Space and Parks
- Supporting Retail / Non-residential



Preparing the Land Use Concepts



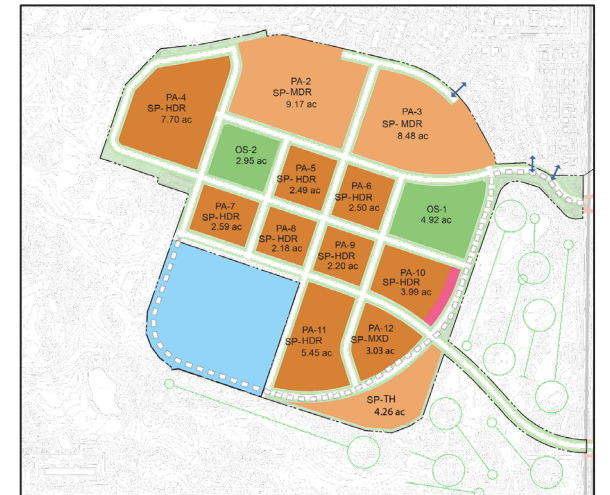
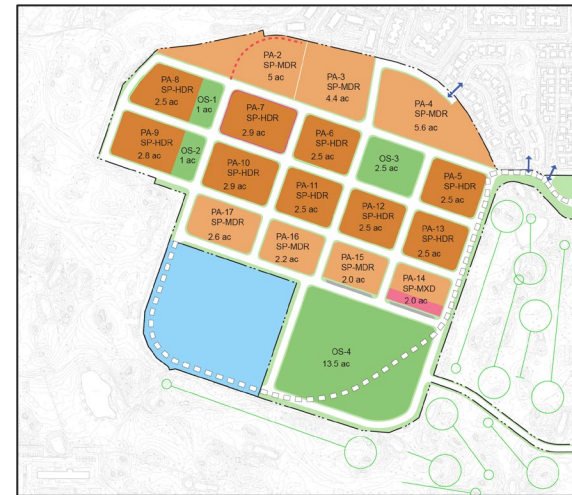
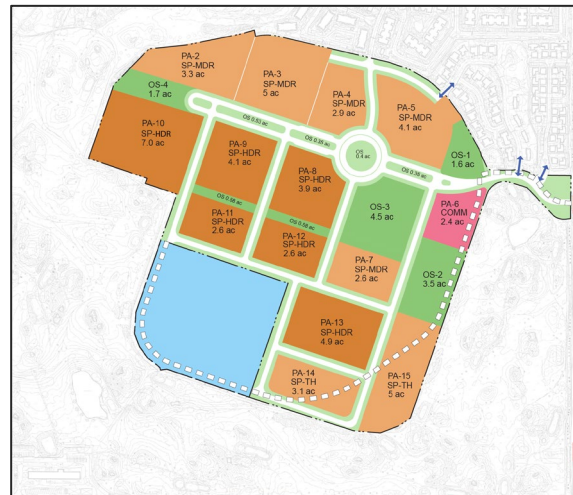
- Gathered input at Public Workshops/Open Houses on key neighborhood elements:
 - Housing Types
 - Open Space, Parks and Amenities
 - Circulation/Trails
 - Other Uses
- Meetings with City Departments
- Explore Density Bonus Law and options for the concepts
- Weekly meetings with DDS & DGS to address State needs
- Site capacity studies



Land Use Concepts Considered

	Concept #1	Concept #2	Concept #3
Total Residential	2,300 Units	3,450 Units	4,000 Units
Affordable Units	575 Very Low 345 Low 690 Moderate	575 Very Low 325 Low 325 Moderate	575 Very Low 345 Low 690 Moderate
Open Space	14.1 Acres	18 Acres	7.9 Acres
Retail/Non-Residential	25,000 SF	25,000 SF	35,000 SF
EOC	15 Acres	15 Acres	15 Acres
Site Access Points	1	2	2
Total Specific Plan Acres	114.7	115.9	115.9
Estimated Population	5,744	7,816	10,232

Note: concepts were developed before finalization of state decisions for the Shelley Circle alignment from Fair to the EOC and the location of the 3 complex needs homes.



