

**Minutes of the Monday, October 13, 2025, regular meeting of the Kill Devil Hills Board of Commissioners held at 6:00 p.m. in the Town Hall Meeting Room, 102 Town Hall Drive, Kill Devil Hills.**

**Members Participating:** Mayor John Windley; Commissioners Ivy Ingram, and T. Dillon Heikens

**Members Not Participating:** Terry Gray and Bernard “B.J.” McAvoy

**Others Participating:** Debora P. Díaz, Town Manager; Meredith Guns, Planning Director; and James Michael O’Dell, Town Clerk

**Call to Order**

At 6:02 p.m., Mayor Windley opened this meeting of the Kill Devil Hills Board of Commissioners (BOC) and welcomed all present. He noted that Commissioners Terry Gray and Bernard “B.J.” McAvoy were not present, along with Town Attorney Casey Varnell.

**Pledge of Allegiance and Moment of Silence**

**Agenda Approval**

Commissioner Heikens moved to approve the meeting’s agenda as presented. Commissioner Ingram seconded the motion, which passed by a unanimous, 3-0, vote.

**Public Comment**

**Jack McCombs, 3118 Bay Drive, Kill Devil Hills, NC** – Mr. McCombs spoke about draft legislation Senate Bill 576 that could implement certain requirements for e-bikes, including age and speed limits, and helmet requirements. Mr. McCombs expressed his support for e-bikes, but shared his concern about the basic etiquette by users, especially around pedestrians. He encouraged continued education for e-bike users.

**Skip Jones, 1508 Captains Lane, Kill Devil Hills, NC** – Mr. Jones expressed his concern about personal transport devices, including golf carts and e-bikes. He suggested a plan be developed on where these vehicles could be operated.

**Tamara Carbaugh, 1813 Virginia Avenue, Kill Devil Hills, NC** – Ms. Carbaugh requested the completion of improvements to the unimproved portion of Virginia Avenue to Clam Shell Drive. She noted that Virginia Avenue is a narrow lane, making it difficult for emergency and delivery vehicles to turn around. Ms. Carbaugh said there was elicited activity in the paper street, noting that there had been some vandalism of her mother’s vehicle, who also lives at the address.

**Response to Public Comment**

Mayor Windley noted that Staff are aware of the proposed e-bike legislation and monitoring it. Commissioner Ingram shared her concerns about e-bikes and also noted that the Board had taken action regarding golf carts. Assistant Police Chief Dana Harris briefed the Board on existing golf cart and Low Speed Vehicle (LSV) regulations and statutes. Commissioner Heikens supported positive e-bike regulations, and expressed his concern about pedestrian / e-bike interactions along multi-use paths.

Mayor Windley asked Town Manager Debora Diáz about the Town’s process regarding converting a paper street into a fully improved one. Ms. Diáz replied that Ms. Carbaugh’s mother, Irene Anderson, had already been in contact with Town Staff, and that her request was already placed on the agenda of the upcoming Street Improvement and Special Projects Committee (SISPC), which will be holding a meeting in the coming months. The SISPC discusses requests with Staff input and makes comments as a part of its regular recommendations for improvements that are in compliance with the Town’s policies and procedures.

**Ongoing Business**

**New Business**

**1. Recommendation for Engineering Design for the 2026-2027 Street, Sidewalk, and Right-of-Way Improvements Project (Attached NB-1)**

Town Engineer Emily Zeltmann, PE, along with Patrick Lewis, PE, and Pete Burkheimer, PE, of American Engineering was present and shared that at its October 14, 2024, meeting, the Board of Commissioners approved the Street Improvement and Special Project Committee’s recommendation for FY 2026-2027 Project for East and West First Street, including detached sidewalks, waterline replacement, pavement resurfacing and drainage improvements. The Public Services Department’s meeting memorandum provided an overview of the project, along with a recommendation of acceptance of the design and bidding engineering proposal for the project.

The design phase breakdown of the project includes detailed, updated cost breakdowns for each phase including Water, Sidewalk and Streets funding requirements.

