

**Zebulon
Wake County**

**A Community Diagnosis including Secondary Data Analysis and
Qualitative Data Collection**

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EXECUTIVE SUMMARY

This document was created to identify and clarify points of interest and concern that are of significance to community members of Zebulon, North Carolina. The document is divided into two main sections. The first is a compilation of secondary data collected for Zebulon, and when possible, for Wake County and the State of North Carolina to use as comparisons. The second section addresses various topics brought to light during interviews with both community members and service providers within the Town. In essence, this document examines the congruence and differences between secondary data and the community's perceptions concerning various topics of interest. Over the course of the interviewing process, many members of the Zebulon community shared their thoughts, beliefs, and experiences to help illuminate the most salient issues. The subsequent characteristics were identified as some of the most important, and hence, contributed greatly to the completion of this document:

Community Characteristics

- □ The small town of Zebulon is known as “The Town of Friendly People” and does a great deal to live up to its name.
- □ Many of the Town residents have lived there for a long period of time. Consequently, many residents enjoy familiarity with one another, close family ties, and a sense of history and community in the area.
- □ There is widespread community support within the Town from both individuals and community organizations such as churches, civic groups, and service agencies.
- □ Although Zebulon is a rural town, it now faces some issues more typical of urban centers. These issues are rapid and expansive growth, ethnic and language diversity within the population, public housing, increased crime and drugs, and growing industry and commercialization.

- The rapid change and growth that Zebulon has experienced in the last several years brings with it many needs and challenges, many demanding the attention of the Town and County governments.
- There is significant interest among residents and Town officials in handling the change and growth in Zebulon, especially concerning meeting the needs of the community through the provision, improvement, and assurance of services.

Directions and Challenges

Zebulon is in the midst of a period of growth and change that the Town never before experienced. The recent annexation of Wakefield is an example of the community's expansion, and one that illustrates some of the concerns facing Town Hall. The addition of more people means an increase in need for existing services and perhaps the development of new services. While growth is a welcomed sight for some members of Zebulon, many see it as a movement away from the traditionally held values and familiarity that come from living in a small town.

The adjustment period has already started for some individuals in the community, but many steps have yet to be taken to make the Town accessible to everyone who calls it home. Several of the churches and civic organizations have offered their services to help new members to the community feel welcome, namely the growing Hispanic population. In addition, the new police chief has made a commitment to actively involving the police department in the community, thus showing one example of how the Town and its residents can work together to make Zebulon a better place for everyone. As continued growth and change face the Town, community members and service providers are preparing to address the challenges these bring. Many of the people interviewed have strong feelings and opinions about their Town and the direction in which it is moving. The greatest endeavor for Zebulon may focus on communication among Town officials, services providers, and community members to ensure a future that benefits all living and working within Zebulon.

INTRODUCTION

The information contained in this document is from a community diagnosis of Zebulon, North Carolina. Community Diagnosis is a two-semester course requirement for the Master of Public Health degree in the Department of Health Behavior and Health Education at the University of North Carolina at Chapel Hill's School of Public Health. As graduate students in this program we were assigned to Zebulon to conduct a community diagnosis.

For the last several years there has been a movement in public health for health educators to work with community residents to determine the needs of a community rather than to assume what is best for the community. The purpose of the community diagnosis course is to teach graduate students how to work within a community in order to discover the strengths, assets, and needs of the community, and to aim towards benefiting the community in the process. Zebulon was chosen as a site for a community diagnosis because Wake County Human Services is looking into extending services to Eastern Wake County and is interested in current needs for services in Zebulon.

Throughout the fall of 1997, secondary data on Zebulon were gathered from Census records, books, Town Hall documents, and other resources. The data gathered consisted of information on the town's history, politics and government, education, health, economics, and various demographic characteristics. This information helped to create a general profile of Zebulon.

The second part of the community diagnosis process involved working in the community and speaking with community members and service providers to gather their impressions of Zebulon. The interviews consisted of questions inquiring about likes and dislikes about living in

Zebulon, recent changes in Zebulon, and what, if any, needs exist in Zebulon (see Appendixes A and B). After the interviews were completed, a community forum was held in the Town to present the findings back to the community (see Appendix J). The information gathered during the interviews and community forum are in chapters addressing such pertinent issues as housing, cultural diversity, community, youth and education, crime, growth and Town Hall, and additional needs. A summary of the document can be found in the Executive Summary Section of the document.

While this document helps in identifying perceived strengths and concerns of citizens in Zebulon, it is important for the reader to realize the limitations of the data. It is important to address the fact that some of the Census data used is from 1990 and may not reflect current trends in Zebulon. In addition, the interviewing process resulted in interviews with only 27 adults and 19 teenagers. The people we interviewed may not have the same views as other residents and thus, may not be representative of the entire community. For more information about the limitations of the document, refer to the Methodology section.

SECONDARY DATA

CHAPTER 1: HISTORY, GEOGRAPHY, AND ECONOMIC OUTLOOK

History of Zebulon

Before 1907, the land where Zebulon now sits was home to a one-room school and three houses nestled within a thick pine forest. This all changed around 1903 as the plans to build the Raleigh-Pamlico Sound Railroad were underway. The railroad was to move through Wakefield, a small neighboring community that is soon to be annexed by Zebulon. However, the plans were altered and the railroad was moved one and one-half miles away from Wakefield. Nevertheless, the new Raleigh-Pamlico Sound Railroad attracted the attention of many people. Among those were Edgar B. Barbee and Falconer B. Arendell, who came to this new site to build the Zebulon Company that was constructed for the purpose of land development. After the company was officially developed, interest in this little place began to grow even more. Barbee and Arendell began to sell property for home sites and corporations. It was not long until Zebulon began to take shape. Zebulon was incorporated on February 16, 1907 with 297.5 acres as its original boundaries and a population of 483 (Tippett, 1971). The Town was named for the Civil War time governor, Zebulon B. Vance.

Over the coming years, Zebulon grew and saw many changes. One important catalyst of growth was Zebulon's tobacco market that opened on August 23, 1917. Zebulon's Tobacco market was a major source of employment; however, the market closed down because of the Stock Market crash in 1929 and never reopened. Growth was also seen as Zebulon moved into the modern age. A telephone system was installed by the Raleigh Telephone Company in 1911, with each telephone number having only two digits. The light system was installed in 1916 and

was purchased by Carolina Power and Light Company in 1924. The water system was installed in 1920; garbage pick up and the first fire truck followed in 1923. The Wakelon School, for both Zebulon and Wakefield, opened in the 1908 - 1909 school year. The Zebulon schools were completely integrated in the fall of 1970 (Tippett, 1971).

Wakefield also has a rich history all its own. The small community was founded around the 1850's and was a voting precinct by 1861 (Tippett, 1971). Wakefield was the halfway point on the stage route between Raleigh and Rocky Mount. Wakefield also contains property that was known as High Town which was land given to freed slaves who took the name of their former owners, High.

Geography

The Town of Zebulon lies in eastern Wake County, 16 miles east of Raleigh on Highway 64 and 20 miles east of the Raleigh-Durham Airport. Zebulon is surrounded by Wendell two miles to the northeast and Knightdale six miles to the west (see Figure 1.1, p. 89).

The rapidly growing town is an interesting combination of maintaining the old and incorporating the new. Entering the town from Highway 64, one is greeted with tree-lined streets of older family homes and a small, yet busy old-fashioned downtown. The downtown business district offers several restaurants, a drug store, a furniture store, Town Hall, and the library. In addition to the traditional businesses in the downtown business district, three Mexican stores and one Mexican restaurant indicate the presence of the new Hispanic population in Zebulon. Moving from the center of town toward the east, an older industrial park gives way to a newer, more modern industrial park and the Five County Stadium, home to the Mudcats class AA baseball team. Several new shopping centers are located near Zebulon's outskirts to meet

the needs of the new housing subdivisions and growing population. In addition, Zebulon is home to one elementary school, a middle school, East Wake Hospital, and four municipal parks. The Little River flows north to south just beyond the town's western boarder.

The Town of Zebulon is approximately 3.0 square miles. This figure does not include the Extra Territorial Jurisdiction (ETJ), an area of a one mile radius surrounding the town's limits. The town is responsible for providing public services to those residents and businesses within the ETJ boundaries (C. Sary, personal communication, September 24, 1997).

Wakefield, a 195-acre community of approximately 400 people lies just north of Zebulon's town limits and approximately half of Wakefield is within Zebulon's ETJ. Last year, Zebulon's Board of Commissioners voted to annex Wakefield. The annexation will take effect January 1, 1998. Wakefield will be the home of Zebulon's new library. Construction is to begin next year (C. Sary, personal communication, September 24, 1997).

In addition to the annexation, the Town of Zebulon is committed to growth. The town has identified three residential areas and one industrial area as "strategic growth areas" (see Figure 1.2, p. 90). Pineview and River View, located within the western ETJ boundaries (a portion of Pineview is within city limits), and Bunn Lake are targeted primarily for residential growth. Bunn Lake is currently located a few miles beyond the northern ETJ boundary and west of Wakefield. The distance between the ETJ and Bunn Lake will decrease once the Wakefield annexation is official and the ETJ is extended one mile beyond Wakefield. The targeted industrial area, in eastern Zebulon, is a narrow tract of land next to the railway and the Mudcat stadium.

Economic Outlook

Zebulon is experiencing tremendous growth in population, industry, and housing. Zebulon is ranked 23rd in population growth for North Carolina towns under 10,000, with a total growth rate of approximately 24% during the years 1990-1995. The current population is estimated as 4,100 persons. The projected population for the year 2000 is 4,800 (Town of Zebulon, 1997). The rise in residential housing reflects Zebulon's booming population. From 1994 to 1995, home development permits increased by 230%.

Traditionally, Zebulon has enjoyed a strong industrial base. Local companies such as Devil Dog Dungaree manufacturer and Hi-Cone have provided employment to those living in and surrounding Zebulon since 1950 and 1968, respectively. Since 1983, the global pharmaceutical company, Glaxo-Wellcome, has maintained a manufacturing plant in Zebulon. In the past few years, there has been significant industrial growth. PYA/Monarch, a subdivision of Sara Lee foods, completed an 184,000-sq. ft. facility in the town's new industrial park. It currently employs 350 people (J. Borham, personal communication, September 29, 1997) and will employ 500-700 people when at full capacity (Town of Zebulon, 1997). Blount Industries completed a new parts distribution center and training facility in December 1996 and Namaco Inc., a foam manufacturing company, expanded its warehouse in 1995 and is in the process of constructing a new building.

Despite growth in its industrial base and a steady increase in property tax revenues since 1989, the town of Zebulon remains concerned about its future. In 1996, Glaxo-Wellcome comprised approximately 42% of its tax base (Town of Zebulon, 1997). The next major contributor, N M C of North America, Inc., falls into distant second place with only 3.9% (see

Table 1.1). Thus, Zebulon is well motivated to increase and diversify its tax base, particularly its industrial base.

Table 1.1

Top ten taxpayers for fiscal year 1996.

Taxpayer	Type of Business	1996 Assessed Valuation	Percentage of Total Assessed Valuation
Glaxo, Inc.	Pharmaceuticals	\$117,548,744	41.7
N M C of North America, Inc.	Manufacturing	10,881,147	3.9
Bailey & Associates	Commercial Real Estate	5,108,898	1.8
Illinois Tool Works, Inc.	Manufacturing	4,301,429	1.5
Carolina Power & Light	Electricity	3,611,445	1.3
Southern Bell Tel & Tel	Telephone	3,200,479	1.1
Zebulon Enterprises	Commercial Real Estate	2,803,951	1.0
Andrex Industries Corp.	Manufacturing	2,349,568	.8
Southern Enterprises Corp.	Commercial Real Estate	2,300,274	.8
Omark Properties, Inc.	Manufacturing	2,131,801	.8

Source: From the Town of Zebulon Annual Report FY 1996-1997, by the Town of Zebulon, 1997, Zebulon, NC: Author. Reprinted with permission.

According to the 1990 census, 94% of workers 16 years or older living in Zebulon work within Wake County (U.S. Bureau of the Census, 1990a). Of this same population, 52% commute more than 19 minutes to work. These statistics illustrate that despite the industrial and housing growth, the majority of Zebulon workers are employed outside of the town limits. This suggests that people find Zebulon an attractive place to live for reasons other than employment opportunities.

In an effort to keep pace with its population growth and remain competitive, the town is focusing on several improvements. The town approved a new downtown revitalization plan, including new sidewalks and landscaping. In addition, the four municipal parks received face-

lifts in the past year and the town agreed to contribute \$750,000 to Wake County's \$5 million expansion of Five County Stadium (Town of Zebulon, 1997).

As Zebulon continues to expand, one of the biggest challenges perceived by the town government is the provision of water and sewer services. Since water and sewer must be provided for residents and businesses within town limits and the ETJ boundaries, the challenge lies in maintaining current facilities and upgrading for future needs with today's revenue.

Zebulon's rich history of growth and development has continued into the present. Their challenge will be to maintain this success into the future while making new improvements. Rapid changes in population will provide economic challenges to the town well into the 21st century. Zebulon is steadily attracting newcomers with its growth and plans for beautification. While many newcomers are being added to Zebulon's population by choice, many are also being added by force. As Zebulon extends its boundaries into these surrounding communities, new issues may surface. Nevertheless, Zebulon is growing with the rest of Wake County and North Carolina and seems to be attempting to accommodate these changes.

CHAPTER 2: COMMUNITY PROFILE

In an attempt to assess the recent growth in Zebulon and the economic effects on the greater community, we must rely on data from the 1990 census. Based on data from Zebulon's town hall and data on Wake County for the past seven years, it is obvious that the census does not accurately reflect the changes Zebulon has experienced since 1990. Data for Wake County are utilized as a reference point for the current economic situation in Zebulon. It must be taken into consideration, however, that Wake County is atypical of counties in North Carolina. It encompasses the cities of Raleigh and Cary and the Research Triangle Park area, all of which contribute to high employment, educational, and income opportunities for individuals living and working in the area.

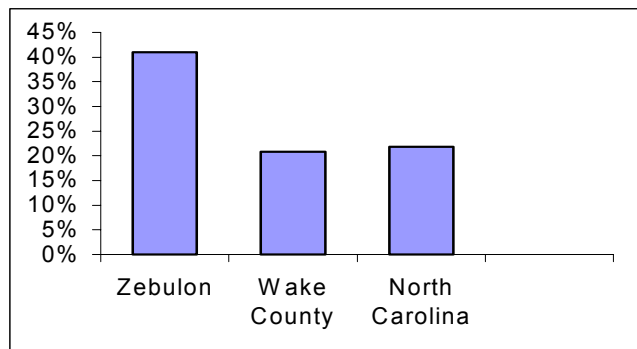
Population

Over the past several years, Zebulon has experienced rapid growth. The population based on the 1990 census was 3,173. The most recent estimate of the population is 4,211 from July 1996 (North Carolina Office of State Planning, 1997). This is a 32% increase from 1990. The demographic breakdown of Zebulon's population is similar to that of both Wake County and North Carolina with regard to gender. Zebulon's population is 55.5% female and 44.11% male, compared to 51.1% female and 48.9% male for Wake County (U.S. Bureau of the Census, 1990b).

Other demographic characteristics of the population demonstrate more significant differences. The most dramatic difference is the percent of African Americans compared to whites in the population. Zebulon's population is composed of 41% African Americans, 58%

whites, and less than 1% Hispanics (U.S. Bureau of the Census, 1990b). When compared to Wake County and to the state, the African American population in Zebulon is larger (see Figure 2.1). Further investigation is necessary to determine if health care differs significantly for whites when compared to African Americans in Zebulon.

Figure 2.1. Percentage of the total population that is African American for Zebulon, Wake County and North Carolina.



Source: U.S. Bureau of the Census. (1990b). U.S. Census 1990. U.S. Department of Commerce: Washington, D.C.

When comparing the age distribution of Zebulon to Wake County and North Carolina, Zebulon's 1-14 year old comprise 22% of the population compared to 18% and 19% for Wake County and North Carolina, respectively (U.S. Bureau of the Census, 1990b). This could have tremendous implications for health care services in Zebulon and further investigation is needed to ensure that any needs these populations may have are being addressed.

The family household size in Zebulon is comparable to Wake County and to North Carolina. The only significant difference is that Zebulon has 9% of households with six or more persons compared to 2% for Wake County and 3% for North Carolina (U.S. Bureau of the Census, 1990b). Zebulon has a higher percentage of African American householders than does

Wake County or North Carolina. This can easily be attributed to the larger percentage of African Americans in Zebulon (U.S. Bureau of the Census, 1990b). Of particular interest is the number of female householders with children in Zebulon without a husband present (see Table 2.1).

Table 2.1

Households Headed by a Female With Children Living in Zebulon, Wake County, and North Carolina.

	Number of Female Households	Total Number of Households	Percent (%)
Zebulon	246	1178	21
Wake County	16581	165,743	10
North Carolina	309,876	2,517,026	13

Source: U.S. Bureau of the Census. (1990b). U.S. Census 1990. U.S. Department of Commerce: Washington, D.C.

Compared to Wake County and North Carolina, Zebulon has 68% and 106% more female householders with children and no husband, respectively (U.S. Bureau of the Census, 1990b). This raises many questions about the availability of childcare and health services, and other services needed to help this disproportionately large population.

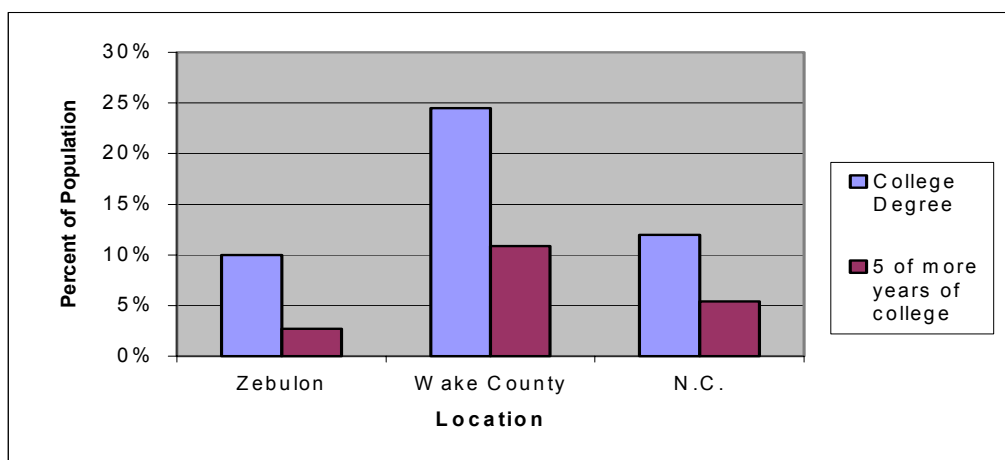
Zebulon’s population is different from that of Wake County and North Carolina, and may warrant different concerns than are addressed at the county and state levels. The high proportion of African Americans, children, and people over the age of 65 may require different services than those for Wake County. The high percentage of women who are taking care of children without the support of a husband may also change the utilization of services in Zebulon. All of these factors are important to consider in deciding which services may help Zebulon meet their current and future needs.

