

GENERAL ASSEMBLY OF NORTH CAROLINA
SESSION 2015

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SENATE BILL 778
Transportation Committee Substitute Adopted 5/11/16
PROPOSED HOUSE COMMITTEE SUBSTITUTE S778-PCS45519-RW-67

Short Title: Performance Guarantees/Subdivision Streets.

(Public)

Sponsors:

Referred to:

April 28, 2016

A BILL TO BE ENTITLED

AN ACT TO MAKE CHANGES TO STATE LAW CONCERNING PERFORMANCE
GUARANTEES ON COUNTY SUBDIVISION STREETS OFFERED FOR PUBLIC
DEDICATION; NCDOT AND CITY REQUIREMENTS FOR ROAD IMPROVEMENTS
ADJACENT TO SCHOOLS; AND ZONING APPLICABLE TO SCHOOLS.

The General Assembly of North Carolina enacts:

**PERFORMANCE GUARANTEES ON COUNTY SUBDIVISION STREETS OFFERED
FOR PUBLIC DEDICATION**

SECTION 1. Chapter 153A of the General Statutes is amended by adding a new section to read:

"§ 153A-331.1. Performance guarantees and acceptance of streets offered for public dedication.

(a) Applicability. – This section applies to county subdivision streets located outside municipal jurisdiction. This section applies to all developments approved on or after October 1, 2016, and retroactively to all county residential subdivisions or development plans approved on or after October 1, 2010, that include an offer of dedication of roads and the roads have been constructed and opened for travel and are fully completed.

(b) Performance and Residual Performance Guarantees to Be Provided. – The following shall apply to performance and residual performance guarantees:

(1) A county ordinance may or may not provide for performance guarantees for new streets offered for dedication. If a county ordinance does not provide for performance guarantees for new streets offered for dedication, that county shall not require the successful completion of the new street improvements prior to allowing a plat to be recorded.

(2) Ordinances shall provide for the residual performance guarantee pursuant to subsections (g) through (j) of this section.

(3) Developers may choose not to provide a performance guarantee. If a developer chooses not to provide a performance guarantee, the developer shall be permitted to record a plat and proceed to construct the street. Prior to the issuance of any building permit for a structure to be constructed within the subdivision or development, the developer shall provide the residual performance guarantee.



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1 (4) For subdivision streets, the type of performance or residual performance
2 guarantee shall be as defined in G.S. 160A-372(g)(1) and the type of security
3 utilized shall be at the election of the developer.

4 (c) Amount of Performance Guarantee. – The amount of a street performance guarantee
5 shall not exceed one hundred twenty-five percent (125%) of the reasonably estimated cost of
6 completion provided by the engineer of record at the time the performance guarantee is issued.
7 Any amount of any extension of the performance guarantee necessary to complete required
8 improvements shall not exceed one hundred twenty-five percent (125%) of the reasonably
9 estimated cost of completion provided by the engineer of record to complete the remaining
10 incomplete improvements. If the performance guarantee is extended beyond the first year, the
11 principal amount for the revised guarantee shall be properly adjusted for any anticipated cost
12 increase or decrease. The performance guarantee amount includes the reasonable cost to the
13 county to administer, mobilize, and collect the guarantee.

14 (d) Use of Performance Guarantee. – A performance guarantee on a street shall only be
15 used for completion of the required improvements and not for repairs or maintenance after
16 completion.

17 (e) Extension of Street Performance Guarantee. – If the required improvements are not
18 complete and the current performance guarantee is expiring, the performance guarantee shall be
19 extended, or a new performance guarantee issued, for an additional period until the required
20 improvements are complete. A developer shall demonstrate reasonable, good-faith progress
21 toward completion of the required improvements that are the subject of the performance guarantee
22 or any extension. The form of any extension or new performance guarantee shall be as defined in
23 G.S. 160A-372(g)(1), and the type of security used shall remain at the election of the developer.

24 (f) Release of Performance Guarantee. – Any performance guarantee on a street shall be
25 released upon confirmation from the Division of Highways that the street has been accepted for
26 maintenance, but not later than six months following submittal to the Division of Highways of
27 form SR-2, "Request for Addition to State Maintained Secondary Road System," and upon the
28 presentation of any of the following documents:

29 (1) A county-issued construction inspection approval for the fully completed
30 streets.

