



# PLANNING COMMISSION MEETING AGENDA

Library Community Room – 55 Academy Street, Lebanon, OR 97355

August 20, 2025

Chair:  
Don Robertson

Vice Chair:  
Lory Gerig-Knurowski

Commissioners:  
Kristina Breshears  
Karisten Baxter  
Don Fountain  
Shyla Malloy  
Mike Miller  
Regina Thompson

Community  
Development Director  
Kelly Hart

Regular Meeting:  
6:00 p.m.

## 6:00 PM - REGULAR SESSION

### CALL TO ORDER / FLAG SALUTE

### ROLL CALL

### MINUTES

None

### COMMISSION REVIEW

#### 1. Public Hearing –

Planning File CPMA-25-01, ZMA-25-01, CU-25-01 & PLA-25-02

The applicant is requesting to change the Comprehensive Plan Map Designation from Mixed Use (C-MU) to Commercial (C-CM) and the Zoning Map Designation from Mixed Use (Z-MU) to Highway Commercial (Z-HCM)

The applicant is also requesting a Property Line Adjustment to consolidate the two lots and a Conditional Use Permit to construct and operate a car wash facility. 12S02W23B 00114 & 00115

### CITIZEN COMMENTS – restricted to items not on the agenda

### COMMISSION BUSINESS AND COMMENTS

### ADJOURNMENT

*Planning Commission meetings are recorded and available on the City's YouTube page at <https://www.youtube.com/user/CityofLebanonOR>. The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours before the meeting to the Community Development Center at 541.258.4906*





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# MEMORANDUM

## *Community Development*

To: Lebanon Planning Commission Date: July 29, 2025  
From: Kelly Hart, Community Development Director  
Subject: Comprehensive Plan and Zoning Map Amendments, Conditional Use Permit, and  
Property Line Adjustment  
CPMA-25-01, ZMA-25-01, CU-25-01 and PLA-25-02

### I. BACKGROUND

The subject property is located on the east side of South Santiam Highway, north and west of Burdell Blvd. and northwest the old Walgreens development. There is no street address assigned. The County Assessor Map places the parcel within Township 12 South; Range 2 West; Section 23B; Tax Lot 115. The property is currently within city limits and is designated in the comprehensive plan and zoned Mixed Use (C/Z-MU).

The Applicant is requesting to consolidate two parcels into one 1.33-acre parcel, change the land use and zoning designation from Mixed Use (C-MU) to Commercial, and process a zone change to zone the property to Highway Commercial (C-CM/Z-HCM), and obtain a conditional use permit for the development and operation of a car wash facility.

### II. CURRENT REPORT

**PROJECT PROPOSAL:** The project proposal consists of four applications are under consideration: (1) a Property Line Adjustment subject to Planning Commission decision; (2) Comprehensive Plan Map Amendment and (3) Zoning Map Amendment, both subject to Planning Commission recommendation and City Council decision, and (4) a Conditional Use Permit subject to Planning Commission decision.

**SURROUNDING PROPERTIES AND USES:** The property is in a generally developed neighborhood. To the northwest of the subject property are miscellaneous commercial uses in the Highway Commercial (Z-HCM) zone and a vacant parcel in the Mixed Use (Z-MU) zone. To the northeast of the site, across the railroad tracks, is a vacant property, formerly containing a plywood manufacturing and mill facility. To the southeast is the old Walgreens development in the Mixed Use (Z-MU) zone, and to the southwest, across the highway, is the Walmart development in the Mixed Use (Z-MU) zone.

**PROPERTY LINE ADJUSTMENT:** The applicant proposes a property line adjustment to consolidate two existing parcels—one approximately 0.74 acres and the other approximately 0.61 acres—into a single parcel totaling 1.35 acres. This adjustment is necessary to create a

unified site for the development of the Thoroughbred Express Car Wash. The resulting parcel will maintain frontage along the internal private drive connecting to South Santiam Highway.

In the Mixed Use zone, when reviewing proposals, the code stipulates to follow the standards provided for the zone, according to the use/purpose of the proposal. In this case, the proposal is for commercial purposes, so the development standards applied would be for the Highway Commercial zone in Chapter 16.08 of the development code (LDC). Per Table 16.08-7 in Section 16.08.100 of the LDC, the Highway Commercial zone does not establish a minimum or maximum lot area or width, permits 100 % lot coverage (less the setback areas), and establishes a 10-foot front and street side yard setback.

Section 16.12.020 of the LDC identifies that a minimum of 20 feet of street frontage is required for commercial uses. As identified, the combined parcel would exceed that standard.

**COMPREHENSIVE PLAN AND ZONING MAP AMENDMENTS:** The subject property is currently designated and zoned C-MU/Z-MU for Mixed Use, allowing for "Auto Sales and Services" as a Class III Impact land use subject to conditional use permitting. However, "Car Washes" are not explicitly listed in LDC Chapter 16.06 for the Z-MU zoning district, and the district does not allow "Other Class III Uses". "Car Washes" is specifically listed in LDC Section 16.03.020 "Alphabetic List of Land Use Examples" and categorized in LDC Section 16.03.040 as a "Commercial Use with Class III Impacts". No zoning district specifically lists "Car Washes" as an allowed use, and only the Highway Commercial (Z-HCM) zoning district allows "Other Class III Uses", subject to conditional use permit approval. As such, the request is to amend the comprehensive plan map designation to C-CM and the zoning designation to Z-HCM (Highway Commercial) to concurrently proceed with an application for a conditional use permit to allow the proposed car wash business.

Chapter 16.27 of the Lebanon Development Code identifies the requirements for consideration of an amendment to the Comprehensive Plan Map. In order to approve an amendment to the map designation, the amendment shall be consistent with the City's adopted Comprehensive Plan and Facility Plans, including the Transportation System Plan. The decision criteria and recommended findings sections below provide a detailed analysis for how the proposed amendment meets the criteria.

**CONDITIONAL USE PERMIT:** The car wash tunnel building is located near the center of the parcel, with access provided from Burdell Boulevard via internal circulation drives on the east and north sides of the site. No direct access is provided from South Santiam Highway. Entry to the car wash begins at the southeast corner, with a queue that runs along the eastern property line. Vehicles then pass through a pay station and continue into the automated tunnel, exiting on the northwest side of the tunnel. Circulation returns vehicles to the drive aisle for vacuuming or exit.

The building will be constructed using concrete masonry and metal siding, with modulated architectural features and parapets. Landscaping will be provided along all property frontages, with a 20-foot buffer from South Santiam Highway and 10-foot setbacks on other sides. Shielded site lighting will provide security illumination without off-site glare.

The car wash will operate primarily during daylight hours and include two to six staff depending on business volume. Eighteen parking spaces are proposed, including dedicated employee parking and ADA-accessible spaces. A block-enclosed vacuum motor and trash/recycling enclosure will be placed in the northeast corner of the site near Burdell Boulevard.

The building is proposed to be an approximately 3,005-square-foot, single-story building that houses the automatic car wash system, support and storage areas, a small manager's office, and a restroom. Overhead doors at each end of the car wash provide security when the business is closed. A trash/recycling enclosure will be constructed near the south end of the subject property.

For development standards, the Highway Commercial zone does not have a minimum lot area or width requirement, requires a front and street side setback of 10-feet, and the landscaping requirement of the front and street side setback areas. There is an approximate 27-feet of frontage on S Santiam Highway before the access road that would remain landscaped, beyond the access road is a proposed landscape planter separating the different paths of travel. On Burdell Blvd., a 10-foot setback landscape planter is proposed.

The car wash will operate during daylight hours. It would be a stand-alone car wash (i.e., no oil changes or other vehicle maintenance). Vehicular circulation will be counterclockwise, entering from the southwest corner of the site and leading back around to two parallel queuing/pay station lanes parallel to the east side of the property.

### III. DECISION CRITERIA AND RECOMMENDED FINDINGS – PROPERTY LINE ADJUSTMENT

The Applicant is requesting consideration of a Property Line Adjustment to combine two parcels. Section 16.22.160 of the Lebanon Development Code establishes the Decision Criteria for consideration of Property Line Adjustments.

1. The property line adjustment shall not create a new lot or parcel.

RECOMMENDED FINDING: The proposal adjusts the boundary of two existing parcels and consolidates them into one 1.33-acre parcel. This action does not create a new parcel but rather adjusts the property line between two existing legal units of land to facilitate a rezoning application. This criterion is satisfied.

2. The resulting lots or parcels comply with all applicable zoning district standards, including lot area, dimensions, setbacks, access, and lot coverage.

RECOMMENDED FINDING: The proposed adjusted parcel (1.33 acres) meets the Highway Commercial (Z-HCM) zoning standards per LDC Chapter 16.08, including a 10-foot front and street side setback, no minimum lot size or width, and 100% maximum building coverage. As described in the project narrative, the site is approximately 355 feet wide and 200 feet deep, and the building footprint covers only 5% of the site. Site design provides a 54-foot front setback and other setbacks exceeding minimums. The parcel has direct frontage on

Burdell Blvd. and is supported by reciprocal access easements, with access to S Santiam Highway. As such, the adjusted parcel meets applicable development standards.

3. The property line adjustment shall not result in the reduction of access, setbacks, or other site development requirements below minimum standards.

