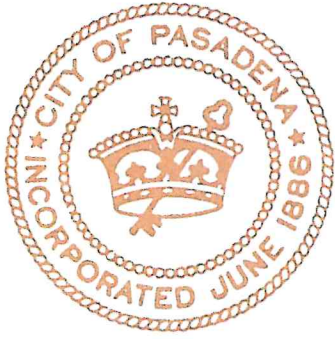




Agenda Report

October 20, 2025

TO: Honorable Mayor and City Council

FROM: City Manager's Office

SUBJECT: THIRD ANNUAL UPDATE ON THE PLANNING PROCESS FOR THE RELINQUISHED 710 STUB PROPERTY – SEPTEMBER 2024 TO AUGUST 2025

RECOMMENDATION:

This annual update is for information only.



EXECUTIVE SUMMARY:

This annual update outlines the extensive work undertaken and key milestones met to continue the vision or master plan process necessary to reconnect the portion of our City that was destroyed due the construction of the SR-710 freeway stub. The

multiphase process over the past year has been an exercise in iterating and evolving ideas necessary for completing the 710 Stub master plan. The end product of this process will be a vision plan with aspirational parameters for the creation of a community that reflects Pasadena's goals. This third annual update describes the work done on the seven deliverables the consultant, Perkins Eastman, will provide. Those deliverables include Engagement Strategies, a Restorative Justice Framework, Data Collection and Existing Physical Conditions, Mobility and Circulation, Land Use Options, Economic Feasibility Study and Financing Tools, and Climate Resilient Infrastructure Development. Also included in the report are summary updates of concurrent master plan work, such as the culmination of the Historic Project work, meetings, and the review of materials by the 710 Executive Committee, the Reconnecting Communities 710 Advisory Group, and the Land Use and Mobility and Restorative Justice Standing Committees.

BACKGROUND:

This annual update outlines the extensive work undertaken and key milestones met to continue the vision or master plan process necessary to reconnect the portion of our City that was destroyed due the construction of the SR-710 freeway stub. The multiphase process over the past year has been an exercise in iterating and evolving ideas necessary for completing the 710 Stub master plan. The end product of this process will be a vision plan with aspirational parameters for the creation of a community that reflects Pasadena's goals. The vision plan will facilitate the Specific Plan phase, which the Planning Department and Planning Commission will lead.

THIRD ANNUAL UPDATE AND MILESTONES

1. Project Oversight

Oversight of this complex master plan project continues to be led by the Mayor-appointed City Council 710 Ad Hoc Committee and the City Manager-appointed 710 Executive Committee. Both groups are tasked with monitoring and reviewing the project for accuracy, as well as providing direction.

City Council 710 Ad Hoc Committee

Due to scheduling challenges, the City Council 710 Ad Hoc Committee only twice during this reporting period. Members include Mayor Gordo and Councilmembers Hampton, Lyon, and Madison. Meetings with Ad Hoc Committee members allowed for directional check-ins on the versions of workstreams that developed during this period.

At its meeting in September, Perkins Eastman presented their design work to date, which included land use design principles, public realm and placemaking concepts, and a compilation of circulation and mobility themes. Materials presented to them include land use design principles, public realm and placemaking concepts, and general circulation and mobility themes.

The Ad Hoc Committee is challenged and prevented from addressing some project topics due to Brown Act issues and the members' assignments to various Council committees. As a result, the Ad Hoc is now scheduled to meet monthly before Ed Tech meetings and the Ed Tech Committee will hear and review 710 presentations.

710 Executive Committee

The 710 Executive Committee meets monthly and is composed of the City's executive-level personnel, whose expertise centers on overseeing various City departments, operational standards, policies, and practices that keep the City functioning daily. Master plan workstreams reviewed over the past year by the 710 Executive Committee include land use option development; circulation and multimodal transit opportunities; and sustainability features such as water capture and energy-efficient development strategies. The Executive Committee has also provided feedback on the development of the draft restorative justice framework and reviewed draft design options.

