



Town of Clayton
Town Council Regular Meeting Minutes
Monday, December 15, 2025 at 6:00 PM
Council Chambers, Town Hall
111 E. Second Street

Council Present:

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

Council Absent:

None

Staff Present:

Jim Cauley, Town Attorney
Heidi Holland, Town Clerk
Lee Barbee, Deputy Town Manager
Greg Tart, Police Chief
David Ranes, Fire Chief
Nathanael Shelton, Communication Director
Conrad Olmedo, Planning Director
Sam Johnson-Phillips, Deputy Town Clerk
Kinsey Holton, Assistant Engineering
Todd Melton, Budget Manager
Todd Riddick, Interim Parks and Recreation
Director
Joe Stallings, Economic Development &
Government Affairs Director
Travis Jessup, Operations Manager

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>

1. CALL TO ORDER

a. Call to Order

Mayor McLeod called the meeting to order at 6:04 p.m.

b. Pledge of Allegiance

Mayor McLeod led the Pledge of Allegiance.

c. Invocation

Mayor McLeod provided the Invocation.

2. ADJUSTMENT OF THE AGENDA

- a. Deputy Town Manager Barbee requested to have item 5a. Clayton Varsity Football Team Recognition - Conference Champs and 7A Eastern Regional Champs removed until January 2026. Town Attorney Cauley stated an email was sent to change some language in item 3a. Budget Amendment - OSBM Grant. The language in the amendment was revised to ensure consistency with the statutory language authorizing the grant.

Adopt or Adjust the Agenda

RESULT:	CARRIED 5-0
MOVER:	Andria Archer
SECONDER:	Ruth Anderson
YES:	Andria Archer, Porter Casey, Ruth Anderson, Gretchen Williams, and Amanda Underwood
NO:	None

3. CONSENT AGENDA

- a. Budget Amendment - OSBM Grant
Presenter: Todd Melton, Budget Manager
- b. Retiree Benefit Stipend Policy
Presenter: Kenya Walls, Human Resources Director

Adoption of Consent Agenda as Presented

RESULT:	CARRIED 5-0
MOVER:	Andria Archer
SECONDER:	Porter Casey
YES:	Andria Archer, Porter Casey, Ruth Anderson, Gretchen Williams, and Amanda Underwood
NO:	None

4. ADMINISTRATIVE ITEMS

5. INTRODUCTIONS AND SPECIAL PRESENTATIONS

- a. Clayton Varsity Football Team Recognition - Conference Champs and 7A Eastern Regional Champs
Postponed to January 2026
Presenter: Mayor McLeod
- b. Clayton Civitan Mighty Comets 2025 EWFL Super Bowl Champion and Clayton Civitan Cheerleaders Recognition
Presenter: Council Member Casey

Council Member Casey congratulated and recognized the Clayton Civitan Mighty Comets, including the cheerleaders and parents. He introduced Head Coach Justin Calhoun, who also addressed the Council. The Mayor and Council then posed for a photograph from the dais.

6. PUBLIC HEARINGS

- a. FY26 Comprehensive List of Fees Amendment #1 Public Hearing
Presenter: Rich Cappola - Town Manager
Todd Melton - Budget Manager

Mr. Melton presented several recommended changes to the FY26 Comprehensive List of Fees, explaining that the list serves as an inventory of fees and charges assessed by the Town for services, permits, applications, programs, and facility rentals.

Mr. Melton updated Council that when the item was initially presented during a Work Session, four service areas were included; however, Community Development has been deferred to January 2026 due to additional noticing requirements.

The following service areas were discussed for recommended fee adjustments: the Fire Department, Parks and Recreation, and the Police Department. The recommended adjustment types include new fees, clarifying language, fee adjustments, and removed fees.

Fire Department

Mr. Melton referenced discussion held during May 5, 2025, Work Session regarding required inspections that must be provided by the Fire Department. Fees have been added to recover costs associated with these required services, which previously had not been collected. The Fire Department now includes the following fees: Fire Inspection Fees, Fire Plan Review Fee, Fire Trade Construction Permit Fee, and Fire Operational Permit Fee.

Police Department

Mr. Melton stated that a new fee has been added for Golf Cart Registration, pending adoption of the related ordinance at this meeting.

Parks and Recreation

Clarifying language has been added regarding facility rentals. Fee adjustments were made to the Clayton High School basketball court rental and the East Clayton Community Park (ECCP) baseball field rental. Additionally, new fees have been added for bocce court rentals and shuffleboard court rentals.

