



Town of Clayton
Town Council Regular Meeting Minutes
Monday, March 16, 2026 at 6:00 PM
Council Chambers, Town Hall
111 E. Second Street

Pursuant to N.C. General Statute § 143-318.10(e), these minutes provide a general summary of the Town Council meeting and do not represent a verbatim transcript. A complete video recording of this meeting is available for public access on the Town of Clayton's official YouTube channel: <https://www.youtube.com/user/TownofClaytonNC>.

Council Present:

Mayor Pro Tem Andria Archer
Council Member Ruth Anderson
Council Member Porter Casey
Council Member Amanda Underwood
Council Member Gretchen Williams

Council Absent:

Mayor Jody McLeod

Staff Present:

Rich Cappola, Town Manager
Jim Cauley, Town Attorney
Heidi Holland, Town Clerk
Dolores Gill, Chief of Staff and Strategic Initiatives
Greg Tart, Police Chief
David Ranes, Fire Chief
Robert McKie, Finance Director
Lydia Davis, Communication and Marketing Specialist
Kinsey Holton, Assistant Engineering Director
Joe Stallings, Economic Development Director
Conrad Olmedo, Planning Director
Joshua Baird, Water Resources Director
Robert Tate, Senior Planner
Lori Bryant, Planner I
Shannon Poole, Project Controls Specialist
Shaun Mizell, Procurement, Contracts, and MWBE
Manager

1. CALL TO ORDER

- a. Call to Order

Mayor Pro Tem Archer called the meeting to order at 6:00 p.m.

- b. Pledge of Allegiance

Mayor Pro Tem Archer led the Pledge of Allegiance.

- c. Invocation

Council Member Williams provided the Invocation.

2. ADJUSTMENT OF THE AGENDA

- a. Adjust or Adopt Agenda as Presented

Mr. Cappola made a note on the following item:

6a. 2025-41-CZM Arbors at East Village Ph II: Type 3 Conditional Rezoning

He stated the applicant for this item has requested to continue it to the April 20, 2026 meeting. Staff would open the public hearing as noticed and immediately table the item to April 20, 2026. He stated for anyone in the audience here tonight for that item, it would not be fully discussed.

Adoption of Agenda

Result:	Passed 5-0
Mover:	Porter Casey
Seconded:	Ruth Anderson
Yes:	Andria Archer, Ruth Anderson, Porter Casey, Amanda Underwood, Gretchen Williams
No:	None
Absent:	Jody McLeod

3. CONSENT AGENDA

- a. Minutes
 - February 25, 2026 Council Retreat Day 1
 - February 26, 2026 Council Retreat Day 2
 - March 2, 2026 Work Session
 - March 2, 2026 Regular Meeting

Presenter:
Heidi Holland, Town Clerk
- b. Amending Section 9 of the Human Resources Personnel Policy

Presenter:
Kenya Walls, Human Resources Director
- c. Authorizing Sale of Gym Equipment as Surplus Property

Presenter:
Shaun Mizell, Procurement, Contracts, and MWBE Manager
- d. Approval of Resolution to Abandon Existing Public Pedestrian and Utility Easements in Association with the Pritchard Woods (fka Dominion / Clayton Mixed Use) Development

Presenter:
Kinsey Holton, Assistant Engineering Director
- e. Approval of a Resolution Granting Wastewater Treatment Capacity for UNCH Johnston Clayton Hospital Expansion

Presenter:
Kinsey Holton, Assistant Engineering Director
- f. 2026-027-ANX Southwest Public Safety Center: Resolution to Authorize the Clerk to Investigate Sufficiency

Presenter:
Robert Tate, Senior Planner
- f. 2026-032-ANX Jack Road: Resolution to Authorize the Clerk to Investigate Sufficiency

Presenter:

Robert Tate, Senior Planner

- g. 2026-033-ANX Corbett Road:Resolution to Authorize the Clerk to Investigate Sufficiency

Presenter:

Robert Tate, Senior Planner

- h. Municipal Records Retention and Disposition

Presenter:

Heidi Holland, Town Clerk

Adopt Consent Agenda as Presented

Result:	Passed 5-0
Mover:	Porter Casey
Seconder:	Ruth Anderson
Yes:	Andria Archer, Ruth Anderson, Porter Casey, Amanda Underwood, Gretchen Williams
No:	None
Absent:	Jody McLeod

4. ADMINISTRATIVE ITEMS

- a. Clayton4U
 - Capital Projects

Presenter:

Lydia Davis, Communication and Marketing Specialist

Ms. Davis shared the latest episode of Clayton4U which featured Capital Projects.

