

# City of Burlingame

## Environmental Scoping for Proposed 29-Unit Apartment Building

Item No. 6a  
Environmental Scoping

**Address:** 1128-1132 Douglas Avenue and 524 Oak Grove Avenue

**Meeting Date:** May 11, 2015

**Request:** Environmental Scoping for construction of a new five-story, 29-unit apartment building with at-grade and below-grade parking. The project includes relocating the front portion of the existing house at 1128 Douglas Avenue to 524 Oak Grove Avenue; this includes a first and second story addition to the house moved from Douglas Avenue and construction of a new detached garage.

**Applicant and Architect:** Dreiling Terrones Architecture Inc.

**APN:** 029-132-180 and -190

**Property Owner:** Zers Development Inc.

**Lot Area:** 15,492 SF (combined lots)

**General Plan:** High Density Residential

**Zoning:** R-4

Burlingame Downtown Specific Plan (R-4 Base District)

**Adjacent Development:** Multifamily and Single Family Residential

**Current Use:** 1128 Douglas Ave: Single family dwelling and 4-unit apartment building

1132 Douglas Ave: Single family dwelling

524 Oak Grove Ave: Single family dwelling

**Proposed Use:** 29-unit residential apartment building at 1128-1132 Douglas Avenue

Relocate front portion of existing single family dwelling at 1128 Douglas Avenue to 524 Oak Grove Avenue; remodel and add onto existing house to be moved.

**Allowable Use:** Multifamily, duplex, and single family residential uses at 1128-1132 Douglas Avenue

Single family residential uses at 524 Oak Grove Avenue

**Planning Commission Action:** The Planning Commission should review the proposed project for areas of potential significant environmental effects. The Commission should add any additional effects of the project that they anticipate might be potentially significant. The areas of investigation for environmental evaluation as defined by CEQA are listed on the attached sheet for your reference. This meeting is not a hearing to consider approval of the project, nor is it the time to discuss the merits of the project – it is specifically to identify the issues to be studied in the environmental review and the scope of the review.

The designs of the proposed projects at 1128-1132 Douglas Avenue and 524 Oak Grove Avenue were reviewed by the Planning Commission at a design review study meeting on March 23, 2015 (see attached March 23, 2015 Planning Commission Minutes). Also included as separate attachment are the previous staff reports for these projects.

**Environmental Scoping:** Environmental review is required for this project because the project exceeds four residential units (29 units proposed), and therefore does not qualify for an exemption from CEQA (California Environmental Quality Act). As a part of preparing the Initial Study for the environmental document for this project, staff is requesting that the Planning Commission comment on any potential environmental effects which you feel should be investigated. The City has engaged Panorama Environmental, Inc., to prepare an Environmental Impact Report for this project. Potential environmental effects identified by staff include:

- on-site circulation, parking, and impact of this project on traffic in the surrounding area;
- existing utilities which serve this site, and evaluation of the project's impact on the sewer, water and storm drainage systems;
- construction related effects during demolition and construction phases;
- visual effects associated with the proposed building;
- impact on cultural resources from relocating the front portion of the existing house at 1128 Douglas Avenue, which has been determined to be eligible for individual listing on the California Register of Historical Resources under Criterion 1 (Events) and Criterion 2 (Persons), to 524 Oak Grove Avenue; and
- biological resources, impact from proposed project on the existing protected size trees located at the front left corner of the lot.

