ELEVATE GOLDSBORO
COMPREHENSIVE PLAN

DRAFT REPORT

Adoption Draft

July 13, 2026

GOLDSBORO
BE MORE DO MORE SEYMOUR
North Carolina

Acknowledgments

Elevate Goldsboro is the result of a collaborative planning process shaped by the community. Thank you to the residents, stakeholders, and community partners who generously shared their time, perspectives, and enthusiasm throughout this effort. The input received has been fundamental to the development of the plan and is sincerely appreciated. Elevate Goldsboro reflects the voices and values of the community and will help guide the City's future.

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Additional thanks to anyone who graciously gave their time and knowledge to this process.

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SECTION 1

Introduction

SHOP
DO IT
DOWNTOWN

Elevate Goldsboro represents a forward-looking, community-driven comprehensive plan that blends data, technical analysis, and meaningful public input into a unified blueprint for the City's future. At its core, the plan reflects the voices, values, and priorities of Goldsboro's residents, businesses, and stakeholders to ensure the path forward is both grounded in local identity and responsive to emerging opportunities.

This effort is more than a policy document. It is a shared commitment to shaping Goldsboro's future. Elevate Goldsboro establishes clear and realistic expectations for how our community will grow, invest, and evolve over time. By aligning community aspirations with actionable strategies, the Plan provides a practical framework by guiding public investments, development patterns, and policy choices in the years ahead.

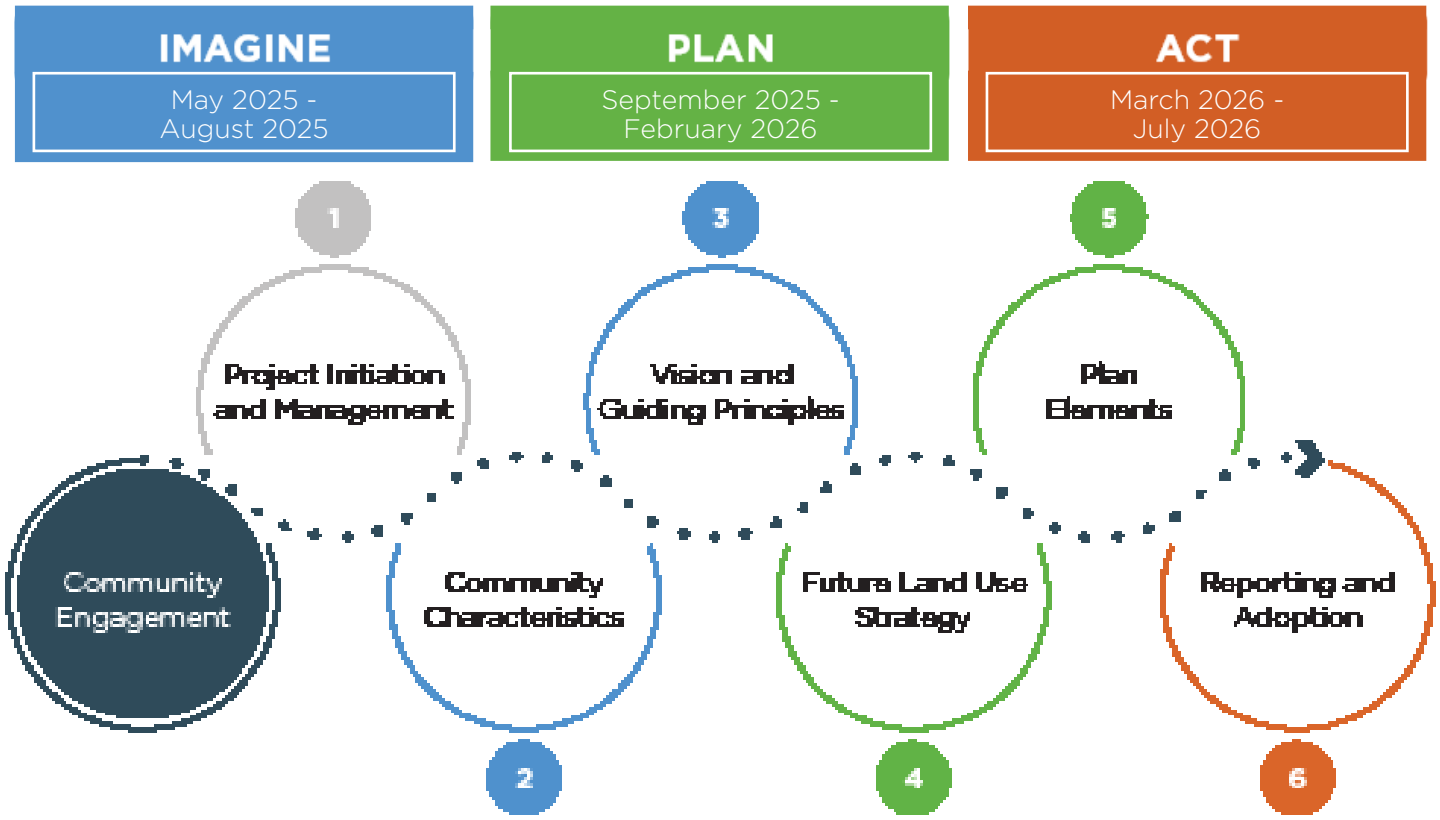
Implementation is designed to occur through a series of incremental, achievable steps. Rather than a single moment in time, Elevate Goldsboro is an ongoing process—one that actively advances community priorities through coordinated actions, measurable progress, and continued engagement.

Our Process

The development of Elevate Goldsboro followed a structured, three-phase planning process that began in February 2025 and culminated in its adoption by City Council in July 2026. Each phase built upon the last, ensuring that community input and technical analysis informed every stage of the plan's evolution:

- **IMAGINE** – Engaging the community to define a shared vision for Goldsboro's future and identify key opportunities and challenges.
- **PLAN** – Translating that vision into clear goals, policies, and strategies supported by data and analysis.
- **ACT** – Establishing an implementation framework to move from ideas to action, with defined priorities, tools, and next steps.

Together, these phases reflect the spirit of Elevate Goldsboro—a process rooted in aspiration, grounded in planning, and focused on delivering results.



From Imagining Possibilities to Acting on Opportunities

Elevate Goldsboro brings together a range of implementation tools that help move from community vision to real-world results. Each plays a different role in guiding how Goldsboro grows, invests, and evolves over time. Together, these elements ensure that the Plan is not just aspirational but actionable.

PLANS

Refining the Vision for Key Areas

Small area plans, corridor studies, and master plans build on Elevate Goldsboro by providing more detailed guidance for specific parts of the City. These efforts translate the community's vision into place-based recommendations tailored to Goldsboro's neighborhoods, corridors, and growth areas.

PROGRAMS

Delivering Ongoing Community Priorities

City-led programs advance the day-to-day work of implementing the Plan. From neighborhood improvements to economic development initiatives, these programs help carry forward the priorities identified by Goldsboro residents, with support from partners, staff, and elected officials.

ELEVATE GOLDSBORO COMPREHENSIVE PLAN

POLICIES

Guiding Decisions and Future Updates

The Plan establishes a policy foundation to guide decision-making by City Council, boards, and staff. These policies shape future updates to development regulations, ensuring that Goldsboro's growth aligns with the community's vision and long-term priorities

PROJECTS

Making Targeted Investments

Projects represent the physical improvements that shape Goldsboro on the ground—from streets and parks to utilities and public facilities. Elevate Goldsboro helps highlight these investments, while more detailed planning and budgeting determine timing and funding.

Elevate Goldsboro is an update to the City's previous comprehensive plan, Envision 35. Our updated comprehensive plan not only provides a clear vision for the future of the community, it also outlines the necessary steps to turn that vision into a reality. The plan places a strong emphasis on implementation to guide the City's near- and long-term decision-making and investment. Elevate Goldsboro serves as a framework over the next 20+ years to guide development.

Engaging Our Community

Strong plans are built through collaboration. Elevate Goldsboro brought together voices from across the community to create a plan rooted in local experience and shared priorities. The engagement approach was designed to position residents, stakeholders, and partners as active participants in the planning process. This involvement, paired with technical analysis, helps ensure that Elevate Goldsboro reflects both identified needs and the community's long-term goals and values.

Phase 1 Imagine	Phase 2 Plan	Phase 3 Act
Engagement Focus		
▶ Build awareness of the process ▶ Educate on the plans' purpose ▶ Collect input on vision and needs	▶ Confirm what we learned so far ▶ Collect input on the land use strategy and supportive policies	▶ Present key elements of the comprehensive plan ▶ Collect final input before adoption
Engagement Activities		
• Technical Team Coordination • Planning Commission and City Council • Advisory Committee • Project Website Launch • Stakeholder Engagement • Online Engagement • Community Workshop • Freedom Fest	• Technical Team Coordination • Planning Commission and City Council • Advisory Committee • Project Website • Stakeholder Engagement • Online Engagement • Community Workshop	• Technical Team Coordination • Planning Commission and City Council • Advisory Committee • Project Website • Stakeholder Engagement • Online Comment Form • Public Review Period • Adoption Meetings

Engagement Spotlight

Red callout boxes, like this one, appear throughout the document to highlight Engagement Spotlights in relevant sections. These spotlights demonstrate how community input guided planning decisions and how engagement shaped outcomes at each stage of the process.

By the Numbers

Meetings, Workshops, and Surveys

650+ Touch Points

Anyone who attended a meeting, participated in a workshop, or completed a survey.

5,000+ Individual Data Points

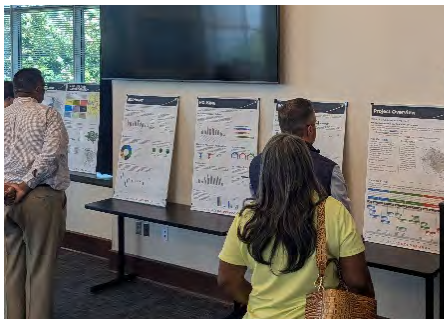
800+ Written Comments

560+ Hours Invested

Project Website

1,700+ Visits

1,250+ Visitors



Using the Plan

With Elevate Goldsboro, the City and its partners have created a living document that should be referred to often as a guide for community decision-making. To be responsive to ongoing change, the Plan's vision, planning principles, strategies, and actions should be revisited regularly to help ensure the Plan continues to provide clear and dependable direction for the issues the City will face—from attainable housing to a strong local economy to a transportation network that provides choice and convenience. The Plan was designed to be used and concludes with a call to action which acknowledges that fulfilling the vision of the Plan requires the City and its partners to maintain a commitment toward positive change, to be nimble as circumstances change, and to hold one another accountable.

Elevate Goldsboro is organized to move from context to action, helping users quickly understand the "why," "what," and "how" of the Plan. Each section builds on the previous, creating a clear path from community input to implementation.

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

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

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

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

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 serves as Goldsboro's policy framework, guiding how the City will grow, invest, and evolve over time. To support clear and consistent use, it is important to understand what this Plan is intended to do—and what it is not.

What Elevate Goldsboro Does

SETS THE VISION AND DIRECTION

Articulates a shared vision for Goldsboro through 2050, defining the desired character of growth and development.

ESTABLISHES POLICY DIRECTION

Identifies goals and policies for housing, economic development, and community development to guide future decisions and actions.

GUIDES LAND USE AND GROWTH

Directs future land use patterns, development decisions, and growth areas—within the city and in the ETJ—based on community priorities.

INFORMS INVESTMENTS & PRIORITIES

Provides guidance for long-term public investments in infrastructure, including transportation, parks, and utility systems.

Elevate Goldsboro is advisory in nature. City Council and other boards in Goldsboro are encouraged to follow the guidance provided in the Comprehensive Plan.

The City

Elevate Goldsboro is designed to inform future land use decisions, policy decisions, and investment choices. The Plan should be referenced by those making decisions on behalf of the City.

City Council should refer to the Plan as a guide for growth and development decisions while being nimble to respond to evolving economic conditions and shifts in community preferences.

Boards and Committees should refer to the Plan in their specific roles as they work collectively to promote the community's vision and ensure consistency in decision-making.

City Staff should refer to the Plan in ways that align local policies, inform budget decisions, and provide incremental choices in the context of the community's vision.

Others

Elevate Goldsboro is designed to be used by individuals and groups with diverse interests in the City. In the years to come, the Plan should be used in the following ways by various groups:

Business Owners should refer to the Plan to identify new opportunities and to understand the City's strategy for growth and investment and its approach to managing the unique characteristics of Goldsboro.

Residents should refer to the Plan to understand the future vision of growth, development, and resiliency, as well as how supportive policies can enhance quality of life.

Community Leaders should refer to the Plan as they continue to work toward a common community vision for Goldsboro

Regional Partners should refer to the Plan as cross-jurisdictional issues are discussed, evaluated, and addressed.

What Elevate Goldsboro Does Not Do

DOES NOT CHANGE ZONING REGULATIONS

Does not amend the City's zoning ordinance or map, but informs future rezonings and regulatory updates.

DOES NOT COMMIT FUNDING

Does not obligate the City to specific capital projects or funding decisions.

DOES NOT GUARANTEE ANNEXATION

Does not ensure approval of voluntary annexations, which will continue to be evaluated case by case.

DOES NOT CREATE INCENTIVE PROGRAMS

Does not establish regulatory tools or financial incentives such as density bonuses or tax incentives.

SECTION 2

Our Community

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Introduction

Understanding Goldsboro today is the foundation for planning its future. This chapter provides a data-informed snapshot of the community that examines the population trends, development patterns, economic conditions, and infrastructure systems that shape how the City functions.

Goldsboro is defined by a unique combination of assets, including a strong military presence at Seymour Johnson Air Force Base, a historic and evolving downtown, established neighborhoods, and access to regional transportation networks. These elements influence where growth occurs, how investment is prioritized, and how residents experience daily life.

At the same time, broader regional forces—such as growth in surrounding areas and increased demand for services and housing—continue to shape Goldsboro's trajectory. Understanding these dynamics is critical to making informed decisions about land use, infrastructure, and community investment.

Together, these community characteristics highlight both opportunities and challenges, helping to inform the goals, policies, and strategies that guide Elevate Goldsboro forward.

This section synthesizes key trends and conditions that influence how Goldsboro grows and evolves. These insights provide a foundation for shaping future land use, investment priorities, and community development decisions.

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.

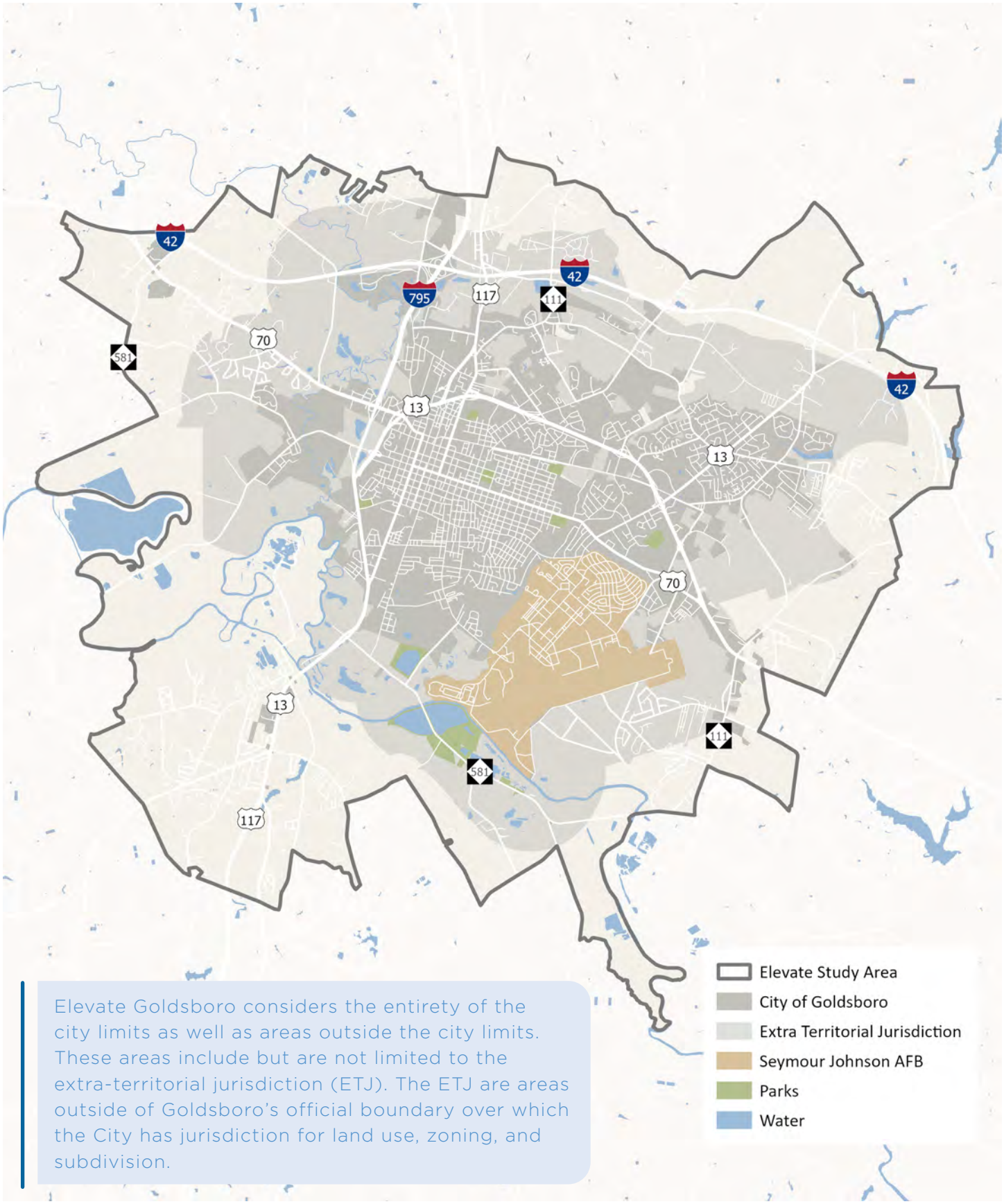
COMMUNITY ASSETS: Goldsboro's parks, downtown, and civic spaces contribute to quality of life and support continued reinvestment.

Population Economy Housing

Transportation Natural Environment

Built Environment

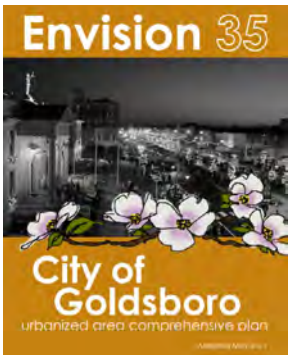
Study Area



Elevate Goldsboro considers the entirety of the city limits as well as areas outside the city limits. These areas include but are not limited to the extra-territorial jurisdiction (ETJ). The ETJ are areas outside of Goldsboro's official boundary over which the City has jurisdiction for land use, zoning, and subdivision.

Foundational Plans

Elevate Goldsboro builds on past plans and studies that have shaped the community. These efforts provide context and direction, ensuring the Comprehensive Plan reflects both prior work and current priorities.

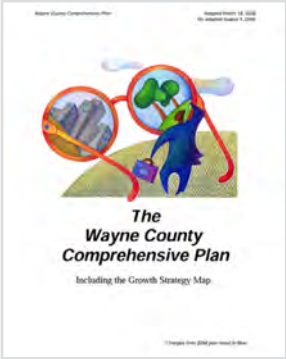


Envision 35 Goldsboro Urbanized Area Comprehensive Plan

Envision 35 represents the current comprehensive plan for the City of Goldsboro. This plan was adopted in 2013 and serves a horizon of 2035.

KEY TAKEAWAYS

- Developed the vision for Goldsboro with regards to its internal character and role in the greater community
- Developed the policies guiding development starting in 2013

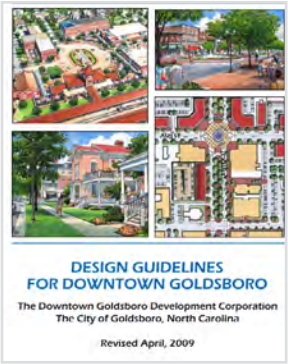


Wayne County Comprehensive Plan

This plan serves as the primary planning document for Wayne County. The plan was adopted in 2008.

KEY TAKEAWAYS

- Sets out goals and visions for the County
- Identifies specific strategies and policies for future planning within the County
- Creates a growth strategy map

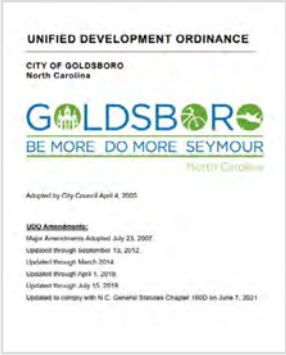


Master Plan of the Greater Downtown Goldsboro

Goldsboro created the Master Plan of the Greater Downtown Goldsboro in 2007 and revised it in 2009. The plan intends to guide development of the downtown.

KEY TAKEAWAYS

- Identified a need for both private and public sector investment
- Concentrated on image and character
- Developed design guidelines for the long term appearance and development



Goldsboro Unified Development Ordinance

This document serves as Goldsboro's unified development ordinance, adopted in 2005 and most recently revised in 2021.

KEY TAKEAWAYS

- Guides development for the City of Goldsboro
- Serves as the regulatory document creating a more efficient and transparent development process

2050 Goldsboro Urban Area MTP

This plan serves as the guiding document for regional transportation through the year 2050. This plan was adopted in 2024.

KEY TAKEAWAYS

- Uses transportation to support regional economic vitality
- Prioritizes safety for motorized and non-motorized users
- Links travel, tourism, and community development

2050 Goldsboro Bicycle, Pedestrian, and Greenway Plan

This plan, adopted in 2024, provides a long-range framework to expand and improve Goldsboro's bicycle, pedestrian, and greenway network.

KEY TAKEAWAYS

- Identifies priority routes and connections to improve mobility and access
- Supports safer travel for walking, biking, and shared-use users
- Guides investments in greenways, sidewalks, and multimodal infrastructure

Goldsboro 2025 Parks and Recreation Master Plan

This plan, adopted in 2025, provides a 10-year framework to guide improvements to Goldsboro's parks, facilities, and programs.

KEY TAKEAWAYS

- Prioritizes upgrades to existing parks and development of new amenities
- Highlights strong demand and regional use of Goldsboro's park system
- Emphasizes expanding access, connectivity, and modern recreational offerings

West Oak Transformational Plan

Completed in 2024, the West Oak Choice Neighborhood Plan was submitted to HUD as a joint effort to transform the West Oak neighborhood.

KEY TAKEAWAYS

- Focuses on ways to improve resources and outcomes for residents
- Seeks to provide capital improvement funding and a development district
- Identifies ways to improve and diversify the housing stock

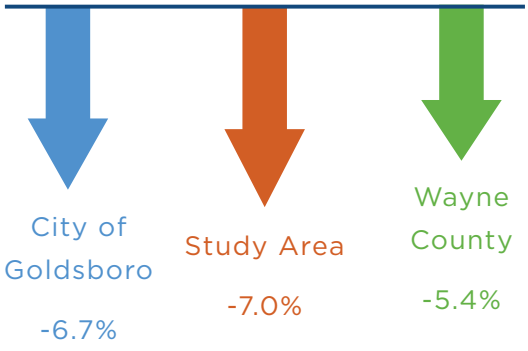
Population

Demographic trends show the makeup of the current Goldsboro population and serve as an indicator for growth projections. This section analyzes existing demographic conditions in the Study Area, estimates future ones, and compares the City of Goldsboro to the Study Area and Wayne County.

Population Trends

POPULATION CHANGE (2010-2024)

Between 2010 and 2024, the City of Goldsboro, the surrounding Study Area, and Wayne County all experienced population decline. Goldsboro saw a 6.7% decrease, losing over 2,300 residents, while the broader Study Area declined by 7.0%, and Wayne County by 5.4%.



Source: ESRI Business Analyst Online, Kimley-Horn

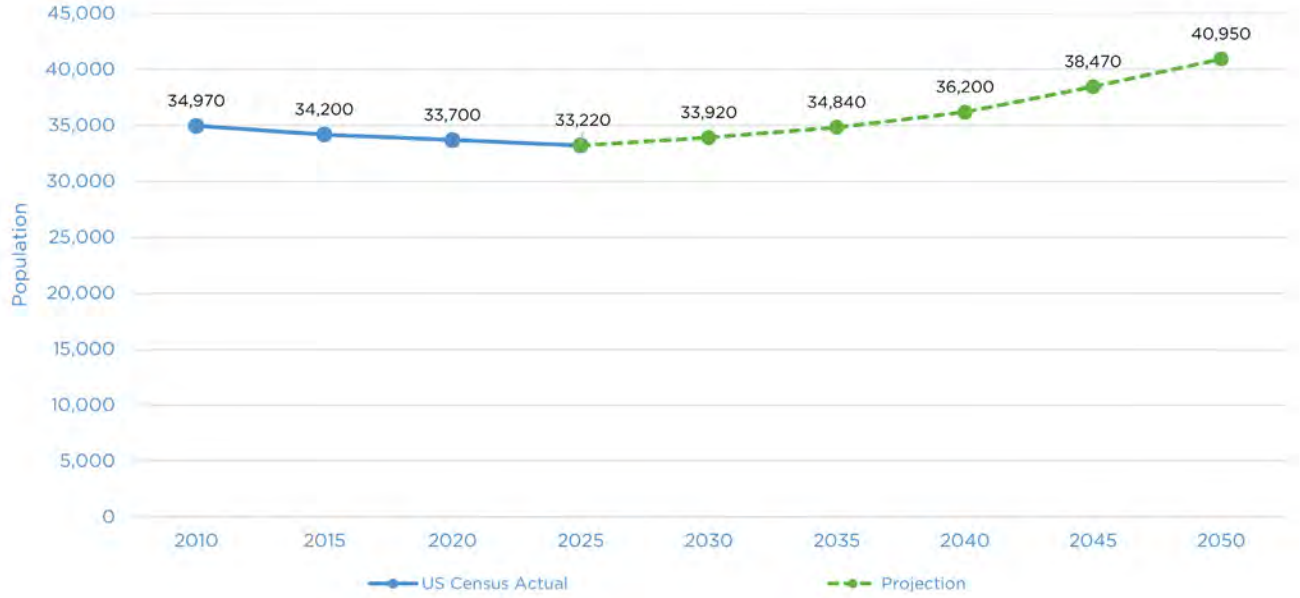
TOTAL POPULATION (2024)

32,613	51,145	116,089
City of Goldsboro	Study Area	Wayne County

Source: ESRI Business Analyst Online, Kimley-Horn

PROJECTED POPULATION GROWTH (2025-2050)

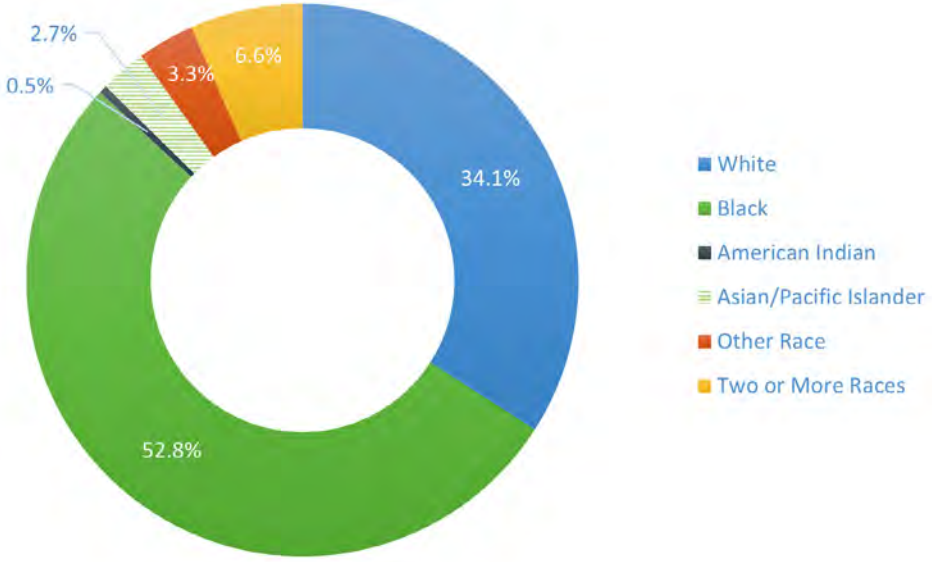
After more than a decade of gradual decline, Goldsboro's population is projected to reverse course and begin growing steadily through 2050. From a low of 33,220 in 2025, the City is expected to gain more than 7,500 residents over the next 25 years, reaching nearly 41,000 by 2050.



