

The General Assembly

While work wrapped up earlier in the year than recent long sessions, the 2025 legislative long session continued the trend of holding monthly skeleton sessions until the start of the next session. The General Assembly convened on January 8, 2025, for the one-day organizational session, reconvened to begin the session's work on January 29, and adjourned after having completed the long session's work on July 31, much earlier than when the 2023 session's work was completed in October. After July, session continued via monthly sessions held through April 2026. While the number of bills filed during this long session represented an increase from recent long sessions, the percentage of bills that became law followed the downward trend. The session concluded without a comprehensive state budget but did include additional work on disaster relief from Hurricane Helene. Other topics addressed this session include congressional redistricting, numerous criminal law changes, including the passage of Iryna's Law, and expediting the removal of squatters.

This chapter provides an overview of the 2025 session, including the organization of each chamber and major legislation enacted. Please note that School of Government (SOG) faculty members and experts have written detailed blog posts, outlines, and summaries of selected legislation of interest to state and local government officials. These summaries are available on the SOG's Legislative Reporting Service website <https://lrs.sog.unc.edu/>, under the "Legislative Summaries" link; the site will be updated as summaries are available.

Overview of the 2025 Regular Session

Article II, Section 11, of the North Carolina Constitution provides for a biennial session of the General Assembly that convenes in every odd-numbered year. Until 1973 the General Assembly held a single regular session, convening in each odd-numbered year, meeting several months, and then adjourning sine die. Prior to 1974, legislative sessions in even-numbered years of the biennium were extra sessions and they were rare and of short duration.

Beginning with the 1973-74 biennium, the General Assembly began holding annual sessions. The General Assembly convenes in January of odd-numbered years. In these "long sessions," which generally run through midsummer, a biennial budget is adopted and any legislative business may be considered. In even-numbered years the General Assembly convenes for a "short session," which typically runs from May through July or August. In the short session the General Assembly considers budget adjustments for the second year of the biennium and generally deals with bills that have passed one house and a limited number of additional matters. Legally the short session is a continuation of the long session. Beginning in 2013, legislators also have convened a one-day organization session a couple of weeks before returning to conduct business during the long session.

The 2025 session welcomed 22 new members, with both chambers retaining a Republican majority. The Senate membership included 5 new members, while the House had 17 new members, some of whom were new to the chamber, but not new to the General Assembly.

On January 8, legislators met to adopt temporary rules, name leadership, and announce committee appointments. This one-day session allowed legislators to quickly get to work when the session reconvened on January 29. The majority of the session's work was completed by the end of

July, and while sessions were scheduled for each month leading up to the 2026 short session, work was only taken up during the September and October sessions.

As in previous years, several breaks were taken during the session during which votes were not taken for a week or two. Newly elected Speaker of the House, Destin Hall, implemented a new scheduling procedure at the beginning of the 2025 session. In order to give people a sense of the House's schedule throughout session, Speaker Hall distributed a schedule that ran from January through June and illustrated on which days he was expecting: (1) committee meetings only; (2) voting sessions; (3) potential voting sessions; (4) a scheduled break; or (5) meetings of House Rules or Select Committees only¹. Votes were rarely taken in July, with one or both chambers holding skeleton sessions most of the month. The adjournment resolution adopted on July 30 called legislators back in each month through April 2025; it was subsequently amended so that each monthly session was four days long. The limitations placed on these sessions and the work that took place during the sessions are discussed in more detail below.

Governor Stein vetoed 15 bills; a further discussion of these bills can be found in the "The Governor's Veto" section of this document. The Governor did not allow any bills to become law without his signature; the last time all bills before the Governor were signed or vetoed was in 2009, which was Governor Perdue's first year in office.

The House of Representatives

The November 2024 election resulted in the election of 17 new House of Representatives members, as well as the election of one former member, for a total membership of 71 Republicans and 49 Democrats; with those numbers, the Republicans retained a majority in the House, but fell short of a veto-proof majority by one member². With the departure of former Speaker of House Representative Tim Moore, Representative Destin Hall, representing Caldwell and Watauga counties, was newly elected as Speaker of the House while Representative Robert Reives II, representing Chatham and Randolph counties, was re-elected as Democratic Leader. Table 1-1 lists the 2025 House officers.

The demographics of the 2025 House can be broken down as follows:

- 35 women, two more than in 2023
- 85 men
- 28 African Americans, two more than in 2023
- One American Indian
- Two Asian Americans
- One Hispanic

The House had several membership changes in 2025. Representative Joe John, passed away on January 20, just days before the convening of the long session. Phil Rubin was appointed to represent Wake County's District 40 on January 29, 2025. Representative Jarrod Lowery resigned on October 7, in order to take a position working in the federal government³. His brother, John Lowery, was appointed to take his place representing District 47, Robeson County, on October 13. Representative Cecil Brockman, representing District 60, Guilford County, resigned on October 31 due to criminal charges that were brought against him. Amanda Cook was appointed as his replacement on November 18. The House lost another member due to the passing of Representative Mike Clampitt on March 18, 2026. He represented District 119, consisting of Jackson, Swain, and Transylvania counties. His successor has not yet been named.

¹ This schedule was posted on the House's page of the NCGA website:
<https://webservices.ncleg.gov/ViewDocSiteFile/92842>.

² A vote in favor of the bill by three-fifths of the members present and voting is needed to override a veto. In the House, 72 members are needed for a veto-proof majority.

³ <https://www.wral.com/story/nc-republicans-aim-to-keep-lumbee-representation-after-house-departure/22190983/>, accessed October 13, 2025.

Table 1. Officers of the 2025 House of Representatives

Destin Hall, Caldwell and Watauga counties, Speaker
Mitchell Setzer, Catawba and Iredell counties, Speaker Pro Tempore
Brenden H. Jones, Columbus and Robeson counties, Majority Leader
Steven Tyson, Craven County, Deputy Majority Leader
Karl E. Gillespie, Cherokee, Clay, Graham, and Macon counties, Majority Whip
Matthew Winslow, Franklin and Vance counties; and Jeff Zenger, Forsyth County, Majority Conference Co-Chairs
Harry Warren, Rowan County, Majority Caucus Joint Liaison
Heather H. Rhyne, Lincoln County, Majority Freshman Leader
Blair Eddins, Alexander and Wilkes counties, Majority Freshman Whip
Brian Biggs, Randolph County; Celeste Cairns, Carteret and Craven counties; Jake Johnson, Henderson, McDowell, Polk, and Rutherford counties; Howard Penny, Jr., Harnett and Johnston counties; and Timothy Reeder, Pitt County, Deputy Majority Whips
Robert T. Reives II, Chatham and Randolph counties, Democratic Leader
Cynthia Ball, Wake County, Deputy Democratic Leader
Brandon Lofton, Mecklenburg County, Democratic Legislative Chair
Mary Belk, Mecklenburg County, Democratic Joint Caucus Chair
Vernetta Alston, Durham County, Democratic Conference Chair
Terry M. Brown Jr., Mecklenburg County, Chief Democratic Whip
Gloristine Brown, Pitt County; Ya Liu, Wake County; and Amos L. Quick III, Guilford County, Democratic Whips
Tracy Clark Guilford County; and Jordan Lopez, Mecklenburg County, Democratic Freshman Co-Chairs
James White, Principal Clerk
Larry Elliott, Sergeant at Arms

The Senate

Five new members were elected to the Senate during the 2024 elections, with two of those new Senators being former Representatives. With 30 Republican and 20 Democratic Senators, the Republicans had a veto-proof majority⁴. The demographics of the 2025 Senate can be broken down as follows:

- 16 women, one less than in 2023
- 34 men
- 10 African Americans, one more than in 2023
- Two Indian Americans
- One Asian American

Senator Paul Newton, who represented District 34, Cabarrus County, and was Majority Leader, resigned on March 26, 2025, to become UNC-Chapel Hill's vice chancellor and general counsel. Chris Measmer was named as his replacement. Senator Graig Meyer, who represented District 23, Caswell, Orange, and Person counties, resigned on March 31, 2026, and became the Executive Director of the North Carolina Justice Center. Jonah Garson has been appointed as his replacement.

The 2025 Senate officers and leadership are shown in Table 2.

Table 2. 2025 Senate Officers and Leadership

⁴ A vote in favor of the bill by three-fifths of the members present and voting is needed to override a veto. In the Senate, 30 members are needed for a veto-proof majority.

Rachel Hunt, Lieutenant Governor, President
Phil Berger, Guilford and Rockingham counties, President Pro Tempore
Ralph Hise, Alleghany, Ashe, Avery, Caldwell, Haywood, Madison, Mitchell, Watauga, and Yancey counties, Deputy President Pro Tempore
Michael V. Lee, New Hanover County, Majority Leader
Amy Galey, Alamance and Randolph counties; Todd Johnson, Cabarrus and Union counties, Majority Whips
Carl Ford, Rowan and Stanly counties, Republican Joint Caucus Leader
Sydney Batch, Wake County, Democratic Leader
Jay J. Chaudhuri, Wake County, Democratic Whip
Julie Mayfield, Buncombe County, Democratic Caucus Secretary
Sarah Holland, Principal Clerk
Eddie Broughton, Sergeant at Arms

Statistical Comparison

A total of 1,794 bills were introduced during the 2025 legislative session. Although session stretched into the next year because of the monthly sessions, the number of actual legislative days was the lowest seen since 2017 and the percentage of bills that were enacted into law dropped into the single digits. Only 108 bills, or 6% of the bills introduced, became law. Table 3 includes an overview of the statistics from 2025 as compared to the previous five long sessions. Please note that the 2025 statistics do take into account all of the continuations sessions that stretched session into 2026 following the wrap-up of the session's primary work in July.

