

1                                   **ARTICLE X. NONCONFORMITIES AND VESTED RIGHTS**

2                   **DIVISION 1. NONCONFORMITIES**

3                   **Section 30-10.1. Purpose.**

4                   The purpose of this division is to provide regulations for the continuation and elimination of lots,  
5                   structures, and uses that are deemed legal nonconformities, subject to the restrictions set forth herein.

6                   **Section 30-10.2. Generally.**

- 7                   A. *Legal nonconformity status.* A legal nonconformity means an existing lot, structure or use that was  
8                   in compliance with the Land Development Code requirements that were in effect when the lot,  
9                   structure or use was established, but which no longer conforms to one or more requirements of the  
10                  Land Development Code or amendments thereto in effect. Legal nonconformity status shall be  
11                  determined by the City Manager or designee and the burden shall be on the property  
12                  owner/developer to establish such status.
- 13                  B. *Right to continue legal nonconformity.* Unless otherwise provided in this chapter and subject to the  
14                  restrictions set forth herein, legal nonconformities existing on the effective date of this chapter or  
15                  amendments thereto may be continued.
- 16                  C. *Nonconformities other than legal nonconformities.* All nonconformities that are not deemed legal  
17                  nonconformities shall be brought into compliance with this chapter and may be enforced as a  
18                  violation of this chapter.
- 19                  D. *Nonconformities created by eminent domain proceedings.* A lot, structure or site improvement that  
20                  has or will be rendered nonconforming because of a taking through eminent domain proceedings or  
21                  by the voluntary conveyance of a portion of land under the threat of eminent domain proceedings  
22                  by a governmental authority shall be deemed conforming.

23                  **Section 30-10.3. Nonconforming Lots.**

- 24                  A. *Certain lots deemed conforming.* A legally nonconforming lot that meets the following criteria  
25                  shall be deemed conforming:
- 26                          1. The lot is not a substandard lot; and
- 27                          2. The lot is located within 500 feet of two or more lots that:
- 28                                  a. Are developed with a principal structure, and
- 29                                  b. Share a substantially similar degree of the same nonconformity (lot area, lot depth, or  
30                                  lot width).
- 31                  B. *Combining lots.* If a nonconforming lot abuts one or more other lots in the same ownership,  
32                  such lots shall be legally combined to eliminate the nonconformity before the city may approve  
33                  any development permits for the lots.
- 34                  C. *Dwellings on nonconforming lots.* A legally nonconforming lot that is not a substandard lot and  
35                  that does not abut another lot in the same ownership may be used for a single-family dwelling  
36                  in zoning districts that allow the use, provided that all other applicable regulations of the

1 zoning district can be met. No multiple-family dwellings shall be allowed on nonconforming  
2 lots in any district that allows single-family dwellings.

3 D. *Buildings on nonconforming lots.* Provided that all other applicable regulations of the zoning  
4 district can be met, the City Manager or designee may authorize the issuance of a building  
5 permit for a building to be located on a legally nonconforming or substandard lot if the  
6 applicant can demonstrate both:

7 1. That the impacts of the nonconforming lot are minimal upon the surrounding land uses and  
8 are not detrimental to the public health, safety, and welfare; and

9 2. That the impacts of the nonconforming lot may be substantially mitigated through measures  
10 including but not limited to: buffering; screening; landscaping; architectural treatment;  
11 additional setbacks; access limitations; limitations on use; sufficient parking designed to  
12 provide safe internal traffic circulation and off-site access; and site plan design to minimize  
13 off-site impacts of service and delivery areas, refuse and recycling collection areas, and  
14 outdoor storage and work areas.

15 **Section 30-10.4. Nonconforming Structures and Site Improvements.**

16 A. *Applicability.* This section applies to all nonconforming structures and site improvements  
17 within the city. However, when another section of this chapter imposes more specific  
18 provisions for a particular nonconforming structure or site improvement, such as  
19 nonconforming signs, the provisions of that section shall govern.

20 B. *Repair, maintenance, reconstruction, remodel.* Any structure or site improvement legally  
21 nonconforming as to dimensional requirements, site improvement requirements, or  
22 development standards may receive the following work without being made to conform to this  
23 chapter, provided such work neither contributes to nor increases the specific legal  
24 nonconformity and provided it is otherwise in conformance with the requirements of this  
25 chapter. With the exception of single-family buildings or structures which have no such  
26 limitation, the cost of the work shall not exceed 50% of the structural value (the present cost of  
27 replacing the structure or site improvement); otherwise, the structure or site improvement  
28 shall be made to fully comply with this chapter.