5. INTRODUCTIONS AND SPECIAL PRESENTATIONS

- a. National Procurement Month Proclamation

Presenter:

Council Member Williams to Present to Procurement

Council Member Williams read the proclamation into the record and presented to our Procurement staff.

- b. 2025 Sustained Professional Purchasing Award (SPPA) from the North Carolina Association of Governmental Purchasing (NCAGP)

Presenter:

Mayor Pro Tem Archer to Present to Procurement

Mayor Pro Tem Archer shared information on this award and presented it to Procurement staff. This award recognizes public agencies across North Carolina that demonstrate excellence in government purchasing through professional development, responsible procurement practices, outreach efforts, and continuous improvement of procurement operations.

- c. World Water Day Proclamation

Presenter:

Council Member Casey to Present to Water Resources

Council Member Casey read the proclamation into the record and presented it to the Water Resources department. Mr. Baird thanked Council for the recognition and took a moment to recognize the department. He stated during the two recent winter storms, he had staff that worked 19 straight days. He also recognized the Electric and Public Works departments.

6. PUBLIC HEARINGS

- a. 2025-41-CZM Arbors at East Village Ph II: Type 3 Conditional Rezoning

Presenter:

Robert Tate, Senior Planner

Mr. Tate stated as Mr. Cappola shared earlier, the applicant requested the public hearing for this item be opened and the item deferred to the April 20, 2026 meeting.

Mayor Pro Tem Archer stated for the record, staff would open the public hearing and immediately defer the item to the April 20, 2026 meeting.

Mayor Pro Tem Archer opened the public hearing and made a motion to defer the item to the April 20, 2026 meeting for further consideration, seconded by Council Member Anderson.

Table to the April 20, 2026 Meeting

Result:	Passed 5-0
Mover:	Andria Archer
Seconder:	Ruth Anderson
Yes:	Andria Archer, Ruth Anderson, Porter Casey, Amanda Underwood, Gretchen Williams
No:	None
Absent:	Jody McLeod

- b. 2026-05-RZ Kenney, Troxler, Yeargan, Tree of Life Properties: Conventional Rezoning

Presenter:

Robert Tate, Senior Planner

Mr. Tate stated this project is a conventional rezoning request for subject parcels from the Johnston County zoning district of agricultural residential to the Town of Clayton residential large lot zoning district. The subject site is approximately 476 acres located along Cornwallis Road and Veterans Parkway. The existing use is largely undeveloped and vacant, but there are some agricultural and residential uses on the site.

Public notices for this project included mailed notices, a legal ad in the newspaper, it was posted on the website, and signs posted on the parcel.

Shared were the current and proposed zoning maps.

This collection of parcels came to Council last year on November 17, 2025 and was effectively adopted for an annexation at the time with an effective date of February 16, 2026. When the annexation became effective, the Town had 60 days to establish zoning on the site. If it was not completed within the 60 days, effectively, little to no zoning regulation could be provided on this site. The applicant is providing and proposing a placeholder, residential large lot zoning district on this site to fulfill and ensure there is zoning on this site. More information on this proposed development would be provided at a later date with a conditional rezoning.

Because the property was recently annexed into the Town, there is no Future Land Use Map or 2045 Comprehensive Growth Plan guidance. With that, this request is inconsistent, however, the surrounding areas are designated as low density residential, which is a similar development pattern you could expect out of this type of zoning proposal. This site is also included in the Gateway 42 Small Area Plan and has some land use designations for Low Density Residential, Complete Communities, and Complete Communities Commercial Area. With the culmination of designations, some residential uses that support neighborhood scale commercial with a focus on connectivity.

This item went to the Planning Board's February 23, 2026 meeting where the board made a recommendation of approval. While there were no requests made by the Planning Board to the applicant, some items did come up in discussion during the public comments that related to density allowed by right, water and sewer agreements, increase in public notice radius, schools, and addressing considerations.

Staff are recommending approval inconsistent with the 2045 Comprehensive Growth Plan but does provide some similar development patterns that exist in the area. If approved tonight, the site would be designated as Low Density Residential and would also need a Future Land Use Map designation.

