

# Agenda Report

**TO:** CITY COUNCIL **DATE:** October 25, 2004  
**FROM:** CITY MANAGER  
**SUBJECT:** PROPOSED CENTRAL DISTRICT SPECIFIC PLAN, AMENDMENTS TO THE LAND USE ELEMENT AND THE MOBILITY ELEMENT OF THE COMPREHENSIVE GENERAL PLAN, AND REVISION OF TITLE 17 OF THE PASADENA MUNICIPAL CODE

## **RECOMMENDATION**

There is no recommendation. This report is for information and discussion.

## **BACKGROUND**

On October 4, 2004, City Council held a public hearing and continued discussion on the Central District Specific Plan, amendments to the Land Use and Mobility Elements of the General Plan and revision of the Zoning Code. Questions were raised during discussion on a number of issues as outlined below. Those questions are answered in a series of discussion papers attached:

- A. What assumptions are carried forward from the 1994 plan into this General Plan update?
- B. Parking at the Trader Joe's on South Arroyo Parkway is a problem -- does it meet current code requirements? As a reference for how much parking developers currently build, how much parking was built for the new Western Asset building on Los Robles and Colorado Boulevard? How much parking is planned for the new IDS office building on the corner of North Lake and Walnut?
- C. What are the total costs of implementation for the intersection improvements outlined in the recommended Mobility Element?
- D. What is the ratio of parkland to residents citywide and in the Central District? How much parkland needs to be added to the Central District by 2015 to keep pace with projected population growth?
- E. How do the growth numbers from the 1994 plan, the proposed updated Land Use Element and the Regional Housing Needs Assessment (RHNA) compare?

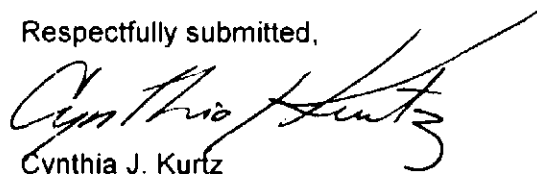
- F. How many additional auto trips would be on the streets of Pasadena if the Gold Line were not completed?

At the October 25, 2004, City Council meeting staff will conclude the presentation on the Environmental Impact Report, covering the topics of Land Use & Planning, Transportation/Traffic, Population and Housing, Noise, Air Quality, Aesthetics, Cultural Resources, Geology/Soils, Hazards & Hazardous Materials, Hydrology, Public Services and Recreation, and Utilities & Service Systems.

In addition, staff will also present the Central District Specific Plan. Included in the agenda packet is the full text of the Specific Plan as well as two additional items providing detail on the Specific Plan. The items are attached as follows:

- G. The Central District Specific Plan.
- H. Key components and concepts of the Central District Specific Plan, including maps and graphics.
- I. A matrix of comments received on the Central District Specific Plan organized by chapter with the associated staff response to each comment.

Respectfully submitted,



Cynthia J. Kurtz  
City Manager

Prepared By:



Stephanie DeWolfe, Deputy Director  
Planning & Development Department

Approved by:



Richard Bruckner, Director  
Planning & Development Department

## ATTACHMENT A

### **Assumptions in the 1994 General Plan Land Use Element**

The 1994 Land Use and Mobility Elements of the General Plan were prepared with extensive community participation. The resulting Elements reflected a compromise between the growth control measures expressed in the Growth Management Initiative (PRIDE) and among those groups who sued the City to overturn the initiative. The Elements were organized around seven guiding principles that expressed the community's aspirations for balanced growth.

A key premise of the General Plan is that Pasadena can continue to absorb growth and still remain a healthy and vibrant community if that growth is managed and is in areas that can best accommodate it. Therefore, the first Guiding Principle of the General Plan is "Growth will be targeted to serve community needs and enhance the quality of life." **The 2004 update assumes that the City wants to continue targeted growth.**

Higher density development is redirected away from neighborhoods and into downtown and the Specific Plan areas. The 1994 General Plan proposes that 70% of the non-residential growth and 66% of the residential growth will be in the seven Specific Plan areas. By locating most development along major transportation corridors, it becomes easier for people to circulate without cars. The 1994 General Plan substantially restricted the use of street widening projects by eliminating over 500 blocks of widening. **The 2004 Draft Final Mobility Element assumes the City wants to continue the policy of minimal street widening.** Only six intersections are identified in the General Plan Draft Environmental Impact Report for implementation of traffic improvement measures over the next eleven years.

