

charge/purpose, composition, and function/duties. This report is intended to provide background information to inform the City Council and to support the recommended action. Additionally, this report provides background information regarding the approach towards the preparation of this update and steps already taken.

Public Participation and Outreach

It is anticipated that the community will be engaged in a far-reaching input process consistent with the current Seventh Guiding Principle of the General Plan, which states that: *“Public participation will be a permanent part of achieving a greater city.”* The public participation effort will focus on reaching out to all segments of the Pasadena community through outreach and education, public forums, and an expanded use of technology. A comprehensive community education program will be developed. The early participation of the PUPC in this process is instrumental to the effective engagement and comprehensive nature of this process. With this in mind, staff has recommended that the PUPC be re-constituted, as it greatly contributed to the success of the 2004 General Plan update. The following is a summary of the charge, composition, and function of this committee.

Planning Update Policy Committee Charge/Purpose

The Municipal Code does not mandate the formation of citizen committees to advise staff on the preparation of General Plan updates. However, in furtherance of the Seventh Guiding Principle of the General Plan, such advisory committees have routinely been formed for that purpose. The PUPC was first formed to advise on the preparation of the 2004 Land Use Element update and the Central District Specific Plan. It was formed through an invitation, extended by the Director of Planning and Development, to chairs of specific advisory commissions that had interest or expertise in relevant areas. The committee structure was successful in facilitating comment on the planning process and providing representation for the commission membership. Subsequently, for the preparation of the Green Space Element and Recreation and Parks Master Plan the composition was changed, again at the invitation of the Director of Planning and Development, to include representatives with interests and expertise in those areas. However, for the preparation of the Open Space and Conservation Element, which is currently underway, a group of citizens approached the City Council and recommended that a specially appointed body be established for that effort. In November 2007 the City Council adopted a structure for this committee, which included representatives of various Commissions and non-city organizations as well as members at large. In May 2008 the Council appointed the members at large and this committee was able to commence its deliberations. Due to the formation of this committee the PUPC will not be utilized for the Open Space and Conservation Element.

The purpose of the PUPC is primarily to implement the General Plan public participation guiding principle by overseeing an extensive community outreach effort. The PUPC will also actively participate in the assessment of progress made in achieving the existing principles and in the development of any new principles, objectives and policies for these important General Plan updates. The PUPC would provide policy development leadership and members are expected to be liaisons with their committees and/or commissions.

Planning Update Policy Committee Function/Duties

The PUPC will review and comment on the General Plan update work plans, community outreach strategy and various documents leading to the General Plan updates. An important part of the role of the Committee is to report to their respective Commissions the progress and challenges of the General Plan update. The members of the PUPC will also host various community outreach events and act as the “face” of the Land Use and Mobility Elements update. The PUPC will act as “clearing house of information” by reviewing and discussing work products. The PUPC will hold regular (likely to be monthly) public Brown Act meetings to review and discuss progress toward the development of the General Plan updates. As proposed, the PUPC represents eight commissions and one civic association. The eight commissions currently have membership totaling 74 residents. The civic association has a membership that represents over 1,400 businesses and individuals.

In order to assure ongoing communication and the implementation of the seventh General Plan guiding principle, the PUPC will from time to time present updates to the City Council on the public participation efforts. In addition to these reports, the City Council will be informed through the weekly green letters.

Composition

The PUPC was initially planned to be comprised of eight members as follows:

- Two members of the Planning Commission
- Two members of the Transportation Advisory Commission
- Two members of the Community Development Committee
- Two members of the Environmental Advisory Commission

Some of the issues guiding this suggested composition include:

- The need for a fairly informed group, that would not need extensive initial training in the basics of urban land use, mobility, and general plan regulations;
- The willingness of members to devote extensive personal efforts and time towards public outreach (e.g. including Saturday and evening meetings);

- The obligation of members to regularly report back to advisory bodies that would be directly involved in review and comment on draft elements, and the ability to provide a level of redundancy in this effort; and
- The ability to provide a structure for the appointment of replacement membership (e.g. if an individual finds it necessary to resign) without significant disruption of the work of the committee.