Mayor Pro Tem Archer stated this has been noted as a public hearing and opened the public hearing to hear from the applicant.

The applicant, Marty Bizzell with Bass, Nixon, and Kennedy Engineers, was present to represent all four properties.

He stated this is a placeholder rezoning and more of a procedural-type thing. This goes back to general statutes that require a zoning to be assigned to the properties within 60 days of the effective date. He stated a majority of these properties are zoned agricultural residential, which is a zoning for Johnston County in which the properties were there before November. He stated that zoning was looked at and compared to the Town of Clayton, although there is not a comparable zoning district in the Town's UDO, they felt the RLL (Residential Large Lot) was very close to that. He stated there are currently no plans to develop these properties with this zoning.

A neighborhood meeting was held on December 18, 2025 and went before the Planning Board, receiving unanimous approval at their February 23, 2026 meeting.

In the future, should these properties be developed, they would request a conditional use zoning with master plan to detail exactly what would be developed on the properties. He stated the proposed rezoning RLL is purely procedural and there are no plans to develop to that.

Council Member Casey asked if this was just a formality right now, correct? Mr. Bizzell stated absolutely. Council Member Casey stated there is residential large lot and rural district, he asked how that didn't fit into play versus the residential large lot. Mr. Bizzell stated Town staff Haley Downey and himself sat down several months ago to discuss this, and they settled on RLL. He stated either one would have probably worked for it especially with the idea of no plans to ever develop to that. He stated the consensus was to go with RLL.

Council Member Casey asked Mr. Bizzell to elaborate on a timeframe for coming to the Planning Board with a conditional zoning at some point. Mr. Bizzell stated he wished he had some specific dates, but right now does not. He stated they have not worked on the master plans yet for these properties and would say it would be several months before it comes back to the Town.

Council Member Casey asked if Mr. Bizzell could let the community know what he expected to maybe see going on with this conditional zoning. Mr. Bizzell stated his comments would be speculative at this point, as it has not been discussed what might go on these properties. Looking at the Gateway 42 Plan, they would be looking to make sure it is consistent with that, which the area is designated as a complete community and would require there to be some residential, maybe some multi-family, and possibly some commercial. He stated they are not sure what the commercial might look like since it is well down south of the intersection.

Council Member Casey asked if this required a neighborhood meeting. Mr. Bizzell stated yes, one was held with approximately 30 people in attendance. Some of the feedback from the meeting included interest in what would go there. He stated there was disappointment they did not have anything to present regarding the development plan at the meeting. Also discussed were water and sewer concerns. It was shared at the meeting that water and sewer were approved through an interlocal agreement that Council approved in November 2025. He stated they discussed NCDOT's proposed improvements to Veterans Parkway and how those improvements may extend down south of Veterans Parkway on Cornwallis Road.

Traffic was also a concern discussed at the meeting. He stated the neighbors were told a TIA would be performed, and they would adhere to the recommendations in the TIA. There has been preliminary work completed on the TIA but far from being finalized.

Council Member Casey stated anything that goes here with some sort of density, he imagined there would be some sort of requirement from the developer to make significant road improvements. Mr. Bizzell stated they fully anticipate there being road improvements required and would adhere to those.

Council Member Casey stated, being RLL, this parcel would have decent density on it, he asked how he came to that decision. Mr. Bizzell stated speaking with his staff, there was the understanding that they would ultimately come in with a conditional with a master plan and are not developing under a general use zoning and, at this point, it's purely a placeholder.

Mayor Pro Tem Archer asked if anyone from the public wished to speak and reiterated that each

speaker has 3 minutes each to speak.

Kevin Sparrow, 223 Creek Drive, shared his concerns about this project and stated how limited information was shared at the neighborhood meeting. He stated he would just like to know what would be going on the properties.

Jim Whislo, 252 Goldfield, asked what is a lot size for a residential large lot? He stated the presentation was very vague and leaves the public with really no idea what is going on there.

Rich Kirkman, Winston Pointe, stated he was concerned there were no questions asked about traffic impacts on services, fire services, schools, and police department. He stated he thinks it would be wise to look into having those studies, so the Town could have a better idea of what to expect with this property in the future.