Mr. Melton reminded Council that the Comprehensive List of Fees tool is available on the Town's website and allows users to search and filter fees by department. He also noted that the PDF version of the list is available for printing.

Mr. Melton stated that staff recommends adoption of Ordinance 2025-12-06 amending the Comprehensive List of Fees and Charges, noting that these changes will allow the Town to better capture the costs associated with providing services.

Mayor McLeod asked if there were any questions for staff. Hearing none, Mayor McLeod opened the Public Hearing and requested that anyone wishing to speak on the item come forward and state their name for the record. With no speakers, Mayor McLeod closed the Public Hearing and returned the matter to Council for discussion.

Adoption of Ordinance #2025-12-06

RESULT:	CARRIED 5-0
MOVER:	Andria Archer
SECONDER:	Ruth Anderson
YES:	Andria Archer, Porter Casey, Ruth Anderson, Gretchen Williams, and Amanda Underwood
NO:	None

7. QUASI-JUDICIAL HEARING

8. OLD BUSINESS

- a. Golf Cart Ordinance Review
Presenter: Greg Tart, Police Chief

Chief Tart reported that this would be the Town's first Golf Cart Ordinance and noted that the matter has been discussed during previous Work Sessions. He explained that concerns regarding golf carts operating on public streets have existed for several years, particularly within the Glen Laurel subdivision, a golf course community. During the past summer, a meeting was held with the Glen Laurel Homeowners Association and residents, where both the advantages and concerns were discussed, and the Police Department shared the enforcement challenges it has experienced.

Chief Tart stated that, following the meeting, Council directed the Police Department to develop an ordinance that would allow golf carts to operate on public streets only within the subdivision. Lieutenant LeQuire was tasked with researching how other municipalities regulate golf cart use, and the first draft of the Golf Cart Ordinance was presented to Council in Summer 2025. At Council's

direction, the ordinance was then forwarded to the Town Attorney for review, and its operation was explained during the most recent Work Session.

Chief Tart shared that the Police Department recommends beginning the program in January 2026, with a three-year registration period. He also presented an example of the reflective permit sticker that would be affixed to each registered golf cart, noting that the permit number would correspond with the Police Department's database.

Adoption of Ordinance #2025-12-07

RESULT:	CARRIED 5-0
MOVER:	Andria Archer
SECONDER:	Gretchen Williams
YES:	Andria Archer, Porter Casey, Ruth Anderson, Gretchen Williams, and Amanda Underwood
NO:	None

- b. Update to Code of Ordinances Chapters 30, 31, 32, and 36
Presenter: Heidi Holland, Town Clerk

Ms. Holland presented proposed updates to Chapters 30, 31, 32, and 36 of the Code of Ordinances, noting that the changes were presented and thoroughly discussed at the November 10, 2025, Council Retreat. She stated the updates were placed on the agenda for the December 1, 2025, meeting, with all redline documents included, and that Council was provided five days to review the materials.

Ms. Holland shared that updating the Town's Code of Ordinances has been a priority of the Town Manager since being sworn in and is part of a broader organizational initiative that began with the Clerk's Office in late 2022 and remains ongoing. She explained that several provisions reflect legacy practices and require alignment with current operations, modernization efforts, and today's policies, procedures, and governance standards.

Ms. Holland further noted that all municipal ordinances are subject to and governed by State law, as established by the General Assembly, and emphasized that local ordinances must align with and not conflict with State statutes.

Ms. Holland shared recent updates:

- Chapter 71 Traffic Rules, 2022
- Chapter 74 Parking Schedules, 2022
- Chapter 75 Traffic Schedules, 2022
- Chapter 91 Animals, 2022

- Chapter 92 Cemeteries, 2023
- Chapter 95 Fire Prevention, 2025
- Chapter 96 Solid Waste Management, 2025
- Unified Development Code, 2023

The revisions focused on modernization, consistency, and alignment with current state statutes and Town practices.

Chapter 30: Town Council

This added language allows Work Sessions to be recognized as part of the regular monthly meeting schedule. It also revised all advisory board references to align with the Town's present advisory board structure and naming conventions.

Chapter 31: Town Officials

There were no major revisions necessary; existing provisions already align with the Town's Charter and state statutes.