The issues identified by the Commission will be incorporated into the Initial Study for the project. The standard list of items investigated in an Initial Study is attached for reference. During preliminary review Planning staff identified the following applications required for these projects:

### **1128-1132 Douglas Avenue**

- Design Review for construction of a new five-story, 29-unit apartment building with at-grade and below-grade parking (C.S. 25.29.045 and Chapter 5 of the Downtown Specific Plan);
- Conditional Use Permit for building height (56'-10" proposed where a Conditional Use Permit is required if the building exceeds 35'-0" in height; 75'-0" is the maximum allowed) (C.S. 25.29.060);
- Front Setback Variance (18'-5" proposed where 19'-11" is the minimum required based on the average front setback of the block) (C.S. 25.29.075);
- Parking Variance for driveway width (9'-0" width proposed for the driveway along the north property line where 12'-0" is the minimum required) (C.S. 25.70.025 (b) (2)); and
- Lot Combination to combine 52 feet of portion of Lot 3 Block 5 (1128 Douglas Avenue) and 50 feet of Lot 3 Block 5 (1132 Douglas Avenue), Burlingame Land Company Map No 2.

### **524 Oak Grove Avenue**

- Design Review to demolish the existing house at 524 Oak Grove Avenue and replace it with an existing house to be moved from 1128 Douglas Avenue; the project includes a first and second story addition to the house moved from Douglas Avenue and construction of a new detached garage (C.S. 25.57.010 (a) (1)); and
- Front Setback Variance to the second floor of the house (18'-0" proposed where 20'-0" is the minimum required) (C.S. 25.26.072 (a) (b) (3)).

**Project Summary:** The applicant is proposing construction of a new, five-story, 29-unit residential apartment building with at-grade and below-grade parking at 1128-1132 Douglas Avenue, zoned R-4. The proposed project includes demolishing the existing house and detached garage at 1132 Douglas Avenue and demolishing the existing four-unit apartment building at 1128 Douglas Avenue. The rear portion of the existing single family dwelling at 1128 Douglas Avenue is also proposed to be demolished, however the front half of the house is proposed to be relocated to 524 Oak Grove Avenue. This includes a first and second story addition to the house moved from Douglas Avenue and construction of a new detached garage.

The proposed apartment building would contain 29 apartment units in five floors with 12 at-grade parking spaces at the rear of the lot and 22 parking spaces in an underground garage. The project includes three studio units, 18 one-bedroom units, seven two-bedroom units and one three-bedroom unit. The average unit size proposed is 900 SF (1,250 SF average maximum unit size permitted). Staff would note that apartment projects are not required to provide common open space or private open spaces, as is required for condominium developments. However, common spaces for residents and visitors, including an enclosed entry, lobby, community room and fitness room are provided on the ground floor. In addition, balconies are provided for some of the units located at the front corners of the building.

The property at 1128 Douglas Avenue currently contains a two-story single family dwelling at the front of the site and a two-story four-unit apartment building at the rear of the site. The property at 1132 Douglas Avenue currently contains a two-story single family dwelling at the front of the site and a detached one-car garage at

the rear of the site. 1128 and 1132 Douglas Avenue are two independent lots owned by the same property owner. The site is surrounded by single family and multifamily residential buildings.

In 2008, the City of Burlingame engaged Carey & Co. to complete an inventory of historic resources for the Downtown Specific Plan Area. The purpose of this inventory was to identify properties that would qualify as historic resources for the City of Burlingame and appeared eligible for listing on the California Register of Historical Resources (CRHR) or the National Register of Historic Places (NRHP). Carey & Co. determined that 23 structures within the Plan Area appeared to be eligible for the CRHR or the NRHP. 1128 and 1132 Douglas Avenue are included on this list.

Historic Resource Evaluations (Evaluation) were prepared for 1128 & 1132 Douglas Avenue by Page & Turnbull, Inc., dated May 14, 2013. The results of the evaluation concluded that 1128 Douglas Avenue is eligible for individual listing on the California Register of Historical Resources under Criterion 1 (Events) for its association with early settlement patterns in the town of Burlingame. The Evaluation notes that "Because the property was one of the first residences constructed in Burlingame and exemplifies an important pattern of development in Burlingame, the property at 1128 Douglas Avenue appears to be individually significant for its association with early settlement, and is therefore eligible for listing in the California Register under Criterion 1 (Events)."

