

**Zebulon  
Joint Public Hearing  
Minutes  
January 10, 2022**

Present: Glenn York, Beverly Clark, Quentin Miles, Shannon Baxter (virtual), Larry Loucks, Joe Moore-Town Manager, Lisa Markland-Town Clerk, Michael Clark-Planning, Morgan Rowden-Planning, Eric Vernon-Attorney

Planning Board Present: Laura Johnson, Michael Germano, David Lowry, Stephanie Jenkins Gene Blount, Jessica Luther, Joshua Robinson

Mayor York called the meeting to order at 7:00pm.

**APPROVAL OF AGENDA**

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

**PUBLIC HEARING**

*A. Zebulon National Historic District*

Mayor York opened the public hearing.

**a. Background of Process**

Joe Moore gave an overview of the presentations for the meeting and spoke about the history of the Zebulon Historic District process.

The process began in 2017 when Wake County Historic Preservation and the Town joined the interlocal agreement. A survey was done in 2018. In 2019 the State Historic Preservation Office provided a presentation to the Board of Commissioners at their annual retreat and outlined the timeline, intent and purpose of historic districts. The National Register Advisory Committee tabled the application in 2021 per the Town's request of not being included in the process and public input not being adequately provided due to COVID-19. The Town held a public hearing on May 6, 2021 and was well attended both virtually and in person. The Board of Commissioners and Wake County Historic Preservation Commission both recommended denial in June 2021 and the National Register Advisory Committee recommended approval to the National Parks Service. The Town sent a petition to the Keeper of the National Registry and that petition was granted in September 2021. The Town received Notice of a Resubmittal from the State Historic Preservation Office three months later in November 2021.

It was explained there was no change from the initial application to the recent application that was submitted by Preservation Zebulon.

**b. History / Development Patterns of Zebulon**

Michael Clark spoke about the criteria for the National Register. A map of the proposed National Historic District was shown. The proposed district included 239 primary structures with a period of significance from 1906 to 1971. The development history and timeline of Zebulon was given. There was discussion about the building age and the current zoning map. Examples of architectural differences around Town were shown.

An example of two homes on Barbee Street were shown that were excluded from the district because they lacked architectural integrity. Staff had concerns about certain areas being excluded from the district. The original architectural survey stopped at the railroad tracks and excluded Barbee Street. The Town was in support of having a Historic District, but the boundaries needed to be constructed to include the full history of Zebulon with citizen input.

There was discussion about modifications to homes in a historic district.

**c. Presentation of Request**

Mary Beth Carpenter, the Executive Director for Preservation Zebulon, spoke about who Preservation Zebulon was and why a historic district benefited Zebulon.

Allie Gasavich, who recently purchased the Barbee Home, spoke about moving to Zebulon and the importance of preserving historic homes.

Season Atkinson, who owns commercial office space in downtown Zebulon, spoke about renovating the historic building and how historic tax credits incentivize people to renovate historic buildings. It was explained the boundaries for the district were determined by the survey that was performed.

John Saffold, the Executive Director of the Zebulon Chamber of Commerce, spoke about his experience with historic homes and the economic impacts of historic districts.

Patricia Roberson spoke about her support of a Zebulon National Historic District.

Mary Beth Carpenter read comments submitted by Tommy Massey about his support of a Zebulon National Historic District.

Mary Beth Carpenter read comments submitted by Brian Bullock about his support of a Zebulon National Historic District.

Scott Carpenter, the Board Chair of Preservation Zebulon, gave the story of the Zebulon Historic District, how the Zebulon Historic District was created, the next steps, their analysis and recommendations. The tax credit process was explained. Mr. Carpenter spoke about the criteria for listing on the National Register and showed how the Zebulon Historic District met the criteria.

Planning Board Vice-Chair Michael Germano voiced concerns that Preservation Zebulon was rushing the approval of the district and it should be done correctly and representative of the Town. Mr. Carpenter stated additional areas could be further studied but the research was not complete.

Jessica Luther asked about the process to obtain funds to research the addition of specific parcels at a later time. Mr. Carpenter explained historic districts go through expansion and contraction issues and gave examples.

There was discussion about the survey that was performed.

Mr. Carpenter explained why he thought a revised nomination would not be accepted.