Source: Woods & Poole; North Carolina Office of State Budget and Management; ESRI BAO; 2040 Wayne County TAZ; Seymour Johnson and Dare County Range Joint Land Use Study; Kimely-Horn

RACE

Black residents account for the largest share in Goldsboro at 52.8%, followed by White residents at 34.1%. Hispanic or Latino residents, who may be of any race, make up 7.8% of the City's population.



65.9%

of the population is part of a racial minority group

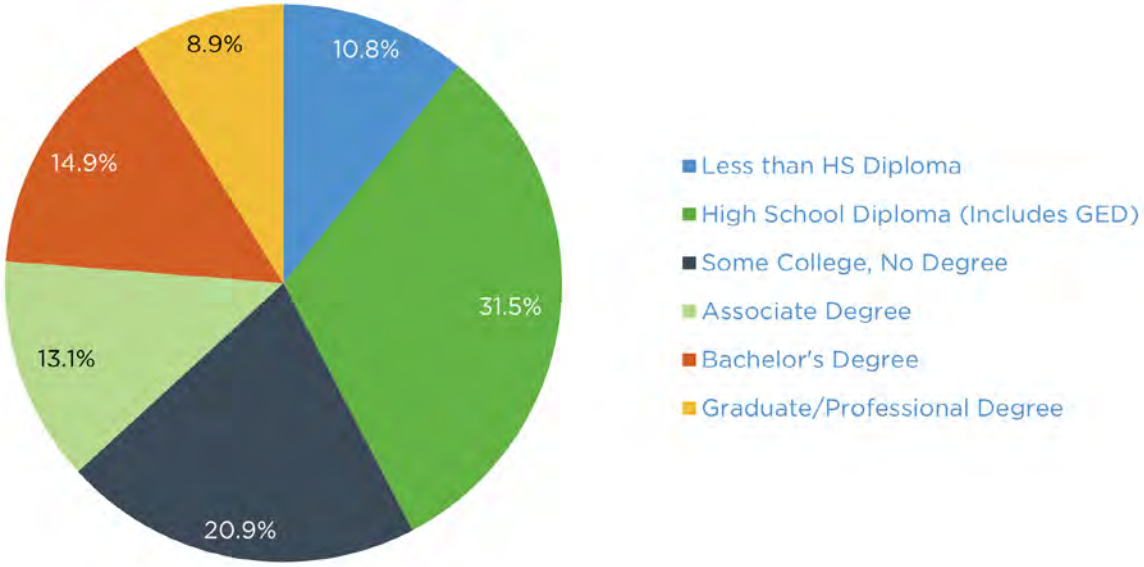
7.8%

of the population identifies as Hispanic or Latinx

Source: ESRI Business Analyst Online, Kimley-Horn

EDUCATION

About 32% of residents in Goldsboro have earned a high school diploma or GED as their highest level of education, while another 21% have attended some college but have not obtained a degree. Higher levels of education are less common, with 15% holding a bachelor's degree and just 9% holding a graduate or professional degree.

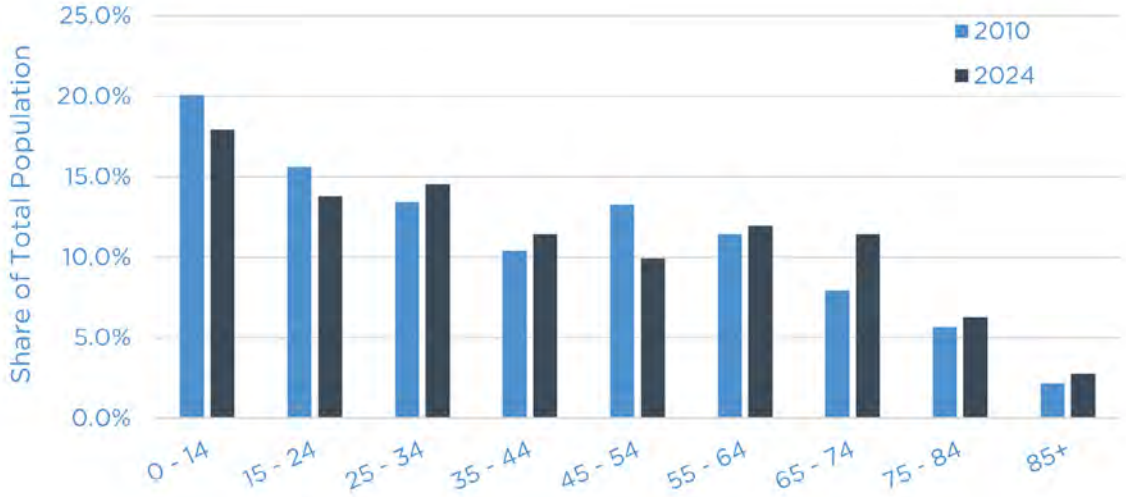


Source: ESRI Business Analyst Online, Kimley-Horn

Age

AGE BY COHORT TRENDS, CITY OF GOLDSBORO (2010-2024)

The City is experiencing a gradual shift toward an older population. Since 2010, the share of residents under 25 has declined, while the share of residents ages 65 and up, has increased. The largest decreases are seen in the age cohorts under 25.



Source: ESRI Business Analyst Online, Kimley-Horn

POPULATION BY AGE

Source: ESRI Business Analyst Online, Kimley-Horn

POPULATION BY GENERATION

Millennials and Generation Z make up nearly half the population in the City of Goldsboro, while Baby Boomers remain a significant portion at over 20%.

5.9%
Greatest Generation
Born 1945 or Earlier

20.9%
Baby Boomer
Born 1946 to 1964

16.5%
Generation X
Born 1965 to 1980

23.3%
Millennial
Born 1981 to 1998

23.5%
Generation Z
Born 1999 to 2016

9.9%
Alpha
Born 2017 to Present

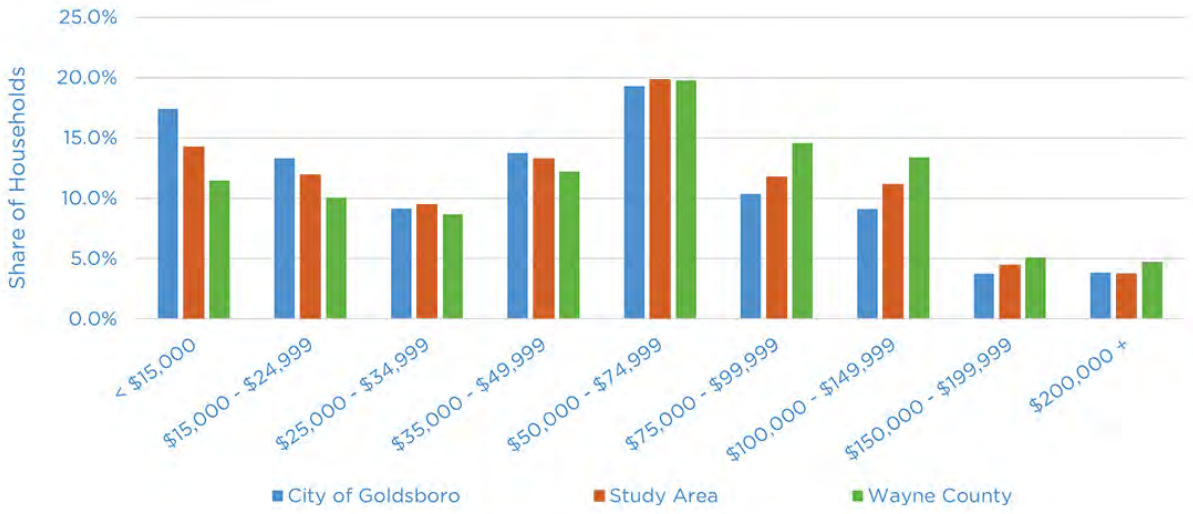
2021
Creek Baptist Church
BS

Economy

Goldsboro's economy is shaped by a mix of service-oriented industries and modest income levels. Health care, hospitality, and retail are the City's largest employment sectors, reflecting a predominantly service-based workforce.

Median Household Income

Nearly one in five households in Goldsboro earn less than $15,000 annually, and over 30% earn less than $25,000. The largest share of households falls in the $75,000 to $99,999 range, but households earning above $100,000 make up a smaller portion of the population than in Wayne County.



53%

of Households Make Under $50,000

$6,949

Average Spent on Mortgage and Basics

Source: ESRI Business Analyst Online, Kimley-Horn

Projected Income Growth

Median household income in the City is projected to grow by nearly 16% between 2024 and 2029, rising from $45,074 to $52,263. However, overall income levels remain lower than those in the broader Study Area and Wayne County.

City of Goldsboro

$45,074 2024 → **$52,263** 2029

Study Area

$50,841 2024 → **$57,396** 2029

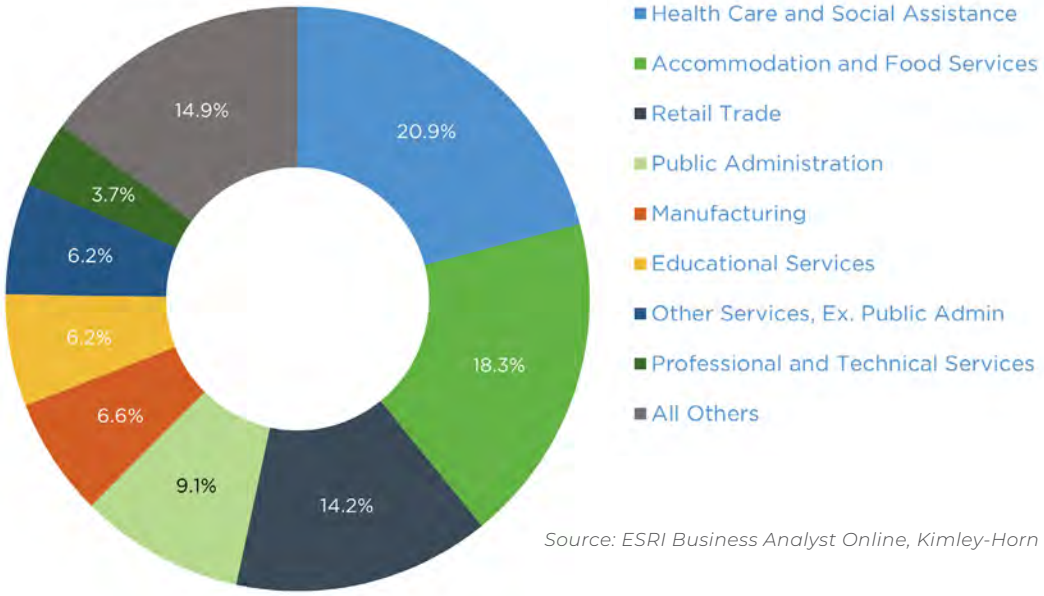
Wayne County

$57,298 2024 → **$66,882** 2029

Source: ESRI Business Analyst Online, Kimley-Horn

Employment

Goldsboro's employment base is anchored by health care and social assistance, which accounts for over 20% of all jobs in the City. Accommodation and food services (18.3%) and retail trade (14.2%) also make up substantial portions of the local economy. Together these three industries account for over half of jobs in the City.



Source: ESRI Business Analyst Online, Kimley-Horn

EMPLOYEE PROFILES

Goldsboro is home to a mix of employee types:

- White Collar, office-based and professional services
- Blue Collar, manual labor and skilled trades
- Service Providers, including retail employees

Source: ESRI Business Analyst Online, Kimley-Horn

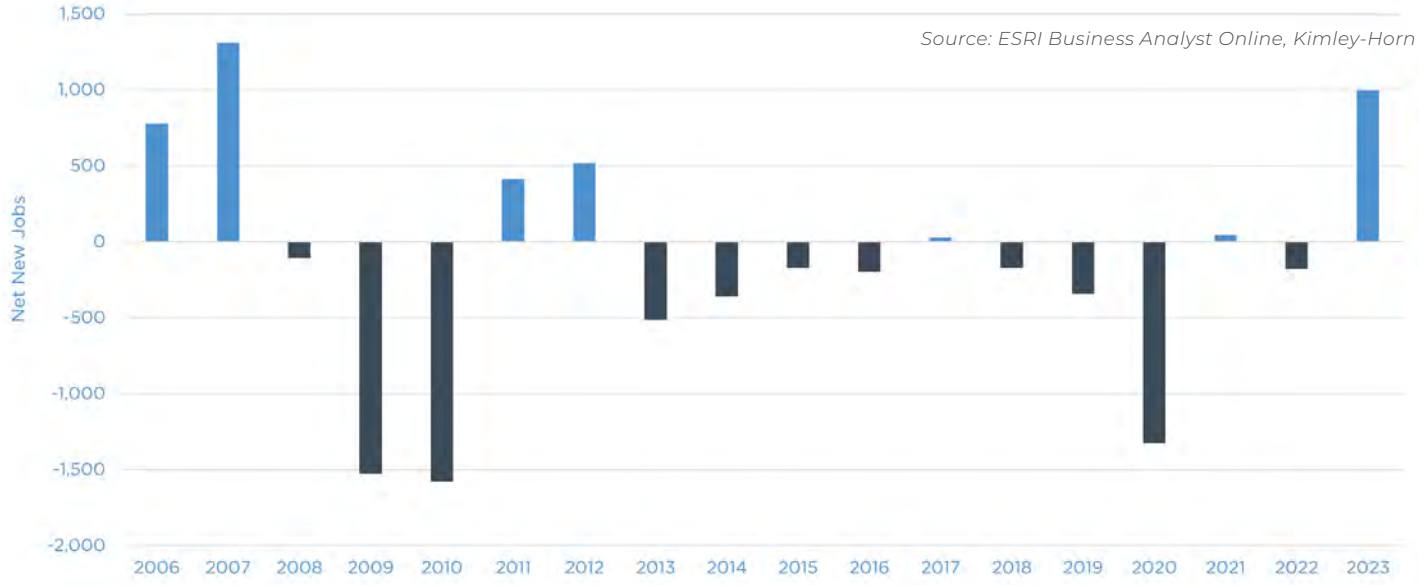
50.7%
White Collar

26.4%
Blue Collar

22.9%
Service Provider

ANNUALIZED REGIONAL JOB GROWTH

Wayne County's job growth over the past two decades has sharp fluctuations, with significant losses during the Great Recession and again in 2020 during the COVID-19 pandemic. The most notable recover was most recently in 2023, when the county added over 1,000 net new jobs. Overall, job growth has been inconsistent year to year, signaling the need for strategies that promote sustained economic resilience.



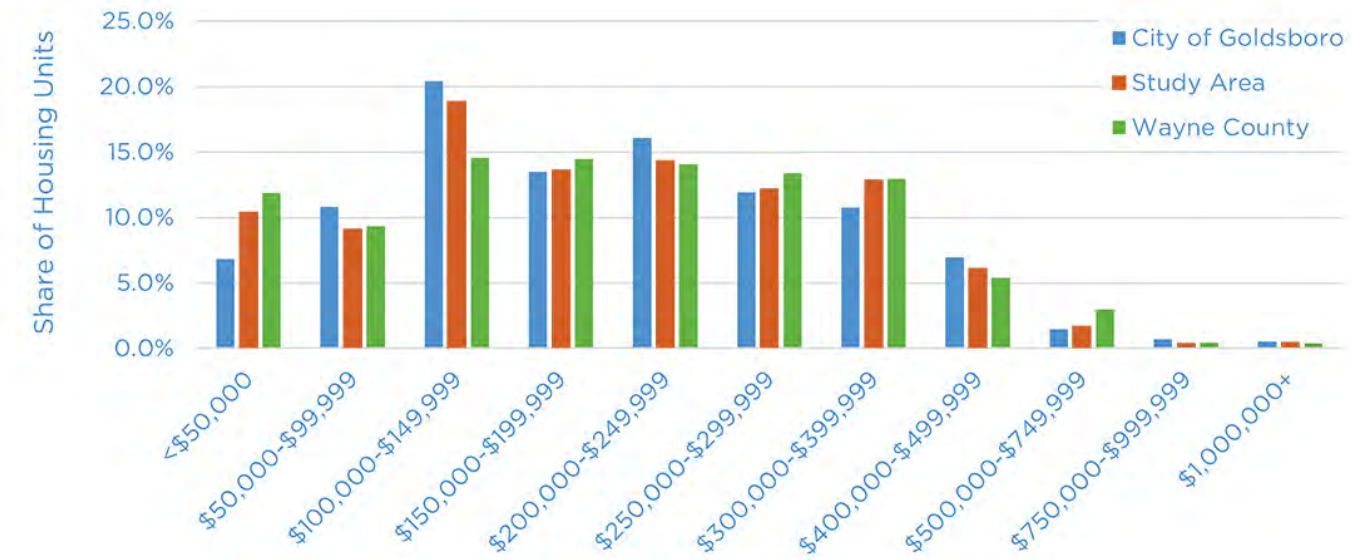
Source: ESRI Business Analyst Online, Kimley-Horn

Housing

An analysis of the housing supply and market in Goldsboro uncovers the conditions and trends that affect current and prospective residents. The following pages reflect key statistics and characteristics of existing housing in Goldsboro.

Residential Property Values

The City of Goldsboro's housing market is concentrated in the lower- to mid-range value tiers, with over 60% of homes valued under $250,000. The largest share of homes falls within the $100,000 to $149,999 range. Compared to the broader County, Goldsboro has fewer homes at the very low and very high ends of the value spectrum, reflecting a middle-value housing market with moderate price diversity.



Source: ESRI Business Analyst Online, Kimley-Horn

MEDIAN HOME VALUE (2024)

$194,211
City of Goldsboro

$192,657
Study Area

$199,018
Wayne County

Source: ESRI Business Analyst Online, Kimley-Horn

HOUSING UNIT GROWTH

Between 2010 and 2024, the total number of housing units in the City of Goldsboro declined slightly, falling by 370 units. This decline contrasts with regional growth pressures seen elsewhere and may reflect ongoing disinvestment, demolition of aging structures, or limited new construction.

Source: ESRI Business Analyst Online, Kimley-Horn

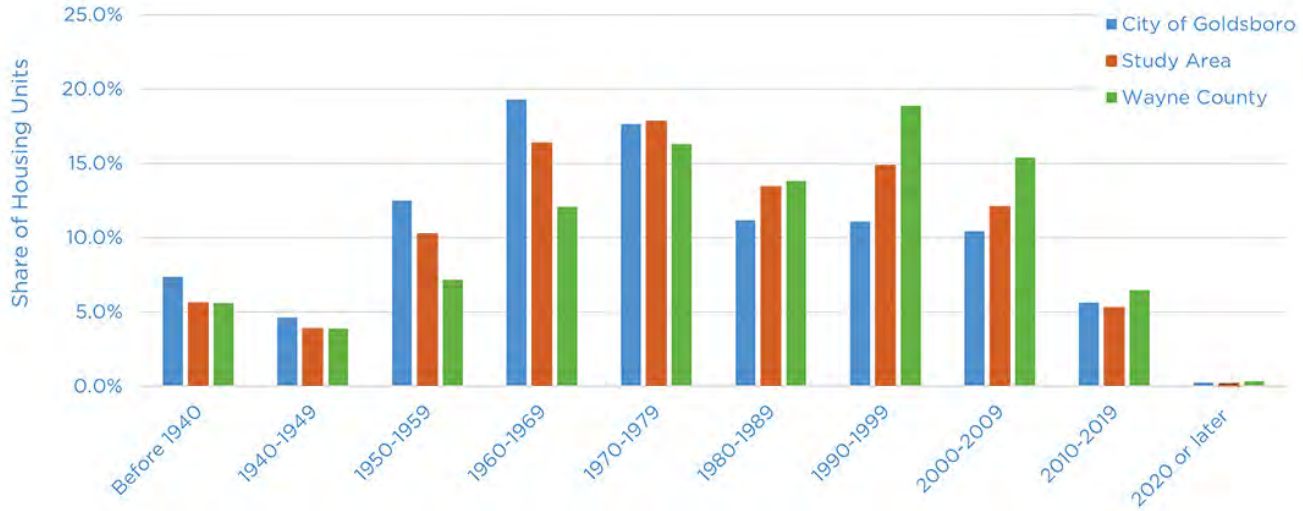
Households

HOUSEHOLD SIZE

Source: ESRI Business Analyst Online, Kimley-Horn

HOUSING AGE

Goldsboro's housing stock is older overall, with a large share of homes built between 1960 and 1979 and relatively little new construction in recent decades. Fewer than 7% of homes in the city have been built since 2010, highlighting limited recent residential development.



OCCUPANCY STATUS

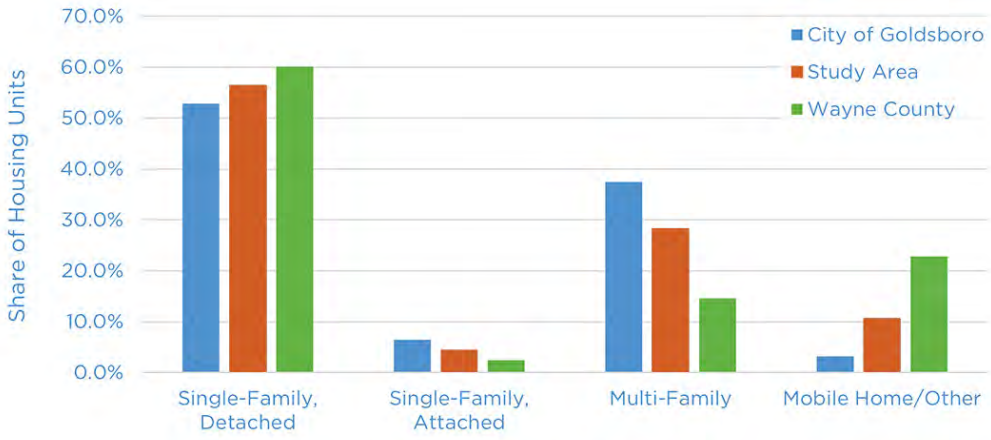
Most housing units in Goldsboro are occupied, with renter-occupied units slightly outnumbering owner-occupied ones. The City's relatively high rental share points to a more transient or flexible housing market.

	2010	2022
Owner-Occupied	41.0%	41.4%
Renter-Occupied	59.0%	58.6%
Vacant	11.1%	15.1%

Source: ESRI Business Analyst Online, Kimley-Horn

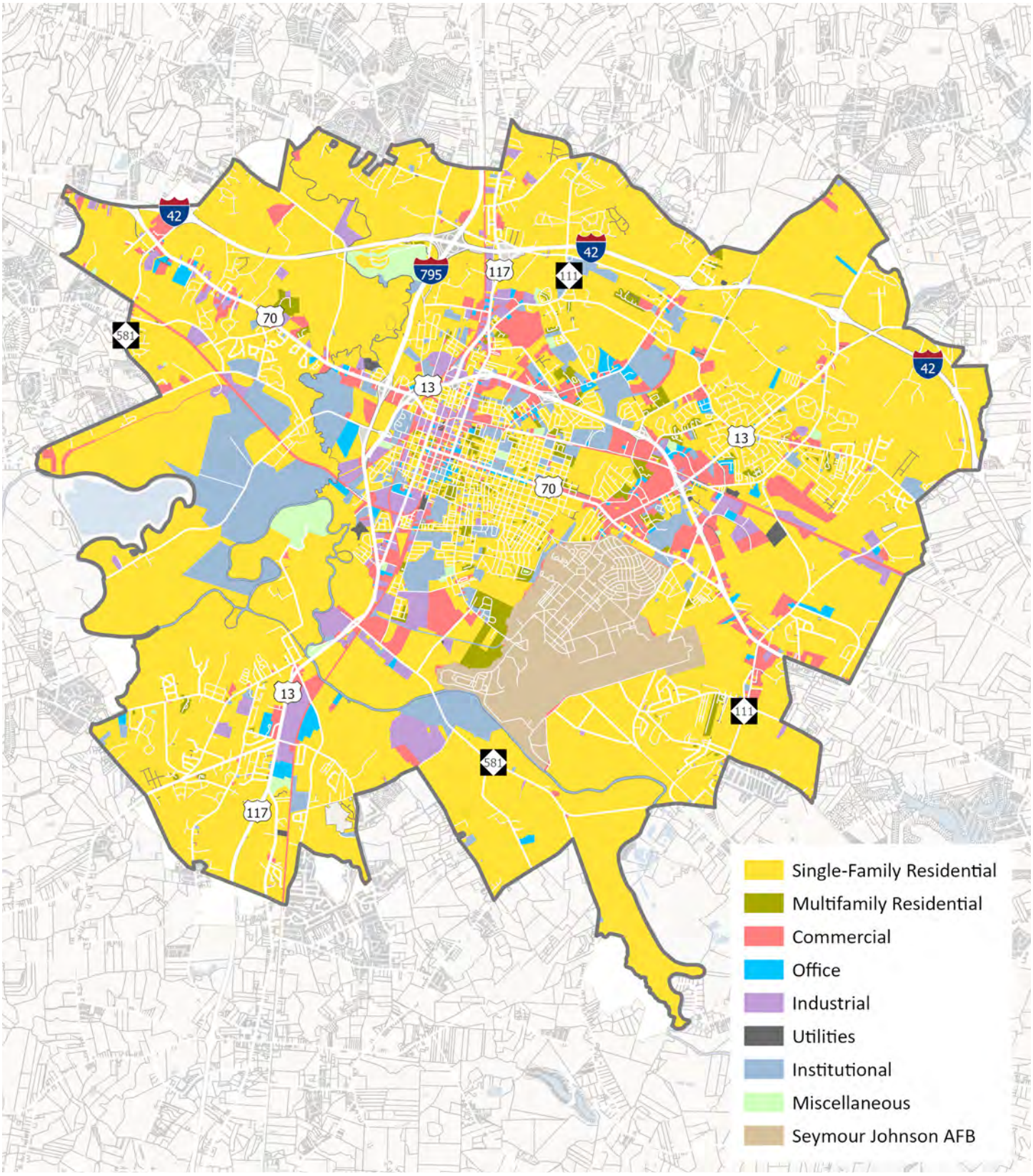
HOUSING TYPES

Goldsboro has a more diverse housing stock than the broader county, with a significantly higher share of multifamily units. In contrast, Wayne County has a larger proportion of mobile homes and a stronger emphasis on detached single-family housing.



Land Use

Land Use Map



Existing Land Use Classifications

Existing land use paints a picture of the intended purpose of different areas in Goldsboro today Understanding how land is currently being used gives us an opportunity to evaluate how these uses support the City's goals and identify gaps and trends that can be addressed through a revised land use vision and supportive policies.

Single-Family Residential

73.42% | 44,873 acres

Includes land used for Single-family residential, mobile homes, split level, and modular homes.

Multifamily Residential

1.59% | 974 acres

Includes garden apartments, duplex/triplex, townhouse apartments, and condominiums.

Commercial

6.66% | 4,070 acres

Includes commercial, retail, service, banking, hotels, etc.

Office

1.13% | 691 acres

Includes traditional office, medical offices, and labratories.

Industrial

3.24% | 1,982 acres

Includes industrial, manufacturing, and warehouses.

Utilities

0.19% | 113 acres

Includes utilities land use type.

Institutional

7.50% | 4,585 acres

Includes schools, churches. educational facilities, gymnasiums, fire and police, etc.

