



**PROJECT LOCATION**  
1457 Bernal Avenue

**City of Burlingame**  
*Design Review, Variances, and Special Permits*

**Item No. 9e**  
**Design Review Study**

**Address:** 1457 Bernal Avenue

**Meeting Date:** September 9, 2019

**Request:** Application for Design Review, Variances for side setback and driveway width, and Special Permits for building height and declining height envelope to retain the front façade of an existing single family dwelling, to build a new, two-story house attached to the retained façade, and to build a new detached garage.

**Applicant and Designer:** Tim Raduenz, Form + One Design

**APN:** 026-044-060

**Property Owners:** Tim and Megan Baldwin

**Zoning:** R-1

**General Plan:** Low Density Residential

**Lot Area:** 5,998 SF

**Background:** The subject property is not located within the Burlingame Park No. 2, Burlingame Park No. 3, Burlingame Heights, and Glenwood Park subdivisions, which would require that a Historic Resource Evaluation be prepared prior to any significant development project being proposed to assess whether the existing structure(s) could be potentially eligible for listing on the National or California Register of Historical Places.

During the processing of the current Design Review application for the proposed site, a letter was submitted to the City of Burlingame Planning Division, date stamped May 14, 2019, which indicated that this property located in the Easton Addition may have characteristics that could qualify it as potentially eligible for listing on the National or California Register of Historical Places. Therefore, a Historic Resource Evaluation was required to be prepared for this property.

The Historic Resource Evaluation was prepared by Page & Turnbull, Inc. and is dated July 12, 2019 (attached). The results of the evaluation concluded that 1457 Bernal Avenue is individually eligible for listing in the National or California Registers under two Criteria. Under Criterion 1 (Events), the building is noted as an exceptional example of early residential development in Burlingame's Easton Addition. Under Criterion 3 (Architecture), the building is noted as an early and unique neighborhood example of a middle class Craftsman residence with abundant architectural elaborations.

Staff would note that The Secretary of the Interior's Standards include "additions" in the definition of rehabilitation, but do not define the size or extent of such additions. Under the California Building Code and the Burlingame Municipal Code, the proposed work to the structure qualifies as a new house and substantial construction because more than 50% of the existing first floor exterior walls are proposed to be removed (approximately 72-78% of the exterior first floor walls and approximately 85% of the exterior materials such as roof, siding, brackets, and windows will be demolished).

Page & Turnbull has prepared a Project Analysis dated August 29, 2019, of the potential impacts of the proposed addition under the Secretary of the Interior's *Standards for the Treatment of Historic Properties* and pursuant to CEQA (attached). The type of environmental document prepared will be dependent upon the proposed project's impact on the property and original structure.

**Site Description:** There are two existing interior and adjacent lots that each have their own address and Assessor's Parcel Number (APN). Lot 7 is on the left and has the address of 1453 Bernal Avenue; Lot 6 is on the right and has the address of 1457 Bernal Avenue.

San Mateo County Assessor's Appraisal reports dated 1948 state that the house on 1457 Bernal Avenue was built in 1908, and that originally there was a four-car garage at 1453 Bernal Avenue to service the main dwelling at 1457 Bernal Avenue. A portion of the four-car garage on 1453 Bernal Avenue was converted to a two-story house in approximately 1948.

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The applicant is requesting a Special Permit for encroachment into the declining height envelope on both the left and right sides of the second floor. The left side encroaches into the declining height envelope by approximately 119.9 SF (the entire length of the second floor) and the right side encroaches into the declining height envelope by approximately 50.6 SF (the entire length of the second floor). The plans submitted do not accurately depict the declining height envelope measurement for either side and therefore they do not represent the actual proposed encroachment.

The applicant submitted an arborist report, which was prepared by Kielty Arborist Services, dated May 22, 2019 (attached). The arborist report includes an evaluation of the trees on both 1453 and 1457 Bernal Avenue, as well as the street trees in front of these properties. The existing street trees will remain. The arborist report notes that the existing trees on the private properties are in fair to good condition.

With regards to the proposed project site at 1457 Bernal Avenue, there are two protected-size trees on the site and one protected size tree with a canopy that extends onto to the property. At the front left side of the site there is a 42.9-inch diameter Cedar tree and at the rear left side of the site there is a 48.1-inch diameter Coast Live Oak tree. There is a third protected-size tree to the right of the subject property (located on the rear yard of 1461 Bernal Avenue), a 20-inch diameter Buckeye tree with a canopy that extends over the property line and onto 1457 Bernal Avenue.