<b>2026-2027 Street, Sidewalk and Right-of-Way Improvement Project</b>	<b>Design Phase Costs</b>			
	<b>Streets &amp; Drainage</b>	<b>Sidewalk</b>	<b>Water</b>	<b>Total</b>
East and West First Street	\$58,413	\$35,688	\$61,894	<b>\$154,734</b>

Commissioner Ingram moved to approve the recommendation for Engineering Design for the 2026-2027 Street, Sidewalk, and Right-of-Way Improvements Project, including authorization for Staff to execute any necessary contracts, and authorization the appropriation of funds from the Street Capital Reserve and Sidewalk Capital Reserve Funds through Budget Amendment #5. Commissioner Heikens seconded the motion, which was approved by a unanimous, 3-0, vote.

## **2. Appointments and Nominations**

### **A. Dare Housing Foundation**

Mayor Windley noted that since formed in January 2024, the Dare Community Housing Taskforce included a range of local government representatives and other community stakeholders to identify, analyze, and address all facets of housing issues in the Outer Banks. Mayor John Windley and Senior Town Planner Ryan Lang served as the Town’s representatives. The Taskforce completed and presented its *Dare Community Housing Taskforce 2024 Report: Housing for Now and Future Generations*, which was adopted by that group on December 16, 2024. The work of the group has concluded.

As a result of the Taskforce’s recommendations, the Dare Housing Foundation is in the process of being established, along with a governing board of directors. One foundation director position is designated for a Town of Kill Devil Hills representative, which can be filled as follows:

- An elected official;
- A Town employee; or
- A Town resident who possesses knowledge and / or relevant experience that is beneficial to the foundation’s purpose.

Mayor Windley recognized Donna Creef, and noted her longtime advocacy through the Housing Taskforce.

Commissioner Ingram moved to appoint Mayor John Windley as the Town’s representative to the Dare Housing Foundation Board of Directors. Commissioner Heikens seconded the motion, which was approved as a unanimous, 3-0, vote.

## **Committee Reports**

## **Commissioners’ Agenda**

## **Mayor’s Agenda**

### **1. Resolutions and Proclamations**

#### **A. Resolution in Opposition to Proposed Limits on the Landing of Blue Crabs by the Division of Marine Fisheries**

- B. Proclamation Honoring North Carolina Veterans, Active Service Members, and their Families in Operation Green Light**
- C. Proclamation Declaring November 2025 as Alzheimer’s Disease Awareness Month**

This resolution demonstrates the Board’s opposition to proposed changes to Blue Crab landings which could decimate our working watermen and seafood industry. The two proclamations honor our veterans, service members, and their families with Operation Greenlight, and highlight the importance of education and awareness of a disease that robs so many of our citizens of a happy, productive life.

Mayor Windley moved to approve the resolution and proclamations as presented. Commissioner Ingram seconded the motion, which was approved by a unanimous, 3-0, vote.

Mayor Windley then shared the following items:

**Dog Day at the Splash Pad** Mayor Windley noted that everyone enjoyed the Town’s Splash Pad Dog Day on Saturday, October 4, 2025, from 10:00 a.m. – 1:00 p.m. At the end of the Town’s Splash Pad season, the facility is opened one day to dogs to let them play in the water.

**Fire Department Open House** Mayor Windley shared that the Fire Department Open House was held on Tuesday, October 7, 2025, from 4:00 – 7:00 p.m. There were educational activities, wonderful fellowship, and also excellent hot dogs and hamburgers grilled by the Police Department.

**Historic Homes Tour & Ceremony** Mayor Windley reported that over 60 people attended the Town’s Historic Landmarks Commission designation ceremony and Homes Tour this past Friday, October 10, 2025, from 1:30 – 5:00 p.m. Two recently designated homes were awarded their plaques, and seven homes were open for the public to tour.

**Wright Lights Illumination** Mayor Windley reminded everyone to mark their calendars for the upcoming Wright Lights Illumination at Aviation Park, which will be held on Tuesday, December 9, 2025, from 4:00 – 7:00 p.m.

