

## PROPOSED AGENDA

### Meeting of the Town of Biltmore Forest Board of Commissioners

To be held Tuesday, October 15, 2019 at 4:30 p.m.

#### A. Roll Call by the Clerk

Mayor George F. Goosmann, III  
Commissioner Fran G. Cogburn  
Commissioner E. Glenn Kelly  
Commissioner Doris P. Loomis

#### B. Approval of the Minutes

1. The minutes of the Regular meeting held on September 17, 2019 will be considered for approval.

#### C. Reports of Officers

1. Chief of Skyland Fire and Rescue
2. Police Department
3. Public Works Director
4. Town Manager

#### D. New Business

1. Consideration of Amendment to Town Code regarding Commercial Traffic
2. Consideration of Fiscal Control Policy Consideration of Fiscal Control Policy Pursuant to N.C.G.S. 159-28 (Pre-Audit Authorization of Expenditures)
3. Consideration of Heavy Duty Truck Purchase
4. Accessory Structure Ordinance - Discussion
5. Greenwood Park Grant Update and Discussion
6. Stormwater Engineering Request for Qualifications
7. Statewide Land Use, Planning, and Zoning Changes - Discussion

#### E. Petitions, Motions, and Other Business

#### F. Public Comment

#### G. Adjourn

MINUTES OF THE MEETING OF THE MAYOR AND THE TOWN COMMISSIONERS OF  
BILTMORE FOREST HELD SEPTEMBER 17, 2019.

Be it remembered by those that follow these proceedings that the Governing Board of the Town of Biltmore Forest met and conducted the following business:

Roll call by the Clerk:

Mayor George F. Goosmann, III, present

Commissioner Doris P. Loomis, present

Commissioner Fran Cogburn, present

Mr. Jonathan Kanipe, the Town Manager was also present. Mr. William Clarke, the Town Attorney was also present.

Mayor Goosmann called the meeting to order at 4:30 pm.

Mayor Goosmann asked for a motion to approve the August 13, 2019 minutes. A motion was made by Commissioner Loomis. The motion was seconded by Commissioner Cogburn and unanimously approved.

Chief Ryan Cole from Skyland Fire Department was unable to attend the meeting. There were 25 calls of service. The majority of the calls were for medical service.

Mr. Jonathan Kanipe presented the Order of the Long Leaf Pine award to Mayor Goosmann on behalf of North Carolina Governor Roy Cooper. Since 1963, North Carolina's governors have reserved their highest honor, the Order of the Long Leaf Pine award, for persons who have made significant contributions to the state and their communities through exemplary service and exceptional accomplishments.

Mr. Kanipe also congratulated Ms. Helen Stephens. Mr. Kanipe said Ms. Stephens has continued to do a terrific job with the financial reporting. The Town received an award for the Comprehensive Annual Financial Report (CAFR) for the third year. The Town also received an award for the Popular Annual Financial Report (PAFR) from the Government Finance Officers Association (GFOA) for the second year. Mr. Kanipe was very thankful for the job Ms. Stephens has done and Ms. Stephens was congratulated.

Chief Chris Beddingfield gave the monthly report for the Police Department. Chief Beddingfield discussed stolen jewelry taken from a few homes. The property was recovered and Lt. Mark Allen was congratulated for his assistance. There were five vehicle break-ins, mostly with cars left unlocked. Chief Beddingfield reminded people to lock their car doors.

Mr. Terry Crouch had no further comment about the Public Works monthly report. Mayor Goosmann reminded the audience, the Public Works open house will occur from 6pm-8pm tonight.

Mr. Kanipe mentioned the Bourne Lane carvings that were removed. Mr. Paul Zimmerman has restored the columns. The shields are also being restored.

The next topic of discussion was regarding the Separation Allowance for Police Officers. In 2018, the law changed allowing law enforcement officers to retire with a reduced benefit at 25 years. The retirement system did not make any specifics about how the separation allowance should be distributed because at 25 years, it is left to the Town to determine whether to award anything as separation allowance to the police officer who is retiring. The money could go directly into the retiree bank account or into their retirement account.

The Town has a law enforcement officer who is deciding to take this 25 year reduced retirement. This decision is up to the Board if any amount is to be awarded. By state law, the amount could not exceed \$105,000.

Mr. Clarke said it is the Town's decision as to whether they would like to issue a lump sum. Mr. Kanipe said this employee is the first employee in the State to accept this reduced

retirement. The Statute allows a special separation allowance but there really is no guidance except the maximum allowable pay cap.

The Board discussed awarding this officer an amount of \$1,000 per year, and noted the special circumstance of this employee being hired when the Town still required police officers to serve as volunteer firemen. This employee has worked for the Town for 25 years. Mr. Clarke said this is the last remaining police officer who also worked for the fire department. Commissioner Cogburn made a motion to have this payment accepted for the retiring employee for a lump sum of \$25,000. Commissioner Loomis seconded the motion. The motion was unanimously approved.

Mayor Goosmann discussed the traffic situation and the complaints about the construction traffic coming in to Eastwood Road, Hilltop Road, and Ridgefield Place. Mayor Goosmann asked Mr. Clarke if there is something we can do to notify the construction personnel to tell them these areas are not a construction entrance. Mayor Goosmann would also like to limit the amount of cars on a construction site. Mr. Clarke said he will look at it as part of the construction ordinance and will present the language at next month's meeting.

Mr. Kanipe discussed the Tree Protection Ordinance and the request that it be reviewed based on lot size. Mr. Kanipe could not find any specific Ordinance based on lot size regarding tree removal. Mr. Kanipe discussed the language regarding removal of trees. Commissioner Cogburn said the Town Manager should be the only one listed to make the approval for removal. The only change in the draft language is section 93.32 and 93.34 which would entail removing the word "Town Arborist" and specify "Town Manager" only to have the final approval. Mayor Goosmann agreed with Commissioner Cogburn. Commissioner Cogburn made the motion to accept the Tree Protection Ordinance with the revisions in section 93.32 and 93.34. Commissioner Loomis seconded the motion. The motion was unanimously approved.

Mr. Jonathan Kanipe gave the monthly report for the Town. Commissioner Cogburn asked Mr. Kanipe to clarify the construction truck route. Mr. Kanipe discussed the truck route and the changes. Mr. Kanipe said a plan should be in store by October to educate contractors and notify them of the route change. Mr. Kanipe said landscaping trucks may also be included.

The Public Works open house will begin at 6pm tonight. The Police Department building exterior has been painted. Repair on fixing the flat roofs on each side of the building will also be done soon. There are a few challenges with repairing these roofs but this issue will be addressed.

Regarding the Greenwood Park stream restoration project, the Town is on target and RFQs will be issued for engineering services. This will likely be reviewed in October.

There is no update on the park grant as of yet.

The Town is working with Buncombe County and other Municipal staff regarding the 2020 Census. Residents will receive information shortly, and information will also be posted on our website and through media. They are looking for volunteer workers if anyone would like to help.

The Town received approval from the State of North Carolina to enter into the Deer Management assistance program. Staff met with the North Carolina League of Municipalities regarding the policies and procedures. More details to come as the project moves forward.

The Volkswagen Clean Diesel Grant will be turned in at the end of September.

The Eastwood Road traffic light is active and operational.

The inoperable police vehicle auction currently has a bid at \$3,300.

PUBLIC COMMENT

Mrs. Cynthia Justice made public comment regarding deer management, asked why the Town was exempt from the tree protection ordinance, and expressed her belief that the green arrow turning left onto Eastwood Road from the northbound travel lane of Hendersonville Road would result in increased traffic through the Town.

Mr. David Owen made public comment and asked the Board to consider revising the fencing ordinance to allow fencing in the rear yard.

Mrs. Mary Goodkind made public comment regarding the new stoplight at Eastwood/Hendersonville Road and indicated her support of limiting traffic on Ridgefield Place. She also asked about the repaving of a section of Ridgefield Place that was cut during the traffic light installation. Mr. Kanipe indicated this would be taken care of within the next month.

Mr. Drew Stephens made public comment regarding the new stoplight at Eastwood/Hendersonville Road and expressed support for limiting traffic on Ridgefield Place.

Mayor Goosmann adjourned the meeting at 5:19pm.

The next Board of Commissioners meeting is scheduled for Tuesday, October 17, 2019 at 4:30 p.m.

ATTEST:

---

---

Jonathan B. Kanipe  
Town Manager

George F. Goosmann, III  
Mayor

UNAPPROVED



# Skyland Fire & Rescue

## Biltmore Forest Valley Springs Station

Phone: (828) 684-6421 Address: PO Box 640 Skyland NC 28776 Fax (828) 684-1010  
[www.skylandfire.com](http://www.skylandfire.com)



### Biltmore Forest Valley Springs Station

### Incident Response

September 2019

Station: 4 - BILTMORE FOREST STATION	
111 - Building fire	1
311 - Medical assist, assist EMS crew	5
322 - Motor vehicle accident with injuries	2
381 - Rescue or EMS standby	1
554 - Assist invalid	2
571 - Cover assignment, standby, moveup	1
611 - Dispatched & cancelled en route	3
622 - No incident found on arrival at dispatch address	2
651 - Smoke scare, odor of smoke	2
652 - Steam, vapor, fog or dust thought to be smoke	1
736 - CO detector activation due to malfunction	1
745 - Alarm system activation, no fire - unintentional	1
# Incidents for 4 - Biltmore Forest Station:	
22	

Respectfully Submitted,

Ryan M. Cole

Chief Ryan M. Cole  
Skyland Fire Rescue



# BILTMORE FOREST POLICE DEPARTMENT

## Department Head Report

October 15th, 2019 Board of Commissioners Meeting

*Chris Beddingfield, Police Chief*

### **Police Dept. Monthly Report 09/01/19-09/30/19**

#### **Calls for Service:585**

#### **Officers responded to the following calls for service:**

Accident - 5	Accident - PI -0
Alarm - 20	Animal Carcass - 3
Assist EOC -7	Assist Motorist - 10
Assist Other Agency - 11	Assist Resident - 6
Bear Report - 17	Business Check - 65
Busy - 7	Crime Prev. - 28
Chase- 0	Direct Traffic - 4
Distressed Animal - 0	Disturbance - 4
Dog Complaint - 19	Domestic disturbance- 0
Fire - 0	Fight- 0
Hit and Run - 0	House Check - 107
Improper Parking- 1	Incomplete 911- 0
Investigation - 1	Intoxicated Driver- 0
Mental Patient - 2	Missing Person - 0
Noise Disturbance - 1	Ordinance Violation - 10
Out of Service - 0	Out of Town - 0
Person down - 0	Power Outage - 3
Radar Operation - 12	Road Blocked - 4

Service of Car - 3	Sign Ord Violation - 7
Special Assignment – 2	Special Check - 61
Speed/Reckless Driving- 0	Suspicious Person - 14
Suspicious Vehicle – 44	Vandalism - 1
Vehicle Stop – 50	Well-being Check – 1

### **Total Number Of Calls: 585**

### **Arrests:**

1-Felony Arrest-1 Possession of Methamphetamine

5-Misdemeanor Arrests-9 Charges- 2 Resisting Officers, 1 Second Degree Trespass, 1 DWI, 1 Driving While License Revoked, 1 Open Container of Alcohol, 1 Injury to Personal Property, 1 Domestic Violence Violation, 1 Speeding

### **Time Consumption Summary:**

#### **Approximations**

Business Checks-9 hours

House Checks- 8 hours

Radar Operation- 5 hours

Vehicle Crash Investigation- 1.5 hours

### **Notable Calls and Projects:**

Worked extremely short during the month - One retiring officer using vacation time, One officer on light duty, One officer on bereavement leave, One officer on emergency personal leave and One officer in extended training all at the same time.

Conducted panel interviews for potential new hires-interviewed six candidates, as of the creation of this report we have conditional offers extended for two full-time positions and one part-time position.

Bear season is upon us, significant increase in bear calls (4 calls in August, 17 in September).



# Biltmore Forest Public Works Department

---

**Terry Crouch**  
**Director Of Public Works**  
**355 Vanderbilt Road**  
**Biltmore Forest NC, 28803**

**Phone: 274-3919**  
**Fax: 274-3921**  
**Mobile: 777-4466**  
**Email: [tcrouch@biltmoreforest.org](mailto:tcrouch@biltmoreforest.org)**

---

## **PUBLIC WORKS MONTHLY REPORT** **SEPTEMBER 18, 2019 TO OCTOBER 15, 2019**

- Completed all of the normal routine services to the residents on schedule, garbage collection, recycling and brush removal.
- Installed 1 more Stop Ahead sign going north on Vanderbilt road before the new 4 way stop.
- We have collected a total of 22 loads of brush for the residents and transported them to Asheville Stump and Dump.
- We constructed new shelves in the upper stall to store all of our spare water parts and copper piping.
- Dug out and replaced 30 feet of storm drain pipe at no. 8 East Forest road and constructed a new storm drain box at the upper end of the driveway. The old pipe had broken and was caving in at the drain and the driveway.
- Mowed the park at the intersection of Vanderbilt, East Forest and Park road and the area off of Brookside and Cedar Hill.
- Completed 63 special requests from the residents, extra garbage collection, meter rereads, house no. signs, recycling request, etc and completed 30 utility locate request.
- Completed the 2 monthly bacteriological water samples for September 2019 and both were in compliance with the state.
- Charles has inspected 55 trees for the residents.

- Completed repairs to several pieces of Public Works equipment.
- We collected a total of 28.53 tons of garbage and 16.38 tons of recycling for the month of September.
- We had to dig back out the driveway at 8 East Forest 2 inches so that it could be paved.
- We have been working on moving back in to the new building whenever we have time to work on it.
- We are still working on the annual inspections of the residents RPZ devices (backflow).
- A total of 529 hours were spent maintaining the Town's roads and road shoulders.
- 85 hours were spent maintaining the Town's parks and pond.
- Repaired 2 streetlights (general repairs).
- We are continuing to repair road shoulder ruts and road shoulders all over the Town due to vehicles.
- We are continuing to clean up the fallen debris out of the woods off Brookside road when time allows.
- Completed all of the daily chlorine samples for the month of September and sent to the state as required.
- Mowed all of the road shoulders and parks as needed.
- We are continuing to check residents meters for leaks every week.

Sincerely



Terry Crouch  
Director of Public Works

355 Vanderbilt Rd | Biltmore Forest, NC  
Po Box 5352 | Biltmore Forest, NC 28803  
P (828) 274-0824 | F (828) 274-8131

[www.biltmoreforest.org](http://www.biltmoreforest.org)



George F. Goosmann, III, Mayor  
Fran G. Cogburn, Mayor-Pro Tem  
E. Glenn Kelly, Commissioner  
Doris P. Loomis, Commissioner

Jonathan B. Kanipe,  
Town Manager

## MEMORANDUM

To: Mayor and Board of Commissioners

From: Jonathan Kanipe, Town Manager

Re: Town Manager's Report

Date: October 10, 2019

---

### Public Works Building Open House

The Town hosted approximately 65 residents at our Open House last month. The new building was warmly received and staff was pleased to show the citizens the new building. The architect and contractor are in final stages of closing out some punch list items. We hope to complete this work within the next two months, but the building is operational at this point. Many thanks to the Board, Town staff, and citizens for their patience during construction.