31 (2) Division of Highways-issued construction inspection approval for the fully
32 completed streets.

33 (3) A sealed certification by the engineer of record confirming to the county and
34 the Division of Highways that the street or road is fully completed and
35 conforms to the approved plans and specifications.

36 (4) Proof of posting of the residual performance guarantee pursuant to subsection
37 (h) of this section.

38 (g) Incremental Reduction During Construction. – The principal amount of the
39 performance guarantee may be incrementally reduced by the developer during the course of
40 construction to reflect the level of completion of the road facility and its associated storm drainage
41 and other required appurtenances, but it shall not be reduced below the amount required in
42 subsection (h) of this section.

43 (h) Reduction to Residual Amount Upon Certification. – Upon certification that the road
44 has been fully constructed, the performance guarantee shall be reduced to a residual amount that is
45 the greater of either fifteen percent (15%) of the total costs of construction or one hundred
46 twenty-five percent (125%) of the costs of the travel surface pavement. This reduced guarantee
47 shall be known as the residual performance guarantee.

48 (i) Purpose and Use of Residual Performance Guarantee. – The residual performance
49 guarantee is for the purpose of allowing a reasonable period of time within which the completed
50 new roads offered for dedication may attain the density required for acceptance and be accepted
51 for maintenance by the Division of Highways. The residual performance guarantee shall only be

1 used for necessary maintenance or repairs, including the removal of inappropriate structural
2 encroachments that impede maintenance or compromise the safety of the traveling public.

3 (j) Time Limit on Residual Performance Guarantee. – The residual performance guarantee
4 shall remain in place until the road is accepted, or for a period of one year from the date of
5 issuance, whichever is less. If at the end of one year the road is still not eligible for acceptance, the
6 residual performance guarantee shall be extended for a second year. If the developer has fully
7 constructed the street but not achieved the required density or alternate density pursuant to
8 subdivision (4) of subsection (l) of this section, the residual performance guarantee shall be
9 extended beyond the end of the second full year.

10 (k) Release of Residual Performance Guarantee. – The residual performance guarantee
11 shall be released as follows:

12 (1) Within 30 days of the date the street or road is accepted for maintenance by the
13 Division of Highways, but not later than six months following submittal to the
14 Division of Highways of form SR-2, "Request for Addition to State Maintained
15 Secondary Road System," and upon the presentation of any of the following
16 documents:

17 a. A county-issued construction inspection approval for the fully
18 completed streets.

19 b. Division of Highways-issued construction inspection approval for the
20 fully completed streets.

21 c. A sealed certification by the engineer of record confirming to the county
22 and the Division of Highways that the street or road is fully completed
23 and conforms to the approved plans and specifications.

24 (2) Within 30 days following the second anniversary date of the issuance of the
25 residual guarantee, provided that the road is fully constructed. In addition, in
26 the case of a residential subdivision or development, the alternate density
27 measures provided in subdivision (4) of subsection (l) of this section shall have
28 been met. In the case of a nonresidential development, the street shall be
29 accepted in the same time frame, provided one building has been constructed
30 within the project on the street.

31 (l) Department of Transportation Acceptance. – Roads with an offer of public dedication
32 within subdivisions or developments approved on or after October 1, 2010, that are fully
33 completed according to either the plans and specifications approved by the Department on the
34 recorded plat of the project, or confirmed by a built-to-standards letter issued to the county by the
35 Division of Highways, shall be accepted by the Department for maintenance as soon as is possible
36 after January 1, 2017, provided that the following conditions for acceptance are all met:

37 (1) The road has been fully constructed according to the plans and specifications
38 approved when the subdivision plat was recorded.

39 (2) The road pavement, storm drainage, and signage are in proper condition.

40 (3) The street or road has been opened for public travel for at least six years, as of
41 September 30, 2016. This subdivision shall not apply to streets opened on or
42 after October 1, 2016.

43 (4) Either ten percent (10%) of the lots in the phase of a residential subdivision
44 have occupied dwelling units constructed upon them, or if the phase contains
45 fewer than 20 lots, a minimum of two homes are occupied in that phase. Each
46 separately named street being considered for acceptance within the phase shall
47 have at least one occupied home. If all of the named streets within the phase do
48 not have occupied homes, nothing in this section shall prevent the acceptance of
49 those streets within the phase that have occupied homes, while acceptance of
50 those streets that do not have occupied homes may be deferred.