RECOMMENDED FINDING: No reduction in required access or setbacks will occur as a result of the property line adjustment. The consolidated parcel will retain frontage along Burdell Blvd. via an access easement. The site provides two stacking lanes for up to 22 vehicles and retains adequate maneuvering space, setbacks, and landscape buffers consistent with LDC standards. This criterion is met.

4. The property line adjustment shall not result in the reduction of any easement or right-of-way below required standards unless specifically approved by the easement holder.

RECOMMENDED FINDING: The proposed adjustment does not reduce or eliminate any existing easement or right-of-way. Reciprocal access and utility easements are maintained or will be appropriately conditioned as part of any development. This criterion is satisfied.

5. The property line adjustment shall not relocate a lot or parcel entirely across a street or right-of-way.

RECOMMENDED FINDING: No such relocation is proposed. The boundary adjustment occurs within a contiguous land area on the same side of Burdell Blvd. and Santiam Hwy. This criterion is met.

6. If the property line adjustment results in any change to the configuration of a lot or parcel that affects access, the property owner shall provide documentation demonstrating adequate access in accordance with Article Three of the Development Code.

RECOMMENDED FINDING: The project narrative confirms that access will be provided from Burdell Blvd. via an access easement and access road, with internal drive aisles on the south and east sides of the property. No direct access to South Santiam Hwy is proposed. Access configuration meets City TSP spacing and access management requirements. This criterion is satisfied.

#### IV. DECISION CRITERIA AND RECOMMENDED FINDINGS – COMPREHENSIVE PLAN AND ZONING MAP AMENDMENTS

Section 16.27.050 of the Lebanon Development Code identifies the criteria in which to consider amendments to the Comprehensive Plan Map and Zoning Map. The criteria are the same for each amendment, as such, the findings have been combined.

1. All proposed amendments to the Comprehensive Plan Map or to the Zoning Map shall be consistent with the City of Lebanon's adopted Comprehensive Plan and Facility Plans. The City's Facility plans, including the Transportation System Plan (TSP), are based on

the future site service demands according to the Comprehensive Plan Map designation and associated zoning.

The Comprehensive Plan consists of ten Chapters with each Chapter addressing specific land use issues. The applicable policies in each Chapter are reviewed below:

- a. Chapter 1: Introduction - The introductory Chapter describes the Comprehensive Plan, its relationship to the Statewide Land Use Goals, the Citizen Involvement program and key terminology. Goals and policies relate to the organization of the Plan, the continued need for citizen involvement and the relationship of the Plan to State law and implementing codes. These goals and policies are incorporated in the Development Code criteria to determine the appropriateness of a Plan and/or zone change.
- b. Chapter 2: Natural Environment – The Chapter address goals and policies related to the City’s natural environment.

RECOMMENDED FINDING: The subject property is not located within a designated flood hazard area, does not contain any identified natural or historic resource, and is not otherwise in an area subject to increased risk from other natural hazards. Therefore, none of the goals or policies in Chapter 2 are found to be directly implicated by this application. Upon site development, the property owner is responsible for complying with state law, including compliance with the State Historic Preservation Office (SHPO).

- c. Chapter 3: Urbanization – This Chapter provides the basic framework for future urban development within the City. It is found the following policies apply:

P-10: Review all development proposals to ensure that public facilities are available and have adequate capacity to accommodate the proposed development, or that such facilities and their capacities can be made available through appropriate extensions and/or enhancements concurrent with or prior to proposed developments.

P-11: Require that new developments are either served by existing and/or proposed public infrastructure extensions and improvements, and/or are served by privately funded infrastructure extensions and improvements.

RECOMMENDED FINDING: The current Z-MU zoning district already allows for high-intensity urban development, which the subject Tax Lot 115 has previously accommodated through past partitioning and development of the resulting parcels (Walgreen's, Dairy Queen (entitled), and the Oregon Credit Union properties were all divided out from Tax Lot 100). Burdell Boulevard has been constructed along with public storm sewer, sanitary sewer, and water mains through land dedicated from the parent tax lot for the subject lot, Tax Lot 100, to provide adequate urban services to the subject property. Power, gas, and telecommunication utility lines are also available to serve the property. Development of the proposed 1.33-acre parcel to be rezoned to Z-HCM will also be subject to conditional use permit review for the proposed car wash

to be approved. Adequacy of the existing facilities to serve the use will be considered based on the final development plans to be submitted for that project. Accordingly, it is found that the application complies with Policies P-10 and P-11

P-30: Manage its Urban Growth Boundary and the lands within so as to make available sufficient land for the various uses to ensure choices in the marketplace, through implementation of land use regulations and land use policies.

P-31: Manage its Urban Growth Boundary and the lands within so as to encourage development within urban areas before conversion of urbanizable areas, through implementation of land use regulations and land use policies.

RECOMMENDED FINDING: "Urbanizable Land" is defined in the Comprehensive Plan Glossary. Generally, urbanizable lands are unincorporated areas in the UGB that a city and county coordinate to ensure they will remain available for city expansion over the planning period. Mutually adopted urban growth boundary agreements typically govern how and when urbanizable land can be converted to urban use. The subject property, however, is already within municipal boundaries and is currently zoned for full urban development under the mixed-use zone. The uses allowed in the Z-MU zone are generally similar in urban intensity to those permitted in the proposed Z-HCM zone for the 1.33 acres. Accordingly, it is found that the subject property is already urban land by existing zoning rather than urbanizable land to be converted to urban use for which Policies P-30 and P-31 would apply. Those policies are therefore not implicated in this case.

- d. Chapter 4: Land Use – This Chapter details the goals and policies to assure the City provides different types of land within City limits that are suitable for a variety of uses. It is found the following policies apply:

P-1: Recognize that the Comprehensive Plan land use designations or categories shall determine zoning.

P-5: To the extent possible, require that the boundaries of land use classifications, as shown on the Zoning Map, generally follow street and alley lines, lot lines, railroad right-of-way, or significant natural features (rivers, creeks, ridge lines, foot of slopes, benches, etc.). In the event that a public street or alley is officially vacated, the regulations applicable to the adjoining property to which it reverts shall apply.

P-6: Require that changes to the Comprehensive Plan Map be consistent with the policies of the Comprehensive Plan, State law, and any adopted intergovernmental agreements.

P-12: Ensure that the Zoning Map reflects and implements the Comprehensive Plan Map.

RECOMMENDED FINDING: The review process, evaluation, and determination of compliance with the Comprehensive Plan as part of the review process addresses



compliance with Comprehensive Plan policies (P-6). The State effectively acknowledged the Comprehensive Plan, therefore, conformance with these policies assures conformance with state law. Compliance with Statewide Goals will be reviewed in another finding.

P-26: NOT allow Highway Commercial development with direct access to U.S. Highway 20 (Santiam Highway) south of the intersection of Cascade Drive/Weldwood Drive and U.S. Highway 20 (Santiam Highway).

RECOMMENDED FINDING: The subject property is located north of the intersection of Cascade Drive/Weldwood Drive and U.S. Highway 20. Accordingly, the proposed Highway Commercial zoning for the subject 1.33 acres complies with Policy P-26. In any case, the proposed parcel will not have direct access to Highway 20. Instead, indirect access is provided through the shared reciprocal access easement with the adjoining tract and otherwise by way of Burdell Boulevard.

- e. Chapter 5: Economic Development – This Chapter addresses population growth and economic development as well as those trends affecting both.

P-5: Designate enough land in a variety of parcel sizes and locations to meet future employment and commercial needs.

P-9: Reserve and protect lands designated for industrial use from incompatible uses by limiting uses on or near sites zoned for specific industrial uses to those which are compatible with industrial uses.

RECOMMENDED FINDING: The Economic Opportunity Analysis (EOA), included as an addendum to Chapter 5, projects the land needed to accommodate future employment growth within Lebanon between 2023 and 2043. The EOA finds that Lebanon has about 1,104 unconstrained buildable acres of employment land in its commercial or industrial designations. Of those, 454 (21%) are designated for mixed uses and 30 (1.4%) are designated for commercial uses (Executive Summary, page i).

The commercial land needs projections in the EOA are generalized based on NAICS classifications, which are accommodated in both the CM and MU comprehensive plan designations. The EOA finds that the types of businesses with growth potential include services for residents (such as motor vehicles and parts dealers, restaurants, food and beverage stores, or personal care stores). An automated car wash business, as the applicant's proposal, is similarly a service for residents. As established, car washes are not specifically listed as a land use under any zoning district and only the Z-HCM zone would allow a car wash use under the category "Other Class III Commercial Uses" by conditional use permitting procedure. There are no other vacant or otherwise available CM zoned parcels in the vicinity that are suitable in size and configuration to accommodate the use. Given the relative abundance of the 454 acre inventory of unconstrained MU designated land compared to the 30 remaining CM

designated lands, it would be reasonable to redesignate the proposed 1.33 acre parcel to CM consistent with Policy P-5.

With regard to Policy P-9, land to the northeast is designated for industrial use. However, that land is vacant and located beyond both Burdell Boulevard and the railroad right of way. Additionally, the subject site is already zoned for Mixed Use. Uses allowed in the Highway Commercial zone present no more potential for conflict with industrial land uses than those in the Mixed Use zone.

- f. Chapter 6: Housing – This Chapter establishes the City’s Goals and Policies related to Housing.

