## GENERAL ASSEMBLY OF NORTH CAROLINA SESSION 2013

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### HOUSE BILL 276 Committee Substitute Favorable 4/8/13 Senate Commerce Committee Substitute Adopted 5/30/13

March 13, 2013

 Short Title:
 Zoning/Board of Adjustment Changes.
 (Public)

 Sponsors:
 (Public)

Referred to:

1 A BILL TO BE ENTITLED 2 AN ACT TO CLARIFY AND MODERNIZE STATUTES REGARDING ZONING BOARDS 3 OF ADJUSTMENT. 4 The General Assembly of North Carolina enacts: 5 SECTION 1. G.S. 160A-388 reads as rewritten: 6 "§ 160A-388. Board of adjustment. 7 Composition and Duties. - The city council-zoning or unified development (a) 8 ordinance may provide for the appointment and compensation of a board of adjustment 9 consisting of five or more members, each to be appointed for three years. In appointing the original members of such board, members or in the filling of vacancies caused by the expiration 10 11 of the terms of existing members, the city council may appoint certain members for less than 12 three years to the end so that thereafter the terms of all members shall not expire at the same time. The council may, in its discretion, may appoint and provide compensation for alternate 13 14 members to serve on the board in the absence or temporary disqualification of any regular 15 member or to fill a vacancy pending appointment of a member. Alternate members shall be 16 appointed for the same term, at the same time, and in the same manner as regular members. 17 Each alternate member, while attending any regular or special meeting of the board and 18 member serving on behalf of any regular member, shall have and may exercise-member has all 19 the powers and duties of a regular member. A city The ordinance may designate a planning board or governing board to perform any or all of the duties of a board of adjustment in 20 21 addition to its other duties.duties and may create and designate specialized boards to hear 22 technical appeals. 23 Provisions of Ordinance. - The zoning or unified development ordinance may (a1) 24 provide that the board of adjustment hear and decide special and conditional use permits, 25 requests for variances, and appeals of decisions of administrative officials charged with enforcement of the ordinance. As used in this section, the term "decision" includes any final 26 and binding order, requirement, or determination. The board of adjustment shall follow 27 28 quasi-judicial procedures when deciding appeals and requests for variances and special and conditional use permits. The board shall hear and decide all matters upon which it is required to 29 30 pass under any statute or ordinance that regulates land use or development. 31 Notice of Hearing. - Notice of hearings conducted pursuant to this section shall be (a2) 32 mailed to the person or entity whose appeal, application, or request is the subject of the hearing; to the owner of the property that is the subject of the hearing if the owner did not initiate the 33 34 hearing; to the owners of all parcels of land abutting the parcel of land that is the subject of the hearing; and to any other persons entitled to receive notice as provided by the zoning or unified 35