Education

The importance of education can never be underestimated. People with higher levels of education tend to have better paying jobs, higher socioeconomic status, and often, better health. To assess education in Zebulon three factors will be considered: educational attainment, dropout rates, and literacy rates.

It is important to look at the educational attainment in Zebulon in relation to that of Wake County and North Carolina. Zebulon has a higher percentage of people with less than a ninth grade education (14.4%) than both Wake County (5.2%) and North Carolina (12.7%) (U.S. Bureau of the Census, 1990b). Zebulon also has a lower percentage of people who have a college or graduate degree (see Figure 2.2) than either the county or the state (U.S. Bureau of the Census, 1990b). The implication of so few college degrees, when compared to Wake County and especially the state could mean that Zebulon's population may not have the same employment opportunities, which may lead to deficits in socioeconomic and health status.

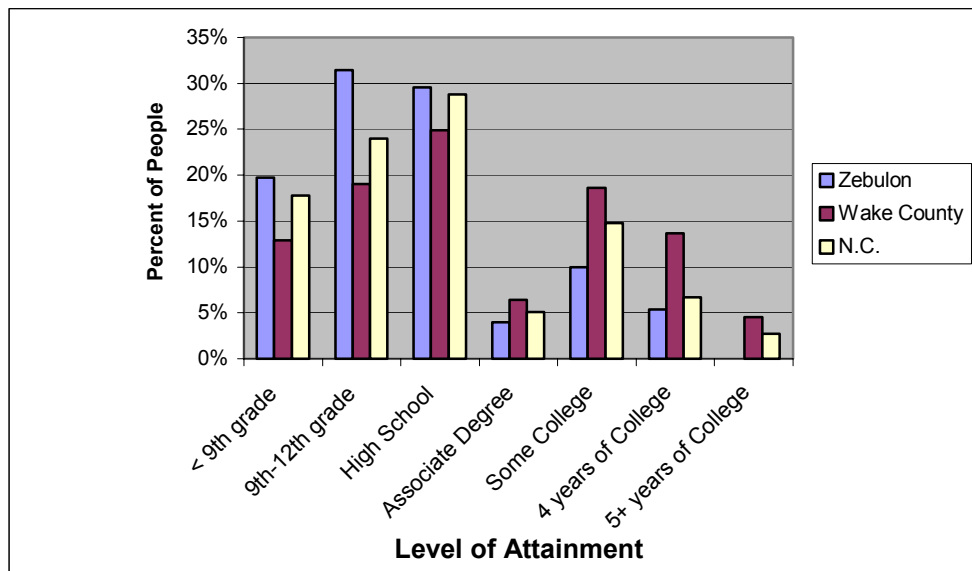
Figure 2.2. Percentage of people with a college degree or higher for Zebulon, Wake County and North Carolina.



Source: U.S. Bureau of the Census. (1990b). U.S. Census 1990. U.S. Department of Commerce: Washington, D.C.

When educational attainment is broken down by race, a clearer picture of the situation emerges. Zebulon has slightly more whites with less than a ninth grade education than both Wake County and the state (U.S. Bureau of the Census, 1990b). However, the drastic differences are seen in Zebulon’s African American population (see Figure 2.3). A larger percentage of African Americans living in Zebulon have less than a ninth grade education and fewer have completed any type of education past high school when compared to Wake County and the state (U.S. Bureau of the Census, 1990b).

Figure 2.3. Comparison of educational attainment for African Americans living in Zebulon, Wake County, and North Carolina.

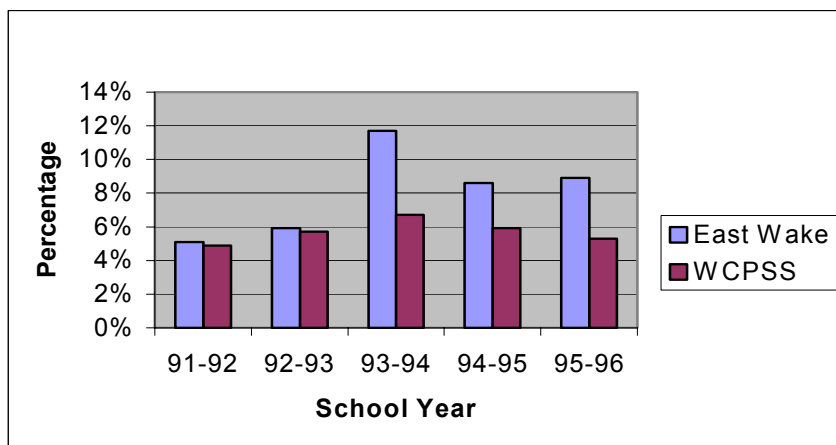


Source: U.S. Bureau of the Census. (1990b). U.S. Census 1990. U.S. Department of Commerce: Washington, D.C.

One possible explanation for the data presented above is dropout rates. Dropout rates specific to Zebulon are not available because there is only one high school, East Wake, serving Knightdale, Wendell, and Zebulon. A comparison of the dropout rates between East Wake High

School, Wake County, and all the schools in Wake County show that, East Wake has the highest dropout rate with the exception of two alternative schools for children at risk (Wake County Public School System [WCPSS], 1997). The graph below (see Figure 2.4) indicates that although the Wake County school system has on average seen a decline in the dropout rates, East Wake's dropout rates have not decreased. The dropout rate is higher now than in any school-

Figure 2.4. A comparison of dropouts between East Wake High School and the Wake County Public School System.



Source: U.S. Bureau of the Census. (1990b). U.S. Census 1990. U.S. Department of Commerce: Washington, D.C.

year since 1991-1992 except for 1993-1994 (WCPSS, 1997). Reasons for the high dropout rate in the 93-94 school year are undocumented. The main reasons for dropping out of high school, cited by students who dropped out of East Wake High School, were attendance problems and long-term suspension. Most of these students were in the ninth grade and most were older than 16 years of age (WCPSS, 1997). This is true of both the county and state data as well. Racial minorities have higher dropout rates than whites (WCPSS, 1997). Understanding the factors that

cause someone to dropout of high school may help to understand some of the racial disparities that are seen in educational attainment in Zebulon.

Literacy rates are very difficult to measure due to sampling issues as well as reporting bias. In 1993, the National Adult Literacy Survey (NALS) surveyed 26,000 adults across the nation to assess their literacy. Using estimates designed in the NALS, it can be estimated that 18% of North Carolinians have literacy difficulties significant enough to adversely affect their daily lives, and another 32% or more experience some literacy difficulties (North Carolina Literacy Resource Center [NCLRC], 1997). To calculate this estimate, characteristics such as education attainment and poverty level were considered (NCLRC, 1997). Specific literacy rates are not available for Zebulon, but if North Carolina's estimated rate is representative of Zebulon, then a significant literacy need may exist. Further research is needed before any conclusions are made about literacy.

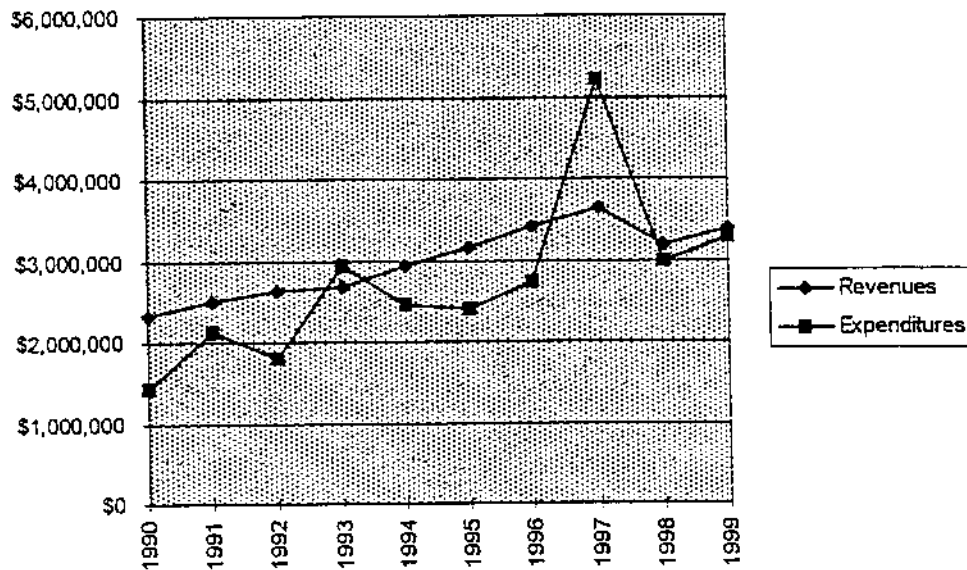
Educational attainment, dropout rates, and literacy provide some insight into potential predictors of socioeconomic status, and possibly health status, for individuals living in Zebulon. It is important to try to understand the reasons behind the disparities that exist between Zebulon and Wake County, as well the existing race disparities.

Economics

Zebulon is currently a site of pronounced population and industrial growth. As previously mentioned, Zebulon experienced a 32% increase in population from 1990 to 1996 (North Carolina Office of State Planning, 1997). In addition, the official annexation of Wakefield in December of 1997 will add approximately 400 new residents and 195 additional acres to the town's limits (Town of Zebulon, 1997). This growth in Zebulon has significant

economic ramifications for the town. Zebulon now faces the challenge of effectively managing the growth by focusing on increasing revenues in order to balance new expenditures. Since 1990, the general fund revenues have consistently been higher than the town's general fund expenditures (see Figure 2.5) with the exception of 1996-1997 (Town of Zebulon, 1997). During that year, funds were allocated for the construction of the new Mudcats Stadium.

Figure 2.5. Actual and projected General Fund revenues and expenditures for 1990-1999.



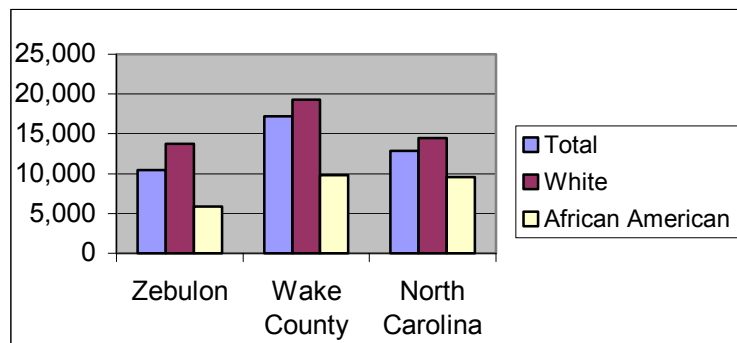
Source: Local Government Commission of North Carolina. (1997). Town of Zebulon, NC Water and Sewer Bond Series. Raleigh, NC: Author.

In order to provide and expand services for the growing number of residents and businesses, the town must continue to augment revenues. The greatest contributor to the town's revenue is property taxes, currently 44% of total general fund revenues (Town of Zebulon, 1997). As previously mentioned, the number of residential and commercial building permits in Zebulon has significantly increased since 1992, contributing to a solid tax base for Zebulon (Town of Zebulon, 1997). In addition to the growing number of permits are the increasing values of those permits. The average value of a residential permit in 1992 was \$49,000. In

1996, the average residential permit value was \$68,000 (Local Government Commission of North Carolina, 1997). Additionally, in 1990, 59% of the housing units in Zebulon were owner occupied, compared to 50% and 48% in Wake County and the state, respectively (U.S. Bureau of the Census, 1990b). Increasingly, permit values and a majority of home owners contributes to the increase in the mean value of homes in the area. In 1996 the average home value in Zebulon was \$74, 621 (Guthy Renker Internet, 1996), up from \$68, 200 in 1990 (U.S. Bureau of the Census, 1990a). This translates into an important rise in property tax revenue for the town.

The per capita income in Zebulon since 1990 has demonstrated trends similar to that for property values. In 1990, the per capita income for Zebulon (see Figure 2.6) was relatively low compared to that of Wake County and the state (U.S. Bureau of the Census, 1990a).

Figure 2.6. Per capita income in dollars at the town, county, and state levels for 1990.



Source: U.S. Bureau of the Census. (1990a). 1990 U.S. Census Data (Database C90STF3A) [On-line]. Available: <http://venus.census.gov/cdrom/lookup/875138729>.

From 1991 to 1994, Wake County’s per capita income increased 17.9 % from \$21,070 to \$24,841 (Local Government Commission of North Carolina, 1997). If Zebulon's growth in population, industry, and property value closely parallels that of the county, comparable increases in per capita income for Zebulon residents might be expected. One concern, however,

is that the expected income increase reflects the income of new, incoming residents and not the income status for long-time Zebulon residents.

In 1990, the percentage of people in Zebulon living below the poverty level was considerably higher than that of Wake County and the state (see Table 2.2). In Zebulon, 14.7% of residents were living in poverty compared to 8.3% in Wake County and 12.2% in the state (U.S. Bureau of the Census, 1990a). Furthermore, there are significant racial differences between people living below the poverty level in Zebulon. African Americans comprise 79% of residents living in poverty compared to 44.6% and 46.6% in Wake County and the state, respectively (U.S. Bureau of the Census, 1990a). This is an issue that must be addressed in Zebulon given that approximately 40% of the town’s population are African American (U.S. Bureau of the Census, 1990a). In order to determine the causes of such discrepancies, more research is required to examine what avenues exist in Zebulon to meet the employment needs of the African American population and if those avenues are adequately utilized.

Table 2.2

Percentage of Persons Below the Poverty Level, 1990

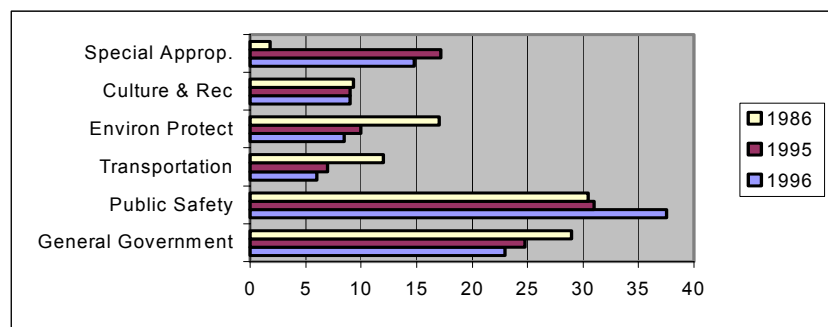
Population	Zebulon (%)	Wake County (%)	North Carolina (%)
Total	14.7	8.3	12.2
White	3.1	4.0	6.3
African American	11.7	3.7	5.7

Source: U. S. Bureau of the Census. (1990a). 1990 U. S. Census Data (Database C90STF3A) [On-line]. Available: <http://venus.census.gov/cdrom//lookup/875138729>.

Of equal importance as the per capita income is the town's unemployment rate. In 1990, 4.3% of Zebulon's population was unemployed compared to 2.5% in Wake County and 3.5% in the state (U.S. Bureau of the Census, 1990a) Of those unemployed in Zebulon, 72.2% were African Americans (U.S. Bureau of the Census, 1990a). This is a potential contributor to the high poverty level of African Americans in Zebulon. In recent years however, Wake County has experienced a steady decline in its unemployment rate from 3% in 1993 to 1.7% in January of 1997 (Local Government Commission of North Carolina, 1997). This trend is encouraging for Zebulon especially given the recent industrial growth in the town. Further investigation is required, however, to determine if the major industrial employers in the area are having a positive effect on the unemployment rate and, if not, what other viable employment opportunities exist within Zebulon for its growing population.

Population growth requires increases in specific expenditures. In the past two years (see Figure 2.7), Zebulon consistently added to general fund expenditures for public safety (Local Government Commission of North Carolina, 1997).

Figure 2.7. General Fund expenditures by function for fiscal years 1986, 1995-1996.



- Thousands -

Source: Local Government Commission of North Carolina. (1997). Town of Zebulon, NC Water and Sewer Bond Series. Raleigh, NC.

More information will determine if the town is taking proactive steps to prevent crime in Zebulon or if the town is responding to a dramatic increase in crime rate as a result of population growth.

The goal of Wake County Human Services is to expand health and community services to areas in northeast Wake County. Before implementing new services, it is important to determine the economic health of Zebulon. Thus far, the Town is managing to maintain expenditures while increasing revenues. However, Zebulon's population is rapidly growing and diversifying both economically and ethnically. The town is therefore faced with addressing diverse priorities and needs. It is important to determine what effects this growth and diversity have on the current trends in unemployment, per capita income, people living below the poverty level, and the crime rate.

CHAPTER 3: POLITICS AND GOVERNMENT

Town Government

The Town of Zebulon has two different types of government within its system: a council management form and a mayor council form. Within the council manager form, the town council hires one employee, the town manager, who is responsible for the administration of the Town (B. Matheny, personal communication, January 15, 1998). Jon Koffa, the current town manager, has held this position since 1997. In addition to town administration, it is the responsibility of the town manager to insulate town operations and employees from the board. There is no legislative authority given to the town manager within the council manager form of government. Rather, the town board possesses the legislative authority within the Town (K. Snell, personal communication, February 17, 1998).