Chapter 32: Departments and Boards

This was the largest revision dealing with the Town's departments and boards. Previously the boards were referred to as committees, which is no longer done. Language was added to clarify that the Planning Board and Board of Adjustment operate pursuant to the Town's Unified Development Ordinance (UDO). The Advisory Boards provisions were updated to reference Council adopted bylaws. This was done because when updates to the Code of Ordinance are required, there is a required fee. The bylaws are in the Code of Ordinances, and Council approves the bylaws.

Chapter 36: Town Policies

Updated conflict of interest standards to align with GS 14-234. This chapter also adds reference to the adopted 2010 Code of Ethics and Social Media Best Practices and Guidelines Policy, adopted at the November 17, 2025, meeting.

Next Steps

- Ordinance updates require coordinated review across multiple departments and legal stakeholders.
- The Clerk's Office will continue to designate chapters to key staff and departments in a prioritized, phased approach.

Ms. Holland reiterated this has been an ongoing process since 2022. This process is slow and it requires research, review, delegation and checking state statutes.

Mayor McLeod asked Council if they had questions.

Council Member Underwood inquired about the purpose of the updates in Chapter 30, specifically the removal of the term “annually” in Section 30.01, *Appointments Made by Town Council*, and the change in wording from “will” to “may.”

Ms. Holland clarified that the Town Clerk, Town Manager, and Town Attorney serve at the pleasure of the Council and are not required to be appointed annually, though yearly evaluations are conducted.

Regarding Section 30.20, *Disposition of Complaints and Petitions*, Ms. Holland explained that changing “will” to “may” was based on research of other municipalities and intended to modernize the language to align with current practices.

Council Member Anderson clarified that the two sections discussed were revised by Ms. Holland based on research and best practices from other municipalities. Ms. Holland confirmed that this was correct.

Mayor Pro Tem Archer asked Attorney Cauley whether separate motions were required for each ordinance. Attorney Cauley responded that a single motion would be acceptable.

Adoption of Ordinance #2025-12-01, #2025-12-02, #2025-12-03, #2025-12-04

RESULT:	CARRIED 4-1
MOVER:	Andria Archer
SECONDER:	Gretchen Williams
YES:	Andria Archer, Porter Casey, Ruth Anderson, and Gretchen Williams
NO:	Amanda Underwood

- c. Clayton NC42 Boating Access Agreement
Presenter: Todd Riddick, Interim Parks and Recreation Director

Mr. Riddick presented an update to the November 3, 2025, presentation regarding a potential collaboration to develop a boating and fishing access area near East Clayton Elementary School. He stated that once the agreement is signed, it would allow the Town to move forward with the North Carolina Wildlife Resources Division to begin construction.

Mr. Riddick noted that the Parks and Recreation Master Plan was adopted approximately one year ago and emphasized improving access to water, developing the Blueway system, providing water-related education, adding amenities, and promoting health and wellness.

Mr. Riddick explained that the 42/Castleberry property is owned by Johnston County and is not located within the Town limits or the Extraterritorial Jurisdiction (ETJ). The North Carolina Wildlife Resources Commission will be responsible for the design and construction of the boating access area, which will include a small launch ramp, limited parking, and a fishing pier. The ramp will be designated for "cartop" vessels only, such as kayaks and canoes.

He further stated that Johnston County will fund the boating access area and will be responsible for major repairs, sediment removal, board replacement, and shoreline stabilization. The Town of Clayton will be responsible for routine maintenance of the grounds, including trash removal and mowing, as well as closing and reopening the site during emergencies as determined by the Town.

Mr. Riddick presented an aerial map and drone footage of the site. Council Member Anderson noted that East Clayton Elementary School was visible in the footage, which Mr. Riddick confirmed.

In closing, Mr. Riddick requested authorization to proceed with signing the agreement so that construction could begin. He stated that the Town would be able to promote the project as a new amenity for the community and its residents.

Council Member Casey asked whether a trash can would be provided at the site. Mr. Riddick confirmed that a trash can would be installed and would be similar to those used in Town parks. Council Member Casey then asked if there will be a way to monitor the number of people using the facility. Mr. Riddick responded there will be in time, but not right away.

Deputy Town Manager Barbee noted that for several years the Fire Department has sought a suitable location to launch boats for emergency responses. He explained that currently firefighters must carry their boats and launch from the river bridge. Mr. Barbee stated that the project has been in development for many years and would benefit Parks and Recreation, the community, and emergency services.

Council Member Anderson expressed her support for the project.

Mayor McLeod confirmed with Mr. Riddick that adequate signage would be provided at the site, which Mr. Riddick affirmed.