29 1. Repair and maintenance, meaning any actions that correct defects in, extend the useful life  
30 of, or bring the structure or site improvement into conformance with applicable building,  
31 electrical, mechanical, fire, health, safety or related regulations;

32 2. Reconstruction, meaning the rebuilding of a structure or site improvement that has been  
33 damaged or destroyed; and

34 3. Remodel, meaning any change to or modification of the physical appearance of a structure  
35 or site improvement.

36 C. Nothing in this section shall be deemed to prevent the strengthening of or restoring to a safe  
37 condition any structure or site improvement or part thereof declared to be unsafe by an order  
38 of a city or state official charged with protecting the public health or safety.

1 **Section 30-10.5. Nonconforming Uses.**

- 2 A. *Limitation on enlarging, increasing or extending use.* A legally nonconforming use shall not be  
3 enlarged, extended or intensified, including to cover more area of the land or building or structure  
4 than was occupied by that use when it became legally nonconforming, except a legally  
5 nonconforming use may be extended throughout any parts of a building or structure that were  
6 manifestly arranged or intended for such use at the time the nonconformity status was established.
- 7 B. *Alterations to structures and site improvements associated with legally nonconforming uses.* A  
8 structure associated with a legally nonconforming use may receive the following alterations,  
9 provided such work otherwise complies with the provisions of this chapter:
- 10 1. Ordinary repair and maintenance, meaning any actions that correct defects in, extend the useful  
11 life of, or bring the structure or site improvement into conformance with applicable building,  
12 electrical, mechanical, fire, health, safety or related regulations;
  - 13 2. Site improvements to the premises of structures associated with legally nonconforming uses,  
14 including landscaping, drainage, lighting, and the provision of buffering and screening along  
15 property boundaries; and
  - 16 3. Alterations made to comply with the requirements of law, including making a nonconforming  
17 structure or site improvement conforming to the requirements of this chapter.
- 18 C. *Change of use.* A legally nonconforming use shall not be changed to another use unless such  
19 use is permitted by and complies with all applicable requirements of this chapter. If a legally  
20 nonconforming use is changed to any other use, said use shall lose its legally nonconforming  
21 status and any subsequent use shall conform to all applicable requirements of this chapter.
- 22 D. *Abandonment.* If a legally nonconforming use is deemed abandoned in accordance with the  
23 procedures set forth in this section, said use shall lose its legally nonconforming status and any  
24 subsequent use shall conform to all applicable requirements of this chapter.
- 25 1. *Review criteria.* Abandoned means to cease the use for a continuous period equaling or  
26 exceeding nine months. Evidence, including public records, utility records, property  
27 records, verified personal records, or other general research and documentation, shall  
28 demonstrate that a use or activity has not been abandoned. The intent of the owner or  
29 user shall not be relevant in determining whether the use has been abandoned. The time  
30 period of any legal proceedings related to change of ownership, including foreclosures or  
31 bankruptcies, shall not be used in any calculation of the time period for abandonment.
  - 32 2. *Review procedure.*
    - 33 a. The burden shall be on the property owner/developer to establish that a use has not  
34 been abandoned.
    - 35 b. At such time as city staff or the City Plan Board determines that reasons exist for a  
36 property to lose its legal nonconformity status, notice of such determination shall be  
37 given to the property owner by the city. The notice shall be given by certified mail,  
38 return receipt requested, shall clearly state the reasons for the determination, and shall  
39 advise the property owner that a hearing to consider the determination shall be held by  
40 the City Plan Board on a date not less than 30 calendar days following the date of the  
41 notice. The time and place of the hearing shall be specified in the notice.