Members of the 710 Executive Committee include:

- City Manager Miguel Márquez
- Assistant City Managers Brenda Harvey-Williams and Matthew Hawkesworth
- General Manager of Water and Power David Reyes
- Director of Transportation Joaquin Siques
- Director of Planning and Community Development Jennifer Paige
- Director of Economic Development David Klug
- Senior Project Manager Wendy Macias
- PointC consultants David Grannis and Tony Harris
- Perkins Eastman consultants Vaughan Davies and Katherine Howe

2. Master Plan Consultant Perkins Eastman

Perkins Eastman (PE) just entered the third phase of the three-phase, 24-month master plan process, which began in March 2024 and is scheduled to be completed in March 2026. The phases, Creative Analysis, Options and Engage, and Document and Refine, allow PE, City staff, and the community to develop options and design themes through an iterative process. Work on the project paused for nearly two months, starting in January 2024, when City staff redirected resources to respond to the Eaton Fire. Even with the delay, PE is certain they can meet the project completion deadline of March 2026.

Perkins Eastman concluded the *Options and Engage* phase at the end of September 2025. This second phase focused on developing land use and circulation options, guided by various oversight groups and informed by data and feedback gathered from multiple community stakeholders and engagement events. During the upcoming phase, six of the seven deliverables will come together into a cohesive vision and document that outlines the various approaches applicable to the 710 Stub. Below are descriptions of the seven deliverables and the work completed during this update period.

- Engagement Strategy

Perkins Eastman led two large-scale community events over the past year. Each event focused on presenting the current iterations of Perkins Eastman's work and gathering feedback from the community.

The first event held on April 12, 2025 at the Pasadena Convention Center drew approximately 160 attendees. Participants were able to review historical information related to the community that existed in the 710 Stub study area prior to the construction of the SR-710 freeway. In addition, the oral history documentary *Amplify* was debuted. This 40 minute film consolidates the stories of residents and descendants who were displaced or impacted by freeway construction. The film, available on the City's YouTube channel and the 710 Master Plan StoryMap, has garnered nearly 1,400 views. Attendees also received a first look at the Restorative Justice (RJ) work and included the preliminary draft of a Pasadena-based definition of restorative justice.

The most recent community engagement event was held on September 13, 2025, at the historic Friendship Pasadena Church with over 160 attending. The church building is 100 years old and is one of the few African American institutions adjacent to the 710 Stub that survived the construction of the SR-710. The event format featured a panel discussion and presentation of the latest 710 Master Plan materials by a panel of subject matter experts including: General Manager of Water & Power David Reyes, Director of Planning and Community Services Jennifer Paige, Kate Howe and Vaughan Davies of Perkins Eastman, David Grannis of Point C, Deepak Kashiuk of Iteris, and panel moderator Assistant City Manager Brenda Harvey-Williams.

The presentation introduced the latest land use, circulation, and mobility themes, as well as draft Restorative Justice elements. Attendees listened to the panel respond to a variety of project-related questions and participated in live polling, which provided real-time metrics on attendees' thoughts on the subjects presented. Event attendees could also ask questions and provide feedback via written speaker cards. Perkins Eastman is incorporating this data into the refinement phase of their work to ensure workstream options reflect the priorities of community members.

Since the last update to the City Council, PE subconsultant, The Robert Group, has partnered with five community-based organizations (CBOs), Urban Homestead, Day One, BikeLA, The Pasadena Coalition of Transformative Leaders (PACTL), and the Center for Restorative Justice, as part of a community-wide strategy to share 710 Master Plan project information with their members. Through these organizations, group leaders distribute project information using a [toolkit](#) that includes social media posts, flyers, and electronic surveys.

Additionally, the CBOs receive support from The Robert Group to host events where members can provide feedback on the master plan projects, land use themes, and mobility and circulation topics. One such event was hosted by the youth organization Day One on May 7, 2025, where teens had the opportunity to discuss and envision their own version of a new

community in the 710 Stub area. Their feedback was then shared with Perkins Eastman, who incorporated the comments and ideas into their iterative options development process.