Table 3. Statistical Comparisons of Recent Odd-Year Sessions

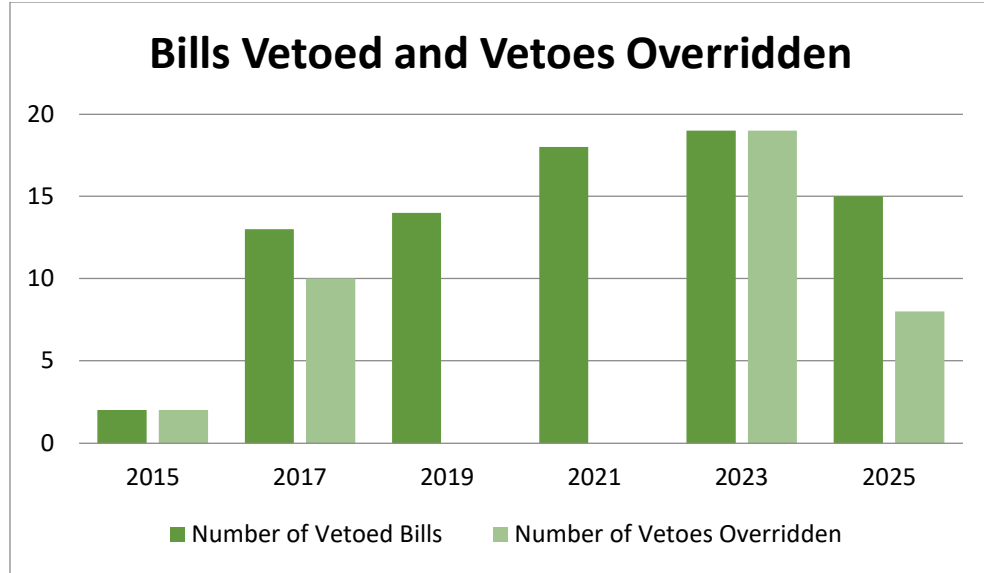
	2015	2017	2019	2021	2023	2025
Date convened	January 28	January 25	January 30	January 27	January 25	January 29
Date adjourned	September 30	June 30**	October 31**	May 6, 2022	April 11, 2024	April 9, 2025
Senate legislative days	137	93	150	201	147	116
House legislative days	135	93	153	203	145	115
Senate bills introduced	722	685	692	748	759	778
House bills introduced	944	927	1021	981	897	1016
Total bills introduced	1666	1609	1713	1729	1656	1794
Laws Enacted (includes session laws and joint resolutions)	314*	210	268	210	162	108
% of introduced bills enacted	19%	13%	16%	12%	10%	6%

**This adjournment date and the numbers included in the chart do not reflect the reconvened sessions.

These totals include bills enacted during the 2013 and 2015 organizational sessions and the 2013 veto override session.

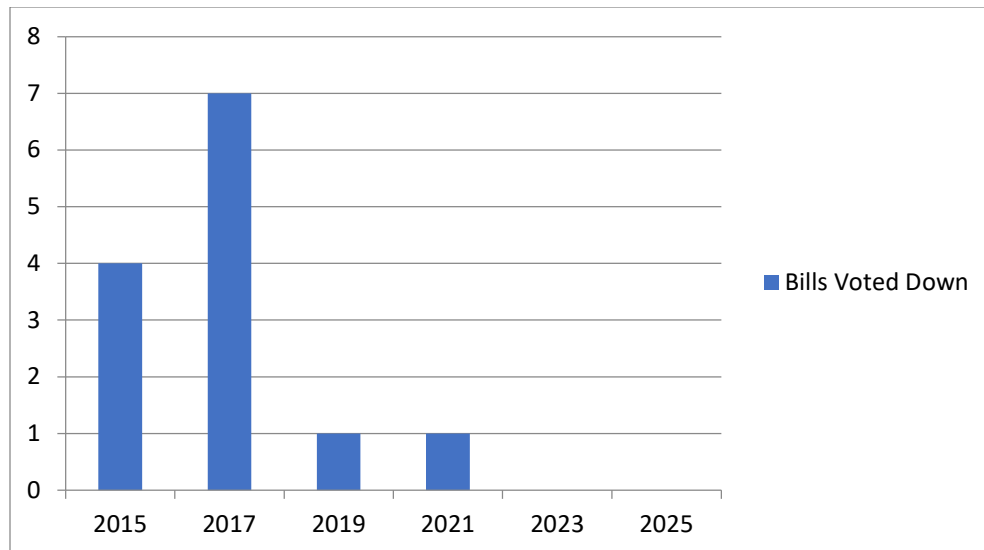
During his first year in office, Governor Stein vetoed 15 bills. Legislators were able to override 8 of his vetoes.

Chart 1. Bill Vetoes and Veto Overrides



The percentage of bills that became law continued on its downward trend and was remarkably low, at only 6%. Unlike previous years where a few bills are given an unfavorable report out of committee or fail on second reading, as in 2023, no bills suffered such a fate in 2025.

Chart 2. Number of Bills Voted Down on House or Senate Floor



As in 2019, legislators wrapped up session without approving a comprehensive state budget bill. The ratification dates of the budget bill during recent long sessions can be found in Table 4.

Table 4. Appropriations Act Ratification Dates

Year	Date of Appropriation Act Ratification
2015	September 18
2017	June 22
2019	N/A
2021	November 18
2023	September 22
2025	N/A

Additional Sessions

The 2025 session included monthly sessions that took place August 2025, through April 2026. While the August and September sessions were scheduled for a few days, the other sessions were only one day long. The adjournment resolution passed in July ([Senate Bill 772, Res. 2025-8](#)), limited what could have been done during these sessions to the following topics:

(1) bills vetoed by the Governor, but solely for the purpose of considering overriding of the veto upon reconsideration of the bill; (2) bills containing no matter other than one or more of the following: a. the selection, appointment, or confirmation as required by law, including the filling of vacancies of positions for which the appointees were elected by the General Assembly upon recommendation of the Speaker of the House of Representatives, President of the Senate, President Pro Tempore of the Senate, or a minority leader of a chamber of the General Assembly, b. actions on gubernatorial nominations or appointments, c. actions related to litigation challenging the legality of legislative enactments, d. matters relating to election laws, including bills concerning the districts for Congressional, State House, State Senate, judicial, municipal, county, and other elected officials, or e. impeachment pursuant to Article IV of the North Carolina Constitution or GS Chapter 123; (3) simple resolutions addressing organizational matters of each respective house; (4) adoption of conference reports for bills, including bills providing for disaster recovery, for which conferees had been appointed by both houses on or before Thursday, July 31, 2025; (5) bills, including bills providing for disaster recovery, returned on or before Thursday, July 31, 2025, to the house in which the bill originated for concurrence; and (6) a joint resolution further adjourning the 2025 Regular Session, amending a joint resolution adjourning the 2025 Regular Session, or adjourning the 2025 Regular Session, sine die. For the session that convened on September 22, legislators were also allowed to consider bills and resolutions introduced in 2025 (i) that passed third reading in 2025 in the house in which introduced, were received in the other house in accordance with Senate Rule 41 or House Rule 31.1(e) (both referring to the crossover deadline), as appropriate, and not disposed of in the other house by tabling, unfavorable committee report, indefinite postponement, or failure to pass any reading, and which do not violate the rules of the receiving house or (ii) not subject to the deadline set forth in Senate Rule 41 or House Rule 31.1(e), as appropriate.

Neither chamber took up any work during the session that met August 26-28. A good deal of work was taken up, however, during the session that met September 22-25, resulting in several additional bills becoming law. Governor Stein signed into law [S.L. 2025-91/Senate Bill 245](#), Expand Remote Drivers License Services, [S.L. 2025-92/House Bill 358](#), Continuing Budget Operations Part II, and [S.L. 2025-93/House Bill 307](#), Iryna's Law; he allowed one bill, [S.L. 2025-94/House Bill 926](#), Regulatory Reform Act of 2025, to become law without his signature. In addition to the changes to the adjournment resolution made by Res. 2025-11/Senate Bill 776 discussed below, the session also included the adoption of [Res. 2025-10, Senate Bill 774](#), Confirm Stephanie Lynch, Investment Authority, [Res. 2025-9, Senate Bill 773](#), Confirm Governor's Appt/Investment Authority, and the passage of [S.L. 2025-90/Senate Bill 775](#), General Assembly Appointments.

The September session also included changes to the adjournment resolution. [Res. 2025-11 \(Senate Bill 776\)](#), extend the date for the sessions scheduled for October through April, so that instead of being one day long, the sessions would now be four days long. The bills that could be

considered during those sessions were also changed to allow for the adoption of conference reports for bills, including bills providing for disaster recovery, for which conferees had been appointed by both houses on or before September 25 (was, July 31), 2025, as well as bills returned on or before September 25 (was, July 31), to the house in which the bill originated for concurrence.

During the session that took place in October, the Senate conducted business on October 20 and 21, while the House conducted business October 21 and 22, with session adjourning on October 23. The primary work of the session was to make changes to the state's U.S. House districts. [S.L. 2025-95 \(Senate Bill 249\)](#) changed the composition of Districts 1 and 3. The General Assembly also made additional appointments and modifications to earlier appointments in [S.L. 2025-96 \(Senate Bill 777\)](#). The final bill passed during the session was [S.L. 2025-97 \(Senate Bill 449\)](#), which included the following among its numerous provisions: alterations to disaster recovery programs and statutes; increased tuition for out of state students under the NC Promise program at Elizabeth City State University, the University of North Carolina at Pembroke, Fayetteville State University, and Western Carolina University; extended expiration of general permits for specified types of waste management systems for two years; allowing the Environmental Management Commission to hire staff; appropriation of funds to support the response and monitoring of avian flu; appropriation of funds for additional special assistant United States attorneys; extension of the duration of the America's Semiquincentennial Committee; and giving the General Assembly Police jurisdiction while accompanying a member of the General Assembly to provide executive protection in response to a threat (instead of being limited to threats of physical violence).

The November session that convened on November 17 and adjourned on the 20th was quiet, with no actions taken by either chamber. Governor Stein issued a proclamation on November 6 calling the General Assembly in for an extra session beginning on November 17 at 2:00 pm to take up funding the Medicaid Rebase. On November 13, Speaker Hall and President Pro Tempore Burger issued a letter in response to the proclamation, rejecting the proclamation and refusing to come in for the session. The proclamation and reply letter can both be found in Appendix A.

