



# MEMORANDUM

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**TO:** Mayor and Members of the City Council

**FROM:** Reginald Goodson, City Manager  
Kellen Long, Development Services Director

**DATE:** May 23, 2025

**RE:** Consideration: Hold a Public Hearing - **Case No: TA 02-25** filed by the Development Services Department to Amend the Unified Development Ordinance, Specifically Article 9, Section 3-1 (Permitted Use Table) and Article 11, Section 4.49 to Separate the Use of Kennels and Pet Grooming and to Allow Pet Grooming in Several Commercial Districts Within the City.

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***BACKGROUND:***

Our Permitted Use Table, located in Article 9 of our Unified Development Ordinance (UDO) allows for the use of Pet Stores as retail trade in the Central Business, General Business, Highway Business, and Neighborhood Business zoning districts. The professional service of Pet Grooming is currently listed with Kennels as an "either/or" use, which allows Pet Grooming and Pet Kennels in the following zoning districts by right with development standards R-15, General Business, and Highway Business zoning districts. Pet Grooming and Pet Kennels are allowed by right without development standards in the light Industrial (I-1) and General Industrial (I-2) zoning districts.

Staff acknowledges that pet grooming is a common service associated with pet stores, would be performed during normal business hours and would cause minimum disruption to the surrounding properties. With that said, staff believes that it would be most appropriate to have pet grooming as its own use in the Permitted Use Table, as shown in the attached amendment. Staff is proposing that pet grooming be allowed by right without development standards in the Central Business, General Business, Highway Business, and Neighborhood Business zoning districts. This use change is also representative of retail and service-based businesses described in the description of the Central Business Zoning District.

Pet Kenneling (or boarding) will only be allowed in the R-15, General Business, and Highway Business zoning districts with development standards that state that outdoor pens and runs are prohibited. Pet Kenneling (or boarding) in the industrials districts are allowed by right without development standards.

**TEXT AMENDMENT:**

The text amendment below reflects the proposed changes to the UDO. Please note that the text underlined in red is new language that staff is proposing to be added to the UDO, while text ~~stricken in red~~ is language that staff is proposing to be deleted.

Underlined in red – new language to be added

~~Strikethrough in red~~ – language to be deleted

The following text changes to the Permitted Use Table are proposed as follows:

Use	Ref.	Zoning District																	
		Type	SIC	R6	R8	R10	R15	AD	RMH	CB	GB	OI	HB	NB	CMU	I1	I2	PDR	PDM
<b>BUSINESS, PROFESSIONAL AND PERSONNAL SERVICES</b>																			
<u>Kennels or Pet Grooming</u>	<u>0752</u>				D					D		D				Z	Z		
<u>Pet Grooming</u>	<u>0752</u> <del>-04</del>								<del>Z</del>	<del>Z</del>		<del>Z</del>	<del>Z</del>						
<b>RETAIL TRADE</b>																			
Pet Store	5999								Z	Z		Z	Z						

The following text changes to the Development Standards for the use of Kennels are described in Article 11-4.49.

11-4.49 Kennels ~~or Pet Grooming~~

(A) Where Required

R-15, GB, and HB districts.

(B) Outside Storage

Pens and runs located outdoors are prohibited

**PLANNING COMMISSION RECOMMENDATION:**

The Elizabeth City Planning Commission heard this proposed text amendment at their regularly scheduled meeting on May 6, 2025. The Planning Commission voted unanimously to recommend approval, with little discussion and no comments from the audience. Elizabeth City Downtown, Inc. was present at the Planning Commission meeting in support of the proposed text amendment.

Based on the research and aforementioned elements mentioned in the staff analysis, staff recommends approval of the proposed test amendment TA 02-25, along with the following consistency statement:

- ***The City Council of the City of Elizabeth City finds the action to amend the text in Article 9, section 3-1 (Permitted Use Table) and Article 11, section 4.49 to be consistent with the Pasquotank County, Elizabeth City Advanced Core Land Use Plan based on the following policy:***
- ***Policy 12: It is the policy of Elizabeth City to ensure consistency of land use and development proposals with the goals, objectives, and policies of the adopted Land Use Plan.***

***AT THE CONCLUSION OF THE PUBLIC HEARING:***

***STAFF RECOMMENDATION:***

By motion, adopt Ordinance #2025-05-01 to approve **TA 02-25** as filed by the Development Services Department to amend the UDO as detailed therein. The following consistency statement shall also be adopted as part of this action:

- ***The City Council of the City of Elizabeth City finds the action to amend the text in Article 9; section 3-1 (Permitted Use Table) and Article 11, section 4.49 to be consistent with the Pasquotank County, Elizabeth City Advanced Core Land Use Plan based on the following policy:***
- ***Policy 12: It is the policy of Elizabeth City to ensure consistency of land use and development proposals with the goals, objectives, and policies of the adopted Land Use Plan.***



**ORDINANCE # 2025-05-01**  
**Approving Text Amendment 02-25**  
**To Amend the UDO**  
**Specifically Article 9 – Zoning**  
**Section 3.1 – Permitted Use Table**  
**And**  
**Article 11 – Development Standards**  
**Section 4.49 – Kennels or Pet Grooming**

**WHEREAS**, the Development Services Department proposed an amendment to Elizabeth City’s Unified Development Ordinance for the purpose of separating Pet Grooming and Kennels, which are currently listed as professional “either/or” uses; and

**WHEREAS**, staff acknowledges that pet grooming is a common service associated with pet stores, meaning it would be performed during regular business hours and cause minimal disruption to the surrounding properties; and

**WHEREAS**, staff acknowledges that kenneling (or boarding) is a more intensive use, which involves keeping animals overnight with the potential for noise disruptions or other nuisance; and

**WHEREAS**, changes provided in this amendment would modified the Permitted Use Table to include “grooming” along with the description of a Pet Store under its own Retail Use Section; and

**WHEREAS**, a modification to Article XI – Development Standards, Section 4.49 would also be required to remove “Pet Grooming” from the Section’s details; and

**WHEREAS**, after discussion during their May 6, 2025 meeting, the Planning Commission unanimously recommended the City Council approve the proposed text amendment to the UDO; and

**WHEREAS**, on May 12 2025, the City Council called for a public hearing on TA 02-25, which was subsequently held on May 27, 2025, after requisite advertisement, and during which time a quorum of the board was present; and

**WHEREAS**, the City Council of the City of Elizabeth City approved the action to record the following changes to the UDO in accordance with the consistency statement below:

- ***The City Council of the City of Elizabeth City finds the action to amend the text in Article 9, section 3-1 (Permitted Use Table) and Article 11, section 4.49 to be consistent with the Pasquotank County, Elizabeth City Advanced Core Land Use Plan based on the following policy:***

- ***Policy 12: It is the policy of Elizabeth City to ensure consistency of land use and development proposals with the goals, objectives, and policies of the adopted Land Use Plan.***

**TA 02-25**

**Text Amendment:**

The following text changes to the Permitted Use Table are as follows:

Use	Ref.	Zoning District																
		SIC	R6	R8	R10	R15	AD	RMH	CB	GB	OI	HB	NB	CMU	I1	I2	PDR	PDM
<b>BUSINESS, PROFESSIONAL AND PERSONNAL SERVICES</b>																		
Kennels or-Pet Grooming	0752				D				D		D				Z	Z		
Pet Grooming	0752 -04							Z	Z		Z	Z						
<b>RETAIL TRADE</b>																		
Pet Store	5999							Z	Z		Z	Z						

The following text changes to the Development Standards for the use of Kennels are described in Article 11-4.49.

11-4.49 Kennels ~~or-Pet-Grooming~~

(A) Where Required

R-15, GB, and HB districts.

(B) Outside Storage

Pens and runs located outdoors are prohibited

**NOW THEREFORE, BE IT ORDAINED** that the City Council of the City of Elizabeth City does hereby amend the above text of the Unified Development Ordinance.

**ADOPTED**, this the 27<sup>th</sup> day of May 2025 to become effective upon the signing of this ordinance.

\_\_\_\_\_  
E. Kirk Rivers  
Mayor

Attest:

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April Onley, NCCMC  
City Clerk



CITY OF ELIZABETH CITY  
PLANNING & COMMUNITY DEVELOPMENT DEPARTMENT

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STAFF ANALYSIS

**Meeting Date:**

May 6, 2025

**Case No:**

TA 02-25

**Applicant:**

TA 02-25 is an amendment proposed by the Development Services Department in conjunction with Elizabeth City Downtown, Inc.

