



**BOARD OF COMMISSIONERS
AGENDA
JANUARY 5, 2026
6:00 PM**

1. PLEDGE OF ALLEGIANCE

2. APPROVAL OF AGENDA

3. 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 Jeremy Crawford at tozclerk@townofzebulon.org by 3:00pm on December 8, 2025.

4. CONSENT AGENDA

A. Minutes

- i. October 13, 2025 Joint Public Hearing
- ii. October 20, 2025 Special Called Meeting
- iii. October 27, 2025 Special Called Meeting
- iv. November 03, 2025 Regular Meeting
- v. November 12, 2025 Special Called Meeting
- vi. November 14, 2025 Special Called Meeting
- vii. November 24, 2025 Work Session with Closed Session
- viii. December 02, 2025 Special Called Meeting
- ix. December 05, 2025 Special Called Meeting
- x. December 06, 2025 Organizational Meeting

B. Information Technology

- i. FY 2026 Budget Amendment Request – Ordinance 2026-21

5. OLD BUSINESS

- A. Mobile Food Vendor Update*
- B. Appointed Board Vacancies*

6. NEW BUSINESS

- A. *CFAP Grant for NE SmartRide*
- B. *Little River Park – Phase 1 – Construction Bid Award*

7. MANAGER’S REPORT

- A. *Monthly Financial Report*

8. BOARD COMMENTS

9. ADJOURN

**ZEBULON BOARD OF COMMISSIONERS
JOINT PUBLIC HEARING
MINUTES
October 13, 2025**

Board of Commissioners Present: Mayor Glenn York, Mayor Pro Tem Jessica Harrison, Commissioners Shannon Baxter, Amber Davis, Quentin Miles and Trenton Schmit

Staff Present: Dora Moore-Interim Town Clerk, Matt Lower-Planning Director, Cate Ferrell- Senior Planner and Sam Slater-Town Attorney

Planning Board Present: David Lowry, Niya Moton and George Roa

Call To Order

Mayor York called the meeting to order

Approval of Agenda

Commissioner Harrison made a motion, second by Commissioner Baxter to approve the agenda. There was no discussion, and the motion passed unanimously.

New Business

PD 2025-05 – Sheetz – 1406 N Arendell Avenue – PIN 2706011220

Ms. Ferrell outlined the process for the public hearing, stating that staff would provide an overview, followed by the applicant's presentation. The Board of Commissioners and Planning Board would then ask questions for clarification. The Mayor would open the joint public hearing for public comments before closing it.

Ms. Ferrell presented an overview of the Planned Development rezoning request for the property located at 1406 N Arendell Avenue currently occupied by Sheetz, Inc and owned by Olde Heritage Properties. The property is 2.15 acres with a current zoning of Heavy Commercial (HC) and proposed zoning of Planned Development (PD). Ms. Ferrell highlighted key aspects of the project, including:

- Removal of existing car wash
- New construction of drive through with pickup window only, no callbox
- Requested modifications:
 - Allow pump islands to be located between the building and North Arendell Avenue.

- No more than 60% of off-street parking located between proposed structure's primary façade and North Arendell Avenue.
- Fully screened and enclosed dumpster constructed of brick, concrete masonry and pressure treated wood (or reasonably similar quality materials).
- No less than 27% visually transparent windows or doors on primary façade facing Pearces Road.
- No less than 24% visually transparent windows or doors on secondary façade facing North Arendell Avenue supplemented with additional false/opaque windows and/or articulated wall forms.
- Street setback of ten (10) feet for Pearces Road for dumpster enclosure.
- Three (3) feet buffer on side perimeter buffer for boundary adjoining 1420 North Arendell Avenue (PIN 1796919353).
- Streetscape buffer along North Arendell Avenue and Pearces Road shall be zero (0) feet.
- Parking spaces 11, 12, 13 and 14 (as shown on site plan) shall be permitted to be further than fifty (50) feet from the trunk of a canopy tree. Planters shall be located along the sidewalk at the storefront to enhance landscaping for the parking area and for the parking spaces 11, 12, 13 and 14.

Clinton Cogburn, land use attorney with Ward & Smith PA; Bob Franks, Sheetz; and, Heather Timothy, Kimley Horn were in attendance to share additional information about the rezoning request and to answer questions.

Mr. Cogburn reemphasized the applicant rezoning request detailing Sheetz desire and efforts to work with both residential and commercial neighbors. After discussions with those neighbors, Sheetz incorporated several suggestions into their proposed plan including a no order pickup window, relocating dumpster from rear to front, minimizing and reducing activity in rear of property, and proposing false windows. Mr. Franks stated the lifespan of petroleum systems is 25-30 years; however, Sheetz does not like them older than 15 years. It was noted the current building would be demolished and new structure erected. The projected timeline is 20-24 weeks. Construction would be completed 4-6 weeks earlier and then operational training is done.

Board members asked questions about enhanced buffer landscaping, OSHA regulations, stormwater mitigation, pickup only window and location of air pump. Mr. Franks shared EV charging stations are not a part of the development. This is a decision made by the partners based upon need and interest and would be considered later. Mayor Pro Tem Harrison requested an update once those discussions are held.

Mayor York asked if the Planning Board had any questions.

Planning Board members questioned the design of two windows when there is only one pickup window proposed, the roof ladder access on Pearces Road side and propane tank location.

Public Hearing

Mayor York declared the public hearing open.

Mayor York asked for anyone wishing to speak in favor.

Domenick Schilling, 207 Nostalgia Lane, stated his support noting the developer addressed almost all of the neighbors' concerns and aesthetically does not feel it will be an eyesore.

Brian Hicks, Wake County ABC, also shared his support and also noted the developers did a great job in addressing the neighbors' concerns.

Drew Hemphill, 105 Nostalgia Lane, also shared his support and commended Sheetz in the small steps taken to help neighbors. He expressed some concern about the wall height noting anything that can be done to keep noise at bay is appreciated.

Mayor York asked if there was anyone who wished to speak in opposition. There was none.

Mayor York asked if there was anyone who wished to speak neither for nor against but had an opinion to express. There were none.

Interim Clerk Moore read emails from Karen Underhill, Hedy Creech, Paula Barton and Roderick Silver. *(Emails have been included with the minutes.)*

Mayor York declared the public hearing closed and referred the matter to the Planning Board for consideration.

Commissioner Harrison made a motion, second by Commissioner Baxter to adjourn the meeting. There was no discussion, and the motion passed unanimously.

SEAL

Glenn L. York – Mayor

Dora K. Moore – Interim Town Clerk

**ZEBULON BOARD OF COMMISSIONERS
SPECIAL CALLED MEETING
MINUTES
October 20, 2025
1:00 PM**

Board of Commissioners Present: Mayor Glenn York, Mayor Pro Tem Jessica Harrison, Commissioners Shannon Baxter, Amber Davis, Quentin Miles and Trenton Schmit

Staff Present: Dora Moore-Interim Town Clerk, Monique Yarborough-Merriweather-Human Resources Director and Eric Vernon-Town Attorney

Mayor York called the Board of Commissioners Special Called Meeting to order. The Board entered closed session for the purpose of conducting town manager interviews as permitted by NCGS 143-318.11(a)(6).

Commissioner Baxter made a motion, second by Commissioner Harrison to adjourn at 5:15 PM. There was no discussion, and the motion passed unanimously.

Glenn L. York – Mayor

SEAL

Dora K. Moore – Interim Town Clerk

**ZEBULON BOARD OF COMMISSIONERS
SPECIAL CALLED MEETING
MINUTES
October 27, 2025
9:00 AM**

Board of Commissioners Present: Mayor Glenn York, Mayor Pro Tem Jessica Harrison, Commissioners Shannon Baxter, Amber Davis, Quentin Miles and Trenton Schmit

Staff Present: Dora Moore-Interim Town Clerk, Monique Yarborough-Merriweather-Human Resources Director and Eric Vernon-Town Attorney

Mayor York called the Board of Commissioners Special Called Meeting to order. The Board entered closed session for the purpose of conducting town clerk interviews as permitted by NCGS 143-318.11(a)(6).

Commissioner Miles made a motion, second by Commissioner Davis to adjourn at 3:51 PM. There was no discussion, and the motion passed unanimously.

Glenn L. York – Mayor

SEAL

Dora K. Moore – Interim Town Clerk

**BOARD OF COMMISSIONERS
MEETING MINUTES
November 3, 2025
6:00 PM**

Board of Commissioners Present: Mayor Glenn York, Mayor Pro Tem Jessica Harrison, Commissioners Shannon Baxter, Amber Davis, Trenton Schmit and Quentin Miles.