Outside of Specific Plan areas growth was reduced by downzoning the multi-family areas and adding a low floor area ratio (FAR) to the commercial and industrial areas. **The 2004 update assumes that we will maintain the lower density zoning to protect neighborhoods.**

Prior to the adoption of the 1994 General Plan, it was estimated that full theoretical build out under the existing zoning code could result in as much as 136 million square feet of non-residential development and 66,200 housing units versus 53.5 million square feet and 64,000 housing units under the General Plan. The amount of new development agreed upon in the General Plan was significantly lowered both in the Specific Plan areas and outside of Specific Plan areas from what was allowed before 1994. **The 2004 update assumes that the amount of new development allowed in the City will not change.**

## Attachment B

### PROPOSED ZONING CODE REVISIONS

#### **BACKGROUND:**

The purpose of this attachment is to respond to the Council's request for information. This request came out of the October 4<sup>th</sup> discussion on parking caps and reductions as part of the proposed provisions for Transit Oriented Development.

The Council has requested information about the parking at the Trader Joe's Market at 610 So. Arroyo Parkway. The Council wanted to know if the market was substantially below the current requirement for parking. Additionally, the Council wanted to know how many parking spaces are being provided by the Western Asset Plaza (PD-26) and Crown City Center, the office building under construction at the southwest corner of Walnut and No. Lake.

**1. Trader Joe's – 610 So. Arroyo Parkway.** Regarding the parking at this Trader Joe's Market, the facility has 42 parking spaces and no designated loading spaces. The parking spaces include 24 spaces within the lot facing Pico St., 10 spaces off the alley adjacent to the residential to the east, and 8 spaces in the alley adjacent to the service station on the north. The current code requires 60 parking spaces (at a ratio of 4 spaces per 1,000 sq. ft.) as this building is 14,998 square feet in size. The Zoning Code also requires two loading spaces that are 12 ft. by 30 ft. by 14 ft. in vertical clearance. The building is 18 parking spaces below code or 30 percent less than the code requirement. With the proposed 25 percent reduction, the parking requirement would be 45 spaces.

It should be noted that the 8 spaces on the north side are infrequently used because customers are unaware that these spaces serve the market. Additionally, they are partially used as the loading area and temporary outdoor storage area for the store. At any one time at least 2 to 3 spaces are used for temporary storage of merchandise or pallets. Another space at this location is used to store the trash bin. However when large trucks are loading or unloading in the alley these 8 spaces are not accessible. This compounds the parking problem for the market. If at any time the 8 spaces are not available, the parking can be reduced to only 34 spaces. ***In conclusion, the store does not meet the proposed 25 percent reduction but is currently 30 percent less than the current code requirement. If you consider the inability for customers to park in the 8 spaces on the north side, the parking is reduced to 43 percent of the requirement.***

**2. Western Asset Plaza.** This project was approved through a Planned Development (PD). It consists of an office building, ground floor commercial spaces and a restaurant totaling 270,000 square feet. The project provided 772 parking spaces in a three-level subterranean structure. The Zoning Code required 1,025 parking spaces for the uses in this project. This parking requirement is a combination of office uses at 3 spaces per 1,000 sq. ft.; restaurants at 20 spaces per 1,000 sq. ft. of dining area; and banks at 3.33 spaces per 1,000 sq. ft. As part of the PD, the Council approved shared parking arrangements and parking reductions. This change in parking is about a 25% reduction. A mixed use parking analysis by parking consultant, Kimley Horn and Associates, as part of the Draft EIR describes how shared parking for the project could adequately meet the parking needs for the proposed development. Most of the square footage in

the building has been leased, however not all tenants have occupied the space. *This project shows that the development community is willing to build projects with the 25 percent reduction. Shared parking analysis showed that the reduced parking can occur with a minimum of impacts.*

**3. Crown City Center.** This project is a 230,000 square foot office building with ground floor commercial uses. The project will have 690 parking spaces. The parking requirement for this building is calculated at the office space requirement of 3 spaces per 1,000 sq. ft. This project did not go through a PD but obtained approvals through a conditional use permit. This project does not have shared or reduced parking even though it is in close proximity to the Lake Ave. light rail station. It does not have any ground floor restaurants, banks or retail space. The owner of the building has been talking to the City about modifying their approval. They would like to have a restaurant on the ground floor of the building as well as a bank. This would require additional parking spaces, but through a shared parking analysis, the parking could be reduced.

**ATTACHMENT C**  
**COST OF INTERSECTION IMPROVEMENTS**

The City Council reviewed the Draft Final 2004 Mobility Element and the Draft Environmental Report for the 2004 General Plan Update at its meetings on September 27, 2004 and October 4, 2004. Part of the discussion focused on traffic impacts and the physical improvements that would alleviate traffic impacts at six congested intersections. The City Council requested more detailed information on the extent of physical improvements and the estimated cost of each.

This *Attachment* details proposed traffic improvements and estimated implementation costs for the following six intersections:

- Arroyo Parkway & Del Mar Boulevard
- Arroyo Parkway & California Boulevard
- Lake Avenue & Maple Street
- Rosemead Boulevard & Foothill Boulevard
- Del Mar Boulevard & Hill Avenue
- Sierra Madre Villa Avenue & Foothill Boulevard

If the improvements at these locations are adopted as part of the 2004 General Plan, the City will seek implementation opportunities over the next eleven years including securing right-of-way either through dedications related to new development projects or through acquisitions.

