

Agenda Report

TO: CITY COUNCIL

DATE: MARCH 21, 2005

FROM: CITY MANAGER

SUBJECT: RECOMMENDED ADOPTION OF A ZONE CHANGE TO DESIGNATE A LANDMARK DISTRICT OVERLAY FOR THE GOVERNOR MARKHAM LANDMARK DISTRICT (LD-9)

RECOMMENDATION:

It is recommended that, following a public hearing, the City Council:

1. Find that the application for a zone change is categorically exempt from environmental review under the California Environmental Quality Act, (Class 8, Actions by Regulatory Agencies for Protection of the Environment).
2. Find that the proposed zone change is consistent with the General Plan and the purposes of the zoning ordinance.
3. Acknowledge the decision of the Historic Preservation Commission on July 19, 2004 that the proposed Governor Markham Landmark District (Attachment 1) meets the criteria for designation as a landmark district, (§17.52.40 P.M.C).
4. Acknowledge that the petition with signatures in support of the landmark overlay district petition exceeds the 51 percent requirement in P.M.C. §17.52.070.
5. Based on these findings, approve the landmark district and the zoning map overlay for the Governor Markham Landmark District, LD-9.
6. Adopt a resolution (Attachment 3) to approve the supplemental chapter for the Governor Markham Landmark District in the City's *Design Guidelines for Historic Districts* (Attachment 4).
7. Direct the City Attorney to prepare an ordinance amending the official zoning map of the City of Pasadena established by Section 17.08.040 of the Pasadena Municipal Code to designate the landmark district with the LD-9 overlay zone.

RECOMMENDATION FROM HISTORIC PRESERVATION COMMISSION

At a public hearing on July 19, 2004, the Historic Preservation Commission unanimously determined that the proposed district meets the criteria in §17.52.040 P.M.C. for designation of a landmark district and unanimously recommended approval. At a public meeting on August 16, 2004, the Commission also unanimously recommended approval of the draft chapter for the Governor Markham District for the City's *Design Guidelines for Historic Districts*.

RECOMMENDATION FROM PLANNING COMMISSION

Following a public hearing on January 26, 2005, the Planning Commission found that the proposed zone change to create a landmark district is consistent with the General Plan and the purposes of the zoning ordinance and voted unanimously to recommend that the City Council approve designation of the Governor Markham Landmark District and the supplemental chapter of the *Design Guidelines*.

EXECUTIVE SUMMARY

This application was initiated by area property owners, sixty percent of whom have signed a petition in support of landmark district designation and a supplemental chapter for the Governor Markham District in the *Design Guidelines for Historic Districts*. This application affects 48 properties in the vicinity of Markham Place and Orange Grove Blvd. The district has a locally significant collection of residential architectural styles from the 1890s to the 1930s. A majority of the houses in the district were designed by some of the City's most prominent architects of the era, and a substantial percentage of the properties (83%) have houses from this era that are still intact on the exterior.

BACKGROUND

Since 1989, the City has designated eight landmark districts: Bungalow Heaven, Garfield Heights, Banbury Oaks, Washington Square, South Oakland, Ross Grove, Normandie Heights, and Crawfords Vista. Mic Hansen, representing the Governor Markham Landmark District Designation Project, submitted this application for a landmark district designation on April 14, 2004.

As part of the landmark district, owners of properties within the landmark district area will be subject to the same regulations that apply to the properties in all other existing landmark districts. At the August 16, 2004 meeting, input of participants in a neighborhood workshop provided the basis of a new chapter specific to the district in the *Design Guidelines for Historic Districts*. If the City Council approves the designation, major changes to the exterior of houses and construction of new buildings visible from the public right-of-way and demolition will be required to comply with the City's *Design Guidelines for Historic Districts*.

ANALYSIS

Boundaries: The district contains approximately three square blocks comprised of properties along Congress Place, Markham Place and Bellefontaine Street between Orange Grove Blvd. and St. Johns Avenue.

Construction Dates: The houses in this area were built from 1890 to 1971. The “period of significance for the district, the time period identified with its historic character, is 1890 to 1933.

Architectural Styles/Building Types: The district has 48 single-family houses and their accessory buildings. The styles in the district include examples of Queen Anne, Shingle, Neoclassical, Foursquare, Arts and Crafts, Spanish Colonial Revival, Colonial Revival, English Vernacular, and French Vernacular. Key characteristics of the district are large two-story houses, fine craftsmanship, basements, raised first floors, and detached rear garages.