Staff Present: Taiwo Jaiyeoba-Interim Town Manager, Dora Moore-Interim Town Clerk, Chris Perry-Fire, Bobby Fitts-Finance, Anthony Puckett-Police, Bob Grossman- Police, Sheila Long-Parks & Recreation, Shannon Johnson-Community & Economic Development, Matt Lower-Planning, Cate Farrell-Planning, Heather Louise Finch-Communications Manager, Monique Yarborough-Merriweather-Human Resources Director, Rick Fletcher-Public Works, Mary Duffy-Public Works, Sam Slater-Town Attorney

CALLED TO ORDER

Mayor York called the Board of Commissioners Meeting to order.

PLEDGE OF ALLEGIANCE

The Board of Commissioners led the Pledge of Allegiance.

APPROVAL OF AGENDA

Commissioner Baxter made a motion, second by Commissioner Schmit, to approve the agenda with the removal of the public safety update under Manager's Report. There was no discussion and the motion passed unanimously.

PUBLIC COMMENT

Toshina Wiggins, 3201 Lacewing Drive and cofounder of Angel Prints Corporation, expressed gratitude for support of the fourth annual awareness walk.

INTRODUCTIONS/POLICE CHIEF SWEARING IN

Police Chief Swearing In

Anthony Puckett was sworn in as Police Chief by Interim Town Clerk Dora Moore. Chief Puckett's daughter, Samantha, assisted with the swearing in.

Introduction

Manager Jaiyeoba introduced the Town's new Communications Director, Heather Louise Finch, and Executive Assistant, Nicole Crooms.

PRESENTATIONS

Proclamation

The Town of Zebulon proclaimed November 4-11, 2025, as Operation Greenlight. The proclamation was read by an American Legion Representative.

CONSENT AGENDA

Mayor Pro Tem Harrison made a motion, second by Commissioner Baxter, to approve the consent agenda.

- A. Finance
 - i. Wake County Tax Report – August 2025
 - ii. Amending Administration Budget – Ordinance 2026-14
- B. Fire
 - i. Utility Easements to Fire/EMS Station Project
- C. Public Works
 - i. CAMPO Grant Funds for N. Arendell Project – Resolution 2026-112

There was no discussion, and the motion passed unanimously.

NEW BUSINESS

Administration

Strategic Plan Grant

Sheila Long provided an overview of the recent strategic grant process whereby 16 grant applications were accepted. The process awards two \$5,000 grants and five \$2,000 grants. The Review Committee's recommendation is as follows:

Committee Recommendation			
	\$5,000		\$2,000
1	6- Zebulon, United Methodist Church		7- Operation Restoration Inc
2	5- Boys and Girls Club		15- Urbivor
3			2- Knightdale-Wake Forest Education Foundation
4			3- Zebulon Downtown Arts Council
5			9- Zebulon Aggies Football and Cheer
Runner Up	16- James E Shepard School Alumni		11- Preservation Zebulon

The Commissioners voted on grant selections as follows:

Commissioner	\$5,000	\$5,000	\$2,000	\$2,000	\$2,000	\$2,000	\$2,000
Baxter	6	5	7	15	2	3	9
Davis	5	9	12	7	6	13	16
Harrison	6	5	7	15	2	3	9
Miles	9	5	15	3	2	7	6
Schmit	6	5	7	15	2	3	9

Based upon the votes, Strategic Plan Grants were awarded as recommended by the Review Committee.

Economic and Community Development

Five County Stadium Lease

Shannon Johnson reported both the Town of Zebulon and Wake County approved the terms of a ten-year lease to Capital Broadcasting Company (CBC) on September 2, 2025. CBC will sublease the stadium to a Coast Plain League team and Wake Technical Community College for specific athletic competitions. Since September, the lease details have been finalized.

	COUNTY	TOWN	TOTAL	
Phase 1 Projects	\$4,000,000	\$0	\$4,000,000	
Phase 2 Projects*	\$3,333,081	\$1,293,794	\$4,626,874	* <i>Excluding Scoreboard</i>
Capital Reserve	1,724,692	\$250,308	\$1,975,000	
	\$9,057,773	\$1,544,102	\$10,601,875	

Commissioner Miles made a motion, second by Commissioner Schmit, to approve the lease agreement between Wake County, Town of Zebulon and Capitol Broadcasting Company, subject to terms and conditions acceptable to the Town Attorney. There was no discussion, and the motion passed unanimously.

Parks & Recreation

Gill Street Park Site Specific Master Plan – Resolution 2026-13

Sheila Long presented the Gill Street Master Plan Update. The existing site is 1.6 acres with contamination concerns and the expansion site is 5.7 acres bordering two schools. The master plan includes many items from community engagement. Funding of the phases will determine groundbreaking and construction. Commissioner Miles made a motion, second by Mayor Pro Tem Harrison, to adopt the Gill Street Master Plan. There was no discussion, and the motion passed unanimously.

Zebulon Community Park Site Specific Master Plan - Resolution 2026-14

Ms. Long also presented the Zebulon Community Park Master Plan Update that includes 53.5 acres. The community engagement survey reflected interest in accessible and inclusive amenities and programs, some type of water feature and additional soccer fields and basketball courts. The plan has five phases. Ms. Long is being told that if the Town builds soccer and multi-use fields, the leagues will utilize them. Commissioner Davis made a motion, second by Commissioner Miles, to adopt the Zebulon Community Park Master Plan. There was no discussion, and the motion passed unanimously.

Allocation of Funds to Zebulon Community Park Renovation and Ballfield Relocation Project – Ordinance 2026-15

Commissioner Schmit made a motion, second by Commissioner Miles, to adopt Ordinance 2026-15. There was no discussion, and the motion passed unanimously.

Creation of Capital Project Fund: Community Park Renovation & Ballfield Location – Ordinance 2026-16

Commissioner Baxter made a motion, second by Mayor Pro Tem Harrison, to adopt Ordinance 2026-16. There was no discussion, and the motion passed unanimously.

Parks & Recreation Capital Improvement Plan – Resolution 2026-15

Commissioner Davis made a motion, second by Mayor Pro Tem Harrison, to adopt Ordinance 2026-16. There was no discussion, and the motion passed unanimously.

Authorization to Submit Proposal to Wake County Hospitality Fund

Mayor Pro Tem Harrison made a motion, second by Commissioner Davis, authorizing staff to submit proposals for the Wake County Hospitality Tax Fund. There was no discussion, and the motion passed unanimously.

Planning

Zebulon South Annexation

Public Hearing – Zebulon South

Matt Lower presented a contiguous annexation request for:

- Applicant: Deacon Companies
- Property owners: Joseph Wood Temple et. al.
- Property Address: 700 S. Arendell Ave, 0 S Arendell Ave, 751 S Wakefield St and 0 S Wakefield St
- PINs: 2705512202, 2704492511, 2705413075, 2705513114
- Acreage: 118.6

Mayor Glenn York opened the public hearing and inquired if anyone wished to speak in favor.

Beth Blackmon spoke in favor of the annexation on behalf of the applicant.

Mayor Glenn York then asked if anyone wished to speak in opposition. There were no comments.

Mayor Glenn York then asked if anyone wished to speak neither for nor against.

Dr. Donnal Crohan, 450 Proctor Street, spoke.

Mayor York then closed the public hearing.

Commissioner Davis made a motion, second by Commissioner Miles, to approve Ordinance 2026-17 for the annexation of Wake County PIN 2705512202, 2704492511, 2705413075 and 2705513114 into the Zebulon Corporate Boundaries finding that the standards of Section 2.2.2.G are met. There was no discussion, and the motion passed unanimously.

Planned Development – Sheetz – Ordinance 2026-18

Planner Cate Farrell shared the planned development rezoning request for Sheetz.

- Applicant: Sheetz Inc
- Property owners: Olde Heritage Properties
- Property Address: 1406 N Arendell Avenue
- Acreage: 2.15 acres
- Current Zoning: Heavy Commercial (HC)
- Proposed Zoning: Planned Development (PD)

Summary of site conditions are:

- Location of fuel pump island
- Amount of off-street parking between primary façade and street
- Location of dumpster enclosure in front of building
- Reduction in setback typically required in HC
- Reduction of perimeter buffer along ABC store boundary
- Modified streetscape buffer along Pearces Rd and N Arendell Ave
- Change to parking lot tree requirement
- Change to the required amount of fenestration on the primary façade
- Change to the required fenestration/false windows along the secondary façade

Clinton Cogburn, Ward and Smith PA, shared Sheetz has worked significantly with surrounding property owners. As a result of the October 13, 2025 meeting, changes to the plan include a solid 8 ft fence versus 6 ft, relocation of an air pump to near dumpster, utility ladder removed from façade facing Pearces Rd, and screening of propane storage. At this time, EV charging stations are not proposed for this location; however, Sheetz will continue to evaluate.

