

MINUTES OF THE MEETING OF THE  
GOLDSBORO PLANNING COMMISSION/BOARD OF ADJUSTMENT  
SEPTEMBER 29, 2025

The Planning Commission/Board of Adjustment of the City of Goldsboro, North Carolina, met in Regular Session in the Large Conference Room, City Hall Addition, 200 North Center Street, at 6:00 p.m. on September 29, 2025.

Present: Mr. William Rose, Chair, Presiding  
Ms. Shirley Edwards, Vice-Chair  
Mr. Kevin Brown  
Mr. Duke Cox  
Mr. Glen Barwick

Also Present: April Choice, Development Services Director  
Mark Helmer, Planning Services Manager  
Kenny Talton, Assistant Planning Services Manager  
Holly Jones, Planning Executive Assistant

Absent: Mr. Ronald Waters  
Ms. Viola Figueroa

Mr. Rose began the meeting at 6:07 p.m.

**Approval of Minutes**

Ms. Edwards made a motion to approve the minutes of the Regular Meeting of August 11, 2025. The motion was seconded by Mr. Barwick and unanimously carried.

**PLANNING COMMISSION**

**Naming a New Street within the City of Goldsboro** – The item was presented by Mark Helmer, Planning Services Manager.

A new road, designated U-5724, was constructed by NCDOT to serve properties after a road realignment relocated Central Heights Road to align with Royall Avenue.

This newly constructed road (U-5724) requires a name and addresses for postal delivery and emergency services.

The section of road runs from the intersection at Berkeley Boulevard South-Eastward, approximately 1,581 linear feet to its terminus.

The City is authorized to change street names within the city limits according to provision set forth in General Statutes. While the statutes are very general in nature, the City follows the same procedures used by the County in renaming streets.

The following names have been presented for consideration in naming this new section of road.

- Yellow Poplar Road
- Riverbirch Road
- Sweetgum Road
- Hackberry Road
- Resilience Way

The proposed names have been sent to the County Planning Department to ensure that the proposed names would not result in any confusion as it relates to provision of emergency services. The County Planning Director has indicated that the County does not have any objection to the street names that have been proposed. City Fire and City Engineering indicated no issues with the request.

A Notice of Public Hearing was advertised in the newspaper for two consecutive weeks and all adjacent owners were notified of the hearing by mail.

Planning staff recommend 'Resilience Way', based on received public opinion. The Planning Commission has been asked for recommendation regarding the street name change.

Mr. Rose asked if anyone had any other names to recommend.

Ms. Edwards asked if the tree names presented were trees germane to that area. Mr. Helmer stated it is a City tradition to use tree names, but he was not sure if these trees were native to the area. Ms. Choice stated the trees were native to the State.

Mr. Rose suggested 'Love Street' as another naming option. There was no support from the Commission.

Mr. Helmer stated that a property owner on the street had suggested 'Resilience Way' and staff are recommending the name be used.

Mr. Rose stated that he did not like the name 'Resilience Way' due to its association as a slogan for the Antifa movement. Mr. Cox stated it was just a word in the dictionary. Mr. Rose stated that when members of the Antifa movement are protesting, it says 'Resilience'. Mr. Helmer stated that 'Resilience' is seen as a positive word Mr. Rose stated it is positive for people on the Left, but was negative as far as he is concerned. Ms. Edwards stated that the word 'Resilience' has been around a long time. She stated that she was not aware it was related to Antifa, as she does not follow things like that. Ms. Edwards continued, stating that 'Resilience' has been in the dictionary and everyone's vocabulary since time eternal. She did not agree with getting caught up in the past, and not using the word because it was used by another party. Ms. Edwards stated that if the citizens had come up with the name 'Resilience Way' then she believed in the will of the people, and was supportive of the name. Mr. Rose asked where the name 'Resilience Way' had originated from. Mr. Helmer stated that one of the property owners had suggested it.

The Commission voted on each of the presented names separately. Yellow Poplar Road, Sweetgum Road, and Hackberry Road each received no supportive votes. Riverbirch Road received a positive recommendation from Mr. Rose. Resilience Way received a positive recommendation from Ms. Edwards, Mr. Barwick, Mr. Brown, and Mr. Cox.

Mr. Cox asked if this was political. Mr. Rose responded that 'Resilience' is. Ms. Edwards stated that she did not believe that was the property owners train of thought when it was suggested.

Based on the votes, the Planning Commission supports staff's recommendation of 'Resilience Way' to be the name of the new road. The recommendation will be taken to City Council at their October 6, 2025 regular meeting.

### **Rezoning**

**CZ-6-25 Borden Mills (R-6/I-2 to GB Conditional Zoning)** – The item was presented by Mark Helmer, Planning Services Manager.

Both sides of North William Street, between Royall Avenue and Tarboro Street. The Wayne County Tax Identification Numbers are 3509-19-6339 and 3509-19-1639. The property consists of approximately 543,231 s.f. or 12.93 acres.

The applicant is requesting a change of zone for the subject property from the Residential 6 and General Industry (R-6/I-2) to General Business (GB-CZ) Conditional Zoning limiting the use of the property to multi-family apartments, townhomes, self-storage, and recreation.

Borden Mills is a historic textile mill on the National Register of Historic Places, at the corner of Royall Avenue and North William Street. The campus comprises two historic mill buildings on both sides of North William Street, north of Royall Avenue (Goldsboro Cotton Mills to the east, Borden Manufacturing Company to the west), connected by an elevated enclosed bridge over North William Street. The mills will be renovated into affordable multifamily housing, utilizing state and federal historic tax credits, as well as state low income housing tax credits. There will also be some privately owned program as part of the redevelopment, including 14 privately owned condominiums in the north end of the Goldsboro Cotton Mill building, self-storage in a warehouse building on the east side of the site, and sport gym in an existing warehouse building north of the Borden Manufacturing Company building. The redeveloped building area of the project will be approximately 188,000 square feet when complete, while the redeveloped site will be approximately 12.93 rezoned to General Business Conditional Zoning. Of the 12.93 acres, 0.23 acres will be dedicated as Active Open Space and 4.63 acres of passive open space.