The mayor council form of government is directly responsible for departments and employees within the town. Within the mayor council form of government in Zebulon there exists a non-partisan mayoral position and a town board of five commissioners. The legislative decision-making power within the Town is found within the town board, with the mayor being the political leader of the board. In addition to providing direction and guidance to the board, the mayor represents the city at public and private functions, addresses policy-making issues, and handles the Town's budget (B. Matheny, personal communication, January 15, 1998). The mayor position is a four-year term and is currently held by Bob Matheny. Bob Matheny was elected to his second mayoral term in 1997, but had served on the town board since 1975 before being elected to his first mayoral term in 1994. While the board's responsibilities include both types of government within Zebulon, there is a state statute in place that commissioners cannot

take over the responsibilities of the town manager (B. Matheny, personal communication, January 15, 1998).

In contrast to the town manager post that is hired, the mayor and all board members are elected positions (B. Matheny, personal communication, January 15, 1998). These are four-year terms and are elected from an at-large system in which all residents of the Town are eligible to cast their vote. These positions are elected in staggered terms so that two commissioners and the mayor are up for re-election at one point, and the three remaining commissioner positions come up for re-election two years later. This allows for a balance between potential new and old members to sit on the board concurrently. Table 3.1 shows the current members of Zebulon’s town board along with their re-election dates (K. Snell, personal communication, February 17, 1998).

Table 3.1

Zebulon Town Board, 1998

Name	Race	Sex	Re-election Date
Bob Matheny (mayor)	Caucasian	Male	2001
Dale Beck	Caucasian	Male	2001
Don Bumgarner	Caucasian	Male	1999
Roy Collins	African-American	Male	2001
Robert Holben	African-American	Male	1999
Mener Moody	Caucasian	Female	1999

Government and Health

The Town does not maintain responsibility for health care within the community (D. Moore, personal communication, April 3, 1998). Rather, Wake County Human Services located in Raleigh assumes the leading executive and governmental role for health policy and service decisions affecting Zebulon. The Wake County Health Department is subsumed under this agency. An administrative policy board advises the Human Services Director and the County Manager on health-related issues and policies. This recently restructured administrative board is comprised of 25 medical professionals, advocates, and consumers all chosen by the Wake County Commissioners to serve four-year terms, and is headed by a county commissioner also serving a four-year term. The policy board and Human Services Director propose the agency's annual budget, which is subject to approval by the Wake County Commissioners (Wake County Board of Commissioners, 1996).

CHAPTER 4: HEALTH

The location of Zebulon within Wake County may influence the town's health statistics. Included in Wake County are Raleigh, the capital and a major urban city, and a portion of Research Triangle Park, home to many large technological firms. Due to the inclusion of Raleigh and Research Triangle Park, Wake County may not be a representative comparison. In addition, the Triangle Region, comprised of Raleigh, Durham, and Chapel Hill, has the highest number of Ph.D. degrees per capita in the United States. Raleigh is home to an array of health services and several major medical facilities, which contribute to the county's atypical health statistics in comparison to other counties that lack such resources. For this reason data for Zebulon are compared to those of North Carolina, as well as Wake County, when possible.

Mortality and Leading Causes of Death

Comparing mortality rates for North Carolina and Wake County provides a picture of the overall health status of the region and how Zebulon compares to and may be affected by the current conditions. The overall mortality rates for North Carolina and Wake County differ significantly (see Table 4.1). In 1995, the mortality rate in North Carolina for the total population was 9.0 versus 5.6 per 100,000 in Wake County (State Center for Health Statistics, 1996). In addition, the mortality rates for the white and nonwhite populations in the state, 9.0 and 9.0, respectively, were higher than those in Wake County, 5.4 and 6.4, respectively. As previously mentioned, Wake County is not exemplary of typical counties in North Carolina. There is a high density of hospitals and health care facilities which perhaps contribute to the overall lower mortality rates in the county.

Table 4.1

Overall Mortality Rates per 100,000 People for North Carolina and Wake County

Overall Mortality Rates (1995)						
	North Carolina			Wake County		
	Total	White	Nonwhite	Total	White	Nonwhite
Total	9.0	9.0	9.0	5.6	5.4	6.4
Males	9.5	9.3	10.2	5.8	5.4	7.2
Females	8.5	8.7	7.9	5.5	5.4	5.8
Age 0-4	2.2	1.7	3.2	1.9	1.6	2.8
Age 5-14	.2	.2	.3	.3	.3	.3
Age 15-24	1.0	.8	1.4	.7	.5	1.2
Age 25-34	1.5	1.1	2.6	.9	.7	1.6
Age 35-44	2.6	1.9	4.8	1.9	1.5	3.4

The overall 1995 mortality rate in Zebulon was 10.4 per 1,000 (Department of Environment, Health, and Natural Resources [DEHNR], 1997a). This rate more closely resembles the rate for the state than that of Wake County. It must be noted, that this rate is highly unstable due to Zebulon's small population size and the small number of deaths in the town for 1995. Caution must be taken when interpreting and comparing this statistic.

The leading causes of death behind these mortality rates are consistent for the state, Wake County and Zebulon. For all three areas the predominant causes of death are heart disease, cancer, nonspecific causes, and stroke (DEHNR, 1997a). Consistent with the mortality data, the rates for causes of death are significantly higher for the state than for Wake County (see Table 4.2). Rates were not calculated for causes of death in Zebulon due to exceptionally low incidence in the town. Out of the leading 15 causes of death, the only rate that is equal for the state and the county is for HIV/AIDS, with 11.3 for the state and 11.9 for the county (DEHNR,

1997a). It must be noted that it is questionable as to whether Wake County residents actually experience higher HIV/AIDS related deaths or if residents from other counties relocate to Wake County for health care needs related to HIV/AIDS.

Table 4.2

Rates per 100,000 people for Leading Causes of Death for North Carolina and Wake County

Leading causes of death:	North Carolina	Wake County
heart disease	270.9	153.6
Malignant neoplasms (cancer)	207.2	139.1
All other causes	92.2	63.1
Cerebrovascular disease (stroke)	72.8	49.1
Chronic obstructive pulmonary disease (COPD)	41.1	18.4
Pneumonia and influenza	34.5	12.6
Diabetes mellitus	24.8	14.5
Other unintentional injuries & adverse effects	21.9	16.1
Unintentional MVA	20.5	11.5
Suicide	12.3	9.5
Homicide & legal intervention	9.1	5.6
HIV/AIDS	11.3	11.9
Nephritis, nephrosis, nephritic syndrome	9.7	5.2
Conditions originating in perinatal period	6.5	4.5

Morbidity

Morbidity data are good sources of information upon which to base decisions for future health programming. From 1991-1995, the majority of data on morbidity for Wake County and the state indicates insignificant differences in illness prevalence with the exceptions of AIDS cases and cancer. The AIDS rate in North Carolina was 11.55 compared to 14.1 per 100,000 in Wake County. In addition, the age-adjusted, overall cancer rate for Wake County for 1991-1993 exceeded that of the state, 411.2 versus 359.7, respectively (State Center for Health Statistics, 1997). Data on AIDS cases and cancer rates are unavailable for Zebulon but there is no indication that data from Zebulon would differ from either that of the County or State. At this point, there is no explanation for the elevated rates of cancer and AIDS in Wake County other than that Wake County houses advanced medical care facilities.

Sexually transmitted disease rates are not available for Zebulon but there is no indication that data from Zebulon would differ from either that of the County or State. In 1995, the number of reported cases of chlamydia was 1,318 in Wake County. The rate of newly diagnosed cases of syphilis and gonorrhea in Wake County for 1996 was 18.7 and 286.4 per 100,000 population, respectively (State Center for Health Statistics, 1997).

Currently, there are sixteen mandatory reportable diseases in the state of North Carolina. Case rates per 10,000 people were calculated to compare disease incidence for the eight leading diseases in 1996 for the Zebulon, Wake County, and North Carolina (see Table 4.3). The data show no differences in incidence between the county and the state. Zebulon, however, differs significantly for all eight communicable diseases with highly elevated case rates over the state and county (DEHNR, 1997b). Further investigation into the potential factors responsible for these elevated rates will assist in identifying needs for additional and improved health services.

Table 4.3

Actual Cases and Case Rates per 10,000 People Infected with Reportable Communicable Diseases in 1996 for North Carolina, Wake County, and Zebulon

Reportable Communicable Diseases (1996)						
Disease	North Carolina (population 7,323,805)		Wake County (population 539,187)		Zebulon (population 4,211)	
	Actual Cases	Rate/10,000	Actual Cases	Rate/10,000	Actual Cases	Rate/10,000
Campylobacteriosis	650	0.9	50	0.9	6	14.0
Salmonellosis	1466	2.0	93	2.0	2	5.0
Shigellosis	565	0.3	28	0.5	2	5.0
E. Coli	47	0.06	3	0.06	1	2.0
Hepatitis A	204	0.3	21	0.4	1	2.0
Hepatitis B	337	0.5	15	0.3	2	5.0
Hepatitis B Carriers	713	1.0	59	1.0	1	2.0
Tuberculosis	545	0.7	34	0.6	1	2.0

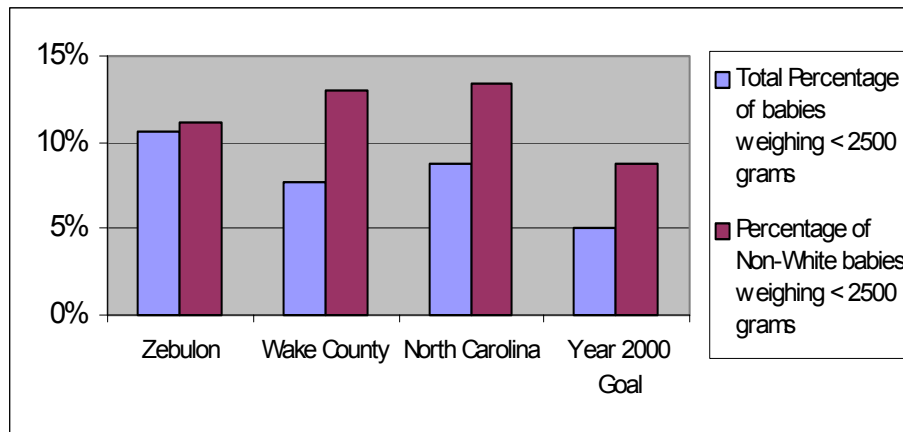
Maternal & Child Health

Many statistics are employed to help portray the most accurate picture of health for pregnant women and their infants. Data are presented here for three geographic levels: town, county, and state. Both total data and data for non-white individuals are presented for 1996. In addition, the health objectives for the year 2000 cited in *Healthy People 2000* are also given as a means for comparison. These serve as specific health goals which the nation, as a whole, hopes to move towards and exceed if possible.

One of the most common measures used to gauge the health of a newborn baby is birth weight. Low birth weight babies are defined as those weighing less than 2500 grams (5.5 lbs.) at

birth. Figure 4.1 depicts low birth weight percentages for babies born in 1996 (DEHNR, 1997c). While Zebulon has the highest overall percentage of low birth weight babies when compared to the county and state, it has the lowest percentage of all three geographic levels for non-white babies. The total percentage for the Town is still double the year 2000 goals, but is just slightly higher than the county and state percentages.

Figure 4.1. Total Percentage and Percentage of Non-white Babies Weighing Less than 2500 grams in 1996.

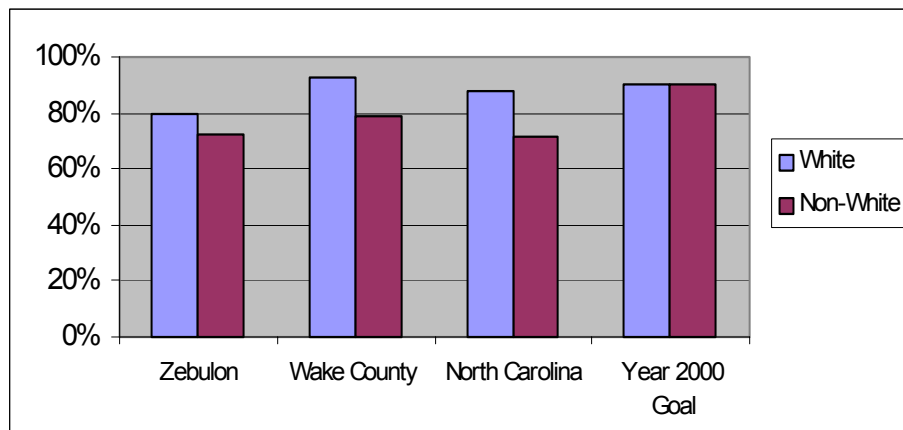


Source: [Maternal and Child Health Characteristics:1996--North Carolina, Wake County, and Zebulon] [Electronic data tape]. (1997c). Raleigh, NC: State Center for Health Statistics [Producer and Distributor].

The possible impact of variables such as prenatal care, education level, and age of mother, are important to examine when considering the higher overall percentage of low birth weight babies in Zebulon. Prenatal care initiated during the first trimester of pregnancy is measured since this is the most critical time of fetal development. A slightly lower percentage of women living in Zebulon received prenatal care in the first trimester compared to the county and state in 1996, with non-white women receiving less than white women at each geographic level (see Figure 4.2). Only at the county level was the year 2000 goal of 90% of pregnant women

initiating prenatal in the first trimester attained and surpassed, although data for the state just fell short of the 90% mark (DEHNR, 1997c). This suggests a discrepancy between needed prenatal care and care actually received by pregnant women in Zebulon, especially by non-white women. In fact, 13.15% of Zebulon mothers giving birth in 1996 received no prenatal care at all. This number is quite high when compared to 2.43% and 2.85% for the county and state, respectively. More discouraging is that of women not receiving prenatal care in Zebulon, almost all were from minority groups (DEHNR, 1997c).

Figure 4.2. Percentage of White and Non-white Women Receiving Prenatal Care in the First Trimester in 1996.

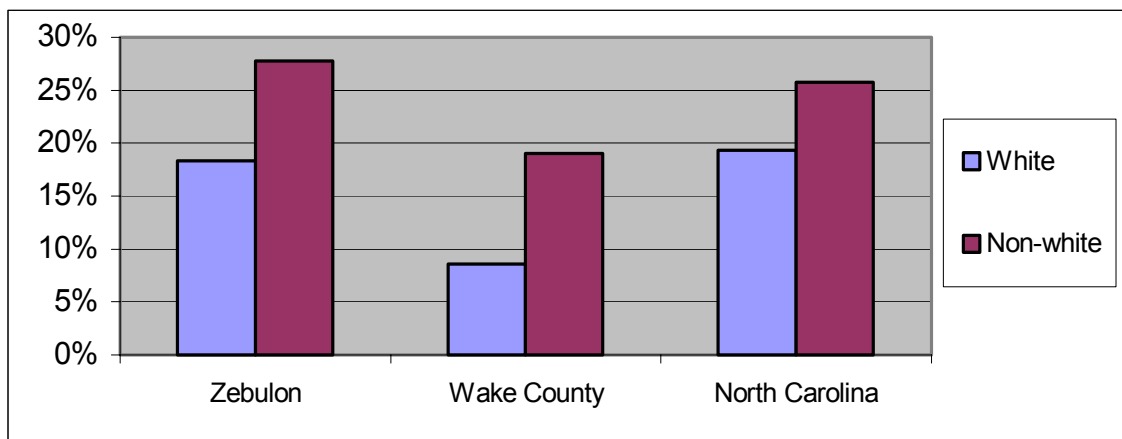


Source: [Maternal and Child Health Characteristics:1996--North Carolina, Wake County, and Zebulon] [Electronic data tape]. (1997c). Raleigh, NC: State Center for Health Statistics [Producer and Distributor].

Data on educational attainment for mothers in Zebulon are similar to the state data for both white and non-white women. However, both of these geographic levels differ considerably from Wake County statistics (see Figure 4.3). The percentages of white mothers without a completed high school education in Zebulon and the state are nearly double that of white mothers in the county. While these numbers are not as contrasted for non-white mothers, a

discrepancy still exists between town and state data, and data for Wake County (DEHNR, 1997c).

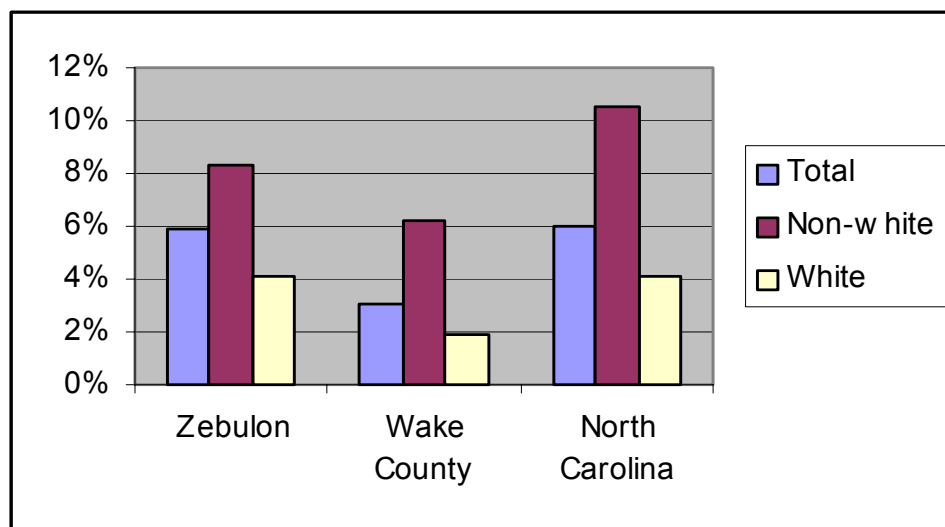
Figure 4.3. Percentage of White and Non-white Mothers in 1996 Who Did Not Complete High School.



Source: [Maternal and Child Health Characteristics: 1996--North Carolina, Wake County, and Zebulon] [Electronic data tape]. (1997c). Raleigh, NC: State Center for Health Statistics [Producer and Distributor].

The age of the mother may be one possible explanation for low birth weight, with presumably a higher percentage of low birth weight babies born to teenage mothers. Zebulon data regarding the number of babies born to mothers younger than 18 years of age are similar to those of the state but differ considerably from those of the county (see Figure 4.4). It is important to note that this is not the pattern of data regarding low birth weight, where Zebulon ranks last (see Figure 4.1). It is difficult to interpret this information, however, since the population of women of child-bearing age in Zebulon is so small and, may in fact, distort these numbers.

Figure 4.4. Percentage of Total, White, and Non-white Women Under the Age of 18 Giving Birth in 1996.