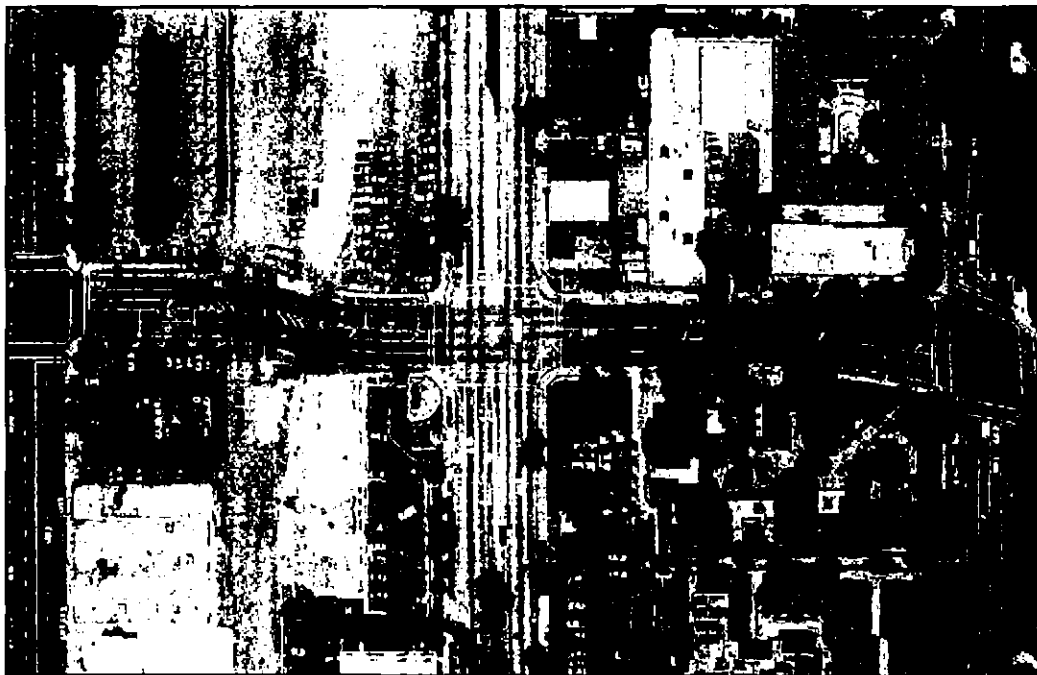
**INTERSECTION 1: ARROYO PARKWAY/DEL MAR**

Add a second left-turn lane to the eastbound approach. This improvement would require additional right-of-way on the eastbound approach.

**Detail:**

1. Widen 10' on northside of Del Mar, east of Arroyo Pkwy, by 90'
2. Widen 12' on southside of Del Mar, west of Arroyo Pkwy, by 130' (ROW needed)
3. Restripe the intersection to the following:
  - a. 1 westbound shared through+right lane
  - b. 2 westbound through lanes
  - c. 1 westbound left-turn lane
  - d. 2 eastbound left-turn lanes
  - e. 2 eastbound through lane
  - f. 1 eastbound right lane

**Aerial Photo:**



**Cost Estimate:**

	Cost
Design/Construction Cost:	\$400,000
ROW Acquisition Cost:	\$2,300,000
<b>TOTAL</b>	<b>\$2,700,000</b>

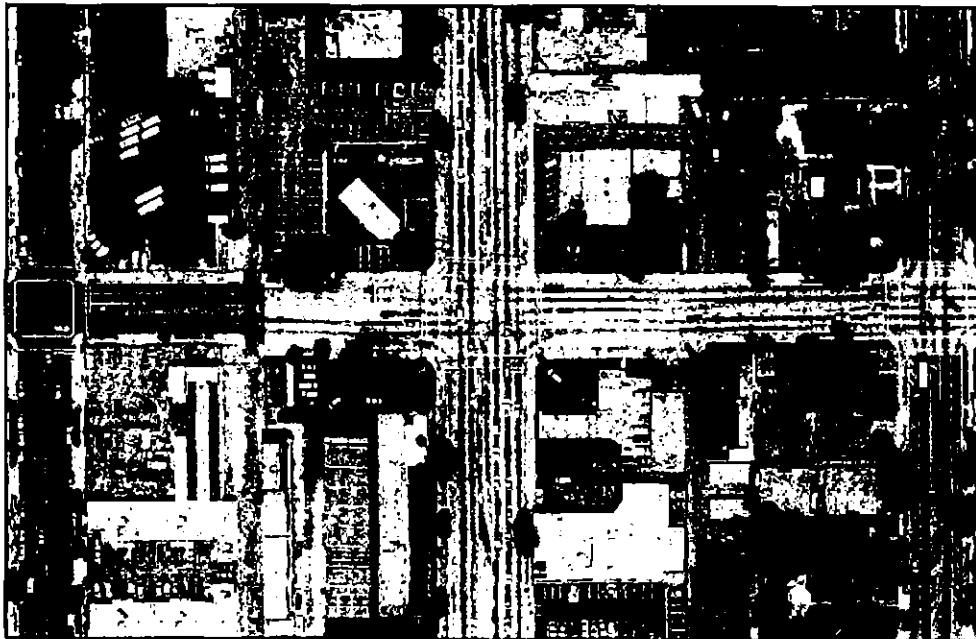
**INTERSECTION 2: ARROYO PARKWAY/CALIFORNIA**