The sessions that took place from December 15-18, January 12-15, February 9-12, March 9-12, and April 6-9 were also quiet. No bills were filed or voted on during these sessions.

The Legislative Institution

Rules Changes

A number of changes were made to the House Rules this session. The permanent House rules were adopted in House Resolution 563. Among the changes made by the Resolution were changes to the following rules. Rule 8.1 was amended to reduce the speaking time for personal privilege during session from three minutes to one minute on a matter of immediate importance that concerns the House collectively unless otherwise provided by the Speaker of the House (Speaker) and allows 10 minutes for those taken outside of session during hours designated by the House Principal Clerk. The rule also allowed for video recordings of members making outside points of personal privilege, with recordings deleted after a week. The rule also limits explanations of "Representative Statements" to outside points of personal privilege, and now requires a request instead of a vote for the Representative Statement to be spread across the Journal. Points of personal privilege and Representative Statements were prohibited from being used to speak to policy or politics, or to advocate or advise on political issues or ideologies. Rule 19 was amended to expand the types of votes for which calling the previous question limits debate to three minutes each by representatives of the majority and minority party to include votes on overriding a gubernatorial veto. Rule 22 was changed to allow members to vote on a determining question under if they are in the Chamber between the time when the question is put and the time the vote is locked, instead of requiring the member to have been in the Chamber when the question was put. Rule 26 was amended to include the Minority Leader as an ex officio member of a standing. The deadline for submitting a bill to the House Principal Clerk for introduction was changed to 3:00 PM on Mondays instead of 15 minutes

after adjournment. Changes were also made to the requirements for the preparation and attachment of actuarial notes under Rule 36.2.

The changes made to the Senate Rules in [Senate Resolution 1](#) include the following. Rule 34 was amended to allow the Vice-Chair of the Committee on Rules and Operations of the Senate to exercise any authority of the Committee's Chair when the Chair is absent or directs that the Vice-Chair is authorized to do so. Rule 40 was changed by extending the deadline for a Senator to electronically co-sponsor a filed bill or resolution from one hour following the adjournment of the bill or resolution's first reading/referral to no later than 5:00 P.M. on the next legislative day after the adjournment of the bill or resolution's first reading/referral. The Rule was also changed to extend when Senators may introduce a blank local bill to now allow introducing one during even-numbered years only if the bill is otherwise eligible, and either the member did not introduce a blank local bill the odd-numbered year or the member did introduce a blank bill in the odd year, but no substantive provisions were added to the bill. Rule 40.1 was amended to limit the filing of resolutions that memorialize, celebrate, commend, or commemorate persons or events of significance to those resolutions that relate to a deceased former member of the General Assembly; directs Senators to use Senatorial Statements to recognize other individuals or significant events.

NCGA Police Jurisdiction

[S.L. 2025-97 \(Senate Bill 449\)](#), which was passed during the October session, included an extension of the General Assembly Police's jurisdiction to now include accompanying a member of the General Assembly to provide executive protection in response to a threat; under previous law, the threat was limited to threats of physical violence. The act also appropriated \$2.5 million in recurring funds beginning in the 2025-2026 fiscal year from the General Fund for legislative operations and to support the General Assembly Special Police in exercising its powers and performing its duties, including staffing, training, equipment, and protective operations.

Semiquincentennial Committee

[S.L. 2025-97 \(Senate Bill 449\)](#), which was passed in the October session, extended the duration of the America's Semiquincentennial Committee from January 15, 2026, to August 1, 2026, and made conforming changes to reporting dates.

New Non-Standing Committees

In 2025, Speaker Hall established the following pursuant to Rule 26(a) of the House Rules: the House Select Committee on Helene Recovery; the House Select Committee on Government Efficiency; the House Select Committee on Oversight and Reform; the House Select Committee on Blockchain and Digital Assets; and the House Select Committee on Redistricting. The House Select Committee on North Carolina's Transportation Future was established to study, evaluate, and provide legislative insight into North Carolina's transportation infrastructure, operations, and long-term planning, with the purpose of enhancing the General Assembly's understanding of the challenges, opportunities, and strategic needs affecting the State's transportation systems. The House Select Committee on Involuntary Commitment and Public Safety was tasked with studying and making recommendations regarding the intersection of mental health services, involuntary commitment processes, and the safety of the general public and was required to recommend legislative, administrative, and policy changes to strengthen North Carolina's mental health and involuntary commitment systems while supporting law enforcement's role in protecting communities. The House Select Committee on Property Tax Reduction and Reform was established to study options to reduce the property tax burden on taxpayers in North Carolina, and required to consider reforms that provide property tax relief to taxpayers while balancing potential impacts on local government revenues. On October 31, 2025, Speaker Hall announced the formation of the House Select Committee to Investigate Matters Alleged Misconduct and Other Matters Included in Charges Against Representative Cecil Brockman. The Committee never needed to meet, however,

because Rep. Brockman resigned from the House that same day. In the resignation letter received by the House Clerk's office on October 31, Rep. Brockman stated, "I am currently facing criminal charges brought against me in Guilford County. Due to the seriousness of these allegations, I need to focus on my defense of these allegations. As a result, I am currently unable to fulfill my duty and service to my constituents in Guilford County."

Major Legislation Enacted in 2025

The 2025 General Assembly enacted a number of significant pieces of legislation, a few of which are listed below. Please note that several bills passed by the General Assembly are discussed later in the Governor's Veto section of this document.

Health and Human Services Changes

Health and Human Services and Ex Parte Proceedings for Disabled Adults

[S.L. 2025-27 \(House Bill 576\)](#) made a number of changes impacting health and human services. Issues addressed in the bill included extending the time during which the Department of Health and Human Services (DHHS) may use the federal health benefit exchange to make Medicaid eligibility determinations as well as other changes impacting Medicaid, increasing the penalty for operating an unlicensed adult care home, changing the composition of local child fatality review teams, and amending the information that must be communicated to patients on mammographic breast density. Section V of the act included new statutes that impact emergency services to disabled adults. These changes are explored in the following blog post by School of Government (SOG) faculty member Meredith Smith: <https://civil.sog.unc.edu/legislative-changes-to-ex-parte-proceedings-for-the-provision-of-emergency-services-to-disabled-adults/>.

Adult Protection Multidisciplinary Teams

[S.L. 2025-23 \(Senate Bill 400\)](#) established new Article 6B, "Local Adult Protection Multidisciplinary Teams," in GS Chapter 108A under which counties can establish their own or participate in a Case Review Multidisciplinary Team. You can learn more about the new provisions in the following blog post written by faculty members Meredith Smith and Krisi Nickodem: <https://civil.sog.unc.edu/statutory-case-review-multidisciplinary-teams-s-l-2025-23-provides-a-new-model-for-protecting-vulnerable-adults/>.

Transportation and Motor Vehicle Law Changes

Driver's License Changes

[S.L. 2025-91 \(Senate Bill 245\)](#) made a number of changes impacting driver's licenses, including expanding when drivers licenses can be renewed remotely, eliminating the 12-hour driving log that was required to obtain a Level 3 full provisional license and allowing those license to be issued remotely. These provisions are discussed in more detail in the following document written by faculty member Brittany Bromell: https://lrs.sog.unc.edu/sites/default/files/supp_content/2025%20Legislation%20Affecting%20Criminal%20Law%20and%20Procedure.pdf.

Motor Vehicles

[S.L. 2025-70 \(Senate Bill 429\)](#), which made changes to numerous criminal laws, included provisions impacting motor vehicle laws. The following blog post written by faculty member Belal Elraha discusses the changes involving failure to yield: <https://nccriminallaw.sog.unc.edu/2025/08/06/summer-2025-motor-vehicle-law-changes/>. Portions of [S.L. 2025-71 \(Senate Bill 311\)](#) addressing reckless driving, illegal racing, and the duty to stop when involved in a vehicle crash are also discussed in the blog post. That same blog posts explores changes made by [S.L. 2025-47 \(Senate Bill 391\)](#) that impact a local government's use of speed-measuring cameras, travel of large trucks on the highway, the expiration of driver's licenses, and

the regulation of window tinting. A more in-depth discussion on the use of automated cameras and speed sensors for enforcement in school zones can be found in faculty member Shea Denning's blog post: <https://nccriminallaw.sog.unc.edu/2025/10/02/new-legislation-authorizes-enforcement-of-school-zone-speed-limits-through-automated-cameras/>.

[S.L. 2025-65 \(Senate Bill 664\)](https://nccriminallaw.sog.unc.edu/2025/09/30/laws-taking-effect-october-1/) included clarifications to conditions that must be met in order to be charged with transporting an open container of alcoholic beverage; these changes are discussed in faculty member Brittany Bromell's blog post (<https://nccriminallaw.sog.unc.edu/2025/09/30/laws-taking-effect-october-1/>).

Criminal Law and Procedure

Changes made during the 2025 legislative session to criminal laws and criminal procedure are covered extensively in this bulletin written by faculty member Brittany Bromell: https://lrs.sog.unc.edu/sites/default/files/supp_content/2025%20Legislation%20Affecting%20Criminal%20Law%20and%20Procedure.pdf. Legislation covered in this document includes the following. S.L. 2025-70 (Senate Bill 429), an extensive bill that made many changes to criminal laws, including increasing the punishment for solicitation of minors by computer, increasing the time under which criminally injurious conduct must be reported to law enforcement under the Crime Victims Compensation Act, making changes to the offense of secretly peeing into a room occupied by another person, and creating the crime of habitual domestic violence (changes impacting domestic violence are also discussed in more detail here: <https://nccriminallaw.sog.unc.edu/2025/07/30/filling-in-the-gaps-changes-on-the-horizon-for-misdemeanor-crime-of-domestic-violence/>). Other changes made by the act concerning limits on Motions for Appropriate Relief in Noncapital cases are discussed in the following blog post by faculty member Joseph Hyde (<https://nccriminallaw.sog.unc.edu/2025/08/12/new-limits-on-mars-in-noncapital-cases/>), while changes to default concurrent sentences are discussed in the following blog post by faculty member Jamie Markham (<https://nccriminallaw.sog.unc.edu/2025/12/01/the-end-of-the-concurrent-sentence-default/>). S.L. 2025-71 (Senate Bill 311) contains many provisions, including new offenses for unlawful business entry and the larceny of gift cards, increased punishment for larceny of mail, increased penalty for assaulting a utility or communications worker (discussed in this blog post written by faculty member Kara Millonzi: <https://canons.sog.unc.edu/2025/07/new-law-increases-penalties-for-assaulting-government-utility-workers/>), and made changes to first and second degree burglary (discussed in this blog post by faculty member Jeff Welty: <https://nccriminallaw.sog.unc.edu/2025/07/28/did-the-general-assembly-just-remove-the-nighttime-element-of-burglary/>).