Eligibility for Landmark District: With 83% of the properties documented as contributing, the district has a high level of architectural and historic integrity. This high percentage of contributing properties surpasses the 60% threshold in the preservation ordinance, and the number of turn-of-the-century architect-designed houses satisfies the designation requirement for a grouping of properties “of citywide importance.”

Guidelines: The *Design Guidelines for Historic Districts*, adopted by the City Council in 2002, apply to reviews of all projects in landmark districts. These guidelines, developed with the participation of local residents, are an elaboration of the U.S. Secretary of the Interior’s *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings* and include examples and illustrations targeting local conditions. These guidelines also have a freestanding chapter for each landmark district. Staff and the proponents of the district prepared the draft chapter based on input from property owners who attended a district workshop on July 19, 2004. (See Attachment 4.)

District Name: The proposed name honors Henry H. Markham, Member of Congress from 1895 to 1897 and Governor of California from 1891 to 1895. Markham lived nearby on Pasadena Avenue when this land was subdivided in 1886-1888, and Congress and Markham Places were chosen as street name to recognize him.

GENERAL PLAN AND ZONING CONSISTENCY

The area is low-density residential, with the exception of three lots along Orange Grove Blvd. that are designated multi-family residential. The proposed designation is consistent with the General Plan and will advance the objectives of the Land Use Element, e.g., Objective 6, which “promotes preservation of historically and architecturally significant buildings and revitalization of traditional neighborhoods.”

The area is zoned RS-4 (single-family) and RM-16-1 (multiple-family). The LD-9 zone is proposed as an overlay over the current zoning. The application is consistent with the

purposes of the zoning ordinance, which includes several goals to preserve residential neighborhoods.

NEIGHBORHOOD MEETINGS

All residents and property owners within the area and within 300 feet of the proposed district received notices of the public hearing and workshop with the Historic Preservation Commission and the public hearing with the Planning Commission. Ten to 15 property owners attended these hearings.

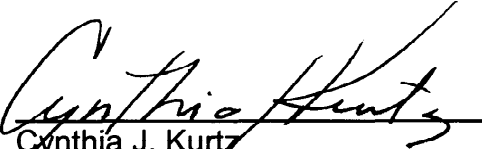
ENVIRONMENTAL DETERMINATION

This zone change application is categorically exempt under the California Environmental Quality Act, (Class 8, Actions by Regulatory Agencies for Protection of the Environment).

FISCAL IMPACT

The City's General Fee Schedule exempts fees for design review in landmark districts. Fees will continue to be collected for all other entitlements, plan checks, permits, and taxes. Staff expects an average of one or two applications per year for a district of this size. The long-term cost of this service to the City is expected to be minimal.


Respectfully submitted,


Cynthia J. Kurtz
City Manager

Prepared by:


Darrell Cozen
Senior Planner

Approved by:

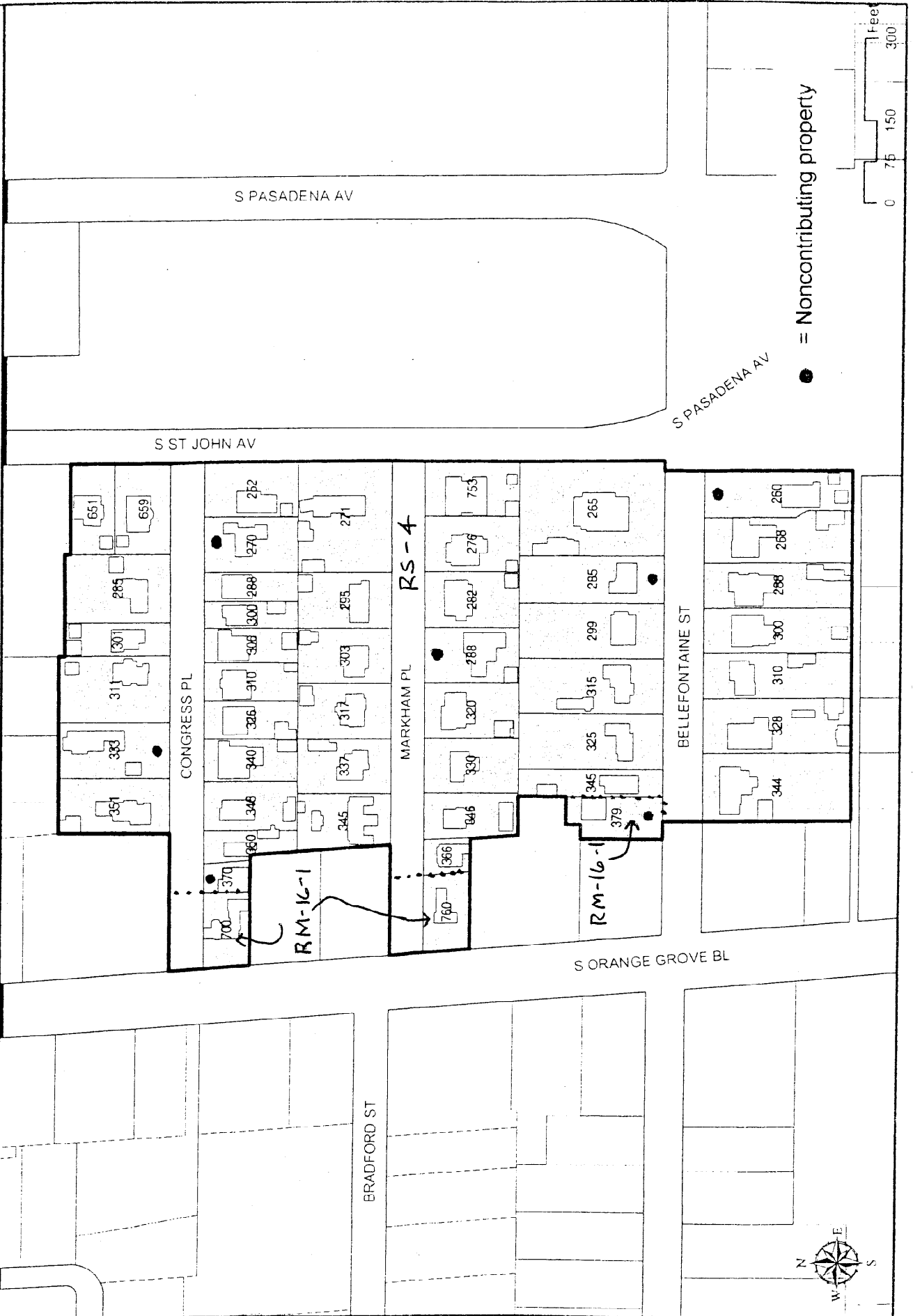
JAP 
Richard J. Bruckner
Director Planning and Development

Attachments:

1. Map of Proposed Governor Markham Landmark District
2. Inventory of Proposed Governor Markham Landmark District Properties
3. Resolution of Adoption of the Governor Markham Chapter Amendment
4. Draft Chapter Amendment to the *Design Guidelines for Historic Districts*

Proposed Governor Markham Landmark District

July 2004



ATTACHMENT 2

Inventory of Properties in Governor Markham District						
	Address	Year of Construction	Original Owner	Architect	C/ NC *	Comments
	Bellefontaine St.					
1	260	1929			NC	Alterations and additions in 1961, 1967, 1969, 1980
2	265	1901	Michael Cudahy	C. W. Buchanan	C	
3	268	1905			C	
4	285	1930			NC	Alterations to front porch
5	288	1912	J. Howard Dews	Grable & Austin	C	BP678; Mediterranean Revival
6	299	1912	M/M H. M. Meier	G. Lawrence Stimson	C	BP332; Italian Renaissance Rev.
7	300	1913	J. F. Taylor	Frank M. Tyler; Geo. Norton, bldr	C	BP2105;
8	310	1899	Charles W. Hollister (2)	Greene and Greene	C	
9	315	1933	George A. Schofield	David A. Ogilvie	C	BP4351F; English Vernacular
10	325	1895	Rogers	Unknown	C	Shingle Style
11	328	1904	Frank Warner	Frederick Roehrig	C	BP1603; Craftsman
12	344	1901			C	
13	345	1890	Charles S. Foster		C	Queen Anne Transitional
14	379	1910			NC	Alterations during 1940's conversion from carriage house
	Congress Pl.					
15	252	1894 (2)			C	Shingle Style; was previously 707 St. John
16	270	1947	Joseph Sill, Jr.	Curtis Chambers	NC	Constructed after the period of significance
17	285	1904	M. W. Duke	None listed	C	BP1827; Craftsman
18	288	1908	F.M. Cummings	Marshall B. Wotkyns (attrib.)	C	BP6484; Craftsman Bungalow

