ZEBULON
NORTH CAROLINA

BOARD OF COMMISSIONERS
AGENDA
SEPTEMBER 8, 2026
6:00 PM

1. **CALL TO ORDER**

2. **PLEDGE OF ALLEGIANCE**

3. **ADVISORY STATEMENTS**

4. **APPROVAL OF AGENDA**

5. **PUBLIC COMMENT**

   All wishing to speak must sign up prior to 5:50pm. The comment period will be no longer than 15 minutes with speakers having three minutes each to speak. No speaker can speak on a public hearing item or any item that would need to be discussed under Closed Session. Speakers cannot give their minutes to another speaker. If you would like to submit comments to be read into the record at the meeting, please send comments, of 400 words or less, to at tozclerk@townofzebulon.org by 12:00pm on September 8 2026.

6. **PRESENTATIONS**

   Unaudited Finance Briefing

   September Monthly Development Update

7. **CONSENT AGENDA**

   A. *Minutes*
      i. May 04, 2026, Regular Board Meeting
      ii. May 04, 2026, Closed Session
      iii. June 01, 2026, Regular Board Meeting
      iv. June 01, 2026, Closed Session
      v. June 04, 2026, Special Called Meeting/Budget Workshop
      vi. June 04, 2026, Closed Session
      vii. June 15, 2026, Budget Public Hearing
      viii. June 22, 2026, Special Called Meeting
      ix. August 3, 2026, Regular Board Meeting
      x. August 3, Closed Session
      xi. August 5, 2026, Emergency Called Meeting
      xii. August 20, 2026, Work Session

B. *Finance*

i. Board of Commissioner Meeting Schedule

ii. Wake County Tax Report

C. *Planning*

i. Housing Study Resolution 2027-12

D. *Parks & Recreation*

i. Candy Cane Lane Street Closures Resolution 2027-09

E. *Public Works*

i. Accepting Roadway and Storm Drainage Infrastructure for Weavers Point – Resolution 2027-10

ii. GFL Environmental Agreement Resolution 2027-11

F. Fire Department

i. Purchase of Furniture for Fire/EMS Station

G. Human Resources

i. USCIS Form I-9 Record Destruction

8. NEW BUSINESS

A. *Board*

i. Reappointment Sustainability Board Members Jayln Williams Resolution 2027-15

ii. Reappointment of Sustainability Board Member Tim Core Resolution 2024-16

iii. Reappointment Parks and Rec Board Member Dexter Privette Resolution 2027-14

B. *Finance*

Authorizing Electronic or Facsimile Signatures on Town Checks and Drafts Resolution 2027-07

9. OTHER BUSINESS

10. MANAGER'S REPORT

11. BOARD COMMENTS

12. CLOSED SESSION

i. Pursuant to NCGS 143-318.11(a)(3) Attorney- client, for the purpose of discussing terms of an independent contractor agreement

ii. Pursuant to NCGS 143-318.11(a)(6) Personnel, for the purpose of discussing personnel matters

13. ADJOURN

FY26 Year-End Finance Briefing

Unaudited Year-End Financials
Fiscal year ended June 30, 2026

Prepared for the Board of Commissioners | September 8, 2026



FY26 at a Glance

Year-end results show strong cash and strong operating revenue.

Operating revenue

$27.13M

Excludes transfers and fund balance

All General Fund sources

$29.09M

Includes all sources in Genera

Total General Fund uses

$28.22M

Includes transfers and spending

Sources over uses

+$0.87M

Before final audit

Cash

$23.60M

June 30, 2026

What this means

- Operating revenue was above budget.
- Total sources and uses were close in FY26.
- Cash stayed strong after large capital transfers.

What to watch next

- Fund balance is the policy test.
- FY27 starts with a recurring budget gap.
- Future costs should match future revenue.

Main point: FY26 was stable, but FY27 needs careful budget planning.

Budget Performance: Use the Right View

Fund balance and transfers should be shown apart from operating revenue.

Operating revenue

$24.69M Budget
$27.13M Actual

This view removes fund balance and transfers.

All General Fund sources

$34.15M Budget
$29.09M Actual

$24.69M operating revenue
$1.96M transfers in
$7.50M fund balance appropriated

Operating revenue was above budget. The $34.15M total includes fund balance and transfers, so those items should be shown separately from revenue.

What Drove the Revenue Difference

Strong revenue lines offset the grant that was not received.

Main shortfalls	
Congressional grant	**$700K**
ABC revenue	**$19K**
Zoning permits	**$17K**
Rental income	**$7K**

Main offsets	
Impact fees	**$1.01M**
Interest	**$477K**
Sales tax	**$324K**
Fire tax	**$163K**

The largest shortfall was the $700K grant not received in FY26. Strong impact fees, interest, sales tax, and fire tax more than offset that shortfall.

Cash Stayed Strong

Capital transfers changed the balance, but year-end cash stayed stable in FY26.

Year-end pooled cash

FY22	FY23	FY24	FY25	FY26
17.6M	23.2M	27.5M	23.3M	23.6M

FY26 major cash transfers

- $4.40M to Community Park
- $0.82M to Fire Station 3
- $0.93M from Public Works project

Why FY24 was high

FY24 was a high point because large capital transfers happened later, mainly in FY25 and FY26.

Budget-school lesson: one year can look high or low because of capital timing.

Fund Balance: Policy Matters

Cash is strong, but fund balance is the reserve test used by Town policy.

Adopted-budget projection

$11.33M

FY26 ending unassigned fund balance

Judd/Arendell adjustment

-$1.91M

specific capital project amount

Management view

$9.42M

planning reserve after adjustment

FY27 policy floor

$8.40M

30% of budgeted GF spending

Why this matters

- The $11.33M starts with the adopted budget view.
- The $1.91M project amount is not treated as available operating capacity.

Board message

- This is not a cash crisis.
- The issue is protecting the 30% reserve policy while closing the recurring gap.

**Management view reflects the later movement of Judd/Arendell from the General Fund to a separate capital project fund.*

FY26 Was Stable - FY27 Needs a Long-Term Fix

A good cash balance does not remove the recurring budget gap.

FY26 strengths

- Operating revenue finished above budget.
- Spending stayed below total budget authority.
- Sales tax continued to grow.
- Year-end pooled cash stayed above $23M.

FY27 challenge

-$1.72M

recurring budget gap

Ongoing costs are higher than ongoing revenue. Fund balance should not pay for the same gap every year.

Management goal: avoid layoffs and avoid a property tax increase by using recurring fixes, vacancy management, cost control, and natural revenue growth.

FY27 Finance Monitoring

The goal is to spot problems early and keep the Board informed.

1. **Cash**
   Compare each month with the five-year normal range.

2. **Sales tax**
   Compare actual receipts with budget and NCLM outlook.

3. **Property tax**
   Update the forecast when certified values are available.

4. **Budget gap**
   Track recurring fixes, not one-time savings.

5. **Fund balance**
   Keep the 30% policy floor as a hard limit.

6. **Capital**
   Show large General Fund transfers separately.

Next Board update: quarterly finance dashboard with cash, fund balance, major revenues, and budget gap progress.

Board Takeaway

FY26 ended in a stable position. The next step is to protect that position.

FY26 year-end message

The Town closed FY26 with strong cash, operating revenue above budget, and spending below total budget authority. Large capital transfers were managed without creating a cash problem.

Next task

Close the recurring budget gap while protecting the 30% fund balance policy and keeping future staff and capital costs affordable.

Next Board update: quarterly finance dashboard with cash, fund balance, major revenues, and recurring budget gap progress.

Monthly Development Update

Mayor and Board of Commissioners

Development activity through August 31, 2026

Estimated population as of 8/31

14,462



Development at a Glance

August activity shows steady permits and more homes reaching completion.

14,462
Estimated population
as of 8/31

19
Residential permits
applied in August

5
Commercial permits
applied in August

42
Residential COs
issued in August

3
Commercial closeouts
closed in August

What changed in August

Residential permits stayed at 19.
Residential COs increased from 15 to 42.
Commercial permit applications moved from 6 to 5.

What to watch next

New homes are moving to completion.
Downtown work is becoming more visible.
Several items will return to the Board this fall.

Main point: The Town of Zebulon remains active, with several public-facing projects moving forward.

Monthly Activity: July to August

The table shows applications, certificates of occupancy, and project closeouts.

Activity	July	August	Change
Residential Permits Applied	19	19	No change
Commercial Permits Applied	6	5	Down 1
Residential Certificates of Occupancy	15	42	Up 27
Commercial CO / Project Closeouts	6	3	Down 3

Largest change
Residential COs increased by 27 from July to August.

Steady demand
Residential permit applications held steady at 19.

August shows more homes completing, while new residential permit activity stayed steady.

Key Updates

Several projects and conversations are active this month.

Construction

Cook Out

Construction has officially begun.

Downtown

Downtown Investment

The public will see expanded construction activity downtown as several projects move forward.

Fall discussion

Smart Ride

Discussions about the program’s future will continue this fall.

Hearing

Upcoming Joint Public Hearing

The Nine at West Judd
September 14

Main point: Visible construction and fall policy discussions are moving at the same time.

Downtown Investment

Three downtown projects are moving forward and will add visible activity.

126 E. Vance Street
New African grocery store.

108 N. Arendell Avenue
Renovations for an upstairs yoga studio above Aligned Pilates.

110 N. Arendell Avenue
Expansion of Mueter Construction’s offices.

What the public may see
More construction activity downtown as projects advance.

Why this matters
New uses and office growth can help increase foot traffic downtown.

Downtown work supports the Town’s goal of active, useful, and welcoming places.

Smart Ride: Fall Discussion Path

Staff will continue the discussion with the Board and regional partners.

1. Continue talks
Continue discussions about how Smart Ride may evolve.

2. September Work Session
Bring an RFP discussion to the Board.

3. October East Wake Meeting
Share a high-level look at the program's past, present, and possible future.

No decision is requested on this slide.
This is a preview of the fall discussion schedule.

Main point: Smart Ride will come back in stages so the Board can discuss options clearly.

Board Takeaway

Development is active, and several items will come back for discussion this fall.

What happened in August

Residential permits held steady.
Residential COs increased.
Cook Out construction has begun.
Downtown projects are moving forward.

What comes next

Smart Ride will return in September and October.
The Nine at West Judd hearing is September 14.

Main point

Development momentum remains strong. Public-facing projects and policy discussions are ahead.

Zebulon Board of Commissioners
Regular Monthly Meeting
May 4, 2026

Mayor Jessica D. Harrison called the regular meeting of the Zebulon board of commissioner to order.

Those present were Mayor Jessia D. Harrison, Commissioner Shannon Baxter, Commissioner Kyle Adams, Commissioner Amber Davis, Mayor Pro Temp Quentin Miles and Commissioner George Roa.

Other presents were Town Manager Catherine Crosby, Mary Duffy acting Town Clerk, Director Matt Lower, Planner Cate Ferrell, Director Sheila Long, Chief Anthony Pucket, Chief Chris Perry, Director Rick Fletcher and Attorney Dan Hartzog.

APPROVAL OF AGENDA

Commissioner Davis made the motion to approve the agenda. The motion was seconded by Commissioner Roa and accepted unanimously.

PUBLIC COMMENT

Braxton Honeycutt told the board that NC Sports Con and Epic Mighty Con will be bringing their event to Zebulon twice this summer.

Honey Wiggs told the board she wanted to let everyone know that May 5th at Chick Fil A is teacher appreciation day and invited everyone to come by. And on Saturday they will have something special for all ladies.

RECOGNITIONS & PROCLAMATIONS

57th Annual Professional Municipal Clerks Week

Commissioner Davis read the 57th Annual Professional Municipal Clerks Week proclamation.

66th Annual National Public Works Week

Mayor Harrison read the Annual National Public Works Week proclamation.

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CONSENT AGENDA

A. *Minutes*
   i. February 19, 2026, Work Session
   ii. April 09, 2026, Special Called Meeting

B. *Finance*
   i. Wake County Tax Report – February 2026
   ii. Fire Station Door Repairs – Ordinance 2026-34

C. Parks and Recreation
   i. Five County Fireworks – Resolution 2026-22 (This item moved to New Business)
D. Human Resources
   i. Shared Leave Donation Policy – Resolution 2026-23

Commissioner Davis made the motion to move the fireworks resolution 2026-22 from the consent agenda to new business. The motion was seconded by Commissioner Adams and accepted unanimously.

OLD BUSINESS

<u>Faison Track Annexation – Ordinance 2026-30</u>

Director Lower gave a presentation on this project and told the board that staff recommends approval.

Mr. Collier Marsh on behalf of the applicant, presented a short presentation.

After questions from the board, Commissioner Baxter made a motion to approve the ordinance 2026-36 and it was seconded by Commissioner Roa. The motion failed with a 2 – 3 vote. The vote is as follows

- Commissioner Baxter – In Favor
- Commissioner Roa – In Favor
- Commissioner Adams – Opposed
- Commissioner Davis – Opposed
- Mayor Pro Temp Miles – Opposed

Commissioner Davis made the motion to deny ordinance 2026-36. The motion was seconded by Commissioner Adams and passed with a 3 – 2 vote. The vote is as follows

- Commissioner Baxter Opposed
- Commissioner Roa – Opposed

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- Commissioner Adams – In Favor
- Commissioner Davis – In Favor
- Mayor Pro Temp Miles – In Favor

Temple Johnson Road Annexation Ordinance 2026-31

Director Lower gave a presentation on this project and told the board that staff recommends approval.

Mr. Andrew Petesch gave a presentation on this project for the owners.

After questions from the board concerning the pros and cons of the property Mayor Pro Temp Miles made the motion to deny the annexation ordinance 2026-31. The motion was seconded by Commissioner Davis and passed with a 3-2 vote. The vote is as follows

- Commissioner Baxter Opposed
- Commissioner Roa – Opposed
- Commissioner Adams – In Favor
- Commissioner Davis – In Favor
- Mayor Pro Temp Miles – In Favor

NEW BUSINESS

Parks and Recreation – Mt. Zion Recreation Partnership – Resolution 2026-24

Mayor Harrison invited Pastor Batchelor up to the podium and stated she has put together a committee the Friends of Gill Street and Pastor Batchelor has agreed to chair this committee. She thanked Pastor Batchelor for all he does for the town and for chairing this committee.

Director Long presented the partnership resolution 2026-24 to the board for adoption and told them staff recommends approval.

After questions and comments from the board.

Mayor Pro Temp Miles made the motion to adopt resolution 2026-24. The motion was seconded by Commissioner Davis and accepted unanimously.

Planning – Downtown Food Trucks-Ordinance 2026-32

Director Lower presented the revised food truck text amendments and told the board that staff recommended the amendments.

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After questions and discussion from the board Commissioner Davis made the motion to approve the downtown food truck ordinance 2026-32. The motion was seconded by Commissioner Adams and passed with a 4-1 vote with the vote as follows.

- Commissioner Baxter – Opposed
- Commissioner Roa – In Favor
- Commissioner Adams – In Favor
- Commissioner Davis – In Favor
- Mayor Pro Temp Miles – In Favor

Planning-WAWA-Ordinance 2026-33

Planner Cate Farrell gave a presentation on the project and changes to the project and told the board that staff recommended approval.

Molly Steward gave a presentation on this project for the owners.

After questions from the board, Commissioner Adams made the motion to adopt ordinance 2026-33. The motion was seconded by Mayor Pro Temp Miles and accepted unanimously.

Five County Fireworks – Resolution 2026-22

After discussion on street closure for this and checking to see since a DOT road is added if they have approved it. Commissioner Baxter made the motion to approve the five-county fireworks resolution 2026-22. The motion was seconded by Commissioner Davis and accepted unanimously.

MANAGER'S REPORT

Town Manager Crosby congratulated the clerk and public works for the recognition they received earlier and thanked them for all they do.

Special Event Planning

Town Manager Crosby asked Director Long to discuss this.
Director Long presented a presentation on the process of how she works with Chief Puckett, and Chief Perry on planning the special events and what all is involved.
After questions from the board, the board thanked the group for their presentation and their work on the committee.

Commissioner Roa had questions concerning the UDO and how it was not being followed as it should.

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Director Lower stated this ordinance are in a dormant state currently and his department are working on updating them. He stated the work and enforcement must be done on a consistent basis.

BOARD COMMENTS

Commissioner Adams told the board Mayor Harrison had asked him to come up with a program to address concerns with men's health. He stated men tend to not take care of themselves and confide in others. He plans to have an event every quarter for men to come together and be able to talk to each other have fellowship. This program will be called Brother to Brother.

He stated also Commissioner Davis and himself are working on establishing a youth basketball league during school breaks and summer.

Commissioner Davis stated she is looking forward to this program getting started to help the kids. She stated they are reaching out to the business and community to help support the program.

Commissioner Davis congratulated the Mayor Harrison for receiving an honorary doctorate this past weekend for public service and thanked her for her leadership on the board of commissioners.

Commissioner Baxter stated she wanted to thank all the departments for coming together to provide Spring Fest even though it was a washout with rain, staff helped them to relocate, and they were still able to provide many plants for the community.

Commissioner Baxter recognize Eric Baldwin who is graduating from Southeast High School for his outstanding achievements.

Commissioner Roa stated he and his family attended an event hosted by the Still Magnolias club and it was amazing event.

Commissioner Roa thanked Manager Crosby for working with the board, keeping them up to date on the work going on with the budget and the town.

Mayor Pro Temp Miles thanked Manager Crosby and staff for a job well done. He stated teamwork is what it's all about its unity through community.

Mayor Harrison told the board there is a completive cheer team Extreme Athletic Carolina that members of the team reside in the Zebulon area, and the team went to King Dominion's this past weekend to compete and came back to Zebulon with a first and second place trophy. She congratulated them for their hard work and wins.

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Mayor Harrison told the board she wanted to celebrate the public works department for all the amazing work they do around town.

She also thank Clerk Crawford for all the work he does for the board.

She read a thank you from the Still Magnolias praising the staff at the event for all the hard work they do and for saving their event when it rained all day.

CLOSED SESSION

Mayor Pro Temp Miles made the motion to go into closed session as permitted by N.C. General Statute 143-318.11(a)(3)(5). The motion was seconded by Commissioner Roa and accepted unanimously.

Commissioner Baxter made the motion to come out of closed session. The motion was seconded by Commissioner Adams and accepted unanimously.

The results of closed session were no action taken.

ADJOURN

There being no other business the meeting was adjourned.

Adopted this 8th day of September 2026

_____
Jessia D. Harrison
Mayor

SEAL

_____
Kim Worley
Interim Town Clerk

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Zebulon Board of Commissioner
Board of Commissioners
Regular Meeting
June 1, 2026

CALL TO ORDER

Mayor Harrison called the regular meeting to order.

Present were Mayor Jessica D. Harrison, Commissioner George Roa, Mayor Pro Temp Quentin Miles, Commissioner Amber Davis, Commissioner Kyle Adams, and Commissioner Shannon Baxter.

Staff present were Catherine Crosby-Town Manager, Jeremy Crawford-Town Clerk, Matt Lower-Planning Director, Aaron Gunderson-Planner, Cate Farrell-Sr. Planner, Anthony Puckett-Police Chief, Chris Medina-Planner, Shiela Long-Parks & Recreation Director, Teresa Piner-Main Street Manager, Bobby Fitts-Finance Director

PLEDGE OF ALLEGIANCE

Commissioner Davis lead the pledge of allegiance.

ADVISORY STATEMENT

Mayor Harrison read the advisory statement.

APPROVAL OF AGENDA

Commissioner Baxter made the motion to amend the agenda to move all the finance portion and the parks and recreation in the consent agenda to old business. The motion was seconded by Commissioner Davis and accepted unanimously.

PUBLIC COMMENT

Mayor Harrison read the statement concerning the rules of the public hearing and asked for anyone that wishes to speak to come to the podium.

My name is Allison Sharp and I'm honored to serve as Miss Zebulon's Teen 2026. I'm from Wilson, North Carolina, a recent graduate of Southern Nash High School. Serving as Miss Zebulon's Teen is about much more than wearing a crown. Through the Miss America opportunity, I have the privilege of promoting the values of style, scholarship, service, sisterhood and success while representing a community that believes in investing in its young leaders. My community service initiative is Harvesting Hope. Combating Food Insecurity through Access to Fresh Healthy Alternatives. Through Harvesting Hope, I work to raise awareness about food

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insecurity, support local assistance efforts, and connect communities with healthy food resources. My goal is to help ensure that families have access to not only food but fresh nutritious foods that can improve their quality of life. I'm incredibly grateful to the Town of Zebulon, and this board for supporting programs that encourage service leadership and community involvement. Your investment in opportunities like this help young women develop the skills and confidence to become future leaders in our communities. Thank you for allowing me to serve as ambassador for Zebulon. I look forward to continuing to represent this town with pride through my year of service on my journey towards Miss North Carolina's Teen.

Mr. John Saffold, I have a handout here that I left with our Town Clerk Jeremy Crawford. I wanted to thank Manager Katy Crosby and others on the staff, Heather Louise Finch as well as Sheila Long. We have a meeting coming up, a public session here on Tuesday, June the 16th from 5:00 to 7:00 p.m. It is open to the public, and it's going to be co-hosted by the Town of Zebulon and the Chamber. The purpose of this is a meet-and-greet opportunity to meet with town officials, staff as well as chamber staff and members. We're asking small businesses to participate also.

My name is Patrick Bussey, and I am representing the Roosevelt organization on Newport Street. I wanted to point out a few things that are from the perspective of the town, because I know it's your job to make sure this is done responsibly.
Director Lower interrupted Mr. Bussey and told the board concerns a hearing topic coming up later in the meeting and ask him to give his comments during that time.

My name is Annette Cramp Miller, and I moved to the Zebulon area in 2023. I travel on Highway 64 quite often. I've witnessed multiple wrecks on this highway. It has become a concern for me. And the residents of Zebulon and surrounding areas. On Friday May 29, 2026, I witnessed a wreck. I called Wake County Maintenance and spoke to Mr. Larry Williams, who referred me to Mr. David Kelson in project management, then Mr. Kelson referred me to Daniel Bolder of the district engineer. My question is, why Highway 64 is only two lanes when we continue to have these bottlenecks and wrecks with people losing their lives?
Mr. Bolder stated there is a scoring of projects, and Zebulon has scored low, or the Zebulon area has scored low in comparison to other Wake County projects. My plea and my concern today is that Highway 64 should be expanded to a full lane highway on both sides, leading into and out of Zebulon to offset these continued risks, and continued loss of lives.

Clerk Crawford told the board he received two email statements and the first wish remained anonymous. The stated is as follows.

Mayor, commissioners, and town staff, I would like to begin by thanking you for listening to citizens' concerns regarding the food truck situation downtown. It appears that the adjustments that have been made, including encouraging food truck activity to move to side streets and parking areas have significantly improved safety, reduced noise concerns, and created a better experience for both residents and patrons visiting downtown. This is a good example of the government listening to citizens, working with businesses, and finding a solution that benefits everyone. Thank you for your efforts. Now that this issue appears to be largely resolved, I would appreciate and encourage the board to continue focusing on two remaining concerns that many

residents still notice in our downtown area. First, some storefronts and buildings appear tired and in need of refreshment or improvement. Downtown Zebulon is the front porch of our community, and maintaining an attractive appearance helps support economic development, tourism, and community pride. Second, some businesses continue to repeatedly violate the town's noise ordinances. Residents and visitors should be able to enjoy themselves downtown without excessive noise that disrupts nearby homes and businesses. As you evaluate these issues, I encourage you to consider whether ordinance enforcement tools should be modernized. One option may be progressive fines that increase with each repeat violation, and when necessary, allow for criminal citations for chronic offenders. Many ordinances have penalty amounts that have not been updated in decades, while downtown activity, property values, and the impact of violations have changed significantly. Proudly promotes its small-town charm. Neither dilapidated buildings nor repeated excessive noise contributes to that image. As downtown continues to grow and evolve, I hope the town will consider updating enforcement practices in ways that preserve the character, appearance, and quality of life that makes Zebulon such a special place. Thank you for your service and for your continued attention to these matters.

The second email comment is from Suzanne Pierce and states.

I am writing to express my concerns regarding the proposed increases to the mayor's and commissioner's stipends, as well as the request for additional funding for travel and training expenses. While I understand the importance of continuing education and professional development for elected officials, I believe these requests should be carefully evaluated in light of the town's current financial condition. Our town is facing an approximate three-million-dollar budget deficit and has reserve fund levels that are reportedly below thirty percent. Given these circumstances, I question whether increasing compensation and expanding travel budget is an appropriate use of taxpayer funds at this time. Many residents are being asked to do more with less, And I believe town leadership should demonstrate the same fiscal restraint that is expected of taxpayers and town staff. Before considering additional expenditure for elected officials, I would encourage the board to focus on addressing the budget shortfall, rebuilding reserve funds, and ensuring the town’s long-term financial stability. I respectfully request that my concerns be shared with the mayor and board of commissioners and be included in the public record regarding any discussion or votes related to these proposed increases.

RECOGNITIONS & PROCLAMATIONS

<u>East Wake Magnet High School</u>

i. Ms. Vicky Emmanuel – Student
ii. Mr. Lejuan Walker – Teacher

Mayor Harrison stated we will recognize Ms. Vicky Emmanuel student at East Wake Magnet High School, and Teacher Mr. Lejuan Walker and congratulated them for this achievement.

Miss Vickie Emanuel is a rising senior at East Wake Magnet High School. She has maintained a respectable GPA while demonstrating dedication both academically and artistically. Victoria is a well - rounded student who has taken dance courses for several semesters and has performed in numerous school dance productions and theatrical performances. Vickie exemplifies the

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versatility and talent represented within our student body. Her willingness to participate in school activities have given her a positive presence within our school community.

Mr. Walker is a social studies and history teacher. He has great rapport with his students and is always eager to help. In addition to all the things he does on campus, he took on school improvement chair and has done an amazing job. You can see him daily in the hallway, talking to students and kids wanting to stop by just to say hi. He is a creative teacher who makes learning fun.

AMEX Shop Small Grant Program
Michael Lombardo – The Fall Line Bar

Mayor Harrison and the board are awarding the AMEX Shop Small Grant to Mr. Michael Lambardo of The Fall Line Bar.

The AMEX Shop Small Grants Program was initially launched with a five-million-dollar contribution to support two hundred and fifty small businesses in honor of America's 250 anniversary. Through a Small Business Saturday Give and Pledge, an additional one dollar was given to the grant program for eligible transactions made on Small Business Saturday, and American Express contributed an additional five point one million dollars. The five hundred recipients reflect the vitality of U.S. small businesses spanning industries from retail and food services to healthcare and professional services. Grant funding will enable recipients to grow and innovate by expanding operations, investing in crew upgrades, and introducing new offerings. Congratulations to Mr. Michael Lombardo.

PRESENTATIONS

Economic Development Update

Mayor Harrison stated she wanted to apologize because she forgot to mention that yesterday was Manager Crosby birthday. She wished her a happy birthday!

i. Small Area Plans
ii. Opportunity Zone
iii. Social District

Manager Crosby stated she and staff wanted to give an update. Director Lower spoke and provided slides and notes related to the topics.

Director Lower talked briefly about economic development priorities. He stated there are three specific instances within the program: small area plans, which we have talked about for a while the opportunity zones and the social district. We have a vision for our economic development program, which is to foster an inclusive Vibrant, diverse, sustainable economy. Zebulon will be a regional player, prioritizing intentional and responsible growth while retaining the town's unique charm and quality.

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After questions from the board, Mayor Harrison thanked Manager Crosby and Director Lower for the presentation and updates.

CONSENT AGENDA

Minutes

i. March 02, 2026, Regular Board meeting
ii. May 19, 2026, Work Session – Closed Session
iii. May 19, 2026, Work Session – Open Session

Finance (These items were moved to Old Business)

i. Public Works Facilities Capital Project Fund – Ordinance 2026-38
ii. N. Arendell Ave. Improvements Capital Project Fund – Ordinance 2026-39
iii. Stormwater Improvements Capital Project Fund – Ordinance 2026-40
iv. Fire Station #2 Capital Project Fund – Ordinance 2026-41
v. General Fund Balance Return – Ordnance 2026-42
vi. FY 27 Appointment of Tax Collector – Resolution 2026-23
vii. Wake County Tax Report – March 2026

Community & Economic Development

i. Stadium Naming Rights Partner

Parks & Recreation (This item was moved to Old Business)

i. Temporary Closures for Downtown – Resolution 2026-22

OLD BUSINESS

Planning

i. Social District – Ordinance 2026-43

Director Lower stated this is the ordinance for the social district I presented earlier.

Mayor Harrison asked if there were any questions and concerns.

The board shared their questions and concerns related to this district.
Director Lower and Chief Puckett responded to the questions and concerns.

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Mayor Temp Miles made a motion to approve ordinance 2026-43 with an amendment to change the hours till 12 AM on Friday and Saturday nights. The motion was seconded by Commissioner Davis, and the motion passes with a 3-2 vote. The vote is as follows:

- Commissioner Roa – Opposed
- Commissioner Baxter – Opposed
- Commissioner Adams – In favor
- Commissioner Davis – In favor
- Mayor Pro Temp Miles – In favor

Finance (These items were moved to Old Business)

ii. Public Works Facilities Capital Project Fund – Ordinance 2026-38
iii. N. Arendell Ave. Improvements Capital Project Fund – Ordinance 2026-39
iv. Stormwater Improvements Capital Project Fund – Ordinance 2026-40
v. Fire Station #2 Capital Project Fund – Ordinance 2026-41
vi. General Fund Balance Return – Ordnance 2026-42
vii. FY 27 Appointment of Tax Collector – Resolution 2026-23
viii. Wake County Tax Report – March 2026

Commissioner Davis stated she wanted to give Manager Crosby opportunity to discuss the items above.

Manager Crosby told the board you should have your budget books in front of you on page 147, you'll see the list of projects that we are moving from our capital fund. To unbound and that is part of our budget stabilization strategy. We have a 2.4-million-dollar gap. The funds that we are moving from capital projects are projects that have either not moved forward or they've been completed, and that total of all those projects totaled 2.2 million dollars which takes care of a significant portion of the gap.

Mayor Harrison thanked Manager Crosby, for making sure that the Town has a good plan on how to move forward.

After questions and discussion from the board they agreed to table all seven items to the June 4, 2026 work shop

Temporary Closures for Downtown – Resolution 2026-22

Manager Crosby told the board the resolution will give the manager the authority to authorize street closures for the upcoming Town of Zebulon events.

After questions and discussion from the board Mayor Harrison tabled until Thursday's work session.

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NEW BUSINESS

Zoning Map Amendment Mack Todd Road – Ordinance 2026-34

Planner Aaron Gunderson told the Board of Commissioners they will consider a Zoning Map Amendment for 0 W Barbee St. (PIN 1795709731), located off Mack Todd Rd. He stated staff recommends approval of the zoning map amendment.

My name is Adam Omar. My family and I reside at six eight five Windward Pointe Road. we would like to ask for your consideration rezoning the property on ten seventy-five. We have been on the corner for over ten years. We've been a local vehicle dealership in other communities, offering very important rental services such as box trucks, vans, and trailers for a variety of jobs for the local families there. And, we desire today to bring these series of services to the locals and community.

The Board asked questions and had a discussion concerning this ordinance.

Mayor Harrison asked for a motion.

Commissioner Davis made the motion to approve the zoning map amendment ordinance 2026-34. The motion was seconded by Mayor Pro Temp Miles. The motion passes with a 4 – vote. The vote is as follows.

- Commissioner Roa – Opposed
- Commissioner Baxter – In Favor
- Commissioner Adams – In favor
- Commissioner Davis – In favor
- Mayor Pro Temp Miles – In favor

Annexation Request for E. Horton Street PIN 2705858411 – Ordinance 2026-35

The Board of Commissioners will consider an Annexation of one parcel off E. Horton St (PIN# 2705858411). This Annexation request is made by Patrick Busse from Caruso on behalf of the property owners James Jeffrey Upchurch, Jimmy Keith Lee, and Jan Lee Culbreth. Applicant is planning a conservation subdivision covering the area of the proposed annexation. Staff recommends the approval of ordinance 2026-35.

My name is Patrick Busse and I work for Caruso Homes representing the applicant of this annexation. He sharded information regarding the annexation and related development plans.

At this time Mayor Harrison opened the public hearing.

David Hughes, 900 East Morgan Street in Zebulon. I am here not for support or against development. I've been in residential design for forty years, so I am all in favor of more housing, but it needs to be controlled. But I was just concerned because our family owns property, adjoining this on either side and across the road from where the utilities will be coming from. I understand the sewer line is coming from the backside of the property, but the water line is going to have to

DRAFT

come up Porter Street. we're just concerned that where the water line is going to come through our We are concerned the property stays within the easement, we haven't seen any plans for that.

The Second thing is being in architecture, I noticed the old tobacco barn, and it was built in the early nineteen twenties. It's a terracotta brick barn. I would like to see it stay as a focal point.

There being no other comments and the public hearing was closed.

Commissioner Roa made the motion to approve the annexation request for E. Horton Street. The motion was seconded by Mayor Pro Temp Miles and passed unanimously.

UDO Text Amendment – Mobile Classroom – Ordinance 2026-36

Planner Catherine Farrell stated this was seen before you at the May public hearing. Uh, the text amendment was initiated by Wake County Public School Systems.

Planner Farrell stated staff recommends approval of the proposed text amendment to the Unified Development Ordinance.

After questions and discussion from the board.

Mayor Pro Temp Miles made a motion to approve the UDO Text amendment – mobile classroom ordinance 2026-36 as amended and is consist with the comprehensive land use plan. Commissioner Baxter seconded the motion and passed unanimously.

Small Area Plan and Downtown Master Plan

Director Lower told the board this is to authorize the town manager to negotiate next year's contract with NextEra Planning Services. The contract would include NextEra Planning Services, but it also guarantees amount no greater than two hundred and sixty-five thousand dollars, which is effectively the leftover professional services dollars from the admin budget from the economic development budget.

After questions from the board, Mayor Pro Temp Miles stated he would like to give a directive to authorize the Manager to negotiate and execute a contract with Nexus Planning Services, and not to exceed two hundred sixty-five thousand dollars. Mayor Harrison asked if this is the consensus of the board, and all agreed.

MANAGER'S REPORT

Manager Crosby stated at the upcoming small business event on June 16th it is the opportunity for small businesses in the community and those that are interested in doing business in our community to come and meet staff, leadership, and chamber leadership.

BOARD COMMENTS

Commissioner Roa asked what the Managers direction for economic development, are we looking to fill any positions there.

Manager Crosby, yes, we are working to come up with strategy to identify the skill set we will be looking for in a director.

DRAFT

Commissioner Roa asked if we have anything planned for the 4th of July?

Manager Crosby stated the Town does not have specifically planned for the Fourth of July, but we are working on a celebration honoring 250th anniversary of the country.

Commissioner Roa, I wanted to say thank you to the planning board for the work they do.

Commissioner Baxter, on May 26th I welcomed Brian Young, a rising junior at Brown University as a Devel Dog's pitcher and I encourage everyone to go out and support the team. Also, this is the time of year we get to celebrate people of the LGBTQ communities and offer our support.

Commissioner Baxter asked Manager Cosby, you were talking about the EDC director and when can we expect news on that.

Manager Crosby stated her goal is end of summer, early fall.

Commissioner Adams stated he wanted to thank the board and staff for calling and reaching out while he was sick. He stated he got updates on everything. He stated it make him feel like we are all family now.

Commissioner Davis stated she want to say congratulations to all our graduates and wish them the best endeavors We just had senior picnic this past Friday and want to just give thanks to the community that came out and showed support from our businesses, local businesses that provided sponsorships and meals. And then those that just came and volunteered, you know I am always about pouring into our youth., I would always wish all the men happy Father's Day.

Mayor Pro Temp stated I'll start off by welcoming Kyle back. I had opportunity to do a little walk on Saturday and was very impressed with the community of Sidney Creek.

I am not sure where we're at on the community garden. I know before we had funding for that. I'd like to put back out to the board, that there is a need and a desire for a community garden. And as always Unity through Community.

Mayor Harrison stated she is very excited to share we will be starting a mayor's economic development committee beginning in August, and Commissioner Roa has worked to pull together some information for me, and I've shared it with most of the board.

I would like to announce the mayor's youth council. Our mayor's youth council is going to be a civic and leadership group for our youth here in Zebulon. And those that go to school here in Zebulon. It is open to middle and high schoolers, and our first interest meeting will be tomorrow night June 2nd at six PM. The mayor's youth council will be like what you see here we will have, a junior mayor pro temp junior commissioners, a junior mayor, a junior clerk manager and a junior attorney. I am very, excited to introduce our youth to government, to leadership.

Also we will be hosting a three-day, Juneteenth event. It will begin on June eighteenth and that will be the education night. Our theme this year is to celebrate and educate. Thursday night will be the education piece. Friday night will be an art walk. Also, we will have a concert celebration at Nomeco Park, and so we have a featured artist. We'll have Zumba, we'll have bouncy houses for the kids.

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Commissioner Davis stated I had opportunity to do a business fair in Raleigh, And I was just excited to say how many entrepreneurs came up to discuss their excitement of wanting to come to the town of Zebulon.

Clerk Crawford I wanted to thank you for your support for the past couple of week while I was out sick. Thank you to Mary for stepping in and helping.

I would like submit my resignation as town clerk for the Town of Zebulon effective August 31, 2026.

CLOSED SESSION

Pursuant to NCGS 143-318.11(a)(5) Real estate acquisition for the purpose of parks

Commissioner Davis made the motion to go into closed session. The motion was seconded by Commissioner Baxter and accepted unanimously.

Commissioner Davis made the motion to come out of closed session. The motion was seconded by Commissioner Baxter and accepted unanimously.

The result of closed session no action was taken.

ADJOURN

There being no other business the meeting was adjourned.

Respectfully Submitted:

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Jessica D. Harrison – Mayor

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Kim Worley, MMC – Interim Town Clerk

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Town of Zebulon
Special Called Meeting and Budget Workshop #3
June 4, 2026

Board Members Present: Mayor Jessica D. Harrison, Mayor Pro Tem Quentin Miles, and Commissioners Kyle Adams, Sr., Shannon Baxter, Amber Davis, and George Roa.

Staff Present: Catherine Crosby-Town Manager, Jeremy Crawford-Town Clerk, Matt Lower-Planning Director, Teresa Piner-Main Street Manager, Shiela Long-Parks & Recreation Director, Rick Fletcher-Public Works Director, Chris Perry-Fire Chief, Anthony Puckett-Police Chief, Monique Merriweather-Yarborough-HR Director, Tonya Easterwood-Chief Information Officer, Nicole Crooms-Executive Assistant to the Town Manager, Bobby Fitts-Finance Director, Eric Pullen-IT Specialist, and Dan Hartzog, Jr.-Interim Town Attorney

CALLED TO ORDER

Mayor Harrison called the meeting to order at 5:04 pm.

ADVISORY STATEMENTS

Mayor Harrison read the advisory statement.

APPROVAL OF AGENDA

Mayor Harrison asked if there was a motion for consideration to approve the agenda. Commissioner Baxter made the motion to approve the agenda, and the motion was seconded by Commissioner Davis. There was no further discussion and the motion passed by a unanimous vote of 5-0.

OLD BUSINESS

Finance

Public Works faculties Capital Project Fund – Ordinance 2026-38
N. Arendell Ave. Improvements Capital Project Fund Ordinance 2026-39
Stormwater Improvements Capital Project Fund – Ordinance 2026-40
Fire Station #2 Capital Project Fund – Ordinance 2026-42

Manager Crosby introduced items one thru 4 and called Director Fletcher to the podium to report on these items. Director Fletcher spoke and shared feedback related to the funding of sidewalk repairs and improvement, and why his department was moving funds from the

capital project fund to the General Fund. Directors Fletcher responded to questions from the Board.

FY 27 Appointment of Tax Collector – Resolution 2026-23
Wake County Tax Report – March 2026

Director Fitts gave a report on the tax collector resolution and the Wake County Tax report. Director Fitts responded to questions from the board.

. Commissioner Baxter asked Clerk Crawford if the Board could approve the Finance items under one motion, and Clerk Crawford confirmed they could.

Commissioner Baxter made the motion to approve the Finance items one thru 4. The motion was seconded by Commissioner Davis.

There was no further discussion. Mayor Harrison called for a roll vote, and the following results were recorded:

- Commissioner Baxter – In favor
- Commissioner Davis – In Favor
- Commissioner Adams – In Favor
- Commissioner Roa – In Favor
- Mayor Pro Temp Davis – In favor

Parks & Rec Temp Closure

Director Long told the board the department is looking into responding to interest in markets or similar events in the downtown area. She told the board there is in capability to take on large-scale events at this time.

Mayor Harisson asked why we would need to close the alley. Director Long told the board there is a difference between a vehicle alley and pedestrian alley she explained the difference between a vehicle alley and a pedestrian alley and the need for the resolution.

After more discussion from the board Commissioner Baxter made the motion to amend the resolution to reflex closure of the alleyway from Horton to Vance that intersects the public lot, with the resolution expiring August 31st. The motion was seconded by Commissioner Adams and passed unanimously.

NEW BUSINESS

Streets & Stormwater Drainage Standards and Specifications Manual (Spec Book)

Director Fletcher presented a slide show and gave a summary about what the spec book is and explained to the board why it needs to be updated.

After discussion from the board Commissioner Baxter made a motion to instruct the Town Manager Crosby to enter into a contract with LBJ Engineering for no more than $112,800 to create a street and stormwater drainage standards and specifications manual. The motion was seconded by Commissioner Roa and accepted unanimously.

Presentations

FY 2027 Budget Presentation #3

Town Manager Crosby shared the timeline on which the staff and board has been working on this budget. She stated she has been receiving feedback from the board as well as the community.

She shared her slide presentation of the budget information.

Town Manager Crosby stated key consolidating initiatives. Throughout the budget presentation today each department will talk about some key initiatives that they are working on, and they'll focus on financial stabilization, capital and asset readiness, growth and strategic alignment, organizational capacity, accountability and performance. The stabilization budget really focuses on ensuring that we continue to meet our core services. Prioritize capital needs and debt commitments. And then moving into the next year, preparing for our growth, we focused on our CIP, our facilities assessment, Budget software and other key planning tools to help us be more efficient and effective in our financial planning. We deferred most of our staffing requests. We did not acquire any new positions. We had several fleet facilities stormwater recreation infrastructure requests that were also deferred.

After each Department Director gave their presentations and had discussions and questions from the board. Mayor Harrison asked if the Board had any other questions, and hearing none, turned the floor over to Manager Crosby for her final presentation comments.

Manager Crosby spoke to her slides, providing content on topics including risks carried forward & FY 2028 looking ahead. Manager Crosby responded to questions from the Board.

Clerk Crawford reminded the Board and attendees that the Town website will continue to accept public feedback until June 12, 2026, at noon, and he thanked the community for the submissions that have been received thus far.

Mayor Harrison asked if the Board had any other questions or comments, and hearing none she moved on to the next item.

BOARD COMMENTS

Mayor Pro Temp Miles stated told the board we didn't get in this position here overnight. So, we solve the problems that we're solving. He stated It's just a matter of working together to figure out how we do it. To the staff, we're going to do everything we can to make this budget work for this time frame and figure out the future as well, but only together can we do it: Unity through community.

Commissioner Roe thanked the Manager and Staff for putting the budget together. I just wanted to be clear with the board and with you that, I ran on being fiscally, responsible, and I made a promise to the people that voted me in here to make sure to look at this budget, take my time, ask questions, be thorough.

Commissioner Davis thanked Manager Crosby for putting together a proposed budget that was easy to understand, and that focused on identifying and solving the issues.

Commissioner Adams thanked the manager and staff for their efforts in putting together the proposed budget.

Commissioner Baxter thanked everyone for the job well done.

Mayor Harrison thanked everyone for their efforts, and she stated she appreciated that everyone shows up and do a good job on the budget.

Town Manager Crosby stated she wants to say thank you to the director and teams. I recognize I could not be successful without them. Thank you all for being here with me and supporting me and helping us work through these challenges together.

CLOSED SESSION

Commissioner Davis made the motion to enter closed session pursuant to NCGS 143-138.11(a)(5) – real estate acquisition for the purposes of parks. The motion was seconded by Commissioner Roa. There was no further discussion and the motion passed by a unanimous vote of 5-0.

Commissioner Baxter moved to adjourn the meeting, and the motion was seconded by Commissioner Davis. There was no further discussion and the motion passed by a unanimous vote of 5-0.

The results of closed session was no action taken.

Adopted this the 8rd day of September 2026.

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Jessica D. Harrison – Mayor

SEAL

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Kim Worley, MMC – Interim Town Clerk

Zebulon Board of Commissioner
Special Called Meeting
June 15, 2026
4:00 PM

Mayor Harrison called the special called meeting to order.

Present were Mayor Jessica D. Harrison, Commissioner Shannon Baxter, Commissioner Kyle Adams, Commissioner Amber Davis, Mayor Pro Temp Quintin Miles, and Commissioner George Roa.

Staff present were Town Manager Catherine Crosby, Town Clerk Jeremy Crawford, Police Chief Anthony Puckett, Fire Chief Chris Perry, Executive Assistant to the Manager Nicole Cromes, Chief Information Officer Tonya Easterwood, Public works Director Rick Fletcher, Deputy Police Chief Robert Grossman, Zebulon Main Street Manager Teresa Piner, Planning Director Matt Lower, Finance Director Bobby Fitts, Parks and Recreation Director Shiela Long, Communication Director Heather Louise Finch and Interim Town Attorney Scott Daubenspeck.

ADVISORY STATEMENT

Mayor Harrison read the advisory statement.

APPROVAL OF AGENDA

Mayor Harrison told the board that there is some reordering in the agenda, where items will be moved around, but not changed.

Commissioner Baxter made the motion to approve the agenda. The motion was seconded by Commissioner Adams and accepted unanimously.

CONSENT AGENDA

PEG Media Contract

Commissioner Baxter made the motion accept the PEG media contract. The motion was seconded by Commissioner Adams and accepted unanimously.

OLD BUSINESS

Director Lower told the board that to complete the special use permit process they are required to adopt a written statement. This statement shall match the vote to deny the special use permit.

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Commissioner Baxter reclused herself from the vote, stating that she did not vote in the original motion to deny, so she feels like she should not vote in this one.

Commissioner Davis made the motion to adopt the written statement of denial. The motion was seconded by Commissioner Roa and passed with a 4 – 0 vote. The vote is as follows.

- Commissioner Davis – in favor
- Commissioner Adams – In favor
- Commissioner George Roa – In favor
- Mayor Pro Temp Miles – In favor
- Commissioner Baxter – Reclused

NEW BUSINESS

Faison Rd Water Sewer Extension

Director Lower presented a presentation of the purposed water utility merger agreement with Raleigh's water. It states utility extensions within Zebulon's ETJ service area require prior approval from the Zebulon Board of Commissioners. The board recently voted to deny two annexations. This is one of the two annexation requests, and their representatives are here to request this written statement for utility extension.

Collier Marsh with Parker Poe at 301 Fayetteville Street here on behalf of KB Home. We appreciate your consideration of this request. The board voted at a meeting about a month back to deny the annexation of that property. The property remains under the planning jurisdiction of the town, and so it must be developed under the town standards, which include development that has sewer and city water. What's before you tonight is just a part of your merger agreement with the City of Raleigh, it then puts us into a different category we just need to have your written approval. It doesn't change your obligations. It just means that the City of Raleigh will, in fact, provide water and sewer to this property.

After discussion by the board concerning this property, Commissioner Baxter made the motion to sign this merger agreement. The motion was seconded by Commissioner Adams and passed with a vote of 4 – 1. The vote is as follows.

- Commissioner Baxter – In favor
- Commissioner Adams – In favor
- Commissioner Davis – In favor
- Commissioner Roa – In favor
- Mayor Pro Temp Miles – Opposed

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Temple Johnson Rd Water Sewer Extension

Director Lower presented a presentation on the water sewer extension.

Sean Smith, 4030 Wake Forest Road I'm here on behalf of Radiant Properties Group and I'm one of the owners of the property asking for the approval of the water sewer extension agreement.

After discussion from the board Commissioner Baxter made the motion to approve. The motion was seconded by Commissioner Adams and passed with a 4 – 1 vote. The vote is as follows

- Commissioner Baxter – In favor
- Commissioner Adams – In favor
- Commissioner Davis – In favor
- Commissioner Roa – In favor
- Mayor Pro Temp Miles – Opposed

PRESENTATIONS

Budget Work Session

Town Manager Crosby told the board she did not create a presentation for the meeting because she wanted it to be more of a question-and-answer session.

Mayor Harrison and the board shared their positions on reducing the amount of spending in different areas, adding police officers, fireworks, Christmas parade and events, record digitization and more.

There being no more discussion, the mayor and board thanked Town Manager Crosby and staff for answering their questions and working hard on this budget.

Nomaco Park

A presentation was presented where they shared background of the timeline of the stadium current events, and improvements to be made to the stadium.

After questions from the board, the board thanked them for coming and providing an update.

BOARD COMMENTS

Mayor Harrisson announced the students have been selected to serve as the inaugural members and advisors of the Mayor's Youth Council. She told the board she and the students are very excited to start this program.

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Commissioner Roa told everyone that I hope you do come and share your feedback on the budget with the town we work for you. And this is your money. If you don't like some of these things, this is the opportunity to speak up.

Commissioner Baxter stated she looks forward to adopting the budget and moving forward with all the exciting programs the town has to offer.

Commissioner Davis asked the staff to be responsible with the budget. I commend you on the efforts you have done so far on the budget.

There being no other business Commissioner Davis made the motion to adjourn. The motion was seconded by Commissioner Baxter and accepted unanimously.

Adopted this 8th day of September 2026

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Jessica D. Harrison
Mayor

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Kim Worley, MMC
Interim Town Clerk

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Town of Zebulon
Budget Public Hearing
June 22, 2026
6:00 PM

CALL TO ORDER

Mayor Harrison called the Zebulon Board of Commissioner to order and gave the invocation.

Present were Mayor Jessica D. Harrison, Commissioner Roa, Mayor Pro Temp Quentin Miles, Commissioner Amber Davis, Commissioner Kyle Davis and Commissioner Shannon Baxter.

Staff Present were Town Manager Katy Crosby, Town Clerk Jeremy Crawford, Director Matt Lower, Director Rick Fletcher, Director Sheila Long, Director Bobby Fitts, Fire Chief C. Perry, Police Chief Anthony Puckett.

ADVISORY STATEMENT

Mayor Harrison read the advisory statement.

APPROVAL OF AGENDA

Commissioner Davis made the motion to approve the agenda. The motion was seconded by Commissioner Baxter and accepted unanimously.

CONSENT AGENDA

Commissioner Baxter made the motion to approve the consent agenda. The motion was seconded by Commissioner Davis and accepted unanimously.

OLD BUSINESS

<u>FY 2027 Budget Public Hearing – Budget Ordinance 2026-46</u>

Town Manager Cosby we were able to reduce the budget from $28.5 million to right under $28 million and kept the tax rate the same. She stated she wants to highlight $2.53 million are projects the board appropriated in FY '26. These projects are in process, but for staff to move forward with those projects, we need to reappropriate them in FY '27. The original budget is down by $27.99 million.

At this time Mayor Harrison opened the meeting up for public comments regarding the budget and asked for speakers to come to the podium.

Beverly Clark stated when she resigned from the board last year, she spoke about her lack of confidence in the board, and I am here because I still lack confidence in the board and their solution is to raise their salaries and training. Leaders should be willing to sacrifice a

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raise and travel. Being a commissioner is a service position not a selfish position. She stated there are cuts that can be made and the board needs to make deeper cuts look at the math and make the citizens of Zebulon a priority.

Opie McCoy, from Pearce Road

The board should be able to just approve a good balanced budget. It needs to be thought out thoroughly. I know it takes time. I know the hours that you spend going through these budgets and looking at every single line item and trying to figure out what is essential and what isn't. But please, do not pass a budget that doesn't balance. You cannot spend money you don't already have in hand.

Kelly Hamilton told the board her family history is here in Zebulon We've got a big deficit and proposals to increase elected officials' pay and perks, while commercial development lags. I respectfully urge the board to scale back compensation to responsible peers until the deficit is fixed. Prioritize economic development that delivers grocery anchored shopping centers and restaurants that residents can use. Lead by example, freeze these raises and perks, focus on every dollar, closing the gap and attracting the amenities that match our explosive growth.

Scott Carpenter from Downtown Zebulon stated I oppose this budget. The budget needs to be fixed before you approve it. It includes 2.4 million or 1. 8-million-dollar shortfall, but a deficit is a deficit. He stated today's million-dollar budget mistakes become tomorrow's tax bills. Zebulon can strengthen its financial situation by applying common sense. Rebuild reserves. Strengthen financial stability and protect taxpayers from future budget crises.

Karen Pierce Orndoff of Dukes Lake Road stated she is against the budget and talked about the reasons. She stated, "We can't appreciate the town if you don't give us a reason to."

Dale Barris stated he is against the budget and told the board to take care of Zebulon first and spend money wisely and do not go into fund balance.

Doctor Cronin stated he was again the budget and reminded the Commissioners to be good public stewards of the town and their money.

Town Clerk Crawford told the board that he received about 25 statements. These statements are attached as part of the minutes.

There being no other comments Mayor Harrison closed the public hearing.

BOARD COMMENTS

Commissioner Roa stated we heard from thirty- five different people against this budget, and we didn't hear from anyone for this budget. Our expenditure is outpacing our revenues, and we haven't done anything to address that. And we are stewards of taxpayer money. A lot of people have shown up here or have messaged in to not approve this budget, So I would just ask that you reconsider and redirecting this budget back with the town manager to make more extensive cuts.

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After more discussion from the board on the budget.

Commissioner Davis made the motion to approve the budget as amended with the correction to the Parks and Recreation budget special events line. The motion was seconded by Commissioner Baxter and passed with a vote of 3-2. The vote is as follows:

- Commissioner Roa – Opposed
- Mayor Pro Temp Miles – In favor
- Commissioner Davis – In favor
- Commissioner Adams – In favor
- Commissioner Baxter – In favor

The board thanked Town Manager Crosby and the staff for all the hard work they put into getting this budget to them and creating a plan to move forward.

Mayor Harrison stated she wanted to thank Ms. Lecreta Moore for her hard work on getting the Juneteenth celebration set up. She stated it was a big event open to the public and we had a good turnout. She thanked her and all the volunteers for their service to the community.

ADJOURN

Commissioner Davis made the motion to adjourn. The motion was seconded by Commissioner Baxter and accepted unanimously.

Adopted this 8th day of September 2026

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Jessica D. Harrison – Mayor

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Kim Worley, MMC- Interim Clerk

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Zebulon Board of Commissioners
Regular Meeting Minutes
August 3, 2026
6:00 P.M.

Board of Commissioners Present: Mayor Jessica Harrison, Mayor Pro Tem Quentin Miles and Commissioners Kyle Adams, Sr., Shannon Baxter, Amber Davis, and George Roa.