Add a second left turn lane to the westbound approach to accommodate traffic destined for the Pasadena Freeway. Add a northbound right-turn lane to the intersection (requires additional right-of-way)

**Detail:**

1. Widen 11' on northside of California by 100' in front of Donna Rosa (NWC)
2. Widen 11' on northside of California, east of Arroyo Pkwy, by 145' (ROW needed)
3. Widen 10' on eastside of Arroyo Pkwy, south of California, by 120' (ROW needed)
4. Restripe to the following:
  - a. 1 westbound shared through-right lane
  - b. 1 westbound through lane
  - c. 2 westbound left-turn lanes
  - d. 1 northbound right-turn lane
  - e. 3 northbound through lanes
  - f. 1 northbound left-turn lane

**Aerial Photo:**



**Cost Estimate:**

Item	Cost
Design/Construction Cost:	\$800,000
ROW Acquisition Cost:	\$2,700,000
<b>TOTAL</b>	<b>\$3,500,000</b>



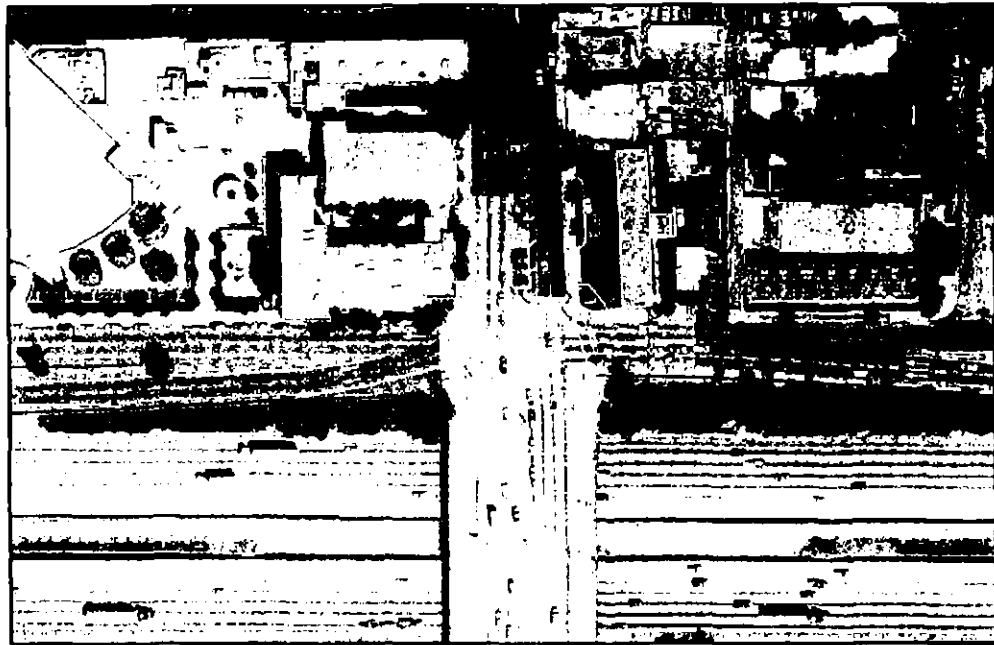
**INTERSECTION 3: LAKE/MAPLE**

Restripe Maple to provide three through lanes from Lake to Los Robles and widen within the existing right-of-way to provide the additional lane and retain the bike lane.