The Reconnecting Pasadena 710 Master Plan StoryMap website, [Reconnecting Pasadena 710 Master Plan Project](#), is continually updated with 710 information. Site visitors can learn about the Master Plan components and workstreams. Information from the September 13 community event, including a recording, is also available on the site.

- Restorative Justice Framework

The City Council Ad Hoc Committee developed a draft RJ definition:

Pasadena-Focused: Restorative Justice addresses past harms caused by construction of the 710 freeway in Pasadena.

It seeks to identify, acknowledge, and respond to these harms through open and responsive engagement with impacted communities, with the goal to develop meaningful community-identified solutions for City Council's consideration.

The 710 Advisory Group Restorative Justice Standing Committee revised the City Council's draft working restorative justice definition to read:

Pasadena-Focused: Restorative Justice is a dynamic process which takes action to repair direct and indirect harms caused by the partial construction of the 710 freeway and other transportation corridors and their broader impact in Pasadena.

It will identify, publicly inform, officially acknowledge, respond to, and remedy these injustices through open and responsive engagement with the disproportionately impacted communities. This will ensure the development of community-driven solutions, including non-repetition of harm, integrated through the Vision Plan design elements for the City Council's consideration.

The 710 Advisory Group has recommended forwarding the above draft definition to the City Council and continues to deliberate restorative justice elements it would like to see incorporated into the master planning process.

- Data Collection and Existing Physical Conditions

In the year since the last City Council update, the GIS base map of the 710 Stub area has been completed and delivered to the City's GIS division. A 3D model was also created to provide a spatial understanding of the "ditch" area as circulation approaches are tested. The model was developed based on existing conditions, including the Department of Water and Power's utility infrastructure and the adjacent transportation

and mobility network. At this phase of the master plan process, the model has also been used in preliminary economic feasibility analyses to help identify infrastructure funding gaps.

- Mobility and Circulation Analysis

Over the past year, City project staff have engaged with Caltrans District 7, including two executive-level meetings with District Director Gloria Roberts and her leadership team. These sessions serve as key touchpoints for sharing updates on the master plan and ensuring that the mobility components of the project remain aligned with Caltrans' transportation objectives. As part of the requirements set forth by Caltrans and the Federal Highway Administration, any proposed plans within the relinquishment area must include a mobility and circulation solution approved by both agencies. Discussions have also continued around the potential development of a transit mobility hub to further support regional connectivity and multimodal access.

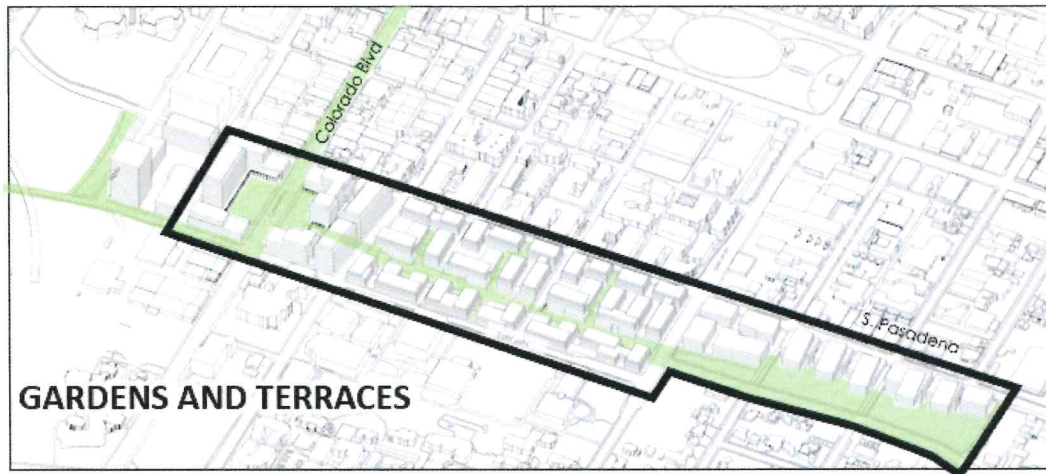
The Caltrans/Pasadena Transportation Working Group has increased its meeting frequency over the past year, at times convening monthly to advance planning discussions. Attendees included Director of Transportation Joaquin Siques, Caltrans Deputy Director Marlon Regisford, and consultants Perkins Eastman, Iteris and Point C. Key topics discussed included the proposed transit mobility hub, circulation strategies within the 710 Stub area, and concepts for transitioning from the northern end of the relinquishment area into the regional freeway network, specifically CA-134 and I-210. These ongoing discussions are critical to ensuring seamless connectivity and coordinated infrastructure planning across jurisdictions.

