

**STAFF REPORT - DESIGN REVIEW E
FINDINGS AND RECOMMENDATION**

HEARING DATE: May 20, 2020, 6:30 pm

REPORT DATE: May 13, 2020

TO: Design Commission

FROM: Joshua Williams, Senior Development Planner

FILE NUMBER: VAR/MIS 20-26000098

APPLICANT: Roy Kim, Rkm Development

REPRESENTATIVE: Matthew M. Brown, YBA Architects

LOCATION: 18604 - 18688 E. Burnside St. and 458 SE 185th Ave., Portland OR 97233

PARCEL DESCRIPTION: 1N3E32CC -07904 and -07906

PROPOSAL: Type III Modification of Conditions for redesign of Building C (the Market Hall) in the previously approved Rockwood Rising mixed-use development; and a Minor Variance to parking lot design standards associated with the north parking lot (on lot -07904) and the central parking lot (on lot -07906).

RECOMMENDATION: **APPROVAL WITH CONDITIONS of the Type III Modification of Conditions and Type II Minor Variance**

EXHIBITS:

- A. Vicinity Map
- B. Application Package - Narrative and Plans
- C. Public Comments

I. FINDINGS OF FACT

- A. LOCATION:** The subject property of 224,443 square feet (5.15 acres) is comprised of three lots and is located within the Rockwood Triangle, bordered by SE Stark Street to the south, SE 187th Avenue to the east, E. Burnside Street to the north and SE 185th Avenue to the west. The project includes the north lot (-07904) and the central lot (-07906). The south lot, abutting Stark Street is not a part of the application.
- B. ZONING:** The subject property is designated Rockwood Town Center (RTC). Business and Retail Service and Trade uses are permitted in the land use designation.
- C. PROPOSAL:** The project will consist of the redesign of the previously approved Building C “Market Hall”, and reconfiguration of the central and north parking lots to create more consistent stall widths and lengths. The redesigned market hall building will include retail spaces for grocery stores, restaurants, and similar small vendors, as well as a commissary kitchen space and cold storage on the ground floor. Two floors of dedicated office space will be provided above the market hall use. The redesigned building will include approximately 38,740 square feet of total floor area, with 15,580 square feet of the floor area provided for the office uses on floors 2 and 3.

In the Rockwood Design District, parking is not required for commercial uses. However, the applicant will be providing parking for commercial uses in Building’s A, B, and C beyond the 108 parking spaces required for the Residential Dwelling Units in Rockwood Building B. The project includes a variance request for reconfiguration of the central and northern parking lots to standardize the parking stalls, essentially eliminating compact stalls in the two parking areas. The reconfigured parking areas and modified stall sizes will result in 180 parking spaces total on-site, an increase of 5 parking stalls beyond the number provided under the original approval, dated May 5, 2017 (DRE/VAR/SUR/TRII 16-26000409).

- D. SITE DESCRIPTION:** The two lots included in this application comprise approximately 181,380 square-feet in area. The site is currently being developed with the Rockwood Rising development, with Building A under construction on the southern lot (not included as part of this proposal), adjacent to Stark Street. The remainder of the site is primarily being used for staging and other construction activities. There are no environmental overlay districts on the site.
- E. SURROUNDING LAND USES:** This finding is based on the application submitted, City zoning maps, and City GIS information on land uses. The adjacent sites to the north, south, east, and west are in the RTC land use district. Properties to the south, located across SE Stark Street, are developed with commercial uses. The properties to the west, across SE 185th Avenue, are developed primarily with commercial uses. Two multi-family residential buildings are located at the northwest corner of SE Oak Street and SE 185th Avenue. To the east, located across SE 187th Avenue, is the recently remodeled Oregon Tradeswomen building (formerly referred to as Rockwood Building D). To the north of the project site, in the median of East Burnside Street, is the Rockwood/188th MAX Blue Line station. On the opposite side of East Burnside Street properties are developed with commercial uses and two multi-family residential developments, including a mobile home park.

F. PUBLIC NOTICE AND COMMENTS: The City of Gresham Development Planning Division sent notices of the proposal to surrounding property owners of record (as shown on the most recent property tax assessment roll) and residents within 300 feet of the subject property. No written public comments were received.

Various agencies were sent notices; their comments and recommendations are attached to and made a part of this review and recommendation.

Public and Rockwood Neighborhood Association comments can be submitted at any time up until 24 hours prior to the hearing on May 20, 2020.

G. APPLICATION ACCEPTANCE DATE: The application for a Modification of Conditions and Minor Variance was submitted on March 19, 2020 and deemed complete on March 31, 2020.

II. APPLICATION PROCESS FINDINGS

7.0003 - Design Review Applications. This section lists the types of Design Review levels as well as the applicability of each. In this particular case, the proposal is subject to the Type III procedure because it includes a request for a modification of conditions of approval for a project approved as a Type E Design Review. Pursuant to Table 11.0204, the Modification of Conditions will be considered at the same level of review as the application for which the modification is being sought. In this instance, the decision body is the Design Commission.

This Report will describe how the proposal will meet the Code sections in a summary overview with reference to the applicant's narrative. The Report will also address how the proposal is meeting the clear and objective standards and/or where a condition of approval can be required to bring the proposal into compliance with the standards.

The applicant has chosen to follow the discretionary process. For all criteria, the application must:

- Meet the guideline, intent statement and relevant principles; or
- Meet the guideline by complying with the relevant clear and objective design standard; or
- Receive approval from the Design Commission for a waiver of the guideline.

Compliance with sections 7.0503 Rockwood Design District and 7.0603 Corridor Design District Commercial Design Guidelines and Standards is proposed by meeting the relevant clear and objective standards for all guidelines except for the following discretionary items which will meet the guideline, relevant principles and intent:

Rockwood Design District

7.0503(A) - Site Design

- **7.0503(A)(3)(c)(1) and 7.0503(A)(3)(d)(1) - Building Façade Setback.**
- **7.0503(A)(3)(c)(2) and 7.0503(A)(3)(d)(2) - Parking Setbacks.**

- 7.0503(A)(3)(c)(3) and 7.0503(A)(3)(d)(3) - Building Frontage.
- 7.0503(A)(4)(c)(7) and 7.0503(A)(4)(d)(7) - Entries for Buildings Greater than 30,000 Square Feet.