Iryna's Law and other Criminal Law Changes

Passed during the September session, [S.L. 2025-93 \(House Bill 307\)](https://nccriminallaw.sog.unc.edu/2025/11/04/irynas-law-and-pretrial-release/) contains many high profile changes to criminal law, in an act commonly referred to as Iryna's Law. For a more thorough discussion of Iryna's Law, see the following blog posts written by faculty member Brittany Bromell: <https://nccriminallaw.sog.unc.edu/2025/11/04/irynas-law-and-pretrial-release/> and <https://nccriminallaw.sog.unc.edu/2025/11/26/violent-offenses-under-g-s-15a-5319/>. Changes made in the bill related to probation and post-release supervision of juveniles are discussed in this blog post written by faculty member Jacqueline Greene: <https://nccriminallaw.sog.unc.edu/2025/11/25/2025-delinquency-law-changes/>. The act also included provisions on the suspension of magistrates; a study on mental health and the justice system, availability of house arrest as a condition of pretrial release throughout the state, and methods of execution other than those currently allowed in the state; a prohibition on recreating the Task Force for Racial Equity in Criminal Justice; numerous changes related to the death penalty; and changes to involuntary commitment procedures. These changes are discussed in the above mentioned document by Brittany Bromell: https://lrs.sog.unc.edu/sites/default/files/supp_content/2025%20Legislation%20Affecting%20Criminal%20Law%20and%20Procedure.pdf.

Firearms

The many provisions in [S.L. 2025-71 \(Senate Bill 311\)](#) included the creation of aggravated offenses for felons possessing a firearm and sentencing enhancements for burglary and breaking and entering when the person possesses a firearm. These offenses are explored in more detail in the following blog post by faculty member Jeff Welty: <https://nccriminallaw.sog.unc.edu/2025/12/11/2025-changes-to-north-carolina-gun-laws/>. The blog post also explores changes made in [S.L. 2025-70 \(Senate Bill 429\)](#) concerning the return of firearms that are surrendered under a Domestic Violence Protection Order.

Brittany Bromell also discusses changes impacting firearms laws in the following blog post: <https://nccriminallaw.sog.unc.edu/2025/09/30/laws-taking-effect-october-1/>, including those made in [S.L. 2025-70 \(Senate Bill 429\)](#), [S.L. 2025-72 \(Senate Bill 118\)](#), and [S.L. 2025-51 \(Senate Bill 710\)](#).

Drug Offenses

[S.L. 2025-70 \(Senate Bill 429\)](#) created a new felony for exposing a child to a controlled substance and also increased the punishment for various fentanyl offenses. [S.L. 2025-71 \(Senate Bill 311\)](#) created several new crimes related to the possession and distribution of embalming fluid. All of these provisions are discussed in the following blog post written by SOG faculty member Phil Dixon: <https://nccriminallaw.sog.unc.edu/2025/07/31/new-crime-of-exposing-a-child-to-controlled-substances-and-other-2025-drug-law-changes/>.

Family Law

Several bills made changes impacting family law, including [S.L. 2025-16 \(House Bill 612\)](#) and [S.L. 2025-25 \(House Bill 40\)](#). Many of these changes are discussed in the following blog post written by faculty member Cheryl Howell, <https://civil.sog.unc.edu/family-law-legislation-effective-on-or-before-october-1-2025/>, including changes impacting child support, civil domestic violence protection orders, equitable distribution between spouses, and civil no-contact orders, as well as the enactment of the Uniform Child Abduction Prevention Act.

Juvenile Law Changes

The many criminal law changes made in [S.L. 2025-93 \(House Bill 307\)](#) include a number of changes impacting juvenile law. Changes concerning extension of probation for certain offenses, length of post-release supervision, who can file a motion for review, and to hearings to terminate probation and post-release supervision are all discussed in the following blog post by faculty member Jacquelyn Greene: <https://nccriminallaw.sog.unc.edu/2025/11/25/2025-delinquency-law-changes/>. The blog post also discusses changes made in [S.L. 2025-70 \(Senate Bill 429\)](#) to when schools are notified of delinquency proceedings against a student.

Child Welfare Changes

[S.L. 2025-16 \(House Bill 612\)](#) made many changes impacting child welfare and adoption. In addition to making changes to the laws on juvenile abuse, neglect, and dependency, the act's many provisions also include changes to the North Carolina Department of Health and Human Services' oversight of county departments of social services, and felony child abuse. The act also created a guardianship assistance program to provide financial support for children who were in DSS custody when guardianship was ordered. All of these changes, and more are discussed in the following blog posts written by faculty member Sara DePasquale: <https://canons.sog.unc.edu/blog/2025/06/30/the-fostering-care-in-nc-act-changes-to-child-welfare-and-dss-that-are-effective-now/>; <https://canons.sog.unc.edu/blog/2025/08/20/the-fostering-care-in-nc-act-changes-to-child-welfare-effective-october-1-2025-part-1/>; and <https://civil.sog.unc.edu/the-fostering-care-in-nc-act-changes-to-child-welfare-effective-october-1-2025-part-2-and-an-on-demand-webinar-on-the-legislative-changes/>.

A blog post authored by SOG faculty member, Kristi Nickodem, focuses on Section 1.17 of the act, referred to as "Christal's Law." Changes made by this section impacted the relationship between

the Department of Health and Human Services and county departments of social services. That blog post can be found here: <https://canons.sog.unc.edu/blog/2025/07/09/state-oversight-of-county-departments-of-social-services-changes-in-session-law-2025-16/>.

Part IV of the act required a criminal history record check to be performed for any applications for city or county jobs if the person would be working with children. This provision is discussed in detail in the following blog post by Kristi Nickodem: <https://canons.sog.unc.edu/blog/2025/08/26/new-criminal-history-record-check-requirements-for-some-county-and-city-job-applicants/>.

Election Law Changes

Congressional Districts

Passed during the session that met in October, [S.L. 2025-95 \(Senate Bill 249\)](#) redrew the lines of two of North Carolina's Congressional Districts. In the House, the bill was discussed and given approval by the newly established House Select Committee on Redistricting, which was established by Speaker Hall on October 14, 2025. The act made changes to the composition of Districts 1 and 3.

Regulatory Reform Act

Approved during the session held in September, this session's Regulatory Reform Act ([S.L. 2025-94, House Bill 926](#)) addressed a number of issues. Provisions addressed the practice of audiology, selling hearing aids, and real estate brokering; the act also required occupational licensing boards to verify applicant's social security numbers. Other provisions in the act expanded when attorneys' fees are to be awarded to include actions for trespassing on real property and in actions for negligence by a professional land surveyor; expanded upon who may be issued a culinary ABC permit to also include food businesses and eating establishments; allowed Advanced Teaching Roles schools in a unit that received its final year of grant funding in 2024-25 to exceed the class size cap for K-3rd grade for a limited time; amended local governmental authority to regulate US and NC flags on private property; allowed food establishments to serve food or drink in a workplace setting, off-site, for their employees and guests; extended the deadline for providing notice of a contested case hearing; and allowed extending contracts for joint municipal power agencies beyond their initial term for up to 50 years. The act also included many issues related to construction and development, as well as land use and zoning; many of those provisions are discussed in the following document written by faculty members Jim Joyce, Adam Lovelady and Taylor Morris: https://lrs.sog.unc.edu/sites/default/files/supp_content/PZLB%2036.pdf.

Development and Land Use

An extensive overview of the changes made during the 2025 session to laws concerning planning and development can be found in the following bulletin written by faculty members Jim Joyce, Adam Lovelady and Taylor Morris: https://lrs.sog.unc.edu/sites/default/files/supp_content/PZLB%2036.pdf. The bulletin discusses the impact of [S.L. 2025-61 \(House Bill 763\)](#) on building inspector licensing. Changes made in the Regulatory Reform Act ([S.L. 2025-94, House Bill 926](#)) to land use, planning and zoning laws are also explored in the bulletin, including provisions concerning enforcement of regulations for displaying the US or North Carolina flags, prohibiting waiting periods for refiling certain development and zoning applications and amendments, allowing changes to Falls Lake watershed nutrient rules, and other land use law clarifications. The document also includes an overview of the changes impacting land use, construction, and development in response to Hurricane Helene made in [S.L. 2025-2 \(House Bill 47\)](#) (including a discussion of the delay in the implementation of the 2024 North Carolina State Building Code), [S.L. 2025-97 \(Senate Bill 449\)](#), [S.L. 2025-18 \(House Bill 251\)](#), [S.L. 2025-26 \(House Bill 1012\)](#), and [S.L. 2025-89 \(House Bill 125\)](#).

Court System and Civil Law

Judicial Administration

[S.L. 2025-54 \(House Bill 620\)](#) made a number of changes impacting the court system and judicial administration. Faculty member Shea Denning explores these changes in more detail, including impacts on removal of a clerk of superior court, the jurisdiction of superior court judges, mandatory judicial retirement age, and audio recordings by court reports, in the following blog post: <https://nccriminallaw.sog.unc.edu/2025/09/17/recent-legislative-changes-affecting-judicial-authority-and-administration/>.

Wills

[S.L. 2025-33 \(House Bill 388\)](#) allowed an attested will that has been stored electronically by an attorney to be offered for probate. This new Article is discussed in detail in the following blog post written by faculty member Catherine Wilson: <https://civil.sog.unc.edu/north-carolina-authorizes-a-new-kind-of-will/>.