	Address	Year of Construction	Original Owner	Architect	C/ NC	Comments
19	300	1903	R. H. Weir	Charles F. Driscoll	C	Four Square
20	301	1903	G. R. Lyman		C	
21	306	1915	Stanley P. Black	Foss Designing and Building Co.	C	BP5608; Mission Revival
22	310	1911	Stanley P. Black	Architectural Designing Co. (attrib)	C	BP10629; Craftsman
23	311	1891	James & Nancy Paley	G.W. Stimson	C	Queen Anne
24	326	1914	C.C. Stanley	Sylvanus Marston		BP3076; Italianate Revival/ Colonial Revival
25	333	1950			NC	Constructed after the period of significance
26	340	1911		Grable & Austin	C	BP10168;
27	348	1891		Unknown	C	Queen Anne
28	351	1895		Unknown	C	Queen Anne Cottage
29	360	1906	A. T. Booth	J.J. Blick	C.	BP4551
30	370	1908		J.J. Blick	NC	Garage added on front elevation
	Markham Pl.					
31	271	1904	E. J. Warner	Frederick Roehrig (attrib.)	C	BP1292; Shingle Style
32	276	1908	E. A. Ford	C.W. Buchanan	C	BP6342; Craftsman
33	282	1912	L. W. Jutton	Leonard A. Cooke	C	BP51;
34	288	1905	H. G. Cruse	None listed	NC	BP2490: 1997 addition and alterations
35	295	1904	Charles Lockwood (2)	Myron Hunt	C	Lockwood was one of founders of Pas. Humane Society (2)
36	303	1900		Herbert Smith	C	Transitional Colonial Revival
37	317	1905		Unknown	C	Colonial Revival
38	320	1911	David Hanson	Frank M. Tyler; Geo. Norton, bldr	C	Transitional Craftsman
39	330	1927	Frederick Swanston	J. Constantine Hillman	C	English Vernacular
40	337	1894	M/M McPherson	Harry Ridgeway (attrib.)	C	Neoclassical

	Address	Yr. Blt.	Original Owner	Architect	C/ NC	Comments
41	345	1971	Richard L. Narver	Buff and Hensman	NC	Constructed after the period of significance
42	346	1893	Louis Blankenhorn	Bradbeer and Ferris (attrib.)	C	Queen Anne
43	366	1909	Anna H. Curtis	None listed	C	BP7916; Colonial Revival
S. Orange Grove Blvd.						
44	700	1925	Adel I. Booth	Kenneth A. Gordon	C	Mediterranean Revival
45	760	1926	V.N. Hopkins	V.N. Hopkins	C	French Vernacular
S. St. Johns Ave.						
46	651	1893	J. Campbell	Harry Ridgeway	C	
47	659	1900	Campbell	Unknown	C	Mission Revival
48	753	1908	Barnes/Carhart	Charles W. Buchanan	C	Craftsman Mission Style

- C= contributing to historic character of the district
- NC= non-contributing to historic character of the district of constructed outside the period of significance

- (1) Based on City Directories
- (2) Based on Determination of Eligibility report (1976)

Rev. 7/16/04

RESOLUTION NO. _____

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF PASADENA
ADOPTING A SUPPLEMENTAL CHAPTER TO THE
DESIGN GUIDELINES FOR HISTORIC DISTRICTS FOR THE
GOVERNOR MARKHAM LANDMARK DISTRICT**

WHEREAS, the City Council, acting in a public hearing and with recommendations from the Historic Preservation Commission and Planning Commission, has found that the Governor Markham Landmark District meets the criteria for historic/architectural significance in P.M.C. Chapter 17.52.40; and

WHEREAS, appropriate controls on new development and alterations to existing buildings will preserve and enhance the significant historic/architectural character of the neighborhood; and

WHEREAS, the City Council on September 16, 2002, adopted the Design Guidelines for Historic Districts to guide design review of new construction and alterations in residential historic districts; and

WHEREAS, the City's historic preservation ordinance requires the City Council to approve—by resolution—a new chapter to the Design Guidelines for Historic Districts for each new landmark district, including design goals for the district; and

WHEREAS, the supplemental chapter for Governor Markham in the Design Guidelines for Historic Districts has been widely circulated among the residents of the neighborhood and 60% of the property owners have signed a petition in support of the landmark designation and provisions in the supplemental chapter.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Pasadena, as follows:

The supplemental chapter for the Governor Markham Landmark District in the Design Guidelines for Historic Districts, attached hereto and incorporated herein by reference, is hereby approved and shall take effect concurrently with the effective date of the ordinance designating the landmark district.

