



MEMORANDUM

Date: April 16, 2026

To: Luke Winchester, Chairman
and Planning Commission

From: Jon Baughman, City Planner
Jill Johnson, Planner I

Re: Lock Box Storage
LUA and RZ
Map - 53
Parcel(s) – 46.00

Request: Darren Raines, owner and applicant, of the existing Lock Box Storage, is requesting approval for a land use amendment, rezone and preliminary master development plan approval for an expansion of the Lock Box Storage center, located at 12337 Lebanon Rd., located in District 1. The parcel proposed is owned by the Lock Box Storage, and is the parcel (046.00) located directly east of the existing property at 12337 Lebanon Rd.

History/Overview: The property is 4.84 acres on the north side of Lebanon Rd., just to the east of and directly next door to the existing Lock Box Storage facility and to the west of Countryside Animal Hospital. The property is owned by the Lock Box Storage facility and currently being used for vehicular storage. The intent is to discontinue the vehicular storage use and expand the storage facility with the addition of seven (7) new storage buildings. The applicant began this process in 2023 but did not follow through with the submittal.

The request via the land use amendment is to change the northern portion, approximately 4.10 acres of the property, from Thoroughfare Commercial to Business Development Center, and rezone this same portion of the property to IR, Industrial restrictive which would allow the requested use. The property is currently zoned CG, commercial general. The applicant is requesting to maintain the remaining southern portion of approximately 0.74 acres, as CG, Commercial General, with no intended improvements. The current Lock Box Storage facility to the west, is zoned CG, Commercial General, and is considered legally non-compliant.

REQUEST SUMMARY	Land Use Map	Requested Classification	Current Zoning	Requested Zoning
Map 53 Parcel 046.00 Lockbox self storage	Thoroughfare Commercial	Business Development Center	CG, Commercial General	IR-PUD, Industrial Restrictive Planned Unit Development & CG, Commercial General

Future Land Use: The City's future land use map identifies the entire property as Thoroughfare commercial. The future land use map shows the adjacent properties as Thoroughfare commercial to the east, west and south, and medium density residential the north. The land use plan does not support a request for a Business Development Center on this parcel.

Zoning: The zoning on this parcel is CG, Commercial General, along with the existing Lock Box Storage site, which is considered legally non-conforming for self-storage use. The applicant is seeking IR, industrial restrictive, with a PUD overlay for the northern portion of the site, which equates to approximately 4.10 acres, should the land use plan be amended. There would be no change to the southern portion (approx. 0.74 acres) of the lot.

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

1. *is NOT in 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:

Location/History: This development site is located on the North side of Lebanon Road. The current zoning on the entire parcel is CG, commercial general, with the request for a land use amendment and subsequent zoning for portion of the property to IR, industrial restrictive, which maintain the CG, commercial general zoning on the southern portion of the lot.

7-103 Bulk Standards: The total acreage of the proposed development is 4.84 acres, that should the Land Use amendment be approved include the proposed seven (7) self-storage warehouse buildings. Building one, 4,800 sf, building two, 8,550 sf, buildings three, four and five are all 9,000 sf each, building six, 7,800 sf, and building seven (multi-story), 39,500 sf. The building coverage proposed at approximately 44% (87,650 sf) meets within the maximum allowance of 50%. The impervious surface ratio maximum is 70%, the current lot is being utilized as a vehicular storage area is currently at 50% (104,439 sf) and proposed to 70% (148,848 sf). The maximum height is 35', with buildings one through six averages under 15', and building seven is 30', all within the maximum height limitations.

Streets/Sidewalks/Access: Vehicular access is proposed via the existing driveway with ingress/egress obtained via Lebanon Road. A six-foot wide sidewalk is proposed/required along the Lebanon Road frontage with a pedestrian connection to the site via a sidewalk and striping.

Article IX Parking: Parking data indicates the parking for self-storage use at one space for each 5,000 sf of gross floor area (87,650 sf), two spaces for the rental office and one space for each employee, along with ADA spaces. The approximate total for parking would be 20 spaces. Insufficient parking areas are shown but will be required upon site plan submittal. The applicant noted that they intend to share parking areas with the existing self-storage operations existing on the immediate parcel to the west.

Article X Landscaping: The full landscape plan will be required upon submittal of the site plan/FMDP, along with a full photometric plan. Staff has requested that the robust existing tree line buffers to the North and East be maintained to the fullest extent possible for effective screening.

7-103 Industrial Design Standards: Elevations have been provided that indicate materials of both brick and hardie board siding. A waiver has been requested by the applicant for the extensive use of the secondary materials. The elevations provided will correspond with the existing storage facilities adjacent to the proposed new buildings.

