



MEMORANDUM

Date: July 20, 2023

To: Luke Winchester, Chairman
and Planning Commission

From: Jennifer Hamblen, Planning Director
Jon Baughman, Deputy Planner

Re: U-Haul, U-Box Self Storage
LUA, PMDP PUD
Map – 52L, Group D
Parcel(s) – 17

Request: Submitted by Bridgepoint Inc., on behalf of their client Uhaul, the applicant is seeking a Land Use Amendment from Thoroughfare Commercial to Business Development, Preliminary Master Development Plan approval and a Rezone from CG to IR-PUD. The subject property is located at 100 Grandview Circle in District 2.

Overview: The development area is located on the corner of Lebanon Road and Grandview Circle, adjacent (west) to the existing Uhaul Moving and Storage facility at 14535 Lebanon Road. Property under Wilson County jurisdiction is located to the north. The property is zoned CG (commercial general) and is approximately one acre in area. The owner of the property is Five Sac Self Storage Corporation. The property was acquired by Five Sac Self Storage on 3/7/2017. The site is currently used for parking Uhaul trucks on a (non-compliant) gravel surface. Staff met with the applicant on several occasions, over several years, to discuss the project and to illustrate the challenges this use would present in this location. A prior request for a Land Use Amendment was denied in 2021; this is a very similar request, albeit with a PUD overlay now requested. The proposed use is for a multi-level, climate-controlled pod self-service storage building, a use only permitted in industrially zoned locations. If the land use amendment and rezone are approved, the proposal for the location is for a 9,400sf, three story, enclosure storage facility.

REQUEST SUMMARY	Land Use Map	Requested Classification	Current Zoning	Requested Zoning
Bridgepoint/Five Sac Self Storage	Thoroughfare Commercial	Business Development	CG (Commercial General)	IR-PUD

Future Land Use Plan: The City's future land use plan identifies the parcel as Thoroughfare Commercial. Two zoning districts are compatible with the Thoroughfare Commercial: CG (Commercial General) and CRC (Commercial Retail Center). The Future Land Use Plan does not identify any property in the vicinity as Business Development. The Future Land Use Plan does not support this request.

Zoning: The property is currently zoned CG. Self-service storage units and warehousing and other forms of storage are not permitted on CG zoned property or any other commercial districts in the

City. In November of 2016, the Planning Commission made a positive recommendation to the Board of Commissioners to remove the use of self-storage within the commercial districts. This was due to the high concentration of this use in certain areas of the city, one being the Lebanon Road corridor. The planner at the time opined that the city needed to protect the aesthetics along these corridors, that are considered gateways to the city. The BOC ultimately approved the amendment to remove self-storage from commercial districts in January of 2017. This property was purchased by U-Haul in March 2017. Self-service storage and warehousing and other forms of storage are permitted on industrially zoned property only, I-R (industrial restricted) and I-G (industrial general) specifically. Surrounding zoning districts are CG in the City and R-1 and C-1 in Wilson County. No industrially zoned property exists in the vicinity of this proposal, in the County or the City.

Findings: In reviewing the requested zoning actions, staff finds that the request DOES NOT agree with all the following findings, as contained in the zoning ordinance. The proposed annexation and rezone:

- 1. IS NOT agreement with the general plan for the area, and*
- 2. does not contravene the legal purposes for which zoning exists, and*
- 3. will have no adverse effect upon joining property owners, unless such effect can be justified by the overwhelming public good or welfare, and*
- 4. is not materially beneficial to a property owner or small group of property owners and will not be detrimental to the general public, and*
- 5. is possible because conditions affecting the area have changed to a sufficient extent to warrant an amendment to the zoning map, and*
- 6. allows uses by right, for which the base infrastructure is in place or will be required, to support their operation.*

Preliminary Master Development Plan:

Bulk Standards: The parcel is 41,036sf. The bulk standards for IR zoning are met via the information in the site data table.

Vehicular Access: The location, a corner lot, allows new access via Grandview Circle, rather than an additional curb cut on Lebanon Road. The site is also connected internally to the existing Uhaul facility to the east and will share their access. A loading dock is located on the rear (north) of the building. Drive aisle width throughout the site is not identified, supplemental regulations for self-storage requires 24' minimally; identify this on subsequent submittals.

