

MEMORANDUM

Date: October 5, 2022
To: Planning Commission
From: Michelle Portier, AICP, Principal Planner and Planning Services Coordinator
Subject: **Agenda Item # 22** 11-B-22-OA

REQUEST

Review and make a recommendation on an amendment to the City of Knoxville Zoning Code, Article 9, Section 9.2, Use Matrix, Table 9-1, to allow for consideration of Research and Development as a special use in the General Commercial (C-G) Zoning Districts.

BACKGROUND

Research and Development (R&D) is currently allowed in all of the industrial zones and in the Office Park (OP) zone as a permitted use.

C-G District Purpose

The [C-G \(General Commercial\)](#) Zoning District is intended to provide for a heterogeneous mix of retail, personal service, office, and residential uses within and along Knoxville's commercial nodes and corridors. The C-G District is intended to promote mixed-use development in a pedestrian-oriented environment that recalls the City's traditional business districts and offers flexibility in the creation of integrated commercial, office, and residential spaces. The C-G District is divided into three levels of intensity related to the overall form and design of the development; however, uses are the same across all levels. This zone is intended primarily for indoor commercial uses with limited exceptions per special use approval.

ANALYSIS

Allowing Research and Development (R&D) in the C-G districts as a special use is not in conflict with the intent of the C-G Districts given the intent of the C-G Districts to be located along commercial nodes and corridors, which can absorb the traffic that would be generated during the peak hours of an R&D facility, and the variety of uses allowed within the zone.

Allowed uses include, but are not limited to, veterinary clinics, drug treatment facilities, dwellings, eating and drinking establishments, banks, government offices, other offices, hotels, craft industrial facilities, industrial design facilities, medical/dental clinics, personal service establishments, and retail. Of those uses, some (ex., restaurants, clinics, retail, hotels) generate more consistent traffic through the work day than an R&D facility.

Additionally, industrial design facilities are similar in function. The similarity of an industrial design facility to an R&D facility creates a precedent within the district for the functions that would occur in an R&D facility. By making an R&D facility permissible as a special use, consideration could be given on a case-by-case basis to review the unique operations, size, and site plan for each proposed facility. The parcel sizes along the major arterials tend to be smaller than those in the industrial districts that allow this use by right. These smaller parcel sizes serve as a self-limiting feature for larger R&D facilities that could more easily locate in an industrial district by right and with more space.

The proposed amendment will expand where R&D facilities may locate and will provide another viable use for underutilized properties along arterial corridors, including Alcoa Highway. Adding R&D facilities was a recommendation presented in the recently completed [Alcoa Highway Corridor Study](#), adopted by City Council on July 26, 2022 (City Ordinance O-98-2022) and County Commission on July 25, 2022 (County Resolution RZ-22-7-101). Alcoa Highway currently has C-G zoning in a commercial node just south of UT's Research Campus. The close proximity of a research campus and the convenience of a major arterial in the Alcoa Highway corridor study area make these parcels a viable option for smaller R&D centers.

The [Special Use process](#) requires a public meeting and approval by Planning Commission and will ensure that any R&D use proposed on a C-G zoned property will be compatible with surrounding uses.

RECOMMENDATION

Staff recommends that Knoxville-Knox County Planning Commission approve an amendment to the City of Knoxville Zoning Code, Article 9, Section 9.2, Use Matrix, Table 9-1, to add Research and Development as a special use in the General Commercial (C-G) Zoning Districts.

Exhibit A: Proposed amendments to Article 9, Section 9.2, Use Matrix, Table 9-1

Exhibit B: C-G Zoning Map



EXHIBIT A. Article 9, Section 9.2, Table 9-1: Use Matrix

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 STANDARD (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.A1
Animal Breeder																				P				9.3.A1
Art Gallery									P	P	P	P	P			P								
Arts and Fitness Studio									P	P	P	P	P	P	S	P	S							
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		
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

P = Permitted Use S = Special Use T = Temporary Use
 Knoxville, TN Code of Ordinances

EXHIBIT A. Article 9, Section 9.2, Table 9-1: Use Matrix

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 STANDARD (Section)	
Drug/Alcohol Treatment Facility, Residential											S			S							P				
Drug Treatment Clinic										P	P	P		P	P						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	
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			S					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	
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	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	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	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																		

EXHIBIT A. Article 9, Section 9.2, Table 9-1: Use Matrix

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 STANDARD (Section)
Halfway House						S	S	S		P	P	P	P	S	S	S					P			
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.A1
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
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						S		9.3.W

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EXHIBIT A. Article 9, Section 9.2, Table 9-1: Use Matrix

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 STANDARD (Section)
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										S					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						
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											
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 B: C-G
Zoning Map