Financial Feasibility Analysis

Cost Assumptions for the Master Developer:

- Property purchased at low or no cost, in exchange for the commitments below

Developer covers costs of:

- Demolition, remediation, grading (including DDS property)
- Installation of backbone infrastructure
- Secondary access and impacts to golf course
- Building of parks and trails
- Additional public safety needs
- Construction of market-rate units, amenities
- Construction of commercial uses
- Developer donates land for affordable housing (affordable housing partner builds the units)

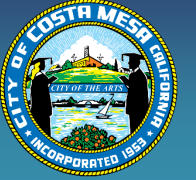
Master Developer Development Costs and Rate of Return

	Concept #1	Concept #2	Concept #3
Total project development cost (excludes Financing)	578,100,000	959,100,000	1,213,200,000
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 (includes Financing)	(962,700,000)	(1,779,000,000)	(2,235,000,000)
Total Net Cash Flow	(152,360,000)	369,100,000	669,900,000
Financial Feasibility Metrics			
Annual Internal Rate of Return (IRR)	(20.0%)	14.6%	16.7%
Feasibility Surplus/(Gap)	(\$233 million)	(\$5.02 million)	\$26.7 million



Recommended Land Use Plan

Likely Development Range & Planning Responsibility

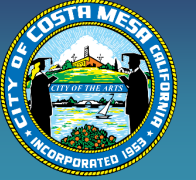


- City is responsible for:
 - Ensuring future development provides required infrastructure, public services, open space, public safety services, and appropriate development impact fees to support the level of development
- Assume a master developer will pursue a financially feasible development scenario
- Likelihood for use of State Density Bonus Law
 - Eligibility from provision affordable units
 - Density Bonus could range from 5%-80% based on number of base units.
 - Project also eligible for Concessions/Waivers