The Mobility and Circulation components of the 710 Master Plan will continue to evolve during the Refine and Document phase, as Perkins Eastman and subconsultants Iteris and Gibson analyze the results of ongoing traffic studies and testing related to the two land use and circulation options. Both options build upon foundational traffic-calming strategies to help transform the 710 Stub into a more connected, accessible, and community-oriented environment. The brief description below outlines the key components that Perkins Eastman and Iteris will continue to evaluate as part of this phase.

Gardens and Terraces

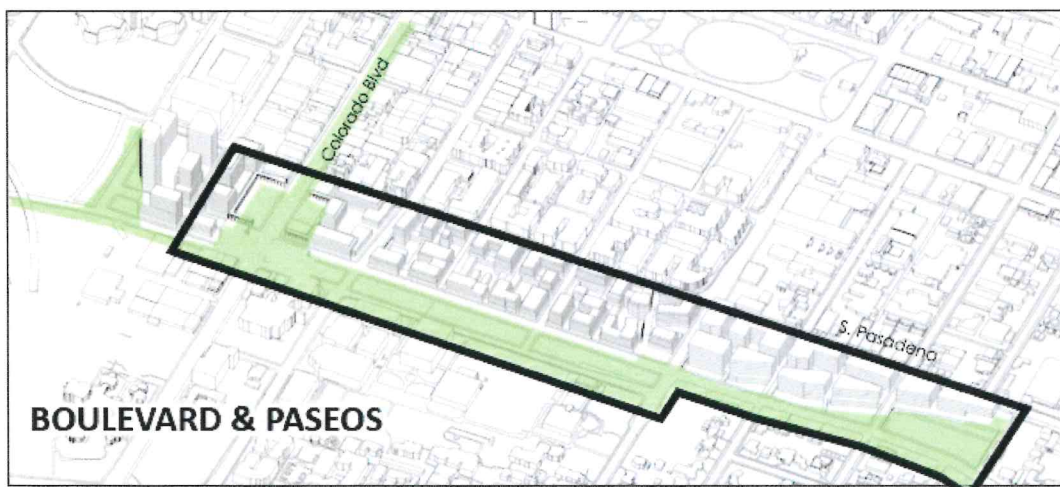
The Gardens and Terraces option for mobility and circulation introduces several enhancements designed to improve safety, connectivity, and multimodal access throughout the 710 Stub area. Measures to slow traffic entering the study area are included, along with a new two-way intersection leading into the Stub and extending south of Walnut Street. The existing streets, St. John Avenue and South Pasadena Avenue would be converted to two-way streets, which would create conditions for slower, more controlled traffic movement supported by stop signs, traffic signals, and dedicated bicycle lanes. A new vehicular connection across the Stub at Valley Street could further enhance circulation. For pedestrians, a comfortable walking link is planned through the center of the site,

connecting Union Street to Del Mar Avenue. The plan also assumes that existing bridges can be adapted and narrowed as needed to support these improvements.



