

**MINUTES OF THE JOINT MEETING OF THE
GOLDSBORO PLANNING COMMISSION/BOARD OF ADJUSTMENT
AND THE GOLDSBORO CITY COUNCIL
JUNE 16, 2026**

The Planning Commission/Board of Adjustment and the City Council of the City of Goldsboro, North Carolina, met in Joint Session in the Large Conference Room, City Hall Addition, 200 North Center Street, at 5:30 p.m. on June 16, 2026.

Present: Mayor Charles Gaylor, IV, Presiding
Mayor Pro Tem Beverly Weeks
Councilman Chris Boyette
Councilwoman Jamie Taylor
Councilwoman Brandi Matthews
Councilman Rod White

Mr. William Rose, Chair, Presiding
Ms. Shirley Edwards, Vice-Chair
Ms. Viola Figueroa
Mr. Glenn Barwick

Also Present: Matthew Livingston, City Manager
Kellianne Williams, Assistant City Manager
Ron Lawrence, City Attorney
Sakeithia Reece, Deputy City Clerk

April Choice, Development Services Director
Mark Helmer, Planning Services Manager
Kenny Talton, Assistant Planning Services Manager
Roy Publico, Senior Planner
Paul Saylors, Planner I
Holly Jones, Planning Executive Assistant

Jonathan Whitehurst, Kimley-Horn
Ross Whipkey, Kimley-Horn

Absent: Councilwoman Hiawatha Jones

Mr. Ronald Waters
Mr. Kevin Woodard
Mr. Duke Cox

Mayor Gaylor began the meeting at 5:30 p.m.

Adoption of the Agenda

Mayor Pro Tem Weeks made a motion to adopt the agenda as presented. The motion was seconded by Councilwoman Taylor and unanimously carried.

Elevate Goldsboro

April Choice, Development Services Director, provided an overview of the draft Elevate Goldsboro Comprehensive Plan. She explained that the joint meeting was held to allow City Council and the Planning Commission an opportunity to review the draft plan, hear the consultant presentation, and provide feedback prior to adoption of the plan. Staff noted that the City's previous comprehensive plan, Envision 35, was adopted in 2013, and in late 2024 the City contracted with Kimley-Horn to lead the update process. It was shared that throughout 2025, community engagement efforts, stakeholder meetings, and workshops were conducted to gather input and develop the draft plan. Ms. Choice then introduced Jonathan Whitehurst and Ross Whipkey, Kimley-Horn representatives, to continue the presentation and for further review of the proposed plan.

Jonathan Whitehurst, Kimley-Horn, provided an overview of the Elevate Goldsboro Comprehensive Plan, beginning with an outline of the plan and explaining that it identifies action steps intended to guide future growth and development within Goldsboro. He reviewed the phases of the planning process, and highlighted key milestones achieved throughout development of the plan. Mr. Whitehurst summarized community characteristics and presented the vision framework for the plan, including public engagement efforts conducted through an online survey, interactive map, and project website. The data collected through community engagement efforts was presented through engagement spotlights, reflecting public participation and feedback gathered during the planning process. He emphasized the importance of preparing for future growth while preserving the community's historical identity. Mr. Whitehurst also presented the plan's vision statement and five guiding principles: Engage, Grow, Move, Prosper, and Thrive. Ross Whipkey, Kimley-Horn, presented the second portion of the presentation, outlining the future land use map and explaining its purpose in guiding future development decisions. He further reviewed the policy framework of the plan, centered around the five guiding principles of engagement, growth, movement, prosperity, and community well-being. The final section of the presentation, presented by Mr. Whitehurst, focused on implementation strategies, identifying priority actions, projected timeframes, responsible parties, available resources, and community priorities necessary to advance the plan. The presentation concluded with a call to carry the vision of Elevate Goldsboro forward, and shared upcoming meetings related to the plan. (See Exhibit A)

Mr. Rose inquired whether the draft Elevate Goldsboro Comprehensive Plan clearly identified implementation priorities within the document. Mr. Whitehurst directed members to the implementation matrix located on page 81, explaining that the section outlines priority actions and corresponding timeframes to guide implementation. Mr. Rose asked if these priorities were developed during the workshops. Mr. Whitehurst and Mr. Whipkey stated they had worked with staff and the advisory committee to develop the actions, then presented them to the public.

