



Community-based Land-use Decisions Public Participation in the Rezoning Process

October 2015

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Community-based Land-use Decisions

Public Participation in the Rezoning Process

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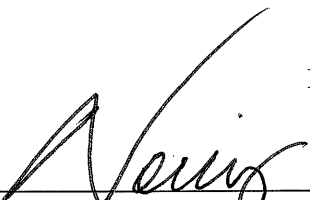
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The Honorable Tim Wirgau
Chair, House Local Government Committee
301 6th Avenue North
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Dear Chairman Yager and Chairman Wirgau:

Transmitted herewith is the Commission's report on Senate Bill 549 by Senator Niceley and House Bill 775 by Representative Daniel. The study was requested by the Senate State and Local Government Committee of the 109th General Assembly and by Representative Wirgau, chair of the House Local Government Committee. The report was approved by the Tennessee Advisory Commission on Intergovernmental Relations on October 22, 2015, and is hereby submitted for your consideration.

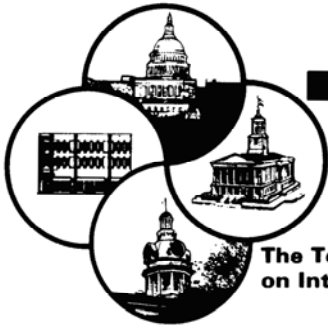
Respectfully yours,



Senator Mark Norris
Chairman



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MEMORANDUM

TO: Commission Members

FROM:  Lynnis Roehrich-Patrick
Executive Director

DATE: 21 October 2015

SUBJECT: Zoning Process and Consent to Rezone Private Property—Final Report for Approval

The attached commission report is submitted for your approval. The report responds to Senate Bill 549 by Niceley and House Bill 775 by Daniel, which would require the written consent of owners for any rezoning affecting a parcel of private property. The Senate State and Local Committee amended the bill to direct the Commission to study this issue and submit its report by January 1, 2016. The House bill was taken off notice, but Chairman Wirtgen of the House Local Government Committee requested by letter that the Commission study it. The report describes issues raised by the bills and suggests that, short of requiring the consent of owners for rezonings, some of the approaches already used by local governments in Tennessee to ensure that property owners are aware of rezonings could be required.

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Balancing Community and Individual Interests in the Rezoning Process

Zoning can be contentious, especially when a property's allowed use is changed through rezoning. In order to allay people's fears about proposed changes and give them a chance to express their concerns, the state requires a public hearing on zonings with advance notice in the newspaper. Some cities and counties go beyond these minimum statutory requirements; some post signs on the property to be rezoned, some send notice to property owners in the mail, and some hold more than one public meeting.

Adequate notice is particularly important in instances of downzoning—i.e., a zoning change that reduces the density of development, limits the kinds of permitted uses, or reduces the square footage that can be built on a parcel—since such a change can lower a parcel's value. A recent example of a contentious downzoning occurred in Knoxville when the Inskip neighborhood was rezoned to reduce the number of residential units that could be built on each parcel. The city advertised the proposed rezoning in the newspaper three times, held three public hearings, posted signs in the general area of the rezoning, and sent two notices to property owners at the address where they receive tax notices. The city allowed owners to opt out before the rezoning was approved. One owner says he failed to get notice of the rezoning and, therefore, did not have an opportunity to opt out. According to the owner, the rezoning reduced the value of his property by as much as \$250,000, from \$400,000 to \$150,000. Although the owner could have contested the rezoning in court, he did not.

The General Assembly considered legislation in 2015 introduced in response to complaints by the property owner in Knoxville and general concerns that property owners may not have adequate notice of rezonings and that those changes can result in a loss of property value. This legislation, Senate Bill 549 by Niceley and House Bill 775 by Daniel, would require the written consent of the owner for any rezoning affecting a parcel of private property. The Senate State and Local Government Committee amended the bill to direct the Commission to study this issue and submit its report by January 1, 2016. The House bill was taken off notice, but Representative Wirgau, chairman of the House Local Government Committee, requested by letter that the Commission study the legislation.

Requiring owner consent for rezonings would disrupt the dispute resolution process embodied by zoning laws and the local government structure created to support it. Zoning begins with proposals by planning commissions appointed by local elected officials. Though not required to do so, many planning commissions invite public participation through hearings and committees of citizens in order to ensure that their proposals

Requiring owner consent for rezonings would disrupt the dispute resolution process embodied by zoning laws and the local government structure created to support it.

reflect the will of the community. Local legislative bodies must hold hearings and notify the public about when and where rezonings will occur before adopting or amending zoning regulations. Holding these hearings ensures that affected property owners have an opportunity to speak directly to their elected officials and express their support or concern about the proposals. This structure and process largely replaced the more expensive, cumbersome, piecemeal, and unpredictable judicial process for resolving land-use conflicts based on nuisance law and created a participatory process through which communities come together to make land-use decisions through their city councils or boards and county commissions.

This process, adopted by Tennessee and most states in the 1920s and 1930s, is consistent around the country, including the requirement of a single public hearing with a single notice published in the newspaper. However, eight states require local governments to notify property owners subject to rezoning by mail, and Nevada requires local governments to notify surrounding property owners. Seven states require cities and counties to hold two hearings, at least in some circumstances, but no state requires owner consent for rezoning, although some give owners more of a say in the process in different ways, including 21 states that authorize owners to petition for a supermajority vote of the legislative body to approve the rezoning. Two states, Ohio and West Virginia, allow them to petition for referendums. Neither of these alternatives would result in the checkerboard zoning map that requiring individual consent would. Giving individual property owners veto power over rezonings would impede zoning efforts based on community consent expressed through local, elected legislative bodies and could create problems for neighborhoods by allowing incompatible land uses next to each other.

Short of requiring the consent of owners for rezonings, some of the approaches already used by local governments in Tennessee to ensure that property owners are aware of rezonings could be required. For example, the number of newspaper notices could be increased from one to two, or signs could be required on the property proposed for rezoning, with multiple signs required when more than one parcel is to be considered. In addition to the one public hearing currently required of local legislative bodies, planning commissions could be required to hold a public hearing before submitting the proposal to the legislative body. Because newspapers are not as widely read as they once were, notice of hearings could be required to be sent by mail—first class, registered, or certified—to property owners at the addresses where their property tax notices are sent. Notifying surrounding property owners—something that may need to be defined in statute—by mail would help ensure that they are aware of potential incompatible uses and have an opportunity to make their concerns known at public hearings. If additional notification requirements are placed in law, consideration should be given to authorizing local governments to require the party requesting the rezoning to pay for them.

Short of requiring the consent of owners for rezonings, some of the approaches already used by local governments in Tennessee to ensure that property owners are aware of rezonings could be required.

Managing Land-use Conflicts Through Community-based Zoning

The Commission's 2013 report *Land Use in Tennessee—Striking a Balance* characterized zoning as a more efficient and less costly way to resolve land-use conflicts between neighbors, and it is. But the real support for zoning, and the reason that zoning became so widespread so quickly in the early twentieth century,¹ was that it provided an effective way for entire communities to protect the character and quality of life of their neighborhoods and business districts. Zoning was also quickly recognized as an effective way to protect property values.