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development ordinance. In the absence of evidence to the contrary, the city may rely on the 1 2 county tax listing to determine owners of property entitled to mailed notice. The notice must be 3 deposited in the mail at least 10 days, but not more than 25 days, prior to the date of the 4 hearing. Within that same time period, the city shall also prominently post a notice of the 5 hearing on the site that is the subject of the hearing or on an adjacent street or highway 6 right-of-way. 7 (b) A zoning ordinance or those provisions of a unified development ordinance adopted 8 pursuant to the authority granted in this Part shall provide that the board of adjustment shall 9 hear and decide appeals from and review any order, requirement, decision, or determination 10 made by an administrative official charged with the enforcement of that ordinance. An appeal 11 may be taken by any person aggrieved or by an officer, department, board, or bureau of the 12 city. Appeals shall be taken within times prescribed by the board of adjustment by general rule, 13 by filing with the officer from whom the appeal is taken and with the board of adjustment a 14 notice of appeal, specifying the grounds thereof. The officer from whom the appeal is taken 15 shall forthwith transmit to the board all the papers constituting the record upon which the action 16 appealed from was taken. An appeal stays all proceedings in furtherance of the action appealed 17 from, unless the officer from whom the appeal is taken certifies to the board of adjustment, 18 after notice of appeal has been filed with him, that because of facts stated in the certificate a 19 stay would, in his opinion, cause imminent peril to life or property or that because the violation 20 charged is transitory in nature a stay would seriously interfere with enforcement of the 21 ordinance. In that case proceedings shall not be stayed except by a restraining order, which may 22 be granted by the board of adjustment or by a court of record on application, on notice to the 23 officer from whom the appeal is taken and on due cause shown. The board of adjustment shall 24 fix a reasonable time for the hearing of the appeal, give due notice thereof to the parties, and 25 decide it within a reasonable time. The board of adjustment may reverse or affirm, wholly or 26 partly, or may modify the order, requirement, decision, or determination appealed from, and 27 shall make any order, requirement, decision, or determination that in its opinion ought to be 28 made in the premises. To this end the board shall have all the powers of the officer from whom 29 the appeal is taken. 30 (b1) Appeals. – The board of adjustment shall hear and decide appeals decisions of 31 administrative officials charged with enforcement of the zoning or unified development 32 ordinance and may hear appeals arising out of any other ordinance that regulates land use or 33 development, pursuant to all of the following: 34 Any person who has standing under G.S. 160A-393(d) or the city may (1)35 appeal a decision to the board of adjustment. An appeal is taken by filing a 36 notice of appeal with the city clerk. The notice of appeal shall state the 37 grounds for the appeal. 38 The official who made the decision shall give written notice to the owner of (2)39 the property that is the subject of the decision and to the party who sought 40 the decision, if different from the owner. The written notice shall be delivered by personal delivery, electronic mail, or by first-class mail. 41 42 The owner or other party shall have 30 days from receipt of the written (3) notice within which to file an appeal. Any other person with standing to 43 44 appeal shall have 30 days from receipt from any source of actual or 45 constructive notice of the decision within which to file an appeal. It shall be conclusively presumed that all persons with standing to appeal 46 (4) 47 have constructive notice of the decision from the date a sign containing the 48 words "Zoning Decision" or "Subdivision Decision" in letters at least six inches high and identifying the means to contact an official for information 49 50 about the decision is prominently posted on the property that is the subject of 51 the decision, provided the sign remains on the property for at least 10 days.

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1		Posting of signs is not the only form of constructiv	ve notice. Any such
2		posting shall be the responsibility of the landowner or a	pplicant. Verification
3		of the posting shall be provided to the official who	made the decision.
4		Absent an ordinance provision to the contrary, posting	of signs shall not be
5		required.	
5	<u>(5)</u>	The official who made the decision shall transmit to the	board all documents
7		and exhibits constituting the record upon which the act	
3		taken. The official shall also provide a copy of the re	* *
)		and to the owner of the property that is the subject	* *
)		appellant is not the owner.	<u> </u>
	<u>(6)</u>	An appeal of a notice of violation or other enfor	rcement order stavs
2	<u>,</u>	enforcement of the action appealed from unless the o	
3		decision certifies to the board of adjustment after notic	
-		filed that because of the facts stated in an affidavit,	* *
		imminent peril to life or property or because the viol	
		nature, a stay would seriously interfere with enforcem	
,		In that case, enforcement proceedings shall not be	
3		restraining order, which may be granted by a co	
)		proceedings are not stayed, the appellant may file with	
)		for an expedited hearing of the appeal, and the board	•
ĺ		meet to hear the appeal within 15 days after such	
2		Notwithstanding the foregoing, appeals of decisions	-
}		otherwise affirming that a proposed use of property i	
Ļ		ordinance shall not stay the further review of an appli	
í		permissions to use such property; in these situation	
5		request and the board may grant a stay of a final	
,		applications or building permits affected by the issue be	
3	<u>(7)</u>	Subject to the provisions of subdivision (6) of this sub	
		adjustment shall hear and decide the appeal within a rea	<u>sonable time.</u>
	<u>(8)</u>	The official who made the decision shall be present	at the hearing as a
		witness. The appellant shall not be limited at the hearing	g to matters stated in
		the notice of appeal. If any party or the city would be	unduly prejudiced by
		the presentation of matters not presented in the notice	of appeal, the board
		shall continue the hearing. The board of adjustment m	ay reverse or affirm,
		wholly or partly, or may modify the decision appealed	from and shall make
		any order, requirement, decision, or determination that	at ought to be made.
		The board shall have all the powers of the official who	made the decision.
	<u>(9)</u>	When hearing an appeal pursuant to G.S. 160A-400.9(e	e) or any other appeal
		in the nature of certiorari, the hearing shall be based on	the record below and
		the scope of review shall be as provided in G.S. 160A-3	<u>93(k).</u>
	<u>(10)</u>	The parties to an appeal that has been made under this	subsection may agree
)		to mediation or other forms of alternative dispute resol	ution. The ordinance
		may set standards and procedures to facilitate and ma	anage such voluntary
		alternative dispute resolution.	
		al and Conditional Use Permits The zoning ordinance	
		nent may permit special exceptions to the zoning reg	
		or situations as provided in subsection (d) of this se	•
	-	nitted uses, and that the board may use hear and decide sp	
		to be <u>permits</u> in accordance with the principles, co	
)		ocedures specified in the ordinance. <u>Reasonable and approved</u>	
1	may be imposed	upon these permits. The ordinance may also authorize t	ne board to interpret