Mayor Pro Tem Harrison made a motion, second by Commissioner Baxter, to approve Ordinance 2026-18, finding that the action is reasonable, consistent with the Grow Zebulon Comprehensive Land Use Plan, and compliant with UDO Section 2.2.25.J, as described in the prepared statement per UDO Section 2.2.15.G.3. There was no discussion. Mayor Pro Tem Harrison and Commissioners Baxter, Davis and Miles voted in favor. Commissioner Schmit opposed. Motion passed 4-1.

MANAGER'S REPORT

Alex Doversign, Acentria, shared information related to the 2026 health benefits.

Manager Jaiyeoba noted the financial addendum is on the Town's website.

Public Works Department is developing a request for proposals for on-call professional services. Public Works Director Rick Fletcher explained the having an on-call list streamlines the process during emergency situations. He notes this is an effective way to have available firms.

BOARD COMMENTS

Commissioner Baxter thanked Commissioner Schmit for his short service to the Town. She also reminded residents to vote the next day – Election Day.

Mayor York thanked staff for the heavy lifting with the master plans and grant proposals to move parks and recreation forward.

Mayor Pro Tem Harrison moved to adjourn the meeting 7:43 PM. Motion was seconded by Commissioner Miles and approved unanimously.

Glenn L. York – Mayor

SEAL

Dora K. Moore – Interim Town Clerk

**ZEBULON BOARD OF COMMISSIONERS
SPECIAL CALLED MEETING
MINUTES
November 12, 2025
9:00 AM**

Board of Commissioners Present: Mayor Glenn York, Mayor Pro Tem Jessica Harrison, Commissioners Shannon Baxter, Amber Davis, Quentin Miles and Trenton Schmit

Staff Present: Dora Moore-Interim Town Clerk, Monique Yarborough-Merriweather-Human Resources Director and Taylor Emory-Town Attorney (remote)

Mayor York called the Board of Commissioners Special Called Meeting to order. The Board entered closed session for the purpose of conducting town manager interviews as permitted by NCGS 143-318.11(a)(6).

Commissioner Baxter made a motion, second by Commissioner Schmit to adjourn at 11:58 AM. There was no discussion, and the motion passed unanimously.

Glenn L. York – Mayor

SEAL

Dora K. Moore – Interim Town Clerk

**ZEBULON BOARD OF COMMISSIONERS
SPECIAL CALLED MEETING
MINUTES
November 14, 2025
11:00 AM**

Board of Commissioners Present: Mayor Glenn York, Mayor Pro Tem Jessica Harrison, Commissioners Shannon Baxter, Amber Davis (remote) and Trenton Schmit.

Staff Present: Dora Moore-Interim Town Clerk, Monique Yarborough-Merriweather-Human Resources Director and Eric Vernon-Town Attorney

Mayor York called the Board of Commissioners Special Called Meeting to order. The Board entered closed session for the purpose of conducting town manager interviews as permitted by NCGS 143-318.11(a)(6).

Commissioner Quentin Miles arrived at 11:29 AM.

Commissioner Schmit made a motion, second by Mayor Pro Tem Harrison to adjourn at 3:41 PM. There was no discussion, and the motion passed unanimously.

Glenn L. York – Mayor

SEAL

Dora K. Moore – Interim Town Clerk

**ZEBULON BOARD OF COMMISSIONERS
SPECIAL CALLED MEETING
MINUTES
November 24, 2025
6:00 PM**

Board of Commissioners Present: Mayor Glenn York, Mayor Pro Tem Jessica Harrison, Commissioners Shannon Baxter, Amber Davis and Trenton Schmit.

Staff Present: Taiwo Jaiyeoba-Interim Town Manager, Jeremy Crawford-Town Clerk, Dora Moore-Interim Assistant Town Clerk, Monique Yarborough-Merriweather-Human Resources Director and Eric Vernon-Town Attorney

Called to Order

Mayor York called the Board of Commissioners Meeting to order.

Approval of Agenda

Commissioner Baxter made a motion, second by Mayor Pro Tem Harrison, to approve the agenda. There was no discussion and the motion passed unanimously.

Closed Session

Commissioner Baxter made a motion, second by Commissioner Davis, to enter into closed session for the purpose of discussing personnel as permitted by NCGS 143-318.11(a)(6). There was no discussion and the motion passed unanimously.

Commissioner Schmit made a motion, second by Mayor Pro Tem Harrison, to adjourn at 7:26 PM. There was no discussion, and the motion passed unanimously.

Glenn L. York – Mayor

SEAL

Dora K. Moore – Interim Town Clerk

**ZEBULON BOARD OF COMMISSIONERS
SPECIAL CALLED MEETING
MINUTES
December 2, 2025
4:00 PM**

Board of Commissioners Present: Mayor Glenn York, Mayor Pro Tem Jessica Harrison, Commissioners Shannon Baxter, Amber Davis, Quentin Miles and Trenton Schmit.

Staff Present: Taiwo Jaiyeoba-Interim Town Manager, Jeremy Crawford-Town Clerk, Dora Moore-Interim Assistant Town Clerk, and Eric Vernon-Town Attorney.

Mayor York called the Board of Commissioners Special Called Meeting to order.

Mayor York asked the board if there was a motion for consideration. Mayor Pro Tem Harrison moved to approve the agenda, as written, and the motion was seconded by Commissioner Davis. There was no discussion, and the motion passed unanimously.

Mayor Pro Tem Harrison moved to enter closed session for the purpose of discussing personnel matters as permitted by NCGS 143-318.11(a)(6), and the motion was seconded by Commissioner Davis. There was no discussion, and the motion passed unanimously. The board retreated to the Executive Boardroom for their closed session.

Upon returning from closed session, Mayor Pro Tem Harrison moved to adjourn the meeting. The motion was seconded by Commissioner Baxter. There was no discussion, and the motion passed unanimously.

Adopted this the 5th day of January 2026

Glenn L. York – Mayor

SEAL

Jeremy Crawford – Town Clerk

**ZEBULON BOARD OF COMMISSIONERS
SPECIAL CALLED MEETING
MINUTES
December 5, 2025
8:00 AM**

Board of Commissioners Present: Mayor Glenn York, Mayor Pro Tem Jessica Harrison, Commissioners Shannon Baxter, Amber Davis, Quentin Miles and Trenton Schmit.

Staff Present: Jeremy Crawford-Town Clerk, Dora Moore-Interim Assistant Town Clerk, and Taylor Emory-Town Attorney. Taiwo Jaiyeoba-Interim Town Manager attended the meeting virtually.

Mayor York called the Board of Commissioners Special Called Meeting to order.

Mayor York asked the board if there was a motion for consideration. Mayor Pro Tem Harrison moved to approve the agenda, as written, and the motion was seconded by Commissioner Miles. There was no discussion, and the motion passed unanimously.

Commissioner Miles moved to enter closed session for the purpose of discussing personnel matters as permitted by NCGS 143-318.11(a)(6), and the motion was seconded by Commissioner Schmit. There was no discussion, and the motion passed unanimously. The board retreated to the Executive Boardroom for their closed session.

Upon returning from closed session, Mayor York asked the board if there was a motion for consideration. Mayor Pro Tem Harrison moved to accept the town manager contract with Catherine Crosby, and the motion was seconded by Commissioner Miles. There was no discussion, and the motion passed unanimously.

Mayor Pro Tem Harrison moved to adjourn the meeting, and the motion was seconded by Commissioner Baxter. There was no discussion, and the motion passed unanimously.

Adopted this the 5th day of January 2026

Glenn L. York – Mayor

SEAL

Jeremy Crawford – Town Clerk

**ZEBULON BOARD OF COMMISSIONERS
ORGANIZATIONAL MEETING MINUTES
DECEMBER 6, 2025
10:00 AM**

Board of Commissioners Present: Mayor Glenn York, Mayor Pro Tem Jessica Harrison, Commissioners Shannon Baxter, Amber Davis, Quentin Miles, and Trenton Schmit.

Staff Present: Taiwo Jaiyeoba-Interim Town Manager, Jeremy Crawford-Town Clerk, Dora Moore-Interim Assistant Town Clerk, Chris Perry-Fire, Bobby Fitts-Finance, Sheila Long-Parks & Recreation, Shannon Johnson-Community & Economic Development, Matt Lower-Planning, and Sam Slater-Town Attorney.

CALLED TO ORDER

Mayor York called the Board of Commissioners Meeting to order, and he recognized the visiting elected and community leaders.