Zoning is a participatory process through which communities make land-use decisions for an entire city or county. Because zoning covers an entire community, it is more effective at protecting neighborhoods and business districts from incompatible land uses than deed restrictions or covenants that control what individuals in a particular development can do on their property and selective regulations that prohibit certain noxious businesses in residential areas.² Zoning is a community-wide process that involves developers, property owners, concerned citizens, planning commissions, and elected legislative bodies.³ It begins with proposals developed by planning commissions appointed by elected officials and supported by professional staff. Rezoning is often initiated by developers or property owners, but may be part of a periodic reevaluation of the community or parts of the community by planning commissions and their staffs. Though not required to do so, many planning commissions invite public input through hearings and committees of citizens in order to ensure that their proposals reflect the will of the community, not just the wishes of a particular developer or individual landowner.

Once the planning commission approves a proposal, it goes to the local legislative body, which must hold a public hearing after advertising it in a newspaper of general circulation at least 15 days before the hearing.⁴ These hearings are intended to ensure that affected property owners have an opportunity to speak directly to their elected officials and express their support or concern about the proposal. After the hearing, the legislative body elected by the people decides whether to accept the proposal recommended by the planning commission.

Zoning is a participatory process through which communities make land-use decisions for an entire city or county.

¹ Meck 1996.

² Fischel 2004.

³ Goldberg 2005.

⁴ Tennessee Code Annotated, Sections 13-7-105 (counties) and 13-7-203 and 13-7-204 (cities). Notice must be published 30 days before the hearing in Metropolitan Nashville and Davidson County.

Rezoning may involve upzoning or downzoning. Downzoning may reduce the density of development, or the square footage or height of a building, or further restrict permitted uses. Upzoning does the reverse.

Rezoning may involve upzoning or downzoning. Downzoning may reduce the density of development, or the square footage or height of a building, or further restrict permitted uses.⁵ Upzoning does the reverse. While adjoining or nearby property owners may support or be indifferent toward downzoning proposals, a landowner or developer who owns property already zoned for higher intensity use will often fight downzoning because of the potential reduction in the value of their property, as happened recently in Knoxville in the Inskip neighborhood. A property owner who bought land in the city 12 years ago as an investment when the property was zoned R2, a classification that allows up to 24 single-family and multi-family housing units per acre, stands to lose a considerable sum because his property has been downzoned. The property owner, Mr. Bourgeois, estimates the value of the property when purchased at between \$350,000 and \$400,000, has spent \$53,000 on plans to develop it, and claims it is now worth only about \$150,000.⁶

The city downzoned the property in 2013 after revising the land-use plan for the area where the property is located. The new classification, R1A, permits no more than six units per acre and requires larger lots. Although the city says it mailed two postcard notices to property owners at their addresses of record, posted signs in the area, published three notices in the newspaper, and held three public meetings, the owner says he never received notice of the rezoning. The city agreed not to downzone the property of owners who requested not to be downzoned. A later application by Mr. Bourgeois to rezone his property back to R2 was denied.⁷ Although Mr. Bourgeois had the option to contest the rezoning in court, he chose not to.

In response to the Knoxville instance and to general concerns that property owners may not have adequate notice of rezonings and that those changes can result in a loss of property value, Senate Bill 549 by Niceley and House Bill 775 by Daniel were introduced to require written consent from a property owner before his or her property could be rezoned by a city or county. The Senate State and Local Government Committee amended the bill at the request of the sponsor to require written consent from the owner before any rezoning that changes the land-use classification of any single parcel can take effect, as well as to ask the Commission to study this issue and submit its report by January 1, 2016. The amendment specifically directed the Commission to “study the procedures governing how local legislative bodies may amend zoning ordinance provisions and the effects of any change to the current law that would require the written consent of

⁵ Bartke and Lamb 1976.

⁶ Quint Bourgeois, Knoxville property owner, telephone interview with Bill Terry, May 8, 2015.

⁷ Dan Kelly, Planning Commission Staff, City of Knoxville, phone interview with Bill Terry, May 11, 2015, and letter from Charles Swanson, Law Director, to Congressman John Duncan, December 8, 2014.

the owner of private property prior to any zoning amendment that would affect such parcel of private property.”

Similar legislation has been introduced in the past but has never been presented to a committee. Representative Walley introduced legislation in 1995 to require initial zonings to authorize existing uses and rezonings only with written consent of the property owners. The bill had no Senate sponsor and was withdrawn.⁸ Legislation more similar to the bill calling for this study was introduced in 2011 by Representative Casada and Senator Ketron.⁹ The bill was assigned to the general subcommittees of the Senate and House State and Local Government committees.

Opposition to the bills stems from concerns about making it difficult for local governments to adopt or revise zoning ordinances and prohibit incompatible land uses. For example, a community may call for downzoning to protect a residential neighborhood from the more intense development allowed by current zoning, but if an individual withholds consent to rezone, a high rise apartment could be built in that area. Requiring owner consent for rezonings could make land-use plans based on input from citizens, developers, and others irrelevant. Finally, requiring owner consent could make rezonings more difficult if owners live out of state or outside the country and it is difficult to contact them. There may also be problems if multiple owners own a parcel and they cannot agree on whether to consent to the rezoning.

Potential Judicial Remedies for Downzoning

Property owners who object to zoning decisions in some cases have filed lawsuits against local governments, claiming that the rezonings were regulatory takings based on constitutional prohibitions against taking private property without just compensation.¹⁰ This normally applies to physical takings of property as in cases of eminent domain. However, the US Supreme Court ruled in *Pennsylvania Coal Co. v. Mahon* that “... the general rule at least is, that while property may be regulated to a certain extent, if regulation goes too far it will be recognized as a taking.”¹¹ The US Supreme Court has also recognized a regulatory taking when a regulation required an owner to allow a physical invasion of the property¹² or deprived

Requiring owner consent for rezonings could make land-use plans based on input from citizens, developers, and others irrelevant.

⁸ House Bill 15.

⁹ Senate Bill 1272 and House Bill 1345.

¹⁰ Fifth and Fourteenth Amendments of the US Constitution and Article 1, Section 21 of the Tennessee Constitution.

¹¹ 260 U.S. 393 (1922).

¹² *Loretto v. Teleprompter Manhattan CATV Corp.*, 458 U.S. 419 (1982). See also *Lingle v. Chevron U.S.A., Inc.*, 125 S. Ct. 2074, 2081 (2005).

No other state requires individual owners' consent for rezoning, but twenty-three give owners and residents more of a say in the process in various ways.

an owner of "all economically beneficial use."¹³ The rule established by the Court for takings that fall short of physical invasions and deprivation of all economically beneficial uses is that regulations are to be analyzed using

- the economic impact of the regulation on the owner,
- the extent to which the regulations interfere with investment-backed expectations, and
- the character of the government action.¹⁴

The Tennessee Supreme Court ruled in August 2014 in *Phillips v Montgomery County* that Article 1, Section 21 of the Tennessee Constitution encompasses regulatory takings in the same manner as the US Constitution.¹⁵ Before this decision, any takings claims filed in Tennessee had to be based on the Fifth Amendment of the US Constitution, which prohibits takings without just compensation and the Fourteenth Amendment, which extends that prohibition to states. The *Phillips* case resulted from the disapproval of a preliminary subdivision plat, not from a zoning action. The local planning commission disapproved the plat for the sole reason that the proposed subdivision was located in the path of a proposed extension of a state highway. The Tennessee Supreme Court ultimately remanded the case back to the circuit court for further proceedings to determine whether the planning commission's denial was in fact a taking, but neither party to the lawsuit has requested further action by the circuit court. The parties are waiting on the decision in a second case filed in chancery court regarding the same matter before they take any further action.

Other States' Efforts to Give Property Owners More Control over Rezoning

No other state requires individual owners' consent for rezoning, but twenty-three give owners and residents more of a say in the process in various ways, including by authorizing them to protest rezonings through petitions or to call for referendums on proposed rezonings.

