

Reconnecting Pasadena 710 Vision Plan

Recommended Restorative Justice Elements by the Restorative Justice Standing Committee (RJSC)

**For the purposes of this document, “DISPLACED COMMUNITIES” is defined as people and their descendants who were forced to move due to the construction of the 710 and 210 freeways. This includes those displaced from neighborhoods within the parameters of the 710 and 210 freeway bounded approximately by Northwest Arroyo/Woodbury to the north, Mentone/Montana to the northeast, St. John Avenue to the west, and Pasadena Avenue to Columbia Street on the east, or other institutional policies, practices, and projects that contributed to segregation, including housing discrimination, redlining, and the redevelopment of the central business district and adjacent areas.*

***For the purposes of this document, “IMPACTED COMMUNITIES” are adjacent to those that are negatively impacted, but not displaced by the 710 & 210 parameters as stated above.*

Eligibility for specific recommendations are reflected in the element’s recommendations below.

	Restorative Justice Element	RJSC Recommendation
1.	Highway Construction	The Restorative Justice Standing Committee (RJSC) acknowledges that the City of Pasadena recognizes the harm caused by the construction of the SR-710 and, through the Reconnecting Communities Planning project, is working to recognize and address this harm.
2.	Policy Adoption	The City should consider the RJSC's revised restorative justice elements for application to the 710 Vision Plan project and to the entire City where applicable. Prioritizing measures that prevent future harm caused by infrastructure or policies to impacted or vulnerable communities in Pasadena.
3.	Historical Acknowledgement	1. A formal public acknowledgment of harms and an apology from the Mayor on behalf of the City of Pasadena. We also encourage apologies from other government entities, involved in the displacement of the impacted communities (e.g. State and Federal government). 2. The creation of permanent programmable and publicly accessible physical space reflective of the community, that brings to life the cultural, and physical aspects of the community that existed before the construction of the SR-710, and triggers reflection of cultural histories for the future. 3. The creation and inclusion of an educational or performing arts component, based on the history of the 710 Stub area, in the curriculum of local schools and/or libraries.

	Restorative Justice Element	RJSC Recommendation
4.	Hard Infrastructure	The City should prioritize circulation and mobility options for the 710 Vision Plan project that prioritizes infrastructure connectivity with the historically redlined Northwest section of Pasadena. Creating infrastructure that will foster involvement and movement to and from impacted communities and the entire City into the proposed 710 Stub area and related community engagement events or opportunities.
5.	Restorative Justice Community Oversight Committee (RJCOC)	While the RJSC recognizes that the decision-making power in Pasadena lies in the hands of the City Council, it understands the importance of open dialogue with impacted communities** in the development of the 710 Stub area. This should be a structured and inclusive process where impacted community members are actively heard, allowing them to share their experiences, express concerns, and articulate their aspirations for their community, even if the community isn't a formal or final decision-maker. What is the Restorative Justice Community Oversight Committee? The Restorative Justice Community Oversight Committee (RJCOC) is a body of community stakeholders that will be responsible for ensuring that all aspects of implementation of development of all matters pertaining to the 710 Stub will be consistent and will follow all the RJ Elements of the RC 710 Vision Plan. The RJCOC will play an essential role in ensuring the success and accountability of the project. Working in close coordination with the Planning Commission, the RJCOC will be integrated into the process at a key stage to help keep the project on track and aligned with community expectations. The RJCOC is responsible for reviewing project plans prior to their presentation to the Planning Commission and City Council, providing early input and oversight. The committee will be actively involved in all aspects of the project, offering guidance, raising concerns, and ensuring transparency throughout the planning and implementation phases. This is a stipend-based position, requiring a significant time commitment. Specific recommendations include: 1. Creation of a RJCOC appointed by the City Council, with at least 51% of the members being descendants and/or a representative of those displaced or impacted by the construction of the SR 710 freeway and 210 freeway (between Northwest-