7.0503(B) - Building

- 7.0503(B)(1)(c)(5) and 7.0503(B)(1)(d)(5) - Location of Tallest Mass on Building.
- 7.0503(B)(2)(c)(5) and 7.0503(B)(2)(d)(5) - Repeating Design Elements.
- 7.0503(B)(3)(c)(2) and 7.0503(B)(3)(d)(2) - Ground Floor Storefront Windows.
- 7.0503(B)(4)(c)(1) and 7.0503(B)(4)(d)(1) - Window Recess.
- 7.0503(B)(4)(c)(3) and 7.0503(B)(4)(d)(3) - Glazing Percentage for Street-facing Facades - Ground Floor.
- 7.0503(B)(5)(c)(4) and 7.0503(B)(5)(d)(4) - Entry Materials.
- 7.0503(C)(1)(c)(3) and 7.0503(C)(1)(d)(3) - Low Sloped Roofs: Heat Island.

This Staff Report will describe how the proposal will meet the Code sections as a summary overview with references to the applicant’s narrative. The Staff Report will also address how the proposal is meeting the guidelines and/or where a condition of approval can be required to bring the proposal into compliance.

This standard is met.

11.0101 - Development Permit Required. A development permit is being pursued in accordance with the Gresham Development Code standards and requirements. This Staff Report and the May 20, 2020 Design Commission public hearing represents the review of the proposed development as it relates to the Gresham Development Code standards and requirements for development.

This standard is met.

11.0104 - Conditions of Development Permit Approval. A modification of conditions of approval may be sought on appeal or as a new development permit. Per 11.0104(C), the level of review for the modification shall be the same as the review level for the applicable component of the application unless noted otherwise in the Code. Modification of conditions of approval shall only be granted if the decision authority determines that:

1. The condition(s) could not be implemented for reasons beyond reasonable control of the permit holder and the modification will not require a significant modification of the original decision; or
2. The circumstances have changed to the extent that the condition(s) is no longer needed or warranted; or
3. The different condition(s) would better accomplish the purpose of the original condition.

The applicant's proposed modification of the building design is consistent with the original conditions of approval, and will result in a more economically feasible design that includes additional leasable office space and a modified ground floor layout that allows for better internal circulation, use of space, and on-site loading. The modifications to the approved plans will maintain adherence to the conditions of approval.

This standard is met.

11.0203 - 11.0204 - Classification of Applications by Procedure and Review Authorities, Table

11.0204. Table 11.0204 shows proposal types and process information. The Modification of Conditions of Approval for the project DRE 16-26000409 is a Type III review and the Minor Variance is a Type II review. Per 11.0203(B)(2) all permits will be handled under the Type III process. This application included both a Pre-Application Conference and an Early Neighborhood Notification meeting.

This standard is met.

11.0500 and 11.0900 - Type III Quasi-Judicial Procedures. This proposal is subject to the Type III procedure because it includes a request for a modification of conditions of approval for a project (DRE 16-26000409) approved as a Type E Design Review. A Pre-Application Conference was held January 8, 2020 and an Early Neighborhood Notification meeting was held February 4, 2020.

An Optional Design Commission Consult (per 11.0700) was held on January 15, 2020.

The application for design review was submitted on March 19, 2020 and deemed complete on March 31, 2020. The determination of completeness occurred within 180 days of the submittal of the initial application.

Copies of the complete application were transmitted to each affected agency and City department for review and comment on March 19, 2020. Per 11.0502(E), a public notice of this proposal was mailed to owners of property and residents within 300 feet of the site as well as to the applicable Neighborhood Association (Rockwood) on April 29, 2020. The notice was also posted on site April 29, 2020. No written comments were received in response to the public notice as of the date of this Staff Report.

This standard is met.

III. FINDINGS

The Manager adopts the findings in the application submittal material as found in Exhibits A and B and the supporting evidence relied on therein, except to the extent inconsistent with the following findings. The Manager makes the following findings regarding this application file.

GENERAL

4.0410 - Rockwood Town Center (RTC). Staff concurs with the applicant's findings as stated in the narrative.

The standard is met.

7.0212 - Standards for New Solid Waste and Recycling Collection Areas. Staff concurs with the applicant's findings stated in the narrative and presented on the submitted plans.

This standard is met.

7.0220(C)-(F) - Street Dedications, Arterial Streets, Frontage Roads or Signalized Access as Necessary. These standards apply and are addressed by the Development Engineering and Development Transportation Planning agency comments provided in this Staff Report. The development is subject to the conditions of approval under land use application DRE 16-26000409.

These standards are met.

7.0220(A), 7.0221 and 7.0222 - Landscaping, Installation and Irrigation. The project is subject to the landscaping installation and irrigation provisions of the Code and as follows:

- Landscaping must be installed prior to occupancy or a funding mechanism (such as bonding) must be provided. A condition of approval requiring an appropriate funding mechanism is provided at 110 percent of the value of landscaping and labor, or as determined by the Manager, is filed with the City to ensure installation occurs by occupancy or within a time period determined by the Manager.

These standards are met with Condition of Approval #10.

7.0223 - Maintenance Responsibility. Staff concurs with the applicant's findings as stated in the narrative except as follows:

- Regarding landscaping, the City has developed a Landscape Maintenance Agreement, which the applicant shall be required to sign and record prior to issuance of the building permit as a condition of approval.
- As part of the previous approval for the Rockwood Rising development (DRE 16-26000409), a Landscape Maintenance Agreement was recorded for the entire development site. The agreement was tied to the development permit and the building permit. The building permit number is not proposed to change.

This standard is met.

9.0500 - Grading and Drainage and Stormwater Quality Control Requirements. These standards apply and are addressed by the Development Engineering and Development Transportation Planning agency comments provided in this Staff Report. The conditions of approval from DRE 16-26000409 remain applicable to this project.