Petition for Approval of Rezoning by Supermajority

Twenty-one states allow owners of property being rezoned to petition for a supermajority vote on the rezoning by the local legislative body, thereby making it harder to approve a rezoning that isn't broadly supported by the community. Owners within a certain distance of the property to be

¹³ *Lucas v. South Carolina Coastal Council*, 505 U.S. 1003 (1992). See also *Lingle v. Chevron U.S.A., Inc.*, 125 S. Ct. 2074, 2081 (2005).

¹⁴ *Penn Central Transportation Co. v. New York City*, 438 U.S. 104 (1978).

¹⁵ 442 S.W.3d 233 (2014).

rezoned are authorized to petition for a vote in all of those states.¹⁶ Only seven states authorize owners to protest rezonings by both city and county governments.¹⁷ Fourteen states allow property owners to protest only city rezonings.¹⁸ Most states require the petition to be signed by 20% of the eligible owners but four require larger percentages: 25% in Montana, 30% in Missouri, and 50% in Oklahoma¹⁹ and Wisconsin.^{20,21}

In order to approve a rezoning after the petition has been filed, twelve states²² require approval by three-fourths of the local legislative body, and nine²³ require approval by two-thirds. Oklahoma requires a three-fourths majority if there are more than seven members of the legislative body and three-fifths if there are seven or fewer. Iowa requires approval by 60% of all the members of a county legislative body when a petition is filed by owners of property to be rezoned by a county.

Petition for Rezoning by Referendum

Two states, Ohio and West Virginia, allow voters to petition for a referendum on proposed rezonings, with majority approval required for passage. In Ohio, voters residing in the unincorporated areas of a township²⁴ affected by a rezoning can petition for a referendum. The petition must be signed by at least 8% of the number of voters in the last gubernatorial election. The referendum must be held on the day of the next primary or general election. West Virginia requires the petition to be signed by at least 10% of the voters in the area to be rezoned and allows for a special election. Cities there also have authority to submit the question to voters on their own initiative.

¹⁶ Colorado, Delaware, Michigan, New Hampshire, New York, North Carolina, Nebraska (county only), and Wisconsin (city only) set a limit of 100 feet. Wyoming's limit is 140 feet; Missouri's limit is 185 feet. Arizona, Montana, and North Dakota set a limit of 150 feet. Iowa (cities only), Kansas (cities only), Louisiana, New Jersey, and Texas set a limit of 200 feet. Nebraska and Wisconsin (county only) set a limit of 300 feet. Connecticut and Iowa (counties only) set a limit of 500 feet. Oklahoma set a limit of 300 feet for cities and 1,000 feet for counties with a city with a population of over 180,000 people. Kansas's limit is 1,000 feet for counties.

¹⁷ Arizona, Illinois, Iowa, Kansas, Missouri, Nebraska, and Wisconsin. Although not included in the list of states that allow residents to protest city and county rezonings, Oklahoma allows those in cities and two counties with cities with a population of over 18,000 to protest them.

¹⁸ Colorado, Connecticut, Delaware, Michigan, Missouri, Montana, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Texas, and Wyoming.

¹⁹ Protest petition must be signed by 20% of owners whose property is being rezoned or 50% of owners within 300 feet of the area being rezoned.

²⁰ The 50% requirement only applies to zoning by counties in Wisconsin.

²¹ In Illinois, the petition must be signed by 5% of landowners in the county to protest a text amendment. This requirement only applies to zoning by counties.

²² Arizona, Delaware, Illinois (county only), Iowa (cities only), Kansas, Nebraska, New York, North Carolina, North Dakota, Texas, Wisconsin, and Wyoming.

²³ Colorado, Connecticut, Illinois (city only), Michigan, Missouri, Montana, New Hampshire, New Jersey, and New Mexico (county only).

²⁴ In Ohio, a township is similar to a county. It provides local services outside the limits of municipal areas. See <http://www.ohiotownships.org/sites/default/files/Report.pdf>.

A fair number of states require more than one newspaper notice, at least under certain circumstances.

Notifying Property Owners of Pending Zoning Actions

Recognizing that a single notice in a newspaper and one public hearing is often not enough to ensure community involvement, some local governments in Tennessee go beyond the minimum statutory requirements, and a few states require it. Based on a survey for the Commission by six of Tennessee's nine development districts, some local governments post signs on the property to be rezoned, some mail notices to property owners, and some hold more than one public hearing. These cities and counties recognize that no single method is sufficient to ensure that people are aware of pending actions by their local governments.

Almost all states require notice before zonings and rezonings.²⁵ Most like Tennessee require local governments to publish notices in newspapers. Those that don't, require notice by mail or by posting signs either on the property or in a public place. One state, Utah, allows posting of notices on the internet. Some states require notice by multiple methods.

Newspaper Notices

Thirty-four states including Tennessee require both cities and counties to publish at least one notice of zoning and rezoning hearings in the newspaper.²⁶ West Virginia doesn't require notice of a public hearing but does require cities and counties to publish notice in the newspaper 30 days before rezoning referendums or enactment of zoning or rezoning ordinances. Seven require only cities to publish newspaper notices,²⁷ and two²⁸ require only counties to publish them.

A fair number of states require more than one newspaper notice, at least under certain circumstances. Thirteen states require two newspaper notices,²⁹ and two require three.³⁰ Florida requires two notices only when a city initiates a rezoning involving ten or more parcels.

²⁵ Alaska does not require cities and boroughs to provide notice. Hawaii, Maine, and Vermont do not require counties to provide notice.

²⁶ Arizona, California, Colorado, Delaware, Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maryland, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Hampshire, New Mexico, North Carolina, North Dakota, Ohio, Oklahoma, Pennsylvania, South Carolina, South Dakota, Utah, Virginia, Wisconsin, and Wyoming.

²⁷ Connecticut, Maine, Massachusetts, New Jersey, New York, Rhode Island, and Texas.

²⁸ Oregon and Washington.

²⁹ Maryland, Massachusetts, Nebraska, North Carolina, North Dakota, Virginia, and Wisconsin. Maine requires cities to publish two notices, and Montana requires counties to publish two. Alabama requires cities to publish two notices in the city newspaper and three in the county newspaper. Kansas also requires notices in both the city and county newspapers. Two notices are required in New Castle County in Delaware but only one notice is required in the other counties. Ohio requires two notices only for counties.

³⁰ Louisiana requires cities and counties to publish three notices. Rhode Island requires cities to publish three as well.

Newspapers are not as widely read as they once were. According to a publication by Communications Management Inc., “In 1950, the average daily total paid circulation for U.S. daily newspapers was 53.8 million (equivalent to 123.6 per cent of households); the total paid circulation for U.S. Sunday newspapers was 46.6 million (equivalent to 107.0 per cent of households). By 2010, the average daily total paid circulation for U.S. daily newspapers was about 43.4 million (equivalent to 36.7 per cent of households); the total paid circulation for U.S. Sunday newspapers was about 44.1 million (equivalent to 37.3 per cent of households).”³¹

Posting of Signs on Property to be Rezoned

The American Planning Association’s (APA) model land-use planning legislation recommends allowing local governments to provide notice by posting signs on the property being rezoned.³² Three states (Georgia, Idaho, and South Carolina) require both cities and counties to post notice on the property to be rezoned. Pennsylvania requires only cities to post signs, while North Carolina requires only counties to do so. In Utah, cities and counties can post notices on their websites rather than posting signs. Three of these seven require posting of signs only under certain conditions. Georgia requires a sign to be posted if the property owner initiates the rezoning. Nevada requires it in only Clark County. Pennsylvania requires signs if the zoning map will be changed.