1 (5) There are no structural or vertical vegetative encroachments upon the
2 right-of-way that either compromise the safety of the traveling public or impede
3 maintenance of the roadway.

4 (m) County Proposal for Acceptance. – Roads meeting the requirements of subsection (l) of
5 this section shall be proposed for acceptance by either the county or another party to the Division
6 of Highways.

7 (n) Time Limits for Division of Highways Acceptance. – Acceptance by the Division of
8 Highways shall be issued as soon as the Division can review the streets and assure that they meet
9 the conditions. The review shall occur within 60 days of the request. The Division of Highways
10 may issue a conditional acceptance based upon the completion of any necessary repairs to the
11 roadway and its drainage facilities identified during the review, including the removal of
12 encroachments that impede maintenance or compromise the safety of the traveling public.

13 (o) County Assessments for Necessary Improvements. – If necessary to facilitate
14 acceptance of streets, counties may make necessary improvements to bring these streets up to the
15 standards for acceptance, in the case of street or drainage improvements or necessary mowing, and
16 recover all or any portion of those costs through an assessment, as provided in G.S. 153A-205,
17 levied upon the lots within the development or levied upon the offending lot in the case of an
18 inappropriate encroachment.

19 (p) Applicability Exceptions. – The provisions of this section shall not apply to any of the
20 following:

21 (1) Any proposed public road that has been platted but has not been properly
22 constructed according to the plans and specifications that were in place at the
23 time a map of the proposed right-of-way was recorded.

24 (2) Any subdivision or development recorded prior to October 1, 1975, where the
25 road construction has not been completed.

26 (3) Any road completed after October 1, 1975, that was not constructed to the
27 minimum standards for a paved road that were in place on the date of
28 recordation of the plat, or where it can be clearly shown by the Department that
29 the construction did not meet the plans and specifications by which the road
30 was designed.

31 (q) Terms. – For the purposes of this section, the use of the terms "road construction," or
32 "completion," and any reference to maintenance of roads prior to final acceptance, refer to all of
33 the physically constructed components of the road within the designated right-of-way, including,
34 but not limited to, the proper installation, according to approved plans and specifications, of any of
35 the following:

36 (1) The soil base and related compaction.

37 (2) Base pavement courses and final travel surface pavement.

38 (3) Shoulders where specified with appropriately sloped side ditches, including
39 appropriate drainage structures, pipes, outlets, and related appurtenances.

40 (4) Curb and gutter where specified along with appropriately designed storm
41 drainage pipes, structures, outlets, and related appurtenances.

42 (5) Appropriate signage and pavement striping.

43 (r) Prohibited Grounds for Denial of Acceptance. – None of the following shall be a basis
44 for denial or delay of the acceptance by the Department for streets or roads completed between
45 October 1, 2010, and September 30, 2016, that meet the acceptance conditions of this section:

46 (1) Removal of encroachments that are neither structural nor pose a safety hazard
47 to the motoring public including, but not limited to, planted ornamental
48 vegetation or nuisance plant materials.

49 (2) Removal of debris from ditches or drainage pipes, culverts, or related
50 appurtenances that is not significantly impeding the drainage function.

1 (3) Cosmetic trimming of grass or weeds, and other similar maintenance items not
 2 related to the maintenance of the paved travel surface of the roadway and its
 3 related storm drainage facilities, unless trimming is necessary to allow for a
 4 proper visual inspection of the street and drainage facilities.

5 (4) Sidewalks, or lack of sidewalks, located adjacent to a road.

6 (s) Development of Street Database. – The Department shall work cooperatively with each
 7 county to provide the necessary information to the counties to enable the counties to compile a
 8 readily available "County Public Street Information Database" and place it in operation on or
 9 before January 1, 2018. The information provided shall accurately convey the status of roads
 10 within the jurisdictional area of the county, including municipal extraterritorial jurisdictions, and it
 11 shall be updated at least monthly. The data shall reside on any existing database system chosen by
 12 the county for this purpose such as, but not limited to, a GIS mapping system or property tax
 13 records system. The system chosen shall be able to convey clear and concise information
 14 regarding the status of roads to the public and more particularly to those individuals involved in
 15 the research of real property records and information. The data may be made available to the
 16 public in either graphic or tabular format, or both. The status of roads to be conveyed shall be:

17 (1) Federally maintained with a federal route number assigned.