These standards are met.

9.0830 - Bicycle Parking Standards. Long term bicycle parking must be provided in racks, lockers or another manager approved type of parking that meet the standards of Section 9.0832.

The additional standards for long term bicycle parking provides that parking be secure, with adequate maneuvering area, and supported so that the bicycle cannot be pushed or fall in a manner that will damage the bicycles.

The floor plans for Building C identify the location of long-term bicycle spaces for known uses within the building. These include eight long term spaces for commercial, retail, restaurant, and retail grocery stores. An additional six long term bicycle parking spaces, specifically for unknown office and some retail tenants, are anticipated, and will need to be reviewed as part of building permits for tenant improvements. Staff recommends a condition of approval that additional long-term bicycle parking shall be provided as part of tenant improvements.

The standard is met by Condition of Approval #8.

10.1530 - Type II Minor Variance Provisions. The applicant is seeking a Type II variance for parking provisions related to Section 9.0825 - Space and Aisle Standards for Surface Parking Lots. A minor variance request shall be used to process a request involving less than a 20 percent reduction or 20 percent increase from a quantitative provision of the Community Development Code. The proposal would result in the following changes from the standards for off-street standard parking at a 90-degree angle (per Table 9.0852A - Off Street Surface Parking Matrix):

- Module Width - Standard: 61 feet; Proposed: 59 feet (54 feet curb-to-curb, not including the allowed vehicle overhang) [estimated 3 percent/12 percent reduction]
- Drive Aisle - Standard: 24 feet; Proposed: 23 feet [estimated 4 percent reduction]
- Stall Width - Standard: 10 feet; Proposed: 8 feet, 9 inches [estimated 13 percent reduction]
- Stall Depth - Standard: 18 feet, 6 inches; Proposed: 18 feet (both including 2-foot, 6-inch overhang) [estimated 3 percent reduction]

The minor variance request will result in a standardized stall width of 8 feet and 9 inches for all spaces in the north and central parking lots; not including ADA accessible stalls. Stalls will be 15 feet and 6 inches in length, with allowed hangover distance of 2 feet and 6 inches, equaling a total depth of 18 feet. These stalls will be shorter than the standard stall by 6 inches and will be narrower than the typical standard stall by 15 inches. However, it will result in parking spaces longer than the typical compact stall by 2 feet and wider by 9 inches. The minor variance request would result in the elimination of 57 compact stalls in the north and central parking lots (with typical dimensions of 8 feet by 16.5 feet). These spaces will be replaced by the new standardized stall dimensions of 8 feet and 9 inches by 18 feet. The minor variance will also reduce the

drive aisle width from 24 feet to 23 feet and the standard module width from 61 feet to 59 feet (which includes the 2.5 feet of overhang distance permitted by code); or 54 feet, as measured from curb to curb.

The applicant's narrative identifies the current edition (2014) of the Urban Land Institute's "The Dimensions of Parking," Chapter 7 "Parking Geometrics," which supports the proposed sizing of spacing for low to moderate turnover parking lots. The ULI report looked at typical car sizes from multiple case study locations in determination of the radius required to efficiently access parking stalls.

The standardization of stall sizes and dimensional changes to the module and drive aisle width in the central and north parking lots will result in a net increase of five stalls from the previously approved design.

The applicant's narrative findings identify the challenges of accommodating the anticipated need for parking on-site for the variety of commercial and residential uses, which utilize parking differently. Allowing the minor variance would create a standardized stall that will be more readily able to accommodate a variety of vehicle sizes, versus the previously approved configuration that provided compact spaces for almost 50 percent of the total number of spaces on site. It is acknowledged that that request for the variance does not result from a hardship but is requested for practical reasons. Allowing the variance would increase the efficiency of the limited area dedicated to parking on site without having to further reduce landscaping or building area in order to increase hardscape for storage of vehicles. The minor variance creates a more uniform parking stall and on-site circulation that, per ULI documentation, has been shown to serve a wider number of vehicles more comfortably. The purposes of the Development Code and applicable policies of the Community Development Plan will be equally met or advanced if the variance request is granted.

Staff concurs with the applicant's narrative that the variance request complies with the criteria of Section 10.1510.

The standard is met.

A5.000 - Public Facilities. The majority of the public facilities standards apply and are specifically addressed by the Development Engineering and Development Transportation Planning agency comments. The conditions of approval in DRE 16-26000409 remain applicable.

These standards are met with Conditions of Approval #2 and #3.

DESIGN REVIEW

7.0500 - Rockwood Design District Guidelines and Standards. Applicants can choose to meet the design criteria of Section 7.0500 by either meeting the design guidelines through the discretionary process or by meeting the standards through the clear and objective process. The applicant in this case has chosen to follow the discretionary process. For all criteria, the applicant must show compliance with the design guideline or the

corresponding design standard. Alternatively, the Design Commission can choose to waive a guideline to achieve the flexibility necessary to support a particularly creative proposal.

The findings which follow will describe how the proposal has either:

- Met the design guideline by meeting the corresponding design standard as described in the applicant's narrative;
- Met the design guideline by meeting the corresponding design standard with a condition of approval;
- Met the guideline, the intent and the principles in a specified fashion;
- Not met the guideline but is requesting a waiver of the guideline for a particularly creative proposal; or
- Not met the guideline and cannot do so through a condition of approval.

7.0503(A)(3)(c)(1) and 7.0503(A)(3)(d)(1) - Building Façade Setback.

ISSUE: The applicant must either:

- Meet the 7.0503(A)(3)(d)(1) standard; or
- Meet the 7.0503(A)(3)(c)(1) guideline; or
- The Design Commission may waive this guideline to achieve the flexibility necessary to support a particularly creative proposal.

STANDARD: Along public street frontages, building setbacks shall be dependent upon their street location as follows:

- SE 185th Avenue and SE 187th Avenue: Between 10 and 15 feet from the right of way (minimum and maximum).