Boulevards and Paseos

The Boulevards and Paseos circulation option introduces features aimed at improving connectivity and traffic flow within the 710 Stub area. Explorations of a new roundabout north of the relinquishment on Caltrans land is being explored to facilitate smoother vehicle movement into and out of the area from the I-210 and SR-134 freeways, with access entering the area at Holly Street. St. John St. and Pasadena Ave. would become two-way streets, with the potential for St. John to be redesigned for reduced traffic volumes. The inclusion of a boulevard running through the center of the study area would enhance local circulation. Additionally, Valley St. and Bellevue Dr. would serve as new vehicular connections, further integrating the area into the city's street grid. Holly St. will also provide a vital link between City Hall, the Memorial Park Metro light rail station, and the west side, strengthening multimodal access and neighborhood connectivity.



- Land Use Options

Over the past year, Perkins Eastman has introduced ideas about Land Use and Circulation themes that have evolved through project oversight meetings, community feedback, and iterative design work. As the master plan project enters the third phase, “*Document and Refine*”, Perkins Eastman will continue testing the current Land Use and Circulation themes.

Perkins Eastman’s design progressions have encouraged participants to look beyond the existing freeway and imagine the possibilities for a reconnected, revitalized community. While many initially envisioned a cap over the Stub, the team introduced alternative concepts: landforms that extend into the freeway trench, creating a multi-level environment that is easily accessible to pedestrians and residents. This prospective community emphasizes multi-modal transportation options that align with the City’s vision of ensuring “the safe, efficient, and convenient movement of people and goods within Pasadena.”

Building upon the two mobility options introduced above, the land use options continue to utilize those options to achieve the following:

- Physical Reconnection
- Place Creation
- Community Cohesion
- Economic Vitality
- Sustainability and Climate Resiliency
- Community Repair, Health and Wellbeing

Gardens and Terraces

Proposes a community layout that supports reconnection with the City’s adjacent neighborhoods. Proposed building placements, heights, and street-level bridges create paseos among the buildings, inviting pedestrians to explore the terraced neighborhoods. Taking advantage of the sunken topography of the study area, the design offers various semi-public spaces for residents, featuring shaded areas and balconies.

Proposed “ways across” include extending Valley Street from east to west across the Stub and creating a multilevel entry point at Del Mar Boulevard, where pedestrians can either cross at street level or descend into the lower portions of the study area. Feasibility testing for this option focuses on finding the appropriate balance of much-needed residential, commercial, parks or open space, and institutional spaces. The proposed mix of uses will continue to evolve as Perkins Eastman refines the design in the coming months.

Boulevards and Paseos

The Boulevards and Paseos option builds upon the previous concept by introducing additional design interventions that create more opportunities for connection across the 710 Stub. The most significant feature of this option is the inclusion of a boulevard running through the center of the study area, accompanied by a linear park on the west side of the Stub.

This design adds street enhancements that improve pedestrian and bicyclist access within the new community while naturally slowing vehicle traffic. Additional features include sustainable stormwater treatment elements, paseos, and courtyards integrated among the buildings and throughout the study area, along with expanded green spaces for public gatherings. One important consideration is that the introduction of the boulevard reduces the amount of developable land. However, it also presents an opportunity to explore taller building forms within the 710 Stub area.

During the third phase, “Document and Refine,” Perkins Eastman will continue working to shape ideas into finalized Land Use and Mobility options. These options will become more concrete as subject matter consultants test design flaws and make adjustments accordingly.

- Economic Feasibility Study and Financing Tools

One of Perkins Eastman’s master plan deliverables includes conducting a feasibility analysis of the plan iterations as they progress toward final option versions. Over the past year, subconsultant AECOM began assembling an economic feasibility model informed by the workstreams of the 710 Master Plan project. They developed potential cost and revenue assumptions based on Land Use and Mobility design concepts that have evolved during this time.

As Perkins Eastman continues to refine the major components of the master plan, AECOM will concurrently update the feasibility model to reflect those changes. Components not yet included in the model, such as sustainability goals, will be finalized in the coming months. While AECOM’s feasibility study provides a comprehensive analysis based on current market conditions, it is important to recognize that it represents a snapshot in time. Real estate and development markets are inherently dynamic and influenced by a range of factors, including housing development policies, construction labor costs, and broader global trends.