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	zoning maps and	pass upon disputed questions of lot lines or district bounda	ry lines and similar		
	questions as they	questions as they arise in the administration of the ordinance. The board shall hear and decide			
	all matters referred to it or upon which it is required to pass under any zoning ordinance.				
		carrying out the strict letter of a zoning ordinance, the board of adjustment shall have the power			
		⊢any of the regulations or provisions of the ordinance so th			
		showing of all of the following:	<u>+</u>		
	(1)	Unnecessary hardship would result from the strict	application of the		
	<u></u>	ordinance. It shall not be necessary to demonstrate that, in variance, no reasonable use can be made of the property.			
	(2)	The hardship results from conditions that are peculiar to	the property such		
	<u>(2)</u>	as location, size, or topography. Hardships resulti			
		circumstances, as well as hardships resulting from c			
		common to the neighborhood or the general public, may			
		granting a variance.			
	(3)	<u>The hardship did not result from actions taken by the hardship did not result from actions take</u>	e applicant or the		
	<u>(3)</u>	property owner. The act of purchasing property with			
		circumstances exist that may justify the granting of a va			
		regarded as a self-created hardship.	and the shall not be		
	<u>(4)</u>	<u>The requested variance is consistent with the spirit spirit,</u>	nurnose and intent		
	<u>(+)</u>	of the ordinance shall be observed, ordinance, such that			
		welfare secured, <u>safety is secured</u> , and substantial justice			
١	No change in pe	ermitted uses may be authorized by variance. Appropriate			
		by related to the condition or circumstance that gives ris			
		imposed on any approval issued by the board. <u>Appropriate</u>			
		variance, provided that the conditions are reasonably rela			
		ance that regulates land use or development may pro			
	-	ne provisions of this subsection.			
	(e) <u>Votin</u>	-			
	$\overline{(1)}$	The concurring vote of four-fifths of the members of	the board shall be		
		necessary to reverse any order, requirement, decision,			
		any administrative official charged with the enforceme	nt of an ordinance		
		adopted pursuant to this Part, or to decide in favor of			
		matter upon which it is required to pass under any ordin			
		variance from the provisions of the ordinance. grant a v			
		of the members shall be required to decide any other qua	si-judicial matter or		
		to determine an appeal made in the nature of certiorari.	For the purposes of		
		this subsection, vacant positions on the board and	members who are		
		disqualified from voting on a quasi-judicial matter shall	l not be considered		
		"members of the board" members of the board for calcula	tion of the requisite		
		supermajority majority if there are no qualified alternate	es available to take		
		the place of such members.			
	(e1) A me	mber of the board or any other body exercising quas	i-judicial functions		
		Article shall not participate in or vote on any quasi-judicial			
t	hat would viola	ate affected persons' constitutional rights to an imparti	al decision maker.		
	Impermissible co	onflicts include, but are not limited to, a member having a	fixed opinion prior		
	to hearing the ma	atter that is not susceptible to change, undisclosed ex parte	communications, a		
		ousiness, or other associational relationship with an aff	-		
		in the outcome of the matter. If an objection is rais			
		that member does not recuse himself or herself, the remain	ning members shall		
	by majority vote	rule on the objection.			