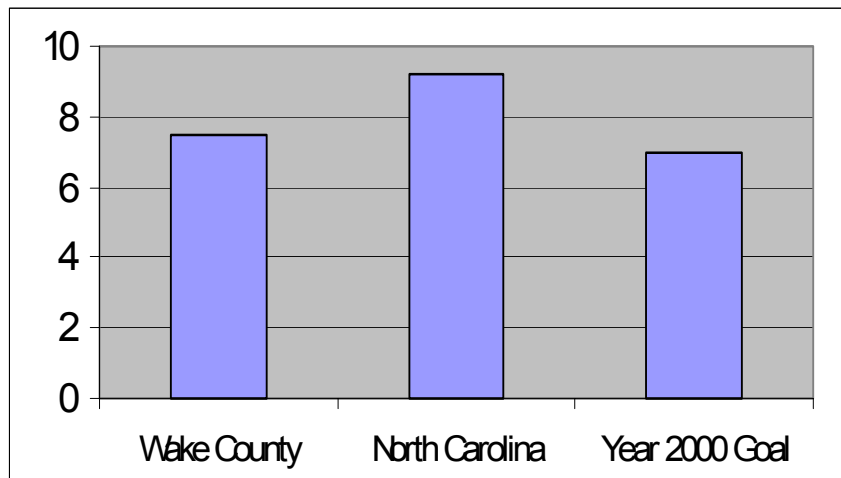
Source: [Maternal and Child Health Characteristics:1996--North Carolina, Wake County, and Zebulon] [Electronic data tape]. (1997c). Raleigh, NC: State Center for Health Statistics [Producer and Distributor].

The infant death rates for Wake County and North Carolina are presented in Figure 4.5. Infant deaths are usually a result of low birth weight and premature birth (DEHNR, 1997c). Since premature birth is less controllable, attention is normally focused on fostering healthy prenatal development. As the figure depicts, both the county and state statistics are not far from the year 2000 goals. While this information is also available for Zebulon, it is highly unreliable due to the small sample size from which it was derived.

While these data help demonstrate differences on the town, county, and state levels for maternal and child health characteristics, they should be interpreted with caution. The presence of major medical and research facilities, and overall better access to care, make Wake County a difficult source of comparison for any small town. Many more services for women and children are provided as one approaches Raleigh, and are more easily accessible for individuals without

transportation or health insurance. It is, however, important to consider that an opposite effect may be taking place. Zebulon may be *better off* with regard to maternal and child health compared to many small towns that do not share a close proximity to Raleigh. These confounding factors suggest a need to probe deeper to determine if comparing Zebulon to Wake County and North Carolina depict what is actually occurring within the Town.

Figure 4.5. Infant Death Rates per 1,000 in 1996.



Source: [Maternal and Child Health Characteristics:1996--North Carolina, Wake County, and Zebulon]

[Electronic data tape]. (1997c). Raleigh, NC: State Center for Health Statistics [Producer and Distributor].

Behavioral Risk Factors

Behavioral characteristics of a population regarding smoking, obesity, seatbelt use, exercise, and substance abuse can be good indicators of the type of lifestyle which residents of a community adopt. Unfortunately, very little information about these factors is available on a county- or statewide basis, with even less available for the Town. The small amount of information that does exist may not accurately reflect the lifestyle choices of the geographic level

for which it was collected. For this reason, caution should be taken in drawing conclusions from the data presented here.

There is no specific information on smoking for Zebulon or Wake County, only for North Carolina. Based on 1995 statistics, 26% of the state's population smoked. Smoking is responsible for 1 in 5 deaths in North Carolina and caused a total of 12,193 deaths in the state during 1996 (State Center for Health Statistics, 1997). It is not clear at this time whether North Carolina's status as a tobacco-growing state directly relates to these statistics, or in which direction these numbers are moving.

Increasing seatbelt use has been one concern of the state in an attempt to increase highway safety. As of 1995 there were 72 "Click-It" sites, which designed to monitor seat belt use throughout the state. Zebulon is located in what is termed the Piedmont Region. As of December 1995, 75.4% of drivers in this region were observed wearing seatbelts, compared to 73% in the Mountain Region and 78.9% in the Coastal Region. Urban residents throughout the state fared better than rural residents, with 78.8% compared to 72.4% observed wearing seatbelts, respectively (University of North Carolina Highway Safety Research Center, 1996).

There are three free-standing alcohol and drug abuse treatment centers in North Carolina, located in what are considered the West, North Central, and East Regions of the state. During the 1996 fiscal year a total of 3,937 people were served in these three treatment centers. Data indicate a steady number of persons served within these centers which has not increased or decreased dramatically in recent years (Division of Mental Health, Developmental Disabilities, and Substance Abuse Services, 1996). Wake County is located in what is considered the South Central Region, and accounted for the lowest number of people served in 1996. Of the individuals with substance abuse problems who were treated in these facilities, 80% were treated

for alcohol abuse, 60% for cocaine use, and 43% for marijuana use (Division of Mental Health, Developmental Disabilities, and Substance Abuse Services, 1996).

Crime

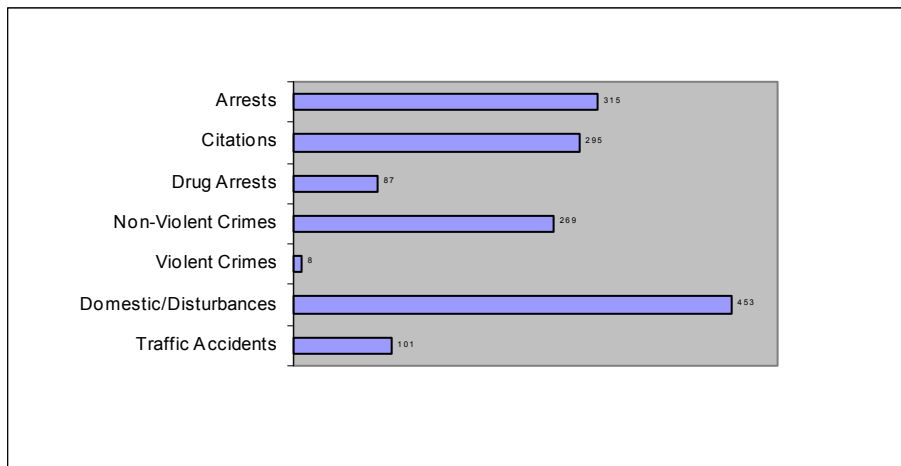
It is very difficult to get an accurate picture of crime in Zebulon by comparing statistics for the Town to those of Wake County and North Carolina. The Town is on a much smaller scale, not just with regard to population, but also with respect to crime-related services and number of committed offences. The focus here, therefore, will be on the nature of crime within Zebulon, with comparisons made to the larger geographic areas of county and state only when appropriate.

The Town of Zebulon has one main police department staffed by 20 officers and located in the downtown area. Officers attend various training programs including those focusing on ethics, media relations, and communication. In addition, the department spent a total of 200 hours during 1996 on a culture and language program provided for officers to foster a better understanding of the Spanish-speaking individuals within the community (Town of Zebulon, 1997). Besides officer training, the Zebulon police department has focused attention on organizing programs to enhance community relationships and promote safety within Zebulon. Such programs have included: Senior Citizen Check-in, Neighborhood Watch, Operation Identification (to mark valuables), and fingerprinting for children (Town of Zebulon, 1997).

The most recent numbers available on crime in Zebulon are for 1996 (see Figures 4.6 and 4.7). As Figure 4.6 indicates, domestic disturbances accounted for the greatest number of calls to the police department, and violent crimes for the fewest calls, during the last six months of 1996 (Town of Zebulon, 1997). Violent crime includes the offenses of murder, forcible rape,

robbery, and aggravated assault, while non-violent crimes include those not encompassed by another category (e.g. property crimes, arson, etc.). In addition to the 1996 data, crime statistics are also available for 1995. The percent changes for given offenses within Zebulon, Wake County, and North Carolina between 1995 and 1996 are shown in Figure 4.7 (Division of Criminal Information, 1997).

Figure 4.6. Incidences Reported to the Zebulon Police Department for July 1996 to December 1996.

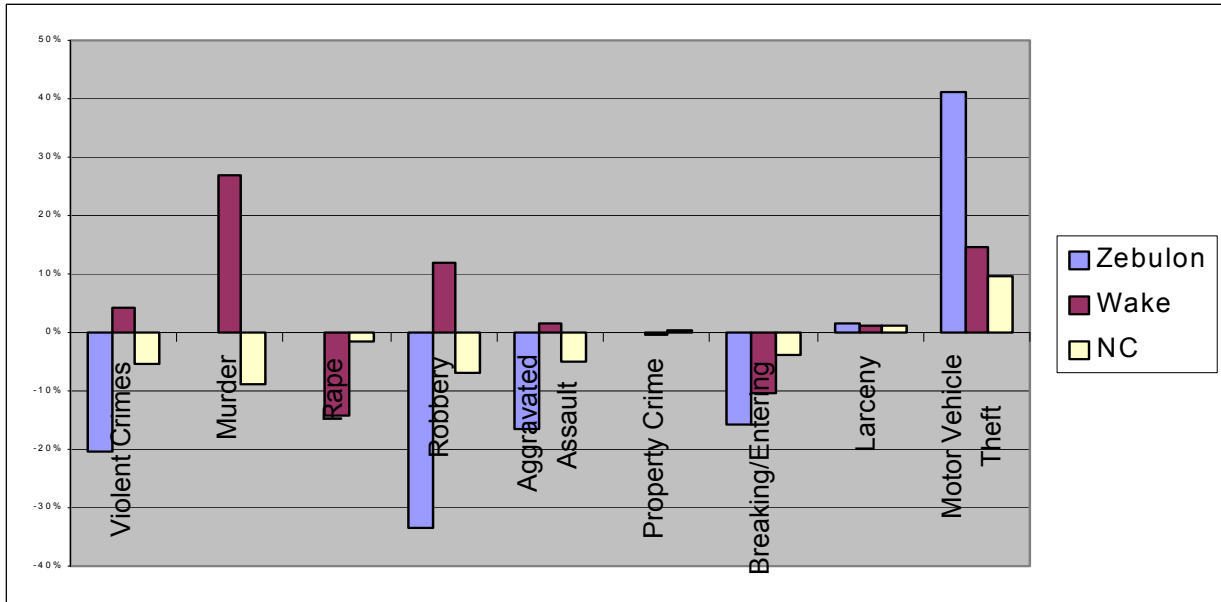


Source: Town of Zebulon. (1997). Town of Zebulon annual report FY 1996-1997. Zebulon, NC: Author.

It is difficult to track the impact that crime is having upon the Town with only actual count data available for various offenses to examine. One indicator that suggests a positive trend is the addition of a police substation on Privette Street. Prior to the addition of this substation, the main police department received an average of 34 calls per month for this locale. However, after adding the substation, the average number of calls per month dropped significantly (see Figure 4.8). This action, combined with the focus on officer training and community

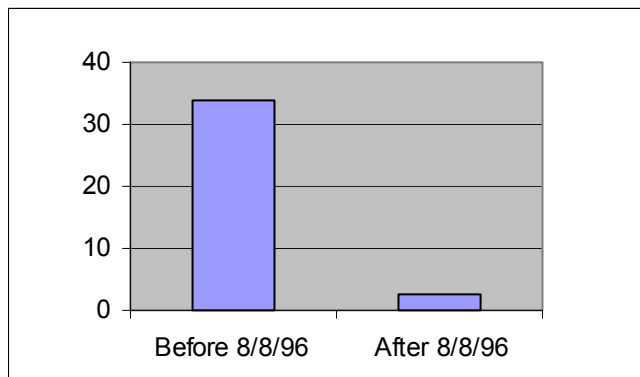
involvement, suggests that the Town of Zebulon is actively prepared to implement changes to decrease crime and increase safety.

Figure 4.7. Percent Difference in Crime Reported from 1995-1996.



Source: Division of Criminal Information. (1997). State of North Carolina: Uniform crime report 1996. Raleigh, NC: North Carolina State Bureau of Investigation.

Figure 4.8. Calls to the Zebulon Police Department for Privette Street



Source: Town of Zebulon. (1997). Town of Zebulon annual report FY 1996-1997. Zebulon, NC: Author.

Environmental Health

According to the Town's Public Works Director, there are several environmental issues currently facing the Town of Zebulon. These include the quantity and quality of drinking water, wastewater management, storm drainage, and the management of solid waste (K. Waldroup, personal communication, November 7, 1997). While each of these may not be an immediate threat to the health of the community, they suggest some potential problems that Zebulon must address to prevent future health-related repercussions.

The water in Zebulon is considered drinkable, but has been found to contain high levels of iron (Fe) and manganese (Mn). These minerals give water a brown appearance which has been called "highly unappealing" by Town residents (K. Waldroup, personal communication, November 7, 1997). Although these levels do not consistently exceed the maximum contaminant level (MCL), they have exceeded the MCL in the past. In addition to the iron and manganese, there is an algae problem in the summer which gives the water a musty taste. Although this has not been deemed a health threat, it is also described as unappealing by the residents of Zebulon.

Zebulon sits at the head waters of the Little River and is the first town to draw water from the river. Yet, there is no reservoir, which is especially difficult during times of draught. Several steps have been taken to address this problem. There is a plan to build the Little River Reservoir, but the building is still 15 to 20 years away from implementation (K. Waldroup, personal communication, November 7, 1997). Zebulon, with its population of approximately 4,000, is not a priority relative to more rapidly growing towns in Wake County. The Town has also started a bond process to raise funds in order to tap into the city of Raleigh as a secondary water source. Zebulon purchases 1 million gallons of water per day from Raleigh, doubling the

Town's daily supply, and allowing the Town to barely meet its water demand. The current structure was boosted by adding a pump system, one located in Zebulon and one in Knightdale, in order to draw water from Raleigh versus relying on the older, gravity-based system (K. Waldroup, personal communication, November 7, 1997).

Financing is a definite obstacle to solving the water problem. The Town has already invested \$500,000 into the current water plant to remove the iron and manganese from stored water, rebuild filters, and utilize carbon to absorb minerals (K. Waldroup, personal communication, November 7, 1997). By combining low-quality water from the Little River with high-quality water from Raleigh, the Town's overall water supply has improved. Until a more permanent solution is attained, the Town enforces conservation measures during the summer to decrease water usage.

Wastewater management problems in Zebulon are the result of two main causes: inflow and infiltration, and population growth. For towns with very old sewage systems, inflow and infiltration are a huge problem. The system develops leaks and allows rain and groundwater to seep into the system. This water combines with wastewater, increasing the volume of water that needs to be treated. This reduces the treatment center's capacity to effectively treat the water and forces the plant to spend additional monies to expand in order to accommodate the increased volume of wastewater. The treatment center has the capability of treating 1.85 million gallons per day. Currently, 900,000 gallons per day are treated, with 300,000 gallons (33%) of that rain and groundwater (K. Waldroup, personal communication, November 7, 1997). This creates a serious problem, yet one that seems to be common for many old towns. The Town has been actively addressing this issue for the past three years by locating and replacing the leaks in the

system. To date, they have replaced 2/5 of the old lines (K. Waldroup, personal communication, November 7, 1997).

The population growth within Zebulon has also contributed to wastewater problems. The water treatment plant is currently operating at 50% capacity. At 80% capacity the state prohibits a town from adding any additional people to the system. With an already increasing volume of water due to inflow and infiltration, a growing population threatens this percentage by adding additional wastewater volume. Zebulon experienced a major growth spurt from 1993-1997 which was not anticipated when projecting the future capacity of the current treatment center (K. Waldroup, personal communication, November 7, 1997). Initially, it was thought that the plant could operate under 80% capacity for more than 20 years. However, that projection has now been shortened until some time between 2003 and 2010. To address this issue, the Town has chosen to fix the existing system, since this is much cheaper than expanding the treatment center.

Although more indirectly related, storm drainage problems are another effect of the population growth in Zebulon. The new developments within the Town cause major problems for the storm drainage system by pushing its functional limits. Zebulon has learned some hard lessons from problems caused by new subdivisions that were not properly planned with regard to water drainage. The Town is currently developing a guidebook for building standards to avoid future problems (K. Waldroup, personal communication, November 7, 1997). This is an especially salient issue for Town leaders. Zebulon is committed to increasing residential development in an effort to diversify the tax base, since 68% of the tax base is currently industrial.

The main problem with solid waste in Zebulon is that there is no disposal facility located within the Town. Instead, a contracted hauling company is used to move waste to the North

landfill, since the South and Raleigh landfills are full (K. Waldroup, personal communication, November 7, 1997). To try and minimize this problem, the Town seriously encourages its residents to recycle. In the past, Zebulon was able to pick up anything left on the curb, but now charges for pick-up of certain items and refuses others due to the cost and trouble of removal.

All of these environmental issues are typical of small towns and not unique to Zebulon. Taking a proactive rather than a reactive approach is Zebulon's current focus. The Town is learning from the mistakes of other boom towns and regions, and trying to prevent further problems. These preventive measures mean working with other environmental and governmental agencies, to which Zebulon is highly committed (K. Waldroup, personal communication, November 7, 1997).

Community Health Services

The Wake County Health Department established a remote clinic within Zebulon in 1992 located on the property of the Zebulon Middle School. The clinic provides services including well- and sick-child care, women's health, immunizations, and pre- and postnatal care to the residents of Zebulon and surrounding communities in eastern Wake County. In addition, a tuberculosis clinic is available. On Wednesdays, a licensed professional from outside of the clinic comes to provide mental health services. According to the clinic director, this is inadequate in addressing the current psychological needs of the Town residents (D. Jackson, personal communication, October 24, 1997). Sexually transmitted diseases (STDs) can also be diagnosed and treated at the clinic with the exception of HIV. Serum testing for HIV can be initiated in Zebulon, but patients must travel 18 miles to the main health department building in Raleigh for any follow-up care. An individual is not required to have medical insurance to

receive treatment at the clinic, although most of those patients seen have Medicaid (D. Jackson, personal communication, October 24, 1997).

The majority of patients treated at the clinic are African American, followed by white (see Table 4.4). Persons of Hispanic origin make up a small percentage of the total patients seen, although knowledge about the health clinic is growing as the Hispanic community grows (D. Jackson, personal communication, October 24, 1997). The majority of all adult patients who utilize the clinic are female, and between the ages of 19 and 50 years old. The majority of male patients seen are infants and children brought to the clinic for child health services and, of all children brought in for these services, most are under 5 years of age (see Table 4.4).