Staff Present: Catherine Crosby-Town Manager, Kim Worley- Interim Town Clerk, Sheila Long-Parks & Recreation Director, Anthony Puckett-Police Chief, Matt Lower-Planning Director, Chris Medina-Planner, Star Brantley-Planner, Hether Louise Finch-Communications Director, Chief Chris Perry– Fire Chief, Rick Fletcher- Public Works Director and Dan Hartzog, Jr.-Interim Town Attorney.

CALLED TO ORDER

Mayor Harrison called the meeting to order.

PLEDGE OF ALLEGIANCE

Commissioner Roa led the Pledge of Allegiance.
Commissioner Adams led the board in a moment of grace.

APPROVAL OF AGENDA

Mayor Harrison asked the board to approve the agenda.
Commissioner Roe asked Mayor Harrison to amend the agenda on the consent agenda under planning on Item 1. Annexation application fee waiver and add it as Item 1 under Old Business. Commissioner Baxter made the motion to approve the amended consent agenda with Commissioner Adams seconding it. The motion passes unanimously.

PUBLIC COMMENT

Mayor Harrison opened the Public Comment Period and recited the Town's rules. Interim Town Clerk Kim Worley stated she did not have any comments from the website. Mayor Harrison called the speakers to the podium.

Jessica Bess who resides at ten ninety-nine Channel Drop Loop in Sydney Creek. So, I am speaking tonight as a program manager, a risk management professional, and a systems thinker. I am here to share an impact analysis based on a data driven risk assessment regarding the town's current fiscal trajectory. And it's correlation to our rapid infrastructure

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growth. According to the recent State Auditor's report, the municipal operations are facing a structural deficit, along with a clear need for stronger internal governance, and procurement processes. To balance the current operational deficit, the board voted to re allocate from long-term capital reserves to general operations. While this does handle the immediate budget on paper, delaying critical capital projects creates long-term structural risk for our expanding town. As a resident on the eastern flank of Zebulon, where our borders are tightly constrained by the Johnston County line, this infrastructure delay introduces significant operational vulnerabilities. We have already permitted hundreds of new single-family homes in planned developments like Old Bunn Road, Zebulon South and Barrington. However, adding further residential density, while pausing the safety infrastructure needed to support it, introduces a resource imbalance. Furthermore, a geographical assessment reveals that we are rapidly running out of Land inside of Wake County line. With less than one thousand buildable acres of uncommitted vacant land remaining, if we permit traditional low-density subdivisions to consume this final footprint, we permanently limit Zebulon's long term revenue potential. Therefore, rather than halt in progress, we implore both the town and our development partners to revisit the integration of high-density mixed-use zoning frameworks on pending projects. While we recognize that pivoting to a mixed-use model may lengthen the initial project timeline for builders. Continuing to build standard single-family homes will place new and existing residents under immediate infrastructure strain. Over time, residential property taxes alone simply cannot mathematically sustain the long-term utility, road, and public safety debt created by a suburban sprawl. From a systems perspective, our limited remaining acreage must be strategically prioritized for light industrial logistics, commercial flex space, and mixed-use condo hubs. These frameworks maximize our commercial property tax and local sales tax yield per square foot, generating the robust, diversified revenue required to eliminate the operational deficit. Currently, the guardrails that are working to be put in place, I would love to offer to help with that as my profession is risk and program management for over the last fifteen years. To accelerate this transition and actively reduce the deficit. The town can introduce innovative frameworks that place direct ownership back into the hands of our residents. For example, Hiring trained professionals as staff who are equipped to handle town maintenance would allow for a more responsive model versus opening an RFP for town structural issues. Also, by utilizing a public-private open access infrastructure model, the town can own the underlying digital conduits while allowing community-led subscriber-owned utility cooperatives.

My name is Scott Carpenter, and I live in downtown Zebulon. Citizens want to be heard. They want to be respected. They want access to public information, and they are offering solutions. Let's look at the facts. On June 22, public budget hearing, citizens filled town hall and thirty-five spoke for more than an hour. They requested stronger governance, oversight, accountability, and better information. Not one person spoke in favor of the budget. This board responded by adding another hundred thousand dollars to the budget and approving it by a four - to- one vote, leaving many residents feeling unheard. Forty-one days ago, I submitted a public records request. Five items remain incomplete and fifteen items remain completely unanswered. I requested existing records supporting budgets,

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expenditures, and audits information that should have been available to every citizen before the budget hearing. So, that the public could provide informed input before the vote. Thirteen days ago, I submitted an unsolicited report offering forty -one recommendations to strengthen the town's response to the state auditor's findings through better governance, transparency, and accountability. Two hundred ten days ago, a citizen was gaveled before completing his public comments. To my knowledge, he has never been invited back to finish what he had to say. Those are not isolated events. They reflect the same underlying concern. Citizens want a local government that is transparent, accessible, accountable and respectful of every citizen. Today many no longer believe that they have that. Trust will not be restored through speeches, prepared statements, crisis management meetings, photo opportunities or taxpayer funded travel It will be restored by being good stewards of taxpayer dollars, respecting citizens, increasing transparency, and delivering measurable results. That's how confidence is rebuilt.

INTRODUCTION

Mayor Harrison welcomed Kim Worley as the interim Town Clerk and stated she looked forward to working with her.

CONSENT AGENDA

Commissioner Baxter made the motion to approve the consent agenda, as amended by moving the Annexation Application fee waiver to Old Business. The motion was seconded by Mayor Pro Tem Miles and passed unanimously.

PRESENTATIONS

Growth and Development Update

Mr. Matt Lower Planning Director presentations this evening is about building the next phase of Zebulon's growth. I'd like to start by saying that the next phase of Zebulon's growth really starts with the people who help administer day- to- day operations within the Planning Department. And I am pleased to share that our planning department is back at full staff in terms of its planners. And our newest planner is here, Brooke Kongmany. Director Lower presented a slide show.

OLD BUSINESS

Annexation Application Fee Waiver

Mayor Harrison stated this item was pulled from the consent agenda and added to old business.

Director Lower stated as background, he don't have authority to waive fees in the fee schedule only the board has this authority. Any request would have to come before them.

DRAFT

Commissioner Baxter made the motion to approve the application fee waiver for the phase 1 track from the Temple Johnson application. The motion was seconded by Commissioner Adams and passed with a 4 to 1 vote. The vote was:

- Commissioner Roa – In Favor
- Commissioner Baxter – In Favor
- Commissioner Adams – In Favor
- Commissioner Davis – In Favor
- Mayor Pro Tem Miles - Opposed

NEW BUSINESS

Temporary Designation of Deputy Finance Officer – Resolution 2027-01

Manager Crosby stated the board needs to temporarily designate a deputy finance officer for the purposes of pre audit certification, and she is recommending Chief Chris Perry be designated as that person. As you all are aware, Bobby Fitz has announced his retirement, and this will help us as we go through the search process. This is only for pre audit certification later I'll talk to you about CFO services that will be provided temporarily in support of Chief Perry as he starts his new position.

Commissioner Roa stated he has concerns that we need to have a fidelity bond. The person signing for your preaudit, so do we have one for him already?

Manager Crosby, we don't have one for him currently, but we will have that in place when the new consultant comes on.

Commissioner Roa stated we can't let him start according to the pre- audit laws. He can't be appointed and served until he has a bond because then what we're doing is the board is allowing him to sign when there is no bond. So, if there is something that goes wrong, it's an immediate fine in the audit if we have a department without a finance director who's bonded, and we have a deputy director operating.

Manager Crosby stated I would ask if the board would grant me permission to appoint him once we get the bond. Otherwise, we cannot do any business until the board meets again. I have a meeting tomorrow with the consultant. Unfortunately, the timing of what has happened over the last few days, I am trying to make sure that we keep the operations going.

After more board discussion, Commissioner Davis made the motion to go into closed session in accordance with NCGS 143-318.11(a)(6) personnel. The motion was seconded by Commissioner Baxter and accepted unanimously.

DRAFT

Commissioner Baxter made the motion to come out of closed session. The motion was seconded by Commissioner Adams and accepted unanimously.

Commissioner Baxter made the motion to appoint Manager Crosby as temporary finance officer. The motion was seconded by Commissioner Davis and passed with a vote of 3 – 2. The vote is as follows:

- Commissioner Baxter – In Favor
- Commissioner Adams – In Favor
- Commissioner Davis – In Favor
- Commissioner Roa – Opposed
- Mayor Pro Tem Miles – Opposed

Commissioner Roa stated just for the record, Manager Crosby does not have a bond, and there is no separation of duties.

Commissioner Baxter made the motion designating Manager Cosby as finance officer contingent upon her being bonded. The motion was seconded by Commissioner Davis and passed with a 3 – 2 vote. The vote is as follows:

- Commissioner Baxter – In Favor
- Commissioner Adams – In Favor
- Commissioner Davis – In Favor
- Commissioner Roa – Opposed
- Mayor Pro Tem Miles – Opposed

<u>FY 2026 Consolidated Budget Amendment – Ordinance 2027-01</u>

Manager Crosby stated in the budget amendment; there's several things. The first is that there were several items that were to be rolled over. And normally we do a rollover and pull from fund balance. Instead, we are reallocating funding from the police department salary line that was overstated in the original budget to the items that should have rolled over rather than pulling it from fund balance. And then the other item is the strategic plan, just reappropriating it in the current fiscal year. The money has already been encumbered.

Commissioner Roa, how did we get to the one point nine million dollars for the street project? In last year's budget, we had four hundred forty thousand dollars appropriate for that.

Director Fletcher stated it was allocated in the FY 2026 budget. It was not moved to a capital budget, so we rolled it over to this year's budget. And now we're moving it into a capital project budget.

DRAFT

Commissioner Baxter made the motion to approve the FY 2026 Consolidated Budget Amendment – ordinance 2027-01. The motion was seconded by Commissioner Davis and passed with the vote as follows:

- Commissioner Baxter – In Favor
- Commissioner Adams – In Favor
- Commissioner Davis – In Favor
- Commissioner Roa – In Favor
- Mayor Pro Tem Miles – In Favor

Cherry Bekaert Professional Services Support Contract

Commissioner Davis made a motion to table the contract. The motion was seconded by Commissioner Adams and accepted unanimously.

Building Upfit Grant – Resolution 2027-02

Sheila Long Parks and Recreation Director stated the building uplift will provide a tool for the Town to support businesses to create a thriving economic environment. Director Long presented a slide presentation and told the board staff recommends adoption of resolution 2027-01.

After question for the board Commissioner Baxter made a motion to adopt the resolution 2027-01 building upfit grant policy. Commissioner Davis seconded the motion, and the motion passed unanimously.

HUD Grant Authority – Resolution 2027-03

Director Long told the board this resolution 2027-03 will consider authorization of the town to execute necessary documents and agreements to receive Federal assistance for downtown revitalization. Director Long stated staff recommends adoption of the resolution 2027-03 authorizing the Manager to execute necessary documents to access the Federal allocation for downtown revitalization.

After question from the board Commissioner Baxter made the motion to adopt the resolution 2027-03 HUD grant authority. The motion was seconded by Commissioner Adams and passed unanimously.

Main Street Boundary – Resolution 2027-04

Director Long stated the resolution will endorse a request to the department of commerce to expand the Main Street Boundary to include adjacent parcels with development potential. She presented slides to show the parcels. She stated staff recommendations

DRAFT

are to adopt resolution 2027-04 supporting the request to expand the Main Street boundary to include adjacent parcels with development potential.

After question from the board Commissioner Baxter made the motion to adopt resolution 2027-04 Main Street Boundary. The motion was seconded by Commissioner Davis and passed unanimously.

LWCF Application Submission Resolution 2027-05

Director Long told the board this resolution will seek a grant for redevelopment of community parks and authorizes the mayor and staff to execute necessary documents. She stated staff recommends seeking the LWCF grant for redevelopment of community park and authorizing the mayor and staff to execute necessary documents to apply for and receive award funds.

After questions from the board Commissioner Adams made the motion to adopt resolution 2027-05 LWCF application submission. The motion was seconded by Commissioner Baxter and accepted unanimously.

Faison Tract Annexation – Ordinance 2027-03

Aaron Gunderson, Planner stated the board will consider an annexation of two parcels of W. Gannon Avenue (PIN#1795123608 and 1795038323). The request is made by Beth Blackmon on behalf of Timmons Group. The applicant is planning a conservation subdivision covering the area of the proposed annexation. The property is currently inside of the town's ETJ and zoned residential suburban (R2). There will be no zoning map amendment requested.
Staff recommends approval of the proposed annexation as the public benefits of annexation outweigh the benefits of leaving the property on corporate.

Mayor Pro Temp Miles asked if it could be where it has an HOA, can we implement some standards there?

Director Lower stated the town currently does not have regulatory authority, how a builder structures an HOA. We do require that most subdivisions of this type have an HOA. But we don't have any standards about how HOA operates or enforcement authority.

Mayor Harrison stated the public hearing is the opportunity for the public to express thoughts, ideas, concerns and opinions regarding the proposed requests to the Board of Commissioners. The Board of Commissioner staff and applicants will not engage in dialogue at this time if the public has questions pertaining to the annexation request, please contact town staff or the applicant following the annexation public hearing. And now with the instructions covered, I want to open the public hearing regarding the

proposed annexation. If you wish to speak on the proposed annexation, please come to the podium.

I am Collier Marsh with Parker Poe here on behalf of the applicant. We appreciate the board taking up this annexation, and we're just here to answer any questions that you may have. The clerk stated she was not aware of any comments on the website or email.

Mayor Harrison stated with no more comments she would now close the hearing and asked for a motion from the board.

Commissioner Davis made a motion to adopt the ordinance 2027-03 for annexation of Wake County pin (1795123608 and 1795038323) into Zebulon corporate boundaries. The motion was seconded by Commissioner Baxter and passed with a vote of 4 to 1. The vote was as follows:

- Commissioner Roa – In Favor
- Commissioner Baxter – In Favor
- Commissioner Adams – In Favor
- Commissioner Davis – In Favor
- Mayor Pro Temp Miles – Opposed

<u>Temple Johnson Road Annexation – ordinance 2027-04</u>

Director Lower stated 201 Temple Johnson Road. As you consider annexing the property into the zoning of town limits the UDO provides standards in which the board must consider the property, in this case 131 and 201 Temple Johnson Road. We have two pins for annexation : (2705526808, 2705620848).

Director Lower stated the first additional note here is that our downtown core district allows for a variety of affordable mixed product housing types as well as mixed use commercial. And it's very much urbanizing district. A fiscal impact assessment for this project has been provided in a manner consistent with comprehensive plans, annexation and growth management policy M. As for wet utility service because the town has provided approval for extraterritorial water and sewer service. Staff recommends approval of the proposed annexation as we believe that the public benefits of annexation in this case outweigh the benefits of leaving the property unincorporated.

Commissioner Adams asked how soon is the potential of seeing that tax revenue? What kind of tax revenue are we looking at?

Directory Lower stated typically within two to three years from when the construction permit is granted.

DRAFT

Mayor Harrison opened the public hearing and restated the public hearing is the opportunity for the public to express thoughts and ideas and concerns and opinions regarding the proposed request of board. The board of commissioner's staff and applicants will not engage in dialogue at this time. If the public has questions pertaining to the annexation request, please contact town staff or the applicant's office.

There being no public comments, Mayor Harrison closed the public hearing.

Commissioner Baxter made the motion to adopt ordinance 2027-04 for the annexation of Wake County PINS; (2705526808, 2705620848) that the corporate boundaries find with the standards of section 2.2.4 The motion was seconded by Commissioner Adams and passed with a 4 – 1 vote. The vote was as follows:

- Commissioner Roa – In Favor
- Commissioner Baxter – In Favor
- Commissioner Adams – In Favor
- Commissioner Davis – In Favor
- Mayor Pro Temp Miles – Opposed

Judd/Arendell Signal Capital Project Fund – Ordinance 2027 -02

Rick Fletcher Public Works Director states that the installation of traffic control improvements at North Arendell Avenue and Judd Street is necessary to support safe emergency vehicle access from the new Fire Station on West Judd Street. At a minimum, an emergency vehicle traffic control signal (flasher) is required to provide preemption capability.

Director Fletcher told the board that staff recommends the board approve establishment of a capital project fund for traffic control improvements at North Arendell Avenue and Judd Street.

After discussions, Commissioner Davis made the motion to adopt Ordinance 2027-02 Judd Arendell Signal Capital project fund. The motion was seconded by Commissioner Baxter and the motion passed unanimously.

Janitorial Services – Resolution 2027-06

Directory Fletcher stated Citywide Solutions has consistently provided high-quality service as the current provider. Staff recommends awarding a new contract to Citywide Solutions of North Carolina based on their proven performance and familiarity with the town facilities.

After board discussion Commissioner Baxter made the motion to adopt resolution 2027-06 for janitorial services. The motion was seconded by Commissioner Ro and accepted unanimously.

DRAFT

MANAGER'S REPORT

Town Manager Catherine Crosby stated as the board is aware, Bobby has announced that he will be retiring at the end of August. I'm grateful that he has agreed to continue supporting the town through his transition. Over the last several months, our internal controls and financial operations have received an incredible amount of scrutiny. The scrutiny has placed the finance department, a department that typically does much of its work behind the scenes, squarely in the spotlight. Even as we continue the important work of strengthening our financial operations, I want to take a moment to acknowledge Bobby's commitment and service to the town of Zebulon.

Bobby started his career with Zebulon and has been a stabilizing presence through a significant amount of organizational transition. In the mist of adversity, he continued to show up as a professional and a team player. The last six months have been particularly intense. A new town manager arrived in the middle of budget season. We have experienced a significant increase in public records requests focused on our financial operations. At the same time, the finance team has been operating with limited capacity while managing the day-to-day responsibilities necessary to keep the town running. On a personal level, I appreciate the many late nights. Bobby spent helping me work through my first budget. I also came to appreciate his dry sense of humor and the quiet strength that sometimes showed up when I least expected it. Leadership in local government is not easy. In many ways, leading a public organization carries the same pressures and responsibilities as leading a corporation, and sometimes more.

Without the same level of compensation. What makes up the difference for many of us is the satisfaction that comes from knowing our work serves a community and contributes to something larger than ourselves. Sometimes in the mist of disagreement, scrutiny, and accountability, it is easy to forget that there are people behind these positions. They have families, they have emotions, they have lives outside of work and challenges that may never be visible to the public they serve. Accountability is an essential part of public service, and it should be. But accountability and humanity do not have to be at odds with one another. Kindness, grace, and respect can go a long way in allowing people to maintain the sense of purpose and pride that brought them to public service in the first place. The town has lost a significant amount of institutional knowledge over the last several years. Change is inevitable, and sometimes it is necessary, But the pace of change can have real implications for employees' organizational morale and service delivery.

As we move through this next transition, I ask our employees, our board, and our residents to give us the space and patience necessary to manage the responsibly while continuing to hold us accountable for delivering the level of service our community deserves. And to Bobby, thank you for your years of service to Zebulon, for helping me navigate these first six months and for continuing to support the organization as we prepare for this transition. I wish you and your family the very best in your retirement.

DRAFT

BOARD COMMENTS

Commissioner Adams stated I do want to praise Commissioner Davis's' camp. She and I were able to get together and bring some kids together playing basketball. The program is called" Latest Nightlights." It's every Friday night from six to nine. It's mentorship; it's fun. We have parents that are filming; they've been a blessing. There is no money that's coming from the town; we're doing this ourselves. I encourage you all to come out this Friday night. It's all about the kids. as Mayor Pro Tem says, "community unity through community." And that's what it's about, guys. It's not about votes; it's not about the likes; it's about the kids.

Commissioner Baxter told the board she had the opportunity to meet with the consultants that are helping us formulate our strategic plan and update and it was a fantastic experience. I know they're going to bring back to us something truly incredible. The conversation that I had kind of reignited all the passion that I have for this awesome town.
I received a scholarship for this school it included airfare and hotel. The only cost for the town was one hundred dollars.

And then at the end of this month, I will be attending the Hunt Institute Policy Fellows Program. It's going to take place over three weekends in three months. Being invited to this program means that the Heidt Institute will be covering not only the cost of the entirety of the program, but they will also be paying for the hotels in different cities where these three - day weekend trainings take place. I look forward to coming back with some tools to be able to strengthen education in our community from early childhood up through workforce development and careers.

Commissioner Roa stated I would like to ask if staff can really work hard to get us the agenda within the already set time frame. It does make it hard for us to review everything. This isn't directed at the clerk, it's just a comment. Also make sure the public gets a copy of it within that same timeframe. We want the public to have input and to come and say things. They need to know what we're talking about. So hopefully we can work on that. And I just wanted to acknowledge all of Town Manager Crosby's work that she's doing. It is difficult managing transition after transition, but we appreciate you.

Mayor Harrison lastly, Manager Crosby and I discussed this earlier today. I saw something recently with one of our local businesses, The Purple Shoe. It's an extremely great business that supports our community as well as outside of our community who maybe struggling. So, I've asked Manager Crosby to reach out to them. And to see what, if anything, we can do to assist them. I will be going out there this week as well. And lastly today is my husband and I's thirteenth wedding anniversary. So, thank you, honey, for being here tonight at this meeting. This is how we are spending our wedding anniversary. We renewed our vows yesterday and we had a great time. And so, to him, thank you for sharing me with the city and with the community. And, thank you for doing it in a way that continues to support and encourage me.

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Thank you all so much. As everyone knows, we didn't have any official meetings in the month of July, but please know that all of us were still very hard at work, getting things done. And ensuring that we're networking to build relationships, not just within this community but outside the community as well. And to the board, thank you. You all work hard for our community. We're continuing to work. We don't have it all right, we don't have it all wrong. And so, we thank you for your continuous support. We thank you for your vocalness within the community, not just in the room but also online. Thank you for keeping us on our toes and for ensuring that we understand the weights. We understand your passion for the community you live in, you are growing in.

CLOSED SESSION

Commissioner Baxter made the motion to go into closed session pursuant to NCGS 143-318.11(a)(3) attorney client privilege, NCGS 143-318.11(a)(5) real estate acquisition and NCGS 143-318.11(a)(6) personnel. The motion was seconded by Commissioner Roa and passed unanimously.

Commissioner Baxter made the motion to come out of closed session. The motion was seconded by Commissioner Davis and passed unanimously.

The results of closed session no action was taken.

ADJOURN

Commissioner Adams made the motion to adjourn the meeting. The motion was seconded by Commissioner Baxter and passed unanimously.

Respectfully Submitted:

_____
Jessica D. Harrison – Mayor

_____
Kim Worley, MMC – Interim Clerk

DRAFT

Zebulon Board of Commissioner
Emergency Meeting
August 5, 2026

CALL TO ORDER

Mayor Harrison called the meeting to order.

Board Members Present: Mayor Jessica D. Harrison, and Commissioners Kyle Adams, Sr., Shannon Baxter, George Roa, Amber Davis and Mayor Pro Temp Quientin Miles

Staff Present: Catherine Crosby-Town Manager, Kim Worley-Interim Town Clerk, and Dan Hartzog, Jr.-Interim Town Attorney.

CLOSED SESSION

This meeting was advertised as a closed session in error by the town clerk. It should have been t an emergency meeting regular session.

Commissioner Roa made the motion to amend the agenda. The motion was seconded by Commissioner Davis and accepted unanimously.

Attorney Hartzog, Jr. stated because it was an error put on there, and we have addressed it and realized and said, we don't need to make a motion. We've already done that. All we have to do is state from somebody on that board that you know, this was an error. And it will be taken off the agenda for the minutes' purpose, and it will be stated in the minutes. That it was an error put on the agenda in error by the clerk, and it was no action taken on it because of that.

Commissioner Baxter stated I would like to just make a statement a mistake was made on the agenda. The resolution 2027-01 has already been addressed. It will be taken off the agenda for the minutes or reflected in the minutes that it was a mistake made by the clerk.

Mayor Pro Temp Miles made the motion to approve the agenda as amended by removing item A. The motion was seconded by Commissioner Davis and accepted unanimously.

<u>Pursuant to NCGS 143-318(a)(6) Personnel – temporary designation for Deputy Finance Officer – resolution 2027-01</u>

This item is not for a vote it is for informational purpose for Manager Crosby to update the board on the bond information.

Town Manager Crosby I sent you all verification of the bond for both Chief Perry and I. We both have bonded at the same level as a finance director, which is the one-million-dollar coverage. The bond is effective as of today’s date.

DRAFT

Attorney – client privilege – Cherry Bekaert professional services support contract

Town Manager Crosby told the board at the last meeting the board had some questions they wanted to get clarification on.

Town Manager Crosby, we send them our sort of standard professional services agreement to look at, which does have a termination clause. It's thirty-day notice but at least lets us get out of the contract if we are unhappy. And, there's a mutual termination clause to the extent that they have not performed under the contract or they've committed some breach or misconduct. or if there is some reason why they've messed up or are not performing, we can get out immediately. If we change our minds, there's a 30-day notice provision. But it still allows us to get out of the contract.

She stated their prior agreement they had suggested basically had no liability at all. So, we now at least have that they will accept responsibility for gross negligence or misconduct. Would I prefer them to be responsible for negligence? Absolutely It's not uncommon in these types of agreements for gross negligence to be the standard. Given they're merely providing advice and guidance, it's less of an issue because we're not putting it all in their hands to do the work. They're just providing some guidance and practical support.

Commissioner Baxter made the motion to sign the contract for professional services support. The motion was seconded by Commissioner Davis and passed with a 3 – 2 vote. The vote is as follows:

Commissioner Baxter – In favor
Commissioner Davis – In favor
Commissioner Adames – In favor
Commissioner Roa – Opposed
Mayor Pro Temp Miles – Opposed

ADJOURN

Commissioner Davis made the motion to adjourn. Commissioner Baxter seconded the motion and the motion passed unanimously.

Respectfully Submitted:

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_____
Jessica D. Harrison – Mayor

_____
Kim Worley, MMC – Interim Town Clerk

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ZEBULON BOARD OF COMMISISONERS
WORK SESSION
AUGUST 20, 2026
6:00 PM

Mayor Harrison called the work session to order.

Those present were Mayor Harrison, Commissioner Kyle Adams, Mayor Pro Temp Miles and Commissioner Roa.

Staff present were Town Manager Katy Crosby, Town Clerk Kim Worley, Director Monique Merriweather-Yarborough, Director Tonya Eastwood, Executive Assistant Nikki Crooms and Communication Director Heather Louise Finch.

Mayor Harrison told the board that she would be removing the consent portion of the agenda tonight.

APPROVAL OF AGENDA

Mayor Pro Temp Miles made the motion to adopt the agenda. The motion was seconded by Commissioner Roa and accepted unanimously.

NEW BUSINESS

Smart Ride Interlocal Agreement – Resolution 2027-08

Director Matt Lower stated that the Smart Ride program has been a challenging for the Town.

We must wait for an invoice at the year end. And that creates some significant risks because the original agreement has very limited protections for the towns. Costs have doubled this year without notice. The vendor has capped weekly rides per person without notice. And all three municipalities received a fiscal year twenty-six contract and invoice after fiscal year twenty-six was closed. He stated the municipalities are working on trying to improve this program and looking at a new vendor possibly.

The board agreed this program helps our citizens, and we need to try and find the best way to run it.

Commissioner Roa stated he feels like we are going backward and having to go into fund balance to take care of this. He stated he would like to see how fast town can find a replacement for this program.

DRAFT

There being no more discussion Mayor Pro Temp Miles made the motion to adopt the smart ride interlocal agreement resolution 2027-08. The motion was seconded by Commissioner Adams and passed with a vote of 2-1. The vote is as follows.

- Mayor Pro Temp Miles – In Favor
- Commissioner Adams – In Favor
- Commissioner Roa – Opposed

Smart Ride Interlocal Agreement Budget Amendment – Ordinance 2027-05

Director Lower told the board the budget amendment is for the agreement they just approved.

Mayor Pro Temp Miles made the motion to approve the smart ride interlocal agreement budget amendment ordinance 2027-05. The motion was seconded by Commissioner Davis and passed with a 2-1 vote. The vote is as follows.

- Mayor Pro Temp Miles – In Favor
- Commissioner Adams – In Favor
- Commissioner Roa – Opposed

PRESENTATIONS

Internal Service Group and Operational Update

Manager Crosby told the board the purpose of this work session is to talk about some of the things that we've been doing. Things that we've been doing to prepare for growth. The work we're doing is identifying challenges and working towards fixing those challenges. She told the board that she has been working with department directors to assess what needs to be done.

Manager Crosby presented a slide presentation to the board showing her plans and what has been done and what she is still working on.

Director Merriweather-Yarborough presented her presentation on HR and Workforce and how it is involved in all departments.

Director Tonya Easterwood presented her presentation on IT, data governance and business systems standards.

Executive Assistant Crooms presented her presentation on performance management, build before the strategic plan is final.

DRAFT

After questions from the board, the board thanked Manager Crosby and the staff for a good presentation on what they have been doing, and what their focus is on for the future.

Policy Review Committee

Town Manager Crosby told the board the town is updating policies throughout all the towns departments. She gave a presentation on what has been done and the process that is being followed to get all the policies corrected if they need it.

After questions from the board, the board thanked Manager Crosby for the work her and staff are doing on the policy updates.

ADJOURN

Mayor Pro Temp Miles made the motion to adjourn. The motion was seconded by Commissioner Roa and accepted unanimously.

Adopted this 8th day of September 2026

_____
Jessica D. Harrison – Mayor

SEAL

_____
Kim Worley, MMC - Interim Clerk

DRAFT

FY 2027 ZEBULON BOARD OF COMMISSIONERS (BoC) REGULAR MEETING SCHEDULE

Monthly BoC Meeting Schedule

Meeting Day and Date Board of Commissioners		Day and Date ***Draft Agenda Only*** is due to the Board of Commissioners		Day and Date **Agenda Packet & Slides** are due to the BoC	
Monday	July 1, 2026	No BoC Meeting in July			
Monday	August 3, 2026	Monday	7/27/2026	Thursday	7/30/2026
Tuesday	September 8, 2026	Tuesday	9/1/2026	Friday	9/4/2026
Monday	October 5, 2026	Monday	9/28/2026	Thursday	10/1/2026
Monday	November 2, 2026	Monday	10/26/2026	Thursday	10/29/2026
Monday	December 7, 2026	Monday	11/30/2026	Thursday	12/3/2026
Monday	January 4, 2027	Monday	12/28/2026	Thursday	12/31/2026
Monday	February 1, 2027	Monday	1/25/2027	Thursday	1/28/2027
Monday	March 1, 2027	Monday	2/22/2027	Thursday	2/25/2027
Monday	April 5, 2027	Monday	3/29/2027	Thursday	4/1/2027
Monday	May 3, 2027	Monday	4/26/2027	Thursday	4/29/2027
Monday	June 7, 2027	Monday	5/31/2027	Thursday	6/3/2027

Monthly Board Work Session Meeting Schedule

Meeting Day and Date Board *Work Session*			Day and Date ***Draft Agenda Only*** is due to the BoC		Day and Date **Agenda Packet & Slides** are due to the BoC	
Monday	Jul-26		No Work Session in July		N/A	N/A
Thursday	August 20, 2026		Thursday	8/13/2026	Monday	8/17/2026
Thursday	September 17, 2026		Thursday	9/10/2026	Monday	9/14/2026
Friday	September 25, 2026	Mid-Yr Budget Retreat	Friday	9/18/2026	Monday	9/21/2026
Thursday	October 15, 2026		Thursday	10/8/2026	Monday	10/12/2026
Thursday	November 19, 2026		Thursday	11/12/2026	Monday	11/16/2026
Thursday	December 17, 2026		No Work Session in December		N/A	N/A
Thursday	January 21, 2027		Thursday	1/14/2027	Monday	1/18/2027
Thursday	February 18, 2027	Budget Retreat	Thursday	2/11/2027	Monday	2/15/2027
Thursday	March 18, 2027	1st Budget WS	Thursday	3/11/2027	Monday	3/15/2027
Thursday	April 15, 2027	2nd Budget WS	Thursday	4/8/2027	Monday	4/12/2027
Thursday	April 29, 2027	3rd Budget WS	Thursday	4/22/2027	Monday	4/26/2027
Thursday	May 13, 2027	4th Budget WS	Thursday	5/6/2027	Monday	5/10/2027
Thursday	May 20, 2027	5th Budget WS	Thursday	5/13/2027	Monday	5/17/2027
Monday	June 7, 2027	Budget hearing & adoption	Tuesday	6/8/2027	Thursday	6/11/2027
Thursday	June 14, 2027	Alternate budget hearing & adoption	Tuesday	6/15/2027	Wednesday	6/13/2027

All meetings shown above will begin at 6:00pm.
If you have any questions please email tozclerk@townofzebulon.org.

[SEAL]

Adopted this the _____ day of _____, 20___.

Jessica D. Harrison - Mayor

Kim Worley, MMC - Interim Town Clerk

WAKE COUNTY
NORTH CAROLINA

Board of Commissioners
P.O. Box 550 • Raleigh, NC 27602

TEL 919 856 6180
FAX 919 856 5699

DON MIAL, CHAIR
SAFIYAH JACKSON, VICE-CHAIR
VICKIE ADAMSON
SUSAN P. EVANS
CHERYL STALLINGS
SHINICA THOMAS
TARA WATERS

August 18, 2026

Mr. Jeremy Crawford, MBA
Town Clerk
Town of Zebulon
1003 North Arendell Avenue
Zebulon, North Carolina 27597

Dear Mr. Crawford:

The Wake County Board of Commissioners, in regular session on August 17, 2026, **did not** have any tax reports to accept and approve for the Town of Zebulon.

Sincerely,

Yvonne Gilyard
Clerk to the Board
Wake County Board of Commissioners

ZEBULON
NORTH CAROLINA

STAFF REPORT
RESOLUTION 2027-12
2026 HOUSING STUDY ADOPTION
SEPTEMBER 2026

Topic: Resolution 2027-12 – Adoption of the 2026 Housing Study
Speaker: Catherine Crosby, Town Manager
From: Catherine Crosby, Town Manager
Prepared by: Catherine Crosby, Town Manager
Approved by: Catherine Crosby, Town Manager

Executive Summary

Zebulon has experienced significant population and housing growth in recent years. To better understand how this growth is affecting housing supply, housing costs, residents, and the local economy, the Town initiated its first Housing Study and Demographic Data Analysis. The Town selected TPMA in June 2025 to conduct the study.

The study combines demographic and housing market data with community and stakeholder input. The process included review of existing Town and regional plans, analysis of public and private data sources, a stakeholder workshop, a community housing survey, and interviews with housing professionals and other subject matter experts. The community survey was available online and in person, in English and Spanish, and received approximately 251 responses.

A draft study was also made available for public review from May 26 through June 23, 2026, and comments received during that period are included in the final report.

Background:

The study finds that Zebulon's rapid growth is changing both its housing market and its demographics. Housing costs have increased, with affordability challenges having a greater impact on renters and first-time homebuyers. The study also finds that the Town's housing supply remains heavily weighted toward single-family detached homes and provides fewer options for residents at different incomes and stages of life.

The study estimates an existing affordable housing gap of approximately 1,400 units, with the greatest need among lower-income renters. It also estimates that future housing demand could require approximately 3,400 to 5,600 additional units over five years, depending on the Town's growth rate. These figures are projections and should be monitored as updated population, development, and housing data become available.

The study also identifies a connection between housing and economic development. Zebulon has historically had a strong employment base, but the residential share of the Town's tax base has grown substantially. The study recommends maintaining a range of housing types and price points to help support the local workforce and the Town's continued ability to attract employers.

ZEBULON
NORTH CAROLINA

STAFF REPORT
RESOLUTION 2027-12
2026 HOUSING STUDY ADOPTION
SEPTEMBER 2026

Goals and Recommendations

1. **Establish a shared vision for housing in Zebulon.** This includes completing the Town's Strategic Plan update, improving community engagement, and increasing public understanding of housing issues.
2. **Increase the number and mix of housing options.** This includes reviewing development approval processes, the Unified Development Ordinance, development standards, incentives, and the Municipal Utility Allocation Policy.
3. **Maintain affordable housing options.** Recommendations include using existing state, federal, and county resources; preserving existing affordable housing; evaluating vacant and publicly owned property; and developing partnerships with employers and housing organizations.
4. **Build a strong housing ecosystem.** This includes evaluating staff capacity, strengthening partnerships with Wake County and neighboring communities, and providing residents with a central source for housing programs and information.

Adoption and Implementation

Staff recommends that the Board adopt the Housing Study as a guiding policy and planning document. Adoption would establish the study's findings and four goals as a framework for future Town work.

Adoption would not automatically implement every recommendation in the study. Recommendations involving changes to the Unified Development Ordinance, Municipal Utility Allocation Policy, Town budget, staffing, funding programs, property acquisition or disposition, or agreements with outside organizations would follow the normal review process and return to the Board for approval when required.

This approach also allows the Housing Study to inform the Town's ongoing Strategic Plan update. The study specifically recommends completing the Strategic Plan before making certain housing policy changes so that future actions reflect the Board's broader vision for Zebulon.

Fiscal Impact

Adoption of the Housing Study has no immediate financial impact.

Some recommendations could have future financial impacts, including funding for housing programs, grant matches, staffing, partnerships, or other initiatives. Any future funding request would be considered through the Town's budget process or brought separately to the Board for approval.

Staff Recommendation

Staff recommends adoption of the resolution approving the 2026 Housing Study and Demographic Data Analysis as a guiding policy and planning document and directing staff to use the study to inform the Strategic Plan, future work plans, housing partnerships, land use policy review, and other housing-related initiatives.

ZEBULON
NORTH CAROLINA

STAFF REPORT
RESOLUTION 2027-12
2026 HOUSING STUDY ADOPTION
SEPTEMBER 2026

Attachment:

1. Resolution 2027-12 – 2026 Housing Study Adoption

RESOLUTION 2027-12
ADOPTING THE 2026 HOUSING STUDY AND DEMOGRAPHIC DATA ANALYSIS

WHEREAS, the Town of Zebulon has experienced significant population growth and changes in its housing market, creating a need to better understand current and future housing conditions;

WHEREAS, the Town initiated the 2026 Housing Study and Demographic Data Analysis to evaluate demographic trends, the housing market, housing affordability, housing supply, barriers to housing development, and future housing needs;

WHEREAS, the study was informed by demographic and market data, review of existing Town plans and policies, stakeholder engagement, a community housing survey, subject matter expert interviews, and public comments;

WHEREAS, the study identifies several key findings, including rising housing costs, affordability challenges for renters and first-time homebuyers, a housing supply that is primarily single-family detached homes, and the need for additional housing options, partnerships, communication, and organizational capacity;

WHEREAS, the study establishes four goals to guide the Town's future housing efforts: establish a shared vision for housing in Zebulon; increase the number and mix of housing options; maintain affordable housing options; and build a robust housing ecosystem; and

WHEREAS, the Board of Commissioners recognizes that the Housing Study is intended to provide a framework for future policy discussions and actions and that implementation of individual recommendations may require additional analysis, public engagement, funding, legal review, or separate Board action.

NOW, THEREFORE, BE IT RESOLVED by the Board of Commissioners of the Town of Zebulon, North Carolina, that:

Section 1. The Board hereby adopts the 2026 Housing Study and Demographic Data Analysis as a guiding policy and planning document for the Town of Zebulon.

Section 2. The Board recognizes the four goals identified in the Housing Study as a framework for continued evaluation of the Town's housing needs and future housing policies.

Section 3. Adoption of the Housing Study does not, by itself, amend the Town's Unified Development Ordinance, Municipal Utility Allocation Policy, Strategic Plan, annual budget, or other Town ordinance, policy, or regulation. Adoption also does not authorize the creation of a new program or position, the expenditure or appropriation of funds, the acquisition or disposition of property, or the execution of an agreement.

Section 4. Town staff is directed to use the Housing Study as a resource in the ongoing Strategic Plan process and in developing future work plans, policy recommendations, partnerships, and housing-related initiatives.

Section 5. Any recommendation requiring Board authorization shall be presented to the Board separately through the appropriate public, budgetary, legislative, or administrative process.

Section 6. This resolution shall become effective upon its adoption.

Adopted this 8th day of September, 2026.

TOWN OF ZEBULON

_____ SEAL

Jessica Harrison, Mayor

ATTEST:

_____

Kim Worley

Interim Town Clerk



2026 HOUSING STUDY AND DEMOGRAPHIC DATA ANALYSIS

TOWN OF ZEBULON, NC

TPMA
Bold Solutions.
Empowered Communities.

300 BLOCK
RESEARCH & CONSULTING

EXECUTIVE SUMMARY

As one of the fastest growing communities in the country, Zebulon, North Carolina is undergoing significant changes in the makeup of their demographics and local housing supply. To better understand the current and future impacts that rapid population growth and a sharp increase in housing production are having on their community, Town leadership and staff initiated a Housing Study and Demographic Data Analysis to help them identify any gaps or barriers that currently exist and develop strategies and resources to help the Town address them.

RESEARCH FINDINGS:

The quantitative and qualitative research conducted as part of this report found the following:

- The Town of Zebulon, which has historically been an affordable option in the Research Triangle Region, is the latest East Wake County municipality to undergo rapid population growth and rising housing costs.
- Zebulon's affordability challenges are disproportionately impacting renters and first-time homebuyers.
- Zebulon's local economy has historically been more reliant on its commercial than its residential tax base, but that trend is reversing and could significantly shape the Town's economic resilience.
- Housing in Zebulon primarily consists of single-family detached homes, and therefore has limited housing options to meet a variety of needs and uses.
- While a number of the Town's plans and strategies focus on creating a diverse housing mix, current policies and processes are likely preventing progress towards this goal.
- To facilitate and build consensus around the vision for the future, the Town needs to strengthen communication channels to effectively reach all segments of the Zebulon community and facilitate the two-way flow of information.
- There is a need to continue to build out staff capacity, housing ecosystem, and partnerships to effectively deliver on Town goals and objectives as it continues to grow.

GOALS AND RECOMMENDATIONS:

The key findings from this report serve as the foundation for the identification of four goals for Zebulon. To accommodate the housing needs of existing and new residents, while also preparing for continued growth, the recommendations of this Housing Study are structured around four goals. Each goal contains a series of recommended strategies designed to lay the groundwork for its realization. The four goals and their accompanying recommendations are as follows:

1. Established and Shared Vision for Housing in Zebulon

- Complete update of Town of Zebulon Strategic Plan
- Develop robust stakeholder and community engagement systems
- Increase education and awareness of housing-related topics

2. Increased Number and Mix of Housing Options

- Streamline approval processes for targeted types of residential development
- Adjust zoning districts and standards to remove barriers and facilitate a variety of housing types
- Revise and expand incentive structures to prioritize affordability and housing mix

3. Focus on Maintaining Affordable Housing Options

- Establish new and leverage existing funding opportunities that focus on the development of new affordable housing options
- Develop programming and partnerships to preserve existing affordable housing options and assist residents with affordability challenges
- Develop policies and partnerships to strategically use vacant, abandoned, and publicly-owned land for affordable housing
- Leverage employer partnerships to expand housing opportunities for the local workforce

4. Robust Housing Ecosystem

- Ensure adequate staff capacity to carry out strategies, manage relationships, and disseminate information
- Refine and maintain relationships with area partners
- Create and maintain a centralized hub for housing resources and information

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ACKNOWLEDGEMENTS

Town Board of Commissioners

- Mayor Jessica Harrison
- Mayor Pro Tem Quentin Miles
- Commissioner Kyle Adams
- Commissioner Shannon Baxter
- Commissioner Amber Davis
- Commissioner George Roa

Town Staff

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- Matt Lower
- Catherine “Katy” Crosby
- Heather Louise Finch
- Star Brantley
- Christopher Medina
- Catherine Farrell

Stakeholders

- Central Pines Regional Council
- DHIC
- Grace Leigh Development
- Habitat for Humanity of Wake County
- Home Builders Association of Raleigh-Wake County
- Preserving Home
- Raleigh Area Land Trust
- Raleigh Regional Association of Realtors
- TNT Development
- Wake County Department of Housing Affordability & Community Revitalization
- Zebulon Chamber of Commerce
- Zebulon United Methodist Church

TPMA Consultant Team

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INTRODUCTION

The Town of Zebulon, originally incorporated in 1907, is located at the eastern edge of Wake County in North Carolina and sits at the periphery of the rapidly growing Research Triangle Region. Recent years have seen substantial growth in the Town, increasing from around 7,000 residents in 2020 to an estimated 13,000 in 2025.[1]

Historically, the Town of Zebulon has served as one of the more affordable locations within Wake County and the Research Triangle Region. However, rising development costs, coupled with increased demand, are placing growing pressures on the Town's housing supply and affordability. An initial surge in housing development and population growth led to a significant update to the Town's Unified Development Ordinance (UDO) in 2020 to manage development patterns and guide growth. Despite these efforts, Zebulon continues to face challenges regarding housing affordability and the mix of housing being developed.

In response to these conditions, the Town of Zebulon initiated its first Housing Study and Demographic Data Analysis. In April 2025, the Town of Zebulon posted a Request for Qualifications (RFQ) seeking a partner firm to update demographic data, analyze the current housing market, identify gaps within the existing housing supply, and recommend housing strategies that were aligned with the Town's recent and projected demographic shifts. In June of 2025, the Town of Zebulon selected the Indianapolis-based consulting firm of TPMA to conduct the Study.

The following report seeks to analyze the impacts that growth patterns, rising housing supply and demand, and zoning amendments have had and will continue to have on the Town of Zebulon as Town leadership seeks to undergo an update to the Town's Strategic Plan and chart a path for continued, managed growth in the coming years.



1 Based on estimates derived from Certificates of Occupancy.

RESEARCH & DISCOVERY

A quick note on the data in this report...

It can be challenging to get accurate and up-to-date information about a community that is growing as rapidly as Zebulon. Simply put, all data sources are lagging—meaning that they represent a snapshot that has passed by the time they are compiled and released. For communities that are not growing as rapidly as Zebulon, this lag isn't as impactful, as often little has changed between when the data were collected and when the estimates are released. However, for communities that are undergoing rapid growth, significant changes can occur during that lag.[2]

Even under the best circumstances, the data that are available are based on estimates. As such, they can never portray reality with perfect accuracy or certainty. The data and estimates presented in this report have been compiled from a variety of sources in an attempt to depict the Zebulon community accurately, with most information being collected from the U.S. Census Bureau, for consistency. However, given the rapid growth being experienced in Zebulon, the reader should understand the limitations and constraints of the data contained herein.

2 To add to the complexity, the U.S. Census Bureau, which produces the American Community Survey (ACS) estimates, only releases five-year estimates for communities with populations below 65,000 people. Five-year estimates are comprised of all data collected in a five-year rolling window, meaning that the 2024 5-Year Estimates include data from 2020, 2021, 2022, 2023, and 2024. As a result, the most recent estimates available through the ACS for Zebulon lag even further behind than they would for a community with a larger population.



BACKGROUND, CONTEXT, AND POPULATION TRENDS

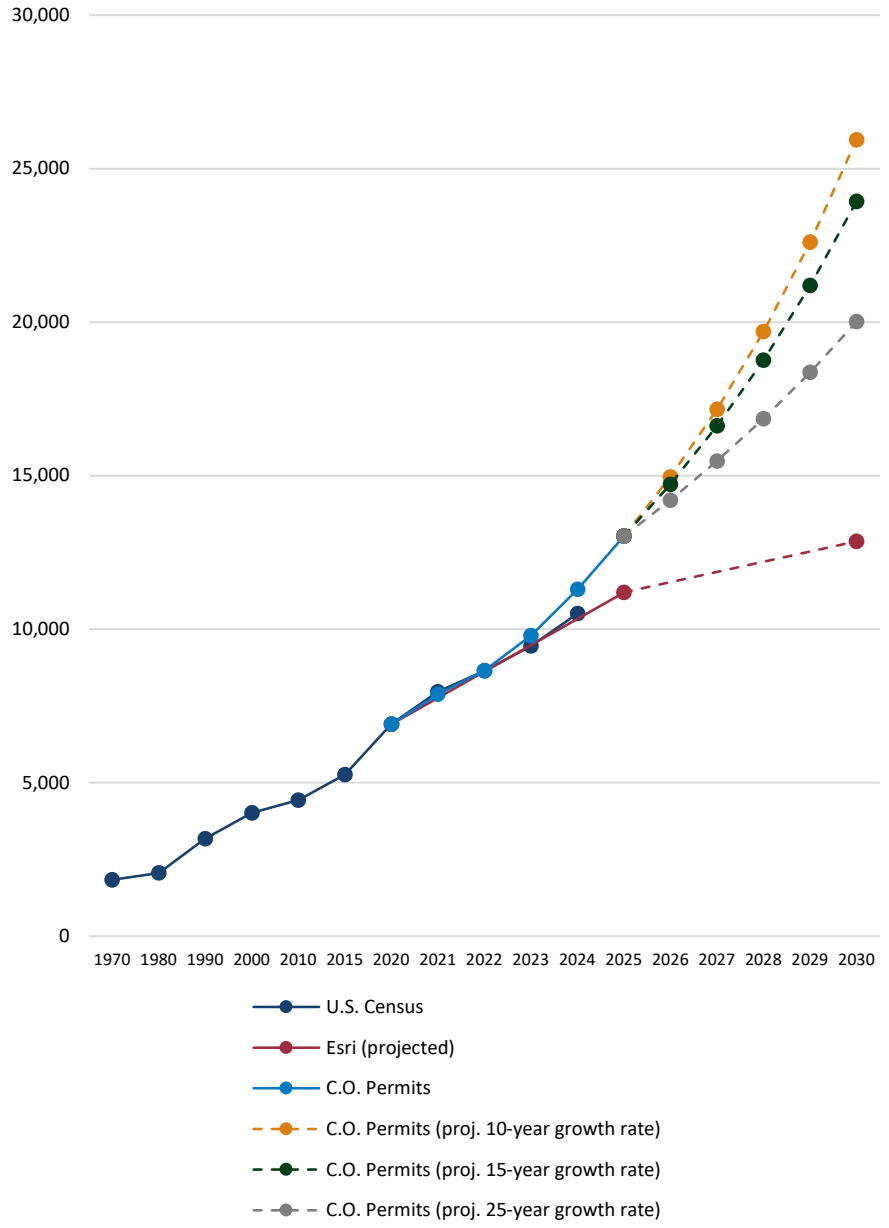
Originally covering 297.5 acres, the Town of Zebulon, North Carolina (Zebulon, Town, or the Town) was first recognized in 1907 following investment into the Raleigh and Pamlico Sound Railroad. The Town had steady growth throughout much of the 1900s, and as Zebulon's industrial base grew in the 1980s, so did the Town's population.[3] Nearly thirty years later, Zebulon's population has grown exponentially, with an estimated population between 8,700 and 11,300 in 2024, depending on the source.[4]

The Town is expected to see continued growth, with projections from Esri showing a population just under 13,000 by 2030, an increase of 22.4% from 2024 Census estimates. However, given the 3,000 proposed and approved housing units in the development pipeline, that number is likely too conservative of an estimate. Projections based on annual average growth from Certificates of Occupancy (C.O.) show much faster growth, with the population reaching at least 20,000 by 2030. This level of growth will inevitably have wide-ranging impacts on the entirety of Zebulon, including the experience of living, working, governing, and planning in the Town.

As the easternmost municipality in Wake County, it has taken longer for the growth of Raleigh and the entire Research Triangle Region, which has already had significant impacts on the County as a whole, to reach Zebulon. Historically, Zebulon's population growth was more modest than both Wake County and North Carolina overall. However, this pattern shifted in the past 10 years, as Zebulon experienced a significant acceleration in population growth rates, while growth rates in the county and the state began to slow.

FIGURE 1: TOWN OF ZEBULON POPULATION, 1930 – 2030 (PROJ.)

Source: Decennial Census, Population Estimates Program V2024, Esri, Town of Zebulon



3 Cunningham et. al. 1998. https://cdr.lib.unc.edu/downloads/nc580x17s?locale=en

4 The 2024 American Community Survey 5-Year Estimates estimate the population as 8,711, while the U.S. Census Population Estimates Program estimates the 2024 population as 10,505. Using Certificates of Occupancy and average household size, the Town of Zebulon Planning Department estimates the 2024 population as 11,295.

FIGURE 2: POPULATION CHANGE, 1980-2024

Source: Decennial Census, Population Estimates Program V2024

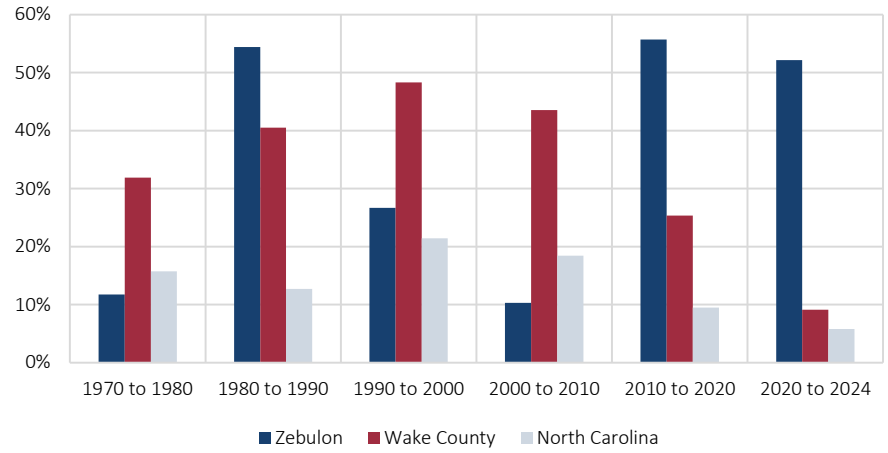
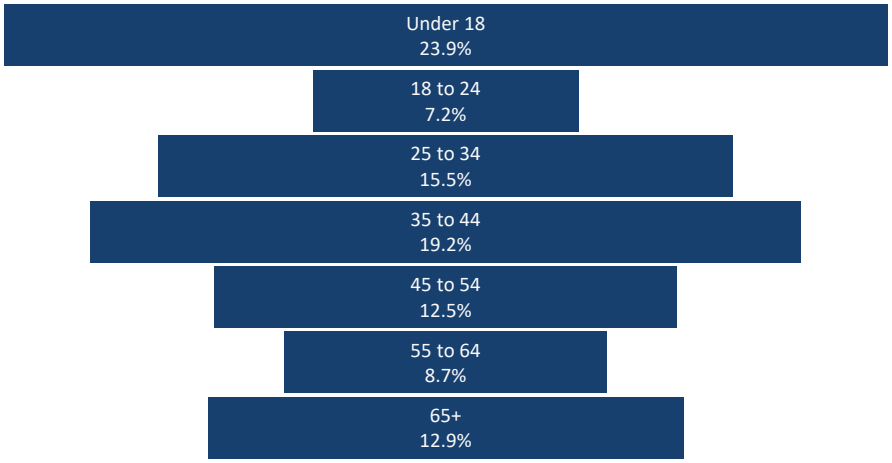


FIGURE 3: POPULATION BY AGE, 2024

Source: American Community Survey 5-Year Estimates



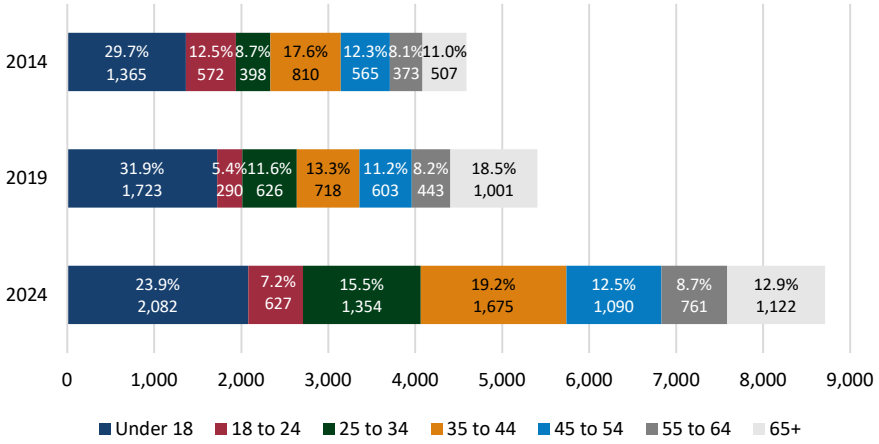
As Wake County has grown, many of its municipalities have become home to growing numbers of people. In many cases, this has led to rapidly increasing costs of living and housing throughout the County. This, in turn, has pushed some residents who work in (or are otherwise tied to) the Research Triangle Region further away from the city and into East Wake County communities.