- 1 c. A quasi-judicial public hearing shall be conducted by the City Plan Board with respect to  
2 all proceedings regarding loss of legal nonconformity status. A staff report shall be  
3 prepared and shall contain a recommendation as to the appropriate course of action.  
4 Where such proceedings have been instituted against a group of similarly situated  
5 nonconformities, such proceedings may be consolidated for hearing purposes.
- 6 d. Following the close of the public hearing, the City Plan Board shall render its decision  
7 no later than 30 calendar days after the date of the hearing. The decision shall be  
8 supported by written findings and a record of the proceeding shall be kept.
- 9 e. *Appeals*. The determination of the City Plan Board shall be final, subject to such  
10 remedies as may be provided in this chapter or at law.
- 11 E. *Reinstatement of abandoned legally nonconforming use*. A legally nonconforming use that was  
12 deemed abandoned in accordance with Subsection D. above, and thereby lost its status as a  
13 legally nonconforming use, may be reinstated as a legally nonconforming use in accordance  
14 with the terms of this Subsection E. The process set forth herein shall be applicable only to the  
15 status of legally nonconforming uses of land and shall not apply to any other development  
16 criteria or regulation in this chapter.
- 17 1. *Review criteria*. The applicant shall bear the burden of demonstrating each of the  
18 following:
- 19 a. That the use requested to be reinstated is the same as the former legally  
20 nonconforming use that was deemed abandoned, and is therefore not a change in use;
- 21 b. That the impacts of the nonconforming use are minimal upon the surrounding land uses  
22 and are not detrimental to the public health, safety, and welfare; and
- 23 c. That the impacts of the nonconforming use may be substantially mitigated through  
24 measures including but not limited to: buffering; screening; landscaping; architectural  
25 treatment; additional setbacks; access limitations; limitations on use; sufficient parking  
26 designed to provide safe internal traffic circulation and off-site access; and site plan  
27 design to minimize off-site impacts of service and delivery areas, refuse and recycling  
28 collection areas, and outdoor storage and work areas.
- 29 2. *Review procedure*.
- 30 a. Upon application of the property owner, a staff report shall be prepared and shall contain  
31 a recommendation as to the appropriate course of action. The City Plan Board shall  
32 conduct a quasi-judicial public hearing and shall apply the criteria set forth above to grant,  
33 grant with conditions, or deny an application for reinstatement. The notice and hearing  
34 procedure shall be the same as for rezonings.
- 35 b. Following the close of the public hearing, the City Plan Board shall render its decision no  
36 later than 30 calendar days after the date of the hearing. The decision shall be supported  
37 by written findings and a record of the proceeding shall be kept.
- 38 c. *Appeals*. The determination of the City Plan Board shall be final, subject to such remedies  
39 as may be provided in this chapter or at law.

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**DIVISION 2. VESTED RIGHTS**

**Section 30-10.6. Purpose.**

This division establishes the administrative procedures and standards by which a property owner may demonstrate that private property rights have vested against the provisions of the Comprehensive Plan or this chapter, and therefore development on said private property may continue notwithstanding that the development does not conform to the requirements of the Comprehensive Plan or this chapter.

**Section 30-10.7. Vested Rights Criteria.**

A. *Presumptive vested rights.* The following categories shall be presumptively vested:

- 1. All active and valid final development orders issued by the city prior to the effective date of the Comprehensive Plan or this chapter or any applicable amendments thereto, provided all material requirements, conditions, limitations and regulations of the development order have been met.
- 2. All complete building permit applications that are approvable in their submitted form, and received by the building official prior to the effective date of this chapter or any applicable amendments thereto. This provision shall not be used to find any presumptive vested rights against the provisions of the Comprehensive Plan or amendments thereto.
- 3. All lots within a subdivision that has been recorded prior to the effective date of the Comprehensive Plan or this chapter or any applicable amendments thereto, or lots in approved unrecorded subdivisions for which streets, stormwater management facilities, utilities and other infrastructure required for the development have been completed prior to the effective date of the Comprehensive Plan or this chapter or any applicable amendments thereto.
- 4. Lots of record not located within a subdivision, but only to the extent of one single-family residence per lot. Such lots of record shall: 1) conform to the provisions of the Comprehensive Plan and this chapter that are currently in effect; 2) have legally conformed under previously effective provisions of the Comprehensive Plan or this chapter; or 3) have existed prior to any applicable provisions of the Comprehensive Plan or this chapter. Certified copies of deeds and subdivision plats recorded in the office of the clerk of circuit court, or records of lot splits maintained by the city, will prove the time of a lot's existence.
- 5. Any structure for which construction has been completed and a certificate of occupancy has been issued, if a certificate of occupancy was required at the time of permitting.

B. *Nonpresumptive vested rights.* The appropriate reviewing authority shall consider all of the following factors, as well as any other relevant factors, to determine whether an applicant has nonpresumptive vested rights:

- 1. Whether there was a valid and unexpired act or omission of the city.
  - a. An “act” of the city may include but is not limited to an issued permit or authorization to commence development. An “omission” of the city means more than government silence or inaction, but rather a negligent or culpable omission where the party failing to act was under a lawful duty to act.

