



CITY OF MANZANITA

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STAFF REPORT

TO: Manzanita Planning Commission
FROM: Scott Fregonese, Contract City Planner
SUBJECT: Planning File #260730 – Manzanita Resilience Hub
DATE: August 20, 2026

I. BACKGROUND

- A. **APPLICANT:** James M Fanjoy, Viridian Architecture LLC.
- B. **PROPERTY LOCATION:** The property is located on the north side of Manzanita Avenue, and east of Division Street. The site address is 655 Manzanita Avenue, and is the site of the Manzanita City Hall. The County Assessor places the property within Township 3 North; Range 10 West; Section 29AD; Tax Lot 2500.
- C. **PARCEL SIZE:** The property contains approximately 2.71 acres, or 118,100 square feet.
- D. **EXISTING DEVELOPMENT:** The subject property contains the Manzanita City Hall with associated vehicle parking and landscaping. The subject property also hosts the Manzanita Farmer's Market from May to September on the grass field to the north of the existing buildings.
- E. **ZONING:** Commercial (C-1).
- F. **ADJACENT ZONING AND LAND USE:** Land to the north, east, and south is also located within the C-1 zone and contains a mix of commercial and residential uses. Middle Housing 1 (MH-1) zoned property containing residences is located to the east.
- G. **REQUEST:** The applicant is requesting approval of an accessory structure on the subject property to construct a Resilience Hub.
- H. **DECISION CRITERIA:** Review of this application shall be based on the following provisions in Ordinance 95-4: Section 3.040 (C-1 Zone) and Section 6.030 (General Provisions Regarding Accessory Use).

II. APPLICATION SUMMARY

- A. The subject property contains existing buildings that house the Manzanita City Hall operations.
- B. The applicant intends to construct a permanent Resilience Hub on the northeast corner of the subject property. The Applicant states in their written narrative that the proposed Resilience Hub is designed to contain supplies and equipment for use by emergency services for the benefit of the citizenry in the event of an emergency such tsunami, earthquake, or other large scale disaster. The Applicant states that the Resilience Hub will be accessed infrequently, perhaps a few times per year, for routine maintenance and inventory. The hub is described as two (2) 40 foot long shipping containers with an awning between them, with an electrical utility connection and an adjacent propane tank.
- C. The Manzanita Zoning Ordinance (MZO) in subsection 6.030.2(b) prohibits the use of cargo containers as accessory structures within the city limits, however, the provisions of 6.030.2(b)(iii) gives an exception for cargo containers for the expressed purpose of the storage of disaster relief supplies meant for the general public such as food, medical supplies, and blankets, provided that visibility of the cargo containers and portable site storage containers from the street or adjacent properties shall be minimal as determined by the Planning Commission.
- D. The application will be decided by the Planning Commission following the procedures of Article 10 of the Manzanita Zoning Ordinance.

III. CRITERIA AND FINDINGS – ACCESSORY STRUCTURE – PORTABLE STORAGE CONTAINER PLANNING COMMISSION REVIEW

- A. Manzanita Zoning Ordinance (MZO) defines “structure” as:

Structure. Structure means anything constructed or built which requires location on the ground or is attached to something having a location on the ground, including covered patios, fences and walls; but not including normal plants and landscaping materials, paved outdoor areas, walks, driveways, and similar improvements.

FINDING: Staff finds that the proposed shipping containers are constructed objects that will be located on the subject property and used for the storage of emergency supplies and equipment. Accordingly, the shipping containers meet the MZO definition of a structure. The proposed awning and associated improvements are likewise constructed improvements that will be located on the subject property and are components of the proposed Resilience Hub.

- B. MZO Article 3 Section 3.040 provides the required dimensional standards for the Commercial (C-1) zone.

(3) Standards. In the C-1 zone the following standards shall apply:

(a) The minimum lot size, setbacks and height for residential uses, except in mixed use development, shall be the same as in the MH-1 zone.

FINDING: Staff finds that the proposed Resilience Hub is not a residential use and is therefore not subject to the residential lot size, setback, and height standards. The proposed Resilience Hub is an accessory structure associated with the existing use of the subject property. Therefore, this standard does not apply.