Although some of Zebulon's new residents have moved from outside of the area, many have relocated from other parts of Wake County. Before looking more closely into who has moved to the Town in recent years, it will be important to look at the current demographic makeup of Zebulon and how it has changed in recent years.

This represents a shift in demographic makeup from ten years prior when children represented about 30% of the population. Since then, while the number of children in Zebulon has grown, their share of the overall population has actually decreased by about six percentage points. The percentage of prime working age residents has grown by about nine percentage points in this same span.

FIGURE 4: POPULATION BY AGE, 2014 TO 2024

Source: American Community Survey 5-Year Estimates



As the prime working age group has grown, particularly amongst those ages 35 to 44, the median age in Zebulon has also increased from 34.6 in 2014 to 38.3 in 2024. While this is indicative of an aging population, the town as-a-whole is still fairly young, with a lower median age than the state.

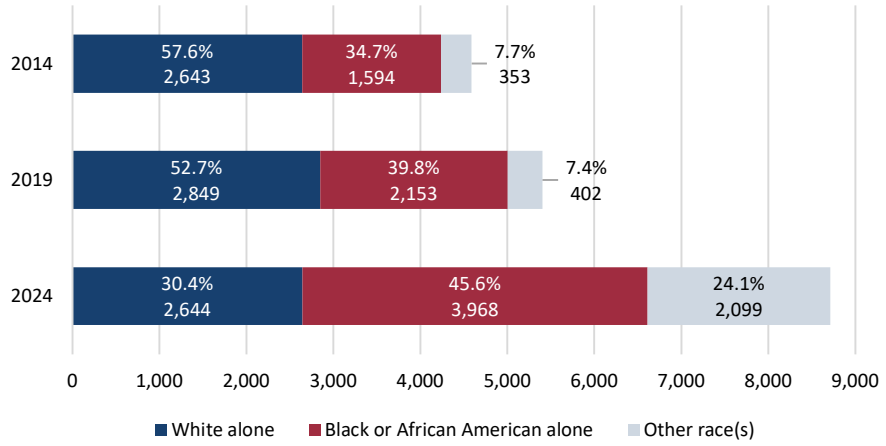
TABLE 1: MEDIAN AGE, 2014 TO 2024
Source: American Community Survey 5-Year Estimates

	Zebulon	Wake County	North Carolina
2014	34.6	35	37.8
2019	36.1	36.2	38.7
2024	38.3	37.3	39.1

Race, Ethnicity, and Languages Spoken

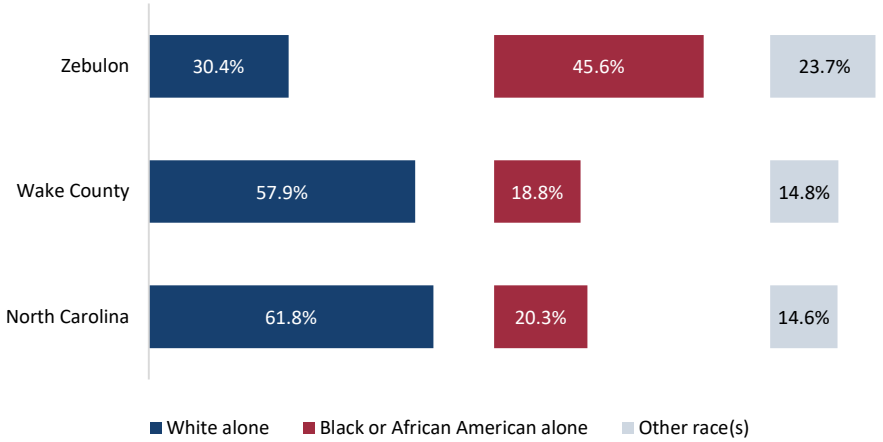
According to 2024 estimates, Zebulon is a majority-minority population and is approaching (and perhaps has already become) a majority Black population. It will be important to continue monitoring these trends in demographics and ensure that engagement, outreach, and messaging efforts effectively reach and reflect the community's diverse population.

FIGURE 5: ZEBULON POPULATION BY RACE, 2014 TO 2024
Source: American Community Survey 5-Year Estimates



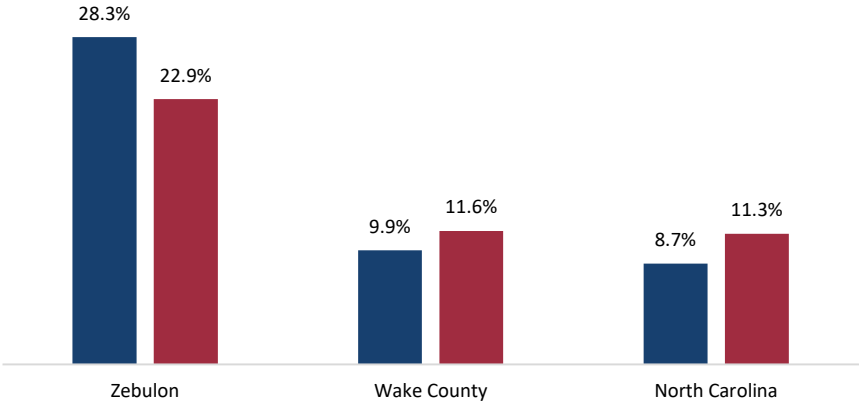
Zebulon is more diverse than Wake County and North Carolina, with significantly larger relative populations of a variety of non-White racial groups.

FIGURE 6: POPULATION BY RACE, 2024
Source: American Community Survey 5-Year Estimates



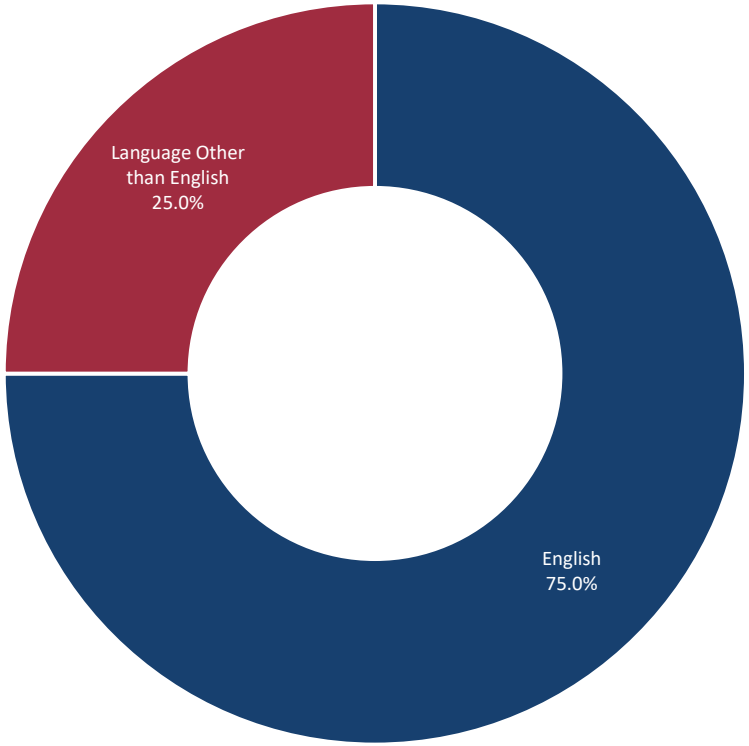
Running counter to the trends across the county and the state, Zebulon's percentage of individuals of Hispanic or Latino ethnicity has declined over the years. While this proportion has decreased, due to the overall population increase, the number of Hispanic and Latino residents has grown over this period.

FIGURE 7: HISPANIC/LATINO ETHNICITY IN ZEBULON, 2014 TO 2024
Source: American Community Survey 5-Year Estimates



More than 2,000 Zebulon residents age 5 years and over primarily speak a language other than English. Of those residents, 94% are Spanish speakers. While some may be equally comfortable speaking English and another language, 17.8% of the total population age 5 years and over report speaking English less than "very well."

FIGURE 8: LANGUAGES SPOKEN AT HOME, 2024
Source: American Community Survey 5-Year Estimates



Educational Attainment

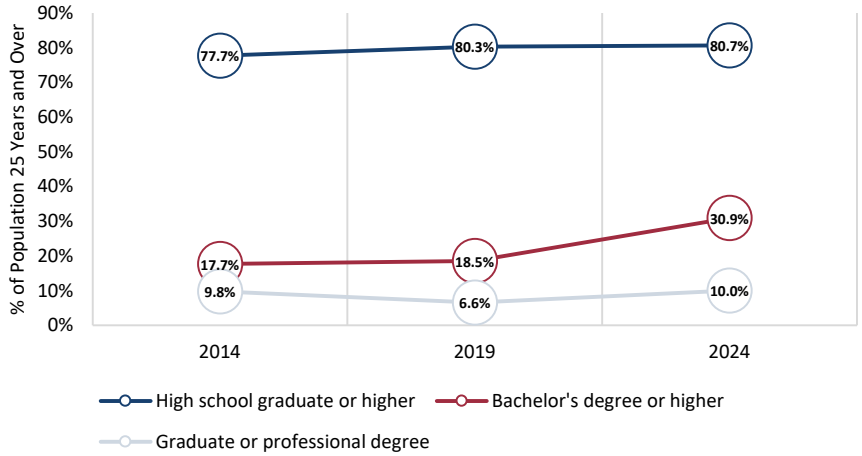
Overall, Zebulon's educational attainment rates lag behind the County and the State with just over 80% of residents aged 25-years and older holding at least a high school diploma.

TABLE 2: EDUCATIONAL ATTAINMENT, 2024
Source: American Community Survey 5-Year Estimates

	Zebulon	Wake County	North Carolina
HIGH SCHOOL GRADUATE OR HIGHER	80.7%	94.0%	90.1%
BACHELOR'S DEGREE OR HIGHER	30.9%	57.2%	35.7%
GRADUATE OR PROFESSIONAL DEGREE	10.0%	23.4%	13.5%

Notably, however, there has been a significant increase in percent of the population that has earned at least a bachelor's degree. This 12.4-point increase outpaces both the State and County, which each grew by 4.4 percentage points.

FIGURE 9: EDUCATIONAL ATTAINMENT IN ZEBULON, 2014 TO 2024
Source: American Community Survey 5-Year Estimates



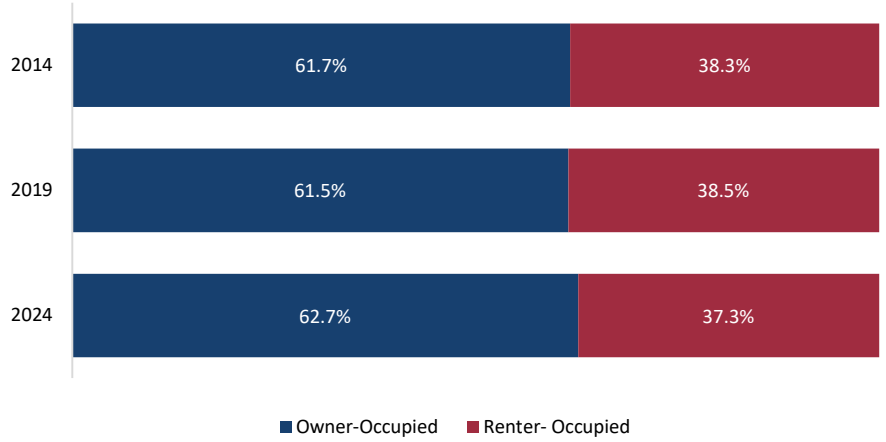
In summary, Zebulon's demographics have become more diverse and college educated as a result of the surge in population. There has also been significant growth in non-White and working-age people, households, and households with children.

Households

The growth in households and housing units (see the Housing Market section of this report for more information) has not led to a significant change in the percentage of the households that are homeowners. The tenure mix in Zebulon is similar to Wake County and North Carolina, where 64.1% and 66.6% of households, respectively, are homeowners.

FIGURE 10: TENURE IN OCCUPIED HOUSING UNITS IN ZEBULON, 2014-2024

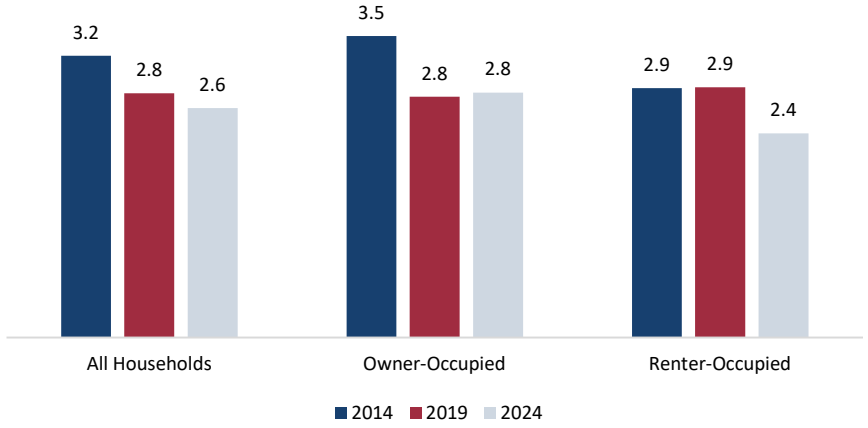
Source: American Community Survey 5-Year Estimates



The average household size in Zebulon has dropped significantly over the last 10 years. From 2014 to 2019, this decline was driven by a decrease in the size of owner-occupied (O-O) households, while the size of renter-occupied (R-O) households remained stable. From 2019 to 2024, the opposite occurred, with renter-occupied household size decreasing while the size of owner-occupied households remained stable.

FIGURE 11: AVERAGE HOUSEHOLD SIZE IN ZEBULON BY TENURE, 2014 TO 2024

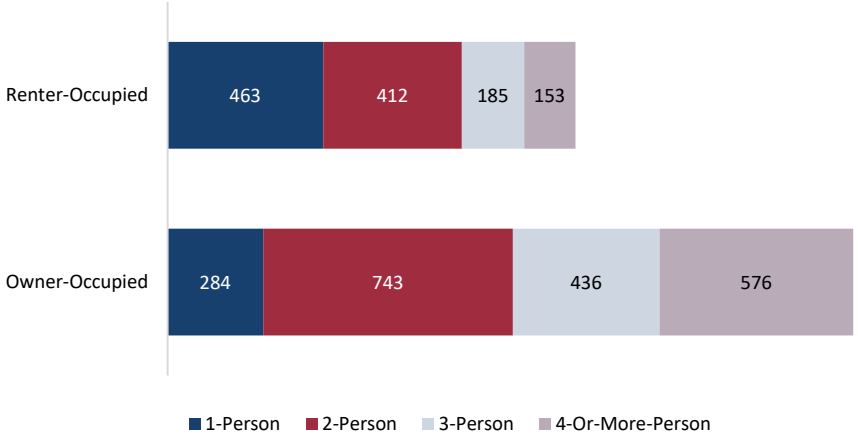
Source: American Community Survey 5-Year Estimates



Although the average size of O-O and R-O households in Zebulon was close to the same in 2019, by 2024, 1- and 2-person households were more likely to be renter-occupied while larger households were more likely to be owner-occupied.

FIGURE 12: ZEBULON HOUSEHOLD SIZE BY TENURE, 2024

Source: American Community Survey 5-Year Estimates



Overall, homeownership rates have largely remained steady for the last ten years. However, when disaggregated by race, homeownerships rates have gone down in all racial or ethnic groups except for Black households, which has increased significantly over this time. While most of Zebulon's new Black households are homeowning, new residents in other racial or ethnic groups tend to be renters.

TABLE 3: HOMEOWNERSHIP BY RACE/ETHNICITY OF HOUSEHOLDER, 2014 TO 2024

Source: American Community Survey 5-Year Estimates

Race/Ethnicity of Householder	2014	2024	Change in Homeowner Households, 2014 to 2024
ALL HOUSEHOLDS	61.7%	62.7%	1,186
WHITE ALONE	71.5%	65.9%	128
BLACK OR AFRICAN AMERICAN ALONE	40.9%	68.5%	813
OTHER RACE(S)	50.8%	43.5%	245
HISPANIC OR LATINO ORIGIN	64.6%	41.9%	87

Household Income

Although household incomes in Zebulon decreased in the five years from 2014 to 2019, they have rebounded significantly with the influx of new residents in the last five years. While Zebulon's median household income is still significantly below that of Wake County, it has now risen above the state average.

TABLE 4: MEDIAN HOUSEHOLD INCOME, 2014 TO 2024

Source: American Community Survey 5-Year Estimates

	Zebulon	Wake County	North Carolina
2014	$50,000	$66,579	$46,693
2019	$46,849 -6.3%	$80,591 21.0%	$54,602 16.9%
2024	$79,112 68.9%	$105,768 31.2%	$72,388 32.6%

While it is not uncommon to see a difference in income between renter and homeowner households, estimates for Zebulon show a significant gap between the two.

TABLE 5: MEDIAN HOUSEHOLD INCOME BY TENURE, 2024

Source: American Community Survey 5-Year Estimates

Household Type	Household Income
ALL HOUSEHOLDS	$79,112
OWNER HOUSEHOLDERS	$109,190
RENTER HOUSEHOLDS	$25,512

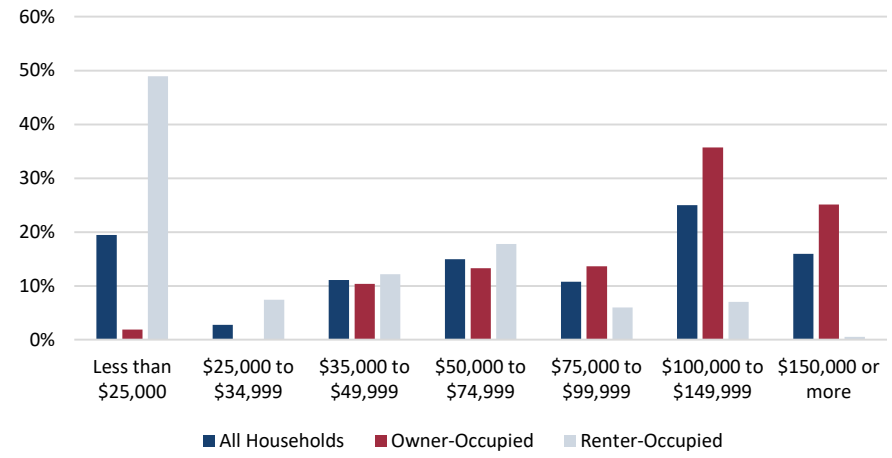
As Figure 13 demonstrates, the median income for renters is significantly impacted by the number of R-O households earning below $25,000 per year. The low median income for renter households is influenced by the subsidized low-income rental housing in Zebulon (see Table 14). Due to the relatively small number of rental units of any kind in the Town (see Figure 31), these 263 low-income units (155 of which are age-restricted for seniors) are having a large impact on data for renters. More information about the rental market will appear in the Housing Market section of this report.

Incomes for R-O households will be an important metric to continue to monitor, as opportunities to provide rental housing for households in need of "deep affordability," or those earning a low percentage compared to Area Median Income (AMI) can be highly competitive and increasingly difficult to build as land, labor, and material costs remain persistently high.[5] As this report will cover in more detail later (see sections on Workforce Affordability or Current Housing Gap and Future Demand), households in this income range account for nearly 1-in-5 households in Zebulon, yet face limited options.

5 AMI is a metric calculated by the U.S. Department of Housing and Urban Development (HUD) and used in calculating certain thresholds for a variety housing subsidies. The figures presented in Table 4 and Table 5 are estimates of the median household income for Zebulon and should not be confused with the AMI used by HUD for all areas within Wake County.

FIGURE 13: ZEBULON HOUSEHOLD INCOME DISTRIBUTION BY TENURE, 2024

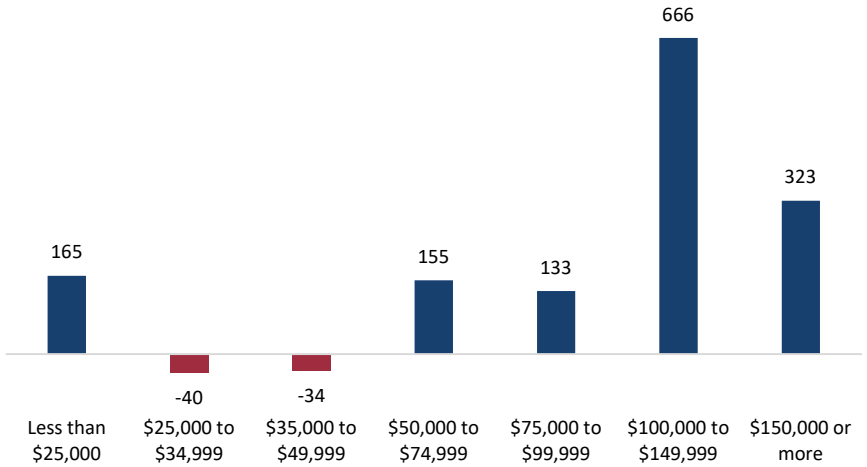
Source: American Community Survey 5-Year Estimates



Since 2019, there has been a rise in households earning more than $50,000, particularly among those earning more than $100,000. While some of these increases reflect rising incomes among existing households, some of the growth is attributable to higher-earning households moving into the Town. Despite an overall increase in household income, the number of Zebulon households earning less than $25,000 also rose during this time period, which may be reflective of the increase in subsidized housing locally, as discussed above.

FIGURE 14: NET CHANGE IN HOUSEHOLDS BY INCOME, 2019 TO 2024

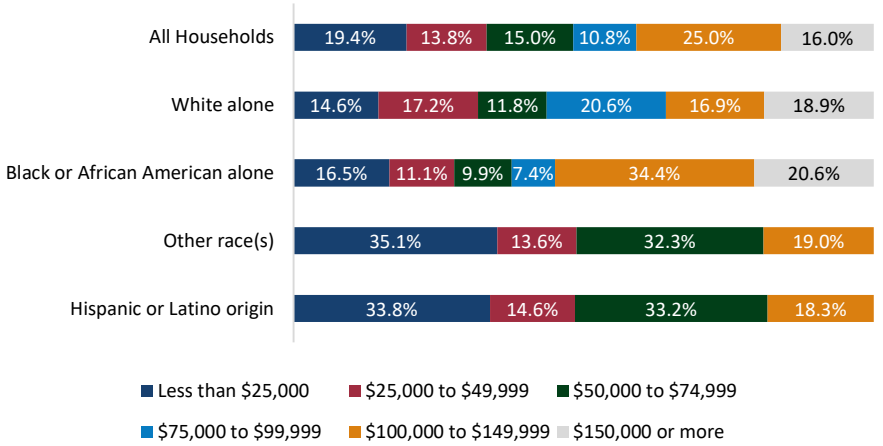
Source: American Community Survey 5-Year Estimates



There is significant variation in household incomes in Zebulon by race/ethnicity. More than 50% of Black households had incomes of $100,000 or more, the largest among all groups.

FIGURE 15: HOUSEHOLD INCOME BY RACE/ETHNICITY OF HOUSEHOLDER, 2024

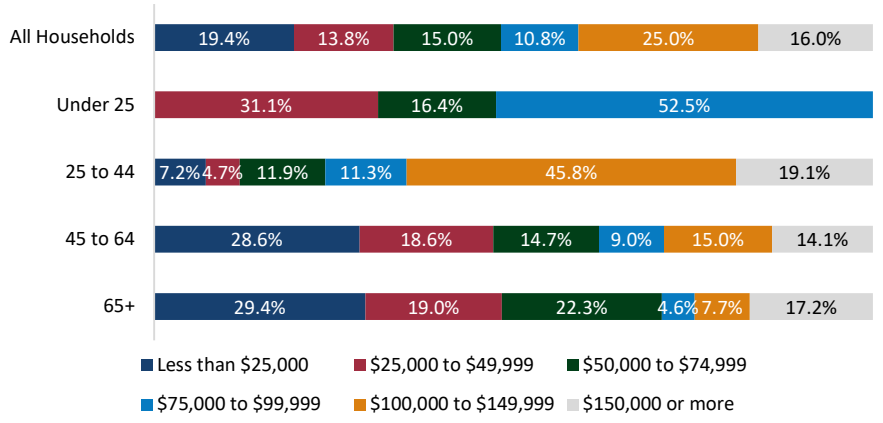
Source: American Community Survey 5-Year Estimates



Additionally, income levels vary considerably among different age groups. Those under age 25, when many are in the early stages of their career, have the lowest household incomes. Those ages 25 to 44 have the highest percentage of households earning $100,000 or more, while those ages 45 to 64 and 65+ have similar income breakdowns.

FIGURE 16: HOUSEHOLD INCOME BY AGE OF HOUSEHOLDER, 2024

Source: American Community Survey 5-Year Estimates

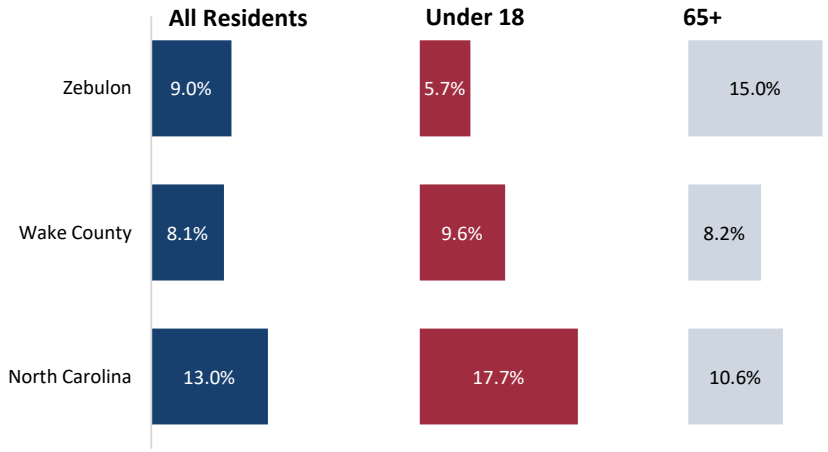


Poverty

The percentage of Zebulonians living below the poverty line is slightly higher than in the County, but lower than the state as a whole. Looking at poverty for children and seniors, however, gives added context to this metric. Poverty rates for children in Zebulon are relatively low, at less than six percent. However, the poverty rate among seniors is higher, though these figures are likely impacted by the addition of low-income senior housing in recent years.

FIGURE 17: POVERTY RATE, 2024

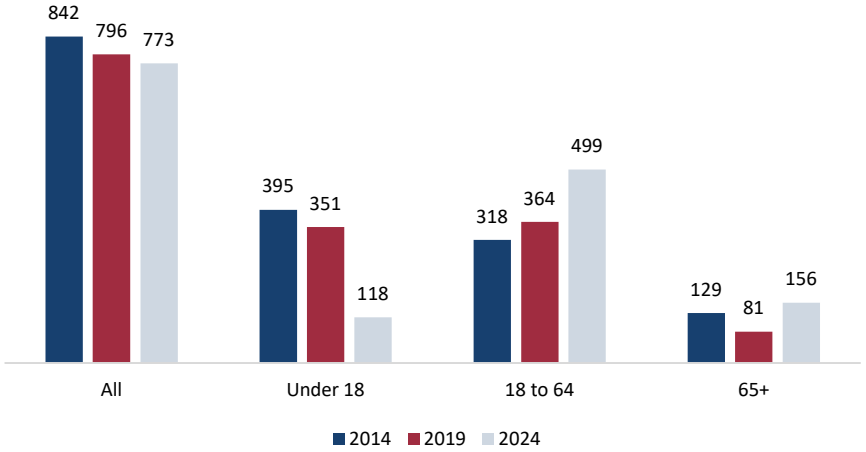
Source: American Community Survey 5-Year Estimates



While the incidence of childhood poverty in Zebulon is estimated to have dropped significantly, the number of non-senior adults living below the poverty line has risen dramatically.

FIGURE 18: ZEBULON RESIDENTS EXPERIENCING POVERTY BY AGE

Source: American Community Survey 5-Year Estimates



Who is moving to Zebulon?

In 2019, Zebulon's population was around 5,400.[6] By 2024, the Town had gained roughly 3,300 people and was estimated to have around 8,700 residents.[7] Because the number of new residents was so large by comparison to 2019, the entire Town's demographics started to reflect the demographics of the incoming cohorts, forming the new baseline of who and what Zebulon will become in the future.

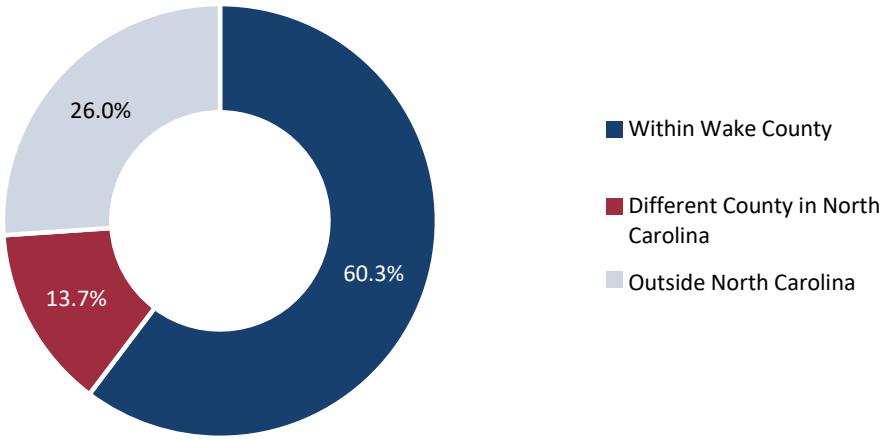
The last section sought to provide a snapshot of Zebulon's recent demographic makeup and lay out how Zebulon has changed over the last five-to-ten years. To get a fuller picture of how Zebulon's population has been shifted during this population boom, the next section will take a look at who has been moving into Zebulon and how these new Zebulonians might shape the Town's future. So, who are the people behind these demographics shifts and what is bringing them to Zebulon?

Where are they moving from?

According to estimates, most of the people relocating to Zebulon come from other areas of Wake County. While some portion of these individuals might be moving from one Zebulon address to another, the rapid growth of the Town's population suggests that many are new Zebulonians.

FIGURE 19: GEOGRAPHICAL MOBILITY IN THE PAST YEAR FOR THE POPULATION 1 YEAR+, 2024

Source: American Community Survey 5-Year Estimates

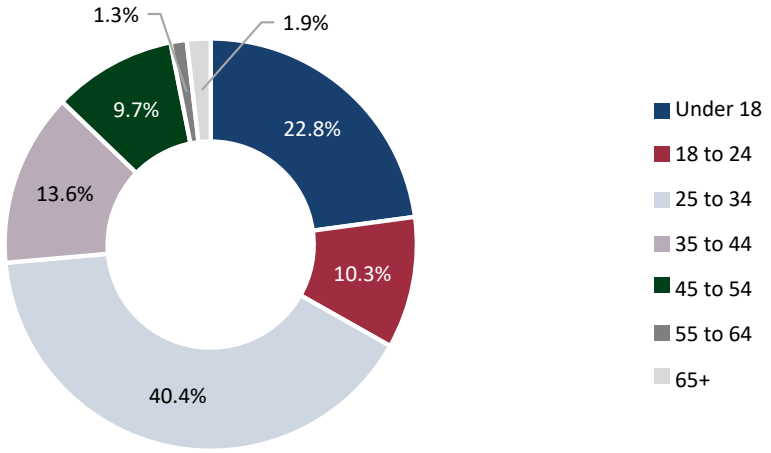


How old are they?

Over 40% of those moving to Zebulon are young adults aged 25-34, many of whom have children, so while the median age within the Town has been rising, it is not because a significant number of older adults are moving to the area.

FIGURE 20: GEOGRAPHICAL MOBILITY IN THE PAST YEAR BY AGE FOR THE POPULATION 1 YEAR+, 2024

Source: American Community Survey 5-Year Estimates



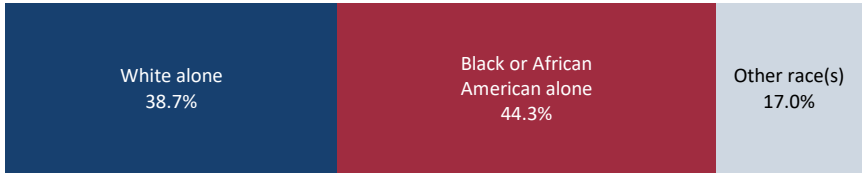
6 Based on 2019 American Community Survey 5-Year Estimates.
7 Based on 2024 American Community Survey 5-Year Estimates.

How diverse are they?

Geographic mobility estimates provide some additional data to Figure 6, which showed Zebulon becoming a "majority-minority" population and perhaps trending in the direction of a majority Black population. Viewing these charts side-by-side can give further context into how dramatically the demographics of a region can change when it undergoes such a large population surge.

FIGURE 21: GEOGRAPHICAL MOBILITY IN THE PAST YEAR BY RACE FOR THE POPULATION 1 YEAR+, 2024

Source: American Community Survey 5-Year Estimates



In short, new Zebulonians tend to be a diverse group of young adults and their families. While there is a broad demographic distribution among these new residents, Zebulon has importantly become home to an affluent Black community of families and homeowners, many of whom are relocating from other areas within Wake County.

Since many of these new residents are not coming from faraway places, one might reasonably assume that they chose Zebulon because it allowed them to keep their jobs in the Research Triangle Region and find housing options that they could afford. A look at commuting trends can shed some light on the important and shifting relationship between where Zebulon's residents work and where Zebulon's workers live.

Where do workers live?

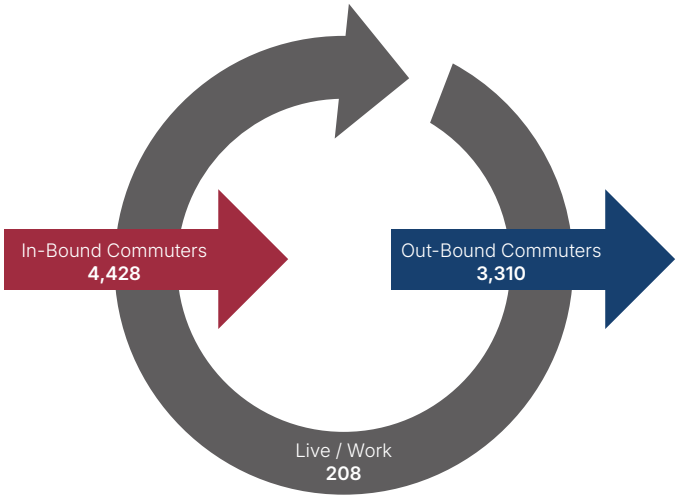
One of the most defining features of Zebulon appears most vividly when investigating commuting trends. Put simply, Zebulon is unique among East Wake County municipalities in that it manages to be both a suburban home to the Research Triangle Region's workforce and a job center for the surrounding region.

Commuting

Zebulon shows some fascinating commuter trends. While it had a net positive inflow of commuting workers in 2023 (more workers commuted in for work than commuted out), very few people (roughly 200) both work and live in the Town.

FIGURE 22: ZEBULON INFLOW/OUTFLOW JOB COUNTS, 2023

Source: U.S. Census Bureau OnTheMap, Primary Jobs



The net positive commuting numbers are unique among East Wake County municipalities, many of which are more of the "bedroom community" type in relation to Raleigh/the Research Triangle Region as they serve as the "places where jobs go to sleep at night." Many of these neighboring communities have grown quickly as the Research Triangle Region has boomed and its workforce has sprawled out into the County. Many of these other municipalities, however, don't have significant employment opportunities of their own.

TABLE 6: INFLOW/OUTFLOW JOB COUNTS FOR EAST WAKE COUNTY MUNICIPALITIES, 2023

Source: U.S. Census Bureau OnTheMap, Primary Jobs

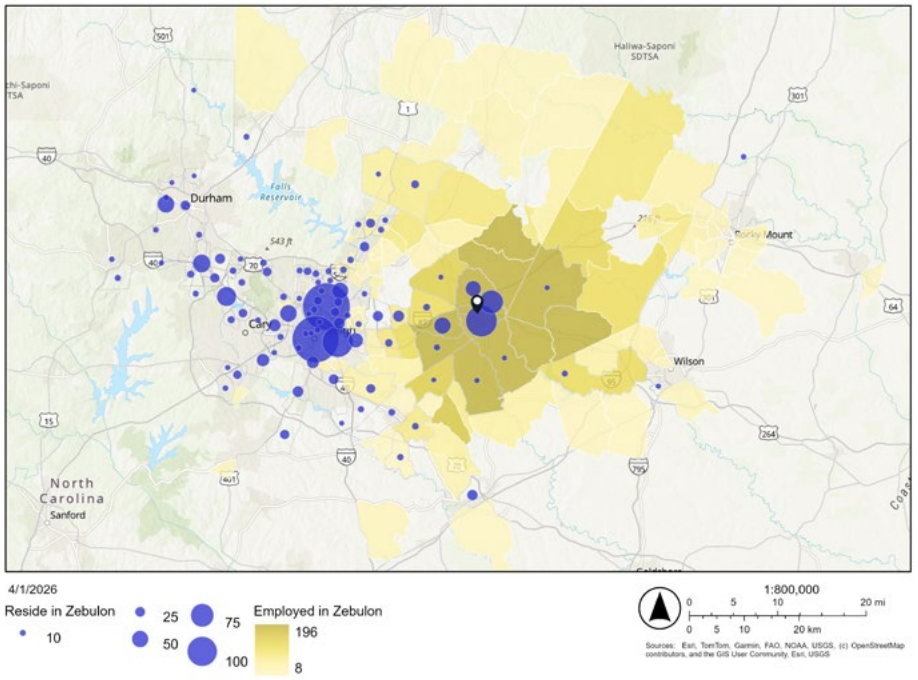
	Commute In	Live/Work	Commute Out	Net Migration
WENDELL	2,054	243	5,820	-3,766
ROLESVILLE	1,537	152	4,841	-3,304
KNIGHTDALE	6,666	406	10,103	-3,437
WAKE FOREST	14,622	2,170	20,852	-6,230
ZEBULON	4,428	208	3,310	1,118

Zebulon, on the other hand, has been a net importer of workers, bringing more workers into the Town than it sends out. Again, this points to the fact that Zebulon is more of a job center than most of its neighbors. This is important as it suggests that Zebulon is likely to continue to develop a more robust and balanced economy.

However, the net commuting numbers don't tell the full story for Zebulon, which is home to many of the Research Triangle Region's workers, but not home to many of its own. In Figure 23, the blue circles show where Zebulon residents work. The yellow regions show where Zebulon workers live, which is largely in surrounding and unincorporated parts of the Wake County or neighboring counties.

FIGURE 23: HOME AND WORK LOCATIONS, 2023

Source: U.S. Census OnTheMap, Primary Jobs



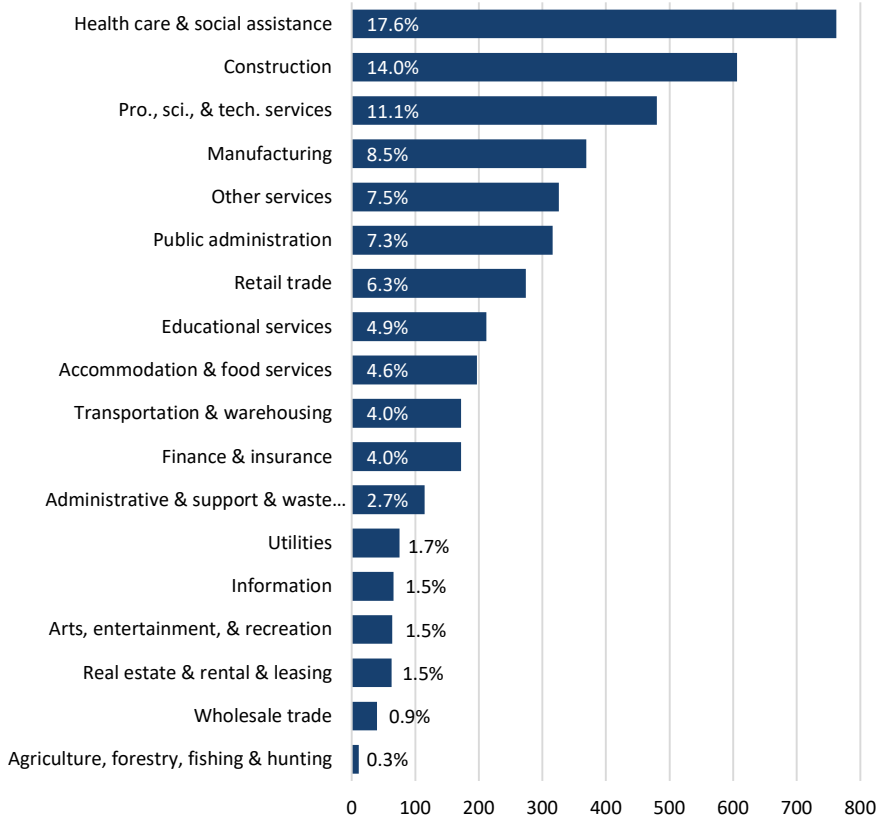
Employment

When looking at the industries that employ Zebulon's workers and those that employ Zebulon's residents, a few important differences emerge.

For workers who live in Zebulon, the top employing industry is Health Care and Social Assistance, with over 17% of residents finding work in these fields, followed by the Construction industry at 14%.

FIGURE 24: INDUSTRY OF EMPLOYMENT FOR ZEBULON RESIDENTS, 2024

Source: American Community Survey 5-Year Estimates

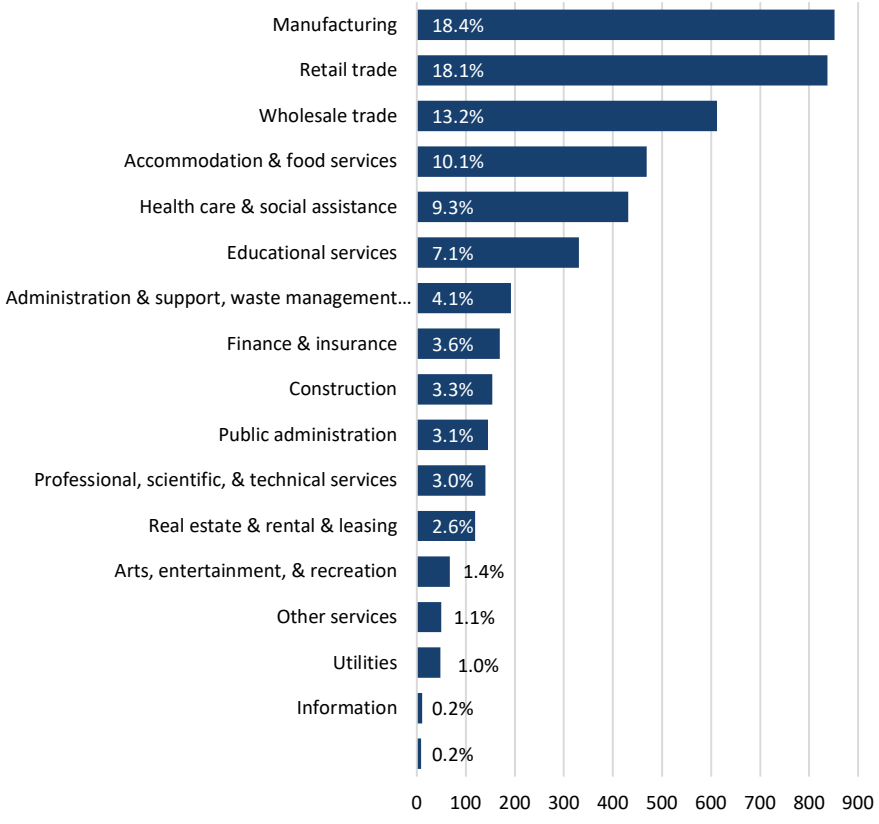


Employment opportunities in Zebulon are primarily comprised of jobs in Manufacturing (18.4%) and Retail Trade (18.1%); along with Wholesale trade (13.2%) and Accommodation and Food Services (10.1%), these four industries account for nearly 60% of all jobs in Zebulon.

The impact that these differences have on wages, housing costs, and Zebulon's economy will be spelled out in more detail in later sections (most notably in the Workforce Affordability section). But first, an examination of Zebulon's housing market will provide additional information to help put this analysis into context.

FIGURE 25: INDUSTRY OF EMPLOYMENT FOR ZEBULON WORKERS, 2023

Source: U.S. Census Bureau OnTheMap, Primary Jobs



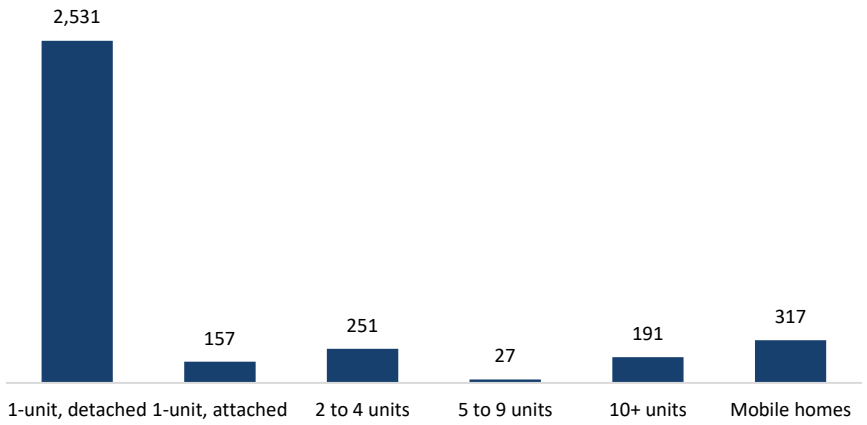
HOUSING MARKET[8]

Zebulon's rapid population growth can be attributed to a combination of spiking growth and demand throughout the Research Triangle Region and the corresponding build out of the Town's housing supply. This section will seek to provide some detail about the latter, including information about what housing exists in Zebulon, how that has changed in recent years, and what impacts these trends might have on the Town's future.

Housing Mix

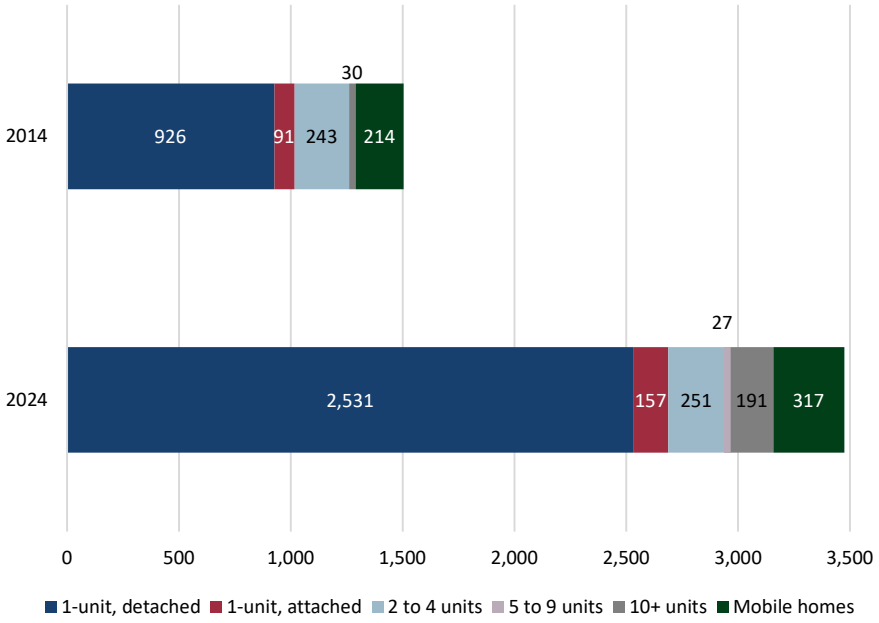
Zebulon's housing mix consists primarily of single-family detached homes (SFD), representing 72.9% of the housing stock. The second-most common type of housing is mobile homes, followed by 2-to-4 unit residential buildings.

FIGURE 26: ZEBULON HOUSING BY TYPE
Source: American Community Survey 5-Year Estimates



While these duplexes, triplexes, and quadplexes are the third-most common residential units types in Zebulon, only small number have been built as part of the recent population and development surge. In fact, since 2014, over 81% of all new housing built has been single-family detached homes, further skewing the existing mix in favor of these SFD homes. The next wave of approved and proposed developments promise to continue this trend, primarily adding single-family detached homes and townhomes.[9]

FIGURE 27: ZEBULON HOUSING MIX, 2014 TO 2024
Source: American Community Survey 5-Year Estimates



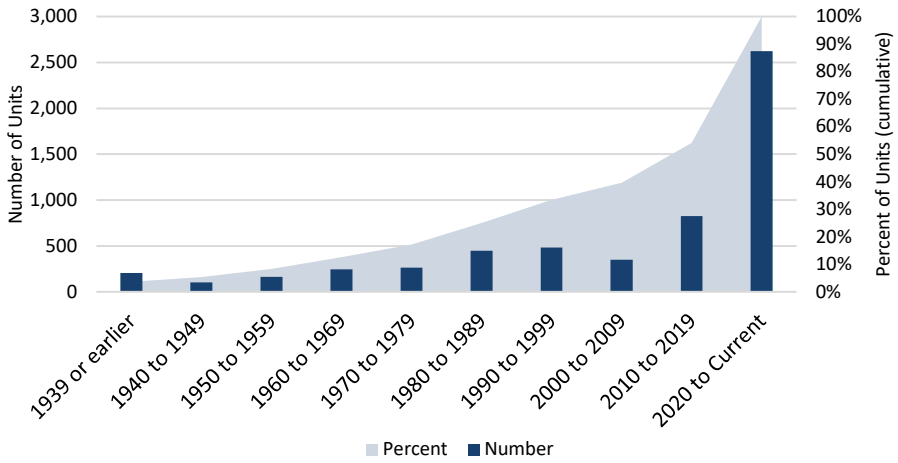
Unsurprisingly, the ratio of unit types created in the last few years has come to define Zebulon's housing mix. Nearly half of Zebulon's housing units have been built since 2020; and as thousands more have been approved, that number either has or will soon eclipse 50% of all of the Town's housing.

8 When compared to the demographic and labor market data in the earlier sections of this report, some of the housing market data is more up to date. Just like before, efforts have been made to present the most accurate data portrait of Zebulon, which includes the identification of data from a variety of sources, including publicly available data from the Town of Zebulon, Wake County, and the Census Bureau, in addition to third party sources and estimates from sources like realty websites and proprietary sources such as Esri and CoStar.

9 For more information, see the Town of Zebulon Interactive Development Map.

FIGURE 28: HOUSING UNITS BY YEAR BUILT

Source: Real Estate Property Data Files, Wake County Department of Tax Administration



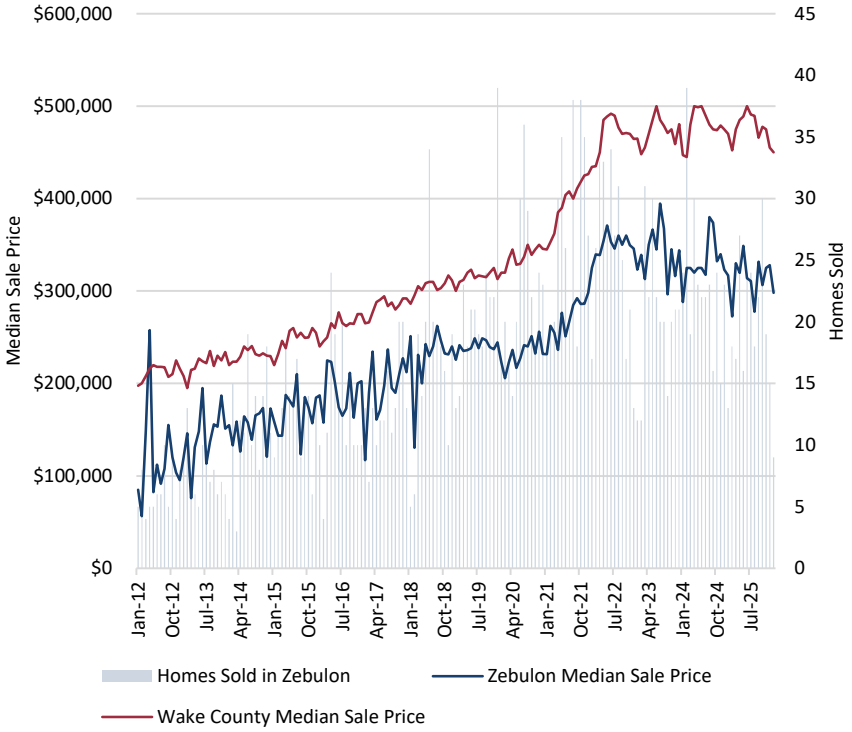
Recent and future development trends will continue to have a major impact on Zebulon's housing supply as the Town grows and continues to add housing units. The question remains, then, how the makeup of this growth in supply matches the demand from incoming residents and households. The areas where the supply of new units is the least aligned with demand will likely appear as spiking housing costs within subsections of the housing market.

Value and Sale Price

Largely driven by the growing demand for housing throughout Wake County and across the greater Research Triangle Region, the sale price for homes in Zebulon had been steadily increasing until about May of 2022. Since then, the median sale price has remained somewhat stable at around $325,000.