**RECOMMENDED FINDING:** This proposed amendment would change the comprehensive plan and zoning map designation from mixed-use to commercial. Residential uses are permissible in the mixed-use zone, while residential uses are limited in the highway commercial designation to above commercial uses only. The amendment would result in a reduction of land designated for housing opportunities by 1.33 acres. In the 2019 Housing Needs Analysis, the City identified the projected housing needs over a 20-year planning period, and conducted a buildable land inventory to identify whether there was sufficient land in the urban growth boundary to accommodate the housing need. Based on the results of the analysis, a total of 2,503 housing units are identified as the 20-year housing need, and the city has 240 acres of low-density land surplus, 0 acres of medium density land surplus, and 63 acres of high-density land surplus. As such, the reduction of 1.33 acres of land that may more readily accommodate housing would not result in an impact to the City’s ability to meet the long range housing needs for the community.

- g. Chapter 7: Community Friendly Development & Preservation of Historic Resources - This Chapter focuses on policies creating a built environment suitable for the needs of a diverse population through a variety of uses scaled for the pedestrian, and capable of accommodating the automobile and mass transit. In addition, the Chapter focuses on historical preservation. The focus on community-friendly design is associated with infill development, promotion of mixed-use opportunities, and development-specific standards. The proposal includes the new development of a vacant parcel along the commercial highway corridor, which is not located within a neighborhood or a pedestrian-scaled environment. In addition, there are no historical sites on the property; as such, the historical preservation goals are not applicable.
- h. Chapter 8: Transportation – This Chapter addresses the transportation needs of the City with an emphasis of creating a variety of transportation options for pedestrians, bicyclists, vehicles and mass transit. It is found the following policies apply:

**RECOMMENDED FINDING:** The MU and HC zones both allow a similar array of commercial and residential land uses in regard to traffic generation rates. A change from one zone to the other would not in itself create a significant impact on the area transportation facilities. Specific development applications are evaluated for compliance with applicable transportation related standards. The City's 2018 TSP

(Volume 1) includes a project (DIS) to extend Burdell Boulevard to connect with Market Street at US 20 as a Collector street with sidewalks and bike lanes. Burdell is already improved along the 1.33 acre proposed parcel to be re-zoned. The proposed rezoning and related partition would not interfere in any way with the planned extension. The 2018 TSP also establishes Roadway and Access Spacing Standards (Table 9). The proposed partition complies with both the minimum and maximum block standards (being 265 feet and 530 feet, respectively). Driveways along Burdell Boulevard must meet the minimum spacing standard of 130 feet. The proposed parcel width is sufficiently wide to accommodate a driveway access to Burdell Boulevard with minimum spacing of 130 feet from the nearest existing driveway (Walgreen's). Site design for the car wash will be reviewed for related transportation standards through the conditional use permit criteria. Accordingly, it is concluded that the proposal complies with Chapter 8.

- i. Chapter 9: Public Facilities and Service - The City is required by State law to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban development. Goals and policies in this Chapter address those requirements. The following policies apply:

#### General Policies

- P-8: Review all development proposals to ensure that public facilities are available and have adequate capacity to accommodate the proposed development, or that such facilities and their capacities can be made available through appropriate extensions and/or enhancements concurrent with or prior to proposed developments. (Duplicated in Chapter 3, Urbanization)
- P-9: Require that new developments are either served by existing and/or proposed public infrastructure improvements, and/or are served by privately funded infrastructure extensions and improvements. (Duplicated in Chapter 3, Urbanization)
- P-10: Consider impacts on key City-provided urban utility services (water, storm drainage, wastewater, and streets) and any other community facilities that are identified by service providers as substantially impacted by the proposal before-development proposals, or rezoning applications are approved.

**RECOMMENDED FINDING:** An 8-inch sanitary sewer main, a 16-inch water main, and a 24-inch storm drain public utility system exists in S Santiam Highway on the east side of the street adjacent to the subject parcels. The City recently conducted a model capacity analysis on the westside interceptor for the area to determine whether upsizing of main facilities would be needed to service potential development of the subject site and other neighboring vacant parcels. The conclusion of the report indicated no up-sizing of the existing facility would be needed to accommodate build-out of the area. As such, there is sufficient utility infrastructure to service the site.

- j. Chapter 10: Plan Implementation, Amendment, and Land Use Planning Coordination – This Chapter establishes procedures for amending the Comprehensive Plan Map and Zoning Map. Specific applicable policies include:

- P-1: The City Council may amend the Comprehensive Plan and/or Map after referral to the Planning Commission public hearing, for action, review, revisions, and recommendations.
- P-2: Changes to the Plan and/or Map shall be made by ordinance after public hearings as prescribed by state law and local ordinances.
- P-3: Changes in the Plan and/or Map shall be incorporated directly into the document at the appropriate place. A list of all amendments with date of passage shall then become part of the document until the next comprehensive update of the entire Comprehensive Plan.
- P-4: An amendment to the Comprehensive Plan and/or Map may be considered when one or more of the following conditions exist:
  - a. Updated data demonstrates significantly different trends than previous data;
  - b. New data reflects new or previously undisclosed public needs;
  - c. New community attitudes represent a significant departure from previous attitudes as reflected by the Planning Commission or City Council;
  - d. Statutory changes significantly affect the applicability or appropriateness of existing plan policies.
- P-5: Residents, property owners, their authorized agents, the Planning Commission, the City Council, or City staff may initiate a Comprehensive Plan amendment. In order to obtain a Comprehensive Plan and/or Map amendment, the applicants shall have the burden of proof that all of the following conditions exist:
  - a. There is a need for the proposed change;
  - b. The identified need can best be served by granting the change requested;
  - c. The proposed change complies with the Statewide Planning Goals; and,
  - d. The proposed change is consistent with all other provisions of the City's Comprehensive Plan.

RECOMMENDED FINDING: Policies P-1 through P-3 relate to amendment procedures and do not function as approval criteria. Regarding P-4, the findings in the updated Economic Opportunities Analysis indicate that the inventory of unconstrained buildable Mixed Use land far exceeds the amount of available buildable Commercial Land. Mixed Use constitutes 21% of the total buildable employment land base while only 1.4% of the employment land inventory is Commercial Land. "Services for residents and visitors" is a target industry with comparative advantages in Lebanon, according to the new EOA. Car wash businesses would fall within that sector. However, that use can only be sited in the

Highway Commercial zoning district as an "Other Class III Commercial Use" because no zoning district specifically lists car washes as an allowed use, and no other commercial zone or mixed use zone allows "Other Class III Commercial Uses". Both the Highway Commercial zoning district and the Mixed Use zoning district allow "Auto Sales and Services". While a car wash might reasonably be construed to be an "Auto Service", its listing as an example of a Class III Commercial Use in LDC Chapter 16.03 limits this particular automobile service to being allowed in only the Highway Commercial Zone. So, while "Auto Services" generally can be developed and operated within the Mixed Use Zoning District - being the only zoning district that can be paired with the Mixed Use comprehensive plan map designation that includes 21% of the overall inventory of buildable employment land -a car wash can only be established in just one of the three commercial zones allowed under the Commercial comprehensive plan designation that includes only 1.4% of the available employment land base. As such, to support Population and Economy Policy P-5 to "designate enough land in a variety of parcel sizes and locations to meet future employment and commercial needs" the comprehensive plan and zoning map change would be appropriate with regard to car wash services and related employment. Findings here above and below further establish that the change complies with the Statewide Planning Goals and the proposed change is consistent with all other provisions of the City's Comprehensive Plan.

Compliance with the Statewide Goals (P-5.c) is noted as follows:

Goal 1, Citizen Involvement: Public hearings will be held before the Planning Commission on August 20, 2025, and the City Council on September 10, 2025. This is consistent with City procedures, state law, and the intent of the Goal.

Goal 2, Land Use Planning: The proposal does not involve exceptions to the Statewide Goals. Adoption actions are consistent with the acknowledged Comprehensive Plan and Development Code.

Goal 3, Agricultural Lands: This Goal does not apply, as the land is not designated farmland.

Goal 4, Forest Lands: This Goal does not apply, as the land is not designated forestland.

Goal 5, Open Spaces, Scenic and Historic Areas, and Natural Resources: The site has not been designated for open space, a scenic area, or known for having natural resources. As such, this goal is not applicable. Upon development of the site, the property owner is responsible for complying with state law, including compliance with the State Historic Preservation Office (SHPO).

Goal 6, Air, Water and Land Resource Quality: the map designation would change from a mixed use designation to highway commercial. With the designation change, there are properties in the direct vicinity with the new designation, and the

highway commercial maintains similar land use types permissible in the mixed-use designation, with an expanded opportunity for additional commercial activities. The applicable uses suited for the site would be similar in terms of air, water, and land resources under the commercial designation as the mixed-use designation, therefore, there should be no significant impacts on air, water or resource quality than would otherwise occur.

Goal 7, Natural Hazards: The site is not located within any designated flood plain, does not contain steep slopes or contain any other identified natural hazard.

Goal 8, Recreational Needs: The proposed map amendments do not reduce the land designated for recreational needs, nor create uses which would adversely impact recreational opportunities.

Goal 9, Economic Development: The goal is to provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens. The proposed change will be from one employment land category (Mixed Use) to another (Commercial), which is in accordance with the City's adopted Economic Opportunities Analysis because both designations are intended to provide sites to accommodate commercial land needs. LCDC implementing rules at OAR Chapter 660, Division 9, are not implicated by changes of less than two acres of employment land designations.

