

Agenda Report

March 30, 2026

TO: Honorable Mayor and City Council

FROM: City Manager's Office

SUBJECT: CONSIDERATION OF RECONNECTING PASADENA 710 VISION PLAN FOR THE RELINQUISHED 710 STUB PROPERTY

RECOMMENDATION:

It is recommended that the City Council:

1. Find that the action proposed herein is covered by the commonsense exemption set forth in State CEQA Guidelines Section 15061(b)(3) as CEQA only applies to projects that may have a significant effect on the environment; and
2. Review, discuss, and provide direction in the following areas:

Immediate Next Steps:

- a. Transition the land use concepts from the Vision Plan to the Planning Department and Initiate environmental analysis, entitlements, and regulatory requirements;
- b. Direct staff to continue to develop and recommend financing mechanisms for developing the 710 Stub area;
- c. Direct that the 710 Stub area become the City's first sustainable, resilient and carbon neutral district;
- d. Initiate work on options for Council consideration of a governance structure to guide the development of the area;

Restorative Justice

- e. Acknowledge past harms to former residents, businesses and institutions required to vacate the relinquishment and surrounding area to clear the path for the freeway construction;

- f. Consider and/or further research all targets, goals, and programs delineated in the Restorative Justice Framework of the Vision Plan report as part of consideration of a Citywide approach to restorative justice. This includes the draft definition of restorative justice, targets for affordable housing, the creation of a community oversight committee, a community benefits planning framework, policies for wealth generation through home and business ownership, business development support, workforce development, and other public benefits through Restorative Justice;

Land Use

- g. Set a goal of developing a minimum of 1,800 residential units in the relinquishment area. This will include a mix of units for ownership and rentals of varying affordability and size;

Mobility, Access and Reconnection

- h. To advance reconnection, accessibility, multi-modal and active transportation, and community safety, include the *Boulevard and Paseos* street and access concept as the working option to carry forward in the land use entitlement process (item “a” above);
- i. Direct staff to continue to work in partnership with Caltrans regarding the transition of the existing freeway-to-freeway to a local-to-freeway/freeway-to-local access system, as well as in the creation of Transit Mobility Hub on Caltrans property in the area immediately north of and connected to the relinquishment area;

Other Items

- j. Direct staff to continue to work with Caltrans to identify a new location for the stormwater facility located in the southern portion of the relinquishment area; and
- k. Continue to grow existing partnerships – and seek new partnerships – with public, private, and non-profit agencies and entities that enhance the delivery of positive outcomes from the relinquishment area for the City of Pasadena and its residents and businesses.

RECOMMENDATION OF THE RECONNECTING COMMUNITIES 710 ADVISORY GROUP

At their final meeting on March 18, 2026, the Reconnecting Communities 710 Advisory Group voted not to take a position on the Vision Plan. They instead chose to submit their own report to the City Council “...to highlight, supplement and make certain recommendations regarding the Vision Plan”. Please see Attachment C.



EXECUTIVE SUMMARY

The Reconnecting Pasadena 710 Vision Plan consolidates the work led by consultants Perkins Eastman, City staff, the City Council-appointed Reconnecting Communities 710 Advisory Group, the City Council 710 Ad Hoc Committee and other stakeholders over the past three years into a comprehensive, community-driven plan. The Vision Plan identifies strategies to physically reconnect Pasadena and repair the harm the 710 Stub created by bifurcating the City. The Plan provides general direction and recommendations on how to integrate the stub or ditch into surrounding neighborhoods in a cohesive manner and recommends strategies for long term land-use, mobility, sustainability, and implementation efforts, all while acknowledging the harm that this freeway construction caused Pasadena and its residents.

Main elements emerging from the Vision Plan include a template for the City's first Restorative Justice Framework, developed in part from the historic project work of three consultants hired to research and document the displacement of the communities from the 710 Stub area, which were primarily communities of color. Also included are two concepts that focus on street grid and active transportation that accentuate compatible reconnection of the relinquishment area to surrounding areas, address the movement of people through the 710 Stub area and require continued coordination with Caltrans and other regional partners to implement. These two concept alternatives aptly named, *Gardens and Terraces* and *Boulevards and Paseos*, prioritize housing, commercial uses, open space, community serving uses, and multimodal access while also incorporating climate resilient and net zero ready infrastructure strategies that align with Pasadena's adopted policies and sustainability goals.

BACKGROUND

In August 2022, the City gained legal ownership of approximately 50 acres in the SR-710 Stub area, which was relinquished by the California Department of Transportation (Caltrans) following a collaborative process, including a feasibility analysis of a potential local-to-freeway/freeway-to-local connections to ensure systemwide operability. In April 2023, the City Council created and appointed 16 members to the Reconnecting Communities 710 Advisory Group (RC 710 Advisory Group) to provide input on key aspects of the developing Vision Plan, including overall vision, land use concepts, transportation network options, public infrastructure, area economics, and the creation of a restorative justice lens.

Over the past two years, consultant Perkins Eastman led the Vision Plan process, undertaking extensive work and achieving key milestones to deliver a document to guide the reconnection of the portion of our community destroyed by the SR-710 freeway stub. The three phase, 24-month visioning process began in March 2024. The phases, Creative Analysis, Options and Engage, and Document and Refine enabled Perkins Eastman, City staff, and the community to collaboratively develop design themes and options featured in the 710 Vision Plan.

