



TOWN OF KILL DEVIL HILLS

Land Where Flight Began

MEMORANDUM

November 12, 2025

TO: Mayor and Board of Commissioners

FROM: Debora P. Díaz, Town Manager 

REF: New Business

1. Proposed Amendment to Chapter 111 – Special Events – Charitable Events – clarification to application process and event requirements (Attached NB-1)

Staff regularly reviews sections of the Town Code of Ordinances to amend or eliminate inconsistent or outdated ordinances for accuracy, increased clarity, compliance with state or federal law, and to streamline the Code to reflect processes and procedures within the Town's departments.

The Planning Department's memorandum highlights the recommended changes to Chapter 111: Special Events – Charitable Events to clarify the special events application process and regulations. As noted in the memorandum, the majority of requested changes will codify many of our current practices.

As this proposed amendment is not within the Land Use Section of the Town Code of Ordinances, no public hearing is required for its consideration or adoption. Staff recommends approval of the proposed amendment to Chapter 111: Special Events – Charitable Events, as presented, and a motion would be in order.

Director of
Planning and Inspections
MEREDITH GUNS

Building Inspector
MARTY SHAW
CHARLES THUMAN

Code Enforcement Officer
JORDAN BLYTHE



Assistant Director of
Planning and Inspections
CAMERON RAY

Senior Planner
RYAN LANG

Permit Services Administrator
MICHELLE NICHOLS

THE TOWN OF KILL DEVIL HILLS
NORTH CAROLINA

PLANNING DEPARTMENT

November 12, 2025

Memorandum

To: Debbie Diaz, Town Manager

From: Meredith Guns, Planning Director 

Subject: Proposed Amendment to Chapter 111- Special Events – Charitable Events – clarification to Application Process and event requirements

Upon review of Chapter 111- Special Events – Charitable Events, staff recommends the following modifications to clarify the application process and regulations for special events in Town. Below are the recommended changes and explanations:

- Change title of Chapter 111 to “Chapter 111-Peddlers and Itinerant Vendors/Special Events” to better reflect the focus of the chapter and to be consistent with verbiage in the chapter
- Replace the Zoning Administrator with the Planning Director or their designee as the point of contact for application. The Planning Department no longer has a Zoning Administrator position.
- Section 111.06(B) - Clarify the requirements of the accounting required for an event with for-profit vendors to include a receipt from the non-profit organization.
- Section 111.08(A) – Clarify the language for number of events per organization per site. Currently the language is *confusing*, and this will clarify to meet current practices.
- Section 111.08(B) – Add a requirement for applications to be submitted 30 days prior to the event. Currently, staff request this of applicants because of the review time and allowing departments to prepare as necessary for events.
- Section 111.08(B)(6) – Add requirements for acknowledgement from the non-profit organization listed on the application if it differs from the applicant. This is in addition to written permission from the property owner of which the event will take place. This will ensure there is permission from the non-profit organization as well as the property owners.
- Section 111.10(A) – Change application review from 5 days to 10 days. Some events are large and need to be reviewed by multiple departments and/or require inter department coordination. Therefore, more time for the review process for the permit application is necessary.

The majority of the changes listed are currently part of the special event review process and this will codify current practices.

**AN ORDINANCE AMENDING THE
KILL DEVIL HILLS CODE OF ORDINANCES,
CHAPTER 111, SPECIAL EVENTS – CHARITABLE EVENTS**

BE IT ORDAINED by the Kill Devil Hills Board of Commissioners that Chapter 111, Special Events – Charitable Events of the Kill Devil Hills Town Code of Ordinances, shall be amended by adding the underlined language and deleting the following ~~stricken~~ language to the sections identified below, as follows:

**CHAPTER 111: PEDDLERS AND ITINERANT VENDORS /
SPECIAL EVENTS—CHARITABLE EVENTS**

Section

- 111.01 Definitions
- 111.02 Administration and enforcement
- 111.03 Prohibited activities
- 111.04 Exempt activities
- 111.05 Regulation of charitable special events
- 111.06 Additional regulations for charitable events with for-profit itinerant vendors
- 111.07 Special events on the beach
- 111.08 Permit requirements and application
- 111.09 Application review
- 111.10 Permit issuance and revocation
- 111.11 Permit not grounds for other violations
- 111.12 Permit appeal
- 111.13 Disclaimer of liability
- 111.14 Payment of actual costs required

§ 111.01 DEFINITIONS.