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_	(e2) Q	)uasi-	Judicial Decisions and Judicial Review. –		
	. ,	1)	The board shall determine contested facts and r	nake its decision within a	
	<u>x-</u>	<u> </u>	reasonable time. Every quasi-judicial decisio		
			competent, material, and substantial evidence	-	
			quasi-judicial decision shall be reduced to writi		
			determination of contested facts and their app		
			standards. The written decision shall be signed		
			authorized member of the board. A quasi-judicial	•	
			filing the written decision with the clerk to the bo	_	
			official as the ordinance specifies. The decision		
			delivered by personal delivery, electronic mail, o		
			applicant, property owner, and to any person wh	•	
			request for a copy, prior to the date the decision		
			person required to provide notice shall certify the		
			made.	hat proper notice has been	
	C	2)	Every <u>quasi-judicial</u> decision of the board shall b	a subject to review by the	
	<u>L</u> 2	<u> </u>	superior court by proceedings in the nature of		
			pursuant to G.S. 160A-393. A petition for review	•	
			be filed with the clerk of superior court within b	5 1	
			the decision of the board is filed in such office as		
			<u>effective</u> or after a written copy thereof is <u>a</u>		
			subdivision (1) of this subsection. When first-cla		
			notice, three days shall be added to the time to fi	-	
			every aggrieved party who has filed a written requ	10	
			secretary or chairman of the board at the time	-	
			whichever is later. The decision of the board		
			aggrieved party either by personal service or by	registered man or certified	
		) a the a	mail return receipt requested.		
			<u>— The chairman chair of the board or adjustment of a chair and the clark to the board or is outher and t</u>		
			<del>n, <u>chair</u> and the clerk to the board are is</del> authorized		
			to witnesses in any matter coming before the boar		
			a proceeding before the board of adjustment, willf	ully swears faisely is guilty	
<u>(</u>	of a Class 1				
			<u>enas. – The board of <del>adjustment</del> adjustment throug</u>		
	-		acting as chair, may subpoena witnesses and		
			uest issuance of a subpoena, persons with standin		
	•		en request to the chair explaining why it is necessa	-	
			mpelled. The chair shall issue requested subpoenas		
			le in nature and scope, and not oppressive. The cha	•	
			ify a subpoena. Decisions regarding subpoenas n		
			<u>ill board of adjustment.</u> If a person fails or refuses	• •	
-			ubsection, the board of adjustment or the party s	• •	
	apply to the General Court of Justice for an order requiring that its order subpoena be obeyed,				
	and the court shall have jurisdiction to issue these orders after notice to all proper parties. No			1 1 1	
	•	-	witness before the board of adjustment pursuan	-	
€			wer conferred by this subsection may be used aga		
	of any civil or criminal action other than a prosecution for false swearing committed on the				
	•			examination. Any person who, while under oath during a proceeding before the board of	
e	xamination			6	
e	examination.	willfu	y person who, while under oath during a proceed ally swears falsely, is guilty of a Class 1 misdemean ION 2.(a) G.S. 160A-388(e1) is recodified as G.S.	<del>or.</del> "	