PROPOSAL: Building C, the market hall, faces the public plaza. The rear of the building abuts SE 185th Avenue and is setback between 25 feet and 26 feet, 4 inches from the right-of-way. Within the setback area, the applicant is proposing a loading area parallel to SE 185th Avenue. The front of the building (with the primary entry and primary façade) faces the public plaza along the east side of the building.

GUIDELINE: *Buildings shall be located to positively define public streets and civic spaces, such as public plazas. Parking loading service and vehicular circulation areas shall be located so as to allow desired uses and activities to face the street and to support pedestrian-oriented streets. The pedestrian shall have principal access into the building from the sidewalk. Clear pedestrian connections shall be established on-site...*

RECOMMENDATION: The guideline intent is to support pedestrian-oriented streets by positively defining the edge of the street.

As proposed, the applicant has attempted several strategies to support the guideline intent, including the following: a change in paving pattern along the area designated for the loading area; a storefront entry design on the building's western façade facing SE 185th Avenue; and a screening wall between the loading area and the sidewalk (per the standard in Section 7.0503(A)(6)(d)(1)).

As discussed at the Optional Design Commission Consult, the applicant is including a walkway along the edge of the building distinguished with a separate scoring pattern from the loading area and protected through use of bollards. The rear of the building will also include storefront window and door systems for the active kitchen and storage areas, providing a visual connection between the interior uses and the sidewalk and loading area.

As noted in Section 7.0503(A)(6)(d)(1), the inclusion of a loading area between the public right-of-way and the building is permissible with inclusion of a 30-inch decorative wall or hedge to buffer the loading area. Discussion regarding requirements for the screening wall is included in the following findings, under Section 7.0503(A)(3)(c and d)(2).

Staff recommends that the Design Commission find that the guideline is met.

7.0503(A)(3)(c)(2) and 7.0503(A)(3)(d)(2) - Parking Setbacks.

ISSUE: The applicant must either:

- Meet the 7.0503(A)(3)(d)(2) standard; or
- Meet the 7.0503(A)(3)(c)(2) guideline; or
- The Design Commission may waive this guideline to achieve the flexibility necessary to support a particularly creative proposal.

STANDARD: Parking, loading service, and vehicular circulation areas shall be behind the maximum setback or behind a line drawn parallel to the street at the point where the building is closest to the street, whichever is closest to the street. In no circumstance shall the parking and loading service be closer than the minimum building setback. For sites with multiple frontages, parking may be allowed up to the minimum setback regardless of building location as approved by the Manager or Design Commission.

PROPOSAL: The proposal will place a loading area between Building C and the SE 185th Avenue right-of-way. Section 7.0503(A)(6)(d)(1) provides an exception to this standard when a decorative wall or hedge is provided to buffer the loading area from the right of way. The applicant's submitted plans and narrative identify a wall along the property line.

GUIDELINE: *Buildings shall be located to positively define public streets and civic spaces, such as public plazas. Parking, loading, service and vehicular circulation areas shall be located so as to allow desired uses and to support pedestrian-oriented streets.*

RECOMMENDATION: The applicant’s proposal to provide a loading area between the building and the SE 185th Avenue right of way is permitted under Section 7.0503(A)(6)(d)(1), provided the loading area is screened from the right of way by a “decorative wall or hedge”. The applicant is proposing a 30-inch wall for a portion of the right of way frontage not occupied by the driveway egress and ingress.

The applicant’s plans (Sheet 151.1 - 53 Loading Dock Screening Wall) identify that the decorative 30-inch tall wall will feature a smooth finished concrete, sealed with a clear sealant. Based on images shown in the renderings the wall will be white or gray.

It’s unclear from the plans how the wall would be considered a “decorative wall” per the standard. Details provided lend little in the way of supporting the premise that the wall be decorative or even compatible with the appearance of Building C. Staff proposes a condition of approval that the design of the screening wall be revised to better address the standard goal, which is to enhance the streetscape through a creative design - potentially including colors, materials, or patterns that better relate to the Rockwood Rising project. The final design would be subject to manager approval, or could be returned to Design Commission as a check-in item for final design approval during the building permit review process.

Staff recommends that the Design Commission find that the guideline is met with Condition of Approval #4.

7.0503(A)(3)(c)(3) and 7.0503(A)(3)(d)(3) - Building Frontage.

ISSUE: The applicant must either:

- Meet the 7.0503(A)(3)(d)(3) standard; or
- Meet the 7.0503(A)(3)(c)(3) guideline; or
- The Design Commission may waive this guideline to achieve the flexibility necessary to support a particularly creative proposal.

STANDARD: Building frontage is measured by the length of the building present between the minimum and maximum setback. Space attributed to public streets, driveways and primary internal drives and their associated required landscaping shall be subtracted from the total length of the frontage calculations.

Commercial, institutional, and mixed-use development on streets shall be dependent upon their street location and shall be no less than the following:

- For SE 185th/187th Avenues: 75 percent building frontage.

PROPOSAL: The length of the SE 185th Avenue street frontage is approximately 620 feet (including access points for the primary internal drives and required landscaping). For the SE 185th Avenue frontage, Building C has a length of

approximately 114 feet of which no portion is located between the minimum (10 feet) and maximum (15 feet) setback area.

GUIDELINE: *Sufficient length of buildings shall be present to maintain a continuous building street wall and in general limit spatial gaps to those necessary to accommodate vehicular and pedestrian access in order to define the street edge.*

RECOMMENDATION: The proposed location of Building C will conform with the original approval, maintaining the same on-site circulation pattern and orientation of the primary façade to the public plaza on the east side of the building, with back of house operations facing SE 185th Avenue.

Similar to the previous design, the rear of the building will also accommodate a loading area. However, the revised loading area plan will place the loading zone at grade rather than on a ramped entry. The revised plan will also eliminate the enclosed utilities that previously occupied the space between the building and the right of way. As discussed in the findings for Section 7.0503(A)(3)(d)(2), per Section 7.0503(A)(6)(d)(1), an increased setback to allow a loading area on SE 185th Avenue is permissible in the Rockwood Design District provided that the area is screened and buffered by a 30 inch decorative wall or hedge. In order to allow the placement of the loading area behind the building, and provide the building beyond the maximum building setback, Design Commission would need to waive the guideline.