INVOCATION

Pastor Patrick Cardona shared his comments with the audience and provided the invocation.

PLEDGE OF ALLEGIANCE

Community youth led the attendees in reciting the Pledge of Allegiance.

SPECIAL RECOGNITIONS

Commissioner Amber Davis shared her comments with the audience and recognized the visiting elected and community leaders.

SPECIAL REMARKS

Representative James Roberson provided his remarks, and he congratulated each of the leaders elected to serve the Town of Zebulon.

SWEARING IN

The Honorable Judge Damion McCullers shared his comments with the audience and administered the oath of office for Mayor Elect Jessica Daniels Harrison, Commissioner Elect Quentin Miles, and Commissioner Elect George Roa.

ELECTION OF THE MAYOR PRO TEM

Mayor Harrison asked the board if there were any nominations for the office of mayor pro tem. Commissioners Miles and Davis nominated Commissioner Miles, and hearing no other nominations, Mayor Harrison requested a vote from each board member.

Commissioners Miles, Davis, Baxter, and Roa voted in favor of Commissioner Miles, and there was no dissenting vote. Commissioner Miles was appointed as the Mayor Pro Tem.

SPECIAL REMARKS

Mayor Pro Tem Miles, and Commissioners Roa, Baxter, and Davis all shared their remarks with the audience.

CLOSING

Mayor Harrison called the board members to come to the podium, and they recognized Mayor Glenn York's service to the Town of Zebulon. Mayor York was presented with a plaque honoring his service, and he shared his remarks with the audience.

Mayor Harrison shared her remarks with the audience, and when she finished, Mayor Harrison asked if there was a motion for consideration. Mayor Pro Tem Miles moved to adjourn the meeting. Motion was seconded by Commissioner Davis and approved unanimously.

Adopted this the 5th day of January 2026

SEAL

Jessica Daniels Harrison – Mayor

Jeremy Crawford – Town Clerk

STAFF REPORT
ORDINANCE 2026-21
BUDGET AMENDMENT APPROPRIATING FUNDING
FOR CONTRACTED SERVICES
JANUARY 5, 2026

Topic: FY 2026 Budget Amendment Request – Ordinance 2026-21

Speaker: Tonya Easterwood, IT Director

Prepared by: Tonya Easterwood, IT Director
Bobby Fitts, Finance Director

Approved by: Taiwo Jaiyeoba, Interim Town Manager

Executive Summary:

The Board of Commissioners will consider appropriating \$30,000 to support technology needs that support staff growth and vendor contracts.

Background:

This request seeks to reallocate funding to allow the Technology Department to respond to staff growth and increased operational demand, ensuring adequate resources and reliable technology operations for daily functions.

Fiscal Impact:

The cost associated with this solution will be allocated from budget line items of projects that came in under cost projections. This reallocation ensures no additional funding is required while maximizing the use of the available resources.

Policy Analysis:

NCGS 159-15, as part of The Local Government Budget and Fiscal Control Act, allows amendments to the budget ordinance with Board approval.

Staff Recommendation:

Staff recommends approval of Ordinance 2026-21

Attachments:

1. Ordinance 2026-21

ORDINANCE 2026-21

BE IT ORDAINED by the Board of Commissioners of the Town of Zebulon, that pursuant to North Carolina General Statutes 159-15, the following amendment be made to the annual budget ordinance for the fiscal year ending June 30, 2026.

Section 1. To amend the General Fund budget as follows:

	INCREASE	DECREASE
REVENUES		
EXPENDITURES		
Information Technology – Contracted Services – I.T.	\$30,000.00	
Information Technology – Infrastructure Upgrade-ZMC/ZFD Internet		30,000.00

Section 2. Copies of this amendment shall be furnished to the Town Clerk, and to the Budget Officer, and to the Finance Officer for their direction.

Adopted: January 5, 2026

Effective: January 5, 2026

Jessica Harrison - Mayor

ATTEST:

Jeremy Crawford – Town Clerk

STAFF REPORT
ORDINANCE 2026-12
MOBILE FOOD VENDOR
JANUARY 5, 2026

Topic: Ordinance 2026-12 – Mobile Food Vendor
Speaker: Chris Medina, Planner 1; Matthew Lower, Planning Director
From: Matthew Lower, Planning Director
Prepared by: Matthew Lower, Planning Director

Background

As part of the Unified Development Ordinance (UDO) evaluation, staff identified inconsistencies between ordinance language and past practices. While the UDO limits mobile food vendors to private property, permits have historically been issued for operations on public streets within the Downtown Core (DTC). Abruptly ending this practice would create fairness and due process concerns, so staff has allowed existing operations to continue while developing long-term policy options.

At the August Joint Public Hearing, staff presented six text amendment options. The Planning Board tabled the item, requesting a more detailed draft of Option 2. On September 15, staff returned with a revised Option 2, which the Planning Board recommended for approval, with the condition that additional discussion occur regarding the maximum number of operating hours.

Staff now presents the updated Option 2, along with a “do nothing” option (Option 1), to the Board of Commissioners for consideration.

Policy Options

Option 1: Prohibit Food Trucks in the DTC Right-of-Way

- **Summary:** End all food truck operations on public streets within the DTC.
- **Rationale:** Preserves pedestrian space, supports brick-and-mortar restaurants, simplifies enforcement.
- **Implications:** Discontinues longstanding practice; may reduce downtown vibrancy.

Option 2: Designated Food Truck Spaces on Vance and Horton Streets

- **Summary:** Create Town-managed spaces for food trucks on Vance and Horton Streets where power is available.
- **Operating Framework (abbreviated):**
 - Vendors limited to posted spaces and scheduled time slots.
 - Hours: 10 AM–2 PM (Mon–Thu) and 10 AM–10 PM (Fri–Sun).
 - Each vendor limited to 16 hours/month, with only one Fri/Sat/Sun slot per month.
 - No free-standing equipment outside trucks.
 - Vendors must obtain a Town permit with \$1M liability insurance naming the Town as additional insured, and execute an indemnity agreement.
 - Any new designated spaces beyond Vance and Horton must be 100 feet from restaurants; Board may revisit locations if conflicts arise.
- **Rationale:** Provides structure, balances vibrancy with business impacts, and ensures equitable vendor access.
- **Implications:** Requires Town oversight, scheduling, and enforcement.

STAFF REPORT
ORDINANCE 2026-12
MOBILE FOOD VENDOR
JANUARY 5, 2026

Additional Considerations

Clarify the Problem: As policy goals are refined, the Town Board may wish to revisit a central question: *What challenge are we trying to solve?* Depending on the answer, different options may be more suitable.

- **Equity and Business Incubation through a Permanent Rodeo Area:** The Town could explore a dedicated food truck rodeo zone on public property. While requiring capital investment, such a location could incubate and scale small businesses. For example, SmashMasters began as a food truck before transitioning to a brick-and-mortar establishment.
- **Align with the Local Dining Economy:** With several downtown and adjacent restaurants, food truck policy could be designed to complement existing establishments—for example, encouraging partnerships between food trucks and nearby bars or restaurants.

Enforcement

- **Option 1:** Enforcement would focus on ensuring no food trucks operate in the right-of-way.
- **Option 2 (Planning Board's recommended alternative):** Enforcement would ensure compliance with designated spaces, time limits, and permit requirements. Scheduling responsibility would shift to the Town.

Staff will coordinate with the Town Attorney to ensure enforcement respects the economic expectations of existing permit holders until their permits expire.

Staff Recommendation

Both options represent a balance between promoting downtown vibrancy, ensuring accessibility, and effectively managing public space. Staff's only recommendation is that, should the Board of Commissioners elect to expand the maximum number of hours a vendor may operate, such increases be made in increments of four hours to support predictable and manageable scheduling.

Planning Board Recommendation

The Planning Board voted unanimously (5-0) to recommend Option 2, while suggesting further discussion could be had on the maximum number of hours each individual vendor could schedule for operations.

Attachments:

1. Ordinance 2026-12

ORDINANCE 2026-12

Food Truck Text Amendment Article 4

1. Use of an alternate location or date;
2. Modification or elimination of certain proposed activities;
3. Regulation of operating hours and days, including limitation of the duration to a shorter time period than requested or specified in this subsection; and
4. Submission of a performance guarantee to ensure that any temporary use will be removed from the lot or site within a reasonable time and the lot or site will be restored to its former condition.

4.1.2. STANDARDS FOR SPECIFIC TEMPORARY USES

A. MOBILE FOOD VENDORS

1. PURPOSE

This section is designed to provide standards relative to the accessibility, appearance, and safety regarding commercial food vending, as well as to preserve the peace and enjoyment of residences and occupation of a site by a properly licensed business.