THE VISION PLAN – RECONNECTING PASADENA

This process has been an exercise in iterating and refining the ideas essential to completing the 710 Vision Plan. The resulting Vision Plan establishes aspirational parameters and concepts for creating a community that reflects Pasadena’s goals. It serves as the foundational beacon for the next phase of land use planning, which will determine the best compatible options for this expansive area.

The Vision Plan consists of the seven chapters:

1. Executive Summary & Introduction
2. Context
3. Restorative Justice
4. Physical Reconnection
5. Human Connections
6. Resiliency + Sustainability Concepts
7. Implementation + Next Steps

CONTEXT

The Vision Plan marks an inflection point in the history Pasadena and the SR-710 freeway, a turning point shaped both by the surrounding communities’ fight to stop its completion and by their courage to envision something aspirational: reconnecting the stub into the rest of the city and the surrounding neighborhoods and districts. Oversight of this complex vision plan project was led by two key bodies: the Mayor-appointed City Council 710 Ad Hoc Committee (consisting of the Mayor and three Council members) and the City Manager-appointed 710 Executive Committee (comprised of members of

the City's Executive team and consultants Perkins Eastman and pointC). Both groups have been responsible for monitoring and reviewing the project for accuracy and providing strategic direction.

In addition, a historical review and assessment utilized three consultants to conduct detailed research on the communities displaced by the freeway route selected by Caltrans, the Federal Highway Administration, and City officials at the time. The work of the three consultants centered on identifying the primarily African American, Japanese American, and Mexican American communities that coexisted as a vibrant and successful community before their displacement.

The work of the three consultants consisted of three written reports and an oral history documentary video:

- *Historic Report on the 710 Displacement*, prepared by Architectural Resources Group (ARG), identified and compiled the history of the 710 Stub area prior to the construction of SR-710. ARG researched and found the names and addresses of displaced families and businesses and institutions located within the SR-710 freeway relinquishment area. Their scope of work also documents the rise of freeway construction and expansion in the United States, California and the Southern California region during the 1960s and 1970s; documents the history and construction of portions of the I-210 and the SR-710 stub in Pasadena; and documents the demographics of the people who were displaced, the number and types of buildings and institutions destroyed through the eminent domain process. The report is included here: <https://acrobat.adobe.com/id/urn:aaid:sc:va6c2:7dee32ae-1ff7-4b37-9b2a-11896ac92dfd>
- *Racial Segregation in Pasadena: The Role of Freeway Development and Institutional Mechanisms* prepared by the University of California, Los Angeles (UCLA) Center for Neighborhood Knowledge and the Institute of Transportation Studies focuses on analyzing demographic data in the City by census tract from 1950 to present. Their work includes preliminary findings on the construction of large projects like the Parsons campus and the expansion and development of the Ambassador College/World Wide Church of God. UCLA's work also looked at City policies that also contributed to the high level of displacement at the time of the SR-710 construction, like urban renewal, the creation of redevelopment agencies to address "blight" as well as tactics like redlining and racial covenants. The report is included here: <https://escholarship.org/uc/item/89z603wd>
- *Oral History Project, including the Amplify documentary and a report of findings titled 710 Reconnecting Communities Oral History Report*, prepared by Allegra Consulting focused on identifying people displaced or impacted by the construction of the SR-710 freeway. Once identified, the consultant interviewed participants and recorded their stories to create a video compilation of the stories of Pasadena's impacted communities. Their overall work yielded interviews with

approximately 160 previously displaced or impacted people and/or their family members.

The oral history documentary captures the human emotions, memories, and experiences of those who were abruptly removed from their homes, businesses, schools, communities, and vibrant neighborhoods. The 38-minute documentary won two national awards: the silver award in the 2025 Davey Competition for outstanding work from small agencies and independent creators and the Gold MarCom Award which recognizes excellence in the marketing and communication industry. The Amplify report and video documentary by the same name are included here.

Report: <https://acrobat.adobe.com/id/urn:aaid:sc:VA6C2:14d5afdc-0e16-448b-b032-99a31371e87e>

Documentary: <https://vimeo.com/1088867950?fl=pl&fe=v>

ARG was also hired to consolidate the contributions of all three historic project consultants into an executive summary that provides a concise overview of the three reports created by ARG, UCLA and Allegra Consulting. The executive summary is included as Attachment A to this report.

Through extensive public engagement during the two-year working period, community members emphasized their priorities of affordable housing, parks, sustainability, transportation and mobility, economic opportunity, and restorative justice for displaced communities. The Project Area offers significant potential for housing, green space, and innovation-driven development.

The Vision Plan process, while yielding aspirational ideas and goals for the future development of the 710 Stub area, has also surfaced multiple questions that will require additional time, analysis, and direction from City Council to fully develop and address. This will be done through the City process moving forward.

RESTORATIVE JUSTICE

For the first time in Pasadena's history, this Vision Plan introduces a Restorative Justice Framework that acknowledges the past harms caused by freeway construction and by other institutional policies of systemic racism that existed during this time period. The framework is intended as an urban planning policy tool for healing and opportunity, ensuring that future development reflects the values of fairness, sustainability, and wealth generation that were taken from those displaced by freeway construction. Recommendations to address collective healing include a formal public acknowledgement by the Mayor and City Council of the harms caused by the construction of the SR-710 and the I-210 freeways and the displacement of the City's communities of color. With that acknowledgment, the RC 710 Advisory Group recommends the City Council guide the development of the 710 Stub in a manner that recognizes the history of those displaced through the entirety of the area.