1128 Douglas Avenue is also eligible for individual listing on the California Register of Historical Resources under Criterion 2 (Persons) due to its association with James R. and Jessie N. Murphy. The Evaluation notes that "James R. Murphy was living in the Burlingame area by 1900 and serving as the town's station master. By 1910 he was county clerk, a position he retained through to his death in 1940. His contributions to Burlingame government and civic life were varied and well documented. Jessie Murphy was also active in Burlingame government and civic life, serving as park commissioner and acting as a lifelong advocate for trees, a subject integral to Burlingame's civic identity as the "City of Trees." Both James and Jessie Murphy lived the majority of their lives in their house in Burlingame and raised three children there. The Murphys' role in the development of Burlingame as well as their long association with the property meet the threshold for significance for listing in the listing in the California Register under Criterion 2 (Persons). The Historic Resource Study for 1128 Douglas Avenue is attached for review.

The results of the evaluation for 1132 Douglas Avenue concluded that it is not eligible for individual listing on the California Register of Historical Resources under any criteria. The Historic Resource Study for 1132 Douglas Avenue is attached for review.

**Off-Street Parking:** Based on the number of bedrooms per unit proposed for this project, the Zoning Code requires a total of 34 off-street parking spaces for the residents of the units (1 space for each studio and one-bedroom unit, 1.5 spaces for each two-bedroom unit and 2 spaces for each unit containing three or more bedrooms). The project includes 12 at-grade parking spaces at the rear of the lot and 22 below-grade parking spaces in an underground garage, for a total of 34 off-street parking spaces. An area for on-site deliveries is not required for apartment buildings and there is no guest parking required on-site for properties located within the Downtown Specific Plan area.

Access to the below-grade parking spaces would be via a 14'-0" wide driveway located at the south end of the lot. Access to the at-grade parking spaces at the rear of the lot would be via a 9'-0" wide driveway located at the north end of the lot. There is an 8'-0" wide ingress/egress easement located along the north side property line; an extra 1'-0" is provided for the driveway width for a total of 9'-0". However, the applicant is requesting approval of a Parking Variance for the proposed driveway width along the north side property line (9'-0" proposed where 12'-0" is the minimum required).

The Zoning Code requires that parking spaces be a minimum of 9'-0" wide x 20'-0" deep. 22 of the 34 parking spaces comply with this requirement. The remaining 12 parking spaces measure 8'-6" wide x 20'-0" deep

(code currently allows 8'-6" x 18'-0" for commercial and industrial uses). However, as a policy the Downtown Specific Plan encourages "creative approaches" to providing on-site parking. The proposed reduced parking space width meets the intent of the Downtown Specific Plan policy, and therefore a Parking Variance for parking space dimension is not required.

**Landscaping:** Proposed landscaping throughout the site is shown on the Landscape and Irrigation Plans (sheets L1.1 and L1.2). The applicant is proposing 60.1% (1,174 SF) landscaping within the front setback area where 60% (1,171 SF) is the minimum required.

An arborist report, dated August 8, 2014, was prepared by Mayne Tree Expert Company, which evaluates the existing trees on the site greater than 12 inches in diameter and provides tree protection specifications (see attached). Several smaller trees are also proposed to be removed, however they were not evaluated since they do not qualify as a protected size tree.

The proposed project includes removing four protected size trees, including a 20-inch diameter Chinese Tallow tree at the front of the site, an 18.1-inch diameter Liquid Amber tree along the right side property line, a 21.2-inch diameter Cottonwood tree at the rear of the site and a 16.3-inch diameter Apple tree along the left side property line. A tree removal permit to remove these trees was issued by the Parks Division in January 2015 contingent upon 1) the building and landscape plans being approved by the City (building permit issued for construction) and 2) that the trees would fall within the footprint of the proposed project. Several other trees on the project site are also proposed to be removed; however they are not of a protected size.