Variances/Waivers – The following waivers are requested:

1. 7-103 Industrial Design Standards: Request to deviate from the material standards to allow – minimal brick, along with hardie board masonry siding. **STAFF SUPPORTS THE ELEVATIONS AS PROPOSED AS THEY ARE IN CONCERT WITH THE TYPE OF STRUCTURES ALREADY EXISTING ON THE ADJACENT LOT, AND IN CONCERT WITH THE PROPOSED USE AND GENERAL AREA.**
2. 7-103 Yard Regulations: *Special provisions applying to required yards and building setbacks along district boundaries coincident with side or rear lot lines of zone lots located in any residential district.*
 - a. *Required yards along district boundaries coincident with side or rear lot lines.* Within I-R and I-G, Industrial Districts, along such portion of the boundary of the industrial district which coincides with a side or rear lot line of a zone lot in any residential district, an open area unobstructed from the ground to the sky shall be provided within the industrial district. Within both I-R districts and I-G districts, the width shall be 100 feet, unless supplementary landscaping and buffering plans are approved by the Planning Commission. No portion of this open area shall be used for off-street parking, off-street loading or for storage or processing of any kind. No portion of this open area shall be paved, graveled or used for parking or as an access way of any type.
THE PLANS INDICATE A STANDARD 20' REAR SETBACK WITH DRIVE AISLES WITHIN. STAFF SUPPORTS THIS REQUEST IF THE DRIVE AISLES ARE REMOVED FROM THE YARD AND A 20' WIDE TYPE D BUFFER WITH A LOW MAINTENANCE PRIVACY FENCE IS PROVIDED IN LIEU.
3. Article IX. – Parking: 20 spaces are required by code. 20 spaces are in excess of what is typical for this use, as most consumers utilize the area in front of their assigned unit. The applicant must request a waiver from this requirement should they choose to reduce the required number of spaces. **STAFF SUPPORTS THE REDUCTION IN PARKING SPACES, AS THE NEED FOR EXCESSIVE PARKING IS UNNECESSARY, AND WILL BE UNDER**

UTILIZED, CONSIDERING THE USE. THE APPROPRIATE NUMBER OF SPACES WILL BE DETERMINED AT SITE PLAN REVIEWED

Summary: The City's future land use plan identifies the subject property as thoroughfare commercial and the applicant's request for business development center is not supported by the land use plan. The proposed function of this site mirrors the adjacent property, as being utilized for self-storage. The existing property is currently legally non-conforming and no intended change in use is proposed. Staff is of the opinion that the proposed use and structures will constitute an improvement over the existing conditions at the site. Should the commission approve the land use plan amendment and rezone, a site plan and final master development plan will be required for review.

Recommendation: The applicant's request for a business development center is not supported by the land use plan; therefore, staff cannot support the request to amend the land use plan. Should the Planning Commission make a positive recommendation to the Board of Commissioners for the land use amendment, rezone and preliminary master development plan, please include the following conditions:

Planning and Zoning:

1. 7-104, Industrial design guidelines shall be adhered to, excepting any waivers approved by the Planning Commission and Board of Commissioners.
2. 7-103, Bulk regulations and Building design guidelines shall be adhered to, excepting any waivers approved by the Planning Commission and Board of Commissioners.
3. Article IX Parking regulations shall be adhered to excepting any waivers granted by the Board of Commissioners.
4. HVAC and utility equipment shall be screened entirely from horizontal view; utility meters shall be screened with brick/stone screen walls.
5. Rooftop mechanical equipment shall be screened from horizontal view via a parapet wall.
6. Wheel stops are not permitted.
7. All exterior lighting fixtures shall be decorative.
8. Parking lot lighting shall be decorative fixtures on black posts.
9. Bollards shall be the color black.
10. Parking lot lighting shall be placed in yards or beds and not on the pavement.
11. Wall mounted lighting shall be decorative in nature. Wal-paks are prohibited.
12. Brick shall be clay, baked and individually laid.
13. Stone shall be individually laid.
14. Preserve as many trees as possible. Should existing vegetation be utilized for required landscaping provide a tree survey at final master development plan submittal.
15. Preserve the tree lines along the south and east of the site for screening.
16. No flammable landscape materials (i.e.- mulch) shall be placed within 3' of any building/structure.
17. Only uses permitted by right under IR zoning shall be permitted in the PUD.
18. Provide a six-foot sidewalk along the Lebanon Road property frontage with a pedestrian connection to the site via sidewalk and striping.

19. 7.103.4.7 required yards, shall be adhered to in regard to the required yards and building setbacks in relation to residential districts, except any waivers approved by the Planning Commission and Board of Commissioners.
20. Landscape plans are required at FMDP/SP and shall be approved prior to the submittal of construction documents.
21. Signage shall be reviewed and approved via a separate application to the Planning Department.
22. Wall mounted utility and meter equipment shall be painted to match the building façade it is attached to.

Engineering:

1. Variance: Request to waive requirement for 6' sidewalk along Lebanon Road – **Staff does not support**
2. All access shall be from the existing access drive. No additional access to Lebanon Road shall be allowed.
3. The traffic study for this development has been waived based on the expected trips and local crash history.
4. Stormwater: Site Plan to include TN rule 400-10-.04- and 100-year storm to be used.
5. Provide better representation of the stream buffer along the southern boundary of the site at construction plan review.

WWUD:

1. I am seeing proposed private fire hydrants. They shall be painted white.
2. There is not a fire line meter shown or DDCVA shown.
3. There are not any meter and RP devices shown for the domestic or irrigation if required.

Wilson County Schools:

1. No Comments Received.