- 1 2. Whether the applicant, in reasonable and good faith reliance on the above act or omission, has  
2 made a substantial change in position or incurred extensive obligations and expenses.
- 3 a. An applicant does not act in good faith when the applicant made a substantial change in  
4 position or incurred extensive obligations and expenses in a situation where the applicant  
5 knew or reasonably should have known that changes to applicable provisions of the  
6 Comprehensive Plan or this chapter were pending, whereby “pending” means: 1) there  
7 were active and documented efforts in the normal course of municipal action that would  
8 culminate in the change of applicable provisions of the Comprehensive Plan or this chapter,  
9 and 2) the City Commission or the City Plan Board knew of such efforts.
- 10 b. The appropriate reviewing authority shall not consider the following as development  
11 expenditures or obligations:
- 12 i. Expenditures for legal and other professional services that are not related to the design  
13 or construction of improvements.
- 14 ii. Expenditures related to a rezoning action.
- 15 iii. Taxes paid.
- 16 iv. Expenditures for initial acquisition of the land.
- 17 3. Whether, because of the above substantial change in position or extensive obligations and  
18 expenses incurred, it would be highly inequitable and unjust to deny the applicant’s right to  
19 develop or to continue the development of the property. In making this determination, the  
20 appropriate reviewing authority shall consider the following as well as any other relevant  
21 factors:
- 22 a. Whether the development activity has commenced and is continuing in good faith.
- 23 b. Whether the expense or obligations already incurred can be substantially used, including  
24 use and application of any plans, materials, studies, permits, approvals and services  
25 acquired, for a development that is allowable and in compliance with the provisions of this  
26 chapter.

27 *C. Limitations.*

- 28 1. If vested rights were determined based on the possession of a final development order or other  
29 unexpired city action, vested rights shall expire with expiration of that final development order  
30 or action.
- 31 2. Any vested rights determination shall not create vested rights for additional phases or additional  
32 development not expressly authorized by the final development order. This section does not  
33 apply to any other subsequent final development order that may also be required for project  
34 completion, provided the densities and intensities allowed under the initial final development  
35 order are not increased and the specific development plan approved under the initial final  
36 development order remains substantially unchanged.
- 37 3. All development subject to a vested rights determination shall not deviate from the terms of the  
38 development orders or actions upon which the vested rights determination was based.
- 39 4. A vested rights determination shall run with the land and is therefore transferable to  
40 subsequent owners of the subject property.

1 **Section 30-10.8. Vested Rights Determination Process.**

2 A. *Application for vested rights determination.* Any person claiming vested rights to develop property  
3 shall submit to the city a sworn application for a vested rights determination. The application shall  
4 be on a form provided by the city, and shall include the following information:

- 5 1. The name, signature and address of all owners of the property;
- 6 2. The name and address of the applicant(s), who shall be the owner(s) or an agent authorized by  
7 affidavit to apply on behalf of the owner(s);
- 8 3. A legal description and survey of the subject property;
- 9 4. A copy of any approved and unexpired final development orders, which may include a final site  
10 plan, final subdivision plat or building plan;
- 11 5. Identification by specific reference to any ordinance, resolution or other action of the city, or  
12 failure by the city to act, upon which the applicant relied and which the applicant believes  
13 supports the vested rights claim;
- 14 6. A statement of facts that the applicant intends to prove in support of the application; and
- 15 7. Such other relevant information that the city may request.

16 B. *Staff determination.*

- 17 1. *Complete applications.* No later than 10 calendar days following the date of receiving an  
18 application, the City Manager or designee shall make a written determination as to whether the  
19 application is complete in accordance with this division.
- 20 2. *Staff decision.* No later than 30 calendar days following the date of the City Manager or  
21 designee's determination that an application is complete, the City Manager or designee shall  
22 review the application and make a written determination whether the application clearly and  
23 unequivocally has vested rights in accordance with the criteria for presumptive or  
24 nonpresumptive vesting. No later than seven calendar days following the date of the City  
25 Manager or designee's written determination of vested rights, the City Manager or designee  
26 shall provide the applicant written notification of the determination. The applicant shall have  
27 the right to rely upon such written notification that the proposed development is vested; such  
28 determination that the development is vested shall be final and not subject to administrative  
29 appeal, revocation or modification.