Despite the fact that the clinic is equipped to provide family planning services, the Board of Education prohibits utilization of these services by anyone under the age of 19 due to the clinic's location on school property (D. Jackson, personal communication, October 24, 1997). No other family planning facilities exist within Zebulon, and the next closest is located 14 miles away in the city of Wake Forest. Although there is no way to be certain how many teenage pregnancies occur each year in the Town, the Zebulon Clinic saw 23 pregnant females between the ages of 12 and 18 in 1996. The clinic staff was limited to providing prenatal care to these adolescents.

Emergency care is another limitation of the health resources within Zebulon. Although Eastern Wake Hospital is located within the Town, it serves as an outpatient facility only and uses its 13-bed capacity for patients recovering from day surgery and other minor medical conditions. It does, however, accept Medicare, Medicaid, private insurance, and private funds (L. Whitaker, personal communication, November 3, 1997). The closest urgent care facility is 12 miles away in Knightdale and the nearest emergency care facility is 18 miles away in Raleigh.

Raleigh's three major hospitals, WakeMed, Rex Healthcare, and Columbia Raleigh Community Hospital, are the choices for health care of many people in the area who may work in Raleigh. Of these, WakeMed is the main facility utilized by community members since it is the city's public hospital (D. Jackson, personal communication, October 24, 1997).

Table 4.4

Unduplicated Counts of Clients at the Zebulon Health Clinic From 7/1/96 to 6/30/97.

	<u>Women's</u> <u>Health</u>	<u>Child</u> <u>Health</u>	<u>Prenatal</u> <u>Clinic</u>
Age Groups	<u>Total</u>	<u>Total</u>	<u>Total</u>
0-5	0	391	0
6-11	1	137	0
12-18	78	141	23
19-24	231	17	76
25-50	317	0	62
50+	20	0	0
Total	647	686	161
Gender	Total	Total	Total
Female	640	371	161
Male	7	315	0
Total	647	686	161
Race	Total	Total	Total
Asian	1	2	0
Black	322	362	76
Hispanic	33	48	14
Indian	1	1	0
White	286	263	70
Other	4	10	1
Total	647	686	161

Source: D. Jackson, personal communication, October 24, 1997

Transportation to and from these medical facilities may also pose a problem for accessing services. Even though the clinic is located within the Town, there is no public transit system within Zebulon to bring people to and from the clinic who have no other means of transportation. Eastern Wake Hospital, which is affiliated with WakeMed in Raleigh, also provides no transportation to and from its facility. Transportation to Raleigh produces another barrier. Individuals needing to go to medical appointments in Raleigh can take a health department shuttle, provided they have Medicare or Medicaid. However, an appointment must be made several days in advance unless a medical emergency arises (D. Storvis, personal communication, November 3, 1997). The Triangle Transit Authority (TTA) is a private transportation company providing two buses between Zebulon and Raleigh on weekdays. These buses leave between 6:30-7:00AM and do not return to Zebulon until after 5:30PM, forcing individuals to stay in Raleigh for the entire day. Capital Area Transit and Van Pool also provide transportation between Zebulon and Raleigh, but do not necessarily pick-up or drop-off riders at convenient locations, and can cost up to \$41 per month (J. H. Litton, personal communication, November 3, 1997).

There are more dentists (10) than doctors (7) with practices located within the Town, not including two optometrists who also have offices in Zebulon. The actual doctor to patient ratio in 1996 for Zebulon was 1.7 doctors per 1000 residents (East Wake Alliance for School Health, 1996). This is slightly higher than the 1995 data available for the county and state which showed ratios of 0.85 per 1000 and 0.72 per 1000, respectively (North Carolina Office of State Planning, 1997). Zebulon currently has 3.1 hospital beds per 1000 residents (L. Whitaker, personal communication, November 3, 1997), compared to 2.4 per 1000 and 3.0 per 1000 for the county and state, respectively (North Carolina Office of State Planning, 1997). Although these data

appear to show Zebulon at an advantage, it is important to note that the available beds within the Town are at Eastern Wake Hospital. As previously mentioned, these beds are used for recovery from outpatient services and are not for trauma or inpatient use.

According to the North Carolina Office of State Planning (1997), Wake County ranks 99th out of 100 counties in the state for persons served in area mental health programs. It is unclear if this low ranking is due to the absence of a treatment center in the region or a low number of people seeking treatment. The actual rate for the county is 19 per 1000 persons served. This fact coincides with the lack of mental health services located within Zebulon, where there are no psychologists or mental health facilities. The Town, however, has available support services offered by the Zebulon Methodist Church. These support groups include Alcoholics Anonymous, Al-Anon, Weight Watchers, and an Alzheimer's disease support group (East Wake Alliance for School Health, 1996).

The growing Hispanic population within Zebulon has added some unique service-related challenges to the community, specifically where health is concerned. The health clinic does not currently maintain a Spanish-speaking employee on staff, even though 5% to 9% of patients seen for specific clinics (see Table 4.4) are of Hispanic origin (D. Jackson, personal communication, October, 24, 1997). An Americorps volunteer, due at the clinic in the near future, is expected to be focusing primarily on the Hispanic population within the community, which should help overcome this obstacle. Guardian Care of Zebulon, the only long-term care facility in the Town, is also without any Spanish-speaking personnel, although they see no need for them at this time (M. Meehan-Rainer, personal communication, November 3, 1997). The one exception in Zebulon is Eastern Wake Hospital. The hospital's manager speaks Spanish and can act as a

translator for patients when necessary (L. Whitaker, personal communication, November 3, 1997).

Conclusion

Several areas of interest stand out when examining health data for the Town. Zebulon's population contracted communicable diseases at a higher rate compared to the county and the state in 1996. It is unclear at this time whether these data reflect a trend in disease rates in the Town. Secondly, there is a lower percentage of pregnant women receiving prenatal care in the first trimester. Further investigation is needed to determine if transportation issues, lack of knowledge about available services, or cultural and language barriers are contributing to the low number of women receiving care.

Thirdly, the active, community-focused approach of the Zebulon Police Department seems to have paid off in the form of lowered crime in problem areas of the Town, and better relationships with Town residents. In addition, the Town's attention toward preventing future environmental problems seems to be an asset of the community. However, the Town may be focusing money and resources on addressing macro-level concerns that are not salient to Town residents. Only after gathering qualitative information from the residents of Zebulon will it be clear if the people of the community share these same concerns.

There clearly seems to be a need for expanded community health services in Zebulon. There is a lack of accessible family planning services for adolescents. The current mental health needs of Town residents are not met due to the absence of services in Zebulon. At this point it appears that the clinical health services offered in the Town are underutilized by the Hispanic population. Transportation within the Town, and in and out of Zebulon, seems to be a limiting

factor in accessing area health services. Further investigation will determine to what extent the health care of people in Zebulon is affected by these issues.

CHAPTER 5: METHODOLOGY

This section explains the process of data collection and analysis. The discussion will include a brief comment of the limitations of the secondary data collection, a discussion on how interview questions were developed, how interviewees were chosen and contacted, and how interview data was coded and analyzed.

The limitations of the secondary data are due primarily to the lack of current census data. The last census was in 1990. As noted in previous sections, Zebulon has experienced extreme growth over the last several years. Since much of the data used was from the census, its accuracy should be questioned.

Based on interpretation of the secondary data, the group developed two separate interview guides to further understand the issues in the secondary data. The first interview guide was used for community members (see Appendix A) and the second one was used for service providers in the community (see Appendix B). The questions in the interview guide for community members covered such topic areas as community change and growth, race relations, community involvement, as well as assets and needs of the community. The questions in the interview guide for service providers included such topics as the type of services offered, which groups needed services most, and what, if any, services could be of use in the community. The interview guides were approved by the School of Public Health's Institutional Review Board. A fact sheet for both service providers and community members was also developed (see Appendixes C and D) to provide the interviewees with a summary of the project and its purpose as well as a phone number to call for further questions. The fact sheets were also approved by the School of Public Health's University's Institutional Review Board.

To choose people in the community to interview, the group started by contacting service providers. The initial contact was generally by phone where a brief description of the project was given. On occasion, the interview questions and fact sheets were faxed to the service providers before the interview. Then, a time for the interview was agreed upon that was convenient for the service providers. At the beginning of the interview, the service provider was asked to read the fact sheet. Then, a team member would briefly describe the purpose of the Community Diagnosis project, ask to record and take notes during the interview, and assure the interviewee of confidentiality. Two team members conducted the interview with one student acting as the interviewer and the other as note-taker. Toward the end of the interview, a team member would ask the service provider if they knew of other people in the community the team should interview. The interviews usually lasted about 45 minutes.

The process for conducting the interviews of the community members was almost identical to the process used for the service providers. The community members were initially contacted by phone and a time was arranged for the interview. The interviews usually were conducted in the person's home and again lasted about 45 minutes. The community members were also given the fact sheet describing the project, were asked if the interview could be recorded and notes taken, and were assured of confidentiality. At the end of the interview, a team member would ask the community member if they knew of anyone else the team should talk to in the community. To reach some populations in the community, team members conducted informal interviews where tape recorders were not used, notes were not taken, and only one or two questions asked.

During the interview process, 27 interviews and three focus groups were conducted. A list of people interviewed can be found in Appendix E. Of these 27 interviews, 14 of the people

interviewed were female and 13 were male. Three of the people interviewed were Hispanic, six were African American, and 16 were Caucasian. Twelve people interviewed were over 50 years old, and 15 were under 50 years old. Four of the people interviewed were service providers and 19 were community members. Four individuals were both community members and service providers. For the three focus groups, 19 teenagers were interviewed, of which 10 were women and 9 were men.

The limitations for gathering qualitative data this way are numerous. An attempt at a representative sample of the community was made but time constraints for the team members may have contributed to a skewed view of the community. It was also difficult to reach some of the underrepresented populations. The Hispanic population was difficult to reach due to the language barrier. The youth population was difficult to reach because of the delays in receiving formal approval by the School of Public Health's Institutional Review board, as well as the difficulty in obtaining a signed parental consent for the youth to participate in the interview. Three focus groups with adolescents were conducted. The parental consent form, the adolescent assent form, and the adolescent interview guide are in Appendixes G, H, and I, respectively. All three of the focus groups were conducted with adolescents from a church in Zebulon and do not represent the views of all Zebulon's adolescents. Our choice of using the "snowballing" sampling technique, where interviewees were asked to give us names of other people to interview, was due to time constraints and may have also contributed to a skewed view of the population.

Within the written document, quotes by interviewees are used. To protect confidentiality, names and occupations are not used. However, occasionally race or ethnic background and a reference to age were used. The interviewees may have also been identified by whether they

were a service provider or a community member.

To analyze the qualitative data, all notes from the interviews were typed and included quotes from the interviewee. Then, each team member read every interview and independently identified topic areas within the interviews. During a team meeting, a simple method was devised to identify common themes (See Appendix F). For example, whenever an interviewee mentioned crime or safety, the letters CS were written beside of it. Next, each team member coded every interview independently in an attempt to ensure that pertinent information was not missed. After the coding was complete, the interviews were split between the team members and the comments were grouped according to coding categories. For example, with a group of five interviews, each time a reference was made about community change, it was grouped together so the team could easily see what everyone had said about this one topic. At the end of this process, all of the interviews were combined by topics. This helped the team identify exactly which topics were mentioned the most and thus dictate what topics were included in the document. These topics have formed the chapters of housing, cultural diversity, community, growth and Town Hall, crime, additional services and youth and education.

QUALITATIVE DATA

CHAPTER 6: COMMUNITY

“It’s called the ‘town of friendly people’ and it is basically. It really lives up to its name.”

- a Zebulon resident

A strong sense of community is certainly an asset to a town and serves to enhance the quality of life. During interviews with people living in Zebulon, people talked freely about their impressions of the Zebulon community and how it affects their lives. It is clear that there is unanimous agreement about the friendliness, familiarity, and support that exists within the Zebulon community among town residents, officials, and providers. One resident reported, “My wife enjoys that she sees familiar faces in the grocery store” and another said, “I like the interaction between people.” These characteristics contribute to the cohesiveness of any community and certainly appear to be fundamental assets of Zebulon.

In response to the widespread positive responses to questions about living in Zebulon, we probed deeper during the interviews to determine specifically what residents like about living in Zebulon. One response was, “I like the support the people of Zebulon give towards community needs from the Christmas parade to assisting when there is a death. The town rallies for specific purposes.” There was repeat mention of support from the people interviewed whether it is for families, individuals in need, or community functions. It was remarked, “It (Zebulon) is a good place to raise your children if you work nearby. There is a lot of support networks from family and friends.” Prevalent support not only stems from individuals but from local churches as mentioned by a long-time Zebulon resident. “The church is concerned with needy folks. It feels that people among us in the community have significant needs and we talk about how to address

those needs.” This element of support in the Zebulon community translates into positive feelings about living in Zebulon. One resident sums up the positive effect this has on the town:

I think we really have a feeling of family in the community because...we have people that have no connection at all to Zebulon but choose to live here simply because they thought it was a friendly place.

Zebulon is a diverse town. The population differs ethnically, economically, in terms of length of residency and family history in the area. The repeated mention of positive feelings for living in Zebulon certainly speaks to the poignancy of the sense of community in the town. A long-ago resident once stated, “Great to be alive and living in Zebulon.”

As Zebulon’s population and size continue to grow, the town’s sense of community is challenged. Resident opinion on the effects of such growth differs from those that do not seem to recognize drastic change in the town as a whole to those that see a decline in community involvement. One long-time resident said, “I notice only subtle changes since coming back (to Zebulon) in ‘84-maybe a few new grocery stores and fast food places. I still see the same people as I always have.” Whereas another individual reported, “Previously, there was a great sense of community, but the newer and younger people are not getting involved as much and there isn’t the same feeling of community.”

The effects that growth has on the feelings of community cohesion and involvement of town residents need to be addressed. With population increase comes an increase in need for services and support. Zebulon’s town hall is working hard to meet these demands but integral community cohesion and involvement are crucial to maintaining the strong infrastructure of the town. One official remarked, “Volunteerism is declining. Perhaps making a living alone is wearing people

out.” These effects are not only felt by long-standing Zebulon residents but by newcomers as well. A one-year resident added, “There is much diversity within the Hispanic population and not much sense of community. There is need for unity within the Hispanic community but we are unsure how to achieve it.” One resident commented that there has been great change in the past years and that the change has been good but that, “I’m seeing the same problems I saw 10-15 years ago. There has been some improvement but not enough.” As Zebulon faces its explosive growth it will be important to consider these observations of town residents.

According to many residents, the town does possess many assets with which to handle the rapid growth and changes. One resident said, “I see the diversity, small-town feel, quality of schools, care for the community among residents, and community support as strengths of Zebulon.” During interviews with residents and officials, numerous civic organizations and community programs were mentioned as integral parts of building Zebulon’s community: the Women’s Club, Lions and Rotary clubs, Meals on Wheels program, Community in Schools Project, Camp I Can for underprivileged youth, and Art in the Park. In addition, church was overwhelmingly mentioned as a true asset to the people of Zebulon. “Church is an integral part of the community.” Another person stated, “Social life is bound up in church. Church is the main way to be involved. It’s how you meet other people.” Several residents mentioned that the various churches in town divide the town into separate communities and that there is little overlap between these church communities. This is perhaps, one area where efforts towards community cohesion may prove fruitful by encouraging church congregations to come together to work towards meeting the needs of the greater Zebulon community. One resident proposed a solution; “The town needs more community-oriented activities. The more we’re together the happier we are.”

As Zebulon's community continues to grow and diversify the role of community-focused leaders and activities also continues to grow and diversify. According to Zebulon residents, they are aware of the challenges they face as a result of rapid growth and change. They are also acutely aware of the breadth of community support and involvement that is characteristic of Zebulon. Residents and officials are quick to point out the current problems in the town and just as quick to list the options and assets for finding solutions.

CHAPTER 7: GROWTH AND TOWN HALL

“Growth has been phenomenal!”

- a Zebulon Resident

Over the past several years Zebulon has experienced tremendous growth in both population and economic development. Some residents attribute the growth to the growth of Wake County as a whole. They also attribute the growth in Zebulon to the affordability of housing, Zebulon’s close proximity to Raleigh, and the small town atmosphere in the Town. One community member stated that “before they can get the foundation in, they’re (houses) sold...it’s an ideal location.” While there may be many reasons for the growth in Zebulon, growth can bring many challenges.

Growth is usually accompanied by growing pains and Zebulon is no exception. As one resident stated, “Zebulon has grown tremendously. A lot of newcomers are coming into the community. As the community grows so does its crime and economic development.” Some residents feel that the growth has not been as optimally managed by Town Hall. One resident stated, “Cary structured its growth and it is still pleasing. Zebulon does not have such expertise and its growth isn’t as structured.” Other residents feel that Town Hall is managing the growth well. One resident stated that, “Zebulon is a town that uses forward thinking.” In 1998, Zebulon annexed the neighboring area of Wakefield. This annexation brought much resistance, mainly from the residents in the annexed area. As one resident stated, “There was a big fight over annexation.” The cost to the residents in the annexed area will be substantial for water and sewer connections, however most residents of Zebulon feel that the annexation was an important step for the future of Zebulon. Water and sewer problems have continued to be a concern for

residents. One resident said, “Water and sewage services are (the) greatest needs.” Town Hall is faced with difficult decisions on how to improve services and utilities within a limited budget. These are just some of the issues that Town Hall is facing in the midst of Zebulon’s rapid growth.

Growth has also brought with it more diversification within the population. Until recently Zebulon consisted of primarily African American and Caucasian residents. The growth has brought more Hispanics into the area. Some residents have stated that the growth has changed the small town dynamics of the community. One resident exemplified the problem by saying, “People used to be interested in learning about newcomers. Now people do not know all of their church congregation or neighbors.” They feel that people are not as connected as they once were and that people no longer know each other. Other residents feel that Zebulon’s strongest asset “is maintaining small town atmosphere in the face of growth.” While these problems may not be unique to Zebulon they are still of major concern for residents and require attention by Town Hall’s planning department.

CHAPTER 8: CULTURAL DIVERSITY

“There are some wonderful people in the town and such a diverse population...a definite plus.”