2. OPERATIONAL REGULATIONS

- a. A mobile food vendor permit shall be required as provided for herein.
- b. Noncommercial private events held on single-family detached and duplex lots shall not be required to obtain a mobile food vendor permit.
- c. The following activities shall not be required to obtain a mobile food vendor permit provided that all required permits are obtained:
- d. Mobile food vendors that that stop based on customer demand for point of sale service and move to a different location such as an ice cream truck or similar operation.
- e. Mobile food vendors operating as part of a Town of Zebulon sponsored event, provided that all required permits are obtained, if applicable, and that the mobile food vendor:
 - i. Is not open to the public, such as outdoor weddings and employee parties;
 - ii. Is located on a site with a single user and/or tenant; and,
 - iii. Noncommercial private events held on single-family detached, duplex lots, or common space owned by a home owners association, if applicable, the mobile food vendor:
 1. Is not open to the public, such as outdoor weddings, employee parties and homeowner association events;
 2. Is located on a site with a single user/ or tenant;
 3. Will not make, cause, or allow the making of any noise or sound which exceeds the limits set forth in the Town of Zebulon's Code of Ordinances, as may be amended from time to time, and will not generate adverse traffic, or other nuisance impacts on adjacent properties.
- f. Permits, unless sooner suspended or revoked, shall be valid for no longer than one year expiring at the end of the calendar year.
- g. Permit certificates shall be attached to the mobile food vendor unit where they are readily visible and shall include the name, mailing address, and valid phone number of the mobile food vendor unit owner and shall list the addresses and parcel identification numbers where the permit is valid.
- h. Routine inspections may be conducted by local inspectors on each mobile food unit at any time and at any frequency deemed appropriate by the Town.
- i. Any mobile food vendor unit that has a suspended or revoked permit by the State of North Carolina and/or Wake County, and on a subsequent inspection, a State of North Carolina and/or Wake County Inspector determines that the mobile food vendor has not corrected the violation(s), shall have its Town-issued mobile food vendor permit revoked and food service shall cease in the Town.
- j. A permit issued under this section is not transferable.

3. STANDARDS

The following standards shall apply to all mobile food vendor permits, unless exempt above:

- a. No products shall be sold from any mobile food vendor unit which is stopped, standing, or parked in any public street, right-of-way, or easement, nor shall the mobile food vendor impede the flow of traffic or pedestrians on the sidewalk, **except for that Mobile Food Vendors may operate along Vance and Horton Street in a manner consistent with 4.1.2.3.d.**
- b. Mobile food vendor units are prohibited on all parcels used for residential purposes as designated on the Official Zoning Map or on the grounds of any government office, facility, public park, recreation area, or other similar public land within the Town, which is under the control, operation, or management of the Town, except as otherwise allowed in this section or by law.
- c. **Except as described otherwise in this section**, mobile food vendors are allowed within the Town's planning jurisdiction so long as the mobile food vendor unit is located on private property designated and used for commercial, industrial, or nonresidential purposes, subject to the following conditions:
 - i. Mobile food vendors shall not provide customer seating.
 - ii. No display areas, merchandise, or stored items in association with the vendor or those associated with the principal use on the property, which are displaced due to the vending activity, shall encroach onto any public street, right-of-way, or easement, or onto any adjacent private property without express permission from that property owner.
 - iii. The mobile food vendor shall set up and locate the vehicle, wares, and/or any associated displays in accordance with the principal structure setback requirements of the district where located.
 - iv. The mobile food vendor sales area shall not exceed more than two parking spaces or six hundred square feet in area, whichever is greater. However, at no time may the required number of parking spaces for the principal use of the property be rendered nonconforming due to vendor use.
 - v. The mobile food vendor unit shall not interfere with required parking, loading and unloading spaces or the vehicular access to those spaces for the principal use.
 - vi. The mobile food vendor unit shall not block, damage, or interfere with required landscaping, buffers, or stormwater drainage systems on the subject property.
 - vii. During periods of nonuse, mobile food vendor equipment must remain locked and secured, unless otherwise required by the State of North Carolina or Wake County.
 - viii. The mobile food vendor shall be prohibited from selling or distributing any type of glass container with the exception of sealed prepackaged nonalcoholic beverages such as sodas or juices.
 - ix. Amplified music or other sounds from any mobile food vendor unit for the purposes of vending products is prohibited.
 - x. All mobile food vendors shall operate in compliance with Title IX: General Regulations, Chapter 97: Noise, of the Town Code of Ordinances.
 - xi. Mobile food vendors shall be prohibited from discharging fat, oil, grease, or waste water into the sanitary sewer system. Waste shall be properly stored and disposed of at a properly designated location.
 - xii. Each mobile food vending unit shall be equipped with adequate trash receptacles and shall be responsible for the proper disposal of solid waste from the site daily without using public waste receptacles. All disturbed areas must be cleaned following each stop at a minimum of 20 feet of the sales location.
 - xiii. Each mobile food vending unit shall be equipped with at least one fire extinguisher with a minimum of a 2A-10-BC rating.

-
- xiv.** Vinyl wrapping, decals, stickers, painted text and/or graphics, and menu boards affixed to the mobile food vendor unit shall not count towards the maximum aggregate sign area.
- d.** When operating within the Town designated areas within the Right-of-way the following rules and standards must be followed in addition to any of the items listed above in section 4.1.2.a.3.c:
- i.** Mobile food vendors may only be parked in the posted spots during their allotted time
 - ii.** Mobile food vendors will only be permitted to operate between 10 AM and 2 PM on Monday – Thursday and between 10 AM and 10 PM on Friday – Sunday
 - iii.** A single mobile food vendor cannot operate within the Right-of-Way more than 16 hours in a single month, and not more than 1 Friday, Saturday, or Sunday a month.
 - iv.** Available time slots will be decided by the Planning Director and may change with their discretion. The operating time will not exceed what is listed in this section of the ordinance
 - v.** Mobile food vendor operating in the Right-of-way may not have any equipment free-standing outside of the truck (i.e. Signage, tables, chairs, etc.)
 - vi.** If a mobile food vendor is found to be operating outside of the designated area or their allotted time enforcement action may be taken (Mobile Food Vendor Enforcement 4.1.2.A.4)
 - vii.** Any mobile food vendor hoping to operate within the designated Town Right-of-way areas must obtain a mobile food vendor permit (operating in the Right-of-Way) from the planning department; The following items will need to be included in the application
 - 1.** Certificate of Insurance through an insurance carrier authorized or eligible to do business in the state of North Carolina for any damage to the public right-of-way and for any damages which the Town might incur liability because of property damage or personal injury arising from the use of the public right-of-way. The minimum liability limit of the policy shall be \$1,000,000.00. The Town of Zebulon shall be listed as an additional insured as its interests may appear on all Certificates of Insurance. The Certificate Holder must read as follows: Town of Zebulon 1003 N Arendell Ave, Zebulon, NC, 27597
 - 2.** The vendor shall sign a statement that hold the Town, its officers, councilors, and employees harmless and indemnify them for any loss, liability, damage, and costs/expenses associated with its operations by executing an Indemnity Agreement.
 - viii.** When determining the location of the designated spots the following requirements will be considered
 - 1.** Spots should be 100 ft from an established restaurant. If a restaurant opens within 100 ft of an existing designated spot the Board of commissioners may reconsider the spot within 6 months of the businesses opening.
 - ix.** The following locations have been established as designated spots may be marked accordingly as determined by the planning director
 - 1.** Specific spots on W. Horton St between N. Arendell and N. Church St
 - 2.** Specific sports on W. Vance St between N. Arendell and N. Church St

4. ENFORCEMENT

The following provisions may be enforced by the Police Department and the Planning Department.

a. FINE FOR VIOLATION

Any mobile food vendor licensee operating in violation of any provision within this section or any other rules and regulations may be subject to a fine in accordance with Article 8: Enforcement. Each day of violation shall constitute a separate offense for purposes of the penalties and remedies specified in this Ordinance.

b. REVOCATION, SUSPENSION, MODIFICATION

- i. The Board of Commissioners may modify a mobile food vendor license, including an approved location:
 1. At any time before the issuance of a mobile food vendor license;
 2. If after the issuance of such license, for cause, after reasonable notice to the licensee of the grounds for the proposed modification and the time and place of the hearing regarding such proposed modification; or
 3. By request of the licensee.
- ii. The Board may suspend, revoke, or decline to renew a mobile food vendor license for cause, after reasonable notice to the licensee of the grounds for the proposed action and the time and place of the hearing regarding such proposed action.