This PUPC structure had been suggested by staff in concert with a robust and aggressive community outreach process. The views of all interest groups and members of the general public will be actively pursued throughout the development of the Land Use and Mobility Element updates.

On October 8, 2008 the Planning Commission received an informational presentation and participated in a workshop relating to the proposed scope of the Land Use and Mobility Elements. Based on this workshop, the Planning Commission has recommended an expanded representation on the PUPC to include representatives from other commissions, committees, and key community organizations. The Planning Commission suggested that the PUPC include one representative from each of the following groups for a total of eleven (11) members:

- Planning Commission
- Community Development Committee
- Transportation Advisory Commission
- Environmental Advisory Commission
- Recreation and Parks Commission
- Historic Preservation Commission
- Northwest Commission
- Open Space and Conservation Committee
- Ecumenical Council of Greater Pasadena
- Pasadena Chamber of Commerce
- Pasadena Unified School District

The Planning Commission's recommendation was based on a desire to provide as broad of outreach as possible. It was suggested that, with a rich diversity of representation, each represented body could provide an avenue of outreach to a different constituency. The staff recommendation differs from the Planning Commission recommendation in that the staff recommendation does not include representation from the Ecumenical Council or the Pasadena Unified School District. These two groups have the same constituents as do the City Commissions (i.e., residents of the City of Pasadena). For that reason, they would already have representation and there would be established lines of communication to these groups. The membership of the Chamber is different in that it is composed extensively of business interests. There is a fervent interest in the incorporation of these business interests into the planning process. The other groups proposed to be represented do not represent business interests to

the extent the Chamber does.

These and other community perspectives have been identified to be active and important components of the public participation process to be developed for the Land Use and Mobility Elements update with or without their formal representation on the PUPC. This input is not diminished by excluding them from membership on the PUPC. However, to achieve as many of the above expressed goals as possible, staff now recommends that the PUPC be comprised of one representative from each of the following groups for a total of nine representatives:

- Planning Commission
- Transportation Advisory Commission
- Environmental Advisory Commission
- Community Development Committee
- Northwest Commission
- Recreation and Parks Commission
- Historic Preservation Commission
- Open Space and Conservation Committee
- Pasadena Chamber of Commerce

Approach to the General Plan Land Use and Mobility Element Update

The 2004 General Plan Land Use and Mobility Updates upheld the seven guiding principles adopted in the 1994 General Plan and developed through comprehensive public participation. The seven principles guide Pasadena's plans for the future. They work together and continue to be relevant.

- Growth will be targeted to serve community needs and enhance the quality of life.
- Change will be harmonized to preserve Pasadena's historic character and environment.
- Economic vitality will be promoted to provide jobs, service, revenues and opportunities.
- Pasadena will be promoted as a healthy family community.
- Pasadena will be a city where people can circulate without cars.
- Pasadena will be promoted as a cultural, scientific, corporate, entertainment and educational center for the region.
- Community participation will be a permanent part of achieving a greater city.

In addition to these principles, the 2004 Mobility Element included four major objectives: (1) Promote a livable community, (2) Encourage non-auto travel, (3) Protect neighborhoods by discouraging traffic from intruding into community neighborhoods, and (4) Manage multi-modal corridors to promote and improve citywide transportation services.

The current update process is not intended as a complete rewrite of the Land Use and Mobility elements; instead, the approach is to use an extensive public outreach process to evaluate the current community sentiment toward these key guiding principles and to update the elements to reflect current conditions. Specifically, it is anticipated that this update will focus on integrating sustainability into the General Plan and need to balance infrastructure and resources with land use, development, traffic, green house gases, and affordable housing, among others, to contribute to a healthy economy and quality of life in our community. As proposed, the main objectives of this Land Use and Mobility Element update process will be to:

- Evaluate implementation of current elements;
- Confirm/revise direction and focus of future development;
- Agree upon existing/new development goals, policies and implementation;
- Continue to integrate land use and mobility; and
- Make public education/participation a major component of the process.