### Buncombe/Madison County Hazard Mitigation Program

Buncombe and Madison counties, and their respective municipalities, kicked off the update to the Hazard Mitigation Plan in late September. This update includes a review of existing hazard mitigation activities as well as planning for future hazards. The mission of the hazard mitigation document is to mitigate hazard impacts on existing development within our communities and ensure that future development is conducted in a way that does not increase vulnerability. The Town and other local jurisdictions are scheduled to meet again in late January to review input gained from public meetings held in the intervening months.

### Stream Restoration Project

The Town's stream restoration project is in process and we will issue a Request for Qualifications (RFQ) for engineering services related to this project. This RFQ recommendation is likely to be presented to the Board at the November meeting. Once the engineering RFQ is approved by the state, we will begin the Environmental Review that is required as the first step of the project.

### Town History Lecture

Ms. Diane Zimmerman's lecture, "The Azalea Hunters", was presented Sunday, October 6. Approximately seventy (70) people attended the two lectures. The Town is appreciative of Ms. Zimmerman and her efforts to provide educational information to the Town's residents. The

Biltmore Forest Community Preservation Committee coordinated the lecture and logistics, and we are appreciative of this group's efforts to support the Town.

#### Volkswagen Clean Diesel Settlement Grant

As noted later in the agenda, the Town did make an application to the State Department of Environmental Quality for a new clean diesel heavy duty truck. The Town originally intended to apply for two vehicles but this was not possible when one of the existing trucks was no longer operational. We did note in the grant application that even though we were unable to request two trucks, we did meet the spirit of the grant by scrapping the 1996 Ford truck and rendering its engine inoperable. The Town will receive information about this grant early in 2020.



# Monthly Financial Report SEPTEMBER 2019

## CASH ACCOUNTS

First Citizens Money Market Checking	388,196.26
NCCMT General Fund Term	2,393,226.48
NCCMT General Fund Government	732,053.75
NCCMT Water Fund Government	96,759.29
<b>TOTAL</b>	<b>3,610,235.78</b>

## FIRST CITIZENS CHECKING (Monthly Transaction Report)

<b>Beginning Balance</b>	<b>325,913.62</b>
Cleared Checks	(375,595.01)
Cleared Deposits	380,740.98
Cleared Credits	258,625.51
Cleared Debits	(87,873.05)
Cleared E-payments	(113,078.57)
<b>Change in Account Balance</b>	<b>62,819.86</b>
<b>Prelim balance</b>	<b>388,733.48</b>
<b>Outstanding Items</b>	<b>(537.22)</b>
<b>Ending Balance (F/L Balance)</b>	<b>388,196.26</b>

## NORTH CAROLINA CASH MANAGEMENT TRUST

### GENERAL FUND Government

Beginning Balance	805,746.92
Local Gov't Distribution (NCDOR)	175,158.21
Transfer to First Citizens Checking	(250,000.00)
Interest Earned	1,148.62
<b>Ending Balance</b>	<b>732,053.75</b>

### GENERAL FUND Term

Beginning Balance	2,389,216.18
Interest Earned	4,010.30
<b>Ending Balance</b>	<b>2,393,226.48</b>

### WATER FUND Government

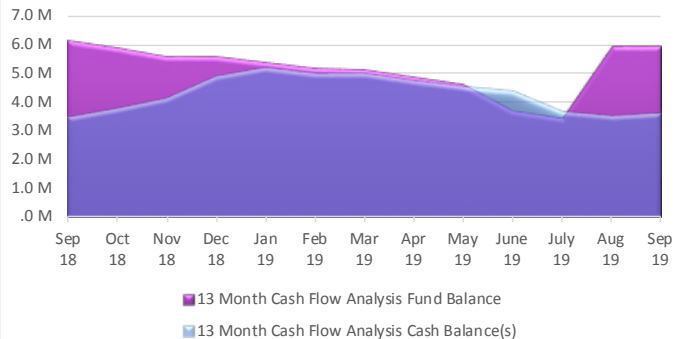
Beginning Balance	96,601.77
Interest Earned	157.52
<b>Ending Balance</b>	<b>96,759.29</b>

## 2019 PROPERTY TAXES

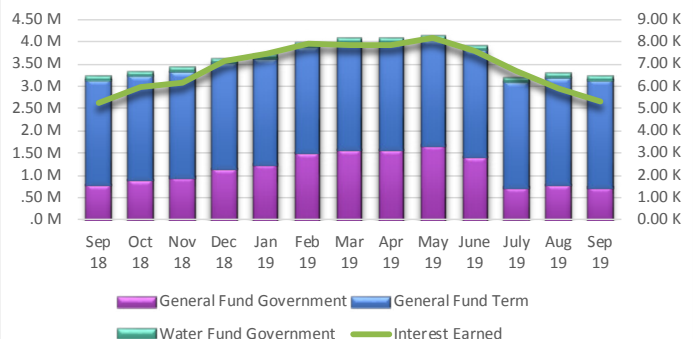
Real Property	761,692,752
Personal Property (Including BUS & IND)	6,641,166
Personal Property (Public Service Companies)	4,966,746
Exemptions	(494,050)
Deferrals	(8,875,692)
Releases	(10,433)
Total Assessed	763,920,489
<b>Total Levy</b>	<b>2,635,526</b>
Budgeted Levy	2,593,341

Tax Collection To Date	Percent Collected	Budgeted Levy	Amount Collected*
Ad Valorem (2019)	11.84%	2,593,341	307,136
9/9/2019	11.65%	2,635,526	
DMV Ad Valorem	34.92%	101,548	35,462 *

## 13 Month Cash Flow



## Investment Balances







# Monthly Financial Report SEPTEMBER 2019

---

## 2019 TAXES

The Public Service Companies (PSC) listing was received by the NC Department of Revenue on September 16th with a valuation of \$4,966,746. PSC tax bills were mailed on September 25th with a levy of \$17,135.27.

The DMV Ad Valorem distribution received in August for June 2019 collections was inaccurate. The Town received funds in excess of the actual June collection; receiving \$18,460.12. In correspondence with Buncombe County, it was determined that the actual amount of collections for June was \$9,050.83. As a result, future payments will be reduced until the overpayment of \$9,409.29 has been satisfied. Buncombe County did not apply this overpayment to the payment received in September.

## SUPPLEMENTAL FINANCIAL INFORMATION

### Distinguished Budget Presentation Award

The Town was granted an extension for submission of the fiscal year ending 2020 budget to the Government Finance Officers Association for consideration for the Distinguished Budget Presentation Award. A copy of this final budget document is enclosed in the September financial report. The final budget document incorporated the strategic planning and initial performance measures that were discussed during the budget cycle in accordance with best practices in budgeting.



355 Vanderbilt Rd | Biltmore Forest, NC  
Po Box 5352 | Biltmore Forest, NC 28803  
P (828) 274-0824 | F (828) 274-8131

www.biltmoreforest.org



George F. Goosmann, III, Mayor  
Fran G. Cogburn, Mayor-Pro Tem  
E. Glenn Kelly, Commissioner  
Doris P. Loomis, Commissioner

Jonathan B. Kanipe,  
Town Manager

## MEMORANDUM

To: Mayor and Board of Commissioners

From: Jonathan Kanipe, Town Manager

Re: Construction Traffic Ordinance Discussion and Construction Parking Review

Date: October 8, 2019

---

### Background

During last month's meeting, the Board discussed a construction traffic ordinance. This construction traffic ordinance, if approved, would require building contractors, landscape contractors, and other service vehicles to enter the Town through the widest and most accessible roads with protected turning lanes. The goal behind this plan is to prevent large vehicles from entering the Town on narrow and winding roads that damage road shoulders and other public property. This construction traffic ordinance would not prohibit construction vehicle access to any lots within the Town, but would mandate *where* they enter and exit the Town.

The Board also discussed construction traffic parking. Upon review with the Town Attorney, the current Town Code §72.02 provides existing authority for the Police Department to regulate parking along and on Town streets such that it interrupts or interferes with the public roadway. The Police Department is actively enforcing this regulation.

### Action Requested

The attached draft ordinance would create a construction route within the Town. This construction route would be applicable to all commercial construction traffic, including landscapers. This ordinance includes an effective date approximately forty-five (45) days from this meeting in order to provide existing construction companies and landscaping contractors time to integrate this change into their current work. The Town would immediately begin including this information with all zoning permits. Please review the attached draft ordinance and let me know what concerns you may have, or if you would like additional information. Because this ordinance is a part of the Town Code, there is no public hearing required before it is considered for adoption.

ORDINANCE 2019-03  
AN ORDINANCE TO AMEND CHAPTER 71 OF THE TOWN CODE  
OF THE TOWN OF BILTMORE FOREST

WHEREAS, North Carolina General Statutes 160A-296 and 300 provides general authority and control for towns of to prohibit, regulate, divert, control, and limit pedestrian or vehicular traffic upon the public streets, sidewalks, alleys, and bridges of the town; and

WHEREAS, the Town of Biltmore Forest Board of Commissioners finds the regulation of commercial vehicles on Town owned roads to be necessary to keep the streets open for travel, free from unnecessary obstructions, clean, in proper repair and to preserve and promote the public health and safety;

NOW, THEREFORE BE IT ORDAINED, by the Board of Commissioners for the Town of Biltmore Forest that the following language be added as §71.41 to Chapter 71 of the Town Code of the Town of Biltmore Forest under sub-chapter “Operation of Vehicles”.

**§71.41. Commercial Vehicles**

- A. Vehicles, as defined in §71.01 of the above ordinance, operated for commercial purposes including, but not limited to, construction, landscaping, and property maintenance activities, must enter and exit the Town of Biltmore Forest via the following main highways.
  - (1) Vanderbilt Road at the intersection of Hendersonville Road.
  - (2) Busbee Road at the intersection of Hendersonville Road.
  - (3) Stuyvesant Road at the intersection with the Blue Ridge Parkway access road.
  - (4) Valley Springs Road at the intersection with Hendersonville Road.
- B. This ordinance does not prohibit commercial vehicles from accessing public or private property not immediately located on the roads noted above.
- C. Signage shall be erected on the following roads indicating “No Construction Traffic”
  - (1) Cedarcliff Road at the intersection of Hendersonville Road.
  - (2) Browntown Road at the intersection of Hendersonville Road.
  - (3) Eastwood Road at the intersection of Hendersonville Road.
  - (4) Ridgefield Place at the intersection of Hendersonville Road.
- D. The effective date of this ordinance is December 1, 2019.

This the 15th day of October, 2019.

---

George F. Goosmann, III  
Mayor

Attest:

---

Jonathan B. Kanipe  
Town Manager

355 Vanderbilt Rd | Biltmore Forest, NC  
Po Box 5352 | Biltmore Forest, NC 28803  
P (828) 274-0824 | F (828) 274-8131

[www.biltmoreforest.org](http://www.biltmoreforest.org)



George F. Goosmann, III, Mayor  
Fran G. Cogburn, Mayor-Pro Tem  
E. Glenn Kelly, Commissioner  
Doris P. Loomis, Commissioner

Jonathan B. Kanipe,  
Town Manager

## MEMORANDUM

To: Mayor and Board of Commissioners

From: Jonathan Kanipe, Town Manager

Re: Consideration of Fiscal Control Policy Pursuant to N.C.G.S. 159-28  
Pre-Audit Authorization of Expenditures

Date: October 8, 2019

---

### Background

North Carolina General Statute 159-28 (attached) requires local governments to pre-audit expenditures within the context of the approved budget document. In so doing, this verifies funds allocated are authorized for use per the Town's fiscal year budget approval. While Town staff currently approves invoices and expenditures informally in this manner, it is appropriate to formalize this process and designate department heads and departmental purchasing agents as deputy finance officers for pre-auditing their expenditures. This would apply only for those respective departments for which they oversee finances.

### Action Requested

In order to do this, staff recommends the Board adopt a policy allowing the Town Manager (who also serves as the Finance Officer) to appoint deputy finance directors within each department. Those appointed would only be the Department Head and authorized purchasing agent with each department, if applicable.

The draft policy is attached and if approved would be effective immediately. Please let me know if you have questions.

355 Vanderbilt Rd | Biltmore Forest, NC  
Po Box 5352 | Biltmore Forest, NC 28803  
P (828) 274-0824 | F (828) 274-8131

[www.biltmoreforest.org](http://www.biltmoreforest.org)



George F. Goosmann, III, Mayor  
Fran G. Cogburn, Mayor-Pro Tem  
E. Glenn Kelly, Commissioner  
Doris P. Loomis, Commissioner

Jonathan B. Kanipe,  
Town Manager

### **Town of Biltmore Forest Pre-Audit Authorization Policy**

In order to ensure that expenditures comply with N.C.G.S. 159-28 (attached), department heads and authorized purchasing agents are designated by the Town Manager to act as deputy finance officers for their respective department. This authority is derived from the Board of Commissioners and was adopted as fiscal policy at the October 15, 2019 Board of Commissioners meeting.

The pre-audit process in N.C.G.S. 159-28 requires each deputy finance officer perform the following review in order to pre-audit an expenditure prior to entering into a contract or agreement or placing an order for goods or services, regardless of the expenditure amount.

- (1) Check to see if there is an appropriation in the budget for the amount of the expenditure;
- (2) Check to see if sufficient funds remain in the appropriation to pay for the expenditure;
- (3) Affix the pre-audit certificate to document that evidences the contract, agreement, or order.

The Town Manager may designate the department head within each department as an authorized deputy finance officer for that respective department. Additional deputy finance director authorizations may be made by the Town Manager for purchasing agents within each department.

**§ 159-28. Budgetary accounting for appropriations.**

(a) Incurring Obligations. – No obligation may be incurred in a program, function, or activity accounted for in a fund included in the budget ordinance unless the budget ordinance includes an appropriation authorizing the obligation and an unencumbered balance remains in the appropriation sufficient to pay in the current fiscal year the sums obligated by the transaction for the current fiscal year. No obligation may be incurred for a capital project or a grant project authorized by a project ordinance unless that project ordinance includes an appropriation authorizing the obligation and an unencumbered balance remains in the appropriation sufficient to pay the sums obligated by the transaction. Nothing in this section shall require a contract to be reduced to writing.

(a1) Preaudit Requirement. – If an obligation is reduced to a written contract or written agreement requiring the payment of money, or is evidenced by a written purchase order for supplies and materials, the written contract, agreement, or purchase order shall include on its face a certificate stating that the instrument has been preaudited to assure compliance with subsection (a) of this section. The certificate, which shall be signed by the finance officer, or any deputy finance officer approved for this purpose by the governing board, shall take substantially the following form:

"This instrument has been preaudited in the manner required by the Local Government Budget and Fiscal Control Act.

---

(Signature of finance officer)."

(a2) Failure to Preaudit. – An obligation incurred in violation of subsection (a) or (a1) of this section is invalid and may not be enforced. The finance officer shall establish procedures to assure compliance with this section, in accordance with any rules adopted by the Local Government Commission.