B. OUTDOOR SEASONAL SALES

1. PURPOSE

The purpose of this section is to prevent the unrestricted proliferation of open-air sales events within the town and to protect those businesses and food services that operate from within principle buildings at permanent locations in accordance with the law.

2. EXEMPTIONS

Sale of the following products or services are exempted from these standards.

- a. The sale or display of fruits, vegetables, other farm or homemade products produced by the person offering them for sale in a commercial zoning district with the permission of the property owner;
- b. The sale or display of goods or merchandise (not including food or food products) by a person, partnership, corporation or other entity at a particular location if the sale or display of like or same items is conducted in association with the party's sale or display of goods or merchandise at the same location from or in a principle building that is regularly entered by the general public for the transaction of business. The items to be sold are limited to the same items that are sold inside the establishment, such as toys, clothing, furniture and outdoor equipment.
- c. Any nonprofit group, charitable or civic organization that conducts open-air sales on either their own property or on other business property for charitable or other fund-raising purposes.
- d. Vendors at special events, such as the Christmas Parade, Arts in the Park and the like selling goods only for that event. Food vendors will need to obtain a permit from the Wake County Health Department.
- e. Seasonal sales of Christmas trees, pumpkins, and similar products.

Adopted this the 5th day of January 2026.

SEAL

Jessica Harrison – Mayor

Jeremy Crawford – Town Clerk

Topic: CFAP Grant for NE SmartRide
Speaker: Cate Farrell, Senior Planner
From: Matthew Lower, Planning Director
Prepared by: Cate Farrell, Senior Planner

Background

In 2020, the Federal Transit Administration (FTA) awarded Wake County an Integrated Mobility Innovation (IMI) grant to launch the Northeastern Wake County Rural Microtransit Service. Wake County identified the areas surrounding Wendell, Rolesville, and Zebulon as the boundaries of the pilot project.

The NE SmartRide Microtransit program provides on-demand, shared-ride, point-to-point transportation within the service area. Federal funding for the pilot program ended at the close of FY 2024.

In 2023, the Towns of Knightdale, Wendell, and Zebulon applied for funding to continue the NE SmartRide program. The program has been funded through the Capital Area Funding Program (CFAP) administered by the Capital Area Metropolitan Planning Organization (CAMPO) for FY 2025 and FY 2026, with a 50/50 local match requirement. The towns are currently partnered with GoWake to operate and administer the program.

Beginning in FY 2027, CFAP grant requirements will change. The new funding structure allows for a 65% CAMPO / 35% local match. Additionally, total program costs have increased since the original 2023 funding application.

Discussion:

Discuss the authorization of staff to apply for the CFAP grant for an increased local match to keep the existing program funded.

Policy Analysis:

The service is consistent with the Town's Comprehensive Transportation Plan (CTP). Rural Microtransit and the Northeast SmartRide is specifically called out in the CTP on page 46.

Fiscal Analysis:

The estimated total cost of the program for FY 2027 is \$1,397,000. The requested CFAP amount of \$908,050 represents 65% of the total cost, leaving a 35% local match to be shared among participating partners.

At this time, staff are still seeking clarification on how the local match would be allocated among the three towns and Wake County. Two potential funding scenarios are outlined below:

Option 1: Equal Split

Under an equal split scenario, the 35% local match would be divided as follows:

- Wake County: **22%** – \$107,569
- Zebulon: **26%** – \$127,127
- Wendell: **26%** – \$127,127
- Knightdale: **26%** – \$127,127

Option 2: Proportional Split (Based on Prior Usage)

Under a proportional split scenario, the local match would be allocated based on historical ridership data:

- Wake County: **22%** – \$107,569
- Zebulon: **35%** – \$171,133
- Wendell: **30%** – \$146,685
- Knightdale: **13%** – \$63,564

Staff Recommendation:

Staff recommends adopting Resolution 2026-XX to pursue the CFAP grant

STAFF REPORT
ORDINANCE 2026-19 & ORDINANCE 2026-20
LITTLE RIVER PARK – PHASE 1
CONSTRUCTION BID AWARD
JANUARY 5, 2026

Topic: Little River Park - Phase 1 – Construction Bid Award

Prepared by: Nick Rummage, Parks & Grounds Superintendent
Sheila Long, Parks & Recreation Director
Bobby Fitts, Finance Director

Presented by: Sheila Long, Parks & Recreation Director

Approved by: Taiwo Jaiyeobo, Interim Town Manager

Executive Summary:

The Board of Commissioners will consider bids for the construction of Little River Park – Phase 1 and appropriation of funds to complete construction.

The actions before the Board include the following:

1. Appropriate additional construction funding by allocating \$286,000 from General Fund to the Little River Park Capital Fund
2. Award the construction bid to the lowest, responsive, responsible bidder – *G&G Builders at \$1,754,558.05*
 - a. Or reject all bids and readvertise at a later date (not recommended).

Background:

The 2021 Play Zebulon Parks and Recreation Master Plan identified Little River Park, through significant public input, as a current asset that was highly valued and received a great deal of support for future development.

Following adoption of Play Zebulon, staff undertook a site master planning process for Little River Park in the spring of 2022. This plan, ultimately adopted by the Board of Commissioners later that year, included additional public input that resulted in a phased conceptual site plan for the development of the entirety of both parcels that comprise Little River Park. With Board approval in 2023, staff applied for and were awarded \$500,000 in grant funding from the State of North Carolina, by way of the Parks and Recreation Trust Fund (PARTF), to go towards the first phase of development.

Following award of the PARTF grant funding in late 2023, staff immediately moved into the process of getting full construction designs completed. Following a competitive Request for Qualifications process, engineering and design firm, Benesch, was contracted to complete the designs, permitting, bidding, and construction administration for phase 1 of Little River Park in the summer of 2024.

The construction drawings were completed and all final permits received in early November 2025, which moved the project into the bidding phase. The project was initially posted for bids on Thursday, November 20, 2025, and advertised in accordance with all



STAFF REPORT
ORDINANCE 2026-19 & ORDINANCE 2026-20
LITTLE RIVER PARK – PHASE 1
CONSTRUCTION BID AWARD
JANUARY 5, 2026

NC General Statutes to include general circulation and minority-based newspapers, digital postings, and direct contacting of local contractors. Advertising locations include the below:

1. Town of Zebulon Website – Thursday, November 20, 2025
2. Direct Contact to 18 area general contractors – Thursday, November 20, 2025
3. News and Observer – Friday, November 21, 2025
4. The Triangle Tribune – Sunday, November 23, 2025

A mandatory pre-bid meeting was held at 11:00 AM on Thursday, December 4, 2025, at the Little River Park parking lot on Water Plant Road. Seventeen (17) firms attended the mandatory meeting.

Fiscal Analysis:

Bids were received from nine (9) contractors on December 18, 2025, at the Zebulon Municipal Complex. The low bid received was from G&G Builders, Inc. at \$1,754,558.05. The project was estimated at \$1.55 million to be fully constructed.

The project came in over budget, due to increased construction costs and changes required during the permitting process. Bid details are available in the attachments.

The Town originally allocated \$785,000 towards this project as part of a match for the PARTF grant. During the FY26 budget, an additional \$350,000 was allocated when it became apparent that initial cost estimates from 2022 would be higher than anticipated. Designs and construction drawings were completed in the fall of 2025,

Including the \$500,000 reimbursement PARTF grant, currently \$1,635,000 has been allocated for this project. To date, \$142,522.85 has been expensed in design and permitting fees with \$48,673.50 having been reimbursed from PARTF. The current balance in the account is \$1,541,150.65. \$286,000 will be required to issue the contract for construction of Little River Park Phase 1.

Budget Breakdown:

	Firm/Item	Scope	Cost
1	G&G Builders – Prime Contractor	Construction	\$1,424,341.00
2	Restroom/Shelter Allow. – Third Party		\$256,000
3	Construction Testing Allow. – Third Party	Testing/Lab Work	\$3,000.00
4	Construction Contingency - 5%	Unforeseen items	\$71,217.05
5	Project Board	Project Communication	\$500.00

STAFF REPORT
ORDINANCE 2026-19 & ORDINANCE 2026-20
LITTLE RIVER PARK – PHASE 1
CONSTRUCTION BID AWARD
JANUARY 5, 2026

	Total Estimated Construction costs	\$1,754,558.05
	Balance of Design/Construction Admin. Contract	\$28,981
	Recommended Budget Amount	\$1,784,000
	Remaining Allocated Town Funds	\$998,196
	Received Partf	48,673.50
	Awarded Partf (Pending Reimbursement)	451,326.50
	Remaining Balance	\$1,498,196
	Shortfall (Funds Needed)	(\$285,804)

Policy Analysis:

The Little River Park – Phase 1 project is consistent with the following plans and goals:

- *Town of Zebulon Parks and Recreation Master Plan*: Identifies Little River Park as a project with high priority among the community for development.
- *Town of Zebulon Comprehensive Land Use Plan*: Consistent with aligning land use and growing smart to meet the needs of a well-connected community.
- *Zebulon 2030 Strategic Plan*: Consistent with small-town life by enhancing and creating more community gathering spaces.