Mayor Gaylor asked whether responsibility for determining "how" implementation actions would occur would rest with the City. Mr. Whitehurst explained that while the plan does not provide detailed implementation methods, the future Unified Development Ordinance (UDO) update would provide additional direction and regulatory guidance.

Councilman Boyette requested clarification regarding the land use percentages reflected on page 45 of the plan, and asked whether comparable data existed to show how the City of Goldsboro trends against similar municipalities. Mr. Whitehurst stated that direct comparison data was not immediately available, but he would not be surprised if the numbers varied greatly. He asked if there was something about the numbers that did not seem right. Councilman Boyette stated that he was surprised by such a high percentage designated as single-family residential, and explained that reviewing such percentages helps provide perspective regarding current development trends and overall land use balance. Mr. Whitehurst stated that the study area map is looking at areas beyond the city limits itself, so that is why it is picking up so much of the residential; it is from the rural areas that are surrounding the city.

Mr. Rose requested clarification regarding the distinction between the Neighborhood Residential and Rural Residential classifications within the draft plan. Mr. Whitehurst provided an explanation regarding the differing classifications and future land use intent associated with each designation. Mr. Rose also asked whether Rural Residential designations could be modified in future years, prompting discussion regarding the flexibility of the plan as development trends evolve. Councilman Boyette noted that he had raised similar questions with City Manager Matt Livingston prior to the meeting.

City Manager Livingston provided additional comments regarding implementation flexibility and future land use considerations. Councilman Boyette emphasized the importance of ensuring the plan is structured appropriately to support long-term land development and future growth opportunities. Mr. Whitehurst provided additional comments regarding the importance of long-term planning and anticipating future development needs. City Manager Livingston expressed support for the consultants' approach and overall framework presented within the draft plan.

Mayor Gaylor raised questions regarding housing occupancy status data, referenced on page 22 of the plan, specifically asking whether benchmark comparisons existed that the City should consider when evaluating future housing development patterns. Mr. Whitehurst stated that was a difficult question due to the military community; it may be best to figure out who the city's peer communities are, and focus on those, as opposed to a national best practice or a national benchmark. Additional discussion followed regarding homeownership trends, rental occupancy rates, and long-term economic impacts on the community.

Mr. Barwick questioned whether the plan focused enough on areas that are in need of sewer improvements. Mr. Whitehurst stated that the study did not get into details regarding utilities. Mr. Whipkey stated that some decisions, such as Rural Residential versus Neighborhood Residential, came down to current and future utilities capacity and fire and police capacity.

Mayor Gaylor initiated discussion regarding floodplain development, and asked how the comprehensive plan addresses future flooding concerns while ensuring the City does not unnecessarily limit future development opportunities. Mr. Whitehurst and Mr. Whipkey provided responses outlining how floodplain considerations were factored into land use recommendations, and explained that future UDO updates would further establish development regulations designed to balance responsible growth with environmental and infrastructure considerations. Mr. Rose and Councilman Boyette offered additional comments regarding development constraints in flood-prone areas. City Manager Livingston provided additional comments regarding current development regulations and future opportunities to revisit applicable standards. Mayor Gaylor emphasized the importance of ensuring future UDO regulations adequately protect the City from unnecessarily losing developable property.

Additional discussion centered on industrial development opportunities throughout the City. Mark Helmer, Mr. Rose, Mr. Whitehurst, Mr. Whipkey, Mayor Gaylor, Councilman White and City Manager Livingston engaged in discussion regarding industrial development opportunities, particularly near interstate corridors, and the importance of ensuring future development planning aligns with infrastructure capacity and economic development goals. Councilman Boyette referenced the Borden property as an example of industrial property that may warrant future redevelopment consideration. Mr. Rose emphasized the importance of having industrial areas near the highways and interstate. City Manager Livingston stated that was something that could be discussed with agencies such as Wayne County Development Alliance.