(b) Disbursements. – When a bill, invoice, or other claim against a local government or public authority is presented, the finance officer shall either approve or disapprove the necessary disbursement. If the claim involves a program, function, or activity accounted for in a fund included in the budget ordinance or a capital project or a grant project authorized by a project ordinance, the finance officer may approve the claim only if both of the following apply:

- (1) The finance officer determines the amount to be payable.
- (2) The budget ordinance or a project ordinance includes an appropriation authorizing the expenditure and either (i) an encumbrance has been previously created for the transaction or (ii) an unencumbered balance remains in the appropriation sufficient to pay the amount to be disbursed.

The finance officer may approve a bill, invoice, or other claim requiring disbursement from an intragovernmental service fund or trust or agency fund not included in the budget ordinance, only if the amount claimed is determined to be payable. A bill, invoice, or other claim may not be paid unless it has been approved by the finance officer or, under subsection (c) of this section, by the governing board. The finance officer shall establish procedures to assure compliance with this subsection, in accordance with any rules adopted by the Local Government Commission.

(c) Governing Board Approval of Bills, Invoices, or Claims. – The governing board may, as permitted by this subsection, approve a bill, invoice, or other claim against the local government or public authority that has been disapproved by the finance officer. The governing board may not approve a claim for which no appropriation appears in the budget ordinance or in a project ordinance, or for which the appropriation contains no encumbrance and the unencumbered balance is less than the amount to be paid. The governing board shall approve payment by formal resolution stating the board's reasons for allowing the bill, invoice, or other

claim. The resolution shall be entered in the minutes together with the names of those voting in the affirmative. The chairman of the board, or some other member designated for this purpose, shall sign the certificate on the check or draft given in payment of the bill, invoice, or other claim. If payment results in a violation of law, each member of the board voting to allow payment is jointly and severally liable for the full amount of the check or draft given in payment.

(d) Payment. – A local government or public authority may not pay a bill, invoice, salary, or other claim except by any of the following methods:

- (1) Check or draft on an official depository.
- (2) Bank wire transfer from an official depository.
- (3) Electronic payment or an electronic funds transfer originated by the local government or public authority through an official depository.
- (4) Cash, if the local government has adopted an ordinance authorizing the use of cash, and specifying the limits of the use of cash.

(d1) Except as provided in this section, each check or draft on an official depository shall bear on its face a certificate signed by the finance officer or a deputy finance officer approved for this purpose by the governing board (or signed by the chairman or some other member of the board pursuant to subsection (c) of this section). The certificate shall take substantially the following form:

"This disbursement has been approved as required by the Local Government Budget and Fiscal Control Act.

---

(Signature of finance officer)."

(d2) An electronic payment or electronic funds transfer shall be subject to the preaudit process in accordance with this section and any rules adopted by the Local Government Commission. The rules so adopted shall address execution of electronic payment or electronic funds transfer and how to indicate that the finance officer or duly appointed deputy finance officer has performed the preaudit process in accordance with this section. A finance officer or duly appointed deputy finance officer shall be presumed in compliance with this section if the finance officer or duly appointed deputy finance officer complies with the rules adopted by the Local Government Commission.

(e) Penalties. – If an officer or employee of a local government or public authority incurs an obligation or pays out or causes to be paid out any funds in violation of this section, that officer or employee, and the sureties on any official bond for that officer or employee, are liable for any sums so committed or disbursed. If the finance officer or any duly appointed deputy finance officer gives a false certificate to any contract, agreement, purchase order, check, draft, or other document, the finance officer or duly appointed deputy finance officer, and the sureties on any official bond, are liable for any sums illegally committed or disbursed thereby. The governing board shall determine, by resolution, if payment from the official bond shall be sought and if the governing body will seek a judgment from the finance officer or duly appointed deputy finance officer for any deficiencies in the amount.

(e1) Inclusion of the contract term in accordance with G.S. 143-133.3(b) shall be deemed in compliance with G.S. 143-133.3(a).

(f) The certifications required by subsections (a1) and (d1) of this section shall not apply to any of the following:

- (1) An obligation or a document related to the obligation has been approved by the Local Government Commission.
- (2) Payroll expenditures, including all benefits for employees of the local government.

- (3) Electronic payments, as specified in rules adopted by the Local Government Commission.
- (g) As used in this section, the following terms shall have the following meanings:
  - (1) Electronic funds transfer. – A transfer of funds initiated by using an electronic terminal, a telephone, a computer, or magnetic tape to instruct or authorize a financial institution or its agent to credit or debit an account.
  - (2) Electronic payment. – Payment by charge card, credit card, debit card, gas card, procurement card, or electronic funds transfer. (1971, c. 780, s. 1; 1973, c. 474, ss. 22, 23; 1975, c. 514, s. 12; 1979, c. 402, ss. 7, 8; 2010-99, s. 1; 2012-156, s. 1; 2015-246, s. 6(a); 2015-294, s. 2.)

355 Vanderbilt Rd | Biltmore Forest, NC  
Po Box 5352 | Biltmore Forest, NC 28803  
P (828) 274-0824 | F (828) 274-8131

www.biltmoreforest.org



George F. Goosmann, III, Mayor  
Fran G. Cogburn, Mayor-Pro Tem  
E. Glenn Kelly, Commissioner  
Doris P. Loomis, Commissioner

Jonathan B. Kanipe,  
Town Manager

## MEMORANDUM

To: Mayor and Board of Commissioners  
From: Jonathan Kanipe, Town Manager  
Re: Consideration of Heavy Duty Truck Purchase  
Date: October 8, 2019

---

### Background

The Town intended to make it through this winter operating our two older heavy duty trucks for sand spreading operations. The Town's application to the Volkswagen Clean Diesel settlement grant originally included replacement for both these vehicles. Unfortunately, the older model sand truck (1996 Ford) was rendered inoperable after the chassis rusted apart while staff began to prepare it for the coming winter season. As a result, the Town was unable to apply for grant funds for this vehicle. This also leaves the Public Works Department short one sand spreading truck for the coming winter season.

### Action Requested

The sand spreading operations are vital to the Town during winter weather. As noted above, we do have one operable sand spreading truck – a 2001 GMC. This truck also has some rust damage but is in better condition than the one that is no longer operable. The Town did make an application to the above referenced grant fund for replacement of this vehicle.

The options available to the Town are to proceed through this winter season with one (1) operable sand truck. Staff has received quotes from various dealers in the state to replace this vehicle, and those are listed below. It does take approximately 4-6 weeks to get the truck outfitted for winter weather (plow assembly arrival and installation) so if the Town is to purchase a vehicle we will need to do so sooner than later. If the Board agrees to purchase this vehicle, I also request approval from the Town to re-allocate funds within the Public Works division line item (account 5600) to make this purchase. The re-allocation will exceed my allowable authority, so a re-allocation approval by the Board is appropriate to make this purchase. This will result in the delay of purchasing a new light duty truck until later in the year. Please let me know if you have questions or would like additional information before determining how to proceed.

### Received Bids (alphabetical order)

Capitol Ford – Charlotte, NC - \$81,996  
Green Ford - Greensboro, NC - \$84,024  
Ken Wilson Ford – Canton, NC - \$94,535



355 Vanderbilt Rd | Biltmore Forest, NC  
Po Box 5352 | Biltmore Forest, NC 28803  
P (828) 274-0824 | F (828) 274-8131

[www.biltmoreforest.org](http://www.biltmoreforest.org)



George F. Goosmann, III, Mayor  
Fran G. Cogburn, Mayor-Pro Tem  
E. Glenn Kelly, Commissioner  
Doris P. Loomis, Commissioner

Jonathan B. Kanipe,  
Town Manager

## MEMORANDUM

To: Mayor and Board of Commissioners

From: Jonathan Kanipe, Town Manager

Re: Accessory Structure/Fence Ordinance Discussion

Date: October 8, 2019

---

### Background

The Town has discussed potential amendments to the accessory structure ordinance over the past several months. Last month, the Board received public comment from a property owner related to the allowance, with Board of Adjustments approval, of fencing in the rear yard. The Board must hold a public hearing on zoning amendments prior to considering them for adoption.

### Action Requested

The question for the Board is whether you would like to move forward with a potential amendment to the accessory structure ordinance regarding fencing in the rear yard. If so, what form would you like this ordinance to take? There have been multiple iterations of the proposed ordinance, some which included administrative approval with pre-approved requirements and another which included these requirements but still had the decision approved by the Board of Adjustments via a special use permit. If you would like to proceed, my recommendation is that the Board hold the public hearing for this issue at next month's regular meeting and provide staff a guideline for which amendment framework you would like presented for discussion. If staff can provide any additional information or materials, please do not hesitate to let me know.

355 Vanderbilt Rd | Biltmore Forest, NC  
Po Box 5352 | Biltmore Forest, NC 28803  
P (828) 274-0824 | F (828) 274-8131

[www.biltmoreforest.org](http://www.biltmoreforest.org)



George F. Goosmann, III, Mayor  
Fran G. Cogburn, Mayor-Pro Tem  
E. Glenn Kelly, Commissioner  
Doris P. Loomis, Commissioner

Jonathan B. Kanipe,  
Town Manager

## MEMORANDUM

To: Mayor and Board of Commissioners

From: Jonathan Kanipe, Town Manager

Re: Greenwood Park PARTF Grant Application Update

Date: October 8, 2019

---

### Background

The Town applied for a Parks and Recreation Trust Fund (PARTF) in April 2019. We received word this month that the Town did not receive this grant funding. There were fifty-six (56) applications and fourteen (14) grants awarded. The total funding for this cycle was \$4,502,600 for an average of \$321,600 per project. The Town requested \$160,000 in grant funding from the state with an \$80,000 cash match and an \$80,000 land donation match.

### Action Requested

Without grant funding, the Town is unable to move forward with all proposed improvements for Greenwood Park. However, there is still substantial funding committed to improvements in this park and I would request the Board consider whether you would like to utilize these funds, and if so, how best you would like to do so. The cost estimates for park improvements from April 2019 are attached to this memorandum. Please use these as a reference point during your consideration regarding how to move forward with the Greenwood Park project.

If I can provide further information regarding the cost estimates or specific portions of each project, please let me know. Town staff will continue to work with Biltmore Farms regarding the right of way donation and pursue this acquisition in spite of the grant not being approved.

# ESTIMATE OF PROBABLE COST

## COST CONSIDERATIONS

The cost estimates are based on current market trends, similar projects, and project-specific research conducted by the project team. The project team utilized all of its available resources and technical expertise to provide order-of-magnitude cost estimates that are for planning purposes only.

The vision for Greenwood Park may be modified over time in response to actual costs, future department objectives, and available funding sources. Additionally, it is recommended that proposed improvements undergo a detailed feasibility and costs analysis prior to physical implementation.



### GREENWOOD PARK MASTER PLAN COST ESTIMATES

Order of Magnitude Estimate of Probable Capital Improvement Costs (2018)

	Unit	Quantity	Unit Cost	Subtotal	Description
<b>Greenwood Park - Walking Trail and Recreation Updates</b>					
<b>A. Site Prep &amp; Demo</b>					
1	Mobilization and General Conditions	lump sum	1	\$20,000	
2	Survey and Layout	lump sum	1	\$15,000	whole site survey needed
3	Site Clearing	acre	0.50	\$5,000	clear and grub - approximately .75 acres impacted by path and amenities
4	Site Grading including on-site balancing	acre	0.50	\$8,000	
5	Erosion Control	LF	800	\$2	silt fence
6	Removal of existing play equipment	allowance	1	\$2,000	equipment on north playground
	<b>Subtotal:</b>			<b>\$44,900</b>	
<b>B. Park Elements</b>					
1	Upgraded playground equipment	allowance	1	\$12,000	large bucket swing, pod climbers
2	Tree swing	each	1	\$500	wood seat, rope
3	New entry sign	allowance	1	\$2,000	southeast corner of site
4	Small picnic shelter	each	1	\$15,000	12' x 12' prefabricated, metal roof, surface mount
5	Educational signage	allowance	1	\$4,000	stream restoration, stormwater information
6	Benches	each	6	\$1,200	6' metal bench, post mount
7	Picnic table	each	2	\$1,500	8' metal
8	Trash receptacle	each	2	\$600	30 gal., metal, post mount
	<b>Subtotal:</b>			<b>\$44,900</b>	
<b>C. Hardscape</b>					
1	Concrete pads for shelter and picnic table	SF	325	\$4	6' wide concrete
2	Walking trail	SF	4,800	\$15	brick pavers on sand, 3' wide with passing areas
3	Outdoor classroom area	SF	100	\$15	brick pavers on sand, 3' small plaza area
4	New stair case	allowance	1	\$3,500	wood substructure and railings, composite treads
5	Retaining walls	SF	280	\$115	stone retaining walls along walking path
6	Parking lot striping	LF	100	\$2	parallel spots
7	Bridge across creek	LF	25	\$100	repair of existing bridge, consult structural engineer
	<b>Subtotal:</b>			<b>\$113,200</b>	
<b>D. Landscape</b>					
1	General landscape improvements	allowance	1	\$5,000	shrubs and ornamental plantings
	<b>Subtotal:</b>			<b>\$5,000</b>	
<b>Greenwood Park Subtotal</b>				<b>\$208,000</b>	
<b>Construction Fees and Contingency</b>					
	Contingency (20%)			\$41,600	
	Design, Permitting, Inspections (12%)			\$29,952	
<b>PARK TOTAL:</b>				<b>\$279,552</b>	
<b>Greenwood Park - Stream Restoration</b>					
<b>A. Site Prep &amp; Demo</b>					
1	Mobilization and General Conditions	lump sum	1	\$20,000	
2	Site Clearing and Grading	acre	0.25	\$5,000	clear and grub - approximately .25 acres impacted by stream work and path
3	Site Grading including on-site balancing	acre	0.25	\$8,000	
4	Erosion Control	LF	800	\$2	silt fence
	<b>Subtotal:</b>			<b>\$24,650</b>	
<b>B. Stream Restoration</b>					
1	Grade control steps	each	40	\$2,000	based on 8 ft drop at 2% slope - each step drop .2ft
2	Stream bank stabilization	each	300	\$200	300 ft of stream bank treated
3	Miscellaneous	allowance	1	\$35,000	cost associated with additional treatment, plantings, etc.
4	Stormwater treatment areas	allowance	1	\$50,000	stormwater catchment areas and rain gardens
	<b>Subtotal:</b>			<b>\$225,000</b>	
<b>Stream Restoration Subtotal</b>				<b>\$249,650</b>	
<b>Construction Fees and Contingency</b>					
	Contingency (20%)			\$49,930	
	Design, Permitting, Inspections (12%)			\$5,992	
<b>STREAM RESTORATION TOTAL:</b>				<b>\$305,572</b>	
<b>PROJECT TOTAL</b>				<b>\$585,124</b>	

355 Vanderbilt Rd | Biltmore Forest, NC  
Po Box 5352 | Biltmore Forest, NC 28803  
P (828) 274-0824 | F (828) 274-8131

[www.biltmoreforest.org](http://www.biltmoreforest.org)



George F. Goosmann, III, Mayor  
Fran G. Cogburn, Mayor-Pro Tem  
E. Glenn Kelly, Commissioner  
Doris P. Loomis, Commissioner

Jonathan B. Kanipe,  
Town Manager

## MEMORANDUM

To: Mayor and Board of Commissioners  
From: Jonathan Kanipe, Town Manager  
Re: Stormwater Master Plan Update and  
Engineering Request for Qualifications  
Date: October 8, 2019

---

### Background

The Town's stormwater master plan has been finalized by the engineers. The Town has reviewed this final draft and asked for some modifications to the plan. The Master Plan will be presented to the Board at our regular November meeting. This master plan includes a 10-year Capital Improvement Plan (CIP) for stormwater needs and information related to the existing conditions and proposed solutions for several high priority stormwater projects.