Project Branding will include the historic Borden Mills logo and be displayed prominently on key site features to include the historic water tower, pedestrian bridge and ground-mounted signs.

Parking will be provided with the construction of 346 paved parking spaces. All parking will be edged with curb and gutter. Parking lot landscaping that exceeds the minimum parking standards will be

provided and approved in accordance with the proposed landscape plan. ADA parking and access ramps will be provided on multiple locations throughout the site.

Utilities are available at or near the site and include access to water, sewer, electric and stormwater by existing infrastructure within the right-of-way of North William Street and Greenleaf Street.

Site Lighting plans have not been provided and will be required prior to the issuance of administrative site plan approval. Site Access will be provided by two driveways on North William Street and one driveway on Royal Avenue. The western side of the site will have one driveway on North William Street and one driveway on Greenleaf Street.

NCDOT Pedestrian Safety Enhancement is encouraged. The project has been advised to seek NCDOT advise.

Historic Mill Facade rehabilitation will be in accordance with the Department of Interior standards and include period correct window treatments.

William Street Enhancements will include new ADA accessible sidewalks on both sides of William Street. All abandoned driveways will be properly closed with new curb and gutter sections. Street landscaping will be refreshed with new trees and foundation planting in key area where space allows. The streetscape will be adorned with decorative street poles and lamps.

Water Tower, Smoke Stack and Pedestrian Bridge will be repaired fresh paint, project branding and lighting.

Active Open Space will include a swimming pool, ball courts, and dog park.

Big Ditch Greenway Easements will be provided in accordance with the 2050 Goldsboro Bicycle, Pedestrian and Greenway Plan. A 10 foot multi-use path from the proposed greenway alignment adjacent to the big ditch to the intersection of North William Street and Royal Avenue will be required in accordance with the adopted greenway plan.

Pedestrian Safety Enhancement at the intersection of North William Street and Royal Avenue should be given careful attention. Staff recommends signaled pedestrian crosswalks. Pedestrian safety improvements at this intersection will not only serve to connect the project to Downtown Goldsboro but is identified as a crossing point for the future Big Ditch Greenway.

The site plan as submitted is consistent with the City of Goldsboro Envision 35 Urbanized Area Comprehensive Plan.

The site plan is consistent with the with the 2050 Goldsboro Urban Area Metropolitan Transportation Plan.

The site plan is consistent with the 2050 Goldsboro Bicycle, Pedestrian Plan and Greenway Plan.

The applicant will be required to submit a site plan showing that it meets all other regulations, including stormwater management, prior to administrative site plan approval.

The proposed GB conditional zoning district is compatible with the City of Goldsboro Comprehensive Land Use Plan due to the fact that the proposed use promotes "in-fill" development or redevelopment of land that has been bypassed, remained vacant, and/or is underused as a result of the continuing urban development process. In addition, the site is readily accessible to water and sewer infrastructure provided by the City. The site is compatible with existing residential zoning and land-use patterns in proximity to the site which would support high-density development. Lastly, the proposed use would satisfy a growing need for housing for the City of Goldsboro. Staff is recommending approval of the conditional rezoning request based on the reasons stated above.

The Planning Commission was asked to refer to and review the consistency and inconsistency statements. The Planning Commission shall vote to adopt one of these statements and form a recommendation for approval or denial that staff shall present to City Council at the November 3, 2025 meeting.

Mr. Barwick asked about the encroachment into the NC Railroad right of way. Mr. Helmer stated that the existing buildings were proposed to remain and be renovated as part of the project; any additions or improvements would have to be approved by NCDOT and NCRR. He stated that the plans had been submitted to NCDOT and NCRR, and there had been no response.

Mr. Rose asked what the future plans were for a turning lane on William Street. Mr. Helmer stated that NCDOT had provided no feedback regarding the need for additional turning lanes at this time. Mr. Rose asked if he thought that with so many people, they needed a turning lane. Mr. Helmer stated that the transportation plan showed adequate capacity. Mr. Rose shared concern that the area could be a problem at rush hour once people move in. Mr. Helmer stated that NCDOT could always come back later and say that additional turning lanes are needed. Mr. Rose shared concern that the City would have to pay for the improvements. Mr. Helmer stated that the project would be responsible for any required improvements.

The Commission discussed the current design of the intersection and roads in the area. Mr. Helmer reiterated that NCDOT had not requested any road improvements at this time. He also stated that the Planning Department had reached out regarding the suggested pedestrian crosswalk, but had not received any communication.

Mr. Rose asked about Partnership for Children. Mr. Helmer stated that it is a tenant of the project; it is a non-profit, but he did not know much about it.

Mr. Rose asked what kind of apartments would be in the project. Mr. Helmer stated they would be one-, two-, and three-bedroom apartments. Mr. Rose asked if they would be subsidized or anything. Mr. Helmer stated he was not sure, but they could be workforce or subsidized housing. He stated that it was a great opportunity for the City to rehabilitate a large historic structure, and affordable housing was much needed in the City. Mr. Rose stated that Goldsboro has more such housing per capita than any other city in the United States. Mr. Helmer assured that it would not be public housing, it would be workforce housing. Mr. Rose asked Mr. Helmer to explain what he meant by workforce. Mr. Helmer stated it would be working class people living and working there. Mr. Rose asked if it would be subsidized by the government. Mr. Helmer stated it possibly would.

Mr. Cox asked how the project would be tied to downtown. Mr. Helmer stated it would be tied in with the sidewalk network.

Ms. Edwards asked if Partnership for Children would remain. Mr. Helmer stated they would remain, and would be getting a new parking lot.

Mr. Rose asked if anyone else thought this was a public housing project. Mr. Brown stated that he is a fan of using existing buildings, rather than knocking down trees. Mr. Rose stated he was not a fan of public housing; Goldsboro has too much of it already. Mr. Helmer stated that none of the apartments would be public housing; Goldsboro Housing Authority would not be involved. The Commission continued discussion concerning existing locations of public and subsidized housing in Goldsboro. Mr. Rose stated that he felt this project may be like another that was turned down some years ago due to it would have lowered neighboring property values.