(b) For commercial, nonresidential, or mixed use development uses, the minimum front yard shall be 10 feet, the minimum side yard shall be 5 feet, and the minimum rear yard shall be 5 feet. For corner lots adjacent to Laneda Avenue, the yard facing Laneda Avenue shall be considered the front yard.

FINDING: Staff finds that the proposed Resilience Hub is a nonresidential accessory structure. The proposed structure is required to maintain a minimum 5 foot side yard and 5 foot rear yard setbacks, consistent with the dimensional standards for nonresidential development in the C-1 zone. The Applicant's submitted site plan demonstrates compliance with these yard setback standards for both the proposed structure and propane tank. Therefore, the standard is met.

(c) The maximum building or structure height shall be 28 feet, 6 inches. However, if more than one-half of the roof area has a roof pitch of less than 3 in 12, the building or structure height shall not exceed 24 feet. The height of a stepped or terraced building shall be the maximum height of any segment of the building or structure.

FINDING: Staff finds that the submitted elevations identify the maximum height of the proposed Resilience Hub as approximately 12 feet, 7 1/4 inches. Therefore, the proposed structure complies with the maximum building or structure height standard of 28 feet, 6 inches. Therefore, the standard is met.

(d) Minimum landscaped area: At least 10% of the total lot area of commercial, mixed use, or non-residential uses shall be devoted to landscaping or usable open space such as playgrounds, sitting areas or picnic areas. For developments exempt from on-site parking requirements under Section 4.090(2) and for commercial and mixed use developments providing less than the required number of parking spaces on-site, an additional 10% of the total lot area shall be devoted to landscaping. The minimum lot area required for landscaping in residential and other uses shall be 20%. Placement of landscaping is subject to standards specified in Section 4.156.

FINDING: Staff finds that the proposed Resilience Hub is a nonresidential use subject to

the minimum 10 percent landscaped area requirement. The Applicant proposes to retain existing trees and landscaping on the subject property and to provide additional native plantings, including wax myrtle, twin berry, manzanita, shore pine, kinnikinnick, and beach strawberry, as shown on the submitted site plan. Based on the submitted site plan, the proposed development complies with the minimum landscaped area requirement. A condition of approval has been issued to ensure the required landscaping is planted and maintained. As conditioned, this standard is met.

(e) Parking shall be in accordance with Article 4, Section 4.080.

FINDING: Staff finds that the proposed Resilience Hub will be accessed infrequently for routine maintenance and inventory and is not expected to generate regular vehicle traffic. Based on the proposed use and limited anticipated vehicle activity, the Resilience Hub will not generate a parking demand requiring additional parking spaces. No changes to the existing parking areas on the subject property are proposed or required. Therefore, the existing parking supply is sufficient to serve the proposed use, and this standard is met. Any future parking proposed on the subject property shall comply with the applicable requirements of MZO Article 4, Section 4.080. As conditioned, this standard is met.

(f) Signs shall be in accordance with Article 4, 4.070.

FINDING: Staff finds that no new signs are proposed as part of the Resilience Hub. Therefore, no additional sign review is required with this application, and this standard is met. Any future signs proposed on the subject property shall comply with the applicable requirements of MZO Article 4, Section 4.070. As conditioned, this standard is met.

(g) In the C-1 zone, signs, awnings, marquees and sidewalk coverings shall extend not more than 10 feet from a building or more than 5 feet over a sidewalk, whichever is less.

FINDING: Staff finds that the proposed Resilience Hub includes an awning between the two shipping containers. The proposed awning does not extend more than 10 feet from the structure or more than 5 feet over a sidewalk. Therefore, this standard is met. Any future signs, awnings, marquees, or sidewalk coverings proposed on the subject property shall comply with the applicable requirements of MZO Article 4, Section 4.070. As conditioned, this standard is met.

(h) Adequate storm drainage shall be provided as specified by the City.

FINDING: Staff finds that the proposed Resilience Hub will add approximately 1,200 square feet of impervious surface to the subject property.

Section 4.156 requires that adequate storm drainage shall be provided to accommodate the additional impervious surface.