During this master plan review, it made sense for the Town to issue a Request for Qualifications (RFQ) for on-demand stormwater engineering services. This RFQ allows the Town to procure an engineering firm to handle engineering services for multiple projects rather than issuing an RFQ for each individual project. This will save the Town time and create an efficient and effective mechanism for performing necessary stormwater repairs. A copy of this stormwater RFQ is attached and a recommendation will be presented to the Board at the November meeting. Please let me know if you have any questions.

355 Vanderbilt Rd | Biltmore Forest, NC  
Po Box 5352 | Biltmore Forest, NC 28803  
P (828) 274-0824 | F (828) 274-8131  
[www.biltmoreforest.org](http://www.biltmoreforest.org)



George F. Goosmann, III, Mayor  
Fran G. Cogburn, Mayor-Pro Tem  
E. Glenn Kelly, Commissioner  
Doris P. Loomis, Commissioner

Jonathan B. Kanipe,  
Town Manager

## **REQUEST FOR QUALIFICATIONS**

*Town of Biltmore Forest On-Call Municipal Stormwater & Engineering Services*

**DUE NOVEMBER 1, 2019**

### **1. PUBLIC NOTICE**

Pursuant to N.C.G.S. 143-64.31, the Town of Biltmore Forest is soliciting statements of qualifications from firms to provide professional consulting services related to on-call stormwater management & engineering services.

Overall functions of these services can include stormwater program advisory; stormwater modeling; stormwater facilities/infrastructure design; natural channel (stream restoration) design; GIS services; surveying; environmental services; stormwater rates studies and CIP development and other associated financial services; funding application assistance; infrastructure assessment (as needed); plan review (as needed); review of engineering standards/specifications and stormwater ordinances; stormwater inventory management; attendance at stormwater & other engineering related meetings (as needed), and construction phase services (bidding, administration, and observation (RPR) services).

Responses are due by 5:00 PM on Friday, November 1, 2019. Information related to this solicitation is available via the Town's website at [www.biltmoreforest.org](http://www.biltmoreforest.org) or may be obtained by contacting the RFQ contact.

### **2. RFQ COORDINATOR**

Any questions, concerns, or request for information regarding this RFQ shall be directed in writing to:

Jonathan Kanipe, Town Manager  
355 Vanderbilt Road // PO Box 5352  
Asheville, N.C. 28803  
(828) 274-0824  
[jkanipe@biltmoreforest.org](mailto:jkanipe@biltmoreforest.org)

### **3. RFQ SCHEDULE**

Provided below is the anticipated schedule of events. The Town reserves the right to adjust the schedule and to add/remove specific events to meet the unique needs of this project.

October 14, 2019	RFQ Announced
October 25, 2019	Last day to submit written requests for information/clarification
November 1, 2019	Submissions due by 2:00PM; evaluation of qualifications begins
November 12, 2019	Recommendation of Award (Pending successful negotiations)

### **4. RFQ SUBMISSION**

Timely delivery is at the risk of the Respondent. Submittals received after the deadline will be rejected. All items required for a responsive proposal shall be included. Responses must be enclosed in a sealed envelope or package.

- The envelope or package must clearly show the name and address of the responding firm, and the phrase: "Request for Qualifications: Stormwater & Engineering Services." Submissions must adhere to the format and content requirements established.

### **5. BACKGROUND & SCOPE OF SERVICES**

The Town of Biltmore Forest seeks a qualified engineering firm to assist with the management and implementation of the Town's stormwater program. Services shall be on an as-needed basis.

### **6. EVALUATION CRITERIA**

The Town will consider and evaluate qualification packages in accordance with N.C.G.S. 143-64.31. Qualification packages will be evaluated by Town staff. Evaluation criteria include, but are not necessarily limited to, the following, listed in relative order of importance:

- A. Demonstrated experience of the firm in stormwater management design and construction for North Carolina municipal clients.
- B. Key personnel experience in stormwater management design and construction for North Carolina municipal clients.
- C. Conveyed understanding of the Town of Biltmore Forest's needs.
- D. Submittal's completeness, relevance, and readability.

## 7. SUBMITTAL FORMAT

Interested firms must submit three (3) bound original copies and one (1) USB-drive containing a digital copy of the complete response package in PDF format.

## 8. SUBMITTAL CONTENT

### A. Table of Contents

### B. Statement of Interest: Statements shall be bound with and at the beginning of the response package. At minimum, please provide the following information:

- i. A statement expressing interest;
- ii. A statement detailing you or your firm's capacity to perform the work. Include any attributes that uniquely align you or your firm to be a successful partner; present your understanding of the Town's needs;

### b. Firm Description:

- i. Firm name, address, web address, telephone and type of organization;
- ii. Contact person (provide direct phone number and email address)
- iii. Number of years in business under current name;
- iv. Services provided/areas of expertise;
- v. For firms with multiple offices, provide general information on the firm's branch locations
- vi. List any previous names of firm and years of business under each name;
- vii. Provide a certificate of insurance indicating the levels of professional liability and general liability insurance coverage carried by the firm.

### c. Key Personnel:

- i. Provide a simple organizational chart identifying the names and titles of the person(s) that will be assigned to lead this project, supporting staff, and sub-consultants that will be engaged;
- ii. Provide resumes of personnel that will be working on project (including those of any sub-consultants) including their education, qualifications, certifications, accreditations, and project history of each;

### C. Qualifications and Experience: List projects where your firm has provided relevant and similar professional services.

### D. References: List three (3) references.

### E. Methodology, and Approach

Describe your firm's methodology and approach to providing the services required and why you feel they establish a high level of quality assurance, and quality control in the review process of municipal civil engineering projects.

## 9. ENGAGEMENT

Upon selection of a Respondent(s), the Town and Respondent(s) will confirm the scope of work, responsibilities, required deliverables, and negotiate a fee and/or billing rates for

services. Upon successful negotiations, a recommendation of award shall be presented to the Board of Commissioners. Upon approval, a Stormwater & Engineering Service Agreement(s) will be executed by and between the selected Respondent(s) and the Town for services.

#### **10. GENERAL TERMS & CONDITIONS**

- A. All costs associated with developing or submitting a qualifications statement in response to this Request, or to provide oral or written clarification of its contents shall be borne by the Respondent. The Town assumes no responsibility for these costs whether or not an agreement or contract is awarded.
- B. All questions and requests for information shall be submitted in writing as established in the RFQ Schedule. Verbal and other interpretations or clarifications will be without legal effect.
- C. The Town reserves the right to waive informalities and irregularities, obtain clarification and/or additional information from any firm or individual concerning its submission. The Town also reserves the right to terminate this RFQ, and reissue a subsequent solicitation, and/or remedy technical errors in the RFQ process.
- D. The Town reserves the right to negotiate terms with other respondents should negotiations be terminated with the first selected Respondent.
- E. Any agreements or contracts will be awarded to the Respondent(s) whose submittal(s) is deemed most advantageous to the stakeholders involved, as recommended by the evaluating staff, and approved by the Town of Biltmore Forest.
- F. This RFQ does not commit the Town to make a recommendation of award or commit the Town to enter into an agreement or contract.
- G. Submittals and any other documents received from a Respondent in response to this request are public records and subject to public inspection and copying.



355 Vanderbilt Rd | Biltmore Forest, NC  
Po Box 5352 | Biltmore Forest, NC 28803  
P (828) 274-0824 | F (828) 274-8131

[www.biltmoreforest.org](http://www.biltmoreforest.org)



George F. Goosmann, III, Mayor  
Fran G. Cogburn, Mayor-Pro Tem  
E. Glenn Kelly, Commissioner  
Doris P. Loomis, Commissioner

Jonathan B. Kanipe,  
Town Manager

## MEMORANDUM

To: Mayor and Board of Commissioners

From: Jonathan Kanipe, Town Manager

Re: Land Use Regulation Changes Associated with SB355

Date: October 8, 2019

---

### Background

The North Carolina General Assembly passed Senate Bill 355 during the 2019 legislative session. This bill includes mandated changes regarding land use within counties and municipalities. This will result in necessary modifications to the Town's Zoning Ordinance. Several of these amendments are significant changes to the Town.

The UNC School of Government has published a Planning and Zoning Law Bulletin that identifies and discusses these changes. The bulletin is 24 pages in length (the legislation itself is approximately 107 pages) and does a good job in its discussion of these changes. Staff is preparing various amendments to the existing Zoning Ordinance as required by this new law. In the meantime, this topic will be discussed during the land use training held at the Buncombe County offices on Thursday, October 24. In the meantime, please let me know if you have specific questions related to the impact on the Town's Zoning Ordinance or other questions.

# 2019 North Carolina Legislation Related to Planning and Development Regulation

Adam Lovelady and David W. Owens

## CONTENTS

Reorganization of Statutes on Planning and Development Regulation: Chapter 160D / 2

Zoning Regulations / 4

Subdivision Changes / 6

Permit Choice / 8

Vested Rights / 9

Definitions in Development Regulations / 11

Short-Term Rentals / 14

Signs / 16

Building- and Housing-Code Enforcement / 17

Transportation / 18

Environment / 19

Affordable-Housing Study / 20

Jurisdiction / 20

Appeals and Court Procedures / 21

Pending Legislation / 24

---

[Adam S. Lovelady](#) is associate professor of public law and government at the [School of Government](#). [David W. Owens](#) is Gladys H. Coates Distinguished Professor of Public Law and Government at the School of Government. Both specialize in land use planning and regulation.

The 2019 session of the North Carolina General Assembly convened for an organizational session on January 9, 2019, and began regular sessions on January 30, 2019. The General Assembly completed most of its work in early July, but an impasse on the budget continues to postpone adjournment. H.B. 966, the 2019–2021 budget bill, was approved by the General Assembly on June 27. However, it was vetoed by Governor Roy Cooper on June 28, largely because it did not address Medicare expansion. While a vote to override the veto has been on the House of Representatives' calendar since July 8, no vote has been taken and an adjournment date is uncertain. If additional legislative action affecting planning and development regulation is taken, it will be described in a supplement to this bulletin.

A relatively small number of bills affecting planning and development regulation were enacted in 2019, but they were significant. Part II of S.L. 2019-111 (S.B. 355) completely reorganizes the statutes related to planning and development regulation. That law is briefly summarized in this bulletin, but due to its length and complexity, it is the subject of separate School of Government publications coming later in the year. Check [nc160D.sog.unc.edu](https://nc160D.sog.unc.edu) for resources and training on that legislation. The legislature also enacted bills revising the law on third-party requests to downzone property, permit choice, vested rights, and judicial review of zoning decisions. Significant legislation was also enacted affecting regulation of short-term rentals and performance guarantees for subdivision improvement. Pending legislation that addresses outdoor advertising and a few other topics is also summarized at the end of this bulletin.

## **Reorganization of Statutes on Planning and Development Regulation: Chapter 160D**

In 2014 the Zoning, Planning, and Land Use section of the North Carolina Bar Association initiated an effort to modernize the framework of the state's enabling statutes for planning and development regulation. The proposed legislation was extensively circulated, reviewed, and revised over a five-year period. Suggestions from city and county attorneys, attorneys who represented development interests, zoning officials, planning officials, and various organizations interested in development regulation (including the League of Municipalities, the N.C. Association of County Commissioners, the N.C. Home Builders Association, and others) were incorporated into successive drafts of the legislation.

The legislation was introduced as H.B. 548 in 2015 and as S.B. 419 in 2017. In each of those sessions, the bill was approved by one house of the General Assembly but not considered by the other house. An updated version of the bill was introduced in 2019 as S.B. 422 and H.B. 448. The updated bill incorporated all amendments made to the affected statutes in the 2015 to 2018 period, as well as ongoing suggestions made by the many reviewers of bill drafts.

Given the extensive review, vetting, and editing of the legislation in earlier sessions, the bill moved through the 2019 General Assembly with virtually no amendments. The Senate Judiciary Committee, which had several bills affecting this same subject matter under consideration, merged what was now a relatively noncontroversial reorganization bill (S.B. 422) with the more controversial set of amendments proposed by the N.C. Home Builders Association (S.B. 355),

reasoning that neither bill should be enacted without the other. Although merged into a single bill (Parts I and II of S.B. 355), the individual parts were debated independently throughout the legislative process. As a result, the more controversial Part I was substantially amended as it progressed, while the reorganization bill in Part II was largely unchanged. The Senate passed the reorganization bill exactly as introduced as Part II of S.B. 355. The House also passed the bill as introduced, with only minor technical edits to the telecommunications provisions to conform the bill to the existing statutes. The governor signed the legislation on July 11, 2019. It is [S.L. 2019-111](#). Part II, the 160D legislation, is summarized below and is described in detail in forthcoming publications, while the provisions of Part I are discussed in this bulletin.

The new Chapter 160D of the North Carolina General Statutes (hereinafter G.S.) consolidates current city- and county-enabling statutes now in Chapters 153A and 160A into a single, unified chapter and pulls in related statutes previously scattered throughout the General Statutes. Intentional differences between city and county authorities, principally the exemption of agricultural uses from county zoning coverage, are retained, but otherwise the statutory provisions for cities and counties will be identical.

Chapter 160D also places these statutes into a more logical, coherent organization. Provisions that affect all development regulations (such as definitions and provisions on moratoria, vested rights, and conflicts of interest) are placed together in one article, followed by articles that address geographic jurisdiction, creation and duties of boards, administration of regulations, the process for adoption and amendment of regulations, and judicial review of regulations. There are also detailed articles for major functions, including planning, zoning, subdivision, building and housing codes, environmental regulation, historic preservation, and community development.

Without making major policy changes or shifts in the scope of authority granted to local governments, the law includes many clarifying amendments and consensus reforms.

In order to provide time for the development, consideration, and adoption of necessary amendments to conform local ordinances to this new law, Chapter 160D is not effective until January 1, 2021. All city and county zoning, subdivision, and other development regulations, including unified-development ordinances, will need to be updated by that date to conform to the new law. This delayed effective date also allows time for other legislation enacted in 2019 to be incorporated into the new Chapter 160D framework during the 2020 legislative session. Section 2.10 of S.L. 2019-111 provides that amendments made in 2019 to any of the statutes incorporated into Chapter 160D are to also be incorporated into Chapter 160D in 2020. There is one exception to this effective date. G.S. 160D-5-1(a) requires adoption of a comprehensive plan in order to exercise the authority to adopt zoning regulations. Cities and counties that currently have zoning regulations but that have not adopted a comprehensive plan are required to adopt a plan by July 1, 2022, to retain their authority to have a zoning ordinance.

The School of Government's forthcoming publications on the new Chapter 160D legislation will include detailed analysis of how the law amends existing statutes, a checklist of necessary amendments to local ordinances, tables that provide cross-references to where the existing statutes are located in Chapter 160D, and an annotated edition of the bill that identifies and notes each change in the current law.