Streets/Sidewalks: Six-foot-wide sidewalk is proposed along the entire development frontage, along Grandview Circle and Lebanon Road. Staff requests striping from the sidewalk along the right-of-way to the main entrance from a logical location. There isn't any sidewalk proposed internally, i.e. around the building.

Parking: Eight truck parking spaces (35'x12') and one ADA (10'x20') accessible space is provided. Per code, four standard size spaces for customers are required. As the developer does not anticipate the need for customer parking, this has not been included. The parking that is provided is arranged along the Lebanon Road frontage for maximum visibility of the trucks for

advertising/visibility purposes only. Staff requests that truck parking be placed in the rear of the building.

Bicycle parking is not provided, provide one rack with five spaces. Supplemental regulations for self storage requires at least two parking spaces, just one ADA 10'x20' space is provided, the rest are 12'x35' truck spaces.

Landscaping: The landscape plans are under review by the City's consultant and comments are forthcoming. Supplemental industrial buffering regulations require a 100' wide buffer adjacent to residentially zoned property, the landscaping proposed doesn't not meet this requirement with only 20' width and privacy fence provided in lieu of the full width. The applicant is seeking to waive this requirement, through a variance.

7-103.9 Industrial Design Guidelines: The plans indicate that the building will be 9,400sf and three stories (33'11"). Elevations are not provided in the plans set, simply a color rendering which depicts a brick and stone building with Uhaul trucks parked along Lebanon Road in front of it. Façade materials appear to be brick and stone. The rendering provided with the plans doesn't include any view of the building aside from the front; all four sides shall be 100% brick or stone.

Wall mounted exterior lighting fixtures shall be decorative designs, wal-paks are not permitted. Parking lot lighting shall be decorative fixtures atop black poles. HVAC equipment, if roof mounted shall be screened entirely from horizontal view via the building's parapet wall. Should the applicant choose a ground mounted HVAC system, it shall be fully screened via a screen wall, or enhanced landscaping. Any wall mounted utility and meter equipment shall be screened with masonry or painted to match the building façade.

3-104 Supplemental Provisions for Industrial: Self-service storage. In any districts where authorized as a use permitted with supplemental provisions (SUP), the following supplementary regulations shall apply to uses classified in the self-service storage activity type:

- a. No self -storage facility shall be approved upon a lot less than two acres in size. The property is .93 acres in size.
- b. All storage shall be kept within an enclosed building, except propane or a gasoline engine or storage tanks or any boat or vehicle incorporating such components, which shall be stored in designated screened exterior areas. This provision shall not be interpreted to permit the storage of partially dismantled, wrecked, or inoperable vehicles.
- c. A barrier shall be provided around the perimeter of the facility. Said barrier shall be located at the setback line and may consist of either the solid facades of the storage buildings or a fence. If the barrier is to be provided by a fence, said fence shall be a minimum of six feet in height and shall be constructed of opaque or semi-opaque materials that will prevent the passage of light and debris, such as brick, stone, architectural tile, masonry units, wood, or similar materials, but expressly prohibiting woven wire. The applicant is proposing a fence 20' from the property line, while 100' is required due to the Industrial zoning request, against residential.
- d. No business activity other than the rental of storage units and pick-up or deposit of dead storage shall be conducted on the premises. All contracts for rental of self-storage facilities shall include clauses prohibiting the storage of flammable liquids, highly combustible or explosive materials or hazardous chemicals and the use of the property for any purpose

other than dead storage. Examples of prohibited activities include, but are not limited to the following:

- i. Auctions, commercial wholesale or retail sales or miscellaneous or garage sales.
 - ii. The servicing, repair or fabrication of motor vehicles, boats, trailers, lawn mowers, appliances or other similar equipment.
 - iii. The operation of power tools, spray painting equipment, table saws, lathes, compressors, welding equipment, kilns or other similar equipment.
 - iv. The establishment of a transfer or commercial warehouse business.
- e. One parking space for every 200 storage cubicles or fraction thereof shall be located adjacent to the project office. A minimum of two such spaces shall be provided. Only truck parking for high visibility advertising is provided along Lebanon Road, one parallel accessible space is provided.
 - f. Driveway aisles shall be a minimum of 24 feet in width. A driveway aisle where access to storage units is only on one side of the aisle may be 20 feet in width. The applicant needs to label aisle widths.
 - g. The maximum size of a storage unit shall be 600 square feet, and no more than 4,000 square feet shall be leased to a single tenant. Pods will be utilized for storage, no customers on site.
 - h. All outdoor lighting shall be shielded so as to direct light and glare only onto the premises of the self-service storage facility and away from all adjoining property. Such lighting may be sufficient to discourage vandalism and theft.

Other: Provide a trash receptacle at each main entrance, provide details. Should a dumpster be used, it shall meet all requirements of the City's zoning ordinance. All poles and posts shall be powdercoated black, channel posts are not permitted.

Waivers/Variations: The following waivers/variances are requested:

1. 3-104.7 14a: Self storage shall not be approved on lots less than two acres. **STAFF DOES NOT SUPPORT**
2. 3-104.7 14c: A barrier shall be provided around the facility. **STAFF SUPPORTS, however low maintenance material shall be utilized such as trex or pvc, for the proposed fence.**
3. 7-103.4 7a: 100' yard adjacent to residential. **STAFF DOES NOT SUPPORT**
4. 7-13.7: Industrial Design Guidelines: Metal panels on the parapet wall. **STAFF DOES NOT SUPPORT**

Summary: The City's future land use plan does not support the request for I-R zoning in this location. The existing Uhaul facility, to the east, is a pre-existing nonconforming use, this PMDP, if approved, adds another 0.942 acres and 9,400sf of industrial use to a busy commercial corridor. This request is an example of spot zoning as there are no other industrially zoned properties in this area. Approval may set precedent for other ill-conceived land use amendment and rezone requests in the future.

Recommendation: Staff recommends forwarding a negative recommendation for the Land Use Plan amendment, Preliminary Master Development Plan and Rezone to the Board of Commissioners for Uhaul at 100 Grandview Circle with the following conditions.

Planning and Zoning:

1. Correct the land use plan district in the site data table.
2. Include the signature block for recording the Preliminary Master Development Plan.
3. Provide a connection from the sidewalk along Lebanon Road or Grandview Circle to the main building entrance via striping and pavement.
4. Remove truck advertisement parking along Lebanon Road.
5. Reconfigure the site to place the building closer to the front setback, with all parking in the rear.
6. Provide vehicle parking spaces in addition to the ADA space adjacent to the building per supplemental regulations and parking regulations. Oversized truck advertisement parking spaces do not qualify toward minimum requirements.
7. Identify the drive aisle width.
8. All waivers are subject to Planning Commission and Board of Commissioner approval.
9. Provide decorative trash receptacles near the main entrances.
10. Provide drive aisle dimensions, supplemental regulations require 24' width minimally.
11. Provide information on the size of the storage units within, supplemental regulations require between 600 and 4,000s.f.
12. Should the use change, or the site is converted to traditional self-storage, the applicant shall submit a Major PUD Amendment to the Planning Commission and Board of Commissioners for review and approval; and the site shall be subject to improvements.
13. Correct parking calculations in Site Data Table, provide proposed parking dimensions.
14. Wall Packs are not permitted. Building and parking lighting shall be decorated in nature. The proposed wall pack on sheet C5.1, is not acceptable.

Public Works:

1. The driveway access to Lebanon Road shall meet ADA compliance within the crosswalk (max 2% cross-slope).
2. The frontage sidewalk shall be within a public access easement for portions not located within the ROW. The public access easement shall be executed and recorded prior to the issuance of the Land Disturbance Permit.
3. Maintenance of the sidewalk within the public access easement shall be the responsibility of the owner.

WWUD:

1. The existing water lines need to be shown. There is an existing 6" water line that maybe impacted by the grading, sidewalks and landscaping along Grandview.
2. A backflow device is required for the irrigation line.
3. There was not a domestic service shown to the proposed building.