

**CONSIDERATION OF RESTORATIVE JUSTICE
ELEMENTS FOR THE RECONNECTING PASADENA
710 VISION PLAN FOR THE RELINQUISHED
710 STUB PROPERTY**

June 22, 2026





Staff Recommendation

Office of the City Manager

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. Receive a presentation from representatives of the Restorative Justice Committee of the Reconnecting Pasadena 710 Advisory Group on the proposed Restorative Justice Elements which include targets for affordable housing, the creation of a community oversight committee, a community benefits planning framework, policies for wealth generation through home & business ownership, business development support, workforce development & other public benefits through Restorative Justice; and
3. Consider & provide direction to staff on the Restorative Justice Elements & possible next steps.

PASADENA



Background

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- Reconnecting Pasadena 710 Vision Plan – Land use and mobility staff Recommendations approved – April 13, 2026
- Motion was made to review Restorative Justice(RJ) component separately, at a later date.
- After the presentation of the Vision Plan that night by staff, the City Council moved to approve the staff recommendations (absent the Restorative Justice component).



Restorative Justice Framework

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- Reconnecting Communities 710 Advisory Group reviewed:
 - a. Origins of RJ, case studies and guiding elements to redress harms
- 710 Vision Plan includes Historic Project which tells the history of displacement in the 710 Stub by the freeway.
 - a. Identifies displaced residents, institutions, & businesses.
 - b. Primarily Impacted African American, Japanese American, & Mexican American communities.
 - c. Compounded by existing policies like redlining, urban renewal & racial covenants.



Restorative Justice Framework

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- Consists of a Restorative Justice definition specific to the City
- Includes, ten Restorative Justice Elements & reflects four key themes:
 1. Past: Acknowledging historic harms
 2. Process: Fostering inclusive engagement to ensure non-repetition of harm, community priorities & preferences are clearly defined.
 3. Outcomes: Evaluating frameworks to measure progress towards restoration and repair.
 4. Tools: Promising policy interventions that support more equitable outcomes



Restorative Justice

Office of the City Manager

- 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.*

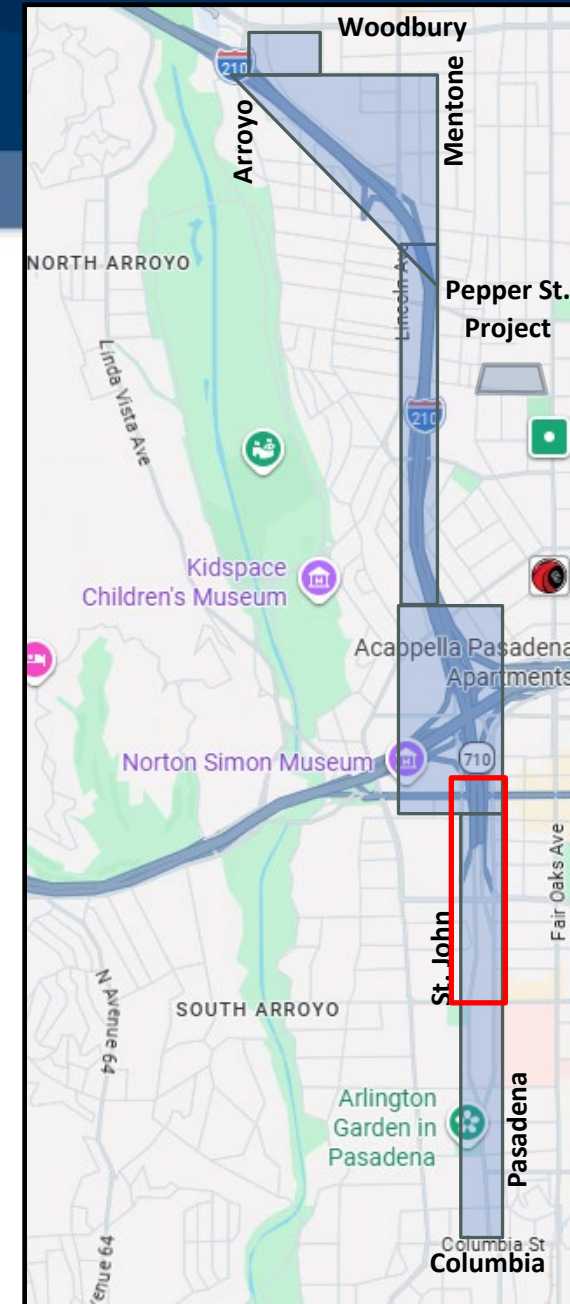
It will identify, publicly inform, officially acknowledge, respond to, and remedy these injustices through open and responsive engagement with the disproportionately impacted communities. This will ensure the development of community-driven solutions, including non-repetition of harm, integrated through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



Restorative Justice Parameters

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- The Vision Plan focus mirrors the 710 Stub area (shown in red)
- The area the RC 710 Advisory Group proposes extends beyond the 710 Stub area (shown in blue)