Miscellaneous

0.98% | 598 acres

Includes Country clubs, Halls, submerged land, and new parcels.

Military

5.28% | 3,228 acres

Represents the Seymour Johnson Air Force Base.

Creating a map of existing land use and calculating the area of various land use categories relies on available data and may not reflect the actual land uses for each parcel.

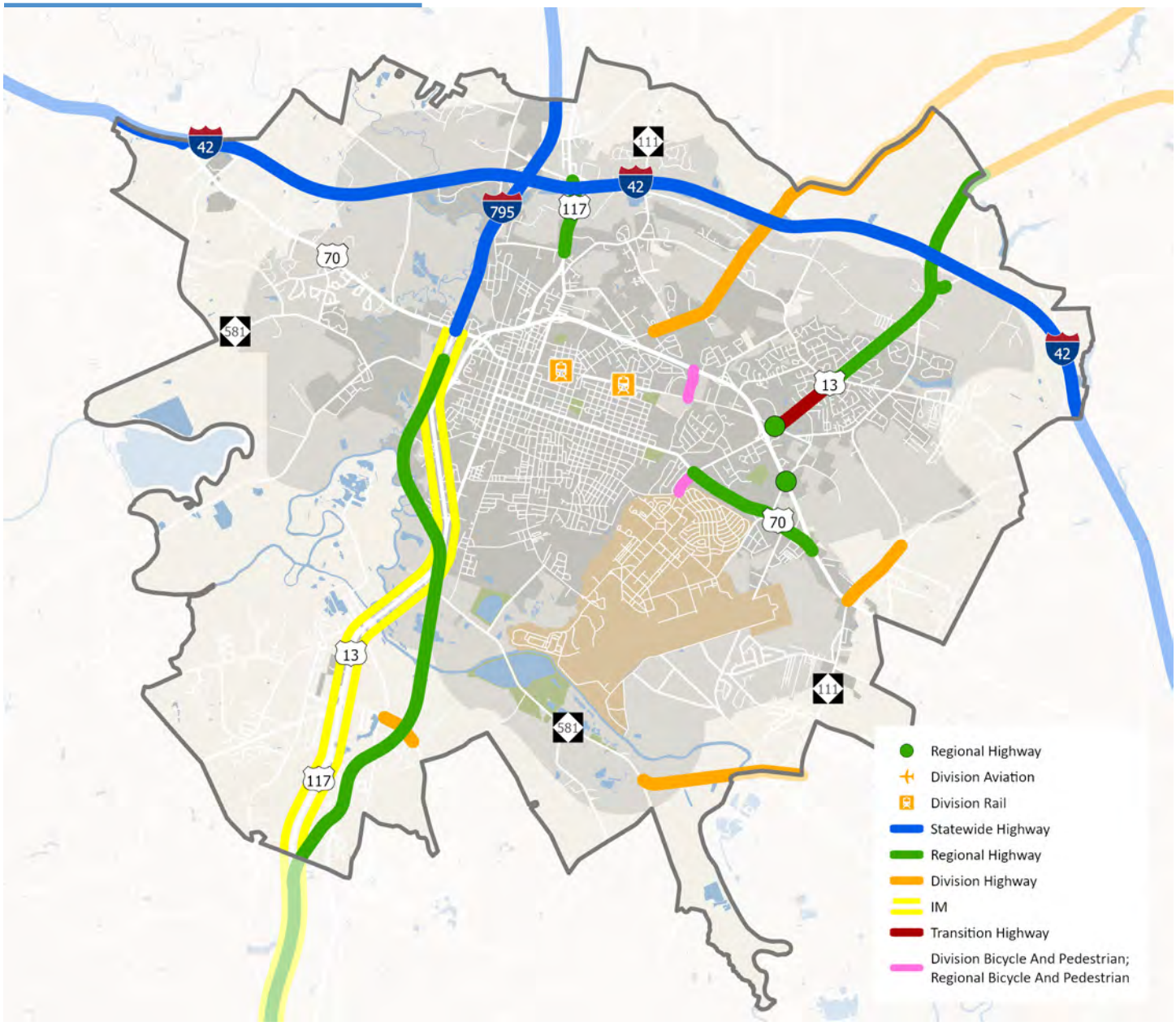
Transportation

The transportation network is made up of the roads, railroads, and multimodal facilities that connect through and within Goldsboro. Major highways in the network include I-42, I-795, US 70, US 13, and NC-111.

Funded Roadway Projects (The STIP 2024–2033)

The State Transportation Improvement Program (STIP) 2024–2033 identifies state-funded projects throughout North Carolina. The STIP is updated every two years, and the 2026-2035 STIP is in development at the time of this writing. The STIP program identifies priorities and assigns funding for the first five years of the defined time period. Specific details on the funded projects shown here can be found in the MPO's recently updated Metropolitan Transportation Plan.

STIP Projects 2024-2033

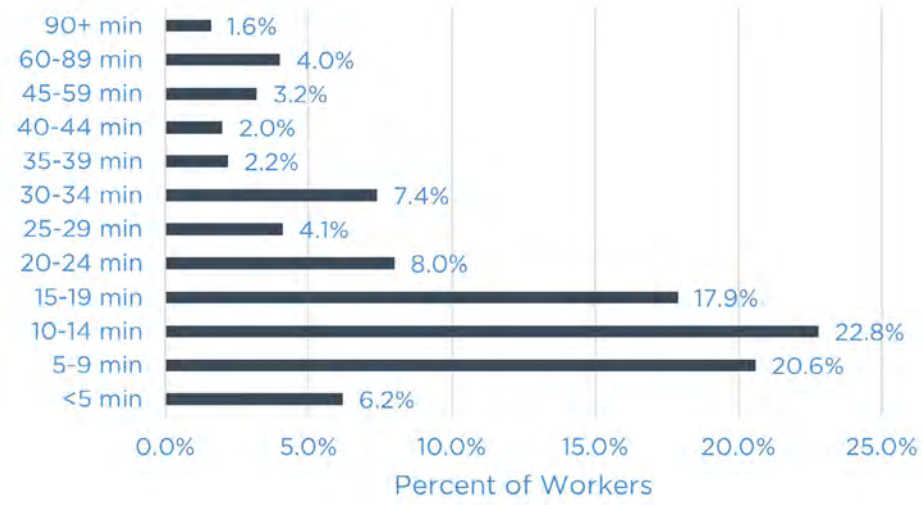


Commuting Trends

Goldsboro's role as a regional employment hub is evident by the commuting trends of its worksforce, including the commute times and the pattern of inflow and outflow of commuters.

COMMUTE TIMES

More than three-quarters of the workforce has a commute of under 30 minutes.



Source: ESRI Business Analyst Online, Kimley-Horn

COMMUTE PATTERNS

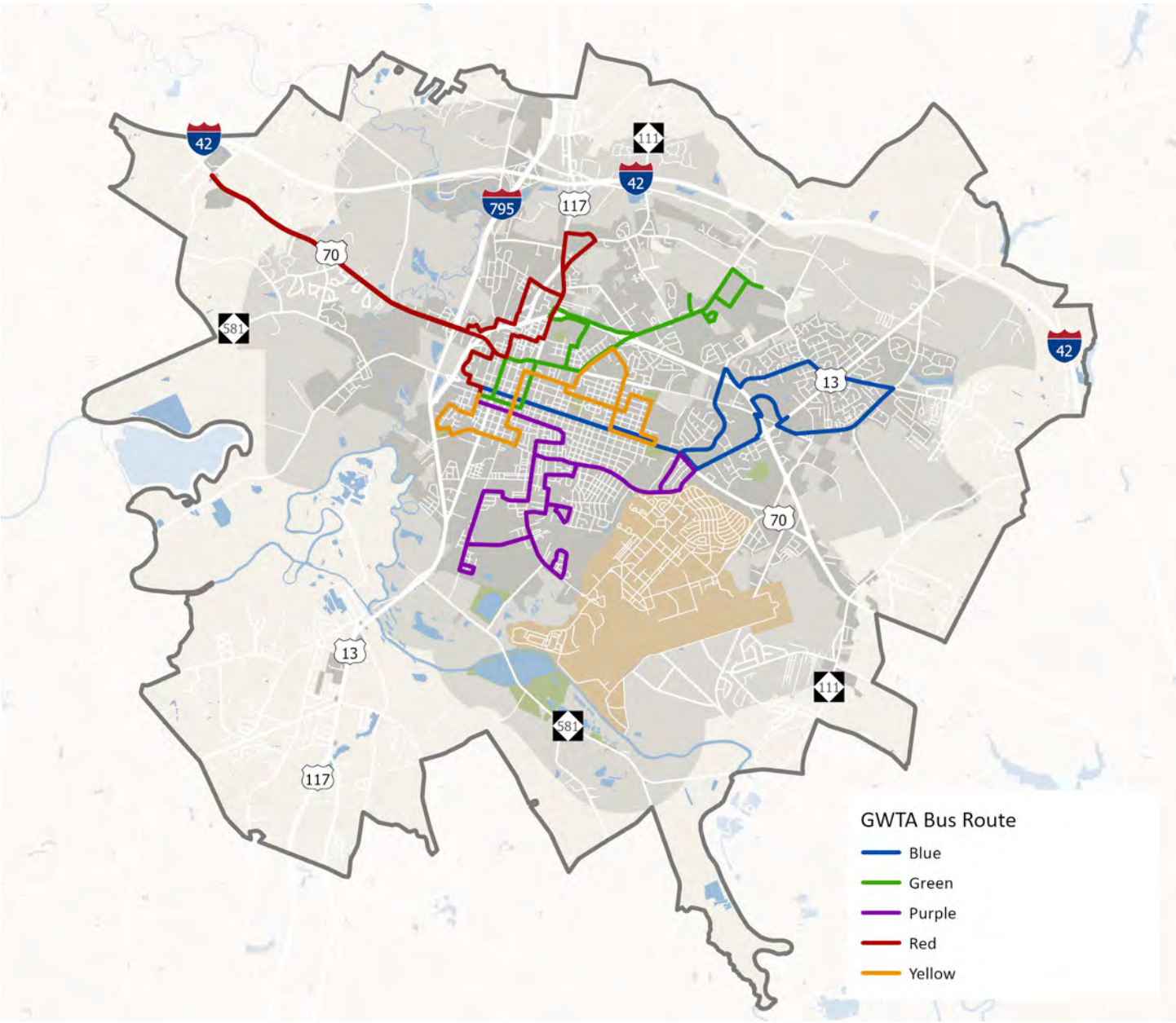
Much of the study area's workforce (more than 21,000 employees) commutes in from surrounding parts of Wayne County and beyond. Likewise, nearly 14,000 Goldsboro residents leave the study area and commute to other areas for employment.

Source: LEHD On the Map (2022)

TRANSIT

The Study Area is served by Goldsboro-Wayne Transportation Authority, or GWTA,. The agency provides five fixed routes which are mapped below. Fixed route service can take residents to the community college, post office, Walmarts, senior centers, Goldsboro High School, the courthouse, and many other crucial locations. Additionally, GWTA offers a demand responsive Dial-A-Ride or DAR service which can provide low cost transit to residents who requirte flexible on-demand transportation services. GWTA's service is ADA accessible and offers fare reductions for eligible passengers within 0.75 miles of fixed route service. To learn more about GWTA, visit their website.

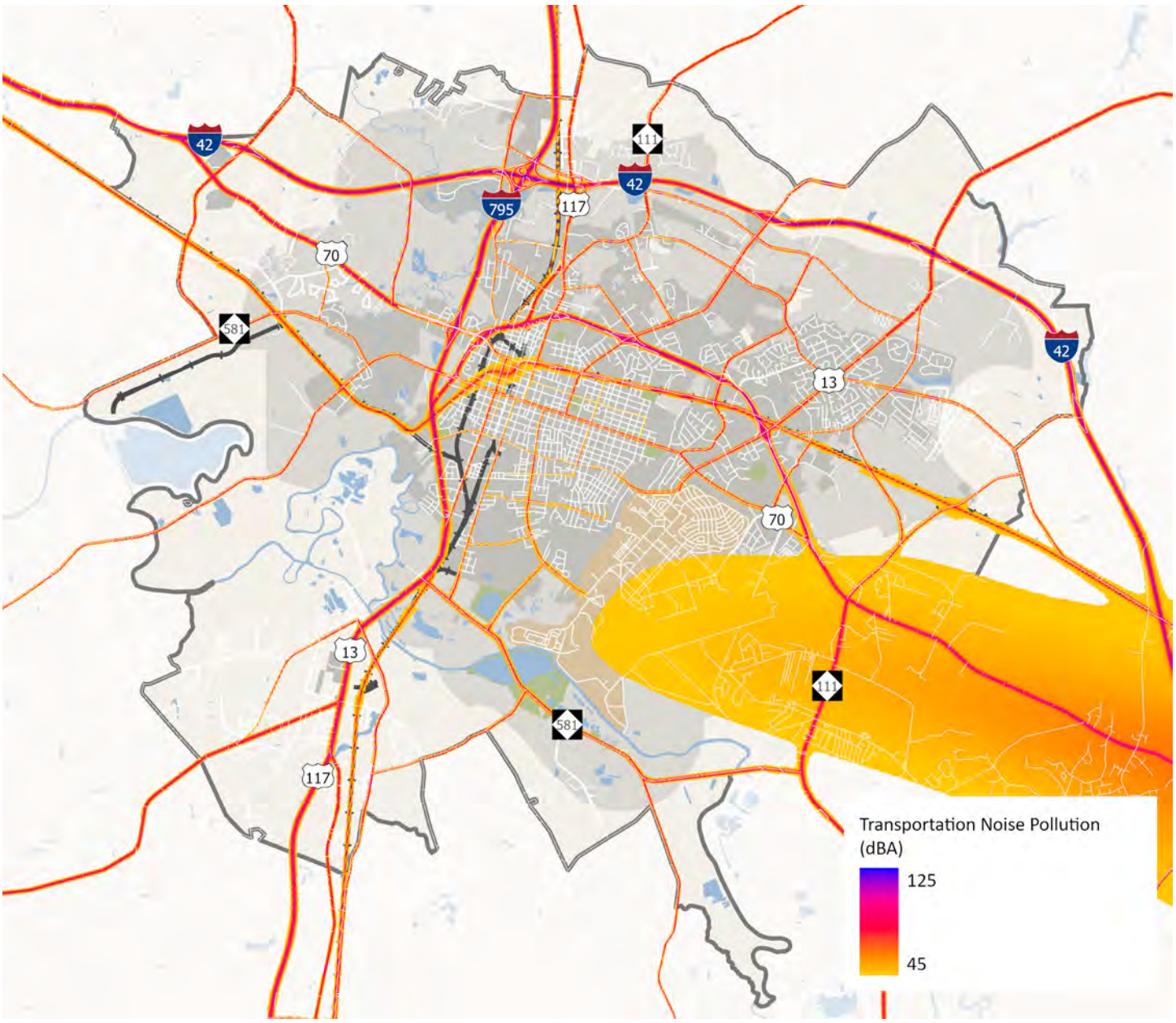
Transit Routes



Transportation Noise

Noise pollution, often overlooked, is a significant environmental issue that can have adverse effects on human health and well-being. While noise pollution may be an annoyance, it also has major health impacts, including high blood pressure, sleep deprivation, hearing loss, and increased risk of stress-related illness. In Goldsboro, transportation and aviation are major contributors to noise pollution. The map below shows the transportation noise pollution. These align with major freight and transportation networks and has a large bubble surrounding the base. Understanding the impacts and location of noise pollution can better inform and mitigate these challenges in future planning.

Noise Pollution



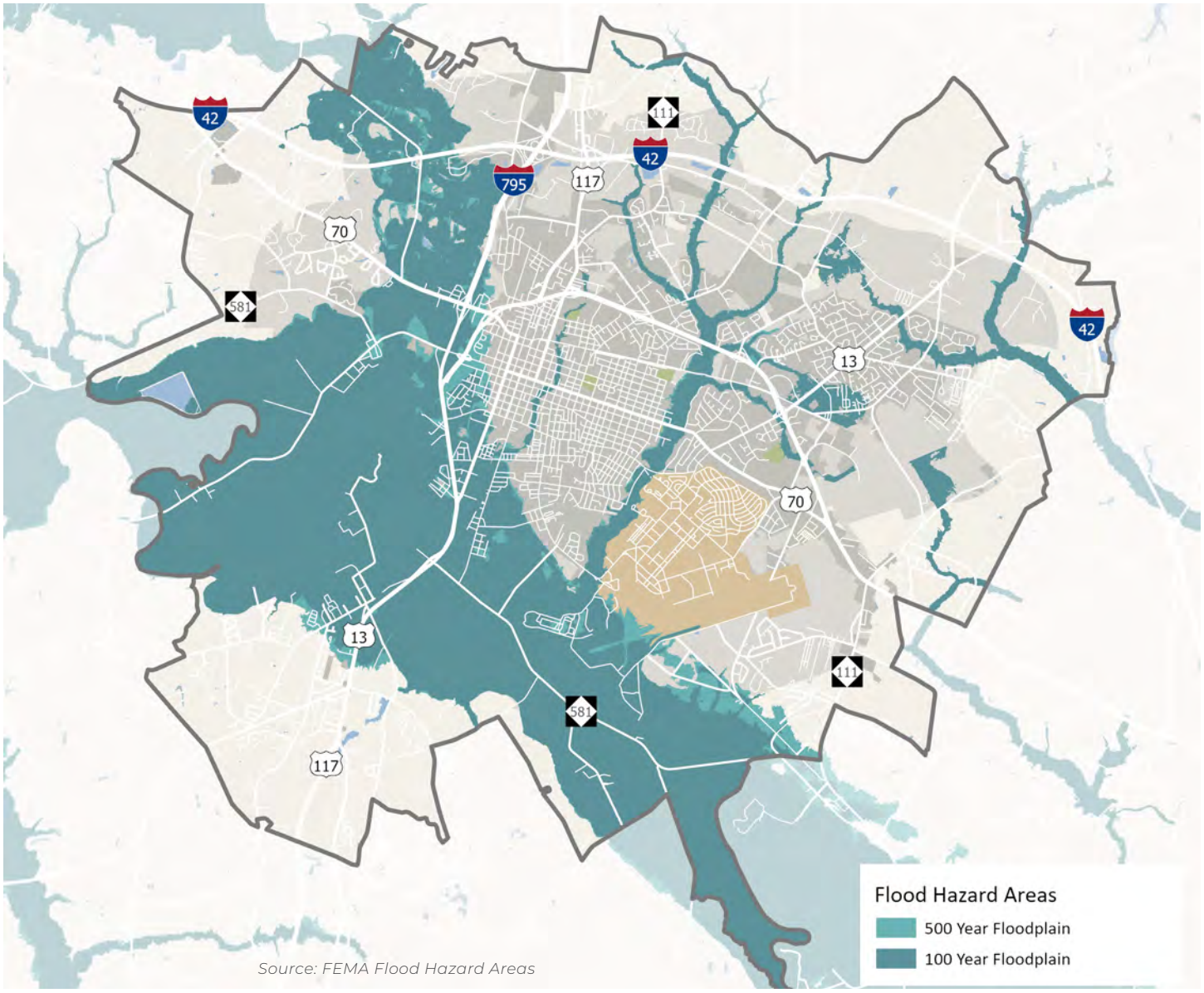
Source: USDOT Bureau of Transportation Statistics

Natural Environment

Goldsboro's residents and visitors benefit from being surrounded by natural beauty and abundant recreational opportunities. Goldsboro is home to the Neuse River, various streams, lakes, and parks throughout the region providing residents with a chance to connect to the outdoors.

Flood Hazard Areas

Flood hazard zones are areas that are prone to flooding due to their geographical location and environmental conditions. Mapping these areas helps in identifying areas at risk and implementing measures to mitigate potential damage, such as constructing flood barriers or improving drainage systems. Secondly, it ensures that new developments are designed with flood resilience in mind, reducing the risk to property and lives. Lastly, it aids in emergency preparedness and response planning, ensuring that communities are better equipped to handle flood events. By incorporating flood hazard zones into planning, cities can enhance their resilience and protect their residents from the devastating impacts of floods.

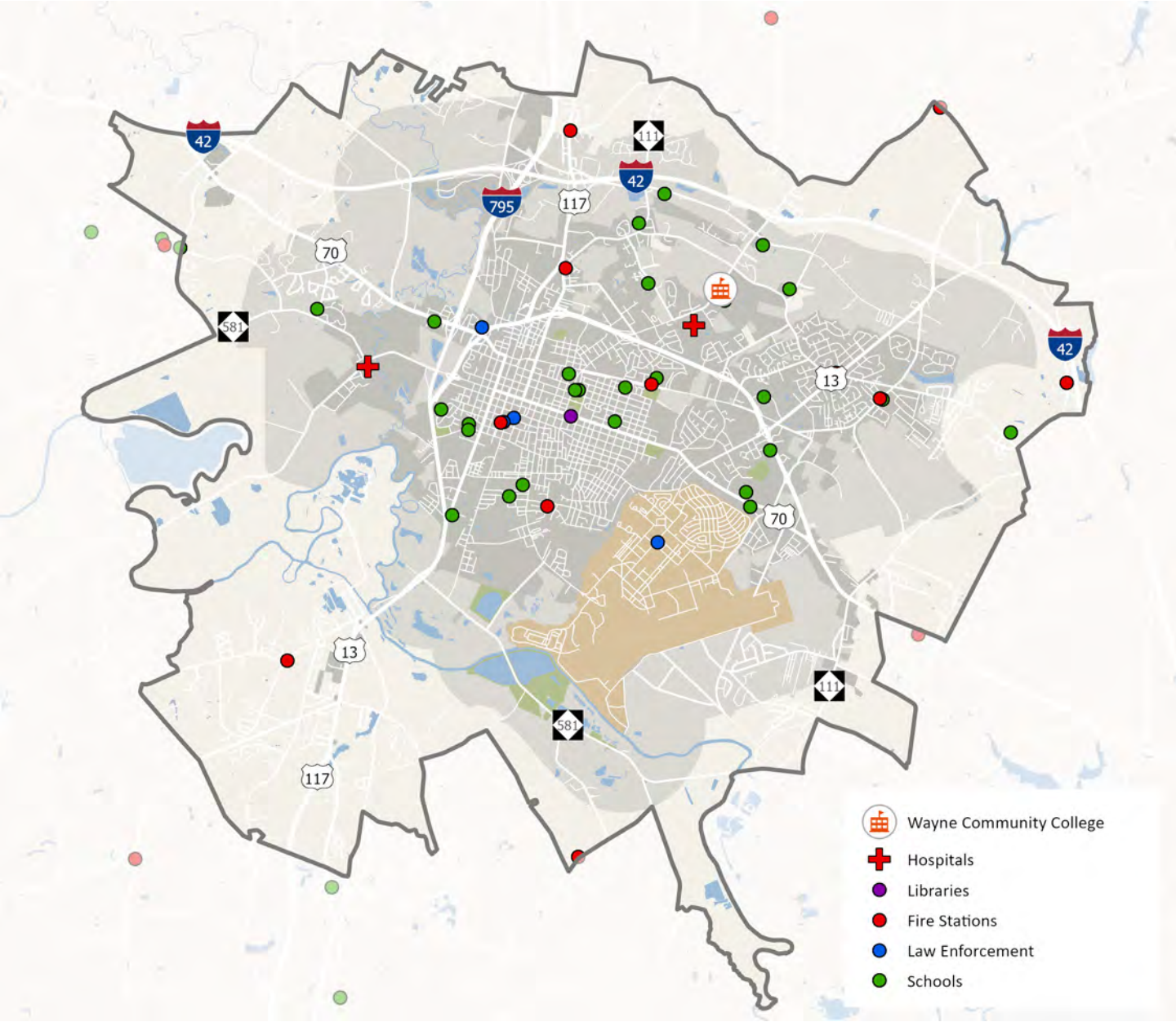


Source: FEMA Flood Hazard Areas

Built Environment

The map below highlights key community facilities in the built environment. Goldsboro is home to Wayne Community College, which provides excellent educational opportunities for residents and those in surrounding areas. The City also boasts two hospitals, ensuring that healthcare services are more readily accessible. Additionally, the presence of emergency services ensures the safety and well-being of all residents, making Goldsboro a well-rounded and supportive community. Goldsboro's education system supports the growth and development of its youth, preparing them for future success.

Community Facilities Map



SECTION 3

Our Vision

TV

Introduction

A clear community vision is essential to guiding how Goldsboro grows and changes over time. The vision articulates what residents value most about their community and what they aspire for its future, providing a shared foundation for decision-making. Building on this vision, the planning principles translate community values into clear direction that can be applied across policies, programs, and projects. Together, the vision and planning principles serve as a consistent framework for evaluating future development, public investments, and initiatives, ensuring that day-to-day decisions support long-term goals and reflect the priorities of the Goldsboro community.

Engagement Spotlight

The first phase of engagement led to the creation of the vision. In the "One Word" activity, the public and advisory committee members shared one word that reflects what they love about Goldsboro and one word that describes what they would like changed. The results highlight shared perspectives and differing viewpoints. By distilling community feedback into a single word, the exercise clarified key strengths and opportunities, guiding the community's vision and informing the planning principles.

USE ONE WORD TO DESCRIBE WHAT YOU LOVE ABOUT GOLDSBORO.

Public

Advisory Committee

USE ONE WORD TO DESCRIBE WHAT YOU WOULD CHANGE ABOUT GOLDSBORO.

Public

Advisory Committee

Through a "Vision Board" activity, participants responded to the prompt "My idea for elevating Goldsboro is..." and posted their ideas, generating a wide range of perspectives that shaped this vision. Residents emphasized the need for diverse and affordable housing, improved access to everyday services, and safer, more walkable and bike-friendly streets. Together, these priorities reflect a commitment to quality of life, economic opportunity, and long-term community investment.