18 (2) State-maintained with a State road number assigned.

19 (3) City-maintained.

20 (4) Pending public acceptance with a financial consideration in place for the
 21 maintenance and repair of the street until it is accepted. This subdivision shall
 22 only apply to new streets offered for public dedication after October 1, 2016.

23 (5) Pending public acceptance without a financial consideration being in place for
 24 the maintenance and repair of the street until it is accepted.

25 (6) Private street requiring private maintenance."

27 **CHANGES TO STATE LAW CONCERNING NCDOT AND CITY REQUIREMENTS** 28 **FOR ROAD IMPROVEMENTS ADJACENT TO SCHOOLS**

29 **SECTION 2.** G.S. 136-18 reads as rewritten:

30 **"§ 136-18. Powers of Department of Transportation.**

31 The said Department of Transportation is vested with the following powers:

32 ...

33 (17) The Department of Transportation is hereby authorized and required to
 34 maintain and keep in repair, sufficient to accommodate the public school buses,
 35 roads leading from the state-maintained public roads to all public schools and
 36 public school buildings to which children are transported on public school
 37 buses to and from their homes. Said Department of Transportation is further
 38 authorized to construct, pave, and maintain school bus driveways and sufficient
 39 parking facilities for the school buses at those schools. The Department of
 40 Transportation is further authorized to construct, pave, and maintain all other
 41 driveways and entrances to the public schools leading from public roads not
 42 required in the preceding portion of this subdivision. This subdivision applies to
 43 improvement located on the school site. For purposes of this subdivision, the
 44 Department shall have the power to grant final approval of any project design.
 45 For purposes of this subdivision, project cost shall not exceed sixty thousand
 46 dollars (\$60,000). For the purposes of this subdivision, the term "public school"
 47 includes a public charter school subject to Article 14A of Chapter 115C of the
 48 General Statutes. For the purposes of this subdivision, the term "public charter
 49 school" shall include public charter schools opened on or after July 1, 2015,
 50 including expansion buildings. Nothing in this section shall preclude the
 51 Department from entering into an agreement with the school whereby the

1 school installs the agreed upon improvements and the Department provides full
2 reimbursement for the associated costs incurred by the school, including design
3 fees and any costs of right-of-way or easements.

4 ...

5 (29a) To coordinate with all public and private entities planning schools to provide
6 written recommendations and evaluations of driveway access and traffic
7 operational and safety impacts on the State highway system resulting from the
8 development of the proposed sites. All public and private entities shall, upon
9 acquiring land for a new school or prior to beginning construction of a new
10 school, relocating a school, or expanding an existing school, request from the
11 Department a written evaluation and written recommendations to ensure that all
12 proposed access points comply with the criteria in the current North Carolina
13 Department of Transportation "Policy on Street and Driveway Access". The
14 Department shall provide the written evaluation and recommendations within a
15 reasonable time, which shall not exceed 60 days. This subdivision applies to
16 improvements that are not located on the school property. For purposes of this
17 subdivision, the Department shall have the power to grant final approval of any
18 project design. To facilitate completion of the evaluation and recommendations
19 within the required 60 days, in lieu of the evaluation by the Department,
20 schools may engage their own independent traffic engineer. The resulting
21 evaluation and recommendations from the independent traffic engineer shall
22 also fulfill any similar requirements imposed by a unit of local government.
23 This subdivision shall not be construed to require the public or private entities
24 planning schools to meet the recommendations made by the ~~Department,~~
25 Department or the independent traffic engineer, except those highway
26 improvements that are required for safe ingress and egress to the State highway
27 system-system, pursuant to subdivision (29) of this section, and that are
28 physically connected to a driveway on the school site. The total cost of any
29 improvements to the State highway system provided by a school pursuant to
30 this subdivision shall be reimbursed by the Department. Any agreement
31 between a school and the Department to make improvements to the State
32 highway system shall not include a requirement for acquisition of right-of-way
33 by the school, unless the school is owned by an entity that has eminent domain
34 power. Nothing in this subdivision shall preclude the Department from entering
35 into an agreement with the school, providing that the school installs the agreed
36 upon improvements and the Department provides full reimbursement for the
37 associated costs incurred by the school, including design fees and any costs of
38 right-of-way or easements. The term "school," as used in this subdivision,
39 means any facility engaged in the educational instruction of children in any
40 grade or combination of grades from kindergarten through the twelfth grade at
41 which attendance satisfies the compulsory attendance law, and includes public
42 charter schools. The term "improvements" as used in this subdivision refers to
43 all facilities within the right-of-way required to be installed to satisfy the road
44 cross-section requirements depicted upon the approved plans. These facilities
45 shall include, but not be limited to, roadway construction, including pavement
46 installation and medians; ditches and shoulders; storm drainage pipes, culverts,
47 and related appurtenances; and, where required, curb and gutter; signals,
48 including pedestrian safety signals; street lights; sidewalks; and design fees.
49 Improvements shall not include any costs for public utilities.