		Arroyo/Woodbury, Northeast- Mentone/Montana, West-St. John, East Pasadena Ave to California Street). The priority criteria for RJCOC selection of the 4-year term must include the following: a. Representation of the displaced, descendants and those that were directly harmed or their designated representative (51%) and those that no longer reside in Pasadena. b. Representative demographics and ethnicity as specified in the UCLA report Representation of each City Council District c. Individual or professional skills d. Renters 2. The RJCOC will facilitate and ensure impacted communities participate in an inclusive open dialogue process meant to guide the implementation of the 710 Vision Plan project. 3. To enable participation, the RJCOC will be tasked with creating a registry of those displaced by the partial construction of the 710 freeway within the parameters listed above and other institutional policies, practices, and projects that contributed to segregation, including housing discrimination, redlining, and the redevelopment of the central business district and adjacent areas for identification, of right of first opportunities outlined in the remainder of the document.
6.	Community Benefits Planning Framework	Meaningful, measurable community benefits, such as equitable labor practices, affordable housing, or shared public spaces, should be delivered and maintained. Legal agreements to be considered include, but are not limited to, Disposition and Development Agreements, Ground Leases, and Community Benefit Agreements (CBAs). City policies applicable to the entire 710 stub area, such as Specific Plans, may also apply. These instruments are legally binding and commonly used in development negotiations. Ultimately, the City Council serves as the final decision-making authority and signatory to any agreements. Specific recommendations include: 1. Based on the Restorative Justice Elements, a matrix of the anticipated community benefits will have been received by the end of the project. The matrix will include all of the different types of benefits outlined in this document, the potential funding sources of the benefit, and the timeline.