Mr. Rose asked if the developers were present. Mr. Helmer stated they were unable to attend.

Mr. Rose requested tabling the vote until the developers or other representatives could be present, so the Commission could question them directly. He stated feeling that something was being hidden, or not being shared.

Ms. Edwards asked if it was possible for the Commission to meet with the developers. Mr. Helmer stated that if the Commission made a subcommittee that was not a quorum of members, it might be possible.

Ms. Jones stated that a Special Meeting could be called to discuss the item further. The Commission agreed that they preferred this method, and discussed when they could all meet the following week.

Ms. Edwards made a motion to table further discussion and the vote until a Special-called Meeting on Thursday, October 9, 2025 at 6:00 PM. The motion was seconded by Mr. Barwick and unanimously carried.

**CZ-3-25 Eagles Reach - 3003 US HWY 70 (CS to R-6/GB Conditional Zoning)** – The item was presented by Kenny Talton, Assistant Planning Services Manager.

South-West side of US Hwy 70 W, North side of Westbrook Ave, and on both sides of Isaac Smith Road. The Wayne County Tax Identification Number is 2617-13-0043. The property consists of approximately 1,607,364 s.f. or 36.9 acres.

The applicant requests a change of zone from Wayne County's Community Shopping to Goldsboro's Residential-6 and General Business Conditional Zoning District to develop a new single-family townhouse neighborhood consisting of a maximum of 174 residential lots and 3 commercial lots to be annexed within the corporate limits of Goldsboro.

The Residential-6 Zoning District was established to accommodate both single and multifamily residential uses and to prohibit all activities of a commercial nature, except for certain home occupations. The minimum lot size is six thousand square feet for a detached single-family dwelling.

The property is identified as located within the Low and Medium-Density land use categories. Medium and High-Density Residential land uses have been designated for areas that have water or sewer service or where plans exist to extend water or sewer service. Although the requested Residential-6 Conditional Zoning District is not a corresponding zoning district in the Low and Medium Density land use category, Goldsboro's Comprehensive Land Use Plan encourages higher density development where water and sewer services are available.

A Mixed-Use I land use category is located directly across US 70 West from the subject property's Medium-Density land use designation. Mixed-Use I will provide a mixture of commercial uses, some of which may or may not have an impact on or produce some conflict with adjacent lower density districts. Although General Business is not a corresponding zoning district within the Medium-Density land use category, staff believe that commercial development could promote high quality, accessible developments serving the needs of the community and surrounding area.

The applicant is requesting a change of zone for the subject property from Wayne County's Community Shopping to Goldsboro's Residential-6 and General Business Conditional Zoning District to develop a new single-family townhouse neighborhood consisting of a maximum of 174 residential lots and 3 commercial lots to be annexed within the corporate limits of Goldsboro.

Per NCGS 160D-102, a conditional zoning request is a legislative zoning map amendment with site-specific conditions incorporated into the zoning map amendment.

If a petition for conditional zoning is approved, the development and use of the property shall be governed by the ordinance requirements of the parallel Residential-6 Conditional Zoning District except those superseded by specific conditions, the approved concept plan, and any additional approved rules, regulations, and conditions, all of which shall constitute the zoning regulations for the approved district, and are binding on the property as an amendment to these regulations and to the Official Zoning Map. Should the applicant deviate from the minimum requirements of the proposed Residential-6 Conditional Zoning District, the deviations shall be identified on the concept plan for Council approval. Deviations are included in this staff report.

The proposed development is divided into two primary sections:

- *Section 1* is envisioned as a residential neighborhood featuring modern townhomes designed to meet the growing demand for diverse housing options in the region. This section will incorporate open space areas, pedestrian connectivity, and environmentally sensitive site planning, supporting sustainable and community-focused living. The open spaces are owned and maintained by HOA of the Eagles Reach Subdivision.
- *Section 2* is intended for future commercial development, offering opportunities for retail, services, and potentially office uses that will serve both the new residential population and the surrounding community. The commercial component is designed to be complementary to the residential area, promoting a walkable, integrated, and livable neighborhood.

**Existing Land Use** The majority of the site is vacant, consisting of agricultural farmland and woodlands.

Two points of access will serve the proposed subdivision. Access to the commercial lots directly across the street from the subdivision will also be from Isaac Smith Road. NCDOT will require road improvements for the commercial lots consisting of a deceleration lane and approved driveway permits for each lot at the time of development.

Density 174 units/28.33 acres = 6.15 dwelling units/per acre  
Min. lot size: 4,840 sq. ft. + 2,200 sq. ft. (Per additional townhome)  
Min. lot width: 20 ft.  
Max. lot width: 24 ft.  
Min. front setback: 25ft.  
Min. side setback: 8 ft.  
Min. side corner setback: 25 ft.  
Min. rear setback: 25 ft.  
Max. building height: 3 stories

The proposed residential townhome development will provide 8.50 acres of open space (30% of the gross site area) in lieu of the required 5.67 acres (20% of the gross site area). Open spaces will include both active (walking trails, playgrounds, a dog park, outdoor grills, seating and a covered pavilion) and

passive (wooded areas, streams, wetlands) spaces. All open spaces will be held in common ownership, for the perpetual benefit of residents of the development by a HOA (Homeowners Association).

**Parking:**

- Residential: Required: 1.4 spaces per single bedroom unit + 2 spaces per unit (two or more bedrooms) + .5 per bedroom over 2. Proposed: 3 spaces per unit.
- Commercial: TBD for commercial lots based on use at time of Development.

Water and sewer services will be provided from Fork Township. The water distribution system for the Eagles Reach development will tie into existing public water infrastructure at two strategic locations to ensure adequate capacity, pressure, and redundancy for domestic use and fire protection. These connection points include the northeast corner of the project site, and the intersection of Isaac Smith Road and Westbrook Avenue. This dual-connection approach is intended to optimize flow capacity and ensure consistent water service throughout the development. The design and installation of the water infrastructure will comply with City of Goldsboro and state utility requirements, with attention to long-term operational efficiency, service reliability, and public safety.