- a Zebulon Resident

Zebulon’s population according to the 1990 Census is 58% Caucasian, 41% African American and 1% Hispanic (U.S. Bureau of the Census, 1990a). For a long time, there were primarily only two races in Zebulon, an African American and Caucasian. One resident stated that, “...we have a coexistence of the black culture and white culture...(The two cultures) are more interested in coexisting...(They) are not trying to change (each others) cultures.” Another resident noted that “Blacks and Whites do not mix much in Zebulon. People go about their business and there is no real discussion about the racial separation.” These two cultural groups share a long history in Zebulon. However, now there is a new cultural group that is changing the dynamics of the Zebulon community.

In the past eight years, there has been a tremendous increase in the number of Hispanics who have moved into Zebulon. Zebulon is not the only area that has seen a rise in the Hispanic population. Between 1980 and 1990, the Hispanic population grew by 35% in North Carolina (Lopez, 1995). During this same period, the Hispanic population in Wake county increased by 126.1% (Reddy, 1995). Wake County ranks thirty-sixth in the nation of counties experiencing rapid Hispanic population growth (Reddy, 1995). Therefore, it is not surprising that Zebulon has also experienced huge growth among its Hispanic population.

Most residents agree that there has been a noticeable increase in the Hispanic population. There has been “quite a bit of growth in the Latino community.” One resident who works closely with the Hispanic population stated,

There are a lot of (Hispanics). More than 500. We are talking about probably an average of 2,000 to 3,000 people. All spread about. I'm sure about what I'm saying.

While the population has increased, so have the businesses to serve the Hispanic population. In 1993, there were no stores that catered specifically to the Hispanic population. Now there are three stores on Main Street including a grocery store and a Mexican restaurant.

The feelings among long time residents about whether or not this change in the Hispanic population is positive varies. One resident considered the Hispanic population an asset, saying, "the migrant worker had done us more good economically than the baseball park." Others feel that "we need to make it comfortable for them (Hispanics) and for us too." This implies there is separation between the different ethnic groups. One resident stated, "One of our greatest needs is to have an understanding for the Hispanic population because these poor people are treated like they're just invisible." This may refer to the need for increased understanding about the culture. An example that one resident gave illustrating the need to understand the Hispanic population follows:

Well, what is their culture and what does it mean if you do certain things? We need to understand them more and we don't. We don't know what we're supposed to do when we meet a group of Mexicans on the sidewalk. Do you look at your feet? Do you look at them?...If you don't speak their language, you don't know if you're going to do something you shouldn't.

Most residents interviewed expressed that the language barrier was a huge problem in understanding the Hispanic community. "Language is ...a big barrier. It prevents inter-relations." Several years ago, English as a Second Language (ESL) classes were taught at the Zebulon Baptist Church. One community member stated,

I used to volunteer for the ESL program. ESL is no longer available. As people work here longer they are learning English. In the grocery store they are speaking their language. We used to try to help them – there was an ESL program on Sunday afternoons. They were so nice to work with and there was a big turnout. There is a need to restart the ESL programs. Somebody needs to do these things.

Some residents think there is no longer a need for providing these services because they are offered in Wendell. Other residents believe the services are still going on. The “church is offering English lessons and (the) Town is offering Spanish lessons. Hopefully we’ll find a middle ground.” One Hispanic resident stated that there was a huge need for English classes and that “people would come if they were advertised.”

Coupled with the language barrier is the lack of translators and service providers who speak Spanish. One physician interviewed was not aware of any service providers in the area who spoke Spanish. In his practice he saw many Hispanic patients and communicated with them via hand motions. The police department has been very proactive regarding this matter. They recently hired a bilingual officer and have been working on language training for their officers.

The mayor stated,

I’m delighted (with the hiring of a Spanish-speaking officer)...It’s not enough. We need more and the administration realizes that. We need Spanish capability with all branches of (the) Town.

The clinic hopes that an Americorps volunteer will be able to provide translation services for the Health Clinic, thus assisting with the needs of the Hispanic population at the clinic.

The Hispanic population also faces needs within its own community. The Hispanic population is very diverse with people from many different countries including Mexico, Cuba, and other Latin American countries. One Hispanic resident mentioned that there was not a sense of community within the Hispanic population and that there were no places for the community to

come together except for church and a few concerts at the civic center. There is little interaction between ethnic groups in Zebulon. One resident said that, "... (we) need to address the Mexican population and include them in the community. They do not come to community events." This may be a result of the language barrier or lack of cultural understanding mentioned above.

There is a "need to improve cultural relations (in Zebulon)." This is not a new issue for Zebulon. As one resident stated,

There is a race relations organization but it is not active now. The old Town Manager really pushed this committee. The races are still pretty separate but they are getting along pretty fair. There is a need for this committee to reconvene as Zebulon is growing very diverse.

The Race Relations Committee appears to have been a huge asset to Zebulon and shows forward thinking. It may be necessary for Zebulon to look at this issue in greater detail and for the Race Relations Committee to address these issues. By addressing the issues of cultural diversity it may enable all Zebulon residents to feel a greater sense of community by enabling the various ethnic groups to understand each other.

CHAPTER 9: HOUSING

“This housing issue is something that will take us awhile to grow out of.”

- a Zebulon resident

In talking with community members and service providers of Zebulon, housing is an issue that was frequently mentioned. There seem to be several aspects of housing within the community that are of greatest concern to the people who live there. These include the effects of growth and diversification on housing, public housing within the community, and the provision of housing-related services to residents.

The rapid population growth of Zebulon over the past decade has brought about many changes. Several of the community members that we spoke with commented on the new housing developments that have been constructed as a result of this sudden influx of people into the Town. From 1994 to 1995, home development permits increased by 230% (Town of Zebulon, 1997). In addition, the average value of a residential building permit rose from \$49,000 to \$68,000 between 1992 and 1996 (Local Government Commission of North Carolina, 1997). The fact that building permits are increasing in number and value has not gone unnoticed by the Town residents. As one community member commented, “This population increase has led to increased prices in housing...There is a housing shortage with the population growth of Zebulon.”

The perception of many people is that housing within the Town is not balanced with respect to economic diversity. Some residents who were interviewed commented on the large proportion of poor households within the community. “A fair number of families are without telephones,” was the belief of one service provider within Zebulon. The condition of different

housing structures was also mentioned in interviews. One resident who also works closely with other Town members stated, "...from Zebulon to the Wake Forest Town limits people live in very poor housing conditions." According to some individuals, the imbalance in housing may not be evenly distributed among Zebulon's population. Rather, it may vary by different ethnic groups. One resident of the Town mentioned, "Many of the Hispanic members of the community live in trailer homes," and according to another, "[It is the] minorities who are living in public housing."

A variety of community members also commented that lower income housing within the Town is disproportionate in comparison to other types of housing. At least one person sees this as, "...a real problem," especially for the housing authorities within Zebulon. "Low income housing is a real issue," is the sentiment of another individual we spoke to. Several members of the community commented on the large number of public housing units within the Town. One Zebulon resident stated,

Something happened over the last 10 years that I feel bad about. In trying to help people have a place to live – which is a must – we lost track. People are better served if there is a balance. We started building public housing and now 50% of Zebulon residents are living in subsidized housing.... This is draining the community.

Many of the residents echoed this concern about the large number of people living in public housing. There are four public housing complexes located within Zebulon. According to the Zebulon Housing Authority (personal communication, February 25, 1998), less than 5% of the Town's population actually lives in subsidized housing. This equates to approximately 204 people. The misperception about how many people actually live in these complexes may be a contributing factor to additional concerns about public housing within the Town. One member

of the community believes, “If more public housing is built, the people will come.” Another resident stated, “There is public housing to the west, south, and east. It is a handicap for the growth of Zebulon.” Several people also mentioned their belief that crime, and specifically drugs, are a problem in areas surrounding public housing units.

Many community members talked about ways to better serve the people living within the public housing units. One resident commented, “[We need] better organization and supervision of low-income housing to maintain the program better.” Others mentioned providing job training, counseling, and other services to residents in the housing complexes. For example, one long-term community member suggested “...providing skills for families on how to clean and maintain the home.” Another individual perceives a need for health services to be implemented within the public housing complexes. “It is important that [the Housing Authority] make an effort to bring housing services to people that don’t know or are unsure how best to utilize them such as the Hispanic community,” was a thought by one service provider.

Within Zebulon, efforts have been made to address some of the previously mentioned housing concerns and to improve the Town as a whole. Zebulon has both a Town and County housing authority located within Town limits that are willing and able to provide services to residents and families is an asset to the community. The Wake County Housing Authority has built into its program a self-sufficiency plan that assists individuals in becoming self-supportive, needing little or no assistance from the government. In addition, they have a first-time homebuyers program that allows residents to save money in an Escrow account that can later be used as a down payment on a house (E. Thomas, personal communication, December 5, 1997).

Zebulon, as a Town, has taken strides to improve the housing appeal of its community. This may be one reason that many people have recently been drawn here as a place to settle. The

Town prides itself on attainable housing and, according to one Town Hall representative, feels that "...a lot of young people can afford houses." With the rapid growth of many areas within Wake County, remaining appealing to the new homebuyer or family is essential. One Town official may have put it best:

"Our goal is that if a family wants to stay here to raise the family then they are able to do so, so we can't just build \$250,000 homes."

CHAPTER 10: YOUTH AND EDUCATION

“One change I’d like to see...doing something for the younger people to provide a more structured environment.”

- a long-time Zebulon resident

Youth

The adolescent population of Zebulon is a group that was frequently mentioned while talking with residents of the Town. In addition, three focus groups were conducted in which 19 adolescents (9 males, 10 females) talked about their own ideas and concerns. The topics raised centered around school and education, the availability of things to do within the Town, drugs and crime, health issues, and what it is like to grow up in Zebulon.

Most teens agree that they enjoy living within Zebulon, mentioning the small-town feel and friendliness that the Town offers. One teenager stated, “I like Zebulon because it’s small and everyone seems to get along,” while another commented, “I’m as Zebulon as you can get.” Several adolescents commented on the recent growth that the area is experiencing, with many having mixed feelings about the issue. “I don’t like the fact that they’re trying to pave my road and make it Raleigh,” was the opinion of one Zebulon teenager.

What makes living in Zebulon difficult, according to the adolescents who we spoke with, is the lack of things locally for them to do in their free time. Several of the older residents agree, saying that there are no places for youth to go, such as a movie theater or public swimming pool. “There’s nothing to do here,” was a common remark made by adolescents. Another Zebulon teenager stated, “The most social thing that we do is get together with church”.

One community member suggested that a resource center would be useful for the younger population of Zebulon. Other residents believe that the recreational activities within the

Town are good. “[There are] different sports activities... and parks...where the kids can go,” remarked one resident. This same individual commented that perhaps transportation was a barrier to accessing these activities. The teenagers within Zebulon agree; Transportation makes it difficult for them to do anything since most of the leisure activities they are interested in are located in Raleigh. Since the majority of teens that we spoke with do not have their own vehicles, the absence of a public transportation system only compounds this problem for them.

The lack of family planning services and teenage pregnancy were two issues that community members within Zebulon feel are in need of attention. One resident stated that there are, “a lot of teenage mothers who need help with parent-skill training”, while another remarked about the large population of young mothers within the Town. While family planning for adolescents was addressed in several interviews with Zebulon residents and service providers, it is not an issue that the teenagers we talked with see as a major concern for their age group.

We heard conflicting remarks about the issue of teen pregnancy. “[Teenage pregnancy] is not really a problem,” stated several adolescents. According to one teen, “It’s mainly rumors...you just hear stuff, but it’s not usually true.” On the opposite side, one youth commented, “My brother’s girlfriend had a baby; My friend had a baby; My friend’s friend had a baby...I know too many people with babies.” Another discussed knowledge of others who had had experience with teenage pregnancy saying, “I know...what?...Maybe three people who have actually gotten pregnant and had their kid and not said...and they’re cool with it. I mean, it doesn’t bother them.”

Both adolescents and adult members of the Zebulon community mentioned drugs as an issue. For the most part, the adult members of the community view drugs as a concern for the

youth of Zebulon, but most did not mention this as a major problem. “We need to keep kids interested in school and off drugs,” was the opinion of one parent in Zebulon.

Some teenagers see drugs as easily accessible. When asked what types of drugs are available and commonplace to see, marijuana was the only substance mentioned. Alcohol seems to be something that only “certain groups” are involved with heavily. “Some people are more into it than others,” remarked one Zebulon teen. Another commented, “It’s always around...you hear talk about it everyday.” While most of the adolescents do not feel pressure to use these substances, several teens discussed the trouble they had engaging in social activities with groups of friends because of drugs being suspected. One adolescent stated, “If we get in big groups, then the cops will come.” Another agreed and added, “Cops come up and think there’s like a drug-thing going on so there’s nothing that we can really do together, in general.”

Education

Both the adolescents and the adult population with whom we spoke addressed the quality of schools and education in Zebulon. Different service providers and community members have very mixed feelings about the quality of schools within the Town. “The schools are good. There are some good teachers and some bad ones,” was the comment of one community member. Another long-time town resident remarked, “We have pretty good schools...it’s much improved since I was in school there.” Many commented that they are pleased with the quality of the schools, with one resident asserting that this is a strength of Zebulon. It is interesting that several of the residents that commented on how good they believe the public schools are in Zebulon actually send their children to private schools or to schools located outside of the Town.

Others in the community feel that the schools have some problems to deal with. “They [the schools] are not as good as other schools in the County...this a real problem,” stated one service provider. A long-time member of the community made a similar remark saying, “Zebulon is being short-changed with the school resources compared to the rest of the county.” The main concern of those who mentioned problems with the school system seemed to be the need for more services to keep children interested and in school. “Kids don’t have the background they need to help them in school,” commented one town resident.

The higher dropout rate of Zebulon compared to Wake County and the State may be a reflection of this (see Figure 2.4). When comparing the dropout rates between East Wake High School, Wake County, and all the schools in Wake County, East Wake has the highest dropout rate with the exception of two alternative schools for children at risk. According to the Wake County Public School System (WCPSS, 1997) the main reasons students gave for dropping out of East Wake High School were attendance problems and long-term suspension. The adolescents that we spoke with mentioned the number of people that dropped out of school, but added some insight that was not provided within the data. According to them, many people quit school in order to get a job. When asked if they did this because of pressure from the family to earn money, many of the teens answered affirmatively. “A lot of people quit school and go at night so they can work during the day. Their families need them to make money,” stated one adolescent.

The teens we talked to suggested another reason for the high number of students dropping out, namely problems some students face during day school. According to one teen, “The kids say they get so much more attention and the teachers put up with them [in night school]. The tolerance for stuff is just on a higher level.” Another adolescent mentioned, “I

know a lot of people who had...like D's and F's in day school, but when they went to night school they had straight A's." Based on comments from the focus groups, the option of night school may be helping some students who otherwise would not have obtained their diploma. One teenager gave a statement to support this saying, "A lot of students who dropped out like two or three years ago...they go to night school now."

One thing that the youth of Zebulon have going for them is the support that seems to be widespread among the adult members of the community. One service provider we talked to working in the school system stated, "Our focus is different, but our goals are the same," in reference to the way that the various faculty and staff are striving to improve the health and well-being of students. "Our goals are to increase attendance and lower the drop-out rate," was the comment of another service provider in education. Other residents spoke of summer camps and churches that take an interest in the lives of teenagers living in Zebulon. While these are assets to adolescents and the Town as a whole, more may need to be accomplished to insure a positive experience for these youth. "Children need role models," remarked one Zebulon community member. The strong focus on family and community within the Town may provide a good opportunity for this modeling. In addition, it may give the young people of Zebulon the tools they need to become healthy and happy adults.

CHAPTER 11: CRIME

“I think the crime rate is low, even though you hear of it...”

- a Zebulon resident

The subject of crime resulted in a variety of comments during interviews with Zebulon residents. However, the general perception of crime in Zebulon is that it is not a serious problem. One resident stated, “I don’t see a whole lot of problems in Zebulon.” Another resident stated, “It (Zebulon) is a good place to live because the crime rate is low.” In general, the residents of Zebulon agree with these two statements. Most people are not aware of any incidents of excess criminal activity and feel secure. One person even suggested that people move to Zebulon because of this feeling of security. This resident stated, “The crime rate certainly is a concern, since it is not as bad here as it would be in your larger cities.” It was also stated that the schools in Zebulon have a low tolerance for crime. A resident said, “I can appreciate that there is no tolerance for crime here in the school system, and I as a parent can appreciate that.”

While most interviewees feel crime is not a huge problem, some perceived it to be a larger burden. One person commented, “As a community grows, your crimes grow too...I’ve seen everything grow as well as the crime.” Another opinion is that crime is concentrated in certain areas. One resident stated, “I think it is more pockets of crime. Probably in the lower economic housing developments.” Another resident said, “crime is here”, referring to violent crimes and drugs. However, some people feel that residents from neighboring towns are responsible for many of these crimes. One resident said, “I believe most of these crimes are caused by people from outside of Zebulon.”

The feeling of safety and peace that Zebulon residents feel may be attributed to the police department. “The main thing is, I think they (the police) are doing a pretty good job on crime,” stated one Zebulon resident. Calls have dropped dramatically in the Privette Street section of town since a police substation was added. The police department seems to take a genuine interest in maintaining the close-knit atmosphere that so many residents have come to expect and cherish. This commitment by the police can be summed up best by the town’s police chief, “I definitely want to see regular and routine police-citizen involvement. I want the public to know what’s going on at the police department and I want them to be comfortable coming to us with any kind of problem.” It is definitely an asset to Zebulon to have such a strong commitment and sense of security from residents as well as officials.

CHAPTER 12: ADDITIONAL SERVICES

When asked if any additional services are needed in Zebulon, the residents had a wealth of ideas and suggestions. However, transportation is at the top of the list for every segment of the population. As one resident stated, “The main problem, as I said before, is transportation.” This feeling was echoed many times. Transportation seems to be such a huge topic for Zebulon residents because it affects so many facets of daily life. Transportation affects all people from the elderly to the youngest in the population. Some issues that the elderly face with regard to transportation are difficulty accessing health care facilities and difficulty doing shopping that may be needed on a daily basis. One resident of Zebulon stated, “Now, for the seniors, there could be some type of service to aid them in getting back and forth to the doctor.” Some youth are also affected when it comes to participation in after school and recreational activities. Regarding student activities, one parent said, “They don’t have a way to get home if you’re a working parent. You have to think of a way to get them home after school.”