Matt Medlin, 7112 Kasey Dee Circle, stated he is not opposed to growth or development, but would like to make sure any development that could impact his property, his family, and the Swift Creek watershed would receive review and thoughtful consideration before a decision is made tonight. He shared his concerns about the level of technical information currently available to the Council and the public. His first request of Council tonight is to consider motion four, which is a denial of the rezoning. If Council isn't inclined to vote on motion four, then he would be inclined they delay or continue consideration of this item. He asked if hydrologic or watershed modeling had been performed to assess how the development of this property could affect stormwater runoff behavior downstream properties along Swift Creek. He asked if the Town or applicant evaluated potential impacts to the protected freshwater muscle species known to occur in the Swift Water Creek basin?

Mayor Pro Tem Archer asked if anyone else wished to speak. With no one else wishing to speak, the public hearing was closed and turned over to Council for discussion.

Council Member Casey stated he had a question for Town staff. He understands this is a formality and believes it would be run as a conditional zoning. If they were to actually move forward with residential large lot, because of the size of this property, would a TIA be required? Mr. Tate stated a traffic assessment, at the very least, would be required and, at the time, additional assessments or analysis may be required.

Council Member Casey addressed Attorney Cauley and stated the applicant has said they're going to come in as a conditional zoning. If they wanted to pivot and use residential large lot, that's within their right based on the actions, right? Attorney Cauley stated yes, it would be, the assurance to Council is that this is as conservative a zone as you could put on this property as a placeholder.

Council Member Casey stated this is a placeholder and it would come in for a conditional zoning, so there's going to be a lot more bells and whistles and meetings. This is going to be a long process. He stated this is a formality and part of the reason why he wasn't a fan of outreach rezonings outside of our ETJ. If something is presented that is not adequate to this Council and staff, it could potentially be turned down. He said he has concerns about this because of the challenges.

Council Member Anderson stated she wanted to add to what Council Member Casey said. She

said she has heard the concerns, and they all have those concerns, but this truly is a placeholder, so they have time to make these decisions and consider everything that has been said. This is a placeholder and we would not see anything coming out of the ground in 60/90 days. This item would have to come back to Council and those questions that have been heard, would be expected to be answered.

Mayor Pro Tem Archer stated a TIA is the traffic impact analysis and would be something that would be seen moving forward. She stated she appreciated all the public that came tonight to comment and share their thoughts. She stated all of Council's emails are public and could be found online, and she would love to hear from the public on what they would like to see on this property and things they would like to be taken into consideration. She stated this is a somewhat unusual process for us to have this placeholder zoning, so she understands concerns and confusion around it. She stated she is in favor of this rezoning.

Adoption of Ordinance #2026-03-03 with Motion 2 in the Consistency Statement

Result:	Passed 3-2
Mover:	Ruth Anderson
Second:	Gretchen Williams
Yes:	Andria Archer, Ruth Anderson, Gretchen Williams
No:	Porter Casey, Amanda Underwood
Absent:	Jody McLeod

c. 2025-147-RZ Powhatan Self Storage: Conventional Rezoning

Presenter:
Lori Bryant, Planner I

Ms. Bryant presented a rezoning request going from the split zoning RLL (Residential Large Lot) and CRM (Corridor Commercial) to a more consolidated zoning of CRM (Corridor Commercial). The subject site is 1.34 acres and located east of the intersection of Clayton Boulevard and Powhatan Road. The current use is a self-storage facility and the subject parcel is currently a supporting parking lot for this use.

Shared were the current and proposed zoning maps for the property.

This request is Town initiated to correct existing split zoning on the subject property. In 2023, a special use permit was issued for the building and its associated use. This approval applied only to the portion that is currently zoned as commercial corridor and the Planning Department is now initiating this rezoning to consolidate this zoning district to a more single corridor commercial district.

This request is technical in respect to the zoning only and does not allow for any new development, expansions, or changes to the previous special use permit under the UDC.

The request is consistent with both the Growth Plan 2045 and Future Land Use Map designation for the employment center as it supports an existing developed site and maintains

the land use patterns aligned with employment focused development.

This item was reviewed at the February 23, 2026 Planning Board meeting in which the board made a recommendation of approval to Council; staff recommended approval as well. During the Planning Board meeting, there was discussion about the neighborhood meeting that was held and the property owner's consent. Town staff did conduct a neighborhood meeting in October 2025 to make everyone aware of the initiated request. The owner also signed a consent form allowing town staff to initiate this request on their behalf.