HOUSING FOR ALL
Expand diverse, affordable housing options across all income levels

EVERYDAY ACCESS
Improve access to grocery stores, healthcare, and daily services

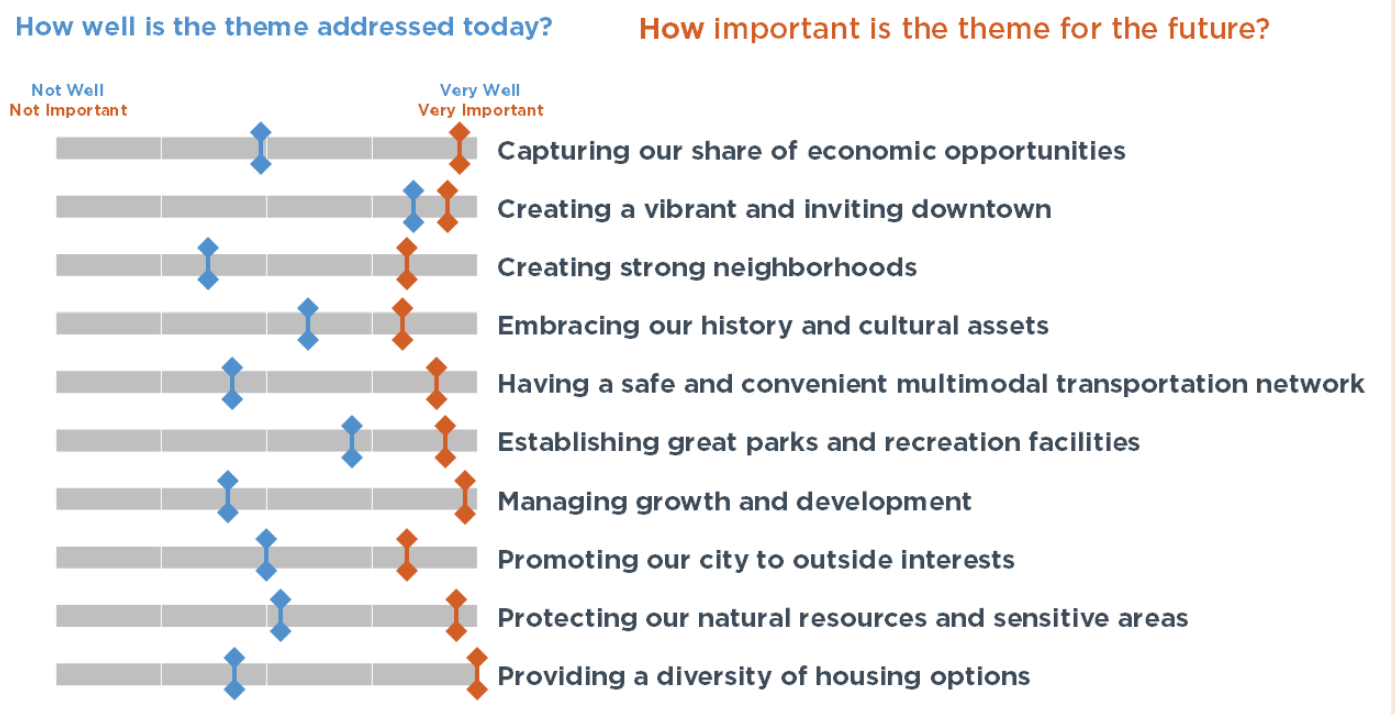
CITYWIDE INVESTMENT
Extend investment beyond downtown to underserved neighborhoods

CONNECTED MOBILITY
Enhance walkability, bike lanes, and transportation options

PARKS & QUALITY OF LIFE
Invest in parks, green spaces, and family-friendly recreation

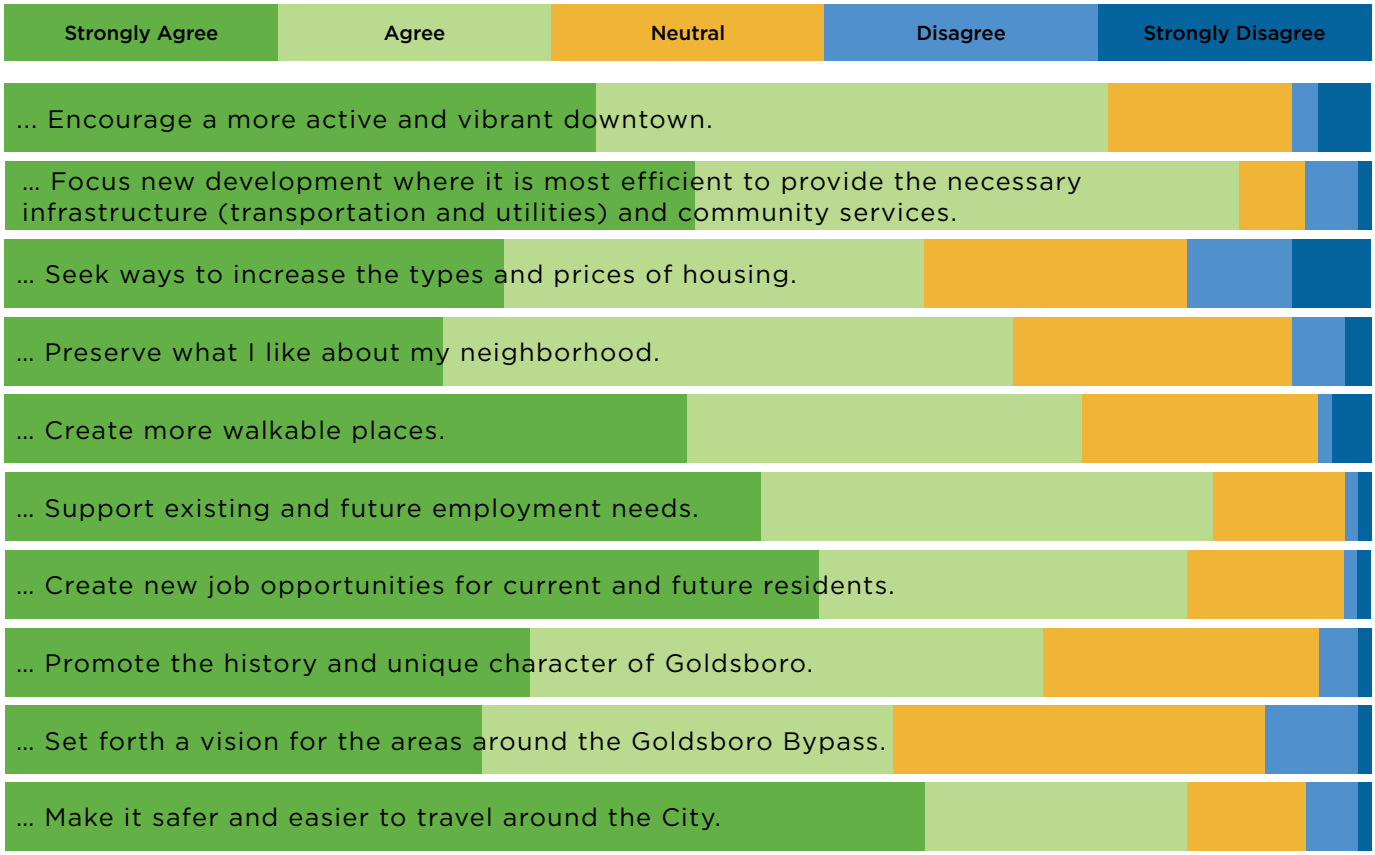
OPPORTUNITY & GROWTH
Support jobs, education, and long-term economic development

Workshop participants evaluated planning planning themes by responding to two questions: how well the City is addressing the topic today and how important it will be in the future. Using dot voting on a five-point scale, this activity highlights areas where community priorities are high but current performance may not meet expectations—helping to identify focus areas for future planning, investment, and action.



These results reflect two activities included in the online survey, where participants rated their level of agreement with key statements and selected the outcomes most important to them. Together, these responses highlight shared priorities and help guide where the plan should focus future efforts, investments, and actions

HOW MUCH DO YOU AGREE WITH THIS STATEMENT? ELEVATE GOLDSBORO SHOULD...



WHICH THREE OUTCOMES OF ELEVATE GOLDSBORO ARE MOST IMPORTANT TO YOU?

1. Making it safer and easier to travel around the City.
2. Focusing new development where it is most efficient to provide the necessary infrastructure (transportation and utilities) and community services.
3. Creating new job opportunities for current and future residents.

- Encouraging a more active and vibrant downtown.
- Creating more walkable places.
- Supporting existing and future employment needs.
- Seeking ways to increase the types and prices of housing.
- Setting forth a vision for the areas around the Goldsboro Bypass.
- Promoting the history and unique character of Goldsboro.
- Preserving what I like about my neighborhood.

What We Heard

Community input revealed a shared vision for a Goldsboro that balances growth, opportunity, and community character. Residents consistently emphasized strengthening neighborhoods, improving access, and enhancing quality of life. The overarching messages reflect these shared priorities, while the notable topics highlight key areas where focused action and investment are needed

Overarching Messages

Goldsboro has untapped potential.

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

Notable Topics

REINVESTMENT	Rejuvenate older and unmaintained areas
HOUSING DIVERSITY	More housing options and more attainable housing
COMMUNITY	More ways to connect (gardens, recreation, public art, festivals
LOCAL ECONOMY	Focus on job growth and a sustainable economy
INTEGRATION	Less silos and more appreciation of our history
TRANSPORTATION	Better options for people of ages and abilities
RECREATION	Greater investment in parks, green space, and youth activities
RESILIENCY	Protect Goldsboro from known and potential threats
BEAUTIFICATION	Make Goldsboro more attractive
SAFETY	Make Goldsboro safer

Vision

The vision reflects community values in Goldsboro and offers a way to describe our approach to growth, development, and investment in the years to come.

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.

Guiding Principles

These guiding principles establish a framework for future growth, development, and investment in Goldsboro. Grounded in community values, they translate the vision into clear, actionable guidance to ensure decisions consistently reflect the city's priorities and long-term goals

Elevate how we

GROW by

...managing growth and development.
...diversifying our housing stock.
...preserving our treasured spaces.
...being fiscally responsible.

Elevate how we

THRIVE by

...building stronger neighborhoods.
...enhancing community safety.
...strengthening our schools.
...creating a healthier community.

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

MOVE by

...connecting people to places.
...creating better streets.
...offering more choice in transportation.
...enhancing our network of trails.

Elevate how we

ENGAGE by

...embracing our history.
...fostering partnerships.
...recreating more.
...being more transparent.

Engagement Spotlight

Advisory committee members worked in small groups to rank the guiding principles based on their relative importance. While each group prioritized the principles differently, the results revealed a strong level of alignment—highlighting how the principles are interconnected and reinforce one another.

RANK THE GUIDING PRINCIPLES (MOST IMPORTANT ON TOP)

Group A	Group B	Group C	Group D
Engage	Grow	Engage	Thrive
Move	Prosper	Move	Engage
Grow	Thrive	Thrive	Prosper
Prosper	Move	Prosper	Grow
Thrive	Engage	Grow	Move
Community-focused priorities	**Growth and opportunity emphasis**	**Balanced priorities**	**Economic and quality-of-life focus**

Together, these rankings show that no single principle stands alone. Instead, they function as a unified framework, where progress in one area supports outcomes in others. This reinforces the need for a balanced approach as Goldsboro plans for future growth, investment, and change.

SECTION 4

Our Plan

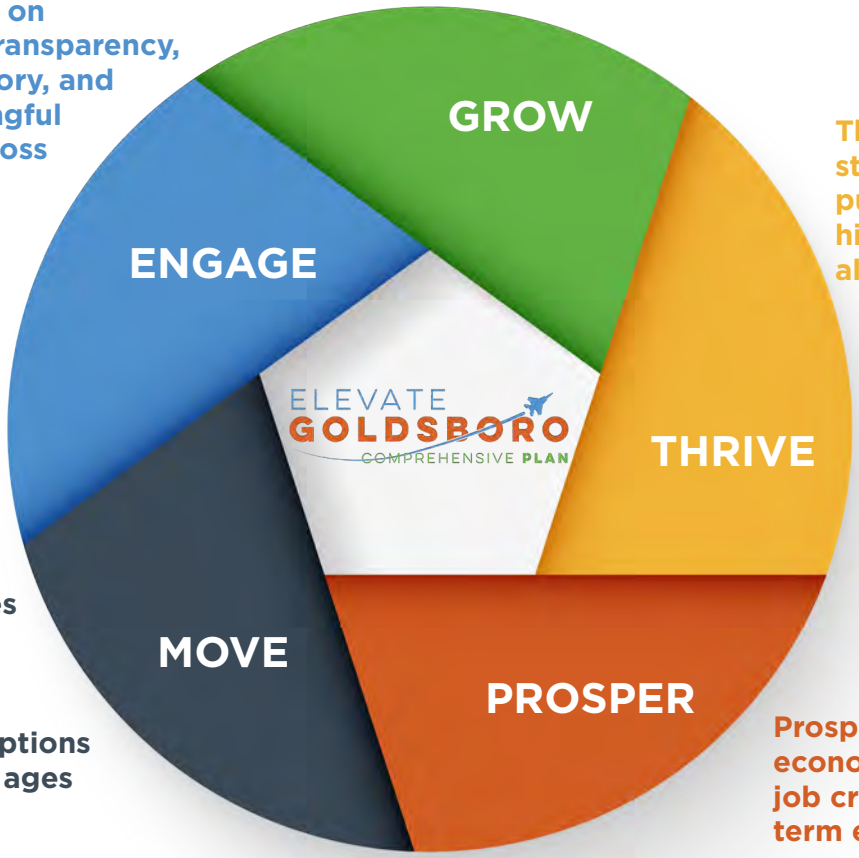
Introduction

The Our Plan section translates Goldsboro's vision into a clear and coordinated policy framework for the future. Building on community input, data analysis, and local context, it establishes how the City will guide growth, investment, and decision-making over time.

At the center of this framework are five guiding principles—Engage, Grow, Move, Prosper, and Thrive—which reflect the community's priorities and aspirations. Together, these principles define what success looks like for Goldsboro and provide a shared foundation for aligning policies, programs, and projects.

Grow guides how and where development occurs, supporting balanced growth while protecting valued assets.

Engage focuses on strengthening transparency, celebrating history, and building meaningful connections across the community.



Thrive promotes strong neighborhoods, public safety, and a high quality of life for all residents.

Move emphasizes connectivity, accessibility, and improving transportation options for people of all ages and abilities.

Prosper supports economic opportunity, job creation, and long-term economic resilience.

While each principle addresses a distinct topic, they are intentionally interconnected. Progress in one area supports outcomes in others—ensuring that growth is not only strategic, but also equitable, sustainable, and reflective of community values.

Together, the guiding principles serve as a roadmap for action. They help ensure that future policies, development decisions, and public investments work toward a common vision—one that strengthens Goldsboro's identity, expands opportunity, and enhances quality of life for current and future generations.

Engagement Spotlight

Survey results provide a high-level view of community preferences for growth, indicating support for continued growth and a balanced mix of residential and non-residential development. Responses suggest that residents generally favor growth that enhances quality of life while maintaining community character.

HOW MUCH GROWTH IS IDEAL FOR GOLDSBORO?

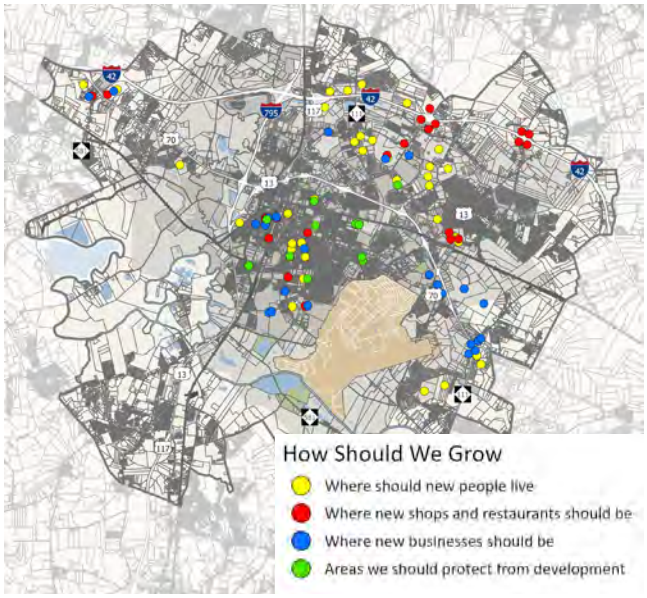
A Little — **A Lot**

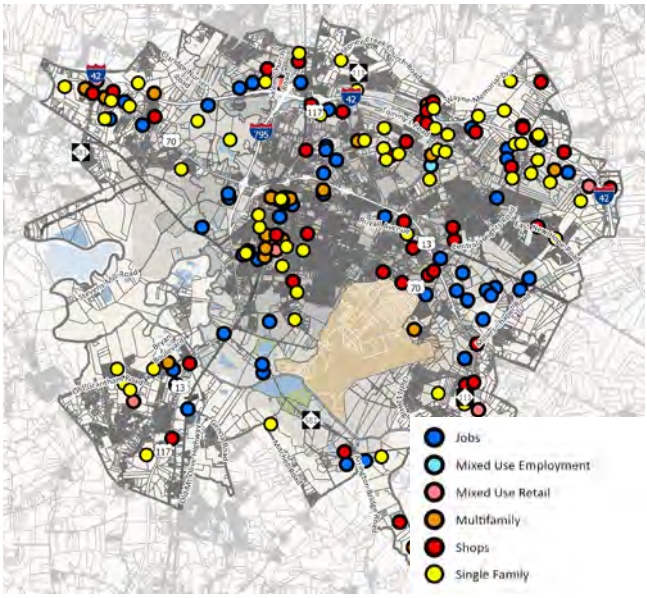
WHAT TYPE OF GROWTH IS IDEAL FOR GOLDSBORO?

Mostly Residential — **Mostly Non-Residential**

Workshop participants completed a mapping exercise using colored dots to identify where different types of growth should occur across neighborhoods, corridors, and key activity areas. Participants responded to prompts about where new housing, businesses, and amenities should be located, as well as areas to preserve. This activity revealed clusters of reinvestment, development interest, and priority locations across the City. It also provided insight into how residents view neighborhood change and future opportunity areas.

The advisory committee explored growth scenarios through a hands-on "chip" exercise, testing combinations of housing types, commercial uses, and mixed-use development. Participants adjusted "chips" representing different land uses to explore how growth could be phased and distributed. The exercise allowed the committee to compare tradeoffs between growth patterns and evaluate how different approaches could support community goals. These scenarios helped refine a more coordinated approach to future development.





GROW

The Grow section guides future development in a way that supports community goals while protecting valued assets. It establishes a land use strategy and supporting policy framework that direct where and how growth should occur.

Building on the guiding principles, these policies shape development, reinvestment, and infrastructure decisions—ensuring growth is coordinated, fiscally responsible, and aligned with community priorities. The Future Land Use Map translates this direction into a spatial vision, identifying areas for development, preservation, and reinvestment.

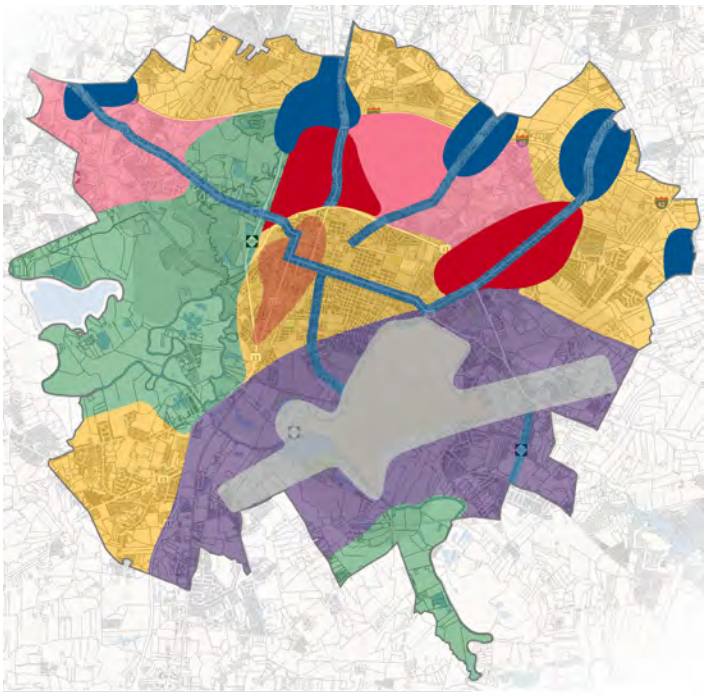
Together, the policy framework and map provide a coordinated approach to growth that supports long-term sustainability and quality of life.

PATH TO THE FUTURE LAND USE MAP

Goldsboro's land use strategy positions the City to guide future growth in a way that supports the community's vision and planning principles. The future land use map is grounded in an understanding of Goldsboro's existing conditions, informed by data analysis and community input. This information is reflected in the vision and planning principles and was first illustrated through the conceptual growth strategy. The future land use map adds a final layer of detail, serving as a foundation for local decision-making and a guide for property owners, developers, and other community stakeholders.

Conceptual Growth Strategy

The Conceptual Growth Strategy includes a map that reflects current development trends and factors influencing future growth in Goldsboro, as well as input from the community, stakeholders, and City staff. This strategy represents the first look at how Goldsboro's approach to land use can support the community's vision and planning principles. The Goldsboro Conceptual Growth Strategy was organized into strategic bubbles of development types which are defined on the next page.



Downtown/Center Street Expansion

Build on the success of the center street improvements to the immediate vicinity to expand the downtown.

Mixed Use Opportunity

Create dense mixed use zones for commercial and residential growth

Strategic Investment Corridor

Prioritize investments into strategic corridors

Commerce Development

Promote commerce development creating a hub for job Growth in Goldsboro

Preservation

Preserve land within the 100 year flood zone for its current low density, agricultural, or institutional uses.

Neighborhood Reinvestment

Create more vibrant and booming residential neighborhoods while preserving the character of Goldsboro

I-42 Corridor Improvement

Enhance the I-42 Corridor to improve the major Gateway to Goldsboro

Seymour Johnson Air Force Base Safety

Protect the bases interests and the avoid developing in unsafe areas

Noise Sensitive Development

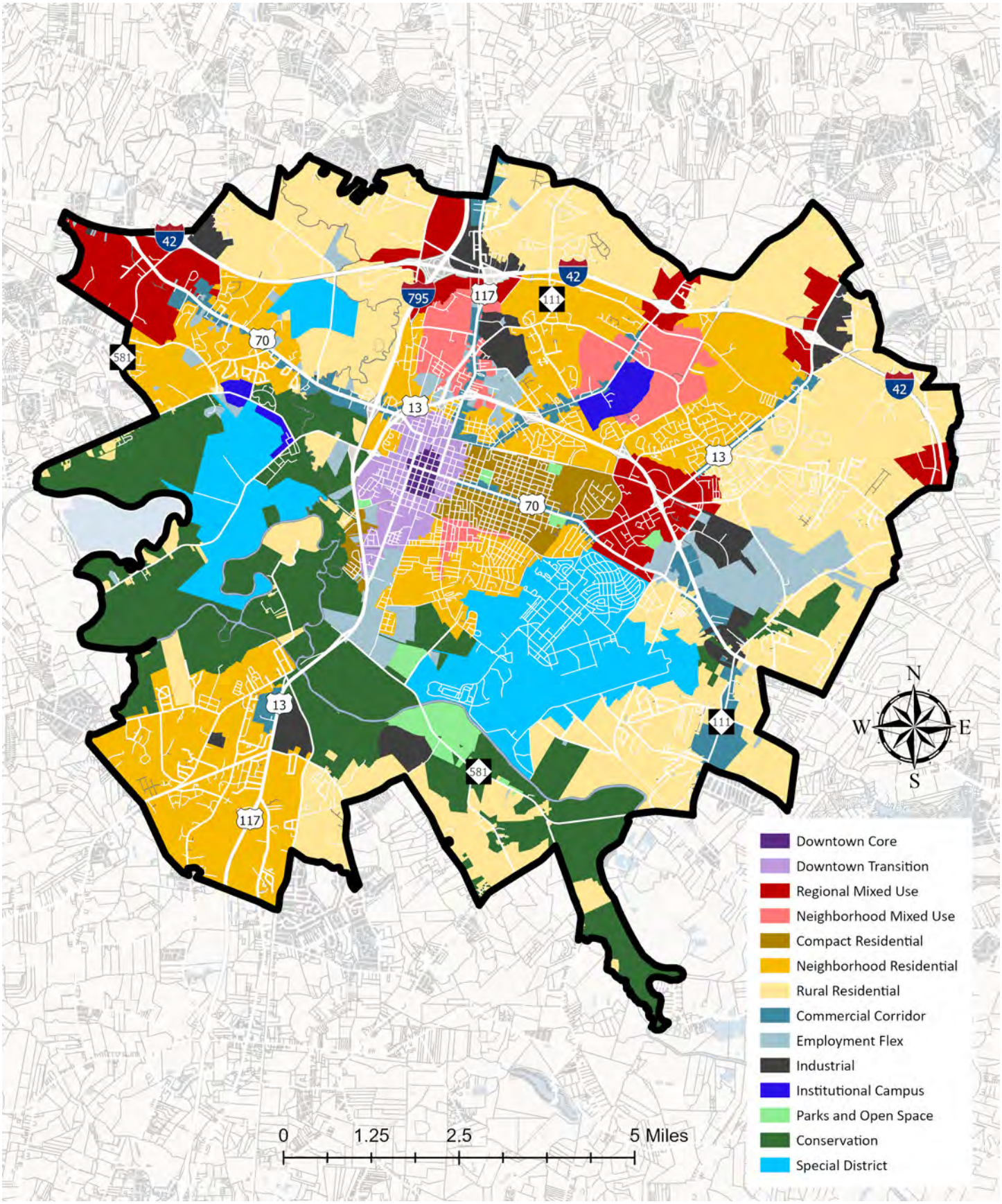
Promote context sensitive development within the noise pollution zone.

Future Land Use Map

The future land use strategy adds a critical layer of detail to describe Goldsboro's preferred mix of land uses. This strategy is communicated through a future land use map created using a set of land use classifications. The map serves as a guide for City staff and elected officials when making growth and development decisions. The future land use map is implemented in coordination with the City's zoning ordinance, which regulates land uses by applying zoning districts to individual parcels and establishing development standards. Adoption of the future land use map does not change a parcel's existing zoning designation. Successful implementation of the future land use strategy will require periodic updates to the City's zoning ordinance and zoning map to ensure consistency with the community's long-term vision.

Each parcel within the study area is assigned a future land use classification as a general guide for future development and redevelopment decisions. In some locations, the future land use map reinforces existing land use and development patterns. In other areas, the map encourages changes to what exists today. The future land use classifications are described in detail on the pages that follow. Each classification includes a description and intent, as well as slider bars that indicate the relative appropriateness of different land uses and a variety of characteristics. The land use types are intended to be representative and not conclusive.