		2. RJCOC to receive copies of each legal agreement signed by the City, along with a summary of the community benefits included in the agreement, the mechanism for enforcement, applicable penalties outlined by the RJCOC (to be determined), and the implementation schedule. RJCOC shall also have the capacity to monitor compliance with these agreements, including reviewing progress, identifying non-compliance, and recommending corrective actions to the City Council as needed.
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7. Communities Wealth Generation through Home and Business Ownership	The City should prioritize housing affordability, but more importantly, home and business ownership as part of the implementation of the 710 Vision Plan. The RJSC believes home ownership is a vehicle for wealth generation. Displaced Community members at various levels of affordability should have access to priority home ownership and/or business ownership incubator programs. The approach recognizes that lasting economic justice requires not only jobs and services but also asset-building, ensuring that community members can own property, build equity, and remain rooted in their place. Specific recommendations include: 1. The focus of community wealth generation through home or business ownership must be on displaced homeowners, renters, and non-profit, business owners and institutions affected by the construction of the SR-710 and I-210 freeways, as well as other institutional forces such as land-use regulations, redlining, and racially restrictive covenants, regardless of age or income level. Displaced communities include institutions and businesses that were also displaced. 2. The RJSC aims to make community wealth generation accessible to all Impacted communities by providing a range of ownership opportunities across various income and age levels and by ensuring access to homeownership opportunities for low-, moderate-, middle-income households and above. They support ownership models that allow for upward mobility and neighborhood stability. Some homes may contain covenants that ensure a constant inventory of affordable housing while also requiring a portion of housing units in all sizes, allowing for the eventual resale to help residents build equity. a. The total housing benefit for Targeted Beneficiaries will be valued at least \$25M 2025 dollars, or 1% of the estimated value of the housing and commercial, whichever is higher. These housing benefit dollars can be used for any of the programs listed below, or any additional programs developed by the City and the RJCOC. These housing benefit dollars are meant to be in addition to the value of the 20% set-aside, in-lieu fees and any external subsidies, such as tax credits. b. Financing for the proposed 1% of estimated housing benefit dollars should be included in first round of tax increment financing, infrastructure bonding or other financing tools.
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		c. Prior to initiating the project, a survey shall be completed of Displaced Communities, to determine the optimum affordability and size mix that would meet the needs of the greatest number of interested and qualified buyers and renters. Based on this information, the RJCOC will work with the City to define recommended affordability levels (15% ownership affordable and 20% rental affordable) and unit sizes for the affordable for-sale and rental homes in the 710 Stub area, within the parameters of what is typically finance-able. 3. The RJSC strongly believes in creating generational wealth through education, scholarships, internships, and other workforce-development opportunities, with priority given to the project's impacted communities. Opportunities for workforce development should be tied to the CBA, other mechanisms and RJ elements. 4. Additional research will be conducted to identify the mechanism to administer the funds the Community Trust will provide support for eligible individuals and projects within the impacted communities by providing such as but not limiting to: a. The proposed 1% of estimated housing benefit dollars, referenced above in 2a will also fund remuneration to homeowners, business owners, and institutions displaced by the 710 freeway. Remuneration payments will be calculated to be approximately \$150k based on the 1% estimated housing benefit calculation and the number of businesses, institutions, and residents displaced identified in the Architectural Resources Group report. Additional data and verification is necessary to identify, locate and determine the number of qualified participants and the potential cost of this entire proposal. b. Forgivable second mortgages c. Business loans d. Educational scholarships e. Tuition assistance f. Grants to impacted or displaced cultural institutions
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8.	Affordable Housing and Affordable Housing Registry	Create an affordable housing registry for individuals displaced by the 710 and 210 freeways, serving as a mechanism to facilitate accessibility to affordable housing for those on the registry. The system will use marketing to notify qualified communities about housing stock availability, ensuring a transparent and seamless application process and emphasizing that 25-35% of affordable housing units built in the 710 Stub Area shall be affordable, as well as the development of workforce housing units. 1. The City will create an eligibility registry for affordable housing in the 710 study area. The registry will prioritize those who are eligible, with Displaced Community members and their descendants at the top of the list, followed by other Impacted Community members. Those at the top of the list will have the first right of opportunity to rent or purchase a home in the 710 Stub area. 2. A survey of Displaced Communities shall be conducted to determine the optimal mix of affordability levels, unit sizes and types. Based on the survey findings, the RJCOC will collaborate with the City to recommend affordability targets— ex. 15% affordable ownership and 20% affordable rental—as well as appropriate unit sizes, including family-sized units with three or more bedrooms, that would best meet the needs of the greatest number of interested and qualified buyers and renters of for-sale and rental homes in the 710 Stub area. The creation of affordable housing will be responsive to internal/external subsidies available and prioritized at the Federal and State funding levels. a. Displaced Homeowners - Persons who previously owned and occupied the 710 properties at the time it was acquired by the state and were displaced due to the project. b. Displaced Renters (Including Impacted Communities) - Individuals who rented and were displaced from the area because of the construction of the SR-710 freeway. c. Adjacent Displaced - Individuals displaced by Parsons, Ambassador Auditorium, Pepper Street Project, and the Norton Simon Museum.
9.	Business Development Support	The City should provide or increase the existing 5% bid preference for certified small businesses in procurement and contracting for development in the 710 Stub area. Additionally, creating mechanisms to facilitate the use of local training and hire programs for the local workforce requirements. Impacted communities or those harmed who no longer reside in Pasadena are also eligible to participate. Specific recommendations include but are not limited to: 1. The Restorative Justice Community Oversight Committee (RJCOC) will work with City staff in building a local business database and maintaining a certified registry of impacted

		community businesses owned by individuals or families displaced by the construction of the SR 710. 2. Request for Proposals (RFPs) will be created to prioritize accessibility, encourage participation from local and small businesses, and maximize the likelihood of success. 3. Access to micro-loans, working capital, or mobilization funding for businesses preparing to fulfill contracts. 4. Require or incentivize prime contractors and developers to subcontract with impacted community businesses, where possible utilize materials sourced from local suppliers. 5. Facilitate joint venture partnerships that benefit all types of business structures including co-ops and intentionally cultivating business districts that support displaced business populations.
10.	Workforce Development	The City should include the impacted communities and those who were harmed, even if they no longer reside in Pasadena, in any training or workforce development programs created as a result of the RJSC's work. Specific recommendations include: 1. At the direction of the RJCOC City staff (EDD) will develop a local business database and maintain a certified registry of impacted community businesses owned by individuals or families displaced by the construction of the SR-710, even if they no longer reside in Pasadena. The creation of a partnership with existing businesses in Pasadena as well as new businesses in all industries occupying the 710 Stub area to train and develop impacted communities. Training and employment percentage requirements will be part of the CBA that will cover the entire 710 Stub area. 2. Business interventions should include training programs in project management, compliance, and finance. 3. Facilitate mentorship or joint venture partnerships between large firms and small, local, disadvantaged businesses.