Mayor Gaylor reviewed the proposed project timeline and noted the goal of bringing the draft plan forward for adoption following Planning Commission review. He encouraged anyone with questions, comments, or concerns, to make time to sit down with planning staff and the Managers.

Councilman Boyette questioned whether the proposed timeline may be too aggressive, given the need for additional review and further input. City Manager Livingston asked whether additional input should be sought from WCDA regarding industrial development opportunities along interstate corridors. Councilman Boyette expressed agreement, and consensus was reached to allow City Manager Livingston to engage with WCDA and other local agencies to gather additional feedback prior to moving the plan forward for final consideration. Mayor Gaylor reiterated that feedback was requested specifically with regard to industrial property along the interstate corridor; he did not want to go back and start over the whole process they had been working on for over a year.

Mayor Gaylor thanked everyone for their time tonight and throughout the process.

There being no further business, Mayor Gaylor asked for a motion to adjourn the meeting. Ms. Edwards made the motion, and it was seconded by Ms. Figueroa. The motion was unanimously carried, and the meeting adjourned at 6:41 p.m.



William Rose
Chair

Holly Jones
Planning Executive Assistant

ELEVATE
GOLDSBORO
COMPREHENSIVE PLAN

June 16, 2026

Planning Commission + City Council
Joint Work Session

PHASE 1: BRANCHES

PHASE 2: PLAYS

PHASE 3: ACTS

Community Characteristics Report

Vision and Guiding Principles

Conceptual Growth Strategy

Future Land Use Strategy

Policy Framework

Draft Report

Final Report

Contents

Introduction (pg 1)

Our Community (pg 9)

Our Vision (pg 31)

Our Plan (pg 39)

Our Time to Act (pg 79)

DRAFT
REPORT

Draft Work Session

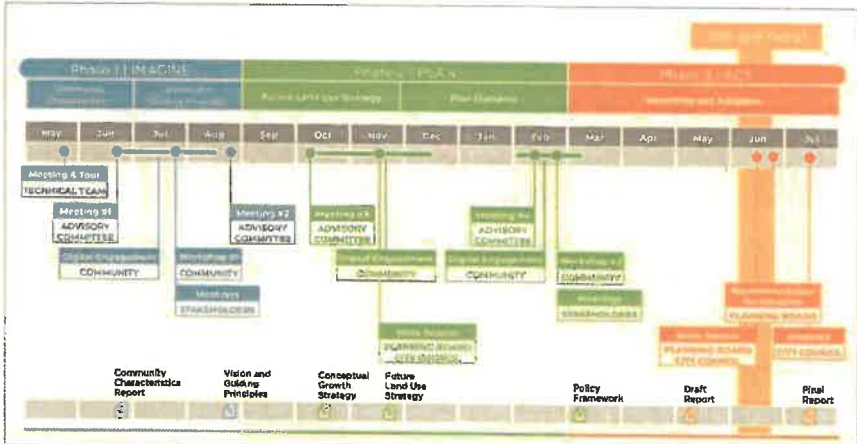
June 16, 2026

Section 1 | Introduction

Outlines the planning process, community engagement efforts, and the purpose of Elevate Goldsboro as a guiding framework.

What is a comprehensive plan?

- Creates a community-driven vision for Goldsboro
- Communicates the City's preferred approach to growth and development
- Identifies action steps to guide implementation
- Serves as a living document to be updated in the future



Section 2 | Our Community

Summarizes Goldsboro's existing conditions, including population trends, economic context, land use patterns, and infrastructure systems that inform future decisions.

Study Area

- Entirety of the City of Goldsboro
- Extra Territorial Jurisdiction
- Major transportation corridors that impact the region