## Zoning Regulations

### No Third-Party Down-Zonings

G.S. 153A-343 and 160A-384 are amended to prohibit third-party down-zonings without consent from the property owners. A neighbor, for example, cannot request that property be rezoned for reduced density unless the property owner has consented to that requested reduction. Note that property owners may petition for down-zoning of their own properties. The local government may initiate and adopt a down-zoning without an owner's consent. And as such, a neighbor could request for the local government to initiate a down-zoning.

"Down-zoning" is defined to mean a zoning ordinance that affects an area in one of the following ways:

1. by decreasing the development density of the land to be less dense than was allowed under its previous usage or
2. by reducing the permitted uses of the land that are specified in a zoning-ordinance or land development regulation to fewer uses than were allowed under its previous usage.

This amendment applies to zoning applications submitted on or after July 11, 2019. In conjunction with this change, [S.L. 2019-111](#) (S.B. 355) removes the requirement for actual notice to property owners for a third-party rezoning previously outlined in G.S. 153A-343 and 160A-384.<sup>1</sup>

### Conditional Approvals

**Legislative conditional zoning.** Conditional zoning is a flexible regulatory tool that allows standards and conditions to be tailored to the specifics of a particular project. Under G.S. 153A-342 and 160A-382, conditional-zoning approvals may establish standards and conditions that address conformance of the development with applicable standards, plans, and those conditions that address the impacts that the site's development and use are reasonably expected to generate. Additionally, the petitioner and the local government must agree to the conditions.

[S.L. 2019-111](#), Sections 1.14 and 1.15, clarify G.S. 153A-342 and 160A-382. The amended language states that the petitioner must consent in writing to the conditions in order for those conditions to be effective. Unless the petitioner consents in writing, the zoning may not include any conditions or requirements not otherwise authorized by law.<sup>2</sup>

Notably, the amended language affirms the authority and flexibility for local governments and petitioners to negotiate appropriate conditions for conditional-zoning approvals. With written consent from the petitioner, such conditions may go beyond the basic zoning authority to address additional fees, design requirements, and other development considerations.

1. G.S. 153A-343, §§ (a), (b1); 160A-384, §§ (a), (b1).

2. "Unless consented to by the petitioner in writing, in the exercise of the authority granted by this section, including the establishment of special or conditional use districts or conditional zoning, a [local government] may not require, enforce, or incorporate into the zoning regulations or permit requirements any condition or requirement not authorized by otherwise applicable law, including, without limitation, taxes, impact fees, building design elements within the scope of G.S. 160A-381(h), driveway-related improvements in excess of those allowed in G.S. 136-18(29) and G.S. 160A-307, or other unauthorized limitations on the development or use of land." S.L. 2019-111, § 1.4.; S.L. 2019-111, § 1.5.

**Quasi-judicial special use permits.** G.S. 153A-340 and 160A-381 are each amended to specify limits on conditions imposed through special use permits (also called conditional use permits).

Conditions and safeguards imposed under this subsection shall not include requirements for which the [local government] does not have authority under statute to regulate nor requirements for which the courts have held to be unenforceable if imposed directly by the [local government], including, without limitation, taxes, impact fees, building design elements within the scope of subsection (h) of this section, driveway-related improvements in excess of those allowed in G.S. 136-18(29) and G.S. 160A-307, or other unauthorized limitations on the development or use of land.

To be sure, local governments may still “impose reasonable and appropriate conditions and safeguards upon” special use permits.<sup>3</sup> Those conditions, though, cannot extend to impact fees or other items specifically prohibited by statute. Design restrictions may still be imposed in compliance with G.S. 153A-340(l) and 160A-381(h), which allow design restrictions for commercial and multifamily development, in historic districts, or with written consent from the owner.

As stated in [S.L. 2019-111](#), Part III, these provisions are effective immediately and “clarify and restate the intent of existing law and apply to ordinances adopted before, on, and after the effective date.”<sup>4</sup>

### Small Houses

Small houses are increasingly proposed in North Carolina. The proposals arise in a variety of settings, including affordable housing, “tiny homes,” accessory dwellings, assisted living, and others. Very few North Carolina cities and counties prohibit these structures, provided that if one is to be used as a residence, it must be built to the State Building Code. However, in order to forestall any prohibition movement, [S.L. 2019-174](#) (H.B. 675) amends G.S. 160A-381 and 153A-340 to prohibit city and county zoning ordinances from including a minimum square footage for any structure subject to the State Building Code for one- and two-family residential dwellings. The act also includes this restriction in the county subdivision-enabling statute. These provisions became effective on July 26, 2019. This law does not affect private restrictive covenants, which are far more likely to address this issue than local zoning ordinances.

### Local Bills

**Planning-board approval of rezoning.** In past years, the General Assembly has authorized several local governments to delegate final decisions on rezonings to the planning board, usually with parties having the right to appeal those decisions to the governing board. This was originally authorized in Greensboro, Gastonia, and Cabarrus County and its municipalities. It was extended in 2017 to Randolph County and its municipalities, and in 2018 it was extended to Davidson County.

[S.L. 2019-99](#) (H.B. 237) continues this trend by giving Brunswick County the authority to delegate rezonings to the planning board. As with previous bills on this subject, the delegation

3. S.L. 2019-111, § 1.12.

4. *Id.* § 3.1.



must be done by ordinance. If delegated, the planning board holds the required hearing and makes the required plan-consistency statement. Any person with standing may appeal the decision to the county board of commissioners within fifteen days of the decision. The county board makes a de novo decision on appeal, but apparently does not have to conduct an additional hearing.

**Special use districts.** [S.L. 2019-61](#) (S.B. 84) amends zoning provisions for the Town of Walkertown in Forsyth County. The town was created in 1984 and was originally covered by the Winston-Salem/Forsyth County zoning ordinance. This act allows the town to establish conventional general-use zoning districts, which provide for a range of permitted uses, and special use districts, which allow only a single use. If property is proposed to be put in a general-use district, the governing board may not consider the intended use of the property. If placed in a special use district, only the specific, proposed use is to be considered. The council is to issue a special use district permit in these instances, but the permit is deemed to be a legislative act. As a practical matter, this is the same as treating these rezonings as conditional zoning rather than conditional use district zoning (where there is both a rezoning and a concurrent quasi-judicial conditional use permit). This practice is already authorized by current zoning statutes and will become mandatory statewide when Chapter 160D becomes effective in 2021 (as it authorizes legislative conditional zoning and quasi-judicial special use permits, but does not authorize a combined, concurrent legislative and quasi-judicial decision).

**University student-housing project.** [S.L. 2019-8](#) (S.B. 272) applies to student housing associated with North Carolina Central University in Durham. It provides that student housing shall be a permitted use and shall be developed according to Durham's UC-2 zoning-district regulations, provided that the housing project is on land owned by the state or a university foundation, the project is included in the university's Millennial Campus Plan, and at least one of the parcels in the land assembled for the project allows student housing as a permitted use.

## Subdivision Changes

### Performance Guarantees

Performance guarantees allow a developer to obtain final subdivision plat approval and begin selling lots before the required infrastructure for the development is complete. The performance guarantee is a financial commitment from the developer to ensure that the local government will have funds available to complete the required infrastructure in the event that the developer fails to do so. The authority for performance guarantees has been refined by legislation and litigation over the last decade.

[S.L. 2019-79](#) (S.B. 313) amends G.S. 160A-372 and 153A-331 to further clarify and limit the scope of performance guarantees. The discussion below outlines some of the existing parameters of the law and highlights the recent additions.

**Completion, not maintenance.** As was already the law, performance guarantees are only for completion of required infrastructure, not repairs or maintenance after completion.

**Parties with rights.** As previously required, only three parties may have or claim rights under a performance guarantee: the local government to whom the guarantee is provided,

the developer, and the entity issuing the financial instrument. Specifically excluded from that list are purchasers of the lots in the subdivision, future developers who may acquire the development, and other local governments who may get jurisdiction over the development (through annexation or adjustment of extraterritorial jurisdiction). In the event of a transition in the development—a change in ownership or jurisdiction—new guarantees may be needed to ensure that the proper parties are named.

**Type of financial instrument.** As was the case under prior law, the developer gets to elect the type of performance guarantee from the following menu of options:

- a surety bond issued by any company authorized to do business in North Carolina,
- a letter of credit issued by any financial institution licensed to do business in North Carolina, or
- another form of guarantee that provides equivalent security to a surety bond or letter of credit.

**Amount.** Performance guarantees must not exceed 125 percent of the reasonably estimated cost to complete the improvements. The local government may determine the estimate or use a cost estimate determined by the developer. Where applicable, costs should be based on unit pricing. The additional twenty-five percent over the estimated cost is for inflation and administrative costs. Any extension or new guarantees issued also must not exceed 125 percent of the reasonably estimated cost to complete remaining improvements.

**Timing for issuance.** The local government may determine whether a performance guarantee must be provided at the time of plat recordation or at a time subsequent to plat recordation.

**Multiple guarantees.** A developer may elect to post only one performance guarantee for a development project rather than multiple guarantees for different types of infrastructure. But the local government may still require separate guarantees for erosion- and stormwater-control measures.

**Duration.** The initial term of the performance guarantee shall be one year unless the developer elects a longer term. Moreover, when the financial instrument is a bond, the completion date for the bonded obligation shall be one year from the date the bond is issued, unless the developer elects a longer term.

**Extension.** The developer must make reasonable, good-faith progress toward completion of the required improvements, but if the performance guarantee is likely to expire before completion of the improvements, then the developer shall secure an extension on the guarantee or a new guarantee. The extension (or new guarantee) must be in an amount based only on the remaining improvements and for the duration necessary to complete the remaining improvements.

**Release.** Once the improvements are built to the local government specifications or accepted by the local government, the local government must release the performance guarantee. Letters of credit and escrowed funds must be returned. In the case of performance bonds, the local government shall provide written acknowledgment that the improvements are complete. There is no specification about the frequency of requests for such release.

These provisions apply to performance guarantees issued on or after July 4, 2019.



### Other Provisions

**Power-line burial.** [S.L. 2019-174](#) (H.B. 675) amends G.S. 160A-372 and 153A-331 to limit the authority of cities and counties to require burial of power lines as a part of subdivision approvals. The ordinance may not require a power line to be buried if the line existed above ground when the development's plat or development plan was initially approved (even if the power line was subsequently relocated) and the power line is located outside the parcel of land containing the subdivision or development plan. This restriction became effective on July 26, 2019.

**Waste disposal.** New laws were enacted regarding wastewater treatment that may affect subdivision regulations. These laws, described below, prohibit municipal regulation of off-site wastewater-treatment facilities that have been approved by the state, and they set a process in motion to amend state regulations for on-site wastewater-treatment systems.

### Local Act

[S.L. 2019-59](#) (S.B. 242) amends provisions for use of recreational fees collected under a county subdivision ordinance. Under current general law, cities may use these recreation and open-space fees for both land acquisition and construction of facilities, while counties are limited to land acquisition only. This law allows Harnett County to use the fees to develop and construct recreation facilities as well as to acquire land. The law caps the recreation fee Harnett County may impose at \$500 per residential lot.

### Permit Choice

In 2014, the General Assembly adopted the permit choice rule, originally codified to G.S. 143-750 and recodified to 143-755. Additionally, G.S. 160A-360.1 and 153A-320.1 were adopted to make clear that the permit choice rule was applicable to municipal and county development permits. The basic concept of the law is simple: Once an applicant submits a complete application for a development permit, if the applicable rules change before the permit is issued, then that applicant may choose whether the application is reviewed under the old rules or the new rules. [S.L. 2019-111](#) (S.B. 355) adds definitions and clarification to G.S. 143-755, incorporates those changes into G.S. 160A-360.1 and 153A-320.1, and expands the scope of the permit choice rule. These provisions are effective immediately; they “clarify and restate the intent of existing law and apply to ordinances adopted before, on, and after the effective date.”<sup>5</sup>

It should be noted that permit choice is related to, but distinct from, vested rights. The permit choice rule does not guarantee a right to develop; the rule allows the applicant to choose for an application to be reviewed under the rules applicable at the time of application. The application must still meet all of those prior standards in order to be approved and for development to be commenced. Vested rights, in contrast, are triggered after a project has already been approved. These issues and rights overlap, of course, and the new legislation further intertwines them, but the distinction may be important when applied to particular scenarios.

---

5. S.L. 2019-111, § 3.1.

**Scope**

[S.L. 2019-111](#) expands the scope of permit choice. Under the new rules for vested rights, if an applicant applies for and obtains one development permit (the initial development permit), that permit triggers permit choice for subsequent development permits under the rules applicable at the time of application for the initial development permit.<sup>6</sup> For example, if an applicant submitted an application for subdivision plat approval, the permit choice rule would protect that applicant from changes to other development regulations that would apply to other development permits, such as zoning permits, site plans, and building permits. All rules in other development regulations applicable at the time the application for plat approval is submitted may, at the election of the applicant, be applied to the decision for approvals under those other regulations. That protection continues for eighteen months after the approval of the initial development permit. The applicant must be actively pursuing that original application to maintain the permit choice rights for other development regulations. As noted below, if the application is on hold for more than six months, permit choice rights are lost. Also, with regard to triggering this broad permit choice rule, the initial development permit cannot be a sign permit, erosion-control permit, or sedimentation-control permit.

**Process**

If the applicant chooses the old rule, the local government may not require the applicant to wait for action on the proposed rule change in order to get approval for the application.

If in a legal proceeding it is determined that an application was wrongfully denied or an illegal condition was imposed on the permit, and if the applicable rules were changed after the wrongful denial or illegal condition, then the applicant may choose which of the rules will apply to the permit and use. But if the applicant chooses to have the old rules apply, any provisions determined to be illegal are unenforceable with written consent from the applicant.

The permit choice rule may expire if an applicant delays. If an applicant puts a permit application on hold for six consecutive months, or if an applicant fails to respond to the government's requests for additional information for more than six consecutive months, then the application is discontinued. If the permit application is resumed, it will be reviewed under the rules in effect at that time.

Any person aggrieved by a state agency or local government failing to comply with the permit choice rule can seek a court order compelling compliance. The court will set down the action for immediate hearing, and subsequent proceedings must get priority from the court.

**Vested Rights**

G.S. 153A-344 and 160A-385 are amended to broaden and clarify the types of statutory vested rights. The statutes now identify several categories of permits that trigger vested rights: development permits for buildings, uses of buildings, land, or subdivisions of land; site-specific development plans under G.S. 160A-385.1 or 153A-344.1; development agreements; and multi-phased developments. The details of each are discussed below. These provisions are effective

---

6. G.S. 153A-344(d); 160A-385(e).

immediately; they “clarify and restate the intent of existing law and apply to ordinances adopted before, on, and after the effective date.”<sup>7</sup>

Once a vested right is established under this statutory section, it “precludes any action by [the local government] that would change, alter, impair, prevent, diminish, or otherwise delay the development or use of the property allowed by the applicable land development regulation or regulations.” An exception is provided, however, if there is a change in state or federal law that requires local government enforcement that occurs after the development application is submitted and if the change has “a fundamental and retroactive effect” on the development.<sup>8</sup>

Vested rights under one provision of G.S. 153A-344 and 160A-385 do preclude other vesting. Vesting may be established under multiple provisions of the statute as well as common law vesting.