**Detail:**

1. Existing curb-to-curb width:
2. Widen 3' south side of Maple Street between WB-210 on-ramp and El Molino by appx. 1,200' within existing ROW
3. Widen 3' south side of Maple Street between El Molino and Los Robles by appx. 1,272' within existing ROW
4. Maintain existing Class II Bike Lane
5. New lane width:
  - a. 5' Bike Lane
  - b. 1 12-foot travel lane
  - c. 2 10-foot travel lanes
  - d. No on-street parking permitted

**Aerial Photo:**



**Cost Estimate:**

Item	Cost
Design/Construction Cost:	\$900,000
ROW Acquisition Cost:	\$0
<b>TOTAL</b>	<b>\$900,000</b>

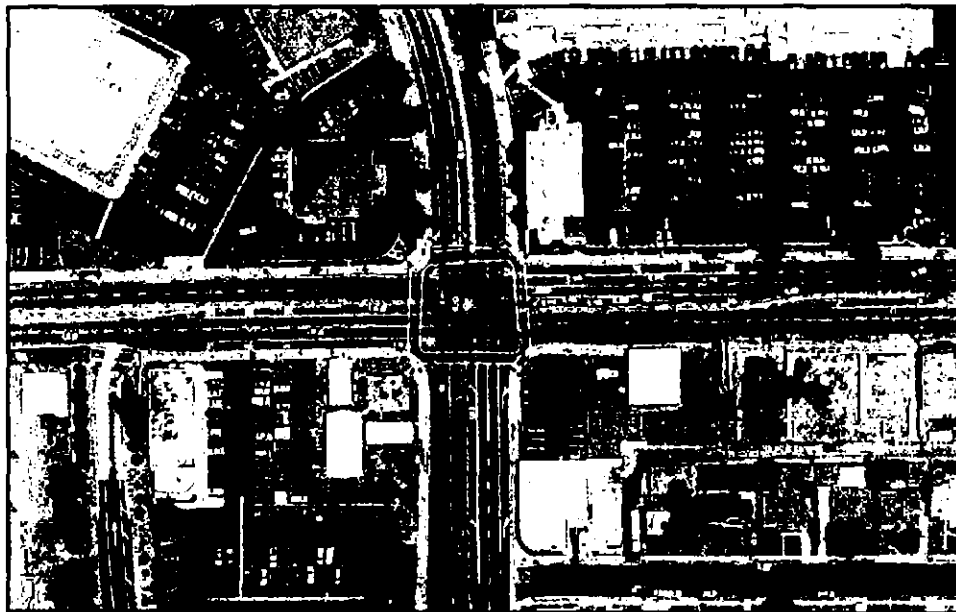
**INTERSECTION 4: ROSEMEAD/FOOTHILL**

Add a second left-turn lane on all four approaches (requires additional right-of-way and may not be feasible until buildings in some of the quadrants of the intersection redevelop).

**Detail:**

1. Widen 9' on westside of Rosemead, northside of Foothill, by 200' (ROW needed)
2. Widen 10' southside of Foothill, west of Rosemead, by 180' (ROW needed)
3. Add a 2<sup>nd</sup> left-turn lane to each direction

**Aerial Photo:**



**Cost Estimate:**

Item	Cost
Design/Construction Cost:	\$600,000
ROW Acquisition Cost:	\$1,400,000
<b>TOTAL</b>	<b>\$2,000,000</b>

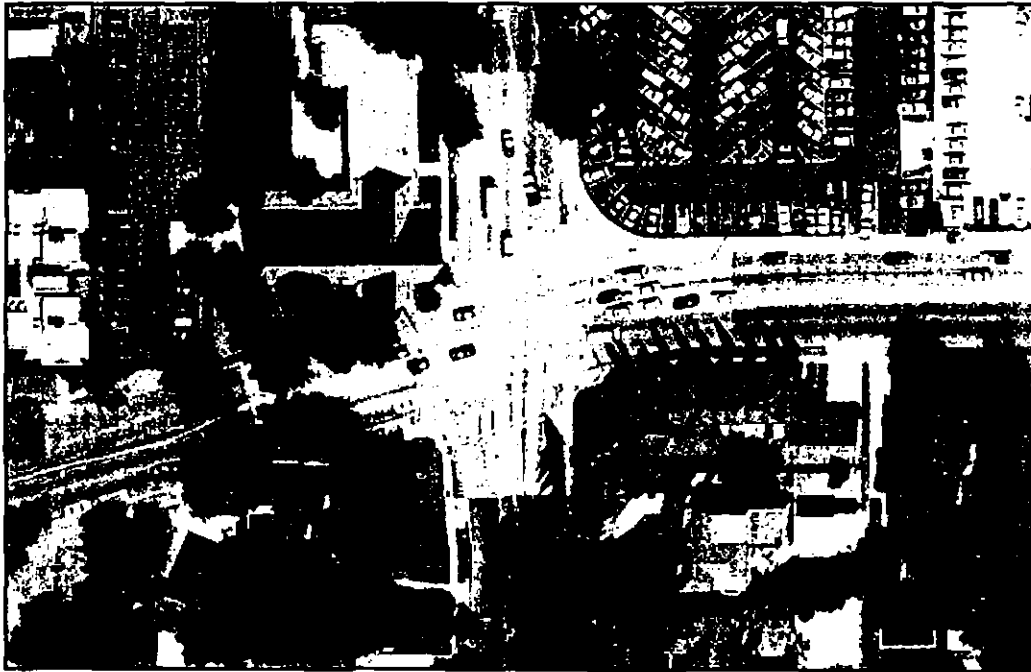
### INTERSECTION 5 DEL MAR/HILL

Add a second left-turn lane on the eastbound approach to accommodate the traffic that is headed for the I-210 freeway (requires additional right-of-way on the eastbound approach).