Adoption of Agreement

RESULT:	CARRIED 5-0
MOVER:	Porter Casey
SECONDER:	Gretchen Williams

YES:	Andria Archer, Porter Casey, Ruth Anderson, Gretchen Williams, and Amanda Underwood
NO:	None

- d. **Damage Reimbursement Policy Updates**
Presenter: Travis Jessup, Operations Manager

Mr. Jessup provided background on the policy update, noting that the existing policy was last adopted in 1998 and no longer reflects current costs, administrative practices, or industry standards. He explained that repair billing processes have historically been informal and inconsistent across departments, and that recent utility strikes underscored the need for clear procedures and uniform cost recovery.

Mr. Jessup stated that the objective of the update is to modernize the policy by aligning it with current FEMA equipment rates, labor cost structures, and Town operational practices, while also clarifying billing procedures, recovery timelines, and departmental responsibilities.

Summary of Changes

- Equipment Charges - will be billed at FEMA Equipment Rates, updated as FEMA revises schedules.
- Labor Charges - will change from 1.5x hourly rate to 130% of actual hourly cost, including wages, benefits, and overhead.
- Material Costs - the fee schedule or cost +20%, and now will be built at an actual cost, plus up to 10% handling surcharge.
- Mobilization Fee - was a \$500 flat fee (static since 1998), it will change to 10% of total cost.
- Notification Requirements - were undefined, a written notice will be provided within 30 days of the strike.
- Invoicing Procedure - there wasn't a structured process; it varied by department; there will now be a full invoice issued after repairs are complete and actual costs are determined.
- Contractor Performed Repairs - wasn't addressed in the old policy, in the 2025 revised policy a recovery of full contractor invoiced cost + up to 10% administrative surcharge.
- Policy Governance - in the 1998 policy there was no mechanism for updating policy without Council action, whereas in the new 2025 revised policy the Town Manager or designee authorized to modify policy as needed.

Mr. Jessup reported that as of December 11, 2025, the Town has recovered approximately \$75,000 in damage reimbursements and recognized Richard Livingston for developing a reimbursement tracking tool aligned with documented utility strikes. He added that the Town is actively pursuing collection of approximately \$155,000 in outstanding reimbursements.

Council Member Casey expressed appreciation for the Town's efforts to address challenges associated with fiber installation in the community and to mitigate future issues. Council Member Anderson also thanked staff for their work and for implementing a uniform and consistent approach.

Adoption of Resolution #2025-129

RESULT:	CARRIED 5-0
MOVER:	Andria Archer
SECONDER:	Porter Casey
YES:	Andria Archer, Porter Casey, Ruth Anderson, Gretchen Williams, and Amanda Underwood
NO:	None

9. NEW BUSINESS

10. PUBLIC COMMENTS

- a. Mayor McLeod opened the floor for public comment and requested that anyone wishing to speak step forward and state their name for the record.

Mr. Steven Anderson, a Town resident, spoke in opposition to the Golf Cart Ordinance. He requested permission from Mayor McLeod to approach the Clerk to provide handouts, which was granted. The Clerk then distributed the handouts.

Mayor McLeod thanked Mr. Anderson and asked if anyone else wished to speak. Hearing none, Mayor McLeod closed the public comment period.

11. STAFF REPORTS

- a. Town Manager

Deputy Town Manager Barbee stated that there were no updates from Town Manager Cappola. He spoke about the Christmas Parade, acknowledged staff participation, and expressed his appreciation.

- b. Town Attorney
c. Town Clerk
d. Other Staff

Elf Academy Update

Presenter: Todd Riddick, Interim Parks and Recreation Director

Mr. Riddick provided an overview of Parks and Recreation holiday events. He formally recognized Lauren Lambert, Special Events and Marketing Coordinator, for her outstanding work. He also extended appreciation to Jimmy

Bradley and the maintenance team for their hard work, support of special events, and efforts in decorating Municipal Park.

Mr. Riddick reported on *The Elf Academy*, held on December 6, 2025, which sold out within hours. Members of the Clayton Youth Council staffed all event stations. Participating children received punch cards and, upon completing all stations, were certified as elves.

Mr. Riddick shared that the Clayton Youth Council is led by the Town's two programmers, Sean Quigley and Michelle Matson, and consists of approximately 50 to 60 high school-aged students. He stated that the Youth Council focuses on developing leadership skills. He also noted that the Clayton Youth Council would host a "Parents' Night Out" event at the Community Center on the upcoming Friday and would be participating in the Journey League.