### Categories

**Development permits.** Development permits for a building, use of a building, use of land, or subdivision of land can establish statutory vested rights. A development permit is valid for one year, unless otherwise specified by statute, and the applicant is vested in that permit for the term of validity.<sup>9</sup> If the applicant fails to substantially commence authorized work, then the development permit and vesting expire. With the substantial commencement of authorized work under a valid permit, vesting continues.

**Site specific development plans.** Site specific development plans were identified and authorized as statutory vested rights years ago under G.S. 160A-385.1 and 153A-344.1. Those provisions continue. In summary, the local ordinance identified approvals that constitute site-specific development plans (approvals such as planned-unit-development plans, subdivision plats, and special use permits). Rights in a site-specific development plan are vested for at least two years and may vest for up to five years under the local ordinance.

**Development agreements.** Development agreements have been authorized since 2005.<sup>10</sup> The vesting rights under that authority continue. The term of vesting for a development agreement is not capped; it may be for any reasonable time as agreed to by the parties.

**Multi-phased developments.** Multi-phased developments were previously established as statutory vested rights, but clarifications and substantive changes are added through [S.L. 2019-111](#) (S.B. 355). A multi-phased development is defined to be a development of at least twenty-five acres (down from 100 acres) to be developed in more than one phase and “[s]ubject to a master development plan with committed elements showing the type and intensity of use of each phase.”<sup>11</sup>

The entire multi-phased development is vested at the time of site-plan approval for the initial phase. The vesting is in the land development regulations in place at the time of that initial approval, and the vesting lasts for seven years from the initial approval.<sup>12</sup>

7. S.L. 2019-111, § 3.1.

8. S.L. 2019-111, § 1.3(b); 2019-111, § 1.3(e).

9. G.S. 153A-344(c); 160A-385(d).

10. G.S. 153A art. 18, pt. 3A; G.S. 160A, art. 19, pt. 3D.

11. G.S. 153A-344(f)(4); 160A-385(g)(4).

12. G.S. 153A-344(b)(5); 160A-385(b)(5).

### Term of Vesting

Each category of statutory vesting has a specified term for vesting in the approval: one year to commence work under development permits, two to five years for site-specific development plans (per the agreement for development agreements) and seven years for multi-phased developments. In addition, once work is commenced, vesting is valid for twenty-four months of discontinuation of development or use, unless the statute provides a longer vesting period.<sup>13</sup> The twenty-four-month period is tolled for proceedings at the board of adjustment or in court relating to the development.

### Appeals of Vested Rights Claims

[S.L. 2019-111](#) establishes a new section, G.S. 160A-393.1, that outlines certain procedures and rights related to judicial appeals. Among other things, the new statutory section provides that a person claiming a statutory or common law vested right may submit information to the zoning administrator or other designated officer for a determination of the existence of a vested right. That determination may be appealed to the board of adjustment, which will review the question of vested rights de novo. In lieu of appealing to the board of adjustment, the person claiming vested rights may bring a civil action as outlined in the new statute (discussed more below).<sup>14</sup>

The statute concerning attorneys' fees and local government litigation requires courts to award attorneys' fees and costs to the appealing party if the local government "took action inconsistent with, or in violation of," the permit-choice and vested-rights statutes set forth at G.S. 160A-360.1, G.S. 153A-320.1, or G.S. 143-755.<sup>15</sup>

## Definitions in Development Regulations

### Defining *Building*, *Dwelling*, *Dwelling Unit*, *Bedroom*, and *Sleeping Unit*

[S.L. 2019-111](#) (S.B. 355), Section 1.17, adds language to G.S. 153A-346 and 160A-390 about defining certain terms in local zoning and other development-regulation ordinances. Within local development regulations, the definitions of specified terms—*building*, *dwelling*, *dwelling unit*, *bedroom*, and *sleeping unit*—may not be inconsistent with definitions in a statute or in a rule adopted by a state agency, including the N.C. Building Code Council.

Below are definitions provided in Section 202 of the 2018 State Building Code. Local governments are not required to adopt these definitions, but the definitions in the local zoning ordinance must not be inconsistent with them.

- 
13. Except where a longer vesting period is provided by statute, the statutory vesting granted by this section shall expire for an uncompleted development project if development work is intentionally and voluntarily discontinued for a period of not less than 24 consecutive months, and the statutory vesting period granted by this section for a nonconforming use of property shall expire if the use is intentionally and voluntarily discontinued for a period of not less than 24 consecutive months.

G.S. 153A-344(e); 160A-385(f).

14. G.S. 160A-393.1(a), (b).

15. G.S. 6-21.7; S.L. 2019-111, § 1.11.

BUILDING. Any structure used or intended for supporting or sheltering any use or occupancy.

....

DWELLING. A building that contains one or two *dwelling units* used, intended or designed to be used, rented, leased, let or hired out to be occupied for living purposes.

DWELLING UNIT. A single unit providing complete, independent living facilities for one or more persons, including permanent provisions for living, sleeping, eating, cooking and sanitation.

....

SLEEPING UNIT. A room or space in which people sleep, which can also include permanent provisions for living, eating, and either sanitation or kitchen facilities but not both. Such rooms and spaces that are also part of a *dwelling unit* are not sleeping units.

The amended statute specifically references the N.C. Building Code Council, so it would appear that the State Building Code definitions may be central to this legislation. The statute, though, calls for local definitions for those select terms to not be inconsistent with any definition in a statute or adopted state rule. That is a broad category, as many statutes and rules may provide definitions for common terms such as *building* and *dwelling*. For example, here are two statutory definitions that are slightly different from the State Building Code definition.

Under the Unit Ownership Act, G.S. 47A, “[b]uilding’ means a building, or a group of buildings, each building containing one or more units, and comprising a part of the property; provided that the property shall contain not less than two units.”<sup>16</sup> Under the statutes governing minimum housing standards, Chapter 160A, Article 19, Part 6,

“[d]welling” means any building, structure, manufactured home or mobile home, or part thereof, used and occupied for human habitation or intended to be so used, and includes any outhouses and appurtenances belonging thereto or usually enjoyed therewith, except that it does not include any manufactured home or mobile home, which is used solely for a seasonal vacation purpose. Temporary family health care structures, as defined in G.S. 160A-383.5, shall be considered dwellings for purposes of this Part, provided that any ordinance provision requiring minimum square footage shall not apply to such structures.<sup>17</sup>

### **Defining Development, Development Permit, and Land Development Regulation**

[S.L. 2019-111](#) adds definitions to G.S. 143-755 for “development,” “development permit,” and “land development regulation” that are closely related to the definitions provided in Part II as part of the impending Chapter 160D recodification.

16. G.S. 47A-3.

17. G.S. 160A-442.

“Development” is defined to include

- a. [t]he construction, erection, alteration, enlargement, renovation, substantial repair, movement to another site, or demolition of any structure.
- b. Excavation, grading, filling, clearing, or alteration of land.
- c. The subdivision of land as defined in G.S. 153A-335 or G.S. 160A-376.
- d. The initiation of substantial change in the use of land or the intensity of the use of land.<sup>18</sup>

“Development permit” is defined to be

[a]n administrative or quasi-judicial approval that is written and that is required prior to commencing development or undertaking a specific activity, project, or development proposal, including any of the following:

- a. Zoning permits.
- b. Site plan approvals.
- c. Special use permits.
- d. Variances.
- e. Certificates of appropriateness.
- f. Plat approvals.
- g. Development agreements.
- h. Building permits.
- i. Subdivision of land.
- j. State agency permits for development.
- k. Driveway permits.
- l. Erosion and sedimentation control permits.
- m. Sign permit.<sup>19</sup>

Finally, “land development regulation” is defined to be

[a]ny State statute, rule, or regulation, or local ordinance affecting the development or use of real property, including any of the following:

- a. Unified development ordinance.
- b. Zoning regulation, including zoning maps.
- c. Subdivision regulation.
- d. Erosion and sedimentation control regulation.
- e. Floodplain or flood damage prevention regulation.
- f. Mountain ridge protection regulation.
- g. Stormwater control regulation.
- h. Wireless telecommunication facility regulation.
- i. Historic preservation or landmark regulation.
- j. Housing code.<sup>20</sup>

---

18. S.L. 2019-111, § 1.1.

19. *Id.*

20. *Id.*



## Short-Term Rentals

[S.L. 2019-73](#) (S.B. 483) provides that properties subject to the Vacation Rental Act are also subject to the limitations on periodic inspections and certain rental-permitting requirements outlined in G.S. 160A-424 and 153A-364. In short, the new law appears to place limits on the extent to which local governments may inspect and regulate the operations of vacation rentals, including short-term rentals, but the new law does not affect the basic local government zoning authority to regulate the locations and development aspects of land uses, including short-term rentals. The act was effective when it became law.

Some background is helpful for discussing the scope of this new provision. Vacation rentals in North Carolina are regulated under the Vacation Rental Act, G.S. 42A. This chapter outlines landlord and tenant duties, specifies language to be included in vacation-rental agreements, and sets limits on how certain funds may be handled, among other provisions.

The chapter defines “vacation rental” as “[t]he rental of residential property for vacation, leisure, or recreation purposes for fewer than 90 days by a person who has a place of permanent residence to which he or she intends to return.” Moreover, “residential property” is defined to include “[a]n apartment, condominium, single-family home, townhouse, cottage, or other property that is devoted to residential use or occupancy by one or more persons for a definite or indefinite period.”<sup>21</sup>

This broad definition includes, for example, condominiums rented through a property-management company, single-family homes rented directly by the homeowner, and residential properties rented through an online platform such as Airbnb, HomeAway, or VRBO, as long as those rentals are for less than ninety days and for leisure purposes. Thus, short-term rentals such as those rented through Airbnb were already subject to the Vacation Rental Act.

[S.L. 2019-73](#) (S.B. 483) makes those vacation-rental properties subject to the limits of G.S. 160A-424 and 153A-364. Those statutes outline the authority for and limits on periodic inspections for hazardous or unlawful conditions, as well as limitations on permitting and fees for residential rental properties. The full scope and detail of this authority is explored in Tyler Mulligan’s bulletin *Residential Rental Property Inspections, Permits, and Registration: Changes for 2017*.<sup>22</sup> As Mulligan describes, G.S. 160A-424 and 153A-364 had long authorized periodic inspections of commercial and residential properties. Local governments had long conducted programs for the inspection, permit, and registration (IPR) of rental properties. The methods of these programs varied, including comprehensive inspection and certification of rental units before occupancy, spot-checking randomly selected rental units within a community, or focusing only on properties with a history of housing-code and safety violations.

Amendments in 2011 and 2016 set specific limitations on those IPR programs. The focus of those amendments was housing-code regulation and enforcement. Indeed, the forthcoming reorganization and recodification of the planning and development-regulation statutes into Chapter 160D reaffirms the focus and intent of the 2011 and 2016 amendments: The limits on inspections, permitting, and registration for residential rental properties are recodified to the

21. G.S. 42A-3.

22. C. Tyler Mulligan, *Residential Rental Property Inspections, Permits, and Registration: Changes for 2017*, COMMUNITY & ECON. DEV. BULL. No. 9 (UNC School of Government, Mar. 2017), [http://www.sog.unc.edu/sites/www.sog.unc.edu/files/reports/2017-03-22%2020161389%20CED\\_9.pdf](http://www.sog.unc.edu/sites/www.sog.unc.edu/files/reports/2017-03-22%2020161389%20CED_9.pdf).

article on minimum-housing-code authority (G.S. 160D-12-7), and the provision preventing permits is explicitly limited to Article 11 and Article 12 permits (building permits and minimum-housing permits, respectively).

Below is a brief outline of the provisions G.S. 160A-424 and 153A-364 that are now applicable to vacation-rental properties, including short-term rentals.

First, the periodic-inspection statutes outline limited authority for periodic inspections of residential property. Note that these limits are specific to residential properties; inspections of commercial, industrial, and other nonresidential properties are not subject to these limitations. The authority for periodic inspections of rental residential property is as follows:

- When there is reasonable cause<sup>23</sup> to do so, the local inspections department may make periodic inspections “for unsafe, unsanitary, or otherwise hazardous and unlawful conditions” in buildings and structures.
- Periodic inspections are permitted in accordance with the fire-prevention code are permitted without reasonable cause.
- If done in accordance with specific requirements, a local government may require periodic inspections in designated blighted areas.<sup>24</sup>

Second, the periodic-inspection statutes establish limits on permitting and fees for residential rental properties. Per the statutes, local governments:

- may not require an owner or manager of rental residential property to register rental property with the local government or obtain a permit or permission to lease or rent residential property (except for certain properties with verified violations),
- may not require an owner or manager of residential rental property to enroll in a governmental program in order to obtain a certificate of occupancy,
- may not levy a tax or fee on residential rental property that is not also levied against other commercial and residential properties,
- may not make a violation of a rental-registration ordinance punishable as a criminal offense, and
- may not require an owner or manager of rental residential property to submit to an inspection before receiving a utility service from the local government.<sup>25</sup>

These provisions—limiting inspections, permitting, registration, and fees—plainly have some impact on the scope of local government regulation. [S.L. 2019-73](#) (S.B. 483) makes clear that those limits apply to defined vacation rentals (including short-term rentals) just the same as other residential rental properties. The statutory limits, however, do not strip from local governments the basic authority for land use zoning and regulation.

---

23. Reasonable cause includes a history of more than four verified violations of the housing ordinances or codes on the property within a rolling twelve-month period; a complaint that substandard conditions exist within the building or a request that the building be inspected; an inspection department’s actual knowledge of an unsafe condition within the building; or violations of the local ordinances or codes being visible from the outside of the property. G.S. 153A-364(a); 160A-424(a).

24. G.S. 153A-364(a); 160A-424(a).

25. G.S. 153A-364(c); 160A-424(c).



Land use regulations remain. Local governments have authority to define land uses, set reasonable development standards and limits on those land uses, and require some level of permitting for such land uses. So, for example, a local government may define land uses including single-family residence, townhome, multifamily building, and others. The local government can regulate which zoning districts those land uses are allowed in. And the local government can set standards for dimensions of a structure, size of a lot, provision of parking, access to streets and utilities, and more. In order to convert an old mill to loft condominiums, a property owner must comply with the zoning standards and obtain the proper permits. The provisions of the periodic-inspection statutes do not waive the basic zoning standards and permitting, but once that land use is properly established and permitted, the limits on inspections, permitting, and registration will apply for occupancy of the rental units.

Similarly, there is a strong argument that a local government may define *short-term rental* as a separate land use in the same way the local governments have long defined conventional *bed-and-breakfast* as a separate land use. For short-term rentals, as with bed-and-breakfasts, development regulations may identify the districts where a land use is permitted and establish development standards for that land use (size, occupancy limits, parking, lighting, etc.). As with many other land uses, a zoning-compliance permit or other zoning approval may be required in order to commence a short-term-rental land use.