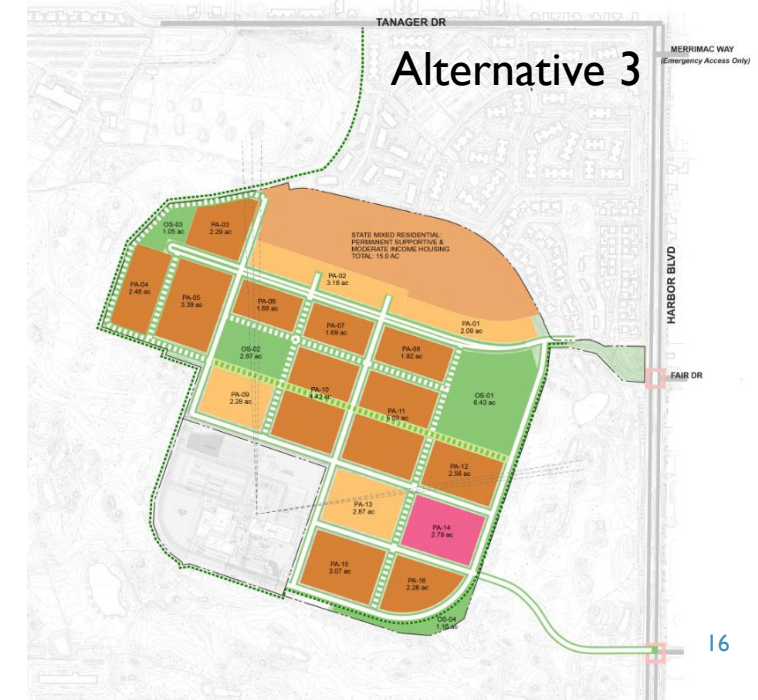
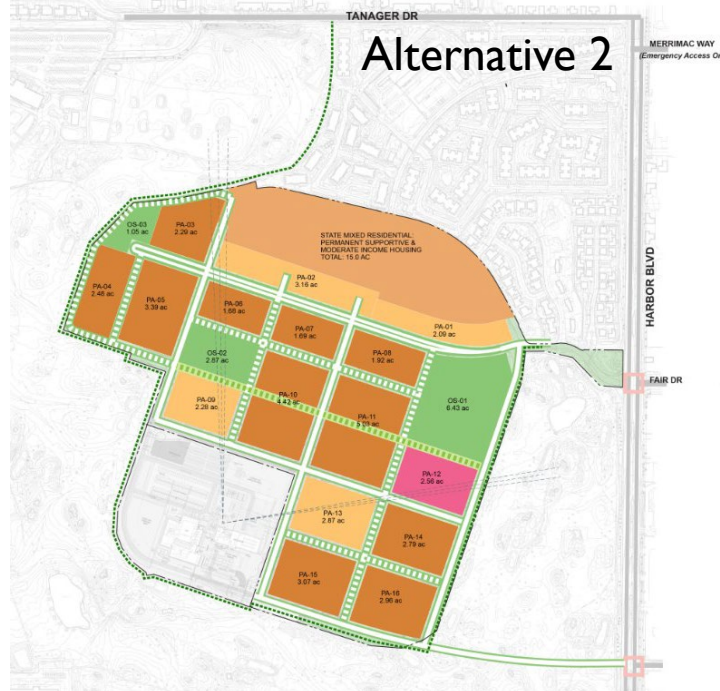
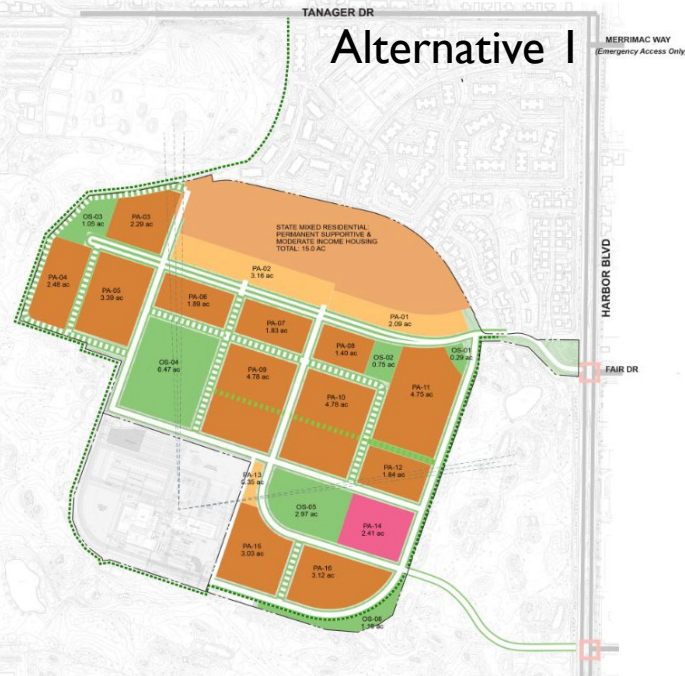
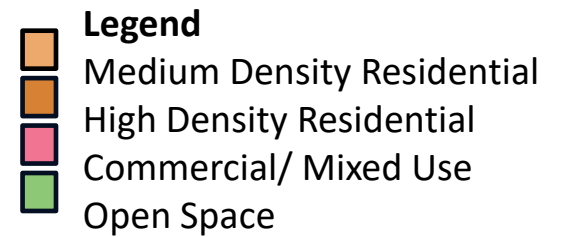


Reasonably Expected Dwelling Units	Anticipated Population Total
2,300 – 4,000	5,744 – 10,232