PROPOSED Amendment to Chapter 111, Special Events – Charitable Events:
clarification to application process and event requirements

For the purpose of this chapter the following definitions shall apply unless the context indicates or requires a different meaning.

ARTICLES OF MERCHANDISE. Anything of value offered for sale or solicitation to the public by any person.

CHARITABLE SPECIAL EVENTS. Any indoor or outdoor event, fair, carnival, festival, musical concert, sporting competition or contest, conducted, organized, coordinated or otherwise held by an organization, on public or private land, from which 100% of the profits realized by the permittee and vendors, after expenses, shall be donated to an organization that is recognized as tax-exempt and non-profit, under the provisions of the United States Internal Revenue Code.

ITINERANT VENDOR. Any person utilizing any cart, table, equipment, tent, or other apparatus, which is stationary, designed and intended so as to not be a permanent fixture on a lot, and which a cart, table, tent, equipment or other apparatus is used for the retail sale, display, and/or accessory advertising of merchandise or food.

NON-CHARITABLE SPECIAL EVENT(S). Event(s) operated solely for the purpose of providing a venue for itinerant vendors to sell or offer for sale articles of merchandise, food or beverage.

PEDDLER. Any person selling, offering for sale, or soliciting orders for goods, food or services or distributing, disseminating, or gathering information by written or spoken word upon the streets, sidewalks, multi-use paths, town-owned property, town-owned parking areas, public beaches or alleys of the city, or by going from place to place whether by foot or by other means of transportation.

PEDDLING. The sale, offering for sale, or distribution of any articles of merchandise or advertisement from house to house, person to person or upon personal property by any person or persons from a cart, truck, automobile, by foot or by other device operated over and upon the streets and highways, sidewalks, multi-use paths, town-owned property, town-owned parking areas, public beaches, or alleys of the town.

§ 111.02 ADMINISTRATION AND ENFORCEMENT.

The ~~Zoning Administrator~~ Planning Director or designee will administer and enforce the rules and regulations of this chapter and authorize issuance of a permit in cooperation with the Chief of Police, Fire Chief, Public Services Director or their designee and any other affected departments including Buildings and Grounds and Ocean Rescue. A copy of the approved application will remain on file with the Planning and Inspections Department for a period of three years.

§ 111.03 PROHIBITED ACTIVITIES.

The following activities, as defined in § 111.01, shall be prohibited:

- (A) Itinerant vendors, except as part of an approved special event;
- (B) Peddlers and/or the act of peddling;
- (C) Non-charitable special events unless approved by the Board of Commissioners.

§ 111.04 EXEMPT ACTIVITIES.

The following itinerant vendors, groups, and special events may be permitted:

(A) Residential yard sales, provided that no residence shall conduct such sales on more than four separate days during any calendar year;

(B) Commercial yard sales for outdoor sales of commercial products at an approved commercial establishment meeting the following criteria:

(1) No more than four events per 12-month period;

(2) Ten percent of required parking can be used for merchandise sales;

(3) No longer than five consecutive days;

(4) Not within any state or local right-of-way or easement;

(5) Signage as allowed in § 111.05(H)(1);

(6) Approval of commercial yard sale application by the Planning and Inspection Department.

(C) Town-sponsored events and any events located on county property within the Government and Institutional - Public Zoning District.

§ 111.05 REGULATION OF CHARITABLE SPECIAL EVENTS.

Those charitable special events defined in this chapter may operate in the town year round, subject to the regulations set out in this chapter and:

(A) The charitable special event shall comply at all times with all local, state and federal laws.

(B) Charitable special events shall be allowed for no more than three consecutive days and be limited to the hours of 6:00 a.m. until 9:00 p.m.

(C) No special event or itinerant vendor shall leave any location without picking up, removing, and disposing of all trash and other refuse created by, or during the special event, or any related business activity.