FIGURE 29: MEDIAN HOME SALE PRICE BY MONTH, JANUARY 2012 TO JANUARY 2026

Source: Redfin Data Analytics

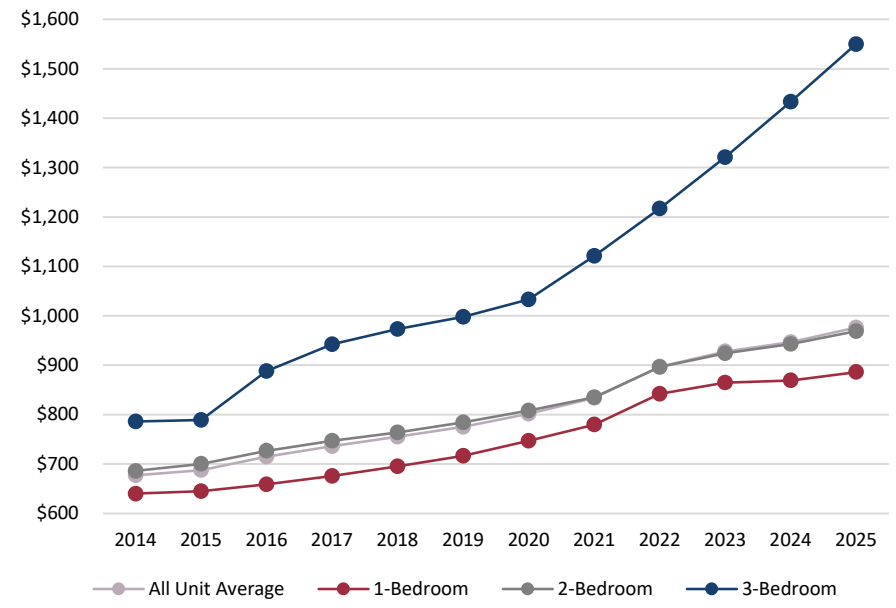


While there are certainly myriad factors that influence home sale prices, one factor that might be contributing to the stabilization of housing prices in Wake County has been the rapid pace of development in the for-sale market. In Zebulon alone, nearly 2,000 units were added between 2014 and 2024. A review of new residential developments that are either under construction, approved, or proposed will see another 3,000+ new homes built in the coming years – and these numbers only represent a portion of the new housing that has been built across East Wake County, let alone the County as a whole.

Rental Market

If the rapid expansion of the single-family home market in Zebulon and around the County has helped to stabilize the for-sale market, the opposite has been true of the rental market, where the average asking rent has continued to climb.

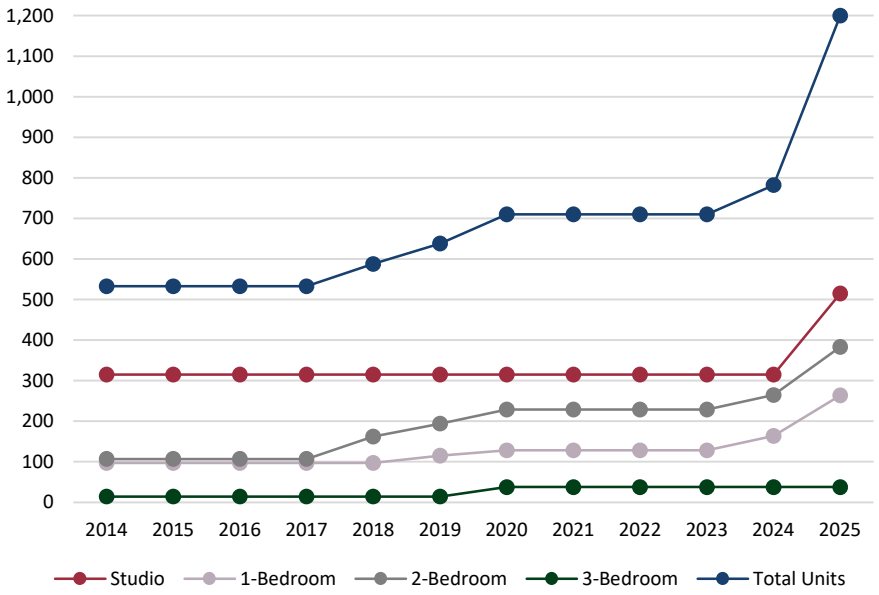
FIGURE 30: ASKING RENT BY RENTAL TYPE, 2014 TO 2025
Source: CoStar



Most impacted by these rate increases have been 3-bedroom units, which have risen in average monthly rent by over $500 in just the few years since 2020. It is likely that market rents for 1- and 2-bedrooms have also risen at a similar rate to those of 3-bedrooms. However, nearly all of the 1- and 2- bedroom rentals added to the market since 2020 have been subsidized for low-income renters likely suppressing the average rent for these units (see Table 14).

No subsidized 3-bedroom units have been built since 2020, suggesting that these units are a better representation of the increase in market rent in Zebulon. However, the large number of families moving to the area in this period, as was detailed in the demographics section of this report, is likely impacting the rise in rent for 3-bedroom rentals.

FIGURE 31: MULTIFAMILY RENTALS BY NUMBER OF BEDROOMS, 2014 TO 2025
Source: CoStar



The rising cost of rental housing in Zebulon is also due, in part, to the lack of new multifamily developments being built. No new market rate multifamily developments have been built in the Town since before 2020, leaving the large number of incoming families and workers to contend for a rental supply that has remained static for a number of years.

If the supply of rental housing continues to lag behind demand, market rents will continue to rise. Currently there is only one multifamily development that has been proposed or approved, according to data from the Planning Department.

HOUSING AFFORDABILITY

As the previous section showed, the increase in demand and population has driven up housing costs. While the for-sale market has stabilized, the median sale price is still up over $100,000 since before the COVID pandemic. The rental market, on the other hand, has not stabilized. If future growth projections are accurate, the general lack of new multifamily and other rental opportunities is likely to further increase this burden on renters.

Cost Burden

Cost burden is a metric used by the U.S. Department of Housing and Urban Development (HUD) to determine the incidence of housing affordability challenges in a community. It is calculated using the percent of a household's income that is dedicated to covering housing costs (including rent/mortgage payments, utilities, taxes, and insurance). A household that is spending more than 30% of their income on housing costs is considered "cost burdened," meaning that the household's ability to cover the costs of other essentials such as transportation, food, clothing, and healthcare, are being impacted due to the cost of housing. A household is said to be "extremely cost burdened" when it surpasses the 50% threshold.

While it is not uncommon for more renter-occupied (R-O) households to be cost burdened than owner-occupied (O-O) households, this discrepancy is particularly stark in Zebulon, where an estimated 4-out-of-5 renter households spends above 30% of their income on housing costs (compared to 1-in-5 O-O households).[10] The contrast is even more concerning when looking at the incidence of extreme cost burden, which impacts nearly 40% of all renter households but impacts very few that are owner-occupied.

TABLE 7: COST BURDEN BY TENURE FOR ZEBULON RESIDENTS, 2024
Source: American Community Survey 5-Year Estimates

	All Households	Owner-Occupied	Renter-Occupied
COST BURDENED (>30% OF HOUSEHOLD INCOME SPENT ON HOUSING COSTS)	43.3%	21.3%	80.4%
EXTREMELY COST BURDENED (>50% OF INCOME SPENT ON HOUSING COSTS)	27.9%	2.6%	38.9%

10 As was mentioned previously in this report, the incidence of cost-burden among renter-occupied households is likely being influenced by the recent addition of subsidized housing developments and the lack of new market rate rental housing in Zebulon.

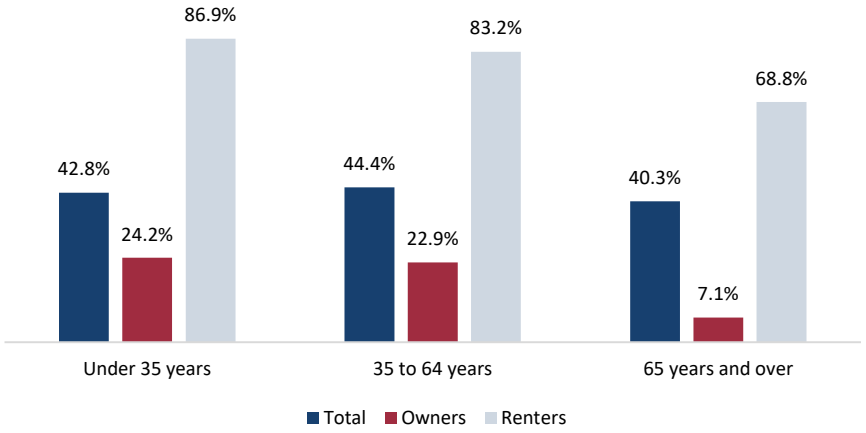
In fact, estimates suggest that the median renter household in Zebulon falls into the extreme cost-burden category. Put another way, the median renting household in Zebulon must spend over half of their income on housing costs alone.

TABLE 8: PERCENT OF MEDIAN HOUSEHOLD INCOME NEEDED FOR MEDIAN MONTHLY HOUSING COSTS, 2024
Source: American Community Survey 5-Year Estimates

	Zebulon	Wake County
ALL HOUSEHOLDS	22.0%	18.9%
OWNER-OCCUPIED	18.6%	15.3%
RENTER-OCCUPIED	52.2%	29.9%

This significant variation in the incidence of cost burden by tenure holds across age groups, as well. Across all age groups, renter households face a significantly higher incidence of cost burden than owner-occupied households.

FIGURE 32: COST BURDEN BY AGE OF HOUSEHOLDER AND TENURE, 2024
Source: American Community Survey 5-Year Estimates



As housing costs have gone up in Zebulon, so has the incidence of cost burden. In 2019, over 45% of renting households were cost burdened compared to 80% in 2024.[11] Despite the increase in sale price, however, the incidence of cost burden in O-O households has actually decreased since 2019.

11 As was mentioned previously in this report, the incidence of cost-burden among renter-occupied households is likely being influenced by the recent addition of subsidized housing developments and the lack of new market rate rental housing in Zebulon.

TABLE 9: CHANGE IN COST BURDEN IN ZEBULON 2019-2024

Source: American Community Survey 5- Estimates

	Total Households	O-O Households	R-O Households
2019	34.4%	27.5%	45.6%
2024	43.3%	21.3%	80.4%
CHANGE	↑ 8.9	↓ 6.2	↑ 34.8

That is not to say that homeownership has not been impacted by rising housing costs, however. In fact, the barrier to homeownership has continued to grow, leaving renters facing rising rental costs with fewer options available to them to make the jump to purchasing a home.

As Table 10 shows, the price of starter homes (defined here as homes valued in the bottom-third percentile) rose at a much faster rate than the typical home (average value) and top-tier (top-third percentile) in the region.

TABLE 10: CHANGE IN ZILLOW HOME VALUE INDEX (ZHVI), 2014-2024

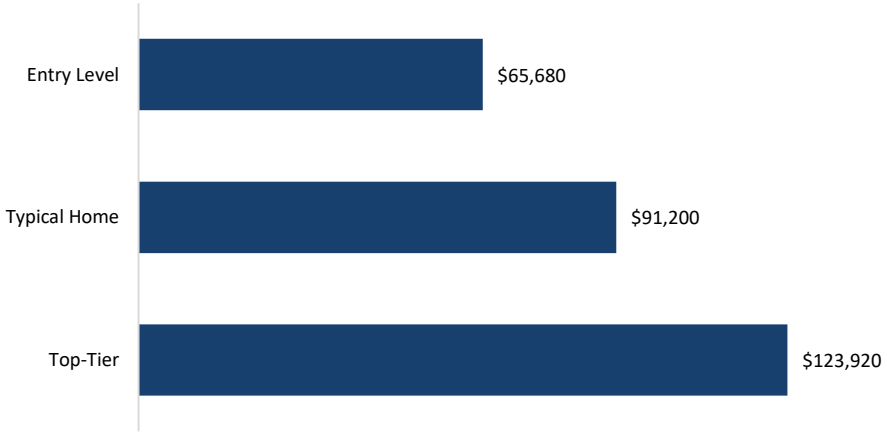
Source: Zillow Housing Data

	Dec. 2014	Dec. 2019	Dec. 2024	5-Yr. Change	10-Yr. Change
STARTER HOME	$111,713	$167,977	$263,646	57.0%	136.0%
TYPICAL HOME	$163,970	$224,120	$340,516	51.9%	107.7%
TOP-TIER HOME	$258,771	$317,330	$462,813	45.8%	78.9%

Following this increase in price for starter homes, the estimated annual income required to purchase one in Zebulon was about $65,000. As discussed previously in this report, the median annual household income for renter households in Zebulon at that time was about $25,000, with nearly 70% earning less than $50,000 per year. As this gap between renter incomes and housing costs grows, homeownership becomes less and less achievable for those entering the market for the first time.

FIGURE 33: HOUSEHOLD INCOME REQUIRED FOR STARTER, TYPICAL, AND TOP-TIER HOME IN ZEBULON, DECEMBER 2024[12]

Source: Zillow Housing Data, Freddie Mac Primary Mortgage Market Survey, North Carolina Department of Revenue



12 Assumes 20% downpayment, 6.72% interest rate (average of December 2024 weekly interest rate), homeowners insurance cost equivalent to 0.75% of purchase price, and combined tax rate of $1.0756 per $100 of purchase price.

Workforce Affordability

To ensure the provision of housing that is attainable for current residents, provide housing opportunities for those who work in Zebulon, and support economic development efforts, it's important to understand what "affordable" means for workers. This analysis uses the most common occupations and median earnings to define a housing affordability ceiling – 30% of a worker's monthly income, or the amount that a worker could spend on housing without being considered cost-burdened.

There is significant variation in median earnings for the most common occupations for Zebulon residents, from about $20,000 to $90,000. Based on median earnings, those employed in seven of the most common occupations for Zebulon residents cannot afford an entry-level home; the median worker looking to become a first-time homeowner in these occupations would be priced out of homeownership.[13]

Even those in higher-paying occupations, who may be interested in move-up housing, are now priced out of the typical home (requiring an estimated annual income of $91,200) and top-tier homes (estimated annual income of $123,920).

TABLE 11: HOUSING AFFORDABILITY FOR MOST COMMON OCCUPATIONS FOR ZEBULON RESIDENTS, 2024

Source: American Community Survey 5-Year Estimates

Occupations	Jobs, 2024	Median Annual Earnings	Housing Affordability Ceiling
MANAGEMENT	638	$67,404	$1,685
CONSTRUCTION AND EXTRACTION	483	$24,390	$610
OFFICE AND ADMINISTRATIVE	443	$52,338	$1,308
HEALTHCARE PRACTITIONERS AND TECHNICAL	381	$84,632	$2,116
SALES AND RELATED	315	$27,325	$683
COMPUTER AND MATHEMATICAL	271	$58,618	$1,465
PRODUCTION	256	$40,640	$1,016
PROTECTIVE SERVICE OCCUPATIONS	206	$58,317	$1,458
TRANSPORTATION AND MATERIAL MOVING	204	$17,446[14]	$436
BUSINESS AND FINANCIAL OPERATIONS	162	$90,313	$2,258

When it comes to economic development efforts, the availability and quality of a local workforce is often a top criterion for site selection.[15] To ensure continued success in economic development, therefore, it is essential that Zebulon's housing mix has adequate options for those who work in the community.

Based on median earnings, 40% of those employed in Zebulon can only afford to spend about $1,000 per month on housing costs. Moreover, assuming a one-income household, only those employed in two of the most common occupations could afford to purchase an entry-level home.

13 Assumes a one-income household.

14 Represents median earnings for all Production, Transportation, and Material Moving occupations.

15 The 2026 State of Site Selection Pulse Check. Site Selectors Guild. https://siteselectorsguild.com/wp-content/uploads/2026/03/SoSS-2026-PulseCheck_3.20.26.pdf

TABLE 12: HOUSING AFFORDABILITY FOR MOST COMMON OCCUPATIONS FOR ZEBULON WORKERS, 2024

Source: Lighcast 2026.1

Occupation	Jobs, 2024	Median Annual Earnings	Housing Affordability Ceiling
OFFICE AND ADMINISTRATIVE	904	$47,917	$1,198
SALES AND RELATED	688	$37,324	$933
FOOD PREPARATION AND SERVING	573	$29,952	$749
MANAGEMENT	560	$108,538	$2,713
BUSINESS AND FINANCIAL OPERATIONS	519	$77,006	$1,925
EDUCATIONAL INSTRUCTION AND LIBRARY	507	$43,417	$1,085
TRANSPORTATION AND MATERIAL MOVING	499	$37,230	$931
CONSTRUCTION AND EXTRACTION	475	$50,921	$1,273
INSTALLATION, MAINTENANCE, AND REPAIR	418	$53,923	$1,348
PRODUCTION	319	$44,225	$1,106

As of April 2026, there are only two options on the market available for less than $1,000 per month. Both of these options are rooms for rent, further limiting the types of households that these would be appropriate for. Increasing the budget to $1,499, an amount that exceeds the affordability threshold for all but two of the most common occupations for Zebulon workers and two of the most common occupations for Zebulon residents, only adds three additional units, all of them rentals.

Beyond saving for a down payment, workers who are looking to move from renting to owning would need to spend at least $1,500 per month in housing costs, based on current market availability, which would require an estimated annual household income that is about $35,000 per year more than the median household income for renters.

TABLE 13: ON-MARKET HOMES BY PRICE

Source: Real Estate Property Data Files, Redfin

Monthly Payment	FOR-RENT		FOR SALE	
	Count	Percentage	Count	Percentage
UNDER $1,000[16]	2	5.1%	0	0.0%
UP TO $1,499	5	12.8%	0	0.0%
UP TO $1,999	25	64.1%	10	6.5%
UP TO $2,499	37	94.9%	56	36.6%
UP TO $2,999	39	100.0%	112	73.2%



16 Rooms for rent, not individual units.

Affordable Housing Subsidies and Programs

Providing housing for low-income households can be very challenging. As land, materials, and labor costs have risen dramatically in the last ten years, very few options remain that can make the development of this type of housing profitable for developers. In many cases, subsidies are required to help bring this well-needed product to market.

Among the most effective subsidies are the highly competitive federal Low-Income Housing Tax Credits (LIHTC) that are distributed to states and then awarded to individual projects. Other common programs are offered as loan programs directly to residents through the U.S. Department of Agriculture (USDA), although some of these have been closed in recent years.

Within the Zebulon planning jurisdiction, 263 units are subsidized through either USDA or LIHTC programs, the majority of which are also age-restricted and reserved for seniors.

TABLE 14: ACTIVE INCOME-RESTRICTED PROPERTIES IN ZEBULON PLANNING JURISDICTION

Source: U.S. Department of Housing and Urban Development (HUD), USDA Rural Development Datasets

	Financing	Low-Income Units	Population	Year Placed in Service	Expiration of Affordability Period	Years Remaining
THE MAPLES	USDA Section 515	36	Families	1983	2035	9 years
SILVER SPRING	LIHTC	33	Seniors	2002	2032	6 Years
SHEPARD GREENE	LIHTC, USDA Section 538	50	Seniors	2018	2048	22 years
ZEBULON GREEN	LIHTC	72	Families	2021	2051	25 years
THE CARRINGTON	LIHTC	72	Seniors	2023	2053	27 years

Whether through LIHTC, USDA, or other programs, most units built through subsidies require that the units produced remain affordable for a certain number of years before they can either revert to market rate housing or be included in another type of program that can maintain their affordability. In the next 10 years, 69 of Zebulon's affordable units will be exiting their affordability window. As these units leave their affordability period, it will be important that these residents have options to avoid their displacement. This can be accomplished by preserving the affordability of these units or replacing them with other new subsidized units. Ultimately, however, it is unlikely that unsubsidized options will be effective for these low-income households.

Zebulon is also home to Wake County's Housing Authority, which manages a variety of subsidies and programs from the U.S. Department of Housing and Urban Development (HUD) to help low-income residents find affordable housing, either by providing affordable units or by helping bridge the gap between market rent and what a household can afford.

TABLE 15: SUMMARY OF HUD PROGRAMS IN ZEBULON

Source: U.S. Department of Housing and Urban Development (HUD)

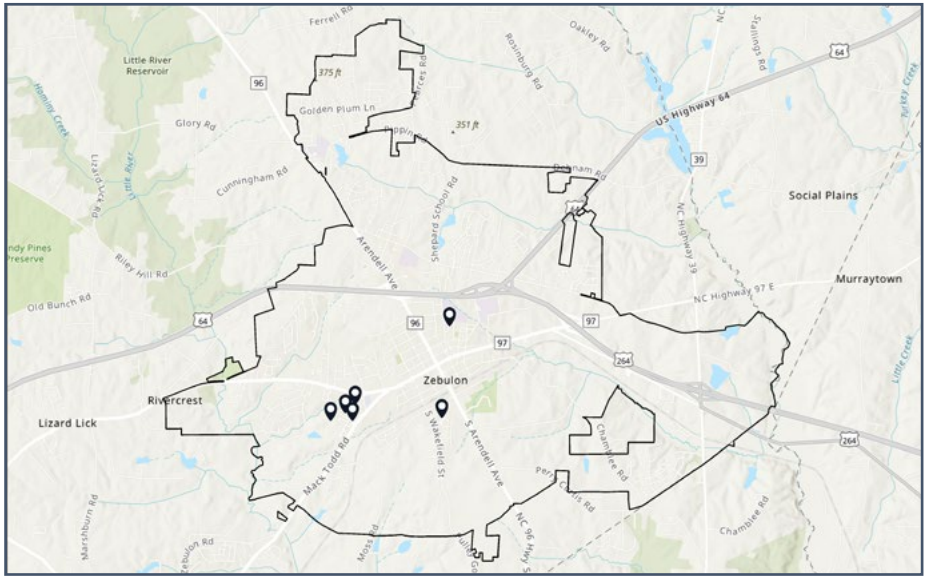
	Subsidized units available	% Occupied	Average household income per year
SUMMARY OF ALL HUD PROGRAMS	223	84	$18,886
PUBLIC HOUSING	85	84	$17,505
HOUSING CHOICE VOUCHERS	94	84	$20,680
PROJECT BASED SECTION 8	44	86	$16,632

Whether through subsidized units or rental assistance, the highest need for low-income housing is for households earning less than $35,000 per year, with an affordability threshold of $875 per month. For homeownership, this equates to a purchase price of about $135,000 or less, a price point that is unattainable without subsidies in current market conditions.

Including the Shannon Drive Apartments, public housing through the Wake County Housing Authority, Zebulon is home to six affordable housing developments, primarily clustered in the southwest portion of the Town.

FIGURE 34: MAP OF AFFORDABLE HOUSING DEVELOPMENTS

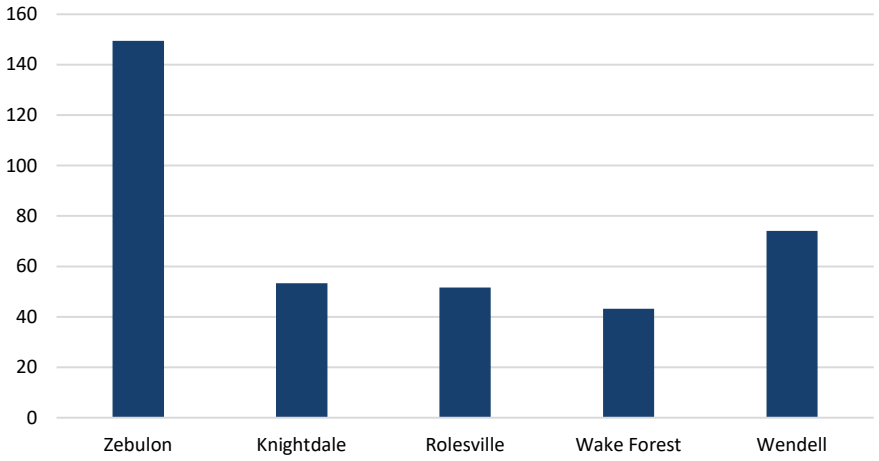
Source: U.S. Department of Housing and Urban Development (HUD), USDA Rural Development Datasets, Novogradac



When including subsidized housing, such as public housing, Housing Choice Vouchers, and Project-Based Section 8, Zebulon has a higher number of subsidized units per 1,000 households, compared to other communities in Wake County. However, the population of these units differs from their neighbors. In Zebulon, nearly 60% of the LIHTC or USDA properties are age-restricted, the highest in East Wake. While it is important to continue to provide affordable options for seniors, the high rents for larger rentals and incidence of cost burden for renters under the age of 65 point to a need for additional affordable options for families.

FIGURE 35: SUBSIDIZED UNITS PER 1,000 HOUSEHOLDS, 2024

Source: U.S. Department of Housing and Urban Development (HUD), USDA Rural Development Datasets, American Community Survey 5-Year Estimates





Current Housing Gap and Future Demand

To better understand the potential housing needs of current and future Zebulonians, the existing affordable housing gap and future demand can be estimated. Using current cost-burden data, household projections, and past growth, the project team can project the estimated number of housing units needed in Zebulon.

Currently, the Town has an existing affordable housing gap of about 1,400 units, with the greatest need among lower-income renters. Households earning less than $35,000 per year, below 50% AMI for even a 1-person household, represent 50.6% of the existing affordable housing gap. However, rising housing costs are also affecting higher-income and owner-occupied households, creating a growing need for more attainable for-sale housing.

Residents who participated in the Zebulon Housing Survey[17] were supportive of meeting this need, with 47.6% of participants supporting prioritizing housing options that are affordable for low-and moderate-income households.[18]

TABLE 16: EXISTING AFFORDABLE HOUSING GAP, 2024
Source: American Community Survey 5-Year Estimates

Household Income	Monthly Affordability Threshold	Owner-Occupied	Renter-Occupied	All Households
LESS THAN $20,000	$500	38	299	337
$20,000 TO $34,999	$875	0	376	376
$35,000 TO $49,999	$1,250	96	137	233
$50,000 TO $74,999	$1,875	109	99	208
$75,000 OR MORE	>$1,875	191	64	255
TOTAL AFFORDABILITY GAP		434	975	1,409

Based on an analysis of the data, in the next five years, based on two growth scenarios, the Town is projected to need approximately 3,400 to 5,600 housing units, putting the total estimated demand between 4,800 units and 7,000 units (955 to 1,405 annually).

17 Results should be interpreted with caution due to low numbers of respondents and demographic mismatches between Zebulon residents and survey respondents.
18 Defined as those with an "annual household income less than $72,950 for a 1-person household and $104,200 for a family of 4."

TABLE 17: PROJECTED 5-YEAR HOUSING DEMAND
Source: American Community Survey 5-Year Estimates, Town of Zebulon

	Existing Gap	5-Year Housing Demand	
		Conservative	High Growth
FOR-SALE	434	2,088	3,479
FOR-RENT	975	1,282	2,136
TOTAL	1,409	3,370	5,615

Estimated Demand: 4,779 to 7,024

To provide further illustration of the potential housing products that may meet Zebulon's future housing needs, the estimated housing demand can be disaggregated by household income, in addition to tenure. Based on the current household income profile, the majority of the demand for new owner-occupied units comes from households earning more than $75,000 per year, while the demand for new renter-occupied units comes from lower-income households.

TABLE 18: ESTIMATED HOUSING DEMAND BY TENURE AND INCOME

Source: American Community Survey 5-Year Estimates, Town of Zebulon

	5-Year Housing Demand								
	Existing Gap			Conservative			High Growth		
	Owners	Renter	All Households	Owners	Renter	All Households	Owners	Renter	All Households
LESS THAN $20,000	38	299	337	39	316	355	65	527	591
$20,000 TO $34,999	0	376	376	0	407	407	0	678	678
$35,000 TO $49,999	96	137	233	217	156	374	362	261	622
$50,000 TO $74,999	109	99	208	278	228	506	462	380	843
$75,000 OR MORE	191	64	255	1,554	174	1,729	2,590	291	2,881
TOTAL	434	975	1,409	2,088	1,282	3,370	3,479	2,136	5,615

With about 3,000 units in the development pipeline (nearly all of them SFD or townhomes), future new development in Zebulon should prioritize diversifying the Town's housing stock to include a wide range of housing types, including a mix of rental and homeownership, affordable units, and smaller homes, to provide options for those across the housing life cycle.[19]

19 For more information on the housing life cycle, see Figure 39.

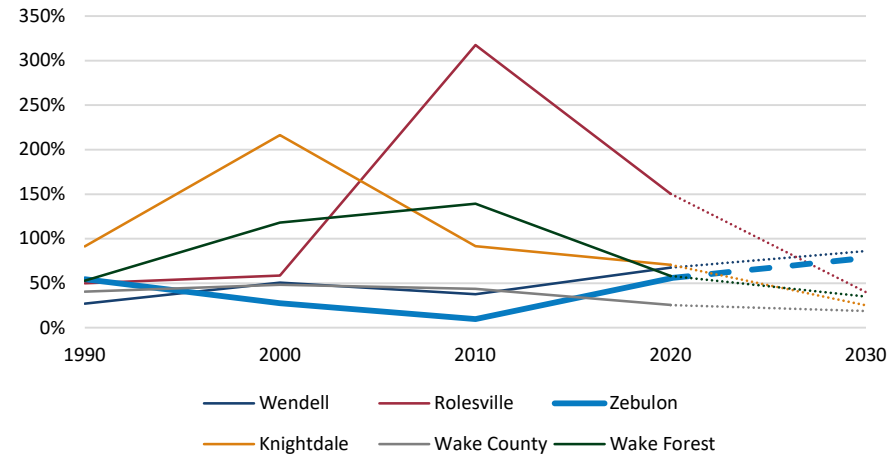
FINDINGS AND ANALYSIS

FINDING:

The Town of Zebulon, which has historically been an affordable option in the Research Triangle Region, is the latest East Wake County municipality to undergo rapid population growth and rising housing costs.

While Zebulon's population boom has been significant (Figure 1), it is only the most recent area in East Wake County to undergo rapid growth. For example, the neighboring communities of Knightdale, Rolesville, and Wendell have recently had to navigate population booms themselves.

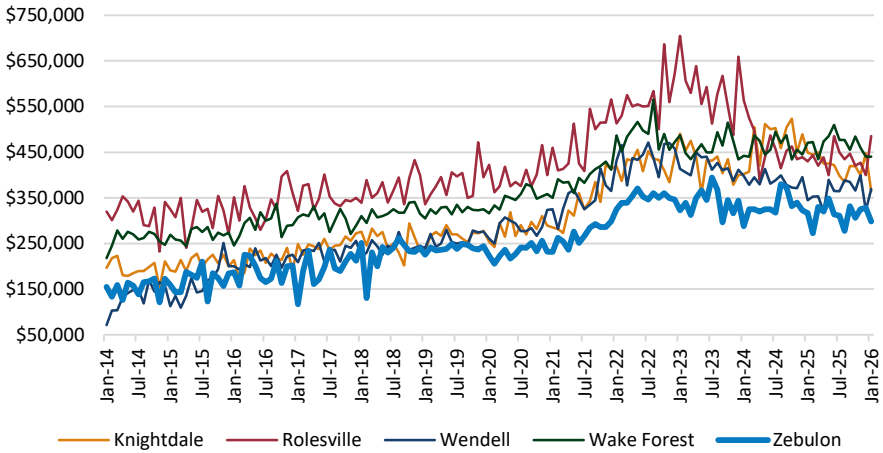
FIGURE 36: POPULATION GROWTH RATE BY DECADE IN EAST WAKE COUNTY MUNICIPALITIES, 1990-2030 (PROJ.)
Source: Decennial Census, Esri



As the Research Triangle Region has grown, many people have sought to relocate into Raleigh's suburbs and nearby communities. This growth in regional demand has simultaneously led to growing populations and ballooning housing costs for many of Zebulon's neighbors.

As costs in Raleigh and other East Wake County communities became increasingly expensive, many of these residents have looked to Zebulon (Figure 19), which has historically been the affordable option by comparison.

FIGURE 37: MEDIAN HOME SALE PRICE, EAST WAKE COUNTY, JANUARY 2014 TO JANUARY 2026
Source: Redfin Data Analytics



Affordability within a regional context is an important metric for monitoring economic sustainability and maintaining a competitive advantage for economic development campaigns. It will also be important to continue to monitor housing affordability in reference to local and regional wages to ensure an appropriate balance and ensure that Zebulon has adequate housing and can continue to serve as a desirable place for both employers and the regional workforce.

Affordability is increasingly becoming a challenge for both new and long-established Zebulonians, however. Residential development for single-family homes in the Town has been largely able to keep up with demand in the for-sale market and purchase prices have largely stabilized as a result (Figure 29). However, the Town has not seen much development of other housing types in recent years (Figure 27).

FINDING:

Zebulon's affordability challenges are disproportionately impacting renters and first-time homebuyers.

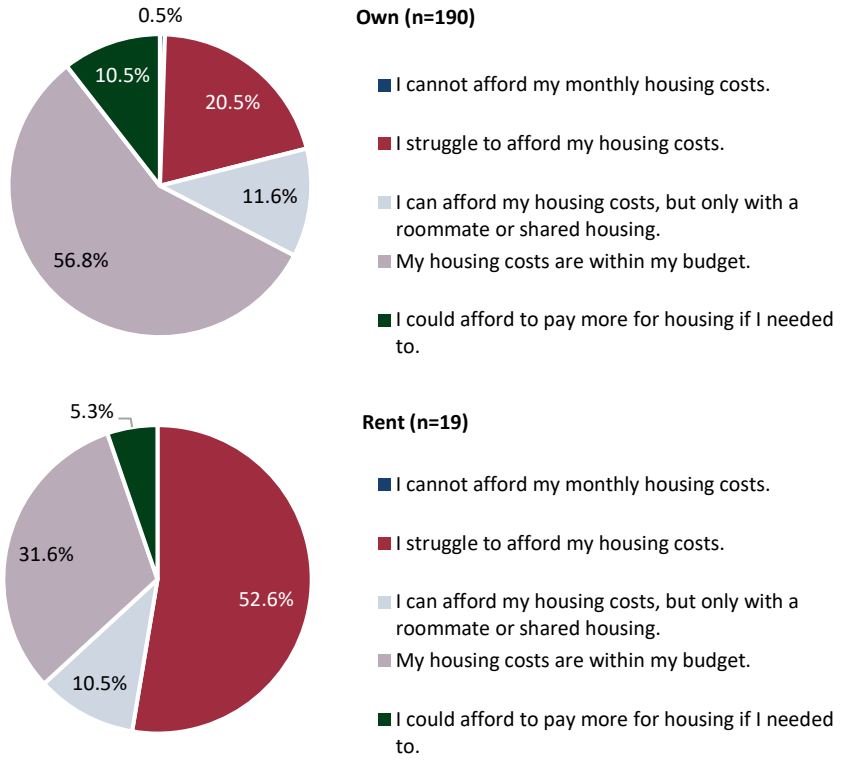
Starting around 2020, the Zebulon housing market saw a significant spike in sale prices. After peaking in the Summer of 2023, prices have largely plateaued and even come down a little (Figure 29). Nonetheless, the median sale price is still about 41.4% higher now ($328,000) than it was five years prior, in December 2020 ($231,900).

Historically, this would be considered a rapid increase. On the other hand, it could also be viewed as somewhat moderate when compared to many other North Carolina communities during this same time. But the impact of this price spike is being felt disproportionately by different segments of the housing market, specifically by first-time homebuyers. As Table 10 shows, the price of starter homes has risen nearly twice as fast as the price of luxury homes in the Zebulon market, increasing the barrier to homeownership.

This is particularly problematic for Zebulon renters who have seen rent prices spike significantly, especially those renting 3-bedroom units in the Town. While the rent charged for 1- and 2- bedroom units rose by just under 20% from 2020 to 2025, the rent for the small number of 3-bedroom units in Zebulon rose by over 50% in that period (Figure 30). These renters are being squeezed on both sides as they watch both their rent increase and the price of a starter home rise faster than the rest of the for-sale market.

The discrepancy of household income by tenure, as seen in Table 5, and its resulting impacts, are evident in Zebulon residents' reported ability to afford their housing costs. About 58% of participants in the Zebulon Housing Survey who rent reported struggling with their housing costs, or needing some type of shared housing in order to afford them, compared to about 33% of participants who are homeowners. While this information may provide a more up-to-date picture of housing affordability than estimates from the American Community Survey, it should be interpreted and generalized with caution, due to the low numbers of renters who participated in the survey.

FIGURE 38: ABILITY TO AFFORD HOUSING COSTS, BY TENURE
Source: Zebulon Housing Survey



To put these numbers into perspective, consider what is a very likely scenario based on the demographic trends highlighted in this report. A young family of two working parents and two young children moved into a 3-bedroom apartment in Zebulon in 2020 because it was more affordable than their apartment in Raleigh and they want to save to buy their first home. In the five years since they moved to the Town, not only has their rent gone up by over $500 per month, but they've seen the price of starter homes increase by over $100,000.

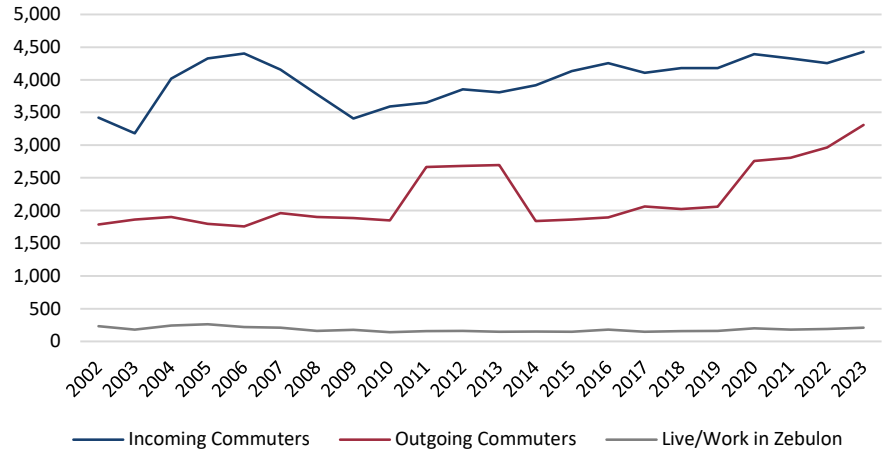
Affordability issues for renters are getting worse due to the lack of multifamily rental properties being built in the Town. The demographics and household size of those moving into Zebulon (see Figure 4) may be causing a spike in demand for 3-bedroom rental units, of which zero new units have been built since 2019 (Figure 31).

FINDING:

Zebulon's local economy has historically been more reliant on its commercial than its residential tax base, but that trend is reversing and could significantly shape the Town's economic resilience.

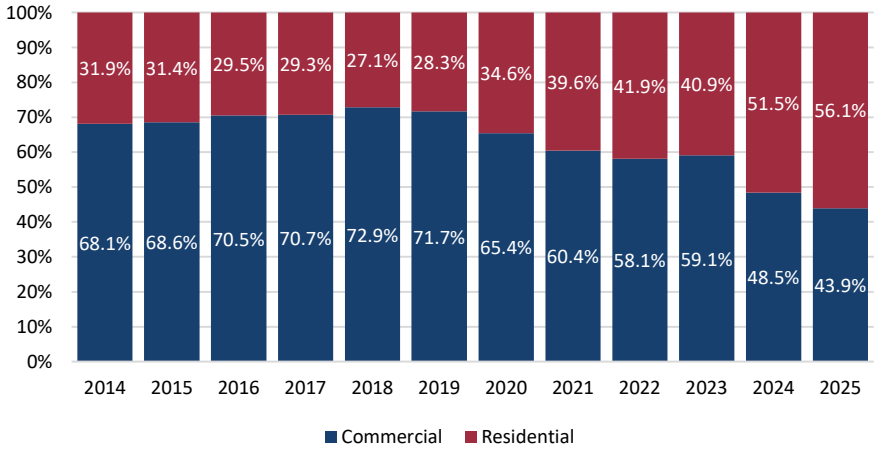
Due in large part to major employers like GlaxoSmithKline (GSK), Nomaco, and U.S. Foods, Zebulon has been a net importer of jobs for decades, meaning that more people commute into the Town for their jobs than commute out. However, the monumental growth within the Research Triangle Region has led to significant demand and rising costs, which have pushed much of the workforce farther away from the area's job centers and have begun to flood Zebulon with outbound commuters. While the data are not yet available, recent trends foretell a potential shift to the point where the Town is likely to see a change in its status as a net importer of jobs (if it hasn't occurred already).

FIGURE 39: COMMUTER INFLOW/OUTFLOW FOR ZEBULON, 2002-2023
Source: U.S. Census OnTheMap



Nonetheless, the presence of these major employers has created a healthy balance in the Town's local economy and revenues, which until recently were generated more through commercial taxes than residential ones. As of 2025, Zebulon's tax base is still well balanced. However, the influx of outbound commuters could threaten continued economic development efforts and potentially shift the Town's economy increasingly toward that of a "bedroom community" and a revenue structure more heavily built on residential taxes.

FIGURE 40: ZEBULON TAX BASE COMPONENTS, 2014-2025
Source: Wake County Department of Tax Administration



A wide variety of housing types and affordability ranges can play a major role in economic development efforts. Housing that is affordable for workers has become an increasingly important factor in companies' site selection decisions.[20] If Zebulon wishes to maintain its balanced economy and continue to attract major employers, a variety of housing types and affordability ranges could be a critical component to ensuring a competitive economic development environment.

The important role that housing can play in these efforts has not been lost on local leaders, of course; and strategies for maintaining the affordability of the local housing market and focusing on a balanced mix of housing types appear throughout the Town's 2024 Economic Development Strategic Plan.

20 The 2026 State of Site Selection Pulse Check. Site Selectors Guild. https://siteselectorsguild.com/wp-content/uploads/2026/03/SoSS-2026-PulseCheck_3.20.26.pdf

FINDING:

Housing in Zebulon primarily consists of single-family detached homes, and therefore has limited housing options to meet a variety of needs and uses.

As Zebulon has grown, a vast majority of its new housing stock has been comprised of single-family detached (SFD) homes, the number of which increased by 173% between 2014 and 2024 (Figure 27). While these are certainly the most popular housing type in Zebulon and elsewhere, SFD homes do not meet a wide variety of uses. Even a balanced mix of large and small SFD homes leave a significant number of households without options that meet their needs.

The "Housing Life Cycle," depicted in Figure 41, demonstrates a typical array of housing needs that are present in nearly every community.

At the front end of the Housing Life Cycle, the "Students and Single Living" offer opportunities for young people to get their start, often finding rental opportunities that they can afford with roommates. As these residents age into needing larger and newer units, the inexpensive units become available for the next wave of young people, and so on.
This turnover is critical to ensuring that the housing supply in a community is effectively and efficiently being utilized by its residents. Issues can arise when there are not sufficient options to meet the uses and needs of residents and households. If, for example, there are limited options for the "Retiring and Downsizing" and "Comfortably Aging" cohorts as their children move out and their uses and needs shift to housing options that are smaller and require less maintenance, these residents tend to remain in their family-sized homes, thereby limiting the supply that is available to the "Growing Families" and "Settled Households" coming up behind them.

The resulting constraints on supply often lead to rising housing costs as retirees who face limited options for downsizing are forced to stay in homes that are better suited for larger families. The demand from "Growing Families," then, is met with limited supply, and prices surge. Furthermore, these larger homes can become burdensome to maintain for retirees with increasingly limited budget and physical mobility. This, in turn, can lead to the deterioration of the existing housing stock and expensive rehab projects, some of which will require subsidies to address.

Zebulon's recent residential developments have largely only catered to "Growing Families" and "Settled Households" segments of the housing life cycle. And while there is overlap between these segments and the demographics of Zebulon's new residents, there are still a variety of uses and needs that are not being met with new developments. The rising cost of renting a 3-bedroom unit likely speaks to a significant gap between market demand and the lack of corresponding supply.

FIGURE 41: "HOUSING LIFE CYCLE"

STUDENTS AND SINGLE LIVING	• Singles/Couples and Roommates • Early 20s • Inexpensive apartments
GETTING ESTABLISHED	• Cohabitating families • Late 30s through 40s • "Move-up" to larger and often newer housing
GROWING FAMILIES	• Cohabitating families • Late 30s through 40s • "Move-up" to larger and often newer housing
SETTLED HOUSEHOLDS	• Cohabitating couples • 50s and 60s • Still own family home or have moved to rentals
RETIRING AND DOWNSIZING	• Couples and individuals • Late 60s and 70s • Looking for low-maintenance options
COMFORTABLY AGING	• Increasingly living alone • Mid-70s and older • Housing tied to healthcare needs

The addition of larger rental units alone, however, will still leave significant uses and needs unmet – especially as more than 1-in-5 residents are age 55 and older (Figure 4). The creation of homes that meet the needs of those in the "Retiring and Downsizing" and "Comfortably Aging" categories will become increasingly important to help ensure that the housing that does exist in Zebulon is effectively and efficiently meeting the needs of its residents.

Finally, communities that offer a robust mix of housing types are better positioned to withstand the negative impacts of economic downturns. Communities with higher ratios of SFD homes, on the other hand, tend to be more susceptible to affordability issues such as cost burden and housing market crashes. In fact, studies have shown that communities with higher number of SFD housing show higher foreclosure rates during economic downturns.[21]



21 Chakraborty, A., &McMillan, A. (2022). Is Housing Diversity Good for Community Stability? Evidence from the Housing Crisis. Journal of Planning Education and Research, 42(2), 150-161. https://journals.sagepub.com/doi/10.1177/0739456X18810787

FINDING:

While a number of the Town's plans and strategies focus on creating a diverse housing mix, current policies and processes are likely preventing progress towards this goal.

The Housing and Neighborhoods section of the 2021 GROW Zebulon Comprehensive Land Use Plan states that "having a diverse stock of housing—new and old, big and small, ownership and rental—is crucial for offering choice and providing for the individual needs of all households, regardless of economic conditions." The goals of achieving and promoting a balanced and attainable supply of housing appear regularly in Zebulon's planning documents. However, an analysis of the Town's existing Unified Development Ordinance (UDO) reveals that lot dimensional standards, residential zoning district distribution, and permitting and approval processes are, intentionally or not, creating barriers to achieving a diverse housing stock throughout the Town's planning jurisdiction.

For example, as of the 2021 UDO update, only 10% of Zebulon's planning jurisdiction allows for multifamily structures to be developed by right. As such, no market rate multifamily housing has been built during the recent population surge. The lack of new multifamily rental options is likely driving up the cost of the apartments that do exist.

On the other side of the density spectrum, the Town's Residential Suburban (R2) district accounts for nearly 60% of the Town's residential zones by area, despite being intended for "somewhat peripheral locations of the Town's planning jurisdiction." Within this district, minimum lot sizes and setback requirements ensure that large amounts of land are needed for single-family detached homes while other types of developments are functionally disincentivized. For example, a developer considering building a duplex in an R2 district would need to procure a full acre of land for the two-unit structure and would still need to apply for a special use permit and undergo a multistep approval process.

TABLE 19: REQUIRED LOT SIZE BY DEVELOPMENT TYPE AND ZONING DISTRICT[22]

Source: GROW Zebulon Unified Development Ordinance

		R2	R4	R6	RMF
SINGLE-FAMILY DETACHED	MINIMUM LOT SIZE	30,000 sq. ft.	10,000 sq. ft.	8,000 sq. ft.	6,900 sq. ft.
	TOTAL DEVELOPMENT SIZE	30,000 sq. ft. (0.69 acres)	10,000 sq. ft. (0.23 acres)	8,000 sq. ft. (0.18 acres)	6,900 sq. ft (0.16 acres)
DUPLEX	MINIMUM LOT AREA (PER UNIT)	21,780 sq. ft.*	13,000 sq. ft.*	10,500 sq. ft.	8,700 sq. ft.
	TOTAL DEVELOPMENT SIZE	43,560 sq. ft.* (1 acre)	26,000 sq. ft.* (0.60 acres)	21,000 sq. ft. (0.48 acres)	17,400 sq. ft. (0.40 acres)
TRIPLEX	MINIMUM LOT AREA (PER UNIT)	Not allowed	7,600 sq. ft.*	7,200 sq. ft.	6,200 sq. ft.
	TOTAL DEVELOPMENT SIZE	Not allowed	22,800 sqft.* (0.52 acres)	21,600 sq. ft. (0.50 acres)	18,600 sq. ft (0.43 acres).
QUADPLEX	MINIMUM LOT AREA (PER UNIT)	Not allowed	7,600 sq. ft.*	7,200 sq. ft.	6, 200 sq. ft
	TOTAL DEVELOPMENT SIZE	Not allowed	30,400 sq. ft.* (0.70 acres)	28,800 sq. ft. (0.66 acres)	24,800 sq. ft. (0.57 acres)

22 * indicates uses that require a special use permit.

In the R4 district, which "allows a wide variety of dwelling unit types at moderate densities of around 3 units per acre," duplexes require more than half an acre to develop, which is actually more than is required for a triplex in the same district. Either building type requires a special use permit, which follows a 9-step procedure including a mandatory pre-application conference, review by a Technical Review Committee (TRC), and a public hearing before the Town Board of Commissioners to review and approve the permit.[23]

Developers tend to place high importance on clarity in zoning districts and reliable permitting processes—the longer and more complicated these become, the greater the risk to their potential investment. Typically, developments of traditional single-family detached homes present the lowest risk as zoning ordinances often make this type of housing the easiest to build. One of the best ways to encourage less traditional housing types, then, is to make it very clear what restrictions and incentives apply and what design/configuration is likeliest to be approved.

A look at pocket neighborhoods in the UDO can help demonstrate the importance of this kind of clarity. Pocket neighborhoods (a collection of smaller single-family detached homes that face a common area) can be ideal first-time homebuyer or downsizing options. They can be built as single-story units for accessibility and with lawn maintenance often handled by a Homeowners Association. They tend to blend well into SFD neighborhoods and are among the "encouraged" types of "small-lot/small-home" mentioned in the R2 District Character description within Zebulon's UDO.

In Zebulon, all pocket neighborhoods are required to receive a special use permit and are evaluated to be "in general conformity with the Town's adopted policy guidance." However, the text of the UDO might lead to some confusion about how to structure a site plan that is likely to be approved by the Town Board. For example, the maximum density allowed for a pocket neighborhood in the R2 district could be reasonably interpreted as either 1.595, 3, or 3.3 units/acre depending on which set of guidelines is being referenced.[24]

TABLE 20: MINIMUM REQUIRED DEVELOPMENT SIZE FOR A POCKET NEIGHBORHOOD IN R2 DISTRICT
Source: GROW Zebulon Unified Development Ordinance

	Minimum land area for a 4-unit pocket neighborhood
BASED ON MIN. LOT AREA/UNIT (6,000 SQ. FT.) + REQUIRED OPEN SPACE (40% OF TOTAL SITE)	33,600 sq. ft. (0.77 acres)
BASED ON R2 STANDARDS TABLE (MAX. 3 UNITS/ACRE) + 10% = 3.3 UNITS/ACRE	52,800 sq. ft. (1.21 acres)
BASED ON R2 STANDARDS TABLE (MAX. 3 UNITS/ACRE)	58,050 sq. ft. (1.33 acres)
BASED ON R2 BASE MAX. DENSITY (1.45 UNITS/ACRE) + 10% = 1.595 UNITS/ACRE	108,900 sq. ft. (2.5 acres)

In summary, the structure and content of the UDO is having the likely impact of encouraging the development of single-family homes in part by establishing obstacles or providing a lack of clarity or consistency around other types of housing development. Where incentives do exist, they are focused on aesthetics, sustainability, and the preservation of green spaces and are generally more applicable to single-family structures. The amount of land that is zoned in the restrictive R2 district, large and disproportionate minimum lot sizes, and the widespread requirement of special use permits are likely limiting the amount and type of development that is occurring.[25]

As an example, if a developer were looking to purchase and develop a 1.5 acres parcel in an R2 district, they could build 3 single family homes or 4 bungalow court homes (that meet the residential design guidelines) without a special use permit or they could opt to go through the special use permitting process to build either a single duplex or a 4-unit pocket neighborhood (assuming the 3 units/acre interpretation).

The Town's policies and incentive structures could be adjusted to encourage housing mix and affordability, however. As Zebulon undergoes an update to its Strategic Plan, a fresh look at how incentives are structured and where existing policy might be hindering the Town's pursuit of its stated goals could help realize the vision of leadership and the community.

23 See Application Review Procedures – 2.2.19 Special Use Permit in the UDO.
24 The Dimensional Standards table on Page 3-10 of the UDO lists the maximum residential density for a pocket neighborhood or bungalow court as 3 units per acre. The Use-Specific Standards section for Pocket Neighborhoods (pages 4-20 through 4-22) states that "in no instance shall the gross density of the development exceed a 10 percent increase in the density of the underlying base zoning district."

25 Only two developments are currently approved (and two more proposed) within the R2 zone without zoning amendments. All four have been approved on a by-right basis as "Conservation Subdivisions," which allow for significantly smaller lots and greater density than the district's base requirements. Dimensional standards in these Conservation Subdivisions are less restrictive than the base requirements in R6 or RMF zones and more closely resemble the developments in the R13 Special Use Districts that were eliminated as part of the 2021 UDO update.

FINDING:

To facilitate and build consensus around the vision for the future, the Town needs to strengthen communication channels to effectively reach all segments of the Zebulon community and facilitate the two-way flow of information.

Zebulon's demographics have shifted throughout the population boom; and they will continue to shift and change if growth projections come to fruition. As such, it will become imperative to continue to monitor these changes and ensure that all segments of the developing community are engaged to participate in conversations about the Town's future.

For example, Zebulon has become a majority-minority community over the last five years and is becoming home to an affluent Black community (Figure 15). An estimated one-quarter of Zebulon's residents are primarily Spanish speaking (Figure 8). These demographic groups are among those often lacking representation in community engagement activities, as they were among respondents to the Zebulon Housing Survey.

TABLE 21: UNDERREPRESENTATION AMONG HOUSING SURVEY RESPONDENTS
Source: ACS 5-Year Estimates, Zebulon Housing Survey

	2024 Zebulon Population (ACS estimates)	Resident Respondents (self-reported)
BLACK OR AFRICAN AMERICAN	45.6%	25.5%
HISPANIC OR LATINO	22.9%	9.0%

In general, engagement efforts throughout this housing study did not receive much attention throughout the Zebulon community, despite significant efforts by the Town's Economic Development and Planning staff. Open house events were sparsely attended and, in spite of multiple distribution efforts and strategies (including tabling at community events and outside a grocery store, a mailer campaign, and social media posts and videos), the community survey received relatively few responses. Those who did respond were not representative of the town's demographics, skewing heavily towards white and more affluent residents.

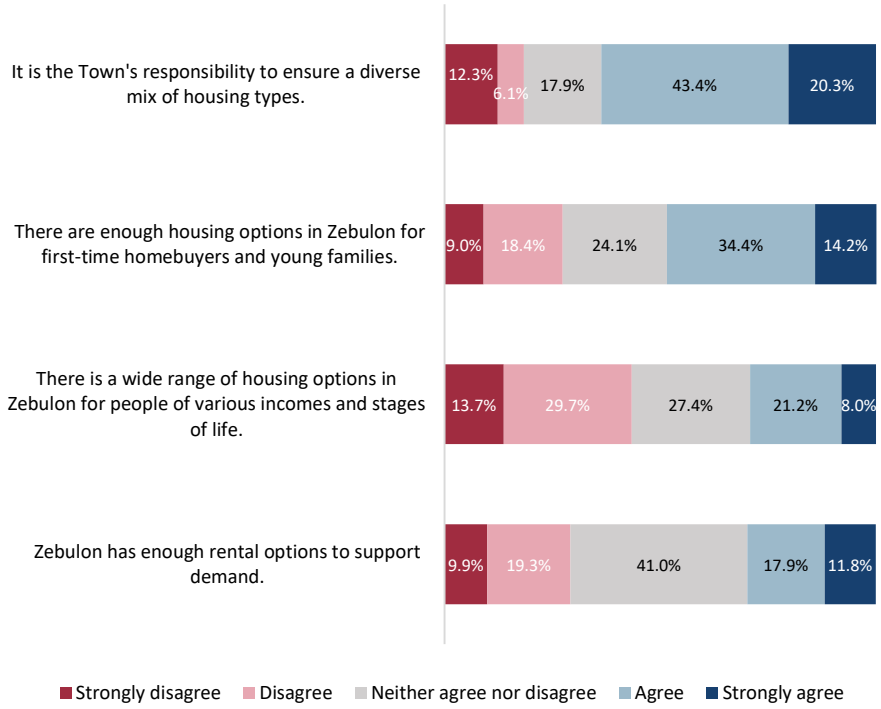
There are a number of factors that impacted the low level of engagement. The Town's Communications Director was hired after many engagement activities were underway, limiting their ability to coordinate and increase outreach. In addition, it can be difficult to engage with new community members who are just getting settled and may not be focused on or aware of local communication channels.