The Commission’s survey of local governments found that many cities and counties in Tennessee require signs. Of the 202 respondents, seventy-four cities and twenty-two counties post signs notifying residents of rezonings. Some pay for them themselves, while others charge the applicant. Of the survey respondents, sixty cities and fifteen counties pay for the signs, and thirteen cities and seven counties require the applicants or property owners to pay for the signs. Bradley County pays for them but charges a refundable \$50 sign deposit.

Notice by Mail

The APA recommends requiring local governments to send notice by certified mail both to owners and to surrounding owners.³³ The value of surrounding property can be negatively affected by rezonings if the rezoning allows a different use, for example if property near a residential area were rezoned to allow a rock quarry. Providing notice to the surrounding property owners helps ensure that they can voice

The American Planning Association recommends requiring local governments to send notice by certified mail both to owners and to surrounding owners.

Source: American Planning Association’s *Growing Smart Legislative Guidebook* Section 8-103 (7).

³¹ Communications Management Inc. 2011.

³² American Planning Association’s *Growing Smart Legislative Guidebook* Section 8-103 (8).

³³ Section 8-103(7).

Twenty-seven states require cities, counties, or both to notify property owners by mail when property is to be rezoned.

their opinions on the matter at the public hearing or contact their elected representatives.

Fourteen states follow the APA recommendation.³⁴ Eight others require notice only to owners of the property being rezoned.³⁵ One state, Nevada, requires surrounding owners and the applicant requesting the rezoning to be sent notice.³⁶ In Ohio, if ten or fewer properties are being rezoned notice must be sent to owners of the property being rezoned as well as to property owners contiguous to and directly across the street from the property. A number of local governments in Tennessee also follow the APA recommendation or at least notify owners of surrounding properties. Sending notice by mail makes it possible for local governments to include more detailed information about rezonings with the notification. Sending notice by certified or registered mail or with return receipt requested, which is required by a few states, documents that the notice was received.

Notice to Owners of Property Being Rezoned

Among the respondents to the Commission's survey, two counties and ten cities send notice to owners of property proposed for rezoning. The counties and five of the cities send notice by first-class mail, four cities send notice by certified mail, and one city sends notice by registered mail. Twenty-seven states require cities, counties, or both to notify property owners by mail when property is to be rezoned, twelve in all circumstances and fifteen under certain circumstances. Five of the twelve (Kansas, Michigan, North Carolina, Utah, and West Virginia) require both cities and counties to send notice; six (Florida, New Mexico, New Jersey, Oregon, Rhode Island,³⁷ and Texas) require only cities to send notice. Delaware requires only counties to send notice.

Fifteen states also require notice by mail but only in certain circumstances. Idaho and Nevada require both cities and counties to mail notice only if a zoning amendment changes the zoning map or a district boundary; Minnesota and Pennsylvania require only cities to mail notice in these situations. Arizona and Kentucky require notice by mail if the city or

³⁴ Arizona, California, Delaware, Idaho, Kansas, Michigan, Minnesota, New Jersey, New Mexico, North Carolina, Rhode Island, Texas, Utah, and Virginia. Most of these states do not require notice be sent by certified mail.

³⁵ Florida, Kentucky, Louisiana, New Hampshire, Oregon, Pennsylvania, Utah, and West Virginia.

³⁶ It must be mailed to each tenant of a mobile home park if that park is located within 300 feet of the property being rezoned. If amendment involves a zoning district boundary change in a county with a population of over 100,000, notice must be mailed to the applicant, owners located within 750 feet of the boundary to be changed and the owners of the 30 separately owned parcels nearest the boundary. If amendment involves a zoning district boundary change in a county with a population of less than 100,000, notice must be mailed to the applicant, owners located within 300 feet of the boundary to be changed and the owners of the 30 separately owned parcels nearest the boundary.

³⁷ This notice requirement applies only if it involves a specific change in a district map.

county initiates the zoning change. Two states, Ohio and Virginia,³⁸ require cities and counties to send notice by mail only if a certain number of parcels are involved; Louisiana³⁹ requires the same but only for counties. Louisiana also requires notices in cities with a population of less than 475,000, regardless of parcel count. California requires cities and counties to send notice if there will be a change in the permitted use. New Hampshire requires cities and counties to provide notice by mail if there are 100 or fewer properties, a boundary change, or change in permitted uses or in minimum lot sizes. Florida requires notice by mail if the county initiates the rezoning and it involves less than ten contiguous acres. In three states—Connecticut, South Carolina, and Wisconsin—people may ask to be put on a list to receive notice by mail from the cities.

Notice to Surrounding Property Owners

Fifty-eight cities and eighteen counties in Tennessee send notice of rezonings to surrounding property owners. Forty-four cities and thirteen counties send notice by first-class mail; ten cities and four counties send notice by certified mail. One county and three cities send notice by registered mail. Twelve states require local governments to send notice to surrounding property owners by mail. Eight states require both cities and counties to send notice to these owners.⁴⁰ Delaware requires only counties to send notice, and three⁴¹ states require only cities to send notice. Two states, North Carolina and Virginia, require cities and counties to send notice to owners whose property is abutting the property to be rezoned; Delaware requires counties to send notice to abutting property owners. Laws in the other nine states require notice to be sent to all owners within anywhere from 100 to 1,000 feet of the property to be rezoned. The specific distance varies from state to state.

Comparing the Cost of Notice Methods

The cost to provide notice of public hearings for zonings and rezonings varies with the method used and can vary with the number of parcels involved or because of local differences in advertising costs. For example, the cost of newspaper notices is only \$6.75 per column inch in Mountain City's *Tomahawk* but is \$9 per column inch in the *Nashville Ledger*, \$38.50 per inch (\$45.51 on Sundays) in the *Jackson Sun*, and \$140 per inch (\$177.10 on Sundays) in Nashville's *The Tennessean*. The cost for a single sign at about \$30 to \$40 would be a more expensive option than newspaper notice

Fifty-eight cities and eighteen counties in Tennessee send notice of rezonings to surrounding property owners. Forty-four cities and thirteen counties send notice by first-class mail; ten cities and four counties send notice by certified mail. One county and three cities send notice by registered mail.

³⁸ Ohio (10 or fewer parcels) and Virginia (25 or fewer lots).

³⁹ Louisiana (10 or fewer parcels).

⁴⁰ Arizona, California, Idaho, Kansas, Michigan, Nevada, North Carolina, and Virginia.

⁴¹ New Mexico, Rhode Island, and Texas.

Some local governments in Tennessee hold more than one hearing in order to help raise the public's awareness of rezoning.

in Mountain City but potentially less expensive in other markets.⁴² The cost of providing notice using signs, however, increases when larger areas are rezoned and multiple signs are used.

The cost of sending notice by mail also depends on the number of parcels involved. For example, a postcard sent to a single property being rezoned would cost only 35 cents plus the price of the postcard itself, but a first-class mailing to a hundred parcels would cost \$49 (49 cents in postage each) plus the cost of the letter and envelope.⁴³ If confirmation of delivery is required, the cost goes up dramatically: certified mail (proof that the letter was sent) costs \$3.45 plus postage; registered mail (proof that the letter was delivered) costs \$12.20 plus postage; and return receipt (the sender receives proof of delivery, available with either certified or registered mail) costs an additional \$2.80 if confirmation is sent by mail or \$1.40 if sent electronically. Only a few states require local governments to send notices by certified or registered mail or with return receipt requested.⁴⁴

Public Hearings

The APA's *Growing Smart Legislative Guidebook* recommends requiring local governments to hold at least one public hearing.⁴⁵ In order to help raise the public's awareness of rezoning, some local governments in Tennessee hold more than one hearing. Among those responding to the survey, eight cities and two counties hold one additional hearing, and four cities and three counties hold two additional hearings. In some of these cities and counties, the additional hearing or hearings are held by the planning commission, though the number that do this is unclear. There are few if any additional costs associated with a second meeting if the hearing is on the agenda of an already scheduled meeting.