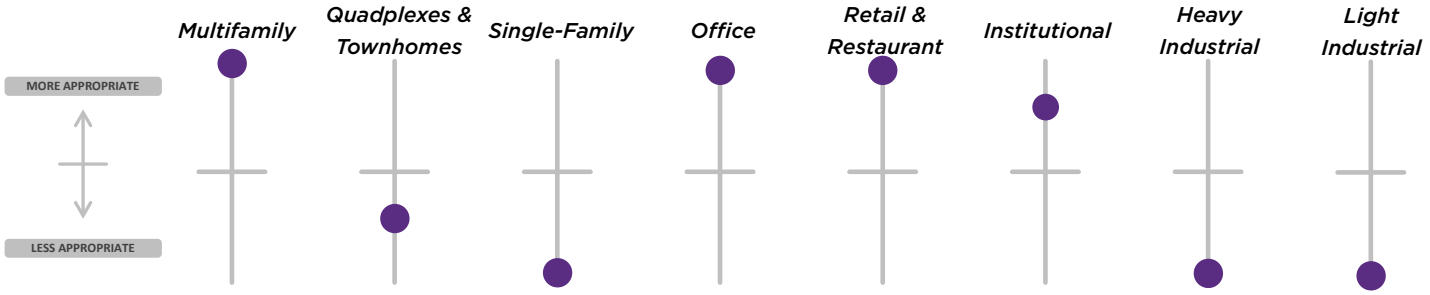
Downtown Core	~212 Acres	0.36%
Downtown Transition	~1,085 Acres	1.84%
Regional Mixed-Use	~3,562 Acres	6.05%
Neighborhood Mixed-Use	~1,806 Acres	3.07%
Compact Residential	~1,382 Acres	2.35%
Neighborhood Residential	~10,883 Acres	18.47%
Rural Residential	~16,889 Acres	28.66%
Commercial Corridor	~1,830 Acres	3.10%
Employment Flex	~2,392 Acres	4.06%
Industrial	~1,880 Acres	3.19%
Institutional Campus	~475 Acres	0.81%
Parks and Open Space	~628 Acres	1.07%
Conservation	~9,583 Acres	16.26%
Special District	~6,322 Acres	10.73%


42
795
117
111
70
581
13
N
W
E
S
Downtown Core
Downtown Transition
Regional Mixed Use
Neighborhood Mixed Use
Compact Residential
Neighborhood Residential
Rural Residential
Commercial Corridor
Employment Flex
Industrial
Institutional Campus
Parks and Open Space
Conservation
Special District
0
1.25
2.5
5 Miles

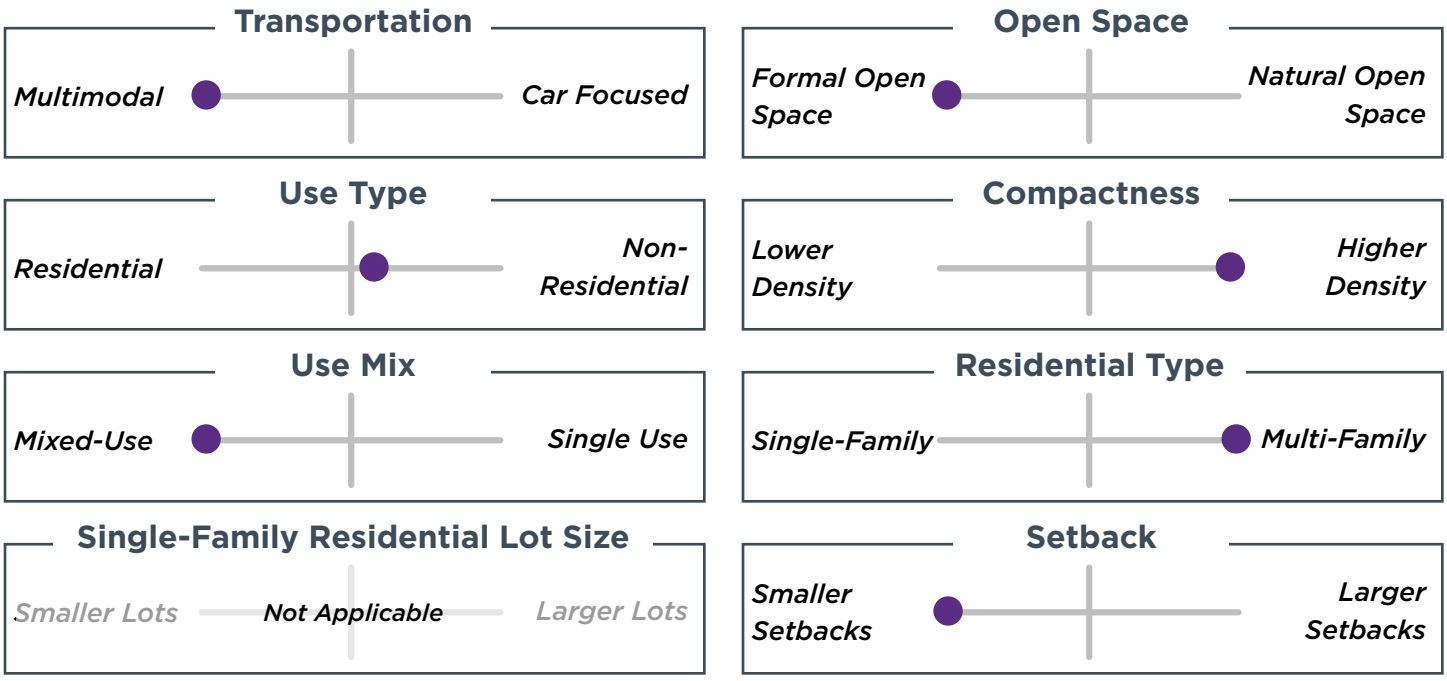
DOWNTOWN CORE (DC)

- Protect and promote Downtown as the economic, historic, and cultural heart of Goldsboro and the surrounding area.
- Encourage the use of vacant buildings and promote infill development on vacant lots.
- Enhance the character of Downtown through adaptive reuse of historic buildings.
- Continue to activate street frontages and promote best practices for urban design.
- Create a safe and efficient urban transportation network that encourages walking and biking.
- Create a more active downtown with shops and restaurants that are open longer hours.

Appropriate Land Uses



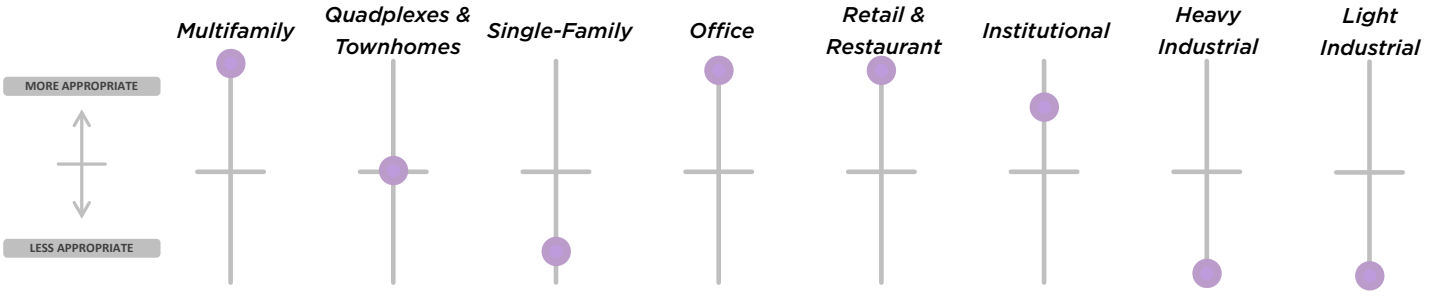
Desired Characteristics



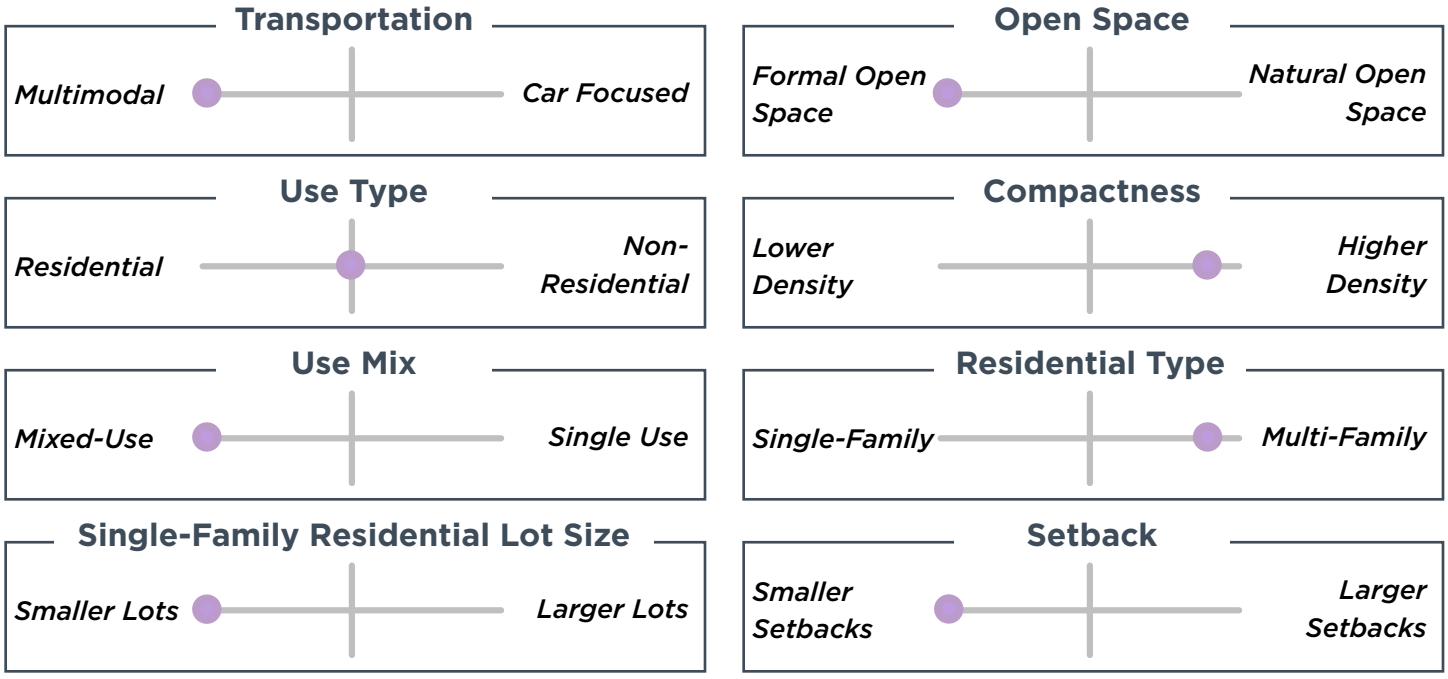
DOWNTOWN TRANSITION (DT)

- Provide more transitional uses and design cues between the Downtown Core and nearby residences.
- Provide transitional development types and design standards (e.g., larger setbacks, less emphasis on active street frontage) between the Downtown Core and adjacent residential areas.
- Improve connectivity between the Downtown Core and surrounding neighborhoods.
- Promote pedestrian-oriented development while also accommodating vehicles.
- Encourage the use of vacant buildings and promote infill development on vacant lots.

Appropriate Land Uses

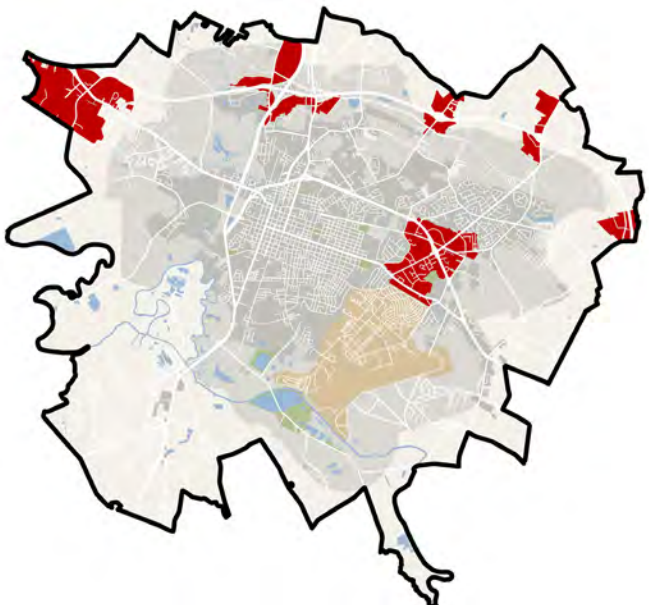


Desired Characteristics

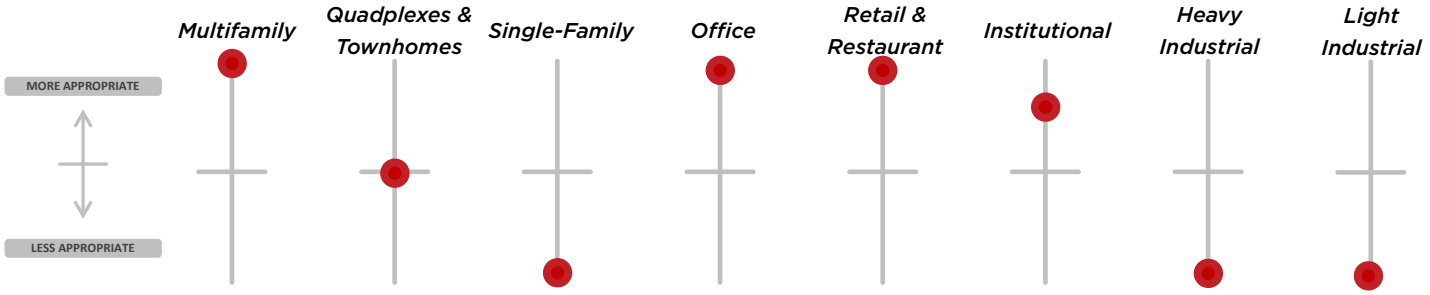


REGIONAL MIXED-USE (RM)

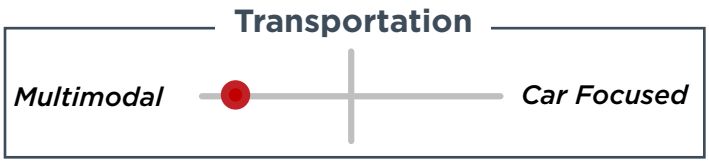
- Blend residential, retail/service, and office uses to create vibrant, livable areas throughout Goldsboro.
- Identify locations well-positioned for growth and redevelopment with a focus on higher density and intensity development patterns that align with the availability of infrastructure.
- Create a design and scale that encourages active living with a connected network of walkable streets and paths.
- Formal public spaces are important to provide amenities for residents and employees.

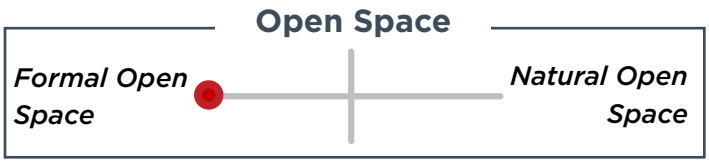


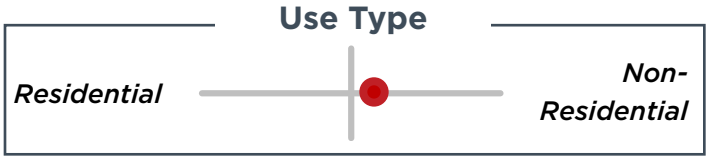
Appropriate Land Uses

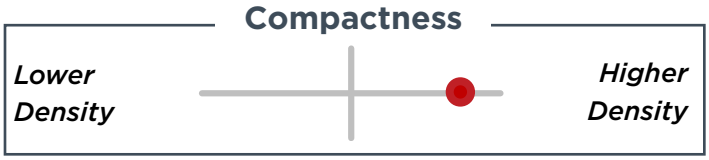


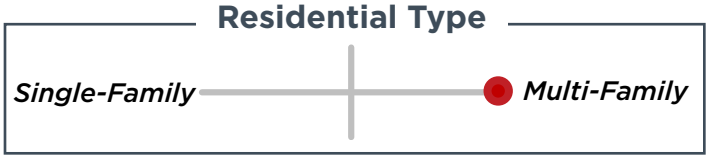
Desired Characteristics

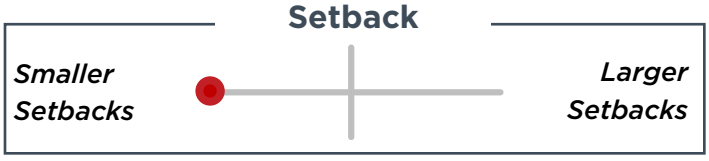








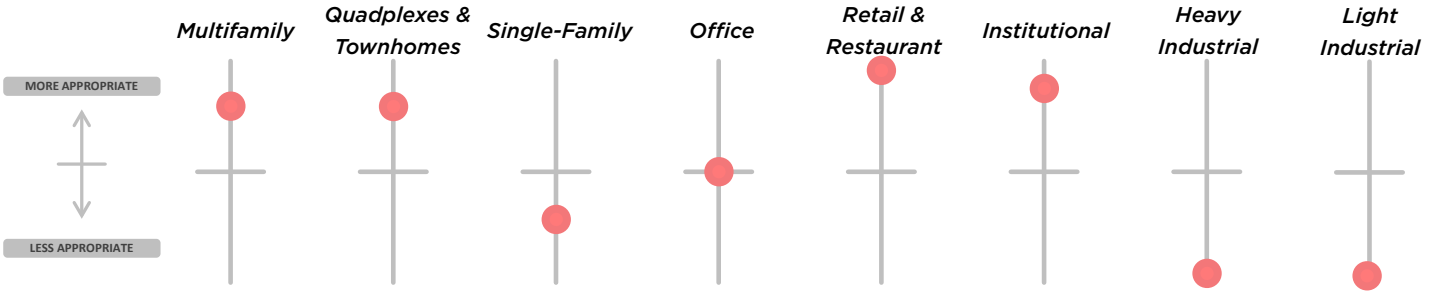




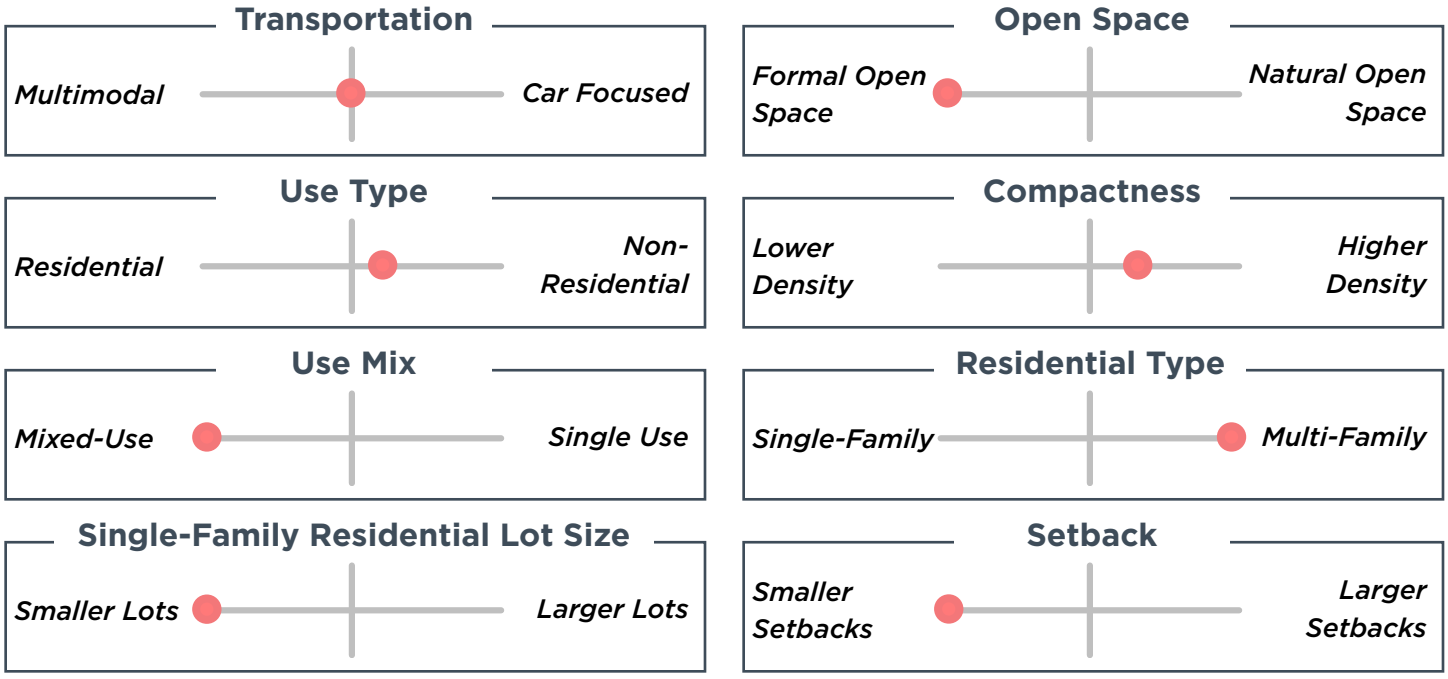
NEIGHBORHOOD MIXED-USE (NM)

- Blend residential, retail/service, and office uses to create vibrant, livable areas throughout Goldsboro.
- Identify locations well-positioned for growth and redevelopment with a focus on moderate density and intensity land use patterns supported by multifamily development.
- Create a design and scale that encourages active living with a connected network of walkable streets and paths, particularly to and from surrounding residential neighborhoods.

Appropriate Land Uses



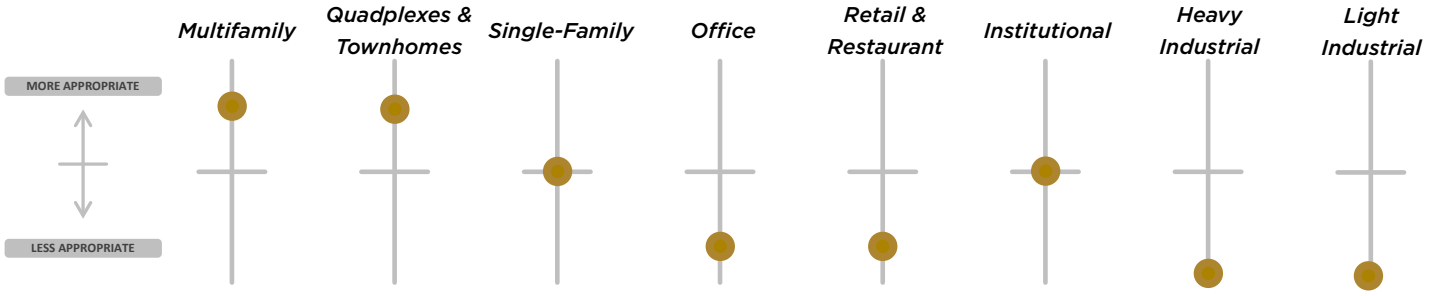
Desired Characteristics



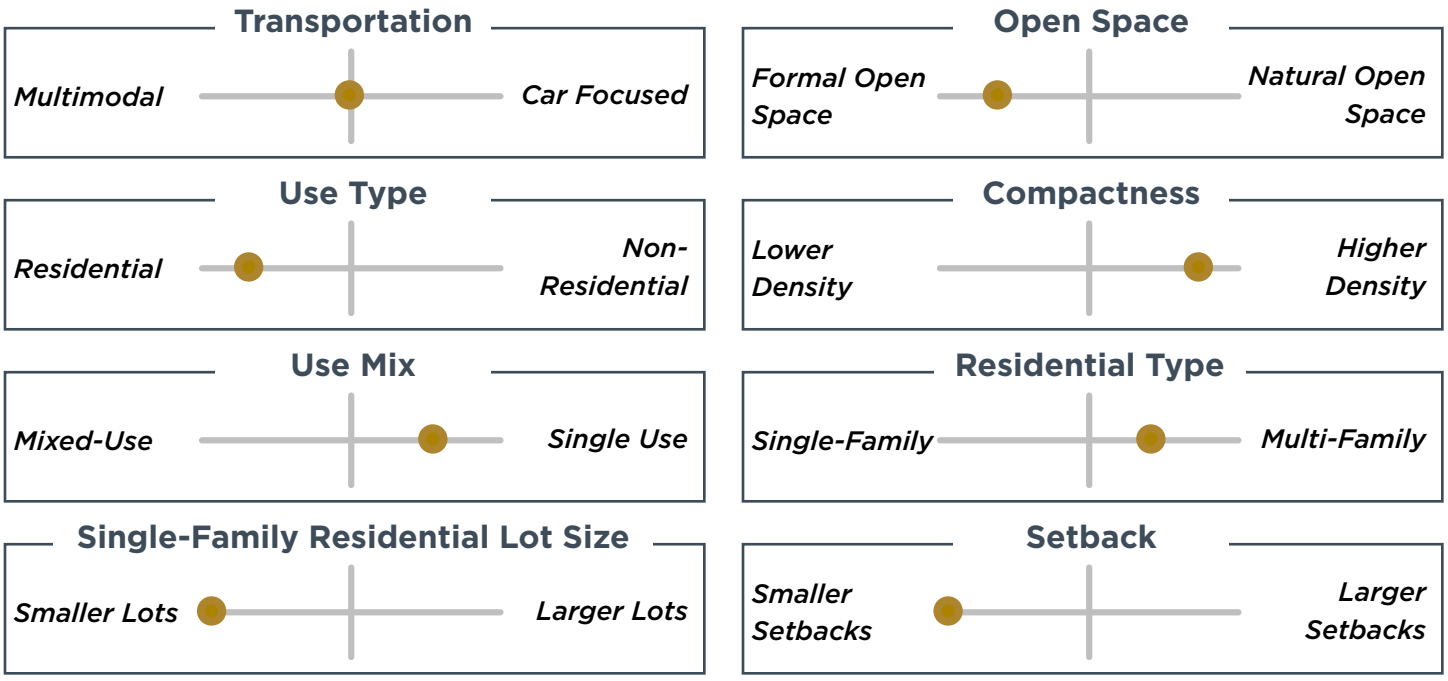
COMPACT RESIDENTIAL (CR)

- Maintain the character of established neighborhoods while supporting new housing opportunities.
- Support a variety of housing types where multifamily development of all types is encouraged.
- Encourage increases in density within existing neighborhoods.
- Consider land development code changes to reduce lot sizes and setbacks, especially for single-family residential uses.
- Allow neighborhood scale commercial uses that may serve the wider community.

Appropriate Land Uses



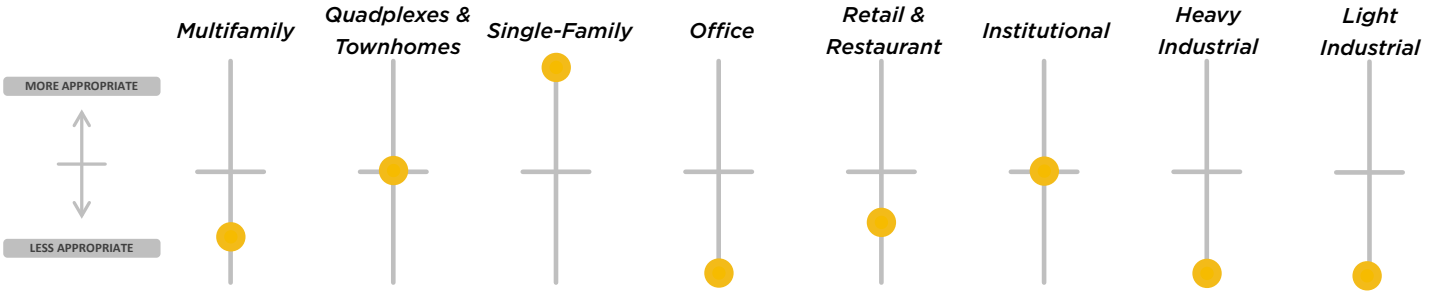
Desired Characteristics



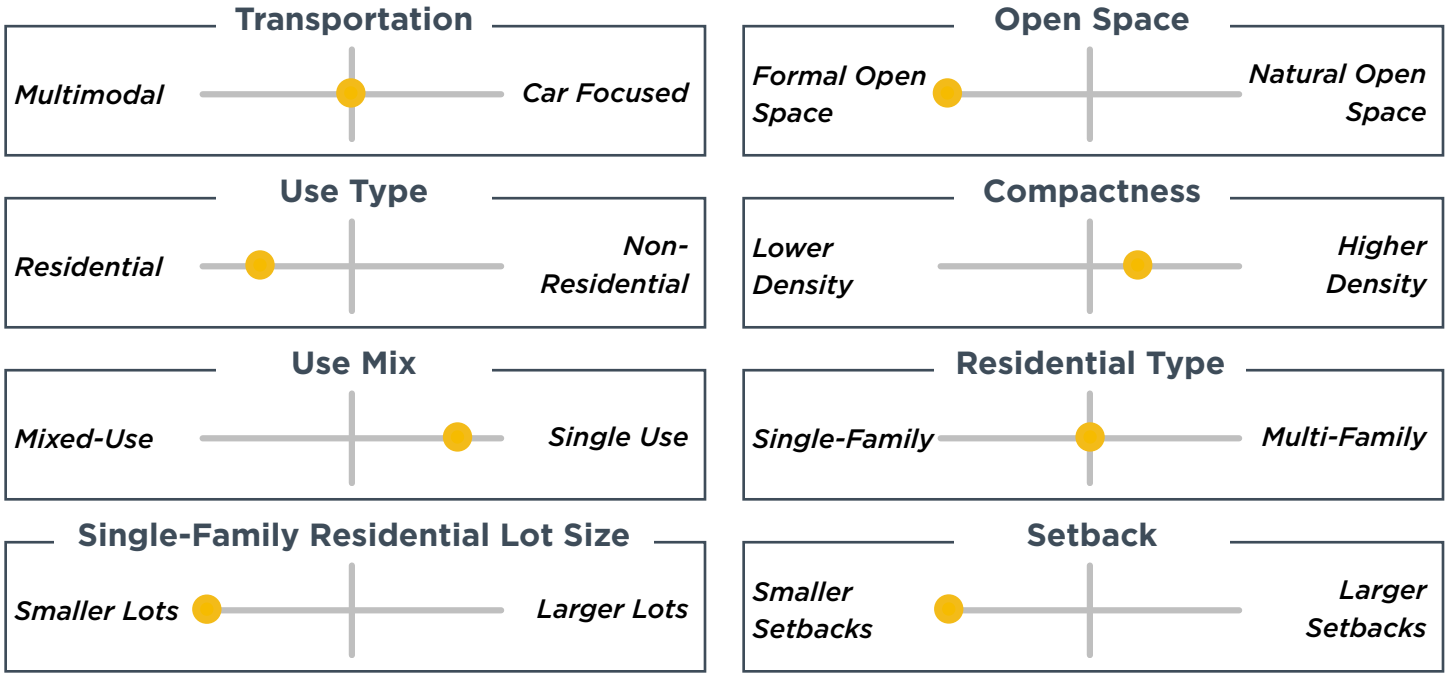
NEIGHBORHOOD RESIDENTIAL (NR)

- Encourage new residential development featuring a mixture of housing variety including price, size, and design.
- Enhance neighborhood identity and connectedness to nearby community amenities.
- Encourage smaller lot single family uses—especially through new development—that compliment existing neighborhoods.
- Seek increases in density without an influx of multifamily units.
- Consider land development code changes to reduce lot sizes and setbacks.