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l	<b>SECTION 2.(b)</b> G.S. 160A-388(e)(2), as recodified by Section 2(a) of this act,
2	reads as rewritten:
3	"(2) A member of the <u>any</u> board or any other body exercising quasi-judicial
1	functions pursuant to this Article shall not participate in or vote on any
5	quasi-judicial matter in a manner that would violate affected persons'
	constitutional rights to an impartial decision maker. Impermissible conflicts
	violations of due process include, but are not limited to, a member having a
	fixed opinion prior to hearing the matter that is not susceptible to change,
	undisclosed ex parte communications, a close familial, business, or other
	associational relationship with an affected person, or a financial interest in
	the outcome of the matter. If an objection is raised to a member's
	participation and that member does not recuse himself or herself, the
	remaining members shall by majority vote rule on the objection."
	SECTION 3.(a) G.S. 153A-345 is repealed.
	<b>SECTION 3.(b)</b> Article 18 of Chapter 153A of the General Statutes is amended by
	adding a new section to read:
	" <u>§ 153A-345.1. Board of adjustment.</u>
	(a) <u>The provisions of G.S. 160A-388 are applicable to counties.</u>
	(b) For the purposes of this section, as used in G.S. 160A-388, the term "city council" is
	deemed to refer to the board of county commissioners, and the terms "city" or "municipality"
	<u>are deemed to refer to the county.</u> (c) If a board of county commissioners does not zone the entire territorial jurisdiction of
	the county, each designated zoning area shall, if practicable, have at least one resident as a
	member of the board of adjustment; otherwise, the provisions of G.S. 153A-25 regarding
	qualifications for appointive office shall apply to board of adjustment appointments."
	SECTION 4. G.S. 160A-381(c) reads as rewritten:
	"(c) The regulations may also provide that the board of adjustment, the planning board,
	or the city council may issue special use permits or conditional use permits in the classes of
	cases or situations and in accordance with the principles, conditions, safeguards, and
	procedures specified therein and may impose reasonable and appropriate conditions and
	safeguards upon these permits. When deciding special use permits or conditional use permits,
	the city council or planning board shall follow quasi-judicial procedures. Notice of hearings on
	special or conditional use permit applications shall be as provided in G.S. 160A-388(a2). No
	vote greater than a majority vote shall be required for the city council or planning board to
	issue such permits. For the purposes of this section, vacant positions on the board and members
	who are disqualified from voting on a quasi-judicial matter shall not be considered "members
	of the board" for calculation of the requisite majority. Every such decision of the city council or
	planning board shall be subject to review of the superior court in the nature of certiorari in
	accordance with G.S. 160A-388.
	Where appropriate, such conditions may include requirements that street and utility
	rights-of-way be dedicated to the public and that provision be made of recreational space and
	facilities."
	<b>SECTION 5.</b> G.S. 153A-340(c1) reads as rewritten:
	"(c1) The regulations may also provide that the board of adjustment, the planning board, or the board of commissioners may issue special use permits or conditional use permits in the
	or the board of commissioners may issue special use permits or conditional use permits in the classes of cases or situations and in accordance with the principles, conditions, safeguards, and
	procedures specified therein and may impose reasonable and appropriate conditions and
	safeguards upon these permits. Where appropriate, the conditions may include requirements
	that street and utility rights-of-way be dedicated to the public and that recreational space be
	provided. When deciding special use permits or conditional use permits, the board of county
	commissioners or planning board shall follow quasi-judicial procedures. Notice of hearings on

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special or conditional use permit applications shall be as provided in G.S. 160A-388(a2). No vote greater than a majority vote shall be required for the board of county commissioners or planning board to issue such permits. For the purposes of this section, vacant positions on the board and members who are disqualified from voting on a quasi-judicial matter shall not be considered "members of the board" for calculation of the requisite majority. Every such decision of the board of county commissioners or planning board shall be subject to review of the superior court in the nature of certiorari consistent with G.S. 153A-345."

**SECTION 6.** G.S. 153A-44 reads as rewritten:

# 9 "§ 153A-44. Members excused from voting.

The board may excuse a member from voting, but only upon questions involving the member's own financial interest or official conduct or on matters on which the member is prohibited from voting under G.S. 14-234, 153A-340(g), or <del>153A-345(e1).</del><u>160A-388(e)(2)</u>. For purposes of this section, the question of the compensation and allowances of members of the board does not involve a member's own financial interest or official conduct."

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## SECTION 7. G.S. 153A-336(a) reads as rewritten:

16 When a subdivision ordinance adopted under this Part provides that the decision "(a) 17 whether to approve or deny a preliminary or final subdivision plat is to be made by a board of 18 commissioners or a planning board, other than a planning board comprised solely of members 19 of a county planning staff, and the ordinance authorizes the board of commissioners or 20 planning board to make a quasi-judicial decision in deciding whether to approve the 21 subdivision plat, then that quasi-judicial decision of the board of commissioners or planning 22 board shall be subject to review by the superior court by proceedings in the nature of certiorari. 23 The provisions of G.S. 153A-340(f), 153A-345(e2), 160A-388(e2)(2), and 153A-349 shall 24 apply to those appeals."