**Early Voting** Mayor Windley said that the Town has again volunteered the Town Hall Meeting Room to serve as a site for early voting for all of the voters of Dare County for the upcoming municipal elections. Early Voting will begin on Thursday, October 16, 2025:

- 8:30 a.m. – 5:00 p.m. weekdays (Monday - Friday, October 16 – 31)
- 8:00 a.m. – 3:00 p.m. on November 1, which is the only Saturday Early Voting session
- Election Day will be Tuesday, November 4, 2025, with polls open 6:30 a.m. – 7:30 p.m.

He reminded everyone that the Town is not involved in the voting process. If anyone has questions about voting, registration, etc., please contact the Dare County Elections Office.

Mayor Windley highlighted Sandie Markland’s longtime service as a precinct judge, and congratulated her on becoming chairperson of the Dare County Elections Board.

**Town Manager’s Agenda**

**Town Attorney’s Agenda**

**Consent Agenda**

1. **Minutes (Attached CA-1A)**
  - A. September 8, 2025
2. **Monthly Reports (Attached CA-2A)**
  - A. August 2025
3. **Budget Amendments and Transfers (Attached CA-3A)**
  - A. Budget Amendment #4 – To carryover contingency funds for the West Martin Street and Ocean Acres Drive Street, Drainage, and Right-of-Way Improvement Projects as approved at the June 9, 2025, Board of Commissioners Meeting.
4. **Acceptance of Property Donations to the Town of Kill Devil Hills (Attached CA-4A and CA-4B)**
  - A. 0 North Virginia Dare Trail
  - B. 0 West First Street

Town Staff were approached about the potential for donation of two separate parcels within the corporate limits that would be of value to the Town of Kill Devil Hills and its citizens. The Cobb Family and Bailey & Associates, Inc. have offered the above properties to the Town. Following Staff discussions and review, along with thorough review by the Town Attorney, it was the recommendation of Town Staff that the Board accept these properties on behalf of the Town.

Approval of the Consent Agenda will record the Board’s approval of these generous donations of property and authorize Town Staff and Town Attorney to draft and execute any contracts and necessary fees associated with the transfer of these properties to the Town.

Ms. Díaz presented the Consent Agenda, and recommended approval.

Commissioner Heikens moved to approve the Consent Agenda, as presented. Commissioner Ingram seconded the motion, which was approved by a unanimous, 3-0, vote.

## **Public Forum**

Mayor Windley stated that the Board of Commissioners is committed to its citizens and getting feedback, setting aside two public forums a year, which are slightly different than Public Comment periods at its regular meetings. This public forum gives the Board an opportunity to speak casually with the public on issues raised from the floor.

Mayor Windley noted that exchanges will not be timed; however, to allow everyone to be heard, he reserved the right to “wrap up a topic” and move onto the next item. Anyone wishing to speak should stand, and give their name and address for the record of the meeting. No decisions will be made during the forum; however, the Board may assign issues to other Town boards or committees or to Staff for additional review or action. Community members have been invited to attend this forum. Any submitted public forum topics or comments have been provided to the Board for consideration and discussion.

One electronic public forum comment was submitted before the meeting, and has already been forwarded to the Board of Commissioners:

**Irene O. Anderson, 1813 Virginia Avenue, Kill Devil Hills** – In her email, Ms. Anderson requested that the unimproved section of Virginia Avenue to Clam Shell Drive be paved. Ms. Anderson’s email has been included with the record of this meeting.

The following speakers were present at the meeting:

**Jack McCombs, 3118 Bay Drive, Kill Devil Hills, NC** – Mr. McCombs highlighted the recent Memorial to Memorial (M2) Bike Ride, noting that organizers were planning for 400 riders for next year’s event. He stated that the ultimate plan is for thousands of cyclists to participate in the event. Mr. McCombs thanked Police Chief Britt, Assistant Chief Harris, and Town Staff for their work in making the event, which begins at the Wright Brothers Memorial, such a success.