To be sure, the language of [S.L. 2019-73](#) clearly provides that properties subject to the Vacation Rental Act, such as short-term rentals, are subject to the limitations on IPR programs under G.S. 160A-424 and 153A-364. As outlined above, those provisions include limits on periodic inspections, limits on registration of the rental property, a prohibition against requiring enrollment in a governmental program, a restriction of taxes and fees to only those that are also charged to other commercial and residential properties, and a prohibition against requiring inspections for a utility hookup. Still, as with apartments, townhomes, and other rental residential development, local governments may still use their fundamental zoning authority to regulate short-term rentals.

In addition to this legislation, a proposal was made (though a bill not formally introduced) to preempt any additional local regulation of short-term rentals. The issue was deferred for additional stakeholder consultation and discussion. Should any further action on the proposal be taken in 2019, that will be addressed in a supplement to this bulletin.

## Signs

[S.L. 2019-119](#) (S.B. 220) allows individuals to remove political signs that have been left in public rights-of-way after a political campaign. G.S. 136-32 already allowed for political signs to be placed in the right-of-way of the state highway system from thirty days prior to the start of one-stop early voting until ten days after the election day. [S.L. 2019-119](#) provides that any such sign remaining for thirty days after that period is deemed abandoned property and may be removed and disposed of without penalty. Municipal ordinances allowing signs in the right-of-way must include a comparable provision that any sign remaining thirty days after the applicable campaign period is deemed abandoned and may be removed and disposed of without penalty. These provisions will be effective on December 1, 2019.

As discussed in Adam Lovelady's blog post "Temporary Signs in the Right-of-Way,"<sup>26</sup> G.S. 136-32 addresses political signs as a category of sign (with preferential treatment as compared to other noncommercial speech). Such categorization is at odds with constitutional principles set forth by the United States Supreme Court in *Reed v. Town of Gilbert*.<sup>27</sup> Under that case and subsequent caselaw, noncommercial speech must be treated equally; a regulation cannot favor campaign speech over other forms of noncommercial speech.

S.L. 2019-119 also amends G.S. 163A-1046 to require county boards of elections to allow political advertising at polling places at least thirty-six hours prior to opening and at least thirty-six hours after closing the polling place.

## Building- and Housing-Code Enforcement

S.L. 2019-174 (H.B. 675) makes several changes to the enforcement of the State Building Code and local government codes, effective October 1, 2019:

1. It amends G.S. 160A-413.5 regarding the alternate inspection for building components or elements submitted by licensed architects or engineers. It provides that the certification of inspection delivered to the city must be on a form created by the N.C. Building Code Council, specifies what the form is to include, and provides that the city may not require any information other than that specified for this form.
2. It amends G.S. 143-151.13 to create a new building-code-enforcement official: a "residential changeout inspector."
3. It requires a cost-benefit analysis for proposed changes to the Energy Conservation Code.
4. It exempts temporary movie, television, or stage sets and scenery from building-code inspection, provided they are being used for less than one year in one location and are inspected by a fire-code inspector (who is to use a fire-code checklist prepared by the N.C. Building Code Council).
5. It amends G.S. 160A-423 and 153A-363 to provide that permit holders may request and be issued a temporary certificate of occupancy if State Building Code requirements are met.
6. It amends G.S. 160A-417 and 153A-357 to provide that when residential building plans are submitted for structures subject to the one- and two-family residential code, all initial reviews must be performed within fifteen business days of submission. The city or county may not require these plans to be sealed by a licensed engineer or architect unless that is required by the State Building Code.

This act also directs the Department of Insurance to prepare a guidance paper on plan review and interpretation of the one- and two-family residential code by October 1, 2019. The N.C. Building Code Council is directed to consult with the Department of Environmental Quality to study options for use of debris at construction sites, including fill under porches and driveways.

---

26. Adam Lovelady, *Temporary Signs in the Right-of-Way*, COATES' CANONS: NC LOC. GOV'T L., UNC SCH. OF GOV'T BLOG (Oct. 16, 2018), <http://canons.sog.unc.edu/temporary-signs-in-the-right-of-way/>.

27. 135 S. Ct. 2218 (2015).

### Local Act

[S.L. 2019-30](#) (S.B. 235) adds municipalities in Franklin and Nash counties to the list of smaller-population municipalities that are authorized to employ provisions in G.S. 160A-443(5b) regarding the authority to mandate repair or demolition of structures that have been vacated and closed because of housing-code violations. Chapter 160D will make this change for all local governments as of January 1, 2021.

## Transportation

### Map Act Repeal

After several years of litigation and legislative limbo, the Transportation Corridor Official Map Act has been repealed.

In 1987 the General Assembly adopted the Roadway Corridor Official Map Act (later renamed the *Transportation Corridor Official Map Act*). The law—codified at Article 2E of Chapter 136 of the General Statutes (G.S. 136-44.50 to -44.54)—allowed transportation corridors to be identified and then limits of up to three years be placed on approval of building permits or new subdivisions within the corridor. The law also allowed variances to be granted if no reasonable return could be made from the land, and it allowed landowners to petition for initiation of acquisition if the limits on development imposed an undue hardship.

In *Kirby v. North Carolina Department of Transportation*, the state supreme court ruled that filing a corridor-protection map under the Map Act was an exercise of the power of eminent domain rather than the police power, thus necessitating compensation.<sup>28</sup> Substantial litigation is ongoing as property owners and the state seek to resolve the amount of compensation owed. The General Assembly responded by suspending the Map Act program. S.L. 2016-90 (H.B. 959) amended G.S. 136-44.50 to place a one-year moratorium (until July 1, 2017) on the adoption of any new corridor official maps and to rescind all previously adopted maps. The law also directed NCDOT to study the development of a new process that equitably balances the property rights of landowners and the governmental interest in protecting transportation corridors from development. A final report of the study, with findings and recommendations, was to be presented to the legislature by July 1, 2017. The moratorium was later extended to July 1, 2019.

Now, [S.L. 2019-35](#) (H.B. 131) officially repeals the Map Act statutes, Article 2E of Chapter 136 of the General Statutes. The legislation repeals G.S. 160A-458.4, which authorized cities to adopt transportation corridor official maps and ordinances in accordance with the Map Act. S.L. 2019-35 also repeals other statutory references to the Map Act.

### Subdivision Streets

[S.L. 2019-156](#) (H.B. 620) amends G.S. 136-18.07 to require NCDOT to update the *Subdivision Roads Minimum Construction Standards Manual* by July 1, 2020, and regularly thereafter, to accurately reflect federal law, state law, and applicable judicial decisions.

[S.L. 2019-156](#) also calls upon NCDOT to create a publically available database with information about federal and state roads.

---

28. 368 N.C. 847 (2016).

**Acquiring Right-of-Way**

Municipal authority over municipal streets includes power to regulate curb cuts and require certain improvements for driveway connections as outlined in G.S. 160A-307. Section 1.16 of [S.L. 2019-111](#) adds language to that statute to make explicit that “[a] city shall not require the applicant [for a driveway permit] to acquire right-of-way from property not owned by the applicant. However, an applicant may voluntarily agree to acquire such right-of-way.” This amendment applies to driveway-permit applications submitted on or after July 11, 2019.

**Environment**

The General Assembly in 2019 debated several proposals to substantially restrict utility-scale wind-energy projects in North Carolina, address concerns about solar farms, and modify municipal regulation of wastewater-treatment systems. Three bills addressing these issues were adopted.

**Renewable Energy**

After considering proposals to prohibit or place a moratorium on large-scale wind-energy projects in most of the eastern area of the state, the General Assembly opted to consider more focused future regulation. [S.L. 2019-132](#) (H.B. 329) addresses a number of issues related to renewable energy, including the utility regulation of charging stations for plug-in electric vehicles and the purchase of power from small hydroelectric-power producers. The act directs the Environmental Management Commission to adopt a regulatory program to manage how the state will deal with solar- and wind-energy equipment when permitted facilities close. Particular attention in the rules is to be given to whether the photovoltaic panels, batteries, wind turbines, and other equipment contain any hazardous materials and how the used equipment is disposed. The study for the development of these rules is directed to consider impacts of disposal on the state’s landfills, whether financial assistance and assurance programs (such as the bonding requirements typically included in local permits for renewable-energy-project approvals) are necessary and adequate, and the infrastructure needed to support proper decommissioning. A stakeholder process is to be established to assist in the development of the rules, with a final report due by January 1, 2021.

**Wastewater Treatment**

[S.L. 2019-131](#) (H.B. 495) amends G.S. 130A-335, effective July 19, 2019, to prohibit municipal ordinances regulating the use of off-site wastewater systems that have been approved by the state.

In [S.L. 2019-151](#) (H.B. 268) the General Assembly disapproved a number of rules regulating on-site wastewater-treatment systems that had been adopted in 2018 by the Commission for Public Health. The act creates a ten-member task force to study and recommend new wastewater-management rules, with task-force recommendations to be submitted by February 1, 2020. This act also creates G.S. 130A-336.2, effective July 22, 2019, to create a new management program for alternative wastewater-system approvals. It creates a program for soil scientists to be certified as on-site wastewater evaluators who can provide plans for nonengineered alternative on-site wastewater systems. The plans developed by these evaluators

are to be submitted to the local health department for approval. This law provides that the state and local health departments have no liability for wastewater systems developed by these evaluators. Provisions are specified for applications, inspections, operations, enforcement, and fees. Also, [S.L. 2019-126](#) (H.B. 761) amends G.S. 335(a2) to clarify that neither state nor local health officials have any liability from claims regarding septic-tank failures arising from soil conditions, site features, geologic conditions, or hydrogeologic conditions if a written evaluation was submitted by a soil scientist or licensed geologist.

## **Affordable-Housing Study**

[S.L. 2019-144](#) (S.B. 316) requires the state's more populous cities to prepare an affordable-housing report by October 1, 2019. The requirement applies to cities with a population of at least 90,000 in the state's 2016 population estimates. The ten cities required to submit this report to the General Assembly are Charlotte, Raleigh, Greensboro, Durham, Winston-Salem, Fayetteville, Cary, Wilmington, High Point, and Asheville.

The mandated affordable-housing report is to include the amount of affordable-housing units in the city that are subsidized by government revenue or tax credits or that have local government oversight. The reports must set forth each city's strategy to improve the availability of affordable and moderate-income housing. At a minimum, each report is also to address the extent to which the city has employed the following strategies to limit the cost of privately developed housing: rezonings for densities needed for production of moderate-income housing, provision of needed infrastructure, encouragement of housing rehabilitation, subsidies for construction-related fees, reduction of regulations for accessory dwelling units, inclusion of housing in commercial and mixed-use districts, density increases for transit corridors, reduced parking requirements, permission of single-room occupancy, use of state and federal funds and tax incentives, and use of Housing Finance Agency programs.

## **Jurisdiction**

No significant changes were made in general statutes regarding annexation or extraterritorial jurisdiction. Bills were introduced to abolish municipal extraterritorial jurisdiction, but they were not considered in this session. However, the General Assembly did continue its recent trend of making changes in jurisdiction for individual cities.

Specified territory was annexed into Kannapolis by [S.L. 2019-12](#) (S.B. 63). The annexation will be effective on June 30, 2020, but the city was authorized to exercise extraterritorial jurisdiction over the area until that date. A specified parcel of land area was removed from the corporate limits of Claremont by [S.L. 2019-93](#) (H.B. 4). A bill to de-annex a specified area from Durham (S.B. 270) has passed both houses of the General Assembly, and reconciliation of differences in the versions adopted by each house is pending.

Several bills removed restrictions on satellite annexations. Three bills removed the limit in G.S. 160A-58.1(b) that satellite-annexation areas can be no more than 10 percent of the land area within primary corporate limits. This was done for Asheboro, Bunn, Franklinton, and Youngsville by [S.L. 2019-103](#) (H.B. 170), for China Grove by [S.L. 2019-58](#) (S.B. 80), and for Saluda



and West Jefferson by S.L. 2019-160 (S.B. 194). This brings the number of municipalities exempt from the 10 percent rule to 114. The requirement that noncontinuous areas be within three miles of the primary corporate limits was removed for Beaufort and Sanford by S.L. 2019-105 (H.B. 285).

Several coastal jurisdictions obtained annexation of navigable waters and received explicit authority to regulate navigable waters. S.L. 2019-95 added navigable waters and the unincorporated portion of the state-owned Rachel Carson Estuarine Research Reserve to Beaufort's corporate limits. S.L. 2019-108 (H.B. 429) added waters in Shallowbag Bay, Doughs Creek, and Scarboro Creek to Manteo's corporate limits. This law also authorized Manteo to regulate the operation and mooring of boats in this area, place channel aids, and otherwise regulate the use of navigable waters within the town limits. In the event of conflict between town and state or federal regulations of these water areas, the state or federal regulation prevails over the local regulation to the extent of the conflict. This act also authorizes Hyde County to impose the same type of regulation, subject to the same limits, for Silver Lake on Ocracoke Island.

The suspension of Spencer Mountain's charter was extended from June 30, 2019, to June 30, 2023, by S.L. 2019-29 (H.B. 336). This same act suspended the charter of the Town of Eureka in Wayne County until June 30, 2024.

## Appeals and Court Procedures

Part I of [S.L. 2019-111](#) (S.B. 355) provides several notable changes to the process and standards for appeals and judicial review of land use ordinances and permits. As stated in [S.L. 2019-111](#), Part III, these provisions are effective immediately and "clarify and restate the intent of existing law and apply to ordinances adopted before, on, and after the effective date."

### Fines Stayed During Appeal

[S.L. 2019-111](#) amends G.S. 160A-388(b1)(6) to state that the accumulation of fines is stayed, along with other enforcement actions, when a notice of violation or other enforcement order is appealed to the board of adjustment or court.

### Skiping the Board of Adjustment

For certain legal challenges, an applicant may bring an original civil action in superior or federal court in lieu of bringing an appeal to the board of adjustment under G.S. 160A-388(b1).<sup>29</sup> These original civil actions are allowed when the applicant claims that the ordinance is unconstitutional, ultra vires, preempted, or beyond statutory authority, or when the applicant claims that the ordinance constitutes a taking. When these issues are raised, appeals of administrative permit decisions, issuance of notices of violation, determinations of vested rights, and other administrative decisions may go straight to court.

Appeals of ordinance interpretation must still go to the board of adjustment before being appealed to court. If an applicant is appealing a notice of violation and disputes the fact of the

---

29. G.S. 160A-393.1(b).

violation (a question of fact, not a constitutional challenge or a question of statutory authority), that appeal still goes to the board of adjustment.

The new statutory section provides guidance on the time for appeal, joinder, standing, and more. The action must be commenced within one year after the date of notice of the decision's appeal.<sup>30</sup> A civil action brought under this statute may be joined with a petition for writ of certiorari under G.S. 160A-393, but applicable rules, supplementation of evidence, and standards of review are distinct.<sup>31</sup>

The following criteria are used to determine whether an individual has standing to bring such civil actions against administrative decisions:

1. The person has an ownership, leasehold, or easement interest in the property that is the subject matter of a final and binding decision made by an administrative official charged with applying or enforcing a land development regulation, or the person has an option or contract to purchase that property.
2. The person was a development-permit applicant before the decision-making board whose decision is being challenged.
3. The person was a development-permit applicant who is aggrieved by a final and binding decision of an administrative official charged with applying or enforcing a land development regulation.<sup>32</sup>

Note that the action is not rendered moot if the party loses the relevant property interest as a result of the administrative action being appealed, and exhaustion of an appeal is required to preserve a claim for damages under G.S. 160A-393.1.<sup>33</sup>

### **Estoppel and Conditions**

North Carolina courts have long recognized that when an applicant enjoys the benefits of a permit approval, the applicant cannot then challenge the conditions of that approval.<sup>34</sup> In other words, the applicant that begins the development and enjoys the benefits of the permit is estopped from challenging the rules of the permit or the conditions imposed. That rule remains, but the new G.S. 160A-393.2 provides an important clarification and limitation. If the applicant did not consent to the condition in writing, and the applicant is challenging the unconsented condition, then the applicant may proceed with the development and the local government may not assert the defense of estoppel against the applicant. This new statutory language is further incentive for local governments to ensure written consent from the applicant for any and all conditions.