The restorative justice work done by the RC 710 Advisory Group was built on the findings of the Historic Project consultants, as well as documented case studies and guiding elements identified by Perkins Eastman from around the nation where themes of community and infrastructure reconnection and restorative justice were central.

The Restorative Justice Framework and the recommendations aim to repair past harms through inclusive planning, equitable investment, and community driven design.

The RC 710 Advisory Group recommends the City Council approve the following definition of restorative justice:

Pasadena-Focused: Restorative Justice is a dynamic process which takes action to repair direct and indirect harms caused by the proposed construction of the 710 and the construction of the 210 freeways 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 City Council's consideration.

This definition is considered a core pillar of the Restorative Justice Framework. Ten Restorative Justice Elements were developed and included in the Vision Plan and served as a lens through which the other parts of the Vision Plan were created. Deliverables related to mobility and circulation, land use, and sustainability goals, draw from these Elements and weave restorative justice as a theme of reconciliation throughout the Vision Plan.

The RC 710 Advisory Group determined home ownership is a vehicle for wealth generation. While most of the Restorative Justice Elements focus on implementing programmatic tools that ensure equitable benefits of the development of 710 Stub, several Restorative Justice Elements propose mechanisms to help targeted residents build assets and recover lost equity through home ownership. It further recommends that funding for homeownership assistance be prioritized at the same level as infrastructure and development funding, and that these programs be included in the first round of tax increment financing, infrastructure bonding, or other financing tools. The RC 710 Advisory Group recommends that the total housing benefit for Targeted Beneficiaries be valued at least at \$25 million in 2025 dollars, or 1% of the estimated value of the housing and commercial development, whichever is higher.

They RC 710 Advisory Group further recommends that qualified displaced residents be eligible to receive \$150,000 to acknowledge and partially restore lost generational wealth. The recommended mechanism to identify and qualify for this remuneration have not yet been identified.

Staff will further research all targets, goals, and programs delineated in the Restorative Justice Framework of the Vision Plan report as part of consideration of a Citywide approach to restorative justice.

The complete Restorative Justice Elements are included as Attachment B to this report.

Restorative Justice Action Items:

		TIME FRAME
1.	Conduct necessary studies to confirm housing affordability targets within the project area’s boundaries. (RJ Element Affordable housing and Affordable Housing Registry)	Near-term
2.	Build on the work conducted in the Reconnecting Pasadena “Historic Project” to confirm a strategy for the creation, and maintenance of a Restorative Justice “registry” for displaced and impacted community members. Work on this strategy in coordination with appropriate citizen led organizations. (RJ Element Affordable housing and Affordable Housing Registry)	Mid-term
3.	Initiate a “public realm plan” for the Project Area concurrent with Council direction and identify a site to incorporate a memorial or public art dedication.	Mid-term
4.	Issue a formal apology from the City of Pasadena (RJ Elements Highway Construction and Historic Acknowledgment) specific to the 710 corridor.	Near-term
5.	Clarify commitments and projected potential costs associated with RJ elements including remuneration recommendations, to be used in future project financing assumptions. (RJ Element Communities Wealth Generation through Home and Business Ownership)	Near-term

PHYSICAL RECONNECTION, MOBILITY AND CIRCULATION

Envisioning how to physically reconnect the relinquished 710 Stub back into the fabric of adjacent neighborhoods and districts has been both complex and imaginative. The relinquishment process provided Perkins Eastman, City leaders, the community and Caltrans partners with the template for changes to the existing freeway-to-freeway environment and enabled a focus on creating a freeway-to-local/local-to-freeway/local-to-local circulation and mobility approach, one that does not compromise the regional freeway system or worsen traffic on the City’s streets. Under requirements set by Caltrans and the Federal Highway Administration, any proposed plan for the relinquishment area must include a mobility and circulation solution that underscores and promotes a transportation purpose. The Project Team feels strongly that the approach proposed in the ‘Physical Reconnection’ chapter of the Vision Plan is foundational to meeting that criteria, with more components to be brought forward in the entitlement process forthcoming (i.e., mobility hub transit connectivity, etc.).

Identifying a viable solution first required defining the Vision Plan goals, developed with guidance from Perkins Eastman and the City project team. The goals are listed below:

1. Build Infrastructure to Reconnect - Redesign bounding streets to slow traffic and provide crossings at comfortable walking distances.
2. Design for Safety - With safety as the primary design standard, prioritize improvements to existing local streets that enable future stub redevelopment.
3. Right-size Regional to Local Connections - In coordination with Caltrans, focus on shifting regional-to-regional, while maintaining adequate capacity, and ensuring regional through travel stays at or below today's condition.
4. Reduce Regional Throughput - Estimated at approximately 50% of existing north south travel, apply comprehensive actions to mitigate congestion particularly at nearby exits at Orange Grove Boulevard, Fair Oaks Avenue and Marengo Avenue.
5. Enable Future Transit - Enable future transit and innovative transportation opportunities e.g. active transportation network, transit circulator system and transit and micro-transit connectors.
6. Be Flexible - Assume the construction of the circulation network will be multi-year and multi-phase.
7. Use Local Circulation Network to Create Place - Design a multi-modal circulation network to prioritize walkable, human-scaled environments to enhance social cohesion, and encourage people to participate in public life.
8. Commit to a Project-driven Trip Reduction Goal - Commit to a trip reduction goal of 30% for commercial/employment uses and 35% for residential uses from baseline.