The grading and contouring of the site, and on site drainage facilities, shall

be designed so there is no adverse affect on neighboring properties or public rights-of-way.

No stormwater system is shown on the provided plans. Therefore, this standard is not met. **Prior to issuance of permits**, the Owner/Applicant shall demonstrate compliance with the applicable City storm drainage requirements for the proposed development, using properly constructed drywells or other approved methods. As conditioned, compliance with the standard is feasible.

(i) Design review subject to Section 4.152.

FINDING: Section 4.152 requires review plan approval prior to any issuance of a building permit for new construction or alteration, or alteration of site improvements, unless the proposal is considered a minor alteration as defined in Section 4.151. Minor alterations and Major revisions are defined as:

Minor alteration: Modification of a building or improvement which is (a) not a Major Revision to an approved design review plan, (b) does not significantly alter or move an exterior wall or roof or change the height of a portion of a building, (c) does not relocate an existing building on its lot, (d) creates no new driveways, and adds no additional uses to the building.

Major revision: Modifications to an approved design review plan which result in a significant change to the plan; including but not limited to changes to the siting of a building or improvements, the modification of the areas to be landscaped, the placement of mechanical or electrical equipment not shown on the approved design review plan, or modifications to a plan element that was the subject of a Design Review Board condition.

Staff finds that the proposed Resilience Hub constitutes a minor alteration to the approved City Hall development. The proposed improvements do not result in a significant change to the approved design review plan. The Resilience Hub will be located at the northeast corner of the subject property and will function as an accessory facility to the existing City Hall use. The proposed improvements do not relocate the existing City Hall building or establish a new use on the subject property. The proposed landscaping will retain existing vegetation and provide additional native plantings to minimize the visual impact of the Resilience Hub to neighboring properties.

The proposed development will utilize the existing dedicated right of way at the northeast corner of the subject property for fire access. The fire access has been reviewed and preliminarily approved by Nehalem Bay Fire & Rescue, and does not create a new driveway connection to the subject property. Therefore, the proposal does not create a new driveway as contemplated by the definition of a minor alteration.

The proposed electrical service will connect to an existing power pedestal, with electrical service to the Resilience Hub provided through buried electrical conduit. The proposal

therefore does not include the placement of new mechanical or electrical equipment of the type contemplated by the Major Revision definition. The proposal also does not modify a plan element that was the subject of a Design Review Board condition.

Therefore, the proposal does not constitute a Major Revision to the approved design review plan and qualifies as a Minor Alteration, and is exempt from Design Review. This standard is met.

(j) Building(s) on a lot shall have a floor area ratio of no more than 0.65. The combined floor area of all buildings on a lot shall be used in calculating the floor area ratio. If a development is proposed on a lot divided between the R-4 and C-1 zones, the area in the R-4 zone shall be assumed to be no greater than the area in the C-1 zone for purposes of calculating the floor area ratio.

FINDING: Staff finds that the approved City Hall development has a Floor Area Ratio (FAR) of approximately 0.065. The proposed Resilience Hub will add approximately 640 square feet of floor area to the subject property, resulting in a combined FAR of approximately 0.070. The resulting FAR is substantially below the maximum FAR of 0.65 permitted in the C-1 zone. Therefore, this standard is met.

(k) If a development is proposed on a parcel consisting of two or more contiguous lots, the lots must be legally combined into one lot.

FINDING: Staff finds that the proposed development is located on a single legal lot. Therefore, the requirement to legally combine two or more contiguous lots does not apply, and this standard is not applicable.

C. Article 6 contains the provisions to address accessory structures.

An accessory use shall comply with all requirements for a principal use, except as this Ordinance specifically allows to the contrary, and shall comply with the following limitations:

[...]

2.

(b) Cargo containers, railroad cars, truck vans, converted mobile homes, trailers, recreational vehicles, bus bodies, vehicles and similar prefabricated items and structures originally built for purposes other than the storage of goods and materials are not permitted to be used as accessory structures or for accessory storage purposes on any property within the city.