It is anticipated that single family residential areas would not be subject to change in this Land Use Element update. Additionally, built-in 5-year reviews of Specific Plan areas provide the opportunity to assess potential changes in these areas. Further, development in Institutional zones is set by Master Plans which guide future growth and the extent of change in those areas. Also, open space districts continue to be preserved and acquired as supported by the General Plan. The emphasis then of this update should logically focus on the growth and density of the multi-family residential areas, where development has occurred and where there is still potential capacity.

A comprehensive update of the Mobility Element was also completed in 2004. The current update will build on the concepts of the 2004 Mobility Element while enhancing the discussion of street classifications and the role of the transportation network in achieving the City's sustainability goals. The Mobility Element will support the Land Use Element update by assessing the mobility and operational implications of different land uses, circulation network, transit service and travel demand management scenarios in an iterative process using city-wide travel demand modeling results.

Additionally, these updates will be closely coordinated with the ongoing update of the Open Space and Conservation Element. The Open Space and Conservation Element, which was last updated in 1987 and for which an update was initiated in May 2008, is currently examining the City's open space needs and resources; determining the most efficient methods of utilizing those resources; and developing strategies to protect natural plant, animal, hydrology and human resources from future wasteful expenditure. The conclusions reached in these areas will be incorporated into the Land Use and Mobility Elements. Again, if subsequent elements differ substantially, from previously prepared and adopted

elements, both elements (i.e. the previous and the newly prepared) will be brought forth for adoption and revision so that General Plan Elements are consistent with one another. The Open Space and Conservation Coordinating Committee, working with staff, is currently preparing a community fair which will kick off the community participation program for the update of this element.

As previously directed by the City Council during budget deliberations, the preparation of the Land Use and Mobility Elements was not to start until completion of the Housing Element (approved to transmit to State on November 24, 2008). However, in preparation for this process, a number of preliminary steps have been undertaken, including:

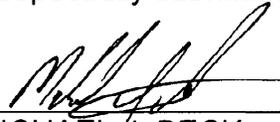
- Consultants have been contracted as on site coordinators to work with staff to provide management of the various public participation, technical and administrative components. Jeffrey Lambert, AICP, who will provide coordination for the Land Use Element has an extensive background in land use planning, including election to the national Board of Directors of the American Planning Association and designation as a 2004 “Distinguished Planner of the Year” by the California Chapter of the American Planning Association. Ellen Greenberg, AICP, who will provide coordination for the update of the Transportation Model for the City of Pasadena, is a city planner who specializes in complex land use, transportation and urban design issues and in 2007-2008 is Visiting Practitioner at the Sustainable Transportation Center at the University of California at Davis.
- Web pages, which explain the process, provide all relevant public information and allow public comment, are in the process of being prepared. These will be similar to those previously created for the Open Space and Conservation Element, which is viewable at <http://www.ci.pasadena.ca.us/planninganddevelopment/PlanDev/Comments/Projects.asp> and <http://www.ci.pasadena.ca.us/planning/deptorg/commplng/OpenSpace/openspace.asp>. A new link from the City’s home page will be added to provide quick access to the General Plan update information.
- Consultant proposals for implementation of the public participation and outreach program have been received and are currently under review.
- A Request for Qualifications for the development and operation of a Travel Demand Model has been prepared and will be released soon. Anticipating the focus on sustainability that will be an integral component of the Land Use and Mobility Element Updates, and recent State legislation relating to climate change and sustainability (e.g. AB 32, SB 375, etc.) this will not be a standard exercise in travel demand modeling. The focus is not on understanding and reducing peak hour intersection delay, but on supporting General Plan goals while responding to emerging requirements regarding greenhouse gas emissions.