Perkins Eastman and project staff have engaged with community members, including those living near the Project Area and many who travel through the Stub frequently. While most participants expressed support for redeveloping the area, many also raised concerns that changes could worsen access to surrounding residential neighborhoods, commercial districts, and key community resources such as Huntington Hospital. The potential for increased traffic spilling over into already impacted neighborhoods remains a persistent concern. In response, the City, Perkins Eastman, and Caltrans have aligned the project's mobility components and identified a tiered 'toolbox' of approaches that introduce possible changes to the freeway system at a regional level, prioritize multimodal access to the area, and support circulation and land use options that foster a safe, livable, and walkable neighborhood. Included in the exploration of traffic interventions is the potential for a transit mobility hub immediately adjacent to the relinquishment area at the north end of the 710 Stub area and adjacent to the remaining I-210 and SR-134 connectors. A mobility hub would offer multiple non-automobile options for travel through the City and Stub area and further strengthen regional connectivity and multimodal access to the area. In addition, a mobility hub could greatly facilitate getting people to and from large-scale events at the Rose Bowl, as well as connect people to key employment, education, recreation, and cultural destinations within the City.

Preliminary traffic analyses based on the City's local traffic model, data from the Caltrans Relinquishment Feasibility Study, and best practices in transportation planning, urban design, and engineering led to the development of several conceptual street

networks that helped Perkins Eastman and the City's Department of Transportation advance the Vision Plan's Transportation Goals. Testing of these networks as multi-modal corridors began with evaluating how to disconnect the 710 Stub area from the existing freeway system and included a review of peak traffic patterns within the corridor. Continued testing and refinement of the street network models resulted in the development of the scenarios outlined below.

Transportation Modeling Scenarios

1. 2025 Existing Conditions: This scenario is essentially the existing condition. It looks at the current City Traffic Model in the General Plan and assumes No Project.
2. 2035 No Build (Future Base Case) - This scenario provides information on the Project Area assuming Pasadena's General Plan land use build out and with the existing freeway network.
3. 2035 Disconnect No Project (all ramps removed) with Project This scenario assumes all ramp connections between the stub and other three legs of the interchange including SR-134 (west) and I-210 (east and north) are eliminated from the network.
4. 2035 Disconnect with Project (all ramps removed) - This is the same "Disconnected" scenario except it includes the full development of land uses in the 710 Project Area.
5. 2035 Gardens and Terraces Network - Various one-way and two-way connections between I-210 and St John Avenue and Pasadena Avenue were tested. This option does not have direct new connections to/from SR-134 and I-210 to the east.
6. Boulevards and Paseos Network - This scenario incorporates a roundabout north of SR-134 and direct ramp connections to/from all three remaining legs of the interchange.
7. 2035 Boulevards & Paseos with Traffic Demand Management (TDM) - This scenario tested reduced demand due to the application of Transportation Demand Management measures.

Ultimately, while both the *Gardens and Terraces* and *Boulevard and Paseos* complete street networks meet the Transportation Goals set forth at the onset of the preliminary traffic analysis, the *Boulevard and Paseos* option provides the best results. The added "boulevard" east of St. John provides an additional opportunity to disperse traffic moving through the 710 site and surrounding area. An important outcome from testing these scenarios is the finding that if the City were to leave the corridor 'as is' without any intervention, traffic conditions in 2035 would be worse than under the 2035 *Boulevards and Paseos* scenario with TDM. The *Boulevard and Paseos* option, initially combined with TDM strategies, is expected to manage surface traffic effectively and maintain volumes at or below today's levels, while reconnecting the community and creating social and economic opportunities currently missing in the 710 Stub and the design of the street grid – as a series of multi-modal connecting corridors – enables other mobility modes such as transit, micro-transit, etc.

Disconnecting the SR-710

As the City determines project phasing and/or the first development project in the 710 Stub, the current regional-to-regional connections at the north end of the Stub will need to begin its transition to allow traffic to slow down as it enters the area. The freeway interchange north of the 710 Stub was built at full freeway-to-freeway, high-speed capacity to accommodate what was intended to be a four-legged interchange, with the fourth leg being the 710 Stub, which was never completed. As a result, traffic moves through Pasadena Avenue on the east side and St. John Avenue on the west at high speeds. These one-way roadways, originally intended to function as frontage roads for the SR-710 freeway, have remained in place and continue to facilitate regional traffic that cuts through the 710 Stub to reach destinations outside Pasadena as well as local traffic.

To disconnect the 710 Stub area from the freeway interchange at the north required detailed modeling by Perkins Eastman's traffic engineering team to assess how to achieve this goal. Through the work of the Caltrans Mobility Working Group led by the City's Department of Transportation and supported by project consultants, the concept of introducing a roundabout north of the interchange emerged as Caltrans' preferred intervention. This largescale roundabout would allow vehicles exiting the freeway to slow down without coming to a complete stop and transition safely to the I-210, SR-134, or the reconfigured 710 site, which would connect to St. John Avenue, Pasadena Avenue, and the proposed new boulevard. Continued meetings with Caltrans also identified the opportunity to create a multilevel mobility hub at the northern Stub area, accessible via the roundabout and future local transit services such as a Bus Rapid Transit line. Once the fourth leg of the interchange is decommissioned and it becomes a three-legged interchange, this will create the opportunity to "right size" the remaining 710 corridor. This change will dissipate traffic and alter traffic patterns established by its current four-legged configuration.