Eight Tennessee cities and one county always require developers to hold public meetings, and six cities and one county sometimes require them. For example, one county requires developers to hold meetings only for planned unit developments. Fourteen cities and eight counties recommend that developers hold public meetings but don't require them to. These meetings provide the public with an opportunity to get additional information about the project and give developers an opportunity to get

⁴² A one-sided 12" x 18" corrugated plastic sign from FedEx Office costs \$27.99; an 18" x 24" sign costs \$36.00. <http://www.fedex.com/us/office/sign-printing.html> (accessed November 3, 2015).

⁴³ United States Postal Service Price List Effective May 31, 2015. <http://pe.usps.com/cpim/ftp/manuals/dmm300/Notice123.pdf>.

⁴⁴ Louisiana requires counties to send notice by certified mail. Four states require cities to send notice with some form of confirmation: Rhode Island requires notices be sent by certified or registered mail, New Jersey requires they be sent by certified mail and regular mail, New Mexico requires notices be sent by certified mail with return receipt requested, and West Virginia requires notice to be sent by certified mail.

⁴⁵ Section 8-103(3).

feedback from the neighbors. All of this is done at no additional cost to local governments, but there may be some expenses for the developer (e.g., the cost of renting a meeting space or paying staff).

No state requires developers to hold public meetings on rezoning requests, but most states require one public hearing before the local legislative body. Twenty-eight states require both counties and cities to hold one public hearing;⁴⁶ eleven require only cities to hold one.⁴⁷ Seven states require cities and counties to hold two hearings. California, Idaho, and Nebraska require two hearings in all circumstances. The remaining four require two hearings only in certain circumstances. New Hampshire requires cities and counties to hold a second hearing only if substantial changes were made at the first hearing. Pennsylvania requires the same thing but only of cities. Florida requires a second hearing if the city initiates the rezoning and it involves ten or more acres. Arizona requires cities and counties to hold a second hearing only if the owner requests one.

Seven states require cities and counties to hold two hearings for rezonings.

⁴⁶ Arkansas, Colorado, Delaware, Georgia, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maryland, Massachusetts, Mississippi, Missouri, Montana, Nevada, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, Utah, Virginia, Washington, West Virginia, Wisconsin, and Wyoming.

⁴⁷ Alabama, Connecticut, Maine, Minnesota, New Jersey, New Mexico, New York, Rhode Island, South Dakota, Texas, and Wyoming. There are no county governments in Connecticut and Rhode Island. Michigan doesn't require a public hearing unless the owner requests it.

References

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- Tennessee Advisory Commission on Intergovernmental Relations. 2013. *Land Use in Tennessee – Striking a Balance*. Nashville, Tennessee: Tennessee Advisory Commission on Intergovernmental Relations. <https://www.tn.gov/assets/entities/tacir/attachments/LandUseInTN2013.pdf> (accessed November 2, 2015.)

Persons Interviewed

Quint Bourgeois
Property Owner
City of Knoxville

John Bridger
Executive Director
Chattanooga-Hamilton County
Regional Planning Agency

Fred Congdon
Executive Director
Association of County Mayors

David Connor
Executive Director
Tennessee County Services Association

George Dean, Attorney
Tune, Entekin and White

Doug Demosi
Planning Director
Rutherford County

Sam Edwards
Executive Director and Chief Legal Counsel
Greater Nashville Regional Council

Chad Jenkins
Deputy Director
Tennessee Municipal League

Beth Jones
Executive Director
Southeast Tennessee Development District

Dan Kelly
Planning Commission Staff
Knoxville-Knox County Metropolitan Planning
Commission

Senator Frank Niceley
District 8

David Ripple
Planning Director
Clarksville-Montgomery County
Regional Planning Commission

Ambre Torbett
Director of Planning and Codes
Sullivan County

Representative Tim Wirgau
District 75

Senator Ken Yager
District 12

Appendix A: Senate Bill 549 and Amendments

SENATE BILL 549

By Niceley

AN ACT to amend Tennessee Code Annotated, Title 13,
Chapter 7, relative to zoning.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF TENNESSEE:

SECTION 1. Tennessee Code Annotated, Section 13-7-105, is amended by adding the following language as a new subsection:

() Notwithstanding any law to the contrary, any zoning amendment affecting a parcel of private property shall only take effect upon written consent of the owner of that property.

SECTION 2. Tennessee Code Annotated, Section 13-7-204, is amended by adding the following language at the end of the section:

Notwithstanding this section to the contrary, any zoning amendment affecting a parcel of private property shall only take effect upon written consent of the owner of that property.

SECTION 3. This act shall take effect upon becoming a law, the public welfare requiring it.

Amendment No. 1

Signature of Sponsor

| |
|-------------------|
| FILED |
| Date _____ |
| Time _____ |
| Clerk _____ |
| Comm. Amdt. _____ |

AMEND Senate Bill No. 549*

House Bill No. 775

by deleting the language "affecting a parcel of private property" in the amendatory language of SECTION 1 and SECTION 2 of the bill and substituting instead the language "affecting only a single parcel of private property" in both sections.



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004762

Amendment No. _____

Signature of Sponsor

AMEND Senate Bill No. 549^a

House Bill No. 775

| |
|------------------|
| FILED |
| Date _____ |
| Time _____ |
| Clerk _____ |
| Comm. Amdt _____ |

by deleting all language after the enacting clause and substituting instead

SECTION 1 The Tennessee advisory commission on intergovernmental relations shall study the procedures governing how local legislative bodies may amend zoning ordinance provisions and the effects of any change to the current law that would require the written consent of the owner of private property prior to any zoning amendment that would affect such parcel of private property and shall submit a written report to the members of the general assembly no later than January 1, 2016 .

SECTION 2 This act shall take effect upon becoming a law the public welfare requiring it.



Appendix B: Letter from Representative Wirgau



TIM WIRGAU
STATE REPRESENTATIVE
75th LEGISLATIVE DISTRICT
204 WAR MEMORIAL BUILDING
NASHVILLE, TN 37243
(615) 741-6804
FAX: (615) 253-0239
rep.tim.wirgau@capitol.tn.gov

DISTRICT ADDRESS:
245 SAVANNAH DRIVE
BUCHANAN, TN 38222

House of Representatives State of Tennessee

NASHVILLE

CHAIRMAN
LOCAL GOVERNMENT
COMMITTEE

COMMITTEES:
LOCAL GOVERNMENT SUB
BUSINESS & UTILITIES
CALENDAR & RULES

JOINT COMMITTEES:
FISCAL REVIEW

April 20, 2015

Ms. Lynnis Roehrich-Patrick
Executive Director
Tennessee Advisory Commission on Intergovernmental Relations
226 Capitol Boulevard, Suite 508
Nashville, TN 37243

Re: HB 775 by Daniel/SB 549 by Niceley

Director Roehrich-Patrick:

This letter is to respectfully request that HB 775/SB 549 be taken up for study this summer by TACIR. Please call me if you have any questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Tim Wirgau", written over a light blue horizontal line.