Another group of people greatly affected by the lack of transportation is the low-income population. One resident said it best by stating, “If someone is unable to get around, I don’t have a clue how they get there. Those without resources, I don’t know what they do.” This is a constant problem that many low-income people face. Lack of transportation may affect their choice of employment, healthcare, and other needs.

Many other topics are also important to Zebulon residents. One topic referred to by some residents was the lack of mental health and counseling services. A resident stated, “A lot of people have a lot of mental health issues, from depression to paranoia to everything. We see a real big need for some mental health.” In addition, referring to Zebulon, one person said, “I

know we've tried getting mental health services to that part of the county and my children could've used mental health services." Mental health and counseling services were also mentioned in conjunction with issues such as drug and alcohol abuse and domestic violence. According to the police department, several calls related to domestic violence are received. However, there are no facilities to refer people to in Zebulon for domestic problems and they must travel to Raleigh. The same holds true for people that suffer from drug addiction. Facilities for people in need of general counseling are a need that some residents thought would be particularly useful.

Residents feel that daycare is another needed service. Many people agree that there are not enough daycare services available in Zebulon. These residents also said that the available daycare services were not affordable for all people. "We don't have enough daycare facilities in Zebulon. Not nearly enough and we should have better daycare facilities than we have," stated one resident. Some residents also tied the issue of daycare to low-income populations. These residents believe that cheaper and better daycare is needed in order to help people that need to be available for jobs.

Job training was also suggested as a needed service. It was the opinion of one resident that "there will continue to be unemployment until there is some type of job training, skilled job training for the people in this area." This service is mentioned mostly in regard to people living in public housing. Some residents were concerned with the lack of services available for people that wanted to improve their job skills. Skills such as interviewing, typing, and proper dress were included as those that would greatly benefit people in search of better employment opportunities. Job training was not only named for adults, but for teenagers as well. Residents feel that helping people develop skills at an early age would help them in the future. In addition,

it was stated that training is needed to instruct people on maintaining a job after being hired. A resident said, “More than just being able to get a job is needed.”

Closely related to job training is general life skills. These skills were suggested for persons of all ages. One resident said, “There are people on welfare...that might need training to get themselves together and help them along the way.” These skills refer to being a better parent and to having a more positive attitude. Another resident commented, “Maybe teach their mothers and fathers how and what to do with their kids.” Noticing the need for parenting skills among the younger population, a resident said, “There are a lot of teen moms that need training or help in that respect.”

Residents also noticed a need for services that cater to the elderly population. For instance, some people suggest that Zebulon should have more facilities for retirement and long term care. Financial concerns for the elderly were also stated. A resident said, “There is a need for some type of agencies to help with medication and to help with paying light bills.”

There is also interest in the availability of all of these services to the Hispanic community. One service provider stated, “They (Hispanics) aren’t utilizing the services that we offer.” If all of these services were indeed offered, how available would they be to the Hispanic population? How available would they be to low income populations? These questions may go back to the issues of transportation and language. If the needs of all residents of Zebulon are to be met, simply creating these services will not suffice. To be most effective, services will have to be brought to the attention of everyone, and these services must be accessible in order for Zebulon to continue to benefit all residents.

Although residents have many suggestions for how services in Zebulon can be improved or expanded, there were several services listed that are great assets to the community. Several

services are offered to persons living in public housing. Referring to the Housing Authority, one person mentioned, “We don’t just house people and forget them.” Programs for this population range from health fair events to financial counseling. Residents also seem generally satisfied with the variety of medical services available. One resident said, “They’ve got substations and doctors that now cover just about everything you would want.” Churches also provide services to their members and to the community. In Zebulon, churches have been the site of programs such as English as a Second Language classes, Alcoholics Anonymous, Weight Watchers, and counseling services. According to residents, there are still improvements needed. However, as one resident stated, “Even though there are a lot of problems with the services, people find a way to access them.”

CONCLUSION

This document was created to provide a complete picture of the Zebulon community with regard to issues, concerns, and general perspectives of the people who have ties to the Town. To achieve this, both secondary data and information from community interviews were utilized in the development. The secondary data attempted to cover a wide range of topics that would serve as a foundation for comparison with the subsequently collected qualitative data from the interviews. Although the secondary data provided a framework for questions that we, as a team, believed needed to be addressed, the interviews themselves were designed in a very open manner. In speaking with community members and service providers in Zebulon, our goal was to ascertain opinions, beliefs, and experiences on a variety of issues. Rather than take a problem-focused approach in gathering data, the community diagnosis process was viewed as a means to find out how the Town sees itself. We went to great lengths to identify the people and organizations within Zebulon that serve as assets, resources, supportive networks, and points of collaboration and cooperation for the Town, as well as potential problems that may need to be addressed. Thus, this document is a collection of both secondary and qualitative information covering as many aspects of a community as could be addressed within a six-month timeframe. With this in mind, the following is a presentation of the most salient findings with a special focus upon the comparison between secondary and qualitative findings.

Congruencies and Disparities Between Secondary Data and Qualitative Data

The community diagnosis of Zebulon was conducted following a request from the Wake County Department of Health and Human Services to determine if and where a need to extend

services may exist in the eastern part of the County. While it is certainly possible to make these decisions based solely upon secondary data, a more comprehensive assessment of Zebulon was desired. In fact, much of the secondary data collected came from very dated sources and did not capture the rapid growth and change that the Town is currently experiencing. The following table presents the various topics extracted from the secondary and qualitative data gathering processes, respectively, and compares the congruency between the two:

Topics of Interest, Strength or Concern Raised or Identified	Demonstrated in Secondary Data	Demonstrated in Qualitative Data
Small Town Community Issues	No	Yes
Recent Economic and Population Growth	Yes	Yes
Rapid Growth of Hispanic Population	No	Yes
Crime and Safety Issues and Concerns	Yes	Yes
Extensive Community Involvement	No	Yes
Specific Disease/Health Condition Issues	Yes	Somewhat
Need for Additional Health Services	Somewhat	Yes
Concern for Water & Sewer Conditions	Yes	Somewhat
Lack of Recreational Activities	No	Yes
Community Concern for Youth	No	Yes
Concern about Schools and Education	Yes	Yes
Church and Civic Group Activities	Somewhat	Yes
Public Housing Concerns	No	Yes
Transportation Issues	Somewhat	Yes

As this table clearly demonstrates, there is a lack of continuity between what secondary data reports and what community members and service providers identified as salient issues and concerns. As previously mentioned, some of this discrepancy is due to the timeliness with which County and State data are collected and published for many demographic characteristics, often lagging behind actual changes by years. Another explanation may lie in the lack of communication between service providers, community members, and Town officials. While many people, agencies, and organizations that serve Zebulon maintain information about the specifics of their work, qualitative information is often not included with these records. This excludes an essential component of the interaction between individual and community and leaves many important aspects of life in Zebulon undocumented. For example, the growing Hispanic population within the Town is facing many challenges due to language and cultural differences, and consequently, experiencing problems obtaining health services. If the need for these services were better documented and communicated between service providers and local agencies, perhaps better efforts could be made to accommodate Spanish-speaking individuals within the community.

The residents of Zebulon also need to be more open and effective in communicating their issues and concerns. While nearly every member of the community that we spoke with mentioned an aspect of Zebulon that could be improved upon, only a small number of these individuals attended the community forum. They did not take advantage of this opportunity to share their concerns with Town officials and service providers and may not have access to so many influential people at one time in the near future. What seems apparent is the need for community members, service providers, and Town officials to find a mode through which they

may share thoughts and ideas about Zebulon in an effective manner. Only when this information is shared and actions taken will progress ensue.

In addition to sharing ideas and concerns, the community members of Zebulon need to be aware of potential trends, both desirable and undesirable, that secondary data may suggest. Zebulon fares quite differently than the more industrialized, populated, and technological Wake County that it is a part of, and consequently, may be experiencing the effects of living in the shadow of a larger area. Wake County is an exceptional example in comparison to other counties in North Carolina and may afford its residents certain benefits and impediments not typical of other regions. Given this information, members of the Town may choose to direct attention toward certain issues while dismissing or postponing others. What is important, though, is for the people of Zebulon to be better informed about the status of their community in order to make these decisions.

For any obstacle or task to be mastered, a variety of approaches may be utilized. Zebulon has a strong sense of community and is well equipped to handle many of the issues raised in this document. The churches, service agencies, and civic organizations within the Town offer a solid foundation of support and offer many resources that may help in overcoming barriers. One challenge that Zebulon faces in this endeavor is the continued diversification of the population of the Town. As the Town grows, older and newer residents intermingle and have numerous opportunities to work and socialize together. The ability of Zebulon to identify and address concerns in the future will be dependent upon this occurring. The consistent inflow of new faces need not be a threat to Zebulon's small-town atmosphere, but an opportunity to maintain the friendly and cooperative environment for which the Town is known.

The future of Zebulon may seem overwhelming to many of the people who live and work there. A “bigger and better Zebulon” may not be the goal of long-term residents of the Town. Younger and newer faces may welcome some changes while being resistant to others. Town officials can make strides by involving community members as much as possible in decisions that affect the entire area. In addition, service providers can listen effectively to what concerns are being stated and do whatever is possible to make those voices heard. The continued involvement of community members is a strength that should be highly relied upon, for their participation and input is invaluable in any progress that is to be made in Zebulon.

Finally, we wish to thank the members of the Zebulon community who gave so willingly and openly of themselves and their time to aid us in this undertaking. Without their welcoming us into their Town, businesses, and homes, this document would not have been possible. We are most grateful for the experiences and thoughts that they shared so candidly. We hope that this document gives to them half of what was given to us in the process of creating it.

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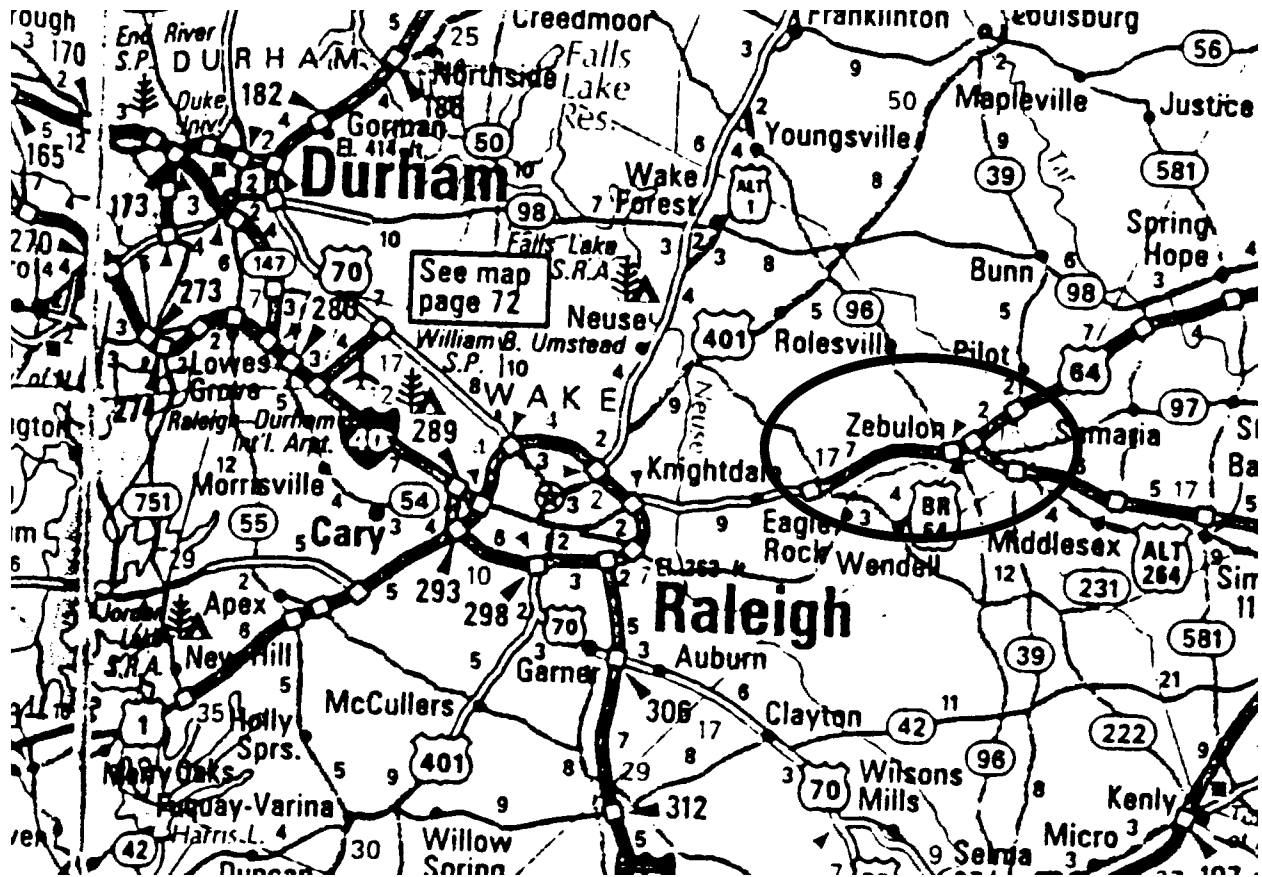
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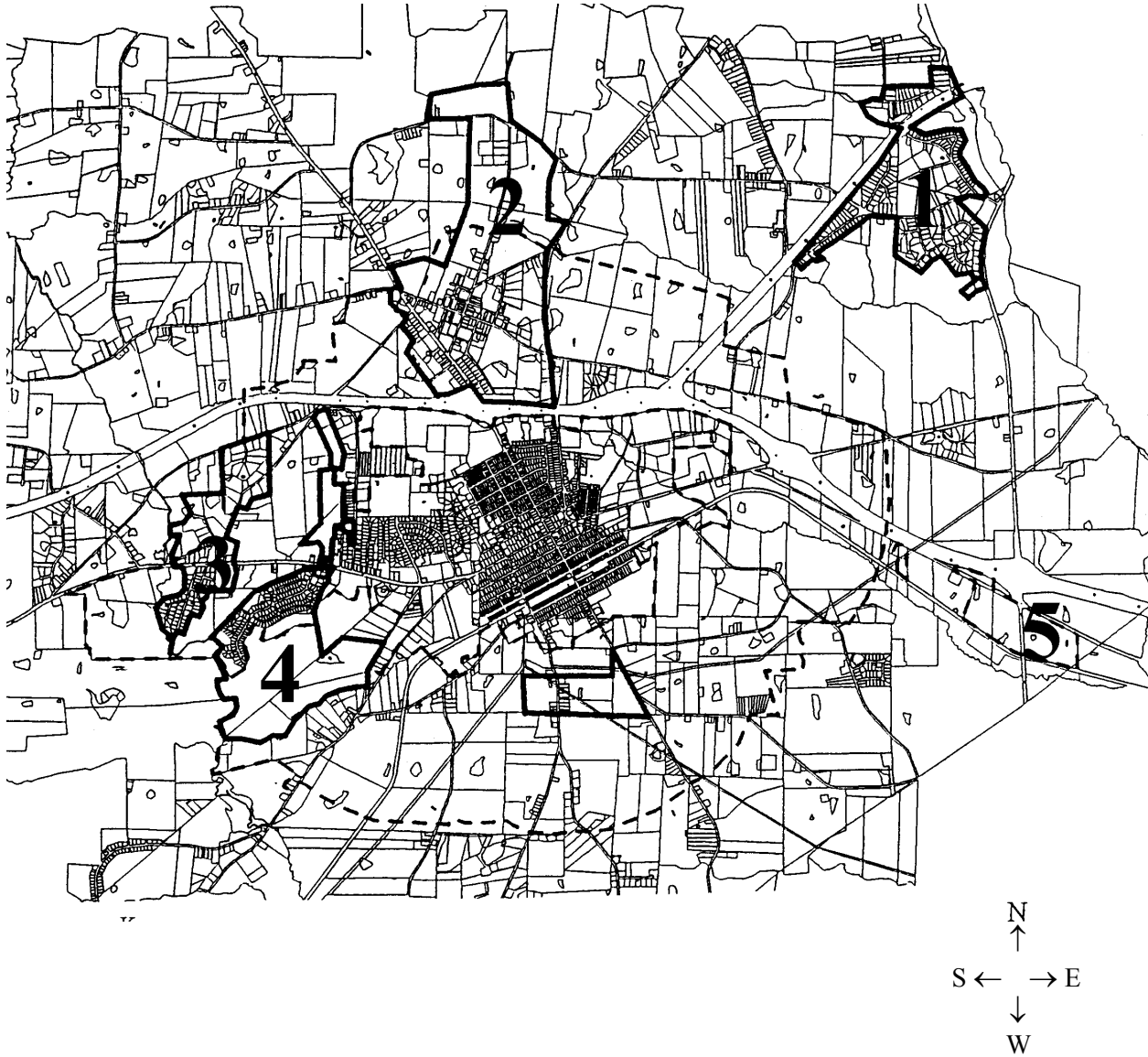
Wake County Public School System. (1997). Wake County Schools 1995-1996 Dropout Report. (Report No. 97.07). Department of Evaluation and Research.

Figure 1.1. Zebulon, North Carolina.



Source: From "Yahoo! maps", by Vicinity Corporation, 1994-97. Copyright 1984-1997 by Maps Copyright Etak, Inc. [On-line]. Available: http://www.yahoo.com/Regional/U_S_States/North_Carolina/Cities/Zebulon/

Figure 1.2. Strategic growth areas of Zebulon, North Carolina.



Source: From the Town of Zebulon Annual Report FY 1996-1997, by the Town of Zebulon, 1997, Zebulon, NC: Author. Reprinted with permission.

Key:

	ETJ
--	Zebulon Town Limits
1	Bunn Lake
2	Wakefield
3	River View
4	PineView
5	Industrial Park

Appendix A: Interview Guide for Community Members

Questions for Community Members

How long have you lived in Zebulon? *

How has Zebulon changed since you have lived here?

What do you like about living in Zebulon? What do you dislike about living in Zebulon? *

Who do you define as living in Zebulon?