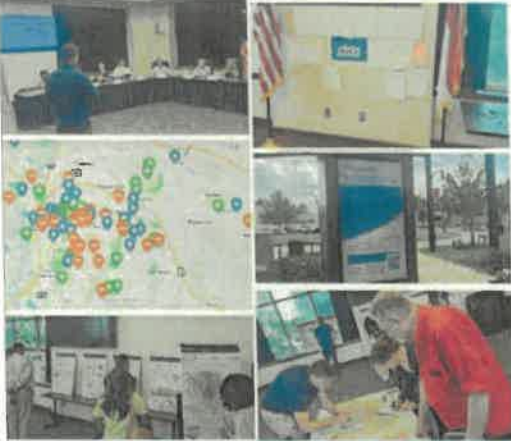


Community Characteristics

- REGIONAL ROLE:** Goldsboro's growth is shaped by its role as a regional hub anchored by Seymour Johnson Air Force Base, historic downtown, and key employment centers.
- POPULATION TRENDS:** Population trends remain stable, while surrounding areas continue to influence demand for housing, services, and infrastructure.
- DEVELOPMENT PATTERNS:** Established neighborhoods and development patterns reflect a mix of historic areas, suburban growth, and emerging investment opportunities.
- CONNECTIVITY AND ACCESS:** Regional connectivity and infrastructure play a critical role in supporting mobility, economic activity, and future growth.
- HOUSING AND GROWTH PRESSURE:** Housing demand is influenced by both local needs and regional growth patterns, shaping future development choices.
- COMMUNITY ASSETS:** Goldsboro's parks, downtown, and civic spaces contribute to quality of life and support continued reinvestment.

Section 3 | Our Vision

Defines the community's shared direction, including guiding principles and a long-term vision for how Goldsboro should grow and evolve.



Online Survey and Interactive Map

- 650+ touchpoints
- 5,000+ individual data points
- 800+ written comments
- 560+ hours invested

Project Website

- 1,700+ visits
- 1,250+ visitors

ELEVATE GOLDSBORO

Introduction

As you read this, there is a good chance you are looking at a document that is part of the Elevate Goldsboro project. This document is a key part of the project, and it is one that you will find useful in many ways. It is a document that is designed to help you understand the project, and it is one that you will find useful in many ways. It is a document that is designed to help you understand the project, and it is one that you will find useful in many ways.





ELEVATE GOLDSBORO

Goldsboro has untapped potential.

Goldsboro wants to prepare for the future without losing touch with its past.

ELEVATE GOLDSBORO

Vision

Elevate Goldsboro is our plan for a thriving community that creates lasting investments in our people, institutions, and places. With a cooperative spirit, we will grow responsibly, fuel economic growth, and prepare for change as we build a resilient future that elevates us all.

ELEVATE GOLDSBORO

Guiding Principles

Elevate how we	ENGAGE	by	...embracing our history. ...fostering partnerships. ...recreating more. ...being more transparent.
Elevate how we	GROW	by	...managing growth and development. ...diversifying our housing stock. ...preserving our treasured spaces. ...being fiscally responsible.
Elevate how we	MOVE	by	...connecting people to places. ...creating better streets. ...offering more choice in transportation. ...enhancing our network of trails.
Elevate how we	PROSPER	by	...leveraging Downtown as a community anchor. ...building a resilient local economy. ...leveraging community assets. ...promoting ourselves externally.
Elevate how we	THRIVE	by	...building stronger neighborhood bonds. ...enhancing community safety. ...strengthening our schools. ...creating a resilient community.

ELEVATE GOLDSBORO

Section 4 | Our Plan

Presents actions organized around the guiding principles for topics such as land use, housing, economic development, transportation, and quality of life.

ELEVATE GOLDSBORO

Path to the Future Land Use Map



Expresses where and how Goldsboro could grow

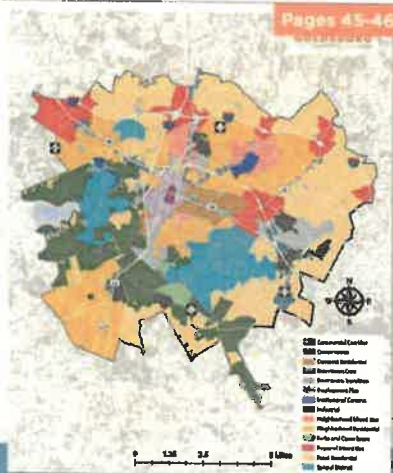
Defines variations in land use and character