Goal 10, Housing: This proposed amendment would change the comprehensive plan and zoning map designation from mixed-use to commercial. Residential uses are permissible in the mixed-use zone, while residential uses are limited in the highway commercial designation to above commercial uses only. The amendment would result in a reduction of land designated for housing opportunities by 1.33 acres. In the 2019 Housing Needs Analysis, the City identified the projected housing needs over a 20-year planning period, and conducted a buildable land inventory to identify whether there was sufficient land in the urban growth boundary to accommodate the housing need. Based on the results of the analysis, a total of 2,503 housing units are identified as the 20-year housing need, and the city has 240 acres of low-density land surplus, 0 acres of medium density land surplus, and 63 acres of high-density land surplus. As such, the reduction of 1.33 acres of land that may more readily accommodate housing would not result in an impact to the City's ability to meet the long range housing needs for the community. As such, this proposal would comply with Goal 10.

Goal 11, Public Facilities and Services: The goal is to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural land. The subject property is urban land that is already fully served by urban public facilities and services.

Goal 12, Transportation: Previous findings indicate the map amendments will not significantly affect planned transportation improvements.

Goal 13, Energy Conservation: The map amendments are neutral regarding energy conservation.

Goal 14, Urbanization: Previous findings indicate the change will still allow the city to meet housing needs of the community, as well as not impact the ability to provide industrial opportunities, and expands commercial opportunity along the highway. The land is already within the urban growth boundary and city limits, thus eligible for urbanization.

Goals 15 to 19, Willamette River Greenway, Estuarine Resources, Coastal Shores, Beaches and Dunes, Ocean Resources: The proposals do not involve land within the Willamette Greenway or coastal areas.

Finally, all previous findings indicate the proposal complies with the applicable policies of the City's Comprehensive Plan (P-5.d).

2. Facility plans need to be consistent with the Comprehensive Plan Map as well as the text, and changes to the Map may necessitate changes to a facility plan. For example, changing a Comprehensive Plan Map designation to a higher intensity use may require an amendment to the TSP, sanitary sewer or potable water master plans.

**RECOMMENDED FINDINGS:** South Santiam Highway (US Route 20) along the southwest side of the subject property is classified as a Principal Arterial Street and Burdell Boulevard is classified as a Collector Street in the Lebanon Transportation System Plan. The TSP shows that Burdell Boulevard is planned to be extended further north to loop back to the highway at its intersection with Market Street to the north, which is also classified as a Collector Street. A reciprocal access easement between the subject Tax Lot 115 and the old Walgreen's property extends from the existing Burdell Boulevard driveway access to Walgreens to and then parallel to the S. Santiam Highway frontage ending at a right-in/right-out highway access adjacent to the parcel.

The City recently conducted a model capacity analysis on the westside interceptor for the area to determine whether upsizing of main facilities would be needed to service potential development of the subject site and other neighboring vacant parcels. The conclusion of the report indicated no up-sizing of the existing facility would be needed to accommodate build-out of the area.

3. Applicants proposing amendments to the Zoning Map must request a City Zoning Classification that is consistent with the Comprehensive Plan Map designation for a subject property. If an applicant requests a City Zoning Classification that is not consistent with the Comprehensive Plan Map, the zoning requested shall not be granted until the Comprehensive Plan Map is first appropriately amended to reflect concurrence. (See the Annexation Zoning Matrix, Table 16.26-1.) Such an amendment requires a separate application, hearing and decision; this process may occur concurrently with the Zoning Map Amendment hearing.

RECOMMENDED FINDING: The proposal is to amend the Comprehensive Plan Map and Zoning Map. With the Comprehensive Plan Map amendment to the Highway Commercial designation, the required zoning designation based on Table 16.26-1 of the Lebanon Development Code is Highway Commercial, which is consistent with the proposal by the applicant. As such, the project complies with this decision criteria as the proposed zoning map amendment to Highway Commercial is occurring with a concurrent comprehensive plan map amendment to Commercial.

4. Section 16.27.080.B states that if proposed amendments to the Comprehensive Plan Map or Zoning Map do not comply with the Comprehensive Plan, the Comprehensive Plan must first be amended so that the proposed Map amendment will be consistent with and accurately implement the Plan.

RECOMMENDED FINDING: Previous findings indicate the proposal may comply with the applicable Comprehensive Plan policies and does not require amendments to the Plan text. Therefore, this provision does not apply.

## V. REVIEW CRITERIA AND RECOMMENDED FINDINGS – CONDITIONAL USE PERMIT

The Applicant is requesting consideration of a Conditional Use Permit (CU-23-01) for the operation of a mini storage facility. Section 16.21.060 of the Lebanon Development Code establishes the Decision Criteria for consideration of Conditional Use Permits.

1. The application complies with all of the applicable provisions of the underlying Land Use Zones (LDC Chapters 16.09.110), including: building and yard setbacks, lot area and dimensions, density and floor area, lot coverage, building height, building orientation, architecture, and other special standards as may be required for certain land uses.

RECOMMENDED FINDING: The proposal is to establish a car wash use on an approximate 1.33 acre site as a conditional use in the Z-HCM. LDC Table 16.08-7 under LDC Section 16.08.100(A) establishes Development Standards for Commercial Uses. There are no minimum or maximum lot area or size standards applicable to the Z-HCM zone. The maximum building height standard of 45-feet will not be exceeded as shown in the architectural plans included in the record. No fences, retaining or garden walls are proposed. The Z-HCM zone allows for 100% lot coverage outside of setback areas, which the proposed building meets as shown on the site plan in the record. Landscaping is proposed to be provided as required in the front and street yards (Burdell Boulevard and the Highway 20 frontages). The 10-foot minimum front yard setback is met, and there is no applicable side yard setback as there is no abutting residential zone.

LDC Section 16.08.100(B) establishes standards for drive-through service and walk-up windows. Subsection 1 thereunder applies to drive-through service uses. The proposed automated car wash is designed as a drive-through service subject to those standards.



Subsection 1(a) (Circulation) requires that the overall circulation plan for the site shall not cause traffic congestion on surrounding streets and shall minimize potential nuisances to nearby residential properties caused by vehicles and the use of the order board. The proposed circulation plan provides for two parallel queueing lanes of 160-feet in length leading to the order board/pay stations from the shared access easement “frontage road,” which is adequate to accommodate sixteen vehicles. The entry drive to the car wash tunnel beyond the order board reduces down to a single lane of approximately 140-feet in length which is adequate for queueing of an additional seven cars. . There is also a reciprocal access easement drive along the southwest, that provides access to Highway 20, or Burdell Blvd.

Subsection 1(b) (Access and Window Location) provides that wherever feasible, drive through lanes shall be accessed from the rear of a site and run along the interior side property line. The subject parcel has a double frontage along both Highway 20 and Burdell Boulevard, via the access road. Access to the queueing lanes will be taken from the southwest corner of the property by way of a reciprocal shared access easement and the queueing lanes run along an interior lot line. The lanes loop to the north, then back west to enter the carwash tunnel to provide the longest possible stacking. As such, it is found that to the extent feasible and in accordance with subsection 1b, the drive through lanes are accessed from the rear of the site and run along an interior property line.

Subsection 1(c) (Vehicle Stacking) requires that all drive-through lanes shall provide a minimum of 80-feet of stacking as measured from the drive-up window to the entrances of the drive-through lane. There will not be a drive-through “window” in this case, but the pay station/order board as previously established will be 160-feet from the entrance of the drive-through lanes. This standard is met.

Subsection 1(d) (Setbacks) requires that where a drive-through lane will be located between a building and a roadway, a minimum 10-foot, landscaped setback shall be required from the roadway right-of-way to the drive-through lane. The required 10-foot landscaped setback is provided along the highway as shown on the proposed development site plan and landscape plan. Accordingly, it is found that the proposed development complies with subsection 1(c).

Subsection 1(e) (Screening) requires that the drive-through lane shall be screened by a combination of plantings, berms, and /or low retaining walls at least four-feet in height. This standard can and will be met as shown in the proposed landscape plan included in the record.

Subsection 1(f) (Operation) provides that specific design and operational conditions may be imposed with approval of the drive-through facility. These may include, but are not limited to, additional vehicle stacking, increase in screening height, regulating the hours of operation, and other measures to reduce the potential impacts on surrounding properties. Subsection 1(f) is not a development standard in itself. The proposed site is located north of the rear of a Walgreens store (specifically, its loading area) and the new Tractor Supply. To the southeast, there are no adjacent or nearby residential areas. Burdell Boulevard, the railroad right-of-way, and an industrial area are located to the east. Highway 20 separates the site from development to the west, which consists of a large commercial shopping center (Walmart). The adjacent land to the northwest is vacant. Accordingly, there are few, if any,

conflicts that are likely to occur. The proposed site plan has been prepared considering proper overall site circulation and screening, and complies with the operation standards for a drive-through facility. As shown on the site plan included in the record, the clear vision areas meet the respective standards. This criterion has been met.

2. The site size, dimensions, location, topography and access are adequate for the needs of the proposed use, considering the proposed building mass, parking, traffic, noise, vibration, exhaust/emissions, light, glare, erosion, odor, dust, visibility, safety, and aesthetic considerations.