Housing policy can be complex, and for many residents may not rank highly among competing priorities of everyday life or be at the top of their interests. Despite the fact that these concepts can have wide-ranging impacts across a broad range of local issues such as the local economy, economic development, school, transportation, infrastructure, oftentimes community members and local leaders are not aware of the housing challenges facing residents beyond their own street or neighborhood.

When people do respond to surveys or attend open houses it is somewhat common to see some apparent contradictions in how people think or feel about housing in their area. For example, when asked if Zebulon had a wide range of options for people of various incomes and stages of life, over 43% of survey respondents agreed (29% disagreed). However, only around a quarter of respondents agreed that there were enough homes for first-time homebuyers and young families (49% disagreed). Responses to statements like these can help identify where there is disagreement and/or room for some additional information or improved communication about how these issues are impacting a community.

One item that found majority agreement, however, was the belief that local government is responsible for providing a balanced mix of housing types.

FIGURE 42: RESIDENT SENTIMENTS ON EXISTING HOUSING MIX[26]
Source: Zebulon Housing Survey



As Zebulon's leaders work to update the Town's Strategic Plan, working to establish a clear and shared vision that will guide planning efforts will be critical in finding success and meeting resident expectations. To do so, it will be critical to establish communication channels, engage with the community, and provide relevant information. Engagement efforts will need to be expanded, adjusted, and evaluated to ensure that all segments of the population are being appropriately informed and brought into the conversation to provide guidance and feedback.

FINDING:

There is a need to continue to build out staff capacity, housing ecosystem, and partnerships to effectively deliver on Town goals and objectives as it continues to grow.

As Zebulon grows, there will be continued need to grow the Town's staff and capacity to manage engagement, policy, processes, programs, and services and generally continue to meet the needs of its residents.

Among the actions outlined in the GROW Zebulon Comprehensive Land Use Plan was to "grow Planning Department staffing so adequate resources are devoted both to development review functions plus special initiatives and plan implementation efforts." And despite some turnover in key administrative positions, the Town has done some remarkable work in moving forward with growing departments, hiring, and generally managing rapid growth.

Beyond planning, however, there is room to build out housing-specific resources and staffing to make sure that there are dedicated resources and capacity to accomplish the goals and recommendations established in the next section of this report. Currently, housing efforts are handled through a coordinated effort between the Economic Development and Planning Departments. While the Planning staff has been growing in recent months and years, Economic Development has not hired additional staff as of the writing of this report. While it would not be uncommon for dedicated housing staff to be located within either of these two departments, new staff and resources will almost certainly be needed to ensure an effective approach to housing in Zebulon.

As the Town grows, there will be an increasing need to build out a robust "housing ecosystem" that includes the cultivation of partnerships, regional collaborations, and regular communication with Wake County, the local Housing Authority, neighboring municipalities, local nonprofits and community organizations, developers, and builders' associations. In some communities this is accomplished by the hire or designation of a local expert in housing policies, funding opportunities, and incentive structures to help facilitate development that is in line with the Town's goals, land use, and long-range planning efforts.

26 Results should be interpreted with caution due to low numbers of respondents and demographic mismatches between Zebulon residents and survey respondents.

GOALS & RECOMMENDATIONS

GOAL 1:

Established and Shared Vision for Housing in Zebulon

Overview

The Town of Zebulon has undergone significant population growth in recent years, and new residents bring with them new ideas and possibly new priorities for the community. Gaining an updated understanding about where the community sees itself in the next 10-20 years is going to be an important first step in designing a plan for the future of housing as the Town continues to grow.

Recommendations

COMPLETE UPDATE OF TOWN OF ZEBULON STRATEGIC PLAN

Nearly all of the strategies in this report are aligned with the stated goals and strategies from the Housing and Neighborhoods component of the 2021 Grow Zebulon Comprehensive Land Use Plan. While the Town has been conducting new studies and regularly updating many of its planning documents, there has not been an update to the Town's Strategic Plan since 2018. In the years since this most recent update, the Town has elected new mayors and town commissioners, it has grown its staff and appointed new committee members. Recently, the Town announced that it has begun the process of updating the Strategic Plan. This will be an important process for helping to establish a vision for the future, including for the future of housing policy.

DEVELOP ROBUST STAKEHOLDER AND COMMUNITY ENGAGEMENT SYSTEMS

As part of these efforts, city staff and elected officials will need to also continue to build out their partners, networks, and engagement efforts to keep up with the growing and changing population. While the hiring of a new Communications Director is an important early step, efforts must continue to be made to build trust and open avenues for two-way communication between the Town and its citizens. As these networks continue to develop, it will also be important to ensure that the whole population feels welcome to participate in these conversations. Establishing protocols that include multi-lingual communications and robust networks with community organizations and faith-based institutions can go a long way to reaching into underrepresented segments of the Town's population.

INCREASE EDUCATION AND AWARENESS OF HOUSING-RELATED TOPICS

As leadership seeks to solicit guidance and build out its strategic vision for housing, the chances of success will likely be improved by efforts around level- and expectation-setting. Housing topics can be complex and the nuances with which they have changed in recent years are often misunderstood. Survey responses and conversations with stakeholders indicate some confusion about how topics like economic development, workforce development, population growth, and cost of living all relate to one another. A public education and awareness campaign could go a long way to creating a shared understanding about housing in Zebulon.

For example, as the footprint of residential development continues to expand and abut agricultural lands, proactive conversations around working farms and potential conflicts between residential development and agricultural lands could reduce potential friction or misunderstandings.

★ Best Practices

Housing Matters, Virginia Beach, VA

Coming out of the City of Virginia Beach's 2024 Housing Study Update, one of the strategic priorities was to create a housing education campaign. Launched in 2025, Housing Matters is the City's outreach campaign to increase knowledge of housing issues and dispel myths around affordable housing. The campaign includes both virtual and in-person components, with resources such as key terms, local government involvement, and resource guides (in three languages) being hosted on the website. This information is dispelled throughout the community through pop-up events, being held at different branches of the public library and recreation centers, to meet residents where they are in an informal setting.

Planning Academy, City of Charlotte

Launched in 2016, the City of Charlotte's Planning Academy is designed to increase public understanding of planning processes and their importance in shaping the community. Originally a 7-month course, the Planning Academy now runs as a one-day bootcamp, centered around equipping residents with the tools to participate in the local planning decisions. Through its focus on three core goals (educating residents on the role of planning, empowering them to engage effectively in future planning efforts, and connecting community members with City staff), the Academy fosters more inclusive, informed participation in long-range planning initiatives. By demystifying planning concepts and building relationships between stakeholders, the program helps cultivate more engaged residents and community advocates.

GOAL 2:

Increased Number and Mix of Housing Options

Overview

A healthy mix of housing options that meet a wide variety of needs and uses is a critical component of a resilient community. Ensuring a diversity of housing types was among the most common priorities mentioned in survey responses and conversations with stakeholders, staff, and Town leadership. This echoes a number of existing planning documents such as the Town's Unified Development Ordinance (UDO), Comprehensive Land Use Plan (CLUP), and Economic Development Strategic Plan. Despite this, the current housing mix is predominantly composed of single-family homes; and due to barriers in the UDO, the opportunities to improve on the existing mix are limited.

Recommendations

STREAMLINE APPROVAL PROCESSES FOR PREFERRED TYPES OF RESIDENTIAL DEVELOPMENT

Under the current UDO (and as outlined in the Findings and Analysis section of this report), only a small number of housing types can be developed on a by-right basis, meaning they can be approved by the Town's planning department and not subject to either a special use permit or a rezoning application that must eventually be approved by the Town Council. In many cases, building types that are allowed by-right are not being developed.

Developers report that unpredictability, time, and costs associated with the rezoning approval process is a major factor in their decision to look to build in neighboring communities or on unincorporated land outside of Zebulon. The Town of Zebulon can shorten timelines and increase predictability in these approval processes by:

- creating expedited approval processes for types of developments and amenities that are prioritized in the Town's updated Strategic Plan;
- developing and posting guidelines for the review and approval of development and rezoning requests

ADJUST ZONING DISTRICTS AND STANDARDS TO REMOVE BARRIERS AND FACILITATE A VARIETY OF HOUSING TYPES

As detailed in the Findings and Analysis section, the UDO is likely creating several obstacles to a variety of residential development types throughout large areas of the Zebulon planning jurisdiction. A variety of requirements, including minimum lot sizes, required setbacks, density restrictions, and special-use permitting, appear to be limiting the development of different housing types.

After the completion of Zebulon's Strategic Plan update, Town leaders and staff should review and amend the existing UDO to ensure that it reflects and encourages the Town's established priorities.

Recommended changes and/or areas for review include:

- Rezoning portions of current R2 districts that are located close to the Downtown Periphery to R4 or R6 to better reflect the districts' stated purposes
- Reduction of minimum lot sizes and setbacks in most residential zones
- Increased opportunities for more by-right development types through the removal of special-use permits for neighborhood-scale multifamily (e.g., duplexes, triplexes, quadplexes, single-family attached) in R4 zones
- Thorough review and stress-testing of requirements for pocket neighborhoods
- Off-street parking requirements
- Size restrictions on Accessory Dwelling Units (ADUs)
- Cost impacts of design, materials, and site standards

REVISE AND EXPAND INCENTIVE STRUCTURES AND MUNICIPAL UTILITY ALLOCATION POLICY

The current UDO prioritizes residential developments that adhere to design guidelines, preserve open/green spaces, and meet energy-efficiency and sustainability standards through incentives to density and expedited approvals. In some cases, these policies tend to incentivize the development of single-family detached homes. A number of these existing voluntary incentive structures could be revised to instead (or additionally) encourage a broader mix of housing types or additional housing affordability to more fully align with the Town's stated goals and priorities.[27]

For example, density bonuses that are currently offered to developers who elect to use the Town's preferred exterior finishes could also be extended to developers who provide affordable (up to 80% AMI) units as a portion of the proposed development.

Another option could be through changes to the existing Municipal Utility Allocation Policy (MUAP), which requires developments to reach a certain number of points to gain water allocation. Points are allotted for the provision of certain land uses and amenities, such as greenways or roadway infrastructure. One of the many ways a proposal can earn points is through the voluntary inclusion of affordable housing units. This point system could be adjusted to further encourage the development of affordable housing by increasing the points allotted for affordable units or by allotting points for voluntary donations to a Housing Trust Fund or for including units at a lower affordability threshold (e.g., 50% AMI). Any changes made to the MUAP should be evaluated for their effectiveness in the provision of affordable housing.

★ Best Practices

Pre-Approved Housing Plans, Kalamazoo, MI

The City of Kalamazoo, Michigan confronted interrelated housing challenges driven by long-term disinvestment, restrictive zoning, and market conditions that made reinvestment financially unviable. By 2015, a state land bank program had accumulated hundreds of vacant and blighted properties, many located in neighborhoods where construction costs exceeded post-development market values. In response, the city convened a coalition of local, county, and state agencies alongside nonprofit organizations, housing advocates, and developers to pursue coordinated solutions. Early efforts included evaluating historic housing patterns, reforming zoning regulations that hindered infill development, and removing barriers such as excessive minimum lot size requirements that rendered much of the available land unbuildable.

Building on these reforms, Kalamazoo implemented a pre-approved and pre-permitted housing plan program designed to reduce risk, ensure neighborhood compatibility, and improve affordability. The city commissioned a portfolio of context-sensitive housing designs and partnered with Kalamazoo Neighborhood Housing Services to pilot construction, assuming initial financial and regulatory risk to prove feasibility. This approach resulted in dozens of new homes, including innovative duplex and accessory dwelling unit models that increase density while supporting affordability and energy efficiency. The program has contributed to neighborhood revitalization, reduced utility costs for residents, and renewed market interest, and has since been expanded to allow participation by small for-profit developers.

Affordable Housing Incentive Zoning Policy, Apex, NC

The Affordable Housing Incentive Zoning Policy is intended to encourage the provision of affordable housing as a public benefit in exchange for zoning-based and non-financial incentives. As recommended by the Town's Affordable Housing Plan, the policy establishes clear minimum recommendations, applicability standards, and a defined menu of incentives for applicants who voluntarily incorporate affordable housing units or lots into residential or mixed-use developments. The accompanying Affordable Housing Incentive Zoning Policy & Procedures Manual outlines eligibility criteria and implementation standards, which must be applied in conjunction with the Town's Unified Development Ordinance. Incentives under the Policy may be used independently or combined with local, state, and federal affordable housing programs.

The Policy applies to zoning districts that allow residential or mixed-use development and is implemented through the Conditional Zoning or Planned Unit Development–Conditional Zoning approval process, subject to Town Council approval. Applicants meeting the minimum recommendation, generally 10 percent affordable units within developments of ten or more units, may qualify for incentives, while alternative proposals may be considered at the Town's discretion. As substitutes for on-site affordable units, the Policy allows fee-in-lieu contributions to the Affordable Housing Fund, dedication of lots to an affordable housing developer, or dedication of land to support future affordable housing opportunities. Collectively, these provisions are intended to expand affordable housing supply, address priority housing needs, promote mixed-income communities, and offset potential revenue reductions associated with affordable housing development.

27 Mandatory inclusionary zoning is not authorized under current North Carolina law.

GOAL 3:

Focus on Maintaining Affordable Housing Options

Overview

Zebulon has been historically served as the affordable option for East Wake County, which has likely been a significant factor behind the recent population surge. As demand for both rental and for-sale housing continues to rise, the resilience of the local economy can be strengthened by a continued focus on maintaining this affordability as a way to attract new residents and employers and also ensure that existing Zebulonians are able to comfortably raise families and age in place.

Maintaining housing affordability requires a proactive approach, however; and the market has not yet shown an ability to address affordability challenges by itself. In addition to creating a dedicated revenue stream for affordable housing initiatives, Zebulon can continue to focus on affordability through preservation efforts and maximizing the use of funding opportunities and existing assets.

Recommendations

ESTABLISH NEW AND LEVERAGE EXISTING FUNDING OPPORTUNITIES THAT FOCUS ON THE DEVELOPMENT OF NEW AFFORDABLE HOUSING OPTIONS

A number of county, state, and federal programs are available to residents (homeowner or renter), developers, community organizations, and the municipality of Zebulon. While guidelines for the programs and are available on the various websites and resources included below, ensuring that city staff are aware of the opportunities and understand how to apply for and leverage them (in addition to providing guidance to those seeking information) is critical for maximizing their impact in the Town of Zebulon.

Strategies to consider include:

- Identify annual revenue source(s) and establish an Affordable Housing Trust Fund
- Maximize impact of existing county, state, and federal programs by spreading awareness and creating fund matching programs where possible. Examples of existing programs include:
  - Wake County programs and services
  - North Carolina Housing Finance Agency (NCHFA) programs
  - USDA single family programs and multifamily programs[28]
  - LIHTC[29]

DEVELOP PROGRAMMING TO PRESERVE EXISTING AFFORDABLE HOUSING OPTIONS AND ASSIST RESIDENTS WITH AFFORDABILITY CHALLENGES

As the Town continues to grow, and to the extent that housing costs continue to rise, it will be important to maintain the existing affordable housing that exists in Zebulon.

This programming could include:

- Developing and maintaining an affordable housing inventory, including subsidized and naturally occurring affordable housing (NOAH) options
- Developing programming to preserve affordability in subsidized units as they leave their affordability window, including engagement with property owners on affordability extensions, acquisition or right of first refusal arrangements, partnership with a community land trust, and local gap financing or match programs that make continued affordability financially viable
- Developing programming to provide matching funds for Wake County's Home Repair and Rehabilitation programs

28 The Town of Zebulon currently qualifies geographically for a number of rural residential and business development programs under the USDA eligibility guidelines.

29 Wake County is currently listed as a DHHS priority county, meaning it received 1 point in tiebreak situations. However, according to the NCHFA's 2026 Qualified Allocation Plan (QAP), Wake County will be removed from the list of DHHS priority counties for after this year.

DEVELOP POLICIES AND PARTNERSHIPS TO STRATEGICALLY USE VACANT, ABANDONED, AND PUBLICLY-OWNED LAND FOR AFFORDABLE HOUSING

Maximizing redevelopment opportunities can be a central component to a variety of affordable housing initiatives. Whether through incentives to developers or the utilization of public buildings and parcels or undeveloped publicly-owned land, many communities seek to develop affordable housing and contain outward sprawl by finding ways to (re)develop underutilized parcels in existing neighborhoods or close to downtown areas.

This could include:

- Create an inventory of vacant and abandoned properties and available public land
- Develop policies for the acquisition of vacant and abandoned property and the disposition of public land for the development of affordable housing
  - Consider the creation of a community land trust (CLT) or partnering with a local CLT[30]

LEVERAGE EMPLOYER PARTNERSHIPS TO EXPAND HOUSING OPPORTUNITIES FOR THE LOCAL WORKFORCE.

Zebulon's workforce is at risk of being priced out of the local housing market. While the primary remedy is to allow for the creation of wider array of housing options, which is the focus of Goal 2, Zebulon might also consider partnership opportunities with its major employers to assist in addressing affordability challenges for its workforce.

As a job center, Zebulon is home to a number of large employers, such as GSK, Truist Bank, Nomaco, and US Foods. These employers, whether directly or indirectly, benefit from the availability of the regional workforce and stand to gain from the development of attainable workforce housing. Larger employers may be in a position to donate land, make investments into an Affordable Housing Trust Fund, or develop their own employer-assisted housing (EAH) programs. The Town should consider identifying and strengthening these potential partnerships as well as devising incentives for employers who participate in the strengthening of the local housing supply.

★ Best Practices

Raleigh Area Community Land Trust

A community land trust (CLT) is a nonprofit organization that owns land and holds it permanently for the benefit of a community, while allowing individuals or families to own or rent the homes that are built on the land at affordable prices. By separating land ownership from homeownership, the trust removes the rising cost of land from housing prices, making homes more accessible and allows individuals to build equity. Long-term affordability is preserved through resale rules that limit price increases when homes are sold, allowing residents to build some equity without losing affordability for future buyers. Through this model, community land trusts help stabilize neighborhoods, prevent displacement, and ensure that affordable housing remains available for generations.

Formed in 2018, the Raleigh Area Land Trust (RALT) is the land trust that services the Wake County region and has been making strides to increase affordable housing options for those in need. In 2023, the CLT sold its first two homes and established a goal of creating 100 affordable homes across Wake County by 2028. Since then, the organization has committed to expanding staff capacity to reach this goal and provide affordable options for Wake County residents in need.

Funding for Affordable Housing, Wilmington, NC

Wilmington dedicates 0.67 cents of the property tax rate towards its housing programs, creating a consistent local revenue source for housing stability and preservation efforts. These funds are used across three primary program areas: owner-occupied rehabilitation, Healthy Homes, and gap financing.

The owner-occupied rehabilitation program has three income-restricted loan programs, ranging from minor repairs to full demolition and reconstruction, while the Health Homes program provides grant funding for critical repairs to address health and safety issues, such as plumbing, mold remediation, or pest control. The gap financing allows the city to partner with developers on projects to increase the delivery of new affordable housing stock. Together, these programs are designed to preserve existing affordable housing options while continuing to expand the overall supply of affordable units.

30 While CLTs can promote long-term affordability and provide homeownership possibilities for low- to moderate-income households, the associated deed restrictions may have the potential to limit buyer interest.

GOAL 4:

Robust Housing Ecosystem

Overview

Until recently, it was somewhat rare for towns the size of Zebulon to employ a dedicated housing staff; but times have changed and the housing and affordability challenges that confront small municipalities are causing many to rethink the role of local government in these issues.

Housing challenges rarely fix themselves and communities that take a hands-off approach to housing policy often regret that decision. For many North Carolina communities, housing issues are multi-faceted and complex; and addressing them effectively requires a robust and coordinated network of town staff, non-profit and community organizations, faith-based institutions, and regional partners and stakeholders.

For Zebulon, having roughly tripled in size in only fifteen years, scaling local capacity to effectively serve its community must feel something like building the plane while flying it. This is all the more reason to undergo regular review of where additional capacity is needed, especially when it comes to expanding services or developing new programming.

Recommendations

ENSURE ADEQUATE STAFF CAPACITY TO CARRY OUT STRATEGIES, MANAGE RELATIONSHIPS, AND DISSEMINATE INFORMATION

Successful implementation of any of this report's recommendations will ultimately rest on the ability of the Town to leverage its staff and resources to effectively build out and execute new programming and services and establish meaningful channels of communication between Town staff, housing partners, stakeholders, and the community. Ultimately, this will likely mean continuing to build capacity within the Town staff and create or assign dedicated positions to carry out these recommended processes and actions.

- Hire/assign housing coordinator to help facilitate the Town's housing goals and policies by developing and fostering relationships with local developers and area housing partners

REFINE AND MAINTAIN RELATIONSHIPS WITH AREA PARTNERS

At an estimated 1.23 million people, Wake County is the most populous county in North Carolina. It is also home to the state's second-most populous city in Raleigh. As such, some of the smaller municipalities around East Wake County might be best served to form coalitions to ensure that their regional needs are being met by the county and state governments. Neighboring communities like Wendell, Knightdale, and Rolesville have been undergoing similar population booms in recent years, and regular and consistent communication and messaging could go a long way to helping each of these smaller communities garner the funding and attention that they will need to continue to thrive.

Even with a growing collaborative environment among East Wake County municipalities, there will still be room to improve on the Town's internal partnerships and relationships with meaningful stakeholders and partners within the housing ecosystem.

- Create a Regional Housing Task Force with area municipalities and hold regular meetings
- Convene regular conversations with a variety of housing partners, including:
  - Wake County Department of Housing Affordability & Community Revitalization
  - Wake County Affordable Housing Advisory Working Group
  - Wake County Housing Authority

CREATE A CENTRALIZED HUB FOR HOUSING RESOURCES AND INFORMATION

There is often little public awareness about housing information and resources, especially in communities that rely heavily on county or other regional programming. Many communities dedicate and maintain a page on their websites that contains up-to-date eligibility and contact information for available housing-related programs and services. Coordinating efforts with Wake County Housing Authority and other areas partners to aggregate this information and then providing marketing collateral to let people know where they can find it can go a long way to helping to keep the community informed.

★ Best Practices

21 Elements: San Mateo County, CA

21 Elements is a multi-phase, countywide collaboration supported by all 21 jurisdictions in San Mateo County, California, designed to advance coordinated housing policy and implementation. The initiative provides a shared framework for jurisdictions to develop, pilot, and align local housing programs while contributing to a broader, collective impact strategy across the county. By serving as a centralized hub for resource-sharing, best practices, and policy coordination, 21 Elements helps jurisdictions move beyond isolated efforts toward more consistent and mutually reinforcing housing solutions.

This collaborative model is particularly effective in monitoring progress, collecting localized and real-time housing data, and documenting on-the-ground challenges and outcomes. These data and insights support capital development efforts, build public understanding and support, and strengthen the County's ability to advocate for housing-related policy changes at the state level. By aggregating perspectives from local governments and community members, 21 Elements enhances both local implementation capacity and regional influence, demonstrating how coordinated governance can address complex housing challenges more effectively than fragmented approaches.

Promoting Interagency Collaboration as Part of a Local Housing Strategy: Local Housing Solutions

Collaborating across agencies and departments is essential to developing a strong and implementable housing strategy. Interagency collaboration helps identify opportunities to leverage multiple policy tools and programs, anticipate implementation challenges, and avoid unintended consequences. It also builds buy-in among the departments responsible for execution, strengthens communication and trust, and improves shared understanding of how housing objectives intersect with other priorities such as health, transportation, infrastructure, and education. In addition, senior leadership plays a critical role in initiating or championing the effort, convening partners, and lending political authority to support adoption and implementation.

Typically, a housing, planning, or community development department leads the process, managing research, coordination, outreach, and plan development, while engaging a broad set of agencies that influence housing outcomes either directly or indirectly. Collaboration can range from informal advisory input to formal interagency task forces with decision-making authority, depending on local capacity and priorities. Involving both housing-related and non-housing agencies fosters shared ownership, surfaces creative cross-sector solutions, and builds accountability beyond plan adoption. Continued interagency collaboration after adoption supports effective implementation, monitoring, and community engagement, helping ensure that housing strategies translate into sustained action rather than unimplemented plans.

APPENDIX A: METHODOLOGY

DISCOVERY

Document Review

To gain a familiarity with the region, as well as an understanding of current policies, initiatives, and vision for housing, the project team conducted a review of existing plans, reports, and documents. This included, but was not limited to:

- Town of Zebulon Vision 2030 Strategic Plan
- Zebulon Economic Development Strategic Plan
- Zebulon Historic District Application
- Grow Zebulon: Comprehensive Land Use Plan
- Grow Zebulon: Comprehensive Transportation Plan
- Grow Zebulon: Unified Development Ordinance
- Town of Zebulon Municipal Utility Allocation Policy
- Wake County 2025-2030 Consolidated Plan and 2025 Annual Action Plan
- Wake County Affordable Housing Plan

QUANTITATIVE RESEARCH

Data Collection

A number of sources were used to gather demographic and housing data, including public and private third-party sources, including:

- U.S. Census Bureau
- Esri
- Lightcast
- CoStar
- Redfin
- Town of Zebulon Planning Department
- Wake County Department of Tax Administration
- Wake County Geographic Information Services
- North Carolina Department of Commerce
- U.S. Department of Housing and Urban Development

Housing Demand Model

TPMA and 300 Block have developed a housing demand model that forecasts future demand for new for-sale and for-rent units.

To make projections, the project team makes several assumptions, a requirement for any model. Given the current population boom and the lagging nature of data, existing third-party population projections fail to fully capture and reflect the recent growth trends. First, the "current" (2025) population is estimated using Certificate of Occupancy data provided by the Town of Zebulon, which is then combined with household size information from the American Community Survey to estimate population size. This provides a more current baseline population estimate.

From this baseline, the project team developed two growth scenarios, one conservative and one high-growth. The conservative estimate assumes that the average annual population growth from the past 25 years continues, an average population increase of 9.0%, while the high-growth scenario assumes that growth from the past 10 years, 14.8% annually, continues. This is then converted to households using the average household size from the 2024 American Community Survey 5-Year Estimates.

Using this information, the total potential demand for the town of Zebulon for the next five years is estimated. Then, using existing tenure ratios, the units are allocated to owner- and renter-occupied households, estimating the amount of units needed by housing type.

QUALITATIVE RESEARCH

Stakeholder Engagement Workshop

TPMA, 300 Block, and Town of Zebulon staff worked collaboratively to identify a list of housing ecosystem stakeholders, representing government, economic development, real estate, buildings, and community-based organizations. This group of stakeholders was invited to attend a stakeholder workshop held in October 2025 in Zebulon.

The workshop was designed to collect information on the strengths, weaknesses, opportunities, and threats to the Zebulon housing ecosystem, in addition to identifying potential solutions to challenges. A summary of the findings is presented in Appendix B.

Community Housing Survey

The project team, working in collaboration with Town of Zebulon staff, developed a community survey to gather information from the public on perceived housing needs and attitudes towards potential development and policy initiatives. Respondents were asked to answer questions about:

- Household location and demographic information
- Preferences for housing types and amenities
- Levels of support for different types of housing for future development
- Levels of support for housing-related policies
- Factors impacting decisions about where to live

The survey was launched in October 2025 and held open through December 2025. The survey was available online and in-person, as well as in English and Spanish. The survey was advertised throughout the community through various methods, such as in-person events, social media, postcard mailers, and flyers. In total, the survey received about 251 responses. The consultants built an online dashboard where users can filter and view responses based on demographic and household information. The dashboard can be accessed here. The survey instrument is presented in Appendix C and a summary of survey results is located in Appendix D.

Subject Matter Expert Interviews

In order to gain additional insight into the existing housing ecosystem, current barriers and opportunities, and to understand the Town's housing priorities, the project team conducted interviews with subject matter experts from across the housing ecosystem. Interviews included individuals and/or small groups representing planning, economic development, developers, housing organizations, and local government. A summary of findings is presented in Appendix E.

APPENDIX B: STAKEHOLDER WORKSHOP SUMMARY

INTRODUCTION

Stakeholder engagement is a cornerstone of meaningful strategic planning. By bringing together partners who deliver housing and housing-related services, the process ensures that the plan is grounded in real community needs and informed by those with lived experience. This collaborative approach builds stronger alignment between strategies and community priorities, resulting in a plan that is both practical and positioned for successful implementation.

Methodology

The Town of Zebulon partnered with consulting firm TPMA to host local and regional housing practitioners on October 16th, 2025 for a strategic planning workshop to support the development of an Affordable Housing Study. This workshop featured several interactive exercises to help the community and its partners identify key assets, opportunities, and barriers, as well as innovative practices being implemented across the region. Findings from the stakeholder meeting will be integrated with insights gathered from interviews, survey responses, and data analysis to inform the final affordable housing study. TPMA and Town of Zebulon staff worked to identify and invite a broad mix of participants representing sectors such as government, economic development, homebuilding, real estate, and community-based services. Invitations for the in-person workshops were distributed two weeks in advance, with reminder emails and preparatory materials such as the agenda and a data summary sent prior to the sessions.

ACTIVITIES AND RESULTS

Participants were taken through a series of engagements that included the following questions:

- What is driving us forward?
- What is holding us back?
- What is on the horizon?
- What potential threats might we face?

These questions helped facilitate a SWOT analysis of housing conditions from the perspective of stakeholders. Participants were given three to five minutes to write out as many thoughts as possible on Post-It notes for the respective category they were working on during that time period. These thoughts were grouped into similar categories and prioritized later in the meeting.

From items that were identified in the SWOT analysis, attendees were asked to select 2-3 concepts to prioritize. Similar to the initial activity, participants were asked to brainstorm “How might we…?” and “Can we…?” statements that would help Zebulon create more affordable housing options. This information was catalogued in an Excel spreadsheet and will be used to inform future goals and strategies.

Key Takeaways

The following represent the major themes drawn from the stakeholder activities that will help inform the final study's assessment of the local context and recommendations for action. It should be noted that the themes listed below are the perspectives and opinions of individuals who attended the stakeholder planning meeting.

- Zebulon is currently and has historically been considered one of the more affordable areas in Wake County. Efforts will need to be made to maintain this status.
- Zebulon has adequate resources including developable land, support from Wake County government, proper zoning codes, and desire for creative solutions.
- There is a lack of consensus from local leaders about what efforts should be made to support affordable housing.
- Zebulon will need to focus on denser development to mitigate traffic concerns and enhance placemaking activities for business and talent attraction.
- Quality employment options are needed for residents to earn a wage that supports housing costs.

What is Driving Us Forward?

Stakeholders shared what they thought were positive elements contributing to affordable housing solutions in Zebulon. They wrote:

- "Town goals and strategies addressing affordability"
- "New zoning district and mixed use"
- "Inter-departmental policy coordination within Zebulon"
- "Creating this housing plan"
- "Education Wake Tech East - growing the community"
- "Variations in available housing types (3-D printed concrete homes)"
- "Developable land"
- "Increased population current and future"
- "The population pushing to the east within the region"
- "Opportunity to partner with programs to help potential buyers (DHIC)"
- "Existing plans and programs to learn from"
- "Stakeholder engagement"
- "Wake County programs and dollars"
- "Awareness"
- "Right people bringing the energy"
- "Desire to find solutions across private and public sectors"
- "Desire to make a difference"

What is Holding Us Back?

Participants also shared about the biggest challenges that prevent the community from addressing housing affordability. They wrote:

- "Sprawled development outside of downtown"
- "Consensus among leaders"
- "Zoning and land use, need housing type and mix"
- "Seek out quality employers"

What is on the Horizon?

Facilitators asked stakeholders to think about what comes next for Zebulon in taking action for affordable housing. They wrote:

- "Growth is good mindset"
- "Education of residents and stakeholders"
- "Population growth building the tax base for affordable housing"
- "More medical care providers"
- "Wake Tech 4.0 - Greater educational opportunities to higher income levels"
- "Increased employment opportunities"

What Potential Threats Might We Face?

Stakeholders identified challenges and obstacles to solving Zebulon's housing issues. They wrote:

- "Lack of consistency of leadership and vision"
- "Sprawl without proper planning"
- "Displacement of existing residents"
- "Economic conditions"
- "Local admin"
- "Change of elected officials"
- "Funding environment"
- "Wages vs HSG affordability"
- "Land scarcity"
- "Lack of transit infrastructure"
- "Need to be flexibly w/ strategic plan to address new concerns, revisit and revise"
- "Outside investors"
- "No one to carry the water all the way"

Strategy Development

Once the stakeholders brainstormed and grouped strengths, weaknesses, opportunities, and threats, the four groups were asked to prioritize several items and use "Can we...?" statements to brainstorm strategies to improve the identified items. They wrote:

Inclusive Economic Development Plan

- "Unique contributions by Zebulon to regional development"
- "Balance among jobs, transit, housing"
- "Invest in small business development"

Comprehensive Housing Plan

- "Take stock of the housing stock across the housing continuum - Can we plan for current and future residents?"
- "Can we pass a budget that invests in affordable housing? Start small. Leverage Private dollars."

Wages and Affordability

- "Job opportunities for local residents vs commuting"
- "Focus on affordable ownership"

Public Private Partnerships

- "Intergovernmental money"
- "Regional collaboration"
- "TAP Wake County funding opportunities"
- "Zebulon Chamber coordination of resources available"
- "Town and regional collaboration"

Go Wake Expansion

- "Public transportation"
- "Additional infrastructure (utilities)"
- "Transportation plan update"
- "Improve roads and access to roads"

Dedicated Funding for Housing in Zebulon

- “Larger tax base in commercial and retail to help fund affordable housing”
- “Programs for homeownership”
- “Can we put a penny on the sales tax for housing?”
- “Can we issue a housing bond?”
- “Can we create a housing opportunity clearinghouse?”
- “Can we diversify the commercial tax base?”
- “Can we incentivize corporate investment in housing?”
- “Can we better educate residents about existing housing resources?”

Not in My Back Yard

- “Housing education on who it’s for”
- “Community engagement”
- “Data on the population: Who is here and qualifies for affordable housing?”
- “Affordable housing tours to see its success”

Capacity and Infrastructure

- “Zoning impediments: UDO regulations making housing more expensive”
- “Dense development”
- “Require new developments to contribute to infrastructure”
- “Stakeholder engagement for amending the UDO”



Momentum Mapping

After identifying prevalent assets and challenges to affordable housing in Zebulon, stakeholders were asked to identify and prioritize their top 5 challenges, rewrite them as problem statements, then turn them into goal statements. For example, lack of programs for homeowners would be adjusted to the County lacks adequate programs to support homeowners. This problem statement was then converted into a strategy that would read as, "Create and bolster programs to support homeowners."

Themes included: development projects and incentives, policies and ordinances, landlords and tenants, housing inventory, transportation and infrastructure, education, home ownership support, affordability, homelessness, and housing for all. Below is an overview of results developed by attendees.

Solution	Housing education
ASSETS	• Data Available • Staff have capacity • Other leaders are willing to communicate
RESOURCES NEEDED	• Forum for feedback • Data • Housing champions • Printed materials • People to translate info for public to understand
POTENTIAL BARRIERS	• Public resistance • Difference of opinion
PERFORMANCE METRICS	• Public participation • Survey residents

Solution	Use data gathered in this process to plan for the housing needs of current and future residents. Develop and implement relevant policies.
ASSETS	• This meeting and plan in progress • Wake County Housing Dept • Housing providers, experts in the region to learn from and partner with • Case studies in the region with similar conditions to Zebulon
RESOURCES NEEDED	• Political will and leadership • Education of residents, town staff, town leaders, and elected officials • Financial resources and investment from town in the budget
POTENTIAL BARRIERS	• Lack of initiative from leadership to work collaboratively within town and region • Funding issues - small tax base, uncertainty at state and federal level
PERFORMANCE METRICS	• None Listed

Solution	Unique contributions by Zebulon to regional development
ASSETS	• Wake Tech East • Consider existing industry for expansion • Agribusiness and open land for unique/ related businesses • Location in region/consequence of development in Zebulon
RESOURCES NEEDED	• Vision • Investment in staffing/planning • Regional coordination
POTENTIAL BARRIERS	• Resistance to change/growth
PERFORMANCE METRICS	• Increase in median household income (sustained) • Increase in small business development

Solution	How can we set up two generations ahead to succeed in affordable housing?
ASSETS	• Collaboration of Public Private Partnerships • Neighboring Technical College
RESOURCES NEEDED	• Capital • Investor buy-in • Financial education in school
POTENTIAL BARRIERS	• Money • Infrastructure
PERFORMANCE METRICS	• Cost burden decrease • Rent/owner income • Built budgets

Solution	Can we educate the community about affordable housing challenges and opportunities? (Housing opportunity clearinghouse) (Partner to educate community about art) (Better educate about existing resources and opportunities)
ASSETS	• Wake County Housing staff and programs • Community Partners (DHIC, Habitat) to community advocates • Central Pines Regional Council • Eastern Regional Center • Data
RESOURCES NEEDED	• Funding • Community connections • Advocates and case managers • View of systems to connect with resources • Staff and partners to manage and distribute data • Counselors and advisors to connect residents to resources • Educational materials
POTENTIAL BARRIERS	• Lack of partnerships and funding • Shifting priorities • Perceptions of affordable housing
PERFORMANCE METRICS	• Educational materials produced • Education sessions held • Community support for all • Opinion surveys • Support for tax level bond issuance

Solution	Can we create a dedicated affordable funding source for Zebulon? (Penny for housing on sales tax dollar) (Can we issue a housing bond?) (Can we leverage private money for housing?)
ASSETS	• NC legislative authority to tax for affordable housing or to issue bonds? • GSK as existing large private interest • Zebulon and elected official buy-in to create more housing affordability • Partners to leverage/spend money
RESOURCES NEEDED	• Dedicated staff for administering funding source • Plan to educate the public
POTENTIAL BARRIERS	• Public support to penny on the tax dollar or housing bond • Private support for being a partner
PERFORMANCE METRICS	• Dollars dedicated to the affordable housing fund • Number of units created through penny on sales tax or bond



APPENDIX C: COMMUNITY HOUSING SURVEY INSTRUMENT

TOWN OF ZEBULON HOUSING SURVEY

The Town of Zebulon is conducting a Housing Study and Demographic Data Analysis. This study will analyze the current housing market, identify housing gaps, and build strategies to support the Town's growth and vision.

This survey is an opportunity to share your perspective and experiences. Your participation is completely voluntary, and all responses are anonymous.

On the final page, you will find a number of demographic questions. These questions will help local leaders update recent data estimates, which can quickly become inaccurate due to the rapid growth in the region. Please take the time to complete them before submitting your responses.

Thank you for participating in this survey. Your input is essential in shaping the future of housing in Zebulon.

Note: All personal information collected in this survey will remain anonymous. These questions will help researchers determine the representativeness of survey results.

Section 1: Background Information

1. Do you live in the Town of Zebulon?

- ☐ Yes
- ☐ No
- ☐ I'm not sure

2. Do you live in Wake County?

- ☐ Yes
- ☐ No
- ☐ I'm not sure

3. What is your zip code?

_____

4. How long have you lived in Zebulon?

- ☐ Less than 1 year 1
- ☐ 1 to 5 years
- ☐ 6 to 10 years
- ☐ More than 10 years
- ☐ I do not live in Zebulon

5. Are you planning to move from your current home in the next five years?

- ☐ I am not planning to move in the next five years.
- ☐ I am planning to move to a home within Zebulon.
- ☐ I am planning to move to a home outside of Zebulon.

If you are not a Zebulon resident, please skip to Question 7.

6. Why are you planning to move out of Zebulon? Please select up to three choices.

- ☐ I am not planning to move out of Zebulon
- ☐ Limited access to public transportation in Zebulon
- ☐ Availability of jobs in or near Zebulon
- ☐ Commute time
- ☐ Cost of home or renters insurance
- ☐ Cost to buy a home in Zebulon
- ☐ Cost to rent a home in Zebulon
- ☐ The available housing options in Zebulon do not meet my needs
- ☐ Lack of senior-friendly housing (55+) in Zebulon
- ☐ Distance to amenities or services within Zebulon
- ☐ High property taxes in Zebulon
- ☐ Lack of ADA accessible housing in Zebulon
- ☐ Other: _____

TOWN OF ZEBULON HOUSING SURVEY

7. Which of the following best describes your employment status?

- ☐ Employed full-time
- ☐ Employed part-time
- ☐ Business owner
- ☐ Not employed
- ☐ Retired
- ☐ Other: _____

8. On a typical day, how long is your commute to work (one-way)

- ☐ 0 minutes: I work from home/remotely
- ☐ 1 to 14 minutes
- ☐ 15 to 29 minutes
- ☐ 30 to 44 minutes
- ☐ 45 to 59 minutes
- ☐ 60 minutes or more
- ☐ I am not currently working.

Section 2: Current Housing

9. Do you own or rent your home?

- ☐ Own
- ☐ Rent
- ☐ Other: _____

10. Which of the following best describe the type of housing you currently live in?

- ☐ Single-family **detached** home
- ☐ Single-family **attached** home (e.g., townhomes, rowhouses)
- ☐ Accessory dwelling unit (e.g., in-law unit either attached to main house or separate)
- ☐ Unit in duplex, triplex, or quadplex building (2-4 unit building)
- ☐ Unit in low-rise building (1-3 stories)
- ☐ Unit in mid-rise building (4-6 stories)
- ☐ Unit in high-rise building (7+ stories)
- ☐ Manufactured or mobile home
- ☐ Other: _____

11. About how much do you spend per month in TOTAL housing costs?

(Housing costs can include: mortgage or rent payments, homeowners or renter's insurance, property taxes, homeowners association fees, and/or utilities.)

- ☐ Less than $500
- ☐ $500 to 749
- ☐ $750 to $999
- ☐ $1,000 to $1,249
- ☐ $1,250 to $1,499
- ☐ $1,500 to $1,999
- ☐ $2,000 to $2,499
- ☐ $2,500 to $2,999
- ☐ $3,000 to $3,499
- ☐ $3,500 or more
- ☐ I don't know

TOWN OF ZEBULON HOUSING SURVEY

12. Which of the following best describes your ability to afford your current housing costs?

(Housing costs can include: mortgage or rent payments, homeowners or renter's insurance, property taxes, homeowners association fees, and/or utilities.)

- ☐ I cannot afford my housing costs right now (at risk of having to leave my home in the next three months).
- ☐ I struggle to afford my housing costs.
- ☐ I can afford my housing costs, but only with a roommate or shared housing.
- ☐ My housing costs are within my budget.
- ☐ I could afford to pay more for housing if I needed to

Section 3: Preferred Housing Types

13. If you were able to find housing that fits your need in your price range, would you prefer to own or rent your home?

- ☐ Own
- ☐ Rent
- ☐ Either
- ☐ Not sure

14. If it were available and you could afford it, which types of housing would you prefer to live in?
Please select all that apply.

- ☐ Single-family detached home
- ☐ Attached single-family home (e.g., townhome, rowhouse)
- ☐ Accessory dwelling unit (in-law unit either attached to main house or separate)
- ☐ Unit in duplex, triplex, or quadplex building (2-4 unit building)
- ☐ Unit in low-rise building (1-3 stories)
- ☐ Unit in mid-rise building (4-6 stories)
- ☐ Unit in high-rise building (7+ stories)
- ☐ Age-restricted (55+), active living community
- ☐ Tiny home (detached, under 500 sq. ft.)
- ☐ Manufactured or mobile home
- ☐ Other: _____

15. When selecting a home, which location-related factors are most important to you? Please select up to three.

- ☐ Proximity to work/school
- ☐ Quality of local schools
- ☐ Proximity to parks/green space
- ☐ Proximity to shopping/groceries
- ☐ Proximity to public transportation
- ☐ Age-restricted community
- ☐ Proximity to family and friends
- ☐ Sense of safety
- ☐ Other: _____

16. When selecting a home, which housing-specific factors are most important to you? Please select up to three.

- ☐ Price/affordability of housing
- ☐ Type of housing
- ☐ Quality of housing
- ☐ Number of bedrooms
- ☐ ADA accessibility
- ☐ Low maintenance housing
- ☐ Having a yard
- ☐ Being part of a homeowners/condominium association
- ☐ Other: _____

TOWN OF ZEBULON HOUSING SURVEY

17. What are the primary barriers preventing you from living in your preferred type of housing? Please select up to three.

- ☐ I live in my preferred housing type
- ☐ Not enough homes of the type I want
- ☐ Housing market is too competitive
- ☐ Type of home I want is too expensive
- ☐ Cannot get a loan or financing
- ☐ Cannot afford upfront costs (e.g., down payment, security deposit)
- ☐ Need to improve my credit
- ☐ Eviction record/issues with background check
- ☐ Lack proper documents or ID
- ☐ Not sure
- ☐ Other: _____

Section 4: Housing Policy

Please indicate your level of agreement for each of the following statements.

18. There is a wide range of housing options in Zebulon for people of various incomes and stages of life.

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree nor disagree
- ☐ Disagree
- ☐ Strongly disagree

19. It is the Town's responsibility to ensure a diverse mix of housing types.

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree nor disagree
- ☐ Disagree
- ☐ Strongly disagree

20. There are enough housing options in Zebulon for first-time homebuyers and young families.

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree nor disagree
- ☐ Disagree
- ☐ Strongly disagree

21. Zebulon has enough rental options to support demand.

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree nor disagree
- ☐ Disagree
- ☐ Strongly disagree

22. New housing development in Zebulon should prioritize creating more _____. Please select all that apply

- ☐ Single-family detached homes
- ☐ Small-scale multifamily housing (e.g., duplex, triplex, or quadplex)
- ☐ Low-rise multifamily developments (1-3 stories)
- ☐ Mid-rise multifamily developments (4-6 stories)
- ☐ High-rise multifamily developments (7+stories)
- ☐ Rental housing opportunities
- ☐ Mixed-use development (buildings that include both housing and commercial uses, such as first-floor retail and apartments on the upper floors)
- ☐ Townhomes
- ☐ Accessory dwelling units (e.g., in-law units either attached to main house or separate)
- ☐ Smaller detached homes (tiny homes or cottages)
- ☐ Smaller lot sizes (less than 6,000 square feet)
- ☐ Modular homes (manufactured or other pre-fabricated structures)
- ☐ Housing options that are affordable for low- to moderate-income households (e.g., annual household income less than $72,950 for a 1-person household and $104,200 for a family of 4)
- ☐ Corporate housing (furnished temporary housing for stays of 30 days or more for people traveling for work, such as traveling healthcare workers)
- ☐ ADA accessible housing
- ☐ Other: _____

23. **Which of the following housing policies would you support in Zebulon?** Please select all that apply.

- ☐ More flexibility to build duplexes/small multi-family developments in single-family zones/neighborhoods
- ☐ More opportunities for mixed-used development (combination of commercial and residential uses)
- ☐ More allowances for smaller lot sizes
- ☐ Allowances for smaller single-family homes (e.g. tiny homes)
- ☐ Allowances for larger accessory dwelling units (>35% of the finished floor area of the main house)
- ☐ Replacing vacant or blighted commercial areas with residential development
- ☐ Allowances for larger multifamily development (apartment and condo buildings with 5+ stories and 13+ units per acre)
- ☐ Voluntary incentives to include affordable housing units in new developments
- ☐ Creation of a small tax or fee to assist in the creation of affordable housing units
- ☐ Reduction in residential parking requirements

24. **To meet the needs of older adult residents, the Town of Zebulon needs more _____.** Please select all that apply.

- ☐ ADA-accessible housing
- ☐ Age-restricted communities (55+)
- ☐ Independent and assisted living communities
- ☐ Single-level living options
- ☐ Dedicated affordable housing options for seniors
- ☐ Smaller homes
- ☐ Other: _____

Section 5: Demographic Information

Note: All personal information collected in this survey will remain anonymous. These questions will help researchers determine the representativeness of survey results.

25. **Which of the following best describes your *annual household income* (including all income earners)?**

- ☐ Less than $25,000
- ☐ $25,000 to $34,999
- ☐ $35,000 to $49,999
- ☐ $50,000 to $74,999
- ☐ $75,000 to $99,999
- ☐ $100,000 to $149,999
- ☐ $150,000 to $199,999
- ☐ $200,000 to $249,999
- ☐ $250,000 or more

26. **How many people, including yourself, live in your household?** Please include yourself in your answer.

_____

27. **Are there children (less than 18 years) living in your home?** Please include yourself in your answer.

- ☐ Yes
- ☐ No

28. Are there non-senior adults living in your home? Please include yourself in your answer.

- ☐ Yes
- ☐ No

29. Are there senior adults (65+ years) living in your home? Please include yourself in your answer.

- ☐ Yes
- ☐ No

30. What is your race and/or ethnicity? Please select all that apply.

- ☐ American Indian or Alaska Native
- ☐ Asian
- ☐ Black of African American
- ☐ Hispanic or Latino
- ☐ Middle Eastern or North African
- ☐ Native Hawaiian or Pacific Islander
- ☐ White
- ☐ Prefer to self-describe: _____

31. What is your age?

- ☐ 18 to 24 years
- ☐ 25 to 34 years
- ☐ 35 to 44 years
- ☐ 45 to 54 years
- ☐ 55 to 64 years
- ☐ 65 to 74 years
- ☐ 75 years or more

TOWN OF ZEBULON HOUSING SURVEY

32. What is your gender?

- ☐ Woman
- ☐ Man
- ☐ Nonbinary
- ☐ Prefer to self-describe: _____

33. Do you have a disability?

- ☐ Yes
- ☐ No

34. Which of the following best describes your educational attainment?

- ☐ Less than a high school diploma
- ☐ High school diploma or GED
- ☐ Some college, no degree
- ☐ Associate's degree
- ☐ Bachelor's degree
- ☐ Master's degree
- ☐ Professional degree
- ☐ Doctoral degree

35. Is there anything else you would like to share with us? Please write your answer in the space provided.

Thank you for taking the time to complete this survey!

APPENDIX D: COMMUNITY HOUSING SURVEY RESULTS[31]

DEMOGRAPHICS

Residency	Percent of Respondents
RESIDENT	84.5%
NON-RESIDENT	13.1%
NOT SURE	2.4%
TOTAL	251

Race	All Respondents	Zebulon Residents
BLACK OR AFRICAN AMERICAN	25.5%	27.8%
MORE THAN ONE RACE	4.8%	5.2%
WHITE OR CAUCASIAN	64.1%	62.4%
SOME OTHER RACE	5.6%	4.6%
NUMBER OF RESPONDENTS	231	194

Ethnicity	All Respondents	Zebulon Residents
HISPANIC OR LATINO	8.8%	9.4%
NOT HISPANIC OR LATINO	91.3%	90.6%
NUMBER OF RESPONDENTS	240	203

Gender	All Respondents	Zebulon Residents
WOMAN	66.8%	66.5%
MAN	31.2%	31.6%
NON-BINARY OR PREFER TO SELF-DESCRIBE	2.0%	1.9%
TOTAL	247	209

Age	All Respondents	Zebulon Residents
18 TO 34	19.0%	21.6%
35 TO 44	19.4%	19.2%
45 TO 54	19.0%	18.8%
55 TO 64	22.7%	21.2%
65 TO 74	15.4%	14.9%
75+	4.5%	4.3%
TOTAL	247	208

Household Income	All Respondents	Zebulon Residents
LESS THAN $34,999	7.7%	9.1%
$35,000 TO $49,999	6.9%	5.8%
$50,000 TO $74,999	14.6%	15.4%
$75,000 TO $99,999	18.7%	19.2%
$100,000 TO $149,999	27.2%	28.8%
$150,000 TO $199,999	13.0%	11.1%
$200,000 OR MORE	11.8%	10.6%
TOTAL	246	208

31 Results should be interpreted with caution due to low numbers of respondents and demographic mismatches between Zebulon residents and survey respondents.