Sets the stage for an update to the City's unified development ordinance

ELEVATE GOLDSBORO

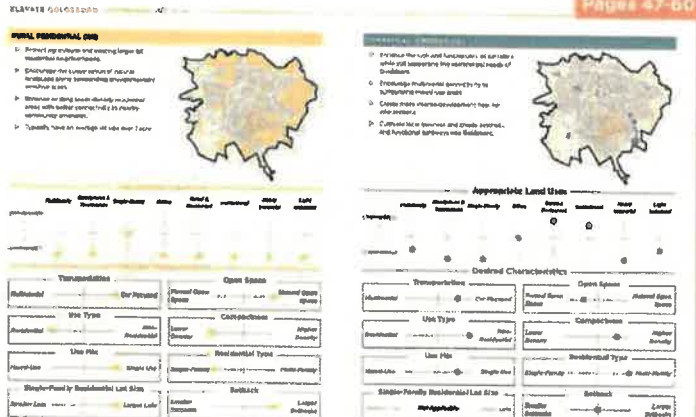
Future Land Use Map

Downtown Core	-168 Acres	0.39%
Downtown Transition	-658 Acres	1.51%
Regional Mixed-Use	-2,474 Acres	5.66%
Neighborhood Mixed-Use	-888 Acres	2.26%
Compact Residential	-881 Acres	1.97%
Neighborhood Residential	-8,369 Acres	19.19%
Rural Residential	-14,218 Acres	32.67%
Commercial Corridor	-784 Acres	1.79%
Employment Poles	-861 Acres	1.97%
Industrial	-217 Acres	0.50%
Institutional Centers	-172 Acres	0.30%
Parks and Open Space	-614 Acres	1.47%
Conservation	-7,045 Acres	16.12%
Special District	-6,286 Acres	14.38%



ELEVATE GOLDSBORO

Place Types



ELEVATE

Policy Framework



ELEVATE GOLDSBORO

Section 5 | Our Time to Act

Identifies priority actions, implementation tools, and partnerships needed to advance the Plan, including steps the City and its partners can take in the near and long term.

ELEVATE GOLDSBORO

Implementation Strategy

Successful implementation of the Comprehensive Plan requires a coordinated effort across all City departments and its partners. The City is currently reviewing various internal systems to ensure they are aligned with the Plan's goals and objectives. This process will involve a thorough review of all City departments and their roles in implementing the Plan, as well as a review of the City's internal systems, including its budget, personnel, and information systems. The City will also be working with its partners to ensure that the Plan's goals and objectives are reflected in their own plans and programs.

Implementation Matrix

The implementation matrix is a tool used to track the progress of the Plan's implementation. It identifies the key actions, responsibilities, and resources needed to implement the Plan. The matrix is organized into three main sections: Action, Responsibility, and Resource. The Action section lists the key actions that need to be taken to implement the Plan. The Responsibility section identifies the City departments and partners responsible for implementing each action. The Resource section identifies the resources needed to implement each action, including personnel, equipment, and information systems.

RESOURCES

Resources are the people, equipment, and information systems needed to implement the Plan. The City is currently reviewing its resources to ensure they are aligned with the Plan's goals and objectives. This process will involve a thorough review of all City departments and their resources, as well as a review of the City's internal systems, including its budget, personnel, and information systems. The City will also be working with its partners to ensure that the Plan's goals and objectives are reflected in their own plans and programs.

Pages 81-93

Type of Action

Timeframe

Responsibilities

Resources

Community Priorities

Carrying the Vision Forward

Keep the Plan visible and in use.

Reinforce a shared vision for all of Goldsboro.

Use the Plan to guide growth decisions.

Prioritize resources to support implementation.

Stay responsive and adaptable.

Build long-term leadership and accountability.

ELEVATE GOLDSBORO

Today!

Joint Work Session

June 29

Planning Commission Meeting
Recommendation for Adoption

July 13

City Council Meeting
Public Hearing + Adoption

Upcoming

Unified Development Ordinance Update
Downtown Master Plan



ELEVATE GOLDSBORO

Thank you!

June 16, 2026

ELEVATE
GOLDSBORO
COMPREHENSIVE PLAN

Planning Commission + City Council
Joint Work Session