**Detail:**

1. Widen eastside Hill between Del Mar and Cordova to provide for a second southbound left-turn lane at Del Mar & Hill (PCC Master Plan condition)
2. Widen 10' on southside of Del Mar, west of Hill, by 140' (property take)
3. Partial Property Take from SEC lot to accommodate variable setback, by appx. 100' in length.

**Aerial Photo:**



**Cost Estimates:**

Item	Cost
Design/Construction Cost:	\$365,000
ROW Acquisition Cost:	\$2,500,000
<b>TOTAL</b>	<b>\$2,865,000</b>

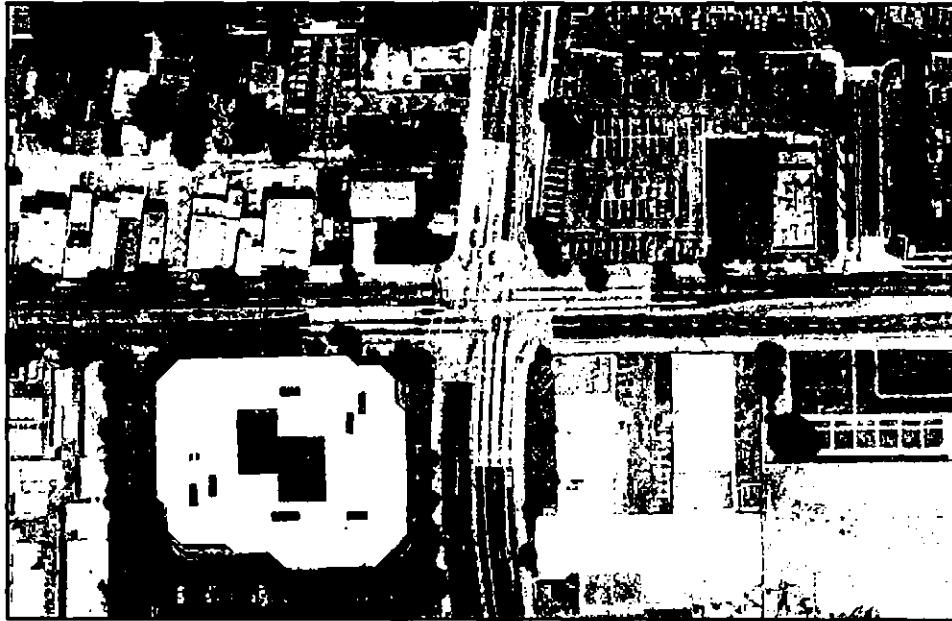
**INTERSECTION 6: SIERRA MADRE VILLA/FOOTHILL:**

Add a second left-turn lane on the eastbound approach (requires additional right-of-way).

**Detail:**

1. Widen 1' on northside of Foothill, west of Sierra Madre Villa, by 200'
2. Widen 7.5' on southside of Foothill, west of Sierra Madre Villa, by 200'
3. Remove median island on south-leg (340')
4. Restripe the intersection to the following:
  - a. 1 northbound right-turn lane
  - b. 2 northbound through lanes
  - c. 2 northbound left-turn lanes
  - d. 1 eastbound right-turn lane
  - e. 2 eastbound through lanes
  - f. 2 eastbound left-turn lanes

**Aerial Photo:**



**Cost Estimates:**

Item	Cost
Design/Construction Cost:	\$566,000
ROW Acquisition Cost:	\$450,000
<b>TOTAL</b>	<b>\$1,016,000</b>