Conceptual Roadway Networks

Perkins Eastman and subconsultants Iteris and Gibson Transportation Consulting analyzed traffic study results, testing data to develop and compare conceptual street networks and to evaluate how each option supports the transportation goals for the two land use and circulation options. Both options build upon foundational safety and traffic calming strategies to help transform the 710 Stub into a more connected, safe, accessible, and community-oriented environment. The brief description below outlines the key components of the two circulation options that Perkins Eastman and Iteris developed.

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 710 Stub

and extending south of Walnut Street. The existing streets, St. John Avenue and 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 710 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. The diagram on the following page demonstrates the various interventions and roadway system that guide the proposed design.

"GARDENS & TERRACES"

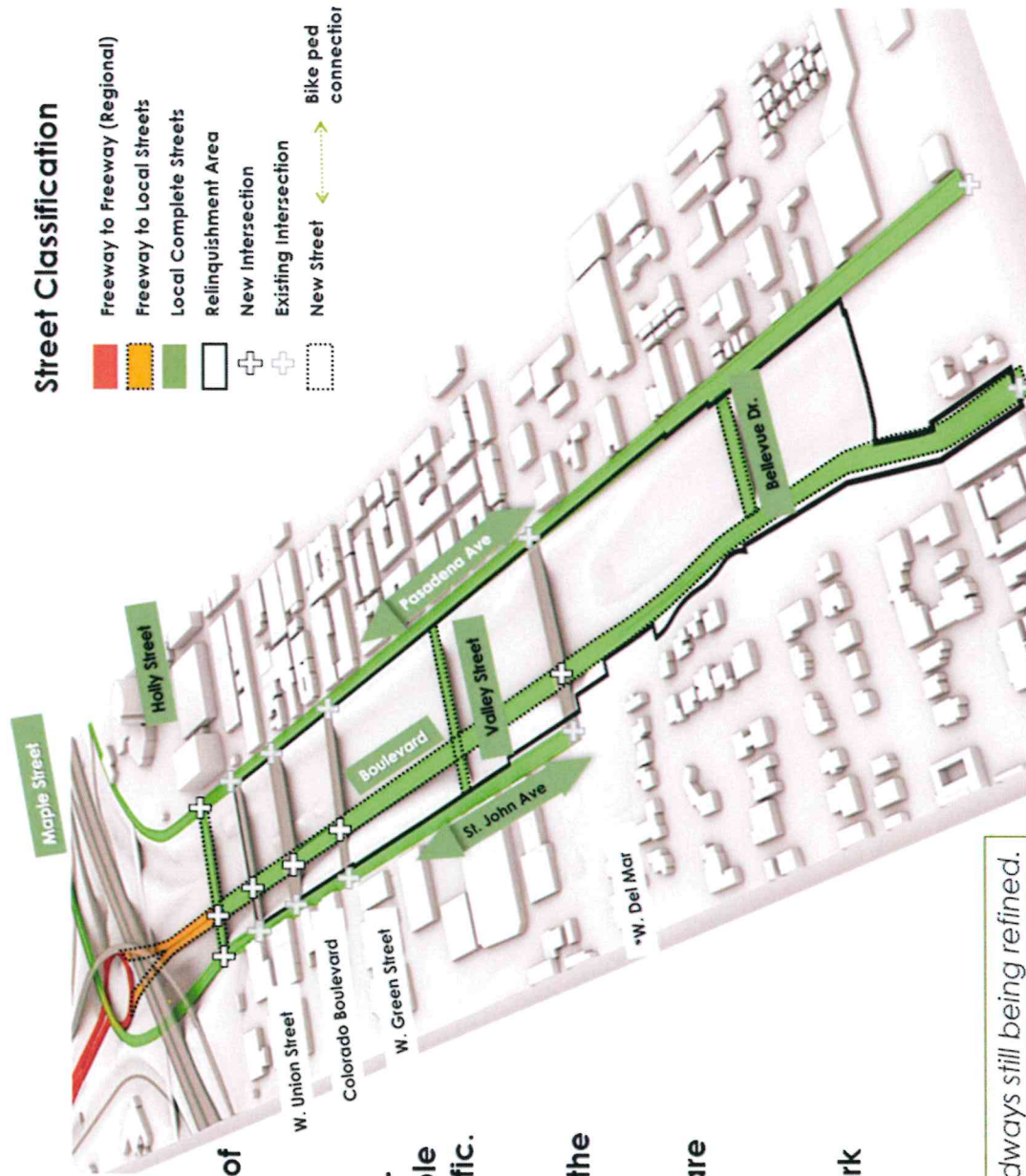
1. Adds measures to slow traffic entering the study area, new two-way intersection leading into stub and south of Walnut
2. Converts St. John Ave and S. Pasadena Ave to two-way streets, with slower, controlled traffic movement, stop signs lights, and bicycle lanes.
3. Includes new connecting vehicular street at Valley St.
4. Includes a comfortable walking link at the center of the site from Union to Del Mar Ave.
5. Assumes the existing bridges can be adapted and narrowed as necessary

Roadways still being refined.



