Planning
KNOXVILLE | KNOX COUNTY

Date: November 17, 2021
To: Knoxville-Knox County Planning Commission
From: Amy Brooks, AICP, Executive Director
Subject: 10-A-21-OA Agenda Item #31

REQUEST
Consideration of amendments to the Knoxville City Code, Appendix B, Article 9 – Uses, to add airport as a special use in the INST (Institutional) Zoning District.

BACKGROUND
Knoxville Downtown Island Home Airport is one of two public airports operated by the Metropolitan Knoxville Airport Authority. Downtown Island Home Airport is a general aviation facility located less than three miles east of downtown Knoxville and is a base for private and corporate aircraft. The airport was established in 1930, becoming a public aviation facility in 1963.

Airports are permitted only in the I-H (Heavy Industrial) Zoning District. Downtown Island Home Airport is zoned INST. The airport existed legally upon the effective date of the City Code and is allowed to continue to exist, but it is subject to Article 17.1 – Nonconforming Buildings, Structures and Uses of Land. The property's current status as a legal, nonconforming use requires the Airport Authority to request variances from the Board of Zoning Appeals to alter any existing structures or to add structures. Additionally, although legal, the nonconforming status of airport use in the INST zone does not meet requirements of the Federal Aviation Administration (FAA). The FAA requires that property on which an airport is situated be a permitted use.

ANALYSIS
In the interest of supporting the continued operation and vitality of Downtown Island Home Airport, the airport use could be added as a special use to the INST District. This would enable the existing airport to comply with requirements of the FAA while ensuring any future enhancements to the airport property are compatible with existing development.

RECOMMENDATION
Staff recommends approval of amendments to the Knoxville City Code, Appendix B, Article 9 – Uses, to add airport as a special use in the INST (Institutional) Zoning District and to add Principal Use Standards for Airports.

Exhibit 1: Proposed amendment to Article 9.2 - Use Matrix Table 9-1
Exhibit 2: Proposed amendment to Article 9.3 – Principal Use Standards

Exhibit 1: Proposed amendment to Article 9.2 - Use Matrix Table 9-1

TABLE 9-1: USE MATRIX

P = Permitted Use S = Special Use T = Temporary Use

PRINCIPAL USE	EN	RN-1	RN-2	RN-3	RN-4	RN-5	RN-6	RN-7	C-N	C-G	C-H	C-R	DK	O	OP	I-MU	I-RD	I-G	I-H	AG	INST	OS	NA	USE STAN-DARD (Section)
Agriculture																				P	P			
Airport																			P		S			9.3.?
Alternative Correctional Facility											S													
Amusement Facility—Indoor										P	P	P	P			P								
Amusement Facility—Outdoor											P	P				S								
Animal Care Facility—Large Animal																				P	P			
Animal Care Facility—Small Animal									P	P	P	P	S	S		P				P	P			9.3.A
Animal Breeder																				P				9.3.A
Art Gallery									P	P	P	P	P			P								
Arts and Fitness Studio									P	P	P	P	P	P	S	P	S							

TABLE 9-1: USE MATRIX Exhibit 1: Proposed amendment to Article 9.2 - Use Matrix Table 9-1

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Bed and Breakfast	P	P	P	P																P				9.3.B
Body Modification Establishment									S	P	P	P	P			P								
Broadcasting Facility—With Antennae															P		P	P	P		P			
Broadcasting Facility—No Antennae									P	P	P	P	P	P	P	P	P				P			
Campground																				S		P		9.3.C
Car Wash										S	P	P												9.3.D
Cemetery																						P		
Community Center	P	P	P	P	P	P	P	P	P	P	P	P	P	P		P					P			
Conservation Area																				P		P	P	
Crematory										S	S	S												9.3.M
Country Club																						P		