(D) All charitable special events must obtain written permission from the property owner/operator on which the event or itinerant vendor(s) will be situated prior to the event.

(E) Tents, structures, and/or apparatus planned, designed and erected for purposes of providing temporary shade and cover shall comply with the North Carolina Fire and Building Codes, and shall not be erected for longer than the duration of the event, which shall correspond to the issued permit.

(F) No special event shall solicit or conduct business with persons operating motor vehicles.

(G) No charitable special event shall be held on or within any public street or highway right-of-way except approved race/parade events.

(H) *Signage.*

(1) Temporary on-site signage, as follows:

(a) The total amount of temporary signage for any charitable special event shall not exceed 100 square feet in area. Such signage may be in a single sign or a combination of signs.

(b) Each itinerant vendor within the charitable special event shall be allowed temporary signage not to exceed 36 square feet per each itinerant vendor.

(c) All temporary signs shall be located within the boundaries of the area in which the event will be held.

(d) Temporary signs may be displayed 24 hours prior to the event and shall be promptly removed by the permittee within 24 hours of the conclusion of the event.

(e) Temporary signs shall not be located in a manner that impedes the movement of pedestrians or emergency response vehicles on the beach.

(f) Temporary signs shall be placed as to not blow over or cause a nuisance or become litter.

(2) Off-site temporary directional signage, as follows:

(a) Not more than two off-site temporary directional signs shall be allowed for any charitable special event.

(b) No directional sign shall exceed 36 square feet for any charitable special event, and shall not be erected more than one week prior to the permitted event and shall be removed within 24 hours of the conclusion of the permitted event.

(c) No signage shall be located within a sight triangle.

(I) *Parking.* Event site may use up to 10% of the required parking for a commercial establishment for a special event. If using more than 10% of the required parking, the establishment will be required to close for regular business during the event.

§ 111.06 ADDITIONAL REGULATIONS FOR CHARITABLE EVENTS WITH FOR-PROFIT ITINERANT VENDORS.

Charitable events with itinerant vendors not donating proceeds to a charitable organization or for-profit itinerant vendors are permitted between September 30 through May 1 and subject to

the requirements of § 111.05 and itinerant vendors shall be allowed as part of the event subject to the following provisions:

(A) (1) No more than 20 itinerant vendors per event;

(2) The permittee shall provide a list of itinerant vendors at the time of application and the permit application shall include a depiction of each itinerant vendor's location on the physical site of the event.

(B) The permittee shall be required to donate 100% of the profits realized, after expenses, to a charitable organization that is recognized as tax-exempt and non-profit under the United States Internal Revenue Code. The permittee shall provide the town with an accounting of the event within ten days after the conclusion of the event including the name(s) of the organization receiving the donation(s) [and a written receipt from the non-profit organization](#).

§ 111.07 SPECIAL EVENTS ON THE BEACH.

Charitable events occurring on the beach or dry sand area between the high water mark and the first line of stable natural vegetation shall meet all of the requirements in § 111.05 in addition to the following:

(A) No event shall block any portion of the beach or beach access for emergency personnel and lifeguard services. No apparatus, equipment or personal belongings including but not limited to umbrellas, tents or canopies shall be placed in such a manner as to obstruct the site line required for a lifeguard to perform ~~his or her~~ [their](#) duties.

(B) No more than 300 linear feet of dry beach parallel to the shoreline shall be used per event unless approved by the Board of Commissioners at a public meeting. This restriction shall not apply in the water.

(C) No itinerant vendors or rentals shall be permitted.

(D) No physical structures, materials or apparatus shall be permitted on the beach or dry sand beach area overnight (9:00 p.m. until 6:00 a.m.).

(E) No live music.

(F) No driving on the beach except as permitted by the Town Code.

§ 111.08 PERMIT REQUIREMENTS AND APPLICATION.

(A) *Requirements.* No permittee shall conduct business nor shall any special event be advertised, conducted, organized, coordinated, or otherwise held until such time as a permit is applied for and issued by the town in accordance with this chapter. Except as otherwise provided, such permit shall be valid only for a period of seven consecutive days. No permit will be issued for the same sponsor (charity), or more than four times in 12 consecutive months [per location](#). All itinerant vendor operations and/or special events shall be either within the applicant's property or within property upon which the applicant has written permission from the owner to use.