Appropriate Land Uses



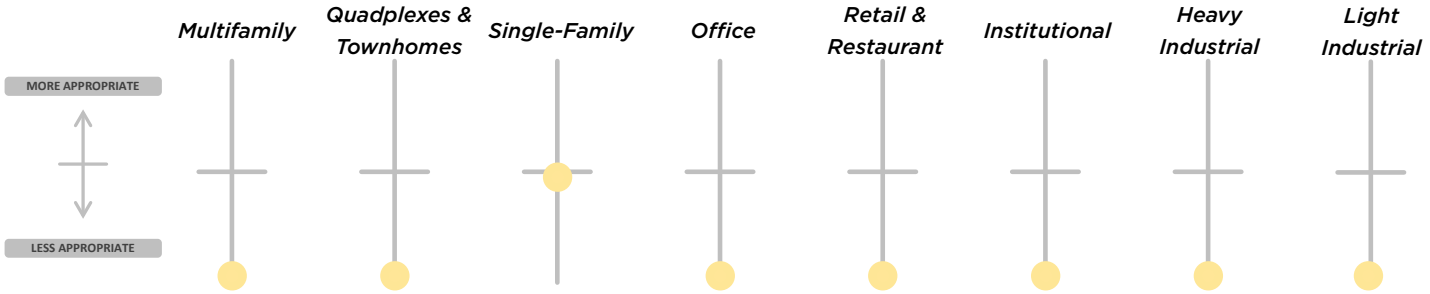
Desired Characteristics



RURAL RESIDENTIAL (RR)

- Protect agricultural and existing larger lot residential neighborhoods.
- Encourage the conservation of natural landscape along surrounding environmentally sensitive areas.
- Enhance existing lower-density residential areas with better connectivity to nearby community amenities.
- Typically have an average lot size over 1 acre.

Appropriate Land Uses



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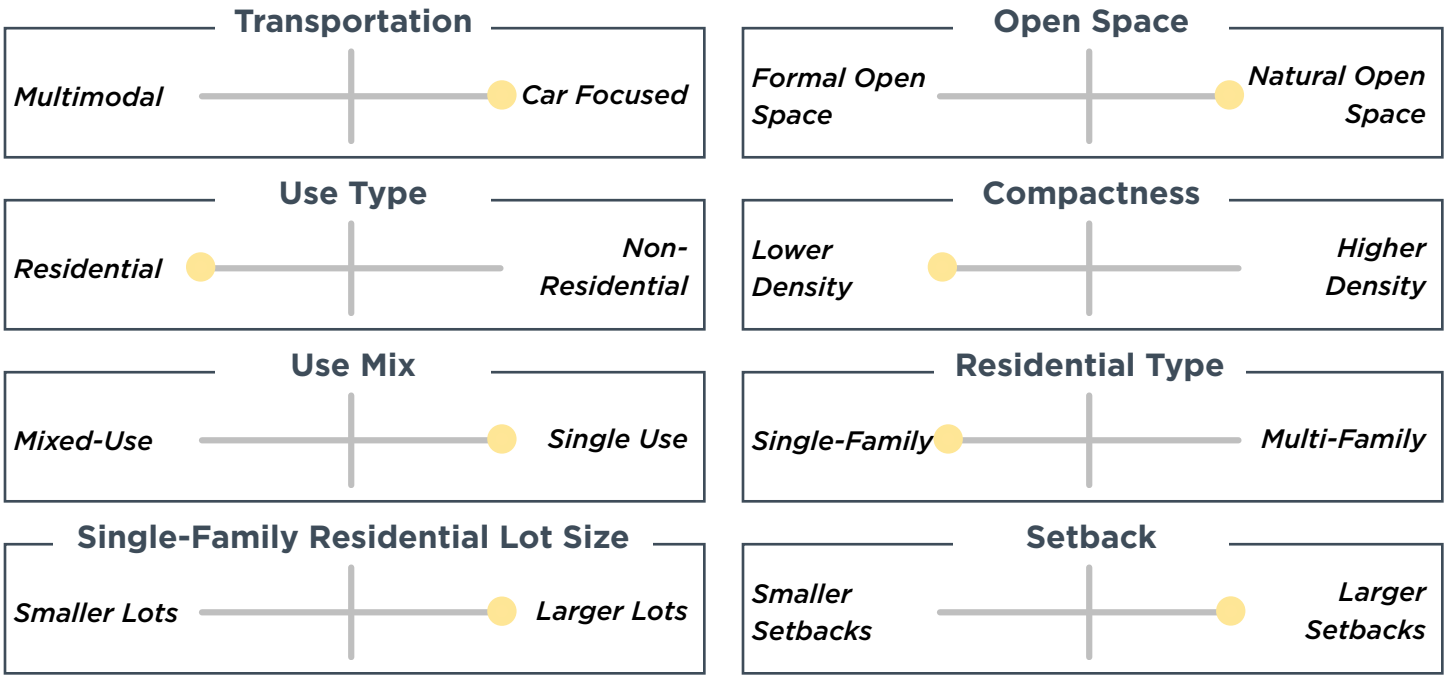
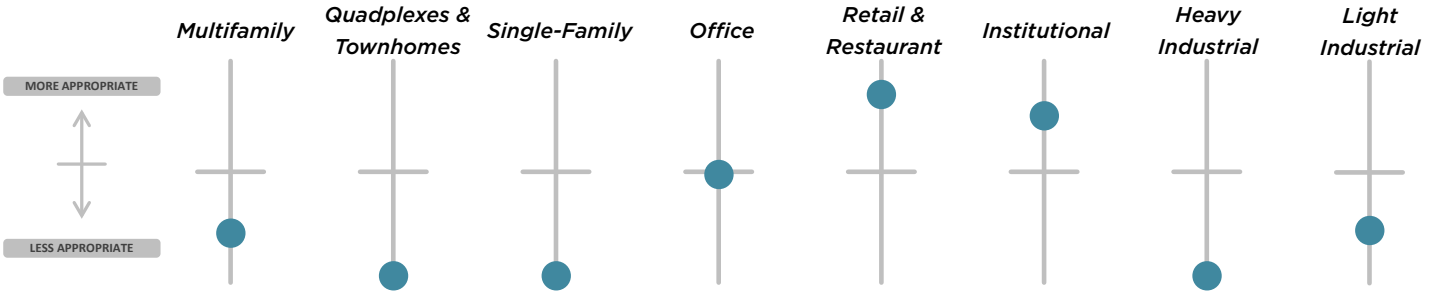


COMMERCIAL CORRIDOR (CC)

- Enhance the look and functionality of corridors while still supporting the commercial needs of Goldsboro.
- Encourage multimodal connectivity to surrounding mixed-use areas.
- Create more intense development near key intersections.
- Cultivate local business and create aesthetic and functional gateways into Goldsboro.

Appropriate Land Uses



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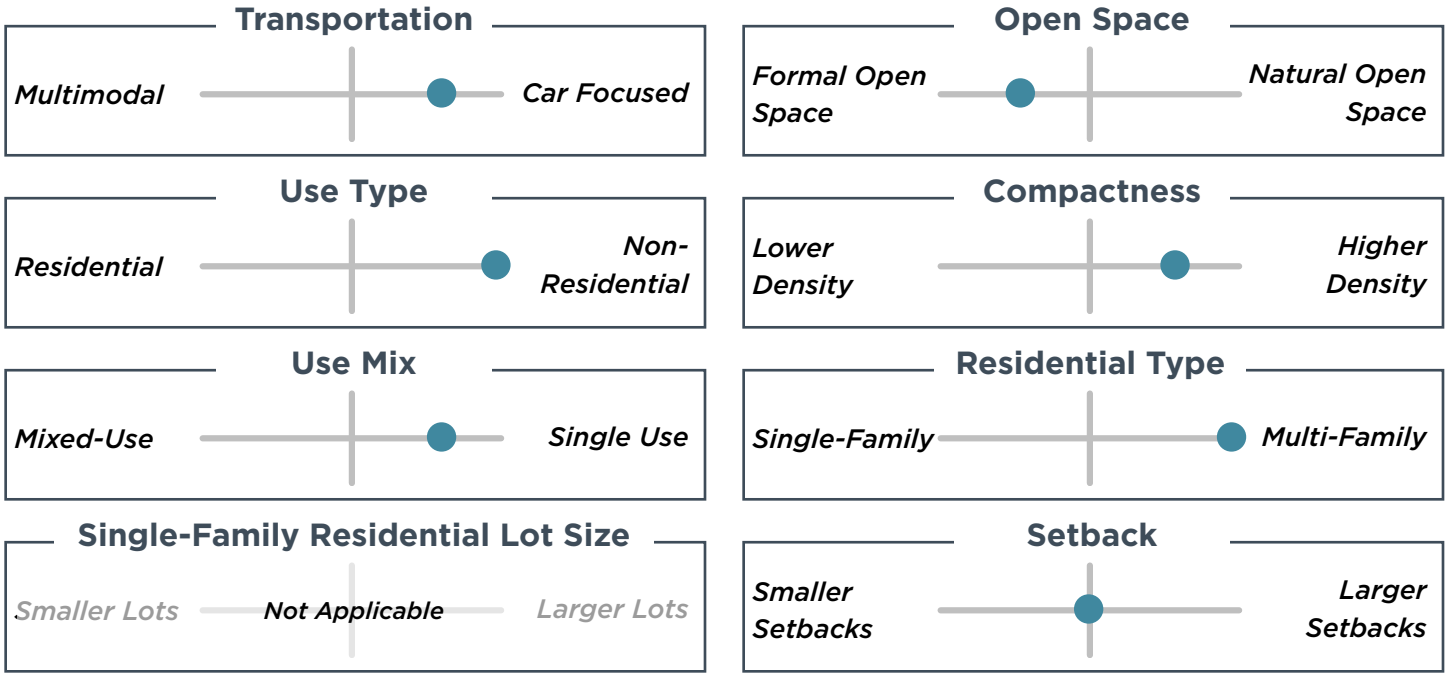
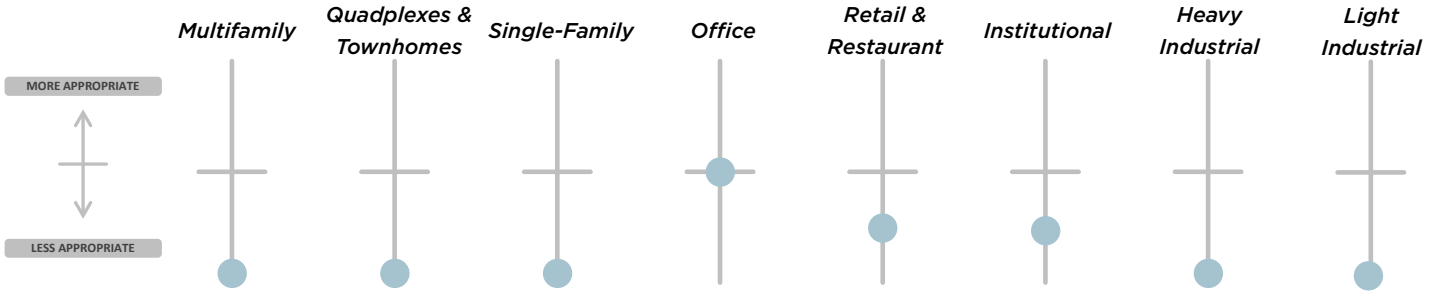


EMPLOYMENT FLEX (EF)

- Maintain existing light industrial activities and ensure these uses do not conflict with nearby non-industrial sites (particularly residential uses).
- Recognize the utility of existing light industrial uses that have limited offsite impact and heavy vehicle activity.
- Encourage location of automobile-oriented service uses and/or a limited mix of non-retail commercial and office uses (e.g., self storage, professional services).
- Provide a distinction in the design of light industrial uses with and without extensive exterior activity.

Appropriate Land Uses



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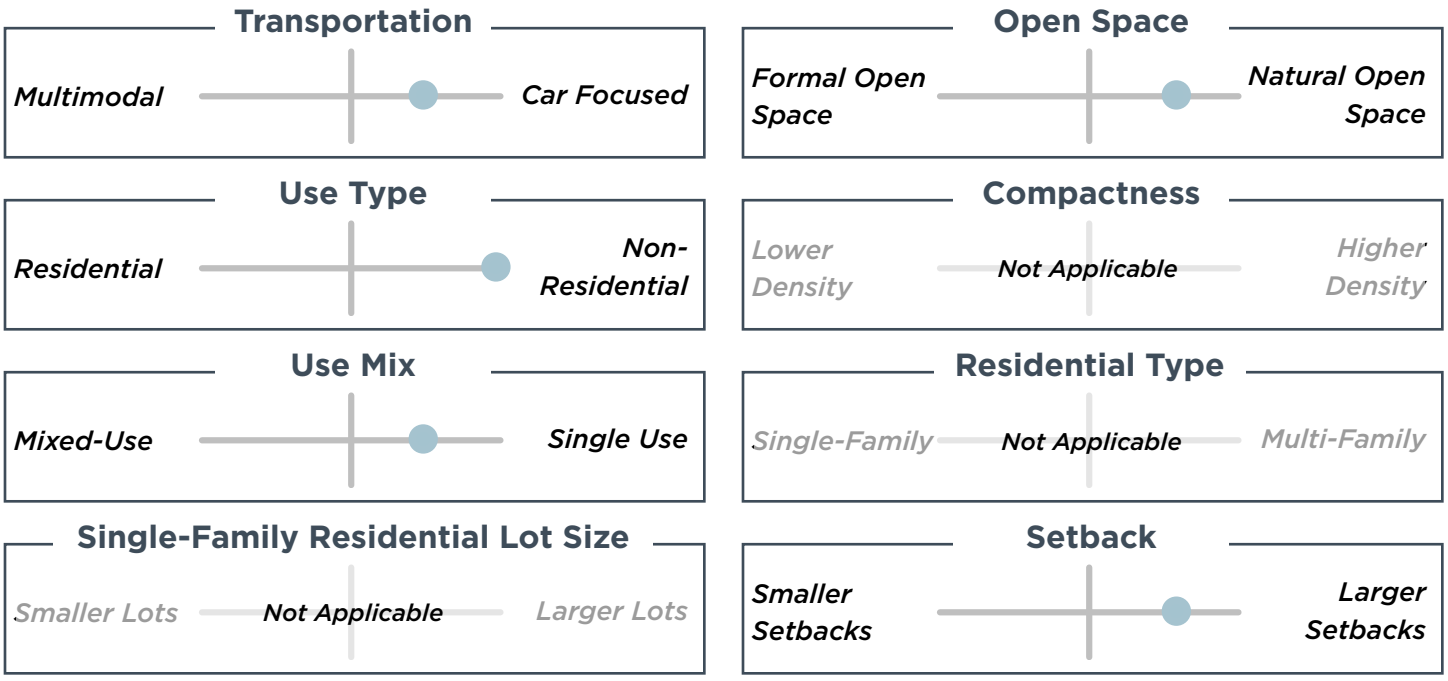
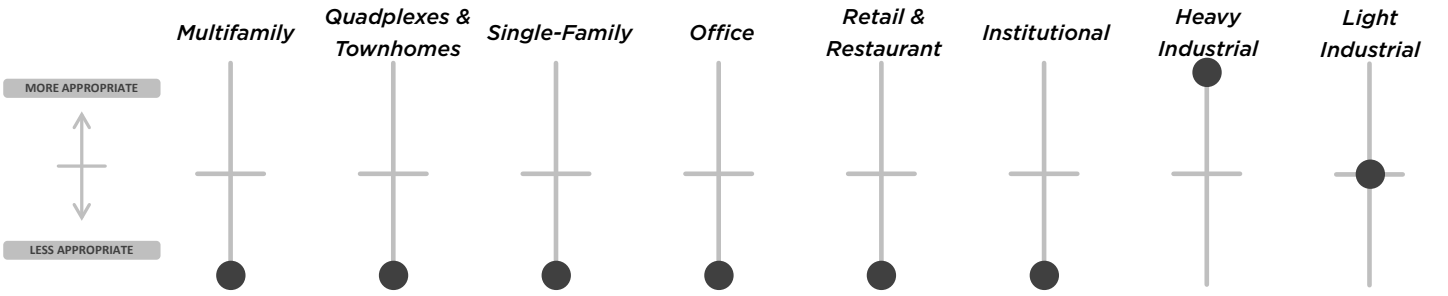


INDUSTRIAL (IN)

- Locate and/or buffer heavy industry uses to minimize offsite impacts to non-industrial uses to the extent possible.
- Accommodate the ingress and egress of heavy vehicle that support on-site industrial operations.
- Identify specific locations in the Study Area that have the appropriate infrastructure and buffers for large-scale industrial activity.

Appropriate Land Uses



Desired Characteristics

Transportation

Multimodal — *Car Focused*

Open Space

Formal Open Space — *Natural Open Space*

Use Type

Residential — *Non-Residential*

Compactness

Lower Density — *Not Applicable* — *Higher Density*

Use Mix

Mixed-Use — *Single Use*

Residential Type

Single-Family — *Not Applicable* — *Multi-Family*

Single-Family Residential Lot Size

Smaller Lots — *Not Applicable* — *Larger Lots*

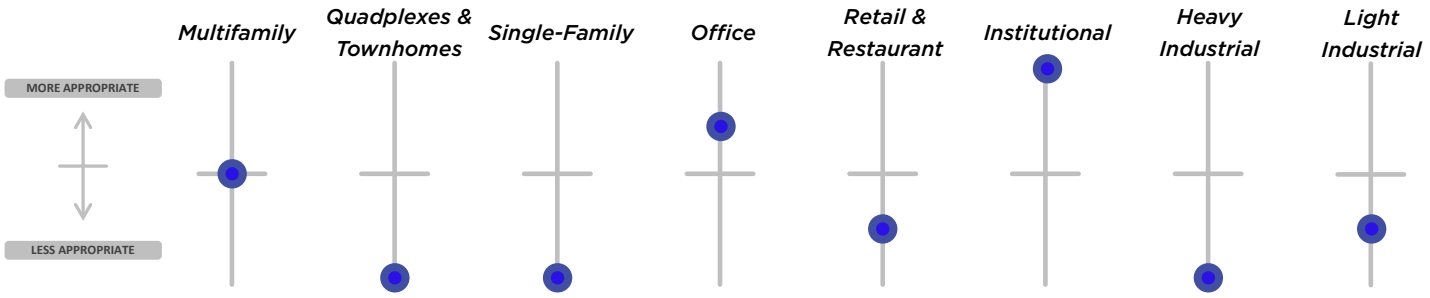
Setback

Smaller Setbacks — *Larger Setbacks*

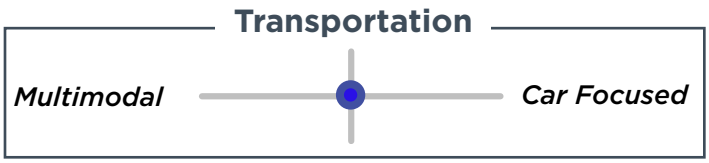
INSTITUTIONAL CAMPUS (IC)

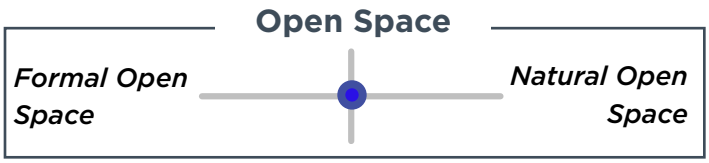
- Continue to leverage large-scale civic and institutional uses as areas well-positioned to create new job growth.
- Make traveling safer and more enjoyable within and to the campuses for those on foot and on bicycle.
- Encourage partnership opportunities for state-owned properties for which the City lacks building code oversight.
- Address the varying needs of these institutional campuses through policy.

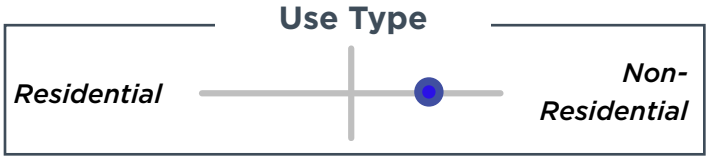
Appropriate Land Uses

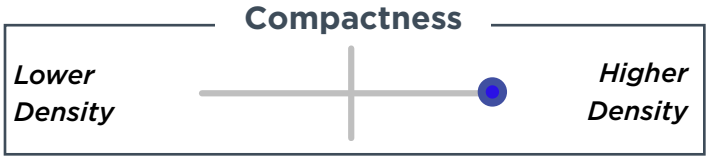


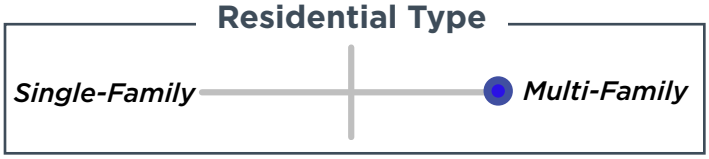
Desired Characteristics

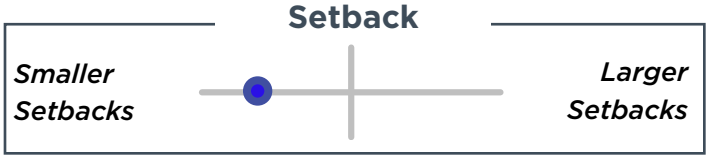








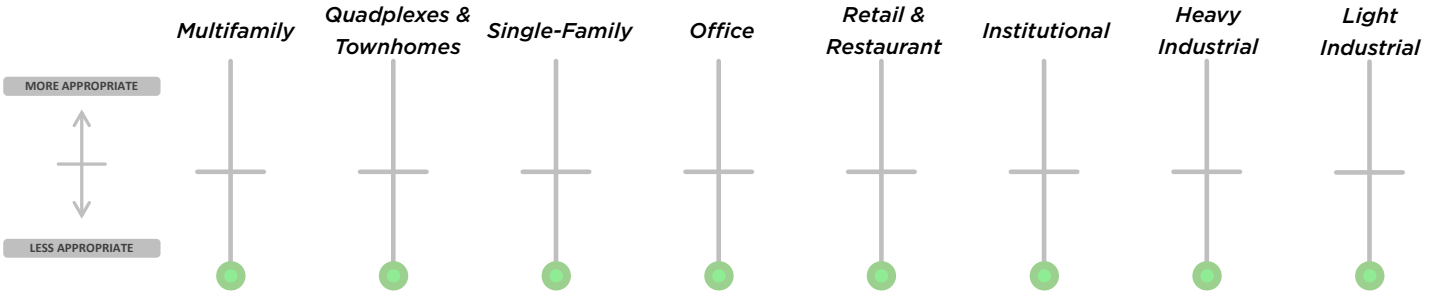




PARKS AND OPEN SPACE (OS)

- Highlight areas set aside as publicly accessible places for active and passive recreational uses.
- Encourage the passive use of the City's natural features as one way to connect people to the City's natural environment.
- This land use status will only be given to land that is already serving as parks and open space rather than projecting future needs.

Appropriate Land Uses



Desired Characteristics

Transportation

Multimodal — *Not Applicable* — *Car Focused*

Open Space

Formal Open Space — *Natural Open Space*

Use Type

Residential — *Not Applicable* — *Non-Residential*

Compactness

Lower Density — *Not Applicable* — *Higher Density*

Use Mix

Mixed-Use — *Not Applicable* — *Single Use*

Residential Type

Single-Family — *Not Applicable* — *Multi-Family*

Single-Family Residential Lot Size

Smaller Lots — *Not Applicable* — *Larger Lots*

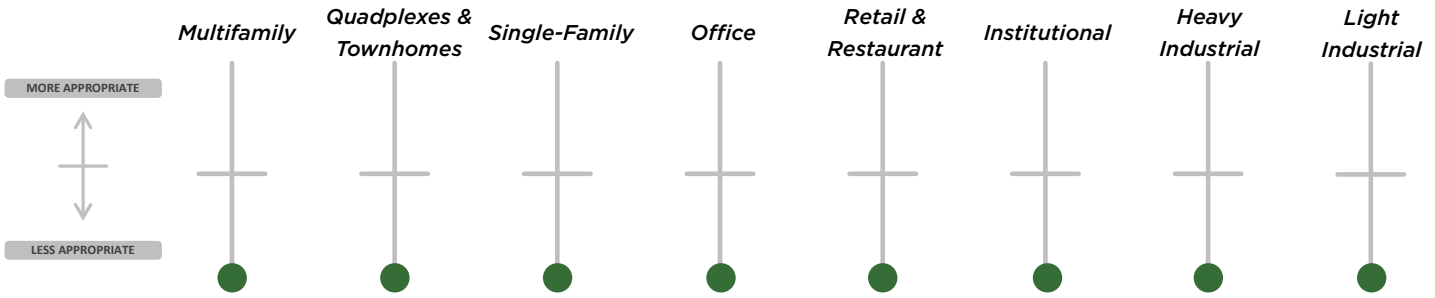
Setback

Smaller Setbacks — *Not Applicable* — *Larger Setbacks*

CONSERVATION (CO)

- Protect the long-term regional interests by conserving the most vulnerable land located in the flight safety zone and the flood hazard area.
- Discourage new development to improve regional resiliency.
- Manage current development to promote sustainable development and flood conscious design.

Appropriate Land Uses



Desired Characteristics

Transportation

Multimodal — *Car Focused*

Open Space

Formal Open Space — *Natural Open Space*

Use Type

Residential — *Not Applicable* — *Non-Residential*

Compactness

Lower Density — *Not Applicable* — *Higher Density*

Use Mix

Mixed-Use — *Not Applicable* — *Single Use*

Residential Type

Single-Family — *Not Applicable* — *Multi-Family*

Single-Family Residential Lot Size

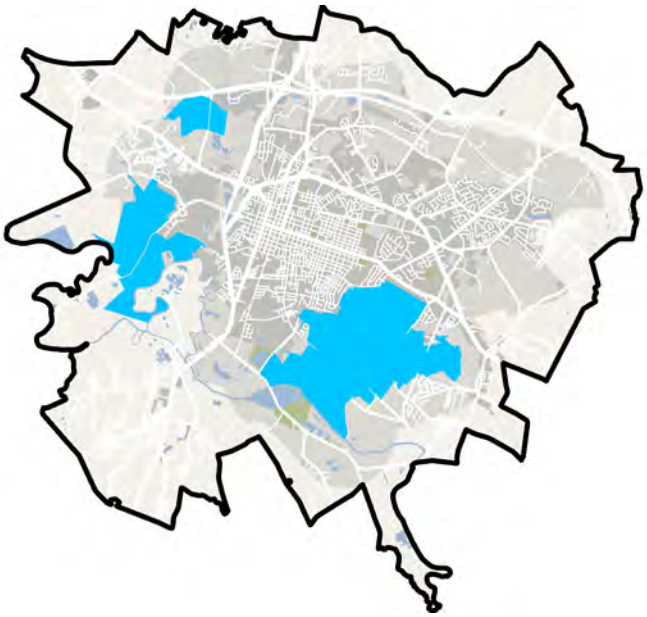
Smaller Lots — *Not Applicable* — *Larger Lots*

Setback

Smaller Setbacks — *Larger Setbacks*

SPECIAL DISTRICT (SD)

- Features unique places within the study area that are likely to have their own master plan now or in the future.
- Special Districts in the map include the Seymour Johnson Air Force Base, State Owned Prisons, and some major Medical Campuses with their own master plan.



