



PLANNING & ZONING COMMISSION

STAFF REPORT

Meeting Date: 2/19/2026

Agenda Item(s): 5R

TO: Planning and Zoning Commission
THROUGH: Chris M. Jacques, AICP, Planning Director
FROM: Eric Cook, Planner II
SUBJECT: Code Amendment: Chapter 21 (Zoning), Animal Shelters (TA25-03)

PURPOSE

This is an applicant requested code amendment to City of Peoria Zoning Ordinance Sections 21-503 “*Land Use Matrix*” and 21-505 “*Limitations on Uses*” to allow for the operation of Animal Shelters within the Intermediate Commercial (C-2) Zoning District, subject to limitations on use. The proposed modifications in each of these Sections are summarized below:

- Amend Section 21-503 “*Land Use Matrix*” to add animal shelters as a principally permitted use within the Intermediate Commercial (C-2) Zoning District.
- Section 21-505 “*Limitations on Uses*” to create standard use limitations for animal shelters within the Intermediate Commercial (C-2) Zoning District within.

Staff believe these code modifications are in alignment with the intent of the C-2 Zoning District and consistent with the variety of animal uses already commonly found within existing commercial centers. If approved, this adjustment would unify operational regulations for similar types of animal uses, and allow for smaller non-profit organizations to purchase or rent commercial spaces, thus expanding their outreach to the community.

BACKGROUND

The applicant is Barb’s Animal Rescue, which is a non-profit animal rescue that offers dog boarding, adoption facilities, grooming services, as well as pet thrift store. Within the Zoning Ordinance, animal rescue centers are classified as an “animal shelter”, which is a conditionally permitted use in General Commercial (C-4) and most industrial zoning districts within Peoria. With this proposal, the applicant is seeking to amend the Zoning Ordinance to allow “animal shelters” within the Intermediate Commercial (C-2) Zoning District, subject to meeting specific operational requirements.

For context, the Intermediate Commercial (C-2) Zoning District is the most common commercial zoning district within Peoria and is generally located around major intersections. Additionally, the C-2 zoning district provides the greatest range and access to goods and services to adjacent residential areas. Currently, there are several animal-related services / uses allowed within the C-2 Zoning District, as will be discussed in more depth below.

PROPOSED REGULATIONS

As identified in Exhibit A, the applicant proposes that “animal shelters” and “boarding kennels” be permitted to operate within the Intermediate Commercial (C-2) Zoning District, subject to the following limitations:

1. Boarding shall be limited to household pets.
 2. The commercial breeding of animals shall be prohibited.
 3. Operation of any outdoor play areas for the animals shall not occur between 7:00 p.m. and 6:00 a.m.
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4. All necessary improvements shall be made to the building(s) to ensure that it achieves a Sound Transmission Control Value of 50 or greater.
5. Any dumpster on site shall have a fully functioning lid that remains closed at all times except to dispose of items within the dumpster.
6. Solid waste resulting from the animals shall be picked up, double bagged, and disposed of immediately.
7. All outdoor play areas shall be sprayed down twice a day (both midday and at the end of the day) with a solution designed to neutralize the odor resulting from animal waste.
8. The walls of any exterior animal play areas shall be constructed of masonry block to a minimum height of six (6) feet.
9. No animals shall be kenneled in the exterior play areas.
10. No animals shall be permitted in the exterior play areas without staff supervision.

ANALYSIS

Currently within the C-2 Zoning District the following animal-related land uses are either “permitted by-right” or are “conditionally permitted” via obtaining a Conditional Use Permit (CUP) as noted below:

- Animal or Doggie Daycare (CUP);
- Boarding Kennel (CUP);
- Pet Shop (Permitted), and
- Vet Clinic (CUP)

In reviewing the operational characteristics of animal shelters, they have significant similarity to boarding kennels, which are allowed to operate in the C-2 Zoning District upon first obtaining a conditional use permit (CUP). While boarding kennels have specific use limitations identified within the Zoning Ordinance, conversely, animal shelters do not have any limitations identified. However, both types of facilities generate the same concerns when they are located adjacent to residential areas. Given their similarities, staff concurs that both animal shelters and boarding kennels should have similar use limitations.

When analyzing the question on whether an “animal shelter” should be permitted by right, or need to obtain a conditional use permit, it is essential to remember that conditional uses are effectively ‘*allowed uses*’, but subject to a slightly higher level of scrutiny through a separate process. This higher level of scrutiny may be necessitated by a greater intensity level compared to normal, the specific nature or type of use itself, or another operational facet that warrants potentially mitigation. In analyzing other animal related businesses/services within the C-2 Zoning District, staff observed all of them generally allowed the same levels of activity, except duration may be different between the uses. In particular, most to all allow animal adoption, grooming, vet services, and small animal daycare as ancillary or primary uses within retail establishments. Given this factor, the use of animal shelter, in and of itself, does not warrant an additional level of scrutiny through a conditional use permit process if the operational regulations sufficiently address potential concerns.

In this situation, staff believes the proposed operational limitations for both boarding kennels and animal shelters, as shown in Exhibit A, sufficiently addresses noise and odor, especially given potential adjacency to residential areas. As such, staff concurs with the proposed changes as presented.

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KEY FINDINGS

- Similarly related animal uses, boarding and training kennels, have been previously found to be appropriate uses for the Intermediate Commercial (C-2) Zoning District and thus have been allowed within the zoning district specific limitations on use.
- Animal shelters being akin to boarding and training kennels would also be an appropriate use within the Intermediate Commercial (C-2) Zoning District, with the same limitations on use applied with additional limitations to ensure safe, healthy, and responsible operation.

COMMUNITY INVOLVEMENT

Public Meetings:

- Planning and Zoning Commission Study Session on February 5, 2026.

Public Noticing:

The application was properly noticed pursuant to Section 21-146 of the Peoria Zoning Ordinance, which includes placing a legal ad in the Peoria Times at least 15 days prior to the Public Hearing.

Support / Opposition:

There have been no submittals in support or opposition of this proposal.

POSSIBLE ACTIONS / OPTIONS

- A:** Approve as recommended by staff; or
- B:** Approve in part or with modifications; or
- C:** Deny; or
- D:** Continue action to a date certain or indefinitely.

RECOMMENDATION

Staff recommends that the Planning and Zoning Commission take the following action:

Recommend approval of Case TA25-03 to the City Council as proposed in Exhibit A.

STAFF CONTACT

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