The proposed Eagles Reach development will also develop offsite sanitary sewer system to connect to the existing sanitary manhole which bridges the gap between the exiting sanitary manhole and the property. The sewer network will connect to an existing municipal sewer manhole located near the intersection of Isaac Smith Road and North Carolina Highway 581 South.

To facilitate this connection, an 8-inch gravity sewer will be installed, extending approximately 1,705 linear feet from the development site to the existing sewer infrastructure. This offsite extension is designed in coordination with applicable utility standards and will be constructed to ensure reliable and efficient wastewater conveyance. The installation will be coordinated with the City of Goldsboro and relevant utility agencies to minimize disruption and ensure long-term serviceability.

A portion of the project contains delineated wetlands. All proposed lots will be outside of these environmentally sensitive areas. These areas will be owned and managed by the homeowner's association.

Surface or underground storm drainage facilities are proposed for all streets, driveways and parking loading areas. Stormwater runoff shall be conveyed through a collection system to a stormwater pond(s) for treatment and to meet city requirements for pre-post runoff. All stormwater control measures will be accessed by utility easements granted to the City of Goldsboro for inspection purposes by Engineering staff.

The developer will be responsible for the construction of 60 ft. wide streets with pavement widths of 31 ft. back-to-back in accordance with City standards. Sidewalks 5 ft. wide internal handicap accessible sidewalks will be provided on both sides of the streets connecting residential dwellings to other destinations such as trails, greenways, playgrounds, mail kiosks and other site amenities.

Street signs and lighting will be provided for the subdivision in accordance with City standards.

Utilities will be required to be installed underground. Interconnectivity has been identified for the site along the western property boundary.

All residents will have access to a mail kiosk and seven (4) parking spaces to include two (1) handicap/van accessible spaces.

Two (2) monument signs are proposed and located at the entrance of the subdivision. Signs will be required to be located on private property, as well as not be located within sight triangles obstructing views of the motoring public.

The applicant has submitted a landscape plan that meets and exceeds the City's landscape ordinance. A 20 ft. wide landscape buffer will surround the entire residential subdivision. Each residential lot will have one large tree installed in the front yard and any side lot abutting another street.

A 28-foot landscape buffer/berm is proposed along the street frontage of the property, providing a screening buffer for owners of residential lots from traffic, promoting pedestrian privacy and comfort, and contributing to the visual character of the neighborhood.

Building elevations have been submitted by the applicant. Each dwelling unit will be built in accordance with the North Carolina State Building Code. Townhome footprint designs include the Ridge and Rockville. The following design standards are proposed:

- The proposed townhomes for this development include two different footprints, i.e., 24' wide on the outer units and 20' for the inner units.

- Townhouse will use a variety of colors to achieve individual character.
- All the town homes shall be raised from the finished grade a minimum of 18” and shall have stem wall or raised slab foundations that shall be covered on all sides with brick or stone.
- Areas under the porches may be enclosed with lattice.
- All town homes units will have a combination of two or more of the following materials on the front façade (not counting the foundation): stone, brick, lap siding, fiber cement siding, shake or board and batten.
- All siding will be fiber cement. Vinyl may only be used for soffits, fascia, and corner boards.
- No two town home units in a building shall have the same exterior paint color scheme.
- All town homes shall be two or three stories in height.
- Town home building exterior shall be wood clapboard, cement fiber board or shingle, wood board and batten, brick or stone and may contain heavy timber details or metal accents.
- All town homes units shall provide detained design elements using at least (1) of the features from each of the three categories below:
  1. Entrance
    - Recessed entry with 6” minimum width door trim.
    - Covered porch with 6” minimum width pillars/posts/columns.
  2. Roof
    - Dormer
    - Gable
    - Cupola/Tower/Chimney
    - Decorative cornice of roof line
  3. Facade Bay Window
    - Balcony
    - Porch
    - Shutters
    - Window trim with 4” minimum width
    - Patterned finish (scales, shakes, wainscoting, brick, or stone)

If the rezoning is approved, the applicant will be required to make application for preliminary subdivision review. The technical review committee will review the plan for compliance with all City of Goldsboro development standards and condition of the zoning district. Planning staff will then issue preliminary subdivision approval.

The following are agreed upon deviations from the minimum development standards of the City of Goldsboro Unified Development Ordinance. If the rezoning is approved by City Council, these deviations will become conditions of this R-6 Conditional Zoning District.

1. Side Building Setback: 8 ft.
2. Rear Building Setback: 25 ft.
3. Minimum lot size: Proposed reduction from 6,000 sq. ft. to 4,840 sq. ft. + 2,200 sq. ft. per additional townhome
4. Minimum lot width: Proposed reduction from 60 ft. to 24ft.
5. Sidewalks will be provided on both sides of all proposed streets.
6. Landscaped berm with increased landscaping on double frontage lots along Isaac Smith Road.
7. Two decorative subdivision signs are constructed of robust materials such as stone or similar solid masonry material.
8. The proposed development exceeds the minimum open space requirement outlined in the UDO while the ordinance requires 20% open area, the plan provides 30%, offering enhanced greenspace and recreational opportunities for future residents.
9. The proposed development remains well below the maximum permitted under the r-6 zoning category. The UDO allows up to 7.3 dwelling units per acre, while the proposed plan reflects a density of only 6.15 units per acre, preserving neighborhood scale and character.
10. All components of the plan become conditions of the zoning district. Major modifications will require additional approvals by City Council. Preliminary subdivision approval and construction drawing approval will be granted when all conditions of the zoning district are found to be met.

The following architectural standards shall become conditions of the proposed R-6 Conditional Zoning District:

1. The proposed townhomes for this development include two different footprints, i.e., 24’ wide on the outer units and 20’ for the inner units.
2. Townhouse will use a variety of colors to achieve individual character.
3. All the town homes shall be raised from the finished grade a minimum of 18” and shall have stem wall or raised slab foundations that shall be covered on all sides with brick or stone.
4. Areas under the porches may be enclosed with lattice.