Kosmont Companies, which was awarded a contract in May 2025, has participated in several economic feasibility meetings with Perkins Eastman and AECOM in recent months. Kosmont was hired to conduct a financing district analysis, including tax increment projections and related studies. The goal of this preliminary task is to receive direction from the Executive Committee and City Council regarding potential financing tools, such as the formation of a financing district.

- Climate Resilient Infrastructure Development

The development of the Master Plan's Climate Resilient Infrastructure scope of work considers the City's proactive measures to reduce its carbon footprint and create climate resiliency. The existing policies and programs serve as baselines for the sustainability and climate resilient goals for the 710 Stub area.

At the start of the 710 Master Plan project in March 2024, engineering staff from the Public Works Department identified the need to relocate the Caltrans water pump station, located at the south end of the 710 Stub, to a site outside the relinquishment area. The pump station currently routes untreated water runoff and debris from the I-210 freeway to the southern section of the Stub, where stormwater runoff from the area west of the relinquishment also collects. While the volume of water routed to this location may pose challenges for future land developers, it also presents a unique opportunity to capture runoff for a water-focused sustainability project. Over the past year, Caltrans personnel have participated in Stormwater and Sustainability meetings with City staff and Perkins Eastman to explore stormwater solutions and the potential relocation of the pump station.

This collaborative approach ensures that all stakeholders are involved in the decision-making process, fostering a shared sense of responsibility and commitment to the project's success. As Land Use themes continue to converge, identifying potential traffic circulation routes and land massing opportunities, collaboration with the Department of Water and Power has enabled Perkins Eastman to explore and maximize future sustainability scenarios in the 710 Stub. These scenarios include development standards that incorporate recycled or greywater systems and wastewater treatment components, which will reduce the impact on the City's potable water system. The Department of Water and Power's water routing and infiltration priorities are among the initiatives currently being considered by Perkins Eastman for potential inclusion in the overall sustainability deliverable

Additional climate-resilient projects include the potential for battery storage within the 710 Stub area, as well as the use of water for a district geothermal energy system that could generate energy to heat and cool new buildings. Other energy-efficient strategies identified include passive design approaches that promote natural ventilation, reduce ambient temperatures, and maximize on-site renewable energy, particularly solar PV with storage readiness. As the Project Team begins layering workstreams to create testable options, sustainability will be a critical factor in evaluating the success of the design alternatives.

3. The Historical Reports

The three consultants working on the Historic Report portion of the master plan have completed their designated sections of the Historic Project and have presented their findings to the 710 Advisory Group. The historical reports have been posted to the Reconnecting Pasadena 710 Master Plan StoryMap website, where they are available for download and review.

Historical Data Setting

The Architectural Resources Group (ARG) was awarded the contract for the Historical Data/Setting work. The task was to identify and compile the history of the 710 Stub area prior to the construction of SR-710. The final report is included here: [Historic Report on the 710 Displacement](#).

Oral History Project

The Oral History scope awarded to Allegra Consulting included identifying residents who were displaced or impacted by the construction of the SR-710 freeway and documenting their stories in a report and documentary. The final [Amplify report](#) and [video documentary](#) by the same name are included here.

The Impacts of Freeways on Segregation in Pasadena

The portion of the historic work titled The Impacts of Freeways on Segregation in Pasadena was awarded to the University of California, Los Angeles (UCLA) Center for Neighborhood Knowledge and the Institute of Transportation Studies. It was completed and presented to the 710 Advisory Group at the March 2025 meeting. The final report is included here: [Racial Segregation, Freeways, and Institutional Mechanisms](#).

4. Reconnecting Communities 710 Advisory Group

The Reconnecting Communities 710 Advisory Group met eight times over the past year. The group did not meet in January and February following the Eaton Fire, allowing members to redirect their support to the impacted community. Meetings resumed in March of 2026 to continue reviewing consultant materials and providing recommendations and feedback.

Over the past year, the Advisory Group reviewed completed work from the three Historic Project consultants, received regular updates on community engagement events and strategies, and examined various iterations of work related to land use, mobility, circulation, and restorative justice.