30. G.S. 160A-393.1(d).

31. G.S. 160A-393.1(e).

32. G.S. 160A-393.1(c).

33. *Id.* This provision is “[s]ubject to the limitations in the State and federal constitutions and State and federal case law,” a limitation that may raise issues of case-or-controversy jurisprudence.

34. *See, e.g.,* Convent of the Sisters of Saint Joseph v. City of Winston-Salem, 243 N.C. 316, 90 S.E.2d 879 (1956); River Birch Assocs. v. City of Raleigh, 326 N.C. 100, 388 S.E.2d 538 (1990).

**Attorneys' Fees**

[S.L. 2019-111](#), Section 1.11, amends G.S. 6-21.7 to make attorneys' fees mandatory for some local government litigation.

If a court finds "that the city or county violated a statute or case law setting forth unambiguous limits on its authority, the court shall award reasonable attorneys' fees and costs." The statute defines "unambiguous" to mean "that the limits of authority are not reasonably susceptible to multiple constructions."

If a court finds "that the city or county took action inconsistent with, or in violation of, [the Permit Choice and Vested Rights statutes set forth at] G.S. 160A-360.1, 153A-320.1, or 143-755, the court shall award reasonable attorneys' fees and costs."

In other matters of local government litigation, the courts maintain discretion and "may award reasonable attorneys' fees and costs to the prevailing private litigant."

**Appeals in the Nature of Certiorari**

With regard to supplementing the record once a case gets to superior court, previously G.S. 160A-393 was permissive, giving courts discretion to allow parties to supplement the record when needed. Now, with amendment by [S.L. 2019-111](#), Section 1.9, courts must allow the record to be supplemented with affidavits, testimony of witnesses, documentary evidence, or other evidence if the petition raises questions of standing, conflicts of interest, constitutional violations, or actions in excess of statutory authority.<sup>35</sup>

As with direct civil actions under G.S. 160A-393.1, for appeals in the nature of certiorari, an action is not rendered moot if the party loses the relevant property interest as a result of the local government action being appealed, and exhaustion of an appeal is required to preserve a claim for damages under G.S. 160A-393.1.<sup>36</sup>

Concerning the standard of review, [S.L. 2019-111](#), Section 1.9, adds language to G.S. 160A-393(k)(2) to affirm that the question whether a record contains competent, material, and substantial evidence is a conclusion of law to be reviewed by the court de novo.

[S.L. 2019-111](#), Section 1.9, adds language to G.S. 160A-393(k)(3) to clarify that even if there is no objection before the local decision-making board, opinion testimony from a lay witness shall not be considered competent evidence concerning projected property-value impacts, projected traffic impacts, or other matters requiring technical expertise.

[S.L. 2019-111](#), Section 1.9, clarifies the decisions that a court may make when handling an appeal from a quasi-judicial decision. When the court determines that a permit was wrongfully denied, "the court shall remand with instructions that the permit be issued, subject to any conditions expressly consented to by the permit applicant as part of the application or during the board of adjustment appeal or writ of certiorari appeal." Additionally, the statute now includes language to address wrongful zoning enforcement: "If the court concludes that a zoning board decision upholding a zoning enforcement action was not supported by substantial competent evidence or was otherwise based on an error of law, the court shall reverse the decision."

---

35. G.S. 160A-393(j).

36. G.S. 160A-393(d)(4).



## Pending Legislation

Three bills that affect planning and development regulation have been approved by both the House of Representatives and Senate but have not yet become law. Supplements to this bulletin will be made when final action is taken on these bills.

S.B. 553, the 2019 Regulatory Reform Act, amends a number of statutes affecting state and local regulatory programs. It has been adopted by the legislature and is awaiting gubernatorial action.

S.B. 315, the 2019 Farm Act, makes a number of amendments to statutes affecting agriculture. It primarily addresses hemp production, but also includes several items affecting development regulation. It has been adopted by both houses of the legislature, but with differing provisions that must be reconciled.

H.B. 645 makes substantial changes to the authority of local governments to regulate outdoor advertising. It has been vetoed by the governor, and legislative action on a potential veto override or revision to the bill is pending.

## Temporary-Event Venues

The pending 2019 Regulatory Reform Act, S.L. 2019-xxx (S.B. 553) creates G.S. 160A-383.6 (and 153A-341.4) and would allow, but not require, cities and counties to adopt regulations to permit temporary-event venues. If enacted, this provision would become effective on October 1, 2019.

A temporary event is defined as an event lasting no more than seventy-two hours. Temporary events can be public or private entertainment events, educational events, marketing events, meetings, sales, trade shows, or any other events that an ordinance might address. Only one temporary event may be allowed on a parcel at one time, and no more than twenty-four temporary events may be conducted on a parcel in a calendar year.

The statute defines how zoning regulations may address these temporary-event venues. The event may be considered an accessory use in any zoning district. The approval is not to be considered a zoning-map amendment, nor can a special use permit be required. The permittee can seek a rezoning to a district that would allow the events as a permitted use, and the city may allow up to twenty-four temporary events while the rezoning is pending.

The statute specifies that if these venues are permitted, the ordinance is to set forth the zoning districts where they are allowed, the permit process to be followed, the criteria for approval of event permits, the types of events that qualify, the duration allowed for the events, the venue's capacity limits, and the permit fee to be charged. The permit fee is capped at \$100 for the initial permit and \$50 for an annual renewal. A site inspection is required, and the N.C. Building Code Council is directed to prepare an inspection checklist for use by cities and counties. The site inspection must address the general structural stability of the venue, its fire safety, and whether it has sufficient toilet capacity. A building permit under the State Building Code is not required for the construction, installation, repair, replacement, or alteration of a temporary-event venue, but the local approval may require reasonable measures to address any safety or public-health concerns identified by the local inspection.

## Miscellaneous Building-Permit Modifications

The pending 2019 Regulatory Reform Act, S.L. 2019-xxx (S.B. 553), also makes several modest changes to statutes regarding building permits. Drinking fountains are not to be required for

buildings with an occupant load of thirty or fewer, and only one toilet (and no service sink) is required for businesses with an occupant load of thirty or fewer. As of July 1, 2019, apartment complexes are permitted to have doorstep collection containers for refuse and recycling in exit access corridors if specified conditions are met. The act also amends G.S. 160A-383.1, effective October 1, 2019, to allow cities and counties to require that manufactured homes be installed in accordance with the setup and installation standards adopted by the Commissioner of Insurance. This requirement cannot, however, require a masonry curtain wall or skirting for homes located on land leased to the homeowner. Appearance standards for manufactured homes are still allowed by G.S. 160A-383.1(d), subject to this new limitation on the type of skirting that can be mandated.

### **Agritourism and Farm Catering Businesses**

The General Assembly in 2017 clarified the law regarding the scope of agritourism activities that are exempt from county zoning. S.L. 2017-108 amended G.S. 153A-340 to exempt agritourism if it is located on a farm with a state sales-tax exemption or if the property is enrolled in the use-value property-tax program. It also defined “agritourism” to include recreational, entertainment-oriented, or educational rural activities such as “farming, ranching, historic, cultural, harvest-your-own activities, or natural activities and attractions.” In 2019 the General Assembly provided further exemption from zoning for shooting ranges and catering businesses located on bona fide farms.

The pending 2019 Farm Act, S.L. 2019-xxx (S.B. 315), largely deals with hemp production. It proposes to amend G.S. 99E-30(a) and 153A-340(b)(2a) to expand the range of uses that can be considered agritourism on a qualified farm. It adds hunting, fishing, shooting sports, and equestrian activities to agritourism uses. To qualify as agritourism for zoning purposes, a shooting range must be in a county with a population of less than 110,000 in the last census, comply with guidelines for design and site evaluation set by the Wildlife Resources Commission, and comply with local zoning and development regulations. The statute requires the full board of county commissioners to vote on whether the shooting range meets those guidelines.

The Farm Act also provides that cities and counties may not require regulatory approval (other than health and safety rules) for a business that provides on-premise or off-premise catering from a bona fide farm.

### **Farm Signs**

The pending 2019 Farm Act, S.L. 2019-xxx (S.B. 315) amends G.S. 136-129(2a) to modestly expand permitted agricultural signs along primary highways. If enacted, the signs can promote any bona fide farm exempt from county zoning, can be up to three feet long on any side (they were previously limited to two feet), and can be located on any bona fide farm property owned or leased by the farm owner or lessee.

### **Outdoor Advertising**

H.B. 645 passed both chambers of the General Assembly but was vetoed by Governor Cooper. Legislative consideration of a veto override is pending. The legislation amends the statutes concerning billboards along North Carolina highways. The bill defines certain key terms, including “customary use,” “main-traveled way” (or “traveled way”), and “sign location or site.”

The legislation sets parameters for permitting signs in unzoned areas. Notably, the bill extends significant permission for sign owners to relocate and reconstruct signs under several different circumstances.

**Relocation related to condemnation.** If enacted, H.B. 645 would create a new G.S. 136-131.3(a) to allow sign owners to relocate existing signs in the event of condemnation of the property on which a sign was located. The relocation must be within a two-mile radius of the existing sign location and subject to criteria listed below. The proposed regulations are not limited to N.C. Department of Transportation (NCDOT) actions, but apply to any lawfully erected outdoor advertising sign required to be removed as a result of action taken by a public or private condemnor.

If H.B. 645 is approved, the following criteria will apply to applicable relocation sites:

- The site must be located within 660 feet of the nearest edge of the right-of-way of a highway (that is part of the interstate or federal-aid primary-highway system).
- If the existing sign is in a zoned area, then the relocated sign must be in an area zoned commercial or industrial within the same local government's zoning jurisdiction. If the existing sign is in an unzoned area, then the relocated sign must be in the same local government's unzoned jurisdiction.
- It cannot be located in a locally designated historic district except by consent from the governing board.
- Construction on the relocation site must commence within one year of the date of removal from the existing site.
- Reconstruction must meet the standards of G.S. 136-131.2, allowing multipole signs to be converted to monopole structure and requiring that the square footage of the advertising surface area not be increased.
- The sign height may be increased to no more than fifty feet above road grade or the base of the sign.

**Relocation in general.** Beyond relocation for signs on condemned property, if enacted, H.B. 645 will create G.S. 136-131.3(b) to allow for relocation of NCDOT-permitted signs generally. Under H.B. 645, any sign with a valid NCDOT permit that does not qualify for relocation under Subsection (a) is allowed to be relocated within 250 feet of the boundaries of the lot where the sign had previously been located. Beyond that locational requirement, the relocation must meet the criteria for relocation sites set forth for condemnation relocations. Such relocations can only occur once every ten years, although that time limit does not apply to relocations on the same sign location or site, as defined.

**On-site relocation of nonconforming signs.** G.S. 136-131.3(c), as established in H.B. 645, authorizes on-site relocation for nonconforming signs. The provision is phrased to apply to lawfully erected signs that "would not be conforming to customary use if relocated on the same sign location or site." "Customary use," as defined, means meeting the zoning standards in zoned areas or in accordance with the state-federal agreement under the Highway Beautification Act. Under H.B. 645, such nonconforming signs can be relocated on the same sign location or site if they meet the following requirements:

- The structural members of the sign at the relocated site are of like material.

- The size of the sign face or faces is not increased.
- The height of the sign at the relocated site does not exceed fifty feet, measured from the adjoining road grade or the base of the sign, whichever allows for the greatest visibility, except that a sign can be fifty feet above the top of a sound wall or noise barrier constructed between the sign and the main-traveled way.
- The relocation on the same sign location or site was not denied by the Federal Highway Administrator or any other federal official delegated the responsibility for enforcing the federal-state agreement referenced in the definition of “customary use” in G.S. 136-128.

**Sign relocation for sound walls.** Subsection (f) of G.S. 136-131.3, as proposed under H.B. 645, provides that the authorities for relocation and reconstruction of G.S. 136-131.3 apply whenever a sign is affected by the construction of a sound wall. Also, a lawful sign can be raised up to fifty feet above the top of the sound wall.

**Relocation and view corridors.** Some local governments have overlay zoning districts or other local regulations for scenic corridors or significant thoroughfares that regulate, among other things, signs and billboards. G.S. 136-131.4, as proposed under H.B. 645, provides specific provisions concerning sign relocations and view corridors (specific areas where outdoor advertising is prohibited).

Under H.B. 645, a sign that is not within the view corridor cannot be relocated into the view corridor without approval from the local government. A sign that is located within a view corridor can be relocated within the same view corridor, subject to the standard requirements for relocation. Alternatively, a sign located within a view corridor can be relocated within five miles of the existing sign location, subject to the standard requirements for relocation.

**Additional provisions for relocated signs.** The new G.S. 136-131.3(d), if H.B. 645 is enacted, will provide that relocated signs cannot be denied because of vegetation obstructing visibility, and sign operators may remove vegetation in accordance with NCDOT policies. Local ordinances cannot prevent such vegetative cutting.

The new G.S. 136-131.3(e), if H.B. 645 is enacted, will set provisions for permitting related to relocated signs. For relocations related to condemnation, NCDOT will be required to issue a new permit for signs that complies with the relocation criteria outlined in G.S. 136-131.3(a). For general relocations, on-site relocations of nonconforming signs, and relocations for sound walls, no new permit will be required, but NCDOT will be able to require an addendum to an existing permit.

Under the new G.S. 136-131.5, as proposed under H.B. 645, if a sign is to be relocated to a site within five miles from the perimeter boundary of a military base, then the sign owner must notify the base commander or designee, the county board of commissioners, and the city council, if applicable. Those notified parties then have thirty days to submit comments about the compatibility of the proposed sign with the military operations.

G.S. 136-131.3(g), if H.B. 645 is enacted, will clarify that, if a sign is on condemned property, the fact that the sign is not relocated does not prejudice a determination of compensation owed to the sign owner.

**Unzoned areas.** H.B. 645 amends G.S. 136-130.1 to set parameters for permitting signs on unzoned commercial or industrial areas. In order to qualify, one or more commercial or industrial activities on the site must maintain certain licenses and activities. The bill also

includes guidelines for making determinations about these criteria, including guidelines for measurements and a list of nonqualifying activities.

If H.B. 645 is enacted, an unzoned commercial or industrial area will be defined in G.S. 136-128 to be “[a]n area where there is no zoning in effect that is within 660 feet of the nearest edge of the right-of-way of the interstate or primary system, in which there is at least one commercial or industrial activity that meets the criteria set forth in G.S. 136-130.1.”