Mr. Riddick further reported that the *Merry Municipal Express*, a ticketed event held on Thursday, December 11, 2025, sold out within hours. He noted that one additional train was added this year, bringing the total number of trains to two.

Lastly, Mr. Riddick announced that, weather permitting, *Hot Cocoa with Santa*, a free event, would be held on Thursday, December 18, 2025, from 5:30 p.m. to 7:30 p.m.

12. OTHER BUSINESS

a. Mayor and Council Comments

Council Member Anderson acknowledged the comments made by Deputy Town Manager Barbee and, as a Rotarian, noted her experience attending meetings and working with the Police Department. She stated that the Christmas Parade was an outstanding event, particularly with the new parade route. Council Member Anderson thanked the Police Chief and his staff for their work and support.

Council Member Casey expressed his appreciation to the Police Department and the volunteers. He complimented the Town, staff, and community for the pep rally held on Thursday, December 11, 2025, in support of the Clayton High School football team. He also referenced the orientation and refresher session held on Wednesday, December 10, 2025, for new Council Members. Council Member Casey asked staff to consider exploring technology options to assist with the preparation of meeting minutes.

Council Member Williams expressed her appreciation and a job well done to everyone involved in the Christmas Parade. She stated her support for the

Clayton NC-42 Boating Access Agreement. She also commended Mr. Anderson for his comments during the Public Comment period and encouraged others to share their thoughts and concerns. Council Member Williams congratulated the football team and concluded by offering encouraging words for the Town.

Mayor Pro Tem Archer expressed her appreciation to everyone involved in the Christmas Parade. She thanked Mr. Anderson for his comments during the Public Comment period. She noted that state law is silent on the specific issues addressed in the proposed Golf Cart Ordinance, while there is more extensive state law governing low-speed vehicles, which differ from the matters covered by the ordinance. She stated that it is the responsibility of each municipality to evaluate these situations and develop appropriate solutions. Mayor Pro Tem Archer further shared that there were many factors to navigate and that the Golf Cart Ordinance reflects neighborhood input, represents an effort to find a solution, and seeks to address and resolve a longstanding issue.

Mayor McLeod suggested incorporating additional music into future Christmas Parades and stated that the event was "fantastic." He expressed his appreciation to Town staff, in collaboration with the Clayton Rotary Club, for making the event safe and successful.

As this was the final meeting of the year, Mayor McLeod shared that he had listened carefully to the comments, discussions, and input provided during the meeting and felt reassured that the Town of Clayton's Town Council is doing meaningful and effective work. He extended congratulations and welcomed newly elected Council Member Underwood.

Mayor McLeod stated that 2025 has been a remarkable year for the Town of Clayton, with many positive accomplishments. He thanked everyone for their hard work and concluded by wishing everyone a Merry Christmas and a happy and prosperous New Year.

13. CLOSED SESSION

- a. To Discuss Economic Development in accordance with NC GS 143-318.11(a)(4)

Motion To Go Into Closed Session

RESULT:	CARRIED 5-0
MOVER:	Porter Casey
SECONDER:	Gretchen Williams
YES:	Andria Archer, Porter Casey, Ruth Anderson, Gretchen Williams, and Amanda Underwood
NO:	None

Motion To Return To Open Session

RESULT:	CARRIED 5-0
MOVER:	Ruth Anderson

SECONDER:	Gretchen Williams
YES:	Andria Archer, Porter Casey, Ruth Anderson, Gretchen Williams, and Amanda Underwood
NO:	None

14. ADJOURNMENT

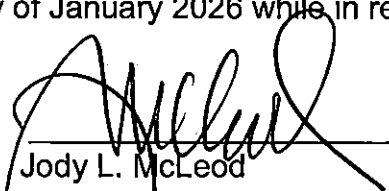
a. Adjourn

With nothing further, the meeting adjourned at 7:25 p.m.

Motion To Adjourn

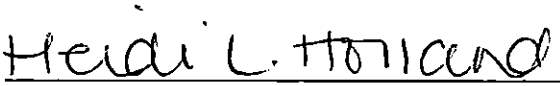
RESULT:	CARRIED 5-0
MOVER:	Gretchen Williams
SECONDER:	Andria Archer
YES:	Andria Archer, Porter Casey, Ruth Anderson, Gretchen Williams, and Amanda Underwood
NO:	None

Duly adopted by the Town Council this 5th day of January 2026 while in regular session.



Jody L. McLeod
Mayor

ATTEST:



Heidi L. Holland, MMC, NCCMC
Town Clerk