The existing Redwood tree (39-inch diameter) and Coast Live Oak tree (27.6-inch diameter), located at the front left corner of the lot, will remain and will need to be protected during construction as outlined in Mayne Tree Company's arborist report. In addition, the City Arborist notes in his memo dated December 4, 2014 that the Tree Protection Zone must be in place and confirmed by the City Arborist prior to construction and that the excavation around these trees may only be done by hand and instructed by an independent arborist report.

There are four street trees in front of the subject property, including three small Purple Leaf Plums and an 18-inch diameter Sycamore Maple tree. The three Purple Leaf Plum trees will need to be removed during construction, but will be replaced with three new street trees after construction, with a species recommended by the City Arborist. The existing Sycamore Maple tree will remain and will be protected during construction.

In accordance with the City's requirements, each lot developed with a multifamily residential use is required to provide a minimum of one 24-inch box-size minimum non-fruit trees for every 2000 SF of lot coverage. Based on the proposed project, a total of eight landscape trees are required on site. The proposed landscape plan for the project complies with the on-site reforestation requirements. There will be a total of nine trees on site, including an existing Redwood tree and Coast Live Oak trees at the front corner of the lot and seven new 24-inch box size trees, including four Magnolia "Yellow Bird" trees at the rear of the site, two Japanese Maple trees at the front, left corner of the site and a Western Redbud tree at the front of the site.

*This space intentionally left blank.*

**1128-1132 Douglas Avenue**

**Lot Area:** 15,492 SF

**Plans date stamped:** January 21, 2015

	<b>PROPOSED</b>	<b>ALLOWED/REQUIRED</b>
<b>Front (1<sup>st</sup> flr):</b> <b>(2<sup>nd</sup> flr):</b> <b>(3<sup>rd</sup> flr):</b> <b>(4<sup>th</sup> flr):</b> <b>(5<sup>th</sup> flr):</b>	18'-5" <sup>1</sup> 18'-5" <sup>1</sup> 18'-5" <sup>1</sup> 18'-5" <sup>1</sup> 18'-5" <sup>1</sup>	19'-11" (block average)
<b>Left Side (1<sup>st</sup> flr):</b> <b>(2<sup>nd</sup> flr):</b> <b>(3<sup>rd</sup> flr):</b> <b>(4<sup>th</sup> flr):</b> <b>(5<sup>th</sup> flr):</b>	7'-0" to concrete shear wall 11'-0" 11'-0" 11'-0" 11'-0"	7'-0" 8'-0" 9'-0" 10'-0" 11'-0"
<b>Right Side (1<sup>st</sup> flr):</b> <b>(2<sup>nd</sup> flr):</b> <b>(3<sup>rd</sup> flr):</b> <b>(4<sup>th</sup> flr):</b> <b>(5<sup>th</sup> flr):</b>	11'-0" 11'-0" 11'-0" 11'-0" 11'-0"	7'-0" 8'-0" 9'-0" 10'-0" 11'-0"
<b>Rear (1<sup>st</sup> flr):</b> <b>(2<sup>nd</sup> flr):</b> <b>(3<sup>rd</sup> flr):</b> <b>(4<sup>th</sup> flr):</b> <b>(5<sup>th</sup> flr):</b>	20'-5" 20'-0" 20'-0" 20'-0" 20'-0"	20'-0" 20'-0" 20'-0" 20'-0" 20'-0"
<b>Lot Coverage:</b>	7746 SF 50%	7746 SF 50%
<b>Building Height:</b>	56'-10" <sup>2</sup>	75'-0" maximum/CUP required to exceed 35'-0"
<b>Off-Street Parking:</b>	34 spaces 80% covered	34 spaces 80% must be covered  No guest parking or delivery space required
<b>Driveway Width:</b>	9'-0" for driveway along north side property line <sup>3</sup>	12'-0" required
<b>Front Setback Landscaping:</b>	60.1% 1174 SF	60% 1171 SF

<sup>1</sup> Front Setback Variance (18'-5" proposed where 19'-11" is the minimum required based on the average front setback of the block).