5. All town homes units will have a combination of two or more of the following materials on the front façade (not counting the foundation): stone, brick, lap siding, fiber cement siding, shake or board and batten.
6. All siding will be fiber cement. Vinyl may only be used for soffits, fascia, and corner boards.
7. No two town home units in a building shall have the same exterior paint color scheme.
8. All town homes shall be two or three stories in height.
9. Town home building exterior shall be wood clapboard, cement fiber board or shingle, wood board and batten, brick or stone and may contain heavy timber details or metal accents.
10. All town homes units shall provide detailed design elements using at least (1) of the features from each of the three categories below:
  1. Entrance
    - a. Recessed entry with 6” minimum width door trim.
    - b. Covered porch with 6” minimum width pillars/posts/columns.
  2. Roof
    - c. Dormer
    - d. Gable
    - e. Cupola/Tower/Chimney
    - f. Decorative cornice of roof line
  3. Facade Bay Window
    - g. Balcony
    - h. Porch
    - i. Shutters
    - j. Window trim with 4” minimum width
    - k. Patterned finish (scales, shakes, wainscoting, brick, or stone)

The City Council may modify proposed conditions and add additional conditions if the requested conditions are deemed necessary to protect the public health, welfare and safety of the public. All other conditions placed upon the zoning district must be agreed upon by the applicant.

Planning Staff opinion is the conditional rezoning request is consistent with the recommendations of the Comprehensive Land Use Plan and Land Use Plan Map.

Planning Staff opinion is the City of Goldsboro can provide for the public’s safety and meet transportation and utility demands for the subject property while maintaining sufficient levels of service to existing developments.

Planning Staff opinion is the proposed R-6/General Business Conditional Zoning District will not impair or injure the health, welfare and safety of the public.

Planning Staff opinion is the proposed R-6/General Business Conditional Zoning district will address Goldsboro’s housing shortage, offering increased housing options and affordability while providing economic, social and environmental benefits that enhance residents and their quality of life through a well-designed residential community.

Therefore, Planning staff recommends approval of the proposed R-6/General Business Conditional Zoning District with all agreed upon conditions.

The Planning Commission was asked to refer to and review the consistency and inconsistency statements. The Planning Commission shall vote to adopt one of these statements and form a recommendation for approval or denial that staff shall present to City Council at the November 3, 2025 meeting.

Mr. Barwick asked if the property would remain in the City’s ETJ. Mr. Talton stated that the area would be satellite annexed. Mr. Rose asked if the property would become part of the City’s tax base. Mr. Talton confirmed that it would.

Andy Mills, Colliers Engineering and Design; and Bryant Spencer, Goldsboro Land Group; spoke as representatives of the project and presented additional information. (See Exhibit A). Mr. Mills stated that they would be conferring with the client to discuss limiting the General Business uses as part of the Conditional Zoning. He stated they would work with NCDOT for turning lanes and other required improvements. Mr. Mills also stated the project would close a gap in the water line, and hoped it would increase the water pressure and flow in the area. Mr. Spencer stated they had worked on this project for over a year. He continued, stating that the availability of water and sewer lines and access to Hwy 70 made this a perfect location for this project.

Mr. Cox asked who would be responsible for the increased traffic flow. Mr. Spencer stated that they had not yet done a traffic impact analysis, but would make any improvements required by NCDOT per the TIA.

Mr. Rose asked if they needed to wait on the analysis before voting on the project. Mr. Helmer stated that was not necessary, as any NCDOT requirements would be made; permits would not be finalized before such improvements were made. Mr. Mills confirmed that the developer would make any required NCDOT improvements.

Mr. Rose asked for all those in favor of the presented Consistency Statement. By a unanimous vote, the Planning Commission approved the Consistency Statement.

**CZ-4-25 Tucker Trace - 296 W Tommys Rd (HB/R-16 to R-6 Conditional Zoning/GB)** – The item was presented by Kenny Talton, Assistant Planning Services Manager.

South side of Tommy's Road, between US Hwy 117 N and Deans Lane. The Wayne County Tax Identification Number is 3601-50-3388. The property consists of approximately 2,456,784 s.f. or 56.4 acres.

The applicant requests a change of zone from the Highway Business/Residential-16 to Residential-6/General Business Conditional Zoning District to construct a new mixed-use development consisting of 120 single-family detached residential lots and 4 commercial lots within the corporate limits of Goldsboro.

The Residential-6 Zoning District was established to accommodate both single and multifamily residential uses and to prohibit all activities of a commercial nature, except for certain home occupations. The minimum lot size is six thousand square feet for a detached single-family dwelling. The General Business Zoning District was established to accommodate the widest range of uses providing general goods and services to the community. The district is intended to promote high quality, accessible developments serving the needs of the community and surrounding area. There is no minimum lot size.

The property is identified as within the Medium-Density, Mixed-Use I and Mixed-Use II land use category. Medium and High-Density Residential land uses have been designated for areas that have water or sewer service or where plans exist to extend water or sewer service. Although the requested Residential-6 Conditional Zoning District is not a corresponding zoning district in the Medium Density land use category, Goldsboro's Comprehensive Land Use Plan encourages higher density development where City water and sewer services are available.

Mixed-Use I and II land use categories will allow a mixture of commercial uses some of which may or may not have an impact on or produce some conflict with adjacent lower density districts. Office and Institutional usage is recommended as a buffer/transition between lower and higher density land uses.

Per NCGS 160D-102, a conditional zoning request is a legislative zoning map amendment with site-specific conditions incorporated into the zoning map amendment.

If a petition for conditional zoning is approved, the development and use of the property shall be governed by the ordinance requirements of the parallel Residential-6 and General Business Conditional Zoning Districts except those superseded by specific conditions, the approved concept plan, and any additional approved rules, regulations, and conditions, all of which shall constitute the zoning regulations for the approved district, and are binding on the property as an amendment to these regulations and to the Official Zoning Map. Should the applicant deviate from the minimum requirements of the proposed Residential-6/General Business Conditional Zoning Districts, the deviations shall be identified on the concept plan for Council approval. Deviations are included in this staff report.