Adopted at the regular meeting of the City Council on the _____ day of _____, 2005 by the following vote:

AYES:

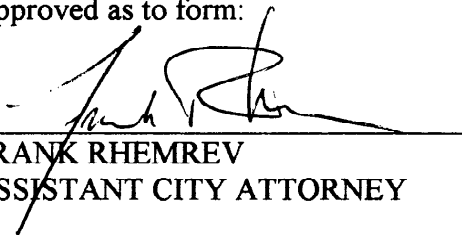
NOES:

ABSENT:

ABSTAINED:

JANE RODRIGUEZ, CITY CLERK

Approved as to form:



FRANK RHEMREV
ASSISTANT CITY ATTORNEY

THE GOVERNOR MARKHAM LANDMARK DISTRICT

Historic District Background

The Governor Markham District consists primarily of houses having frontage on Congress Place, Markham Place, Bellefontaine Street between St. John Avenue and Orange Grove Blvd. The district contains 48 parcels that were laid out during the early settlement period of the city. Pasadena was a twelve-year-old farming community known as the Indiana Colony when it was incorporated in 1886. That same year, the first subdivision in this district, H. Hill's Subdivision, was recorded to create lots on the south side of Bellefontaine Street. By 1888, most of the existing lots had been created through the recording of La Fuente Place and Carlisle Heights subdivisions.

From 1885 to 1887, Henry M. Markham represented California in the United States House of Representatives. Later, from 1891 to 1895, Markham served as Governor of California, hence the name of the district. Markham lived at the time at 713 S. Pasadena Avenue, where he resided until his death in 1923. His house, which has since been lost, was just around the corner from the Carlisle Heights Subdivision. The developer of Carlisle Heights, G. W. Stimson, named the streets in his subdivision "Markham," in honor of his esteemed neighbor, and "Congress," in recognition of Markham's position as a member of Congress at the time of the subdivision.

The first house in the district was built about 1890, according to the City's estimates. By 1900, 11 of the existing houses had been constructed. Sixteen were built from 1900 to 1909, ten from 1910 to 1919, four during the 1920s, and two between 1930 and 1933. By 1933, 94% of the existing houses were built.

Over 60% of the homes in this district were designed by architects. Architects include (roughly in order of the years their designs were constructed): Harry Ridgeway; G. W. Stimson; Charles and Henry Greene; Herbert Smith; Charles F. Driscoll; Frederick Roehrig; Myron Hunt; C.W. Buchanan; J.J. Blick; Grable and Austin; Leonard A. Cooke; G. Lawrence Stimson, Frank M. Tyler; Sylvanus Marston; Foss Designing and Building Co.; Kenneth A. Gordon; J. Constantine Hillman; and David Ogilvie.

Primary Architectural Styles in the District

The following architectural styles can be found in this district. For more information regarding the development of or the character-defining features of some of these architectural styles, consult *Chapter 2: Pasadena's Architectural Styles*.

- Queen Anne

- Shingle
- Neoclassical
- Foursquare
- Arts and Crafts (Craftsman)
- Craftsman Chalet
- Spanish Colonial Revival
- Colonial Revival
- English Vernacular
- French Vernacular

Summary of Key Characteristics

- Large houses, generally two stories tall, with the original plan intact and unobtrusive additions, if any
- Design diversity
- Fine craftsmanship
- Houses with abundant architectural details, consistent with their style
- Original historic materials, windows and design details that have been well maintained
- Basements and raised first floors
- Subtle front lighting on houses
- Limited palette of colors
- Detached garages in discrete locations behind the houses
- Mature trees
- More open front yards than fenced front yards
- Deep front setbacks
- Wide side yards
- Consistent street trees, block by block
- Few utility poles in front of houses

Design Goals

- Preserve the historic character of the neighborhood and its historic houses.
- The scale of additions to historic houses should not overwhelm the original house.
- When feasible, preserve mature trees, and avoid removing mature trees with aesthetic value
- Construct new garages to the rear of houses.
- Encourage beautification of street barriers at St. John's.
- Encourage retention of historic light poles.
- Encourage underground utilities.
- Encourage compatible street signage.