Years Living in Zebulon	Zebulon Residents
LESS THAN 1 YEAR	12.4%
1 TO 5 YEARS	41.1%
6 TO 10 YEARS	16.3%
MORE THAN 10 YEARS	30.1%
TOTAL	209

Household Composition	All Respondents	Zebulon Residents
CHILDREN (<18) IN HOUSEHOLD	28.0%	27.8%
NON-SENIOR ADULTS (18-64) IN HOUSEHOLD	51.3%	51.2%
SENIORS (65+) IN HOUSEHOLD	20.7%	21.0%
TOTAL	300	252

Disability Status	All Respondents	Zebulon Residents
WITH A DISABILITY	11.7%	12.9%
WITHOUT A DISABILITY	88.3%	87.1%
TOTAL	248	209

Educational Attainment	All Respondents	Zebulon Residents
HIGH SCHOOL DIPLOMA OR LESS	11.0%	12.4%
ASSOCIATE'S DEGREE	15.0%	14.4%
SOME COLLEGE, NO DEGREE	12.6%	12.4%
BACHELOR'S DEGREE	37.0%	37.8%
MASTER'S DEGREE	20.3%	19.1%
PROFESSIONAL OR DOCTORAL DEGREE	4.1%	3.8%
TOTAL	246	209

LIVE AND WORK

Employment Status	All Respondents	Zebulon Residents
BUSINESS OWNER	6.8%	5.2%
EMPLOYED FULL-TIME	62.5%	63.2%
EMPLOYED PART-TIME	4.8%	4.7%
RETIRED	20.3%	21.7%
NOT EMPLOYED AND OTHER	5.6%	5.2%
TOTAL	251	212

Commute Length (one-way)	All Respondents	Zebulon Residents
0 MINUTES	23.3%	21.2%
1 TO 14 MINUTES	11.6%	10.3%
15 TO 29 MINUTES	14.3%	16.0%
30 TO 44 MINUTES	27.0%	28.2%
45 TO 59 MINUTES	15.3%	14.1%
60 MINUTES OR MORE	8.5%	10.3%
TOTAL	189	156

Plans to Move	All Respondents	Zebulon Residents
I AM NOT PLANNING TO MOVE IN THE NEXT FIVE YEARS.	74.8%	73.5%
I AM PLANNING TO MOVE TO A HOME OUTSIDE ZEBULON.	16.0%	18.5%
I AM PLANNING TO MOVE TO A HOME WITHIN ZEBULON.	9.2%	8.1%
TOTAL	250	211

HOUSING TRENDS

Tenure	All Respondents	Zebulon Residents
HOMEOWNER	91.2%	90.5%
RENTER	8.8%	9.5%
TOTAL	250	211

Current Housing Type	All Respondents	Zebulon Residents
SINGLE-FAMILY DETACHED HOME	89.2%	87.7%
SINGLE-FAMILY ATTACHED HOME	6.8%	8.1%
OTHER	1.6%	1.4%
HOME IN MULTI-FAMILY BUILDING	2.4%	2.8%
TOTAL	250	211

Monthly Housing Costs	All Respondents	Zebulon Residents
LESS THAN $500	4.0%	3.3%
$500 TO $749	5.7%	5.3%
$750 TO $999	3.2%	3.8%
$1,000 TO $1,249	6.9%	5.7%
$1,250 TO $1,499	10.1%	10.5%
$1,500 TO $1,999	16.2%	17.2%
$2,000 TO $2,499	23.1%	23.0%
$2,500 TO $2,999	19.4%	20.1%
$3,000 TO $3,499	5.3%	5.3%
$3,500 OR MORE	6.1%	5.7%
TOTAL	247	209

Ability to Afford Housing Costs	All Respondents	Zebulon Residents
I CANNOT AFFORD MY HOUSING COSTS RIGHT NOW (AT RISK OF HAVING TO LEAVE MY HOME IN THE NEXT 3 MONTHS).	0.4%	0.5%
I STRUGGLE TO AFFORD MY HOUSING COSTS.	21.7%	23.3%
I CAN AFFORD MY HOUSING COSTS, BUT ONLY WITH A ROOMMATE OR SHARED HOUSING.	11.2%	11.9%
MY HOUSING COSTS ARE WITHIN MY BUDGET.	57.0%	54.3%
I COULD AFFORD TO PAY MORE FOR HOUSING IF I NEEDED TO.	9.6%	10.0%
TOTAL	249	210

Preferred Tenure	All Respondents	Zebulon Residents
HOMEOWNER	92.8%	92.5%
RENTER	2.8%	2.8%
EITHER	2.0%	2.4%
NOT SURE	2.4%	2.4%
TOTAL	251	212

Preferred Housing Type	All Respondents	Zebulon Residents
SINGLE-FAMILY DETACHED	86.5%	86.8%
AGE-RESTRICTED (55+) ACTIVE LIVING COMMUNITY	14.3%	14.6%
ATTACHED SINGLE-FAMILY	10.4%	9.9%
TINY HOME OR ADU	10.0%	9.0%
UNIT IN MULTI-FAMILY BUILDING	7.6%	8.0%
MANUFACTURED OR MOBILE HOME	4.4%	4.2%
UNIT IN DUPLEX, TRIPLEX, OR QUADPLEX	3.6%	3.3%
OTHER	3.2%	2.8%
TOTAL	251	212

Location-Related Preferences	All Respondents	Zebulon Residents
SENSE OF SAFETY	74.1%	75.9%
PROXIMITY TO SHOPPING/ GROCERIES	62.2%	65.1%
PROXIMITY TO WORK/SCHOOL	32.7%	33.5%
PROXIMITY TO FAMILY & FRIENDS	30.7%	30.7%
PROXIMITY TO PARKS/GREEN SPACE	26.3%	26.9%
QUALITY OF LOCAL SCHOOLS	22.3%	22.2%
OTHER	6.0%	4.7%
AGE-RESTRICTED COMMUNITY	6.0%	6.6%
PROXIMITY TO PUBLIC TRANSPORTATION	4.4%	4.7%
TOTAL	251	212

Housing-Related Preferences	All Respondents	Zebulon Residents
PRICE/AFFORDABILITY OF HOUSING	64.5%	65.1%
HAVING A YARD	57.8%	55.2%
NUMBER OF BEDROOMS	36.7%	34.4%
LOW MAINTENANCE HOUSING	13.9%	14.6%
OTHER	6.4%	7.5%
TOTAL	251	212

ZEBULON'S HOUSING MIX

IT IS THE TOWN'S RESPONSIBILITY TO ENSURE A DIVERSE MIX OF HOUSING TYPES.

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Total
ALL RESPONDENTS	12.0%	8.4%	19.1%	41.0%	19.5%	251
ZEBULON RESIDENTS	12.3%	6.1%	17.9%	43.4%	20.3%	212

THERE IS A WIDE RANGE OF HOUSING OPTIONS IN ZEBULON FOR PEOPLE OF VARIOUS INCOMES AND STAGES OF LIFE.

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Total
ALL RESPONDENTS	14.7%	31.1%	26.7%	20.3%	7.2%	251
ZEBULON RESIDENTS	13.7%	29.7%	27.4%	21.2%	8.0%	212

ZEBULON HAS ENOUGH RENTAL OPTIONS TO SUPPORT DEMAND.

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Total
ALL RESPONDENTS	10.4%	19.9%	41.4%	16.3%	12.0%	251
ZEBULON RESIDENTS	9.9%	19.3%	41.0%	17.9%	11.8%	212

THERE ARE ENOUGH HOUSING OPTIONS IN ZEBULON FOR FIRST-TIME HOMEBUYERS AND YOUNG FAMILIES.

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Total
ALL RESPONDENTS	10.8%	18.7%	23.1%	32.7%	14.7%	251
ZEBULON RESIDENTS	12.7%	22.2%	27.4%	38.7%	17.5%	212

DEVELOPMENT AND POLICY PREFERENCES

Priorities for New Housing Development	All Respondents	Zebulon Residents
SINGLE-FAMILY DETACHED HOMES	55.0%	56.1%
HOUSING OPTIONS THAT ARE AFFORDABLE FOR LOW-TO MODERATE-INCOME HOUSEHOLDS	44.6%	46.7%
MIXED-USE DEVELOPMENTS	29.9%	32.1%
RENTAL HOUSING OPPORTUNITIES	21.5%	21.2%
SMALLER DETACHED HOMES	19.1%	18.9%
TOWNHOMES	13.1%	12.3%
ACCESSORY DWELLING UNITS	13.1%	13.2%
LOW-RISE MULTIFAMILY DEVELOPMENTS	12.7%	13.7%
OTHER	12.4%	11.3%
SMALL-SCALE MULTIFAMILY HOUSING	12.0%	12.3%
ADA-ACCESSIBLE HOUSING	8.8%	10.4%
MID-RISE MULTIFAMILY DEVELOPMENTS	5.2%	6.1%
SMALLER LOT SIZES	4.8%	5.2%
MODULAR HOMES	4.0%	3.8%
HIGH-RISE MULTIFAMILY DEVELOPMENTS	2.4%	2.8%
CORPORATE HOUSING	2.4%	2.8%
NONE/NO RESPONSE	1.6%	1.9%
TOTAL	251	212

Support for Housing Policies	All Respondents	Zebulon Residents
MORE OPPORTUNITIES FOR MIXED-USE DEVELOPMENT	45.4%	45.8%
REPLACING VACANT OR BLIGHTED COMMERCIAL AREAS WITH RESIDENTIAL DEVELOPMENT	39.0%	40.1%
ALLOWANCES FOR SMALLER SINGLE-FAMILY HOMES	25.5%	25.0%
VOLUNTARY INCENTIVES FOR AFFORDABLE HOUSING	23.9%	25.9%
FLEXIBILITY FOR DUPLEXES/SMALL MULTIFAMILY IN SINGLE-FAMILY ZONES	19.5%	17.9%
ALLOWANCES FOR LARGER ADUS	15.1%	16.0%
CREATION OF A SMALL TAX OR FEE FOR AFFORDABLE HOUSING	13.5%	15.1%
ALLOWANCES FOR LARGER MULTIFAMILY DEVELOPMENT	9.2%	9.9%
MORE ALLOWANCES FOR SMALLER LOT SIZES	8.8%	9.0%
REDUCTION IN RESIDENTIAL PARKING REQUIREMENTS	6.0%	5.2%
NONE/NO RESPONSE	12.7%	12.7%
TOTAL	251	212

To meet the needs of older adult residents, the Town of Zebulon needs more...	All Respondents	Zebulon Residents
SINGLE-LEVEL LIVING OPTIONS	48.6%	50.5%
AGE-RESTRICTED COMMUNITIES	47.8%	48.1%
DEDICATED AFFORDABLE HOUSING	45.0%	44.8%
INDEPENDENT AND ASSISTED LIVING COMMUNITIES	40.2%	38.7%
SMALLER HOMES	23.1%	21.7%
OTHER	6.0%	6.1%
ADA-ACCESSIBLE	4.0%	4.2%
NONE/NO RESPONSE	7.6%	8.5%
TOTAL	251	212



APPENDIX E: SUMMARY OF SUBJECT MATTER EXPERT INTERVIEWS

Developing an understanding of housing challenges in Zebulon cannot be done through quantitative data analysis alone. To capture a full picture of Zebulon's history with housing, gain an understanding of how it got to where it is today, and how to proceed in the future, the project team conducted stakeholder interviews with local housing and economic development practitioners, as well as county and regional organizations. These conversations provided additional information and context that the project team used when identifying strategic recommendations for Zebulon.

SUMMARY OF FINDINGS

- Zebulon's recent growth has created a growing need for the community to establish a collective vision for its future.
- There are conflicting local perspectives about how to achieve affordability, with some residents expressing an interest in maintaining larger lot sizes and setbacks, parking minimums, and related policies, that tend to conflict with the delivery of affordable units.
- There is a growing interest in creative affordable housing efforts such as leveraging the local community land trust, exploring 3-D printing efforts to lower construction costs, developing a fund to support downpayment assistance or housing rehabilitation efforts, and/or adjusting zoning to allow for smaller, denser development.
- Strategic partnerships with neighboring communities and regional housing organizations will be needed to help Zebulon implement its housing efforts.
- The Town is well equipped with knowledgeable, dedicated staff members that will ensure smart, practical growth and development.
- The Unified Development Ordinance (UDO) needs to be revisited to ensure it is consistent with the Town's vision for the future.

TRENDS

Rapid Growth and Development

Zebulon is experiencing rapid growth and development, much of which is being driven by the expansion of Raleigh and surrounding parts of western Wake County. This growth has brought increased housing demand and development pressure that extends well beyond Zebulon's historic development patterns. At the same time, the Town's existing lower income residents are increasingly vulnerable to displacement as housing costs rise.

Collaborative Environment

Stakeholders noted that, historically, there has been some disconnect between the Town of Zebulon and key partners, but they also acknowledged recent efforts by the Town to strengthen and rebuild these relationships. Looking ahead, they expressed interest in furthering collaborative efforts with organizations such as the Wake County Housing Authority, Habitat for Humanity of Wake County, the Raleigh Area Land Trust to better support affordable housing development initiatives in Zebulon. There is also a recognized need to more actively engage employers in conversations about growth and workforce housing, particularly as focus on business attraction, retention, and expansion continues to grow.

Development Regulations and Review Processes

Zebulon's recent high-growth environment has highlighted challenges in its UDO and review process that may be limiting their ability to effectively respond to continued growth pressures. There is a growing perception that land use planning needs to become more strategic and functional, particularly in supporting affordable residential development. Several elements within the UDO, such as step height requirements, siding standards, and alley mandates, are believed to significantly increase construction costs and appear misaligned with the Town's stated goal of supporting affordability.

Stakeholders described the rezoning process as lengthy and unpredictable, which has made development more difficult. Developers have also raised concerns about shifting expectations, noting that while the code may communicate one set of expectations, decisions sometimes diverge from those and ultimately delay or stall rezoning efforts. On a positive note, town staff are consistently described as knowledgeable, collaborative, and effective in working with developers. There is a clear need to clarify and streamline development processes to create a more consistent development environment, as well as to articulate a clear, coherent vision about the types of development Zebulon hopes to attract as the community continues to grow.

Economic Development

There is strong interest in expanding commercial development, but also recognition that housing opportunities must be created for the workers those businesses will employ. Mixed-use development, particularly in and around the downtown area, is also becoming increasingly attractive, though current zoning may need to be adjusted to better accommodate this type of growth. Across conversations, there was repeated emphasis on the need for housing at various income levels, including demand for executive housing alongside more affordable options. Establishing a clear vision for how housing and economic development intersect will be essential to shaping Zebulon's future character.

Affordable Housing Tools

Discussions around affordable housing tools reflect a range of perspectives and levels of familiarity. Inclusionary zoning was raised as a potential mechanism but was acknowledged as not being authorized under current North Carolina law, which constrains its applicability. Community land trusts generated mixed reactions; some participants view them as a promising way to promote long-term affordability, wealth-building, and stable homeownership for low- to moderate-income households. Others, however, expressed concern that deed restrictions can limit buyer interest and hinder households from eventually moving into market-rate homes.

There is interest in exploring innovative development approaches, such as 3D-printed housing, as well as increasing the diversity of housing, such as apartments and smaller unit types that could achieve deeper affordability. Stakeholders also discussed the potential creation of a local housing fund that could support down payment assistance or housing rehabilitation.

Local Perspectives

There is concern that long-time residents and their descendants are being priced out of the community. As a result, stakeholders shared a preference for starter homes and senior housing to provide downsizing options for current Zebulonians. Furthermore, there have been concerns about recent developments, including build quality, the size and scale of projects, setback sizes (leading to homes being too close to roadways), and inadequate driveway lengths.

Stakeholders consistently expressed support for inclusiveness, emphasizing the importance of housing for people across income levels and life stages, including starter homes and executive housing. At the same time, there are conflicting views on density, growth, affordability, and preserving Zebulon's traditional character of larger single-family lots. Last, strengthening relationships with Wake County and neighboring jurisdictions such as Knightdale, Wendell, and Rolesville is also viewed as increasingly important, along with revisiting and updating the Unified Development Ordinance (UDO) and improving development timelines.

Positive Efforts

Despite many of the aforementioned challenges, several positive efforts are underway. Zebulon has begun engaging more intentionally with neighboring jurisdictions to coordinate conversations about growth, housing, and regional development. This currently involves quarterly conversations with neighboring municipalities to discuss housing, economic development, and related topics. In addition, the current planning and zoning staff are widely praised for their competence, professionalism, and ability to communicate clearly with developers about development priorities and code requirements. Staff appear increasingly interested in aligning future planning efforts with affordability goals, signaling an opportunity for the Town to build on this momentum as it shapes its next phase of growth.



APPENDIX F: PUBLIC COMMENTS SUBMITTED

The Town of Zebulon posted a draft version of the Housing Study and Demographic Data Analysis on their website, and provided a four-week period for the public to review and submit their comments (May 26, 2026 to June 23, 2026). See below for comments received during the public comment period.

Comment 1
Total waste of money

Comment 2
We may be affordable in terms of housing but our taxes are the highest percentage than others so when leveled out it doesn't matter than our homes are cheaper. Our housing also shows when it comes to the amount of crime. Autumn lakes for example is one neighborhood that likely has the highest amount of crime which shows because they had 0down payment and all of that. Just because you have affordable homes doesn't mean anything. Quality or quantity should be our mission as a town when looking at these developers in term of the type of buyers they are wanting.

Comment 3
Affordable housing is good but you must curb the amount of cost for home tax. Its really becoming unaffordable.

Comment 4
"Demographic patterns in the town are clearly shifting. On the positive side, there has been growth in the number of affluent and well-educated Black residents. It would be useful to identify what is attracting them to the area. There has also been a notable increase in other demographic groups, which raises interesting questions about the underlying drivers.

At the same time, the decline in the White population is concerning. This may reflect 'white flight' driven by economic pressures, or it could be the result of an aging population seeking better services elsewhere. Regardless, the town should work to retain residents across all major demographic groups and avoid significant outflows from any one segment. A healthy, balanced mix of residents from diverse backgrounds can help support long-term vitality and prosperity."

Comment 5
I understand the desire for multi family units in Zebulon. As a new home owner that relocated here , my past experience really guide me to avoid living around lots of renters. I moved to Zebulon with the full understanding that many other Black homeowners are moving here . I don't want renters in my community. I also don't want to pay extra taxes for low income housing. Happy new Black homeowner

Comment 6
Focus residential development on houses meant for families. Continue prioritizing construction of single-family detached homes, since they are better for city stability and individual planning for long-term residents. Limit major corporations or property managers from buying out properties to rent them back out (ex: Tricon). We need owners living in more houses - not renters. Invest in public infrastructure by reevaluating and modernizing things like roads, traffic lights, and sidewalks. Consider adding things like bike lanes and other pedestrian options (public transit?). Tighten up local laws for things like noise ordinances and public safety. Consider creating Tax Increment Financing (TIF) districts to offset some of the costs of development. Look into grant opportunities that the town can take advantage of (state infrastructure improvements, transportation safety, bridge repair/replacement, etc). Protect our parks and nature as much as possible.

Comment 7: Habitat for Humanity, Greater Raleigh

Habitat for Humanity®
Greater Raleigh

June 9, 2026

To Whom It May Concern,

Thank you for the opportunity to comment on the Town of Zebulon's 2026 Housing Study and Demographic Data Analysis (the Study).

Habitat for Humanity Greater Raleigh (formerly Habitat Wake) has been building affordable housing in this community for 40 years, with over 1,000 new for-sale homes built, and over 750 existing homes repaired. As an expert home builder, land developer, and affordable housing provider, Habitat Raleigh is thrilled to see the Town of Zebulon taking steps to address housing affordability.

Habitat Raleigh is supportive of the recommendations outlined in the plan. Please consider the following comments as the Town finalizes the Study and decides its next steps.

The Town should prioritize UDO changes that support the development of diverse housing options. According to the Study, many Zebulonians are locked out of the homeownership market due to the lack of affordably priced starter homes. Adopting changes to the UDO that facilitate infill development, density, and make it easier to build new housing would increase the supply of housing available to potential buyers. The Town should especially consider expanding by-right development of duplexes, triplexes, and quadplexes and multifamily buildings with five or more units. The creation of new housing units has been shown to loosen the market by creating "moving chains," meaning that households who can afford to move into new units do – leaving older, cheaper units available for other households who need them. Research suggests that as many as **109 existing units become available for every 100 new units created**.

Land use changes can often support affordable housing developers, especially when tied to local incentive programs for affordable housing. For example, in Downtown Raleigh, Habitat will be able to build two duplexes on City-owned land for homeownership because the City's UDO allows for by-right development of duplexes. Together with Habitat's land lease program, this makes downtown living possible for a low- or moderate-income buyer, who would have otherwise been priced out of the market.

The Town should consider how it can streamline approval processes for affordable developments. For example, the Town of Wendell supported a Habitat development on Town-owned land by having the Town lead the rezoning process. The Town taking the property through rezoning saves Habitat precious resources that can instead be put towards supporting homebuyers.

The Town should partner with affordable housing developers like Habitat to build affordable housing on Town-owned (or vacant or abandoned) land. In a growing market like Zebulon's, land banking is a critical strategy for ensuring long-term housing affordability for residents. Land banking for affordable housing in strategic areas (like downtown hubs or close to job centers) ensures that residents with low incomes are not priced out of these areas. This also ensures more mixed income communities, which research shows brings a multitude of benefits for residents, especially children.

Habitat has worked with several municipalities to build new, affordable, for-sale homes on land owned by the municipality. For example, Habitat was recently awarded the opportunity to build on land owned by the Town of Rolesville, in a key location near Town Hall. This partnership will create 30 new affordable homes, thanks to the Town's commitment to affordable housing. In Raleigh, Habitat is working with the City to build on several infill lots in Downtown neighborhoods, creating new units close to the City's job center.

The Town should invest in staff capacity to lead affordable housing initiatives. Housing affordability is complex and requires intentionality and planning. Dedicated staff capacity will set up the Town for success in deploying the recommendations in the Study, including maintaining partnerships with area housing providers and pursuing funding opportunities. As the Town grows, it should also consider dedicated funding to put towards housing initiatives like strategic land acquisition and fund matching. The Towns of Cary, Apex, and Garner have invested in dedicated staff capacity for affordable housing initiatives and since have successfully implemented several housing programs and initiatives.

Habitat Raleigh is committed to providing affordable housing in our community for years to come. We hope to partner with the Town of Zebulon on its housing initiatives and look forward to working with you in the future.

Sincerely,

Patricia Burch

Patricia Burch

CEO, Habitat for Humanity Greater Raleigh

Patricia.burch@habitatraleigh.org

Comment 8: Raleigh Regional Association of REALTORS®, the Triangle Community Coalition, the Home Builders Association of Raleigh-Wake County, Triangle Apartment Association

PUBLIC COMMENT

Town of Zebulon 2026 Housing Study and Demographic Data Analysis

Submitted on the Draft for Public Comment, Version 2 (Plain-Language Version)

Dear Mayor, Members of the Board of Commissioners, and Town Staff:

We are a coalition of four local organizations: the Raleigh Regional Association of REALTORS®, the Triangle Community Coalition, the Home Builders Association of Raleigh-Wake County, and the Triangle Apartment Association. Together, our members build, sell, and manage the kinds of homes this study is about. Two of our organizations, the Raleigh Regional Association of REALTORS® and the Home Builders Association of Raleigh-Wake County, took part as named stakeholders in the study (p. 8), and all four of us care a great deal about Zebulon meeting the housing needs the draft describes.

We thank the Town for completing its first Housing Study, and overall we think it gets the big picture right: Zebulon needs more homes, of more types, and the Town's current rules make that hard to do. Below we share what we support, where we ask the Town to clarify or add protections before the study is finalized, a list of small errors to fix, and an offer to help. The charts included are recreated from the study's own figures so the key numbers are easy to find. All page numbers refer to the public comment draft.

What We Support

We want to start with the many parts of the draft we support and hope the Town keeps in full.

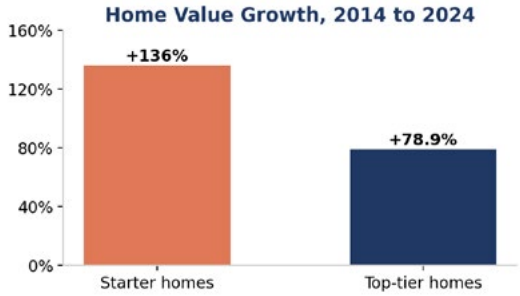
We strongly support the study's honest look at how the Town's current zoning rules are blocking the kinds of homes Zebulon says it wants. The study shows clearly that the rules make it very hard to build anything other than large single-family houses. Please keep this analysis in the final report.

Faster, more predictable approvals make homes more affordable, because every extra month of process adds to the final price. We support the specific rule changes listed on page 60 and ask the Town to make these changes early in the process, not last.

We support offering builders voluntary incentives, such as allowing a few additional homes, in exchange for including affordable units. We ask that the Town make clear these incentives are optional, and confirm in the report that the Town cannot legally require affordable units, since mandatory inclusionary zoning is not allowed in North Carolina.

The study's “Housing Life Cycle” idea, that a lack of smaller homes for seniors to downsize into keeps larger homes off the market for young families, is a clear and helpful way to explain why a variety of housing matters. We encourage the Town to use it in public education.

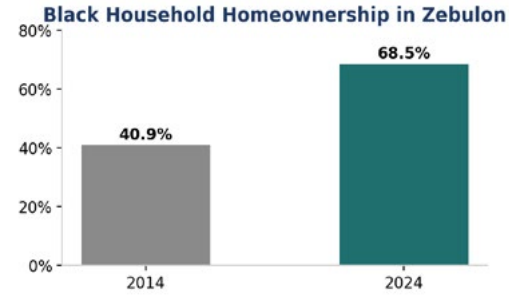
We are glad the study treats the disappearance of starter homes as a central issue. Owning a home is still the main way working families build wealth. These findings should guide the Town toward more smaller homes, townhomes, and similar options.



Source: Town of Zebulon Housing Study (Draft v2), Table 10, pp. 35-36. Recreated for reference.

We support the study's point that having homes workers can afford helps the Town attract and keep employers. We support the voluntary employer housing partnerships described on page 63.

One of the best local success stories in the study: homeownership among Black households jumped from about 41% to nearly 69% in ten years, now the highest rate of any group. We encourage the Town to highlight this. On a related point, the study explains the drop in the overall Hispanic share of the population (p. 15), but it does not explain why the Hispanic homeownership rate in Table 3 fell so sharply (from 64.6% to 41.9%) even as the number of Hispanic homeowner households actually grew by 64 over the same ten years (p. 19). We ask the Town to clarify whether this is a real decline in ownership or simply a fast-growing, more renter-heavy Hispanic population, because the two point to very different solutions.



Source: Town of Zebulon Housing Study (Draft v2), Table 3, p. 19. Recreated for reference.

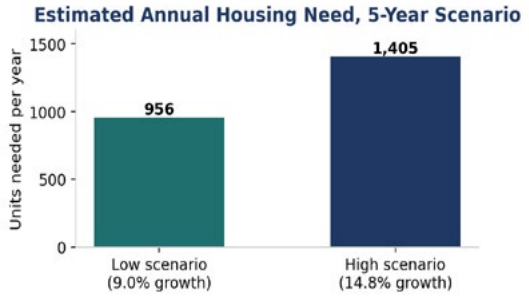
We support working regionally with neighboring towns and Wake County, and we offer to help with the proposed regional task force and the housing resource hub.

We support the Town's plan for public education and outreach, including materials in more than one language, and we offer to help with workshops and first-time buyer programs.

Where We Ask for Clarification or Changes

Next are the areas where we ask the Town to clarify, adjust, or add protections before the study is finalized. None of these is an objection. Each is meant to make the final study stronger and to keep its findings from being used later in ways that would work against the goal of building more homes.

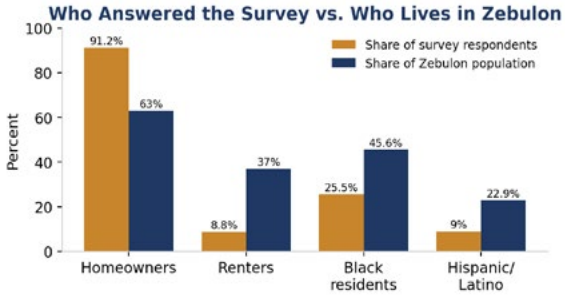
We support creating a housing trust fund, but the study does not say where the money would come from. We ask the Town to use broad, transparent funding sources approved through the normal budget process or by voters, such as the general fund or a voter-approved bond. We do not support paying for it with real estate transfer taxes, fees on home sales, mandatory affordable-housing requirements, or new fees aimed specifically at housing. These raise the cost of the very homes the Town is trying to make affordable, and most are not even legal without state approval. We also ask for a clearer estimate of how many homes Zebulon actually needs each year, broken down by price level, since even the region's dedicated land trust is only targeting 100 homes countywide by 2028 against a local need the study puts near 1,000 to 1,400 homes a year.



Source: Town of Zebulon Housing Study (Draft v2), Table 17, p. 41; yearly figures based on the 5-year totals. Recreated for reference.

We support rewarding builders who include affordable homes with extra water and sewer capacity points. But we ask the Town to confirm that no housing project will be denied or delayed water and sewer access simply for choosing not to include affordable units, because that would turn an “incentive” into a hidden requirement.

The community survey is too small and unbalanced to drive major decisions: about 251 responses, mostly from homeowners, in a town that is over a third renters, and only 19 renters answered the affordability question. The study itself says the results cannot be generalized. We ask the Town to repeat that caution everywhere the survey numbers appear, and to make clear that the real market data, not the survey, is the basis for its recommendations.



Sources: Town of Zebulon Housing Study (Draft v2), pp. 17, 54, 93. Recreated for reference.

The study's estimate of how many homes are needed swings widely, from about 4,800 to 7,000 over five years. We ask the Town to treat this as a range to revisit each year based on actual building data, not as a fixed target.

The renter income and cost numbers look alarming largely because a few hundred subsidized senior apartments pull the averages down. Please keep that context next to those numbers, and make it clear that the real fix is building more rental homes, not new restrictions on housing providers. We also want to flag that the rental squeeze is not just a low-income problem. Working families earning too much to qualify for subsidized housing but too little to absorb a 50% rent increase on a three-bedroom apartment have almost no new options in Zebulon either. The study's Goal 3 programs do not reach these households. Goal 2 does.

One workshop note lists “outside investors” as a threat. We ask the Town not to turn a single comment into policy that restricts who can buy homes. Outside investment actually helps build the rental housing the study says Zebulon badly needs.

We support reusing vacant and abandoned property for housing, as long as it is bought willingly at fair prices, with no forced takings and no using code enforcement as leverage. We also ask the Town to weigh the tradeoffs of resale restrictions that its own interviews raised.

The study's interviews flag certain design rules, such as step heights, siding requirements, and alley mandates, as adding real cost without much benefit. We ask the Town to study these costs per home and trim rules whose cost outweighs their value. Some of these rules may also exceed what the Town can legally require on single-family homes.

The study correctly notes the tax base is shifting toward homes and away from businesses. We simply ask the Town to be clear that the fix is recruiting more businesses, not slowing or capping new housing.

About 69 of Zebulon's affordable apartments will lose their affordability protections in the next ten years. We ask the Town to start planning now to keep these homes affordable, using tools such as working early with owners, acquisition options, a community land trust, or local financing, so that residents are not displaced when the protections expire.

Property	Financing	Low-Income Units	Population	Year Placed in Service	Expiration of Affordability	Years Remaining
The Maples	USDA Section 515	36	Families	1983	2035	9 years
Silver Spring	LIHTC	33	Seniors	2002	2032	6 years
Shepard Greene	LIHTC, USDA Section 538	50	Seniors	2018	2048	22 years
Zebulon Green	LIHTC	72	Families	2021	2051	25 years
The Carrington	LIHTC	72	Seniors	2023	2053	27 years

Source: Town of Zebulon Housing Study (Draft v2), Table 14, p. 39 (HUD and USDA datasets). Only The Maples and Silver Spring, 69 units in all, lose their affordability protection within the next 10 years.

Zoning and State Law

These zoning changes increase what can be built, which state law allows; they are not "downzoning." Once adopted, they are also hard to reverse, which makes them durable. We ask only that the Town double-check, before rezoning any area, that it does not accidentally remove a use that is allowed today, such as farming, which could create a legal complication.

The study does not mention farmland, which is a gap for a town on Wake County's eastern edge. We ask the Town to recognize that working farms are largely protected from these zoning changes, and to help new homebuyers near farms understand that they are moving next to active agricultural operations.

Small Errors and Things to Clean Up

Finally, we noticed a number of small errors and unclear spots. None of them changes the study's conclusions, but each should be cleaned up before the study is finalized, since people will cite the final version by page and figure number.

- **Conflicting median sale price figures.** Page 32 states the median sale price has remained stable at around $325,000, while page 45 states the median is about 33.6% higher now ($298,000) than January 2020 ($223,000). The two figures should be reconciled, or the difference in source or time period explained.
- **Conflicting population baselines.** Page 9 describes growth from about 7,000 residents in 2020 to an estimated 13,000 in 2025; page 10 reports 2024 estimates of 10,505 (Census PEP) to 11,295 (Town); page 23 states the 2019 population was around 5,400 and the 2024 population around 8,700. The page 23 narrative appears to use ACS 5-year figures without saying so. Each population figure should identify its data series.
- **Population growth framing conflicts with the graph (p. 11).** The text describes rapid growth over the past 20 years, but the accompanying graph shows steady growth through roughly 2014; a 10-year rapid-growth period is the more accurate characterization.
- **Median age comparison references data not shown (Table 1, p. 14).** The narrative states Zebulon has a lower median age than the state and the nation, but Table 1 reports figures only for Zebulon, Wake County, and North Carolina; no national median age is provided. The text should either add the national figure or revise the comparison to match the table.
- **Starter-value table splits across a page break (Table 10, pp. 35-36).** The home value (ZHVI) table is introduced and begins at the bottom of page 35 and continues onto page 36, breaking the table across pages. A page break should be inserted before the table so it appears in full on a single page.
- **Table 11 earnings typo (p. 37).** Median annual earnings for Transportation and material moving occupations is shown as $17,4469. The $436 monthly affordability ceiling implies approximately $17,440 to $17,450.
- **$135,000 affordability figure lacks market context (p. 39).** The study states that households earning under $35,000 have an ownership affordability ceiling of about $135,000, but its own data show no such product exists in the Zebulon market: Table 13 (p. 38) reports zero for-sale homes available under a $1,500 monthly payment, and an entry-level purchase requires an estimated $65,680 in income (p. 36). The final study should clarify that $135,000 is a theoretical affordability threshold, not an attainable price point under current market conditions, so it is not read as a realistic homeownership target for this income group.
- **Figure numbering.** The Table of Figures (pp. 5-6) skips Figure 13 and Figure 30, while the text references Figure 13 on page 20. A renumbering pass is needed before adoption, since comment letters and future documents will cite figure numbers.
- **Typographical items.** "Assoiation" in the Acknowledgements (p. 8); "From 2014 to 219" (p. 18); and a missing word "for" in "developing and posting guidelines [for] the review and approval of development and rezoning requests" (p. 59).

How We Can Help

Beyond these comments, our four organizations want to be a go-to resource for the Town as it finalizes the study and puts it into action. Between us, we have current market data, hands-on experience with home sales and rentals, and direct connections to the builders, REALTORS®, and rental housing providers who will actually produce the homes Zebulon needs. We would be glad to help in real, concrete ways, including:

- Sharing local market and building data to help with the more detailed yearly housing-need estimate we asked about above, so the Town does not have to figure those numbers out alone.
- Showing, with our members' real numbers, how specific design, lot-size, and permitting rules add to the price of a finished home, to help guide the rule review under Goal 2.
- Serving on the proposed Regional Housing Task Force and helping build the central housing resource hub (pp. 65-66).
- Helping with the public education campaign under Goal 1 (pp. 57-58), including REALTOR® and builder participation in workshops, first-time buyer programs, and Spanish-language materials.
- Reviewing draft rule changes and incentives before they are finalized, so any unintended cost or supply effects can be caught early.

In Closing

Thank you for the chance to comment, and we want to be clear about our bottom line: we strongly support the study's focus on building more homes of more types. The draft correctly finds that Zebulon's housing challenges come from having too few homes of too few kinds, and its recommendations point in the right direction. We have shared a technical version of our comments with Town Consultants. Our organizations are ready to be partners in carrying them

out, and we look forward to working with Town staff, leadership, and the consultant team as these recommendations move ahead.

Respectfully submitted,

Danielle Plourd, Government Affairs Director
Raleigh Regional Association of REALTORS®

Graham Whitaker, Government Affairs Director
Triangle Apartment Association

Suzanne Harris
Home Builders Association of Raleigh-Wake County

Jacob Rogers
Triangle Community Coalition

Submitted jointly by:

Raleigh Regional Association of REALTORS® | HOME BUILDERS ASSOCIATION OF RALEIGH - WAKE COUNTY | taa Triangle Apartment Association



ZEBULON

NORTH CAROLINA



TPMA

Bold Solutions.
Empowered Communities.



300 BLOCK

RESEARCH & CONSULTING

ZEBULON
NORTH CAROLINA

STAFF REPORT
RESOLUTION 2027-09
CANDY CANE LANE
STREET CLOSURES
SEPTEMBER 8, 2026

Topic: **Resolution 2027-09 – 2026 Candy Cane Lane Street Closures**
Speaker: Sheila Long, Parks & Recreation Director (if pulled from Consent)
Prepared by: Sheila Long, Parks & Recreation Director
Approved by: Katy Crosby, Town Manager

Executive Summary:
The Board of Commissioners will consider a request to close roads and allow consumption of alcohol within the designated event boundary to host Candy Cane Lane.

Background:
The Town plans and implements street festivals and concert series downtown that require street closures. To support these events, closure of public right of way is required and Board action is needed. Staff will coordinate and communicate with NCDOT and businesses regarding street closures. The following closures are requested:

Event	Date	Time	Closure Needed	Closure Time
Candy Cane Lane	November 21st	4-8 PM	• Arendell Ave: Barbee to Sycamore St • Horton St: N. Church St to N. Poplar St. • Downtown Public Lot • 100 and 200 block of Arendell Alleyways • Vance St: Arendell to N Church St	10 AM- 11:59 PM

Policy Analysis:
Community surveys collected during the development of Zebulon's 2030 Strategic Plan revealed an interest in "more community events/activities". These events are consistent with the goals of the *Vibrant Downtown* and *Small-Town Life* Focus Areas of the *Zebulon 2030* Strategic Plan. The proposed events replicate 2022, 2023, and 2024 downtown events and specifically address a recommendation of the *Play Zebulon* Parks and Recreation Master Plan: "Offer comprehensive services through programs, events, facilities, marketing, partnerships, and community engagement".

Fiscal Analysis:
Events within FY 2027 are currently budgeted.

Staff Recommendation:
Staff recommends approval of Resolution 2027-09.

Attachments:
1. Resolution: Candy Cane Lane Street Closures

RESOLUTION 2027-09
STREET CLOSURE: 2026 CANDY CANE LANE

WHEREAS, the *Zebulon 2030* Strategic Plan includes a *Small-Town Life* goal to "promote more community events and festivals", and a *Vibrant Downtown* goal to "develop events, entertainment, and cultural attractions to draw people downtown"; and

WHEREAS, the *Play Zebulon* Parks and Recreation Master recommends recreational programs that "offer comprehensive services through programs, events, facilities, marketing, partnerships, and community engagement"; and

WHEREAS, the Town has funded the installation of infrastructure, such as electric upgrades, and built place-making venues, such as the multiple phases of the Alley Activation projects, to support special events; and

WHEREAS, the Town has funded downtown events, including Candy Cane Lane and Tree Lighting Festival, Spring Fest, and Rock the Block featuring regional live music, local musicians and artist, youth performers, food trucks, vendors, and family friendly activities.

NOW, THEREFORE, BE IT RESOLVED, the Town of Zebulon will plan and implement events and authorize closure of public right of way as follows:

Event	Date	Time	Closure Needed	Closure Time
Candy Cane Lane	November 21st	4-8 PM	• Arendell Ave: Barbee to Sycamore St • Horton St: N. Church St to N. Poplar St. • Downtown Public Lot • 100 and 200 block of Arendell Alleyways • Vance St: Arendell to N Church St	10 AM- 11:59 PM

AND BE IT FURTHER RESOLVED THAT public consumption of alcohol is permitted within the festival boundary during the events' operating hours. The Police Chief may alter closures as needed to safely implement both events.

Adopted the 8th day of September 2026

_____
Jessica Harrison – Mayor

SEAL

_____
Kim Worley – Interim Town Clerk

ZEBULON
NORTH CAROLINA

STAFF REPORT
WEAVERS POINTE ROADWAY AND STORM DRAINAGE ACCEPTANCE

Topic: Resolution 2027-10 – Weavers Pointe Infrastructure Acceptance
Speaker: Roger Silvers, Construction Inspections/Facilities Manager
From: Richard E. A. Fletcher III, Public Works Director
Prepared by: Corbin Johnson, Construction Inspector
Approved by: Katy Crosby, Town Manager

Executive Summary:
The Board of Commissioners will consider accepting the roadway and storm-drainage infrastructure constructed in Weavers Pointe for Town of Zebulon ownership and maintenance.

Background:
The Town of Zebulon follows a practice where the Board considers accepting ownership and maintenance of roadway and storm-drainage infrastructure installed in new subdivisions. In advance of this consideration, Staff determines whether the infrastructure complies with and meets the conditions of permits and Town standards.

Grey Hill Development LLC. has completed construction of the roadway and stormwater infrastructure in Weavers Point, which will include 64 new Single-Family homes. The plat has been recorded with the Wake County Registrar of Deeds. Staff and third-party inspectors/engineers have verified that the infrastructure meets or exceeds Town standards and City of Raleigh utility standards. All close-out documents, listed and confirmed in Attachment 1, are readily available upon request.

Discussion:
The Board must accept the dedication of streets, curbs, gutters, street signage, and storm drainage for ownership and maintenance, provided the infrastructure aligns with the Town's Uniform Development Ordinance (UDO) and current Town standards.

Policy Analysis:
The infrastructure was installed per Subdivision # 1250338 (GeoCivix) and complies with the latest version of the "Town of Zebulon Street & Storm Drainage Standards and Specifications." It also meets the requirements for the Town of Zebulon's Uniform Development Ordinances section 6.10.4 for dedication of roadways.

<u>Infrastructure Amount and Value</u>
Weavers Pointe will dedicate three (3) streets totaling 4,803 linear feet (~.91 miles), and 3,036 linear feet (~ .0.58 miles) of storm public storm drainage. The combined value of the added infrastructure is $1,559,937.5.

The infrastructure will be added to the Town's capital assets (re. Annual Comprehensive Financial Report). Upon acceptance, the Town will own and maintain a total of 45.63 miles of street and 35.39 miles of stormwater pipe.

Maintenance Cost

In addition to Staff's annual inspection and cleaning efforts, the Town of Zebulon annually contracts the cleaning of approximately 10% (3.5-miles) of the Town's stormwater system (FY27 budget: $20,000). This work is done to meet one component of the "Pollution Prevention and Good Housekeeping" objectives of the Town's permit (National Pollutant Discharge Elimination System # NCS000557) with the NC Department of Environmental Quality (the permit regulating how the Town operates its stormwater system). The acceptance of Weavers Pointe increases the storm drainage network by less than 2%.

Streets are designed to have a useful life of 20 years; therefore, the Town needs to repave 5% annually, or approximately 2 miles of street currently budgeted at $440,000. The acceptance of Weavers Pointe infrastructure increases the street network by less than 2.5%.

Revenue Streams

Maintenance costs for street paving are supported by the following dedicated revenues:

a) "Powell Bill" (gas tax) ~ $320,000 (FY 27 actual $316,168) (Zebulon's share of this revenue collected by the State has grown proportionally with increasing population and street mileage).
b) Vehicle Tag Fee ~ $260,000 (FY 27 actual $270,700) (this revenue will grow as new residents register their vehicles within the Town's limits).

There are no dedicated revenue sources to support stormwater maintenance (0.7¢ on the property tax rate is dedicated toward stormwater capital improvements). Staff are reviewing options for the Board to consider a stormwater fee.

Warranty and Insurance

The Town receives a one-year warranty on all the dedicated assets. Staff will conduct an 11-month warranty inspection prior to the final overlay to ensure any issues or failures are repaired prior to the final asphalt overlay by the developer.

The Town received the following bonds:

> Subdivision Bond (#GSA2401473) in the amount of $791,252.00 from The (The Gray Casualty & Surety Company) to ensure the final completion of outstanding items (e.g., final asphalt overlay, striping, signage, sidewalks, landscaping etc.).

The final completion of these items was intentionally delayed minimizing the damage that may occur as individual lots are constructed. The Site Improvement Performance Bond is automatically renewed or revised annually to reflect items completed. The Site Improvement Performance Bond remains active until all items have been completed. All inspection and development fees of $308,174.15 were collected from the developer.

NOTE: On 9/8/26 Sidney creek 3B was presented as having 44.71 Miles in total town-maintained Streets, the actual total was 43.88 Miles. Storm water mileage was presented as 35.09 in total, but it was 34.24 in total maintained miles. This was found during good housekeeping practices and will not affect current mileage calculations.

Staff Recommendation:
Staff recommends approval of Resolution 2027-10 to accept Weavers Pointe roadway and storm drainage infrastructure, warranty, and site improvements bond.

Attachments:

1. Checklist of Completed Items
2. Accepted Plat
3. Engineers Certification of Roadway Length
4. Engineers Certification – Water and Sewer
5. Developers Warranty and Guaranty – Streets and Stormwater
6. Resolution 2027-10

RESOLUTION 2027-10
ACCEPTING ROADWAY AND STORM DRAINAGE INFRASTRUCTURE FOR WEAVERS POINTE

WHEREAS, Grey Hill Development LLC has completed construction of the roadway and stormwater infrastructure for the Weavers Pointe subdivision, which includes 64 single family homes; and

WHEREAS, the Town of Zebulon Board of Commissioners considers accepting ownership and maintenance of roadways and storm drainage infrastructure installed in new subdivisions; and

WHEREAS, Grey Hill Development LLC requests the Town of Zebulon assume ownership and maintenance of the roadways and storm drainage infrastructure within the public right-of-way or dedicated easements of Weavers Pointe; and

WHEREAS, staff are tasked with confirming whether the infrastructure complies with and meets the conditions of permits and Town of Zebulon standards; and

WHEREAS, staff and third-party inspectors/engineers have verified that the infrastructure meets or exceeds the Town of Zebulon's standards and City of Raleigh Utility Standards; and

WHEREAS, staff confirmed the infrastructure was installed per and complies with the latest version of the Town of Zebulon's Street & Storm Drainage Standards and Specifications; and

WHEREAS, staff also confirmed the infrastructure meets the requirements for the Town of Zebulon's Uniform Development Ordinances section 6.10.4 for dedication of roadways; and

WHEREAS, the Board must accept the dedication of streets, curbs, gutters, street signage, and storm drainage for ownership and maintenance, provided the infrastructure aligns with the Town of Zebulon's Uniform Development Ordinance (UDO) and current Town standards.

NOW, THEREFORE, BE IT RESOLVED, the Board of Commissioners of the Town of Zebulon accepts the dedication of the roadway and storm drainage infrastructure for the Weavers Pointe subdivision.

Adopted the 8th day of September 2026

_____
Jessica D. Harrison – Mayor

SEAL

_____
Kim Worley – Interim Town Clerk

DEVELOPMENT NAME

#	Description	Status	Notes
1	Engineer Certification of Roadway Lengths	Approved	
2	Engineer Certification of Dedicated Roadway and Stormwater	Approved	
3a	Engineering Estimate for Letter of Credit/Bond for Infrastructure	Approved	
3b	Engineering Estimate for Letter of Credit/Bond for Landscape	Approved	
3c	Engineering Estimate for Letter of Credit/Bond for Stormwater/SCM	Approved	
4	Bond or Letter of Credit	Approved	
5	Developer Warranty and Guaranty - Street and Stormwater	Approved	
6	Developer Warranty and Guaranty - Water and Sewer	Approved	
7	Third Party Engineering Reports for Sub-grade, Stone, and Asphalt (thickness and density) for Public Roadways and Greenways	Approved	
7a	Drainage install-trench compaction, pipe install, structure	Approved	
7b	Sub-grade, densities, proof roll documentation	Approved	
7c	ABC proof roll for Curb and Gutter documentation	Approved	
7d	Curb and gutter concrete, cylinder test reports	Approved	
7e	Roadway ABC, densities, and proof roll documentation	Approved	
7f	Base course Asphalt, densities and cores	Approved	
7g	Sidewalk Subgrade* densities if required	Approved	
7h	Sidewalk concrete	Approved	
7i	Final lift asphalt, densities and cores of entire pavement depth	Approved	
8	Engineering Certification - Water and Sewer	Approved	
9	Lien Waivers - Developer	Approved	
10	Lien Waiver - Contractors	Approved	
11a	Proof of Payment for Streetlights Fees	Approved	
11b	Invoice for Streetlight Fees	Approved	
12a	City of Raleigh Conditional Acceptance	Approved	
12b	City of Raleigh Recorded Deed of Easement	Approved	
13a	As-built Drawings -Stormwater (PDF, CAD, Paper)(Mylar for planning)	Approved	
13b	As-Built Drawings - Water/Sewer (PD, CA, Paper) Mylar for recrding to Raleigh Water	Approved	
14	Completion of Punch List Items	Approved	
15	Payment of Construction Inspection and Planning Fees	Approved	
16	Planning Department	Approved	
16a	Accurate landscape list with cost, landscape plan-for bond	Approved	
16b	US Mail Kiosk-location defined, built or bonded	Approved	
16c	Open Space, sidewalk, greenway path built or bonded	Approved	
16d	Plat amenities, pool, clubhouse, etc. Built or bonded	Approved	

2025055527 B: BM2025 P: 01661
Page 1 of 3
OFFICIAL RECORDS OF WAKE COUNTY
Tammy L. Brunner, Register of Deeds
09/02/2025 01:24 PM Fee: $63.00 NC Rev: $0.00

I, MICHAEL A. MOSS CERTIFY THAT THIS PLAT WAS DRAWN UNDER MY SUPERVISION FROM AN ACTUAL SURVEY PERFORMED UNDER MY SUPERVISION FROM REFERENCES AS NOTED HEREON; THAT THE BOUNDARIES NOT SURVEYED ARE CLEARLY INDICATED AS DRAWN FROM INFORMATION SHOWN IN THE REFERENCES; THAT THE RATIO OF PRECISION OR POSITIONAL ACCURACY AS CALCULATED IS GREATER THAN 1:10000; THAT THIS PLAT WAS PREPARED IN ACCORDANCE WITH G.S. 47-30 AS AMENDED, WITNESS MY ORIGINAL SIGNATURE, LICENSE NUMBER AND SEAL

THIS 15TH DAY OF AUGUST A.D. 2025.

NORTH CAROLINA PROFESSIONAL SEAL L-3794 LAND SURVEYOR MICHAEL A. MOSS

PROFESSIONAL LAND SURVEYOR L-3794 LICENSE NUMBER

THAT THE SURVEY CREATES A SUBDIVISION OF LAND WITHIN THE AREA OF A COUNTY OR MUNICIPALITY THAT HAS AN ORDINANCE THAT REGULATES PARCELS OF LAND.

PROFESSIONAL LAND SURVEYOR L-3794 LICENSE NUMBER

CERTIFICATE OF OWNERSHIP AND DEDICATION:

I HEREBY CERTIFY THAT I AM THE OWNER OF THE PROPERTY DESCRIBED HEREON, WHICH PROPERTY IS LOCATED WITHIN THE SUBDIVISION REGULATION JURISDICTION OF THE TOWN OF ZEBULON, THAT I HEREBY FREELY ADOPT THIS PLAN OF SUBDIVISION AND DEDICATE TO PUBLIC USE ALL AREAS SHOWN ON THIS PLAT AS STREETS, ALLEYS, WALKS, OPEN SPACE, AND EASEMENTS, EXCEPT THOSE SPECIFICALLY INDICATED AS PRIVATE, AND THAT I WILL MAINTAIN ALL SUCH AREAS UNTIL OFFER OF DEDICATION IS ACCEPTED BY THE APPROPRIATE PUBLIC AUTHORITY ALL PROPERTY SHOWN ON THIS PLAT AS DEDICATED FOR PUBLIC USES SHALL BE DEEMED TO BE DEDICATED FOR ANY OTHER PUBLIC USE AUTHORIZED BY LAW WHEN THE OTHER USE IS APPROVED BY THE BOARD OF COMMISSIONERS OF THE TOWN OF ZEBULON IN THE PUBLIC INTEREST.

OWNER 8/20/2025 DATE

NORTH CAROLINA, WAKE COUNTY.

I, Daisia Beard, A NOTARY PUBLIC OF THE COUNTY AND STATE AFORESAID, CERTIFY THAT Gregory Berry, PERSONALLY APPEARED BEFORE ME THIS DAY AND ACKNOWLEDGED THE EXECUTION OF THE FOREGOING INSTRUMENT. WITNESS MY HAND AND OFFICIAL SEAL, THIS 20th DAY OF August, 2025.

DAISIA BEARD
Notary Public, North Carolina
Wake County
My Commission Expires
November 18, 2029

Daisia Beard
NOTARY PUBLIC

MY COMMISSION EXPIRES 11/18/29

STATE OF NORTH CAROLINA COUNTY OF WAKE – TOWN OF ZEBULON

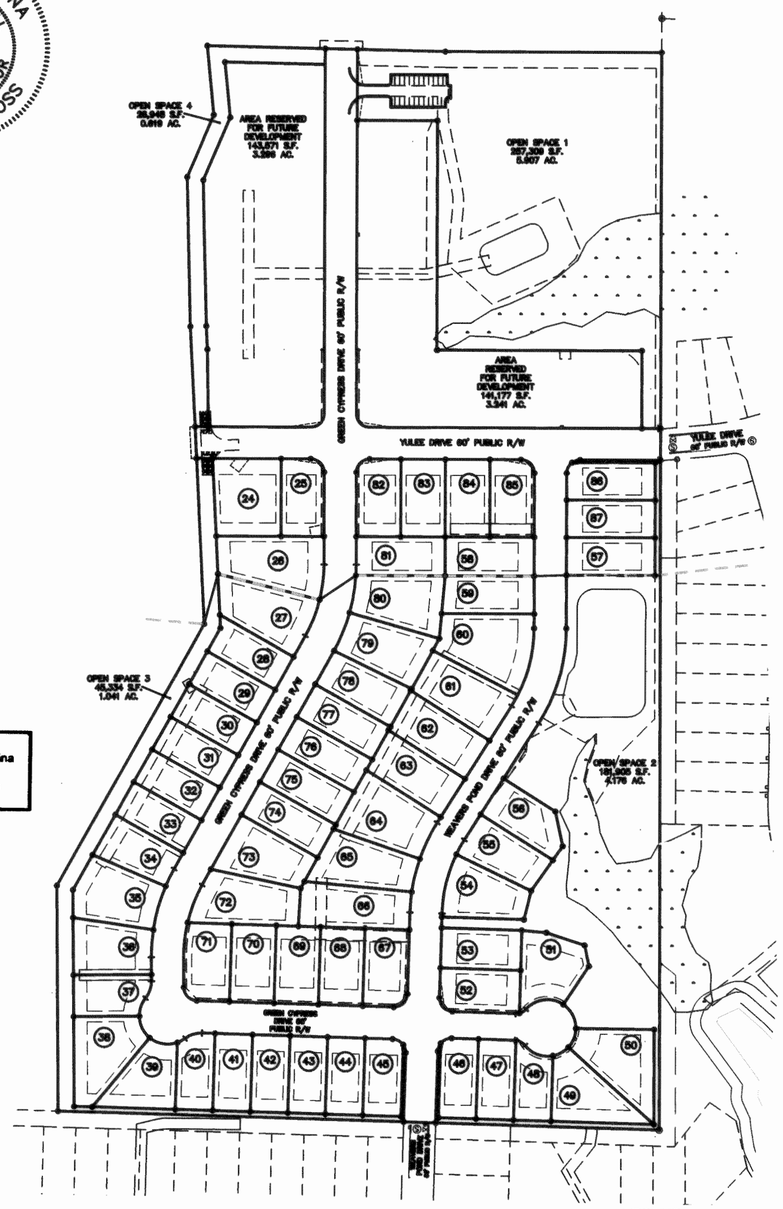
I, Catherine Farrell, REVIEW OFFICER OF WAKE COUNTY, CERTIFY THAT THE MAP OR PLAT TO WHICH THIS CERTIFICATION IS AFFIXED MEETS ALL STATUTORY REQUIREMENTS FOR RECORDING.

Catherine Farrell 9/2/2025
REVIEW OFFICER DATE

CERTIFICATE OF APPROVAL FOR RECORDING

I HEREBY CERTIFY THAT THE SUBDIVISION PLAT SHOWN HEREON HAS BEEN FOUND TO COMPLY WITH THE UNIFIED DEVELOPMENT ORDINANCE REGULATIONS FOR ZEBULON, NORTH CAROLINA, WITH THE EXCEPTION OF SUCH VARIANCES, IF ANY, AS ARE NOTED AND THAT THIS PLAT HAS BEEN APPROVED BY THE TOWN OF ZEBULON FOR RECORDING IN THE OFFICE OF THE REGISTER OF DEEDS OF WAKE COUNTY.