The applicant proposes to retain the two protected size trees on site. The new detached garage for the proposed dwelling is situated at the rear right side of the subject property, but the Certified Arborist Report prepared May 22, 2019 was completed before the site plan was developed for the subject site. The Certified Arborist report must be revised to address any potential impacts of the construction, recommended trimming, or recommended foundation measures needed for the proposed detached garage, the re-siting of the retained façade and the construction of the two story portion of the main dwelling.

The Landscape Plan shows that along with the two retained protected-size trees, there are proposed to be two, 24-inch box landscape trees planted throughout the site, for a total of four landscape trees where three trees are required.

All other Zoning Code requirements have been met. The applicant is requesting the following applications:

- Design Review for a new, two-story single family dwelling and detached garage (C.S. 25.57.010);
- Variance for the first floor side setback to the left side property line (3'-0" requested for a length of 25'-1" where 4'-0" is required) (C.S. 25.26.072(c)(1));
- Variance for driveway width (7'-8" requested where 9'-6" is required) (C.S. 25.70.025(b)(1));
- Special Permit for declining height envelope (the left side of addition on the second floor encroaches by a total of 119.9 SF along the full length of the second floor and the right side encroaches by a total of 50.6 SF along the full length of the second floor) (C.S. 25.26.035(c)); and
- Special Permit for building height (31'-4" requested, where 30'-0" is the maximum allowed) (C.S. 25.26.060(a)(1)).

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**1457 Bernal Avenue (Lot 6)****Lot Area: 5,998 SF****Plans date stamped: August 12, 2019**

	EXISTING	PROPOSED	ALLOWED/REQUIRED
<b>SETBACKS</b>			
<b>Front (1st flr):</b>	24'-11"	23'-7"	21'-9" (block average)
<b>(2nd flr):</b>	24'-11"	33'-6"	21'-9" (block average)
<b>Side (left at closest wall):</b>	3'-9"	3'-0" <sup>2</sup>	4'-0"
<b>(left front corner wall):</b>	8'-0"	3'-0" <sup>2</sup>	4'-0"
<b>(right wall):</b>	3'-5"	8'-6"	4'-0"
<b>Driveway width:</b>	---	7'-8" to side entry step <sup>3</sup>	9'-6"
<b>Rear (1st flr):</b>	39'-0"	48'-0"	15'-0"
<b>(2nd flr):</b>	46'-6"	45'-0"	20'-0"
<b>Lot Coverage:</b>	2,098 SF 35%	2,221 SF 37%	2,399 SF 40%
<b>FAR:</b>	2,828 SF 0.47 FAR	3,415 SF 0.57 FAR	3,415 SF <sup>1</sup> 0.57 FAR
<b># of bedrooms:</b>	4	4	---
<b>Off-Street Parking:</b>	none	1 covered (10' x 20') 1 uncovered (9' x 20')	1 covered (10' x 20') 1 uncovered (9' x 20')
<b>Building Height:</b>	23'-0"	31'-4"	30'- 36' requires a Special Permit
<b>DH Envelope:</b>	---	Left side encroaches 119.9 SF Right side encroaches 50.6 SF	Encroachment requires a Special Permit

<sup>1</sup> (0.32 x 5,998 SF) + 1,100+ 396 SF = 3,415 SF (0.57 FAR).<sup>2</sup> Variance required for the proposed left side setback.<sup>3</sup> Variance required for the proposed driveway width.<sup>4</sup> Special Permit required for a proposed building height between 30'-36'.<sup>5</sup> Special Permits required for proposed encroachments into the declining height envelope on the left and right sides of the second story.

**Summary of Proposed Exterior Materials:**

- **Windows:** clad wood with simulate true divided lites (plans do not specify exterior material).
- **Doors:** (plans do not specify garage door material).
- **Siding:** 8-10 inch horizontal wood siding with mitered corners.
- **Roof:** asphalt shingles.
- **Other:** 6 x 6 wood timbers under the gable eaves (plans do not specify corbel size and material or half-timber size or material).

**Staff Comments:** Staff would note that the plans submitted for this project have errors and inconsistencies. Planning staff would typically require that the plans undergo an additional round of revisions to present the Planning Commission with the clearest representation of the proposed project. However, in this instance Staff felt that the project and the applicant would be best served by taking the plans forward as-is for an initial hearing to gather input on the impacts to the historic resource.