<sup>2</sup> Conditional Use Permit for building height (56'-10" proposed where a Conditional Use Permit is required if the building exceeds 35'-0" in height; 75'-0" is the maximum allowed).

<sup>3</sup> Parking Variance for driveway width (9'-0" width proposed for the driveway along the north property line where 12'-0" is the minimum required).

**524 Oak Grove Avenue**

**Lot Area:** 8,788 SF

**Plans Date Stamped:** December 22, 2014

	<b>PROPOSED</b>	<b>ALLOWED/REQ'D</b>
<b>SETBACKS</b>		
<b>Front (1<sup>st</sup> flr):</b>	18' to house (15' to overhang)	15'-0" <sup>1</sup>
<b>(2<sup>nd</sup> flr):</b>	18'-0" <sup>2</sup>	20'-0" <sup>1</sup>
<b>Side (interior):</b>	12'-7"	7'-0"
<b>(exterior – 1<sup>st</sup> flr):</b>	10'-0" to house (7'-6" to overhang)	7'-6"
<b>(exterior – 2<sup>nd</sup> flr):</b>	> 12'-0" average	12'-0" average
<b>Rear (1<sup>st</sup> flr):</b>	71'-0" to porch	15'-0"
<b>(2<sup>nd</sup> flr):</b>	77'-0"	20'-0"
<b>Lot Coverage:</b>	2448 SF 27.8%	3515 SF 40%
<b>FAR:</b>	4013 SF 0.45 FAR	4037 SF <sup>3</sup> 0.38 FAR
<b># of bedrooms:</b>	4	---
<b>Off-Street Parking:</b>	1 covered (12'-10" x 23'-5") 1 uncovered (9'-0" x 20'-0")	1 covered (10'-0" x 20'-0") 1 uncovered (10'-0" x 20'-0")
<b>Building Height:</b>	26'-8"	30'-0"
<b>DH Envelope:</b>	complies	CS 25.26.075

<sup>1</sup> Since the block average calculation excludes corner lots and the highest and lowest front setbacks, there are no parcels remaining on the block to serve as the basis for the block average. Therefore, the minimum required front setbacks to the first and second floors are 15'-0' and 20'-0", respectively.

<sup>2</sup> Front Setback Variance to the second floor of the house (18'-0" proposed where 20'-0" is the minimum required).

<sup>3</sup> (0.32 x 8788 SF) + 1100 SF + 324 SF = 4037 SF (0.46 FAR)

**Affordable (Below-Market Rate) Units:** The City's previous Inclusionary Housing Ordinance has been replaced by a Density Bonus Ordinance consistent with State Law. The Density Bonus Ordinance is discretionary, and projects are not obligated to provide affordable units unless they seek to utilize development standard incentives offered by the ordinance. The applicant has chosen not to apply any of the development standard incentives offered by the Density Bonus Ordinance and therefore is not providing any affordable units as part of the project.

Ruben Hurin  
Senior Planner

- c. Dreiling Terrones Architecture Inc., applicant and architect  
Zers Douglas LLC, property owner

Attachments:

March 23, 2015 Planning Commission Minutes  
Environmental Checklist from Appendix G of the CEQA Guidelines  
Notice of Public Hearing – Mailed May 1, 2015

Separate Attachments:

Planning Commission Staff Reports and Attachments from March 23, 2015 Design Review Study Meeting for  
1128-1132 Douglas Avenue and 524 Oak Grove Avenue  
Historical Resource Evaluation for 1128 Douglas Avenue, prepared by Page & Turnbull, Inc., dated May 14,  
2013  
Historical Resource Evaluation for 1132 Douglas Avenue, prepared by Page & Turnbull, Inc., dated May 15,  
2013