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## **SECTION 8.** G.S. 153A-340(c1) reads as rewritten:

26 "(c1) The regulations may also provide that the board of adjustment, the planning board, 27 or the board of commissioners may issue special use permits or conditional use permits in the 28 classes of cases or situations and in accordance with the principles, conditions, safeguards, and 29 procedures specified therein and may impose reasonable and appropriate conditions and 30 safeguards upon these permits. Where appropriate, the conditions may include requirements that street and utility rights-of-way be dedicated to the public and that recreational space be 31 32 provided. When deciding special use permits or conditional use permits, the board of county 33 commissioners or planning board shall follow quasi-judicial procedures. No vote greater than a 34 majority vote shall be required for the board of county commissioners or planning board to 35 issue such permits. For the purposes of this section, vacant positions on the board and members 36 who are disqualified from voting on a quasi-judicial matter shall not be considered "members 37 of the board" for calculation of the requisite majority. Every such decision of the board of 38 county commissioners or planning board shall be subject to review of the superior court in the 39 nature of certiorari consistent with G.S. 153A-345. G.S. 160A-388."

40 41 SECTION 9. G.S. 153A-349(c) is repealed.

SECTION 10. G.S. 153A-349.8(c) reads as rewritten:

"(c) If the developer fails to cure the material breach within the time given, then the local
government unilaterally may terminate or modify the development agreement; provided, the
notice of termination or modification may be appealed to the board of adjustment in the manner
provided by <u>G.S. 153A 345(b). G.S. 160A-388(b1).</u>"

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SECTION 11. G.S. 160A-75 reads as rewritten:

## 47 "**§ 160A-75. Voting.**

No member shall be excused from voting except upon matters involving the consideration of the member's own financial interest or official conduct or on matters on which the member is prohibited from voting under G.S. 14-234, 160A-381(d), or 160A-388(e1),160A-388(e)(2). In

all other cases, a failure to vote by a member who is physically present in the council chamber,

1 or who has withdrawn without being excused by a majority vote of the remaining members 2 present, shall be recorded as an affirmative vote. The question of the compensation and 3 allowances of members of the council is not a matter involving a member's own financial 4 interest or official conduct. 5 An affirmative vote equal to a majority of all the members of the council not excused from 6 voting on the question in issue, including the mayor's vote in case of an equal division, shall be 7 required to adopt an ordinance, take any action having the effect of an ordinance, authorize or 8 commit the expenditure of public funds, or make, ratify, or authorize any contract on behalf of 9 the city. In addition, no ordinance nor any action having the effect of any ordinance may be 10 finally adopted on the date on which it is introduced except by an affirmative vote equal to or 11 greater than two thirds of all the actual membership of the council, excluding vacant seats and 12 not including the mayor unless the mayor has the right to vote on all questions before the 13 council. For purposes of this section, an ordinance shall be deemed to have been introduced on 14 the date the subject matter is first voted on by the council." 15 **SECTION 12.** G.S. 160A-377(a) reads as rewritten: 16 When a subdivision ordinance adopted under this Part provides that the decision "(a) 17 whether to approve or deny a preliminary or final subdivision plat is to be made by a city 18 council or a planning board, other than a planning board comprised solely of members of a city 19 planning staff, and the ordinance authorizes the council or planning board to make a 20 quasi-judicial decision in deciding whether to approve the subdivision plat, then that 21 quasi-judicial decision of the council or planning board shall be subject to review by the 22 superior court by proceedings in the nature of certiorari. The provisions of G.S. 160A-381(c), 23 <del>160A-388(e2),</del>160A-388(e2)(2), and 160A-393 shall apply to those appeals." 24 **SECTION 13.** G.S. 160A-393(c)(3) reads as rewritten: 25 "(3) Set forth with particularity the allegations and facts, if any, in support of 26 allegations that, as the result of impermissible conflict as described in 27 G.S. 160A-388(e1), G.S. 160A-388(e)(2), or locally adopted conflict rules, 28 the decision-making body was not sufficiently impartial to comply with due 29 process principles." 30 **SECTION 14.** G.S. 160A-393(j)(2) reads as rewritten: Whether, as a result of impermissible conflict as described in 31 "(2) 32 G.S. 160A-388(e1), G.S. 160A-388(e)(2), or locally adopted conflict rules, 33 the decision-making body was not sufficiently impartial to comply with due 34 process principles."

35 **SECTION 15.** This act becomes effective October 1, 2013, and applies to actions 36 taken on or after that date by any board of adjustment.