9/2/25
DATE SUBDIVISION ADMINISTRATOR



LOT QUANTITIES	
SINGLE FAMILY HOMES	64
OPEN SPACE LOTS	4

MINIMUM BUILDING SETBACKS	
FRONT	30'
REAR	25'
SIDE	10'

DEVELOPER:

GREYHILL DEVELOPMENT, LLC
9381 BARTONS CREEK RD
RALEIGH, NC 27615
(919) 612-8956

LEGEND:

EIP – EXISTING IRON PIPE
EIB – EXISTING IRON BAR
BEIP – BENT IRON PIPE
BEIB – BENT IRON BAR
CM – CONCRETE MONUMENT
EPK – EXISTING PK NAIL
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CATV – CABLE TV BOX
EB – ELECTRIC BOX
TEL – TELEPHONE PEDESTAL
PP – POWER POLE
OHL – OVERHEAD LINE
LP – LIGHT POLE
WM – WATER METER
WV – WATER VALVE
CO – SEWER CLEAN-OUT
CC – CONCRETE
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FH – FIRE HYDRANT
CORWLE – CITY OF RALEIGH WATERLINE EASEMENT

LINE TYPE LEGEND

PROPERTY LINE – LINE SURVEYED
RIGHT-OF-WAY
ADJOINING LINE – LINE NOT SURVEYED
OVERHEAD LINE
BUILDING SETBACK
EASEMENT
BUFFER
FLOOD HAZARD SOILS

CERTIFICATE OF APPROVAL OF THE DESIGN AND INSTALLATION OF STREETS AND OTHER REQUIRED IMPROVEMENTS. "I HEREBY CERTIFY THAT ALL STREETS AND OTHER REQUIRED IMPROVEMENTS HAVE BEEN INSTALLED IN AN ACCEPTABLE MANNER AND ACCORDING TO THE TOWN OF ZEBULON STANDARD SPECIFICATIONS AND DETAILS MANUAL OR THAT GUARANTEES OF THE INSTALLATION OF THE REQUIRED IMPROVEMENTS IN AN AMOUNT AND MANNER SATISFACTORY TO THE TOWN OF ZEBULON HAS BEEN RECEIVED

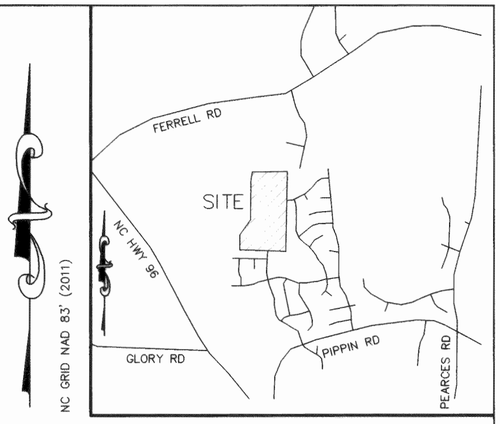
8/29/25
DATE TOWN OF ZEBULON PUBLIC WORKS DIRECTOR

SITE DATA

TOTAL AREA = (TO BE SUBDIVIDED)	43.608 AC. 1,899,564.480 S.F.
LESS R/W =	6.573 AC.
LESS OPEN SPACE =	11.743 AC.
NET AREA =	25.292 AC.
TOTAL LOTS =	64
AVERAGE LOT SIZE =	0.291 AC.
LOTS PER ACRE =	1.47
TOTAL ROAD LENGTH=	4,925'
PROPOSED BUILT UPON AREA=	11.94 A.C.
PERCENTAGE OF OPEN SPACE PROVIDED=	26.9%
PROPOSED USE –	RESIDENTIAL SINGLE FAMILY SUBDIVISION

ZONING CONDITIONS

1. ALL LOTS: SHALL BE A MINIMUM OF: 8.700 SQUARE FEET.
2. ALL LOT WIDTHS SHALL BE A MINIMUM OF 70'
3. ALL DWELLINGS WILL HAVE A MINIMUM TWO-CAR GARAGE.
4. GARAGE DOORS WILL HAVE WINDOWS AND CARRIAGE HARDWARE.
5. GARAGES: GARAGE DOORS SHALL BE RECESSED BEHIND THE FRONT PLANE OF THE HOME A MINIMUM OF 8? WHERE A HOME PROVIDES A FRONT PORCH. THE GARAGE MAY EXTEND BEYOND THE FRONT PLANE OF THE HOME. PROVIDED THE FRONT PORCH EXTENDS BEYOND THE FRONT PLAIN OF THE GARAGE A MINIMUM OF 1'
6. THE HOMES CONSTRUCTED SHALL HAVE A MINIMUM OF 30% THAT WILL CONTAIN EITHER FRONT PORCHES THAT WRAP AROUND THE CORNER OF THE FRONT FACADE OR SIDE-LOADED GARAGES. THE HOMES CONSTRUCTED WITH SIDE-LOADED GARAGES AND J DRIVEWAYS SHALL BE ALLOWED A SIDE SETBACK OF 5'
7. FOR ALL LOTS. THE ENTIRE YARD WILL BE SODDED.
8. EXTERIOR BUILDING MATERIALS: EXTERIOR SIDING WILL BE PRIMARILY FIBER CEMENT WITH BRICK OR STONE ACCENTS. THE USE OF VINYL SIDING SHALL BE PROHIBITED. EXCEPT FOR TRIM ELEMENTS OF THE DWELLING UNIT FACADE. SIDING STYLES WILL INCLUDE HORIZONTAL, SHAKE, OR BOARD AND BATTEN DESIGN. AT LEAST TWO (2) OF THE FOLLOWING MATERIALS SHALL BE USED ON EACH UNIT FIBER-CEMENT, MASONRY BRICK, BRICK VENEER, MASONRY STONE, STONE VENEER, OR SYNTHETIC STONE.
9. FOUNDATIONS: FOUNDATIONS SHALL BE RAISED ABOVE THE FINISHED GRADE – AS MEASURED ALONG THE FRONT, STREET FACING FINISHED GRADE OF THE BUILDING PAD– A MINIMUM OF 18". FOUNDATION TYPES MAY INCLUDE: STEM WALL, RAISED SLAB, OR CRAWL SPACE.
10. AMENITIES WILL INCLUDE A DOG PARK, WALKING TRAILS, AND MAINTAINED OPEN SPACE. ALL OPEN SPACE AND AMENITIES WILL BE MAINTAINED BY THE HOA.
11. A MINIMUM OF 8" ROOF OVERHANG SHALL BE PROVIDED ALONG THE FRONT AND BACK OF EACH DWELLING UNIT.
12. A 10-FOOT UNDISTURBED BUFFER WILL BE MAINTAINED AROUND THE DEVELOPMENT. WHERE EXISTING PLANTS DO NOT MEET THE REQUIREMENTS OF THE UDO, PLANTINGS WILL BE SUPPLEMENTED TO MEET THE REQUIREMENT.
13. THE REQUIRED DECORATIVE FEATURES FOR EACH HOME CONSTRUCTED SHALL CONTAIN AT LEAST ONE OF THE FOLLOWING: A DECORATIVE FRONT DOOR (MINIMUM 25% GLAZING); WINDOW TRANSOM, DOOR SIDELIGHTS, OR DOOR TRANSOM.
14. WINDOW TREATMENTS: WINDOWS ON FRONT ELEVATIONS SHALL OFFER EITHER TRIM OR SHUTTERS. TRIM ALONG HEADERS AND SILLS SHALL BE A MINIMUM OF 3" WIDE. SHUTTERS ARE DECORATIVE AND MAY OR MAY NOT BE "OPERATIONAL". SHUTTERS SHALL HAVE A MINIMUM WIDTH OF 18".
15. PORCHES: FRONT PORCHES SHALL EXTEND BEYOND THE FRONT PLAIN OF THE GARAGE ON 30% OF THE HOMES CONSTRUCTED. FRONT PORCHES SHALL BE ALLOWED TO EXTEND BEYOND THE FRONT SETBACK OF THE BUILDING ENVELOP. A MAXIMUM OF 10'.
16. ALL HOMES WILL HAVE A REAR PATIO OR DECK OF AT LEAST 100 SQUARE FEET.
17. ACCESSORY BUILDINGS SHALL BE CONSTRUCTED OF MATERIALS THAT MATCH THE SINGLE-FAMILY DWELLING.
18. IN ORDER TO PROMOTE VARIATION IN HOME APPERANCE. NO FRONT ELEVATION OR PRIMARY SIDING COLOR SHALL BE CONSTRUCTED WITHIN TWO HOUSES OF AN IDENTICAL ELEVATION OR PRIMARY SIDING COLOR ON THE SAME SIDE OF THE STREET OR ACROSS THE STREET. FOR CORNER LOTS NO IDENTICAL ELEVATION OR PRIMARY SIDING COLOR WILL BE CONSTRUCTED DIAGONALLY ACROSS AN INTERSECTION.
19. HOMEOWNERS ASSOCIATION WILL NOT ALLOW ANY RENTAL HOMES. THIS RESTRICTION SHALL BE RECORDED IN HOA COVENANTS, CONDITIONS AND RESTRICTIONS. HOA SHALL BE REQUIRED TO ANNUALLY REPORT HOMEOWNER STATUS TO THE TOWN OF ZEBULON.
20. HOMEOWNERS ASSOCIATION SHALL BE OPERATIONAL PRIOR TO THE ISSUANCE OF THE FIRST CERTIFICATE OF OCCUPANCY.
21. HOMEOWNERS ASSOCIATION SHALL APPOINT ONE RESIDENT TO THE ADVISORY BOARD AT 25% RESIDENT OCCUPIED. ONE RESIDENT AT 50% OCCUPIED AND ONE RESIDENT AT 75% OCCUPIED.
22. ALL INDIVIDUAL WATER BOOSTER PUMPS SHALL BE DESIGNED AND INSTALLED IN ACCORDANCE WITH CITY OF RALEIGH STANDARDS AND SPECIFICATIONS MANUAL.
23. ALL HOME DESIGN AND CONSTRUCTION SHALL CONFORM TO SECTION 5.2 OF THE TOWN OF ZEBULON'S UNIFIED DEVELOPMENT ORDINANCE.
24. NO CERTIFICATE OF OCCUPANCY SHALL BE ISSUED FOR ANY NEW RESIDENCES LOCATED NORTH OF YULEE DRIVE (AS EXTENDED THROUGH THE PROPERTY) UNTIL THE EARLIER OF (i) THE TOWN OPENS A PROPOSED NEW FIRE STATION AT JUDD STREET; OR (i) SEVEN (7) YEARS FROM THE DATE OF THE APPROVAL OF THE REZONING.



VICINITY MAP

NOTES:

1) AREA COMPUTED BY COORDINATE METHOD.
2) THERE IS NO NCGS MONUMENT WITHIN 2000' OF THIS PROPERTY.
3) THIS PROPERTY MAY BE SUBJECT TO NEUSE RIVER RIPARIAN BUFFER RULES. CALL N.C. DIVISION OF WATER QUALITY TO VERIFY (919-791-4200).
4) ALL NEW ROADS WILL BE BUILT TO N.C. D.O.T. SPECIFICATIONS AND DESIGNATED AS PUBLIC.
5) WEAVERS POINTE SUBDIVISION H.O.A. SHALL BE RESPONSIBLE FOR MAINTENANCE OF OPEN SPACE.
6) STORMWATER BMP'S ARE TO BE MAINTAINED BY WEAVERS POINTE SUBDIVISION HOMEOWNERS ASSOCIATION, PER STORMWATER AGREEMENT RECORDED IN D.B. _____, PAGE _____. OPERATION AND MAINTENANCE MANUAL FOR THE STORMWATER DEVICES RECORDED IN D.B._____, PAGE _____.
7) IT SHALL BE THE RESPONSIBILITY OF THE PROPERTY OWNERS TO MAINTAIN THE DRAINAGE EASEMENTS AND ANY DRAINAGE STRUCTURES THEREIN, SO AS TO MAINTAIN THE INTEGRITY OF THE DRAINAGE SYSTEM AND ENSURE POSITIVE DRAINAGE EASEMENTS MAY NOT BE PIPED WITHOUT RECEIVING PLAN APPROVAL FROM WAKE COUNTY.
8) THE ROAD SYSTEM SHOWN ON THIS PLAT INCLUDES ONE OR MORE STUB ROADS THAT ARE INTENDED TO BE CONNECTED TO THE ADJACENT PROPERTY AT SUCH TIME THAT THE PROPERTY IS DEVELOPED. THE INTERCONNECTION OF NEIGHBORHOODS WITH A ROAD NETWORK ENSURES THE EFFICIENT FLOW AND DISPERSAL OF TRAFFIC AND PROVIDES FOR ADDITIONAL POINTS OF INGRESS AND EGRESS FOR EMERGENCY VEHICLES.
9) ONLY NCDOT APPROVED STRUCTURES CAN BE PLACED WITHIN THE RIGHT-OF-WAY.
10) PROPOSED RIGHT OF WAY HEREBY DEDICATED.
11) ALL LOTS MUST BE SERVED INTERNALLY (IF APPLICABLE)
12) SIGHT DISTANCE TRIANGLES TAKE PRECEDENCE OVER ALL OTHER EASEMENTS.
13) MAINTENANCE OF THE PUBLIC DRAINAGE EASEMENT IS THE RESPONSIBILITY OF THE UNDERLYING PROPERTY OWNER(S). THE EASEMENT ALLOWS NCDOT THE RIGHT TO ACCESS THE DRAINAGE EASEMENT AND PERFORM WORK IT DEEMS NECESSARY OR PRUDENT TO ALLEVIATE ANY ISSUES JEOPARDIZING THE INTEGRITY OF THE ROADWAY. IT IS THE RESPONSIBILITY OF THE UNDERLYING PROPERTY OWNER(S) TO MAINTAIN THE EASEMENT TO ALLOW POSITIVE CONVEYANCE OF STORM WATER.
14) THE TOWN OF ZEBULON WILL BE RESPONSIBLE FOR ALL STREET DRAINAGE IN RIGHT OF WAY AND DEDICATED TOWN OF ZEBULON EASEMENTS.
15) DRAINAGE BEYOND THE DISSIPATER PAD WILL BE OWNED AND MAINTAINED BY THE HOA.
16) MAXIMUM IMPERVIOUS SURFACE ALLOWED FOR ALL LOTS IS 3,500 SQUARE FEET

FINAL SUBDIVISION PLAT FOR

WEAVERS POINTE SUBDIVISION

OWNER: GREENHILL PROPERTIES LLC
REF: D.B. 19506 PAGE 847
REF: B.M. 2022 PAGE 1831
TOWN OF ZEBULON
WAKE COUNTY, NORTH CAROLINA

200 100 0 200 400
SCALE 1"=200'

SURVEYED: MAY 27, 2022
PLAT PREPARED ON: DECEMBER 30, 2024
ZONED: R4-C
PIN # 1797.04-70-1367
ZONING CASE #1599998
ORDINANCE #_____

(SHEET 1 OF 3)

(WEAVERS POINTE SUBD-FP.DWG - JML)

CMP
PROFESSIONAL LAND SURVEYORS, C-1525, 333 S. WHITE STREET, P.O. BOX 1253, WAKE FOREST N.C., 27588, (919) 556-3148

Submitted electronically by "Cawthorne, Moss & Panciera, PC" in compliance with North Carolina statutes governing recordable documents and the terms of the submitter agreement with the Wake County Register of Deeds.

I, MICHAEL A. MOSS CERTIFY THAT THIS PLAT WAS DRAWN UNDER MY SUPERVISION FROM AN ACTUAL SURVEY PERFORMED UNDER MY SUPERVISION FROM REFERENCES AS NOTED HEREON; THAT THE BOUNDARIES NOT SURVEYED ARE CLEARLY INDICATED AS DRAWN FROM INFORMATION SHOWN IN THE REFERENCES; THAT THE RATIO OF PRECISION OR POSITIONAL ACCURACY AS CALCULATED IS GREATER THAN 1:10000; THAT THIS PLAT WAS PREPARED IN ACCORDANCE WITH G.S. 47-30 AS AMENDED, WITNESS MY ORIGINAL SIGNATURE, LICENSE NUMBER AND SEAL

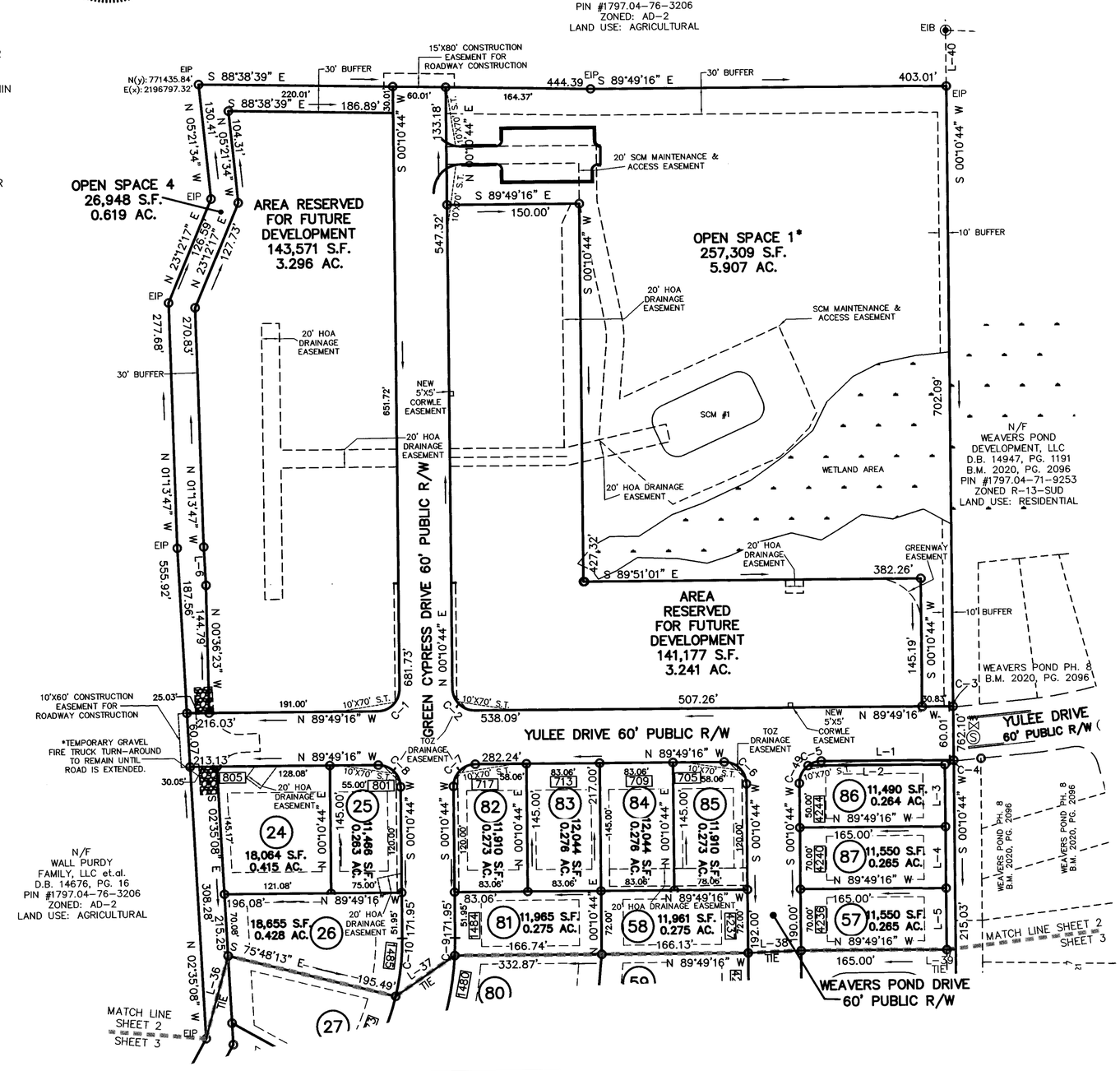
THIS 15TH DAY OF AUGUST A.D. 2025.

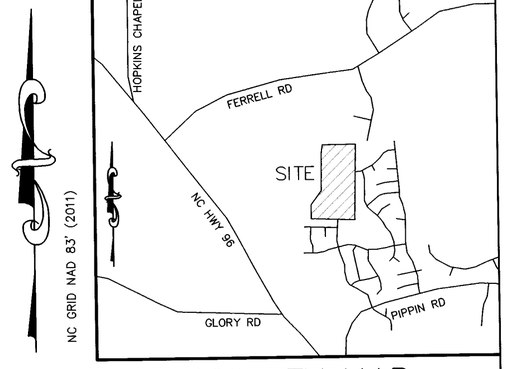
NORTH CAROLINA PROFESSIONAL SEAL L-3794 LAND SURVEYOR MICHAEL A. MOSS

L-3794
PROFESSIONAL LAND SURVEYOR LICENSE NUMBER

THAT THE SURVEY CREATES A SUBDIVISION OF LAND WITHIN THE AREA OF A COUNTY OR MUNICIPALITY THAT HAS AN ORDINANCE THAT REGULATES PARCELS OF LAND.

L-3794
PROFESSIONAL LAND SURVEYOR LICENSE NUMBER





VICINITY MAP

LEGEND:

EIP – EXISTING IRON PIPE
EIB – EXISTING IRON BAR
BEIP – BENT IRON PIPE
BEIB – BENT IRON BAR
CM – CONCRETE MONUMENT
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5) SEE SHEET 1 FOR ALL CERTIFICATIONS AND NOTES.

LINE TYPE LEGEND

PROPERTY LINE – LINE SURVEYED
RIGHT-OF-WAY
ADJOINING LINE – LINE NOT SURVEYED
OVERHEAD LINE
BUILDING SETBACK
EASEMENT
BUFFER
FLOOD HAZARD SOILS

LINE TABLE		
LINE	BEARING	DISTANCE
L-1	S 89°49'16" E	145.83'
L-2	S 89°49'16" E	155.00'
L-3	S 00°10'44" W	70.00'
L-4	N 00°10'44" E	70.00'
L-5	N 00°10'44" E	70.00'
L-6	N 02°35'08" W	43.72'
L-7	S 01°13'47" E	12.13'
L-9	N 23°12'17" E	46.86'
L-10	N 23°12'17" E	80.87'
L-36	N 15°33'05" E	96.37'
L-37	N 56°15'18" E	81.26'
L-38	N 88°16'11" E	60.03'
L-39	S 89°49'16" E	10.08'
L-40	N 00°10'44" E	63.40'

CURVE TABLE				
CURVE	ARC LENGTH	RADIUS	CHORD LENGTH	CHORD BEARING
C-1	39.27'	25.00'	35.36'	N 45°10'44" E
C-2	39.27'	25.00'	35.36'	S 44°49'16" E
C-3	4.18'	270.00'	4.17'	N 89°44'09" E
C-4	4.26'	330.00'	4.26'	N 89°48'33" E
C-5	16.09'	25.00'	15.81'	S 71°44'38" W
C-6	39.27'	25.00'	35.36'	S 44°49'16" E
C-7	39.27'	25.00'	35.36'	N 45°10'44" E
C-8	39.27'	25.00'	35.36'	N 44°49'16" W
C-9	20.06'	330.00'	20.06'	S 01°55'13" W
C-10	66.06'	270.00'	65.89'	N 07°11'15" E
C-49	23.18'	25.00'	22.36'	N 26°44'38" E

CMP PROFESSIONAL LAND SURVEYORS, C-1525, 333 S. WHITE STREET, P.O. BOX 1253, WAKE FOREST N.C., 27588, (919) 556-3148

FINAL SUBDIVISION PLAT FOR

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REF: D.B. 19506 PAGE 847
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SCALE 1"=200'

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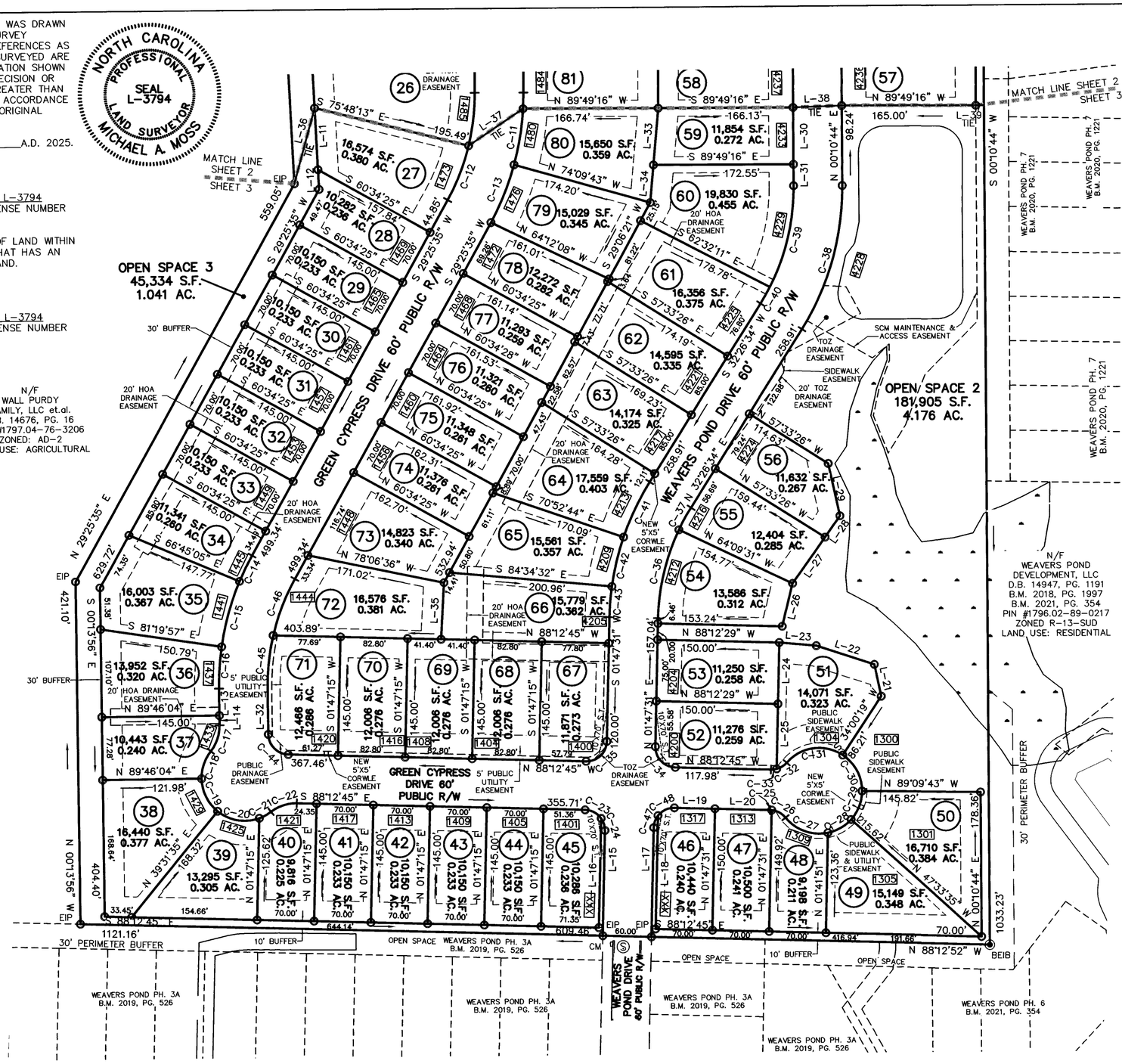
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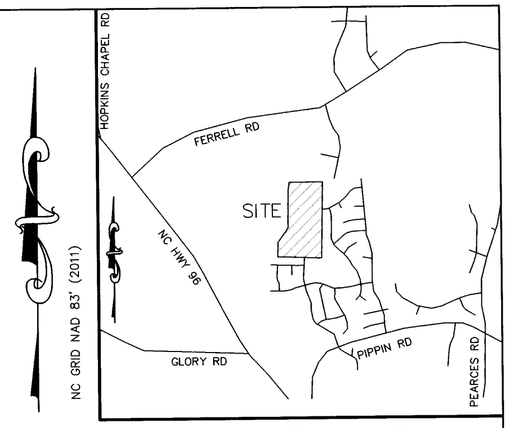
NORTH CAROLINA PROFESSIONAL SEAL L-3794 LAND SURVEYOR MICHAEL A. MOSS

L-3794
PROFESSIONAL LAND SURVEYOR LICENSE NUMBER

THAT THE SURVEY CREATES A SUBDIVISION OF LAND WITHIN THE AREA OF A COUNTY OR MUNICIPALITY THAT HAS AN ORDINANCE THAT REGULATES PARCELS OF LAND.

L-3794
PROFESSIONAL LAND SURVEYOR LICENSE NUMBER





VICINITY MAP

NOTES:

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LEGEND:

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RIGHT-OF-WAY
ADJOINING LINE – LINE NOT SURVEYED
OVERHEAD LINE
BUILDING SETBACK
EASEMENT
BUFFER
FLOOD HAZARD SOILS

LINE TABLE		
LINE	BEARING	DISTANCE
L-11	S 02°35'08" E	75.98'
L-12	S 02°35'08" E	24.21'
L-13	S 00°13'56" E	32.72'
L-14	N 00°13'56" W	12.06'
L-15	N 01°47'31" E	129.82'
L-16	N 01°47'31" E	135.00'
L-17	N 01°47'31" E	134.83'
L-18	S 01°47'31" W	140.00'
L-19	S 88°12'45" E	50.00'
L-20	N 88°12'45" W	67.99'
L-21	N 11°52'52" W	39.91'
L-22	N 71°47'05" W	74.99'
L-23	N 84°41'29" W	45.79'
L-24	N 01°47'31" E	75.00'
L-25	N 01°47'31" E	79.57'
L-26	N 13°58'28" E	54.65'
L-27	N 35°38'34" E	70.05'
L-28	S 35°00'14" W	32.05'
L-29	N 11°57'32" W	66.10'
L-30	S 00°10'44" W	70.00'
L-31	S 00°10'44" W	26.24'
L-32	N 00°13'56" W	56.61'
L-33	S 05°25'06" W	70.29'
L-34	N 05°25'06" E	46.24'
L-35	S 03°26'47" W	70.03'
L-36	N 15°33'05" E	96.37'
L-37	N 56°15'18" E	81.26'
L-38	N 88°16'11" E	60.03'
L-39	S 89°49'16" E	10.08'

CURVE TABLE				
CURVE	ARC LENGTH	RADIUS	CHORD LENGTH	CHORD BEARING
C-11	70.13'	330.00'	70.00'	N 09°44'59" E
C-12	71.77'	270.00'	71.56'	N 21°48'41" E
C-13	76.36'	330.00'	76.19'	N 22°28'01" E
C-14	35.58'	330.00'	35.56'	S 26°20'15" W
C-15	83.98'	330.00'	83.75'	N 15°57'29" E
C-16	51.28'	330.00'	51.21'	N 04°13'04" E
C-17	34.08'	50.00'	33.43'	S 19°17'47" W
C-18	36.45'	53.00'	35.74'	S 19°07'21" W
C-19	46.15'	53.00'	44.71'	S 25°31'36" E
C-20	54.55'	53.00'	52.18'	N 79°57'43" W
C-21	16.45'	53.00'	16.38'	N 61°39'34" E
C-22	34.05'	50.00'	33.40'	N 72°16'42" E
C-23	23.18'	25.00'	22.36'	S 61°38'43" E
C-24	16.09'	25.00'	15.81'	S 16°38'35" E
C-25	2.01'	25.00'	2.01'	S 85°54'21" E
C-26	19.86'	25.00'	19.34'	S 60°50'24" E
C-27	58.42'	53.00'	55.50'	S 69°39'21" E
C-28	33.60'	53.00'	33.04'	N 60°36'17" E
C-29	38.48'	53.00'	37.64'	N 21°38'21" E

CURVE TABLE				
CURVE	ARC LENGTH	RADIUS	CHORD LENGTH	CHORD BEARING
C-30	52.57'	53.00'	50.44'	S 27°34'42" E
C-31	76.18'	53.00'	69.79'	N 82°49'50" E
C-32	14.76'	25.00'	14.55'	S 58°34'24" W
C-33	7.11'	25.00'	7.09'	N 83°38'21" E
C-34	39.27'	25.00'	35.36'	N 43°12'37" W
C-35	39.27'	25.00'	35.35'	N 46°47'23" E
C-36	113.33'	270.00'	112.50'	N 13°49'00" E
C-37	31.15'	144.01'	31.09'	N 29°08'32" E
C-38	185.83'	330.00'	183.38'	N 16°18'39" E
C-39	128.58'	270.00'	127.37'	N 13°49'17" E
C-40	23.46'	270.00'	23.46'	N 29°57'12" E
C-41	75.46'	330.00'	75.29'	S 25°53'31" W
C-42	62.99'	330.00'	62.89'	N 13°52'24" E
C-43	38.09'	330.00'	38.07'	N 05°05'56" E
C-44	38.39'	25.00'	34.73'	S 44°13'21" E
C-45	64.69'	270.00'	64.54'	S 06°37'54" W
C-46	75.07'	270.00'	74.83'	N 21°27'39" E
C-47	16.09'	25.00'	15.81'	S 20°13'37" W
C-48	23.18'	25.00'	22.36'	N 65°13'29" E

FINAL SUBDIVISION PLAT FOR

WEAVERS POINTE SUBDIVISION

OWNER: GREENHILL PROPERTIES LLC
REF: D.B. 19506 PAGE 847
REF: B.M. 2022 PAGE 1831
TOWN OF ZEBULON
WAKE COUNTY, NORTH CAROLINA

200 100 0 200 400

SCALE 1"=200'

SURVEYED: MAY 27, 2022
PLAT PREPARED ON: DECEMBER 30, 2024
ZONED: R4-C
PIN # 1797.04-70-1367
ZONING CASE #1599998
ORDINANCE #_____

(SHEET 3 OF 3)

(WEAVERS POINTE SUBD-FP.DWG - JML)

CMP PROFESSIONAL LAND SURVEYORS, C-1525, 333 S. WHITE STREET, P.O. BOX 1253, WAKE FOREST N.C., 27588, (919) 556-3148

Accepted by
Joseph Collins
7-21-2025

PLD Piedmont Land Design, PLLC
8522-204 Six Forks Road ◆ Raleigh, NC 27615 ◆ (919) 845-7600 ◆ Fax: (919) 845-7703

Engineer's Certified of Roadway Lengths

Project: Weaver's Point Subdivision

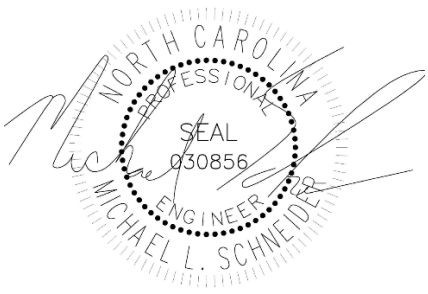
The Town of Zebulon has asked for a certified statement as to the length of roadways that have been installed for;

Weaver's Pointe

Street	ROW Width	Public/Private	Length
Yulee Dr.	60'	Public	885 ft
Weavers Pond Dr.	50'/60'	Public	1,329 ft
Green Cypress Dr.	60'	Public	2,589 lf
Total			4,803 ft

Signature Mike Schneider

Date: 06/17/25



6-13-25 Accepted by Joseph Collins

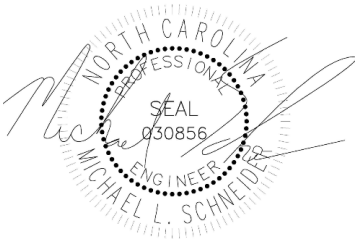
ENGINEER CERTIFICATION STATEMENT
PUBLIC SANITARY SEWER

Project: Weaver's Pointe
City of Raleigh Public Utilities Department Permit #: S-5459

I, MIKE SCHNEIDER, AS A DULY REGISTERED PROFESSIONAL ENGINEER IN THE STATE OF NORTH CAROLINA, HAVING BEEN AUTHORIZED TO OBSERVE (_X_ PERIODICALLY, ___ WEEKLY, ___ FULL TIME) THE CONSTRUCTION OF THE PROJECT, Weaver's Pointe, HEREBY STATE THAT, TO THE BEST OF MY ABILITIES, DUE CARE AND DILIGENCE WAS USED IN THE OBSERVATION OF THE CONSTRUCTION SUCH THAT BY MY INSPECTION OF THE CONSTRUCTED IMPROVEMENTS AND MY REVIEW OF THE AS-BUILT SURVEY DATA, I HEREBY CERTIFY THAT THE (1)PUBLIC IMPROVEMENTS, (2) PRIVATE IMPROVEMENTS, AND (3) PUBLIC SAFETY OF THE ABOVE REFERENCED PROJECT AS CONSTRUCTED ARE IN COMPLIANCE WITH THE REQUIREMENTS OF THE IMPROVEMENTS AS PRESCRIBED IN THE APPROVED CONSTRUCTION DRAWINGS, APPROVED DESIGN DOCUMENTS, AND/OR ANY APPROVED MODIFICATIONS, EXCEPT AS NOTED IN RED ON THE "AS-BUILT" DRAWINGS. FURTHERMORE, I CERTIFY THAT THE RED-NOTED EXCEPTIONS DO NOT ADVERSELY AFFECT THE REQUIRED PERFORMANCE OR PUBLIC SAFETY ASPECTS OF THE IMPROVEMENTS.

Signature Mike Schneider

Date: _06/06/25



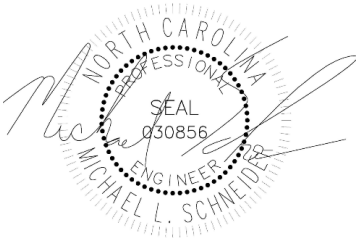
ENGINEER CERTIFICATION STATEMENT
PUBLIC WATER

Project: Weaver's Pointe
City of Raleigh Public Utilities Department Permit #: W-4115

I, MIKE SCHNEIDER, AS A DULY REGISTERED PROFESSIONAL ENGINEER IN THE STATE OF NORTH CAROLINA, HAVING BEEN AUTHORIZED TO OBSERVE (_X_ PERIODICALLY, ___ WEEKLY, ___ FULL TIME) THE CONSTRUCTION OF THE PROJECT, Weaver's Pointe HEREBY STATE THAT, TO THE BEST OF MY ABILITIES, DUE CARE AND DILIGENCE WAS USED IN THE OBSERVATION OF THE CONSTRUCTION SUCH THAT BY MY INSPECTION OF THE CONSTRUCTED IMPROVEMENTS AND MY REVIEW OF THE AS-BUILT SURVEY DATA, I HEREBY CERTIFY THAT THE (1)PUBLIC IMPROVEMENTS, (2) PRIVATE IMPROVEMENTS, AND (3) PUBLIC SAFETY OF THE ABOVE REFERENCED PROJECT AS CONSTRUCTED ARE IN COMPLIANCE WITH THE REQUIREMENTS OF THE IMPROVEMENTS AS PRESCRIBED IN THE APPROVED CONSTRUCTION DRAWINGS, APPROVED DESIGN DOCUMENTS, AND/OR ANY APPROVED MODIFICATIONS, EXCEPT AS NOTED IN RED ON THE "AS-BUILT" DRAWINGS. FURTHERMORE, I CERTIFY THAT THE RED-NOTED EXCEPTIONS DO NOT ADVERSELY AFFECT THE REQUIRED PERFORMANCE OR PUBLIC SAFETY ASPECTS OF THE IMPROVEMENTS.

Signature Mike Schneider

Date: _06/06/25



GreyHill Development LLC

P.O. Box 17372

Raleigh, NC 27619

(919) 606-8956

6-13-25 Accepted by Joseph Collins

June 10, 2025

DEVELOPER'S GUARANTY

Re: Town of Zebulon, North Carolina (the "Town")

Weaver's Pointe, Weavers Pond Drive, Yulee Drive, and Green Cypress Drive

GreyHill Development LLC (the "Developer") provides the following Statement of Guaranty and Warranty on the referenced project: Weaver's Pointe.

Developer guarantees and warrants that all material and equipment furnished, and all work performed on the storm water system and street construction in Weaver's Pointe – Weavers Pond Drive, Yulee Drive, and Green Cypress Drive (the "Work") conforms with the Town's requirements, and that this guaranty and warranty will remain in full force and effect for a period of one year from the date of acceptance of the Work. Developer hereby agrees to indemnify, defend, and hold harmless the Town from and against all costs, losses, and damages, including attorney's fees, arising from the failure of the Work to conform to the Town's standards.

Developer has executed the Developer's Guaranty this 10th day of June 2025.

GreyHill Development LLC

By: _____

Grey Berry, President

THE STATE OF NORTH CAROLINA

COUNTY OF Wake

I, Jeremy L. Lambert, Notary Public, do hereby certify that Grey Berry Personally appeared before me this day and acknowledged the due execution of the foregoing instrument.

Witness my hand and official seal this 10th day of June 2025

JEREMY L. LAMBERT NOTARY PUBLIC WAKE COUNTY, NC Commission Expires June 21, 2026

_____

Notary Public

My Commission Expires: 06/21/2026

ZEBULON
NORTH CAROLINA

STAFF REPORT
APPROVAL SOLID WASTE, RECYCLING AND YARD WASTE COLLECTION AGREEMENT WITH GFL ENVIRONMENTAL
SEPTEMBER 8, 2026

Topic: **Request for Approval of Solid Waste, Recycling and Yard Waste Collection Agreement with GFL Environmental**
Speaker: Richard E. A. Fletcher, III, Public Works Director
From: Richard E. A. Fletcher, III, Public Works Director
Prepared by: Richard E. A. Fletcher, III, Public Works Director
Approved by: Katy Crosby, Town Manager

Executive Summary:
The Town of Zebulon requires continued, reliable residential curbside solid waste and recycling collection services, along with the addition of weekly yard waste collection, to maintain clean, safe, and orderly neighborhoods. GFL Environmental (GFL) has consistently provided high-quality solid waste and recycling service as the current provider. Staff recommends awarding a new multi-year agreement to GFL that continues those existing services while adding Contractor-provided 95-gallon yard waste carts and weekly collection. This recommendation is based on GFL's proven performance, local presence, familiarity with Town operations, and competitive pricing that includes disposal and processing costs.

Background:
Town residents currently rely on weekly curbside trash collection and bi-weekly recycling collection. The previous agreement with GFL did not include yard waste collection.

The proposed new agreement continues exclusive residential curbside solid waste and recycling collection while adding weekly yard waste collection using Contractor-provided 95-gallon carts. Services include cart provision and servicing, and transportation of all collected solid waste, recycling and vegetative debris to permitted disposal and processing facilities.

GFL has delivered consistent, satisfactory performance on solid waste and recycling. Staff recommends entering into this expanded agreement to ensure continuity of existing services and to introduce convenient, standardized yard waste collection through June 30, 2032, with the option for future extensions.

Scope of Services includes:
- Weekly residential curbside solid waste collection using Town-approved 95-gallon carts
- Every-other-week residential curbside recycling collection using 95-gallon carts
- Weekly residential curbside yard waste collection using 95-gallon carts
- Special collection services for approved elderly, injured, ill, or disabled residents who are unable to place carts at the curb
- Provision and maintenance of collection carts by GFL
- Transportation and disposal/processing of collected materials
- Service to newly developed and annexed residential areas as they are added to the Town
- Customer service and a designated field representative during scheduled service days

ZEBULON
NORTH CAROLINA

STAFF REPORT
APPROVAL SOLID WASTE, RECYCLING AND YARD WASTE COLLECTION AGREEMENT WITH GFL ENVIRONMENTAL
SEPTEMBER 8, 2026

Discussion:
Reliable solid waste and recycling collection services remain essential for protecting public health and maintaining clean residential neighborhoods. The proposed agreement provides the Town with a defined service structure for solid waste, recycling, and yard waste collection while establishing performance expectations and responsibilities for the contractor.

Awarding the new agreement to GFL allows the Town to maintain continuity of proven solid waste and recycling services while adding yard waste collection under a single provider. The agreement also includes provisions addressing equipment, insurance, indemnification, termination for material breach, non-appropriation of funds, and compliance with applicable North Carolina requirements.

Fiscal Analysis:
Current FY27 funds are available in account 10-580-4500 (Contract Services – Solid Waste). The agreement includes a non-appropriation provision allowing the contract to automatically expire without penalty if sufficient public funds are not available and appropriated for the services.

The agreement also provides for annual adjustments to service fees based on the Consumer Price Index for Trash and Garbage Collection Services, with annual increases not to exceed 3.0%. Additional adjustments may be negotiated under specified circumstances, including changes in disposal or recycling processing costs, governmental requirements, or extraordinary events

Policy Analysis:
Approval of the agreement supports the Town's commitment to providing reliable, efficient, and consistent essential services to residents. The agreement establishes clear service requirements and contractor responsibilities while providing provisions for accountability, regulatory compliance, and protection of public funds.

Staff Recommendation:
Staff recommends the Board approve the Solid Waste, Recycling and Yard Waste Collection, Transportation and Disposal/Processing Agreement with GFL for the initial term beginning upon execution and ending June 30, 2032, with yard waste collection anticipated to begin November 1, 2026.

Attachments:
1. Solid Waste, Recycling and Yard Waste Collection, Transportation and Disposal/Processing Agreement with GFL
2. Resolution 2027-11 approving the Solid Waste, Recycling and Yard Waste Collection Agreement

RESOLUTION 2027-11
APPROVING SOLID WASTE, RECYCLING AND YARD WASTE COLLECTION AGREEMENT WITH GFL ENVIRONMENTAL

WHEREAS, the Town of Zebulon is responsible for providing reliable residential curbside solid waste and recycling collection services to its residents; and

WHEREAS, the previous agreement with GFL Environmental (GFL) did not include yard waste collection, and the Town desires to expand services by adding weekly residential curbside yard waste collection using Contractor-provided 95-gallon carts; and

WHEREAS, GFL has consistently provided high-quality solid waste and recycling collection services and has demonstrated the capacity to deliver the expanded services; and

WHEREAS, the proposed agreement continues exclusive residential curbside solid waste and recycling collection while adding weekly yard waste collection; and

WHEREAS, the term of the agreement shall begin upon execution and end on June 30, 2032, with the option for future extensions; and

WHEREAS, Town staff have reviewed the proposed agreement and recommends its approval as being in the best interest of the Town and its residents.

NOW, THEREFORE, BE IT RESOLVED by the Board of Commissioners of the Town of Zebulon, North Carolina, as follows:

1. The Solid Waste, Recycling and Yard Waste Collection, Transportation and Disposal/Processing Agreement between the Town of Zebulon and GFL Environmental is hereby approved.
2. The Town Manager, or her designee, is hereby authorized to execute the contract and any necessary related documents on behalf of the Town, consistent with the terms presented to the Board.
3. This resolution shall take effect immediately upon adoption.

Adopted the 8th day of September, 2026.

_____
Jessica D. Harrison - Mayor

[SEAL]

_____
Kim Worley, MMC – Interim Town Clerk

SOLID WASTE, RECYCLING and YARD WASTE COLLECTION, TRANSPORTATION AND DISPOSAL/PROCESSING AGREEMENT

This SOLID WASTE COLLECTION, RECYCLING and YARD WASTE COLLECTION, TRANSPORTATION AND DISPOSAL/PROCESSING AGREEMENT (this "Agreement") is made and entered into this the __ day of _____, by and between the Town of Zebulon, hereinafter referred to as "CUSTOMER", and Waste Industries, LLC dba GFL Environmental, hereinafter referred to as "CONTRACTOR"

WITNESSETH

WHEREAS, CUSTOMER is responsible for the collection of residential curbside solid waste, recyclable materials and yard waste of its residents; and

WHEREAS, CONTRACTOR is in the business of solid waste, recyclables and yard waste collection and desires to provide such services to CUSTOMER; and

WHEREAS, CUSTOMER desires to engage CONTRACTOR to collect all residential curbside solid waste, recyclable materials and yard waste from within its boundaries in accordance with the terms of this Agreement and applicable law, including, without limitation, the ordinances of the Town of Zebulon and the State of North Carolina.

NOW, THEREFORE, in consideration of the foregoing, the mutual covenants and agreements set forth herein, and for other good and valuable consideration, the receipt and sufficiency of which are hereby acknowledged, the parties hereby agree as follows:

1. Term: This Agreement shall be binding on all parties beginning upon execution and ending June 30, 2032 (the "Initial Term"). The Parties hereto may, by mutual written consent, extend the term of the contract for any term allowable by law. Pursuant to this Agreement, the Town will pay for services provided from June 30, 2026 through the term of the Agreement.

2. Services. CUSTOMER hereby grants to CONTRACTOR, for the duration of this Agreement unless terminated earlier, the exclusive right for the collection and transportation of all residential solid waste, recyclable materials and containerized yard waste in the Town of Zebulon from the point of pickup to a solid waste disposal site and materials recycle facility in CONTRACTOR'S discretion and the Town of Zebulon's yard waste site, which have been permitted in accordance with applicable laws, rules and regulations for disposal of solid waste/yard waste /recyclables (the "Services").

a) Residential Curbside Trash Collection - Subject to Section 3 below, CONTRACTOR is to provide and service a 95 Gallon cart on a once per week basis at each residential unit. Carts must be placed at the curb no later than 7:00 a.m. on the scheduled day of collection. Refuse must be placed inside the cart. Carts must be placed in a manner suitable to be emptied by the automatic dumping arm of the refuse vehicle.

b) Residential Curbside Recycling Collection – CONTRACTOR is to provide and service a 95 Gallon cart on an every other week basis at each residential unit. Carts must be placed at the curb no later than 7:00 a.m. on the scheduled day of service. Material must be placed loose in cart. Carts must be placed in a manner suitable to be emptied by the automatic dumping arm of the vehicle.

c) Residential Curbside Yard Waste Collection- Contractor is to provide and service weekly a 95-gallon cart at each residential unit. Carts must be placed at the curb no later than 7 a.m. on the scheduled day of service. Yard waste must be placed inside cart. Carts must be placed in a manner suitable to be emptied by the automatic dumping arm of the refuse vehicle.

d) CONTRACTOR will provide special collection to elderly, injured, ill, or disabled residents receiving Residential Curbside Trash Collection, Residential Curbside Recycle Collection and Residential Curbside Yard Waste Collection that are incapable of placing containers curbside. Such residents shall be identified and approved by CUSTOMER, and qualifications for such special collection shall be determined in accordance with section 95.06 of the Town's ordinances. CUSTOMER shall maintain and provide the CONTRACTOR with a list of these addresses for this special service. Such collection will be from an exterior location accessible without entering any fenced or otherwise enclosed area. CONTRACTOR shall not charge any additional cost for this service but may request CUSTOMER to re-evaluate any address where evidence of abuse may exist. These special collections will not exceed 3% of total carts serviced.

e) CONTRACTOR is not required to provide collection to any street that is not safely passable by the CONTRACTOR's equipment. CONTRACTOR shall immediately notify the CUSTOMER of the limitations and impassability of CONTRACTOR's equipment on such streets so CUSTOMER may cure the roadway safety/passibility concern or items for collection can be relocated and placed where practicable for collection.

3. Types of Waste; Title to Waste.

a) Notwithstanding anything to the contrary herein, CONTRACTOR shall only be responsible for the collection, transportation and disposal of Acceptable Solid Waste recyclables and yard waste, and only such Acceptable Solid Waste, recyclables and yard waste as is disposed of in a 95-gallon, CONTRACTOR-provided, residential roll-out cart.

b) Recyclable Materials may include aluminum and metal cans, newspapers, non-hazardous plastics that pour (opening is smaller than base of the body) such as milk jugs, water jugs, soft drink bottles, detergent bottles, paper, magazines, glass bottles and corrugated cardboard. All materials must fit inside the CONTRACTOR-provided 95-gallon cart. This list of materials may be modified as recycling capabilities and markets change according to the Approved Recycling Processor.

c) Yard Waste may include grass clippings, hay, pine straw, mulch, loose leaves, shrub and bush trimmings, pinecones, sticks, twigs, and small plants, logs and limbs, and which were generated through the normal maintenance of residential properties. All materials must fit inside the CONTRACTOR-provided residential roll-out cart.

d) For purposes of this Agreement, "Acceptable Solid Waste" means mixed household solid waste and mixtures of household, commercial and industrial solid waste that are permitted under the governing permits and then applicable laws to be accepted at the

applicable disposal facilities and that are not otherwise Unacceptable Waste. Unacceptable solid wastes include but are not limited to, Construction and building materials including earth, stone, cement and gravel and any other debris left from work performed in residences including castings, sheet rock, plaster, lumber, doors and windows; leaf and yard waste; automobile parts including batteries; any bulk item; or any hazardous material or otherwise material not accepted at landfill.

e) For purposes of this Agreement, "Unacceptable Solid Waste" means:

(i) any material which by reason of its composition, characteristics or quantity is hazardous waste as defined in the Resource Conservation and Recovery Act of 1976, 42 U.S.C. 6901 et seq., and the regulations thereunder, or any material which by reason of its composition or characteristics is hazardous waste, a hazardous substance or hazardous material as defined in or under any other federal, state or local law, and the applicable regulations thereunder, and any other material which any governmental agency or unit having or claiming appropriate jurisdiction shall determine from time to time to be harmful, toxic or dangerous, or otherwise ineligible for disposal at the applicable disposal facility;

(ii) explosive materials, corrosive materials, pathological waste, radioactive materials, cesspool and other human waste, human remains, motor vehicles, batteries, tires, refrigerators, gasoline tanks, gas cylinders, asbestos insulation, closed metal containers, barrels, more than an incidental amount of tires, refrigerators that have not been properly evacuated, liquid waste including chemical wastes, sewage and other highly diluted water-carried materials or substances and those in gaseous forms, special nuclear or by-product materials within the meaning of the Atomic Energy Act of 1954, as amended; and

(iii) any other material which may present a substantial endangerment to public health or safety, would cause applicable air quality or water effluent standards to be violated by the normal operation of the Transfer Station or because of its size, durability or composition cannot be managed or disposed of at the applicable disposal facility or has a reasonable possibility of otherwise adversely affecting the operation of the applicable disposal facility outside the normal usage expected for the facility.

f) Title to waste material that does not conform to the definitions of Acceptable Solid Waste, Recyclable Materials or Yard Waste shall remain with the generator and shall not be deemed to pass to CONTRACTOR at any time.

4. Equipment: All equipment utilized is to be reliable and presentable during the performance of this Agreement, including backup equipment. All equipment shall be marked by CONTRACTOR name and/or CONTRACTOR logo. All equipment shall be maintained, by CONTRACTOR, in a safe condition throughout the Term. CONTRACTOR will be responsible for repair/replacement for all carts due to normal wear and tear. All carts remain the property of the CONTRACTOR.

5. Employees: CONTRACTOR's employees will be required to wear uniforms that display the name of the CONTRACTOR. Each employee will carry a valid driver's license to operate the type of

vehicle he/she is required to operate. The CONTRACTOR shall be responsible for the safety training of each of their employees.

6. Schedule. CONTRACTOR shall operate on a schedule to ensure timely service. Services will not be provided on New Year's Day, Christmas Day, Thanksgiving Day or any day when the local solid waste disposal facility and/or the Approved Recycle Processor are closed. In the event that CUSTOMER service days fall on a designated holiday, then a mutually agreed upon alternate day will be chosen to ensure timely service.