To reduce confusion, some (but not all) of the errors on the plans are listed below. These items will be corrected by the designer prior to the project being scheduled for an action hearing:

- The extent of the existing residence that will be retained is unclear. To qualify as remaining, every portion of the existing wall studs and foundation must remain. The plans indicate that 9-11 feet of the left and right side walls (at the front of the house) will be retained, however if removed windows are taken into account, only 2-9 feet of those walls will qualify as remaining.
- The listed average front setback on the plans is 23'-11", where the calculated average front setback is 21'-9".
- The declining height envelope for both the right and the left sides is depicted using the wrong point of departure and using a measurement of 15 feet where 12 feet is required. The 7'-6" dimension is not consistent for both sides. The declining height envelope as shown does not accurately reflect the full extent of the second floor encroachment on both sides.
- The protected size Buckeye tree at 1461 Bernal Avenue is not shown on the survey or the renderings included in the hearing slides.
- The overall height for the proposed addition is not dimensioned to the highest ridge on the elevations.
- The roof plan does not match what is shown on the elevations.
- The information presented for the Variance for driveway width states that the proposed driveway is 8'-6", where at its narrowest point the driveway is 7'-8".
- There is a 'planter box' near the proposed gate along the driveway shown on Sheets A2.0, A3.0, and A9.0; it is not clear what this proposal entails, but no plantings or enclosures are allowed to restrict the driveway width.
- The left elevation of the proposed project shows an extra column at the retained sun room porch.
- Existing wood brackets on either end of the retained front façade are not depicted on the right or left proposed elevations.

**Design Review Criteria:** The criteria for design review as established in Ordinance No. 1591 adopted by the Council on April 20, 1998 are outlined as follows:

1. Compatibility of the architectural style with that of the existing character of the neighborhood;
2. Respect for the parking and garage patterns in the neighborhood;
3. Architectural style and mass and bulk of structure;
4. Interface of the proposed structure with the structures on adjacent properties; and
5. Landscaping and its proportion to mass and bulk of structural components.

**Required Findings for a Special Permit:** In order to grant a Special Permit, the Planning Commission must find that the following conditions exist on the property (Code Section 25.51.020 a-d):

- (a) The blend of mass, scale and dominant structural characteristics of the new construction or addition are consistent with the existing structure's design and with the existing street and neighborhood;
- (b) the variety of roof line, facade, exterior finish materials and elevations of the proposed new structure or addition are consistent with the existing structure, street and neighborhood;
- (c) the proposed project is consistent with the residential design guidelines adopted by the city; and
- (d) removal of any trees located within the footprint of any new structure or addition is necessary and is consistent with the city's reforestation requirements, and the mitigation for the removal that is proposed is appropriate.

**Required Findings for Variance:** In order to grant a variance the Planning Commission must find that the following conditions exist on the property (Code Section 25.54.020 a-d):

- (a) there are exceptional or extraordinary circumstances or conditions applicable to the property involved that do not apply generally to property in the same district;
- (b) the granting of the application is necessary for the preservation and enjoyment of a substantial property right of the applicant, and to prevent unreasonable property loss or unnecessary hardship;
- (c) the granting of the application will not be detrimental or injurious to property or improvements in the vicinity and will not be detrimental to the public health, safety, general welfare or convenience; and
- (d) that the use of the property will be compatible with the aesthetics, mass, bulk and character of existing and potential uses of properties in the general vicinity.

Erika Lewit  
Senior Planner

Attachments:

Application to the Planning Commission

Letter of Explanation from the property owners, dated September 3, 2019

Letter from the designer regarding setbacks to two-story additions, date stamped August 22, 2019

Special Permit Applications (for building height and declining height envelope)

Variance Applications (for left side setback and driveway width)

Certified Arborist Report, prepared by Kielty Arborist Services, dated May 22, 2019

Letter from a neighbor to review history of the property, date stamped May 23, 2019

Letter from the property owners and designer to the neighbors, date stamped June 17, 2019  
Emails and letters from neighbors, date stamped August 15 through August 27, 2019  
Appraisal Report for the property, dated 1948  
Notice of Public Hearing – Mailed August 30, 2019  
Area Map

Separate Attachments:

Historical Resource Evaluation conducted by Page & Turnbull, Inc., dated July 12, 2019  
Proposed Project Impact Analysis conducted by Page & Turnbull, Inc., dated August 29, 2019