Environment

The following bulletin written by faculty members faculty members Jim Joyce, Adam Lovelady and Taylor Morris: https://irs.sog.unc.edu/sites/default/files/supp_content/PZLB%2036.pdf includes a discussion of changes impacting environmental law. Topics discussed in the document include changes made by [S.L. 2025-12 \(House Bill 126\)](#) allowing additional review of rezoning projects locate in voluntary agricultural districts, changes made by [S.L. 2025-48 \(Senate Bill 472\)](#) concerning upland basin marinas, 401 Water Quality Certifications, and man-made ditches, and changes made by [S.L. 2025-53 \(Senate Bill 387\)](#) impacting taxes and fees for the N.C. Brownfields Program.

Local Government Finance

Municipal Utilities

[S.L. 2025-65 \(Senate Bill 664\)](#) made changes to which local government entities are eligible for full reimbursement when a state transportation project necessitates the relocation of water or sewer lines. These changes are discussed in more detail in the following blog post writing by faculty member Kara Millonzi: <https://canons.sog.unc.edu/2025/07/state-now-covers-water-and-sewer-relocation-costs-for-more-municipal-utilities/>.

Property Tax Exemption

[S.L. 2025-20 \(House Bill 91\)](#) allowed a property owner seeking a religious property tax exemption to file a late application for property taxes levied by the county or municipality during the five calendar years immediately preceding the date the act became law (June 26, 2025). For a more thorough discussion of this act, see the following blog post written by faculty member Chris McLaughlin: <https://canons.sog.unc.edu/2025/07/new-law-allows-retroactive-religious-property-tax-exemptions/>.

The Governor's Veto

In 2025, Governor Stein exercised his veto power 15 times. This sets a record for the most bills vetoed by a Governor in his or her first year in office (the previous record was held by Governor Cooper who vetoed 13 bills in 2017, a year that included extra sessions occurring as late in the year as October). In order to override a veto, each chamber must vote to override the veto by a three-fifths vote of those present and voting. The Senate once again had a veto-proof majority, but the House was one member short. Legislators were able to successfully override 8 of the 15 vetoes. This section provides a brief overview of each of the bills vetoed in 2025.

Illegal Alien Enforcement

The first bill vetoed in 2025 was [House Bill 318](#), The Criminal Illegal Alien Enforcement Act. The act expanded upon the crimes that triggered the requirement to determine if the prisoner is a US citizen or legal resident, modified the timing for the release of a held due to a detainer and administrative warrant to now allow the person to be released after 48 hours from the time the prisoner would otherwise be released, and required the confinement facility to notify Immigration and Customs Enforcement (ICE), within two hours after the time a person being held under an order would otherwise be released, of the date and time that the prisoner will be released. The act also set out requirements for pretrial release for specified crimes, requiring an attempt to determine if the defendant is a legal US resident or citizen; if a determination cannot be made, then conditions of pretrial release are to be set and the defendant is to be committed to an appropriate detention facility for fingerprinting, and an ICE query, with the person being held for two hours from the time of the query. A more thorough discussion of this legislation can be found in the following blog posts written by faculty member Brittany Bromell: <https://nccriminallaw.sog.unc.edu/2025/09/30/laws-taking-effect-october-1/>; and <https://nccriminallaw.sog.unc.edu/2025/09/02/legislature-revisits-law-on-immigration-detainers/>.

Governor Stein vetoed the bill on June 20, 2025, saying, “House Bill 318 is unconstitutional. I support the bill’s efforts to require sheriffs to contact federal immigration authorities about people in their custody charged with sexual battery, armed robbery, arson, assault on public officials and court personnel, and other dangerous crimes. People who commit these crimes should be held accountable, whether or not they are here without legal authorization, and those charged with serious offenses ought to receive increased scrutiny from federal immigration officials.

My oath of office requires that I uphold the Constitution of the United States. Therefore, I cannot sign this bill because it would require sheriffs to unconstitutionally detain people for up to 48 hours after they would otherwise be released. The Forth Circuit is clear that local law enforcement officers cannot keep people in custody solely based on a suspected immigration violation. But let me be clear: anyone who commits a serious crime in North Carolina must be prosecuted and held accountable regardless of their immigration status.”⁵

The veto was overridden by both chambers on July 29, 2025.

Concealed Carry

The second bill vetoed in 2025 was [Senate Bill 50](#), Freedom to Carry NC Act. The act added a new Article to GS Chapter 14 allowing US citizens who are 18 or older to carry a concealed handgun without a concealed handgun permit, except by persons meeting specified criteria and excluding carrying in specified areas. The act also increased the benefit paid when a person is killed in the line of duty and required UNC to create a scholarship program for children of permanently disabled or slain law enforcement officers. The act increased the penalty for committing assault with a firearm against certain emergency, medical, and law enforcement personnel, and established the offenses of discharging a firearm by a felon during the commission or attempted commission of a felony and the offense of possessing a firearm by a felon during the commission or attempted commission of a felony.

The Governor vetoed the bill on June 20, 2025, saying, “This bill makes North Carolinians less safe and undermines responsible gun ownership. The bill eliminates training requirements associated with concealed carry permits and reduces the age to carry a concealed weapon from 21 to 18 years old. Authorizing teenagers to carry a concealed weapon with no training whatsoever is dangerous. This bill would also make the job of a law enforcement officer more difficult and less safe. We can and should protect the right to bear arms without recklessly endangering law enforcement officers and our people⁶.”

⁵ The Governors Objections and Veto Message for House Bill 318 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/6715/0/H318-Bill-NBC-16564>.

⁶ The Governor’s Objection and Veto message for Senate Bill 50 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/6716/0/S50-Bill-NBC-16565>.

The Senate overrode the veto on July 29, 2025, but an override has not yet been attempted in the House.

Border Protection

The third bill vetoed in 2025 was [Senate Bill 153](#), North Carolina Border Protection Act. Part I of the act required the Secretary of the Department of Public Safety, the Secretary of the Department of Adult Correction, the Commander of the State Highway Patrol, and the Director of the State Bureau of investigation to each enter into a Memorandum of Agreement with the Director of U.S. Immigration and Customs Enforcement (ICE) to allow designated State law enforcement officers to perform immigration law enforcement functions. Those individuals were also tasked with duties including cooperating with ICE to the fullest extent allowed by law and developing specified policies on those employee's powers related to determining citizenship, including providing information to ICE on a person they determined is not a legal resident or citizen of the U.S. The State Auditor was tasked with performing an audit to determine compliance and report to the General Assembly by December 31, 2025. Part II of the act required the Department Health and Human Services to take steps necessary to stop providing State-funded benefits (defined as 15 specified program, excluding any benefits or services available under those programs to help eligible beneficiaries access food or meals) to noncitizens residing in the U.S. without legal permission. Part III of the act required the Department of Commerce, the Housing Finance Agency, and all local housing authorities to take steps necessary to stop providing publicly funded housing benefits (defined as 13 specified programs) to noncitizens residing in the U.S. without legal permission. Part IV of the act required the Department of Commerce, Division of Employment Security, to adopt and implement, by January 15, 2026, a policy to verify that applicants for unemployment benefits are legally authorized to reside in the U.S. before the first benefit payment. Part V of the act waived governmental immunity from tort liability for local governments that adopt a sanctuary ordinance and an unauthorized alien commits a crime against a person or property within the local government's corporate limits. Finally, Part VI of the act prohibited UNC constituent institutions from having a policy or regulation limiting or restricting the enforcement of federal immigration laws. It also prohibited constituent institutions from preventing (1) law enforcement from gathering information on an individual's immigration status or (2) communication of that information to federal law enforcement agencies.

Governor Stein vetoed the bill on June 20, saying, "Senate Bill 153 would make us less safe. At a time when our law enforcement is already stretched thin, this bill takes state law enforcement officers away from their existing state duties and forces them to act as federal immigration agents. Furthermore, under current law, people without lawful immigration status already are prevented from receiving Medicaid, SNAP, Section 8, and other benefits."⁷

The Senate successfully voted to override the veto on July 29, 2025, but the House has not yet attempted an override.

Rules with Substantial Financial Costs

The next bill vetoed in 2025 was [House Bill 402](#), Limit Rules With Substantial Financial Costs. The act made changes to the Administrative Procedure Act so that permanent rules with an aggregate financial costs on all affected persons of at least \$20 million in a five-year period must have General Assembly approval to become effective, with exceptions made for rules required by federal law. If a bill approving the rule is not ratified, the rule would be returned to the agency within 15 days of the General Assembly adjourning for 30 days or more. The act also created a new statute, GS 150B-19.4, which required that when a board, commission, council, or similar unit of government, determines a proposed permanent rule or set of rules would have a projected aggregate financial cost to all affected persons equal to or greater than \$1 million during any five-year period, the rule(s)

⁷ The Governor's Objection and Veto Message for Senate Bill 153 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/6717/0/S153-Bill-NBC-16566>.

are required to be adopted by a vote of at least two-thirds of those present and voting; if the projected aggregate financial cost to all affected persons is equal to or greater than \$10 million during any five-year period, then the rule(s) must be adopted by a unanimous vote of those present and voting. The statute included exceptions for rules required by federal law.

Governor Stein vetoed the bill on June 27, 2025, stating, “This bill would make it harder for the state to keep people’s drinking water clean from PFAS and other dangerous chemicals, their air free from toxic pollutants, and their health care facilities providing high quality care. It would impose red tape, including an unworkable unanimity requirement, that would hamstring the decision-making of agencies, boards, and commissions, making them less effective at protecting people’s health, safety, and welfare.”⁸

The veto was overridden by both the House and Senate on July 29, 2025. The act is now S.L. 2025-82.