There was a question about the Interlocal Agreement with Wake County. Mr. Carpenter stated he would defer that question to State Historic Preservation Office (SHPO).

Commissioner Baxter clarified Debnam Hardware did not go out of business and Whitley Galleries was not closing due the lack of tax credits. There were concerns expressed about disenfranchising citizens in certain areas. Commissioner Baxter asked why the process would need to start over if the district was altered to add or remove areas. Mr. Carpenter stated he would refer the question to the State Historic Preservation Office (SHPO).

Planning Board Chair David Lowry showed Mr. Carpenter a letter from Wake County Historic Preservation Commission dated May 25, 2021 and asked about the grant that was mentioned in the letter. Mr. Carpenter stated he was not approached about the grant process and checked with Wake County Historic Preservation Commission staff about available grants.

**d. Nomination Process / Tax Credits**

Sarah Woodard with the State Historic Preservation Office spoke about the Interlocal Agreement the Town had with Wake County.

Ms. Woodard offered clarification on the presentation from Michael Clark. The period of significance mentioned in the presentation was 65 years for the proposed district and the average in Wake County was 68.5 years.

It was stated Whitley Galleries was intentionally left out of the district.

Ms. Woodard spoke about Section 106 of the National Preservation Act and the use of Federal money for historic districts.

There was discussion about the boundary creation process and being more inclusive of the communities of Zebulon. It was stated the proposed boundary was vetted and refined by citizens and professional historians.

There was detailed information given about the tax credit program for historic properties. Michael Germano asked about the criteria for architectural integrity. Ms. Woodward stated the period of significance was a factor, but it was also subjective. There was further detail of specific items that gave architectural integrity to a property and examples of properties in Zebulon that were included and excluded.

It was stated there was no ratio for contributing and non-contributing resources in a district.

David Lowry expressed concerns about properties excluded from the district boundary. Ms. Woodard encouraged everyone to watch the video of the National Register Advisory Committee discussion.

Commissioner Miles inquired how the Town pool was a contributing factor and Whitley Galleries was excluded in the proposed boundary. Ms. Woodward stated the pool was considered to have architectural integrity and gave a story of Zebulon. There was discussion about why Barbee Street was excluded from the district.

The National Park Service would not allow the boundary to be changed at this point or districts could be added later around the downtown area.

More concerns were expressed about excluding Barbee Street and Whitley Galleries. Michael Germano stated it should be paused to make sure the district was more inclusive and to allow time to apply for grant funds.

It was stated the National Parks Service considered a change to the boundary to be a substantive change and would have to go back through a public notification process and would be behind in the review process.

Mr. Woodard spoke about the resubmission process with the removal of the Town pool.

Commissioner Baxter pointed out that a section of the railroad tracks was included in the boundary and Barbee Street was contiguous to the boundary.

**e. Next Steps**

Eric Vernon spoke about the process for correcting the procedural error and results if the nomination was recommended for nomination or denial. There was discussion about the appeal process and what would happen if substantive revisions were made to the nomination.

It was explained the Keeper of the National Registry reviewed the substantive criteria of the application, but the decision was made on the procedural requirements only.

Mayor York asked if there were any written comments. Town Clerk Lisa Markland confirmed there were none.

Mayor York asked if either Board had any more questions. There were none.

Mayor York asked if anyone else wished to speak.

Lee Tippett of 202 W. Glenn Street, stated his home was in the proposed boundary and wanted to see the Wakelon Heights District included in the National Register District. Mr. Tippett stated his home was a quality-built home and wanted to see the buildings in the community protected. There was also discussion about the ethnic diversity in his neighborhood.

Mary Beth Carpenter spoke about her work and support for the National Register nomination.

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Mayor York asked if anyone else wished to speak in favor. There were none

Mayor York asked if anyone wished to speak in opposition.

Joe Chamblee of 200 E. Sycamore Street asked who had the right to say a home had to be fixed.

Sarah Woodard stated the National Register was not restrictive and Mr. Chamblee could do what he wanted to his home.


Mayor York asked if anyone else wished to speak in opposition. There were none

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

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

Adopted this the 7<sup>th</sup> day of February 2022.



  
Glenn L. York—Mayor

  
Lisa M. Markland, CMC—Town Clerk