Boulevards and Paseos

The *Boulevards and Paseos* circulation option introduces features aimed at improving connectivity and traffic flow within the 710 Stub area. The installation of roundabout north of the relinquishment and interchange on Caltrans property is the preferred method 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 “complete” streets, with the potential for St. John to be redesigned for reduced traffic volumes. The inclusion of a new boulevard running along the western edge of the development area would enhance local circulation. Additionally, Valley St. and Bellevue Dr. would serve as new east-west 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. The diagram on the following page demonstrates the various interventions and roadway system that guide the proposed design.



“BOULEVARD & PASEO”

1. Introduces a **roundabout** to smooth traffic flow into and out of the area from 210 and 134. We enter the stub at Holly Street.
2. St. John and Pasadena are two-way streets. St. John may be able to be designed for reduced traffic.
3. A **NEW** boulevard travels from north to south at street level on the west side.
4. Valley Street AND Bellevue Dr. are new vehicular connections.
5. Holly St. offers another link between City Hall, Memorial Park LRT station, and the west side.

Roadways still being refined.

Physical Reconnection, Mobility and Circulation Action Items:

		TIME FRAME
1.	Complete Memorandum of Understanding with Caltrans, defining roles and responsibilities for Project Initiation Agreements to address I-210/SR-134/SR-710 ramp closures and reconfiguration.	Near-term/ Mid-Term
2.	Evaluate and establish a preferred street network approach, either the <i>Boulevard & Paseos</i> or the <i>Gardens & Terraces</i> framework, to support regional-to-local connections. Identify phasing of ramp reconfiguration with Caltrans, followed by required Project Study Reports (PSR) to be prepared by Caltrans.	Near-term/ Mid-Term
3.	Coordinate with Caltrans on the “Gateway” parcel for a potential multi-modal mobility hub and ancillary land uses.	Mid-term
4.	Encourage Caltrans to address freeway and interchange improvements adjacent to the Project Area to alleviate bottlenecks and improve safety; e.g. means to reduce weaving in the 210-to-210 movements.	Mid-term
5.	Conduct Measure R Coordination: Update street designs for Pasadena Ave to anticipate its future 2-way street configuration. Identify and design related enabling projects; e.g. assess opportunity for Del Mar Ave on-ramp reconfiguration and/or closure to support early redevelopment project phases.	Near-term
6.	Leverage the project’s central location and provide for a local transit circulator/connector to provide transit connectivity to Northwest Pasadena, Old Pasadena, Huntington Hospital, the Rose Bowl, and other key local and regional destinations.	Mid-term
7.	Initiate a project with Caltrans District 7 to reassign/remove directional signage on I-210 to alleviate through traffic, specifically, signs encouraging travelers to use the SR-710 stub to get to the I-110.	Mid-term
	Coordinate with Metro on regional improvements to Memorial Park Station and the No Ho to Pasadena Bus Rapid Transit project.	Mid-term
8.	Coordinate with the former Parsons redevelopment regarding design of Holly Street and plan for the street extension into the future neighborhood.	Near-term
9.	Develop a Transportation Demand Management (TDM) plan for the area and consider setting up a Transportation Management Organization (TMO) for the project area.	Near-term/ Mid-Term
10.	Continue to explore the potential redesign of Maple Street—as part of multi-modal options for connectivity to key Pasadena destinations.	Mid-term

HUMAN CONNECTIONS – LAND USE PROGRAMS AND AFFORDABILITY

Perkins Eastman has developed Land Use concepts that have evolved through project oversight meetings, community feedback, and iterative design work. While early discussions about reconnection and redevelopment focused on filling in the excavated area or constructing a cap along the length of the 710 Stub, Perkins Eastman encouraged the community to think beyond those options. They introduced the

concepts of building down and building up, highlighting opportunities for development below street level. This approach envisions sunken plazas and gardens framed by ground floor buildings, while development at and above street level can incorporate plazas, courtyards, and gardens that complement adjacent surroundings. The concept of building up and building down enables the City to explore a more progressive approach to building heights within the 710 Stub area, creating opportunities for additional developable square footage and much needed housing. The proposed options described below have the capacity to provide approximately 1,800 units of multi-family housing. A significant number that will contribute to the city's Regional Housing Needs Allocation (RHNA) and reflects the estimated number of units displaced by the construction of the SR-710 and the I-210 in Pasadena.

As these ideas have taken shape, Perkins Eastman has expanded the conversation to focus on how such design strategies can support a reconnected and vibrant community. Both land use concepts included in the Vision Plan aim to demonstrate connections east and west across the Stub area by introducing paseos and different "ways" across. Including 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

The *Gardens and Terraces* option 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. This land use option assumes approximately 3.5 million square feet of developable area.

Boulevards and Paseos

The *Boulevards and Paseos* option builds on 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 along the western edge of the study area, accompanied by a linear park on the west side of the 710 Stub.

This design adds street enhancements that improve pedestrian and bicycle 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 introducing the boulevard reduces the amount of developable land. However, it also presents an opportunity to explore taller building forms within the 710 Stub area. This land use option assumes approximately 3 million square feet of developable area.