Staff Recommendation:

- 1) Staff recommends approval of General Fund Ordinance 2026-19 and Capital Project Budget Ordinance 2026-20 to fund the construction of the project.
- 2) Staff recommends awarding the contract to G&G Builders as it provided the lowest, responsive, responsible bid to perform the scope of work. The contractor has met all the bid requirements, including providing the bid bond. The contractor has verified that it did make Good Faith Efforts to include minority business participation by submitting form MBE-5 and subsequent supporting documentation. The prime contractor and its subcontractors are properly licensed with the State of North Carolina. Staff have conducted an item-by-item review of the bids and concluded that G&G Builders has properly prepared its bid with no irregularities and no questionable prices. See attached bid summary and detailed bid tabulations.

Attachments:

- 1) Detailed Bid Tabulation
- 2) Engineer Letter of Recommendation
- 3) Budget Ordinance – 2026-19 (General Fund)
- 4) Budget Ordinance – 2026-20 (Little River Park Capital Project Fund)

Little River Park - Phase 1
Zebulon, NC
Bid Date: December 18 at 2:00 P.M.
Bid for Single Prime

Contractor	License No.	5% Bid Bond	MBE Forms	Addenda		Base Bid	5% Contingency	Construction Testing Allowance	Restroom/Shelter Allowance	Total Bid
				1	2					
G&G Builders	8912U	X	X	X	X	\$1,424,341.00	\$71,217.05	\$3,000.00	\$256,000.00	\$1,754,558.05
HG Reynolds	14149	X	X	X	X	\$1,558,000.00	\$77,900.00	\$3,000.00	\$256,000.00	\$1,894,900.00
Clancy and Theys	2077	X	X	X	X	\$1,585,000.00	\$79,250.00	\$3,000.00	\$256,000.00	\$1,923,250.00
Harrod and Associates	32791	X	X	X	X	\$1,641,000.00	\$82,050.00	\$3,000.00	\$256,000.00	\$1,982,050.00
Bar Construction	7973	X	X	X	X	\$1,835,000.00	\$91,750.00	\$3,000.00	\$256,000.00	\$2,185,750.00
Engineered Construction	30010	X	X	X	X	\$2,055,000.00	\$102,750.00	\$3,000.00	\$256,000.00	\$2,416,750.00
Muter Construction*	69738	X	X	X	X	\$2,286,000.00	\$114,300.00	\$3,000.00	\$256,000.00	\$2,660,000.00
Allen Grading	36649	X	X	X	X	\$2,385,000.00	\$119,250.00	\$3,000.00	\$256,000.00	\$2,763,250.00
Hollins Construction	69738	X	X	X	X	\$2,890,420.00	\$144,521.00	\$3,000.00	\$256,000.00	\$3,293,941.00

*Muter Construction appears to have calculated their total base bid incorrectly.

I hereby acknowledge that this is a true and accurate tabulation of bids received for Little River Park - Phase 1 December 18, 2025 at 2:00 P.M..

Joe Pung, PLA
Alfred Benesch & Company
8000 Regency Parkway, Suite 110
Cary, NC 27518



December 19, 2025

Mr. Nick Rummage, CPRP, CPSI
Parks and Grounds Superintendent
Town of Zebulon
1003 North Arendell Avenue
Zebulon, NC 27597

RE: Little River Park – Phase 1
Bid Recommendation

Dear Nick:

We have reviewed the bids and investigated the license requirements for the bidders for the Little River Park – Phase 1. On that basis and discussions with Town staff, we recommend that the Town negotiate and execute a single prime general construction contract with the apparent low bidder, G&G Builders of Wendell, Inc.

The following award scenario is proposed below for consideration:

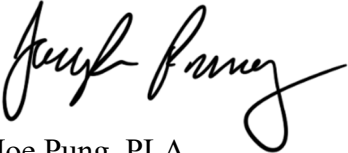
Award

Base Bid:	\$1,424,341.00
Construction Testing Allowance	\$3,000.00
Restroom/Shelter Allowance	\$256,000.00
General Contingency:	\$71,217.05
Total Bid:	\$1,754,558.05

It is our understanding that the Town will discuss this award scenario and issue a construction contract for this amount to G&G Builders.

We appreciate the opportunity to assist the Town through this phase of work and look forward to the start of construction in the near future. Please contact me if we can provide any additional information about this bid.

Sincerely,



Joe Pung, PLA
Project Manager

ORDINANCE 2026-19

BE IT ORDAINED by the Board of Commissioners of the Town of Zebulon, that pursuant to North Carolina General Statutes 159-15, the following amendment be made to the annual budget ordinance for the fiscal year ending June 30, 2026.

Section 1. To amend the General Fund budget as follows:

	INCREASE	DECREASE
REVENUES		
Fund Balance Appropriated	\$286,000.00	
EXPENDITURES		
Parks & Recreation – Transfer to Little River Park CP Fund		286,000.00

Section 2. Copies of this amendment shall be furnished to the Town Clerk, and to the Budget Officer, and to the Finance Officer for their direction.

Adopted: January 5, 2026

Effective: January 5, 2026

Jessica Harrison - Mayor

ATTEST:

Jeremy Crawford – Town Clerk

ORDINANCE 2026-20

BE IT ORDAINED by the Board of Commissioners of the Town of Zebulon, that pursuant to North Carolina General Statutes 159-15, the following amendment be made to the annual budget ordinance for the fiscal year ending June 30, 2026.

Section 1. To amend the **Little River Park Capital Project Fund** budget as follows:

	INCREASE	DECREASE
REVENUES		
Transfer from General Fund	\$286,000.00	
EXPENDITURES		
Phase 1 Master Plan Implementation	286,000.00	

Section 2. Copies of this amendment shall be furnished to the Town Clerk, and to the Budget Officer, and to the Finance Officer for their direction.

Adopted: January 5, 2026

Effective: January 5, 2026

Jessica Harrison, Mayor

ATTEST:

Jeremy Crawford –Town Clerk

Topic: FY 2026 Monthly Financial Report Addendum

Executive Summary:

A monthly report summarizing the status of the Town's revenues and expenditures.

Background:

The attached financials are a summary of revenues and expenditures to date. These monthly reports are provided to inform the Board of revenue and expenditure trends throughout the year. The enclosed statements are through December 17, 2025.

Information:

Expenditures

With approximately 5 ½ months into Fiscal Year 2026 expenditures complete, the Town has spent approximately 47% (~ \$15,903,368) of its General Fund budget of \$34,101,838. Note the larger, early year expenditures (e.g., vehicle and equipment purchases, debt service payments, property & liability and workers compensation premiums) have been paid. Descriptions of some early revenue activity are provided below.

Revenues

- Property Tax (the Town's largest revenue stream)
 - + FY 2026 collections: \$7,954,928 collected to date (~ 52% of budget).
 - + Observations:
 - # 14.68% more than collected last fiscal year (\$6,936,649).
 - # Four months of vehicle taxes have been collected for FY 2026.
- Sales Tax (second largest revenue stream)
 - + September's sales (reports lag 3-months):
 - # \$38,209 (17.9%) more collected than last September for all sales tax.
 - # \$16,158 (16.7%) more collected than last September for "local" sales tax.
 - # "Local" sales tax (Article 39) is generated within, and returns to, Wake County.
 - # For every \$100,000 in local sales, \$3.79 comes back to the Town of Zebulon.
- Utilities Sales Tax (5% of revenue stream): first quarterly disbursement received December 15.
- Permits & Zoning
 - + \$98,052 collected total (39% of budgeted revenues (\$250,000))
 - + 29% less than what was collected this time last fiscal year (\$139,902).
- Parks & Recreation
 - + \$99,120 collected total (63% of budgeted revenues (\$157,500))
 - + 19% more than what was collected this month last fiscal year (\$83,195).

- Transportation Impact Fees
 - + \$159,895 collected to date in FY 2026
 - + 20.1% less than what was collected last fiscal year (\$201,631).
 - + Revenue placed in reserve for transportation projects to be spent within 10 years
- Recreation Impact Fees
 - + \$1,071,000 collected to date in FY 2026
 - + 71.6% more than what was collected last fiscal year (\$624,000).
 - + Collections since inception of fee (January 2022) ~ \$6,680,000

Policy Analysis: N/A

Financial Analysis: Budgeted revenue in FY 2026 is \$34,101,838 while year to date revenue collected is \$12,723,469 (37% of budgeted). Budgeted revenue includes \$9,455,308 Fund Balance.