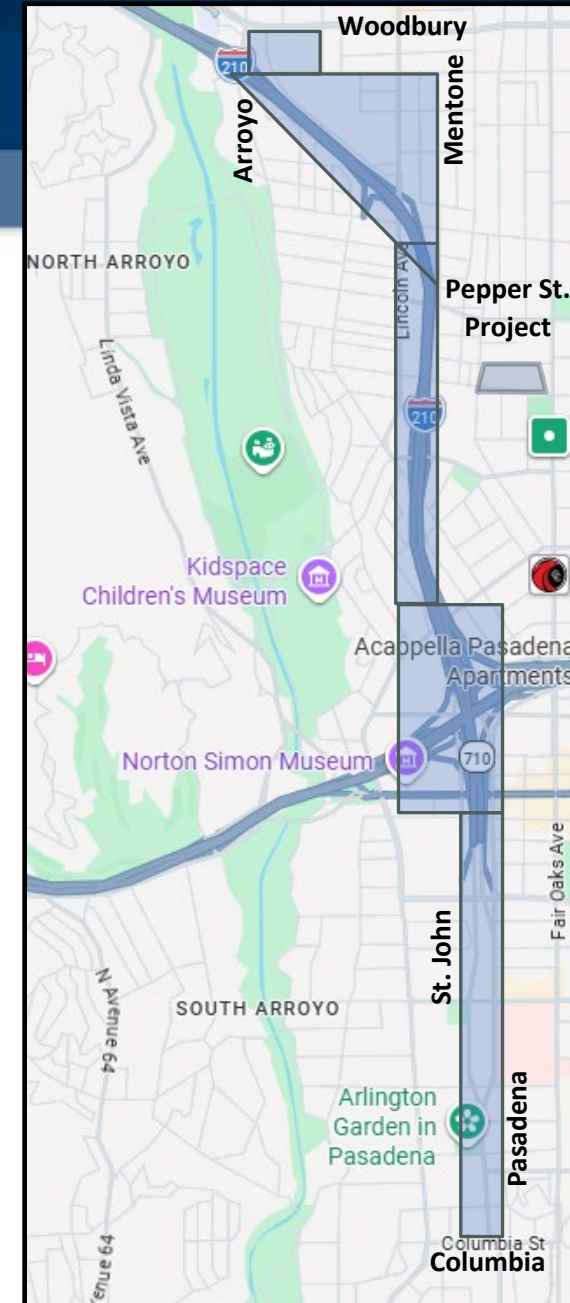
Restorative Justice Parameters

Office of the City Manager

DISPLACED COMMUNITIES: People and their descendants who were forced to move due to the construction of the 710 and 210 freeways.

- *Includes parameters of the 710 & 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*

IMPACTED COMMUNITIES: People who are negatively impacted but not displaced by the 710 & 210 parameters as stated above.





RJ Element: Highway Construction & Policy Adoption

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1. Highway Construction

- a. Acknowledgement of harm caused by the construction of the SR-710.

2. Policy Adoption - The City should consider revised restorative justice elements for application to the 710 Vision Plan project & the entire City where applicable.

- a. Prioritizing measures that prevent future harm to impacted or vulnerable communities in Pasadena.



RJ Element: Historical Acknowledgement

Office of the City Manager

3. Historical Acknowledgement – A formal public acknowledgment of harms & an apology from the Mayor on behalf of the City of Pasadena
 - a. The creation of permanent programmable & publicly accessible physical space reflective of SR-710 history.
 - b. The creation & inclusion of an educational or performing arts component.



RJ Element: Hard Infrastructure

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4. Hard Infrastructure – Prioritize circulation & mobility options for the 710 Vision Plan project that prioritizes infrastructure connectivity with the historically redlined Northwest section of Pasadena.



RJ Element: Community Oversight Committee

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5. Restorative Justice Community Oversight Committee (RJCOC) -
The (RJCOC) is a body of community stakeholders responsible for ensuring implementation of development of all matters pertaining to the 710 Stub & the RJ Elements of the 710 Vision Plan.
 - a. Creation of a RJCOC appointed by the City Council:
 1. 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.



RJ Element: Community Benefits Planning Framework

Office of the City Manager

6. Community Benefits Planning Framework – Meaningful, measurable community benefits, such as equitable labor practices, affordable housing, or shared public spaces, should be delivered & maintained.
 - a. The City Council serves as the final decision-making authority & signatory to any agreements.



RJ Element: Communities Wealth Generation Through Home & Business Ownership

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7. Communities Wealth Generation through Home & Business Ownership - The City should prioritize housing affordability, home & business ownership as part of the implementation of the 710 Vision Plan.
 - 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 & commercial.
 - b. Proposed 1% of estimated housing benefit dollars, also fund remuneration to homeowners, business owners, & institutions displaced by the 710 freeway.
 1. Remuneration payments will be calculated to be approximately \$150k based on the 1% estimated housing benefit calculation



RJ Element: Affordable Housing & Affordable Housing Registry

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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. Ensuring 25–35% of housing units built in the 710 Stub Area are affordable & include workforce housing.
 - a. Establish an eligibility registry for rental & homeownership, specifically for the 710 Stub area. The registry will prioritize:
 1. Displaced Community members & descendants
 2. Impacted Community members



RJ Element: Business Development Support

Office of the City Manager

9. Business Development Support - The City should provide or increase the existing 5% bid preference for certified small businesses in procurement & contracting for development in the 710 Stub area.
 - a. Create mechanisms to facilitate the use of local training & hire programs for the local workforce requirements.