Developing Preferred Alternatives



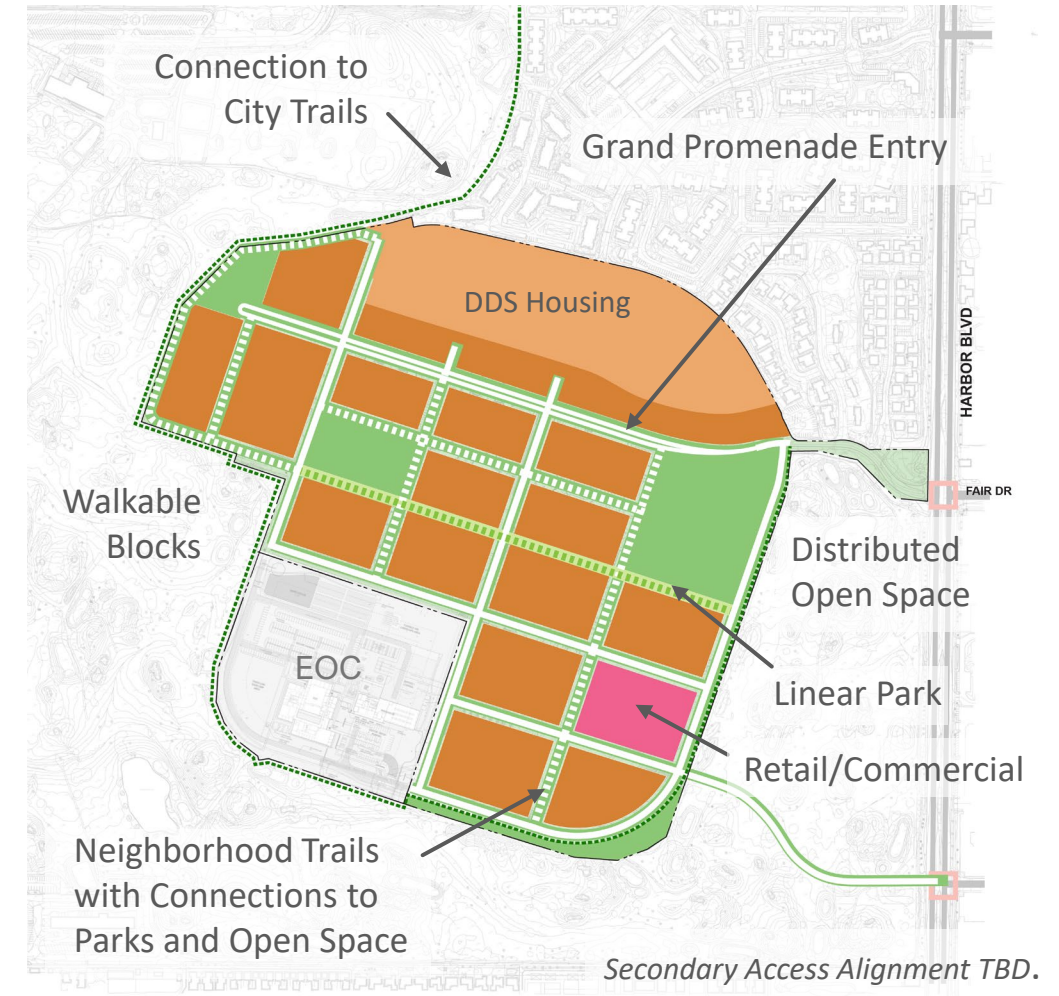
- Vetted and discussed with City staff across multiple divisions/departments
- Three Planning Commission Study Sessions discussing
 - Varying financial feasibility and land use scenarios testing housing unit threshold
 - Land use distribution
 - Circulation network
 - Open Space
 - Organization of the 80-acre site



Summer 2025 Working Draft Preferred Land Use Plan

Key Element	Staff Recommendations
Residential Development Range	3,600 – 3,800 units Including DDS and Affordable Units
Circulation Network	Grand Promenade Secondary Access
Open Space	Minimum 12 acres Publicly Accessible Connected Parks Distributed Throughout the Community
Commercial/ Retail	Maximum 35,000 square feet
Specific Plan Land Use Plan and Development Standards	Build in flexibility for future Master Developer with certainty for the community – development and design standards