- The Transportation Department is currently updating both the City's Short Range Transit Plan and Bicycle Master Plan. The findings from both these plans will be integrated into the Mobility Element update.
- Staff has been collecting and mapping key information for the Mobility Element update, including current levels of transit service and ridership.
- A Staff Working Group, with representation from various departments has been established and holding bi-weekly meetings for the last nine months. Recent meetings have focused on gearing up for this effort. All of the above noted efforts have been coordinated through this group.
- Representation on a Citizen Coordinating Committee (i.e. PUPC) has been identified, subject to City Council confirmation.

FISCAL IMPACT

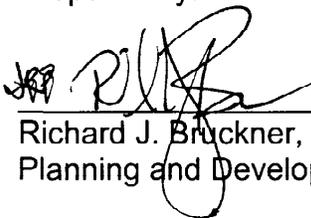
The adopted Fiscal Year 2008-09 budget includes funds for the initiation and early steps towards the update of the Land Use and Mobility Elements. Because this update will be a multi-year effort, the funding for later steps will be requested in subsequent budgets.

Respectfully submitted

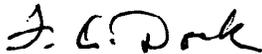


MICHAEL J. BECK
City Manager

Prepared by:



Richard J. Bruckner, Director
Planning and Development



Frederick C. Dock, Director
Transportation

Attachment:

1. November 5, 2008 Green Sheet



MEMORANDUM

TO: Michael J. Beck, City Manager

FROM: Richard Bruckner, Director of Planning & Development

DATE: November 5, 2008

SUBJECT: Establishing the Coordinating Committee for the upcoming Land Use and Mobility Elements of the General Plan Update

With the revision of the Housing Element nearing completion, staff has begun work in preparation for the update of the Land Use and Mobility Elements of the General Plan. As with past updates of the General Plan, the process will include an extensive public participation and outreach component, and establishing a Coordinating Committee that will provide general overview to the process.

The purpose of the public participation and outreach program is to disseminate and communicate information so that participants can make informed decisions, provide input to assist in the identification of community values and priorities, and develop, review, and achieve consensus on solutions. A broad range of outreach techniques will be used, such as the traditional direct mailing of information, interactive electronic/webpage tools, citywide workshops and council district community meetings.

A Coordinating Committee will be established to work with City staff (and consultants) in preparing the update of the Elements and to guide the public participation and outreach program. We are reconstituting the Planning Update Policy Committee which assisted staff with the last update. The Committee will be comprised of eight members as follows:

- Two members of the Planning Commission
- Two members of the Transportation Advisory Commission
- Two members of the Community Development Committee
- Two members of the Environmental Advisory Commission

The Coordinating Committee will guide the update process and provide leadership and will also be a liaison with their commissions. The committee will also act as "clearing house of information" by reviewing and discussing work products. It is intended for the Committee to take a hands-on approach with this update, actively "hosting" and engaging in the activities and events associated with the public participation and outreach program.

The Planning Commission discussed the proposed public participation process including the composition of the Coordinating Committee on October 8, 2008, and recommended that it be expanded to include representatives from other commissions, committees, and key community organizations. The Planning Commission suggested that the Committee include one representative of each of the following groups for a total of eleven (11) members; Planning Commission, Community Development Committee, Transportation Advisory Commission, Environmental Advisory Commission, Park and Recreation Commission, Historic Preservation Commission, North West Commission, Open Space and Conservation Committee, Ecumenical Council of Greater Pasadena, Chamber of Commerce and Pasadena Unified School District..

The Commission suggested that the expanded membership would promote broader and more comprehensive public participation. However, forming a Committee of such size would demand considerable time for soliciting participation and appointing representation from the various groups. The large membership may also detract from the efficiency intended for the smaller group with regards to scheduling and conducting of meetings.