**Request:**

TA 02-25 is a proposal filed by the City of Elizabeth City to amend the Unified Development Ordinance, specifically Article 9, Table 9-3-1, Permitted Use Table and Article 11, section 4.49, development standards for the use of kenneling or Pet Grooming.

**Background:**

Businesses in the Central Business District are currently allowed to operate Pet Stores by zoning right, however, pet grooming is codified under the Professional Services section of the Use Table along with Kenneling. City staff, under advisement from Elizabeth City Downtown, seeks to include Pet Grooming as an allowable activity for pet stores in the Central Business District.

**Analysis:**

Many area pet stores offer grooming / bathing of pets during normal business hours as part of their business model. Although several zoning designations allow kenneling and grooming of pets (SIC 0752) according to the current Table of Uses, the Central Business District does not. However, the Central Business District does allow Pet Stores as zoned by right. Since Kenneling of animals is a more intensive use involving keeping of animals overnight, thus lending to possible noise disruptions and nuisance animals, pet grooming should be allowed as a function of a pet store, as it is less time and space intensive and does not involve holding animals overnight.

As the objective is to allow pet stores, as permitted by zoning right, to include grooming services among their list of retail offerings, and as other nearby communities already allow pet grooming according to development standards within their respective historic business districts, staff is proposing that the Use Table (Table 9-3-1) be modified to



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STAFF ANALYSIS

include the term 'grooming' along with the description of Pet Store under the Retail Use Section.

According to Article 9-1.3, the Central Business District is intended to accommodate a wide variety of commercial activities, particularly those that are pedestrian-oriented, in an intensive development pattern in the city's central business district (CBD). The regulations of this district are intended to preserve the general character and integrity of the current development in the CBD; encourage land uses which provide for a multi-purpose CBD including retail, offices, services, entertainment, institutional uses, and living space; encourage land uses which do not require large amounts of outdoor use areas; encourage common or shared off-street parking; and encourage the continued use of land for governmental activities

**Community References:**

**Washington, NC**

Washington, NC is a small city of 9,754 people located near the mouth of the Tar River approximately 69 miles southwest of Elizabeth City. The Washington Unified Development Ordinance allows Kennels and Pet Grooming, subject to development standards, in their historic downtown business district. This can be shown in section 40-94 (Table of Uses) in which Zoning Designation B1H is coded as their Central Business Historic District.

As the Washington UDO allows kennels for the overnight keeping of animals in their historical business district, the development standards are used as the tool for determining how this use complies with the character, public safety and noise levels of the surrounding neighborhood. The proposed text amendment for Elizabeth City would not include Kenneling as a usage, only grooming.

**Text Amendment:**

A document has been attached to your staff analysis to reflect the proposed text amendments. In order to read this document properly, please note that the text underlined in red is new language that staff is proposing to be added to the Unified Development Ordinance, while, text ~~stricken in red~~ is language that staff is proposing to be deleted.

Underlined in red – new language to be added

~~Strikethrough in red~~ – language to be deleted



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STAFF ANALYSIS

**Text Amendments:**

The following text changes to the Permitted Use Table as specified in Article 9-3, Table 9-3-1 would be as follows:

Use	Ref.	Zoning District																
		Type	SIC	R6	R8	R10	R15	AD	RMH	CB	GB	OI	HB	NB	CMU	I1	I2	PDR
<b>BUSINESS, PROFESSIONAL AND PERSONNAL SERVICES</b>																		
<u>Kennels or Pet Grooming</u>	0752				D				D		D				Z	Z		
<u>Pet Grooming</u>	0752 -04							Z	Z		Z	Z						
<b>RETAIL TRADE</b>																		
Pet Store	5999							Z	Z		Z	Z						

The following text changes to the Development Standards for the use of Kennels for described in Article 11-4.49 are recommended as well.

11-4.49 Kennels ~~or Pet Grooming~~

(A) Where Required

R-15, GB, and HB districts.

(B) Outside Storage

Pens and runs located outdoors are prohibited

**Staff Recommendation:**

Staff recommends **APPROVAL** of proposed text amendment TA 02-25 and suggests adoption of this ordinance change as presented. Staff acknowledges that pet grooming is a common service associated with pet stores and such a use would be performed during normal business hours and would cause minimum disruption to the surrounding properties. This use change is also representative of retail and service-based business described in the description of the Central Business District.