Tim Wirgau

Appendix C: County Zoning in Other States

| State | Number of Newspaper Notices | Time Period for Newspaper Notices | Mail Notice Requirements | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|-------------|-----------------------------|---|---|--|-------------------|---|----------------------------------|---|
| Alabama | | | | | | | | |
| Alaska | | | | | | | | |
| Arizona | One | At least 15 days' notice before hearing | If it is not initiated by an owner, then notice must be mailed to all owners of properties in area proposed to be changed and all owners within 300 feet of area to be rezoned. | Notice of the hearing posted in the area proposed to be rezoned. | | One The legislative body is required to hold a second if there is an objection or request for a hearing. | | Protest must be signed by 20% of owners of property being rezoned or 20% of owners within 150 feet of property being rezoned and immediately adjacent to or directly opposite it. Change must be approved by three-fourths of the legislative body. |
| Arkansas | One | | | | | One | | |
| California | One | At least 10 days before hearing | If the amendment affects permitted use, notice must be mailed to owners of properties being rezoned and owners within 300 feet of area to be rezoned. | Three notices must be posted in public places in the city 10 days before the hearing if there is no newspaper in the city. | | Two One must be held by the planning commission and one by the local legislative body. | | |
| Colorado | One | At least 14 days before hearing | | | | One | | |
| Connecticut | | No county governments | | | | | | |

Community-based Land-use Decisions
 Public Participation in the Rezoning Process

| State | Number of Newspaper Notices | Time Period for Newspaper Notices | Mail Notice Requirements | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|----------|--|---|--|---|-------------------|--|----------------------------------|-------------------------------|
| Delaware | One in Sussex and Kent Counties Two in New Castle County | Notice must be published at least 15 days before hearing in Kent and Sussex Counties. In New Castle County, notice must be published seven days before the land-use department hearing and 15 days before the local legislative body hearing. | Notice must be mailed to owners of properties being rezoned and adjacent property owners at least seven days before the local legislative body hearing on the proposed change. | | | One hearing is required in Kent and Sussex Counties. Two are required in New Castle County: one by the land-use department and one by the local legislative body | | |
| Florida | | | | | | | | |
| Georgia | One | At least 15 but no more than 45 days before hearing | | If owner initiated the change, a notice must be placed on property at least 15 days before the hearing. | | One | | |
| Hawaii | One | At least 10 days before hearing | | | | | | |

| State | Time Period for | | | | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|----------|-----------------------------|--|---|---|--------------------|-------------------|-----------------|---|-------------------------------|
| | Number of Newspaper Notices | Newspaper Notices | Mail Notice Requirements | Requirements | | | | | |
| Idaho | One | At least 15 days before hearing | In case of zoning district boundary change, notice must be mailed to owners of properties being rezoned and owners within 300 feet of the area to be rezoned. | A notice must be posted on property at least one week before the hearing. | | Two | | | |
| Illinois | One | At least 15 day's notice before hearing | | | | One | | | |
| Indiana | One | At least 10 days before hearing | | | | One | | | |
| Iowa | One | At least 4 but no more than 20 days before the hearing | | | | One | | Petition must be signed by 20% of owners of properties being rezoned or 20% of owners within 500 feet of the property to area to be rezoned. After protest, 60% of the legislative body must approve the amendment. | |

Community-based Land-use Decisions
 Public Participation in the Rezoning Process

| State | Number of Newspaper Notices | Time Period for Newspaper Notices | Mail Notice Requirements | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|-----------|-----------------------------|---|---|--------------------|-------------------|-----------------|----------------------------------|--|
| Kansas | One | | Notice must be mailed to owners of properties being rezoned and owners within 200 feet of area to be rezoned at least 20 days before hearing. | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 200 feet of area to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve. |
| Kentucky | One | At least 7 but no more than 21 days before hearing | If local government initiates rezoning, notice must be mailed to owners of properties being rezoned at least 30 days before hearing. | | | One | | |
| Louisiana | Three | At least 15 days must elapse between first publication and the hearing. Notices must be published for three successive weeks. | If fewer than 10 parcels are involved, notice must be sent by certified mail at least 10 days before the hearing. | | | One | | |
| Maine | | | | | | | | |

| State | Number of Newspaper Notices | Time Period for Newspaper Notices | Mail Notice Requirements | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|---------------|-----------------------------|--|---|---|-------------------|--|----------------------------------|---|
| Maryland | Two | Notices must be published for two successive weeks. | | | | One | | |
| Massachusetts | Two | First publication must be at least 14 days before hearing. Notices must be published for two successive weeks. | | Notice must be posted in the town hall at least 14 days before the hearing. | | One | | |
| Michigan | One | At least 15 days before hearing | Notice must be mailed to owners of properties being rezoned and owners within 300 feet of area to be rezoned at least 15 days before rezoning request will be considered by local legislative body. | | | One must be held by the legislative body if an owner requests one. | | Protest petition must be signed by 20% of owners of properties being rezoned or owners within 100 feet of area to be rezoned. After protest has been submitted, two-thirds of the local legislative body must approve the change. A city's charter or ordinance can require up to a three-fourths approval by the local legislative body. |

Community-based Land-use Decisions
 Public Participation in the Rezoning Process

| State | Number of Newspaper Notices | Time Period for Newspaper Notices | Mail Notice Requirements | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|-------------|-----------------------------|---|--------------------------|--|-------------------|-----------------|----------------------------------|-------------------------------|
| Minnesota | One | At least 10 days before hearing | | | | | | |
| Mississippi | One | At least 15 days before hearing | | | | One | | |
| Missouri | One | At least 15 days before hearing | | | | One | | |
| Montana | Two | Notice must be published once a week for two weeks. | | Notice must be posted in five public places at least 45 days before the hearing. | | One | | |
| Nebraska | Two | At least 10 days before each hearing | | | | Two | | |

| State | Time Period | | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|---------------|-----------------------------|---------------------------------|--|--|--|----------------------------------|---|
| | Number of Newspaper Notices | for Newspaper Notices | | | | | |
| Nevada | One | | In Clark County, a sign must be placed on the property 10 days before the hearing. | Owners can request that notice be sent electronically rather than by mail. | | | |
| New Hampshire | One | At least 10 days before hearing | If amendment involves a zoning district boundary change in a county with a population of over 100,000, notice must be mailed to owners located within 750 feet of the boundary to be changed and the owners of the 30 separately owned parcels nearest the boundary. | Owners may request that notice be sent electronically rather than by mail. | At least one meeting must be held but two must be held if an ordinance is substantially altered by the planning board. | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 100 feet of area to be rezoned. After protest has been submitted, two-thirds of the local legislative body must approve. |
| New Jersey | One | At least 7 days before hearing | If the amendment affects 100 or fewer properties and involves a boundary change or change in permitted uses or minimum lot sizes, notice must be mailed to owners of properties to be rezoned. | | | | |