30 C. *Appeals.*

- 31 1. *Purpose.* It is the purpose of this section to provide an administrative process for appealing a  
32 written decision of the City Manager or designee that denies vested rights. In particular, it is  
33 intended that such administrative relief be provided in the most professional, objective, and  
34 equitable manner possible through the adjudication of matters as provided herein by the Land  
35 Use Hearing Officer (Hearing Officer) provided by this chapter. No party shall be deemed to have  
36 exhausted his or her administrative remedies for the purpose of seeking judicial review unless  
37 the party first obtains review by a hearing officer as provided herein.
- 38 2. *Standard of review.* The Hearing Officer's review shall be de novo, meaning the review is not  
39 limited to the record that was before the City Manager or designee or limited to the first-tier  
40 certiorari standard of review. However, if the record that was before the City Manager or  
41 designee is full and complete, the Hearing Officer may determine that the record is the only

1 evidence that is necessary. The Hearing Officer may also determine that additional evidence and  
2 oral or written testimony, including cross examination, is necessary to properly evaluate the City  
3 Manager or designee's decision.

4 3. *Appeal process.* The applicant may appeal to a Hearing Officer a decision of the City Manager or  
5 designee that denies vested rights. The appeal process shall be as follows:

6 a. No later than 30 calendar days following the date of the City Manager or designee's written  
7 determination of vested rights, the applicant may appeal to a Hearing Officer by filing a  
8 Notice of Appeal with the City Manager or designee together with a nonrefundable filing fee  
9 of five hundred dollars (\$500.00). The notice of appeal shall set forth in detail the basis of  
10 the appeal.

11 b. All expenses associated with the Hearing Officer appeal process, except attorney fees, shall  
12 be the responsibility of the nonprevailing party.

13 c. The city shall accurately and completely preserve all testimony in the proceeding, and, at  
14 the request of any party, it shall make a full or partial transcript or existing hearing record  
15 available at no more than actual cost.

16 d. In any case where a Notice of Appeal has been filed, the decision of the City Manager or  
17 designee shall be stayed pending the final determination of the case.

18 4. *Hearing process.* The hearing before the Hearing Officer shall be conducted as follows:

19 a. The Hearing Officer shall set forth at the outset of the hearing the order of the proceedings  
20 and the rules under which the hearing will be conducted.

21 b. The order of presentation at the hearing shall be as follows:

22 i. Receipt of any exhibits or records of the City Manager or designee.

23 ii. Opening statements by the parties.

24 iii. Appellant's case.

25 iv. Respondent's case.

26 v. Rebuttal by appellant.

27 vi. Summation by respondent.

28 vii. Summation by appellant.

29 viii. Conclusion of the hearing by the Hearing Officer.

30 c. The City Manager or designee's records, including all exhibits, shall be received and  
31 constitute a part of the record.

32 d. The Hearing Officer shall have the authority to determine the applicability and relevance of  
33 all materials, exhibits, and testimony and to exclude irrelevant, immaterial, or repetitious  
34 matter.

35 e. The Hearing Officer shall administer oaths to witnesses.

36 f. The cross examination of witnesses shall be permitted, in a reasonable amount as  
37 determined by the Hearing Officer.

38 g. The time for presentation of a case shall be determined by the Hearing Officer.



- 1 h. The Hearing Officer may allow the parties to submit written findings of fact and conclusions  
2 of law following the hearing, and shall advise the parties to the timetable for so doing if  
3 allowed.
- 4 5. *Hearing Officer decision.* No later than 30 calendar days following the date of the appeal  
5 hearing, the Hearing Officer shall file with the City Manager or designee, with a copy to the  
6 applicant and the Clerk of the Commission, a written determination that includes appropriate  
7 findings of fact, conclusions of law, and decisions in the matter of the appeal. The decision of  
8 the Hearing Officer, which may affirm, affirm with conditions, or reverse the decision of the City  
9 Manager or designee, shall be based upon the criteria for presumptive or nonpresumptive  
10 vesting as established in this division, and shall be guided by the Comprehensive Plan, this  
11 chapter, and established case law. The decision of the Hearing Officer shall be final, subject to  
12 judicial review.
- 13 6. *Judicial review.* Judicial review of the Hearing Officer's decision is available to the property  
14 owner and the city and shall be by common-law certiorari to the Eighth Judicial Circuit Court. In  
15 any case where judicial review is sought, the decision of the Hearing Officer shall be stayed  
16 pending the final determination of the case.

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