Working Draft FDC Preferred Land Use Concept Map



Planning Commission Recommended Proposed Land Use Plan



95 Acre Property Boundary

2,300 Dwelling Units Minimum

4,000 Dwelling Units Maximum

- 575 Very Low
- 345 Low
- 690 Moderate
- Remainder Above Moderate

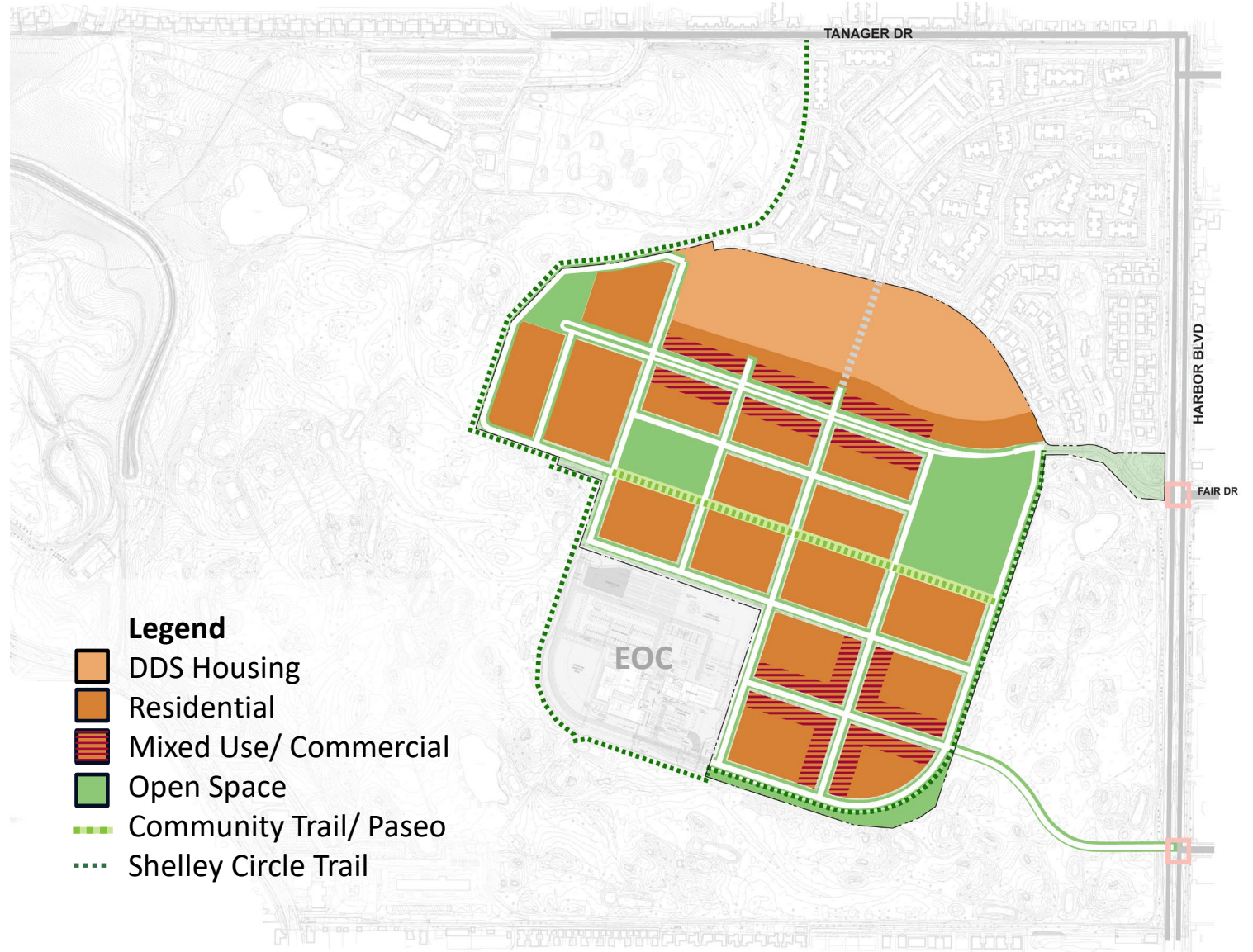
35,000 SF Commercial

City General Plan (Policy OSR-1.18)

- 4.26 acres per 1,000 residents

Study up to 3 points of access points to
alleviate traffic impacts, if needed

**EOC is not a part of the Specific Plan
area*



Legend

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



Specific Plan

Next Steps: Developing the Specific Plan

A land use tool that establishes the following for a specific area of the City:

- A land use plan.
- Development standards and design direction.
- A conceptual circulation plan.
- A conceptual infrastructure plan.
- Phasing and financing for implementation (expected buildout horizon 15-20 years).

The Fairview Developmental Center 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.



