

Agenda Report

June 22, 2026

TO: Honorable Mayor and City Council

FROM: City Manager's Office

SUBJECT: CONSIDERATION OF RESTORATIVE JUSTICE ELEMENTS FOR THE 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 not a "project" subject to the California Environmental Quality Act (CEQA) pursuant to Public Resources Code Section 21065 and within the meaning of State CEQA Guidelines Section 15378 and is also 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;
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 and business ownership, business development support, workforce development and other public benefits through Restorative Justice; and
3. Consider and provide direction to staff on the Restorative Justice Elements and possible next steps.

BACKGROUND:

The April 13, 2026, City Council meeting was dedicated to the presentation of the Reconnecting Pasadena 710 Vision Plan which included the recommendations of the Restorative Justice Committee and the Land Use Committee on their respective plans. Before the presentation of the item, a motion to review the Restorative Justice component

allow sufficient time to discuss the topic independently of the Vision Plan's other deliverables. 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).



THE RESTORATIVE JUSTICE FRAMEWORK

During the two-year Vision Plan process, the 16-member Reconnecting Communities 710 Advisory Group (RC 710 Advisory Group), which was created and appointed by the City Council, formed smaller standing committees to delve into the details of specific Vision Plan deliverables. With the guidance of Perkins Eastman and subconsultant Estolano Advisors, the RC 710 Advisory Group became familiar with the origins of restorative justice, a series of guiding elements used to redress harms, and reviewed various case study examples from cities throughout the nation where restorative justice elements have been developed, applied, and proven successful. The document created by Estolano Advisors describes this process and is included with this report as Attachment A.

The case studies and the findings of the Historic Project that documented the displacement of the community in the 710 Vision Plan Area were central to the creation of the Restorative Justice Framework. The Historic Project consists of work completed by three consultants and includes three written reports and an oral history documentary video.

The Architectural Resources Group (ARG) was tasked with identifying and compiling the history of the 710 Stub area prior to the construction of SR-710. Including the residential, commercial and institution buildings that existed in the area prior to the construction of the freeway. The Oral History work by 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. Lastly, the portion of the historic work titled *The Impacts of Freeways on Segregation in Pasadena*, awarded to the University of California, Los Angeles (UCLA) Center for Neighborhood Knowledge and the Institute of Transportation Studies, focused on the impacts of the freeway on the communities displaced and affected by freeway construction, urban renewal policies, and other policy actions that contributed to segregation and long-term community disruption.

RESTORATIVE JUSTICE ELEMENTS

The resulting work of the standing committee are the Restorative Justice Elements. The ten Restorative Justice Elements are reflective of the four key themes below:

- **Past:** Acknowledging historic harms
- **Process:** Fostering inclusive engagement to ensure community priorities and preferences are clearly defined
- **Outcomes:** Evaluating frameworks to measure progress
- **Tools:** Promising policy interventions that support more equitable outcomes

While most of the Restorative Justice Elements focus on implementing programmatic tools that ensure equitable benefits of the development of the 710 vision plan area, several Elements propose mechanisms to help targeted residents build assets and recover lost equity through home ownership. The RC710 Advisory Group proposes an area that extends north outside the 710 Vision Plan area, following the west side of the I210 freeway to approximately Northwest Arroyo and Woodbury, and then toward Mentone and Montana to the northeast. At the southern end, the area continues past California Boulevard between St. John and Pasadena Street, to Columbia Street. The Elements are also intended to be applicable to communities impacted by 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 (see map in Attachment B). One of the items that will need further discussion is whether or not to extend the RJ elements beyond the 710 Vision Plan area as this is not what is contemplated as part of the 710 Vision Plan scope.

The complete and detailed Restorative Justice Elements are included as Attachment C to this report.