Mayor Pro Tem Archer stated this has been noted as a public hearing. She opened the public hearing and asked if anyone wished to speak. With no one wishing to speak, the public hearing was closed and turned over to Council for their deliberation.

Adoption of Ordinance #2026-03-01 with Motion 1 in the Consistency Statement

Result:	Passed 5-0
Mover:	Gretchen Williams
Secunder:	Porter Casey
Yes:	Andria Archer, Ruth Anderson, Porter Casey, Amanda Underwood, Gretchen Williams
No:	None
Absent:	Jody McLeod

7. QUASI-JUDICIAL HEARINGS

8. OLD BUSINESS

- a. Resolution of Final Award - Walmart Pump Station Abandonment and Gravity Sewer Ext Project

Presenter:

Shannon Poole, Project Controls Specialist

Mayor Pro Tem Archer stated she is recusing herself from this item because her employer is associated with an application related to this item.

Ms. Poole stated on February 16, 2026 Council adopted a resolution authorizing a tentative award of the contract for the Walmart Pump Station Abandonment and Gravity Sewer Extension Project. The final award was contingent upon receiving authority to award from the project's funding agency, North Carolina Division of Water Infrastructure.

On February 19, 2026, the Town received authority to award. Tonight's request is for approval of the resolution of final award to award the contract for the Walmart Pump Station Abandonment and Gravity Sewer Extension Project to Park Construction of North Carolina, Inc. with a total base amount of \$1,183,599 and authorizing the Town Manager to execute the contract and any other associated documents necessary to complete the project.

This project would abandon the existing Walmart Pump Station and replace it with a gravity

sewer extension, which would improve system reliability and reduce long-term maintenance and operational risk.

Attorney Cauley stated the resolution authorizes the contract.

Adoption of Resolution #2026-17

Result:	Passed 4-0
Mover:	Ruth Anderson
Seconded:	Amanda Underwood
Yes:	Ruth Anderson, Porter Casey, Amanda Underwood, Gretchen Williams
No:	None
Absent:	Jody McLeod
Recused:	Andria Archer

9. NEW BUSINESS

10. PUBLIC COMMENTS

David Stamp, 465 Rolling Meadows Drive, stated when the State made the added lane at 42 east, the intersection at East School Road was reconfigured. There is no light there at that road, but they also put in a low concrete median divider at the intersection. He stated at night you cannot see it the median. Mayor Pro Tem Archer stated that is a NCDOT maintained road, but we would notify them about that.

Lauren McCort, President of the Winston Pointe HOA, stated on December 15, 2025 the community began reaching out to the Town regarding several long-standing issues related to the developer. She stated emails were sent to Council and staff with concerns involving the land being turned over to the HOA that contain cluster mailboxes placed in a temporary location years ago that are not ADA compliant. She stated the Town Manager responded to the email stating staff had gathered the necessary documents for the Town Attorney's review and the Town was committed to ensuring everything was in order. That same day, another email was received stating the Town Manager had spoken to the developer, Mr. Stevens, and he had agreed to relocate the mailboxes by January 30, 2026.

She stated over the next several weeks, emails were exchanged with Town staff regarding updates and related concerns. On January 13, 2026, an email was received from the Town Manager stating the developer had been granted a 30-day extension moving the expected installation date to February 28, 2026. She stated since that time, communication has largely stopped. She spoke of further email follow-ups that were sent and voicemails left to the Town with no response.

The goal for coming tonight is to ask for clarity and renewed engagement. The community would like to know where things stand, a current timeline, and how the Town plans to ensure this issue is resolved.

She stated at the March 23, 2026 Planning Board meeting, the board is scheduled to review a rezoning request that would allow the same developer to construct additional townhomes that would be included in the Winston Pointe community. The community respectfully asked Council to consider whether additional developments should be proceeded before the developer fulfills the commitments that remain outstanding within the existing community. She stated tonight the community is asking Council's assistance in helping to move these issues forward. Mayor Pro Tem Archer stated she would get some answers.