Staff offers that an effective public outreach program with clear objectives for participation, formulated and spearheaded by the eight-member Coordinating Committee could also achieve the Planning Commission's objectives. Further, working with the Coordinating Committee and Outreach consultant, staff anticipates a public participation program that provides ample opportunities for involvement of various community groups (including those identified by the Commission) on face-to-face conversations and discussion and resolution of land use issues. Therefore, staff is moving forward with formation of the eight member committee as outlined above, with commissions starting to make their appointments in the upcoming weeks.

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January 7, 2009

The Honorable Mayor Bill Bogaard

The Honorable Members of the City Council
City Hall
100 N. Garfield Avenue
Pasadena, CA 91109

**Subject: Citizen Involvement in City of Pasadena General Plan Revision
and Update**

Dear Mayor Bogaard:

Overview. Many different groups, individuals, and organizations have been meeting over the past several months to address various community issues involving development, housing, community fragmentation, the disconnect between City government and the community. Of special interest is the governmental decision-making process in Pasadena, particularly with respect to in what form and where the city is to grow. We believe that there is a unique opportunity to unify diverse segments in the community by charting a citizen-driven vision for Pasadena. In fact, the purpose of a General Plan in state law is to lay out the *comprehensive plan* for a community based upon its vision for the future. The Vision Statement of the City's adopted 1994 General Plan embodies these values that are set forth in *Seven Guiding Principles*. The Seventh Guiding Principle states how this vision is to be accomplished:

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7.A.1.

“7. Community participation will be a permanent part of achieving a great city. Citizens will be provided with timely and understandable information on planning issues and projects; citizens will directly participate in shaping plans and policies for the city’s future.”

The General Plan provides integrated plans – physical, social, economic, environmental, and political – to fulfill each of these functions as part of an integrated program. The purposes of a General Plan are not to “package” multiple plans, but to integrate various aspects of a city so that each element is dependent for its success on all of the others.

Importantly, the implications for the City of Pasadena of new state laws related to land use and green house gas (“GHG”) emissions should be addressed during the General Plan process from a holistic or citywide perspective. Pasadena’s role and obligations as part of the Los Angeles region to meet these new statewide mandates and concerns will be important part of the City’s General Plan process. These new laws include (1) *SB 375* that focuses on forecasting possible GHG emissions arising from land use and jobs-housing balance, with emphasis on encouraging compact, dense, mixed-use development which allow people to take many trips by foot, bicycle or public transit; and (2) *AB 32* that requires California to reduce GHG emissions to 1990 levels by 2020, which could amount to a 25% to 30% reduction statewide. Also, the impact of predicted water shortages on Pasadena should be fully analyzed and taken into account in terms of when and where growth should occur in the City.

One City, Many Plans. The City has adopted its seven mandated elements at different times over the past 30 years – *Open Space* (1976); *Conservation* (1976); *Housing* (2002); *Safety* (2002); *Noise* (2002); *Land Use* (2004), *Circulation* (2004). According to a February 2008 survey conducted by the State Office of Planning and Research, only 25% of the cities in California have adopted their General Plan Elements at different times (the Housing Element excepted). Currently, the Housing Element is

being draft in accordance with State law and is expect to be before the City Council in early 2009. The City has funded and had scheduled the *Land Use, Circulation, Open Space and Conservation* Elements within a similar period, *but not as an integrated effort*, beginning in 2008 and concluding in 2009.

It could be argued that this fragmented approach is less effective, more expensive and less transparent from a citizen and City Council point of view. There is no obvious way each element can be focused on the City's overall vision, with the trade-offs among competing public policies. In addition, it may be the least cost-effective approach. Some issues are that:

- no one staff member changed with ensuring that the separate elements are prepared in relationship to the City's overall vision, creating additional work;
- it is duplicative public process with related overhead costs;
- it does not provide a public process to integrate the elements as required by law; staff will somehow arrive at policy trade-offs prior to presentation to the City Council;
- it creates separate visions, rather than a citywide vision, for each of the separate elements, with integration difficult and policy trade-offs obscure;
- separate notices, public meetings and workshop will be held to inform various interest groups and individuals in the city of the various separate elements, their time lines and their content;
- it minimizes the opportunities to develop creative and integrated policies where resources could be combined with associated synergies;

- it does not provide an effective forum for trade-offs among various goals and objectives for the separate elements, with the potential of developing a legally indefensible General Plan.