The majority of the site is vacant and used for agricultural-related purposes. An existing stream tracks near the northern and eastern property boundaries. This stream is flanked by a 50 ft. Neuse River Basin riparian buffer.

An existing 195 ft. in height cell tower is located on lot #126 which is at the northeast corner of the proposed subdivision and is served by a 30 ft. ingress/egress and utility easement off Deans Lane.

The subdivision will be served by two points of access directly from W. Tommy's Road, which is a state-maintained street (SR 1571). According to NCDOT, no roadway improvements will be required for the proposed subdivision.

If approved, the proposed 120-lot residential subdivision will begin a 4-phase construction schedule with phase I to start in July of 2026.

- Phase I: Lots 1-5, 52-63, 88-121, 126-127
- Phase II: Lots 64-86
- Phase III: Lots 6-16, 45-51, 124, 128-129
- Phase IV: Lots 17-44

Density 120 units/45.9 acres = 2.61 dwelling units/per acre

#### Proposed Zoning

	R-6CZ:	GB:
Min. lot size:	5,400 sq. ft.	N/A
Min. lot width:	45 ft.	N/A
Min. front setback:	15ft.	20 ft.
Min. side setback:	5 ft.	15 ft.
Min. side corner setback:	10 ft.	15 ft.
Min. rear setback:	15 ft.	25 ft.
Max. building height:	2 stories	N/A

The proposed development will provide 18.9 acres of open space (20% of the gross site area). Open spaces will include both active (playgrounds, basketball court, mail kiosks and walking trails) and passive (stormwater green space and required buffer areas) spaces. All open spaces will be held in common ownership, for the perpetual benefit of residents of the development by a HOA (Homeowners Association).

#### Parking Requirements

Residential: 2 per single-family household (120) = 240 spaces

Commercial: TBD for commercial lots at time of development

City water and sewer will be extended to the site by the developer from Commerce Drive directly west from the proposed subdivision.

Surface or underground storm drainage facilities are proposed for all streets, driveways and parking/loading areas. Proposed stormwater control ponds have been identified throughout the subdivision per the city's UDO and state regulations. All will be accessed by utility easements granted to the City of Goldsboro for inspection purposes by Engineering staff.

The developer will be responsible for the construction of 60 ft. wide streets with pavement widths of 31 ft. back-to-back in accordance with City standards.

4 ft. wide internal handicap accessible sidewalks will be provided on one side of the streets connecting residential dwellings to other destinations such active and passive open spaces to include playgrounds, mail kiosks and other site amenities.

Street signs and lighting will be provided for the subdivision in accordance with City standards.

All utilities will be required to be installed underground. Interconnectivity

Interconnectivity has been identified along the eastern and southern property boundaries.

Two (2) monument signs are proposed and located at the entrance of the subdivision. Signs will be required to be located on private property, as well as not be located within sight triangles obstructing views of the motoring public.

The applicant has submitted a landscape plan that meets and exceeds the City's landscape ordinance. A 15 ft. wide Type B landscape buffer will surround the entire development. Each residential lot will have one large tree installed in the front yard and any side lot abutting another street. A 20 ft. wide Type C landscape buffer yard and a 6 ft. in height privacy fence will be provided between the commercial lots and the residential subdivision. Street trees will be provided along Alexandra Road to Ally Lynn Way to serve as an aesthetic buffer for residents located along Nashview Drive. Lastly, a landscape median will be provided along Terrence Trail, the main entrance to the new subdivision.

Building elevations have been submitted by the applicant. Each dwelling unit will be built in accordance with the North Carolina State Building Code. Proposed home plans to include the Chadwick, Davidson, Madison, Morgan, Clayton, and the Oakley.

The applicant has proposed the following as CONDITIONS for the requested Residential-6 Conditional Zoning District approval:

#### Architectural Standards:

1. Building height 2-stories, maximum.
2. Shutters or window trim shall be provided on the front façade on all homes.
3. The front facades of all homes will feature a minimum two (2) architectural features (from the following list):

- a. Horizontal siding
  - b. Board & Batten siding
  - c. Shake siding
  - d. Stone accent
  - e. Brick accent
  - f. Balcony
  - g. Columns
  - h. Covered porch entry
4. All slab foundations with an exposed height of greater than 12 inches shall be finished with masonry product - applies to front and side elevations with right of way frontage.
  5. Any cantilevered projection shall have cosmetic brackets, or shelf supports directly underneath them.
  6. All windows within a street facing facade utilizing siding materials shall either be set in full 4" trim at least equivalent to 1-inch x 4-inch board or feature decorative sills and pediments.
  7. All windows of a dwelling unit, except for accent windows, picture windows, transoms, and bay windows, shall feature a common muntin pattern colonial pattern in half of each window.
  8. All dwelling units shall have either a 2-car garage or a 1-car garage.
  9. Garage doors shall have windows or decorative hardware.
  10. A covered front porch is required for all dwelling units.
  11. A minimum 6-foot deep outdoor patio shall be provided on all dwelling units.
  12. All homes shall have minimum 12-inch eaves on two sides.
  13. All corner lot units shall have a minimum of one window, facing the public right-of-way.
  14. To ensure visual variety and maintain aesthetic appeal, no home will feature the same exterior siding and trim color combination as a house directly adjacent or directly across the street from it.

Staff is recommending approval of the conditional rezoning request since the proposed zoning and land use is compatible with the Comprehensive Land Use Plan and Land Use Plan Map. In addition, the City of Goldsboro will be able to provide sufficient public safety and meet transportation and utility demands for the subject property while maintaining sufficient levels of service to existing developments. Staff believe that the proposed rezoning will not impair or injure the health, safety, and general welfare of the public. Lastly, the proposed conditional zoning and land use request will address Goldsboro's housing shortage, offering increased housing options and affordability while providing economic, social, and environmental benefits that enhance residents and their quality of life.