State Auditor’s Powers

[House Bill 549](#), Clarify Powers of State Auditor was the next bill to be vetoed. The act made a number of changes to the power of the State Auditor, including exempting the Auditor from needing the Governor’s approval to contract with a consultant, exempting the Auditor from certain provisions related to information technology, allowing the Auditor to investigate improper governmental activities by publicly funded entities (defined as any individual, private corporation, institution, association, board, or other organization that receives, disburses, or handles State or federal funds), expanding upon the types of documentation the Auditor must be given access to, and allowing the Auditor to commence an action in superior court for a show cause hearing when a person fails or refuses to provide the Auditor with access to the specified persons and records. The act also required the Auditor to make a report to the Department of Revenue upon finding that a private person or entity has fraudulently received public funds while doing business with a State agency, and allowed the Auditor to audit or investigate a publicly funded entity, limited to the State or federal funds handled by the entity. Lastly, the act amended GS Chapter 150A to allow the Department of Revenue to use forced collection on debts that are discovered through an audit or investigation undertaken by the Auditor when a private person or entity has received public funds as a result of fraud, misrepresentation, or other deceptive acts or practices while doing business with a State agency, and set out provisions related to such forced collections.

The Governor vetoed the act on July 2, 2025, saying that, “House Bill 549 would grant the Auditor sweeping access to the data and records of any private corporation that accepts any amount of state funding. Giving the Auditor this intrusive power may undermine our state’s efforts to recruit businesses to North Carolina. Additionally, the bill would remove the Office of State Auditor from the state’s cybersecurity efforts led by the Department of Information Technology, putting North Carolina’s personal identifying information at heightened risk of a breach.”⁹

The veto was overridden by both the House and Senate on July 29, 2025, and the act is now S.L. 2025-83.

Charter Schools

The next bill vetoed in 2025 was [Senate Bill 254](#), Charter School Changes. The act made a number of changes impacting the regulation of charter schools, including requiring that any rule or policy adopted by the State Board of Education on charter schools be first approved by the Charter Schools Review Board (Review Board) and expanding upon the Review Board’s duties, including removing certain duties from the Superintendent of Public Instruction and giving them to the Review Board. Other changes in the act impacted what is considered a nonmaterial revision of a school’s

⁸ The Governor’s Objection and Veto message for House Bill 402 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7203/0/H402-Bill-NBC-16786>.

⁹ The Governor’s Object and Veto Message for House Bill 549 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7261/0/H549-Bill-NBC-16787>.

charter, listing of class rank, evaluation standards for teachers, improving low-performing schools, and allowing separate charters and requiring separate ranking for remote academies. The act also required that specified lapsed salary funds be used for operating funds for the Review Board, including funds for meeting expenses, non-employee travel and subsistence reimbursement, and legal services.

The bill was vetoed on July 2, 2025, with Governor Stein saying that, “Senate Bill 254 is an unconstitutional infringement upon the authority of the State Board of Education and the Superintendent of Public Instruction. Additionally, it weakens accountability of charter schools when every North Carolina student deserves excellent public schools, whether traditional or charter.”¹⁰

The veto was overridden first by the Senate, then by the House, on July 29, 2025. The act is now S.L. 2025-80.

Energy Costs

The next bill vetoed in 2025 was [Senate Bill 266](#), The Power Bill Reduction Act. The act removed the requirement that the Utilities Commission take all reasonable steps to achieve a 70% reduction in carbon dioxide emission emitted in the State from electric generating facilities owned or operated by electric public utilities from 2005 levels by 2030, and pushes back the deadline for developing a plan for electric public utilities to achieve carbon neutrality by 2050, from December 31, 2022, to 2026. The Utilities Commission could allow an increase in base rates outside of the rate-making process for baseload electric generating facilities if there is an overall cost-savings for customers over the facility’s life and the facility has been subject to an annual ongoing review process; cost recovery is limited to financing costs accrued on actual, reasonable, and prudent construction costs after accounting for any direct customer contributions actually received that offset those construction costs, up to the estimated construction cost estimate. The act also made several changes to laws governing fuel cost recovery for electric utilities, and to those governing performance-based ratemaking. Finally, the act amended provisions related to storm recovery costs to also make those provisions applicable to coal plant retirement costs.

The Governor vetoed the bill on July 2, 2025, saying, “This summer’s record heat and soaring utility bills has shown that we need to focus on lowering electricity costs for working families—not raising them. And as our state continues to grow, we need to diversify our energy portfolio so that we are not overly reliant on natural gas and its volatile fuel markets. Recent independent analysis of Senate Bill 266 shows that this bill could cost North Carolina ratepayers up to \$23 billion through 2050 due to higher fuel costs. This bill not only makes everyone’s utility bills more expensive, but it also shifts the costs of electricity from large industrial users onto the backs of regular people—families that will pay more so that industry pays less. Additionally, this bill walks back our state’s commitment to reduce carbon emissions, sending the wrong signal to businesses that want to be a part of our clean energy economy. My job is to do everything in my power to lower costs and grow the economy. This bill fails that test.”¹¹

The Senate and House both overrode the veto on July 29, 2025. The act is now S.L. 2025-78.

DEI in State Agencies

The next bill vetoed in 2025 was [House Bill 171](#), Equality in State Agencies/Prohibition on DEI. The act would have prevented State agencies from promoting, supporting, funding, implementing, or maintaining workplace diversity, equity and inclusion (DEI), including using DEI in State government hirings and employment; maintaining dedicated DEI staff positions or offices; or offering or requiring DEI training. The act also enacted new GS 143-162.8 which prohibited State

¹⁰ The Governor’s Objection and Veto message for Senate Bill 254 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7262/0/S254-Bill-NBC-16788>.

¹¹ The Governor’s Objection and Veto message for Senate Bill 266 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7263/0/S266-Bill-NBC-16789>.

agencies and local governments from (1) using State funds or public monies to promote, support, fund, implement, or maintain DEI initiatives or programs, and from (2) applying for, accepting, or using federal funds, grants, or other financial assistance the require compliance with DEI policies, initiatives, or mandates. Persons violating GS 143-162.8 regarding the use of public monies by a local government would be subject to civil penalties of up to \$10,000 per violation, and subject to removal from office or employment; the person would also be liable for any damages suffered by the local government due to the offense. The act also made changes to the penalty provision of the State Budget Act and Local Government Budget and Fiscal Control Act.

Governor Stein vetoed the act on July 3, 2025, stating, “The people of North Carolina deserve the best possible state government. My administration is focused on building the strongest team possible by hiring and supporting the best employees. We cannot recruit and retain them without creating a welcoming work environment. We make our most effective decisions when there is a diverse set of perspectives around the take. House Bill 171 is riddled with vague definitions yet imposes extreme penalties for unknowable violations. This bill will make it harder for state government to provide the highest quality of service.”¹²

At this time, there has not been an attempt to override the veto.

Gender and Sexual Exploitation

[House Bill 805](#), Prevent Sexual Exploitation/Women and Minors was the next bill vetoed in 2025. The act included a series of definitions that applied to all administrative rules, regulations, or public policies adopted by the State, or its political subdivisions, related to sex and gender, including definitions of biological sex, female, male, and gender identity. The act also included new Article 51A in GS Chapter 66, “Prevent Sexual Exploitation of Women and Minors,” which set out requirements for verifications of age and consent by providers for online entities that are sexually oriented business or that publish or distribute material on a website that contains a substantial portion of material harmful to minors, before the operator can publish or allow a user to publish a pornographic image. The Article also included requirements related to the removal of an image. The act prohibited the use of State funds for surgical gender transition procedures, or providing puberty-blocking drugs or cross-sex hormones to prisoners, or to support any governmental health plan or insurance policy offering those procedures or drugs. The act also added new Article 10 to GS Chapter 90 allowing a cause of action for malpractice because of the performance or failure to perform services while facilitating or perpetuating gender transition to be commenced within 10 years from the time the injured party discovers both the injury and the causal relationship between the treatment and the injury. Changes in the bill related to education included requiring local boards of education to have policies allowing a student or their parent/guardian to request that the student be excluded from classroom discussions, activities, or readings that would impose a substantial burden on the student’s religious beliefs, or invade their privacy by calling attention to their religion; requiring local boards of education to adopt policies that give public access to a searchable online catalog of the titles of library books available at each school and allow a student’s parent/guardian to identify any books that the student may not borrow; and requiring the governing bodies of public school units to adopt a policy prohibiting students from sharing sleeping quarters with a member of the other biological sex during a school activity or event. Finally, the act required the State Registrar, when a persons’ sex is changed on an amended or new birth certificated, to attach the new certificate to the certificate of birth on file and preserve both certificates as a multi-age document, which are to be also preserved as a multi-page document by the register of deeds in the county of birth.

The bill was vetoed by Governor Stein on July 3, 2025, who said, “The initial version of House Bill 805 protected people from being exploited on pornographic websites against their will. I strongly support that policy, which is the continuation of my work to protect children from sex abuse, modernize our sex crimes statutes to address artificial intelligence, and eliminate the largest backlog of untested rape kits in the country. Instead of preventing sexual exploitation, the General

¹² The Governor’s Objection and Veto message for House Bill 171 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7264/0/H171-BD-NBC-16790>.

Assembly chooses to engage in divisive, job-killing culture wars. North Carolina has been down this road before, and it is a dead end. My faith teaches me that we are all children of God no matter our differences and that it is wrong to target vulnerable people, as this legislation does. I stand ready to work with the legislature when it gets serious about protecting people, instead of mean-spirited attempts to further divide us by marginalizing vulnerable North Carolinians.¹³

The House and Senate both overrode the veto on July 29, 2025. The act is now S.L. 2025-84.

DEI in Public Higher Education

The next bill vetoed in 2025 was [Senate Bill 558](#), Eliminating “DEI” in Public Higher Ed. The act prohibited public institutions of higher education from: (1) engaging in or advocating for discriminatory practices; (2) compelling students, professors, administrators, or other employees to affirm or profess belief in divisive concepts; (3) endorsing divisive concepts; (4) maintaining an office, division, or other unit (i) promoting discriminatory practices or divisive concepts or (ii) referred to as or named diversity, equity, and inclusion; (5) employing or assigning an employee whose duties for a public institution of higher education include promoting discriminatory practices or divisive concepts; or (6) requiring completion of a course related to divisive concepts for purposes of awarding a degree or completion of a program, except as specified in the act. The act also prohibited community colleges and UNC constituent institutions from establishing, maintaining, or implementing a process for reporting or investigating offenses or unwanted speech protected by the First Amendment.