Community-based Land-use Decisions
Public Participation in the Rezoning Process

| State | Number of Newspaper Notices | Time Period for Newspaper Notices | | | | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|----------------|---|---|--|---|--------------------|--------------------|---|--|----------------------------------|-------------------------------|
| | | Number of Newspaper Notices | Time Period for Newspaper Notices | Mail Notice Requirements | Posting of Notices | | | | | |
| New Mexico | One | At least 6 days before hearing | | | | | | | | |
| New York | One | At least 5 days before hearing | | | | | | | | |
| North Carolina | Two | First notice must be published at least 10 not more than 25 days before hearing | Notice shall be mailed to owners of properties to be rezoned and owners of land abutting the affected property. | Notice must be posted on the affected property or an adjacent public street or highway. | | | One | | | |
| North Dakota | Two | Notice must be published for two consecutive weeks. | | | | | One | | | |
| Ohio | One if there are more than 10 parcels involved in the county rezoning; One in townships | | Notice must be mailed by the county at least 10 days before the hearing if there are 10 or fewer parcels. In a township, the notice must be mailed 10 days before the hearing. | | | | Two for counties- one by zoning commission and one by legislative body; one for townships | Residents residing in the unincorporated areas of a township can petition for a referendum on the amendment. The petition must be signed by 8% of those voting in the district in the last gubernatorial election. | | |
| Oklahoma | One | At least 15 days before hearing | | | | | One | | | |

| State | Time Period for | | | | | | | Protests of Zoning Amendments |
|--------------------------------------|-----------------------------|--|---|---|--|-----------------|----------------------------------|-------------------------------|
| | Number of Newspaper Notices | Newspaper Notices | Mail Notice Requirements | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | |
| Oregon | One | At least 10 days before hearing | | | | One | | |
| Pennsylvania (second class counties) | One | | | | | One | | |
| Rhode Island | | No county governments | | | | | | |
| South Carolina | One | At least 15 days before hearing if no lawfully prescribed procedures | If local government maintains a list of groups interested in being informed of zoning proceedings, notice of meetings must be mailed to them. | Notice must be posted on the property and be visible from the road. | | One | | |
| South Dakota | One | At least 13 days before hearing | | | | | | |
| Tennessee | One | At least 15 days before hearing | | | | One | | |
| Texas | | | | | | | | |
| Utah | One | At least 10 days before hearing | | Notice must be published in three public locations in county. | Notice can be published on county's website rather than posting in county. | One | | |
| Vermont | | | | | | | | |

Community-based Land-use Decisions
Public Participation in the Rezoning Process

| State | Number of Newspaper Notices | Time Period for Newspaper Notices | Mail Notice Requirements | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|---------------|-----------------------------|--|--|--------------------|-------------------|-----------------|--|-------------------------------|
| Virginia | Two | At least 5 but no more than 21 days before hearing. Notices must be published for at least two successive weeks. | If the amendment involves 25 or fewer lots, notice must be mailed to owners of properties to be rezoned and owners of property abutting the area to be rezoned and property owners across the street at least 5 days before the hearing. | | | One | | |
| Washington | One | At least 10 days before hearing | | | | One | | |
| West Virginia | One | At least 30 days before the enactment of zoning ordinance or election | Notice must be mailed to affected owners at least 30 days before the enactment of the zoning ordinance or the election. | | | One | Referendums may be initiated by the city or voters may petition for one. The petition must be signed by 10% of voters in the district. | |
| Wisconsin | Two | | | | | One | | |
| Wyoming | One | At least 14 days before the hearing | | | | One | | |

Appendix D: City Zoning in Other States

| State | Number of Newspaper Notices | Time Period for Newspaper Notices | Mail Notice Requirements | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|------------|--------------------------------|---|---|--|-------------------|---|----------------------------------|---|
| Alabama | Two in city Three in county | Three consecutive weeks for county; city at least 15 days before passage. | | Four notices must be posted in conspicuous places in the city if there is no newspaper in the city. | | One | | |
| Alaska | | | | | | | | |
| Arizona | One | | If it is not initiated by an owner, then notice must be mailed to all owners of properties in area proposed to be changed and all owners within 300 feet of area to be rezoned. | Ten notices posted in public places in the city if there is no newspaper in the city. | | One must be held by planning or local legislative body. The local legislative body must hold one if one is requested or the planning commission did not hold one. | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% owners within 150 feet of area to be rezoned. After protest has been submitted, three-fourth of the local legislative body must approve the change. |
| Arkansas | One | At least 15 days notice before hearing | | | | One | | |
| California | One | At least 10 days before hearing | If the amendment affects permitted use, notice must be mailed to owners of affected properties and owners within 300 feet of area to be rezoned. | Three notices must be posted in public places in the city 10 days before the hearing if there is no newspaper in the city. | | Two—one must be held by the planning commission and one by the local legislative body. | | |

| State | Number of Newspaper Notices | Time Period for Newspaper Notices | Mail Notice Requirements | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|-------------|-----------------------------|--|--|--------------------|--|-----------------|----------------------------------|---|
| Colorado | One | At least 15 days before hearing | | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 100 feet of area to be rezoned. After protest has been submitted, two-thirds of the local legislative body must approve. |
| Connecticut | Two | The first notice must be published not more than 15 days or less than 10 days before the hearing. The second less than two days before the hearing. The notices must be published at least two days apart. | Property owners, electors, and 501(c) organizations can request to be put on mail notice list. | | Owners can request that notice be sent electronically rather than by mail. | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 500 feet of area to be rezoned. After protest has been submitted, two-thirds of the local legislative body must approve. |

| State | Number of Newspaper Notices | Time Period for Newspaper Notices | Mail Notice Requirements | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|----------|--|---|--|--------------------|-------------------|---|----------------------------------|--|
| Delaware | One | At least 15 days before hearing | | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 100 feet of area to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve. |
| Florida | One is required if the city initiated the change and it would affect less than 10 acres. Two are required if the city initiated the change and it would affect 10 or more acres. | Notice must be published 10 days before the adoption of the ordinance if it was initiated by a party other than the city. If the change was initiated by the city and involves 10 or more acres, notice must be published at least seven days before the first hearing and five days before the second hearing. | If the change involves less than 10 contiguous acres and has been initiated by the city, notice must be mailed to property owners at least 30 days before the hearing. | | | One is required if the change involves less than 10 contiguous acres and was initiated by city. Two are required if it involves 10 or more acres and was initiated by the city. | | |

| State | Number of Newspaper Notices | Time Period for Newspaper Notices | Mail Notice Requirements | Posting of Notices | Electronic Notice | Public Hearings | Referendums on Zoning Amendments | Protests of Zoning Amendments |
|---------|-----------------------------|---|--|---|-------------------|-----------------|----------------------------------|-------------------------------|
| Georgia | One | At least 15 but no more than 45 days before hearing | | If owner initiated the change, a notice must be placed on property at least 15 days before the hearing. | | One | | |
| Hawaii | | | | | | | | |
| Idaho | One | At least 15 days before hearing | In case of zoning district boundary change, notice must be mailed to owners of affected properties and owners within 300 feet of the area to be rezoned. | A notice must be posted on property at least one week before the hearing. | | Two | | |

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| Illinois | One | At least 15 but no more than 30 days before hearing | | In a city with a population fewer than 500 and no newspaper, notice may be given by posting it in 3 prominent places around the city. | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners of property immediately adjoining the property to be changed or 20% of owners owning property directly opposite the property to be changed. After protest has been submitted, two-thirds of the local legislative body must approve. |
| Indiana | One | At least 10 days before hearing | | | | One | | |
| Iowa | One | At least 7 days before the hearing | | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or owners within 200 feet of area to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve. |

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| Kansas | One in city and one in county | | Notice must be mailed to owners of affected properties and owners within 200 feet of area to be rezoned at least 20 days before hearing. | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve. |
| Kentucky | One | At least 7 but no more than 21 days before hearing | If local government initiates rezoning, notice must be mailed to owners of properties to be rezoned at least 30 days before hearing. | | | One | | |
| Louisiana | Three | At least 10 days shall elapse between first publication and hearing date | In cities with a population of less than 475,000, notice must be mailed to owners of properties to be rezoned at least 10 days before hearing. | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or owners within 200 feet of area to be rezoned. After protest has been submitted, a majority of the local legislative body must approve. |