Staff recommends that the Design Commission waive the guideline.

7.0503(A)(4)(c)(7) and 7.0503(A)(4)(d)(7) - Entries for Buildings Greater than 30,000 Square Feet

ISSUE: The applicant must either:

- Meet the 7.0503(A)(4)(d)(7) standard; or
- Meet the 7.0503(A)(4)(c)(7) guideline; or
- The Design Commission may waive this guideline to achieve the flexibility necessary to support a particularly creative proposal.

STANDARD: Each building shall provide at least one entry on each street frontage.

PROPOSAL: The project will include three primary entries to the market hall, with an entry facing the public plaza, and two entries on the north and south side of the building. An entry to the elevator lobby for the offices on the second and third floors of the building will be provided at the northeast corner of the building. An entry into the market hall is not proposed on the west side of the building facing SE 185th Avenue. That façade will include non-public entries to the commissary kitchens, cold storage, and trash room.

GUIDELINE: *When a building faces multiple streets, entries shall be provided on multiple frontages to enhance the accessibility and walkability of the development.*

RECOMMENDATION: The building's east facing façade, adjacent to the public plaza, is intended to be the most active, with site users flowing between the plaza and the market hall. The north and south façade entries, will primarily serve visitors using the parking lots to the north and south. As discussed at the January 2020 ODCC, the applicant was challenged with presenting a clearly defined path to bring pedestrians on-site to the building's entries, specifically for pedestrians arriving from the south (via Stark Street). It should be noted that this was a challenge with the previously approved design as well, with back of house activities, including a loading area and utilities facing SE 185th Avenue.

To address comments from the Commission, the applicant responded by creating a series of 6-foot deep canopies along the façade, leading to the 9-foot deep covered walkway that connects pedestrians to the primary southern entry to the market hall and to the public plaza. The pattern is repeated on the north side of the building. The wall planes at the southern and northern entries are highlighted with splays which further provide a visual guide for pedestrians entering the site. The revised design present a more clearly defined pathway to building entries for pedestrians accessing the site from SE 185th Avenue, however the guideline for providing an entry on the street facing façade cannot be met due to the challenge of locating active kitchens, storage and trash facilities in a location that is accessible to deliveries and pick-ups within the building. Staff is supportive of the request to vary from the standard, and waive the guideline.

Staff recommends that the Design Commission waive the guideline.

7.0503(A)(9)(d)(1)(d) - Loading Area Idling Signage. The standard requires that when located next to residential areas, service vehicles shall not be left idling in excess of 10 minutes between the hours of 10 p.m. and 6 a.m. The loading area will be located across the street from residential uses, located at the northwest corner of Oak Street and 185th Avenue, potentially resulting in negative noise impacts due to idling trucks. Signage shall be posted in a visible location within the loading area to inform drivers of the no idling requirement.

This standard is met with Condition of Approval #9.

7.0503(B)(1)(c)(5) and 7.0503(B)(1)(d)(5) - Location of Tallest Mass on Building.

ISSUE: The applicant must either:

- Meet the 7.0503(B)(1)(d)(5) standard; or
- Meet the 7.0503(B)(1)(c)(5) guideline; or
- The Design Commission may waive this guideline to achieve the flexibility necessary to support a particularly creative proposal.

STANDARD: Buildings which are required to have multiple masses shall place the tallest mass within the setback area specified in Section 7.0503(A)(3)(D).

PROPOSAL: The proposal for Building C will place the tallest mass of the building facing the public plaza, to the east of the building. The one-story component of the building will be located adjacent to the abutting street (SE 185th Avenue).

GUIDELINE: *Buildings shall utilize building masses to frame and define streets and public spaces, establishing more prominence at these locations.*

RECOMMENDATION: The location of the tallest mass was discussed at the January 15, 2020 Optional Design Commission Consult for the project. The Design Commission supported the orientation as proposed during discussion at the ODCC. The placement of the tallest mass at the plaza helps frame the large public space, as envisioned in the guideline. The 185th Avenue street frontage primarily functions as back of house operations, with the majority of activity on site located at the plaza, which will be enclosed on three sides by active ground floor uses and pedestrian movement from the TriMet Max station located at 187th Avenue and Burnside Street.

Staff recommends that the Design Commission find that the guideline is met.

7.0503(B)(2)(c)(5) and 7.0503(B)(2)(d)(5) - Repeating Design Elements.

ISSUE: The applicant must either:

- Meet the 7.0503(B)(2)(d)(5) standard; or
- Meet the 7.0503(B)(2)(c)(5) guideline; or
- The Design Commission may waive this guideline to achieve the flexibility necessary to support a particularly creative proposal.

STANDARD: All facades shall establish a rhythm by repeating design elements at regular spacing along the length and/or height of the façade. All facades in the Triangle Area shall contain at least one of the design features listed (a) to (e). Design features listed include: columns or pilasters with plinths at regular intervals no greater than 30 feet apart; major vertical mullions on all-glass facades; vertical reveals no less than 6 inches; belt courses above ground floor level; and lintels or arches over the windows and doors.

PROPOSAL: The applicant's narrative states that the building will utilize a repeating pattern of vertical bays, created through changes in material cladding (the light stucco contrasted with the dark fiber cement panels). The pattern will be further articulated through protruding metal control joints and colored fins.

GUIDELINE: *Commercial, institutional and mixed-use buildings shall create a rhythm of repeating elements that help establish continuity in the façade.*

RECOMMENDATION: As noted in the applicant's narrative, Building C will utilize a series of vertical bays, recesses, and fins along the façade to create a repeating pattern

of elements. Although, the proposal will not utilize the prescribed methods for creating rhythm across the façade, the intent of the guideline is met as proposed.

Staff recommends that the Design Commission find that the guideline is met.

7.0503(B)(3)(c)(2) and 7.0503(B)(3)(d)(2) - Ground Floor Storefront Windows.