RECOMMENDED FINDING: The proposed drive-through car wash site is on level ground adjacent to an previous retail pharmacy store with a drive-through window. All three will have use of a reciprocal access easement. The parcel to be created for the car wash site has been designed specifically to accommodate this use on a lot between Highway 20 and Burdell Boulevard. The building will be a single story structure of mass, height, and scale consistent with the adjacent and nearby commercial development. Consideration of externalities/impacts is addressed under the next decision criteria and incorporated as reference. Accordingly, it is concluded that this criterion is met.

3. The negative impacts of the proposed use on adjacent properties and on the public can be mitigated through application of other Code standards, or other reasonable conditions of approval.

RECOMMENDED FINDING: Negative impacts from noise, vibration and other externalities on adjacent properties are mitigated through the siting of the facility in front of an existing retail store and along said store's freight/loading area. The design avoids undue congestion through the shared access easement along the loading area by providing a new separate primary driveway approach from Burdell Boulevard. The vacuum motor for the vacuum stations will be centralized and placed in a CMU block enclosure to mitigate noise impacts. Conditions of development have been included to require the enclosure of the vacuum motor. The site will be illuminated with pole mounted lights and with building mounted wall lights that will be full cut-off type (100% downward ratio). Generally, the car wash will operate during daylight hours; however, any headlight overshine that may occur when dark falls early would be mitigated by the perimeter landscape screening along the drive-through lanes as provided by the site plan and required by code. Therefore, it is concluded that this criterion is met.

4. All required public facilities have adequate capacity to serve the proposal.

RECOMMENDED FINDING: An 8-inch sanitary sewer main, a 16-inch water main, and a 24-inch storm drain public utility system exists in S Santiam Highway on the east side of the street adjacent to the subject parcels. The City recently conducted a model capacity analysis on the westside interceptor for the area to determine whether upsizing of main facilities would be needed to service potential development of the subject site and other neighboring vacant parcels. The conclusion of the report indicated no up-sizing of the existing facility would be needed to accommodate build-out of the area. A Public Facilities and Service Impact Memo from Udell Engineering was provided and reviewed and concurred with by the Engineering Department that indicated the water and storm drainage systems had sufficient capacity to

accommodate the proposed comprehensive plan amendment and additional commercial uses that would be authorized with the amendment. As such, there is sufficient utility infrastructure to service the site. This criterion has been met.

5. Existing conditions of approval required as part of a prior land use decision shall be met.

RECOMMENDED FINDING: Conditions of approval for the related partition MLP-23-04 shall be met in conjunction with the conditional use permit, in satisfaction of this approval criterion.

6. The application complies with all of the Community Development Standards in LDC Chapters 16.12-16.19.

RECOMMENDED FINDING: Findings pertaining to Chapters 16.12 – 16.16 are provided under previous criteria above and incorporated herein by reference. Chapters 16.17 and 16.18 regarding wireless communication facilities and signage are not applicable as none are proposed with this application. Chapter 16.19 refers to accessory structures, lighting, and temporary uses which are not proposed as part of this application. With the conditions incorporated, this criterion has been met.

## VI. PUBLIC NOTIFICATION AND COMMENTS

A public notification for this project was issued on July 22, 2025, for initial consideration by the Planning Commission on August 20, 2025. All public comments received on this application will be presented to the Planning Commission at the scheduled public hearing.

## VII. CONCLUSION AND RECOMMENDED CONDITIONS FOR DEVELOPMENT – PROPERTY LINE ADJUSTMENT

Staff finds the proposal complies with the decision criteria for a Minor Land Partition, and recommends approval of the application subject to the adoption of the following Conditions of Development:

- A. The applicant shall record a partition plat. The final partition plat shall be subject to the following:
  1. A final partition plat, complying with provisions in ORS Chapter 92, shall be completed by a registered professional land surveyor and submitted to the City for approval.
  2. The final plat shall substantially conform to the proposal, comply with applicable requirements in the Lebanon Development Code and recorded within three years of the final date of approval.
  3. No onsite grading shall adversely impact storm water run-off from adjacent properties. Grade site to drain all storm water run-off to the street or provide a grading plan for review.

4. Reciprocal access and maintenance agreements shall be maintained for the access road parallel to S Santiam Highway.
  5. Prior to final plat recording, the property owner for each parcel, shall agree to an Irrevocable Petition stipulating the applicant or future property owner will agree to participate in the right-of-way dedication and improvements for the Burdell Blvd. extension as planning in the City of Lebanon Transportation System Plan. The petition shall be recorded in the county deed records by the applicant at the recording of the final plat.
- B. Compliance with these conditions, and the applicable requirements of the Lebanon Development Code, City Public Works Standards, City Engineering Standards, Lebanon Fire District requirements and adopted building code, shall be the sole responsibility of the property developer.

#### VIII. CONCLUSION AND RECOMMENDATION – COMPREHENSIVE PLAN AND ZONING MAP AMENDMENTS

Staff finds the proposal complies with the decision criteria for a Comprehensive Plan and Zoning Map Amendment and recommends the Planning Commission to recommend the City Council approve the proposal.

#### IX. CONCLUSION AND RECOMMENDATION – CONDITIONAL USE PERMIT

Staff finds the proposal complies with the decision criteria for Conditional Use Permit, and recommends the Planning Commission approval of the application subject to the adoption of the following Conditions of Development:

The Planning Department conditions include, but may not be limited to:

- a. The front setback shall be landscaped in compliance with Chapter 16.15. The landscaping treatment shall also meet the requirements for drive-through facilities. A landscape plan shall be submitted for review and approval prior to installation and the final certificate of occupancy.
- b. A photometric lighting plan shall be submitted for review and approval prior to certificate of occupancy that demonstrates a maximum of 0.1 lumens at all property boundaries.
- c. All exterior lighting shall be installed to direct inward
- d. The property shall be maintained free of trash and debris, tall weeds, or other nuisances as defined in Chapter 8.04 of the municipal code.
- e. Property shall be designed in a manner to ensure there is no water run-off associated with the car wash operations beyond the property lines.
- f. The vacuum motor equipment shall be maintained within a CMU block or masonry enclosure to mitigate noise from the pump. If it is determined that the planned

site improvements are not sufficient to mitigate noise output to a level in compliance with the City's adopted noise ordinance, the business owner shall conduct appropriate site improvements to reach noise compliance standards.

- g. Signage shall be reviewed under a separate application.
- h. Per minimum commercial use parking standards, a bike parking facility with four spaces shall be provided on-site.

The Lebanon Fire District conditions include, but may not be limited to:

- a. Plans shall be submitted for review and approval by the Lebanon Fire Marshal that demonstrates full compliance with the Oregon Fire Code and local amendments. Lebanon Fire Marshal approval shall be obtained prior to issuance of building permits.

The Engineering Department conditions include, but may not be limited to:

#### General

- a. This proposal includes installation of new public improvements. All public improvements shall:
  - (1) conform to the latest "City of Lebanon Standards for Public Improvements."
  - (2) require completion of a Drawing Review Application and a Public Improvements Permit prior to beginning construction.
  - (3) be designed by a professional engineer registered in the State of Oregon.
- b. An engineered site plan shall be submitted for review and approval for the site. The site plan must be submitted with an Application for Site Plan Review and associated fee. The site plan shall detail all site improvements necessary for the proposed development together with a grading and drainage plan.
- c. All elevations shown on plans submitted to the City must be on the NAVD 88 vertical datum to provide compatibility with the City computer aided mapping system.
- d. All private, onsite utilities must be reviewed and approved by the City Building Official.

#### Transportation

- e. Provide verification of Republic Services approval of location and turn around access to garbage and recycling containers.
- f. Provide a plan to demonstrate site lighting shall not glare or shine onto adjacent public streets or neighboring properties.
- g. No fence will be allowed over 36" in height in the building setback height and no fence over 30" in height in the intersection clear vision area.

#### Water

- i. The number and location of fire hydrants shall be approved by the Lebanon Fire Marshal. All new hydrants must be operational and accepted by the city prior to storage of combustible materials on site.

## Sewer

- j. An Industrial Discharge Permit issued by the City of Lebanon is required as part of the review process for building permit application.

## Storm Drainage

- k. The drainage system and grading plan shall be designed so as not to adversely impact drainage to or from adjacent properties. Storm drainage facilities must be designed and constructed to ensure historical rates of site discharge are not exceeded. Storm drain capacity shall be determined by the Rational Method for a 10-year event with a 15-minute minimum durations time as per City of Lebanon Storm Water Master Plan. A detailed design including engineering calculations shall be submitted as part of site plan review.
- l. With the engineering drawings, provide a grading plan for the sites that indicates existing and proposed elevations. Drainage improvements (ditches and or piping) may be required at the site boundaries to prevent adverse impacts. The engineering drawings must provide a detailed design (including calculations) of the drainage improvements and mitigation of any impacts to adjacent properties.
- m. Provide verification of Oregon DEQ NPDES permit issuance and all condition of permit issuance prior to construction.
- n. Provide a construction erosion prevention plan.

## Landscaping

- o. Any landscaping proposed in the public right of way shall have a maximum mature height of no more than 24 inches above the street grade and at least 3 feet from any fire hydrant. All landscaping proposed in the yard setback areas adjacent to public streets shall have a maximum mature height of no more than 36 inches above the street grade.