Notwithstanding the provisions of this section, the placement of cargo containers and/or portable site storage containers shall be allowed for the following purposes:

[...]

iii) placement of cargo containers and/or portable site storage containers for storage of disaster relief supplies meant for the general public such as food, medical supplies, and blankets, provided that visibility of the cargo

containers and portable site storage containers from the street or adjacent properties shall be minimal as determined by the Planning Commission.

FINDING: Staff finds that the proposed Resilience Hub includes two cargo containers that will be used for the storage of disaster relief supplies and equipment for the benefit of the general public in the event of a tsunami, earthquake, or other large scale disaster. Article 6 generally prohibits the use of cargo containers as accessory structures or for accessory storage purposes; however, subsection 6.030.2.(b)(iii) specifically allows the placement of cargo containers for the storage of disaster relief supplies intended for the general public, subject to a determination by the Planning Commission that visibility of the containers from the street or adjacent properties will be minimal.

The proposed use is consistent with the exception because the cargo containers will be used to store emergency supplies and equipment for use by emergency services and for the benefit of the general public during a disaster. The proposed Resilience Hub is therefore eligible for the exception to the general prohibition on cargo containers.

The Applicant proposes to minimize the visibility of the cargo containers through a neutral green exterior color and landscaping, including retained vegetation and additional native plantings surrounding the Resilience Hub.

Staff recommends that the Planning Commission determine that visibility of the cargo containers from the street and adjacent properties will be minimal based on the proposed site design, landscaping, and location of the Resilience Hub. **Prior to issuance of permits**, the Owner/Applicant must demonstrate on construction documents the sight obscuring vegetation surrounding the proposed Resilience Hub that substantially conform to the submitted site plan. Subject to the Planning Commission's determination regarding visibility, and as conditioned, compliance with the standard is feasible.

- D. The Manzanita Zoning Ordinance does not specifically establish the specific review criteria or procedures, except as provided above. Staff has concluded that the above criteria is the applicable review criteria for the proposed Resilience Hub will follow the typical Public Hearing Procedures for a decision before the Planning Commission, as outlined in Article 10.

IV. RECOMMENDATION AND CONDITIONS OF APPROVAL

City staff finds the proposal can comply with the applicable criteria and **recommends the Planning Commission approve subject to the following conditions:**

- A. PTP – Stormwater Management: **Prior to issuance of permits**, the Owner/Applicant shall demonstrate compliance with the applicable City storm drainage requirements for the proposed development, using properly constructed drywells or other approved methods.

- B. PTP – Sight Obscuring Vegetation: **Prior to issuance of permits**, the Owner/Applicant must demonstrate on construction documents the sight obscuring vegetation surrounding the proposed Resilience Hub that substantially conform to the submitted site plan.
- C. The Property Owner/Applicant shall retain existing trees and landscaping on the subject property and provide and maintain additional native plantings, including wax myrtle, twin berry, manzanita, shore pine, kinnikinnick, and beach strawberry, as shown on the submitted site plan.
- D. The developer shall submit a building permit for construction of the building, conforming to the applicable building code requirements. The submitted site plan shall substantially conform to the approved layout. While building plans may be simultaneously submitted with engineering plans, building permits shall not be issued until all engineering plans are reviewed and approved.
- E. The structure shall comply with the building permit requirements and substantially conform to the submitted site plan. The Owner/Applicant is advised that substantial modifications to the approved plan may require a new application review and decision.
- F. Compliance with these conditions and the applicable requirements of the Manzanita Zoning Ordinance, Nehalem Bay Fire & Rescue, Tillamook County Environmental Health, and applicable building code provisions shall be the sole responsibility of the Owner/Developer.
- G. Any future parking proposed on the subject property shall comply with the applicable requirements of MZO Article 4, Section 4.080.
- H. Any future signs, awnings, marquees, or sidewalk coverings proposed on the subject property shall comply with the applicable requirements of MZO Article 4, Section 4.070.

V. PLANNING COMMISSION ACTION

- A. The Planning Commission has the following options:
 - 1. Approve the application, adopting the findings and conditions of approval contained in the staff report;
 - 2. Approve the application, adopting modified findings and/or modified conditions of approval; or,
 - 3. Deny the application and establish findings as to why the application does not comply with the decision criteria.
- B. Staff will prepare the appropriate Order for the Chair's signature.