What different ethnic groups live in Zebulon? How do these groups interact?

How does someone become involved in the Zebulon community?

What activities do you and your family participate in?

What are the greatest needs of Zebulon? *

Where do people in Zebulon go for healthcare? *

Are there any healthcare needs in Zebulon that are not being addressed? *

If you could ask the Health Department, Town Hall, or the Police Department to make one major change in Zebulon, what would it be?

Who are influential members of the community? Who can you recommend we talk to?

*** indicates most important questions**

Appendix B: Interview Guide for Service Providers

Questions for Service Providers

How long have you or your agency been servicing Zebulon? *

Do you live in Zebulon?

What services do you or your agency provide for Zebulon? What obstacles do you or your agency face in providing these services? *

What other agencies provide similar services to Zebulon?

What are the greatest needs of Zebulon?

What are the greatest strengths of Zebulon?

What groups or populations are the most difficult to reach? Why do you think that is? *

What groups tend to be in the most need for services? *

What health or human services should be extended to Zebulon? *

What kinds of community projects have been implemented in Zebulon in the past? Were they successful?

What are your or your agencies' objectives for the next few years? *

How do you rate the quality of schools serving Zebulon?

Is there anything else you can tell me about Zebulon?

Who else can you recommend we talk to?

*** indicates most important questions**

Appendix C: Fact Sheet for Service Providers

Dear Service Provider,

I am a graduate student in the UNC-Chapel Hill School of Public Health working towards my Master's degree in Health Behavior and Health Education. One of the degree requirements is the completion of a community diagnosis, which is conducted by several students working together as a team. The other team members are Cynthia Gary, Kelly O'Keefe, Kristy Johnson, and Mary Ellen Cunningham. We are conducting our community diagnosis in Zebulon and are interviewing community members and service providers to help gather information. We hope to use this information to determine which aspects of Zebulon are assets to the community and working well, and which areas need to be developed or expanded to better serve the community and its members.

The purpose of the interview is to get specific ideas and opinions about what the community is really like from the people who provide services in Zebulon. Questions address specific services available, what's needed but not yet offered, barriers for specific groups of the community, what's working well, and where there may be room for improvement. The interviews will be conducted in Zebulon and should take about 30 minutes of your time to complete. With permission, we will take notes and may use a tape recorder during the interview. These will be helpful to use in clarifying certain points, and may be used for this and other courses in Health Behavior and Health Education.

We hope that you will decide to participate in an interview with us. The information that you give us could help address community concerns that you may have, as well as benefit the Zebulon community as a whole. No risks are expected from this study. Participation in the interview is entirely voluntary and you can stop at any time.

If you have any questions or concerns about the project, please don't hesitate to call me or my faculty advisor. Our names and numbers are listed below. Please call collect if necessary.

Alyssa J. Mansfield, UNC Graduate Student	(919) 933-6093
Sandra Crouse Quinn, Ph.D., Faculty Advisor	(919) 966-3915

Thank you for your time and consideration.

Alyssa J. Mansfield

Appendix D: Fact Sheet for Community Members

Dear Community Member,

I am a graduate student in the UNC-Chapel Hill School of Public Health working towards my Master's degree in Health Behavior and Health Education. One of the degree requirements is the completion of a community diagnosis, which is conducted by several students working together as a team. The other team members are Cynthia Gary, Kelly O'Keefe, Kristy Johnson, and Mary Ellen Cunningham. We are conducting our community diagnosis in Zebulon and are interviewing community members and service providers to help gather information. We hope to use this information to determine which aspects of Zebulon are assets to the community and working well, and which areas need to be developed or expanded to better serve the community and its members.

The purpose of the interview is to get specific ideas and opinions about what the community is really like from the people of Zebulon. Questions ask about things like health, population growth, economics, the environment, and other aspects of living and working in Zebulon. The interviews will be conducted in Zebulon and should take about 30 minutes of your time to complete. With permission, we will take notes and may use a tape recorder during the interview. These will be helpful to use in clarifying certain points, and may be used for this and other courses in Health Behavior and Health Education. Everything you say in the interview is strictly confidential and your name will not be associated with any of your answers.

We hope that you will decide to participate in an interview with us. The information that you give us could help address community concerns that you may have, as well as benefit the Zebulon community as a whole. No risks are expected from this study. Participation in the interview is entirely voluntary and you can stop at any time.

If you have any questions or concerns about the project, please don't hesitate to call me or my faculty advisor. Our names and numbers are listed below. Please call collect if necessary.

Alyssa J. Mansfield, UNC Graduate Student	(919) 933-6093
Sandra Crouse Quinn, Ph.D., Faculty Advisor	(919) 966-3915

Thank you for your time and consideration.

Alyssa J. Mansfield

Appendix E: List of Persons Interviewed

The people interviewed are described below in terms of race, gender, age (in decades), and whether they were a service provider, community member or both.

Asian	Male	50s	Service Provider/Community Member
Caucasian	Male	30s	Community Member
Caucasian	Female	40s	Service Provider
African American	Male	30s	Service Provider/Community Member
Caucasian	Male	30s	Community Member
Caucasian	Female	40s	Community Member
Caucasian	Male	40s	Community Member
Caucasian	Male	50s	Community Member
Hispanic	Male	30s	Community Member
African American	Female	30s	Service Provider/Community Member
Caucasian	Female	40s	Service Provider/Community Member
Hispanic	Male	30s	Community Member
Hispanic	Female	30s	Community Member
Indian	Male	50s	Service Provider
Caucasian	Female	60s	Community Member
Caucasian	Female	30s	Community Member
African American	Female	50s	Community Member
African American	Female	60s	Community Member
Caucasian	Female	50s	Service Provider
Caucasian	Female	30s	Service Provider
Caucasian	Female	70s	Community Member
Caucasian	Male	60s	Community Member
African American	Male	30s	Community Member
Caucasian	Male	70s	Community Member
African American	Female	30s	Community Member
Caucasian	Female	60s	Community Member
Caucasian	Male	70s	Community Member

Three Focus groups with a total of 19 Teenagers, aged 13-18.
10 Females and 9 Males

Appendix F: List of Codes Used in Primary Data Analysis

(G)GROWTH (GENERAL)

Gp GROWTH-population

Ge GROWTH-economic

(CS)CRIME/SAFETY (GENERAL)

Cd CRIME/SAFETY-drugs

Cp CRIME/SAFETY-police

Cr CRIME/SAFETY-rates

(I)INVOLVEMENT (GENERAL)

Ich INVOLVEMENT-church

Ico INVOLVEMENT-civic organizations

It INVOLVEMENT-town hall/commissions

(H)HISPANIC (GENERAL)

Hl HISPANIC-language

Hp HISPANIC-population growth

Hb HISPANIC-businesses

(Y)YOUTH/ADOLESCENTS (GENERAL)

Yfp YOUTH/ADOLESCENTS-family planning

Yr YOUTH/ADOLESCENTS-recreation

(T)TRANSPORTATION

(RR)RACE RELATIONS (GENERAL)

RRbw RACE RELATIONS-black/white

RRh RACE RELATIONS-hispanic

(HO)HOUSING (GENERAL)

Hod HOUSING-diversity

Hop HOUSING-public/low income

(COM)SMALL-TOWN/COMMUNITY (GENERAL)

(COMΔ) COMMUNITY CHANGE

(E)ELDERLY (GENERAL)

Ef ELDERLY-nursing/retirement facilities

Et ELDERLY-transportation

Ehc ELDERLY-health care

(S)SERVICES (GENERAL)

Smh SERVICES-mental health
Sd SERVICES-daycare

Sp SERVICES-parenting
Sj SERVICES-job-related
Sc SERVICES-counseling

(WS)WATER & SEWAGE

(ED)SCHOOL/EDUCATION

(TH)TOWN HALL (GENERAL)
THg TOWN HALL-government
THs TOWN HALL-utilities/services
THdr TOWN HALL-downtown revitalization
THfp TOWN HALL-future planning

Appendix G: Parental Consent Form

Dear Community Member,

I am a graduate student in the UNC-Chapel Hill School of Public Health working towards my Master's degree in Health Behavior and Health Education. One of the degree requirements is the completion of a community diagnosis, which is conducted by several students working together as a team. The other team members are Cynthia Gary, Kelly O'Keefe, Kristy Johnson, and Mary Ellen Cunningham. We are conducting our community diagnosis in Zebulon and are interviewing service providers and community members of all ages to help gather information. We hope to use this information to determine which aspects of Zebulon are assets to the community and working well, and which areas need to be developed or expanded to better serve the community and its members.

We are interested in interviewing your son or daughter. The purpose of the interview is to get specific ideas and opinions about what growing up in Zebulon is really like. Questions ask about day-to-day concerns that all adolescents face. The interviews will be conducted in Zebulon and should take about 30 minutes of your son or daughter's time to complete. With your permission and theirs, we will take notes and may use a tape recorder during the interview. These will be helpful to use in clarifying certain points, and may be used for this and other courses in Health Behavior and Health Education. Everything your child says in the interview is strictly confidential and his/her name will not be associated with any answers. No risks of any nature are expected from this study.

If we have your permission to interview your son or daughter, please sign and date the statement below and return it with them. Your son or daughter will have the details of the interview explained to them prior to starting the interview. Even if you give consent, your child has the right to refuse participation at any time and without repercussions. We hope you will allow your child to participate in an interview with us. The information that he or she gives could help address concerns of all young people in Zebulon and benefit the community as a whole.

If you have **any** questions or concerns about the project, please don't hesitate to call me or my faculty advisor. Our names and numbers are listed below. Please call collect if necessary.

Alyssa J. Mansfield, UNC Graduate Student (919) 933-6093
Sandra Crouse Quinn, Ph.D., Faculty Advisor (919) 966-3915

Thank you for your time and consideration.

Alyssa J. Mansfield

I **DO** give my consent for you to interview (son/daughter's name) _____
as part of the UNC-Chapel Hill School of Public Health's Community Diagnosis in Zebulon.

Parent/Guardian Signature _____ Date _____

Appendix H: Adolescent Assent Form

Dear Adolescent,

I am a graduate student in the UNC-Chapel Hill School of Public Health working towards my Master's degree in Health Behavior and Health Education. One of the degree requirements is the completion of a community diagnosis, which is conducted by several students working together as a team. The other team members are Cynthia Gary, Kelly O'Keefe, Kristy Johnson, and Mary Ellen Cunningham. We are conducting our community diagnosis in Zebulon and are interviewing service providers and community members of all ages to help gather information. We hope to use this information to determine which aspects of Zebulon are assets to the community and working well, and which areas need to be developed or expanded to better serve the community and its members.

We are interested in interviewing you. The purpose of the interview is to get specific ideas and opinions about what growing up in Zebulon is really like. Questions ask about day-to-day concerns that all adolescents face. The interviews will be conducted in Zebulon and should take about 30 minutes of your time to complete. With you and your parent or guardian's permission, we will take notes and may use a tape recorder during the interview. These will be helpful to use in clarifying certain points, and may be used for this and other courses in Health Behavior and Health Education. Everything you tell us in the interview is strictly confidential and your name will not be associated with any of your answers. No risks of any nature are expected from this study.

If we have your permission to interview you, please sign and date the statement below and return it to one of the interviewers. You will have the details explained to you prior to starting the interview. You have the right to refuse participation at any time during the interview and without repercussions. We hope you will decide to participate in an interview with us. The information that you give could help address concerns of all young people in Zebulon and benefit the community as a whole.

If you have **any** questions or concerns about the project, please don't hesitate to call me or my faculty advisor. Our names and numbers are listed below. Please call collect if necessary.

Alyssa J. Mansfield, UNC Graduate Student (919) 933-6093
Sandra Crouse Quinn, Ph.D., Faculty Advisor (919) 966-3915

Thank you for your time and consideration.

Alyssa J. Mansfield

I, (adolescent's name) _____ **DO** give my consent for an interview as part of the UNC-Chapel Hill School of Public Health's Community Diagnosis in Zebulon.

Student's Signature _____ Date _____

Appendix I: Interview Guide for Adolescents

1. What do you like about living in Zebulon?
2. What do you dislike about living in Zebulon?
3. What work opportunities are available for teens in Zebulon?
4. What recreational/social activities are available for teens in Zebulon?
Which of these (if any) do you like to do?
5. What do you like about school? What do you dislike about school?
6. How social issues are teens faced with here in Zebulon?
7. How do you get around town? Is transportation a problem?
8. What types of pressure do teens experience to drink, take drugs, have sex? In what contexts?
9. Where does the pressure come from?
10. How do teens cope with/react to these pressures?
11. What would you like to see change in Zebulon?

Appendix J: Community Forum Report and Attachments

Three members of the Community Diagnosis (CD) team organized a Forum Planning Committee to help choose an appropriate date and time as well as finalize the overall agenda for the forum (See list of Forum Planning Committee Members). In addition to the Community Diagnosis team members and the Zebulon preceptor, four community members were invited to be on the Forum Planning Committee. Three of the invited community members attended the scheduled meeting. The committee decided to call the event “a community gathering”, suggested the need to have knowledgeable service providers present for important subject areas, and provided feedback on proposed small group activities and the voting process. The Planning Committee chose to have the community gathering on Saturday, February 28, 1998 from 11:00 a.m. - 1:00 p.m. at the Concerned Citizens Organization (CCO) in Zebulon.

Representatives of Wake County Human Services were invited to attend and set up booths to present various types of health information and health services provided by their agency. The health fair activity was open during the reception that allowed community members and other providers to visit the booths before the beginning of the formal program. Community residents also attended the health fair during the break and after the completion of the agenda.

The agenda for the gathering began with introductions of team members and the Zebulon preceptor as well as an overview of the event's agenda (See Community Gathering Agenda). Following this overview, a team member explained the Community Diagnosis process, why Zebulon was chosen to participate, and the team’s activities in Zebulon since September 1997.

Next, a presentation was given on the six major themes that arose from secondary data collection and interviews with community residents and providers. Charts and graphs illustrated

the data and quotes expressed the thoughts and opinions of community members. Upon completion of the presentation, community members and service providers were asked to vote by ballot for three of the six issues presented that they believed were the most important. While team members collected and tallied the ballots, community members and service providers enjoyed a brief break.

Following the tallying of votes, team members displayed the top three issues (youth and education, transportation, and housing) and asked community members and service providers to choose one issue and form small discussion group for each particular issue. Groups were given discussion guides to assist in identifying the specific problems, brainstorming solutions, and possible “next steps” for action (See Discussion Guides). The discussions lasted approximately 25 minutes, and then everyone came together so that one representative from each group could report back to the larger group (See Small Group Discussion Notes).

Upon completion of the small group reports, team members thanked the community members and service providers for attending the community gathering and for their cooperation during the entire Community Diagnosis process. The community gathering closed with a performance by the Zebulon First Baptist Church youth choir.

The small group discussion provided a unique opportunity for community members and service providers to come together and discuss an issue from very different perspectives. The housing group identified resources that are available and remain unused as well as clarified myths surrounding housing problems. The transportation group identified possible short-term solutions for the lack of transportation and brainstormed possible next steps. The youth and education group’s lively discussion identified many assets in Zebulon’s education system as well as several needs. However, two of the three groups were not able to discuss “next steps” for

action and the overall feeling was that more time was needed to fully discuss these issues. Community members and the Zebulon preceptor indicated a need to organize an additional meeting to review the information presented and to discuss future actions. CD team members will organize this meeting and invite the Forum Planning Committee members and the Zebulon preceptor.

Approximately 50 community members and service providers attended the event as well as a reporter from the Zebulon Record. It should be noted that a Spanish-speaking interpreter was available for Spanish speaking residents, although there appeared to be no one in need of such services. Overall, community members, service providers and team members were very pleased with the event. It assisted the community in identifying concerns, resources, and assets of Zebulon.

Forum Planning Committee Members

Caberro, Angelo**

Cunningham, Mary Ellen

Gary, Cynthia

Johnson, Reverend Laura**

O'Keefe, Kelly

Todd, Gladys**

Wardell, Lechelle

****Indicates Zebulon Community Member**

Community Gathering Agenda

Zebulon Town Gathering “Building a Future Together”

I. Reception

II. Introduction and Agenda

III. Purpose of Project

IV. Presentation

Break

V. Small Group Discussions

VI. Small Group Presentations

VIII. Closing and Choir Performance

Small Group Discussion Notes

TRANSPORTATION

1. No transportation. Transportation is needed for:
 - employment
 - education
 - health care
2. Medicaid transportation for health care available
 - language barriers
 - Not adequate for Wake Co. HS - MOW/CHOW
3. Possibilities
 - CAT bus come to Zebulon
 - Zebulon establish transportation
4. Locally
 - Churches provide van pool
 - E.W. Cooperative Ministries
 - Social Services-sub-station for Medicaid transportation
5. Town
 - Mayor, City Council
 - Community Rally: town meeting, petitions, media, put out flyers
 - Community advocating community

HOUSING

History and Problem:

1. Not enough \$\$\$
2. Lack of communication
 - Properties: owned or rentals?
 - No access to owners
3. Lack of response to housing agencies
 - Transportation to getting to community events
 - World does not get around

Solutions:

1. Provide transportation
2. Identify key people in the community - spokesperson and entry into the system
3. Churches
4. Have a “party” or social activity, “singing” that can be the avenue to provide the information on housing.
5. Inform community of the laws :
 - Rent = 30% of a persons income
6. Mobile Homes (?)
 - Must be listed as Real Estate

YOUTH AND EDUCATION

1. Teachers care about students
 - Parents are involved
 - Care about the kids education, really care
 - Educators keep abreast of current trends and conditions
 - Teachers teach on the same level of their students
 - Invite police participation - openly

2. More parent involvement is needed at the elementary school level
 - Let parents know exactly what is expected of them - more meetings
 - Parents should be held accountable
 - Smaller classrooms, more individual help for students (population is ever increasing)
 - Need more schools
 - Dress code - improve standard for student attire
 - Need more counseling - for problems in general
 - More community/school participation
 - More discipline and support from parents

3. Responsibilities
 - Parents: have a meeting at the beginning and let parents know what they are responsible for more authority in child raising - sign contract
 - Administration: must support teachers and parents
 - School support & outside agencies: parenting education / training
 - Students: student jury/court, peer group mentoring

Next Steps: (group ran out of allotted time)