Appropriate Land Uses

	Multifamily	Quadplexes & Townhomes	Single-Family	Office	Retail & Restaurant	Institutional	Heavy Industrial	Light Industrial
MORE APPROPRIATE ↕ LESS APPROPRIATE				Not Applicable				

Desired Characteristics

Transportation

Multimodal — **Not Applicable** — Car Focused

Open Space

Formal Open Space — **Not Applicable** — Natural Open Space

Use Type

Residential — **Not Applicable** — Non-Residential

Compactness

Lower Density — **Not Applicable** — Higher Density

Use Mix

Mixed-Use — **Not Applicable** — Single Use

Residential Type

Single-Family — **Not Applicable** — Multi-Family

Single-Family Residential Lot Size

Smaller Lots — **Not Applicable** — Larger Lots

Setback

Smaller Setbacks — **Not Applicable** — Larger Setbacks

GROW Policy Framework

This policy framework guides growth, development, and investment in alignment with the Future Land Use Map, community values, and long-term economic, environmental, and social well-being. It establishes a coordinated approach to managing change, ensuring growth is intentional and reflective of Goldsboro's vision. Together, these policies provide a consistent foundation for evaluating projects, updating regulations, and coordinating public and private actions. By linking policy and land use, the framework supports a cohesive and sustainable pattern of development.

Elevate How We GROW

GROW Strategy 1: Elevate how we GROW by managing growth and development.

G1.1 **Use the future land use map, policy framework, and other adopted planning documents when making zoning and permit approval decisions and creating future City plans.**

G1.2 **Update, modernize, and simplify the City's land development regulations.** *The City should conduct a review of the City of Goldsboro UDO and the County's land use regulatory ordinances to identify resolvable inconsistencies or conflicts between City/County regulations which may exist within the Goldsboro Urbanized Area.*

G1.3 **Support infill development.** *Infill development is development or redevelopment of land that has been bypassed, remained vacant, and/or is underused as a result of the continuing urban development process.*

G1.4 **Emphasize the repair of failing infrastructure systems in key infill areas.**

G1.5 **Review water and sewer extension policies to encourage public/private cooperation in the provision of infrastructure extensions**.

G1.6 **Consider Greyfield sites as candidates for redevelopment.** *Greyfield sites are developed sites that are economically and physically ripe for major redevelopment.*

GROW | Community Priority

Update, modernize, and simplify the City's land development regulations.

Goldsboro's land development regulations should be simplified and aligned with current community goals and development trends. A coordinated review of the City's Unified Development Ordinance and County standards within the Goldsboro Urbanized Area will help eliminate inconsistencies and outdated requirements.

Modernizing these regulations will create clearer expectations, streamline the development process, and support reinvestment across the City, not just in downtown. This approach will encourage quality development, reduce delays, and ensure future growth reflects Goldsboro's priorities while maintaining transparency and consistency.

GROW Strategy 2: Elevate how we GROW by diversifying our housing stock.

G2.1 **Analyze development standards for single-family, multifamily, and mixed-use zoning districts to ensure the standards are not prohibitive to new development and redevelopment**.

G2.2 **Conduct a area-wide housing market analysis with emphasis given to the consideration of affordable workforce housing.**

G2.3 **Evaluate changes to the density table to encourage more housing (e.g., townhomes, duplexes, and quadplexes) within single-family residential zoning districts.**

GROW Strategy 3: Elevate how we GROW by preserving our treasured spaces

G3.1 **Discourage commercial development that infringes on natural heritage and/or conservation areas.**

G3.2 **Support North Carolina legislative changes that will enable the transfer of development rights as an aid to the preservation of farmland and open space.**

G3.3 **Use existing information sources to identify and map potential wetlands.** *Existing wetlands information should be used when evaluating rezoning and other development requests; in planning for greenway corridors; and in developing long range land use plans. The City may make wetlands acquisition a priority in future expansion of City parks and recreation areas.*

G3.4 **Limit the disposal of toxic wastes, as defined in the US Environmental Protection Agency's Listing of Hazardous Substances and Priority Pollutants (developed pursuant to the Clean Water Act of 1977) within the City's planning jurisdiction.**

G3.5 **Prohibit the installation of underground storage tanks in the 100-year floodplain.**

G3.6 **Support the regulation of underground storage tanks to protect groundwater resources.**

G3.7 **Pursue grant funds which may assist with the preservation of agricultural lands.**

GROW Strategy 4: Elevate how we GROW by being fiscally responsible

G4.1 **Prioritize transparent budgets, efficient use of resources, and rigorous financial oversight to maintain fiscal sustainability.** *By implementing prudent financial practices and fostering accountability, the City aims to safeguard public funds, support essential services, and promote community trust.*

THRIVE

This section focuses on creating the conditions for people and neighborhoods across Goldsboro to thrive, today and into the future. A strong community depends on safe neighborhoods, access to services and education, and environments that support physical and social well-being.

As Goldsboro evolves, growth and investment must strengthen these foundations through coordinated and intentional action. This section highlights policies that address housing conditions, neighborhood stability, public safety, and access to opportunity, ensuring that improvements are targeted, measurable, and responsive to community needs.

Community input consistently emphasized the importance of reinvestment, safety, youth opportunities, and access to everyday services. Addressing these priorities requires aligning land use decisions, infrastructure, and community partnerships to support stronger and more connected neighborhoods.

The THRIVE chapter includes a policy framework focused on building stronger neighborhoods, enhancing safety, strengthening schools, and promoting health and wellness. Together, these policies guide how regulations, public investments, and partnerships can improve everyday life and support a more resilient and connected Goldsboro.

Engagement Spotlight

Community input highlighted strong interest in improving quality of life through safer neighborhoods, better housing conditions, and expanded access to services. Activities such as the Vision Board and "Big Ideas" submissions revealed consistent themes, including reinvestment in older neighborhoods, reducing crime, improving schools, and creating more opportunities for youth and families.

Workshop and survey feedback also emphasized the importance of access to everyday needs, such as grocery stores, housing options, and community spaces. Participants identified a need to address blight, improve infrastructure, and expand amenities that support daily life across all neighborhoods.

Together, these activities highlight a shared priority to invest in people and neighborhoods, strengthen community safety, and create a healthier, more connected Goldsboro.

WHAT WE HEARD | THRIVE PRIORITIES

- Housing & Neighborhood Investment
- Safety & Crime Reduction
- Parks, Recreation, & Community Spaces
- Schools & Youth Opportunities
- Food Access & Daily Needs

THRIVE Policy Framework

This policy framework guides decisions that shape daily quality of life by addressing housing conditions, public safety, education, and health. It establishes a coordinated approach that integrates land use, infrastructure, and community services to strengthen neighborhoods across Goldsboro.

Together, these policies provide a consistent foundation for implementing programs, updating regulations, and coordinating public and private efforts. By aligning actions across multiple systems, the framework supports safer neighborhoods, expanded opportunity, and improved access to services that residents rely on every day.

Over time, this coordinated approach helps create a healthier, more resilient community where investment in people and neighborhoods supports long-term quality of life across Goldsboro.

Elevate How We THRIVE

THRIVE Strategy 1: Elevate how we THRIVE by building stronger neighborhoods

T1.1 **Provide community services and facilities as incentives to stimulate population growth, tax base, and the economy.**

T1.2 **Continue to pursue available funding for rehabilitation or redevelopment and/or removal of substandard housing.** *Funding opportunities include Community Development, NC Housing Finance Agency, and US Department of Agriculture funds from state and federal sources.*

T1.3 **Enforce the City's minimum housing code to require the improvement or removal of substandard housing.**

T1.4 **Coordinate with the County on foreclosure and property disposition efforts to align code enforcement, acquisition, and redevelopment strategies.**

THRIVE Strategy 2: Elevate how we THRIVE by enhancing community safety

T2.1 **Prohibit the development of any industry within the 100-year floodplain that may pose a special risk to public health and safety.**

T2.2 **Consider issues relating to the promotion of public safety into the normal review process for development proposals.** *Themes associated with Crime Prevention through Environmental Design (CPTED) should be utilized to improve upon overall community safety and appearance. This effort should address a range of issues including lighting, building deterioration, increasing "eyes on the street", and open space design.*

T2.3 **Ensure the development and location of police and fire stations are strategically planned to enhance community safety, maintaining accessibility and rapid response times across all neighborhoods.** *Emergency services infrastructure will be prioritized in areas prone to higher risks to public health and safety.*

THRIVE Strategy 3: Elevate how we THRIVE by strengthening our schools

T3.1 **Consider prohibiting the development of conflicting incompatible land uses in the vicinity of all public and private school sites.**

T3.2 **Support the pursuit of educational grants to subsidize local continuing education by nearby colleges and universities and to support community education programs.**

T3.3 **Collaborate with local educational institutions to strengthen schools and enhance educational opportunities.** *This effort will focus on improving school facilities, advancing educational programs, supporting teacher development, and fostering partnerships with community organizations to provide additional resources and support for students.*

Strategy 4: Thrive 4: Elevate how we THRIVE by creating a healthier community

T4.1 **Revise ordinances to offer incentives to developers who include grocery stores or fresh food markets in new development.**

T4.2 **Make farmers' markets and urban agriculture an allowed use in specific zones.**

T4.3 **Partner to create a Community Garden Produce and Education Organization to establish, maintain, and educate residents in areas in need of physical activity and healthy foods.**

THRIVE | Community Priority

Create a healthier community.

A healthier Goldsboro depends on coordinated actions that expand access to healthy food and support active, connected communities across the city. These efforts focus on removing barriers, strengthening partnerships, and aligning land use policies with everyday needs, especially in underserved neighborhoods where access to services remains limited.

Achieving this goal requires a coordinated approach that connects land use, public investment, and community-based programs. Integrating these efforts with broader initiatives related to housing, transportation, and neighborhood reinvestment ensures that health and wellness remain central to how communities grow and evolve.

Supporting Actions

- Revise development regulations to incentivize grocery stores and fresh food markets
- Allow farmers' markets and urban agriculture in targeted zoning districts
- Partner to establish and expand community gardens and food education programs
- Prioritize food access and health outcomes in areas with limited services

Together, these actions improve access to fresh, affordable food while supporting physical activity and community connections. By linking land use, partnerships, and programming, Goldsboro can promote better health outcomes, strengthen neighborhoods, and enhance quality of life across the city.

PROSPER

PROSPER guides how Goldsboro will manage growth, development, and investment in alignment with the Future Land Use Map and community priorities. It establishes a coordinated approach to shaping where and how growth occurs, ensuring development supports long-term economic, environmental, and community outcomes.

Building on each of the guiding principles, these actions provide direction for making decisions about land use, infrastructure, and development patterns across the City. They reflect a balanced approach that supports both new growth and reinvestment in existing areas, helping Goldsboro adapt to changing economic conditions while maintaining its character and identity.

PROSPER seeks a consistent foundation for evaluating development proposals, updating regulations, and coordinating public and private actions. By aligning land use decisions, infrastructure investments, and regulatory tools, the framework supports more intentional and sustainable economic growth across Goldsboro.

As the City continues to evolve, this framework helps direct reinvestment, support new development, and ensure that economic investment contributes to stronger neighborhoods, expanded housing options, and efficient use of public resources. By linking planning decisions with long-term priorities, Goldsboro can guide growth in a way that is both strategic and responsive to community needs.

Engagement Spotlight

Community input revealed a strong desire for more economic opportunity, including higher-paying jobs, support for local businesses, and expanded industries. “Big Ideas” submissions consistently called for revitalizing vacant buildings, expanding downtown energy, and creating new destinations that attract both residents and visitors.

These ideas were reinforced through mapping activities, where participants identified specific areas for investment, including downtown, key corridors, and underutilized sites across the city. Together, this input highlights the importance of aligning economic strategies with targeted locations that can support jobs, business growth, and long-term investment.

WHAT WE HEARD | BIG IDEAS TO TARGETED INVESTMENT LOCATIONS

Key priorities such as jobs, downtown energy, and redevelopment can be translated into targeted investment locations across Goldsboro to support long-term economic growth.

Community Priortiies	Investment Locations
• Jobs & Workforce Opportunities	• Downtown and adjacent neighborhoods
• Small Business Growth	• Key corridors and gateways
• Downtown Expansion	• Industrial and employment areas
• Entertainment & Destinations	• Underutilized sites and infill areas
• Redevelopment of Vacant Sites	

PROSPER Policy Framework

The Policy Framework translates Goldsboro's vision and guiding principles into clear, actionable direction for strengthening economic vitality and expanding opportunity. It builds on prior planning efforts and is informed by the City's Economic Visioning Forum, which identified key economic drivers, gaps, and priorities to guide future growth and investment.

The framework reflects this input by focusing on expanding downtown activity, supporting small business growth, strengthening industrial and employment opportunities, and leveraging community assets such as transportation, Seymour-Johnson Air Force Base, and local institutions. It also responds to identified needs for revitalization beyond downtown, improved coordination among partners, and enhanced quality of life to attract and retain residents and businesses.

Organized around key focus areas, these policies guide how the City aligns public investment, private development, and economic development initiatives. By linking implementation to community priorities and regional opportunities, the PROSPER Policy Framework supports job creation, strengthens downtown as a community anchor, and positions Goldsboro for long-term economic resilience and competitiveness.

Elevate How We PROSPER

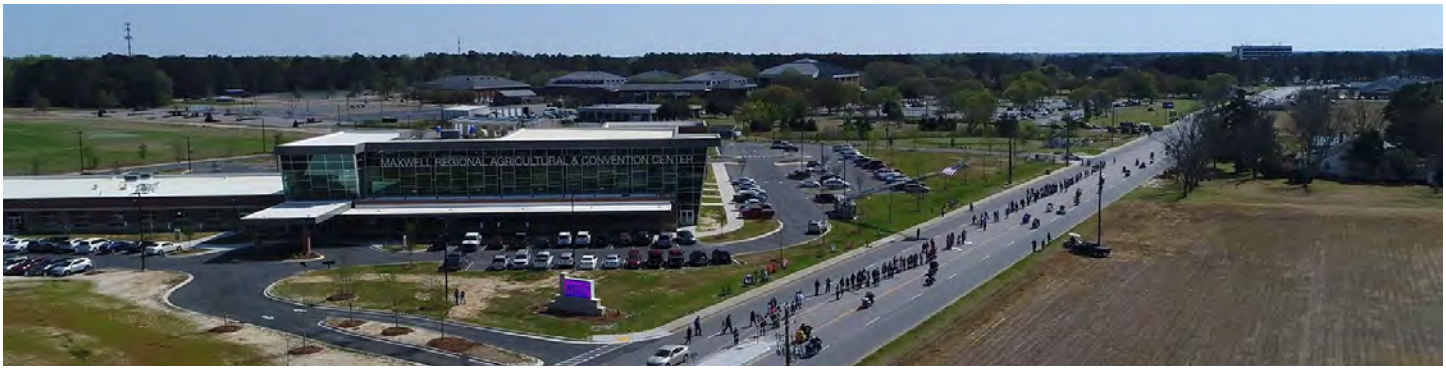
PROSPER Strategy 1: Elevate how we PROSPER by leveraging downtown as a community anchor

P1.1 **Develop and adopt a 10-year Downtown Goldsboro Master Plan to guide future development, reinvestment, and coordinated public and private investment strategies.**

P1.2 **Pursue the expansion and development of the downtown area surrounding Center Street to capitalize on the existing momentum and growth.** *This initiative will aim to enhance economic opportunities, foster a vibrant community atmosphere, and improve infrastructure to support increased activity and investment in the area.*

P1.3 **Expand wayfinding (signage) to support accessibility to key areas such as the school campuses and the downtown area.**

P1.4 **Promote and support events and community gatherings in the downtown area to improve the quality of life for residents, boost tourism, and activate the downtown space.** *By fostering a vibrant, dynamic environment through regular events, the City aims to create a thriving community hub that attracts visitors and encourages local engagement.*



PROSPER Strategy 2: Elevate how we PROSPER by building a resilient local economy

P2.1 **Support economic and community development initiatives that capitalize upon, maintain, and enhance the district Central Business Districts character.**

P2.2 **Support the creation of additional industrial parks areas.** *When possible, this effort should be accomplished through the consolidation of existing, underutilized industrial properties, including brownfield sites. Industrial parks should impose setbacks, design guidelines and performance standards to ensure quality development. Technology and support office uses should be allowed, but retail uses should be limited to support retail services. Support offices should be allowed as a matter of right.*

P2.3 **Undertake various activities to bolster economic development.** *These include developing and expanding local incentives to attract industry, inventorying unused business facilities, supporting the maintenance and enhancement of water, sewer, and other critical infrastructure, and strengthening incubator programs for startup businesses. Additionally, fostering the development of industries that integrate with the agricultural economy, considering tax increment financing as a means of incentive, supporting businesses involved in technology production, promoting awareness of service industry opportunities catering to tourists, facilitating the cleanup of brownfield sites, and increasing opportunities for employment and procurement through local vendors, both public and private, are essential components of this initiative.*

P2.4 **Pursue funding for the cleanup of industrial property brownfield sites.**

P2.5 **Continue to support agriculture as a valuable part of the Urbanized Area's economy.**

PROSPER Strategy 3: Elevate how we PROSPER by leveraging community assets

P3.1 **Consider the rezoning of underutilized industrial properties to other zoning categories that may be consistent with this plan's goals.**

P3.2 **Actively recruit and retain a younger workforce to the City by enhancing cultural and recreational opportunities and diverse affordable workforce housing.**

P3.3 **Revise minimum and maximum parking standards to protext valuable infill land by reducing the need for large surface lots.**

PROSPER Strategy 4: Elevate how we PROSPER by promoting ourselves externally

P4.1 **Continue to support the activities of the North Carolina Division of Travel and Tourism, specifically monitoring the growth of tourism-related industry and efforts to promote tourism-related commercial activity**

P4.2 **Develop a sports tourism policy that recognizes City assets / efforts as well as possible partnerships within Wayne County.** *Off road vehicles should be considered as part of the regional draw to Goldsboro.*

P4.3 **Market the City's natural assets, such as the Neuse River natural areas, as regional attractions to support ecotourism.**

PROSPER | Community Priority

Pursue the expansion and development of the downtown area surrounding Center Street to capitalize on the existing momentum and growth.

This policy builds on strong local support for Downtown Goldsboro as a hub of activity and investment. Community input consistently emphasized the importance of expanding downtown's energy beyond Center Street into adjacent areas that can strengthen and complement the core.

Supporting Actions

- Expand reinvestment into blocks surrounding Center Street, focusing on infill development and revitalization of underperforming properties
- Support mixed-use development that integrates housing, retail, office, and public spaces to create a more active and livable downtown
- Improve connectivity between downtown and surrounding neighborhoods through enhanced streetscapes, pedestrian access, and wayfinding
- Prioritize redevelopment of vacant and underutilized buildings to support new businesses, housing opportunities, and adaptive reuse

Targeted investment in these areas supports additional housing, businesses, and public spaces that contribute to a more active and connected downtown environment. Focusing on infill development, placemaking, and connectivity helps extend downtown vibrancy while reinforcing its identity and character.

Over time, strengthening the areas around Center Street supports business growth, increases foot traffic, and creates more opportunities for residents and visitors. A more connected and active downtown positions Goldsboro to attract investment, support local businesses, and sustain long-term economic vitality..

MOVE

MOVE focuses on how people travel within and through Goldsboro and how the transportation system connects residents, visitors, and businesses to the places that matter most. Mobility is not only about moving vehicles efficiently, but also about creating a connected network of streets, sidewalks, trails, and transit options that support daily life and economic activity.

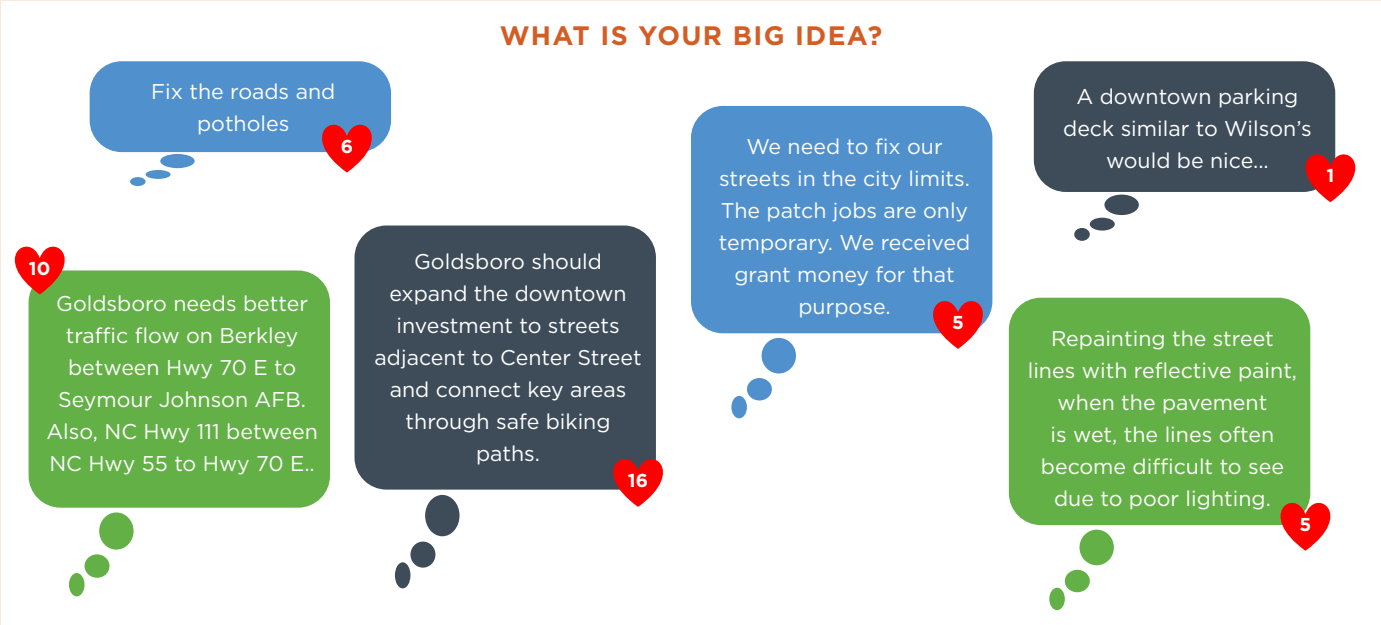
As Goldsboro continues to grow, transportation investments must balance safety, accessibility, and choice. Strengthening connections across neighborhoods, downtown, employment centers, and community destinations is essential to supporting a more connected and functional city.

Community input emphasized the need for safer streets, improved walkability, and more opportunities to bike and travel without relying solely on a car. These priorities are reinforced by the ongoing work of the Goldsboro Metropolitan Planning Organization and a range of adopted transportation plans and initiatives that guide investment, coordination, and long-term mobility decisions.

This section builds on that foundation by highlighting strategies to improve connectivity, expand transportation options, and enhance the network of streets, sidewalks, and trails. Together, these efforts support a transportation system that is safe, flexible, and responsive to Goldsboro's long-term growth and quality of life goals

Engagement Spotlight

Website visitors shared their "big idea" for Goldsboro. Participants could like ideas to show their support. While submissions touched on all elements of the comprehensive plan, many focused on how people move throughout the city. These ideas, along with the number of likes they received, are shown in the graphic below.



MOVE Policy Framework

The MOVE Policy Framework translates the community's vision and guiding principles into clear, actionable direction for how people travel and connect across Goldsboro. These policies guide decisions that improve safety, expand transportation choices, and strengthen connections between neighborhoods, destinations, and activity centers.

Organized around key focus areas, the framework supports connecting people to places, improving street design, expanding travel options, and enhancing the network of sidewalks, trails, and greenways. These policies build on the work of the Goldsboro MPO and adopted plans such as the Metropolitan Transportation Plan and Bicycle, Pedestrian, and Greenway Plan, aligning local actions with regional priorities.

Together, these policies provide a consistent foundation for evaluating projects, coordinating local and regional efforts, and aligning investments with community priorities. By linking implementation with adopted plans and long-term goals, the framework supports a transportation system that is safe, accessible, and connected.

Elevate How We MOVE

MOVE Strategy 1: Elevate how we MOVE by connecting people to places

M1.1 **Prioritize areas identified on the Future Land Use Map as mixed-use or activity-focused for the gradual transition of auto-oriented, single-use development patterns into compact, walkable districts or nodes.** *These areas should support a complementary mix of residential, commercial, employment, and civic uses and be designed to safely and conveniently accommodate pedestrians, bicyclists, transit, and automobiles.*

M1.2 **Consider incentivizing mixed use and high density residential uses in coordination with GATEWAY Transit stops to promote transit-oriented development.**

MOVE Strategy 2: Elevate how we MOVE by creating better streets

M2.1 **Support and implement action items contained in the Goldsboro Metropolitan Transportation Plan.**

M2.2 **Residential subdivisions generating 100 or more peak hour trips shall be required to prepare a traffic impact analysis/study, including mitigative action to reduce impact.**

M2.3 **Consider the development and adoption of a complete streets policy.** *This policy should focus on providing a wide range of transportation options including: access to transit, bicycling lanes and sharrows, and pedestrian access facilities. Increased attention should be given to streets programmed for resurfacing and/or expansion.*

MOVE Strategy3: Elevate how we MOVE by offering more choice in transportation

M3.1 Set measurable goals for increasing transit, pedestrian, and bicycle travel mode share.

M3.2 Prioritize street and sidewalk improvements adjacent to existing school and institutional sites.

M3.3 Continue to support and implement action items contained in the 2010 GATEWAY Transit Community Transportation Service Plan (CTSP).

M3.4 Connect and complete the City's sidewalk network to create a safe, continuous, and accessible pedestrian system for all users.

MOVE Strategy 4: Elevate how we MOVE by enhancing our network of trails

M4.1 Continue to support and implement action items contained in the Goldsboro Bicycle, Pedestrian and Greenway Plan.

M4.2 Focus planning for open space corridors, greenways, and other low-intensity uses on areas within the 100-year floodplain and other underutilized sites.

MOVE | Community Priority

Connect and complete the City's sidewalk network to create a safe, continuous, and accessible pedestrian system for all users.

A connected sidewalk network is essential to improving safety, mobility, and access across Goldsboro. Community input consistently highlighted gaps in sidewalks, limited crossings, and barriers that make it difficult to walk safely to schools, parks, downtown, and everyday destinations.

Closing these gaps requires a coordinated and intentional approach that prioritizes continuity, accessibility, and investment where needs are greatest. Addressing these deficiencies will improve how residents move through their neighborhoods and connect to the places they rely on most each day.

Supporting Actions

- Complete missing sidewalk segments to create a continuous and accessible network across neighborhoods
- Prioritize improvements near schools, parks, downtown, and transit stops to support daily trips
- Upgrade crossings, lighting, and pedestrian safety features along key corridors
- Coordinate sidewalk investments with roadway, trail, and transit improvements

Expanding and connecting the sidewalk system creates a more reliable network for pedestrians of all ages and abilities, improving safety, increasing access to community destinations, and reducing reliance on vehicles for short trips. By linking sidewalks with broader mobility investments, Goldsboro can strengthen neighborhood connectivity, support economic activity, and create a more accessible and inclusive transportation system.

ENGAGE

ENGAGE focuses on how Goldsboro works with residents, organizations, and partners to shape the City's future and strengthen community trust. Engagement is not only about sharing information or collecting feedback. It is about creating meaningful opportunities for people to participate in decisions that affect their neighborhoods, institutions, and daily lives.

As Goldsboro grows and changes, effective engagement must be inclusive, consistent, and responsive. Clear communication, strong partnerships, and accessible ways to participate are essential to ensuring that community input informs decisions and builds shared understanding.