## X. PLANNING COMMISSION RECOMMENDED ACTIONS – PROPERTY LINE ADJUSTMENT& CONDITIONAL USE PERMIT

1. Approve the proposed Property Line Adjustment (PLA-25-02), and Conditional Use Permit (CU-25-01) subject to approval of the comprehensive plan and zoning map amendments adopting the written findings for the decision criteria contained in the staff report with the conditions of development; or
2. Approve the proposed Property Line Adjustment (PLA-25-02), and Conditional Use Permit (CU-25-01) subject to approval of the comprehensive plan and zoning map amendments , adopting modified findings for the decision criteria and conditions of development; or
3. Deny the proposed Property Line Adjustment (PLA-25-02), and Conditional Use Permit (CU-25-01) subject to approval of the comprehensive plan and zoning map amendments specifying reasons why the proposal fails to comply with the decision criteria; and

4. Direct staff to prepare an Order of Decision for the Chair or Vice Chair's signature incorporating the adopted findings as approved by the Planning Commission.

#### XI. PLANNING COMMISSION RECOMMENDED ACTIONS – COMPREHENSIVE PLAN AND ZONING MAP AMENDMENTS

1. Recommend the City Council approve the proposed Comprehensive Plan Map Amendment (CPMA-25-01) and Zoning Map Amendment (ZMA-25-01) to modify the Comprehensive Plan Map and Zoning Map designation from Mixed Use (C/Z-MU) to Commercial (C-CM/Z-HCM); or
2. Recommend the City Council approve the proposed Comprehensive Plan Map Amendment (CPMA-25-01) and Zoning Map Amendment (ZMA-25-01) to modify the Comprehensive Plan Map and Zoning Map designation from Mixed Use (C/Z-MU) to Commercial (C-CM/Z-HCM), adopting modified findings for the decision criteria and conditions of development; or
3. Recommend the City Council deny the proposed Comprehensive Plan Map Amendment (CPMA-25-01) and Zoning Map Amendment (ZMA-25-01) to modify the Comprehensive Plan Map and Zoning Map designation from Mixed Use (C/Z-MU) to Commercial (C-CM/Z-HCM), specifying reasons why the proposal fails to comply with the decision criteria; and
4. Direct staff to prepare an Order of Recommendation for the Chair or Vice Chair's signature incorporating the adopted findings as approved by the Planning Commission.







# NOTICE OF PUBLIC HEARING

## LEBANON PLANNING COMMISSION

NOTICE IS HEREBY GIVEN that a public hearing will be held before the Lebanon Planning Commission on **August 20 at 6:00 p.m.** in the Library Community Room located at 55 Academy Street, to afford interested persons and the general public an opportunity to be heard and give testimony concerning the following matter:

<b>Planning Case No.:</b>	CPMA-25-01, ZMA-25-01, CU-25-01, PLA-25-02
<b>Applicant:</b>	Thoroughbred Express Car Wash
<b>Location:</b>	3275 S Santiam Highway
<b>Map &amp; Tax Lot No.:</b>	12S02W23B 00114 & 115
<b>Request:</b>	Comprehensive Plan and Zone Map Amendments, Conditional Use & Property Line Adjustment
<b>Decision Criteria:</b>	Lebanon Development Code Chapters: 16.08, 16.20, 16.21, 16.22 & 16.27

**Request:** The applicant is requesting to change the Comprehensive Plan Map Designation from Mixed Use (C-MU) to Commercial (C-CM) and the Zoning Map Designation from Mixed Use (Z-MU) to Highway Commercial (Z-HCM) on the above-mentioned properties. The applicant is also requesting a Property Line Adjustment to consolidate the two lots and a Conditional Use Permit to construct and operate a car wash facility.



**Providing Comments:** The city will be accepting public comment on this item in a number of ways to afford interested persons and the general public an opportunity to give testimony on the subject matter. Written and verbal testimony will be accepted upon issuance of this notice, **until 5:00pm on Tuesday, August 19, 2025.** Written testimony may be emailed to [khart@lebanonoregon.gov](mailto:khart@lebanonoregon.gov) or mailed to the City of Lebanon at 925 S. Main Street, Lebanon, OR 97355, or delivered and dropped in the white mailbox in front of City Hall.

The public is invited to either participate in person at the Library Community Room or watch the meeting virtually on **August 20, 2025.**

If you wish to address the Commission under Public Comments or for a Public Hearing, click: <https://zoom.us/meeting/register/LHLKaXydTmi75bD0jduUWw> to register in advance for the meeting. You will receive a confirmation email containing information about joining the meeting. Attendees will need to register to receive the link to the meeting.

Please register **ONLY** if you wish to address the Commission. If you want to watch or listen to the meeting, please click this link [https://youtube.com/live/OXw\\_Id0vKy0](https://youtube.com/live/OXw_Id0vKy0) to watch on YouTube.

The agenda and application materials will be available for review on the City's website at <https://www.lebanonoregon.gov> seven days prior to the hearing.

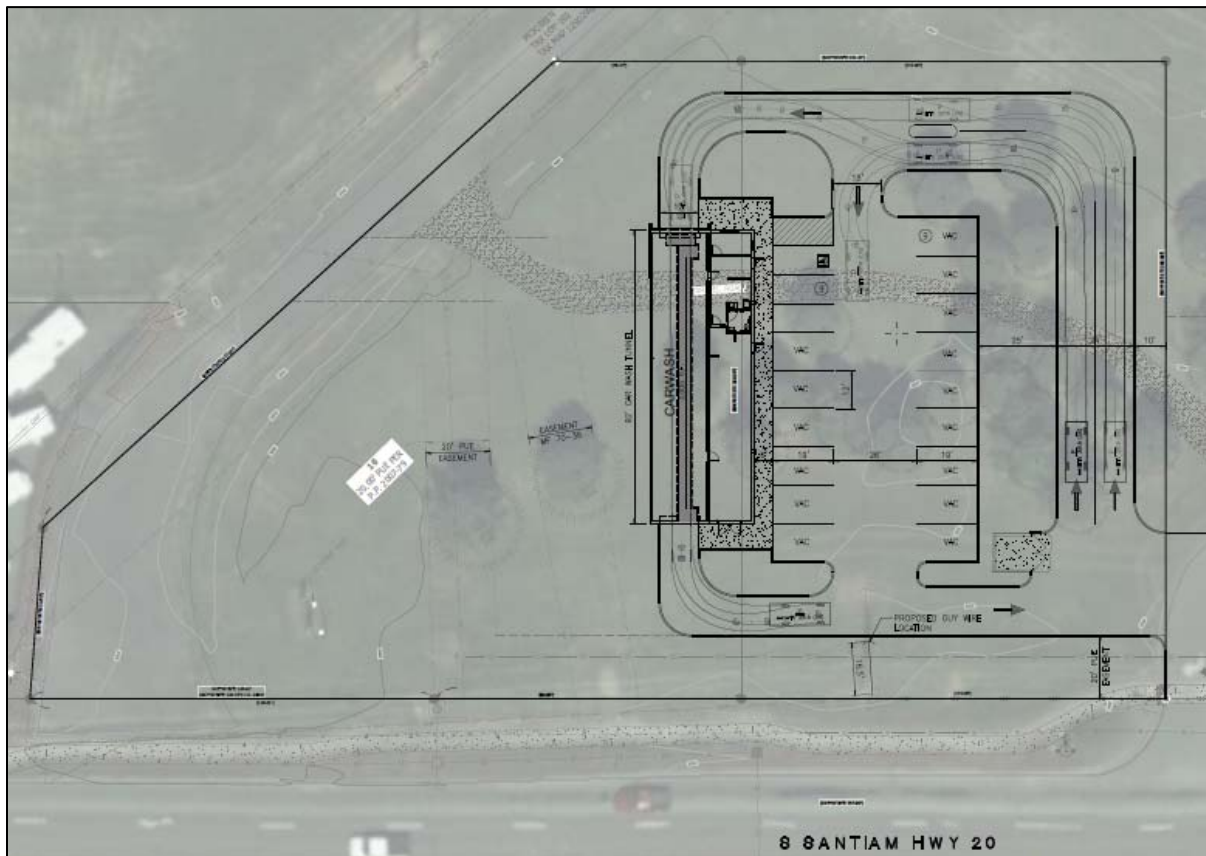
*CITIZENS ARE INVITED TO PARTICIPATE* in the public hearing and give written or oral testimony as described above that address applicable decision criteria during that part of the hearing process designated for testimony in favor of, or opposition to, the proposal. If additional documents or evidence are provided in support of the application subsequent to notice being sent, a party may, prior to the close of the hearing, request that the record remain open for at least seven days so such material may be reviewed.

**Action of the Planning Commission and Appeals:** The role of the Commission is to review the Comprehensive Plan and Zone Map Amendments and make a recommendation to the Lebanon City Council. A public hearing before the Council will be subsequently scheduled and notice provided. The Council decision is the final decision unless appealed to the Land Use Board of Appeals (LUBA). Failure to raise an issue in the hearing, orally or in writing, or failure to provide sufficient specificity to afford the decision makers an opportunity to respond to the issue precludes appeal to LUBA based on that issue.