RJ Element: Workforce Development

Office of the City Manager

10. Workforce Development - The City should include the impacted communities in any training or workforce development programs created because of the RJSC's work.



Next Steps

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- **Staff is seeking feedback from the Council on the ten RJ Elements**
 - Immediately - Upon adoption of the Restorative Justice Elements
 - Near-term - One to three years from adoption of the Restorative Justice Elements
 - Mid-term – Three to five years, or as part of separate policy implementation
- **Restorative Justice Implementation Plan**
 - Timeframe (e.g. near term or mid-term)
 - City Department(s) Responsible for Oversight
 - Inclusion in the Specific Plan or outside of the Specific Plan
 - Additional studies needed to determine feasibility (including financial)
 - Review body for further work or approvals related to the Element

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RJ Element: Community Oversight Committee

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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.



RJ Element: Community Oversight Committee

Office of the City Manager

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.



RJ Element: Community Oversight Committee

Office of the City Manager

This is a stipend-based position, requiring a significant time commitment.

Specific recommendations include:

- a. Creation of a RJCOC appointed by the City Council, with at least 51% of the members being descendants &/or a representative of those displaced or impacted by the construction of the SR 710 freeway & 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:
 1. Representation of the displaced, descendants & those that were directly harmed or their designated representative (51%) & those that no longer reside in Pasadena.
 2. Representative demographics & ethnicity as specified in the UCLA report Representation of each City Council District.
 3. Individual or professional skills
 4. Renters



RJ Element: Community Oversight Committee

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Specific recommendations include:

- b.** The RJCOC will facilitate & ensure impacted communities participate in an inclusive open dialogue process meant to guide the implementation of the 710 Vision Plan project.
- c.** Create a registry of individuals and institutions displaced by the 710 freeway & related discriminatory practices to establish eligibility for right-of-first-opportunity programs.



RJ Element: Community Benefits Planning Framework

Office of the City Manager

6. Community Benefits Planning Framework – Meaningful, measurable community benefits, such as equitable labor practices, affordable housing, or shared public spaces, should be delivered & maintained.
 - The City Council serves as the final decision-making authority & signatory to any agreements.



RJ Element: Community Benefits Planning Framework

Office of the City Manager

Specific recommendations include:

- a. A matrix of potential funding sources & the timeline of the anticipated community benefits in the 710 Stub will have been received by the end of the project.
- b. 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.



RJ Element: Communities Wealth Generation Through Home & Business Ownership

Office of the City Manager

7. Communities Wealth Generation through Home and Business Ownership - The City should prioritize housing affordability, home & business ownership as part of the implementation of the 710 Vision Plan.
 - 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.



RJ Element: Communities Wealth Generation Through Home & Business Ownership

Office of the City Manager

Specific recommendations include:

1. Community wealth-building efforts should prioritize all individuals, businesses, & institutions displaced by freeway construction & related discriminatory land-use practices, regardless of age or income.
2. The RJSC seeks to make wealth-building through ownership accessible to all impacted communities by offering diverse, mobility-supporting ownership models & maintaining affordable housing options that still allow residents to 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. 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.



RJ Element: Communities Wealth Generation Through Home & Business Ownership

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- 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.
- 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.



RJ Element: Communities Wealth Generation Through Home & Business Ownership

Office of the City Manager

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.



RJ Element: Communities Wealth Generation Through Home & Business Ownership

Office of the City Manager

4. Conduct additional research to determine how Community Trust funds will be administered to support eligible individuals & projects in impacted communities:
 - a. Use the proposed 1% housing benefit pool (about \$150,000 per eligible participant) to provide remuneration for homeowners, businesses, & institutions displaced by the 710 freeway, with final amounts dependent on verified data.
 - b. Forgivable second mortgages
 - c. Business loans
 - d. Educational scholarships
 - e. Tuition assistance
 - f. Grants to impacted or displaced cultural institutions



RJ Element: Affordable Housing & Affordable Housing Registry

Office of the City Manager

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.



RJ Element: Affordable Housing & Affordable Housing Registry

Office of the City Manager

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.



RJ Element: Affordable Housing & Affordable Housing Registry

Office of the City Manager

1. **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.
2. **Displaced Renters** (Including Impacted Communities) - Individuals who rented and were displaced from the area because of the construction of the SR-710 freeway.
3. **Adjacent Displaced** - Individuals displaced by Parsons, Ambassador Auditorium, Pepper Street Project, and the Norton Simon Museum.



RJ Element: Business Development Support

Office of the City Manager

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.



RJ Element: Business Development Support

Office of the City Manager

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
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 in any training or workforce development programs created because 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.



RJ Element: Workforce Development

Office of the City Manager

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.