The act was vetoed by Governor Stein on July 3, 2025, who said, “Our diversity is our strength. We should not whitewash history, police dorm room conversations, or ban books. Rather than fearing differing viewpoints and cracking down on free speech, we should ensure our students learn from diverse perspectives and form their own opinion.¹⁴”

The veto was overridden in the Senate on July 29, 2025, but the House has not yet attempted an override.

DEI in Public Education

The next bill vetoed in 2025 was [Senate Bill 227](#), Eliminating “DEI” in Public Education. The act prohibited public school units from: (1) engaging in or advocating for discriminatory practices (as defined); (2) compelling students, teachers, administrators, or other school employees to affirm or profess belief in divisive concepts (as defined); (3) providing instruction to students on divisive concepts; (4) engaging in any of the following with respect to professional development that includes or advocates for divisive concepts or discriminatory practices: a. Approve, recommend, or require a professional educator to participate in the professional development. b. Develop, purchase, or provide the professional development. c. Contract with an entity for the professional development. d. Provide an entity access for the purpose of delivering the professional development; (5) maintaining an office, division, or other unit (i) promoting discriminatory practices or divisive concepts or (ii) referred to as or named diversity, equity, and inclusion; and (6) employing or assigning an employee whose duties for a public school unit include promoting discriminatory practices or divisive concepts. The act also prohibited the State Board of Education from approving, providing, recommending, or requiring this prohibited professional development.

Governor Stein vetoed the bill on July 3, 2025. In his veto message, he stated, “Our diversity is our strength. We should not whitewash history, ban books, or treat our teachers with distrust and disdain. Rather than fearing differing viewpoints and cracking down on free speech, we should ensure our students can learn from diverse perspectives and form their own opinions.¹⁵”

¹³ The Governor’s Objection and Veto message for House Bill 805 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7265/0/H805-BD-NBC-16791>.

¹⁴ The Governor’s Objection and Veto message for Senate Bill 558 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7266/0/S558-Bill-NBC-16792>.

¹⁵ The Governor’s Objection and Veto message for Senate Bill 227 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7267/0/S227-Bill-NBC-16793.416>

While the veto was overridden in the Senate on July 29, 2025, the House has not yet attempted an override.

Personal Information of Nonprofit Volunteers, Members, and Donors

[Senate Bill 416](#), Personal Privacy Protection Act, was the next bill vetoed in 2025. This bill enacted new Article 18 in GS Chapter 55A, which prohibited public agencies (defined as State or local governments and their employees, departments, agencies, offices, commissions, boards, divisions, any State or local courts, tribunals, or other judicial or quasi-judicial body, or other State entities, political subdivision of the State, including counties, cities, local school administrative units, community colleges, or any other local governmental unit, agency, authority, council, board or commission) from collecting, disclosing, or releasing personal information about members, volunteers, and financial and nonfinancial donors to 501(c) nonprofits, except as allowed by State or federal law or regulation.

Governor Stein vetoed the act on July 9, 2025, stating that, “Our democracy works best when people are well-informed. This bill reduces transparency and creates more opportunity for dark money in our politics, especially relating to candidates’ legal funds. Furthermore, it makes it difficult, if not impossible, for the Department of Revenue to identify and crack down on certain types of tax fraud¹⁶.”

The Senate and House both voted to override the veto on July 29, 2025. The act is now S.L. 2025-79.

Removal of Unauthorized Persons from Residential Property

The next bill vetoed in 2025 was [House Bill 96](#), Expedited Removal of Unauthorized Persons. The act would have enacted new Article 22D in GS Chapter 14, setting out a process under which a property owner could initiate a proceeding for the expedited removal of an unauthorized person who is unlawfully occupying the owner’s residential property. In the Senate, a section was added to the bill that would have created a new statute prohibiting local governments from prohibiting or restricting the sale of animals by licensed pet shops or imposing additional licensing, operational, or regulatory requirements on pet shops, beyond those required by State law.

The bill was vetoed on July 9, 2025. In his veto message, Governor Stein stated that, “This legislation originally addressed squatters, and I supported it. At the last moment, however, an unrelated amendment was added that prohibits local governments from regulating pet stores. This bill would facilitate inhumane puppy mills in North Carolina. Without this provision, I would sign the legislation. With it, I cannot support it.¹⁷”

Instead of overriding the veto, the House and Senate both approved Senate Bill 55 (S.L. 2025-88) on July 29, which was changed by a committee substitute to contain nearly the same language as House Bill 96, minus the language addressing pet shops. This bill is discussed in more detail in the following blog post written by faculty member Melanie Crenshaw: <https://civil.sog.unc.edu/navigating-north-carolinas-new-expedited-removal-law/>.

Changes to Firearm Laws

[House Bill 193](#), Firearm Law Revisions, was the next bill vetoed in 2025. This act made a number of changes related to firearms, including allowing employees or volunteers of nonpublic schools who have a concealed handgun permit and meet specified criteria to carry firearms or stun guns on educational property when allowed by the school’s board of trustees or administrative director, allowing concealed carry on educational property that is the location for a school and place

¹⁶ The Governor’s Objection and Veto message for Senate Bill 416 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7282/0/S416-Bill-NBC-16794>.

¹⁷ The Governor’s Objection and Veto Message for House Bill 96 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7283/0/H96-BD-NBC-16795>.

of religious worship while the person is attending religious ceremonies or related services and ceremonies (discussed in more detail in the following blog post by faculty member Jeff Welty: <https://nccriminallaw.sog.unc.edu/2025/12/11/2025-changes-to-north-carolina-gun-laws/>), increasing the punishment for assaulting or threatening executive, legislative, or court officers, and expanding upon those offenses to also include local elected officers, setting out requirements for pretrial release conditions for a person charged with those offenses against officers, and creating provisions governing relocated law enforcement shooting ranges.

Governor Stein vetoed the bill on July 9, 2025, and said in his veto message: “This bill would make our children less safe. Just as we should not allow guns in the General Assembly, we should keep them out of our schools unless they are in the possession of law enforcement. Law enforcement officers receive more than 800 hours of public safety education, including firearms training. On top of that, School Resource Officers receive additional training to know how to respond to crises and how to deescalate conflicts, a requirement I supported when I was Attorney General. We cannot substitute the protection offered by well-trained law enforcement officers by asking teachers and school volunteers to step in and respond to crises while armed. Just last year, an employee at a religious school in Goldsboro left a gun in a bathroom that was later found by an elementary school student. I support, however, the provision in this legislation to better protect local elected officials from threats to their safety, and I urge the General Assembly to send me a clean bill with those protections so I can sign it.¹⁸”

The House voted to override the veto on July 29, with the Senate also successfully overriding the veto on the same day. The act is now S.L. 2025-81.

Educational Contribution Tax Credit

The final bill vetoed in 2025 was [House Bill 87](#), Educational Choice for Children Act. Earlier in 2025, Congress enacted new 26 U.S.C. § 25F, which created a federal tax credit of up to \$1,700, for individuals who make qualified contributions to scholarship granting organizations providing scholarships to eligible students for qualified elementary or secondary education expenses. Eligible students are defined as a member of a household with an income that for the calendar year prior to the date of the application for a scholarship, is not greater than 300% of the area median gross income, and who is eligible to enroll in a public elementary or secondary school. In order to be eligible to participate, states must voluntarily elect to participate and identify scholarship granting organizations in the state.¹⁹ This act would have elected North Carolina to participate in the program and identified scholarship granting organizations located in North Carolina.

In his veto message, Governor Stein stated, “School choice is good for students and parents, and I have long supported magnet and accountable charter schools because public schools open doors of opportunity for kids in every county of the state. Congress and the Administration should strengthen our public schools, not hollow them out. Cutting public education funding by billions of dollars while providing billions in tax giveaways to wealthy parents already sending their kids to private schools is the wrong choice.

However, I see opportunities for the federal scholarship donation tax credit program to benefit North Carolina’s public school kids. Once the federal government issues sound guidance, I intend to opt North Carolina in so we can invest in the public school students most in need of after school programs, tutoring, and other resources. Therefore, H87 is unnecessary, and I veto it.²⁰”

The bill was vetoed on August 6, 2025. Neither chamber has attempted to override the veto.

¹⁸ The Governor’s Objection and Veto Message for House Bill 193 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7284/0/H193-BD-NBC-16796>.

¹⁹ P.L. 119-21: <https://www.congress.gov/bill/119th-congress/house-bill/1/text>.

²⁰ The Governor’s Objections and Veto Message for House Bill 87 is available at: <https://webservices.ncleg.gov/ViewBillDocument/2025/7393/0/H87-Bill-NBC-16862>.

The 2026 Session

The General Assembly will return for the short session on Tuesday, April 21, 2026, at noon. According to the adjournment resolution ([Res. 2025-8, Senate Bill 772](#)), only the matters listed below may be considered during the short session. This list is largely in line with what we typically see in the list of eligible short session legislation, but includes a change to the local bills that may be considered, which was also included in the last long session's adjournment resolution. Typically, during the short session, any local legislation that is filed must be accompanied by a certification that the bill is non-controversial; specifically, as illustrated in the requirements for local bills during the 2022 short session²¹, the bill must include a certificate signed by the principal sponsor stating that (1) no public hearing will be required or asked for by a member on the bill, (2) the bill is noncontroversial, and (3) the bill is approved for introduction by each member of the House of Representatives and the Senate whose district includes the area to which the bill applies. Res. 2025-8 does not include such a requirement for the filing of local bills during the 2026 short session.