The Planning Commission was asked to refer to and review the consistency and inconsistency statements. The Planning Commission shall vote to adopt one of these statements and form a recommendation for approval or denial that staff shall present to City Council at the November 3, 2025 meeting.

Robert Bartlett, Bartlett Engineering and Surveying, representing the project, asked if the Commission had any questions. The Commission stated they had no questions.

Mr. Rose asked for all those in favor of the presented Consistency Statement. By a unanimous vote, the Planning Commission approved the Consistency Statement.

Mr. Rose called for a five-minute recess at 7:59 PM. The meeting resumed at 8:04 PM.

**CZ-7-25 VILLAGE ONE: SENIOR AND VETERAN 60+ HOUSING (R-6 to R-6 Conditional Zoning)** – The item was presented by Kenny Talton, Assistant Planning Services Manager.

North side of Wilmington Avenue, between South Sycamore Street and Isler Street. The Wayne County Tax Identification Number is 2599-91-2474. The property consists of approximately 13,068 s.f. or 0.3 acres.

The applicant requests a change of zone from the Residential-6 Zoning District to the Residential-6 Conditional Zoning District to develop two (2) multi-family triplexes (1,884 sq. ft.) each consisting of three (3) one-story apartments.

The Residential-6 Zoning District was established to accommodate both single and multifamily residential uses and to prohibit all activities of a commercial nature, except for certain home occupations. The minimum lot size is six thousand square feet for a detached single-family dwelling.

The property is identified as being located within the High-Density land use category. Residential-6 is a corresponding zoning district within the High-Density Land Use designation.

The applicant is requesting a change of zone for the subject property from Residential-6 to Residential-6 Conditional Zoning District to construct two (2) multifamily triplexes on two individual lots.

Per NCGS 160D-102, a conditional zoning request is a legislative zoning map amendment with site-specific conditions incorporated into the zoning map amendment.

If a petition for conditional zoning is approved, the development and use of the property shall be governed by the ordinance requirements of the parallel Residential-6 Conditional Zoning District except those superseded by specific conditions, the approved concept plan, and any additional approved rules, regulations, and conditions, all of which shall constitute the zoning regulations for the approved district, and are binding on the property as an amendment to these regulations and to the Official Zoning Map. Should the applicant deviate from the minimum requirements of the proposed Residential-6 Conditional Zoning District, the deviations shall be identified on the concept plan for Council approval. Deviations are included in this staff report.

The property is currently occupied by three (3) residential duplexes of masonry/concrete block construction. Each duplex is considered aged, in deteriorating/dilapidated condition and in need of immediate rehabilitation.

Access to the site will be directly from Wilmington Avenue.

Parking:

Required: 1.4 spaces per single bedroom unit

Proposed: 1 space for each apartment for a total of 6 spaces

Existing city water and sewer utilities are to be replaced with new services.

Three (3) units are proposed on each lot for a total of six (6) apartment units.

All utilities will be required to be installed underground.

Each triplex will have one (1) street tree planted adjacent to all driveways fronting Wilmington Avenue.

Each triplex will be surrounded by a gated 3 ft. in height black chain-link fence to serve as security and open space for the tenants.

Building elevations and floorplans have been submitted by the applicant. Each dwelling unit will consist of front and rear covered porches, one bedroom, one bath, a living room, kitchen, utility and laundry room to be built in accordance with the North Carolina State Building Code.

If the rezoning is approved, the applicant will be required to subdivide the existing lot into two individual lots in accordance with the city's subdivision ordinance and the conditions of the R-6 Conditional Zoning District. Once approved, the applicant will be required to make site plan application for review and approval by the city's Technical Review Committee. The Technical Review Committee will review the plans for compliance with all City of Goldsboro development standards and conditions of the R-6 Conditional Zoning District. City planning will issue site plan approval when all standards and conditions have been met.

The following are agreed upon deviations between the developer/owner and the City of Goldsboro from the minimum and maximum development standards of the City of Goldsboro's Unified Development Ordinance. If the rezoning is approved by City Council, these deviations will become conditions of the proposed R-6 Conditional Zoning District.

1. Permitted uses: Multi-family dwellings (Two triplexes - 3 units for each individual lot)
2. Density: Proposed three (3) units on two individual lots for a total of six (6) apartment units.
3. Rear Building Setback: Proposed reductions from 25 ft. to 11 ft. per lot. Page 117 of 139
4. Minimum lot area: Proposed reductions from 10,000 sq. ft. to 6,341 sq. ft. per lot.
5. Minimum lot width: Proposed width increases from 60 ft. to 77.5 ft. per lot.
6. Minimum front yard setback: Proposed increases from 25 ft. to 31 ft. per lot.
7. Landscaping: No required landscaping proposed for the side and rear of lots 1 and 2.

Applicant proposes a modern architectural style with front and rear covered wood porches. Facades will be designed to ensure simplicity consistent with modern architecture incorporating sloped roofs, exterior Hardie plank trim and siding.

Planning Staff's opinion is that the conditional rezoning request is consistent with the recommendations of the Comprehensive Land Use Plan and Land Use Plan Map.

Planning Staff's opinion is that the City of Goldsboro can provide for the public's safety and meet transportation and utility demands for the subject property while maintaining sufficient levels of service to existing developments.

Planning Staff's opinion is that the proposed R-6 conditional zoning district will not impair or injure the health, welfare, and safety of the public.

Planning Staff's opinion is that the proposed R-6 conditional zoning district will address Goldsboro's housing shortage, offering increased housing options and affordability while providing economic, social, and environmental benefits that enhance residents and their quality of life.

Therefore, Planning staff recommends approval of the proposed R-6 Conditional Zoning District with all agreed upon conditions.

The Planning Commission is requested to review the petition for rezoning, review the consistency and inconsistency statements, and vote to adopt one of these statements and form a recommendation for approval or denial that staff shall present to City Council at the November 3, 2025 meeting.