Rich Kirkland, 1915 Lower Winston Parkway, stated he is part of the HOA the previous speaker just mentioned. He stated in Phase 3 of the development, it was turned over to the Town's responsibility from Johnston County. Since that time, there have been a lot of infractions on site plan development. He stated the developer has been neglectful in addressing lots of issues that were demanded by the State and the Town. He spoke on these issues and violations. He stated he wished someone could look into these and force the developer to at least bring things up to standard codes.

Mayor Pro Tem Archer asked if someone in the neighborhood could email a list of these issues just mentioned.

Mr. Cappola apologized to the community for them not receiving any responses. He stated this project is complex for the Town being it was approved under the county rules and regulations. When the ETJ expanded, the project became part of the Town's jurisdiction and a plan had to be implemented that did not match or meet the same ordinances and requirements the Town had. Over the years, there have been a lot of translations between what was approved and how the Town currently operates.

Mr. Cappola spoke on the stormwater ponds and outstanding land disturbance permits. He stated to date, the developer has been working with the Engineering Department to get the ponds fully converted and in compliance and permits rectified. Regarding the mail kiosks, the developer has assured the Town he is intending to build it as quickly as the Town could issue permits. Permits were submitted last Friday; part of the delay was the plans for the kiosk associated with the building permit had to be revised since we are in a new building code than when the project was approved 15 years ago. Town staff have been told this is a priority, and he anticipates those approvals are coming any day. Once approved, the developer could move forward with constructing the kiosk in the original planned location. The Town made it clear to the developer we expect it to be completed as soon as the permits are issued, he indicated that is his plan. He spoke about the roadway conditions. Those are NCDOT roads and the Town does not have jurisdiction there but could relay comments to staff at NCDOT.

He stated it was his understanding from the developer that he sold his remaining stake in the project, to be discussed at the March Planning Board meeting, to another developer and any new permits to come through would be from a different entity. The Town would continue to work with the original developer on any outstanding issues.

Lauren McCort asked if the developer would be replacing the current mailboxes with new ones. The current ones are broken. Mr. Cappola stated he would reach out to the developer. She spoke about the deterioration of the roads and stated the last inspection was in June 2025, she asked if the Town had any recommendations for the roads. Mayor Pro Tem Archer stated we

would follow up with her and thanked her for being here tonight to represent the neighbors. Mr. Cappola stated our Engineer and Public Works departments both have regular meetings with NCDOT staff, and we would get that information to them.

11. STAFF REPORTS

- a. Town Manager

Mr. Cappola stated the Town has a summer internship program with several openings ranging from Fire, Police, Budget, and Parks and Recreation. The postings are available on the website.

- b. Town Attorney

Attorney Cauley stated regarding the Cornwallis Road project, there used to be a process where if there was an annexation of unzoned property, it was automatically designated as being the least intensive zoning in a town's repertoire. It may have gone away when 160D was adopted, but we would look into that to see if it is still an option.

- c. Town Clerk
- d. Other Staff

12. OTHER BUSINESS

- a. Mayor and Council Comments

Mayor Pro Tem Archer stated Mayor McLeod is absent tonight because he is at the National League of Cities conference in Washington, DC with a team of elected officials across North Carolina. They would be meeting with FEMA to discuss the needs and recovery of Western North Carolina after the effects of Hurricane Helene. They would also be discussing the restructuring of FEMA to help better support states that have experienced natural disasters. He was invited because he currently serves as the Vice-President of the North Carolina League of Municipalities.

13. CLOSED SESSION

14. ADJOURNMENT

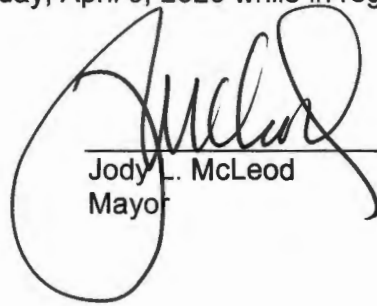
- a. Adjourn

With nothing further, the meeting was adjourned at 7:24 p.m.

Motion To Adjourn

Result:	Passed 5-0
Mover:	Porter Casey
Second:	Gretchen Williams
Yes:	Andria Archer, Ruth Anderson, Porter Casey, Amanda Underwood, Gretchen Williams
No:	None
Absent:	Jody McLeod

Duly Adopted by the Town Council on Monday, April 6, 2026 while in regular session.



Jody L. McLeod
Mayor

ATTEST:

Heidi L. Holland
Heidi L. Holland, MMC, MCCMC
Town Clerk