**Appeals:** Failure to raise an issue in the hearings, in person or by letter, or failure to provide sufficient specificity to afford the decision makers an opportunity to respond to the issue precludes appeal to the Land Use Board of Appeals based on that issue. Administrative and Conditional Use Decisions of the Planning Commission may be appealed to the Lebanon City Council within 15 days following the date the Commission's final written decision is mailed. Only the applicant, a party providing testimony, and/or a person who requests a copy of the decision has rights to appeal a land use decision. The appeal must be submitted on the appeals form as prescribed by City Council with appropriate fee paid and must set forth the criteria issues that were raised which the applicant or party deems itself aggrieved. Please contact our office should you have any questions about our appeals process.

**Obtain Information:** A copy of the application, all documents and evidence relied upon by the applicant, and applicable criteria are available for inspection at no cost and will be provided at the cost of 25 cents per single-sided page. If you have questions or would like additional information, please contact City of Lebanon Community Development Department, 925 Main Street; phone 541-258-4906; email [cdc@lebanonoregon.gov](mailto:cdc@lebanonoregon.gov)

**The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours before the meeting to 541-258-4906.**





**BARGHAUSEN**  
A DIVISION OF CORE STATES GROUP

**CORE  
STATES**

## **Project Narrative**

Comprehensive Plan Amendment and  
Rezoning Request

### **PREPARED BY**

Barghausen Consulting  
Engineers, LLC

Thoroughbred Express Car Wash

### **PREPARED FOR**

Blitz Holdings, LLC

### **CLIENT ADDRESS**

3120 139th Avenue S.E., Suite 500  
Bellevue, WA 98005

### **SITE ADDRESS**

3333 S Santiam Hwy  
Lebanon, OR 97759

### **PROJECT NO.**

23871

### **DATE**

07/03/2025

### **JURISDICTION**

City of Lebanon

## **Project Overview**

The subject property spans 1.35 acres on two (2) parcels designated as Mixed Use under the City of Lebanon Development Code. As car washing facilities are not permitted within the Mixed Use zone, this application requests an amendment to the comprehensive plan and zoning designations, and a Conditional Use Permit approval to allow a car wash as a primary use on the site. As noted, the proposed use would be subject to approval through the City's Conditional Use Permit process. A Property Line Adjustment is proposed to remove the lot line separating the two (2) subject parcels, consolidating them into a single unified lot.

The project consists of constructing an approximately 92-foot car wash (3,005 square feet) featuring two (2) stacking lanes for up to 22 vehicles. Site improvements will include 18 parking spaces, complimentary vacuums, ADA-accessible and standard parking, a trash enclosure, exterior lighting, and landscaping.

## **Surrounding Uses**

The project site is currently vacant. Surrounding land uses reflect a mix of commercial and vacant parcels; a transitional area for continued development. To the north of the site lies additional vacant land and to the south of the site is an established Walmart. To the east, a future Tractor Supply Company store is planned, contributing to the array of commercial uses in the area, and to the west lies used car dealership representing existing automotive-related commercial activity along the frontage.

## **Site Characteristics**

The wash tunnel is in the center of the parcel. Access is provided via internal drive aisles on the north and east sides of the property. The entrance to the car wash starts at the southeast corner and extends along the property line to maximize queuing. No direct access is proposed along South Santiam Highway, reducing the likelihood of significant impacts to the existing roadway. Parking spaces with free vacuums will be located at the center of the site and to the side of the tunnel wash building.

## **Architecture**

The architectural features of our proposed project contribute to the aesthetic appeal and functionality of the surrounding area. To showcase the building design's compatibility with the surrounding development, we have prepared site rendering exhibits that show how the project will align with surrounding uses. The building's material, finish, and color palette feature materials like concrete masonry and metal siding to provide a sleek, cohesive look. Material changes and building form modulation are incorporated to both horizontally and vertically break up the massing of the building.

In addition to the aesthetic considerations, site lighting will be provided as part of the project for the safety and security of all customers, pedestrians, and employees. Outdoor lighting, including parking lot security lighting and building façade illumination, will be installed with shields directing light toward the project site while preventing glare from adjacent land uses and rights-of-way. This comprehensive approach ensures that our project meets the visual expectations outlined in the City's comprehensive plan but also prioritizes safety and security within the environment.

## **Lebanon Development Code Criteria**

The Lebanon Development Code requires certain criteria to be met to allow a Comprehensive Plan Amendment and Rezoning approval. The following responses demonstrate how the proposed Thoroughbred Car Wash meets the LDC approval criteria:

- **LDC Article 2: Land Use Zoning**

**Response:** The proposed project includes a request to amend the City of Lebanon's Comprehensive Plan designation from Commercial Mixed Use to Commercial on the subject

parcels, along with a site-specific rezone from Mixed Use to Highway Commercial. This Comprehensive Plan amendment is intended to better align the property's designation with the current and anticipated land use demands along South Santiam Highway (Highway 20), a key commercial corridor in the city. The proposed rezone from Mixed Use to Highway Commercial complements the Comprehensive Plan amendment and is designed to support a broader range of commercial uses that are more suited to highway frontage. This adjustment will facilitate development that serves the surrounding community. In tandem with the rezone, a Conditional use permit is requested for the development of the car wash facility, consistent with the goals of the Highway Commercial zone. The project intends to contribute to a more balanced and accessible commercial environment in accordance with the City of Lebanon's long-term growth objectives.

- **LDC Article 3: Community Development and Land Use Standards**

**Response:** The proposed Thoroughbred Express Car Wash is designed to comply with all applicable Community Development and Land Use Standards outlined in Article 3 of the City of Lebanon's Development Code. The project will adhere to the requirements associated with the Highway Commercial zoning designation and the Commercial Comprehensive Plan designation, ensuring consistency with the City's vision for development along the South Santiam Highway corridor. All site planning, building design, landscaping, access, and other development elements will be aligned with these standards to promote a high-quality, compatible, and community oriented commercial use.

The table below outlines the applicable development standards for the Highway Commercial zone and demonstrates how the proposed project complies with each requirement.

Standard	Required	Provided
Minimum Front Yard Setback:	10 Feet	54 feet to the car wash tunnel exit.
Minimum Side Yard Setback:	10 Feet	128 feet from the southeast property line; 192 feet from the northwest property line.
Minimum Rear Yard Setback	0 Feet	The car wash tunnel is approximately 53 feet from the eastern property line.
Minimum Lot Width	None	The property is approximately 355 feet wide.
Minimum Lot Depth	None	The property is approximately 200 feet deep.
Minimum Lot Area	None	The lot area is 1.35 acres.
Maximum Building Coverage	100%	Approximately 5% of the site is covered by the car wash tunnel building.
Maximum Impervious Surface	None	The site will include landscaping and currently proposes 5% building coverage. The total impervious area is not yet finalized but will be limited through site design.
Maximum Building Height	45 feet	The building height is 22 feet from the top of the parapet.

Parking	A minimum of 2 employee spaces not associated with the vacuum shall be maintained on site at all times.	Two (2) standard parking stalls for employee parking, in addition to an ADA stall.
Landscape	10-foot landscape area on front and rear side yards to are to be landscaped.	20-foot landscape area from South Santiam Highway; 10-foot landscape area on both the east and west sides of the site.
Landscape (Parking)	Parking lots shall have landscaped islands at the end of parking rows	Landscape islands are provided at the ends of both parking rows.

- **LDC Article 4: Land Use and Development Reviews, Decision Requirements and Procedures**

**Response:** The project team acknowledges that it is subject to the applicable land use and development review processes as outlined in Article 4 of the City of Lebanon Development Code. This includes, but is not limited to a Comprehensive Plan Amendment, Rezoning Application, a Property Line Adjustment, and a Conditional Use Permit. The project team will coordinate with City Staff to ensure that all required application materials, public notice, and review procedures as required are completed with City requirements. Additionally, the project will obtain all necessary construction and development permits prior to the commencement of any site work, consistent with the City's adopted review and approval processes.

- **LDC Article 5: Exceptions to Code Standards.**

**Response:** The project team acknowledges LDC Article 5 and understands that the chapter is intended to offer a degree of flexibility in applying development standards, recognizing that not all sites or situations can be addressed through a singular approach. The procedures for variances and adjustments serve as an important role in allowing reasonable development where strict application of the Code would otherwise result in unintended constraints, while still upholding the overall purposes and integrity of the Code. The proposed rezone and conditional use permit align with this intent and is consistent with the City of Lebanon's development goals. The future development of the car wash project will be thoughtfully designed in accordance with the City of Lebanon's Development Code, ensuring both compatibility and compliance with applicable standards.

## Conclusion

The proposed rezone, comprehensive plan amendment, property line adjustment, and conditional use permit for the Thoroughbred Car Wash project support the City's long-term planning goals for the project area and are consistent with the intent and provisions of the Development Code. The request will promote economic development, efficient site utilization, and compatibility with surrounding uses. Approval of this request will enable development that aligns with the City of Lebanon's vision for growth and community needs. For these reasons, the approval of the proposed rezone and comprehensive plan amendment for the Thoroughbred Car Wash project is respectfully requested.





# LAND USE APPLICATION

## PROPERTY INFORMATION

Site Address(es): 3275 S Santiam Hwy
Assessor's Map & Tax Lot No.(s): 12S02W23B00114 Tax Lot: 115
Comprehensive Plan Designation / Zoning Designation: Mixed Use / Mixed Use
Current Property Use: Vacant
Project Description:
Construction of a new Thoroughbred Express Car Wash including construction of a 2,550 sq ft building, 15 vacuum stations and multimedia pay terminals.
Site improvements will include business signage, asphalt paving and striping, trash enclosure, lot lights, and landscaping.