(B) *Permit application; charitable special events.* Any person, group or organization sponsoring a charitable special event shall submit a permit application to the [Planning Department 30 days prior to the event](#). ~~Zoning Administrator or designee.~~ The application shall

provide the following minimum required information:

- (1) The name, address of the applicant, person, group or organization applying for the permit and/or sponsoring the special event in whose name the permit may be issued;
- (2) A written description of the proposed business activity including, but not limited to, the location of the proposed charitable special event;
- (3) A written description or photograph of any stand to be used in connection with the business;
- (4) A designation, by reference to identifiable landmarks, on a site sketch, describing the approximate area in which such event will be contained, such are to include that required for parking for the special event, tent(s), and any other related activities;
- (5) An estimate of the anticipated attendance of both participants and spectators;
- (6) Written permission from the land/business owner(s) to hold the charitable event at that location. [Written acknowledgement from the non-profit organization listed on the permit application \(if it differs from the applicant\)](#);
- (7) A certificate of health inspection, or letter of exemption, from the Dare County Health Department with respect to any food products prepared by any food operation required to be licensed. Sanitary facilities must be provided as required by the Dare County Health Department or the North Carolina Building Code;
- (8) In summary format, the general plans of the applicant and sponsor concerning the following matters (as applicable to the event):

- (a) Crowd control procedures;
 - (b) Traffic and parking control;
 - (c) The impact of the performance or event on existing parking areas, streets, highways and the burden placed upon public agencies for traffic and crowd security and control;
 - (d) The effects of such performance or event on fire control and fire prevention, including safety precautions;
 - (e) Provisions for emergency medical services and first aid;
 - (f) Provisions for collection and disposal of solid wastes, including trash and garbage, and sanitary provisions, including human waste collection and disposal and the providing of sanitary facilities;
 - (g) Provisions for returning the site to its pre-event conditions, including but not limited to the removal of all debris and trash immediately after the event;
 - (h) The amount, type, and location of temporary signage.
- (9) Such other information as the ~~Zoning Administrator~~ [Planning Director](#) or designee may determine necessary.

§ 111.09 APPLICATION REVIEW.

The ~~Zoning Administrator~~ [Planning Director](#) or designee shall, upon receipt of an application for a permit, review it with the applicant or sponsoring organization to determine any other matters deemed relevant and for the obtaining of more specific information concerning the items presented in the permit application. In determining whether or not to issue such permit, the

~~Zoning Administrator or his or her~~ [Planning Director or](#) designee shall consider those items required to be presented in the permit application and shall also consider conflicts and possible conflicts with other events and performances, the burden placed by the event on public agencies, the adequacy of security, traffic control and crowd control provisions, the health and safety conditions for those attending the performance or event and the capacity of the area designated for the event to contain the expected number of vehicles, participants, and spectators. In addition, the ~~Zoning Administrator~~ [Planning Director](#) or designee must find that the provisions and plans for crowd and traffic control and security, health and sanitation and all matters required to be included in the permit application are adequate and that the applicant and sponsor have the reasonable capability of carrying out such plans and preparations.

§ 111.10 PERMIT ISSUANCE AND REVOCATION.

(A) The ~~Zoning Administrator~~ [Planning Director](#) or designee, after review of the requirements contained in this chapter and the permit application, shall either grant or deny a charitable special event within ~~five~~ [ten](#) working days after a permit application has been submitted.

(B) Such permit shall be issued when the ~~Zoning Administrator~~ [Planning Director](#) or designee finds that:

(1) The proposed activity will not unreasonably interfere with the rights of the general public in having free access along public ways and streets, after consultation with the Chief of Police or designee and such other public officials as may be deemed appropriate;

(2) The proposed activity will not unreasonably interfere with or detract from the promotion of public health, welfare, safety and recreation;

(3) Adequate public services are available for crowd and traffic security and control;

(4) The proposed activity is not reasonably anticipated to incite violence, crime or disorderly conduct; that the proposed activity will not entail extraordinary or burdensome expense or operations on the Police Department and other public agencies;

(5) The activities will not interfere with other scheduled events.