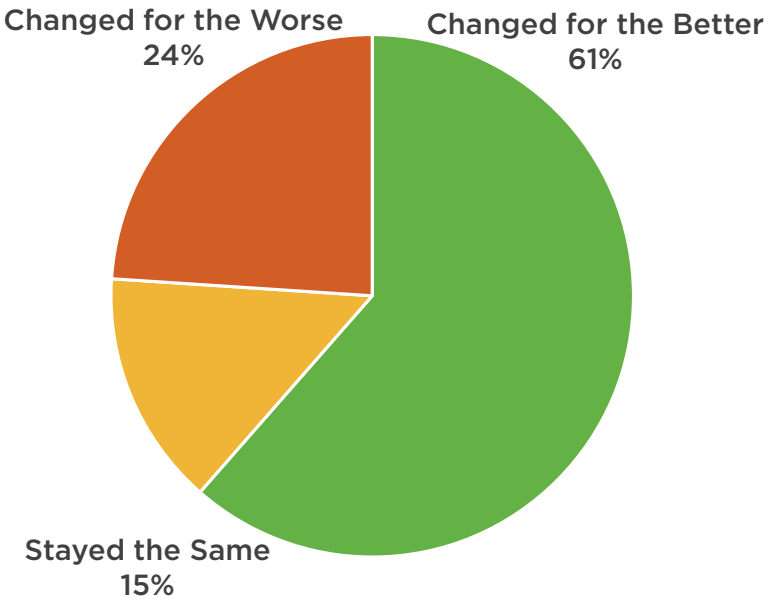
Community input highlighted the importance of better communication, more opportunities for involvement, and a stronger connection between public input and outcomes. Residents also emphasized the need to celebrate Goldsboro's history, strengthen partnerships, and create more opportunities for people to connect.

This section highlights strategies to improve communication, expand participation, strengthen partnerships, and increase transparency in decision-making. Together, these efforts support a more informed, connected, and engaged community across Goldsboro.

Engagement Spotlight

As part of the engagement process, residents were asked to reflect on how Goldsboro has changed over the last 10 years. While most respondents felt the community has changed for the better, many also expressed a desire for stronger communication and more opportunities to engage with the City moving forward.

IN THE LAST 10 YEARS, DO YOU THINK GOLDSBORO HAS...



ENGAGE Policy Framework

The ENGAGE Policy Framework translates the community's vision and guiding principles into clear, actionable direction for how Goldsboro builds relationships, communicates with residents, and supports meaningful participation in decision-making. These policies guide how the City shares information, gathers input, and works with partners to shape outcomes.

Organized around key focus areas, the framework supports celebrating Goldsboro's history, strengthening partnerships, expanding opportunities for connection, and improving transparency. These efforts help ensure that engagement is inclusive, accessible, and reflective of community values.

Together, these policies provide a consistent foundation for guiding programs, partnerships, and decision-making processes. By aligning engagement efforts with community priorities, the framework helps build trust, strengthen relationships, and support a more connected and responsive Goldsboro.

Elevate How We ENGAGE

ENGAGE Strategy 1: Elevate how we ENGAGE by embracing our history.

E1.1 **Commemorate and celebrate the City's rich history through public events, educational programs, and community initiatives.** *By honoring our past, the City aims to foster a sense of pride and connection among residents, promoting an understanding and appreciation of the historical milestones that have shaped our community.*

E1.2 **Preserve architectural heritage to ensure historic buildings are maintained and restored for future generations.** *The City should support the local historic preservation boards efforts.*

E1.3 **Protect natural heritage sites and conservation lands from negative impacts resulting from development.**

E1.4 **Mandate public works projects and redevelopment efforts to preserve significant architectural details and archaeological sites.**

ENGAGE Strategy 2: Elevate how we ENGAGE by fostering partnerships.

E2.1 **Coordinate with Seymour Johnson Air Force Base on development activity that may affect the permitted uses of land within its jurisdiction.** *Comments or analysis provided by the base regarding the compatibility of the proposed zoning change should to City Council at the public hearing held for the request.*

E2.2 **Coordinate the development of recreational facilities with the Wayne County Public Schools.**

E2.3 **Foster community partnerships by actively collaborating with local organizations, businesses, and residents.** *The City should support initiatives that encourage joint efforts to address community needs, enhance public services, and promote shared goals. By building strong, cooperative relationships, we strive to create a united and resilient community that thrives on mutual support and engagement.*

ENGAGE Strategy 3: Elevate how we ENGAGE by recreating more.

E3.1 **Continue to support and implement action items contained in the Goldsboro Parks and Recreation Master Plan.**

E3.2 **Explore ways to add socially-focused programs for young adults.**

E3.3 **Consider the development of neighborhood pocket parks in underserved areas.**

ENGAGE Strategy 4: Elevate how we ENGAGE by being more transparent.

E4.1 **Continue to engage the community regarding Elevate Goldsboro and will retain comments received as input for future updates.**

E4.2 **The City and County Planning Boards, staff, and councils should consult this plan concerning all decisions, including rezoning and subdivision approvals, which will affect residential land use, including impact on existing residential areas.**

E4.3 **Continue to explore ways to increase transparency in governmental operations and decision-making processes.** *The City should prioritize open communication, provide easy access to public records, and ensure that information about policies, budgets, and projects is readily available to residents. By fostering transparency, the City aims to build trust, encourage community involvement, and enhance accountability in our governance.*

E4.4 **Seek formal support from the County for implementation of this plan to ensure alignment of priorities, coordinated investment, and consistency across jurisdictions.** *County support should include collaboration on funding, project delivery, and policy alignment to advance shared transportation and land use goals.*

E4.5 **Pursue adoption of this plan by the Metropolitan Planning Organization (MPO) to integrate its recommendations into regional transportation planning, funding programs, and prioritization processes.**

E4.6 **Monitor and report progress on implementation of this plan on an annual basis.**

ENGAGE | Community Priority

Consider the development of neighborhood pocket parks in underserved areas.

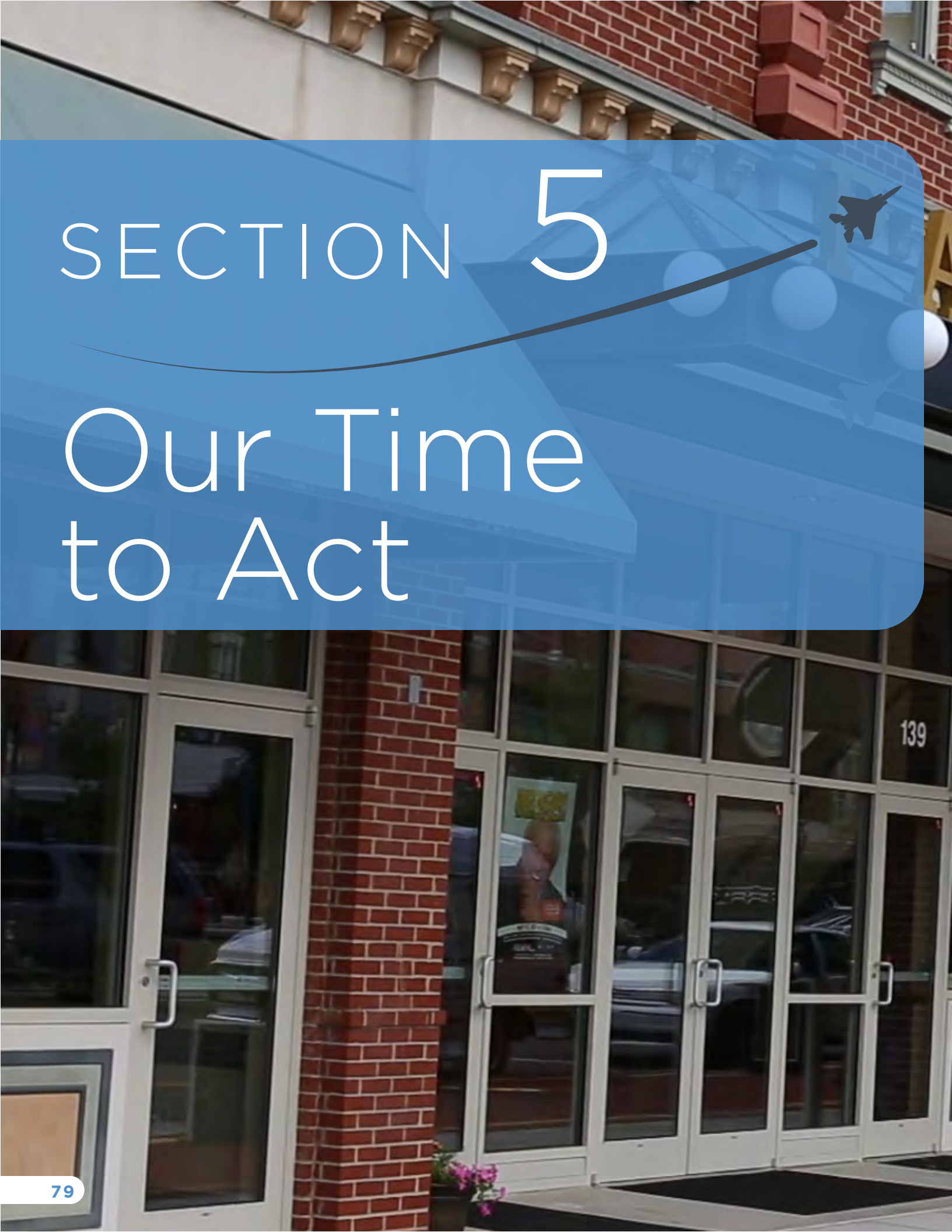
Accessible outdoor spaces play an important role in fostering community connections and supporting quality of life across Goldsboro. Community input highlighted gaps in access to parks and safe outdoor spaces, particularly in neighborhoods where residents have limited opportunities to gather, recreate, and connect.

Addressing these gaps requires a targeted approach that prioritizes small-scale, neighborhood-focused investments and builds on partnerships to expand access in underserved areas.

Supporting Actions

- Develop neighborhood pocket parks in underserved areas to improve access to nearby recreation
- Repurpose vacant or underutilized parcels into small-scale community spaces
- Expand partnerships to support programming, maintenance, and shared use of recreational spaces
- Design spaces that support everyday use, including seating, shade, play features, and flexible gathering areas

Expanding access to neighborhood parks helps create more opportunities for daily activity, informal gathering, and connection to nature. By focusing on neighborhood-scale investments and coordinating with community partners, Goldsboro can strengthen social connections, improve access to public space, and create more inclusive and connected neighborhoods.



SECTION 5

Our Time to Act

PLAY
DO IT
DOWNTOWN
GOLDSBORO

Implementation Strategy

Successful implementation of Elevate Goldsboro will depend on a range of factors, including available resources, staff capacity, and funding. While the City can directly influence many actions, external conditions such as market trends and regional dynamics will also shape how and when progress occurs. Advancing the Plan will require coordinated efforts among the City, partner agencies, and the private sector, reinforcing the importance of collaboration in achieving long-term outcomes.

Implementation Matrix

The implementation matrix provides a flexible tool for tracking progress on individual actions and the Plan as a whole. It organizes strategies and actions in a clear, structured format while allowing the City to adjust priorities as conditions change. This approach supports consistent decision-making, helps align resources with priorities, and creates a transparent framework for advancing Elevate Goldsboro over time.

TYPE OF ACTION

Places the actions into one of four categories:

- Program/Initiative
- Policy/Regulation
- Project/Investment
- Plan/Study

TIMEFRAME

Describes when effort on the action should begin (Initiation) and whether the action is stand alone or ongoing (Duration)

Initiation

- Short-Term (0-5 years)
- Mid-Term (6-10 years)

Duration

- Standalone
- Recurring

RESPONSIBILITIES

Identifies who needs to lead or support each action

- AD - Administration
- DS - Development Services
- PS - Public Safety
- PW - Public Works
- RE - Recreation
- UT - Utilities

RESOURCES

Provides a general sense of the time and funding resources necessary for each action by indicating low, medium, or high

Time		Cost
	LOW	
	MEDIUM	
	HIGH	

COMMUNITY PRIORITIES

Highlights the actions that received the most votes at the community workshops in March 2026

Community Priority

GROW

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy GROW 1: Elevate how we GROW by managing growth and development.								
G1.1	Use the future land use map, policy framework, and other adopted planning documents when making zoning and permit approval decisions and creating future City plans.							
	Policy / Regulation	SHORT TERM		DS	AD			
G1.2	Update, modernize, and simplify the City's land development regulations.							
	Project / Investment	MID TERM		DS	AD			
G1.3	Support infill development.							
	Project / Investment	SHORT TERM		DS	AD			
G1.4	Emphasize the repair of failing infrastructure systems in key infill areas.							
	Policy / Regulation	MID TERM		PW	UT			
G1.5	Review water and sewer extension policies to encourage public/private cooperation in the provision of infrastructure extensions.							
	Policy / Regulation	MID TERM		DS	PW			
G1.6	Consider Greyfield sites as candidates for redevelopment. Greyfield sites are developed sites that are economically and physically ripe for major redevelopment.							
	Project / Investment	SHORT TERM		DS	AD			

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy GROW 2: Elevate how we GROW by diversifying our housing stock								
G2.1	Analyze development standards for single-family, multifamily, and mixed-use zoning districts to ensure the standards are not prohibitive to new development and redevelopment.							
	Policy / Regulation	SHORT TERM		DS	AD			
G2.2	Conduct a area-wide housing market analysis with emphasis given to the consideration of affordable workforce housing.							
	Plan / Study	SHORT TERM		DS	AD			
G2.3	Evaluate changes to the density table to encourage more housing (e.g., townhomes, duplexes, and quadplexes) within single-family residential zoning districts.							
	Policy / Regulation	MID TERM		DS	AD			
Strategy GROW 3: Elevate how we GROW by preserving our treasured spaces								
G3.1	Discourage commercial development that infringes on natural heritage and/or conservation areas.							
	Policy / Regulation	SHORT TERM		DS	AD			
G3.2	Support North Carolina legislative changes that will enable the transfer of development rights as an aid to the preservation of farmland and open space.							
	Policy / Regulation	MID TERM		DS	AD			
G3.3	Use existing information sources to identify and map potential wetlands.							
	Policy / Regulation	MID TERM		DS	AD			
G3.4	Limit the disposal of toxic wastes, as defined in the US Environmental Protection Agency's Listing of Hazardous Substances and Priority Pollutants (developed pursuant to the Clean Water Act of 1977) within the City's planning jurisdiction.							
	Policy / Regulation	SHORT TERM		PW	UT			
G3.5	Prohibit the installation of underground storage tanks in the 100-year floodplain.							
	Policy / Regulation	SHORT TERM		PW	UT			

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy GROW 3: Elevate how we GROW by preserving our treasured spaces (continued)								
G3.6	Support the regulation of underground storage tanks to protect groundwater resources.							
	Policy / Regulation	SHORT TERM		**PW**	**UT**			
G3.7	Pursue grant funds which may assist with the preservation of agricultural lands.							
	Project / Investment	SHORT TERM		**DS**	**AD**			
Strategy GROW 4: Elevate how we GROW by being fiscally responsible								
G4.1	Prioritize transparent budgets, efficient use of resources, and rigorous financial oversight to maintain fiscal sustainability.							
	Program / Initiative	SHORT TERM		**DS**	**AD**			

THRIVE

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy THRIVE 1: Elevate how we THRIVE by building stronger neighborhoods.								
T1.1	Provide community services and facilities as incentives to stimulate population growth, tax base, and the economy.							
	Program / Initiative	MID TERM		DS	AD			
T1.2	Continue to pursue available funding for rehabilitation or redevelopment and/or removal of substandard housing.							
	Project / Investment	SHORT TERM		DS	AD			
T1.3	Enforce the City's minimum housing code to require the improvement or removal of substandard housing.							
	Policy / Regulation	MID TERM		DS	AD			
T1.4	Coordinate with the County on foreclosure and property disposition efforts to align code enforcement, acquisition, and redevelopment strategies.							
	Program / Initiative	SHORT TERM		DS	AD			
Strategy THRIVE 2: Elevate how we THRIVE by enhancing community safety								
T2.1	Prohibit the development of any industry within the 100-year floodplain that may pose a special risk to public health and safety.							
	Policy / Regulation	SHORT TERM		PW	UT			
T2.2	Consider issues relating to the promotion of public safety into the normal review process for development proposals.							
	Policy / Regulation	MID TERM		PS	PW			
T2.3	Ensure the development and location of police and fire stations are strategically planned to enhance community safety, maintaining accessibility and rapid response times across all neighborhoods.							
	Project / Investment	MID TERM		PS	AD			

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy THRIVE 3: Elevate how we THRIVE by enhancing community safety								
T3.1	Consider prohibiting the development of conflicting incompatible land uses in the vicinity of all public and private school sites.							
	Policy / Regulation	SHORT TERM		DS	AD			
T3.2	Support the pursuit of educational grants to subsidize local continuing education by nearby colleges and universities and to support community education programs.							
	Program / Initiative	SHORT TERM		DS	AD			
T3.3	Collaborate with local educational institutions to strengthen schools and enhance educational opportunities.							
	Program / Initiative	MID TERM		DS	AD			
Strategy THRIVE 4: Elevate how we THRIVE by creating a healthier community								
T4.1	Revise ordinances to offer incentives to developers who include grocery stores or fresh food markets in new development.							
	Policy / Regulation	MID TERM		DS	AD			
T4.2	Make farmers' markets and urban agriculture an allowed use in specific zones.							
	Policy / Regulation	SHORT TERM		DS	AD			
T4.3	Partner to create a Community Garden Produce and Education Organization to establish, maintain, and educate residents in areas in need of physical activity and healthy foods.							
	Program / Initiative	MID TERM		DS	AD			

PROSPER

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy PROSPER 1: Elevate how we PROSPER by leveraging downtown as a community anchor								
P1.1	Develop and adopt a 10-year Downtown Goldsboro Master Plan to guide future development, reinvestment, and coordinated public and private investment strategies.							
	Plan / Study	SHORT TERM	●	DS	AD	M	$	
P1.2	Pursue the expansion and development of the downtown area surrounding Center Street to capitalize on the existing momentum and growth.							
	Project / Investment	MID TERM	↻	DS	AD	H	$	
P1.3	Expand wayfinding (signage) to support accessibility to key areas such as the school campuses and the downtown area.							
	Project / Investment	SHORT TERM	●	DS	PW	M	$	
P1.4	Promote and support events and community gatherings in the downtown area to improve the quality of life for residents, boost tourism, and activate the downtown space.							
	Program / Initiative	SHORT TERM	↻	DS	PW	M	$	
Strategy PROSPER 2: Elevate how we PROSPER by building a resilient local economy								
P2.1	Support economic and community development initiatives that capitalize upon, maintain, and enhance the district Central Business Districts character.							
	Program / Initiative	SHORT TERM	↻	DS	AD	M	$	
P2.2	Support the creation of additional industrial parks areas.							
	Project / Investment	MID TERM	●	DS	AD	H	$	
P2.3	Undertake various activities to bolster economic development.							
	Program / Initiative	MID TERM	↻	DS	AD	H	$	

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy PROSPER 2: Elevate how we PROSPER by building a resilient local economy *(continued)*								
P2.4	Pursue funding for the cleanup of industrial property brownfield sites.							
	Project / Investment	MID TERM	●	DS	AD			
P2.5	Continue to support agriculture as a valuable part of the Urbanized Area's economy.							
	Program / Initiative	SHORT TERM		DS	AD			
Strategy PROSPER 3: Elevate how we PROSPER by leveraging community assets								
P3.1	Consider the rezoning of underutilized industrial properties to other zoning categories that may be consistent with this plan's goals.							
	Policy / Regulation	MID TERM	●	DS	AD			
P3.2	Actively recruit and retain a younger workforce to the City by enhancing cultural and recreational opportunities and diverse affordable workforce housing.							
	Program / Initiative	MID TERM		DS	AD			
P3.3	Revise minimum and maximum parking standards to protext valuable infill land by reducing the need for large surface lots.							
	Policy / Regulation	SHORT TERM	●	DS	PW			
Strategy PROSPER 4: Elevate how we PROSPER by promoting ourselves externally								
P4.1	Continue to support the activities of the North Carolina Division of Travel and Tourism, specifically monitoring the growth of tourismrelated industry and efforts to promote tourism-related commercial activity.							
	Program / Initiative	SHORT TERM		DS	AD			
P4.2	Develop a sports tourism policy that recognizes City assets / efforts as well as possible partnerships within Wayne County.							
	Policy / Regulation	SHORT TERM	●	DS	AD			
P4.3	Market the City's natural assets, such as the Neuse River natural areas, as regional attractions to support ecotourism.							
	Program / Initiative	MID TERM		DS	AD			

MOVE

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy MOVE 1: Elevate how we MOVE by connecting people to places								
M1.1	Prioritize areas identified on the Future Land Use Map as mixed-use or activity-focused for the gradual transition of auto-oriented, single-use development patterns into compact, walkable districts or nodes.							
	Project / Investment	MID TERM		DS	AD			
M1.2	Consider incentivizing mixed use and high density residential uses in coordination with GATEWAY Transit stops to promote transit-oriented development.							
	Policy / Regulation	MID TERM		DS	AD			
Strategy MOVE 2: Elevate how we MOVE by creating better streets								
M2.1	Support and implement action items contained in the Goldsboro Metropolitan Transportation Plan.							
	Plan / Study	SHORT TERM		DS	PW			
M2.2	Residential subdivisions generating 100 or more peak hour trips shall be required to prepare a traffic impact analysis/study, including mitigative action to reduce impact.							
	Policy / Regulation	SHORT TERM		DS	PW			
M2.3	Consider the development and adoption of a complete streets policy.							
	Policy / Regulation	MID TERM		DS	PW			

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy MOVE 3: Elevate how we MOVE by offering more choice in transportation								
M3.1	Set measurable goals for increasing transit, pedestrian, and bicycle travel mode share.							
	Program / Initiative	SHORT TERM		DS	PW			
M3.2	Prioritize street and sidewalk improvements adjacent to existing school and institutional sites.							
	Project / Investment	MID TERM		DS	PW			
M3.3	Continue to support and implement action items contained in the 2010 GATEWAY Transit Community Transportation Service Plan (CTSP).							
	Plan / Study	SHORT TERM		DS	PW			
M3.4	Connect and complete the City's sidewalk network to create a safe, continuous, and accessible pedestrian system for all users.							
	Project / Investment	MID TERM		DS	PW			
Strategy MOVE 4: Elevate how we MOVE by enhancing our network of trails								
M4.1	Continue to support and implement action items contained in the Goldsboro Bicycle, Pedestrian and Greenway Plan.							
	Plan / Study	SHORT TERM		DS	PW			
M4.2	Focus planning for open space corridors, greenways, and other low-intensity uses on areas within the 100-year floodplain and other underutilized sites.							
	Plan / Study	MID TERM		DS	AD			

ENGAGE

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy ENGAGE 1: Elevate how we ENGAGE by embracing our history								
E1.1	Commemorate and celebrate the City's rich history through public events, educational programs, and community initiatives.							
	Program / Initiative	SHORT TERM		DS	AD			
E1.2	Preserve architectural heritage to ensure historic buildings are maintained and restored for future generations.							
	Policy / Regulation	SHORT TERM		DS	AD			
E1.3	Protect natural heritage sites and conservation lands from negative impacts resulting from development.							
	Policy / Regulation	SHORT TERM		DS	AD			
E1.4	Mandate public works projects and redevelopment efforts to preserve significant architectural details and archaeological sites.							
	Policy / Regulation	MID TERM		PW	DS			

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy ENGAGE 2: Elevate how we ENGAGE by fostering partnerships								
E2.1	Coordinate with Seymour Johnson Air Force Base on development activity that may affect the permitted uses of land within its jurisdiction.							
	Policy / Regulation	SHORT TERM		DS	AD			
E2.2	Coordinate the development of recreational facilities with the Wayne County Public Schools.							
	Project / Investment	MID TERM		DS	PW			
E2.3	Foster community partnerships by actively collaborating with local organizations, businesses, and residents.							
	Policy / Regulation	SHORT TERM		DS	AD			
Strategy ENGAGE 3: Elevate how we ENGAGE by recreating more								
E3.1	Continue to support and implement action items contained in the Goldsboro Parks and Recreation Master Plan.							
	Plan / Study	SHORT TERM		DS	AD			
E3.2	Explore ways to add socially-focused programs for young adults.							
	Program / Initiative	SHORT TERM		DS	AD			
E3.3	Consider the development of neighborhood pocket parks in underserved areas.							
	Project / Investment	MID TERM		DS	PW			

	Type of Action	Timeframe		Responsibilities		Resources		Community Priority
		Initiation	Duration	Lead	Support	Time	Cost	
Strategy ENGAGE 4: Elevate how we ENGAGE by being more transparent								
E4.1	Continue to engage the community regarding Elevate Goldsboro and will retain comments received as input for future updates.							
	Plan / Study	SHORT TERM		DS	AD			
E4.2	The City and County Planning Boards, staff, and councils should consult this plan concerning all decisions, including rezoning and subdivision approvals, which will affect residential land use, including impact on existing residential areas.							
	Project / Investment	MID TERM		DS	AD			
E4.3	Continue to explore ways to increase transparency in governmental operations and decision-making processes.							
	Program / Initiative	MID TERM		DS	AD			
E4.4	Seek formal support from the County for implementation of this plan to ensure alignment of priorities, coordinated investment, and consistency across jurisdictions.							
	Program / Initiative	SHORT TERM		DS	AD			
E4.5	Pursue adoption of this plan by the Metropolitan Planning Organization (MPO) to integrate its recommendations into regional transportation planning, funding programs, and prioritization processes.							
	Policy / Regulation	SHORT TERM		DS	AD			
E4.6	Monitor and report progress on implementation of this plan on an annual basis.							
	Program / Initiative	MID TERM		DS	AD			

Carrying the Vision Forward

Elevate Goldsboro is a community-driven plan that sets a clear direction for the City's future. It supports a strong local economy, reinvestment beyond downtown, and high-quality neighborhoods across Goldsboro. The Plan outlines practical steps to move from vision to action, while recognizing that many factors shaping growth extend beyond the City's direct control. Through thoughtful decision-making and targeted investment, Goldsboro can influence how and where change occurs over time.

To put the Plan into action, the City should focus on the following priorities:

Keep the Plan visible and in use. Integrate Elevate Goldsboro into daily decision-making, ensuring it guides development, capital projects, and policy updates.

Reinforce a shared vision for all of Goldsboro. Celebrate the Plan as a community milestone while expanding investment into neighborhoods across the City.

Use the Plan to guide growth decisions. Apply the Plan consistently when reviewing rezonings, development proposals, and infrastructure investments to ensure alignment with community priorities.

Prioritize resources to support implementation. Coordinate funding, staffing, and partnerships to advance key actions, with a focus on achievable, incremental progress.

Stay responsive and adaptable. Regularly evaluate progress and adjust strategies to reflect changing conditions, emerging opportunities, and community needs.

Build long-term leadership and accountability. Empower City leaders, staff, and community partners to champion the Plan and carry its vision forward over time

How will the Plan be Implemented?

Adopting Elevate Goldsboro marks the beginning of implementation. The Plan includes an action framework that identifies strategies, timelines, and responsible partners. Early steps may include updates to development regulations, alignment with the Future Land Use Map, and coordination of public investments to support desired growth patterns.

When will the Plan be Updated?

Elevate Goldsboro is a long-range, living document. The City should monitor progress regularly, review the Plan annually, and make updates as needed to reflect changing conditions. A more comprehensive update is recommended every 7–10 years to ensure the Plan remains relevant and effective.

ELEVATE GOLDSBORO

COMPREHENSIVE PLAN

GOLDSBORO
BE MORE DO MORE SEYMOUR
North Carolina

Kimley»Horn
Expect More. Experience Better.