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Cultural Facility									P	P	P	P	P	P		P						P		
Day Care Center									P	P	P	P	P	P		P	P							9.3.E
Day Care Home	P	P	P	P	P	P	P	P																9.3.E
Domestic Violence Shelter	P	P	P	P	P	P	P	P													P			
Drive-Through Facility										S	P	P												9.3.F
Drug/Alcohol Treatment Facility, Residential											S			S							P			
Drug Treatment Clinic											S										P			9.3.G
Dwelling—Above the Ground Floor									P	P	P	P	P	P		P								
Dwelling—Manufactured Home	P	P	P	P	P	P	P													S				9.3.H
Dwelling—Multi-Family					P,S	P	P	P	P	P	P	P	P	P		P								9.3.I
Dwelling—Townhouse				S	P,S	P	P	P	P	P	P	P	P	P										9.3.I

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Dwelling—Single-Family	P	P	P	P	P	P	P		P	P				P		P				P				
Dwelling—Two-Family		S	S	P	P	P	P		P	P				P		P								9.3.J
Eating and Drinking Establishment									S	P	P	P	P			P	P	P						
Educational Facility—Primary or Secondary	P	P	P	P	P	P	P	P		P	P	P	P								P			
Educational Facility—University or College/Vocational										P	P	S	P		P	S	P	P		S	P			
Financial Institution									P	P	P	P	P	P	P		P							
Financial Service, Alternative										S	S	S												9.3.K
Food Bank																P		P	P					
Food Pantry										S	S										P			
Food Truck Park									S	P	P	P	P			P	P							9.3.L

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Fraternity/Sorority				S	S	S	S														P			
Funeral Home										S	S	S												9.3.M
Garden, Community	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P		9.3.N
Garden, Market	S	S	S	S	S	S	S	S	P	P	P	P	P	P	P	P	P	P	P	P	P	P		9.3.N
Garden, Personal	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P		9.3.N
Gas Station									S	S	P	P				S	S	P	P					9.3.O
Golf Course/Driving Range											P	P										P		
Government Office/Facility									P	P	P	P	P	P	P	P	P	P	P		P			
Greenhouse/Nursery—Retail		S	S	S	S	S	S	S	S	P	P	P		S						P				
Group Home	P	P	P	P	P	P	P																	
Halfway House						S	S	S		P	P	P	P	S	S	S					P			

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Healthcare Facility												S			S		S				P			
Heavy Retail, Rental, and Service											P	P						P		S				
Heliport															S	S	S	S	S		S			
Homeless Shelter											S	S	S								P			
Hotel										P	P	P	P		P	P	P							
Impound Lot																			P					9.3.P
Independent Living Facility				S	S	P	P	P	P	P	P	P	P	S										
Industrial—Craft										P	P	P	P			P		P						9.3.Q
Industrial—General																P	P	P	P					
Industrial—Heavy																			P					
Industrial Design									P	P	P	P	P		P	P	P	P						
Kennel											S	S				S				P				9.3.A

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Live Entertainment—Secondary Use										P	P	P	P			P								
Live Performance Venue										S	P	P	S			P								
Live/Work									P	P			P	P		P								9.3.R
Lodge/Meeting Hall									P	P	P	P	P	P		P	P	P	P	P				9.3.S
Marina										S						S		S				S		9.3.T
Medical/Dental Office/Clinic									S	P	P	P	P	P	P		S							
Micro-Brewery/Distillery/Winery									S	P	P	P	P			P		P						9.3.U
Neighborhood Nonresidential Reuse	S	S	S	S	S	S	S	S																9.3.V
Nightclub										S	S	S	S											
Office									P	P	P	P	P	P	P	P	P	P	P		P			
Parking Lot										S	S	P									P			Art. 11

