



Memorandum

TO: Knoxville-Knox County Planning
FROM: Jessie Hillman, AICP, Principal Planner
DATE: March 28, 2024
SUBJECT: 4-B-24-OA, Agenda Item #54
Consideration of an amendment to the Knoxville City Code, Appendix B, Zoning Code, Article 9.2, Table 9-1: Use Matrix to add Residential Care Facilities as a Special Use in the OP (Office Park) Zoning District

REQUEST

Knoxville-Knox County Planning is requesting that a Residential Care Facility be added as a Special Use to the OP (Office Park) zoning district.

BACKGROUND

A Residential Care Facility is defined as a licensed group care facility that provides medical or non-medical care of persons in need of personal services, supervision, or assistance essential for sustaining the activities of daily living. A residential care facility includes nursing homes, assisted living, hospice care, and continuum of care facilities. Continuum of care facilities may also include independent living facilities as part of the continuum. Residential care facilities must meet all district design and dimensional standards for multi-family dwellings unless specific standards are cited for such housing. When a district permits dwellings above the ground floor, residential care facilities may also be developed and designed as such, subject to the design standards of the district for the structure.

The OP zoning district is intended to accommodate large office developments and office parks/campuses. The district is oriented toward larger-scale complexes that may include accessory services for employees such as personal services, restaurants, and retail establishments. District standards are intended to guide the development of office as a more campus-like environment.

The OP district permits by right several uses that are not directly associated with an office environment, but do involve employees and may benefit from a campus-like environment. These uses include a Drug Treatment Clinic, an Educational Facility – University or College/Vocational, a Hotel, and a Place of Worship. Other uses that can be considered through Special Use review by the Planning Commission include an Arts and Fitness Studio, a Halfway House, and a Healthcare Facility.

ANALYSIS

A Residential Care Facility is similar in nature to a Halfway House and a Healthcare Facility in that it involves staff who provide medical or non-medical care of persons in need of social services and/or living assistance. It is also potentially less intensive than several uses currently considered in the OP district.

The Special Use review would ensure that any proposed development defined as a Residential Care Facility is consistent with the purpose of the OP district and would not have an injurious impact on the immediate environment.

RECOMMENDATION

Staff recommends that the Knoxville-Knox County Planning Commission approve an amendment to the City of Knoxville Zoning Ordinance, Article 9.2, Use Matrix Table 9-1 to add a Residential Care Facility as a Special Use in the OP zoning district.

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

9.2 USE MATRIX

- A. Table 9-1: Use Matrix identifies the principal and temporary uses allowed within each zoning district.
- B. P indicates that the use is permitted by-right in the district. S indicates that the use is a special use in the district and requires special use approval. If a cell is blank, the use is not allowed in the district.
- C. In the case of temporary uses, a T indicates the temporary use is allowed in the district and may require approval of a temporary use permit per the standards of Section 9.4.
- D. For accessory uses, see Article 10.
- E. Townhouse and multi-family dwellings are allowed in the RN-4 District as either permitted or special based upon the number of units, as described in Section 4.2.B. Therefore, the use matrix indicates both a P and a S within the cell.
- F. Additional use restrictions apply to certain DK District subdistricts per Section 5.2.B.
- G. Certain uses are prohibited as standalone structures in the OP District per Section 5.2.C.
- H. See Article 7 for use permissions within the CU and SW Districts.
- I. In the case of the C-G-1, C-G-2, and C-G-3 Districts, the uses allowed in the C-G District in Table 9-1 apply to all districts.
- J. In the case of the C-H-1 and C-H-2 Districts, the uses allowed in the C-H District in Table 9-1 apply to all districts.
- K. In the case of the C-R-1 and C-R-2 Districts, the uses allowed in the C-R District in Table 9-1 apply to all districts.

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 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								S	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		S	S	S	S	S	S	S	S	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											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		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	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	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	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				
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		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			
Pre-School/Kindergarten	S	S	S	S	S	S	S	S	P	P	P	P	P	P		S							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	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		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	S	P	P	P	P	P	P	P	P	P	P	P	P	P	P	9.3.FF

TEMPORARY 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)
Animals for Control of Invasive Species	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	9.4.A
Farmers' Market							T	T	T	T	T	T	T	T	T	T	T			T	T	T		9.4.B
Farmstand	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T				T	T		9.4.C
Mobile Food Units (MFUs)/Mobile Food Vendors									T	T	T	T	T	T	T	T	T	T			T			9.4.D
Real Estate Project Sales Office/Model Unit	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T		T			Sec. 9.4.E
Temporary Contractor Office and Contractor Yard	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T		T			9.4.F
Temporary Outdoor Entertainment	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T		T	T	T		9.4.G
Temporary Outdoor Sales	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T		T	T			9.4.H
Temporary Outdoor	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T		9.4.I

Storage Container																								
Temporary Recreational Vehicle Park										T	T	T									T			9.4.J
Temporary Warehouse Sales (Indoor)																								9.4.K
Tent	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	9.4.L

(Ord. No. O-43-2020 , § 1, 3-24-20; Ord. No. O-61-2020 , § 1, 4-21-20; Ord. No. O-154-2020 , § 1, 10-20-20; Ord. No. O-43-2021 , § 1, 3-23-21; Ord. No. O-110-2021 , § 1, 8-24-21; Ord. No. O-11-2022 , § 1, 1-25-22; Ord. No. O-12-2022 , § 1, 1-25-22; Ord. No. O-89-2022 , § 1, 7-26-22; Ord. No. O-91-2022 , § 1, 7-26-22; Ord. No. O-92-2022 , § 1, 7-26-22; Ord. No. O-2-2023 , § 1, 1-10-23)