Staff Recommendation:

No staff recommendation or Board action is necessary. These are informational only.

Attachments:

1. General Fund Fiscal Year 2026 Expenditure Statement and Revenue Statement (as of December 17, 2025)
2. Sales Tax Collection Report – FY 2026



TOWN OF ZEBULON

Revenue Statement: 2025 - 2026

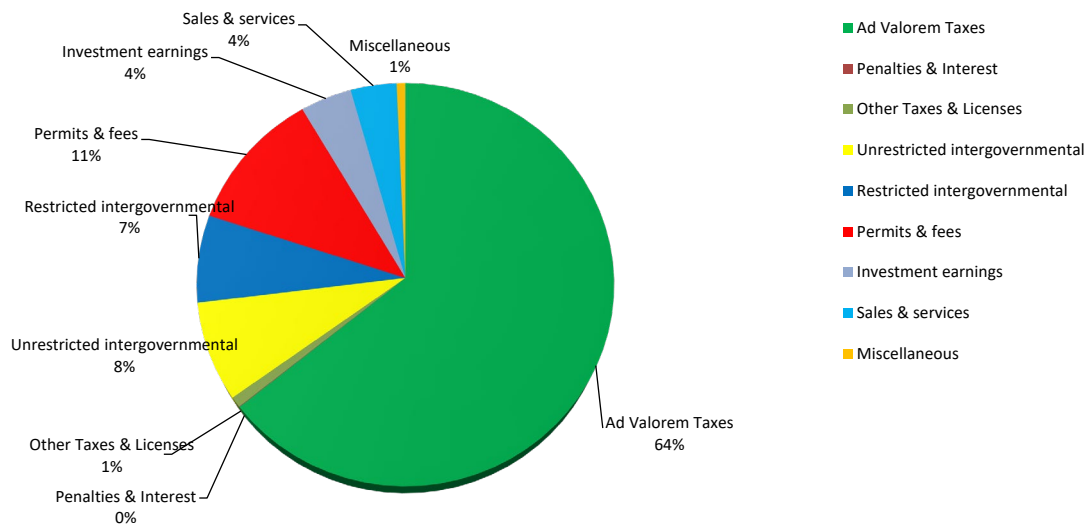
for Accounting Period 6/30/2026

GENERAL FUND

As of 12/17/2025

Revenue Categories	Estimated Revenue	Revenue YTD	% Collected	% of Total Revenue YTD
Ad Valorem Taxes	\$ 15,370,500.00	\$ 8,168,912.82	53.1%	64.2%
Penalties & Interest	\$ 27,500.00	\$ 5,573.73	20.3%	0.0%
Other Taxes & Licenses	\$ 250,500.00	\$ 107,900.00	43.1%	0.8%
Unrestricted intergovernmental	\$ 3,698,000	\$ 1,011,258.11	27.3%	7.9%
Restricted intergovernmental	\$ 2,371,700	\$ 891,662.72	37.6%	7.0%
Permits & fees	\$ 682,500.00	\$ 1,457,977.50	213.6%	11.5%
Investment earnings	\$ 700,000.00	\$ 524,174.64	74.9%	4.1%
Sales & services	\$ 1,464,200.00	\$ 467,193.12	31.9%	3.7%
Miscellaneous	\$ 81,630.00	\$ 88,816.70	108.8%	0.7%
Fund Balance Appropriated	\$ 9,455,308.00	\$ -	0.0%	0.0%
Total Revenues	\$ 34,101,838.00	\$ 12,723,469.34	37.3%	100%

Town of Zebulon General Fund % of Total Revenue To Date - FY 2026





TOWN OF ZEBULON
 Expenditure Statement:2025 - 2026
 for Accounting Period 6/30/2026
 GENERAL FUND

As of 12/17/2025

<u>Dept #</u>	<u>Department</u>	<u>Approp Amount</u>	<u>Expenditure YTD</u>	<u>% Exp.</u>
410	GOVERNING BODY	\$1,031,600	\$390,586	37.9%
420	FINANCE	\$766,350	\$343,299	44.8%
430	HUMAN RESOURCES	\$616,450	\$214,786	34.8%
440	ADMINISTRATION	\$741,220	\$211,953	28.6%
450	INFORMATION TECHNOLOGY	\$811,450	\$410,453	50.6%
470	STADIUM	\$109,760	\$14,143	12.9%
490	PLANNING AND ZONING	\$1,302,320	\$440,985	33.9%
500	PUBLIC WORKS-PROPERTY & PROJECT MGMT	\$1,818,500	\$732,434	40.3%
510	POLICE	\$5,658,384	\$2,332,745	41.2%
520	PUBLIC WORKS-OPERATIONS	\$6,497,700	\$1,846,086	28.4%
530	FIRE	\$5,392,134	\$2,901,432	53.8%
570	POWELL BILL	\$261,000	\$1,045	0.4%
590	STORMWATER	\$297,350	\$72,321	24.3%
620	PARKS & RECREATION	\$7,475,320	\$5,803,549	77.6%
690	COMMUNITY & ECONOMIC DEVELOPMENT	<u>\$1,322,300</u>	<u>\$187,550</u>	14.2%
Total Expenditures		\$34,101,838	\$15,903,367	46.6%

Sales Tax

FY 2026

Month	Article 39 (1) *	Article 40 (1/2)	Article 42 (1/2)	Article 44 (1/2)	City Hold Harmless	FY 26 Totals	Prior Year (FY 2025)	% Inc (Dec) from Prior Yr
July	\$ 100,041	\$ 44,116	\$ 50,300	\$ (1)	\$ 37,081	\$ 231,536	\$ 215,463	7.5%
August	\$ 110,859	\$ 47,582	\$ 55,766	\$ (0)	\$ 38,978	253,184	\$ 221,569	14.3%
September	112,930	45,977	56,763	0	36,099	251,768	\$ 213,559	17.9%
October	-	-	-	-	-	-	\$ 219,948	-100.0%
November	-	-	-	-	-	-	\$ 225,778	-100.0%
December	-	-	-	-	-	-	\$ 259,899	-100.0%
January	-	-	-	-	-	-	\$ 187,830	-100.0%
February	-	-	-	-	-	-	\$ 188,545	-100.0%
March	-	-	-	-	-	-	\$ 242,340	-100.0%
April	-	-	-	-	-	-	\$ 233,223	-100.0%
May	-	-	-	-	-	-	\$ 228,145	-100.0%
June	-	-	-	-	-	-	\$ 244,895	-100.0%
Total	\$ 323,829	\$ 137,674	\$ 162,829	\$ (2)	\$ 112,157	\$ 736,488	\$ 2,681,194	13.2%

FY 2025

Month	Article 39 (1) *	Article 40 (1/2)	Article 42 (1/2)	Article 44 (1/2)	City Hold Harmless	FY 25 Totals	Prior Year (FY 2024)	% Inc (Dec) from Prior Yr
July	\$ 94,211	\$ 40,449	\$ 47,301	\$ (7)	\$ 33,509	\$ 215,463	\$ 204,776	5.2%
August	95,790	42,199	48,135	(1)	35,446	221,569	\$ 215,045	3.0%
September	96,772	38,590	48,593	(1)	29,605	213,559	\$ 202,153	5.6%
October	97,156	40,855	48,796	(1)	33,142	219,948	\$ 206,484	6.5%
November	97,689	43,039	49,116	0	35,934	225,778	\$ 218,921	3.1%
December	117,643	46,802	59,099	0	36,354	259,899	\$ 237,799	9.3%
January	80,572	36,330	40,531	(2)	30,399	187,830	\$ 186,226	0.9%
February	81,025	36,245	40,720	(3)	30,557	188,545	\$ 182,092	3.5%
March	106,967	45,127	53,701	(1)	36,547	242,340	\$ 223,970	8.2%
April	102,985	43,231	51,657	0	35,350	233,223	\$ 198,414	17.5%
May	98,413	43,645	49,484	(12)	36,616	228,145	\$ 217,129	5.1%
June	106,896	46,129	53,741	(0)	38,129	244,895	233,544	4.9%
Total	\$ 1,176,119	\$ 502,642	\$ 590,873	\$ (27)	\$ 411,588	\$ 2,681,194	\$ 2,526,551	6.1%

* Net proceeds of the Article 39 tax are returned to the county of origin.

Monthly Summary of Sales Tax Collected