**ATTACHMENT D**  
**CITYWIDE AND CENTRAL DISTRICT PARKLAND**

2004 Land Use Element and Zoning Code Revisions/ Citywide

The City's existing inventory consists of 315.16 acres of developed parkland citywide (see Table 1). This equates to a ratio of 2.17 acre per 1000 population. Based upon the existing inventory of parkland with the adoption of the 2004 Land Use Element and Zoning Code Revisions, the City would experience a deficit of 28.16 acres of parkland. The addition of 28.16 acres of developed parkland citywide by the year 2015 would maintain the current ratio of 2.17 acre per 1000 population (see Table 2). The EIR indicates that the City would experience a parkland deficit of 159.85 acres by the year 2015. This statement is based upon a standard of 3 acres per 1000 population. At a standard of 3 acres per 1000 population the City currently has a deficit of 108.91 acres of developed parkland. This standard is developed by the National Recreation and Parks Association (NRPA) and only includes traditional developed parks in the definition. The determination of a current deficit within the City does not take into consideration the Lower Arroyo Seco, Hahamonga area, and elementary schools, Junior High Schools, and High Schools that have athletic fields, playgrounds, and other open spaces that are utilized both formally and informally through the City's reservation system. It also does not take into consideration the county parks located adjacent to City borders that afford the residents of Pasadena other recreational opportunities. The EIR also references a broader-based definition of parks and open space from the NRPA of 10 acres per 1000 population. This definition includes undeveloped open space and green space, as well as indoor recreation areas such as the Pasadena Ice Rink. Clearly, the City of Pasadena has some unique and important open spaces, such as the Lower Arroyo Seco, that are not considered "developed" but are heavily utilized community resources. A complete analysis of this issue will be included as part of the Open Space Element revision being conducted by City staff. In addition, the City is pursuing the development of opportunities to lease land for public parks and public open space purposes.

Central District

The Central District has a current estimated population of 11,287 residents, and is projected to add approximately 7,095 residents by the year 2015. The current citywide ratio of neighborhood parks per 1000 population is .26 acres, and the ratio of community parks per 1000 population is .53 acres. The ratio of developed parkland within the city equals 2.17 acres/1000 population (see Table 2). The Central District currently has no neighborhood parks within its borders, but has an excess of community parks based on the current ratios in Table 2. With a current population of 11,287 residents, the Central District should have 5.9 acres of community parks. Central and Memorial Parks are two community parks located within the district with a combined total of 14.43 acres. The approval of the Central District plan will require 1.844 acres of neighborhood parks by the year 2015 to remain consistent with current parkland ratios for that park

classification. It is anticipated that the City can add a minimum 1.844 acres of neighborhood parkland in the Central District prior to the year 2015. In addition, the City will seek to add additional parkland to its inventory to remain consistent with the current ratio of parkland of 2.17 acres per 1000 population citywide.

**Table 1**  
**Existing Parks by District, Type of Park, and Size**

Type and Name	Developed Acres	Percent of Total
<b><u>Neighborhood Parks</u></b>		
Allendale Park	2.89	0.5%
Grant Park	2.48	0.5%
McDonald-Wilson Park	4.88	0.9%
Washington Park	5.46	1.0%
Eaton Blanche Park	5.46	1.0%
Eaton-Sunnyslope Park	1.88	0.4%
Floyd O. Gwinn Park	2.72	0.5%
Brenner Park	1.74	0.3%
Defenders Park	1.84	0.3%
La Pintoresca Park	2.93	0.6%
San Rafael Park	0.90	0.2%
San Rafael Park	0.96	0.2%
Singer Park	2.89	0.5%
South Lake Pocket Park	<u>0.33</u>	<u>0.1%</u>
<b>Subtotal</b>	<b>37.36</b>	<b>7.0%</b>
<b><u>Community Parks</u></b>		
Jefferson Park	4.41	0.8%
Villa-Parke	11.92	2.2%
Eaton Wash Park	8.60	1.6%
Hamilton Park	6.38	1.2%

	Victory Park	24.66	4.6%
	Central Park	9.18	1.7%
	Memorial Park	5.25	1.0%
	Robinson Park	<u>6.74</u>	<u>1.3%</u>
	<b>Subtotal</b>	77.14	14.5%
<b>Citywide Parks</b>			
	Brookside Park	61.07	11.5%
	Hahamonga, Active Park	84.00	15.8%
	Lower Arroyo	37.02	7.0%
	Brookside-Area II	<u>18.57</u>	<u>3.5%</u>
	<b>Subtotal</b>	200.66	37.8%
	Open Space, Hahamonga	216.00	40.7%
		<hr/>	
	<b>Total, All Existing Parks</b>	<b>531.16</b>	<b>100.0%</b>

**Table 2**

**Park Acre per 1,000 population (assuming 144,957 residents- per March 2004 State Dept. of Finance Figures)**

Neighborhood Parks	0.26
Community Parks	0.53
Citywide Parks	<u>1.38</u>
Total Active, Developed Parks	2.17
Open Space	1.49
All Parks, with Open Space	<u>3.66</u>

## Attachment E

### CITYWIDE RESIDENTIAL UNIT GROWTH COMPARISON

PLANNING DOCUMENT	NUMBER OF NEW HOUSING UNITS	DURATION OF PLANNING PERIOD	ANNUALIZED RATE FOR PLANNING PERIOD	BUILDOUT
1994 Land Use Element	6,136 net units, <i>not</i> including affordable units	16 years (to 2010)	384 net units, <i>not</i> including affordable units	11,021 net units, <i>not</i> including affordable units
2004 Land Use Element	4,500 net units, <i>not</i> including affordable units or interchangeability	11 years (to 2015)	409 net units, <i>not</i> including affordable units or interchangeability	9,680 net units, <i>not</i> including affordable units or interchangeability
2004 Land Use Element EIR	6,581 net units	11 years (to 2015)	598 net units, including affordable units and interchangeability	Not applicable
1989-1994 RHNA (Regional Housing Needs Assessment)	3,392 units	5 years (to 1994)	678 units, including affordable units	Not applicable
1998-2005 RHNA (Regional Housing Needs Assessment)	1,777 units	7 ½ years (to 2005)	237 units, including affordable units	Not applicable



**Notes:**

“Net units” refers to the difference between the number of units that are constructed and the number that are demolished.