50"

1 **SECTION 3.** Chapter 160A of the General Statutes is amended by adding a new
2 section to read:

3 **"§ 160A-307.1. Limitation on city requirements for street improvements related to schools.**

4 A city may only require street improvements related to schools that are required for safe
5 ingress and egress to the municipal street system and that are physically connected to a driveway
6 on the school site. The required improvements shall not exceed those required pursuant to
7 G.S. 136-18(29). G.S. 160A-307 shall not apply to schools. A city may only require street
8 improvements related to schools as provided in G.S. 160A-372. The cost of any improvements to
9 the municipal street system shall be reimbursed by the Department of Transportation. For
10 purposes of this section, the Department of Transportation shall have the power to grant final
11 approval of any project design for which it provides reimbursement. Any agreement between a
12 school and a city to make improvements to the municipal street system shall not include a
13 requirement for acquisition of right-of-way by the school, unless the school is owned by an entity
14 that has eminent domain power. Any right-of-way costs incurred by a school for required
15 improvements pursuant to this section shall be reimbursed by the Department of Transportation.
16 The term "school," as used in this section, means any facility engaged in the educational
17 instruction of children in any grade or combination of grades from kindergarten through the
18 twelfth grade at which attendance satisfies the compulsory attendance law, and includes public
19 charter schools."

20
21 **SCHOOL ZONING CHANGES**

22 **SECTION 4.** G.S. 153A-340 is amended by adding a new subsection to read:

23 "(k1) The regulations shall provide that schools shall be permitted as a matter of right in all
24 zoning districts, including relocatable or modular units as either accessory or primary facilities.
25 Lighted athletic facilities with a permanent seating capacity of 2,600 seats or more located on high
26 school facilities housing grades nine through 12 may be subject to special use permit standards as
27 accessory uses to the school. Special use standards for these accessory facilities shall be limited to
28 the portions of the school site upon which the accessory facility is located and not the entirety of
29 the campus. Public street improvements beyond those directly attributable to and physically
30 connected to planned access drives from the athletic facilities connecting to public streets as
31 provided in G.S. 136-18(29) and G.S. 160A-307.1 shall not be required. For the purpose of this
32 section, "schools" shall mean any facility engaged in the educational instruction of children
33 providing any grade or combination of grades from kindergarten through the twelfth grade
34 attendance at which satisfies the compulsory attendance law, including public charter schools."

35 **SECTION 5.** G.S. 160A-381 is amended by adding a new subsection to read:

36 "(g1) The regulations shall provide that schools shall be permitted as a matter of right in all
37 zoning districts, including relocatable or modular units as either accessory or primary facilities.
38 Lighted athletic facilities with a permanent seating capacity of 2,600 seats or more located on high
39 school facilities housing grades nine through 12 may be subject to special use permit standards as
40 accessory uses to the school. Special use standards for these accessory athletic facilities shall be
41 limited to the portions of the school site upon which the accessory facility is located and not the
42 entirety of the campus. Public street improvements beyond those directly attributable to and
43 physically connected to planned access drives from the athletic facilities connecting to public
44 streets as provided in G.S. 136-18(29) and G.S. 160A-307.1 shall not be required. For the purpose
45 of this section, "schools" shall mean any facility engaged in the educational instruction of children
46 providing any grade or combination of grades from kindergarten through the twelfth grade
47 attendance at which satisfies the compulsory attendance law, including public charter schools."

48
49 **EFFECTIVE DATE**

50 **SECTION 6.** This section is effective when it becomes law. The remainder of this act
51 becomes effective October 1, 2016.