Human Connections – Land Use Programs and Affordability Action items:

		TIME FRAME
1.	Conduct additional land use planning and programming for entitlement and environmental clearance. Further refine all land use mix assumptions and develop both design and development standards that support cultural programming, educational activities, and commercial use to serve corridor communities.	Near-term
2.	In coordination with future project governance, conduct a residential housing study to determine target household demographics and conduct further testing to determine the location, scale and affordability levels that can be supported in the Project Area, without becoming infeasible. Target demographics should be inclusive of student, senior and family housing. Consider means to prioritize residential land uses in identified early project phases and explore working with select housing partners.	Near-term
3.	Consider a contiguous 4-acres of new park space on the site, including active and passive programs (sports fields, recreation facilities and learning opportunities) as part of future entitlement process. Develop a Public Realm Plan as part of the entitlement process that supports an inventory of additional smaller plaza, park spaces on each block to increase the park and public space allocate to approximately 7 acres.	Near-term/ Mid-Term
4.	Coordinate with City Planning on the next General Plan Update (specifically updates to the Land Use and Circulation Elements).	Mid-term

RESILIENCY AND SUSTAINABILITY CONCEPTS

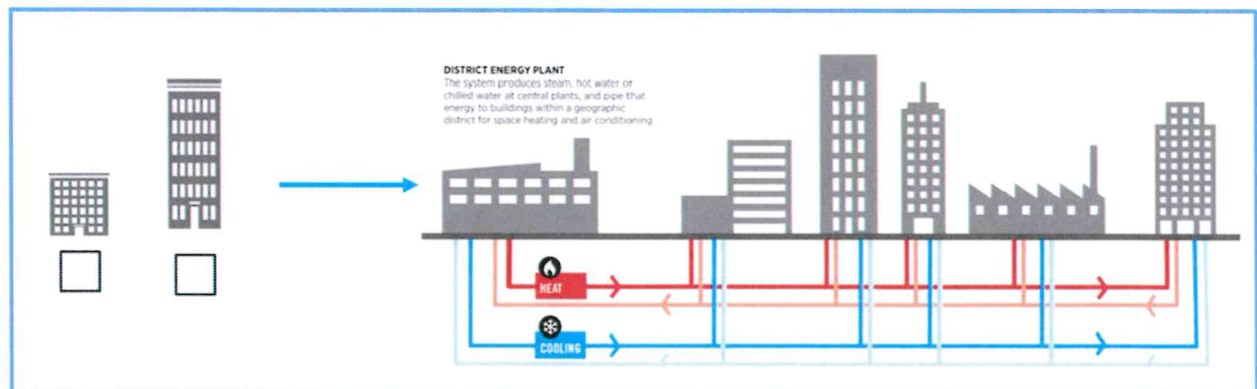
The Vision Plan's Resiliency and Sustainability chapter builds on the City's existing resiliency goals and raises the bar by identifying implementable measures for climate resiliency and sustainability in the 710 Stub area. This is a once-in-a-generation opportunity to implement climate resilient infrastructure from the ground up, possibly creating the City's first sustainable and carbon neutral district.

The proposed Sustainability Framework approaches align with the City's adopted plans and policies listed below, and incorporate infrastructure, mechanical and design-based elements that incorporate sustainability from the ground level of the Stub to the top floor of the highest proposed building.

1. Pasadena Climate Action Plan (CAP): carbon neutrality, heat resilience, and mode shift
2. Resolution 9977: 100% carbon-free electricity by 2030
3. Green City Action Plan and Water Integrated Resources Plan (WIRP): stormwater capture, reuse, and groundwater recharge
4. Intelligent Transportation System (ITS) Master Plan: safe, low-carbon, and multimodal mobility

The proposed sustainability options assembled by Perkins Eastman prioritizes Net-Zero-Ready Energy which complements the City's overall goal of decarbonization, ensuring development in the 710 Stub area has a balance of renewable energy generation through rooftop solar, micro-grids, battery storage and design options that will result in reduced energy peak loads, ultimately addressing energy resiliency from both ends of the spectrum, generation and conservation.

A complement to energy generation is creating district level mechanical infrastructure that capitalizes on the excavated topography of the site. Specifically, sustainable mechanical technology like ground source heat exchange infrastructure, thermal storage tanks and Central Utility Plants which centralize heating, cooling, and electricity for multiple buildings or city blocks.



Central Utility Plant

Both Vision Plan land-use concepts, *Gardens and Terraces* and *Boulevard and Paseos*, integrate passive design principles into their designs that contribute to the project's sustainability. Details like the orientation of certain streets to capture prevailing breezes, architectural features that provide shade and complement a robust urban forest, creating cool spaces and increasing walkability throughout the 710 Stub area. The right approach to street blocks and the orientation of buildings will contribute to energy efficiency at the building, block, and neighborhood levels.

At the start of the 710 Vision Plan process in March 2024, the Public Works Department identified the need to relocate Caltrans' water pump station, located at the south end of the 710 Stub area. This observation not only identified the need to reconnect the 710 Stub area back into the City's stormwater and sewer system, but also the opportunity to capture the freeway and street water runoff currently routed into the southern portion of the 710 Stub. Beyond capturing and redirecting the runoff, staff identified opportunities to treat the water, store it underground, use it to recharge the water basin, or use it as a surface-level water feature that complements public open space, such as a park or urban garden. Collaboration with Caltrans personnel over the past two years has identified the priority for relocating the pump station to make room for future development in the southern portion of the 710 Stub. This work will continue after the Vision Plan process with continued coordination with Caltrans, Public Works, and the Department of Water and Power.