During this phase of the master plan process, the 710 Advisory Group Chairs appointed members to smaller standing committees focused on the specific subjects of Land Use and Mobility and Restorative Justice. The Advisory Group did not meet in August of 2025 to allow the standing committees and project staff to focus on their respective tasks. Findings of the standing committees have been presented to the entire 710 Advisory Group, which will then make its recommendations to the City Council. Please see Attachment A for copies of the Standing Committee and Advisory Group's meeting agendas.

5. California Transportation Commission Annual Update

One of the requirements of the 710 Stub relinquishment agreement is for the City to provide an annual update to the California Transportation Commission (CTC) on the progress of the 710 Stub development effort. At the time of the CTC's annual update in May 2025 the City requested to submit an update to the CTC via letter rather than through an in-person presentation to the Commission. Once the 710 Master Plan project is completed, the City will provide a comprehensive update on the process and its outcomes.

6. Reconnecting Communities Pilot Grant Award

In 2023, the City of Pasadena was awarded a \$2 million planning grant under the Federal Reconnecting Communities Pilot Program, which requires a \$2 million local match. The purpose of the grant is to fund the Reconnecting Pasadena 710 Master Plan process, as the City works to develop plans for the 710 Stub relinquishment area and the surrounding community.

In August 2024, the City Council approved a request to enter into an agreement with the Federal Highway Administration's (FHWA) Office of Acquisition and Grants Management. Since then, City project staff have completed the grant funding requirements, including providing quarterly updates and preparing grant reimbursement requests.

Unfortunately, the invoicing system used by the FHWA to process these reimbursement requests has been nonfunctional since early this year. Several attempts to contact the site administrators have been unsuccessful, and the issue remains unresolved, delaying the City's ability to submit and receive reimbursement for eligible expenses.

Upcoming Work/Next Steps

As the vision plan project enters its third and final phase, *Document and Refine*, the ideas developed in the previous phase are now being tested for viability. Engagement and feedback during this phase will continue to shape the vision plan and strengthen the design concepts, land use strategies, circulation plans, financial assessments, and mobility configurations preferred by the City and the Pasadena community. Perkins Eastman in this period will compile the final iterations of the seven workstreams into a comprehensive Vision Plan for the Stub, which will be completed at the end of February 2026 and presented to City Council in March 2026. Following City Council approval, the Vision Plan will move into the Specific Plan phase, led by the Planning Department and Planning Commission.

- **Restorative Justice Framework**

The 710 Advisory Group is expected to conclude its review of the Restorative Justice Standing Committee's recommendations on the RJ Elements by the end of October

2025. Once approved, the final version of the Restorative Justice definition and elements will be presented to the City Council for review and approval.

- Economic Feasibility Study and Funding Tools

The Economic Feasibility Study workstream will deliver a final report on the 710 Master Plan project options, which will be presented to the City Council for discussion and selection. The study will highlight the costs and benefits of each option developed by Perkins Eastman to inform the next phases of planning and implementation.

Kosmont Companies will continue their work beyond the completion of the 710 Master Plan project, as their two-year contract was awarded after the start of Perkins Eastman's engagement. They will focus on identifying funding tools and mechanisms for the 710 Stub project that prioritize the City's financial interests as the current property owner. The findings from Kosmont's study will be brought back to the City Council for review.

- Historic Project Executive Summary

ARG, the historic project consultant, has been awarded the contract for the Historical Data/Setting portion of the workstream and has also been tasked with consolidating the contributions of all three historic project consultants. The result of this contract will be an executive summary of the three final bodies of work completed by ARG, Allegra Consulting, and UCLA.

Reconnecting Communities 710 Advisory Group

- The Reconnecting Communities 710 Advisory Group will continue to finalize in-depth discussions of specific topics and make their final recommendations to City Council.

FISCAL IMPACT:

This item is for information purposes only. There is no fiscal impact associated with this report.

Respectfully submitted,


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Attachment A – Reconnecting Communities 710 Advisory Group Meeting agendas,
September 2024 – September 2025