One City, One Plan. The City of Pasadena should move toward developing mandated elements in relationship to one another. In fact, it is a legal requirement that the seven mandated General Plan elements be integrated and internally consistent. As the noted land use attorney, Daniel Curtin, stated in his 2007 edition of *Curtin's California Land Use and Planning Law*:

"While some cities adopt their elements individually, this practice may create a number of problems, particularly if the elements have been prepared and adopted over many years without any correlation. At the very least, it makes internal consistency difficult to maintain, results in needless duplication and bulk, and usually results in a plan that is difficult to use and review."

Because a unifying or overarching organizing principle is critical to having the *seven individual elements work together toward the same vision or outcome*, it is important that these remaining four elements be developed concurrently utilizing the *same citizen-based or public engagement process within the same time period*. The *General Plan* – with its elements – should be organized together in relationship to a compelling set of organizing principles developed through a public process. For illustrative purposes, these *overarching principles* could include smart growth combined with environmental sustainability; the mitigation of global warming; creating a healthy community, other.

It is a legal requirement that the elements be internally consistent so that the General Plan is both visionary and realistic. In that way, policies and programs can work together toward creating a *city of intention, not of default*. It must be comprehensive and long-term and, by law, comprise an integrated, internally consistent and compatible statement of policies.

One Plan, One Government. The *comprehensive general plan* should serve as the centerpiece not only of the city, but also the city's administration. It is an opportune time for Pasadena to update the four [i.e. land use; mobility; open space and conservation] General Plan elements *at the same time with the same public process*. The city's newly hired City Manger would contribute and benefit immensely from being a part of this process. In addition, the annual General Fund budget could be prepared in relationship to the goals, policies and implementation program priorities in the General Plan and benchmarked each year in relationship to the achievement of the General Plan Vision. Moreover, every City department should understand how their parts work with the whole and take ownership of the General Plan in guiding and informing its actions. This unified approach will go a long way to reform an *ad hoc and disjointed* management of projects and programs with little attention to the long-term vision for the city. Essentially, because the staff will be more aware/informed about how their pieces work with the city vision, City policies and vision can be better sustained over time.

Action Steps:

- (1) Expand the current Open Space Community Committee to a *General Plan citizens' advisory task force*, often known as a "general plan advisory coordinating committee", of, say, 20 - 30 citizens representing various neighborhoods and residents, business districts, industries, businesses, property owners, key city advisory commissions and committees, and other appropriate individuals and interest groups;
- (2) select (an) outside general plan consultant(s) to provide technical expertise in open space, conservation, land use and circulation;
- (3) select one community outreach and engagement process consultant for the four elements to be updated and revised;

(4) direct the *General Plan citizen advisory task force or committee*, consultants and staff to hold a series of community workshops and draft the guiding principles and initial policy choices for the General Plan for review by the relevant advisory bodies and the City Council;

(5) direct the *general plan citizen advisory committee*, the staff and the consultants to prepare the final draft General Plan;

(6) direct staff and consultants to prepare an *Environmental Impact Report* for the draft General Plan;

(7) hold the required public hearings for Planning Commission, other appropriate advisory bodies and for City Council consideration, and

(8) establish an on-going citizen involvement process that would meet once a year to prepare an *Annual Report* regarding progress toward reaching the General Plan vision and goals and to consider any amendments to better reach that vision in view of changing realities.

In these ways, the General Plan will become a more effective way to guide Pasadena's future, not solely a document that is prepared primarily to satisfy legal requirements. Thank you for considering these suggestions.

[Marsha V. Rood]

MARSHA V. ROOD, FAICP