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Parking Structure										P	P	P	P		P	P	P				P			Art. 11
Personal Service Establishment									P	P	P	P	P	P		P	P	P						
Place of Worship	S	S	S	S	S	S	S	S	P	P	P	P	P	P	P					P	P			
Pre-School/Kindergarten	S	S	S	S	S	S	S	S	P	P	P	P	P	P								S		9.3.W
Public Park	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P			P	P	P	P	
Public Safety Facility	S	S	S	S	S	S	S	S	P	P	P	P	P	P	P	P	P	P	P	P	P			
Public Works Facility											P	P				P		P	P	P				
Reception Facility										P	P	P	P			S				S				9.3.X
Research and Development															P	P	P	P	P					
Residential Care Facility						S	P	P	S	S	S	S	S								P			9.3.Y
Retail Goods Establishment									P	P	P	P	P			P	P	P						

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Retail Liquor Stores										P	P	P	P			P								
Salvage Yard																			S					9.3.Z
Self-Storage Facility: Enclosed										S	P	P				P		P	P					9.3.AA
Self-Storage Facility: Outdoor											S	P						P	P					9.3.AA
Social Service Center										S	S	S	S								P			
Solar Farm					S	S	S	S			S	S			P		P	P	P	S	S			9.3.BB
Storage Yard, Outdoor											P							P	P					9.3.CC
Storage Yard, Outdoor—Secondary Use											P	P				S		P	P					9.3.CC
Vehicle Dealership											P	P												
Vehicle Operation Facility																		P	P					
Vehicle Rental—Indoor										S	P	P	S											

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Vehicle Rental—With Outdoor Storage/Display											P	P												
Vehicle Repair/Service										S	P	P				S								9.3.DD
Warehouse and Distribution																P	P	P	P					
Waste Transfer Station																			P					
Wholesale Establishment											S					S	P	P	P					
Wind Energy System																	S	S	S	S	S			9.3.EE
Wireless Telecommunications	S	S	S	S	S	S	S	S	P	P	P	P	P	P	P	P	P	P	P	P	P	P		9.3.FF

EXHIBIT 2: Proposed amendment to Article 9.3 – Principal Use Standards

Airports

1. All applicable standards of this Code shall apply except for those standards which are found to be in conflict with regulations of the Federal Aviation Administration, or its successor.
2. In the INST District, each airport facility must be used, or intended to be used, for public purposes and under the control of a public agency.

DRAFT

CITY OF KNOXVILLE
INDYA KINCANNON, MAYOR

Stephanie Welch
Chief Economic & Community
Development Officer
Deputy to the Mayor

DATE: November 22, 2021

TO: Planning Commission & City Council

FROM: Stephanie Welch
Chief Economic and Community Development Officer
Deputy to the Mayor

RE: Airports as Special Uses in the INST Zone (Planning File 10-A-21-OA)

Background

Under the City's new Zoning Code, airports are permitted uses only in the Heavy Industrial (I-H) zones. The Knoxville Downtown Island Home Airport is one of two public airports operated by the Metropolitan Knoxville Airport Authority, and it is located in the Institutional (INST) zone. The airport, which services both private and corporate aircrafts, was established in 1930 and became a public aviation facility in 1963.

When the City's new Zoning Code became effective on January 1, 2020, the airport became a legally existing nonconforming use. As such, it is a use which may continue and, in certain cases with approval of the Board of Zoning Appeals, expand. However, although legally protected under the Zoning Code, the nonconforming status does not meet the airport's federal requirements under the Federal Aviation Administration (FAA). The FAA requires that the property on which the airport is located be a current, lawful use.

Proposed Amendment

The amendment being proposed to the Planning Commission is to add airports as a special use in the Institutional (INST) zone. This amendment supports the continued operation and vitality of the Island Home Airport. Adding airports as a special use in the INST district will enable the existing airport to comply with the zoning related requirements of the FAA, and adding principal use standards will ensure that any future enhancements to the airport property are compatible with the existing development.

Recommendation

The City recommends approval of these amendments to the Knoxville City Code, Appendix B, Article 9 – Uses, to add airport as a special use in the INST (Institutional) Zoning District in the Use Matrix and to add Principal Use Standards for Airports in Article 9.3.

Attachments

Proposed Language, Article 9, Use Matrix and Principal Use Standards

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