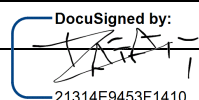
## APPLICANT / PRIMARY CONTACT INFORMATION

Applicant: Conner Hayes	Phone: 206-518-2907
Address: 3120 139th Ave SE, Suite 500	Email: conner@blitzpnw.com
City/State/Zip: Bellevue, WA 98005	
<i>I hereby certify that the statements, attachments, exhibits, plot plan and other information submitted as a part of this application are true; that the proposed land use activity does not violate State and/or Federal Law, or any covenants, conditions and restrictions associated with the subject property; and, any approval granted based on this information may be revoked if it is found that such statements are false.</i>	

APPLICANT SIGNATURE	Date:
---------------------	-------

## PROPERTY OWNER INFORMATION (IF DIFFERENT THAN ABOVE)

Owner: Restaurant Acquisition & Devlpmt LLC	Phone:
Address: 27261 Las Ramblas Ste 100	Email:
City/State/Zip: Mission Viejo, CA 92691	
OWNER SIGNATURE	Date: 6/24/2025

DocuSigned by:  
  
 21314E9453F1410...

## ADDITIONAL CONTACT INFORMATION

<b>Engineer / Surveyor:</b> Nathan Machiela, Senior Civil Project Manager	Phone: 425-656-7456
Address: 400 Columbia Point Drive, Suite 101-B	Email: nmachiela@barghausen.com
City/State/Zip: Richland, WA 99352	

<b>Architect:</b> Logan Piburn, Senior Project Architect	Phone: 425-656-7455
Address: 18215 72nd Avenue South	Email: lpiburn@barghausen.com
City/State/Zip: Kent, WA 98032	

<b>Other:</b> Glenna Turek, Project Planner	Phone: 425-656-7484
Address: 18215 72nd Avenue South	Email: gturek@barghausen.com
City/State/Zip: Kent, WA 98032	

THE CITY THAT FRIENDLINESS BUILT



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APPLICANT SIGNATURE	Date:
---------------------	-------

## PROPERTY OWNER INFORMATION (IF DIFFERENT THAN ABOVE)

Owner: Robert Freres, Freres Engineered Wood	Phone: 541-859-4224
Address: 141 14th Street	Email: rob@frereswood.com
City/State/Zip: Lyons, OR 97358	
OWNER SIGNATURE	Date: 6/24/2025

DocuSigned by:

Rob Freres

554E950265384C5

## ADDITIONAL CONTACT INFORMATION

Engineer / Surveyor: Nathan Machiela, Senior Civil Project Manager	Phone: 425-656-7456
Address: 400 Columbia Point Drive, Suite 101-B	Email: nmachiela@barghausen.com
City/State/Zip: Richland, WA 99352	

Architect: Logan Piburn, Senior Project Architect	Phone: 425-656-7455
Address: 18215 72nd Avenue South	Email: lpiburn@barghausen.com
City/State/Zip: Kent, WA 98032	

Other: Glenna Turek, Project Planner	Phone: 425-656-7484
Address: 18215 72nd Avenue South	Email: gturek@barghausen.com
City/State/Zip: Kent, WA 98032	

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**REQUIRED SUBMITTALS**

- ☐ Application and Filing Fee
- ☐ Narrative Describing the Proposed Development and addressing the Decision Criteria
- LDC Article Two Land Uses and Land Use Zones
- LDC Article Three Development Standards
- LDC Article Four Review & Decision Requirements
- LDC Article Five Exceptions to Standards (eg Variance, Non-Conforming Uses)
- ☐ Site Plan(s) drawn to scale with dimensions, Include other drawings if applicable
- ☐ Copy of current Property Deed showing Ownership, Easements, Property Restrictions

**APPLICATIONS**

**\*If more than one review process is required, applicant pays highest priced fee, then subsequent applications charged at half-price.**

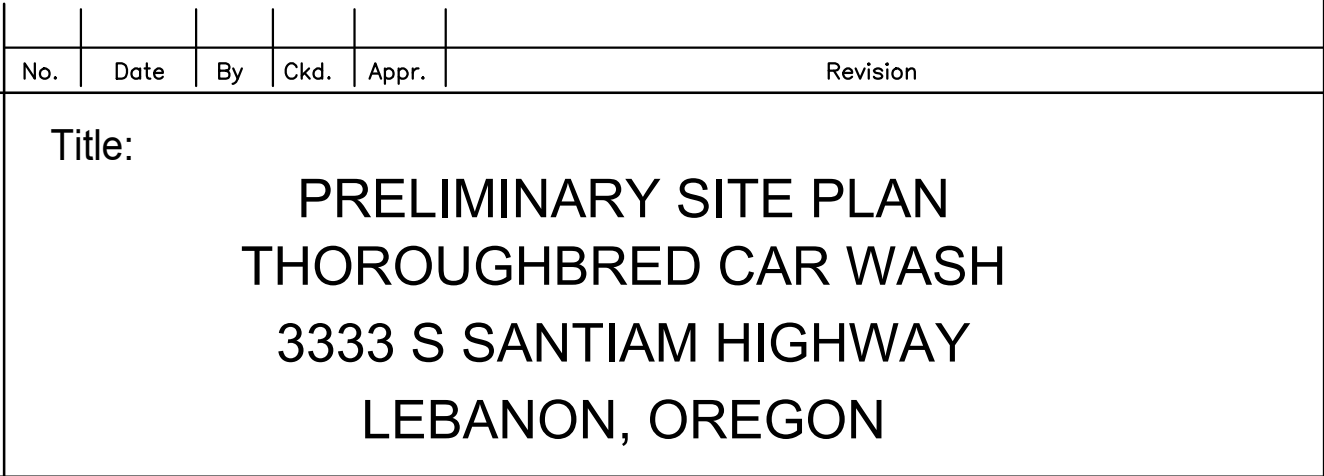
Land Use Review Process		Fee	Land Use Review Process		Fee
	Administrative Review	\$750		Planned Development – Preliminary	\$2,500
	Administrative Review (Planning Commission)	\$1,500		Planned Development – Final (Ministerial)	\$250
	Annexation	\$2,500		Planned Development – Final (Administrative)	\$750
	Code Interpretation	\$250		Planned Development – Final (Quasi-Judicial)	\$1,500
1	Comprehensive Plan Map/Text Amendment	\$2,500		Subdivision Tentative	\$1,500
1	Conditional Use	\$1,500		Subdivision Final	\$750
	Fire District Plan Review	\$125		Tree Felling Permit (Steep Slopes only)	\$150 + \$5/tree
	Historic Preservation Review or Register	Varies		UGB Amendment	Actual Cost
	Land Partition	\$750		Variance (Class 1 – Minor Adjustment)	\$250
	Ministerial Review	\$250		Variance (Class 2 – Adjustment)	\$750
	Non-Conforming Use/Development	\$750		Variance (Class 3)	\$1,500
1	Property (Lot) Line Adjustment	\$250	1	Zoning Map Amendment	\$2,500


**APPLICATION RECEIPT & PAYMENT**

Date Received:	Date Complete:	Receipt No.:
Received By:	Total Fee:	File No.:

THE CITY THAT FRIENDLINESS BUILT





Job Number  23871	 <b>Barghausen Consulting Engineers, LLC.</b> 18215 72nd Avenue South Kent, WA 98032 425.251.6222 <b>barghausen.com</b>	Designed ____	Scale:	For:	THOROUGHbred CAR WASH
Sheet  SP-1		Drawn ____	Horizontal		
of ____		Checked ____	-		
		Approved ____	Vertical		
		Date 7/01/25	-		







02  
3D VIEW - NORTH

CWA2.2 SCALE: NTS



01  
3D VIEW - SOUTH - FROM HWY 20

CWA2.2 SCALE: NTS

Revision					
No.	Date	By	Ckd.	Appr.	
Title: 3D RENDERINGS THOROUGHbred CAR WASH 3333 S SANTIAM HIGHWAY LEBANON, OREGON					

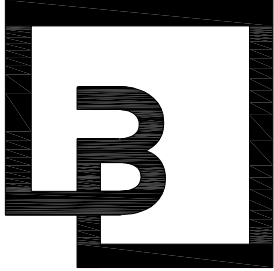
For: THOROUGHbred CAR WASH

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Scale:
Horizontal
Vertical
—

Designed <u>LP</u>
Drawn <u>SAS</u>
Checked <u>LP</u>
Approved <u>—</u>
Date <u>06/16/25</u>

**Barghausen Consulting Engineers, LLC.**  
18215 72nd Avenue South  
Kent, WA 98032  
425.251.6222 **barghausen.com**

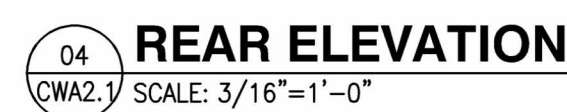
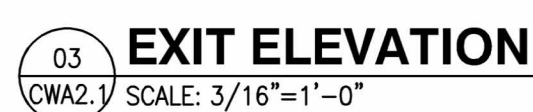
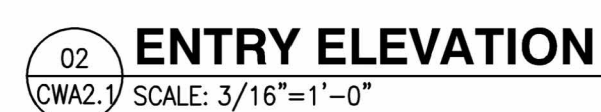


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23871
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- PT-1 COLOR TO MATCH MTL-1

Job Number  
23871

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