No RHNA (Regional Housing Needs Assessment) was produced for the period between 1994 and 1998, as a result of state budget priorities.

The following table shows the actual annualized addition of housing units in Pasadena for related periods.

Period for Actual Annual Rate	Units/Year
1970 - 1990	297
1990 - 2000	110
1994 - 2000	189
2000 - 2004	397

**ATTACHMENT F**

**MEMO TO:** Mayor Bogaard and  
Members of the City Council

**FROM:** Pat Gibson

**SUBJECT:** Immediate Effects of Gold Line Operations in Pasadena

**DATE:** October 13, 2004

**REF:** 1300.03

At a recent City Council meeting reviewing the Draft Mobility Element and the General Plan Draft EIR, City Council asked if the effects of the current Gold Line ridership could be quantified in terms of the impacts on the city street system. This memo responds to that request.

**CURRENT PATRONAGE LEVELS**

The Gold Line today carries 13,500 people per day on a typical weekday. This translates into approximately 375,000 people per month riding the light rail transit system over some portion of the Gold Line.

Of the entire Union Station to Sierra Madre Villa length of the line, 20% of the total patrons use the line within Pasadena. Thus there are about 2,835 people per day riding the Gold Line within Pasadena. Of this total, 600 people ride within Pasadena in the afternoon peak hour.

**CONGESTION RELIEF EFFECTS**

Even if we assumed an average vehicle ridership of 1.2 persons per automobile (an optimistic estimate), the 600 people now using light rail in Pasadena during the peak hour take 500 cars off the City street system. Current travel patterns suggest that 2/3 of these afternoon peak hour trips would travel in the peak direction (northbound and eastbound).

If the northbound trips in the Gold Line corridor were split evenly among Pasadena Avenue, Fair Oaks, Raymond and Arroyo Parkway, each of these corridors would have to accommodate 80 additional northbound vehicles per hour in the afternoon peak hour. While this may not sound like a large number, an increase of 80 trips on a four-lane road would increase the volume/capacity ratio of every signalized intersection in the corridor by 0.02 – 0.03. The City of Pasadena threshold for intersection significant impact is 0.01

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Members of the City Council  
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to 0.02 for the operational levels of the streets in question. Therefore the Gold Line, even at its current early levels of patronage, is making a noticeable difference in the operation of the corridors that parallel its alignment.

## **VEHICLE MILES OF TRAVEL**

Another measure of the effects of the light rail system on the performance of the Pasadena transportation system can be measured by investigating the number of vehicle miles of automobile travel that the light rail line is reducing.

If the Gold Line is indeed removing 500 cars from Pasadena streets in the afternoon peak hour as described above, the total number of miles driven by cars within Pasadena is reduced. The Gold Line is approximately 5.5 miles long through Pasadena. Even assuming that people do not travel all the way from end to end, an average 4-mile trip length would result in 2,000 fewer miles of automobile travel on Pasadena streets EVERY AFTERNOON.

On a daily basis, the reduction of vehicle miles of travel on Pasadena streets would be almost 9,500 miles per day or almost 2,500,000 vehicles mile of travel less per year as a result of the Gold Line operation.

## **FUTURE PATRONAGE**

Even before the Gold Line is extended easterly to Claremont, today's ridership levels in Pasadena can be expected to increase significantly as the system matures. As mentioned at the Council Meeting, the Gold Line service is so new that the ridership development is still in its infancy.

The Year 2025 patronage projections for the Gold Line suggest that the daily patronage over the entire line will increase from today's level of 13,500 passengers per day to 49,000 – an increase of 450%. A tripling of patronage is expected for the stations within Pasadena.

The improvements to traffic operations would be even more dramatic as patronage increases. In the Year 2025 the result of having the Gold Line in operation will be almost a full Level of Service performance difference at the key intersections along its route. If the Gold Line were not in operation in 2025, the intersections along the north/south corridors on the west side of the city would perform at almost a full Level of Service worse than they will with the light rail line in operation.

Frances Banerjee in her presentations on the Mobility Element always reminds the public how fortunate Pasadena is to have the Gold Line service and to have the large number of stations serving the City. While the effects of the Gold Line are measurable and positive under today's conditions, the overall effects have just begun to be felt in Pasadena.