(C) The granting of a permit shall be by letter to the applicant setting out all conditions of the permit and incorporating any provisions or conditions in addition to statements and presentations in the permit application.

(D) Any deviation from the terms and conditions of the permit, or the approved statements contained in the application, or any misstatements of fact made in such application shall be grounds for immediate revocation of the permit at any time by the ~~Zoning Administrator~~ [Planning Director](#) or designee or the Police Chief or designee.

§ 111.11 PERMIT NOT GROUNDS FOR OTHER VIOLATIONS.

The granting of an application is not grounds for the violation of any other ordinance of the town, county or state, and the applicant shall comply with all ordinances of the town. Failure to make provisions for complying shall be grounds for revocation under this chapter.

§ 111.12 PERMIT APPEAL.

In the event the ~~Zoning Administrator~~ [Planning Director](#) or designee denies the permit, or subsequently revokes the permit, the applicant shall have seven days in which to appeal such denial or revocation to the Board of Commissioners. Such appeal shall be in writing, stating the

grounds therefore and shall be addressed to the Mayor with a copy to the Town Manager. The Board of Commissioners shall hear the appeal at the next public meeting. The decision of the Board of Commissioners shall be final.

§ 111.13 DISCLAIMER OF LIABILITY.

(A) In no event shall the issuance of a permit under this chapter make or cause the town to be deemed a sponsor of the event. Further, the town shall incur no liability for any injury to person or property arising out of any events regulated by this chapter. Further, as a condition of any permit issued pursuant to this chapter, the permittee and sponsor(s) shall protect, defend and hold the town and its officers, employees and agents free and harmless from and against any and all losses, penalties, damages, settlements, costs, charges, professional fees or other expenses or liabilities of every kind and arising out of or relating to any and all claims, liens, demands, obligations, actions, proceedings, or causes of action of every kind in connection with or arising out of the event, agreement and/or the performance hereof that are due to the negligence of the sponsor, its officers, employees, or agents, and not the result of the town's sole negligence. The sponsor further agrees to investigate, handle, respond to, provide defense for and defend the same at its sole expense and agrees to bear all other costs and expenses related thereto. The indemnity called for herein shall be in writing and signed by the sponsor of the event.

(B) The applicant shall provide proof of comprehensive liability insurance in the amount of \$1,000,000 individual and aggregate limits covering the event and naming the town as an additional insured as well as proof of workers' compensation coverage as required by the state.

§ 111.14 PAYMENT OF ACTUAL COSTS REQUIRED.

If the permittee fails to follow the conditions of the approved permit resulting in expense to the town, or requests the use of town services over and above those provided during a regular workday or shift including but not limited to off-duty police officers for security, off-duty lifeguards, or failure to collect and dispose of litter and trash, the actual costs of these services will be calculated and billed to the permittee by the town and the permittee shall be responsible for payment within 30 days. Failure to pay for these services shall be a violation of the Town Code, and the permittee shall be subject to the penalties contained in § 10.99 General Penalty.

BE IT FURTHER ORDAINED that it is the intent of the Board of Commissioners that the provisions of this ordinance shall be made a part of the Kill Devil Hills Code of Ordinances; the sections of this ordinance may be re-numbered or re-lettered; and the word “ordinance” may be changed to “section,” “article,” “chapter,” or other appropriate designation to accomplish such intention as needed.

This amendment to Chapter 111, Special Events – Charitable Events, shall be in full force and effect from and after the ____ day of _____, 202_. Adopted and approved by the Board of Commissioners of the Town of Kill Devil Hills at a regular meeting held on the ____ day of _____, 202_, by a vote of ____ in favor and ____ opposed.

SEAL

John Windley
Mayor

ATTEST:

James Michael O’Dell
Town Clerk

APPROVED AS TO FORM:

Casey C. Varnell
Town Attorney

PROPOSED Amendment to Chapter 111, Special Events – Charitable Events:
clarification to application process and event requirements