The following is a summary:

Table 1: Summary of Proposed Elements and Recommendations

| | Restorative Justice Element | RJSC Recommendation |
|----|------------------------------------|---|
| 1. | Highway Construction | <ul style="list-style-type: none"> • Acknowledgement of harm caused by the construction of the SR-710. |

| | Restorative Justice Element | RJSC Recommendation |
|----|---|--|
| 2. | Policy Adoption | <ul style="list-style-type: none"> The City should consider revised restorative justice elements for application to the 710 Vision Plan project & the entire City where applicable. Prioritizing measures that prevent future harm to impacted or vulnerable communities in Pasadena. |
| 3. | Historical Acknowledgement | <ul style="list-style-type: none"> A formal public acknowledgment of harms & an apology from the Mayor on behalf of the City of Pasadena. The creation of permanent programmable & publicly accessible physical space reflective of SR-710 history and an educational component. |
| 4. | Hard Infrastructure | <ul style="list-style-type: none"> Prioritize circulation & mobility options for the 710 Vision Plan project that prioritizes infrastructure connectivity with the historically redlined Northwest section of Pasadena. |
| 5. | Restorative Justice Community Oversight Committee (RJCOC) | <ul style="list-style-type: none"> 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. |
| 6. | Community Benefits Planning Framework | <ul style="list-style-type: none"> 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 & is signatory to any agreements. |
| 7. | Communities Wealth Generation through Home and Business Ownership | <ul style="list-style-type: none"> 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. |
| 8. | Affordable Housing and Affordable Housing Registry | <ul style="list-style-type: none"> 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. Establish an eligibility registry for rental & homeownership, specifically for the 710-study area. |

| | Restorative Justice Element | RJSC Recommendation |
|-----|------------------------------------|---|
| 9. | Business Development Support | <ul style="list-style-type: none"> • Provide or increase the existing 5% bid preference for certified small businesses in procurement & contracting for development in the 710 Stub area. • Create mechanisms to facilitate the use of local training & hire programs for the local workforce requirements. |
| 10. | Workforce Development | <ul style="list-style-type: none"> • The City should include the impacted communities in any training or workforce development programs created because of the RJSC's work. |

NEXT STEPS

The Restorative Justice Elements present aspirational goals tied to the future development of the 710 area. Staff is seeking feedback from the Council on the ten Elements, which are presented by the Committee as an entire plan, recognizing there are still important considerations related to logistical and financial feasibility, which will require additional time, analysis, and direction from the City Council to fully address. While the Restorative Justice Committee would like the Council to consider all the Elements as one holistic plan, if there are specific elements that the Council does not want to move forward with or suggests modifying that can also be considered.

Some of the elements can be addressed immediately (upon adoption of the Restorative Justice Implementation Plan) near-term (defined as one to three years from adoption of the plan) as they may be integrated into the work of the Specific Plan while others would be considered mid-term (defined as three-five years) as they may be part of separate policy implementation that is not tied to the Specific Plan.

Once direction is provided on the elements, staff will prepare a Restorative Justice Implementation Plan that identifies the following for each element:

- 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

Below is an example of what the plan will include:

Table 2: Sample Restorative Justice Implementation Plan Outline

| RJ Element | Timeframe | Responsible Department | Additional Studies | Included in Specific Plan | Review Body |
|---|------------------|-------------------------------|---------------------------|----------------------------------|--------------------|
| (3) Historical Acknowledgement: • A formal public acknowledgment of harms & an apology from the Mayor on behalf of the City of Pasadena. | Immediate | City Manager's Office | None | Yes | City Council |

Staff would return to the Council for consideration of the Implementation Plan and direction on the frequency for progress updates and the appropriate body for monitoring.


SUMMARY

The Restorative Justice Elements are intended to provide a community driven framework for transforming the relinquished SR710 area into a vibrant reconnected neighborhood that acknowledges and addresses longstanding harms. Some elements can be integrated into the forthcoming Specific Plan process led by the Planning Department and others may be part of the other city led strategies that are outside of the land use plan.

FISCAL IMPACT:

The action before the Council does not have a Fiscal Impact. This report identifies Restorative Justice Elements that will require further study to identify the anticipated costs and potential sources for addressing those costs. Work is currently underway to identify funding opportunities for the overall 710 Vision Plan implementation, such as creating an Enhanced Infrastructure Financing District, other tax increment funding opportunities, grants, and public-private partnerships. The Restorative Justice Elements can be part of this work.

Respectfully submitted,


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Attachment A – Restorative Justice Framework and Policy Document
Attachment B –Restorative Justice boundary proposed by the Restorative Justice Committee
Attachment C– Restorative Justice Elements Proposed by the Restorative Justice Committee