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| Maine | Two | First publication must be at least 12 days before hearing | | Notice must be posted in the municipal office at least 13 days before the hearing. | | One | | |
| Maryland | Two | Notices must be published for 2 successive weeks. | | | | One | | |
| Massachusetts | Two | First publication must be at least 14 days before hearing. Notices must be published for 2 successive weeks. | | Notice must be posted in the town hall at least 14 days before the hearing. | | One | | |

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| Michigan | One | At least 15 days before hearing | Notice must be mailed to owners of properties to be rezoned and property owners within 300 feet of area to be rezoned at least 15 days before rezoning request will be considered by local legislative body. | | | One must be held by the legislative body if an owner requests one. | | Protest petition must be signed by 20% of owners of properties to be rezoned or owners within 100 feet of area to be rezoned. After protest has been submitted, two-thirds of the local legislative body must approve the change. A city's charter or ordinance can require up to a three-fourths approval by the local legislative body. |
| Minnesota | One | At least 10 days before hearing | In case of zoning district boundary change affecting an area less than 5 acres, notice must be mailed to owners of properties to be rezoned and owners within 350 feet of area to be rezoned at least 10 days before the hearing. | | | One | | |

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| Mississippi | One | At least 15 days before hearing | | | | One | | |
| Missouri | One | At least 15 days before hearing | | | | One | | Protest petition must be signed by 30% of owners of properties to be rezoned or 30% of owners within 185 feet of area to be rezoned. After protest has been submitted, two-thirds of the local legislative body must approve. |
| Montana | One | At least 15 days before hearing | | | | One | | Protest petition must be signed by 25% of owners of properties to be rezoned or 25% of owners within 150 feet of area to be rezoned. After protest has been submitted, two-thirds of the local legislative body must approve. |

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| Nebraska | Two | At least 10 days before each hearing | | | | Two—one by the planning commission and one by the local legislative body. | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 300 feet of area to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve. |
| Nevada | One | | If an amendment involves a zoning district boundary change in a county with a population of over 100,000, notice must be mailed to owners located within 750 feet of the boundary to be changed and the owners of the 30 separately owned parcels nearest the boundary. | In Clark County, a sign must be placed on the property 10 days before the hearing. | Owners can request that notice be sent electronically rather than by mail. | One | | |

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| New Hampshire | One | At least 10 days before hearing | If the amendment affects 100 or fewer properties and involves a boundary change or change in permitted uses or minimum lot sizes, notice must be mailed to owners of properties to be rezoned. | Notice must be posted in two public places. | Owners may request that notice be sent electronically rather than by mail. | At least one meeting must be held but two must be held if an ordinance is substantially altered by the planning board. | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 100 feet of area to be rezoned. After protest has been submitted, two-thirds of the local legislative body must approve. |
| New Jersey | | | Notice must be mailed to owners in the area to be rezoned and all owners within 200 feet of the area to be rezoned at least 10 days before the hearing. Notice shall be sent by certified and regular mail. The city can also serve notice. | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 200 feet of area to be rezoned. After protest has been submitted, two-thirds of the local legislative body must approve. |

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| New Mexico | One | At least 15 days before hearing | When the amendment involves an area of one block or less, notice shall be mailed by certified mail, return receipt requested, to owners of properties to be rezoned and those within 100 feet of the affected properties. If it involves an area of more than one block, the notice will be sent by regular mail. If notice sent by regular mail is returned undeliverable, the city will attempt to find the owner's most recent address and send the notice by certified mail, return receipt requested. | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 100 feet of area to be rezoned. After protest has been submitted, two-thirds of the local legislative body must approve. |

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| New York | One | At least 10 days before hearing | | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 100 feet of area to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve. |
| North Carolina | Two | At least 10 but no more than 25 days before hearing | Notice must be mailed to owners of properties to be rezoned and owners of land abutting the property to be changed at least 10 days and no more than 25 days before the hearing. If the changes involve more than 50 properties with at least 50 owners then notice does not have to be mailed. | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 100 feet of area to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve. |

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| North Dakota | Two | 1 per week | | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 150 feet of area to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve. |
| Ohio | One if 10 or more parcels are involved | At least 30 days before hearing | If the change involves 10 or fewer parcels, notice must be mailed at least 20 days before the hearing to property owners in the affected area and to owners with land contiguous to and directly across the street from the property being rezoned. | | | One | | |

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| Oklahoma | One | At least 15 days before hearing | | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 50% owners within 300 feet of area to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve if there are more than seven members; three-fifths must approve if there are seven or fewer members. |
| Oregon | | | Notice must be mailed to owners in the area at least 20 but no more than 40 days before the hearing. | | | One | | |
| Pennsylvania | One | At least 7 but no more than 60 days before passage | If a zoning map change is involved, notice must be mailed to owners of properties to be rezoned at least 30 days before the hearing. | If there is a zoning map change, a sign must be posted on the affected property. | Owners can request that notice be sent electronically rather than by mail. | One meeting is required but two substantial changes are made at the first hearing. | | |

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| Rhode Island | Three | Three successive weeks | Notice must be sent by registered mail or certified mail to owners of properties to be rezoned and owners within 200 feet of the property to be changed. Notice shall also be sent to any individual or entity holding a recorded conservation or preservation restriction on the property that is the subject of the amendment. | | | One | | |
| South Carolina | One in city | At least 15 days before hearing if no lawfully prescribed procedures | If local government maintains a list of groups interested in being informed of zoning proceedings, notice of meetings must be mailed to them. | Notice must be posted on the property and be visible from the public thoroughfare. | | One | | |
| South Dakota | One | At least 10 days before hearing | | | | One | | |

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| Tennessee | One | At least 15 days before hearing | | | | One | | |
| Texas | One | At least 15 days before hearing | Notice must be mailed to property owners and owners within 200 feet of property to be rezoned at least 10 days before the hearing. | | | One | | Protest petition must be signed by 20% of owners of properties to be rezoned or 20% of owners within 200 feet of area to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve. |
| Utah | One | At least 10 days before hearing | Notice must be sent to owners of properties to be rezoned 10 days before the hearing. | Notice must be placed in three public places in the city. | Notice can be placed on the city's website as an alternative to posting in three places around the city. City put notice on the Utah Public Notice website rather than mailing notice. | One | | |
| Vermont | | | | | | | | |

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| Virginia | Two | At least 5 but no more 21 days before hearing Notices must be published for at least 2 successive weeks. | If the amendment involves 25 or fewer lots, notice must be mailed to owners of properties to be rezoned and owners of property abutting the area to be rezoned and property owners across the street at least 5 days before the hearing. | | | One | | |
| Washington West Virginia | One | At least 30 days before the enactment of zoning ordinance or election | Notice must be mailed to owners of properties to be rezoned at least 30 days before the enactment of the zoning ordinance or the election. | | | One One | Referendums may be initiated by the city or voters may petition for one. The petition must be signed by 10% of voters in the district. | |

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| Wisconsin | Two | | An owner may request to be put on a mailing list and have notice mailed to him if a proposed zoning amendment affects his property. | | | One | | Protest petition must be signed by 20% of owners of property being rezoned or 20% of owners within 100 feet of area to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve. |
| Wyoming | One | At least 15 days before hearing | | | | One | | Protest petition must be signed by 20% of owners of property being rezoned or 20% of owners within 140 feet of area to be rezoned. After protest has been submitted, three-fourths of the local legislative body must approve. |