For the regular session that convenes on Tuesday, April 21, 2026, what may be considered is limited to:

(1) bills directly and primarily affecting the State budget, including (i) the budget of an occupational licensing board for fiscal year 2026-27 and (ii) bills authorizing a fee for a unit of State government or political subdivision of the State, if the bill is submitted to the Bill Drafting Division by 4:00 P.M. Monday, April 13, 2026, and introduced in the House of Representatives or filed for introduction in the Senate by 4:00 P.M. Thursday, April 30, 2026;

(2) bills: a. proposing an amendment(s) to the North Carolina Constitution and containing no other matter, b. proposing an amendment(s) to the North Carolina Constitution and containing no other matter other than statutory conforming changes to implement such bills, or c. solely making statutory and transitional changes to implement these types of bills;

(3) bills and resolutions introduced in 2025 (i) that passed third reading in 2025 in the house in which introduced, were received in the other house in accordance with Senate Rule 41 or House Rule 31.1(e) (crossover deadline), as appropriate, and not disposed of in the other house by tabling, unfavorable committee report, indefinite postponement, or failure to pass any reading, and which do not violate the rules of the receiving house or (ii) not subject to the crossover deadline;

(4) bills and resolutions implementing the recommendations of: a. study commissions, authorities, and statutory commissions authorized or directed to report to the 2025 Regular Session, b. the General Statutes Commission, the Courts Commission, or any commission created under GS Chapter 120 that is authorized or directed to report to the NCGA, c. the House Ethics Committee, d. select committees, or e. the Joint Legislative Ethics Committee or its Advisory Subcommittee, requires that these bills be submitted to the Bill Drafting Division by 4:00 P.M. Monday, April 13, 2026, and filed for introduction in the Senate or introduced in the House of Representatives by 4:00 P.M. Wednesday, April 29, 2026;

(5) any local bill submitted to the Bill Drafting Division by 4:00 P.M. Monday, April 13, 2026, and introduced in the House of Representatives or filed for introduction in the Senate by 4:00 P.M. Tuesday, May 5, 2026;

(6) bills providing for the selection, appointment, or confirmation as required by law, including the filling of vacancies of positions for which the appointees were elected by the NCGA upon recommendation of the Speaker of the House, President of the Senate, or President Pro Tempore of the Senate;

(7) bills providing for action on gubernatorial nominations or appointments;

(8) any matter authorized by joint resolution passed by a two-thirds majority of the members present and voting in each chamber, requires that such a bill or resolution have a copy of the ratified enabling resolution attached to the jacket before filing;

(9) a joint resolution authorizing the introduction of a bill under subdivision (8) above;

(10) any bills primarily affecting any State or local pension or retirement system, if the bill has been submitted to the Bill Drafting Division by 4:00 P.M. Monday, April 13, 2026, and is introduced

²¹ See Res. 2021-2.

in the House of Representatives or filed for introduction in the Senate by 4:00 P.M. Thursday, April 30, 2026;

(11) joint resolutions and simple resolutions authorized for introduction under Senate Rule 40.1 or House Rule 31;

(12) bills vetoed by the Governor solely for the purpose of considering overriding of the veto upon reconsideration of the bill;

(13) bills responding to actions related to litigation challenging the legality of legislative enactments;

(14) any bills relating to election laws, including bills concerning the districts for Congressional, State House, State Senate, judicial, municipal, county, and other elected officials;

(15) bills to disapprove rules under GS 150B-21.3;

(16) bills providing for impeachment pursuant to Article IV of the North Carolina Constitution or GS Chapter 123; and

(17) a joint resolution further adjourning the 2025 Regular Session, amending a joint resolution adjourning the 2025 Regular Session, or adjourning the 2025 Regular Session, sine die.

Ch. Res. 2025-8 also allows the Speaker of the House or the President Pro Tempore of the Senate to authorize committees or subcommittees to meet during the interim between sessions to (1) review matters related to the State budget for 2025-27 fiscal biennium; (2) prepare reports, including revised budgets; or (3) consider any other matters as the Speaker of the House of Representatives or the President Pro Tempore of the Senate deems appropriate. The resolution also allows a conference committee to meet in the interim upon approval by the Speaker of the House of Representatives or the President Pro Tempore of the Senate. A list of the bills that made it through the crossover deadline (excluding those that are exempt from the deadline) can be found here on the North Carolina General Assembly's website: <https://webservices.ncleg.gov/ViewDocSiteFile/98961>.

Christine B. Wunsche

Appendix A



State of North Carolina

JOSH STEIN
GOVERNOR

EXTRA SESSION OF THE NORTH CAROLINA GENERAL ASSEMBLY

2025

BY THE GOVERNOR OF THE STATE OF NORTH CAROLINA

A PROCLAMATION

WHEREAS, state law requires the North Carolina Department of Health and Human Services (NCDHHS) to operate the Medicaid program in a way that does not exceed the amounts appropriated for the program in the certified budget enacted by the General Assembly, see N.C. Gen. Stat. §§ 108A-54, 108A-54.1; and

WHEREAS, to continue operating the Medicaid program without the need for substantial provider rate cuts, the General Assembly must appropriate funds equal to the shortfall, which is known as the Medicaid Rebase; and

WHEREAS, due to rising health care costs, increased program utilization, adjustments to the federal match rate, and years of underfunding the Rebase, the cost of North Carolina's Medicaid program initially exceeded the funds the General Assembly had appropriated for the program by \$819 million; and

WHEREAS, in response to months of warnings from the Governor and the Secretary of NCDHHS about the necessity of rate cuts absent funding for the Medicaid Rebase, the General Assembly agreed that additional funding was necessary and appropriated \$500 million for the Medicaid program, see N.C. Sess. L. 2025-89, § 2B.10; and

WHEREAS, NCDHHS estimates that the \$500 million appropriation will leave the Medicaid program underfunded by \$319 million; and

WHEREAS, NCDHHS notified the General Assembly that it needed to fully fund Medicaid by the end of September to avoid the imposition of rate cuts to providers on October 1, 2025; yet, the General Assembly failed to act in its late September session; and

WHEREAS, because the Medicaid Rebase remains significantly underfunded, on October 1, 2025, NCDHHS reduced the reimbursement rates providers receive for many services; and

WHEREAS, NCDHHS notified the General Assembly that it needed to fully fund Medicaid by the end of October if it wished to reverse the cuts; yet, the General Assembly failed to act in its late October session; and

WHEREAS, these rate cuts hurt providers and reduce access to critical health care services for the people of North Carolina; and

WHEREAS, both the Senate and the House of Representatives have agreed that hundreds of millions of dollars in additional funding are still needed to fully fund the Medicaid Rebase; and

WHEREAS, the previously imposed rate cuts can still be reversed if the General Assembly appropriates additional funds to the Medicaid program; and

WHEREAS, legislative leaders have indicated that they will not hold additional votes this year;
and

WHEREAS, the Governor has sought the advice of the Council of State on the need for this
extra session; and

WHEREAS, millions of North Carolinians rely on Medicaid for critical health care services.

NOW, THEREFORE, I, JOSH STEIN, Governor of the State of North Carolina, pursuant to
Article III, Section 5(7) of the North Carolina State Constitution, do hereby proclaim an "**EXTRA
SESSION OF THE NORTH CAROLINA GENERAL ASSEMBLY**" commencing Monday,
November 17, 2025, at two o'clock in the afternoon, for the purpose of funding the Medicaid Rebase.



Josh Stein

JOSH STEIN
Governor

RECEIVED FROM GOVERNOR

Date: 11.06.2025

Time: 3:47 PM

Signed: *James White*

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the Great Seal of the State
of North Carolina at the Capitol in Raleigh this sixth day of November in the year of our Lord two
thousand and twenty-fifth and of the Independence of the United States of America the two hundred and
fiftieth.



NORTH CAROLINA GENERAL ASSEMBLY

PRESIDENT PRO TEMPORE
PAUL BERNERSPEAKER OF THE HOUSE
DESTIN HALL

RALEIGH, NC 27601

November 13, 2025

The Honorable Josh Stein
Governor of North Carolina
20301 Mail Services Center
Raleigh, NC 27699

VIA ELECTRONIC DELIVERY

Dear Governor Stein,

We write jointly to respond and object to your November 6, 2025, Proclamation, made under Article III, Section 5(7) of the North Carolina Constitution, calling an extra legislative session on November 17, 2025. For the reasons set forth below, the General Assembly will not convene an extra legislative session on Monday, November 17.

The Proclamation fails to follow the requirements of the Constitution. Article III, Section 5(7) authorizes a governor to convene the General Assembly in "extra session" only "on extraordinary occasions." The General Assembly is already in session. Your Proclamation is therefore ineffective and functions as an unconstitutional attempt to usurp the General Assembly's authority to set its calendar.

Article III, Section 5(7) also limits such a session to "extraordinary occasions" in order to ensure that the exercise of the enormous power given to the Governor to call the legislative branch to session is justified. Otherwise, the Governor could violate Article I, Section 6 of the Constitution and use the proclamation power for political abuse and gamesmanship. This power was never meant to be used as a platform for political messaging or to circumvent the legislative process to achieve a preferred political outcome.

To that end, if circumstances surrounding the Medicaid rebase are in fact extraordinary, it is only in the context of your administration's failure to address them. For instance, the General Assembly recently appropriated an additional \$600 million for Medicaid. Rather than using the full amount for services, you and the DHHS leadership chose to take nearly \$100 million off the top for administrative expenses.

Further, the DHHS consistently reverts money to the General Fund. Last year, the DHHS reverted \$110 million and carried forward \$243 million, including \$166 million from the state's Medicaid budget. In other words, the amount of unused funds available

to the Department at the end of last year exceeds the amount of the "shortfall" that ostensibly precipitated the Proclamation. The DHHS Secretary publicly acknowledged that the amount the General Assembly provided was sufficient to fund the estimated Medicaid expenses well into the new year. Despite this, the DHHS chose to proceed with these harmful cuts.

Ultimately, your decision to cut reimbursement rates at a time when sufficient funding exists belongs to your administration alone. Calling an extra session and distracting from your decision violates both the letter and the spirit of our Constitution. It is incumbent upon the General Assembly to decline to convene the extra session.

Both chambers of the General Assembly therefore reject your proclamation for an extra session on November 17, 2025, and will not convene.

By copy of this letter, the Principal Clerks of both the House and Senate are directed to make no preparations for an extra session. No calendars shall be issued, and your proclamation shall not be read.

Sincerely,



Phil Berger
President Pro Tempore, NC Senate



Destin Hall
Speaker, NC House

cc: James White, House Principal Clerk
Sarah Holland, Senate Principal Clerk
Paul Coble, Legislative Services Office
The Honorable Rachel Hunt, Lieutenant Governor

RECEIVED
11.13.2025
3:35 PM
JAMES WHITE