**Micky Hanson, 5011 Putter Lane, Kitty Hawk, NC** – Mr. Hanson inquired about pickleball opportunities in Kill Devil Hills for the community. He supported the development of additional pickleball facilities locally, especially for tourists and tournaments.

Mayor Windley inquired about pickleball facilities in the Town. Planning Director Meredith Guns replied that when Meekins Field Park was completely renovated, some of the tennis courts were also striped for pickleball players. Additionally, the Town does not have any indoor recreational facilities. She also noted that the Dare County Family Recreation Park, or “Parks n’ Rec,” has indoor and outdoor facilities for pickleball. Commissioner Ingram shared that she serves on Dare County Parks and Recreation Board, and she encouraged Mr. Hanson to contact the Dare County Board of Commissioners. She said that the largest obstacle to the development of an indoor pickleball facility in the Outer Banks was the lack of land.

**Steve Puchalla, 2 Sweet Gum Lane, Southern Shores, NC** – Mr. Puchalla said that the youth gymnastics program utilizes the indoor facilities, including the six indoor courts, of the Dare County Family Recreation Park for four months a year. He recommended that the gymnastics program and its equipment be relocated to a permanent facility, which would also free up those courts for pickleball use. He also supported the use Dare County Schools gymnasiums throughout the county for pickleball use during the summer months as he noted that the facilities are essentially empty.

Mayor Windley inquired whether there was a pickleball league or other leadership structure locally, which could potentially benefit the players locally. Commissioner Ingram shared about Dare County Schools facility usage, and the various groups that use the indoor and outdoor facilities throughout the year.

**Skip Jones, 1508 Captains Lane, Kill Devil Hills, NC** – Mr. Jones expressed his concern that following property revaluation throughout the county, his property taxes in Kill Devil Hills has risen significantly.

Mayor Windley noted the increased equity in homes due to the revaluation and how homeowners benefit. Commissioner Ingram shared that she had met with Staff following revaluation, and that, although her tax bill increased, she recognized the additional services and amenities that the Town provides, including the new fire station and sidewalks.

Mayor Windley inquired about the history of Police Department bike patrols in Kill Devil Hills. Assistant Police Chief Harris replied that the Police Department used to have bike patrols; however, with staffing shortages and the required training, it has been difficult. He noted that over the years without being fully staffed, it has been challenging for the department to keep enough officers for vehicle patrols and addressing various criminal activity, such as breakings and enterings, etc. Ms. Díaz noted that extensive training was involved for each officer, as well as regular equipment maintenance. Assistant Chief Harris concurred, sharing that the trainings were several weeks in length.

Commissioner Ingram inquired whether a safety demonstration was possible at the middle and high school levels. Police Chief Gary Britt replied that the department regularly conducts its bicycle rodeos at the area middle schools. He added that in their experience, high school students are less inclined to be receptive to training demonstrations. With regard to bike safety instructors, staffing shortages greatly limit the department's outreach programs. He also highlighted the difference between bicycle safety instruction and e-bike safety, and noted that although the Police Department has bicycles, it does not have any e-bikes.

Commissioner Ingram shared that motorists were not always stopping for pedestrians at the crosswalks by the schools. She said that some studies indicated that with additional color to the crosswalk lines and sidewalks, motorists were more likely to stop. Ms. Díaz replied that Staff would investigate the issue further.

**Skip Jones, 1508 Captains Lane, Kill Devil Hills, NC** – Mr. Jones said that on Hilton Head Island, SC, different colors highlight crosswalk and sidewalk areas at the end of the bike paths seemed to promote motorists stopping. He also highlighted push-button crosswalk flashing lights in Florida.

### **Adjournment**

There being no further business appearing before the BOC at this time, Commissioner Heikens moved to adjourn the meeting. Commissioner Ingram seconded the motion, which was approved by a unanimous, 3-0, vote.

The time was 6:54 p.m.

Submitted by:

James Michael O'Dell  
Town Clerk