The Plan Components: Land Use Plan

Define:

- Residential Housing Types
- Commercial Uses
- Circulation Network (All Mobility Modes)
- Access Points
- Open Space (4.26 ac/1,000 residents)
- Community Amenities

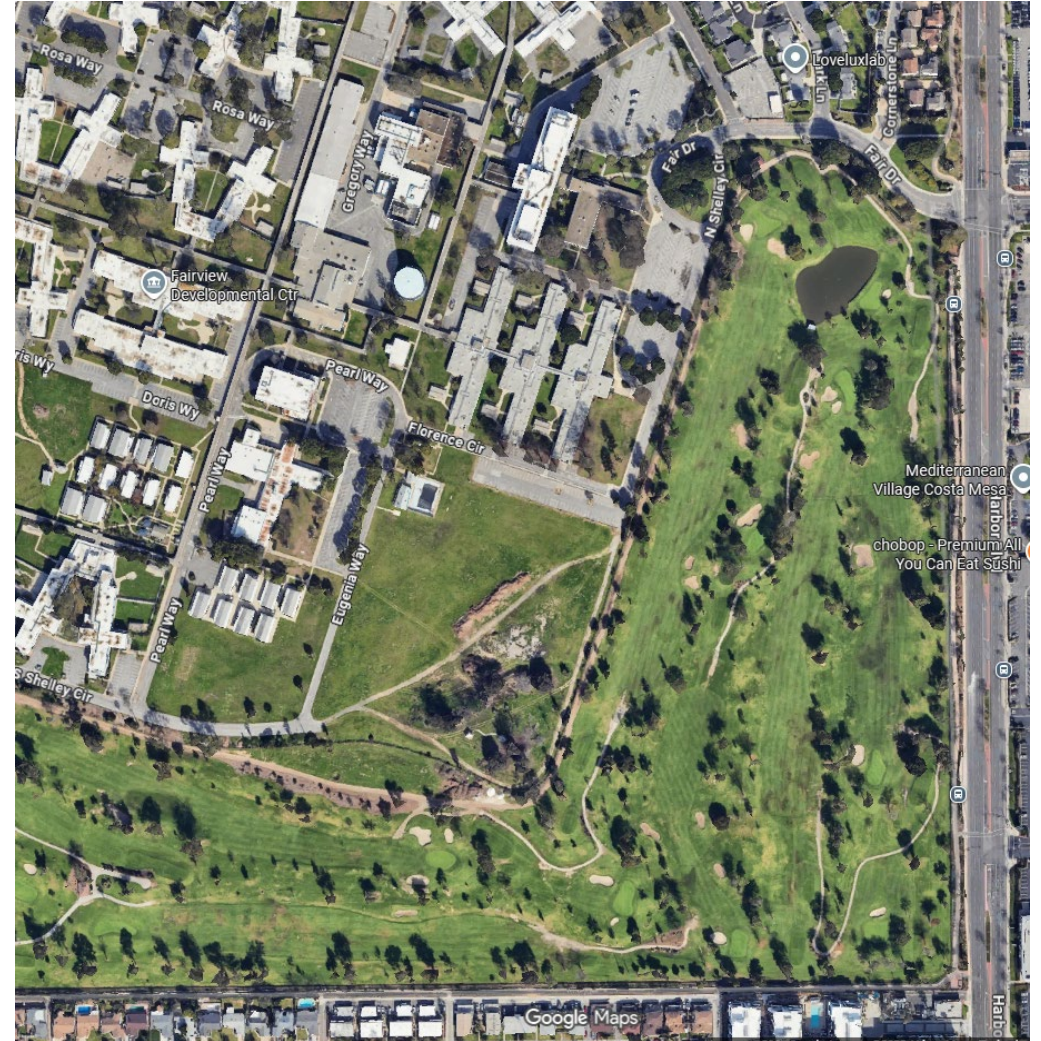
Include:

- Objective Development Standards



The Plan Components: Secondary Access Road & Golf Course

- City retained Origins Golf Design
- Have been coordinating on road alignment
- Multiple options prepared and analyzed
- Impacts 6 holes on the Mesa Linda course
- Next Steps: Continue working with consultant and golf course operator