Mr. Rose asked if the development would only be available to seniors and veterans aged 60 and over, as the title suggested. Mr. Talton stated that Planning was not aware of that limitation, and Mr. Whitley was not available. He stated that staff did not look at the rezoning from that perspective. Mr. Helmer did not recall the narrative stating a limitation on who would be rented to. Mr. Rose stated he did not want to mislead anyone with the project titled as such, and suggested the item be tabled until the applicant could be available.

Ms. Edwards stated that the area is one of the oldest subdivisions in the city, and it was known to have sewer problems. Mr. Rose also recalled such problems being brought to City Council.

Mr. Talton asked the Commission if they would like to table to item until the Special Meeting.

Ms. Edwards made a motion to table further discussion and the vote until a Special-called Meeting on October 9, 2025 at 6:00 PM. The motion was seconded by Mr. Barwick and unanimously carried.

**2026 Meeting Schedule** – The item was presented by Holly Jones, Planning Executive Assistant.

Each year the Planning Commission must approve a regular meeting schedule to be presented for City Council approval. The schedule is based on the standard meeting days set for the Commission and the legal notice requirements set by State Statute.

Review of the schedule for any holiday or other scheduling conflicts is requested. Any conflicts will try to be adjusted before the schedule is presented to City Council for approval.

The Planning Commission was asked to review the dates presented to determine any conflicts. The Commission will then vote to approve the dates. The Schedule will be taken to the City Council for final approval.

Ms. Jones reviewed the dates that did not meet the normal schedule of the last Monday of each month. Ms. Edwards asked if the meetings would still be at 6:00 PM. Ms. Jones confirmed the time and location would remain the same.

The Planning Commission had no conflicts with the presented schedule.

**Member Term Expiration** – The item was presented by Holly Jones, Planning Executive Assistant.

Planning Commission Members are appointed to 3-year terms, and may serve two (2) consecutive terms. When terms expire, members must vote to appoint new members and/or reappoint members to a second term.

The attached applications have been received for consideration to replace members with expiring terms. Kevin Brown is the only member with an expiring term. It is his second term, so a replacement is required.


Staff is requesting the Planning Commission review the attached applications, and choose a new member to serve on the Commission.

Ms. Jones reviewed the expiring term, and asked if the Commission had a recommendation for Council, based on the applications presented.

Mr. Rose asked if it was a conflict of interest to have a practicing engineer on the Commission. Ms. Jones stated that it was not a problem as long as they abstained and sat out if any of their projects came before the Commission; an engineer would be of great value due to the insight they could provide. She stated they would need to fill out an application to be officially considered.

The Commission stated they would recruit for more applications and would revisit the item at their next meeting on October 27, 2025.

There being no further business, Mr. Rose asked for a motion to adjourn the meeting. Ms. Edwards made the motion, and it was seconded by Mr. Rose. The motion was unanimously carried, and the meeting adjourned at 8:23 p.m.



William Rose  
Chair



Holly Jones  
Planning Executive Assistant

# EAGLES REACH

## Conditional Rezoning

Andy Mills, P.E.

Accelerating success

## Aerial Image



## Introduction

Project Name: Eagles Reach

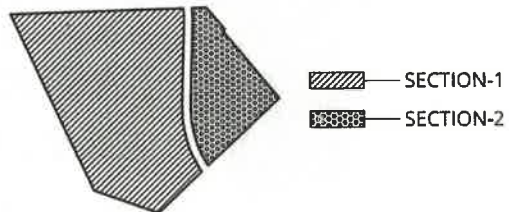
Property Address: 3003 US Hwy 70 W, Goldsboro, NC 27530.

### Section-1 (Residential Development)

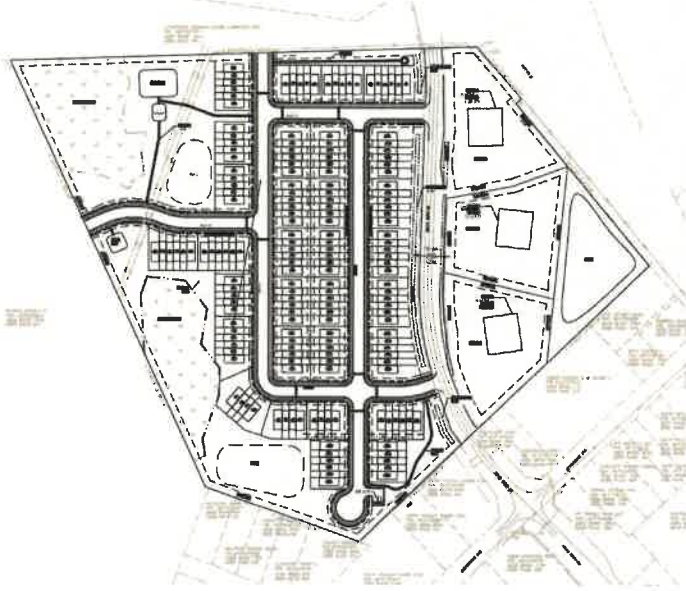
- Area: 28.33 acres
- Current Zoning: CS (Community Shopping, Wayne County Zoning)
- Proposed Zoning: R-6-CU (Goldsboro Zoning)
- Proposed Units: Townhomes
- Total Units: 174 (62 end units, 112 middle units)
- Minimum Lot Area: 4,840 sq ft + 2,200 sq ft per additional townhome
- Proposed Density: 6.15 units per acre

### Section-2 (Commercial Development)

- Current Zoning: CS (Community Shopping, Wayne County Zoning)
- Proposed Zoning: GB-CU (Goldsboro Zoning)
- Parcel 1: 2.777 acres
- Parcel 2: 2.262 acres
- Parcel 3: 2.240 acres



# Overall Site Plan



- Total Units : 174
- Primary access off of Isaac Smith Road.
- 10' Landscape berm along the Isaac Smith Road
- Stubs for future connections:2

# Overall Site Rendering



# Community Precedent Images



(Note: Images show elements that will be used in the proposed development but are not the exact design.)

# Community Precedent Images



(Note: Images show elements that will be used in the proposed development but are not the exact design.)

# Community Precedent Images



(Note: Images show elements that will be used in the proposed development but are not the exact design.)

Thank You.  
Questions?