Lastly, the way the City approaches the first shovel in the ground will significantly affect its carbon footprint and the management of embodied carbon. It is essential that embodied carbon considerations are integrated at every level of development, including infrastructure planning, procurement, and architectural design. This can be achieved by incorporating clear guidelines into development agreements and public infrastructure contracts, ensuring that embodied carbon management is treated as a core value throughout all stages of development.

Resiliency + Sustainability Concepts Action Items:

		TIME FRAME
1.	Commit to a net-zero feasible 710 Development.	Near-term
2.	Circular Water Planning—Coordinate with Caltrans to identify a new location for the existing stormwater facility and initiate the necessary technical study to size and locate the new stormwater pump(s).	Near-term
3.	Conduct technical studies to plan for “game-changers”—future district scale stormwater and renewable energy strategies and systems such as a Central Utility District, microgrid etc. Coordinate these findings with the funding and financing plan, with consideration of overall return on investment.	Near-term/ Mid-Term
4.	Coordinate with Pasadena Water and Power to allocate space for future battery storage facility in coordination with solar power, and micro grid.	Mid-term
5.	Include public health targets in future design guidelines with attention to improving air quality, addressing noise and reducing extreme heat.	Near-term

6.	Commit to sustainability goals and potential Third-Party certifications—LEED and /or Well.	Near-term
7.	Embed heat mitigation strategies as part of entitlement and development standards (e.g., cool roofs, cool pavement, tree canopy, etc.)	Near-term

IMPLEMENTATION AND NEXT STEPS

While completion of the 710 Vision Plan provides the City with a set of choices that instruct the “way forward” for the 710 Stub’s future development, a range of additional issues need to be identified and addressed before “a shovel can get in the ground”. These include phasing for a potentially 30-year development timeline; determination of a dedicated governance entity for this project, in addition to the City Council; assembling long-term infrastructure funding; and whether the land should be developed through a ground lease structure or sold to developers.

City staff have engaged the services of Kosmont Companies, a consulting firm that specializes in economic development, to conduct a financing district analysis, including tax increment projections and related studies. The goal of this preliminary task is to receive guidance regarding potential financing tools, such as the formation of an Enhanced Infrastructure Finance District. This work will continue past the completion of the Vision Plan and will be complementary with the City entitlement process.

- **Feasibility at the Concept Stage**

Assumed cost projections for initial roadway infrastructure concepts were based on the two circulation and land use scenarios, *Gardens and Terraces* and *Boulevard and Paseos*. These very preliminary projections do not provide a complete picture, as too many unknowns around land uses and density exist. Despite an incomplete picture at this time, it can be concluded that the estimated infrastructure costs for a reconnected community within the 710 Stub will require careful planning and ongoing financial analysis as the City moves forward.

An “early stage” Scenario Feasibility Analysis focused on potential costs for horizontal infrastructure as well as vertical construction, based on the two proposed roadway concepts and land use scenarios. The analysis was intentionally high level and meant to establish a preliminary benchmark for projected feasibility. This baseline was then compared to other costs like construction materials and labor. Additionally, Perkins Eastman used the analysis to test other development goals identified in the Vision Plan like higher affordable housing levels and more residential units. The results of this testing indicate that meeting these goals will likely require gap funding at different phases of the development through grants, investors or other housing credits.

Implementation and Next Steps Action Items:

		TIME FRAME
1.	In conjunction with a Reconnecting Pasadena governance structure, explore the formation of funding and finance powers and opportunities, including, but not limited to, taxing districts (e.g. an Enhanced Infrastructure Financing District; Community Facilities District; etc.) to help finance the long-term infrastructure build-out of the area.	Near-term
2.	Identify funding streams and public private partnership approaches to support high-quality, sustainable, resilient, and equitable development goals—including community and cultural facilities, learning centers, and intergenerational spaces.	Near-term
3.	Identify and fund critical development projects with a positive cost/benefit outcome for the City of Pasadena.	Near-term/ Mid-Term

SUMMARY


The Reconnecting Pasadena 710 Vision Plan presents a comprehensive, community driven framework for transforming the relinquished SR-710 Stub into a vibrant area that blends seamlessly with its surrounding neighborhoods and reflects an aspirational vision of a community reconnected by a unified goal to repair past harms and shape a cohesive, future-oriented neighborhood.

FISCAL IMPACT:

The report identifies near-term, mid-term, and long-term work that will require significant funding to complete. Funding for near-term work necessary to develop the required zoning and planning designations assigned to the Planning Department will be presented as part of the proposed Fiscal Year 2027 Operating Budget.

Work is underway to identify funding opportunities that can assist with funding of the overall 710 Vision Plan implementation, such as creating an Enhanced Infrastructure Financing District, other tax increment funding opportunities, grants, and public-private partnerships.


Respectfully submitted,


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Attachment A – Historic Project: Reconnecting Pasadena 710 Vision Plan Executive Summary

Attachment B – Restorative Justice Elements

Attachment C – Report From the Reconnecting Communities 710 Advisory Group

Historic Project Reports:

- Architectural Resources Group, *Historic Report on the 710 Displacement*
- Allegra Consulting, *710 Reconnecting Communities Oral History Report*
- Allegra Consulting, Amplify
- University of California, Los Angeles (UCLA) Center for Neighborhood Knowledge and the Institute of Transportation Studies, *Racial Segregation in Pasadena: The Role of Freeway Development and Institutional Mechanisms*

Attachment D - Draft Reconnecting Pasadena 710 Vision Plan