ISSUE: The applicant must either:

- Meet the 7.0503(B)(3)(d)(2) standard; or
- Meet the 7.0503(B)(3)(c)(2) guideline; or
- The Design Commission may waive this guideline to achieve the flexibility necessary to support a particularly creative proposal.

STANDARD: Ground floor storefront windows shall be designed with bulkheads between 1 foot and 2 feet above ground level.

PROPOSAL: Building C will include several bulkheads that exceed the 2-foot height limitation, per the standard.

GUIDELINE: *Storefront windows shall utilize a bulkhead or other design feature to transition the building to the ground and establish depth and interest in the facade.*

RECOMMENDATION: Due to the slope of the site, which drops from east to west, the building's design will follow a similar elevation change. In order to keep windows in alignment along the façade, the building's bulkheads will gradually increase to a maximum height of 5 feet on the building's north and south facades adjacent to SE 185th Avenue.

The use of bulkheads will logically transition windows to the ground, as the site elevation changes. The use of the bulkheads will meet the standard for the majority of the façade and will meet the guideline intent, adding visual interest where provided.

Staff recommends that the Design Commission find that the guideline is met.

7.0503(B)(4)(c)(1) and 7.0503(B)(4)(d)(1) - Window Recess.

ISSUE: The applicant must either:

- Meet the 7.0503(B)(4)(d)(1) standard; or
- Meet the 7.0503(B)(4)(c)(1) guideline; or
- The Design Commission may waive this guideline to achieve the flexibility necessary to support a particularly creative proposal.

STANDARD: Windows shall be recessed a minimum of 4 inches from the building plane.

PROPOSAL: Building C will provide windows with recesses generally between 2 and 3.5-inches. These windows are primarily located in the dark accent areas (i.e., the fiber cement panels) on the building façade.

GUIDELINE: *Windows shall be designed to establish a sense of depth and create shadows within the façade.*

RECOMMENDATION: The applicant's narrative states that the window recesses and trims, in addition to proposed colored fins and protruding metal control joints will act to create shadow lines and relief across the façade. Generally, the Design Commission has been supportive of discretionary requests when a creative design would meet the intent of the standard. Typically, applicants who have not met the standard for window recesses from the surrounding façade plane would propose projecting frames, deeper recesses, or more significant changes in articulation.

For the buildings upper floors, as demonstrated in Sheet 147 - 48 Wall Section 4, windows are shown to be recessed approximately 3.33 to 3.5 inches from the stucco finish (in white), 2 inches from the fiber cement panels (in black), and per the narrative, up to 7 inches from the decorative colored metal fins that extend from the façade (Note: further clarification is required by the applicant to determine if the fins are measure from the face of the siding or the exterior pane of glass). On the front façade, facing the plaza, Sheet 145-46 Wall Section 2 demonstrates that windows on floors two and three are shown to be recessed approximately 3.5 inches from the finished plywood and fiber cement panels. The central façade area is framed by the stucco cladding that projects an additional 32 inches beyond the façade, creating depth and shadows in compliance with the guideline. For the ground floor, the use of canopies, splayed entries, and recesses in the façade, in addition to the 2-inch window recess will meet the guideline intent.

The plans are not clear on recess depth for windows on the upper floors on the west elevation. This façade lacks the same stucco finish as the front and side facades, although there is a large central recess which partially achieves the goal of creating the desired depth and shadow lines, per the guideline. As shown, staff anticipates this façade would only provide a 2-inch recess from the dark fiber cement siding. Therefore, staff recommends that the top two floors on the building's west façade, include windows with a minimum 3.5-inch recess, in conformance with the window recess on the front (east) façade.

Staff recommends that the Design Commission find that the guideline is met with Condition of Approval #5.

7.0503(B)(4)(c)(3) and 7.0503(B)(4)(d)(3) - Glazing Percentage for Street-facing Facades - Ground Floor.

ISSUE: The applicant must either:

- Meet the 7.0503(B)(4)(d)(3) standard; or
- Meet the 7.0503(B)(4)(c)(3) guideline; or
- The Design Commission may waive this guideline to achieve the flexibility necessary to support a particularly creative proposal.

STANDARD: Inside the Rockwood Triangle: Street facing facades shall be composed of clear glass for a minimum of 50 percent of the ground floor between the heights of 2 feet and 12 feet.

PROPOSAL: Between the heights of 2 and 12 feet on the SE 185th Avenue façade the project will provide clear glass for approximately 25 percent of the façade area.

GUIDELINE: Inside the Rockwood Triangle: *Buildings that face less active streets shall contain high levels of transparency at the pedestrian level on facades which face the street.*

RECOMMENDATION: Clear glass will be provided on the portion of the 185th Avenue façade containing kitchen facilities and the man door to the trash room - the active use areas of that portion of the building. The portion of the building used for trash collection and cold storage will not include exterior glazing. As proposed, the trash collection area will include what is described as an “unglazed overhead segmental door.”

In order to increase visual interest on this façade, and bring it closer to conformance, Staff recommends a condition of approval that would add either clear or translucent window panels on the roll-up door consistent with the height of the clerestory windows above doorways on the west façade. While the addition of these windows will not result in the project meeting the 50 percent transparency requirement, it will move the project closer to conformance, while adding visual interest to the street facing façade.

Staff recommends that the Design Commission find that the guideline is met with Condition of Approval #6.

7.0503(B)(5)(c)(4) and 7.0503(B)(5)(d)(4) - Entry Materials.

ISSUE: The applicant must either:

- Meet the 7.0503(B)(5)(d)(4) standard; or
- Meet the 7.0503(B)(5)(c)(4) guideline; or
- The Design Commission may waive this guideline to achieve the flexibility necessary to support a particularly creative proposal.

STANDARD: Buildings shall utilize attractive and high-quality materials surrounding the entry.

Within 30 feet along the length of the façade from each side of the entry doors, the building shall utilize only primary materials as specified in *Section 7.0503(B)(7)(d)*.