7. Newly Developed and Annexed Areas: CONTRACTOR will, within thirty (30) days of notification by the CUSTOMER, provide the Services to newly developed and annexed areas. As new homes are constructed and occupied, CONTRACTOR shall provide Services on the next scheduled day of collection following notification thereof. CONTRACTOR shall be responsible for notifying CUSTOMER of all collection locations being serviced which do not appear on the billing register. Billing will be adjusted by CONTRACTOR as promptly as practicable following the addition of new or annexed homes including, to the extent necessary, adding any prior months' billing for such new or annexed homes that have been serviced but not previously billed and including pro-rations for partial months, as appropriate.

8. Rates; Number of Units: Total compensation due to CONTRACTOR shall be set forth in Exhibit A incorporated by reference and made a part hereof on a per unit basis, subject to adjustment as set forth below (the "Service Fee"). Payment is due by the 10th day of the following month in which the invoice is submitted. The number of units to be serviced and billed will be reviewed and adjusted on a monthly basis to reflect the actual number of units serviced. CUSTOMER is responsible for billing its residents for services.

9. Adjustments:

a) The Service Fee will be increased annually every July 1st beginning on July 1, 2027, to reflect the annual adjustment based on Table 1 of the Consumer Price Index for All Urban Consumers (CPI-U): U.S. Town Average, by expenditure category and commodity and service group, Trash and Garbage Collection Services (2), not to annually exceed 3.0%.

b) The Service Fee may be adjusted through negotiations more often than annually if such adjustments arise out of changes in CONTRACTOR's direct operational costs related to the provision of the Services over which CONTRACTOR has ***no control***, including by way of example, but not limited to:

1. Relocation of or change in disposal or recycle processing facility or fees.
2. Disposal or recycle processing facility operational or acceptance changes.
3. Governmental regulations including, but not limited to, state or federal taxes or fees.
4. Extra services performed outside the normal working hours of the company, natural disaster, or on a federal holiday when requested by CUSTOMER.
5. Natural Disaster or other acts of nature such as but not limited to flooding or hurricanes that cause an increase in the number or frequency of carts collected when requested by CUSTOMER.

Documentation will be provided with any such request. Any such adjustment will not be unreasonably withheld or refused.

10. Representations of CONTRACTOR: CONTRACTOR currently has, and will maintain throughout the term, all permits and licenses required by law for the provision of the Services and will provide the Services in accordance with all material respects with applicable laws. CONTRACTOR will comply with all Federal and State requirements concerning fair employment and concerning the treatment of all employees without regard or discrimination by reason of race, color, religion, sex, national origin or physical disability.

11. Point of Contact: All dealings, contacts, etc. between CONTRACTOR and CUSTOMER shall be directed by CONTRACTOR to the Town Manager or their designee. CUSTOMER will direct all interaction related to this Agreement to the General Manager or their designee.

12. Local Presence: CONTRACTOR will provide a dedicated local and/or toll-free telephone number to its office for the use of CUSTOMER to communicate with CONTRACTOR if the need arises during normal business hours of 8:00 a.m. to 5:00 p.m. Any call will be answered with attempted resolution during the call or call back within sixty minutes of a message being left during normal business hours.
A Field Representative will be physically present in the Town limits during all scheduled service days. This person will be assigned to Town. There may be a substitute for vacations, illness, etc. The substitute will call to inform the CUSTOMER and provide their contact information for the day.

13. Notification of Customer and/or Residents: CONTRACTOR will notify CUSTOMER about service inquiry procedures, regulations and days of collection prior to the date Services begin under this Agreement. In addition, excluding schedule changes listed in Section 5, as and when approved by CUSTOMER, CONTRACTOR will notify the residents with respect to any changes in service day or other similar information due to a change by the CONTRACTOR. CUSTOMER will ensure that any resident phone numbers provided by CUSTOMER to CONTRACTOR will have been provided in compliance with the Telephone Consumer Protection Act with the consent of the resident to receiving phone calls related to the Services.

14. Breach; Termination: If either party reasonably concludes that the other is in material breach of this Agreement, such party shall so notify the other party in writing, including a detailed description thereof. The party alleged to be in breach shall be allowed thirty (30) days after notice by the other party in which to remedy said deficiencies. If a deficiency requires longer than thirty (30) days to cure, the party alleged to be in breach shall provide the other party a written description of the actions taken and planned and an estimate of the time needed to cure the deficiency. In the event the breaching party fails to correct (or take action to correct) such deficiencies within thirty (30) days after written notice of the deficiencies or breach, or if the required time past thirty (30) days to cure a deficiency is unacceptable to the other party, then the other party may terminate this Agreement. Neither party shall be liable to the other for any special, consequential or punitive damages.

15. Indemnification: CONTRACTOR agrees to indemnify and hold CUSTOMER harmless from and against any and all claims, liabilities, demands and causes of action arising out of CONTRACTOR'S negligence in performance of the Services or arising out of CONTRACTOR'S failure to comply with the provisions of this Agreement. Notwithstanding the foregoing, under no circumstances will CONTRACTOR be required to indemnify CUSTOMER with respect to any claims, liabilities, demands or causes of action arising in whole or in part out of the CUSTOMER'S negligence, willful misconduct or failure to comply with the provisions of this Agreement.

16. Force Majeure: CONTRACTOR shall not be liable for failure to perform under this Agreement if that failure arises out of causes beyond the control and without the fault or negligence of CONTRACTOR. Such causes may include but not be limited to acts of the government in its sovereign or contracted capacity, fires, floods, strikes, epidemics, quarantine restriction, freight embargoes, and unusually severe weather; but in every case the failure to perform must be beyond the reasonable control and without fault or negligence of CONTRACTOR. CUSTOMER shall not be liable for payment for services CONTRACTOR is unable to perform due to a Force Majeure event.

17. Assignment: Neither party may assign this Agreement, or the rights hereunder, without prior written approval of the other, which approval will not be unreasonably withheld.

18. Insurance: CONTRACTOR shall be required to carry general liability insurance, workers compensation insurance and motor vehicle insurance as required by State laws as outlined below:

Coverage	Minimum Limits of Liability
Workers' Compensation	Statutory
Employer Liability	$100,000/$500,000
General Liability	
Bodily Injury	$1,000,000 each occurrence
Property Damage	$2,000,000 aggregate
Automobile Liability	
Bodily Injury	$1,000,000 each person
	$1,000,000 each occurrence
Property Damage	$1,000,000 each occurrence
Excess Umbrella Coverage	$10,000,000 each occurrence

Certificates of insurance shall be provided to CUSTOMER by CONTRACTOR and CUSTOMER will be named as additional insured.

All insurance companies must be authorized to do business in North Carolina and have an AM Best rating of "A-/VII" or better; or have reasonable equivalent financial strength to the satisfaction of the CUSTOMER. Proof of rating shall be provided to the CUSTOMER upon request.

The CONTRACTOR shall be responsible for providing immediate notice of policy cancellation or non-renewal during the term of this Agreement to the CUSTOMER.

19. Jurisdiction. Any controversy or claim arising out of or related to this Agreement or any transactions contemplated herein that cannot be amicably resolved may be settled by mediation in the State of North Carolina in accordance with such procedures as may be acceptable to the parties. Any legal action instituted regarding the terms of this Agreement shall be filed in Wake County Superior Court.

20. Notice. All notices and other communications hereunder will be in writing and may be given by personal delivery, nationally recognized express courier, registered or certified mail (return receipt requested), or email (receipt confirmed). Such notice will be deemed effective when received by the parties at the following addresses (or at such other address for a party as will be specified by like notice):

If to CONTRACTOR, to:	If to CUSTOMER, to:
Waste Industries, LLC dba GFL Environmental 1000 Social Street Raleigh, NC 27609 Attn: Matthew Terrell, VP	Town of Zebulon 450 E Horton St Zebulon, NC 27597 Attn: Public Works Director

21. Entire Agreement. This Agreement constitutes the entire understanding between the parties, and cancels and supersedes all prior negotiations, understandings and agreements, oral or written, relating to the provision of the services described herein.

22. Execution in Counterparts. This Agreement may be executed in several counterparts, each of which shall be an original and all of which shall constitute but one and the same instrument.

23. Modification. This agreement constitutes the entire agreement and understanding between parties hereto, and it shall not be considered modified, altered changed or amended in any respect unless in writing and signed by the parties hereto.

24. Severability. Any provision or part of this contract held to be void or unenforceable under any Law or Regulation shall be deemed stricken, and all remaining provisions shall continue to be valid and binding upon CUSTOMER and CONTRACTOR, who agree that the contract shall be reformed to replace such stricken provision or part thereof with a valid and enforceable provision that comes as close as possible to expressing the intention of the stricken provision.

25. Laws to Govern. This Agreement shall be governed by the laws of the State of North Carolina both as to interpretation and performance.

26. No Waiver of Sovereign Immunity. The parties agree that nothing in this contract shall be construed to mandate purchase of insurance by the CUSTOMER pursuant to N.C.G.S. 160A-485; or to in any other way waive the CUSTOMER's defense of sovereign or governmental immunity from any cause of action alleged or brought against the CUSTOMER for any reason if otherwise available as a matter of law.

27. Non-Appropriation. CONTRACTOR recognizes that the CUSTOMER is a governmental entity, and the contract validity is based upon the availability of public funding under the authority of its statutory mandate. In the event that public funds are not available and not appropriated to purchase the services specified in this contract, then this contract shall automatically expire without penalty to the CUSTOMER.

In the event of a legal change in the CUSTOMER's statutory authority, mandate, and mandated functions which adversely affects the CUSTOMER's authority to continue its obligations under this contract, then this contract shall automatically expire without penalty to the CUSTOMER.

28. e-Verify Requirements. To ensure compliance with the E-Verify requirements of the General Statutes of North Carolina, all contractors, including any subcontractors employed by the contract(s), by submitting a bid, proposal or any other response, or by providing any material, equipment, supplies, services, etc., attest and affirm that they are aware and in full compliance with Article 2 of

Chapter 64, (NCGS 64-26(a)) relating to the E-Verify requirements.

29. Iran Divestment Act. By signing this agreement; accepting this contract/purchase order; or submitting any bid, proposal, etc., vendors and contractors certify that as of the date of execution, receipt, or submission they are not listed on the Final Divestment List created by the NC Office of State Treasurer pursuant to NCGS 147 Article 6E, Iran Divestment Act, Iran Divestment Act Certification. Vendors and contractors shall not utilize any subcontractor that is identified on the Final Divestment List.

In addition, any organization defined under NCGS 147-86.80(2), Divestment from Companies Boycotting Israel, shall not engage in business totaling more than $1,000 with any company/business, etc. that boycotts Israel. A list of companies that boycott Israel is maintained by the NC Office of State Treasurer, pursuant to NCGS 147-86.81(a)(1). Any company listed as boycotting Israel is not eligible to do business with any State agency or political subdivision of the State.

IN WITNESS WHEREOF, the Town of Zebulon and Waste Industries, LLC dba GFL Environmental, have executed this Solid Waste, Recycling and Yard Waste Collection, Transportation and Disposal/ Processing Agreement as of the date first set forth above.

Town of Zebulon	Waste Industries, LLC dba GFL Environmental
By: _____	By: _____
Title:_____	Title:_____
Date:_____	Date: _____

This instrument has been pre-audited in the manner required by the Local Government Budget and Fiscal Control Act.

_____
Town Finance Officer

This instrument is approved as to form.

_____
Town of Zebulon Attorney

Exhibit A

Residential Curbside Trash, Recyclables and Yard Waste Collection - The monthly charge for residential curbside trash, recyclables and yard waste collection to CUSTOMER from CONTRACTOR shall be:

CONTRACTOR-provided 95-gallon cart emptied one time per week for Trash: $12.40 each per cart per month (includes disposal fees)

CONTRACTOR-provided 95-gallon cart emptied every other week for Recycling: $4.44 each per cart per month (includes disposal/processing)

CONTRACTOR-provided 95-gallon cart emptied once per week for Yard Waste: $4.15 each per cart per month. CONTRACTOR will deliver Yard Waste to CUSTOMER's yard waste facility at no charge to CONTRACTOR.

STAFF REPORT
PURCHASE OF FURNITURE FOR FIRE/EMS STATION
SEPTEMBER 7, 2026

ZEBULON
NORTH CAROLINA

Topic:	**Fire/EMS Station Furniture Purchase**
Speaker:	Chris Perry, Fire Chief
From:	Chris Perry, Fire Chief
Prepared by:	Chris Perry, Fire Chief
Approved by:	Katy Crosby, Town Manager

Executive Summary:
Consideration of the purchase of furniture for new Fire/EMS Station through N.C. State Contract.

Background:
On September 3, 2025, the Board of Commissioners entered into an agreement with Wake County to construct a fire/EMS station on property located behind Town Hall. This agreement specified the many aspects of building the station, including the project budget and sharing of project costs. Furniture, for both Fire and EMS, was included as part of the project.

The project team primarily sourced furniture through N.C. State Contract vendors due to its competitive bidding process and pricing. This request includes all furniture for the facility which could be obtained through N.C. State Contract. The project team has received a quote for the furniture (including shipping and installation) from PMC Commercial Interiors, Inc, in the amount of $224,261.80.

Discussion:
The discussion before the Board is the approval of the furniture package purchase.

Fiscal Impact:
Funding for this acquisition is included within the Fire/EMS Station project budget, so no further allocation is necessary.

As part of this project, these costs are shared among the Town and Wake County, as stipulated in the Fire/EMS Station project interlocal agreement which outlines how project costs are shared through the project.

Policy Analysis:
The Town of Zebulon Purchasing Policy and N.C.G.S. §143-129 requires all formal purchases greater than $90,000 to be awarded by the Board of Commissioners. The purchase of these items are exempt (as permitted by N.C.G.S. §143-129(e)(9)) from the formal bidding process since the purchase is being made through N.C. State Contract.

Staff Recommendation:
Staff recommends approval of purchase of Fire/EMS station furniture through PMC Commercial Interiors, Inc. using applicable N.C. State Contracts in the amount of $224,261.80 (excluding taxes).

Quote

PMC Commercial Interiors, Inc.
101 W. Worthington Avenue
Suite 260
Charlotte, NC 28203

Quote Number	:	QU68039
Date	:	Aug 11, 2026
Project Name	:	PR17606 Town of Zebulon Fire and EMS Building Town of Zebulon Fire and EMS Building

PRIMARY CONTACT
Christopher C Perry
Fire Chief
(919) 823-1840
cperry@townofzebulon.org

BILL TO
Town of Zebulon Fire Department
201 West Judd Street
Zebulon NC 27597
United States

SHIP TO (INSTALL AT)
Town of Zebulon Fire Department
201 West Judd Street
Zebulon NC 27597
United States

SITE/INSTALL CONTACT
Christopher C Perry
Fire Chief
(919) 823-1840
cperry@townofzebulon.org

Total **$240,520.85**

Deposit (50%) **$120,260.42**

Expires: SEP 11, 2026**

ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
	NOTE	Norix - NC State Contract 5610A OFGO - NC State Contract 5610A Arcadia - NC State Contract 5610A Via - NC State Contract 5610A Global - NC State Contract 5610A			
1	TNT0804	Norix Group, Inc End Frame Glide Kit, Titan, Beds, 4 Glides W/Hardware Ebony — End Frame Glide Kit, Titan, Beds, 4 Glides W/Hardware|QUO574798	31	$21.00	$651.00
2	TNT1012X-N00002T	Norix Group, Inc Titan, Beds, Bunkable Panel Base Bed With Steel Drawers, Ebony; Please select Drawer Bias: Left, Right |QuoteID: — Titan, Beds, Bunkable Panel Base Bed With Steel Drawers, Ebony; Please select Drawer Bias: Left, Right|QUO574798	31	$1,287.60	$39,915.60

Peter Stipicevic | Senior Account Executive
peter.stipicevic@pmc.works
(704) 960-6367

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101 W. Worthington Avenue
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Charlotte, NC 28203

Quote Details

Quote Number : QU68039
Date : Aug 11, 2026
Project Name : PR17606 Town of Zebulon Fire and EMS Building
Town of Zebulon Fire and EMS Building

ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
4	MO302035-NT-SC	OFGO STUDIO Modern - 30""w X 20""d X 34""h (Cabinet) - No Top- Storage Cabinet Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , CS-1	2	$461.00	$922.00
5	MO6020-TP	OFGO STUDIO Modern - 60""w X 20""d X 1""h - Rectangular Top without Drilling Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , CS-1	1	$183.50	$183.50
6	TW3648-ST-VRT	OFGO STUDIO TW - 36""w X 0.625""d X 48""h - Wall-Mounted Tackboard - Vertical Grade 3 Ennis Bondi-34 Skipper Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-1	5	$292.00	$1,460.00
7	S Y 4 8 1 2 4 8 - R - WP-1SH-1HF-VRT	OFGO STUDIO Savoy - 48""w X 12""d X 48""h Wall Mounted Panel 1 Full Shelf - 1 Half Shelf on Right - Vertical Grain Direction on Back (VRT) Grade 3 Ennis Bondi-34 Skipper Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-1	5	$390.00	$1,950.00

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		Town of Zebulon Fire and EMS Building

ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
8	MO7236-S-GG-FP	OFGO STUDIO Modern - 72""w X 36""d X 29""h Desk Shell - Free Standing - Whole Whole - Full Back Panel Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-1	5	$472.50	$2,362.50
9	MO4824-S-HW-HP	OFGO STUDIO Modern - 48""w X 24""d X 29""h Desk Shell - Right Extension - Half Whole - Half Back Panel Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-1	5	$327.00	$1,635.00
10	MO161927-MPS-BBF	OFGO STUDIO Modern - 15.25""w X 19""d X 27""h - Pedestal - Mobile - Box Box File - Side Pull Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-1	5	$403.00	$2,015.00

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		Town of Zebulon Fire and EMS Building

ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
11	MO161927-MPS-FF	OFGO STUDIO Modern - 15.25""w X 19""d X 27""h Pedestal - Mobile - File File - Side Pull Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-1	5	$403.00	$2,015.00
12	TW3648-ST-VRT	OFGO STUDIO TW - 36""w X 0.625""d X 48""h Wall-Mounted Tackboard - Vertical Grade 3 Ennis Bondi-34 Skipper Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-2	4	$292.00	$1,168.00
13	S Y 4 8 1 2 4 8 - L - WP-1SH-1HF-VRT	OFGO STUDIO Savoy - 48""w X 12""d X 48""h Wall Mounted Panel 1 Full Shelf - 1 Half Shelf on Left - - Vertical Grain Direction on Back (VRT) Grade 3 Ennis Bondi-34 Skipper Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-2	4	$390.00	$1,560.00
14	MO7236-S-GG-FP	OFGO STUDIO Modern - 72""w X 36""d X 29""h Desk Shell - Free Standing - Whole Whole - Full Back Panel Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-2	4	$472.50	$1,890.00

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		Town of Zebulon Fire and EMS Building

ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
15	MO4824-S-WH-HP	OFGO STUDIO Modern - 48""w X 24""d X 29""h - Desk Shell - Left Extension - Whole Half - Half Back Panel Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-2	4	$327.00	$1,308.00
16	MO161927-MPS-BBF	OFGO STUDIO Modern - 15.25""w X 19""d X 27""h - Pedestal - Mobile - Box Box File Side Pull Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-2	4	$403.00	$1,612.00
17	MO161927-MPS-FF	OFGO STUDIO Modern - 15.25""w X 19""d X 27""h Pedestal - Mobile - File File - Side Pull Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-2	4	$403.00	$1,612.00

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ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
18	TW3648-ST-VRT	OFGO STUDIO TW - 36""w X 0.625""d X 48""h - Wall-Mounted Tackboard - Vertical Grade 3 Ennis Bondi-34 Skipper Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-3	1	$292.00	$292.00
19	S Y 7 2 1 2 4 8 - R - WP-1SH-1HF-HZT	OFGO STUDIO Savoy - 72""w X 12""d X 48""h - Wall Mounted Panel - 1 Full Shelf - 1 Half Shelf on Right - Horizontal Grain Direction on Back (HZT) Grade 3 Ennis Bondi-34 Skipper Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-3	1	$440.00	$440.00
20	MO7236-S-GG-FP	OFGO STUDIO Modern - 72""w X 36""d X 29""h Desk Shell - Free Standing - Whole Whole - Full Back Panel Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-3	1	$472.50	$472.50
21	MO161927-MPS-BBF	OFGO STUDIO Modern - 15.25""w X 19""d X 27""h Pedestal - Mobile - Box Box File - Side Pull Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-3	1	$403.00	$403.00

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		Town of Zebulon Fire and EMS Building

ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
22	MO4824-CT	OFGO STUDIO Modern - 48""w X 24""d X 29""h Connecting Top - Full Back Panel Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-3	1	$237.00	$237.00
23	MO7224-S-WW-HP	OFGO STUDIO Modern - 72""w X 24""d X 29""h Desk Shell - Free Standing - Whole Whole - Half Back Panel Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-3	1	$392.50	$392.50
24	MO161927-MPS-FF	OFGO STUDIO Modern - 15.25""w X 19""d X 27""h Pedestal - Mobile - File File - Side Pull Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-3	1	$403.00	$403.00

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		Town of Zebulon Fire and EMS Building

ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
25	CR422453-SU-WW-SH	OFGO STUDIO Freestanding Carrel with Shelf, 42" WX 24" d X 53"h, w/9.5" deep shelf Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-4	1	$636.00	$636.00
26	AC22-LMCD	OFGO STUDIO Laminate Centre Drawer - 22""w X 17""d X 3""h Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , D-4	1	$101.00	$101.00
27	MO361578-BC-AS	OFGO STUDIO Modern - 36""w X 15""d X 77""h (Bookcase) - Bookcase - Assembled Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , DS-1	12	$576.50	$6,918.00

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ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
28	MO242044-LC-OP-MB	OFGO STUDIO Modern - 24""w X 20""d X 44""h (Lectern) Mobile Lectern Open Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , L-1	1	$466.50	$466.50
29	SP-MO182429-BB-OP	OFGO STUDIO Modern 18"w X 24"d X 29"h night stand, 2 Box drawers,open, no lock Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , NS-1	20	$623.00	$12,460.00
30	15MK3L3DV6BA	OFGO STUDIO Kolby,3 lock, 3d arms,black mesh back, black base. UPHOLSTERY GRADE | QuoteID: — GRADE 4 Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , S-2	22	$386.50	$8,503.00
31	SM24-RD-17H-AN	OFGO STUDIO Sommet 24""w X 24""d X 17.5""h Occasional Height - Round Table Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , T-1	1	$578.50	$578.50

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Town of Zebulon Fire and EMS Building

ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
32	SM48-RD-29H-AN	OFGO STUDIO Sommet 48""w X 48""d X 29""h Meeting Height - Round Table Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , T-2	4	$777.50	$3,110.00
33	PU201226-RC-B	OFGO STUDIO Vita - 20""w X 12""d X 26.5""h -Pull Up Table Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , T-3	15	$393.50	$5,902.50
34	A C - T T T - CONNECT-4H	OFGO STUDIO Two Table to Table Connectors - 4 Halves Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , T-4	20	$28.00	$560.00
35	TR6624-RC-SL	OFGO STUDIO Trello - 66""w X 24""d X 29""h Rectangular Laminate Top -Silver Mobile Flip Top Bases Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , T-4	20	$689.00	$13,780.00

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ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
36	CX1204229-RC-UB	OFGO STUDIO CTX conference table 120" X 42" deep, U metal legs Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , T-5	1	$1,282.50	$1,282.50
37	MO8-BS-RU-M3Q1	OFGO STUDIO Modern - 96""w X 42""d X 29""h (Conference Table) - Boat Shape Top - Flip Up Door Rectangular Shape Base - 1 Power/Data Module (M3) Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , T-6	1	$1,393.50	$1,393.50
38	S Y 0 6 3 6 2 2 - S B - SHRD-B	OFGO STUDIO Savoy - 6""w X 36""d X 22""h Individual Shroud Base Laminate-Ginger root P-25 Pull-black Grommets and locks in black — Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , T-7	2	$375.50	$751.00

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ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
39	SY7236-RC-NB	OFGO STUDIO Savoy - 72""w X 36""d X 29""h Height Adj Table - Rectangular - Without Feet - Without Pinch Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , T-7	1	$839.50	$839.50
40	VA18-RD-16H-B	OFGO STUDIO Vita- 18""w X 18""d X 16.5""h Occasional Height - Round Base Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , T-8	2	$353.00	$706.00
41	VA24-TP-RD	OFGO STUDIO Vita - 24""w X 24""d X 1""h - Round Top Laminate-Ginger root P-25 Pull-black Grommets and locks in black Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , T-8	2	$176.00	$352.00

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Town of Zebulon Fire and EMS Building

ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
42	MO242484-L-WR-FC	OFGO STUDIO Modern - 24""w X 24""d X 83""h (Cabinet) - Left - Wardrobe - Full Laminate Door Laminate-Ginger root P-25 Pull-black Grommets and locks in black: Q14224-ZEBULON FIRE DEPARTMENT-AG-022626-V6 Tag: , WR-1	33	$1,033.50	$34,105.50
43	9361-SG-RM01	9361-SG Plumeya Lounge Chair, High Back, Metal 4-Prong Swivel Base Base Finish|Rocker|Upholstery||| QuoteID: 0299 Polished Aluminum G3 / DesignTex / Barcelona Crypton / Blue 3108-401 / Full Unit NC 41826	3	$1,363.00	$4,089.00
44	312	Via Seating Vista II mesh back chair Frame Finish|Optional Arm|Optional Casters|Mesh|Optional Ganging Brackets|PACKAGING|Single Chair Shipment|Textile|GRADE 3 TEXTILE|QuoteID: Black frame Matte black loop arm Not selected Black high-performance mesh Not selected Ships fully assembled Not selected Grade 3 Challenger 303 Denim Blue Tag: S-1 , NC STATE CONTRACT	29	$331.24	$9,605.96

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ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
46	312	Via Seating Vista II mesh back chair Frame Finish|Optional Arm|Optional Casters|Mesh| Optional Ganging Brackets| PACKAGING| Single Chair Shipment|Textile| GRADE 3 TEXTILE| QuoteID: Black frame Matte black loop arm Black all floor casters Black high-performance mesh Not selected Ships fully assembled Not selected Grade 3 3 Ennis Challenger 303 Denim Blue Tag: S-7 , NC STATE CONTRACT	42	$384.80	$16,161.60
52	9336-4F1H	18"d x 36"w x 54"h, 4 Fixed Front Drawers, 9300 SERIES, UNIVERSAL FILING	4	$895.00	$3,580.00
48	SURCHARGE	Arcadia Surcharge	3	$35.16	$105.48
51	PMFF	Norix Freight	1	$3,604.66	$3,604.66
49	LABOR QUOTED	Scope: 25 chair cylinders, 18 classroom chairs, 8 student tables, teachers desk, pedestal and chair	1	$29,770.00	$29,770.00
50	PMFW	Receive, inspect and store quoted product for up to 30 days. After 30 days, additional storage charges will apply.	1	$0.00	$0.00
53	PMFD	Design Services	1		$0.00
	TERMS STD	• Deliver/install during STANDARD business hours Mon Fri • Space clear and ready for install (construction complete) • Access to loading dock and elevator no stair carry • Accommodates 26' truck size • No special safety requirements or security clearance needed • Data, electrical, computer and monitor connections provided by others			

PMC Commercial Interiors, Inc.
101 W. Worthington Avenue
Suite 260
Charlotte, NC 28203

Quote Details

Quote Number	:	QU68039
Date	:	Aug 11, 2026
Project Name	:	PR17606 Town of Zebulon Fire and EMS Building

Town of Zebulon Fire and EMS Building

Subtotal	$224,261.80
Tax	$16,259.05
Total	$240,520.85
Deposit Required	$120,260.42

Please Note: Due to ongoing supply chain challenges, tariffs, and manufacturer pricing adjustments, this quote is subject to change until the order is placed.

Thank you for your understanding as we navigate these market fluctuations.

Customer Requested Delivery Date:

PMC shall use reasonable efforts to meet the requested delivery date, and the date shall be an estimate only.

Printed Name:

Signature: Date:

Deposit Invoice

PMC Commercial Interiors, Inc.
101 W. Worthington Avenue
Suite 260
Charlotte, NC 28203

FEIN: 45-3336175

PRIMARY CONTACT
Christopher C Perry
Fire Chief
(919) 823-1840
cperry@townofzebulon.org

BILL TO

Town of Zebulon Fire Department
201 West Judd Street
Zebulon NC 27597
United States

SHIP TO (INSTALL AT)

Town of Zebulon Fire Department
201 West Judd Street
Zebulon NC 27597
United States

Invoice Number	:	INQ68039
Date	:	Aug 11, 2026
Project Name	:	PR17606 Town of Zebulon Fire and EMS Building
		Town of Zebulon Fire and EMS Building

Total **$120,260.42**

Due Upon Receipt

Preferred payment method ACH:
Bank: PNC Bank
Account #: 5540166178
Routing #: 054000030
Please reference this invoice: INQ68039
Please email remittance advice to AR@pmc.works

ID#	ITEM NUMBER	PRODUCT DESCRIPTION	QTY	UNIT PRICE	EXTENDED
1	DEPOSIT	50% - QU68039	1	$120,260.42	$120,260.42

Total $120,260.42

Alternative payment method - remit to lockbox:
USPS Mailing Address:
PMC Commercial Interiors Inc
P.O. Box 541055
Atlanta, GA 30353-4055

Overnight Courier Address:
PNC Bank c/o PMC Commercial Interiors Inc
Lockbox Number 541055
Phoenix Business Park
1669 Phoenix Pkwy Ste 210
College Park, GA 30349

Terms:
Upon Receipt. No merchandise may be returned for credit without our consent. PMC has the right to retain security interest in the above merchandise to secure the payment of the purchase price (including interest, collection, and attorney's fees).
A 3% administrative charge will be applied to purchases and customer deposits paid by credit card.

Peter Stipicevic | Senior Account Executive
peter.stipicevic@pmc.works
(704) 960-6367

AR Contact
ar@pmc.works
(888) 859-0888

Resolution 2027-13

APPROVING THE PURCHASE OF FURNITURE FOR THE FIRE/EMS STATION

WHEREAS, on September 3, 2025, the Town of Zebulon Board of Commissioners entered into an agreement with Wake County for the construction of a Fire/EMS Station on property located behind Town Hall; and

WHEREAS, the agreement established the project budget and the sharing of project costs between the Town and Wake County, including furniture for both Fire and EMS operations; and

WHEREAS, the project team sourced furniture through applicable North Carolina State Contracts in order to use competitively established pricing; and

WHEREAS, PMC Commercial Interiors, Inc. provided a quote for the furniture package, including shipping and installation, in the amount of $224,261.80, excluding taxes; and

WHEREAS, funding for the furniture purchase is included within the Fire/EMS Station project budget, and the costs will be shared by the Town and Wake County in accordance with the Fire/EMS Station project interlocal agreement; and

WHEREAS, the Town of Zebulon Purchasing Policy and N.C.G.S. § 143-129 require formal purchases greater than $90,000 to be awarded by the Board of Commissioners; and

WHEREAS, N.C.G.S. § 143-129(e)(9) permits purchases made through a North Carolina State Contract to be exempt from the formal bidding process.

NOW, THEREFORE, BE IT RESOLVED by the Board of Commissioners of the Town of Zebulon that the Board approves the purchase of furniture for the new Fire/EMS Station from PMC Commercial Interiors, Inc., using applicable North Carolina State Contracts, in the amount of $224,261.80, excluding taxes.

ADOPTED this 8th day of September 2026.

_____
Jessica D. Harrison
Mayor

ATTEST:

_____
Kim Worley
Interim Town Clerk

ZEBULON
NORTH CAROLINA

STAFF REPORT
I-9 RECORD DESTRUCTION
SEPTEMBER 8, 2026

Topic:	**USCIS Form I-9 Record Destruction**
Prepared by:	Liz Morini, HR Associate
Presented by:	Kim Worley, Interim Town Clerk
Approved by:	Moniquè Merriweather-Yarborough, HR Director

Executive Summary:

The Town of Zebulon HR Department has identified personnel records (specifically Form I-9 for terminated employees) that may be destroyed. Before destruction, the Board must be notified and the action entered into the Board's meeting minutes.

Background:

USCIS Form I-9 must be completed by every newly hired employee and their U.S. employer to verify identity and legal authorization to work in the United States.

On August 3, 2026, the Board adopted the North Carolina Department of Natural and Cultural Resources (DNCR), Division of Archives and Records, 2021 Local Government Records Retention and Disposition Schedule (DNCR Schedule).

According to Section 4.15(a) Employment Eligibility Records (page 49) of the DNCR Schedule:

> I-9 forms have mandatory retention through the duration of an individual's employment. After Separation, destroy records in office 3 years from date of hire or 1 year from separation, whichever occurs later.

An audit conducted by the Town of Zebulon's Human Resources Department identified 101 Form I-9s that are eligible for destruction in accordance with the North Carolina Department of Natural and Cultural Resources (DNCR) records retention schedule.

Fiscal Analysis:

There is no fiscal impact associated with destroying the I-9 forms.

ZEBULON
NORTH CAROLINA

STAFF REPORT
I-9 RECORD DESTRUCTION
SEPTEMBER 8, 2026

Policy Analysis:

Employers are legally required to securely destroy Form I-9 records once the mandatory retention period ends to reduce financial liabilities, lower legal audit risks, and mitigate data breach exposures. By following the DNCR guidelines, the Town is in compliance with North Carolina public record laws and record management practices.

A NCDR Destructions Log will be initiated and kept according to NCDR guidelines.

Staff Recommendation:

Staff recommend that the Board permit the destruction of the Form I-9s for the 101 former employees.

Attachments:

- Destructions Log (partially completed)

Destructions Log

Agency TOWN OF ZEBULON

Division Section Branch

Human Resources Department

Location(s) of records

Records Series	Required Retention	Date Range	Volume (file drawers, MB)	Media (Paper, Electronic)	Date of Destruction	Method of Destruction	Authorization for Destruction
USCIS Form I-9	After separation, destroy records 3 years from date of hire or 1 year from separation, whichever occurs later	Permissible Destruction Dates: 9/30/2018 to 7/28/2026	101 Form I-9s	Paper		In-house shredding	

Division of Archives & Records – Government Records Section
PHYSICAL ADDRESS: 215 N. Blount Street, Raleigh, NC 27601-2823
MAILING ADDRESS: 4615 Mail Service Center, Raleigh, NC 27699-4165
Telephone: (919) 814-6900 Facsimile: (919) 715-3627 State Courier 51-81-20
Email: recordsmanagement@dncr.nc.gov

Division of Archives & Records – Government Records Section
PHYSICAL ADDRESS: 215 N. Blount Street, Raleigh, NC 27601-2823
MAILING ADDRESS: 4615 Mail Service Center, Raleigh, NC 27699-4165
Telephone: (919) 814-6900 Facsimile: (919) 715-3627 State Courier 51-81-20
Email: recordsmanagement@dncr.nc.gov

ZEBULON
NORTH CAROLINA

STAFF REPORT
REAPPOINTMENT OF JAYLN WILLIAMS TO THE SUSTAINABILITY BOARD

Topic:	Resolution 2027-15 Reappoint Jayln Williams to the Sustainability Board
Speaker:	Kim Worley, Interim Town Clerk
Prepared by:	Kim Worley, Interim Town Clerk
Approved by:	Catherine Crosby, Town Manager

Summary:
The Zebulon Sustainability Board serves as an essential citizen-led body that advises the Board of Commissioners on sustainable practices, municipal efficiency, and resource conservation. Members are appointed to staggered terms to maintain structural continuity.

Background:
Board member Jayln Williams's current term is expiring. Mr. Williams served the Town of Zebulon with dedication and distinction during their tenure. They have formally expressed their willingness and commitment to continue their public service on the advisory board for an additional term.

Financial Analysis:
None. This is an uncompensated volunteer advisory board appointment.

Recommendation:
Staff recommends that the Board of Commissioners approve the attached resolution reappointing Jayln Williams to the Sustainability Board for a full three-year term, effective September 8, 2026, through September 8, 2029.

Attachment:
Resolution 2027-15 Reappointment of Jayln Williams

TOWN OF ZEBULON
RESOLUTION NO. 2026-15

RESOLUTION REAPPOINTING JAYLN WILLIAMS TO THE ZEBULON SUSTAINABILITY BOARD

WHEREAS, the Sustainability Board was established by the Town of Zebulon to provide valuable citizen input, research, and recommendations to the Board of Commissioners regarding environmental conservation, green initiatives, energy efficiency, and sustainable community practices; and

WHEREAS, Jayln Williams has served with dedication and distinction as a member of the Sustainability Board; and

WHEREAS, the current term of office for board member Jayln Williams is expiring, and they have expressed a continued willingness and enthusiasm to serve the citizens of the Zebulon community; and

WHEREAS, the Board of Commissioners values their commitment, leadership, and expertise in environmental stewardship, and desires to ensure continuity on the advisory board.

NOW, THEREFORE, BE IT RESOLVED by the Board of Commissioners of the Town of Zebulon, North Carolina, that:

SECTION 1. Jayln Williams is hereby reappointed to serve as a member of the Zebulon Sustainability Board.

SECTION 2. The term of this reappointment shall be for a standard three (3) year term, commencing on September 8, 2026, and expiring on September 8, 2029.

SECTION 3. This resolution shall become effective immediately upon its adoption.

DULY ADOPTED this 8th day of September 2026.

_____
Jessica D. Harrison, Mayor

ATTEST: SEAL

_____
Kim Worley, Interim Town Clerk

ZEBULON
NORTH CAROLINA

STAFF REPORT
REAPPOINTMENT OF TIM CORE TO THE SUSTAINABILITY BOARD

Topic:	Resolution 2027-16 Reappointment Tim Core to the Sustainability Board
Speaker:	Kim Worley, Interim Town Clerk
Prepared by:	Kim Worley, Interim Town Clerk
Approved by:	Catherine Crosby, Town Manager

Summary:
The Zebulon Sustainability Board serves as an essential citizen-led body that advises the Board of Commissioners on sustainable practices, municipal efficiency, and resource conservation. Members are appointed to staggered terms to maintain structural continuity.

Background:
Board member Tim Core's current term is expiring. Mr. Core served the Town of Zebulon with dedication and distinction during their tenure. They have formally expressed their willingness and commitment to continue their public service on the advisory board for an additional term.

Financial Analysis:
None. This is an uncompensated volunteer advisory board appointment.

Recommendation:
Staff recommends that the Board of Commissioners approve the attached resolution reappointing Tim Core to the Sustainability Board for a full three-year term, effective September 8, 2026, through September 8, 2029.

Attachment:
Resolution 2027-16 Reappointment of Tim Core

TOWN OF ZEBULON
RESOLUTION NO. 2026-16

RESOLUTION REAPPOINTING TIM CORE TO THE ZEBULON SUSTAINABILITY BOARD

WHEREAS, the Sustainability Board was established by the Town of Zebulon to provide valuable citizen input, research, and recommendations to the Board of Commissioners regarding environmental conservation, green initiatives, energy efficiency, and sustainable community practices; and

WHEREAS, Tim Core has served with dedication and distinction as a member of the Sustainability Board; and

WHEREAS, the current term of office for board member Tim Core is expiring, and they have expressed a continued willingness and enthusiasm to serve the citizens of the Zebulon community; and

WHEREAS, the Board of Commissioners values their commitment, leadership, and expertise in environmental stewardship, and desires to ensure continuity on the advisory board.

NOW, THEREFORE, BE IT RESOLVED by the Board of Commissioners of the Town of Zebulon, North Carolina, that:

SECTION 1. Tim Core is hereby reappointed to serve as a member of the Zebulon Sustainability Board.

SECTION 2. The term of this reappointment shall be for a standard three (3) year term, commencing on September 8, 2026, and expiring on September 8, 2029.

SECTION 3. This resolution shall become effective immediately upon its adoption.

DULY ADOPTED this 8th day of September 2026.

_____
Jessica D. Harrison, Mayor

ATTEST: SEAL

_____
Kim Worley, Interim Town Clerk

ZEBULON
NORTH CAROLINA

STAFF REPORT
REAPPOINTMENT OF DEXTER PRIVETTE BOARD

Topic:	Resolution 2027-14 Reappointment Dexter Privette to Parks and Recreation Board
Speaker:	Kim Worley, Interim Town Clerk
Prepared by:	Kim Worley, Interim Town Clerk
Approved by:	Catherine Crosby, Town Manager

Background:
Board member Tim Core's current term is expiring. He has served the Town of Zebulon with dedication and distinction during his tenure and has formally expressed his willingness and commitment to continue his public service on the advisory board for another term.

Summary:
The Zebulon Parks and Recreation Advisory Board serves as an essential citizen-led body that advises the Board of Commissioners on public parks, community programming, and recreational facilities. Members are appointed to stagger three (3) year terms to maintain administrative continuity.

Financial Impact:
None. This is an uncompensated volunteer advisory board appointment.

Staff Recommends:
Staff recommends that the Board of Commissioners approve the attached resolution reappointing Tim Core to the Parks and Recreation Advisory Board for a full three-year term, effective September 8, 2026, through September 8, 2029.

Attachment: Resolution 2027-14 Reappointment of Dexter Privette

TOWN OF ZEBULON, NORTH CAROLINA
RESOLUTION NO. 2026-14

RESOLUTION REAPPOINTING DEXTER PRIVETTE TO THE ZEBULON PARKS AND RECREATION ADVISORY BOARD

WHEREAS, the Parks and Recreation Advisory Board was established by the Town of Zebulon to provide valuable citizen input and recommendations to the Board of Commissioners regarding public parks, recreational programming, and community facilities; and

WHEREAS, Dexter Privette has served with dedication and distinction as a member of the Parks and Recreation Advisory Board; and

WHEREAS, the current term of office for board member Dexter Privette is expiring, and he has expressed a continued willingness and enthusiasm to serve the citizens of the Zebulon community; and

WHEREAS, the Board of Commissioners values his commitment, leadership, and experience, and desires to ensure continuity on the advisory board.

NOW, THEREFORE, BE IT RESOLVED by the Board of Commissioners of the Town of Zebulon, North Carolina, that:

SECTION 1. Dexter Privette is hereby reappointed to serve as a member of the Zebulon Parks and Recreation Advisory Board.

SECTION 2. The term of this reappointment shall be for a standard three (3) year term, commencing on September 8, 2026, and expiring on September 8, 2029.

SECTION 3. This resolution shall become effective immediately upon its adoption.

DULY ADOPTED this 8th day of September 2026.

_____
Jessica D. Harrison, Mayor

SEAL

_____
Kim Worley, Interim Town Clerk

ATTEST:

Electronic Check Signature Authorization

Resolution to align policy with practice

Checks and drafts | Internal controls | Efficiency

Prepared for the Board of Commissioners | September 8, 2026



Why this is before the Board

The resolution gives Board approval for the electronic signature method and controls.

Policy
matches current practice

Manager role already exists

Control
is clearer and easier to track

Main point

This is not new signing authority for the Town Manager. It approves the electronic signature method and controls.

- The Town of Zebulon has used electronic check signatures for the past few months.
- The Town Manager already serves as the default countersigning official.
- The Town Manager will continue reviewing the check register.

What NC law requires

The Town Manager already has the signing role. The resolution approves the electronic method.

1 N.C.G.S. § 159-25(b)

Who signs checks

- The Finance Officer or an authorized Deputy signs first.
- A second Town official countersigns.
- If the Board does not name someone else, the default is the chair or chief executive officer.
- For Zebulon, that default is the Town Manager.

2 N.C.G.S. § 159-28.1

How signatures may be applied

- Because the Town uses this method, Board approval is needed by resolution or ordinance.
- The Board must assign custody and control to the Finance Officer or another bonded employee.
- This covers the electronic signature method used on Town checks.

Board action: approve the electronic signature method and controls.

Not a new Manager power. Not a waiver of the two-signature rule.

Statutory references: N.C.G.S. §§ 159-25(b), 159-28.1

What electronic signature means

It is a protected signature image used in the check system after a payment batch is ready.

It is
A controlled signature image printed on a Town check through the check system.

It is not
An auto pen. It is not a blank approval. It does not let a person approve their own payment.

It keeps
The same legal checks: signatures, approvals, records, and review still apply.

Plain language definition

The signature is stored and protected. It can only be used through the approved payment process.

What changes, and what does not

The signature method changes. The review and approval rules do not change.

Changes

From wet signatures
Checks no longer need to be hand-routed for two ink signatures.

To printed signatures
Approved signatures are applied through the system and printed on the check.

Fewer touchpoints
Fewer people handle checks before they are mailed or filed.

Does not change

Two signatures remain
The Finance Officer signs, and the Town Manager countersigns under the regular structure.

Payment review remains
Invoices, supporting records, and approval steps remain in place.

Oversight remains
Check register review remains an internal control

Who signs the checks

The Town Manager already has this role. The resolution approves the electronic method.

Required signatures

First signature
Finance Officer or a properly designated Deputy Finance Officer.

Countersignature
Town Manager. This is the default role unless the Board names another Town official.

The resolution does not give the Town Manager new authority; it approves electronic use of the already-authorized signature.

Electronic storage of a signature does not give anyone new signing power.

How this creates efficiency

The payment process becomes faster and cleaner without removing review.

1 Prepare
Finance prepares the payment batch.

→

2 Approve
The batch is reviewed before signatures are used.

→

3 Print
Both signatures print on the check.

Less hand routing
Staff no longer move checks from office to office for ink signatures.

Faster payments
Payments can move more quickly after normal review is complete.

Better custody
Fewer people handle check stock and signed checks.

Efficiency is not the same as less control. The approval points stay in place.

Internal controls involved

The resolution names the controls needed to protect the signatures and the payment process.

Restricted access
Only approved staff can access signature files or system permissions.

Batch approval
A payment batch is approved before signatures are applied.

Separation of duties
Preparation, approval, and bank reconciliation are separated when practical.

Audit trail
The system keeps records showing payment history and approval history.

Access review
Access is reviewed and removed when duties or signers change.

Check register review
The Town Manager continues reviewing the check register.

The controls focus on who can use the signature, when it can be used, and how use is tracked.

Requested Board action

Approve the resolution so the electronic signature method has a clear Board record.

Approve the resolution

Authorize
The electronic or facsimile signature method for Town checks and drafts.

Recognize
The Town Manager already serves as the default countersigning official.

Protect
Custody, access, approval, audit trail, and removal controls.

Key Takeaway

- Keep reviewing the check register and access list.
- Remove or change signature access right away when roles change.
- Check whether the bank offers commercial bill pay so the Town may print fewer checks in house.

ZEBULON
NORTH CAROLINA

STAFF REPORT
RESOLUTION 2027-07
ELECTRONIC CHECK SIGNATURE AUTHORIZATION
TOWN CHECKS AND DRAFTS
SEPTEMBER 2026

Topic: Resolution 2027-07 - Electronic Check Signature Authorization
Speaker: Catherine Crosby, Town Manager
From: Catherine Crosby, Town Manager
Prepared by: Catherine Crosby, Town Manager
Approved by: Catherine Crosby, Town Manager

Executive Summary:

Authorize the Town to use electronic signatures for both required signatures on Town checks and drafts, recognize the Town Manager's existing role as the default countersigning official, and establish custody and internal-control requirements. The resolution authorizes the method used to apply the signatures; it does not give the Town Manager new signing authority.

Background:

The Town has used an electronic check-processing system in recent months. The Finance Officer signature and required countersignature are electronically applied to checks and drafts. N.C.G.S. § 159-25(b) requires the Finance Officer or a properly designated Deputy Finance Officer to sign and requires a countersignature. If the Board makes no other designation, the chair of the governing board or the chief executive officer countersigns. For Zebulon, the Town Manager serves as the default countersigning official under the Town's council-manager form and Charter. During the period without a permanent Town Manager, the Mayor served as the countersigning official.

Electronic Signature Authorization

N.C.G.S. § 159-28.1 permits the governing board, by resolution or ordinance, to authorize facsimile signature machines, signature stamps, or similar devices for signing checks and drafts. It also requires the Board to place custody of the signature mechanism with the Finance Officer or another bonded officer or employee. The proposed resolution brings the Town's written authorization into alignment with the electronic-signature process already in use.

- Authorizes electronic or facsimile signatures, stored signature images, or similar technology for both required signatures. It does not change who is legally authorized to sign.

Countersignature and Internal Controls

The resolution recognizes the Town Manager's existing countersigning role and preserves the dual-signature requirement. It charges the Finance Officer with custody and control of the electronic signature mechanisms. Controls include restricted access, payment-batch approval, protection of stored signatures, audit trails, segregation of duties, periodic access review, and prompt removal of access when duties or authorized signatories change.

- Finance Officer or properly designated Deputy Finance Officer: first authorized signature.
- Town Manager: default electronic countersignature unless the Board designates another Town official.
- Check register review and all pre-audit, disbursement approval, supporting documentation, and other statutory financial controls remain in place.

ZEBULON
NORTH CAROLINA

STAFF REPORT
RESOLUTION 2027-07
ELECTRONIC CHECK SIGNATURE AUTHORIZATION
TOWN CHECKS AND DRAFTS
SEPTEMBER 2026

Discussion:

Electronic signatures replace the need for wet signatures on each printed check. They do not automatically approve a payment. Signatures are applied within the controlled payment process after required review and approval steps. This reduces physical handling of check stock, saves staff time, and preserves the two-signature requirement.

The action aligns policy with current practice. It recognizes the Manager's existing countersigning role and formalizes the Board authorization required for electronic signature technology. Staff is also checking whether the Town's bank offers commercial bill pay, which could further reduce in-house check printing. Any future change would need to preserve applicable financial controls.

Policy Analysis:

Approval provides formal authorization under N.C.G.S. § 159-28.1 for the Town's electronic check-signature method and recognizes the existing countersignature structure under N.C.G.S. § 159-25(b). The resolution also strengthens documentation, access control, segregation of duties, and accountability for stored electronic signatures.

Fiscal Analysis:

There is no direct fiscal impact associated with adoption of the resolution. The Town is already using an electronic check-processing system; the action formalizes the existing practice and related controls. Commercial bill pay, if available, would be evaluated separately for cost and operational impact.

Staff Recommendation:

Staff recommends approval of the attached Resolution authorizing electronic or facsimile signatures on Town checks and drafts and establishing the required custody and internal-control provisions.

Attachment:

1. Resolution 2027-07 - Electronic Check Signature Authorization

TOWN OF ZEBULON, NORTH CAROLINA
RESOLUTION NO. 2026-07

RESOLUTION AUTHORIZING ELECTRONIC OR FACSIMILE SIGNATURES ON TOWN CHECKS AND DRAFTS

WHEREAS, N.C.G.S. § 159-25 requires checks and drafts drawn on an official depository to be signed by the Finance Officer or a properly designated Deputy Finance Officer and countersigned by another Town official designated by the Board of Commissioners, unless the Board lawfully waives the dual-signature requirement; and

WHEREAS, N.C.G.S. § 159-28.1 authorizes the governing board, by resolution or ordinance, to provide for the use of facsimile signature machines, signature stamps, or similar devices in signing checks and drafts and requires the Board to charge the Finance Officer or another bonded officer or employee with custody of the applicable signature devices; and

WHEREAS, the Town of Zebulon utilizes an electronic check-processing system through which both the Finance Officer signature and the required countersignature are electronically applied to Town checks and drafts; and

WHEREAS, the Town of Zebulon operates under the manager form of government and the Town Manager is the head of the administrative branch of Town government under Section 5.2 of the Town Charter; and

WHEREAS, the Board of Commissioners desires to formally authorize the use of electronic signature technology for Town checks and drafts, recognize the Town Manager as the default countersigning official unless the Board designates another Town official, and establish appropriate custody and internal-control requirements;

NOW, THEREFORE, BE IT RESOLVED by the Board of Commissioners of the Town of Zebulon, North Carolina, that:

1. Authorization of Electronic Signatures.
The Town is authorized to use electronic signatures, facsimile signatures, stored signature images, or similar signature technology for both signatures required on checks and drafts drawn on an official Town depository, consistent with N.C.G.S. §§ 159-25 and 159-28.1.

2. Authorized Signatories.
Electronic or facsimile signature technology may be used only to apply the signature of an official who is otherwise legally authorized to sign or countersign the applicable check or draft.

For Town checks and drafts, the authorized signatures shall be the signature of the Town Finance Officer or a properly designated Deputy Finance Officer and the countersignature of the Town Manager, unless the Board of Commissioners subsequently designates another Town official for that purpose.

Electronic storage or application of a signature does not independently confer signing authority on any person.

3. Recognition of Town Manager as Countersigning Official.

Consistent with N.C.G.S. § 159-25 and the Town Charter, the Town Manager serves as the Town official authorized to countersign checks and drafts drawn on an official Town depository, unless the Board of Commissioners designates another Town official or lawfully waives the dual-signature requirement. The Town Manager's electronic or facsimile signature may be applied pursuant to this Resolution.

This section recognizes the Town Manager's existing countersigning role and does not confer separate signing authority on any person.

4. Custody and Control of Electronic Signature Mechanisms.

The Board charges the Town Finance Officer with custody and control of the electronic signature mechanisms, stored signature images, system permissions, or similar devices used to apply the Finance Officer signature and the Town Manager countersignature to Town checks and drafts.

The Finance Officer may administer access through appropriately authorized and bonded personnel, provided that access and use remain subject to documented internal controls and applicable law.

No employee shall add, modify, replace, activate, deactivate, copy, or otherwise alter or use an authorized electronic signature except in accordance with approved controls and documented authorization.

5. Internal Controls.

The Finance Officer shall establish and maintain controls sufficient to prevent illegal, improper, unauthorized, or unintended use of either electronic signature. At a minimum, controls shall address restricted access to electronic signature files and system permissions; separation of payment preparation, approval, and bank reconciliation to the extent practicable; approval of payment batches before signatures are applied; protection of stored signature images from copying, alteration, or unauthorized use; maintenance of payment and system audit trails; periodic review of authorized access; prompt modification or removal of access following staffing or duty changes; and retention of records sufficient to identify the payment, authorized signatories, and approval history.

6. Dual-Signature Requirement Preserved.

This Resolution does not waive the dual-signature requirements of N.C.G.S. § 159-25. Town checks and drafts shall continue to bear the signature of the Finance Officer or a properly designated Deputy Finance Officer and the countersignature of the Town Manager, unless the Board of Commissioners takes separate lawful action to modify the countersignatory designation or waive the dual-signature requirement.

7. Change in Authorized Signatories.
Upon a lawful change in the Finance Officer, Deputy Finance Officer, or Town Manager, Finance shall promptly discontinue use of the former official's electronic signature and establish the successor official's signature only after the required appointment, designation, or approval has occurred.

8. No Waiver of Other Financial Controls.
Nothing in this Resolution waives or modifies requirements concerning lawful appropriation, pre-audit certification, disbursement approval, supporting documentation, or other controls imposed by the North Carolina Local Government Budget and Fiscal Control Act or other applicable law.

9. Administrative Implementation.
The Town Manager and Finance Officer are authorized to take administrative actions reasonably necessary to implement this Resolution consistent with applicable law.

10. Effective Date.
This Resolution shall become effective immediately upon adoption.

Adopted this 8th day of September 2026.

_____

Jessica D. Harrison – Mayor

SEAL

_____

Kim Worley – Interim Town Clerk