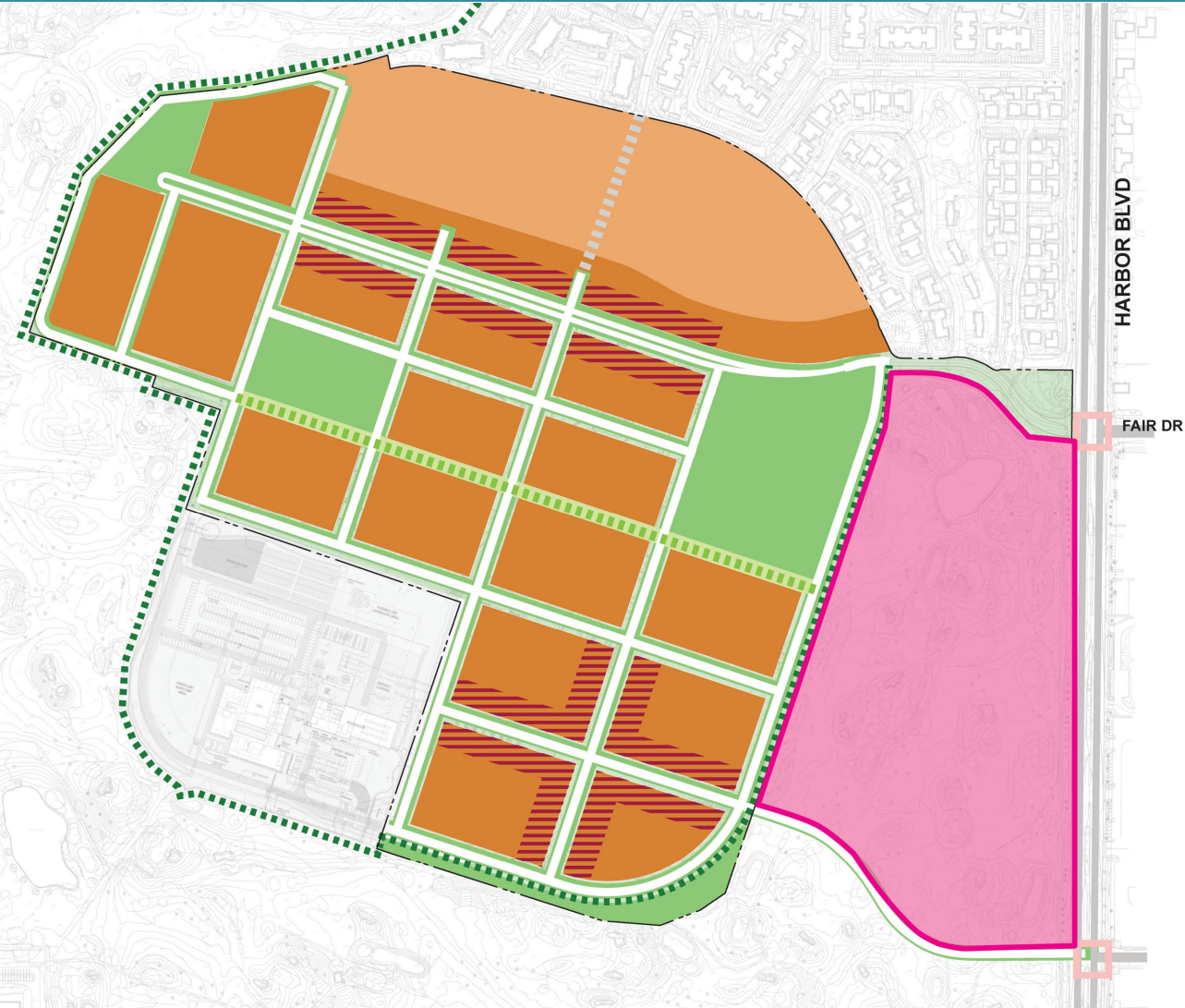




Recommendation and Upcoming Milestones

Optional: Harbor Frontage Study Area

Planning Commission recommended study of the area between Fair Drive and secondary access road along Harbor Boulevard to increase the opportunity for additional development



Upcoming Milestones

- Drafting of Specific Plan is underway, confirming the Land Use Plan is a critical step.
- Notice of Preparation Released (initiate start of CEQA process): Late Fall 2025

Recommendation

1. Adopt City Council Resolution No. 2025-XX to confirm Planning Commission recommendation for a Draft Preferred Land Use Plan for the Fairview Developmental Center (FDC) Specific Plan and scope of environmental study, without committing the City to a specific course of action on the Specific Plan; and
2. Provide direction to staff regarding a feasibility analysis of potential land uses for Harbor Frontage



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Questions & Comments?