PROPOSAL: The applicant's narrative states that around the building's entries, fiber cement cladding will be used on the building exterior within 30 feet of entry doors. Fiber reinforced cement siding and panels are identified as secondary materials in Table 7.0503(B)(7)(d) for commercial developments.

GUIDELINE: *Materials on and surrounding the entry feature shall be attractive and of high-quality.*

RECOMMENDATION: The submitted plans indicate that the fiber cement cladding will be used adjacent to the north and south entries to the market hall. For the entries facing the plaza, the majority of the façade within 30 feet is comprised of stucco and the aluminum storefront systems. The north and south facades, within 30 feet of the building entries (including the office lobby entry) will utilize stucco, finished plywood, glass, and fiber cement cladding.

Staff is supportive of the use of the dark hued fiber cement cladding as a contrast to the stucco and finished plywood on the building exterior. The material, previously approved by the Design Commission for use on other buildings in the Rockwood Rising project, is high quality and will be used attractively, as presented in the applicant's materials.

Staff recommends that the Design Commission find that the guideline is met.

7.0503(C)(1)(c)(3) and 7.0503(C)(1)(d)(3) - Low Sloped Roofs: Heat Island.

ISSUE: The applicant must either:

- Meet the 7.0503(C)(1)(d)(3) standard; or
- Meet the 7.0503(C)(1)(c)(3) guideline; or
- The Design Commission may waive this guideline to achieve the flexibility necessary to support a particularly creative proposal.

STANDARD: All low-sloped roof surfaces (pitches less than or equal to 2:12) shall utilize a "white roof" with a Solar Reflectance Index (SRI) of 78 or greater, exclusive of space dedicated to mechanical systems, vegetated roof surfaces or solar panels.

PROPOSAL: Building C's roof is divided into two sections, each at different heights. The roof of the tallest mass (at the east end of the building) will be covered by solar panels and will utilize a white roof in excess of the standard (proposed SRI: 110). The roof area for the one-story portion of the building will utilize a roof system (Gray TPO) with an SRI of 55. Portions of the taller roof and lower roof areas will be occupied by solar photovoltaic panels and skylights.

GUIDELINE: *Buildings with low-sloped roofs shall use design strategies to minimize heat islands and reduce energy usage associated with solar gain attributed to the roof surface.*

RECOMMENDATION: The project will comply with and exceed the standard SRI of 78 for the tallest portion of the building. For the one-story portion of the building, the area exclusive of the solar PV panels and skylights will not meet the standard. The applicant's narrative states that the lower SRI value is being proposed in order to avoid significant glare created by the white TPO on western facing offices in the building's second and third floors. The roof supplier data sheet provided by the applicant identifies that the white TPO roof has an SRI of 110, and the proposed gray TPO has an SRI of 55. An option for a tan TPO roof system with SRI of 84 is also shown. The applicant notes that the average of the two roof systems (SRIs of 110 and 55) approximates an SRI of 72 - close but not equal to the standard.

Ideally, a roof system slightly less reflective than the tan TPO roof system but more reflective than the gray TPO system would be available. However, the information provided by the applicant does not include an intermediate option. Staff recognizes that a large portion of the roof will be covered by solar arrays and asks that the Design Commission consider this in their analysis. However, in lieu of an alternate system, staff recommends a condition of approval that the applicant use the tan TPO roof system, or an alternate roofing system that achieves an SRI of 78 or an alternative strategy to minimize the heat island effect for the building.

Staff recommends that the Design Commission find that the guideline is met with Condition of Approval #7.

IV. RESPONSE TO PUBLIC NOTICE

No responses to the notice of development were received.

V. AGENCY COMMENTS

ADDRESSING COMMENTS

FROM: Amanda Lunsford

DATE: March 30, 2020

Based on the applicant's submitted materials, it does not appear that a change of address or assignment of additional addresses will be necessary.

RECYCLING & SOLID WASTE

FROM: Shannon Martin, Recycling & Solid Waste Program Manager

DATE: April 27, 2020

Recycling & Solid Waste had no comments related to the application.

DEVELOPMENT ENGINEERING and TRANSPORTATION COMMENTS

From: Jessica Snodgrass

Date: April 16, 2020

The project area is located within the Rockwood Triangle in the Rockwood Town Center (RTC) land use district, bordered by SE Stark Street to the south, SE Burnside Road to the north, SE 185th Avenue to the west, and SE 187th Avenue to the east. The project area consists of three separate tax lots upon which three mixed-use buildings and associated site improvements will be constructed, including parking lots, landscaping, and a public plaza. Each building will be constructed on its own tax lot.

The development is subject to the conditions of approval under land use City of Gresham application number 16-26000409. The applicant proposes a modification of conditions to modify the floor plan and architectural design of Building C, also known as the "Market Hall", located on the middle tax lot, 1N3E32CC 07906. The modifications to the building will result in an additional floor of office space that will be available for rent to future tenants. The applicant also proposes to add additional driveway accesses to Building C's lot frontage so that the back of house operations, which previously accessed the site through the same access as Building A's parking lot off SE 185th Avenue, will have their own separate driveways for ingress and egress off SE 185th Avenue due to the anticipated amount of delivery truck traffic.

The following comments are from Development Engineering and refer to the plans submitted by YBA Architects and Emerio Design on March 17, 2020.

A5.100 / A5.200 / A5.300 / A5.400: PUBLIC FACILITIES

The modifications onsite to the building will not affect the public stormwater, wastewater, or street frontage improvements needed for the development, or the private stormwater treatment and retention facilities needed to manage and dispose of site runoff from new and replaced impervious surfaces. Adequate public facilities will need to be constructed as conditioned under land use City of Gresham application number 16-26000409 for the Rockwood Rising site. This includes but is not limited to upgrading sidewalks and ADA ramps to meet current standards.

With respect to the modifications to the driveway accesses in the right-of-way: the City supports the modification to permit additional standard driveway drops off SE 185th Avenue so that the back of house operations and deliveries for Building C will have their own access from the SE 185th Avenue right-of-way that is separate from the rest of the site. Transportation Engineering finds that due to the local classification of the street and the trips using the driveways to directly access the Rockwood Rising site, no traffic hazard will result, the number of trips will not cause a change to traffic operations, impacts on through traffic are minimal, and adequate street frontage exists to meet the driveway spacing standards.

However, those driveway drops must be standard commercial driveway drops like the other proposed driveways to the parking areas and internal drives aisles for the rest of the buildings and overall Rockwood Rising site. The current configuration of the driveways for back of house operations off SE 185th Avenue will also need to be modified to accommodate two ADA

compliant crossings at the intersection of SE Oak Street and SE 185th Avenue, including dual ramps on the northwest and southwest corners of the intersection with receiving ramps on the east side of SE 185th Avenue on Building C's project frontage so that Building C's frontage is brought up to meet current ADA requirements per the conditions of land use application 16-26000409.

Please note that the site also lies in the Rockwood Water People's Utility District (PUD). It is not anticipated that the modifications will affect Rockwood Water's overall required facilities, but the applicant will need to ensure Rockwood Water reviews any changes to the fixture counts already provided for the Building C site to ensure the proposed services and meter for Building C will still be adequate. Rockwood Water PUD can be contacted at 503-665-4179.

CHARGES AND FEES:

System Development Charges (SDCs) can be estimated using the City's online calculator found at www.GreshamOregon.gov/sdc. A person challenging the calculation of a SDC or a Facilities Charge (FC) must appeal within 10 calendar days of the issue date of the associated building permit. The appellant must file with the City Manager a written notice of appeal pursuant to GRC 1.05.025.

For required public improvements, the developer shall enter into a contract to pay City staff for plan review and inspection services. A deposit will be paid based on the engineer's estimate, and these services will be paid for at actual rates. A guarantee of completion will be required for 110 percent of the public improvement estimate.

Once the construction plans are approved, the City will begin charging a bi-monthly stormwater utility fee for the added impervious area. Reductions are available for projects that infiltrate their stormwater. The applicant must request this reduction during construction plan review.

For current Stormwater Utility Rates and to request a discount, visit:

<https://GreshamOregon.gov/Stormwater-Utility-Rates/>.

FIRE COMMENTS

FROM: Kyle Stuart, kyle.stuart@greshamoregon.gov

DATE: April 27, 2020

1. This application does not appear to affect Fire. There are no new comments at this time. The comments from previous related approvals still apply.

VI. CONCLUSION

This development proposal is consistent with the applicable development procedures and standards or can reasonably be made to comply with the applicable standards and criteria through the imposition of conditions of approval. While the development proposal is generally consistent with the applicable development standards, conditions of approval are aimed at assuring the criteria are met when the applicant's narrative and plans do not provide enough information to assure each criterion is met.

VII. RECOMMENDATION

Staff recommends APPROVAL WITH CONDITIONS of the Type III Modification of Conditions and Type II Minor Variance for the proposed redesign of Building C Market Hall and variance from parking lot standards for the central and northern parking lots of the Rockwood Rising development. If the Design Commission chooses to approve the proposal with conditions, the following **conditions of approval** are recommended.

Note that this recommendation for approval with conditions is based on the applicant's submitted narratives and plans, and staff's analysis of the proposal based on Code compliance; any conditions are aimed at assuring the criteria are met when the applicant's narratives and plans do not provide enough information to assure each criterion is met. Consistency with the submitted plans is required. Where Code standards or guidelines could be met with conditions of approval, the finding: "This standard or guideline is met by Condition of Approval ____" is made.

GENERAL CONDITIONS

1. This approval is valid for one year from the date of decision (the end of the appeal period). An application for a building permit must be submitted within one year of this decision (per Section 11.0105). An extension, as permitted under Section 11.0106, is possible. Any changes to the plans must comply with the Gresham Development Code, City of Gresham Public Works Standards, the Building Code and Uniform Fire Code. Changes to the plans that require a discretionary decision will be reviewed, at minimum, as a Type II procedure, except changes that affect standards under Sections 7.0503 and 7.0603, which will be reviewed under a Type III procedure.
2. The applicant shall provide adequate public facilities and services including access, drainage, water and sanitary sewer, as applicable, per all applicable sections of Appendix 5 of the Gresham Community Development Code (GCDC), the Gresham Public Works Standards (PWS), and the Gresham Revised Code (GRC).
3. The Conditions of Approval from City of Gresham file DRE/VAR/SUR/TRII 16-26000409 remain valid and applicable to this project unless superseded herein.

WITH BUILDING PERMIT

4. The design of the screening wall adjacent to SE 185th Avenue shall be revised to enhance the streetscape through a creative design, utilizing colors, materials, or patterns that relate to building and hardscaping design found on the Rockwood Rising development site. The final design is subject to manager approval.
5. Windows located on the top two floors of Building C's west facing façade shall provide a minimum 3.5-inch recess from the surrounding wall plane.
6. Either clear or translucent window panels shall be provided across the width of the roll-up door for the trash enclosure room consistent with the height of the clerestory windows above the doorways on Building C's west façade.

7. The roof for Building C shall use the tan TPO roof system (SRI 84) shown in the submitted cut sheets, or an alternate roofing system that achieves an SRI of 78. An alternative strategy to minimize the heat island effect for the building may be provided, subject to manager approval.

PRIOR TO OCCUPANCY

8. Long-term bicycle parking shall be provided as part of tenant improvements for the office and grocery store tenant uses. Building permit submittal for tenant improvements shall identify the location of the required long-term bicycle parking.
9. Service vehicles shall not be left idling in excess of 10 minutes between the hours of 10 p.m. and 6 a.m. Signage shall be posted in a visible location within the loading area at the rear of Building C to inform drivers of this requirement.
10. Installation of landscaping and irrigation system shall be provided prior to temporary building occupancy unless an appropriate financial guarantee (such as a cash deposit or surety bond) is provided at a 110 percent value to insure said installation. Installation of landscaping and irrigation system shall be provided prior to any final occupancy.

End of Staff Report